

HOPE VI – Utica, NY

Year 1 Program Evaluation

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YORK PROGRAM EVALUATION: YEAR ONE

Executive Summary

The Utica Municipal Housing Authority (UMHA) submitted a successful grant proposal to HUD in 2003 and was awarded \$11.5 million dollars, with the intent to leverage tens of millions of dollars more for city transformation. The project demolishes the Washington Courts Housing Project and relocates residents to improved housing in better neighborhoods targeted to be less racially segregated and with mixed incomes. The intent also is to improve a target area of the city of Utica known as Cornhill. Improvements envisioned are renovated housing and new housing rentals; opportunities for home ownership; improvement of physical appearances of homes, yards, and sidewalks; improvement of community facilities, such as schools and parks; and increased well-being in the lives of neighborhood residents. This Year 1 evaluation provides a brief review of the literature on HOPE VI programs across the United States; a description of the Utica HOPE VI project; methods of evaluation; results from Year 1 of implementation; and discussion/recommendations. The period of evaluation is August 1, 2003 – July 31, 2004.

Congress subsequently initiated the Urban Revitalization Demonstration Program commonly known as Hope VI as part of the Quality Housing and Work Responsibility Act. HOPE VI projects are administered by the federal department of Housing & Urban Development (HUD). HOPE VI follows a strategy of creating mixed-income developments in the hope of fostering a culture of work, as well as promoting community re-investment. HOPE VI target communities generally consist of a large minority population with high unemployment levels. On a national level, the HOPE VI program has demonstrated success in improving public housing and in de-concentrating poverty.

HOPE VI is not the sole factor leading to neighborhood change. Zielenbach (2002) writes that neighborhoods are complex entities that are affected by many factors, including the strength of the economy, government action, community group involvement, and the availability of investment and credit. Community activism, a strong economy, and increased private and public sector funds all contributed to economic and social turnaround. Clancy and Quigley (2001) echo this theme, citing the necessity of integrating real estate development and self-sufficiency programming.

The HOPE VI project in Utica, New York consists of several *programs* or *areas of activity* within the project:

- Housing and Home Ownership Development
- Relocation and Community Services Coordination
- Community Facilities in the Cornhill Target Neighborhood

Relocation occurred much more quickly than staff expected. In Spring of 2004, 36 residents had moved since July, 2004 and 26 units remained occupied at Washington Courts. HOPE VI staff were busy trying to accommodate the service needs and hardships of non-senior disabled residents. Most of the relocated residents are satisfied with the process of moving and with their new homes and neighborhoods. They all had received their Relocation Allowances, were informed of their options for comparable housing, and were provided with transportation to view their options. However, despite the efficiency and care of HOPE VI staff, the infrastructure of public housing, as well as available social services, are sometimes inconsistent, inflexible, and inadequate in providing for its majority residents, the disabled and/or elderly.

The residents remaining at Washington Courts described a number of obstacles to their moving including needing a place without stairs, more bedrooms, or adjacent apartments for family members. A few residents complained that staff did not properly describe the changes that would take place when the program started or that there was no reason to move the housing project and to lose their homes. Staff explain that they are attempting to meet all of the remaining resident needs, and that the obstacles to placing the elderly, disabled, and family members who want to be near each other are creating some delays.

The majority of the Washington Courts residents moved to either Gillmore Village, in South Utica or Humphrey Gardens, in North Utica, both public housing projects. These residents are now in neighborhoods that are less racially segregated and that have a higher median income for residents than their previous neighborhood around Washington Courts. Many relocated residents had moved with family and friends, thus transferring some of their support networks from Washington Courts and facilitating their transitions. Many residents did not know their neighbors well, often because they had recently relocated. Still, most felt safe in their new neighborhoods and trusted their neighbors. Most residents who were utilizing support services had been doing so since before the inception of HOPE VI. Most of the residents were either retired or disabled.

The Utica HOPE VI project is currently moving along on schedule. Phase 1 of the housing development process, the Kembleton Phase has been completed with 27 new and renovated units of housing. In addition, 11 new homes will be constructed and be for sale this summer. Although this is a small portion of the target community, the impact of the new homes is clearly evident in the Cornhill neighborhood. Several nearby residents expressed their approval of the new houses during interviews, noting that the houses are some of the most aesthetically pleasing in the area.

The most significant community services will lie in the Community School planned as renovations to the existing Martin Luther King Jr. Elementary School -- the heart of the HOPE VI Project. The mission of the Community School is "to ensure the physical, emotional, and educational, well-being of children, families, seniors, and other members of the Cornhill community through the provision of integrated and enriched service delivery and expanded use of facilities, connecting school to community."¹ Due to the lack of services, job training, and educational opportunities in this area, the construction of a community school in this neighborhood will not only revitalize this community, but also provide a solid base for the future

¹ Meeting Minutes/Community School Meeting- 11/25/03.

of the HOPE VI program.² Plans for the Community school include: Health Center, childcare, adult education through GED classes, job training, mentoring programs and apprenticeship programs and a computer-tech center.³

One of the main goals of Hope VI is overall life improvement, but this will not come from new housing alone. The residents have indicated their needs and they must be provided if the goal is to be met. Clancy and Quigley stated so eloquently, that "to produce viable new communities, such visions must address not only housing, but also schools, retail and commercial amenities, parks and recreation space, transportation access, physical security and community building" (pp. 537). This is an excellent suggestion and should be taken seriously by the HOPE VI project and all of its partners as it moves forward.

² Ibid. -3/18/04.

³ Ibid. -11/25/03.

Introduction

In 1992 the National Commission on Severely Distressed Public Housing findings indicated that 86,000 public housing units were “living in extreme poverty in almost unimaginable and certainly intolerable conditions” (Zielenbach 2002, p. 40) The call for improvement of public housing was long overdue; public housing is deeply associated with minorities and people below the poverty line. Congress subsequently initiated the Urban Revitalization Demonstration Program commonly known as Hope VI as part of the Quality Housing and Work Responsibility Act. HOPE VI projects are administered by the federal department of Housing & Urban Development (HUD).

The Utica Municipal Housing Authority (UMHA) submitted a successful grant proposal to HUD in 2003 and was awarded \$11.5 million dollars, with an intent to leverage tens of millions of dollars more for city transformation. The project proposed to demolish the Washington Courts Housing Project, built in the 1950s, and to relocate the residents of that housing project to better housing in better neighborhoods. The new neighborhoods would be, as proposed, less racially segregated and with mixed incomes. In addition, the intent was to improve a target area of the city of Utica known as Cornhill. Improvements envisioned are new rentals through renovated housing and new housing; opportunities for home ownership; improvement of physical appearances of homes, yards, and sidewalks; improvement of community facilities, such as schools and parks; and increased well-being in the lives of neighborhood residents.

In Fall 2003, the UMHA organized and established a nonprofit community development corporation, Rebuild Mohawk Valley, Inc., to coordinate neighborhood housing and economic reinvestment projects for the HOPE VI Project. It expected that this new corporation will serve as a developer for homeownership projects as part of the HOPE VI grant as well as the administrator of property home improvement loans and grants in the HOPE VI Revitalization Area. In addition, Rebuild Mohawk Valley is in the process of securing construction loan financing in the amount of \$1,037,710 from the New York State Division of Housing and Community Renewal (http://www.cityofutica.com/docs/04-05_conplan.doc).

HOPE VI was created with the desire to "improve the living environment for residents of distressed public housing, to revitalize the site and contribute to improvements within the surrounding neighborhood, to decrease (or avoid) the concentration of very low-income households, and the build sustainable communities" (Clancy & Quigley, 2001, p.1). Early HOPE VI projects proved unsuccessful because they were concentrated on physical construction and renovation of homes, while more emphasis on the improvement of entire communities was needed. Later projects such as the revitalization and redevelopment of Dudley Square in Boston and the former Lafayette Courts in Baltimore have been more successful (Zielenbach, 2002).

The current, and more expansive, goals of the Hope VI projects at the federal level are to:

- 1.) Improve the living environment for public housing residents through demolition, rehabilitation, reconfiguration, or replacement
- 2.) Revitalize sites on which public housing projects are located and contribute to the improvement of the surrounding neighborhood.

- 3.) Provide housing that will decrease the isolation and avoid the concentration of very low income families while building sustainable communities (Clancy & Quigley, 2001, p. 527).

The primary goals of this evaluation will focus on the Utica Municipal Housing Authority's start-up of the HOPE VI project in Utica, New York. A program evaluation ensures that the goals of a project are being met. Thus, this Year 1 evaluation is meant to provide insight on the current state of affairs; which aspects of the HOPE VI project are being implemented successfully, and which areas need attention to develop more optimally? The following report provides a brief review of the literature on HOPE VI programs across the United States; a description of the Utica HOPE VI project; methods of evaluation; results from Year 1 of implementation, discussion and conclusions or recommendations.

The Year 1 evaluation was completed in several stages. First, the principal evaluator, Dr. Judith Owens-Manley gathered available materials and did preliminary interviews and plans with HOPE VI staff to complete the draft evaluation plan for a five year period. In the fall of 2003, Hamilton College students surveyed Cornhill residents, and a report was issued with those results (see page 51). In Spring 2004, eighteen students in a Seminar on Program Evaluation focused in four groups on the HOPE VI Project. They collected data and completed reports on the following areas: 1) relocated residents, 2) residents who were "non-movers", 3) Cornhill itself as a target community, and 4) community services serving the Hope VI community. During the summer of 2004, two Hamilton College students completed internships with the HOPE VI Project and gathered additional data needed for the Year 1 Report. Dr. Judith Owens-Manley, as the Evaluation Supervisor edited and combined the students' draft reports. The evaluation begins with a program description. It then provides an Assessment of Need, Analysis of Process, and Evaluation of Outcomes for the HOPE VI Project in Utica, New York in three areas:

1. Relocation of Washington Court Residents
2. Revitalization of the Target Community
3. Community Services

The period of evaluation is August 1, 2003 – July 31, 2004.

LITERATURE REVIEW

One of the central aims of the national HOPE VI program is to revitalize distressed public housing, thereby improving the living conditions of public housing residents (Cuomo, 1999). When creating the program, the U.S. Department of Housing and Urban Development [HUD] also took note that the isolation of public housing residents led to exclusion from the "world of work and the habit of responsibility" (p.4). Therefore, HOPE VI follows a strategy of creating mixed-income developments in the hope of fostering a culture of work, as well as promoting community re-investment. For the most part, the communities across the country that HOPE VI will target consist of a large minority population with high unemployment levels. In the average HOPE VI neighborhood, 9.8 percent of residents consider themselves to be White, 32.1 percent

Black, and 40.1 percent identify themselves as Latino; the average unemployment level is 14.4 percent (Zielenbach, 2002).

Housing authorities have great flexibility in the methods they use to improve housing; they can replace, demolish, rehabilitate or modify existing housing. However, this flexibility must be used in order to achieve the de-concentration of poverty locally, as well as to improve public housing neighborhoods in a sustainable fashion (Clancy and Quigley, 2001). On a national level, the HOPE VI program has demonstrated success in improving public housing; 63 percent of respondents in the HOPE VI Resident Tracking Survey reported an improvement in their housing quality (Buron et al., 2002). Many of those who did not report a quality increase either lived in sites such as Denver's Quigg Newton, where the HOPE VI project only rehabilitated existing housing, or they moved out of public housing via Section 8. This finding paints Utica's strategy of building a new mixed-income community in a favorable light, and it also implies that the new housing needs to be of better quality than current "affordable" private market housing.

Buron and colleagues (2002) point to a lack of neighborhood jobs as another issue. It also finds that 82 percent of surveyed households earned less than 30 percent of the median area income, suggesting that many HOPE VI participants were working in low-wage jobs. Clancy and Quigley (2001) write that some early HOPE VI efforts failed in part because employment programs emphasized quick job placement over living wages. They observe that a prominent non-profit organization has been successful in self-sufficiency programs because it provides individualized planning and work supports in addition to jobs. Clancy and Quigley argue that this attention to the varied needs of families is the only way to truly "make work pay" and combat employment problems (p. 8). They also write that individualized attention helps connect families with social services which may have been inaccessible due to isolation or problems navigating through the confusing array of available options.

Nationally, many HOPE VI relocatees still report serious crime problems in their neighborhoods (Buron et al., 2002). They cite problems with drugs and gangs, along with violent crime. Crime rates tend to be lowest in unsubsidized housing, suggesting that Utica's approach of creating mixed-income housing instead of rebuilding an existing site may help with the crime problem. The Resident Tracking Study also notes that, "Unsubsidized households in our sample reported significantly higher levels of collective efficacy than those living in public housing or using vouchers" (Buron et al., 2002, p.7). "Collective efficacy" assesses neighborhood health through measures of how well neighbors help each other and monitor their area. The new mixed-income Utica HOPE VI target neighborhood should promote these factors. However, Resident Tracking Study respondents had low levels of social interaction with neighbors despite increases in collective efficacy. The study suggests that beneficial social networks may be difficult to form because of language barriers, because neighbors are often not home, or simply because people prefer not to form them (Buron et al., 2002).

Neighborhood quality is an important contributor to the well-being of HOPE VI participants (Buron et al., 2002). In a sample of former public housing residents in eight cities with HOPE VI projects, 40 percent of those who did not return to the HOPE VI site moved to low-poverty neighborhoods (though another 40 percent remained in high-poverty areas). A study of relocation patterns of Section 8 voucher users confirms this conclusion (Kingsley, Johnson, and

Pettit, 2003). Thus, there is some evidence that HUD's goal of de-concentrating poverty is being realized. On average, recipients moved 3.9 miles away from their original public housing sites, and the average poverty rates of their neighborhoods decreased from 61 percent to 27 percent (Kingsley, Johnson, and Pettit). The findings of these two studies provide evidence that de-concentrating poverty is effective; at least some HOPE VI participants have the opportunity to lessen their economic and social hardships, which are likely linked to neighborhood quality.

However, Kingsley and colleagues (2001) observe that the neighborhoods of HOPE VI relocatees remained rather segregated, and Section 8 recipients were clustered in a handful of neighborhoods in most of the cities studied. These two problems are foci for further program refinement. Furthermore, in the majority of in-depth Resident Tracking Study interviews, participants expressed that they preferred relocation via Section 8 to public housing, even though only 46 percent of voucher users noted an improvement in their housing quality after relocation (Buron et al., 2002). Many voucher users were dissatisfied because they had to find affordable housing in tight markets. This problem merits attention because the market for affordable housing is often tight, especially for large families. However, some Resident Tracking Study respondents also previously lived in public housing rated as satisfactory; the fact that the Utica HOPE VI project is building quality new units should help ensure that residents rate their new housing better than Washington Courts.

HOPE VI is not the sole factor leading to neighborhood change. Zielenbach (2002) writes that neighborhoods are complex entities that are affected by many factors, including the strength of the economy, government action, community group involvement, and the availability of investment and credit. However, he also notes that the most promising HOPE VI projects are wide in scope, using these factors to their advantage. For example, the redevelopment of the Orchard Park housing complex was only the first step toward revitalizing Boston's Dudley Square neighborhood. Community activism, a strong economy, and increased private and public sector funds all contributed to its economic and social turnaround. The promise that this HOPE VI project shows is the product of the cooperation of many different interests. Clancy and Quigley (2001) echo this theme, citing the necessity of integrating real estate development and self-sufficiency programming. They explain that integrating these two functions is a part of local program implementation that may lead to success or failure. Such a strategy is also necessary to sustain positive neighborhood change.

A 2002 study of eight HOPE VI communities found that while HOPE VI neighborhoods were still some of the more economically distressed areas of their cities, that some significant improvements had occurred. The study found increases in per capita incomes, education levels, and employment rates. These factors lead researchers to believe that the HOPE VI projects have increased the economic well-being of the residents involved (Zielenbach, 2002).

An example of the economic improvement potential of the HOPE VI program can be taken from the successful program in the Dudley Square neighborhood of Boston. From the 1950s to the late 1980s, the area dropped from an urban commercial center with many businesses and residents to a deteriorated urban landscape with 1,500 vacant lots in the neighborhood. The Orchard Park housing development became one of the worst areas in the city, with crime rates higher than any other area of Boston. In 1995, the Dudley Square community was awarded a

\$30 million grant that would allow them to demolish most of the Orchard Park housing project and replace it with new housing development. The improvements to the community were transformational. Crimes in the housing project area dropped from 752 in 1989 to 57 in 2001, and redevelopment led to the revitalization of the Dudley Square community, with the number of business establishments in the Dudley Square area increasing by 24 percent. Property values have also improved; the median sale price of single-family homes increased by over 325 percent from 1996 to 2001 (Zielenbach, 2002).

The Harvard Law Review Association's analysis (2003) suggests that a key factor in a successful HOPE VI program is the accountability of both the public and private sectors. They argue that the contractual arrangement between HUD and municipal housing authorities leads Municipal Housing Authorities to value efficiency over residents' needs and input. For example, the Boston Housing Authority leveled the Clippership housing development, claiming it was "distressed" even though it was merely obsolete and most residents held jobs. The authors of the Harvard article also find that the emphasis on relocation, the strict standards for public housing reoccupation and the many barriers to obtaining good housing for voucher users lead some participants to live in neighborhoods characterized by the same problems as their old public housing.

To contextualize the attitudes, relocation experience, and hardships of HOPE VI relocated residents, Susan J. Popkin's brief (2002) summary of the Resident Tracking Survey and Snapshot of Original Residents from Eight Sites is especially helpful. She finds although many residents may have moved to buildings in better condition or in at least similar condition to the buildings they had left, in neighborhoods less poor and slightly safer, this group of relocated residents still experiences much hardship. For example, residents' expenses increased with higher costs of living in better neighborhoods, some moved away from the comfort and convenience of their family and friend support networks, and some residents may have found employment accompanied by added costs such as child care and transportation. Popkin (2002) also reports significant barriers to self-sufficiency; the elderly, individuals with physical and mental health problems, and individuals and families with histories of domestic violence, crime and poor credit (these populations are well-represented in public housing) experienced particular hardship.

Topics of further research on HOPE VI nationally and locally will include the following questions:

- Will relocation and temporary housing will be able to keep up with the number of residents displaced from HOPE VI rebuilding?
- Will significant numbers of HOPE VI residents actually benefit from the revitalizations and gentrification of HOPE VI neighborhoods and surrounding communities?
- Will the breadth of support services programs be sufficient to assist a critical mass of residents to make a difference in their well-being?

PROGRAM DESCRIPTION

The HOPE VI project in Utica, New York consists of several *programs* or *areas of activity* within the project, and each will be described separately, in addition to an overview of the whole. The programs or areas of activity are:

- Housing and Home Ownership Development
- Relocation and Community Services Coordination
- Community Facilities in the Cornhill Target Neighborhood

The specific goals for HOPE VI – Utica are to:

1. Replace 111 severely distressed units in Washington Courts with a minimum of 194 affordable housing units in Cornhill.
2. Promote and facilitate home ownership in the Cornhill target area.
3. Develop investment in community facilities in the Cornhill neighborhood.
4. Provide quality and affordable housing opportunities for relocated Washington Court residents, thus ensuring residential stability.
5. Increase the skill and income levels of the residents.
6. Empower families and create natural support systems for residents.
7. Improve young adult lives through opportunities for education, training and employment and improve the life of senior residents.

(HOPE VI Community & Supportive Services Work plan, 2003 & Utica Municipal Housing Authority Annual Action Plan, 2003).

Organizational Structure and Project Partnerships

The organizational structure supporting the HOPE VI project begins with the **Utica Municipal Housing Authority**, the organization which submitted the HOPE VI grant. UMHA did so in partnership with the **City of Utica**, which committed Community Development Block Grant (CDBG) funds and Home Investment Partnership Program (HOME) funding for the HOPE VI project. In addition, UMHA has Memorandums of Understanding (MOUs) with forty-eight community service agencies to form a **Community Network Coalition** and promote self-sufficiency and increased well-being among residents. Together all partner agencies and organizations have pledged additional millions in funds or in-kind contributions. UMHA formed a Limited Liability Corporation, **Rebuild Mohawk Valley**, as an affiliate nonprofit corporation, to coordinate neighborhood housing and economic reinvestment projects. RMV also acts as a conduit for the funding of the HOPE VI initiatives and implements the HOPE VI projects (HOPE VI Community & Supportive Services Work plan, 2003 & Utica Municipal Housing Authority Annual Action Plan, 2003). **Housing Visions Unlimited, Inc.** is a not-for-profit organization contracting with RMV to build and renovate homes in Cornhill. Figure 1 illustrates the network of partners for HOPE VI and their relationship each to the other.

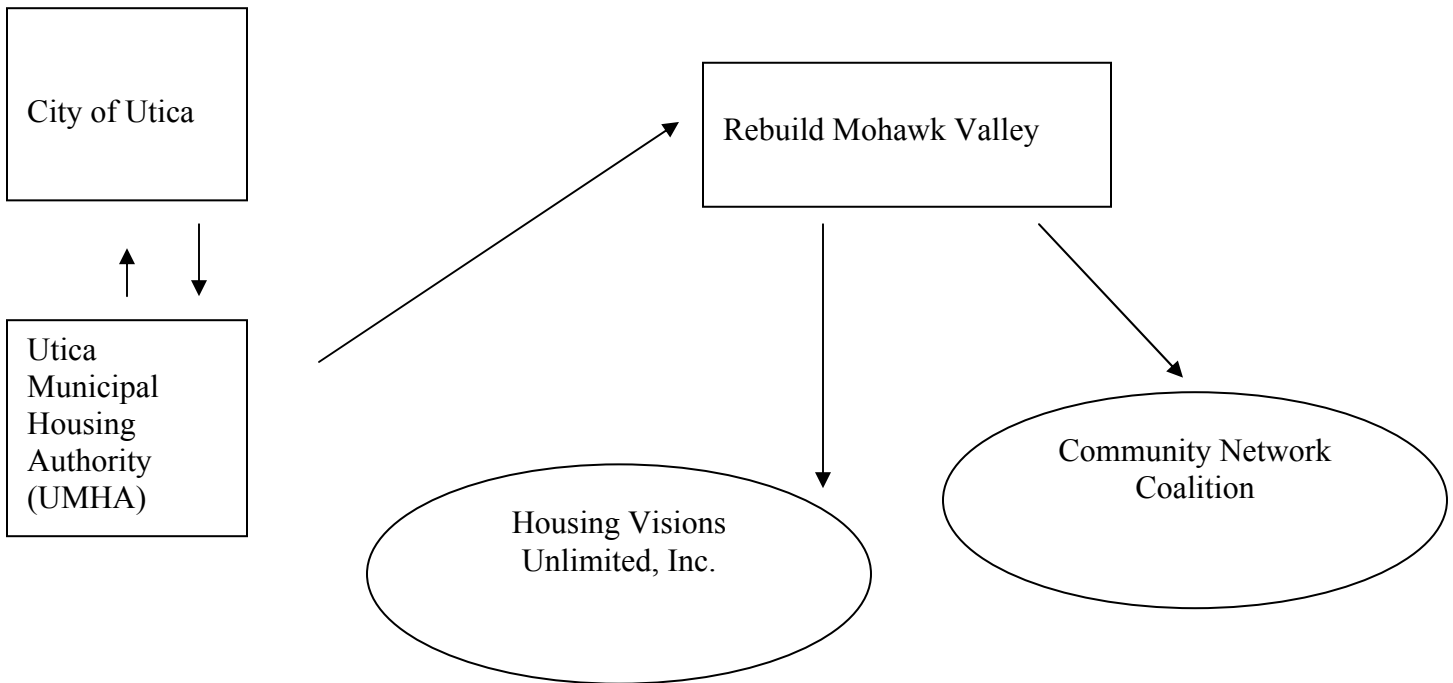


Figure 1. Organizational Structure for the HOPE VI Project in Utica, New York

In order to evaluate the goals and achievements of a particular service program, information must be collected, and the program’s intentions, service population and program interventions must be understood. Program theory is useful for both practitioners and evaluators, because it clarifies and makes manifest program goals and objectives, provides a template or visual device for charting program operations, and makes evaluation an integral part of operations by specifying proximal and distal outcomes, or intermediate and long-term outcomes. (Royce, Thyer, Padgett, & Logan, 2000).

Rebuild Mohawk Valley has the following staff for the HOPE VI Project:

- Steve Smith, HOPE VI Coordinator
- Carol Ursi, Funds Administrator
- William Bryant, Resident Assistant Coordinator
- Carmen Roman, Case Management Assistant
- Ben Shaw, Real Estate Coordinator
- Constance Adams, Neighborhood Liaison
- Bob Manca, Development Coordinator
- Lou Matrulli, Construction Manager

Main Program Areas and Program Theory

Program theory refers to “the set of beliefs that underlie action” (Weiss, 1994). Weiss (1994) encourages the development of program theory for evaluation purposes for several important reasons:

- Theories of change can provide the basis for the evaluation.
- The evaluator can organize the evaluation to trace the unfolding of assumptions.

- Program theory can be used to plan points for data collection.

- Theories direct our attention to likely near-term or longer-term effects.

- Program theory models provide early indications of program effectiveness.

- It helps to explain how and why effects occurred.

In the following, the main goal areas for HOPE VI are described and a program theory is developed to describe the theoretical model of intervention.

Housing and Home Ownership Development

Housing and home ownership plans are conceptualized in four phases, which will proceed in an overlapping manner, rather than linearly. Each has a projected timeline and financing plan, and both the timeline and the financing plan are subject to modification as the housing project evolves. The plan as developed initially by UMHA is presented here.

Housing Development Phases

Phase I: The Kembleton Project

- Financed through Low Income Housing Tax Credit (LIHTC) program and the City of Utica HOME project
 - Consists of 27 rental LIHTC units, located between 1200 and 1500 blocks of Kemble Street
 - Completed in 2004

Phase II: Steuben Village

- Consists of 49 units of rental housing to be developed as scattered sites on Howard Ave and Steuben Street
- All units LIHTC
- 25/49 will be public housing
- Includes 10 new construction on vacant land and rehabilitation of 10 existing vacant buildings

- Provides 10 one-bedroom units; 14 two-bedroom units; 17 three-bedroom units; 8 four-bedroom units
- Permanent financing expected through New York State Division of Housing and Community Renewal LIHTC program and UMHA HOPE VI Funds
- Construction expected to commence spring 2004

Phase III: Rutger Manor

- Preliminary planning stage expected to conclude in late 2004
- Tax credit application is anticipated to be submitted during first quarter of 2005
- Site locations for projects in process

Phase IV: Homeownership

- Two model homes on Eagle Street targeted for spring 2004
- Model homes designated to stimulate interest in HOPE VI project and assist in marketing homeownership units (also to be used as sales office for the Oneida Homes Project)
- Financing provided by UMHA's public housing Replacement Housing Factor grant from HUD
- The UMHA, in conjunction with City of Utica, state of New York, Federal Home Loan Bank and HSBC Bank, will be building 11 fee simple single family homes in Cornhill as part of Oneida Homes project, which is a component of HOPE VI project

(Utica Municipal Housing Authority Annual Action Plan, 2003).

Housing and Home Ownership for Revitalization

The theory for developing housing and home ownership opportunities to address the long-term goals of revitalization and increased well-being of community residents is explained in Figure 2. The beginning problem is inadequate housing and the poor physical appearance of the community (Cornhill, since the decision was made not to rebuild on the Washington Courts site.) The planned intervention activities to address the problem are to 1) construct new housing, 2) renovate existing sites, and 3) to clean up the neighborhood and add landscaping. The short-term, or proximal goals will be to decrease the number of vacant lots in the neighborhood, increase the numbers of properties on the tax roles, and have noticeable aesthetic improvements to the neighborhood. In turn, these will lead to longer-term, or more distal outcomes that will increase occupied housing, increase property values, and provide an increasingly mixed income and racially diverse neighborhood.

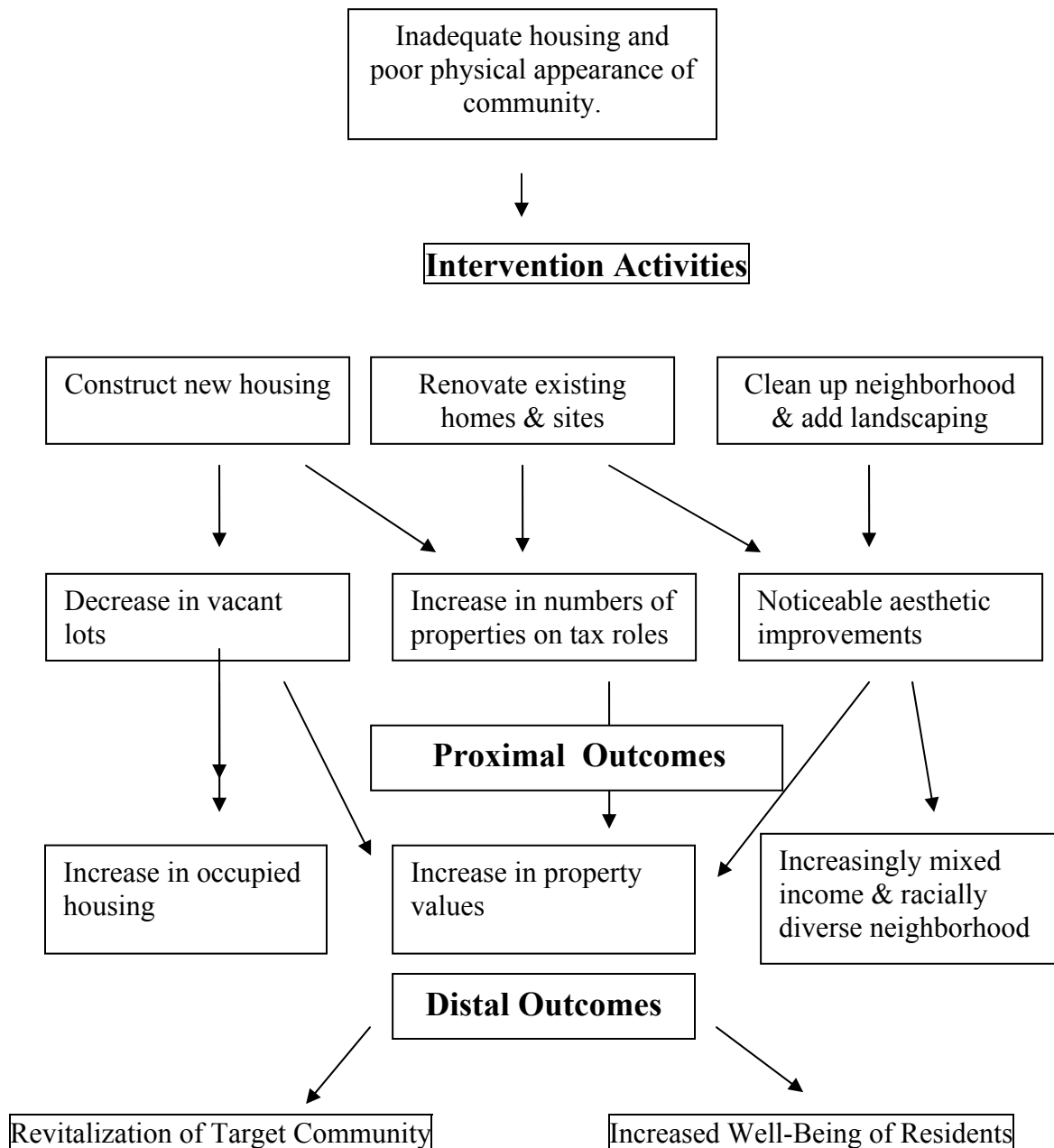


Figure 2. Program Theory for Housing & Home Ownership Development

Relocation and Community Services Coordination

The initial stage of the Utica HOPE VI program was the relocation of Washington Courts Residents to comparable temporary or permanent housing in other public housing developments, private market housing, or via Section 8. In this relocation process, it was most important to be both consistent and sensitive, adhering to the United States Department of Housing and Urban Development (HUD) regulations and the Urban Relocation Act, in placing residents in new housing, with a stable transition. Relocation was planned to begin with a voluntary program in September, 2003 and the formal relocation process, instigated after the HOPE VI Revitalization Plan was approved by HUD, and targeted to end no later than January 1, 2005. The Washington Courts property will then be transferred to the City of Utica for demolition to make way for the City's Gateway Project.

The Hope VI Project in Utica operates with the same goals and objectives that the program does on the national level. The program plans to relocate residents from distressed public housing locations and moving them into more attractive units in mixed-income neighborhoods. First, the condition of housing units will physically improve and neighborhoods in Hope VI cities will be more aesthetically pleasing. These new units are to blend in with the neighborhood and resemble the architecture of other homes. Second, the residents will hopefully create viable social networks in their new mixed-income neighborhoods and use these connections to build better futures. Finally, Hope VI aims to provide community services for the residents who move into the target communities. These services include child care and GED, computer, and job training to name a few. Essentially the goals in Utica are to demolish the Washington Courts Complex, promote housing diversity, and develop community assets.

Upon demolishing Washington courts, Utica plans to give residents choice in where they would like to live by developing 194 replacement housing units that will be scattered across a 50 block area in the Cornhill section of the city. Those who lived in Washington Courts during the time when the city decided to re-locate residents via the HOPE VI program will have the first choice of Cornhill homes. These residents will have the option of renting a unit or purchasing the unit for individual ownership. The timeline for the program indicates that residents will be able to move into Cornhill units within the next two years.

Hope VI staff of Utica intends to facilitate the moving process by catering to the specific needs of the residents. Residents are offered financial assistance as an incentive to move into temporary locations until homes in the Cornhill section are available. The rewards for moving range from \$400- \$1,000 based on the number of rooms each resident currently has in Washington Courts. Hope VI also pays particular attention to the legal aspect of moving not only to make the process easier, but to prevent potential lawsuits from surfacing. Providing safe transportation for a person's pet is among the special accommodations that the program provides. The Hope VI staff, which consists of approximately ten people, is responsible for updating the residents in terms of the program's progress, assisting the residents in moving, and arranging schedules to assure that the project is completed in a timely manner. The staff takes into account the considerations above, and attempts to respond to the needs of the residents in the most compassionate manner possible.

Family & Neighborhood Improvement through Intervention

The Utica HOPE VI program is planned to affect relocated residents through two mechanisms: housing and family support services. The staff who are most directly involved in the relocation process are Case Manager Carmen Roman-Castro and Resident Assistant Coordinator William Bryant. The effects of all types of relocation should lead to a long chain of proximal outcomes that signal the steps in neighborhood improvement as well as housing improvement for individuals. These steps should lead to the distal goals of less concentrated poverty, increased racial integration, increased neighborhood quality, and improved access to training and employment. During relocation, it will be important to ensure that support services for housing referrals address the needs of specific groups such as the elderly and the mentally ill. Adequate tracking of relocatees is also vital to provide them with necessary follow-up services. The program theory for Utica's HOPE VI project that is designed to address the housing needs of relocated residents is shown in Figure 3.

Similar to housing services, family support services also take many forms. However, they generally fall into the categories of access to training and social services. As proximal goals, relocated residents must first be informed about these programs and complete them successfully in order to improve their social networks and reduce their barriers to work. In turn, these proximal goals should lead not only to increased employment, increased income, and decreased crime, but also to a tangible and intangible increase in participants' quality of life.

Community Services in Cornhill

The HOPE VI program works to demolish housing that is uninhabitable, but at the same time it works to revitalize communities. The project aims to increase the well-being of residents of Cornhill, while also integrating the neighborhood into the surrounding area, both economically and socially. While the HOPE VI program mostly concerns itself with the welfare of the displaced residents who move into a new area, the help that the program will bring to the Cornhill neighborhood will serve the entire population of the community.

Cornhill is a neighborhood of the City of Utica that is home to a mostly racial minority population of around 2,000 people. A high percentage of its residents live below the poverty line, with the median household income for 1999 at \$17,969, while the national median was \$42,000.⁴ In general, the residents of the neighborhood have little income or wealth. By improving the economic quality of the neighborhood, the HOPE VI program can hopefully increase the quality of life in Cornhill.

⁴ Census 2000, Summary File 3.

	Theoretical goal	Initial effect	Proximal Outcome	Proximal Outcome	Distal Outcome
Housing services: Relocation to Cornhill Relocation via Sec. 8 Relocation to other public housing	<i>Residential stability</i> Achieved through quality and affordable housing and neighborhood improvement	Higher quality living environment Satisfaction, pride, responsibility	Physical home upkeep Increased “collective efficacy”	Higher-income families move in Improved social networks	De-concentrating poverty Increased racial integration Increase in tangible and intangible neighborhood quality indicators Improved access to training and employment
Family support services: Vocational training Life skills training Increased social service access	<i>Self-sufficiency</i> Achieved through increased skill and income levels	Knowledge of, interest in, and referral to these programs	Successful program completion	Improved social networks Reduced barriers to work	Tangible and intangible increase in quality of life Increased employment Increased income Decreased crime

Figure 3. Program theory for Housing Relocation Services & Family Support Services

Revitalized Target Community, Increased Well-Being & Economy

There are three broad social problems in the target community section of Utica’s Hope VI project: Poor physical appearance of the neighborhood, inadequate community facilities, and high unemployment rate-low household incomes (program theory, figure 4.) Intervention activities for the physical appearance of the community, other than new and renovated housing are cleaning up the neighborhood and adding improvements such as curbs, sidewalks, lighting,

street signs and landscaping. In the short- run, the outcome of cleaning up the neighborhood will be noticeable aesthetic improvements, and in the long-run, the outcomes will be an increase in property values and an increasingly mixed income and racially diverse neighborhood. These are dealt with in the previous section on housing.

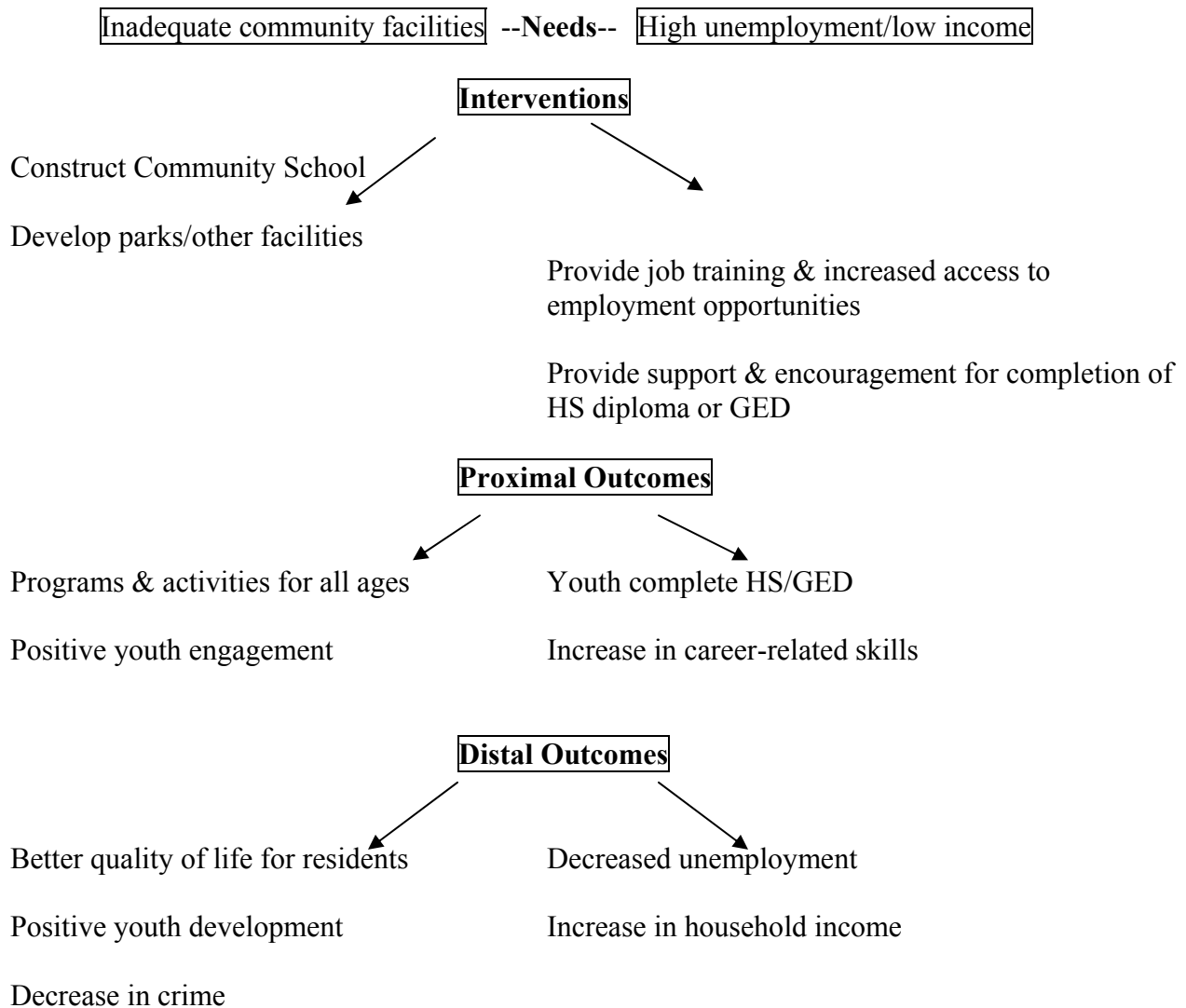


Figure 4. Program theory for Community Services in Cornhill

Community facilities in Cornhill are thought to be inadequate or non-existent. Interventions needed are to develop community facilities and to build a community school, in addition to parks and other recreational facilities. The short-term outcome of these activities will be more programs and activities for residents of all ages and places for young people to go for positive

youth engagement. The long-term outcomes will be better quality of living and opportunities for residents, positive youth development and hopefully a decrease in the crime rate.

The high unemployment rate in Cornhill and the problem that most residents are low-income may be fixed through the processes of providing better access to employment for residents as well as providing job training and further education. Providing better access to employment will lead to the proximal goal of more residents getting jobs. The distal outcomes of this will be a decrease in the crime rate, an increase in the median neighborhood income, and a decrease in unemployment. Providing job training and further education to residents will lead to the proximal outcomes of children finishing their education or getting GEDs and residents picking up career related skills. The distal outcomes of this will be a decrease in unemployment. The overall goal of the unemployment and low-income problem is to improve the local economy and integrate it with the entire city's economy.

Each broad area of evaluation is reviewed below for methods of evaluation, needs assessment, process analysis, and outcome evaluation. In some areas, the assessments and analysis may be very preliminary; that is, since the project is in its beginning phases, points of data collection may be suggested for the future. The target areas identified for evaluation were Resident Movers, those residents of Washington Courts who had already relocated as of March 1, 2004; Resident Non-Movers, those residents of Washington Courts who were still living in that housing project; the Target Community, the Community of Cornhill; and Community Services in Cornhill.

RELOCATION OF WASHINGTON COURT RESIDENTS

Using the program theory as a guide, student research assistants identified data collection questions and methods for their target areas. Research with current and (recent) former residents of Washington Courts was conducted in March and April of 2004 through in-person interviews and focus groups. The Needs Assessment is based on the 2002 Washington Courts Resident Survey (Schiff Group, 2002). This survey provides a baseline that measures satisfaction with Washington Courts housing units and neighborhood, as well as access to various services. Demographic information from the 2000 Census is used to provide additional baseline measurements. In the Spring of 2004, approximately 36 householders had relocated already, and an 26 household units were still occupied at the housing project.

Resident Movers

The central component of our evaluation was a survey of relocated residents. Out of a total of 36 relocatees, we were able to survey 22. The survey questions explored four themes: The moving process, the new housing and neighborhood, neighbors, and family support services. The main goal of the survey was to qualitatively describe the new living situation of relocated residents. At this stage of the program, we focused mainly on evaluation of process and not of outcome. We could not make many judgments of improvement based on the program, but we focused on common themes, both positive and negative, that came up in resident interviews. These findings

help us begin to assess to proximal outcomes, and they also provide ideas for how the program could evolve over the course of its implementation. Future evaluations should measure distal outcomes to assess improvement.

MOVERS	Research Question(s)	Methodology	Source/Indicator
Needs Assessment	What are the needs of Washington Courts residents as of August 2002?	Review of existing documents	Washington Courts Resident Survey
Process Analysis	What do residents and staff say about how the HOPE VI program is working?	Gathering staff and resident observations	Key staff interviews Resident survey
Proximal Outcomes	What are relocation patterns, and how are their new neighborhoods different? Are movers satisfied in their new housing and neighborhood? Are employment and services accessible?	Demographic research of “source” and “destination” census tracts Gathering staff and resident observations	Census 2000 data Key staff interviews Resident survey
Distal Outcomes	Are new neighborhoods less poor and/or less segregated? Is there more satisfaction with new housing & neighborhood? Have employment and service access increased?	Comparative demographic research of census tracts Gathering staff and resident observations	Census 2000 and 2010 data GIS Mapping Key staff interviews New resident survey

Before interviewing the relocated residents we first met with Carmen Roman-Castro and William Bryant to write a resident notification letter and set up times and locations for the resident interviews. We made one trip to Washington Courts to meet with two residents who had relocated via Section 8 in Utica and five trips to the public housing developments that most of the relocation residents had moved to – once to Humphrey Gardens and four times to Gilmore Village. The interviews were of varying lengths and settings; interviews were conducted in Spanish and English. At the convenience of residents some interviews were done in a central location at the housing development while the majority of interviews were done in residents’

homes, and for many interviews Roman-Castro or Bryant were present. We supplemented the survey with key staff interviews and informal conversations, which provided us with another perspective on program implementation, strengths, and weaknesses. In addition, we included our own observations of housing and neighborhoods where appropriate, which added more depth to our results. Our information describes both the census tract containing Washington Courts as well as the two “destination” census tracts that contain Gilmore Village and Humphrey Gardens, the public housing developments where most relocated residents now live. These statistics are especially useful because they allow us to understand how the racial and economic mix of the new neighborhoods is different from the old neighborhoods.

Resident Non-Movers

The primary goal in assessing the Hope VI project during its first year is to gather information that will help future evaluators in analyzing the changes over time. The group studying the approximately twenty-six families still living Washington Courts worked to establish baseline information, formative feedback, and indicators for future evaluators to study trends. We collected oral histories of a few residents, compiled demographic information of the residents from their personal case plans, and interviewed residents in a group setting (n = 12) to determine their specific and general needs. This information forms the foundation for the baseline information needed to determine the proximal and distal outcomes while providing formative feedback for the HOPE VI program staff.

In collecting the necessary information for the evaluation we compiled the oral histories of four residents, analyzed the Personal Case Plans of all remaining residents, and conducted short interviews with approximately twelve residents. For the oral history component of the paper, each group member conducted one interview with a current or former Washington Courts resident. These interviews provided us with both quantitative information and a comprehensive understanding of the history of Washington Courts. The bulk of the information that helped us to analyze the needs and process of the HOPE VI housing project came from the shorter group interviews. We conducted these interviews one afternoon at Washington Courts with the twelve residents who participated. During the meeting we asked the residents several questions that provided us with the information needed to assess the process of the HOPE VI project. The questions focused on the barriers that made it difficult for people to move along with the activities of the staff that facilitated or hindered the moving process. Residents were also asked what the staff was doing to get the resident to move and if they thought the overall process was going smoothly. The third method used to evaluate the needs of the residents was a study of the demographic information on the personal case plans. The age, length time living in Washington Courts, education and other demographic information on each of the non moving residents helped us better understand the population and give us insight into their needs. The source or indicator for the needs assessment was thereby the information from the interviews and demographic information from the personal case plans. The information from the interviews was the only source for the information we used to analyze the process and implementation of the HOPE VI housing project.

Residents Still living in Washington Courts	Research Question:	Methodology:	Source/Indicator:
Needs Assessment:	What are the barriers preventing the residents still living in Washington Courts from moving?	(1)Interviews with residents (2) Review of Personal Case Plans	(1)Interviews with Non-moving residents (2) Personal Case Plans
Process Analysis:	(1)What is the staff doing to get the residents to move? (2) Is the process for moving running smoothly?	(1) Interview residents (2) Interview staff.	Information from interviews.
Proximal Outcomes:	(1)Have the residents been moved to adequate housing facilities? (2) Have support services been set up?	(1)Interview Residents (2) Interview staff	Information from Interviews
Distal Outcomes:	(1)Did the residents remain connected with families and friends? (2) Are the residents more satisfied with their new housing facilities?	Interview residents	Information from interviews.

Out of all respondents, 59 percent like the neighborhood, and 52 percent would prefer to live there over other Utica-area neighborhoods. However, many residents reported **problems related to the size and maintenance of their apartment**; about 40 percent stated that it was too small, and the same number noted repairs were difficult to get. A larger number of residents reported a **lack of recreational (53 %) and community (44 %) facilities** (Schiff Group, 2002).

The biggest need that former Washington Courts residents expressed is for a **link to the services that were absent from their area**. These services include both social services and food, health, and clothing-related establishments. Lack of programs and services for adults was a problem cited by 53 percent of respondents, and 51 percent reported there were not enough for children. In addition, 49 percent cited a lack of convenient shopping. 44 percent of residents also reported a lack of jobs in the neighborhood (as well as the city in general). **Residents' low employment (only 17 percent), barriers to work, and perceived lack of job skills implied a lack of self-sufficiency** (Schiff Group, 2002).

Respondents also perceived a **high level of crime in their neighborhood**, especially break-ins and drug-related crimes. They had a tendency to suspect outsiders as the perpetrators of crime; 40 percent believed that people from outside the neighborhood were involved in local crime, while only nine percent thought Washington Courts residents were involved. These findings suggest that the neighborhood may have a **high degree of collective efficacy because they do not perceive other residents as a major threat**. However, the findings could also suggest that **people do not know their neighbors well; social control may be low** and respondents may be blaming outsiders out of fear. Finally, at the time of the survey, some residents had already moved, so some “criminals” might have already left (Schiff Group, 2002).

The majority of Washington Courts residents also expressed a **preference for their current neighborhood over other area neighborhoods**, possibly because of a fear of the unknown. Only nine percent of Washington Courts residents stated that they would like to live in Cornhill over other Utica neighborhoods, and only two percent would prefer to be relocated there. These low numbers imply a **negative perception of the Cornhill area that may need to be reversed**, especially because many respondents (62 percent) want to relocate via a Section 8 voucher (Schiff Group, 2002).

As of May 3, 2004, there were 26 units still occupied at the Washington Courts housing project. While it is important to vacate these 26 units in a timely fashion, the HOPE VI staff has a great deal of needs to meet before these 26 families can be moved. Just like those who have moved, the residents remaining at Washington Courts are diverse and have different needs which the HOPE VI housing staff tries to meet.

While one may think that the primary reason for residents remaining at Washington Courts is because of old age, there are only eight people remaining at Washington Courts who are 60 years old or older. These eight residents might have a difficult time moving and need special residencies where they will be able to be mobile. There are 28 children remaining in Washington Courts. Because Utica has more than one school district, many families must determine where they move to based on what school district their new home will be in and whether or not their children will have to switch schools. Of the 26 units still occupied at Washington Courts, 17 residents who remain are disabled. While all 17 of these residents are not physically disabled, all of their disabilities make it harder than the average tenant to relocate, which makes this process of finding suitable housing difficult for both the residents and the HOPE VI staff.

Another barrier to people moving from Washington Courts is that many of those remaining have lived there for a number of years. The average length of stay at Washington Courts for those who are still living there is approximately 17 years and while many of these residents are looking forward to moving in order to be done with the hassles that they have had to face in regards to vacating Washington Courts, most of them are sad to be leaving what they have called home for many decades. Because Washington Courts has been the home to such a wide variety of tenants and remains the home of a diverse group of residents, the HOPE VI staff has many special needs that must be met in order to relocate those who are still living at Washington Courts.

Residents of Washington Courts: How is the Process of Relocation Working?

In Spring of 2004, approximately 36 residents had moved since July, 2004 and 26 units remained occupied at Washington Courts. Therefore, they are interviewed and reported in two different groups.

Movers

Our process analysis was twofold: interviews with the Utica HOPE VI staff and individual interviews with relocated residents. According to the HOPE VI staff, relocation was occurring much quicker than they had originally expected. Most residents were eager to move to other public housing developments in Utica with very few, if any at all, positive expectations about moving to the revitalized HOPE VI site in the Cornhill area. The staff had received some positive feedback from a few residents who were looking forward to utilizing some of the job training and educational services as well as planning for homeownership. At the same time the HOPE VI staff were busy trying to accommodate the service needs and hardships of non-senior disabled residents. They actively promoted the Section 8 program, but expressed concern that relocated residents did not understand that gap payments were not spending money, but rather to cover the additional costs of living in private housing. Overall, the staff was very interested in finding measurable environmental improvements for residents.

Most of the relocated residents were satisfied with the process of moving and with their new homes and neighborhoods. They all had received their Relocation Allowances, were informed of their options for comparable housing, and were provided with transportation to view their options. Comparable housing for a relocated resident meant they received the same amount of bedrooms at their new housing as their apartment in Washington Courts. Although these residents originally seemed averse to the idea of relocating from Washington Courts, at the time of the interview they had a general attitude of resignation and acceptance of the process. In general, residents did not comment extensively on process.

Non-Movers

The bulk of the results of the program analysis of the non-moving residents came from the group interview and an examination of the residents' demographic information.

During the group interview, the residents provided us with information for the needs assessment and process analysis.

The residents remaining at Washington Courts described a number of obstacles to their moving. When asked, "What are the barriers to your moving," there was a range of obstacles. One said that she needed a place that did not have stairs and a middle aged mom requires an apartment with many bedrooms and a single bedroom apartment next door for her mother. Both of these particular set ups are difficult to find in new residencies. A middle aged man explained that he was waiting until his new house in Corn Hill was built. A fourth resident said that she did not want to move because moving was a huge job. She said, "When I moved across the street, it took three months," and months later she was still not finished unpacking. The obstacles that these residents described contributed to the needs analysis of our program evaluation.

The remaining residents in Washington Courts feel that the HOPE VI staff did not properly describe the changes that would take place when the program started. One woman said that when the HOPE VI staff first told the residents about HOPE VI, they said that all residents at Washington Courts were going to get a house. She was very upset saying that she still expected to get a house with a garage attached and a front porch just like they originally told her. It was not until much later that the staff informed the residents that they needed a certain income to get the houses. One woman said that she was frustrated with the staff for “giving us the runaround” because they knew the incomes of all the residents and must have lied to them when they said that all Washington Courts residents would get a house. This resident was very upset and explained her frustration saying, “They didn’t do what they said they were going to do. After all these years I don’t appreciate the way they’ve treated us.” She had many other complaints about the way the HOPE VI project staff and Washington Courts staff ran the programs saying that the money went to the wrong things and that the best workers for the project were “dead and gone.” This conversation informed our process analysis and led us to believe that that miscommunication plagued the process of the implementation of HOPE VI.

Another elderly resident said that there was no reason to move the housing project. She explained that the HOPE VI staff told them that one of the reasons the project was moving to Corn Hill was because of its close proximity to the railroad tracks. But this woman explained that no one in the history of the housing project had ever been killed by a train. The other reason the HOPE VI staff said that the project was moving was to be closer to stores and businesses, but this resident said that she did not need stores or laundry. Most of the residents had cars.

Residents of Washington Courts: What Are the Outcomes of Relocation?

Of the 36 relocated residents, we were able to interview 22. The age, sex, and race breakdown is as follows:

Age	15-30 years: 4 30-45 years: 8 45-60 years: 4 60+ years: 6
Sex	Female: 14 Male: 8
Race	Black/African American: 15 Latino/Latina: 7

A total of 12 residents were elderly and/or disabled. Out of this group, only one was Latino/a. Latinos/as were generally younger, accounted for in the 15-30 and 30-45 age groups. Residents relocated to the following locations:

Gillmore Village	23
Humphrey Gardens	10
Via Section 8	3 (2 in Utica, 1 in Georgia)
Private Housing	1

At Gillmore Village, residents liked the quiet, residential neighborhood. Most residents were happy with the increase in racial and ethnic diversity as compared to Washington Courts. They were also satisfied with the reasonable proximity of stores, restaurants, banks, and hospitals. There were a few complaints about public transportation and apartment size; however, public transportation was a more pressing problem. Buses ran infrequently, a problem for the elderly and/or disabled, who were a majority of interviewees. Though businesses were fairly close, they were not within walking distance for these residents.

Humphrey Gardens residents had similar experiences and attitudes as Gillmore Village residents. However, there were a few complaints about noise, which may have been related to the close proximity of their apartment to the children’s playground, the main street, and the arterial highway. There were also very few one-level apartments to accommodate residents’ disabilities.

We found that at both locations, many relocated residents had moved with family and friends, thus transferring some of their support networks from Washington Courts and facilitating their transitions. Many residents did not know their neighbors well, often because they had recently relocated. Still, most felt safe in their new neighborhoods and trusted their neighbors. They felt that most people in the developments were unemployed and had little money. Most residents who were utilizing support services had been doing so since before the inception of HOPE VI. For example, some elderly residents were receiving Meals on Wheels and had home help aids. Only two residents were looking to take advantage of job training; most of the other residents were either retired or disabled.

Through staff interviews and Utica Hope VI data, we found that most of the Washington Courts residents that have already relocated have moved to two main sites, Gillmore Village, and Humphrey Gardens. A few of the residents moved to Section 8 housing, or to other areas of Utica, including one resident who moved to private housing. In order to gain a better understanding of the communities that residents moved to, we compared data from the 2000 New York State Oneida County Census tracts that best represented the Washington Courts, Gillmore Village and Humphrey Gardens areas. The census tracts for these areas were as follows: Washington Courts was tract 201, Gillmore Village was tract 211.03, and Humphrey Gardens was tract 216.05. While these census tracts represent the entire neighborhoods that each of the housing developments are in and not the housing developments themselves, we used them as the best possible indicators of neighborhood and housing development status.

In comparing the population status of census tracts 201, 211.03 and 216.05, the later was by far the largest neighborhood, consisting of 5,239 individuals in comparison to 1,501 in tract 201, and 1,323 in tract 211.03. While most of the communities were predominantly white, the Humphrey Gardens area, tract 216.05, had the largest white population of any of the three sites at 90 percent, in comparison to 80 percent in tract 211.03 (Gillmore Village area), and 70 percent in

tract 201. In contrast, 19 percent of the Washington Courts area, tract 201, residents were Black/African American, in comparison to 11 percent in tract 211.03, and 4 percent in tract 216.05. The Washington Courts area also had a larger percentage of residents of Latino background than any of the other two sites. Out of the three sites, Humphrey Gardens also had a slightly larger percentage of their population over the age of 45, although all three sites had many residents who were elderly or over the age of 45.

Housing Project	Ethnicity	Population	Vacant housing units	Housing built after 1969
Washington Courts Census tract #201	White = 70% Black = 19% Latino = >	N= 1501	N= 166	1.2%
Humphrey Gardens Census tract #216.05	White = 90% Black = 4%	N= 5239	N= 96	16.2%
Gilmore Village Census tract #211.03	White = 80% Black = 11%	N= 1323		4.2%

Figure 5. Comparison among housing projects of population and housing

While the Humphrey Gardens area, tract 216.05, is more populated and contains more housing units than the other three sites, according to the 2000 census data, the Washington courts area, tract 201, had more vacant units, a comparison of 166 vacant units in tract 201, to the 96 in tract 216.05. Another interesting finding was that while most of the housing units in all three sites were built before 1969, the Washington Courts area, tract 201, had the majority of its units (98.8%) built before 1969; therefore only 1.2 percent were built after 1969. In comparison, 4.2 percent of the units in tract 211.03 and 16.2 percent in tract 216.05 were built after 1969. This finding demonstrates that residents moving out of the Washington Courts area would be moving into neighborhoods with more availability for newer housing.

Although 2000 Census data was used to compare all of the variables in the three tracts we were analyzing, information for income values come from 1999 income reports. Of the three sites, the Humphrey Gardens area, tract 216.05, had the highest per capita income of \$19,769, in comparison to \$16,085 in tract 201, and \$14,762 in tract 211.03. The Humphrey Gardens area also had the highest median household income of \$42,180 in comparison to \$25,000 in tract 211.03, and \$18,804 in tract 201, thus demonstrating that the majority of the households in the Washington courts neighborhoods are of very low-income status. When comparing the percentage of the population in each site receiving Social Security, public aid or retirement income, the Washington Courts area, tract 201, exhibited the largest percentage, 44 percent, of individuals receiving social security benefits, in comparison to 30 percent in tract 211.03 and 32 percent in tract 216.05. The Washington Courts area also had the largest percentage, 13 percent, of its population receiving public aid, a comparable difference to that in the Humphrey Gardens area with 1 percent, but not with the 12 percent of the population in Gilmore Village receiving this type of aid.

Housing Project	Median Household Income	Social Security Benefits	Public Welfare
Washington Courts	\$18,804	44%	13%
Humphrey Gardens	\$42,180	32%	1%
Gilmore Village	\$25,000	30%	12%

Figure 6. Comparison among housing projects for household and supplemental income sources (Census 2000).

A comparison of educational attainment of individuals (by race) in each site demonstrated that overall, residents in the Washington Courts area had less educational attainment than individuals in the other two sites. High school, college and higher education attainment were about equal for white males and females in all three sites. Of the Black/African American and Latino individuals that attained some college or higher education, in all three sites the majority were females. There were no Black/African American males in any of the three sites who reported having attained a college or higher education level, thus all Black/African American individuals with college degrees were females. The Humphrey Gardens area, tract 216.05, had no Black/African American individuals that attained college or higher education levels. Tract 216.03 also had an almost even number of Latino males and females who attained high school, college, or higher education levels. There were no Latino males in the Gillmore Village area, tract 211.03, who attained a high school, college, or higher education degree, and no Latino males in the Washington Courts area, tract 201, received either a college or higher education degree.

HOUSING AND HOME OWNERSHIP DEVELOPMENT

The target community of Cornhill has needs in the areas of housing and neighborhood conditions as well as resident needs for employment and education, which will be addressed in the next section on community services. The methods used to assess progress in this section were to establish baseline data for several variables that will be useful to track over time. They include: housing sales and property values in the general area; new housing constructed and housing renovations in the target area; vacant lots. In addition, key informant interviews were conducted and resident views solicited about the process of implementation of the HOPE VI Project.

There are 440 vacant lots in the HOPE VI target area which encompasses parts of Census tracts 212.01, 207.01, 215.0, and 212.02. The home sales in East Utica as an “area” of the city which encompasses Cornhill had a total money volume of \$9,093, 909 in 2003, representing 191 homes sold, for an average sale price of \$47,612. This represented an increase of 28 percent in total dollars from 2003 (Utica Board of Realtors, July, 2004).

Year	# Houses	Total money volume	Average sales price
2002	178	\$6,565,813	\$36,887
2003	191	\$9,093,909	\$47,612

Source: Utica Board of Realtors, 2004

Property values have been recorded as assessed for 2003 for each property in the HOPE VI target area and will be followed for long-term change.

The Target Community: How is the Process of Community Improvement Working?

We met and interviewed two different groups of people: HOPE VI personnel and residents in the Cornhill neighborhood. The HOPE VI personnel we interviewed include Connie Adams, John Furman, Bill Bryant, Steve Kambic, and Steve Smith. All were extremely optimistic about the current progress of the project. They felt that the project was on schedule and that they were seeing very positive results, mainly in the form of cooperation with city officials and service providers. Additionally, they felt that they had made a real effort to get the truth about the project out to residents, both of Cornhill and Washington Courts.

Residents had mixed feelings about the project. We interviewed Cornhill residents at the Cornhill Senior Center during a meeting for residents interested in buying homes. Although this represents a limited proportion of the Cornhill residents, we felt that there was a diverse selection of residents at the meeting. Older women, younger couples, and middle-aged families were all interviewed. Most expressed skepticism about their ability to purchase a home previous to meeting. The recently constructed Kemble Street houses were a hot topic with nearly every resident: they were sufficiently impressed and interested enough to attend the meeting. There was a noticeable shift in perceptions over the course of the meeting, as gauged by the questions being asked and the reactions to the speakers. At the meeting's conclusion, many residents expressed interest in additional information. When interviewed, they commented that home ownership might be a possibility. Only one older woman interviewed expressed disappointment because she had no source of income aside from SSI. All who attended the meeting left more informed, and will most likely spread the word about home ownership opportunities to friends.

The Target Community: Outcomes in Community Improvement

As the HOPE VI project is still in the early stages, not much has been done to improve the Cornhill target community as of yet. Out of the three areas of need in the target community, only the housing part has progressed to any extent. Since the HUD grant is only available for housing, and not anything else in the community, the other 2 areas are long-term plans. In terms of the program theory, for the target community, the HOPE VI project is still in the process or activities stage.

Phase 1 of the housing development process, the Kembleton Phase has been completed with 27 new and renovated units of housing. In addition, 11 new homes will be constructed and be for sale this summer. Kembleton is the only tangible aspect of the target community renovation thus far. The next phase of housing is expected to start this summer in the next location.

The Utica HOPE VI project is currently moving along on schedule. As all of the HOPE VI literature that we read has suggested, it is too early on in the project to see tangible results in all of the target areas. Although this is a small portion of the target community, the impact of the new homes is clearly evident in the Cornhill neighborhood. Several nearby residents expressed their approval of the new houses during interviews. They noted that the houses are some of the most aesthetically pleasing in the area. It is safe to say that most Cornhill residents look forward to the completion of additional construction phases, as the houses are a welcome addition to a neighborhood full of empty lots and dilapidated buildings.

HOPE VI houses are constructed in phases, utilizing the same bulk materials for all houses to reduce the costs of construction. Each house is designed with one of seven different traditional floor plans and architectural styles. Single family homes feature three to five bedrooms (depending on which floor plan is used) and have all the amenities of a typical house. All houses are designed to be energy efficient, in order to reduce the cost of utilities and minimize the negative effects on the environment.

HOPE VI makes purchasing a home affordable for low-income families. Working together with local creditors, banks, and city officials, HOPE VI can help families interested in home ownership clean up their credit, secure a low-interest mortgage, and ultimately move into a new home. With a down payment as low as \$1,000, a family can move into a new HOPE VI home. It is recommended that annual household income be greater than \$16,000, but exceptions can be made. Additional educational and job training skills are offered to HOPE VI residents to help with financial responsibility and other skills beneficial to maintaining a house.

COMMUNITY SERVICES IN CORNHILL

Community Services	Research Questions	Methodology	Source/Indicator
Needs Assessment	What are the needs of the residents and what services do they want?	Review of Washington Courts and Hope VI documents	Community Coalition chart, CSS work plan, Washington Courts survey, Hope VI Neighborhood survey
Process Analysis	How are the Partnerships with the donators going? How clear are their expectations?	Phone interviews with the donators/providers	The donators/providers

Proximal Goals	Are people using the Services? Are there any barriers to use?	Surveys of the residents, surveys of the service providers	The residents and service providers
Distal Outcomes	Are the long-term Goals of Hope VI being met? Are the services improving lives of residents?	Surveys of the residents, census data	The residents, census Data, specifically Income changes, property values, lower unemployment/ poverty

Community Services: What Are the Needs?

There are three general areas of need in the community: 1) the need for improvement to the physical appearance of the area, including the need for new housing and repairs on existing homes; 2) the need for improvement of community facilities; and 3) the need for improvement of the well-being of community residents. The needs and desires of the Washington Courts residents and Cornhill residents are fairly clear. In order to create long-term success, both sets of residents place importance on community services; they listed lack of community services as one of their major concerns. These services range from job training to substance abuse counseling to after-school programs for their youth. 90 percent of respondents in the Washington Courts Survey stated that they would participate in job-training programs; an overwhelming 74 percent would like to have alcohol and drug treatment available (Schiff Group, Inc., 2002) Another concern that Washington Courts residents had that is relevant to the target community is the distance of businesses to their homes: nearly 80 percent of respondents would like to see a grocery store nearby, and about 60 percent responded that a dollar store nearby would be helpful (Schiff and Group, 2002)

The information relayed below describes the demographic makeup of the respondents to the HOPE VI Neighborhood Surveys (N= 79), which were completed in Fall of 2003 with Cornhill neighborhood residents. In addition neighborhood residents gave their opinions and talked about desired services for a number of items relative to the HOPE VI project. All information given is for the person at home who was interviewed. A few residents refused to be interviewed or said they didn't have time; it was suggested to us that others just didn't come to the door. Therefore, following the information on neighborhood residents, census data is presented from the census tract in which this neighborhood resides to assess how representative our respondents are of the area as a whole. Census data is provided in italics.

Demographic Information for respondents

Sex:

Male = 35 %

Female = 65 %

Race:

White	33 %
Hispanic	13 %
Black	47 %

In addition 2% were identified as American Indian, and 5% as Asian/Oriental.

Heads of household are 45.5% White alone, 48% Black alone, and 4.8% Latino. Small numbers of residents reported being speakers of languages other than English as their primary language, and 10% were foreign-born, non-native. Census 2000. Summary File 1 (SF1) and Summary File 3(SF3).

Age:	Survey	Census 2000
18-24 years old	8.8%	14.1%
25-29 years old	5.0%	10.8%
30-39 years old	12.6%	27.6%
40-49 years old	25.3%	20.0%
50-59 years old	19.0%	14.7%
60-70 years old	16.5%	12.6%
Over 70	1.4%	11.9%

20% of households, 1 in 5, have one or people 65 years of age and older. Just over 40% of those live alone. Census 2000. Summary file 1 (SF1).

How many persons reside in the home?

1 person	21/5%
2 persons	27.8%
3 persons	13.9%
4 persons	10.1%
5 persons	13.9%
6 persons	6.3 % - 5 households
7 persons	3.8% - 3 households
8 persons	1.3% - 1 household

29% of households (n=766) are single person households. Approximately half are men living alone and half women living alone. Census 2000. Summary file 1(SF1).

Persons under 18 in household?

Nearly ½ have none	46.8%
Just over ¼ have 1 or 2	25.4%
Nearly ¼ have 3+	22.8%
Unknown	3.8%

37.4% of households have own children under 18 years of age. About 12.5% of households are married couples with children under 18, 22.4% are single-parent mothers, and 2.5% are single-parent fathers. Census 2000. Summary file 1(SF1).

How long at address?

Less than one month	1 household	1.3%
Less than one year	5 households	6.3%
1 - < 5 years	19 households	25.3%
5 – < 10 years	11 households	13.9%
10 - < 20 years	12 households	15.2%
20 years or more	19 households	13.9%
Unknown	12 households	15.2%

Home Ownership:

Own	62%
Rent	38%

20.7% of properties in the tract are vacant. Of those occupied, 41% are owner-occupied; 59% are renter-occupied. Of the vacant properties, only ½ are listed for rent or sale. Census 2000. Summary file 1(SF1).

Employment and Job Training

Employed?

- Yes 50.6% (Nearly 17% of those employed specified part-time, and many surveys did not specify full or part-time, so it is unknown to what degree this reflects full-time employment.)
- No 45.6% 19/36 responses to unemployed were made by residents who were 60 years of age and older. If they are taken out of the pool of respondents, The percentage of unemployed would be about 21.5%.

60% of households reported wage or salary income for 1999; 28.7% had Social Security income; 22.8% had Retirement income; 16.5% had Public Assistance income; 15.4% had Supplemental Security Income (SSI); 5.8% had self-employment income. Census 2000. Summary file 3(SF3).

How far to travel to work?

44.3% of residents responded with some response of mileage (n=35). Of those, nearly half have to travel 2 miles or less to get to work, just over a quarter travel 3-6 miles, and 20 percent travel 10 miles or more, ranging from 10 to 25 miles.

How do you get to work?

45.6% of residents responded with a transportation answer (n=36). The vast majority said they use a car (77.8%, n=28), and other responses were bus (n=4); walk (n=2); and carpool (n=1).

80% of residents rely on car, truck, or van, 9.6% use public transport (bus), 7% walked or biked, and 3.5% worked at home. Census 2000. Summary file 3(SF3).

Likely to use bus system?

Somewhat to Very Likely	20.3%
Somewhat	12.6%
No	62.0%
Don't Know or Blank	5.0%

Interested in Job Training opportunities?

Yes to Very Much	35.4%
Somewhat	20.3%
No	36.7%
Don't Know/Blank/NA	7.6%

Interested in furthering education?

Yes to Very Much	50.6%
Somewhat	19.0%
No	24.0%
Don't Know/Blank/NA	6.3%

Educational attainment for residents 25 years and over was less than high school or equivalency for 34.9% of males and 27.5% of females. Census 2000. Summary file 3(SF3).

Opinions, Needs, & Interests

If rent, interested in home ownership?

Yes	51%
No	35.5%

Home improvements to property in last 5 years?

Yes	67.1%
No	29.1%
DK	3.8%

Of households reporting children under 18 years of age, do children in the household participate in educational or recreational program outside of school, such as Boy Scouts or Girl Scouts?

31.4% Yes (n=11)

Programs most important for the new community center?

(Residents were given a list of choices which were focused on activities for youth)

After School Programs
Summer Job Program for Teens
Tutoring Programs
Mentoring Programs

Neighborhood description

Know your neighbors?

Yes	84.8%
No	12.7%

Like to live in this community a long time?

Yes	74.7%
No	21.5%

Involved in any community/neighborhood group in last year?

Yes	19%
No	79.7%

Aware of services and programs in your neighborhood?

Yes to Very Much	31.6%
Somewhat	24%
No	38%
Don't Know/Blank/NA	6%

Participated in any programs?

Yes	36.7%
No	55.7%
Blank	7.6%

If needing help, who could you count on?

Family members	39 residents	49.4%
Community Agencies	16 residents	20.3%
Religious Organizations	14 residents	17.7%
Friends	31 residents	39%
Oneida County services	6 residents	7.6%
Neighbors	15 residents	19%
City of Utica	8 residents	10.1%

If following were low or no cost, which would you participate in?

Alcohol/Drug Prevention Workshops	13.9%
Job training	21.5%
Training to start own business	31.6%
Computer training	24.0%
Day Care Center	15.2%
Health Care Center	19.0%
Crime Prevention Program	26.6%
Community Gardens	12.6%
Community Festivals	17.7%
Cooperative Day Care Center	5.0%
Laundromat	10.1%
Neighborhood Homeowner Ins/Fuel Buying Club	13.9%
Information on Home Buying	11.4%
High School Equivalency (GED)	12.6%
Youth Programs	22.8%
Literacy Programs	17.7%
Computer Lab	17.7%
English as a Second Language	6.0%
Home Repairs Program	35.4%
Community Newsletter	8.9%
Tree Planting Program	6.3%
Neighborhood Owned Store	17.7%
Bike Trails/Greenway	8.8%
Neighborhood Police Station	17.7%

*Quality of housing?***Satisfied with apartment/house in general**

Somewhat to Very Satisfied	71.3%
Neither	6.3%
Somewhat to Very Dissatisfied	16.3%
Don't know/NA/Blank	6.3%

Size of apartment/house

Somewhat to Very Satisfied	77.6%
Neither	1.3%
Somewhat to Very Dissatisfied	15.1%
Don't know/NA/Blank	6.3%

Cost of apartment/house

Somewhat to Very Satisfied	63.8%
Neither	10.0%
Somewhat to Very Dissatisfied	13.8%
Don't know/NA/Blank	11.3%

Quality and Condition of apartment/house

Somewhat to Very Satisfied	61.3%
Neither	5.0%
Somewhat to Very Dissatisfied	27.6%
Don't know/NA/Blank	6.3%

Do you have skills in following areas?

Carpentry	26.3%
Electrical Work	17.5%
Plumbing	16.3%
House Painting	42.5%
Masonry	18.8%
Gardening	32.5%

*Additional Census 2000 information about neighborhood***Household Income**

Median household income for 1999 was \$17,969. Income patterns for households by age of householder are as follows:

<i>< 25 years</i>	<i>22,500</i>
<i>25-34 years</i>	<i>21,944</i>
<i>35-44 years</i>	<i>16,938</i>
<i>45-54 years</i>	<i>13,750</i>
<i>55-64 years</i>	<i>21,641</i>
<i>65-74 years</i>	<i>22,500</i>
<i>75 yrs. +</i>	<i>9,063</i>

Census 2000. Summary file 3(SF3).

Disability Status

Males and females indicated as having disabilities in 1999:

Ages	Males	Females
5-15 years	5.7%	4.4%
16-20 years	39.6%	6.8%
21-64 years	37.2% [disabled have 42% employment vs. 73.8% employment with no disability]	34.6% [disabled have 25.5% employed vs. 69.3% employment with no disability]

(Census 2000, Summary File 3 [SF3])

Community Services: How is the Process Working?

Although community agencies pledged in-kind services for the Cornhill community, specific services and their value have been difficult to track through the agencies themselves. Services are primarily provided at the organizations, which for the most part, exist outside of the Cornhill community. Exceptions to those are: JCTOD Outreach, providing after school and weekend, summers, drop-in child care; St. Martin de Porres child care, a program of Catholic Charities; and after school programs provided through Martin Luther King Jr. Elementary School (a small portion of the HOPE VI Target area is also served by the Watson-Williams Elementary School.) The most significant community services, however, as planned, will lie in the Community School planned as renovations to the existing Martin Luther King Jr. Elementary School as the heart of the HOPE VI Project.

The mission of the Community School is “to ensure the physical, emotional, and educational, well-being of children, families, seniors, and other members of the Cornhill community through the provision of integrated and enriched service delivery and expanded use of facilities, connecting school to community.”⁵ Due to the lack of services, job training, and educational opportunities in this area, the construction of a community school in this neighborhood will not only revitalize this community immensely, but also provide a solid base for the future of the HOPE VI program.⁶ More specifically the Community school will provide: Health Center, childcare, adult education through GED classes, job training, mentoring programs and apprenticeship programs. Some of the facilities that are planned to be available though the Community school are: gyms, meeting rooms, classrooms, offices, library, parent center, and most importantly a computer-tech center.⁷

The building of the Community school will be constructed in a four-stage process. This four-stage process of building the Community school will begin its early stages this summer and will

⁵ Meeting Minutes/Community School Meeting- 11/25/03.

⁶ Ibid. -3/18/04.

⁷ Ibid. -11/25/03.

continue on throughout the construction of the HOPE VI project. Stage one will be completed with the grand opening of a computer center in mid-summer 2004. This computer center will offer resume development classes as well as financial classes.⁸ These financial classes will help residents learn how to spend their money as well as offer them the ability to learn how to save their money as well.

After assessing the needs of the target community and the services that the community school will provide one might ask, how are these services going to be funded? Because the HOPE VI grant is strictly for building housing for residents, the funds for the community school are based strictly on the donations of services from local providers. Because the community school is still in its early stages, the main concern of the HOPE VI staff is trying to keep these local providers interested and informed about what services are needed and what services are already being provided. After speaking with Connie Adams earlier in assessment process of our project, she seemed a bit skeptical concerning the funding of the project. Her main concern was that, although some local donators had given verbal agreements, that some were going to withdraw their interests in the HOPE VI project. She expressed many concerns about the local donators and their misunderstanding their role in the project. Also, she felt that some local donators falsely believed that they were going to be compensated a sum of money for participating in his project. The truth is that these donators will not receive any monetary compensation, only the satisfaction of knowing that they are helping build up the needy town of Utica. In general, Connie Adams's main concern was that there would not be enough funds to complete this project.⁹

While tracking the support of the providers and needs for services for the HOPE VI project is difficult, there have been four main entities, in addition to Utica Municipal Housing Authority, which have pledged their partnership in planning for the community school. These four contributors are: CITY OF UTICA, HAMILTON COLLEGE, UTICA SCHOOL DISTRICT and COSMOPLITAN COMMUNITY CENTER. The Cosmopolitan Center plans to move its facilities to the Cornhill neighborhood, as they traditionally served the African-American and Latino population in Washington Courts. These four partners will help to research services and provide planning strategies for the success of the community school in the Cornhill area.¹⁰ Planning for Community Services in Cornhill indicates that "the MLK Community school/Community Center will be a single entry point of integrated services for pre-natal care to senior citizens that strengthen children and youth, families, and neighborhoods."¹¹

⁸ Ibid. -4/27/04.

⁹ Meeting with Connie Adams-4/8/04

¹⁰ Meeting Minutes/Community School Meeting-12/03.

¹¹ Ibid.

SUMMARY/RECOMMENDATIONS

In the first year of the HOPE VI Project, much has been accomplished, and much more remains to be done. The process of relocating residents, linking residents to community services, and constructing and renovating housing will continue for four more years.

Thirty-six of the sixty-two Washington Courts resident families remaining at the start of the HOPE VI Project have been relocated, and twenty-six remain to be moved. In general, relocated residents were satisfied with their new residency. The most positive aspects of the new living situations were the increased integration of Gillmore Village and Humphrey Gardens with their surrounding communities (versus the isolation of Washington Courts), and the quiet that accompanied that integration at Gillmore Village. Also notable was the racial and ethnic diversity at the new public housing developments. Residents mentioned this usually before we asked the survey question, and they valued seeing and meeting new and different kinds of people. In addition, many residents found their new apartments aesthetically pleasing. The transition to new housing may have been easier because many residents moved together, though this pattern could also suggest a “clustering” effect, showing that segregation is still strong and poverty concentrated.

However, despite the efficiency and care of HOPE VI staff, the infrastructure of Public Housing as well as available support services are inconsistent, inflexible, and inadequate in providing for its majority residents, the disabled and/or elderly. There seemed to be an uneven distribution and inconsistent method of delivering adequate or relevant services. Most services seemed to target able-bodied persons. For example, job training and educational programs are work-oriented. However, many of the residents we interviewed were disabled and elderly (and therefore retired). This is troubling because work-oriented programs and services dominate HOPE VI and Utica HOPE VI discussion of support services, but the population being served is largely retired and disabled.

There was also considerable hardship for disabled persons who were not elderly. One wheelchair-bound resident could not receive financial assistance to install washing machines in his apartment because he was not 62 years of age. Another resident needed medical attention for his leg and was given a bus pass (good for 10 rides), but his disability made it difficult to even walk to the bus. In order for this resident to receive door to door transportation assistance he needed his doctor to fax the UMHA on the day of each appointment. These are just a few examples of the bureaucracy and inflexibility of established grants and policies that create barriers to distributing adequate assistance. The disparity between service provision and needed services could partly be due to the lack of knowledge about the availability of services.

In general, the residents who remain at Washington Courts are reluctant to move because they do not have clear expectations of the project. After interviewing the residents in a group setting, it became clear that not everyone was on the same page. Some residents disagreed with each other on the time line that was set forth for the project, while others debated over the financial aspects and the affordability of the new houses. In general, the residents felt to some degree that the project would not go through as planned. There is a clash between the resident’s expectations and actual implementation of the plan. The vision of the project that was communicated by

Utica Municipal Housing staff before the HOPE VI program staff were hired has been changed, from the perceptions of residents. Slight modifications have been made, but since the new staff began, the information given to residents has been fairly consistent.

There have not yet been many visible benefits from the Utica HOPE VI program; it appears to be little more than a relocation effort this year. However, improvements in residents' quality of life will take years to become evident. Future evaluations should focus on improvements in housing and neighborhood conditions over those at Washington Courts, as well as improvements from services and relocation patterns. These evaluations should also make careful note of the experience of those who have more barriers to relocation than the current group of relocates. Changes in neighborhood racial and economic demographics will help show how the program is progressing toward the national HOPE VI goal of de-segregation and de-concentrating poverty. Finally, it will be important for Utica HOPE VI to research a broader range of innovative services, beyond the remedial, as well as new ways of informing residents about these services.

New and renovated housing, as it starts, is producing both optimism and skepticism as new residents move into some of the most attractive housing in the Cornhill neighborhood and others question whether it will be of any benefit to them. Phase I of the project, the Kembleton apartments are completed on time, and the home ownership phase of the project is beginning. Residents who attend community meetings appear to have their questions answered and to understand both the intent of the project and their own ability to rent or to own a home through the project.

Our findings in the program evaluation of the community services committed to the Hope VI project indicated many strong and weak points. It was difficult to obtain useful information from the community service providers, and it was reported that the HOPE VI staff are not providing enough information about their goals and what role they would like each provider to have in the project. This is not surprising considering the HOPE VI project is in the early stages, but more of an emphasis on the HOPE VI staff's part in securing services that will be provided is important. In addition to this, we feel as though more of an emphasis should be put on community services specifically because they will play a crucial role in the improvement of the residents' lives. Through our needs assessment model, HOPE VI Literature, speaking with HOPE VI Staff, and attending the past Community Meeting at the Cornhill Senior Center, as a group, we have deemed the idea of a Community School as having a significant impact on the Target Community area of Cornhill.

One of the main goals of Hope VI is overall life improvement, but this will not come from new housing alone. The residents have indicated their needs and they must be provided if the goal is to be met. Clancy and Quigley stated so eloquently, that "to produce viable new communities, such visions must address not only housing, but also schools, retail and commercial amenities, parks and recreation space, transportation access, physical security and community building" (pp. 537). This is an excellent suggestion and should be taken seriously by the HOPE VI project and all of its partners as it moves forward.

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Appendix A: Interview Questions for Staff

1. Is our program logic complete and accurate?
2. What do you think about our methodology? Does the timeline seem realistic?
3. What do you think about our survey? Specific comments.
4. Do you have any suggestions for how we collect data? We present our idea of 3 interviews per week with a case manager. We are wondering how to get access, coordinate places and times, etc. Note that we'll implement a tracking system to ensure privacy.
5. What type of access could we get to your case files, and how could that help us in the evaluation?
6. What do you think about the idea of focus groups? Who would be responsible for transportation, food, providing space, child care, etc.? Is it workable in our time frame?
7. Please describe the relocation and tracking process.
8. Are movers living in better housing than before?
9. Where are people moving?
10. Specifically, do you have any comments on the income level, racial mix, and access to services (such as employment)?
11. What services have you already provided for the movers? How does that compare to what you have planned?
12. Comment on any visible improvements for movers so far due to the program. What have been the biggest obstacles so far?

Appendix B: Relocated Resident Survey

Relocated to: _____ Date: _____

Sex: __ Female __ Male

Age Group:

- 15 – 30
- 30 – 45
- 45 – 60
- 60 +

Race: _____

Moving Process

1. Did the HOPE VI staff take the time to explain to you all of your housing options and choices according to the Uniform Relocation Act established by HUD regulations?
___ Yes ___ No ___ Not Sure
2. Did the HOPE VI staff provide you with all required Early Eligibility Notices in a timely manner according to URA regulations in person or through certified mail?
___ Yes ___ No ___ Not Sure
3. Did the HOPE VI staff provide you with transportation to view your housing choices or options? (example: Humphrey Gardens, Gilmore Village, or Housing Vision Units, etc.)
___ Yes ___ No ___ Not Sure
4. Did the HOPE VI staff take time to explain to you about comparable housing units as required by URA and HUD?
___ Yes ___ No ___ Not Sure
5. Did the HOPE VI staff take the time to explain to you about your options regarding Relocation Allowances and moving expenses under URA and 104 (d)?
___ Yes ___ No ___ Not Sure

Housing and Neighborhood

6. What do you like most/least about your neighborhood?
7. How do you and your family members feel about your new apartment unit?

8. Do you think you'll stay? If you do, would you like to improve your home?

___ Yes ___ No ___ Not Sure

___ Yes ___ No ___ Not Sure

9. Is transportation accessible? (public transportation?)

___ Yes ___ No ___ Not Sure

10. Are basic services and necessities accessible as compared to before? Ex: groceries, shopping, etc.

11. What is the economy like? Ex: what kinds of businesses are there, etc.

12. Are you currently employed? For how long have you been employed there?

___ Yes ___ No ___ Not Sure

13. Do you think there are jobs available here?

___ Yes ___ No ___ Not Sure

14. Do you see these jobs as desirable?

___ Yes ___ No ___ Not Sure

Neighbors

15. Do you like your neighbors?

___ Yes ___ No ___ Not Sure

16. What are your relationships with your neighbors like? Are you:

- acquaintances
- friends/you visit
- baby sit for each other/borrow stuff from each other
- don't speak to each other
- don't trust them

17. Do you feel safe in your neighborhood?

___ Yes ___ No ___ Not Sure

18. Do you feel your neighbors look out for each other?

___ Yes ___ No ___ Not Sure

19. What is your perception of crime in the neighborhood? (a lot of it/not that much)
20. Do you think crime is committed by people who live in the neighborhood or outside of the neighborhood?
- _____ Inside _____ Outside
21. What is the racial composition like? How do you feel about that?
22. How do you perceive the economic level/status of your neighbors:
- Middle-class/have some money.
 - Working-class.
 - Unemployed.
 - Other:
 - Don't know/refuse to answer.

Family Support Services

23. Do you know about any services regarding:
- job training?
 - child care?
 - education?
 - substance abuse?
 - counseling?
24. Have you or are you currently using any services?
- _____ Yes _____ No _____ Not Sure
25. Are they helpful or beneficial?
26. Is it easy to access services?
- _____ Yes _____ No _____ Not Sure
27. How do you feel about these services?
28. Are there any services you would suggest?

Appendix C: Graphs of Census Data

Figure 1

Total Population

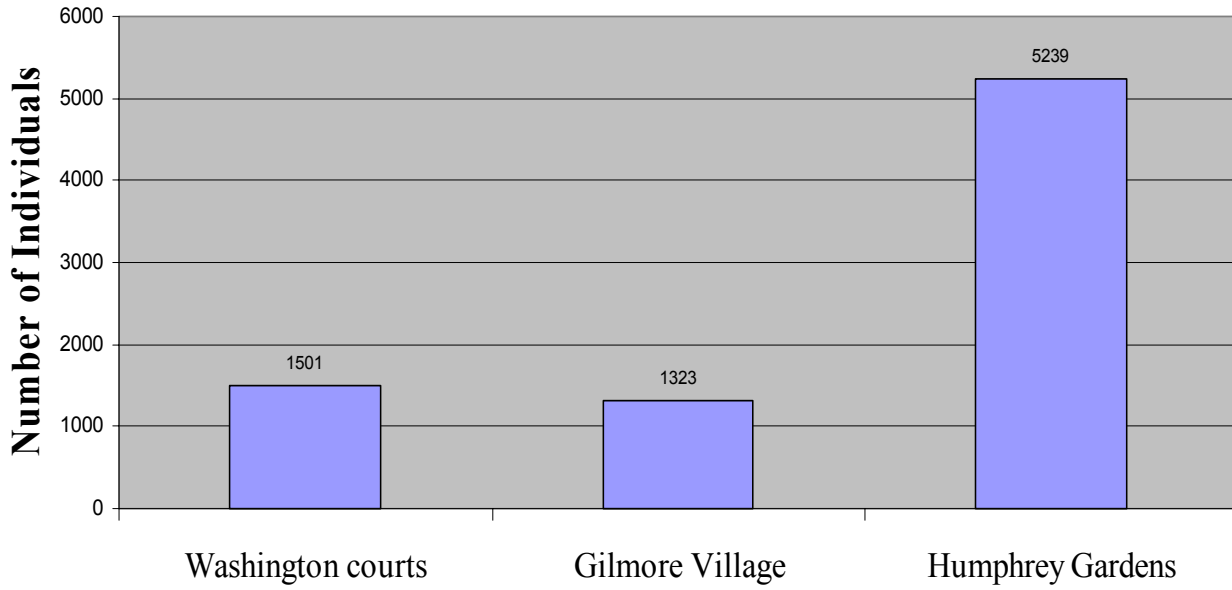


Figure 2

Population by Race in Percentages

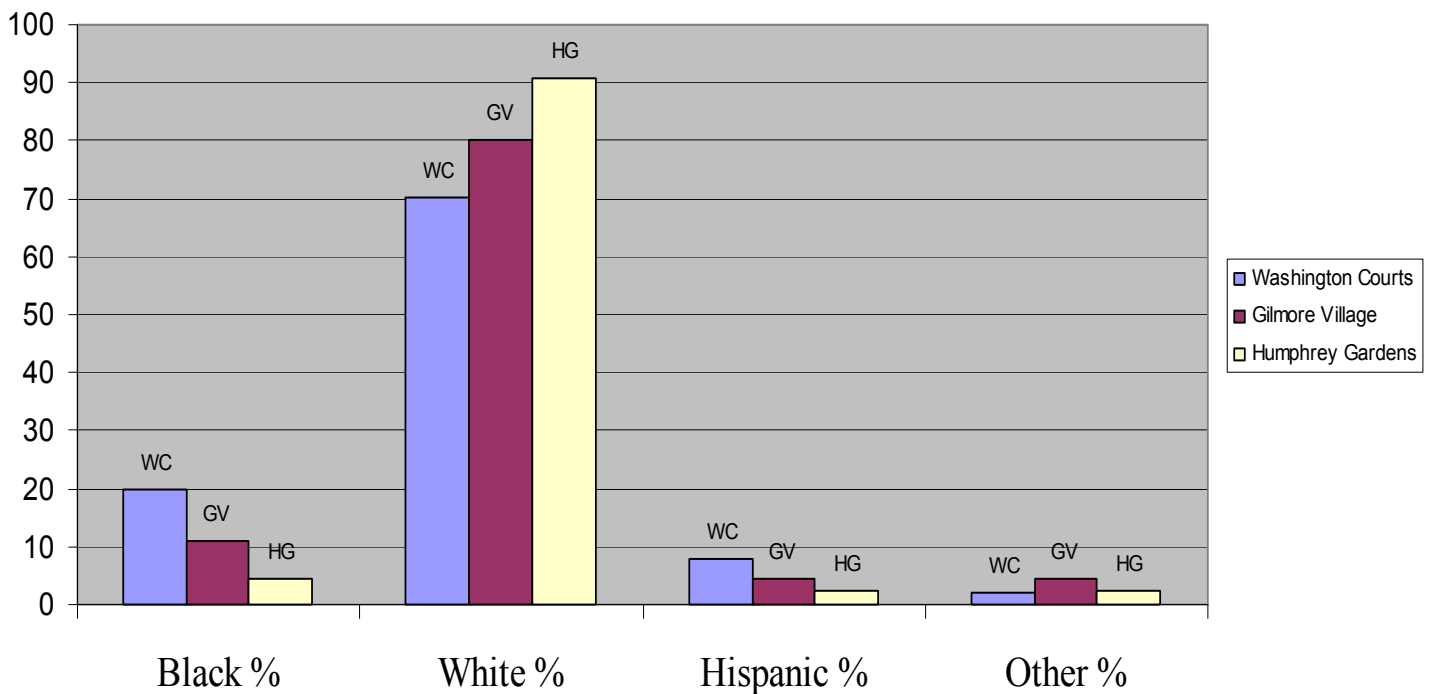


Figure 3

Housing Units, Total, Occupied and Vacant

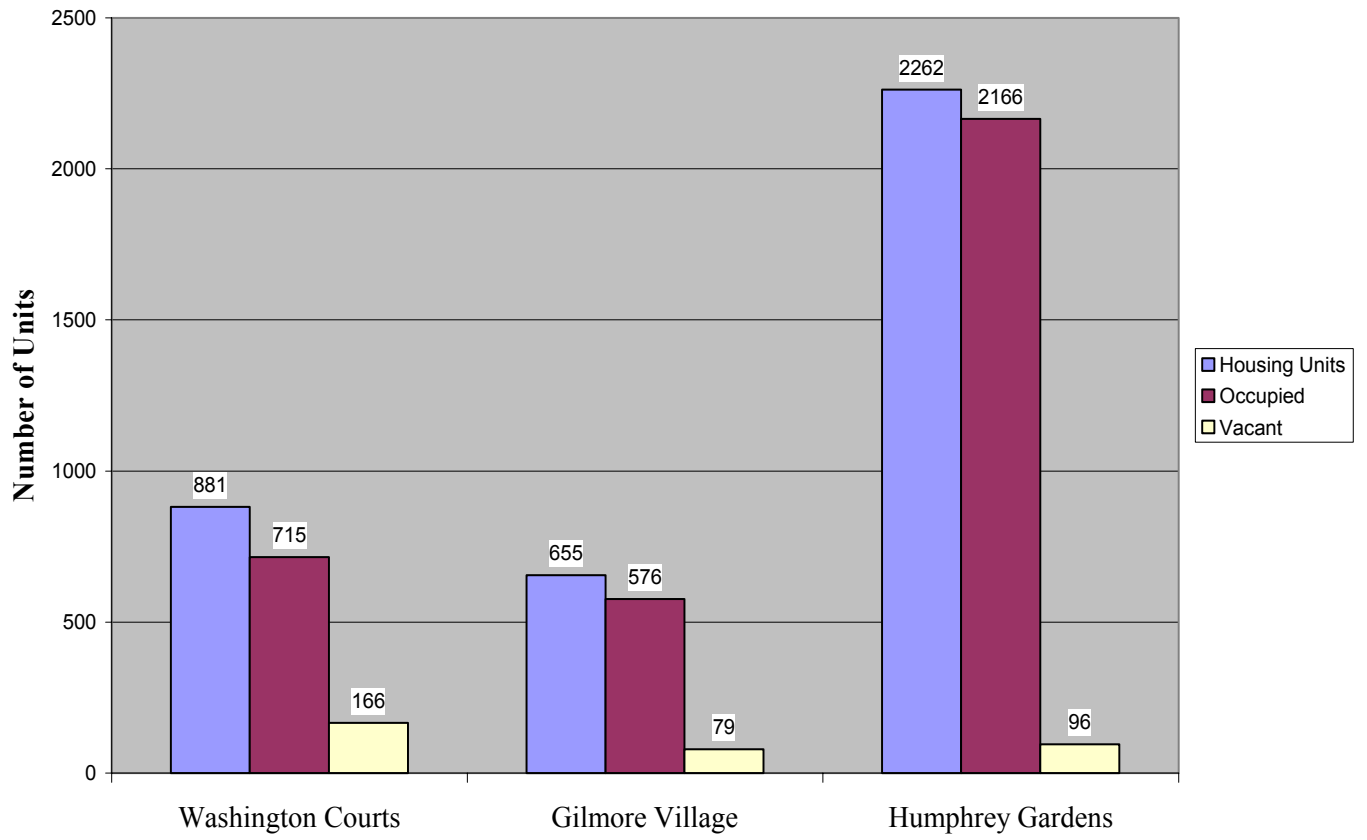


Figure 4

Percentage of Units Built Before or After 1969

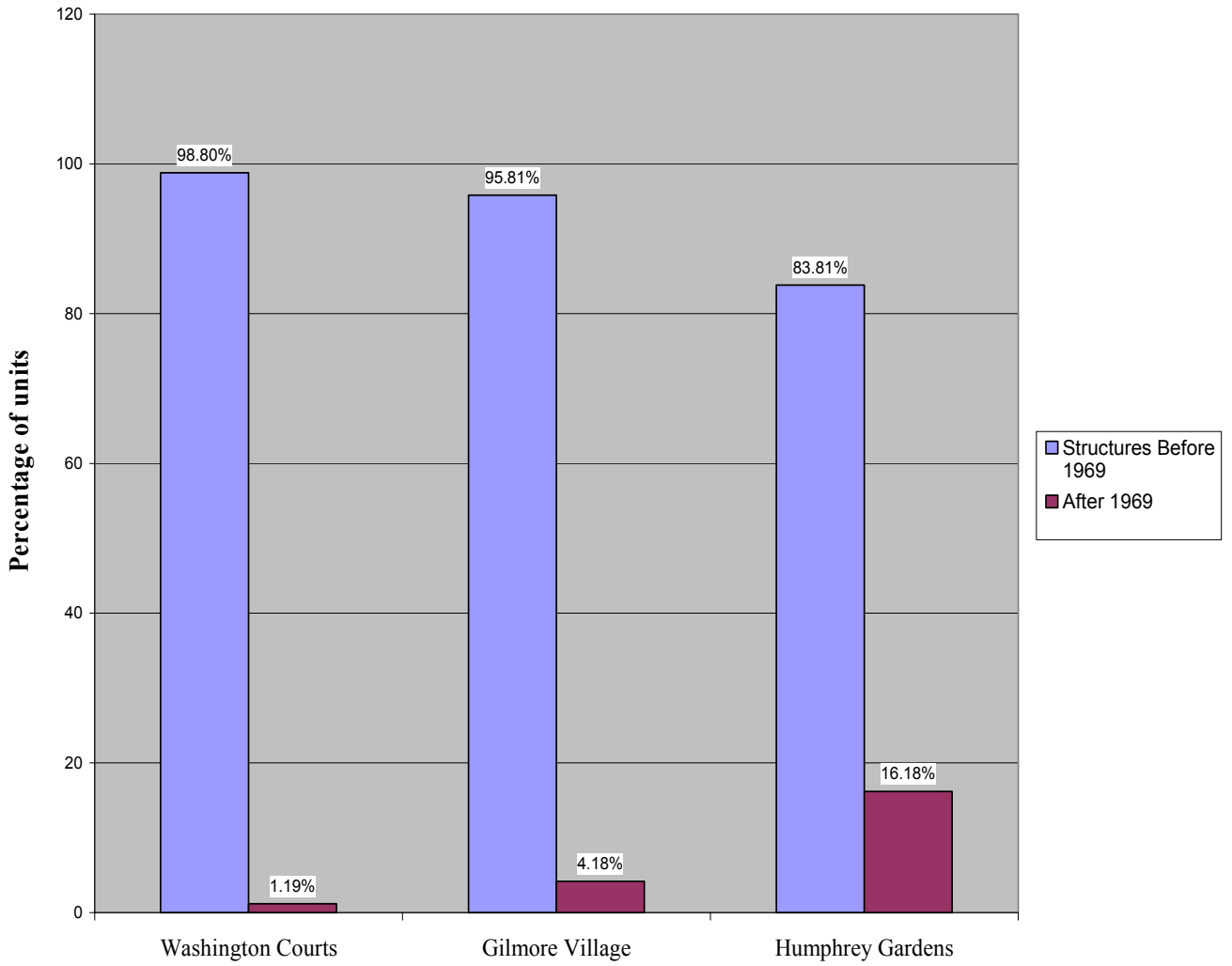


Figure 5

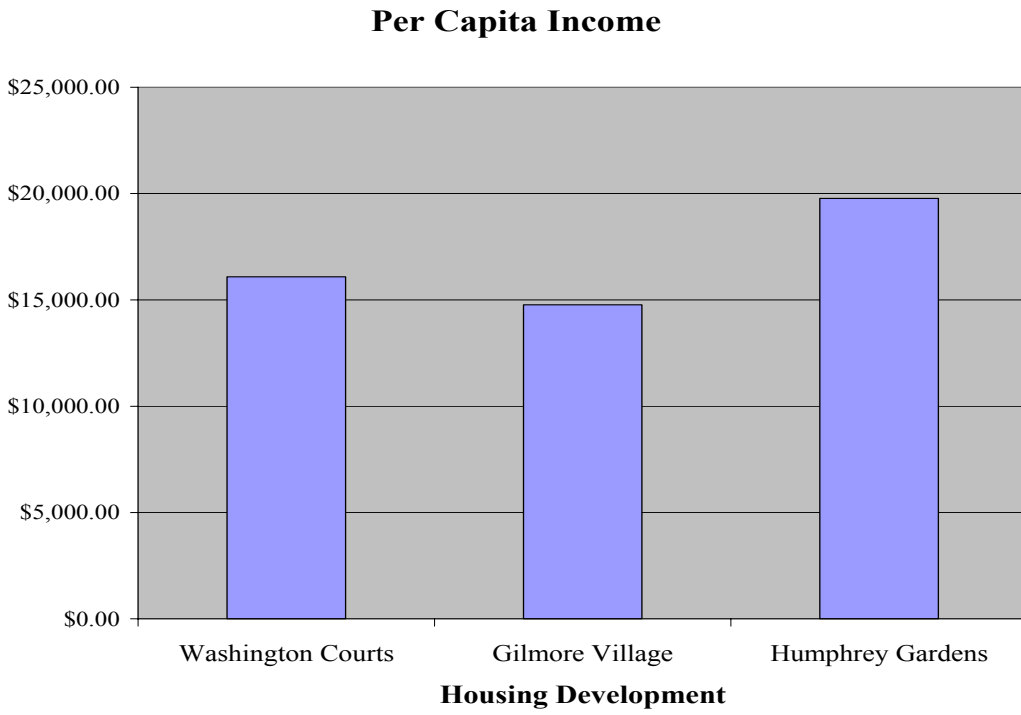


Figure 6

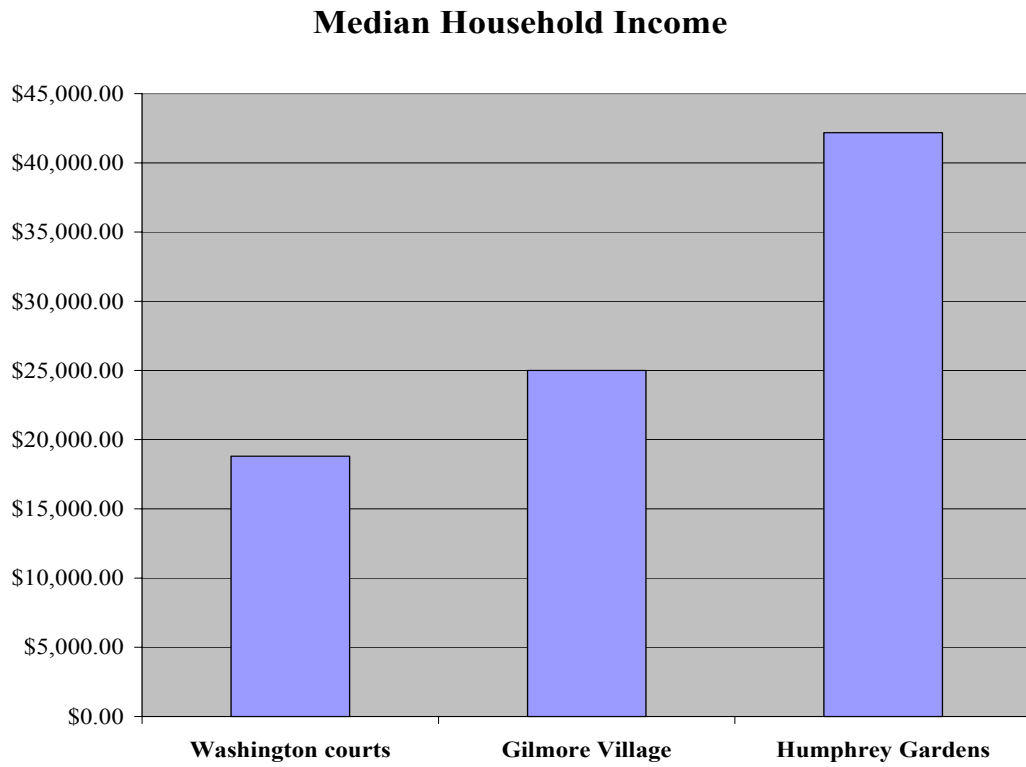


Figure 7

Population Receiving Income Assistance by Housing Development

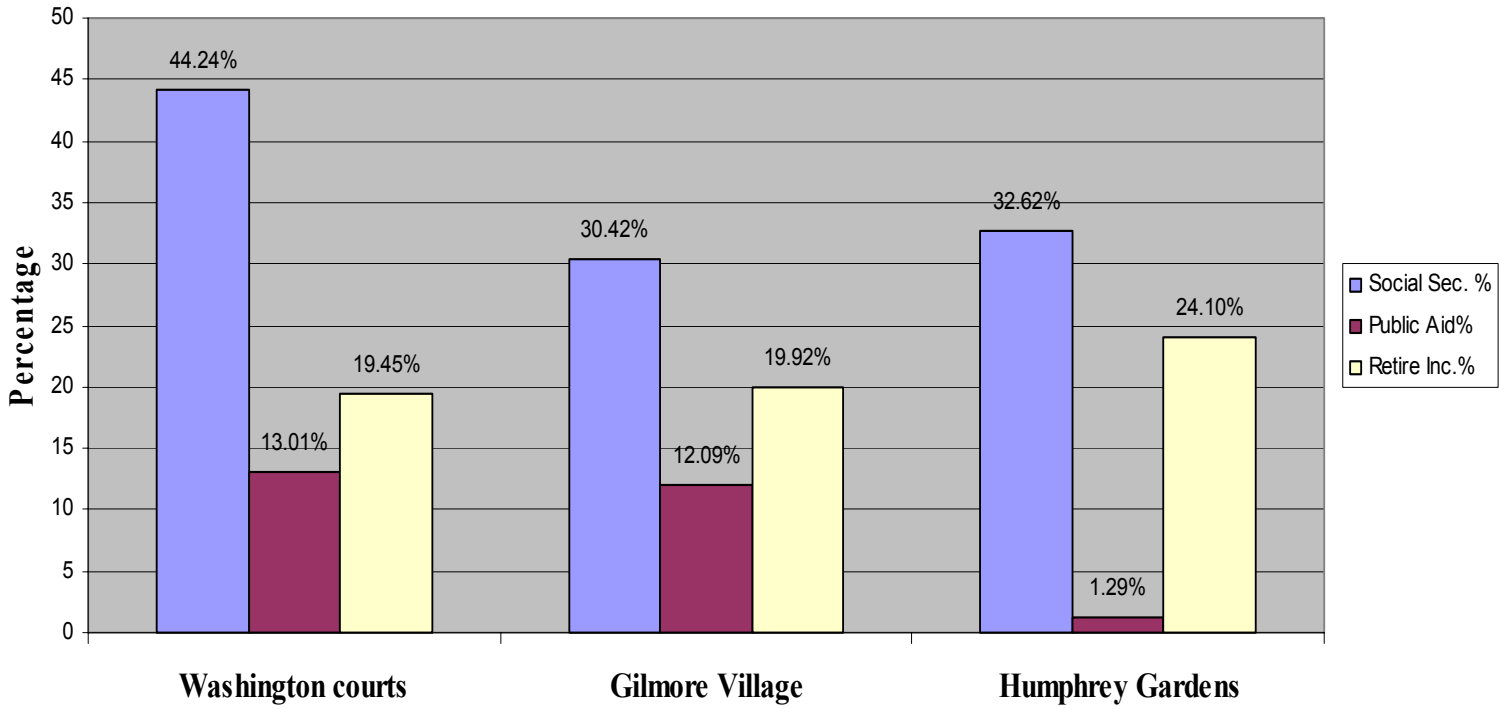


Figure 8

Percentage of People of Each Race Without Highschool Education

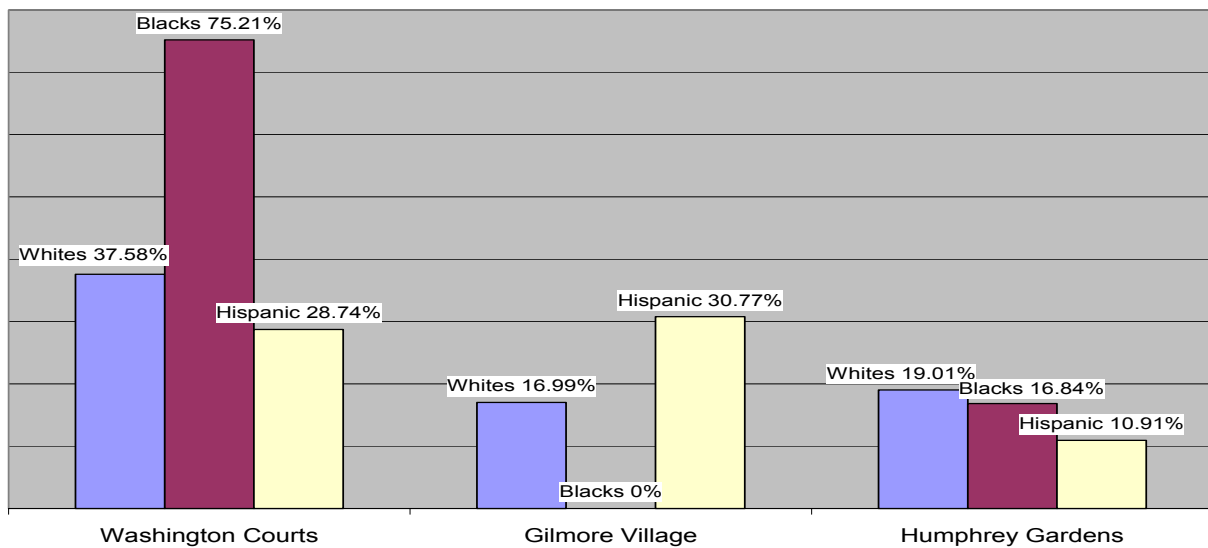


Figure 9

Percentage of People of Each Race With Highschool/ Some College

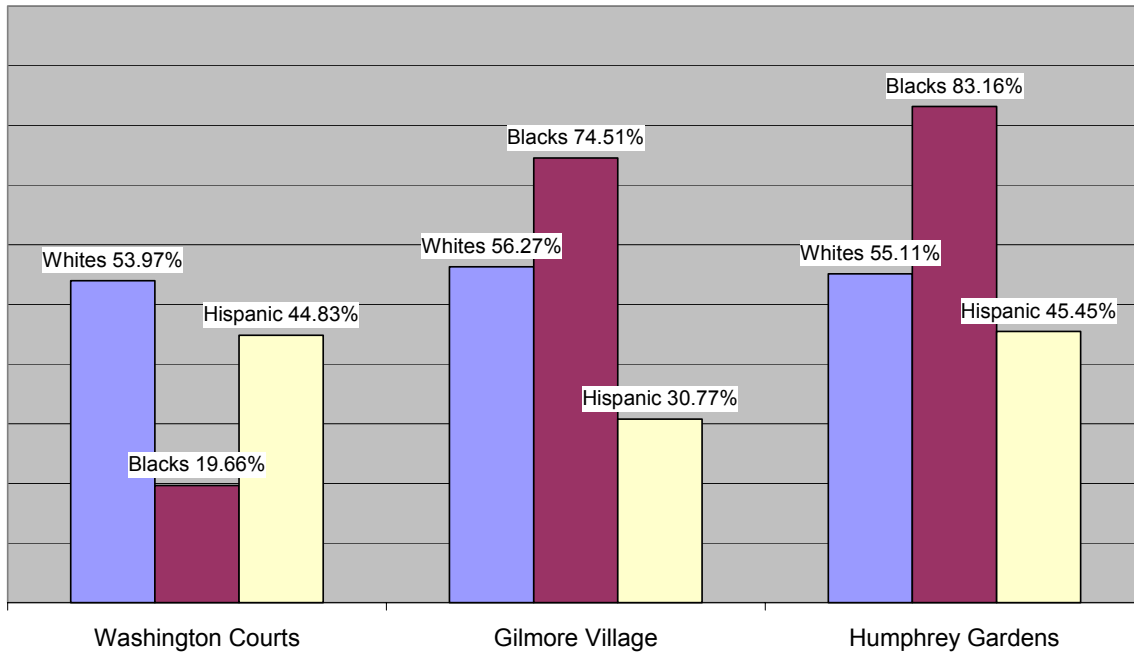
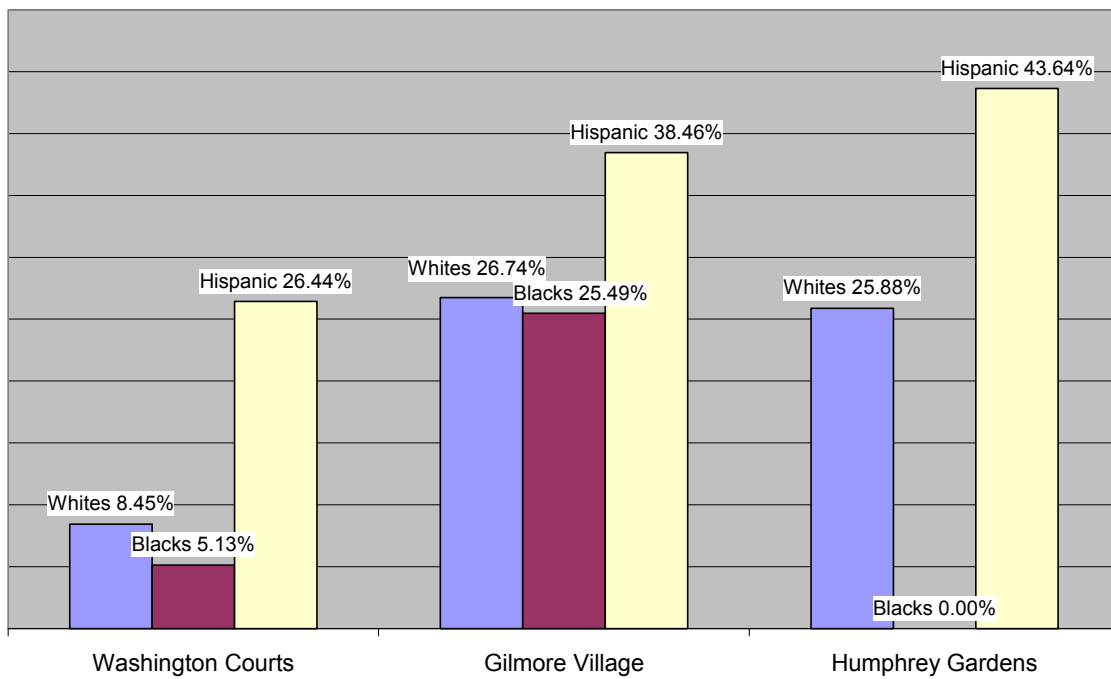


Figure 10

Percentage of People of Each Race with Higher Education



APPENDIX D. LETTER TO SERVICE PROVIDERS OFFERING COMMUNITY SERVICES TO CORNHILL RESIDENTS

Hamilton College
198 College Hill Road
Clinton, NY 13323

April 22, 2004

Dear HOPE VI Community Service Partner:

As part of the evaluation team for the HOPE VI project, we have been given the task of setting up an evaluation process to monitor the progress of the community services efforts and HOPE VI. We are looking for your input regarding HOPE VI and your participation with the community services efforts.

We will be contacting you by phone within the next few days to determine the level of commitment and to verify the services you are providing. The following is a list of questions we would like to ask you when we call:

- 1.) How is the partnership with HOPE VI going? Do you understand the scope of your commitment to HOPE VI?
- 2.) Do you have a plan or system for providing the community services that have been committed?
- 3.) Do you have any barriers to keeping your commitment? What types of information or assistance do you need at this time?

We look forward to speaking to you soon.

Sincerely,
Billy Haley, Erik Rapp, Emily Wasley, and Jeff Wilson
Hamilton College Evaluation Team for HOPE VI