

**Narrative Exhibit A: SUMMARY INFORMATION**

**Milwaukee, WI**

**Milwaukee WI-Exhibit A.doc**

## **A.1 Executive Summary**

The Housing Authority of the City of Milwaukee (HACM) is justifiably proud of its HOPE VI track record, having acted as its own developer in implementing six highly successful prior HOPE VI projects. Having transformed most of its distressed family developments into thriving mixed-income communities using the HOPE VI program, it now turns to its last – and largest – development, Westlawn. Located in the west side of Milwaukee, Westlawn is a massive development – 726 units of family public housing on 75 acres – the largest public housing project in the state of Wisconsin. HACM has led an intensive planning process over the past year with the community and other stakeholders to create a master redevelopment plan for the entire site, which will be implemented over a period of many years. This HOPE VI proposal deals with the first portion of that plan, revitalizing the eastern half of the existing development, or Westlawn East.

The Westlawn development is severely distressed, sharing many problems typical of housing projects from its era. The site is poorly designed, with barracks-style buildings arrayed in non-standard patterns on oddly-configured blocks, and large, ambiguously-defined open spaces and remote parking areas that cause security challenges. The units are small, poorly configured, and completely inaccessible to the disabled. Building components and the electrical and structural systems are outdated, and inadequate or failing. Built on a former wetland, the site's lack of adequate drainage systems combined with deteriorating foundations has resulted in extensive leaks, water damage, and mold/mildew throughout the units.

HACM proposes to demolish all 332 existing public housing units at Westlawn East, replacing them on-site with 410 units of mixed-income housing. Of these, 310 will be affordable – 36 public housing only, 54 public housing/low income housing tax credit (LIHTC), 186

LIHTC/project-based Section 8, 10 HOME, and 24 Section 202. The other 100 on-site units will be market-rate, aimed at households earning 80-120% of median – 70 rental units and 30 homeownership units. Finally, an additional two homeownership units will be created off-site, as part of a growing partnership with the City’s Neighborhood Stabilization Program to reclaim abandoned and foreclosed properties. The new buildings will be designed to mirror the architectural styles found in surrounding areas. And the revitalized site will be sustainable and green, fulfilling the requirements of not only the Energy Star for New Homes program but also the Enterprise Green Communities Checklist. These sustainable features are designed to provide the physical infrastructure needed to encourage residents to adopt healthy lifestyles and use the pedestrian-friendly walkways, bike paths, and community gardens that will be developed through a partnership with Growing Power.

The proposed site plan includes a system of new streets which better tie into the surrounding grid, buildings that front directly onto streets with clearly-defined front and back yards, a new community gardening area, as well as a linear park, bio-swales, and rain gardens along Lincoln Creek on the property’s southern edge, and outdoor play areas for children. The last phase of redevelopment will include the construction of 10,000 square feet of retail space on the northeast corner of the development to help spur commercial revitalization along Silver Spring Drive and bring needed services like a pharmacy to Westlawn residents.

The physical improvements to Westlawn will be supplemented by a \$7.6 million community and supportive services (CSS) program, providing a continuum of services that will help elevate families out of poverty. HACM has coordinated very successful CSS programs at its other HOPE VI sites, and is committed to doing so at Westlawn. Of the 332 units at the site, 321 are currently occupied, and 80% of these residents want to return to the revitalized site. HACM

has put together partnerships with a strong group of CSS partners, centered around the Browning Elementary School and Silver Spring Neighborhood Center (SSNC), co-located right on the Westlawn East site, and already providing a wide range of services to Westlawn residents. HACM's CSS plan is ambitious and results-oriented, aimed at helping residents to achieve their goals, including securing stable employment, purchasing a home, gaining financial security, and building a hopeful future for their children.

HACM, the residents of Westlawn, and the many dedicated stakeholders in the surrounding west side community are solidly behind this application for \$22 million in HOPE VI funds. The total budget for the proposed revitalization is almost \$100.4 million. HACM is requesting \$22 million of this in HOPE VI funds. The remaining \$78.4 million will come from a variety of public and private sources, including the City of Milwaukee, Friends of Housing, WE Energies, Fannie Mae, private mortgages and HACM's general fund. The timing of this proposal is particularly critical because the State of Wisconsin has 2010 disaster credits that are available for the redevelopment of Westlawn, but will not be available beyond 2010. HACM has been very successful in the past in attracting tax credit equity investors and recently received pricing of \$.70. HACM's future plans for the western half of Westlawn include applying for another HOPE VI/Choice Neighborhoods grant to revitalize the rest of the site beginning in 2014 using a combination of low-income housing tax credits, public and private financing.

HACM has an exceptionally strong development track record, and will coordinate the redevelopment of Westlawn. HACM will supplement its experienced in-house team with the same outside property manager it has used at its other HOPE VI projects, and is also working with an outside, nationally-renowned design team. HACM is proposing an aggressive but achievable schedule, with all of the HUD-funded construction completed by December 31, 2012.

## **A.2 Physical Plan**

The existing Westlawn development, with 726 units on 75 acres of land, is the largest public housing development in the state of Wisconsin. HACM has led a comprehensive planning process for the overall revitalization of the entire 75-acre site. However, because of the development's sheer size, the revitalization will be multi-phased, taking place over a number of years. This HOPE VI application deals with the first two phases of revitalization, taking place on the eastern half of the existing Westlawn site, or Westlawn East (Westlawn is divided into two roughly equal eastern and western portions by N. 64<sup>th</sup> Street).

The physical plan for the HOPE VI revitalization of Westlawn calls for the demolition of all 332 units of existing public housing on Westlawn East, to be replaced with a total of 412 units: 2 off-site for-sale units and 410 on-site units of new construction – 90 units of public housing replacement rental housing (36 units public housing only and 54 units public housing/LIHTC), 196 units of other affordable rental housing (186 units of LIHTC/project-based Section 8, 10 HOME, and 24 units of Section 202), and 100 units of market-rate housing (30 for-sale and 70 rental). The proposed revitalization also includes the construction of several new streets, new infrastructure, community gardens, a linear park including bio-swales and rain gardens along a restored Lincoln Creek, town lots, a new management and maintenance facility, and 10,000 square foot of new retail space, as described further below.

The table on page 5 summarizes the new housing units by size, type, and income target.

	<b>New Affordable Rental</b>	<b>New Market Rate HO</b>	<b>New Market Rate Rental</b>	<b>Rehab Family HO (Off-site)</b>	<b>Total</b>
<b>Unit Mix</b>					
1-BR	123		30		153
2-BR	59		30		89
3-BR	84	30	10	1	125
4-BR	34			1	35
5-BR	10				10
Total	310	30	70	2	412
<b>Income Mix</b>					
0-20% AMI	65				65
21-40% AMI	85				85
41-60% AMI	105		30		135
61-80% AMI	55	10	30	1	96
81-100% AMI		20	10	1	31
Total	310	30	70	2	412
<b>Unit Type</b>					
Public Housing Only	36				36
Public Housing/LIHTC	54				54
LIHTC/Project- Based Section 8	186				186
Sec.202/HOME	34				34
Unsubsidized		30	70	2	102
Total	310	30	70	2	412

The income mix at the site will shift up post-revitalization, due both to some change in the initial mix and the addition of higher-income residents, and also to the implementation of an aggressive CSS program through which lower-income residents will see their incomes rise.

**Rehabilitation of severely distressed public housing.** Due to the severe distress of the existing development and its poor site design, no rehabilitation of the existing public housing is proposed. All existing units will be demolished, and the site will be redeveloped as a mixed-income community.

**Development of public housing replacement rental housing.** A total of 90 units of public housing replacement rental housing, seamlessly integrated throughout the development will be built on-site – 36 units of public housing and 54 units of public housing/LIHTC.

**Use of Energy Star in construction.** All new structures will meet or exceed Energy Star standards, will utilize PATH technologies, will incorporate Universal Design principles, and will mirror the surrounding neighborhood's architecture. Demolishing all of the existing buildings will give HACM the opportunity to provide Section 3 employment and construct a new neighborhood using New Urbanist design principles. Advanced technology in materials, methods of construction, plumbing, mechanical equipment and appliances will be employed to improve quality, durability, environmental performance, energy efficiency and affordability.

**Market-rate housing units.** HACM will develop 100 on-site market-rate units (30 homeownership units and 70 rental units that could be converted to homeownership units in the future.) An additional 2 affordable (unsubsidized) for-sale units will be developed off-site. All of the new homeownership units will be pre-sold, through a real estate broker.

**Units financed with Low Income Housing Tax Credits.** Of the 310 total affordable rental units to be constructed on-site, 240 will be financed in part with LIHTC equity – 186

LIHTC/project-based Section 8 units, and 54 LIHTC/public housing units.

**Replacement homeownership assistance.** HACM proposes to build 30 units of market-rate for-sale housing on-site -- 10 units targeted at households earning between 61-80% of Area Median Income (AMI) and 20 units targeted at households earning between 81-100% of AMI. In addition, HACM plans to acquire and rehab existing foreclosed properties in the surrounding community to meet the need for additional affordable housing in the neighborhood and support the City's Neighborhood Stabilization Program. HACM recently acquired two foreclosed properties which will be rehabbed and sold as part of the Westlawn revitalization plan, creating a broader array of housing options for Westlawn residents. The on-site units will be buyer-financed, and HACM will use its own (non-federal) funds for rehab of the 2 off-site homes.

**Rehabilitation or new construction of community facilities.** A new management and maintenance facility, located adjacent to the existing Browning Elementary School and Silver Spring Neighborhood Center (SSNC), will house the administrative and maintenance facilities for the development. Ongoing and new CSS activities will be provided in conjunction with the SSNC. SSNC's 55,000 sq. ft. facility includes early childhood education, after-school educational and recreational programming, computer lab, health clinic, adult education, employment assistance, an alternative middle school, food pantry, and other support services.

**Zoning, land acquisition, and infrastructure and site improvements.** The underlying zoning at Westlawn for land use and density supports the proposed plan, and a Planned Unit Development, or equivalent City of Milwaukee plan entitlement process will be employed to address bulk regulations and land subdivision. Proposed infrastructure and site improvements are described below in section A.6.

**Retail space.** HACM plans to develop approximately 10,000 square feet of retail space



on the corner of 60<sup>th</sup> and Silver Spring, perhaps a pharmacy, as part of the project's second phase. The purpose of doing so would be to help jump start the revitalization of the distressed retail uses along the Silver Spring corridor. HACM will use non-federal funds to construct unfinished space and work with a broker to identify interested tenants. The Milwaukee Economic Development Center has grants and low-interest loans available for businesses interested in leasing a storefront.

### **A.3 Hazard Reduction**

Testing for asbestos-containing materials and lead-based paint has been completed, and both have been found at the site. There is lead paint in the development's hand rails and at some of the window headers. Asbestos has been found in the floor tile mastic and on some mechanical pipe elbows, generally within mechanical pipe chases. Abatement of these materials has been included in the demolition budget. There are no known underground storage tanks at Westlawn.

### **A.4 Demolition**

HACM proposes to demolish all 332 of the existing public housing units at Westlawn East as well as the existing management and maintenance facility. The site where the demolition takes place will be used for the construction of new housing units, facilities for management, maintenance and CSS programs, parks, gardens and infrastructure to support the new plan. The appropriate HUD demolition application processes will be followed prior to commencing any demolition.

The demolition program will incorporate sustainable practices for the dismantling of structures, including PATH recommendations for deconstruction that will provide Section 3 training and employment opportunities. The deconstruction activities will include the recycling of bricks and demolition debris, and the reuse of salvage materials in new construction. For

instance, the reuse of asphalt paving will be explored, as well as the use of appropriate construction debris as bedding in new utility trenches, the reuse of recently installed high efficiency furnaces from existing Westlawn units, and the salvaging and reuse of existing wood flooring.

## **A.5 Disposition**

The disposition of land for the LIHTC units, market-rate homeownership units, and 24-unit Section 202 development is proposed as part of the master plan. HACM will create a LLC for disposition of the land to the investor at fair market value. HACM is proposing to dispose of the land to individual homeowners and Friends of Housing at less than fair market value. Proper HUD disposition applications and procedures will be followed. New street rights-of-way will also be dedicated to the City of Milwaukee, and require further disposition.

## **A.6 Site Improvements**

Extensive site improvements will be undertaken at Westlawn to address the many deficiencies of the current site, which include a disconnected street pattern, obsolete utility infrastructure, site drainage problems, ganged parking remote from individual dwelling units, inappropriately scaled outdoor common areas, inadequate public lighting, and anonymous landscaping. The following site improvements are proposed, following New Urbanist and Universal Design principles:

**New Streets** that reconnect the neighborhood to the surrounding community, facilitate better flow of traffic, and provide on-street parking for visitors while also serving as a buffer between street traffic and pedestrians. New streets will include public sidewalks which link to pedestrian circulation networks, as well as a coordinated system of new street trees, lighting, and crosswalks, rendering the revitalized community safe, usable, and pedestrian-friendly.

**A New Utility Infrastructure** to service the new replacement housing, including domestic water service, storm water and sewer systems, electric, gas and telecommunications and broadband internet services. These services will link in to the existing city networks where the capacity exists, further linking the revitalization to its surrounding and provide the infrastructure for conversion to resident-paid utilities.

**Parking Pads** for each individual unit, located adjacent to the back yard of that unit and of a size appropriate to the size of the unit based on number of bedrooms, as well as on-street parking to handle additional demand from residents or their visitors.

**Recreational Outdoor Space**, breaking down the existing large, anonymous spaces into several smaller scale, more defensible parks, playgrounds, playfields, community gardens and tot-lots, distributed in a network throughout the revitalization area. New outdoor spaces will provide places where residents of a wide range of ages and physical abilities can enjoy themselves outdoors in a variety of ways.

**Public Lighting** that is adequate and appropriate, including lighting at the streets and lanes, and lighting for both passive and active recreation spaces.

**Lots for Individual Homes** that include front yards, back yards, off-street parking, and areas dedicated for trash, all clearly demarcated with landscaping and/or fencing.

**Landscaping** that enhances both public and private spaces: using new native-species trees, plants, and ground cover, as well as hardscape, site fencing and furnishings to define parks and other common outdoor spaces for appropriate passive and active recreation activities; and deploying a parallel palette of landscape materials and guidelines to define individual lots for individual homes, while still allowing enough flexibility for resident self-expression and personalization of their home and yard.

The City of Milwaukee is considering a Tax Incremental Financing District to assist with funding for the infrastructure, including parks and streets.

#### **A.7 Site Conditions**

The existing Westlawn site consists of barracks-style, townhouse public housing on a slightly sloped parcel of land, platform graded in a way which gradually falls off to the Lincoln Creek bed. The presence of asbestos containing materials has been identified at Westlawn in kitchen, dining room and stairwell floors, as well as in sealants at built-up flat roof areas, as noted above. Mold and mildew are also significant problems internal to the existing units at Westlawn, but these conditions are not anticipated to be a significant threat to residents, PHA personnel or construction workers during demolition and new construction. No other hazards have been identified at this time.

A Part 50 Review was completed in September. A Phase I Environmental Assessment completed in November 2009 identified five (7) historic gas stations and seven (7) cleaning facilities within 1/8- mile of Westlawn. While these sites are located in the immediate area of Westlawn, no evidence of a release was identified, and none of these sources were considered a significant threat to the health, safety or well-being of the residents of Westlawn; therefore, a Phase II study was not recommended. The presence of asbestos containing materials (ACM's) has been identified at Westlawn in kitchen, dining room and stairwell floors, as well as in sealants at built up flat roof areas. Mold and mildew are significant problems internal to the existing units at Westlawn, but these conditions are not anticipated to be a significant threat to residents, PHA personnel or construction workers during demolition and new construction. HACM searched the EPA database online at <http://iaspub.epa.gov/Cleanups/index.jsp?CleanupProgram=Brownfields> to identify known

brownfield sites within 1 mile of Westlawn. One brownfield site was identified at 6815 W Mill Road located approximately one mile from the site. HACM staff does not believe this brownfield to have any material effect on the redevelopment of Westlawn based on the distance from the site, the local geology (clay soil) and the type of contamination (petroleum).

#### **A.8 Separability**

Given the large size of the overall Westlawn development – 726 units on a 75-acre site – HACM has decided to phase the redevelopment of the site. This HOPE VI proposal deals with one half of the larger complex. The proposed Westlawn East portion identified for redevelopment is neatly defined by three major streets -- Silver Spring Avenue to the north, 60<sup>th</sup> Street to the east, and 64<sup>th</sup> Street to the West -- and by Westlawn's southern property boundary that roughly aligns with the Lincoln Creek bed to the south. The street which divides Westlawn's eastern and western halves, 64<sup>th</sup> Street, also divides Westlawn into two Aldermanic districts and census tracts and is the recognized boundary for two competing gangs. The revitalized Westlawn East will be clearly defined and organized along the principles of defensible space. The buildings of Westlawn West which will remain share only the 64<sup>th</sup> Street boundary with Westlawn East, and the site design places no new housing directly fronting on 64<sup>th</sup> Street, but rather park space and community gardens, along with the existing Silver Spring Neighborhood Center and Browning Elementary School, thereby providing an additional buffer between the old and new housing units.

#### **A.9 Proximity**

NA: Neither contiguous sites nor scattered sites are proposed.

**Narrative Exhibit B: CAPACITY**

**Milwaukee, WI**

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## **EXHIBIT B: CAPACITY**

### **B.1 Capacity of the Development Team**

HACM will act as developer for the proposed Westlawn project, playing the lead role in coordinating the revitalization. The lead developer role is one that HACM has ably filled many times before, most notably in implementing its six previous and highly-successful HOPE VI projects, as well as a seventh mixed-finance project completed in 2007, all of which are described below. HACM's six previous HOPE VI awards have helped fund projects ranging in size from 106 to 456 total units of housing, including both rental and for-sale components, low-income and market-rate tiers, with budgets ranging from \$6.6 million to \$46 million in total. The seven mixed-income, mixed-finance projects have included a diverse array of financing sources, including low income housing tax credits (LIHTC), HOME, Affordable Housing Program (AHP), Section 32, private debt financing, and others. HACM has brought six of these seven projects to full completion, all within budget and on schedule, often managing several complex projects simultaneously. The remaining project, awarded a HOPE VI grant in 2008, is also within schedule and budget goals, with the first phase (24 single family homes) on track for full completion by the end of 2009. As these accomplishments attest, HACM is fully prepared to lead the development of the Westlawn project, with a strong development track record, significant in-house staff capacity, and the demonstrated financial strength required to undertake complex, mixed-finance projects of the kind proposed here.

#### **HACM's Development Track Record**

**Hillside Terrace (FY 1993 HOPE VI grant):** HACM completed the \$46 million, 456-unit Hillside Terrace project in 1999 — within budget and on schedule, despite the bankruptcy of one of the general contractors following the death of one of its principals. Hillside was one of

the first HOPE VI projects in the country to be completed, and was, according to HUD officials, the very first to close out its HOPE VI grant. The project remains fully occupied, and has received numerous awards and significant recognition from *Architectural Record*, the Congress for New Urbanism, and HUD staff and auditors, among others. Perhaps most impressive, however, is the phenomenal growth in the number of residents who have joined the workforce -- the percentage of families with income from wages at Hillside has soared, from 17% in 1993 to 59% in May 2008. The total annual earned income for all Hillside families has risen by 300% during this period from approximately \$1 million in 1993 to well over \$4 million in 2008 or an average of 11% annually.

**Parklawn (FY 1998 HOPE VI grant):** This \$35 million, 420-unit project was HACM's first HOPE VI development to include an on-site single-family home component --20 for-sale homes, 7 of them market-rate. The project also included the development of the award-winning Central City Cyberschool, a 350-student technology-based charter school, half of whose students are Parklawn residents. HACM recently received the Mayor's Design Award for Parklawn's Monument Park, which features a gazebo for outdoor events, restored limestone statues commissioned by the WPA in 1937, and storyboards that memorialize the historical development of Parklawn from its beginnings as a WPA project to the recent HOPE VI revitalization.

**Lapham Park/Townhomes at Carver Park (FY 2000 HOPE VI grant):** HACM completed the Townhomes at Carver Park within a very efficient 18-month timeframe. The \$26 million mixed-finance project involved the demolition of 170 public housing units and the development of 122 townhouse units: 51 public housing units, 51 tax-credit units, and 20 market-rate units. All of the units, including the market-rate housing, are fully occupied with significant waiting lists. In addition to the rental units, HACM built and/or rehabbed 20 single family homes



that were sold to public-housing eligible families.

**Highland Park (FY 2002 HOPE VI grant):** Highland Park is a \$30 million, 194-unit development which includes Highland Homes, 80 new single-family homes (45 off-site and 11 on-site public housing replacement units, and 24 on-site market-rate homes) and Highland Gardens, a 114-unit tax credit mid-rise for elderly and disabled residents (46 public housing units, 22 project-based Section 8 units, and 46 tax-credit only units.) The new Highland Gardens and Highland Homes have been recognized by the Sierra Club as one of America's Best New Development projects.

**Scattered Sites (FY 2003 HOPE VI grant):** HACM received a \$19.5 million HOPE VI grant to revitalize scattered-site public housing in the Highland Park neighborhood. The project involved the demolition of 80 units and their replacement with 81 new homes. In addition, part of this HOPE VI grant was used to construct a Neighborhood Network Center for Scattered Sites residents at the new Cherry Court mid-rise, a \$14 million mixed-finance 114-unit mid-rise for the elderly and disabled that was completed in November 2005. All of the homes are completed and occupied, and final close-out documentation is being submitted to HUD.

**Scattered Sites (FY 2008 HOPE VI grant):** In the last funding round, HACM received a \$6.7 million HOPE VI grant, its sixth, to revitalize additional scattered-site public housing in the Highland Park neighborhood. The project involves the demolition of 58 units and their replacement with 106 new units: 14 public housing units, 12 LIHTC/public housing, 12 LIHTC/Section 8, 6 affordable homeownership, and 62 market-rate homeownership units. Construction of 24 single-family homes began in April 2009, with 21 of them completed and occupied, and all 24 scheduled for completion by the end of 2009.

**Convent Hill:** Convent Hill, a \$25 million mixed-finance, mixed-use high-rise with 120 tax credit units (36 Section 202 units, 42 public housing units, and 42 tax credit only units) for the elderly was completed in November 2007. Funding sources included CFP funds, Section 202, LIHTC, RHF, AHP, and a private mortgage.

**HACM's homeownership program:** Also noteworthy is HACM's tremendous success with its homeownership program. With HACM's assistance, 472 families living in public or subsidized housing have gone on to purchase a home: 223 through the Section 32 program, 147 through the Section 8(y) program, and 102 in the private market. HACM has taken applications for its homeownership program from more than 3,800 residents, including more than 1,700 Section 8/HCV participants. HACM works with several partners, including HUD-approved homebuyer counseling agencies, to help residents prepare for homeownership and obtain resources for down payments, closing costs, and post-purchase counseling and mentoring.

**HACM Awards:** HACM has received numerous awards for its work, including:

- Municipal Excellence Gold Award for the service-enriched Lapham Park elderly high-rise from the National League of Cities (2007);
- World Leadership Award for Affordable Housing Development from the World Leadership Forum in London, UK (2005);
- Mayor's Urban Design Award for Cherry Court (2007) and Monument Park at Parklawn (2005);
- America's Best New Development Projects for Highland Gardens and Highland Homes, from the Sierra Club (2006);

- Citation of Merit for Highland Gardens featured in the “Design for Senior Environments”, Architectural Showcase from Nursing Homes/Long Term Care Management (2006);
- Corporate Energy Management Award from the Chicago Chapter of the Association of Energy Engineers (2005);
- Two Certificates of Recognition in the New Face of America’s Public Housing Award competition for Parklawn and Townhomes at Carver Park (2003);
- Merit awards for the Townhomes, Lapham Park, Browning School, and the Surgeon’s Quarters (SRO) at the Veterans Administration in Wood, WI, from National Association of Housing Authority and Redevelopment Officials (NAHRO) (2001, 2002, 2004, and 2007);
- Milwaukee Award for Neighborhood Development Innovation (MANDI) for Highland Gardens, Lapham Park, and Central City Cyberschool at Parklawn (2001- 2005);
- Housing Authority Risk Retention Group Innovation Awards (2002, 2003);
- Top 20 Projects of 2004 for Highland Gardens and 2006 for Cherry Court from Daily Reporter/Wisconsin Builder (2004 and 2006);
- Certificate of Recognition for Hillside Terrace and Lapham Park/Townhomes at Carver Park from the Congress for New Urbanism (2003).

## **HACM Staff**

HACM has high-quality leadership and experienced staff who have repeatedly proven their ability to successfully complete major development projects, as described above. Key members of HACM’s HOPE VI team have been with the Housing Authority and/or City for years, and have worked together to implement HACM’s other successful HOPE VI projects. (Note: The City’s various housing and redevelopment agencies have close organizational

linkages. HACM's Cooperation Agreement with the City of Milwaukee includes reimbursement for some staff who are City of Milwaukee employees assigned to HACM.)

HACM's Executive Director, Antonio M. Pérez, has led HACM since 2000, overseeing the implementation of the Townhomes at Carver Park, Highland Park, Convent Hill, and the Scattered Sites HOPE VI projects. He is widely regarded as an innovative leader within the non-profit community. In 1991, before coming to HACM, he founded and served as Executive Director of the Milwaukee Community Service Corps (MCSC), a holistic program designed to integrate education, life skills, and on-the-job work experience for 18- to 24-year-old young adults. Pérez is also a former president and executive member of the Corporation for National Service (CNS), and is a current board member and advocate for many local and national organizations, including National Civilian Community Corps, Senator Feingold's Hispanic Advisory Committee, the City of Milwaukee's Supportive Housing Permanent Task Force and Special Foreclosure Task Force, and various educational centers. He is on the board of the Council of Large Public Housing Authorities and received the Lewis Hine award for his dedicated services to youth. He has been instrumental in expanding partnerships with local agencies that bring a variety of on-site services and resources to public housing residents.

HACM's HOPE VI Coordinator, Bobbi Marsells, has been with the Housing Authority for 20 years and has served as HOPE VI Coordinator for all six of HACM's successful HOPE VI projects. She holds a master's degree in social welfare and is certified as a public housing manager. Additionally, she has more than 13 years experience in the private non-profit sector.

Other senior staff at HACM generally have between 11 and 30 years of management-level experience in the public housing field. They have helped to implement private management

at 8 of HACM's 16 public housing developments, and have managed complex and varied capital improvement and new construction programs.

### **HACM's Development Team Partners**

HACM is supplementing its development team with outside expertise in several areas, as it has in its other HOPE VI projects. HACM will be accessing outside architectural and design assistance, as described further below. In addition, HACM will work with a team of experienced social service agencies to help implement the project's community and supportive services (CSS) program, as further described in Exhibit E. Finally, HACM will use an outside property management firm, described in B.6, as well as outside legal counsel for the project.

**Torti Gallas:** HACM has competitively procured Torti Gallas and Partners to develop a master plan for Westlawn. Torti Gallas has extensive experience with the HOPE VI program, having served as planner and designer for 34 HOPE VI projects – working with housing authority partners on 23 successful HOPE VI grant applications, and providing planning and design services for an additional 11 HOPE VI projects that had been funded prior to Torti Gallas' involvement. Of these 34 neighborhood revitalization projects, 19 are fully occupied or are substantially complete, with two more currently in construction. Torti Gallas's national, award-winning involvement in the HOPE VI Program has resulted in the design of over 14,000 mixed-income rental and for-sale homes, accounting for over 13% of the new inventory generated over the entire life of the HOPE VI program. Over the course of that experience, Torti Gallas has successfully stayed within design schedules and budgets, while designing units, homes, and neighborhoods to fit each particular community's needs.

Since its founding in 1953, Torti Gallas has been responsible for the planning and design of more than \$20 billion of construction and over 700 urban and suburban neighborhoods,

including over 385,000 housing units. Throughout its history, over 60% of Torti Gallas's revenues have come from the design and revitalization of residential communities. Today, Torti Gallas is one of the largest residential planning and architectural firms in the country solely committed to the principles of New Urbanism.

**Independence First:** In addition, HACM will continue its successful design partnership with Independence First, a local advocacy group for people with disabilities that has been instrumental in the success of HACM's accessibility program. At the Lapham Park/Townhomes at Carver Park HOPE VI site, HACM worked with Independence First on techniques and layouts that yielded 14 fully accessible units and 101 visitable units out of a total of 122 rental units. With their expertise, HACM was able to make Parklawn Homes, a 20-unit single-family subdivision at the Parklawn HOPE VI site, 100% visitable with 4 homes accessible and the remaining 16 homes adaptable to full accessibility. All of the units at Highland Gardens (114 units), Cherry Court (120 units) and Convent Hill (120 units) are fully accessible. HACM and Independence First received the 2003 Wisconsin Fair Housing Network Partnership Award for their joint efforts to educate, promote and build housing that truly works for everyone.

## **B.2 Capacity of Applicant**

### **Public Housing Assessment System (PHAS)**

HACM has been rated a "standard performer" based on its most recent (FY 2007) PHAS score of 82.

### **Section 8 Management Assessment Program (SEMAP)**

HACM has been rated a "high performer" based on its most recent (FY 2008) SEMAP score of 93.

### **IG Audit Finding**

HACM does have two open IG audit findings, but neither affects its capacity to successfully implement the proposed HOPE VI Revitalization grant. The first finding, that HACM did not adequately maintain a separate identity for commingled funds, notes that the accounting systems for the City of Milwaukee and HACM were not sufficiently segregated at one time. In 2006, HACM completed all work necessary to fully separate its accounting system from the City's, including installing a new computer system. In order to clear the IG finding, HACM had to retrieve records from 2003, which could not be read on the new system. Those records were obtained and information necessary to clear the finding has been submitted to HUD.

The second finding relates to HACM's 5(h) homeownership program, noting a handful of units that were not used as purchasers' primary residences for fully five years, or where second mortgages were not recorded (procedures have changed and these mortgages are now all recorded), or that were sold for below appraised value (units that were sold to the Dominican Center for Women which uses a Habitat-like model of sweat equity for very-low-income homebuyers), or that were missing documentation of background checks (staff hadn't kept documents showing no violations). HACM has fully implemented all of the procedural changes required to address the finding and necessary documentation has been obtained from the City's assessor's office and submitted to the HUD Milwaukee field office to clear the finding.

### **B.3 Capacity of Existing HOPE VI Revitalization Grantees -- Expenditures**

As described above, HACM has an excellent HOPE VI track record. HACM's first four HOPE VI projects, with grants in FY 1993, 1998, 2000, and 2002 are all complete and the grants are closed. The FY 2003 Scattered Sites project is fully expended, and close-out documentation

is being submitted to HUD. The FY 2008 Scattered Sites project is on track, with completion of the 24 units in the first phase expected by the end of 2009.

#### **B.4 Capacity of Existing HOPE VI Revitalization Grantees -- Timeliness**

HACM has completed five of its six HOPE VI projects, and completed them efficiently and on schedule. Its Lapham Park/Townhomes at Carver Park project was completed in a record four and a half years – the HOPE VI Revitalization Grant Agreement was executed 12/8/00 and the grant was closed out 6/22/05.

#### **B.5 CSS Program Capacity**

HACM's Community Services Section staff will provide overall planning, coordination and implementation for the CSS program proposed here for Westlawn. HACM has played a similar role successfully at its six other HOPE VI developments and has developed great expertise in this area. The existing CSS team will easily be able to manage the proposed work for Westlawn without weakening services at other properties, since its work at HACM's other HOPE VI sites is winding down. Four of HACM's six HOPE VI projects (Hillside, Parklawn, Lapham Park and Highland Park) are already closed out, the 5<sup>th</sup> HOPE VI grant (FY03 Scattered Sites) reached completion in September 2009 and is on track for close-out by the end of 2009, and the 6th (FY08 Scattered Sites) is a comparatively small project with only 25 current CSS-eligible households and an estimated 38 at its maximum. HACM will use two case managers (Larry Moore and Nannette Ray) and its current Education Specialist (Darrell Finch) at Westlawn. To do this, HACM will hire a new Education Specialist to take over the existing Educational Initiative sites of Highland Homes and Scattered Sites from Mr. Finch, so that momentum that has been gained is not lost.



## **HACM's CSS Experience**

HACM has more than 30 years experience in building innovative and award-winning partnerships with economic development and supportive service agencies, and has successfully implemented six previous HOPE VI CSS programs. The following specific examples demonstrate HACM's strong and results-oriented track record with CSS program management.

HACM successfully transformed its first HOPE VI site, Hillside Terrace, into a working community, dramatically increasing the percentage of working families, from 17% in 1993 to 59% in 2008, with a more than 300% increase in earned income during that time. HACM accomplished this through close collaborations with the local TANF agency, a technical college, the local Boys and Girls Club and others, building a comprehensive range of programs, services and incentives that have helped residents grow into self-sufficiency. Many of these programs and services are conveniently located at an on-site family resource center.

At the Parklawn HOPE VI site, HACM secured \$8 million in leveraged funds for supportive services in a wide range of programs. For example, HACM partnered with the Central City Cyberschool, HUD, and Johnson Controls, Inc. (a Fortune 500 company) to create a \$7 million state-of-the-art technology charter school that has transformed Parklawn into an electronic village. Each of the 350 students at the K-8 Cyberschool receives a laptop and develops technological skills that open up new worlds of opportunity. Complementing the Cyberschool is the new Parklawn YMCA, the first full-service YMCA in this nation located within a public housing development. The percentage of working heads of households at Parklawn increased from 36% at the initiation of the grant to 55% by October 2001 (50% with wages as their primary source of income), and the percentage receiving TANF fell from 31% to 5%. Average annual wage income increased from \$10,527 in 1998 to \$13,775 in October 2001,

an increase of more than 10% per year. And despite the recent challenging economic conditions, the percentage of households with earned income has only fallen slightly to 51% in 2008, and average annual wage income has continued to increase, to \$15,372.

HACM has been able to achieve similar results at its other HOPE VI projects. The evaluation report for Lapham Park/Townhomes at Carver Park showed that in 1999, only 36% of all working-age residents had some type of employment income and 70% were partially dependent on SSI or TANF income supports. By the end of 2002, the numbers had switched completely: fully 72% had some type of employment income and only 36% were partially dependent on SSI or TANF. At the end of 2008, the median income of all Townhomes families was more than \$27,500.

And at Highland Park, the percentage of original households with wage income increased from 31% in 2002 to 43% in 2005, an increase of 39% in 3 years. Average wage earnings rose 41% during that time, going from \$9,026 to \$12,708. In 2008, 63% of all non-disabled, working age residents, both original and new, are employed, and 75% of current households have some wage income, with an average total household income of \$26,707.

HACM's approach to CSS programming has produced positive spillover effects throughout the HACM portfolio. Since 1997, when HACM partnered with the Private Industry Council and S.E.T. Ministry, implementing a focused strategy to assist public housing residents affected by welfare reform in transitioning from welfare to work, the earned income of residents in HACM's overall portfolio has more than doubled, from average household wages of \$4,573 in 1997 to \$9,840 in 2008. According to data from the Planning Council evaluation reports, wages from employment among residents in HOPE VI developments increased by an average of 29% over three years, from a baseline of \$11,796 to \$15,187 three years later.

HACM's programming has received numerous awards and recognition from a wide variety of organizations in recent years, including:

- Finalist and semi-finalist for the "Innovations in American Government Awards" from the Ford Foundation and Harvard University's JFK School of Government, for HACM's service-enriched programming at the Lapham Park elderly high-rise (2000) and for the Central City Cyberschool (2001);
- Three Awards of Merit from NAHRO for HACM's family self-sufficiency program (1998), its drug abatement partnership with local police (1999), and the service-enriched Lapham Park Venture (2000);
- "Best Practice Awards" from the U.S. Departments of Housing and Urban Development and Health and Human Services, for HACM's self-sufficiency programming at Hillside Terrace and its enhanced services to elderly residents in 1998 and 1999;
- The 2004 National Social Advocacy Award from the American Planning Association and the 2007 Award for Municipal Excellence (Gold winner) for large cities from the National League of Cities for HACM's Lapham Park Venture; and
- The 2005 World Leadership Award in the category of "Housing" presented in a ceremony at the Royal Courts of Justice in London, UK for HACM's overall redevelopment work and community and supportive service program.

### **HACM's CSS Team**

HACM's CSS team includes the same individuals who put together and now coordinate the successful CSS programming at its other six HOPE VI developments. The team is headed by Ken Barbeau, who has worked for HACM since 1999 and is currently its Director of Community Programs and Services. Barbeau has been involved with five of HACM's HOPE VI projects and

was instrumental in the administration of the award-winning Lapham Park Venture, the service-enriched elderly high-rise at Lapham Park. He is a graduate of Harvard University and previously was the Director of Audit and Compliance for an international non-profit health care organization for eight years. The CSS staff will be headed by Maria Rodriguez, Youth & Family Services Manager, who has over 15 years of experience with HACM in creating and managing economic self-sufficiency programs. Rodriguez has been involved with all six of the previous HOPE VI projects and helped implement HACM's successful resident employment program. Rodriguez was named the State's Hispanic Woman of the Year in 1989, was selected by the U.S. Postal Service in 1999 as one of the 25 women who are "putting their stamp" on Milwaukee, and in 2009 was honored by the Women's Fund of Greater Milwaukee with the Lynde B. Uihlein Award for her lifetime of dedication to community service.

Due to the size of Westlawn, there are two HACM HOPE VI case managers proposed for Westlawn. The first, Larry Moore, has more than 20 years of social service leadership to socially and economically challenged residents of Milwaukee. Since 2004, he has been a HACM case manager for more than 70 households as part of HACM's FY03 HOPE VI Scattered Sites project, providing intensive case management and service coordination. From 1999 to 2004, he served as Executive Director of the Metcalfe Park Resident Association where he developed and implemented various social service programs, including a plan to increase homeownership in the Metcalfe Park neighborhood. Prior to that, he spent more than 10 years doing community development and community organizing work for a variety of organizations, including the Right Alternative Family Service Center, West End Community Association and Mid-town Neighborhood Association. Since Scattered Sites I has ended, Larry Moore has already begun to provide case management services at Westlawn. The second, Nannette Ray, worked as a case

manager on the closed-out Highland Park HOPE VI grant and is currently case managing the 25 households in Scattered Sites II HOPE VI grant. Ray has a Bachelor's degree in Social Welfare from the University of Wisconsin-Milwaukee and a Master's degree in Organization, Leadership and Quality from Marion College. Prior to joining HACM in 2007, Ray worked from 2003-2005 for the Silver Spring Neighborhood Center assisting families in accessing services and then from 2005-2006 doing similar case management work for La Causa, a local non-profit.

The Education Specialist proposed for Westlawn, Darrell Finch, was born and raised in public housing at Lapham Park, and received his college degree in 1978. For more than ten years, while working at HACM as a Public Safety Lieutenant, he gave his evenings and weekends to a separate organization that he created called "Dimensions." Dimensions promoted positive personal growth for youth in public housing through a variety of education and recreational activities meant to give youth the assistance, support, and resources they needed to stay away from drugs and in school. He has worked for HACM as an Education Specialist in HACM's Educational Initiative pilot program since 2004, first serving families in the Highland Park HOPE VI program and then adding in families from the two Scattered Sites HOPE VI programs. HACM will hire a new Education Specialist to replace him on these programs.

The HACM CSS team for Westlawn will also include two experienced Resident Employment Coordinators and a graduate fellow. As a whole, HACM's CSS team is highly skilled, with competent and experienced managers in place with the capacity to oversee staff and coordinate partners and their work.

## **B.6 Property Management Capacity**

HACM has selected Friends of Housing (Friends) via a competitive process to manage the revitalized Westlawn development. Friends was established in 1996 as a subsidiary of

HACM, with the mission of assisting HACM in carrying out its mandates. As a private, non-profit organization, Friends has access to a range of funding sources previously unavailable to HACM. In addition, it can operate more flexibly than HACM in certain areas, such as procurement and hiring, including employment of residents. HACM created Friends partly to take advantage of these benefits, and partly to create competition for its own management operation, to push its own staff to learn, grow, and improve. In 1998, Friends became a completely independent organization, with several HACM staff and commissioners resigning their seats on Friends' Board. Today, Friends continues to manage 10 HACM sites. Friends' performance has been instrumental in HACM's previous designation as a high performer, and has helped the Housing Authority to win many of the awards noted earlier.

Friends is a highly capable and experienced property management entity. Its current portfolio consists of 1,832 apartments located in 20 properties, including four other HOPE VI sites -- Parklawn, Townhomes at Carver Park, Highland Park, and Scattered Sites -- as well as other scattered-site homes throughout Milwaukee. Friends will manage the rental portion of a fifth HACM HOPE VI -- the 2008 Scattered Sites project -- once these units are constructed. The properties which Friends manages include a wide variety of housing types: units subsidized with low income housing tax credits, project-based Section 8, Section 202, public housing, both family and elderly, as well as market-rate units. Friends' annual operating budget is approximately \$8.7 million.

<b>Development Name</b>	<b>Number of Units</b>	<b>Condition of Property</b>	<b>Annual Operating Budget</b>
Convent Hill (Elderly)	120	New-Above average	\$710,600
Lapham Park (Elderly)	200	Average	\$938,300
Scattered Sites (HOPE VI)	53	Above Average	\$212,500

Townhomes at Carver Park (including 20 market-rate apts.)	122	Above Average	\$998,030
Southlawn (market-rate)	330	Average	\$872,100
Cherry Court (elderly/disabled)	120	Above average	\$589,170
Southlawn Park (market-rate)	12	Average	\$74,500
Parklawn	380	Above Average	\$1,580,800
Highland Gardens (elderly)	114	Above Average	\$825,960
Highland Homes	56	Above Average	\$198,300
Corps House	10	Average	\$58,600
UCC Village, Inc. (Sec 202)	20	Above Average	\$98,070
Davila Village (Sec 8)	13	Average	\$70,820
Scattered Sites (private)	12	Average	\$71,500
Surgeons Quarters (SRO)	13	Above Average	\$30,500
Project Restore	49	Average	\$412,000
New Village	24	Above Average	\$138,420
South Side Scattered Sites	58	Average	\$145,090
Boulevard Commons	24	New-Above Average	\$114,360
Fond Du Lac Center	24	New–Above Average	\$168,900
Scattered Site Tax Credit	24	New–Above Average	\$140,780
Prince Hall Village	24	New-Above Average	\$70,800
Teutonia Gardens	24	New-Above Average	\$121,990
UMCS Townhomes	6	New-Above Average	\$41,900
<b>TOTALS</b>	<b>1,832</b>	<b>`</b>	<b>\$8,683,990</b>

Friends' Executive Director has more than 20 years of property management experience, including 16 years in public housing management, and the organization's property management staff also includes four site managers with a combined 60+ years of experience in public housing property management. In order to deliver high-quality, cost-effective services that are responsive to residents' needs, and at the same time to provide work opportunities that pay family-supporting wages for the HACM residents and others it hires, Friends uses a flexible staffing approach that is supplemented by qualified contractors. To date, the organization's performance has been exceptional, exceeding all the goals that HACM had established. Several of HACM's properties, including Lapham Park, Parklawn, Southlawn, and Highland Park, were in effect "turned around" within six months as a result of Friends stepping in as property manager: operating costs were reduced 17% without any reduction in quality of service; occupancy levels rose from 93% to 99%; unit turnaround time was reduced from an average of 45 days to 8 days; and tenant accounts receivable was reduced from an average of 6.2% to 1.6%.

HACM's contract with Friends will be monitored by Stephen Falek, Associate Director of HACM, a certified public housing manager with over 35 years of experience in public housing, and the 2009 recipient of the M. Justin Herman Award (NAHRO) for his outstanding contributions to the quality of life in housing. Falek has overseen property management at all six of HACM's HOPE VI sites, successfully coordinating management services before, during, and after revitalization activities.

### **Property Management Plan**

The replacement Westlawn units will fall under the direction of Alitha Anderson, property manager at Friends. Anderson and her staff are very familiar with HACM procedures, the Westlawn program, and the reporting requirements that HACM is required to submit.



Friends will follow the property management principles described below, standard at all their properties, in managing the revitalized units:

- **Property maintenance:** The overall condition and maintenance needs of each property will be monitored carefully. Maintenance of all common areas, building systems, apartments, and exterior areas will take place on a daily scheduled basis. All emergency repairs or replacements will be addressed immediately and repaired as required. Outside contractors will be called in when necessary.
- **Rent collection:** The goal is to have 100% of all rents collected by the 5<sup>th</sup> of each month, with an average accounts receivable goal of 1.6%. Rents not received by the 5<sup>th</sup> of the month will be considered delinquent, with 14-day notices served no later than the 10<sup>th</sup> of the month.
- **PIC 50058 reporting:** Friends has experience managing other public housing for HACM, and staff is familiar with and prepared to handle all reporting requirements. Friends' PIC reporting has consistently experienced a 100% acceptance rate.
- **Site-based management:** Friends uses site-based management to ensure financial stability, strong occupancy and continued viability of their sites. Friends has over 7 years of experience with site-based management at developments such as Townhomes at Carver Park, UCC Village, Davila Village, Highland Gardens, Cherry Court, and Convent Hill.
- **Tenant grievances:** Friends recognizes and respects residents' ideas and priorities, and actively supports resident organizations at the sites it manages, which results in more relevant, sensitive, and effective management policies. Residents are encouraged to discuss any concerns or grievances with the manager. If the complaint or grievance has substance and the resident manager is unable to resolve the situation, a representative from the managing agent's office will intervene.

- **Evictions:** Evictions will be pursued only for material non-compliance with the lease and only after all other available alternatives have been tried. Friends' goal is to evict only residents who repeatedly act in ways that are detrimental to development operations.
- **Occupancy rate:** Friends will maintain an occupancy rate of 97% or above, which is critical to ensure adequate income for the development. Vigorous and comprehensive marketing efforts will be made to ensure that enough qualified applicants are available. Management will also make resident retention a high priority, minimizing turnover.
- **Unit turnaround:** Friends' goal will be to turn around all vacant units within 10 business days.
- **Preventive maintenance:** Friends will administer an effective preventive maintenance program to maximize the useful life of all major building components and to minimize long- and short-term operating costs. Preventive maintenance inspections will be performed regularly and consistently to ascertain the condition of each unit and building component.
- **Work order completion:** Residents will be directed to report all maintenance requests to the on-site management office. Friends will address all routine work order requests within 24 hours, except where extensive maintenance is required or when parts are not available. Emergency work orders will be addressed as soon as possible, but in no less than 4 hours, 24 hours/day, 7 days/week. For after-hour problems, Friends will use HACM's public safety dispatch center to handle calls and re-direct to Friends' maintenance staff.
- **Project-based budgeting:** An operating budget will be prepared for Westlawn annually. During the budgeting process, all on-site management procedures will be reviewed to ensure that funds are spent in the most efficient manner. The budgeting process will include

resident input and a review of replacement reserve funds to ensure that funding is adequate to cover long-term capital repairs and replacements.

- **Management of homeownership and rent-to-own programs:** Friends works closely with HACM to promote homeownership opportunities, and is a Community Housing Development Organization that has received HOME funds to develop homeownership housing. HACM employs three full-time staff to promote and coordinate homeownership services for public housing residents, which has resulted in 472 residents transitioning from subsidized housing to homeownership.
- **Energy audits:** Friends works with HACM and Wisconsin Focus on Energy on energy audits. HACM has a full-time employee with a background in energy systems analysis, and he works closely with the U.S. Department of Energy, WE Energies, and Argonne National Laboratory to ensure optimal energy performance. HACM's new homes and units meet or exceed Energy Star standards.
- **Utility/energy incentives:** HACM has contracts with the local public utilities through which energy is purchased on a bulk rate basis, and HACM can "sell back" energy during peak demand periods through the operation of an on-site, back-up generator.

**Narrative Exhibit C: NEED**

**Milwaukee, WI**

**Milwaukee\_WI\_Exhibit\_C.doc**

## **C.1 Severe Physical Distress of the Public Housing Project**

Westlawn is a massive public housing project – at 726 units on 75 acres, spanning many city blocks, it is HACM’s largest property, and indeed the largest public housing project in the state of Wisconsin. While HACM has worked hard to keep the units in habitable and decent condition, the project presents a number of challenges. Like many housing projects of its era, it is poorly-designed, with barracks-style buildings arrayed in a spatial distribution that does not resemble anything in the surrounding neighborhood, with lots of undifferentiated outdoor space and remote parking courts that create security challenges. Built on a former wetland, drainage problems and leaky basements are chronic problems. Westlawn’s units are small, poorly-configured, and provide no handicapped accessibility. Many building components are old and fail to meet current needs – electrical systems are overburdened by modern demands, leaky plumbing is endemic, and energy and water are wasted through inefficient systems.

Westlawn was HACM’s lowest scoring property in the FY 2008 PHAS Physical Report, scoring a 73 out of 100 points, due in part to more than one occurrence of “life- threatening health and safety deficiencies,” as defined by PHAS.

### **Major Deficiencies in Project Infrastructure**

**Exterior Wall/Foundation:** The buildings were constructed at an elevation that was just slightly above grade when originally built. Over the years the grade at the buildings has been raised to provide positive pitch away from the building for drainage. This has been at best modestly successful but another consequence of this change of grade is the exposure of the sill plate and exterior brick façade interface to almost constant water exposure during rain events. This constant exposure to moisture has deteriorated the brick and contributed some structural damage as well. During moderate to heavy rain events this same water infiltration penetrates the

sill plate/brick façade interface and water flows down the foundation wall surface. The electrical service panel is attached to the foundation walls and is subjected to water infiltration that creates a potentially hazardous situation.

The exterior wall was also constructed with a minimal drainage plane cavity. When water infiltrates the brick exterior façade it becomes trapped against the structural framing and creates a potential for fungal growth and wood rot.

Unfortunately, the repair options for these problems are extremely limited. Removing the brick façade would be prohibitively expensive and probably not effective. Waterproofing techniques have been tried with little or no success. The most effective repair strategy is demolition and replacement of the buildings.

**Electrical:** The electrical systems at Westlawn are outdated and overburdened by the sheer number of appliances, fixtures, and electrical gadgets most households use, straining systems which were not designed for this level of use. Cooling is left to individual residents to provide, with many using window air conditioning units that place a particular strain on the system. Electrical deficiencies were identified several times in Westlawn's PHAS Physical Report inspections in March 2009.

**Plumbing:** Westlawn's plumbing systems are old, inefficient and wasteful. The same March 2009 inspections identified several occurrences of leaky plumbing.

**Heating:** Heating systems have been recently retrofitted with new, efficient furnaces, but with single heating zones in the two-story houses, heat distribution within the space is not balanced, leading to lack of tenant comfort and inefficient use of heat. In addition, the site is serviced by only one central gas meter, providing no incentive for residents to use heat efficiently and no ability for HACM to track usage at anything less than the development level.

## **Major Deficiencies in Project Site**

Westlawn's site was historically a wetland, filled to pave the way for the neighborhood's development, and there have been chronic drainage problems. The site slopes gradually from the northwest corner to the southeast, and the grading does not provide positive drainage away from the units. The combined storm water and sewage laterals have become increasingly deteriorated over time, and the poor soils of the filled wetland have eroded, particularly at many of these laterals and inlets. Platform grading for the barracks-style buildings has contributed to poor drainage, and Westlawn residents' most common complaint is of leaky basements. These problems are exacerbated by multiple occurrences of clogged gutters and downspouts, and sump pump discharge onto grade which slopes back to dwelling units and their foundations.

## **Major Design Deficiencies**

**Room and unit configuration:** Westlawn's existing units and the rooms within them are poorly-configured, undersized, and have too little provision for natural light and ventilation compared to current building codes for new construction, and they are simply inadequate by contemporary standards for families or individuals to live in. Resident complaints about inadequate room sizes and the lack of storage space are common.

Interior stairways run parallel to the short length of the units, separating the front and back of the unit and awkwardly cutting up already small spaces (a more functional approach in small houses is to run the stairs along a perimeter wall with the longest dimension of the unit). The hallways and stairs are too narrow in overall width, and too steep at individual stair risers, compared to building codes for new construction. Kitchens have almost no usable counter space, minimal lengths of wall for cabinetry, and appliances that are undersized for typical family use. Rear doors and circulation through the kitchens infringe on the already minimal workspace.

Living rooms measuring 11 by 13 feet do not accommodate the furnishings of current residents.

Bedrooms are very small. Linear bedroom dimensions of nine feet or less are common at Westlawn, while a ten foot minimum is now standard practice. Secondary bedrooms are often less than 80 square feet in size, falling far short of the 120 square foot minimums used in typical PHA new construction. And there is almost no interior storage space: clothes closets with three feet of rod and shelf are typical, with closets often carved out of already inadequate bedrooms instead of accessed off a flush bedroom wall.

**Indefensible space:** The barracks-style housing at Westlawn shares the deficiencies typically found at similar complexes. The fronts and backs of the buildings are virtually indistinguishable, with little sense of ownership of the outdoor space, so there are no “eyes on the street.” The majority of the site’s open spaces, “the courts at Westlawn,” are at the interior, and with their undefined edges and large scale, they are almost impossible to monitor. Parking is remote from the units and a source of complaint for residents, both for convenience and safety reasons. All of these elements contribute to the indefensible nature of the property and individual buildings and units.

**Significant utility expenses:** Utility expenses are comparatively high at Westlawn, for a number of reasons. First, Westlawn’s buildings are poorly-insulated, and there are problems of air infiltration at windows, doors and mortar joints. Deteriorated glazing compound and caulking was repeatedly identified in the March 2009 inspections. Perhaps more important, Westlawn’s utility infrastructure was not originally designed to support energy efficiency: the entire site is serviced by one central gas meter and scattered electrical meters that do not provide information or incentives for individual households to reduce their energy usage. The local utility estimates that to get individual gas meters to each household would cost over \$7 million,



not including the cost to upgrade gas piping in each unit and attach it to that new meter. Similarly, adding new, individual electric meters to old, failing, interior electrical infrastructure would be pointless. The development could save significant amounts of energy through individual metering, based on current utility allowance levels provided to units of the same size and configuration by HACM's Section 8 program.

**Inaccessibility:** Westlawn was not designed to be accessible to the disabled, and accommodating persons with mobility impairments and other physical disabilities has proven to be a challenge. As a result, there are no fully 504 compliant units at Westlawn, in spite of the fact that 16% of the current residents are disabled. HACM has attempted to create accessible routes by adding ramps, but they are placed ad hoc, in a limited and scattered pattern across the site and in a variety of construction materials and techniques. The size and configuration constraints within individual units described above make it impossible to renovate units to any reasonable accessibility standard. Bathrooms in the nominally accessible units are too small to meet standard bathroom requirements, much less those for persons with mobility impairments. Kitchens and bathrooms at the existing "accessible" units are woefully inadequate and UFAS non-compliant for floor clearances, passageway doors, and the operation of appliances and fixtures. Obstructed and missing accessibility routes were repeatedly identified in the March 2009 inspections for Westlawn's PHAS Physical Report.

## **C.2 Severe Distress of the Surrounding Neighborhood**

Westlawn has a direct and largely negative impact on the surrounding neighborhood. In constructing Westlawn, numerous mistakes were made that combined to create disconnection, isolation and a concentration of low-income subsidized densely populated housing. The neighborhood surrounding Westlawn is also significantly distressed. It suffers from physical

decline and disinvestment, as evidenced by shuttered retail along Silver Spring Drive to the development's north, and homes in various states of abandonment and foreclosure. Large tracts of multi-family rental properties north of the Westlawn site are investment properties that have had various owners throughout the years. Maintenance of these buildings has been minimal and mostly driven by building code enforcement orders. The graphic evidence of deterioration, abandonment and underutilization is provided in the photo attachments. High levels of crime, poverty, unemployment and under-employment also manifest themselves in the surrounding neighborhood and contribute to its physical distress. Evidence of declining property values further supports the picture of severe physical distress around Westlawn.

As noted in Attachment 16, there is a stark contrast between the residents of Westlawn and the surrounding community, which contributes to the perception of Westlawn and its residents as having a significant negative effect on businesses and the quality of life. The area surrounding Westlawn is predominantly owner-occupied, 59.2%. Westlawn residents are predominantly minority, younger and poorer than residents of the surrounding community. Almost 60% of Westlawn families have incomes below the poverty level, which is in contrast to 17% for both the surrounding community and the City of Milwaukee.

**Crime.** HACM Public Safety officers and officers within the City of Milwaukee 4<sup>th</sup> Police District have repeatedly reported to and responded to criminal activity, particularly drug-related activity, that regularly takes place at Westlawn, though not always involving Westlawn residents. On October 20, 2009, the *Milwaukee Journal Sentinel* reported that 18 men from the Westlawn and Six Trey gangs have been charged in an ongoing investigation for drug trafficking and conspiracy to commit drug trafficking as part of operations stretching back at least to 1996.

**Underutilization of neighboring properties.** The City of Milwaukee has identified 143

foreclosed properties in the zip code that includes Westlawn. Fully 86 of these properties are within  $\frac{3}{4}$  of a mile of Westlawn's borders. Westlawn's June 2009 Phase I Environmental Report identified the presence of 12 auto station and cleaner sites within a  $\frac{1}{8}$  mile radius of the site.

### **C.3 Need for HOPE VI Funding**

As noted in the table below, HACM has approximately \$1.3 million of unobligated funds available, representing less than 6% of the \$22 million HOPE VI grant requested for Westlawn East. HACM would not be able to undertake this revitalization project without the HOPE VI funds requested.

	<b>Budget</b>	<b>\$ Obligated</b>	<b>\$ Available</b>
2008 CFP	\$7,159,776	\$5,903,302	\$1,256,474
2007 CFP	\$6,870,503	\$6,870,503	\$0
2006 CFP	\$7,401,869	\$7,401,869	\$0
2005 CFP	\$7,833,037	\$7,833,037	\$0
2004 CFP	\$7,480,345	\$7,480,345	\$0
Total	\$36,745,530	\$35,489,056	\$1,256,474

### **C.4 Previously Funded Sites**

HACM has not received a previous HOPE VI grant for Westlawn.

### **C.5 Need for Affordable Accessible Housing in the Community**

There is a tremendous need for affordable housing in the community. Based on 9/30/09 data, HACM's current public housing occupancy rate is 93.29% (3,701 of 3,967 units managed by HACM), and HACM's HCV utilization rate is 98.1% as of 10/23/09, calculated as expenditures of \$29,986,809 out of total authorized funds of \$30,575,230.

**Narrative Exhibit D: RESIDENT AND COMMUNITY INVOLVEMENT**

**Milwaukee, WI**

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## **EXHIBIT D: RESIDENT AND COMMUNITY INVOLVEMENT**

HACM welcomes the active involvement of residents, neighbors, businesses, elected officials, community and faith-based organizations, and other stakeholders in the planning and execution of all its redevelopment plans, and Westlawn is no exception. Westlawn residents, other members of the community, state and local government officials, private sector service providers, financing agency staff and developers have been continuously involved in planning for the Westlawn revitalization from the beginning and will be involved during the implementation and management stages. HACM has developed a number of innovative mechanisms to successfully engage residents and the community, described below. Westlawn residents have been actively involved in the development of this revitalization plan, and unanimously and enthusiastically support it.

HACM had identified Westlawn's extensive physical improvement needs a number of years ago, and included the development's revitalization in its FY 2006-2010 five-year plan approved in 2006 and subsequent submissions, a process that involved meetings with resident representatives at all HACM developments and approval by HACM's Resident Advisory Board, on which two Westlawn residents sit. HACM's annual plans are also included in the City's Consolidated Plan, which includes extensive community involvement, and on HACM's website.

The planning process for Westlawn actually began in 1991 when HACM hired a landscape architect to come up with a plan to Westlawn, as a precursor to a major redevelopment of Westlawn. Since then, Westlawn residents and others in the community have had numerous opportunities for involvement in planning the development's revitalization. The City of Milwaukee works closely with HACM and its residents to incorporate Westlawn into its neighborhood plans, which are coordinated by consultants hired by the City of Milwaukee. The

consultants solicit input from residents, elected officials, businesses, community organizations and the general public through workshops and community presentations, which allows the public to assume the role of planners and architects for their own neighborhoods. As described further below, HACM's Westlawn revitalization plan has the enthusiastic support of residents, community members, public officials, and a wide variety of others, whose letters of support and commitment are attached. No opposition to the plan has been expressed.

### **Regular and Significant Communication with Affected Residents and Community**

**Public Meetings:** HACM has held more than 25 meetings with residents and community and business leaders concerning the revitalization plans for the Westlawn. Of these 25 meetings, 10 have been public/resident meetings held since May 2009, as follows:

- 5/28/09 Havenwoods Economic Development Corporation Mtg.Re: Westlawn;
- 6/22/09 Torti Gallas Meeting with Westlawn Residents;
- 7/27/09 Westlawn Resident Council Meeting;
- 8/4/09 Public Meeting and Design Charette with Westlawn Residents and Community Stakeholders;
- 8/6/09 Resident/Community Visioning Session;
- 8/27/09 Resident Advisory Board Meeting Review of Draft Westlawn Redevelopment Plan and Disposition Application;
- 9/28/09 HOPE VI Resident Training Session;
- 10/14/09 Public Hearing/Presentation by Consultant at HACM Board Meeting;
- 10/22/09 Public Meeting City of Milwaukee West Side Plan;
- 10/26/09 Westlawn Resident Council Meeting with Torti Gallas for Additional Resident Input.

The agendas for these meetings included information about the HOPE VI planning and implementation process, the proposed physical plan, demolition/disposition plans, community and supportive services activities, other proposed revitalization activities, relocation, reoccupancy plans, and Section 3, including employment opportunities. These meetings were in addition to the City's annual public hearings in November on the draft of the Consolidated Plan, which was subsequently adopted by the Common Council of the City of Milwaukee. (The revitalization of Westlawn is included in the City of Milwaukee's Consolidated Plan.) All of these meetings were held in handicapped-accessible places, and bilingual staff and signers were available to provide services as needed. HACM staff offered 504 accommodations, such as sign language interpreters, transportation and child care. Meetings were held at a variety of times, in the mornings, afternoons, and evenings -- on both weekdays and weekends -- to accommodate the schedules of participants.

**Outreach for meetings:** Outreach for these meetings was extremely comprehensive. Most importantly, HACM contracted Torti Gallas to engage residents through design charrettes and community meetings, in addition to providing written and verbal overviews of the proposed plan for Westlawn, with information about the dates, times and locations of the public meetings. Individual notices were also sent to all residents as a follow-up measure, as well as to 200<sup>+</sup> mailing list recipients for the HACM Board and City Plan Commission. Notices were also sent to elected officials, social service providers, and community organizations, including faith-based organizations working in the HOPE VI target area. Notices of the public meetings were posted in the City's daily newspaper, the Milwaukee *Journal/Sentinel*, in various minority publications, and on HACM's website. HACM staff also provided each of the elected officials representing Westlawn residents or the surrounding community with a written overview of the proposed

redevelopment plan, and invited them to attend the public meetings.

Public meeting notices were also widely distributed in more informal ways: flyers were widely hand-distributed, mailed, passed out at social service agencies, and posted in area churches and grocery stores. As a rule, HACM notices are posted or delivered at least 7 days prior to any given meeting. HACM works closely with residents to ensure that its notices and materials are clear, understandable, and accurate, and provides translation services for any residents who require these services. HACM also uses PhoneMaster, a software package that is programmed to call residents and remind them about special meetings.

As a result of these extensive efforts, more than 200 Westlawn residents attended, and were very enthusiastic about the plan, with no opposition expressed.

**Other Forms of Resident/Community Involvement:** In addition to the set of formal meetings described above, HACM staff has had frequent additional meetings about the proposed revitalization with residents and others (including the Mayor and Alderman), and has structured other ways for people to get involved in the planning process. For instance, Westlawn residents have been actively participating in preliminary design work through design charrettes. HACM staff engages a design team at each of its housing developments undergoing modernization. Design teams work closely with the architect/engineer in various ways, like choosing materials and colors, scheduling activities, and evaluating contractor performance. The Westlawn design team has been meeting frequently and will continue to do so.

HACM will continue to hold meetings for all Westlawn residents on at least a monthly basis to continue to train residents on the principles of development, give technical assistance and build capacity. HACM will continue to work with the established Westlawn Resident Council which represents more than 700 families. HACM will continue to discuss and monitor



implementation of the revitalization activities. In addition, HACM staff and residents continue to participate in the West Side Planning Committee, which was established by the City of Milwaukee to coordinate planning and redevelopment activities for this neighborhood. The West Side Plan identifies the Westlawn revitalization as a “catalytic” project, a key neighborhood investment that will spur other investment and reinvestment on the City’s west side. HACM’s Executive Director will include information about the implementation of Westlawn revitalization activities in his regular monthly reports to the HACM Board, which includes an elected official who represents Westlawn.

Finally, HACM has also been meeting with elected officials, community-based organizations, social service providers, businesses and neighbors in the surrounding community to discuss the proposed plan, as well as responding to individual phone calls from residents and others. HACM staff has done numerous presentations about the proposed revitalization of Westlawn, including the use of photographs and slides showing the distressed conditions at the site, current and proposed site plans, floor plans, and elevations. They have also shown before-and-after pictures of HACM’s other award-winning HOPE VI sites, to help people visualize what is possible for Westlawn.

### **Making HOPE VI Information Available**

Copies of HACM’s previous HOPE VI applications, the current HOPE VI NOFA, and information about the Westlawn HOPE VI revitalization plan have been given to the Westlawn residents. Computer access to the HUD website is available at HACM’s HOPE VI developments, including at the computer center at Silver Spring Neighborhood Center. Copies of the HOPE VI NOFA and information provided at the resident training and community meetings remain publicly displayed in the Westlawn office for resident reference. HACM staff

continues to attend regular monthly resident organization meetings to educate residents regarding HUD programs, such as the Section 8 Housing Choice Voucher and HACM homeownership programs, and supportive services that will help support the Westlawn redevelopment.

### **Providing Residents with Training**

HACM staff invited all Westlawn residents to attend the resident training session held on 9/28/09 and the various public meetings through letters and flyers, and encouraged residents to participate in the sessions. HACM staff was also able to collect residents' questions and concerns at this time, and make sure these would be addressed at the upcoming sessions and in the redevelopment plan. The resident training session was held on 9/28/09 at the Silver Spring Neighborhood Center, as noted earlier, and staffed by HACM's Associate Director, Youth and Family Services Coordinator, and the Westlawn Case Manager, as well as the sites' two property managers. Participation was excellent, with more than 100 Westlawn residents participating. At this meeting, HACM staff explained the HOPE VI application and revitalization process, from the planning and submission of the HOPE VI proposal to the process of close-out. Relocation requirements and options were discussed in detail. Other topics covered included proposed building designs, service delivery system, community partnerships, Section 3 requirements and plans for ongoing resident involvement. The general principles of development were explained and discussed, and additional opportunities for technical assistance and capacity-building were noted. HACM staff provided written, as well as verbal, information about the proposed plans for Westlawn. The session allowed for questions and answers, as well as real dialogue between HACM staff and residents. Residents were extremely supportive of the proposed plan and offered suggestions for the location and types of replacement housing. The training session was very positive, engaging residents in the exciting and long-anticipated revitalization of Westlawn.

## **Narrative Exhibit E: COMMUNITY AND SUPPORTIVE SERVICES**

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## **EXHIBIT E: COMMUNITY AND SUPPORTIVE SERVICES**

### **E.1 Community and Supportive Services (CSS) Plan Overview**

HACM will coordinate the CSS program for Westlawn East, a role it has played with great success at its six previous HOPE VI developments. Through its HOPE VI experience, as well as its work with ROSS and Youthbuild grants, HACM and its CSS team have developed exceptional expertise in implementing effective, results-oriented CSS programs at multiple sites, ensuring that residents are linked to the services they need. HACM has a proven record of developing innovative partnerships with economic development and social service agencies, and of working closely with them to move public housing families to self-sufficiency.

An extensive resident needs survey was carried out at Westlawn East in October 2009. In response to the identified needs, HACM is proposing the comprehensive, high-quality, and results-oriented CSS program described in this exhibit. The program will be coordinated through a case management system, providing a comprehensive range of appropriate services and programs to meet the needs of all residents. HACM has assembled a team of highly competent partner agencies with extensive experience in delivering high-quality supportive services to low-income families, seniors, and disabled individuals. As detailed below, many of these partner agencies have made concrete commitments to support HACM's proposed CSS program. Some of HACM's major CSS partners are described below.

**Growing Power, Inc.:** Located only five blocks from Westlawn, Growing Power is a nationally-renowned nonprofit organization and land trust which helps combat urban health problems such as obesity and diabetes by providing equal access to healthy, high-quality, safe and affordable food. Founder and urban farmer Will Allen received a MacArthur "genius" award in 2008 to carry on his work. Growing Power provides hands-on training in setting up

“community food systems” that help people grow, process, market and distribute food sustainably. Through a novel synthesis of various low-cost farming technologies -- such as the use of raised beds, aquaculture, vermiculture, and greenhouses heated through composting – Growing Power produces vast amounts of food year-round at its main farming site, two acres of land located within Milwaukee’s city limits near Westlawn. Growing Power has committed to continue their Urban Agriculture youth program and to outreach to Westlawn residents to promote eating and purchase of fresh fruits and vegetables with a total leverage of \$100,000. In addition, we will be working together with Growing Power to find foundation funding to assist residents in establishing the new community gardens that are part of the Westlawn master plan and to help train residents in the use of the greenhouse at Browning Elementary School.

**MAXIMUS:** MAXIMUS is one of the major local TANF (W-2) agencies and has been the W-2 agency for the Northwest region of Milwaukee County. MAXIMUS will work closely with HACM staff to expand outreach and services to the Westlawn HOPE VI families, including job readiness, job retention, motivation, life skills training, job fairs, coordination of W-2 case management with the HACM HOPE VI case manager, job training assistance, as well as other employment-related special events for Westlawn HOPE VI families. The amount of leveraged resources over the five year grant period is estimated at \$1,617,255.

**Milwaukee Area Technical College (MATC):** MATC, the local technical college, has provided adult educational services at the Silver Spring Neighborhood Center within Westlawn since 1971. MATC has committed to expand outreach and services to the existing and new families of Westlawn East through basic skills and GED educational services, college fairs, and job readiness workshops targeted at these families, with leverage estimated at \$430,000.

**Milwaukee Community Service Corps (MCSC):** MCSC is an award-winning,

nationally-recognized urban youth corps with a mission to integrate hands-on community work projects, education and skill development for at-risk urban youth, ages 16 to 24. During the past 17 years, more than 1,600 youth have participated in the year-long training program and have secured family-sustaining employment. MCSC currently partners with HACM on a Youthbuild grant training program. MCSC will target Westlawn East HOPE VI residents ages 16-24 for its corps member training program, which includes hands-on construction training, GED preparation, and leadership training, with estimated leveraged services of \$50,000.

**Silver Spring Neighborhood Center:** The Silver Spring Neighborhood Center (SSNC) is one of the strongest neighborhood assets in the area, and will be the center of CSS activities for Westlawn East residents. SSNC was founded as a “settlement house” in 1958 to serve Westlawn families and the surrounding neighborhood on the northwest side of Milwaukee. Over its 50-year history, it has grown from a 3,000 square foot afterschool program to a 50,000 square foot community center that offers a comprehensive range of services. The SSNC model combines prevention-focused health and social services, recreation, early childhood education, after-school education and programming, adult education, employment and housing assistance, community organizing, emergency services, advocacy and other support services. Today, SSNC has partnerships with well over 30 agencies that bring their expertise and resources to SSNC to serve residents of Westlawn and the surrounding community. With long hours of operation, a comprehensive program base, and a highly visible presence in the community, SSNC is an important and accessible resource for at-risk youth and families living in Westlawn. For this HOPE VI grant, SSNC will expand outreach to Westlawn East families, expanding enrollment in its high-quality early childhood education center as described in Exhibit F, and will also launch a new employment services program. SSNC will provide estimated leverage of \$1,972,611.

**Milwaukee Public Schools (MPS)/Browning Elementary School:** In 2004, MPS worked with HACM and Silver Spring Neighborhood Center (SSNC) to relocate its Browning Elementary School from an older building on 76<sup>th</sup> St. to a new facility connected with the SSNC in the middle of the Westlawn housing development. This move was a win-win partnership, as MPS was able to partner with a strong existing neighborhood organization, and Browning parents and students could take advantage of the wrap-around services provided by SSNC. In 2004, SSNC and Browning Elementary School received the MANDI (Milwaukee Awards for Neighborhood Development Innovation) Building Blocks Award recognizing an outstanding innovative project that contributes to the rebuilding of Milwaukee's neighborhoods. MPS has committed to working closely with HACM's HOPE VI Case Manager and Educational Specialist to provide expanded and enhanced outreach to HOPE VI families to ensure the goals of HACM's Education Initiative (described later in this exhibit) are accomplished. The estimated leverage of the expanded outreach and services is about \$126,000.

**SET Ministry:** SET Ministry, Inc. is a community-based nonprofit organization providing case management and health and human services coordination in Milwaukee's central city, with a particular focus on seniors and persons with disabilities. HACM plans to contract with SET to perform case management for this population at Westlawn East. In 2008, SET assisted more than 1,320 residents in public housing highrises through its various service coordination programs. SET's Service Coordinators are licensed social workers, many with a Master's Degree or equivalent experience. SET evaluates each resident and works with them to develop a care plan, which might include housekeeping help, personal care, medication management, and other supports. Residents select their own level of involvement, knowing they can increase it or decrease it at any time. Other services SET will provide include wellness and

health promotion programs, life skills training, and health information and education programs. SET will provide estimated leverage of \$130,818.

**UWM College of Nursing:** The UW-Milwaukee College of Nursing has collaborated with the Silver Spring Neighborhood Center since 1987, providing primary care services including a walk-in clinic at SSNC which is open about 50 hours per week. The Clinic is staffed by more than six nurse practitioners with masters' degrees, assisted by nurse clinicians and numerous nursing students. The Clinic has committed to expand its outreach to Westlawn residents, and to help HACM staff coordinate health education and disease prevention services such as flu and immunization clinics. In addition, the UWM College of Nursing is the coordinator of the Westlawn Partnership for a Healthier Environment through a CARE (Community Action for a Renewed Environment) cooperative agreement with the U.S. Environmental Protection Agency. This partnership brings together community stakeholders to assess environmental health issues important to the Westlawn neighborhood, and consider options for reducing risk. HACM will use this assessment in planning for the revitalization of Westlawn. The estimated leverage of expanded outreach and services from the College of Nursing is \$175,000.

**Wisconsin Women's Business Initiative Corporation (WWBIC):** WWBIC has been operating since 1989 as a statewide nonprofit economic development corporation, offering business education, technical assistance, and access to capital to women, minorities, and low-income individuals pursuing entrepreneurship and business development as a path towards economic self-sufficiency. WWBIC trains, counsels, and mentors start-up entrepreneurs, small businesses and micro-businesses throughout Wisconsin. WWBIC will partner with HACM to provide financial literacy training (personal money management, budgeting, credit issues, developing a savings plan, etc.) and has committed an estimated \$24,000 in matching funds for



Individual Development Accounts for an estimated 12 families.

## **E.2 Case Management**

HACM's proposed CSS program is based on a case management model, with HACM providing intensive, well-targeted, comprehensive case management services to all residents, both current and new. HACM's CSS case management team consists of two HOPE VI Case Managers, an Education Specialist, and two Resident Employment Coordinators. In addition, a graduate Fellow from the University of Wisconsin-Milwaukee will assist the team by coordinating community-building and program activities, assisting with resource development, and managing internal record-keeping and monitoring. HACM's Youth & Family Services Manager, Maria Rodriguez, will supervise the team and coordinate services between HACM's CSS case management team and HACM's other CSS partner agencies.

Larry Moore, HACM Case Manager, began providing case management services as of October 5, 2009. He began working with the 102 Westlawn residents who responded to the resident needs survey. While all 321 households were asked to participate in the survey, 102 households participated in the in-depth needs assessment performed by case managers as of the application date. However, our case manager, Larry Moore, will continue to survey all remaining households as he performs individual needs assessments, develops Individual Development Plans, and assists residents in accessing needed services.

He will continue working collaboratively with residents and HACM's two Resident Employment Coordinators (RECs) to develop a workforce development strategy for each non-disabled adult member of the household, based on the principle that everyone is employable. While nearly half of the Westlawn East households have some wage income, many others do not, and some of those with wage income are under-employed (part-time or at low wages).

HACM's other Case Manager will join Mr. Moore if and when HACM is awarded the HOPE VI grant. HACM estimates a caseload of 125-150 non-disabled adults age 19-64 for each Case Manager. The Case Managers will also work with HACM's partner agencies to identify and fill any gaps in services the family may have, and will work with parents to connect their children to appropriate resources to meet their educational, social and health-related needs. A triage system will be used to ensure that resources and services get immediately to those who are in need, particularly those at risk or in crisis.

Since elderly and disabled residents often have significantly different needs than other residents, HACM plans to contract with SET Ministry for case management of older adult residents -- currently, 29 seniors aged 65+ and an additional 16 aged 60-64 -- as well as for some younger residents with disabilities. SET will work with these residents to develop a care and self-sufficiency plan designed to meet their particular needs and allow them to live as independently as possible. SET uses nurse and social worker case managers to assist seniors, and SET is a contractor to the Milwaukee County Department of Aging for the Family Care program. The Case Manager will determine possible eligibility for various health and social programs; will ensure residents are linked to medical and other appropriate service providers; and working with CSS and other partners, will provide linkages with community resources to fill any gaps in services. In working with residents with health issues, SET will work in close partnership with the Silver Spring Nursing Clinic operated by the UWM College of Nursing.

### **E.3 Needs Assessment**

In October 2009, HACM's CSS staff carried out an in-depth needs assessment. Of the 332 existing units in Westlawn East, 321 are currently occupied, with a total of 805 residents. The remaining 11 units are vacant. All 321 households were notified of the survey and asked to

participate. Of the 321 existing households, 102 households participated in the in-depth needs assessment performed by case managers. Given that almost 50% of residents work, it was difficult to catch up with them and get them to complete the survey. While the survey of 32% of the households on the east side of Westlawn has given us sufficient information to develop a CSS plan in coordination with our 100% demographic information, our case manager will continue to survey all remaining households as he performs assessments and assists residents in preparing Individual Development Plans. The demographic breakdown of all current occupants and the needs that those responding to the survey identified are as follows:

- **Race/ethnicity:** Of the 805 current residents of Westlawn East, 773 are African American (96%). Another 20 residents are Hispanic in ethnicity (2.5%).
- **Language:** Almost all current residents speak English as their primary language; one household speaks the Hmong language.
- **Marital status and household size:** Of the 321 current households, 212 are headed by single women with children (66%), 4 by single men with children (1.2%), 12 by married couples (3.7%), 8 by unmarried couples (2.5%), and the remaining 85 households (26.5%) are single individuals. Of these single person households, 30 are less than 50 years old, 34 are near elderly (50-61) and 24 are elderly. The average household size is 2.5 and the largest household size is 7 individuals.
- **Age:** Of the 805 current residents, 361 are adults age 19-64 (45%), 29 are 65 and older (4%), and 415 are children between 0-18 in age (51%). Of the 415 children, 142 are 5 years old or less (34%), 163 are between 6-12 years old (39%), and 110 are teenagers between 13-18 years old (27%). Of the 361 adults ages 19-64, 148 are between 19-29 years old (41%), 85 are between 30-39 (24%), 65 are between 40-49 (18%), 47 are between 50-59 (13%), and 16

are between 60-64 (4%).

- **Disabilities:** Among the 805 residents, a total of 130 residents are disabled (16.15%), including 27 children (6.5% of all children), 80 adults ages 19-64 (22.16% of all 19-64 year olds), and 23 seniors 65+ (79.31% of all seniors). Of the 27 children, 6 are 0-5 years old, 17 are 6-12 years, and 4 are 13-18 years old. Of the adults, 11 are ages 19-29, 13 are ages 30-39, 20 are ages 40-49, 27 are ages 50-59, and 9 are ages 60-64 years old.
- **Income:** The median annual household income (excluding value of food stamps) of Westlawn households is \$14,300, well below the median City of Milwaukee household income of \$32,216 in 2000, and even further below the 2009 median income for a household of two persons in the Milwaukee metropolitan area of \$56,600. The lowest income is \$600 for a one-person household and the highest is \$65,367 for another one-person household.
- **Income source:** Sources of income among residents vary as follows: 154 of the 321 households have some kind of wage income (48%), 3 have their own businesses (1%), 73 have social security income (23%), 88 have SSI income (27%), 7 have pension income (2%), 67 have child support (21%), 32 have unemployment (10%), 29 have some other nonwage income such as income from family members (9%), 2 have TANF (1%), and 22 have imputed welfare benefits (7%). Primary sources of household income are: wages for 142 households (44%); own business for 2 (1%); social security for 48 (15%); SSI for 56 households (17%); pension for 1 household (<1%); child support for 7 (2%); unemployment for 28 (9%); TANF or imputed welfare for 22 (7%); and other nonwage income for 15 (5%).
- **Employment:** According to the survey, of the adults age 19-64, 34.8% are employed and 65.2% are not employed. However, our sample included 31% disabled adults. Once they were removed from the sample, the survey showed that 44.8% of non-disabled adults were

employed, about half of them full-time and half part-time. Only 32% of those employed have any kind of health insurance benefits from their job. Hourly wages range from minimum wage to \$19/hour.

- **Food stamps and EITC:** Of the 321 current households, 114 (36%) receive food stamps of an average value of about \$3,900/year. About 26.5% (27 out of 102 respondents to the survey) receive the Earned Income Tax Credit (EITC).
- **Education:** Based on the survey results, it appears that 63.0% of adults have received a high school diploma or high school equivalency degree and 6.7% have a GED. 30.3% therefore lack either a diploma or GED; 34% of those who lack a GED are interested in getting one. 10.4% of residents admitted problems with reading and/or writing, about half of whom also had their high school diploma.
- **Child care:** There are a total of 142 children ages 0-5 in Westlawn East; 44 of these (31%) were included in the survey of 102 households. These surveys indicated that 34% of children aged 0-5 were not in daycare, 16% were in custodial daycare only, 5% were in Head Start, and 45% were in another early childhood education program.
- **Transportation:** Of the households surveyed, 48% have access to a reliable car and 56% have a valid driver's license or permit. A little over half of residents rely on the bus system.
- **Health care:** Of those surveyed, almost all (97%) have some form of health insurance (including Medicare, Medicaid, and BadgerCare). 91% have a primary care physician and 96% get a regular checkup. A lower amount (74%) visit the dentist on a regular basis, probably due to the lack of dental insurance. 35% report they have problems with asthma; 26% report problems with diabetes; 42% report problems with hypertension; 36% report problems with arthritis; and 31% have some other health condition.

- **Community and safety:** 20% of households report their current neighborhood as unsafe, 19% say safety is okay, and 51% report the neighborhood as safe. On a scale of 1-5, with 5 being very safe, the average response was 3.4 out of 5.
- **Computers:** 54% of households surveyed have a computer in the house, but only 34% have it hooked up for internet access. 41% use a computer elsewhere, usually either at the library or the Silver Spring Neighborhood Center. 35% state they have little or no knowledge of computers (the computers are primarily used by their children). 51% of adults surveyed report being very interested in accessing computer training.
- **Bank accounts:** 62% have some type of bank account and 38% do not. 25% regularly use a check cashing business (one is located directly across the street from Westlawn) and 14% report they currently owe on a payday loan. 34% report problems paying their bills.
- **Previous Utility Experience:** 55% had a previous utility (WE Energies account) and 29% still owe an outstanding balance to WE Energies. This is important as the plan is to transition the new development to utilities being in the resident's name. Thus, case managers will need to work with those with outstanding balances to arrange payment plans.

#### **E.4. Transition to Housing Self-Sufficiency**

The CSS program activities described in detail below are designed to respond to each of the needs identified in the resident needs assessment, and to help enable families to transition to other affordable or market-rate housing, whether rental or homeownership. Some of the critical milestones families must achieve before they can make this transition include: securing stable sources of income that are sufficient to support non-public housing rents, building family assets to be used for a down payment or as a cushion to weather moments of financial crisis, completing consumer education that allows families to avoid predatory market practices, and

addressing issues of family stability, which may include needs related to health/mental health, youth development, or family counseling. The programs below will promote these outcomes, and HACM will track progress toward measurable goals to determine success in laying the groundwork for families to transition to housing self-sufficiency. Elderly and/or disabled heads of household will be assisted in living independently in their homes for as long as possible.

***i. Workforce Development:*** HACM will work with all non-disabled, non-elderly HOPE VI adult residents to engage them in work development activities. The needs assessment shows that while a significant percentage of non-disabled heads of household are employed, many are either unemployed or under-employed (part-time or minimum wage), and a number of adult children in the household are not employed at all. Helping residents to get and stay employed and move upward on their career ladder is a top priority for HACM. A range of approaches will be used to train and place residents in jobs, including the following:

- HACM employs Resident Employment Coordinators (RECs) to develop relationships with hundreds of local employers. The RECs function as job brokers, developers, and coaches who help residents not only find jobs but keep them. The Case Manager will refer residents in need of employment to the RECs.
- HACM gives priority to qualified residents in filling open positions within HACM. As a result, more than 10% of the HACM staff are current or former residents.
- In collaboration with Milwaukee Community Service Corps, HACM offers on-the-job-training to young adults in a variety of construction trades, an initiative that has graduated more than 100 residents into paying jobs; and
- HACM will provide technical assistance to residents interested in starting a business.

HACM's workforce development strategy is based on the principle that everyone is

employable, and is designed to ensure that every resident, regardless of the point of job entry, is able to develop and sustain a path to self-sufficiency through employment. HACM's RECs will provide a comprehensive set of intensive individual and group activities that address virtually every aspect of employment. While HACM currently offers general employment services to residents, these services will be intensified under HOPE VI for all non-elderly, non-disabled residents of the targeted Westlawn East units. HOPE VI case managers will work with residents on Individual Development Plans, setting up goals and activities to improve their economic self-sufficiency. HACM also leverages training and other workforce development resources through community agencies such as the Milwaukee Area Workforce Investment Board (MAWIB), TANF/W-2 programs like MAXIMUS, Wisconsin Regional Training Partnership/Big Step, Milwaukee Community Service Corps (MCSC), and Milwaukee Area Technical College (MATC), as well as through employers. In addition, the new Milwaukee Job Corps opening in fall 2010 will be located just up N. 60<sup>th</sup> Street, within one mile of Westlawn, and will provide intensive job training for residents in high-demand industries. These job training opportunities help residents compete successfully for promotions, and/or for better paying jobs. In addition, HACM Case Managers and RECs will try to encourage residents to build up skills and get into career paths in high-demand industries, such as health care and green jobs.

*ii. Financial Literacy and Asset Building:* HACM has partnered with the Wisconsin Women's Business Initiative Corporation (WWBIC) since 1999, and will bring WWBIC's financial literacy training and other services to Westlawn East HOPE VI residents. WWBIC's financial program, called "Make Your Money Talk" (MYMT), is a personal money management education program that shows participants how to create a personal budget, develop a savings plan, clean up their credit, avoid the excessive fees of payday loans and check-cashing



businesses, and open and use an Individual Development Account (IDA). By opening an IDA, a participant's savings up to \$2,000 are matched 2:1 (for a potential total of \$6,000), and can be used to start a small business, to purchase a home, or to cover educational costs. The MYMT program teaches participants that money management is critical, regardless of income, and that credit history plays a big part in determining whether participants will be eligible for auto loans, home mortgages, or student loans. Having a bank account correlates strongly with ownership of other financial assets such as housing and automobiles. Helping residents establish bank accounts is the single most significant strategy for eliminating the use of predatory loans by low-income residents. HACM and WWBIC will work with local banks to help residents set up bank accounts, and will also assist families with Earned Income Tax Credit (EITC) forms and income taxes, through the Volunteer Income Tax Assistance (VITA) program.

*iii. Health Care:* Physical health problems such as diabetes, hypertension, and obesity, as well as mental health concerns such as depression are more prevalent among public housing residents than among the general public. The needs assessment shows higher than expected levels of asthma, diabetes, hypertension and arthritis. HACM's and SET Ministry's Case Managers will take physical and mental health into account in working with residents on their Individual Development Plans, and will also work in close partnership with the onsite clinic operated by the UWM College of Nursing. The Case Manager will also encourage families to identify a regular family physician, if possible, so that they are not dependent on emergency room care. When necessary, referrals to partner agencies or other community resources will be made for evaluation of possible mental health issues which may affect either adults or children in the household. Finally, HACM will expand its "With Every Heartbeat is Life" training program into Westlawn using peer trainers so that residents have access to information and education on

health risk factors and healthy lifestyles. We will partner with Growing Power to encourage the purchase of fresh fruits and vegetables, and will use the new Westlawn community gardens to encourage residents to “grow their own,” as well.

***iv. Neighborhood Network Centers (NNCs):*** Westlawn currently has a Neighborhood Network Center located in the Silver Spring Neighborhood Center and run by SSNC. Since there is an existing NNC on-site, HACM will strongly promote the existing center rather than create a new one, in order not to duplicate services. Between their adult education program and their youth computer lab, the NNC has 37 computer workstations, with printers and internet access. Various programs are offered at the NNC, including adult basic skills and GED preparation courses taught by Milwaukee Area Technical College, courses on how to use computers and software; educational and after-school programs for children and youth, job placement training and activities (e.g., resume preparation, training on using the internet in job search, etc.), and training to improve residents’ access to health information and information on other services. There are also open lab times in the schedule for adults or youth to access the computers for their own needs. Residents will also be able to access adult basic education services at the nearby Milwaukee Achiever Literacy Services center. These trainings will assist residents in bridging the gap that holds them back from many jobs. These courses help residents to overcome their fear of computers, learn the potential uses and benefits of computers, and become familiar with software so they can compete in today’s employment market. Training times are kept short, to accommodate work or school schedules.

***v. Homeownership counseling:*** Under this HOPE VI grant, HACM will refer residents to HUD-approved homebuyer counseling agencies who provide pre- and post-purchase counseling and credit repair, and to banks for mortgage pre-approvals once a resident is ready.

**vi. Education:** The needs assessment shows that 30% of adult residents at Westlawn do not have a high school diploma or GED. The children of Westlawn families are at extreme risk for continuing a pattern of low academic achievement. The Milwaukee high school graduation rate of 41% is worse than Chicago's (51%) and New York City's (51%); and only slightly better than Detroit's (38%). A survey done by HACM about a year ago at Westlawn showed that children attended 88 different schools from all over the city, including 56 different public schools and 31 different choice or charter schools. While parents are clearly taking advantage of the multiple school options available to Milwaukee students, many students are spending significant time traveling to and from school, and Westlawn students are similar to Milwaukee as a whole for poor attendance, graduation rates, and academic performance.

HACM will expand its successful Education Initiative to the families in Westlawn East. HACM's Education Specialist will work with parents and children to increase school attendance, to identify barriers to school attendance, and to develop strategies together with parents and children to improve educational outcomes and to ensure that every school-age child is in school, on time, every day. In addition, the Education Specialist will help parents enroll their children in Community Learning Centers (CLCs) and/or to receive tutoring services that may be available under No Child Left Behind. CLCs are located at school or community sites and provide a safe afterschool place for tutoring, assistance with homework, recreational activities, and art/cultural programs. Silver Spring Neighborhood Center runs a high-quality CLC. Parents who are working or in school will be able to have their children in a safe place and reduce the cost of their child care by enrolling their children in a CLC. The Education Initiative was previously piloted in the Highland and Scattered Sites HOPE VI developments, with the powerful result that 100% of the children in the program stayed enrolled in school (no dropouts).

## Measurable Outcomes

The activities described above will help enable public housing residents who are not elderly or disabled to transition to other affordable housing programs, market-rate housing, or homeownership. HACM has established quantifiable goals and outcomes for these activities, several of which are in the Logic Model:

(1) Residents will be required to sign a new lease addendum if they wish to move into a new Westlawn HOPE VI unit. This lease addendum requires residents who are not elderly or disabled to work with the Case Manager to develop an Individual Development Plan leading to improved self-sufficiency, and to undertake activities to implement it. The lease addendum also requires active participation in the HACM Education Initiative.

*Goal: 100% of residents will sign the addendum, develop a plan, and undertake activities in implementing their plan.*

(2) Residents will work with the HOPE VI Case Manager and Resident Employment Coordinators to increase earned income through job training, skills building and placement into jobs that have tracks for advancement. *Goal: At least 60% of adults 19-64 who are currently unemployed will find stable employment.*

(3) The HACM Case Manager will connect adult residents with education resources, since educational opportunities are inextricably linked to success in the workplace.

*Goals: At least 25 residents will enroll in either Adult Basic Education or GED preparation classes and will take the TABE test. 10 will receive their GED.*

(4) Financial literacy education and asset building activities (e.g., IDAs) will enable residents to save money towards homeownership, education, or starting their own business. *Goal: At least 25 heads of household will complete the financial literacy*

*workshops and start an IDA.*

(5) HACM will encourage HOPE VI families to sign contracts for available slots in HACM's Family Self-Sufficiency program (FSS), which will allow them to accumulate assets in an escrow account, thus enabling them to save money for housing self-sufficiency. HACM has 50 slots and currently only 21 active participants. *Goal: At least 12 Westlawn East families will sign an FSS contract.*

(6) HACM will encourage residents who are financially ready to consider enrolling in a homeownership counseling program and moving towards purchasing a home. *Goal: At least 10 families will complete homeownership counseling and five will purchase a home.*

(7) HACM's Educational Initiative program will promote school attendance. *Goal: Within 4 years, 100% of Westlawn youth will be enrolled in school (no dropouts) and absenteeism rates will decrease by at least 50%. 100 children (70% of youth ages 0 - 5) will be enrolled in an early childhood education program.*

#### **E.5 Quality and Results Orientation in CSS Program**

As described above, HACM is proposing a comprehensive, high-quality, and results-oriented CSS program:

***Comprehensive:*** The proposed CSS program, including the goals and outcomes in the Logic Model, is based on a detailed assessment of resident needs and incorporates the resources and expertise of a wide range of partner agencies. It takes into account the needs of residents throughout their relocation experience and addresses the needs of identified subpopulations, including work-eligible adults, youth, seniors and disabled adults of all ages. An intensive case management model will help to ensure that the needs of each member of a household are understood within the context of that household and that each individual's service plan addresses

their distinct needs, risks and strengths. We have brought in experienced partners to meet various needs for each subpopulation such as youth and seniors.

***High-Quality:*** HACM can ensure a high-quality program because it builds on the systems and expertise developed by implementing similar CSS programs over the past 14 years, including 6 previous successful Hope VI developments. These include highly qualified staff, established case management and tracking systems, and proven, effective partnerships.

***Results-Oriented:*** Not only has HACM established specific measurable outcomes for the proposed program, but it also has the capacity to track results against these outcomes and to evaluate the effectiveness of its CSS systems on an ongoing basis. HACM has extensive experience in assessing and evaluating grant-funded programs. CSS services provided will be tracked using the “Tracking-at-a-Glance” database software that HACM purchased to track previous HOPE VI and other CSS activities. In the attached Logic Model, as well as earlier in this narrative, HACM has identified major expected outcomes and related output goals for this CSS program for Westlawn East, which can be measured and tracked to determine success.

## **E.6 CSS Endowment Trust**

HACM is requesting \$130,000 to create a CSS endowment trust as part of this HOPE VI grant. HACM will contract with the Greater Milwaukee Foundation, a large community foundation that has been active for more than 90 years, to administer the endowment fund. The fund will help to sustain CSS activities with the interest generated by the principal, funding proposals from HACM or partners to benefit residents. Due to the strong partnerships in place and financial resources already committed, HACM will require only a modest amount of HOPE VI money to support CSS programs and services.

**Narrative Exhibit F: EARLY CHILDHOOD EDUCATION**

**Milwaukee, WI**

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## **EXHIBIT F: EARLY CHILDHOOD EDUCATION**

HACM is very fortunate to have a high-quality provider of Early Childhood Education (ECE) right on site – the Silver Spring Neighborhood Center (SSNC) and its Early Childhood Education Center. SSNC has entered into a Memorandum of Understanding (MOU) with HACM, agreeing to reach out to current and future Westlawn HOPE VI families and enroll eligible children into its program throughout the grant period and beyond. HACM has also signed an MOU with Day Care Services for Children (DCSC), a local Head Start provider that has multiple branches around the city. The partnership with DCSC will expand Westlawn families' geographic choices for ECE programs, particularly important during the relocation period when families may not live near SSNC. These two partnerships with strong, high-quality ECE providers will help HACM to provide its youngest residents with important services.

### **F.1 Needs Assessment**

As noted in Exhibit E, HACM carried out an in-depth needs assessment in October 2009 with a large sample of Westlawn East households. The survey included a significant number of questions regarding young children and early childhood education. Of the 321 households currently living at Westlawn East, 101 households, a little less than a third, are families with children age 0-5, with a total of 142 children in that age range, or 18% of the total 805 residents.

Of the 321 total occupied households, 102 participated in the October 2009 survey (32%), including 28 with children ages 0-5 (total of 44 children in that age group). In addition to the survey results and other demographic data about the Westlawn East resident population as a whole, HACM also reviewed data from several other sources, including the 2009 report “Health Disparities in Milwaukee by Socioeconomic Status,” by the Center for Urban Population Health (CUPH) at the University of Wisconsin-Milwaukee. This report includes detailed information



on the health status of central city residents in Milwaukee (<http://www.cuph.org/mhr/2009-milwaukee-health-report.pdf>). The residents at Westlawn live in the 53218 zip code and are classified in the report as a “Low SES (Low Socioeconomic Status)” group.

**Infant mortality.** Per the CUPH Health Disparities report, the infant mortality rate in the Low SES area (including Westlawn’s zip code) is a very high 12.5 per 1000 live births, compared to 6.5 for Wisconsin and 6.7 in the U.S. overall -- almost double the rate.

**Early prenatal care.** Per the CUPH report, 26.5% of women in the Low SES region of Milwaukee including Westlawn did not receive prenatal care in the first trimester, compared with 18.5% in the Middle SES, 15.6% in the Higher SES, and 15.5% overall in Wisconsin.

**WIC assistance.** HACM’s resident survey found that only 16 out of the 28 families with children age 0-5 receive WIC assistance (57%).

**Subsidized Children’s Healthcare.** In Wisconsin, the S-Chip program is named BadgerCare. Based on HACM’s resident survey, 6 of 28 families with children ages 0-5 (21%) have their children covered through their regular insurance; the remaining 22 families with young children (79%) are enrolled in BadgerCare.

**Families with children that qualify for Head Start.** Of the 101 Westlawn East households that have children age 0-5, 82% are income-eligible for Head Start. Of these families, 69 (68%) either have SSI income or receive food stamps (none are on cash TANF), and an additional 14 (14%) have income levels below poverty.

**Families with children currently enrolled in child care programs.** There are a total of 142 children ages 0-5 in Westlawn East; 44 of these (31%) were included in the survey of 102 households. These surveys indicated that 34% of children aged 0-5 were not in daycare (most of these stay home with their parents); 16% were in custodial daycare only without educational

supports; 5% were in a Head Start program; and 45% were in another early childhood education program. While 50% are enrolled in Head Start or some other early childhood education program, there is still room to improve this number, especially since most qualify for free Head Start or other programs.

**Children receiving Early Intervention or special education services.** No Westlawn East families that were surveyed had children age 0-5 that were receiving Early Intervention or other special education services.

**Family educational status.** Recent Census data shows that 38% of adults age 25 and older within a mile radius of Westlawn have not graduated from high school, and less than 3% have graduated from college (compared to a citywide college graduation rate of 18% in Milwaukee, and 27% in larger cities nationally). The Westlawn resident survey showed that 30.3% of adults surveyed lacked a high school diploma or GED. This data highlights the critical need for language- and literacy-rich programs in the Westlawn community for young children. Studies show that the development of language/literacy skills in children is directly related to the educational level of the mother in the household. And research on brain development shows that birth to age 5 is the most critically important time for acquiring language/literacy skills.

**Parenting classes.** 39% of parents with children ages 0-5 in the resident survey had taken parenting classes and 18% said they were interested in parenting classes or parenting support groups. Another 1 of 28 (4%) was interested in marriage counseling, 5 of 28 (18%) were interested in family counseling, and 1 of 28 (4%) interested in domestic violence counseling.

## **F.2 Existing Neighborhood Strengths – Early Childhood Education**

The Silver Spring Neighborhood Center (SSNC) is a clear Neighborhood Strengths Institution and will be the center of CSS activities for Westlawn East residents, as well as

HACM's primary partner for the provision of early childhood education (ECE). SSNC's Early Childhood Education Center has been providing ECE services to the Westlawn community since 1964. All of the lead teachers have at least an Associate Degree and assistant teachers meet state certification standards. Currently, there are 65 children enrolled in the SSNC Early Childhood Education (ECE) program. In the past year, 53% of children/families enrolled were from Westlawn and 54% of families had incomes less than \$15,000.

While SSNC's Early Childhood Education Center does not have accreditation from the National Association for the Education of Young Children (NAEYC), it is widely recognized as a high quality, results-oriented comprehensive early childhood education center, with a long history of achievements. In 1992, SSNC was described as a model for comprehensive and coordinated services in a national publication entitled Programs to Strengthen Families by the Family Resource Coalition, a national organization of family support providers. In 1993, SSNC received the Eureka Communities Award for exemplary services to children, youth and families from the Eureka Foundation headquartered in Washington, D.C. Also in 1993, SSNC was given the Human Relations Award by the Wisconsin Region of the National Conference of Christians and Jews for creating a partnership with community residents and forming a uniquely comprehensive and collaborative service delivery model. In 1997, SSNC was the third agency to receive an annual award from the Nonprofit Center of Milwaukee for its efforts to build trust via collaborative efforts for community problem-solving. In 2000, SSNC's ECE program was featured in a national publication entitled Partnering for Success: Community Approaches to Early Learning by the Child Care Action Campaign in New York for its impressive collaborative efforts to increase school readiness and enhance student performance in primary grades.

All of the classrooms in the SSNC ECE Center utilize the Creative Curriculum, one of the curriculums recommended by NAEYC and widely used by Head Start programs throughout the country. The Creative Curriculum is based upon Jean Piaget's work on cognitive development and Erik Erikson's stages of social-emotional development along with other accepted theories on how young children learn best. Classrooms are rich in opportunities for language development and learning through exploration. The Creative Curriculum provides a comprehensive framework for children birth through age five, emphasizing the learning partnership between children and their families with teachers.

SSNC's ECE teachers provide individualized programming and goal setting for each child based upon regular "Ages & Stages" assessments, a well-respected screening tool that helps to promptly and effectively identify any developmental and social-emotional delays. The Ages & Stages tool is recommended by experts including the American Academy of Neurology, the Child Neurology Society, First Signs, and the US Department of Health and Human Services Administration for Children and Families. Experts particularly recommend Ages & Stages to screen for developmental delays in at-risk groups such as economically disadvantaged populations or those with high rates of pre-term births. The Ages & Stages assessments are utilized by classroom teachers to develop their classroom lesson plans which are based on the individual needs of each child.

The SSNC ECE Center involves and supports parents as important partners in their work. The Ages & Stages assessments are shared with parents so they can have realistic expectations for their children and can help their children get additional help when needed. Teachers go over the assessments with parents, showing where their child is developmentally at present, and where the child should be the next time an assessment is done, so parents know what to watch for. The

parent and teacher together develop a plan for the child which states how as partners they will work together to help the child meet the next developmental milestones. SSNC also organizes other parenting activities and supports, such as home visits, parenting workshops, Family Nights, and at-home literacy activities for parents and their children to do together.

Regular Ages & Stages assessments indicate each child's level of language development and determine the need for intervention. Speech/language referrals are made either through the Milwaukee Public Schools or the Birth to Three program. Children under three are provided services in their classroom through the Birth to Three program. Children three and over receive services at Browning Elementary School -- being located in the same facility makes this process run very smoothly. The Browning teachers bring the children to the ECE Center when class is finished, and provide recommendations for what the SSNC teachers, as well as parents, can do to reinforce what happens at Browning. Since parents pick up the children daily, these ideas are shared daily at pick-up time, providing a continuity of services provided to the child.

With so many other services co-located at the SSNC/Browning School facility, SSNC staff can easily connect families with other supportive service they may need. For example, families have easy access to services like immunizations that are available at the on-site UWM School of Nursing health clinic. There is also a food pantry on-site, with healthy food and information on nutrition and healthy eating.

Studies have shown that children enrolled at the SSNC ECE Center have benefited enormously. For example, the Literacy First project, a very successful collaborative effort with Browning Elementary School for children age 3 to 6, tracked three groups of children in the first grade. The first group of children attended the SSNC Early Childhood Center, the second group attended other child care programs, and the third group went to kindergarten straight from home

without any early childhood experience. In the first group, 92% of the children tested at or above grade level, compared to 60% of the children in the second group and only 30% of the children in the third group.

At the end of the 2008-09 school year, the SSNC ECE Center reported the following results to the United Way of Greater Milwaukee: over the course of the year, 97% of the enrolled children improved in their cognitive skill development; 94% of the children improved in their social-emotional skills; 91% improved in their communication skills; 100% improved in their motor skills; 94% improved in their literacy skills; 97% improved in their ability to cooperate with others; and 97% improved in their ability to behave appropriately in class.

In the attached MOU, SSNC commits to outreach to and enroll current and future CSS-eligible families and other non-public housing families in the revitalized neighborhood; and commits to working with the Community Task Force as a lead neighborhood partner throughout the HOPE VI grant.

### **F.3 Quality and Results Orientation—Pre-Revitalization/Relocation**

HACM has already identified an on-site Neighborhood Strengths Institution (Silver Spring Neighborhood Center and its Early Childhood Education Center) that provides a high-quality ECE program, and they have agreed to partner, per the attached MOU. In addition, since during relocation many families will be temporarily moving to other neighborhoods in Milwaukee through use of a Housing Choice Voucher, HACM has also put together a second partnership and MOU with Day Care Services for Children (DCSC). DCSC has four locations, two on the north side of Milwaukee and two on the south side. DCSC was one of the first Head Start programs in the nation and their sites continue to provide high quality early childhood education including an infant and toddler childcare program, a preschool program for children up

to age 3, and a Head Start program for children age 3-5. The staff of DCSC is highly trained in early childhood education and the curriculum is a comprehensive child development program.

HACM has MOUs with both SSNC and DCSC and both organizations have committed to partnering with HACM to address the needs of the targeted families both prior to and during relocation. Both SSNC and DCSC have also committed, in writing, to enroll, track, support and promote the attendance of families with children age 0-5 into their high-quality ECE programs. HACM staff will work with all families with young children who are moving to a new location to promote enrolling their children in a high quality ECE program, including those of SSNC and DCSC, and HACM commits to assisting them in completing the paperwork to qualify them for free or reduced price programs. The Case Managers will also assist families in obtaining transportation if it is needed to access a high quality program.

#### **F.4 Quality and Results Orientation—Post-Revitalization**

HACM's Case Manager and Education Specialist will closely work with every family that has children age 0-5 with a goal of enrolling at least 65% of them into a high quality ECE program. Since the SSNC ECE Center is right on site at Westlawn and has a very high quality program, HACM will strongly promote enrollment in that program. SSNC has room to expand their current program to about 120 (current enrollment is about 65), so they will be able to handle most of the referrals. SSNC's ECE program has been in place since 1964, and they have the consistency, stability and resources to continue to offer this high-quality program well beyond the period of the grant. Indicators that HACM and its evaluator will track to show outcomes include: percentage of families with children age 0-5 enrolled in ECE programs, as well as the United Way indicators mentioned above in F.2 that SSNC already tracks annually (e.g., percentage who improved in their cognitive skill development, etc.).

**Narrative Exhibit G: RELOCATION**

**Milwaukee, WI**

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## **G. RELOCATION**

### **G.1 Housing Choice Voucher Needs**

Currently, 320 out of 332 units are occupied at Westlawn East, the portion of the development that will be demolished as part of the proposed HOPE VI revitalization. HACM is requesting 250 Housing Choice Vouchers (HCVs) as part of this proposal to support the off-site relocation and post-revitalization re-occupancy of Westlawn residents. The requested vouchers include 30 one-bedroom units, 130 two-bedrooms, 75 three-bedrooms, 10 four-bedrooms, and 5 five-bedrooms, all to be utilized between March and December 31, 2010. HACM needs the requested voucher assistance for several reasons: (1) because the agency would not be able to absorb the large number of relocating Westlawn residents within its existing public housing portfolio, given current occupancy rates; (2) because most residents expressed a preference for relocating with a HCV; and (3) the requested HCVs will enable low and very low income residents to re-occupy new units financed with Low Income Housing Tax Credits (LIHTCs).

In the October 2009 Westlawn resident survey, 80% of respondents expressed a preference to return to the revitalized site, and 20% expressed a preference to permanently relocate to other public housing or to private housing using a HCV. The revitalization plan calls for a total of 380 new rental units to be built on-site – 90 of them public housing, 220 of them other affordable (LIHTC, project-based Section 8, or Section 202), and 70 of them market-rate. HCV assistance will enable all of the relocated families who want to return the opportunity to occupy a new, affordable rental unit.

HACM's track record with HCVs is strong, and it anticipates no difficulty with the process of relocating existing Westlawn residents. The agency has consistently been a "High Performer" under the Section 8 Management Assessment Program, with a current utilization rate

of 100% in all bedroom categories except four and five bedrooms, and an overall current HCV utilization rate of 98.1% as noted in Exhibit C.5. Most HACM households with HCVs average less than 30 days to locate and lease up a unit; larger families typically require 60-120 days.

## **G.2 Relocation Plan**

HACM has completed a comprehensive Relocation Plan that is in full compliance with the Uniform Relocation Act and that aims to make the relocation process as smooth as possible for existing Westlawn residents. The required Relocation Plan assurance is included in Attachment 12. The following narrative summarizes key points of the plan and addresses the specific rating factors described in the HOPE VI NOFA.

As noted above, there are 320 households currently residing in the units that will be demolished as part of the proposed HOPE VI revitalization. These families will be offered a number of relocation options, including: moving into an appropriate unit in one of HACM's other HOPE VI developments, other public housing, or other HACM affordable units; using a HCV to move into private housing; considering homeownership; or moving into unassisted housing. HACM owns more than 4,000 public housing units including 1,600 family public housing units with approximately 10% annual turnover. HACM also has ownership interest in more than 300 LIHTC affordable units and nearly 1,000 market-rate rental units.

HACM aims to use the relocation process as a means to further fair housing by expanding housing opportunities. In presenting the range of relocation options, staff will give each resident an outline of the advantages and possible disadvantages of each option and the type of relocation assistance that will be provided. For example, residents interested in homeownership will be given information about down payment assistance and homebuyer counseling services that are available. Every unit into which a Westlawn family is relocated will

be decent, safe, sanitary and affordable, according to both HACM and HUD standards. Rents residents must pay will not exceed the amount permitted under Section 3(a) of the Act, and HACM staff will work with residents who choose to leave public housing, helping them to find apartments with rents that are comparable to their current rent.

HACM staff has contacted all families who will be affected by this project to advise them of its plans for demolition and replacement housing, and to discuss their options with them. Each family will have an individual relocation plan and written agreement, and each will be notified in writing at least 90 days prior to relocation. Relocation should be completed within 180 days of a signed grant agreement.

### **Minimizing Permanent Displacement and Giving Residents Priority for Re-Occupancy**

There will be no permanent displacement of current residents. Some 80% of existing residents, according to the recent resident needs survey, would like to move back into a new HOPE VI unit at Westlawn. With 310 new affordable units proposed at the revitalized site, HACM will be able to accommodate the interests and needs of all current families who wish to return. Current residents will have priority for the Westlawn HOPE VI replacement units. Length of residency, current lease compliance, and willingness to execute the Westlawn HOPE VI lease addendum will determine eligibility for an on-site replacement unit. Only after all eligible Westlawn families have been placed will the revitalized Westlawn units be opened up to families from the HACM public housing wait list.

### **Relocation Counseling and Support**

Mobility counseling and direct assistance in locating housing will be provided to residents choosing a HCV. Supportive services provided by HACM staff will include: helping families find other comparable and suitable, decent, safe and affordable housing; assisting with

moving arrangements; obtaining information about public and private services available in the neighborhood where relocated residents will be moving and helping families access those services; helping families adjust to their new housing and neighborhood; and encouraging families to work with HUD-approved housing counseling agencies, including faith-based, non-profit and other organizations and individuals in the community where relocating households choose to move, to ease their transition to the new community. HACM staff will spend an estimated 10 hours on average per family to help with relocation, at a cost of \$30 per hour.

Section 8 staff will schedule an orientation briefing with each Westlawn family who chooses HCV assistance. During this briefing, staff will outline, both verbally and in writing, residents' obligations and the services available to help them transition smoothly from public to private housing. HACM's briefing packet includes a map of Milwaukee that identifies area poverty levels by census tract. A list of available units, by bedroom size, is posted on a bulletin board in the HACM waiting room area. HACM staff will assist any family who is having difficulty locating an apartment, and, to expedite leasing, will inspect units within two days. As soon as a prospective unit is approved by HACM, a lease and contract specialist will negotiate rent with the owner, determine whether the rent is reasonable, and execute the lease and contract.

Residents opting for Section 8 assistance will receive extensive information, counseling and support before, during and after their move to help ensure a smooth transition from public to private housing. Families will be encouraged to seriously consider moving to neighborhoods that offer a greater breadth of housing, transportation, employment and education options. HACM has developed extensive regional networks and partnerships through collaboration with Milwaukee County staff on a 5-year Regional Opportunity Counseling Program: a HUD-funded program that facilitated the moving process for people leaving "impacted" communities for

neighborhoods that offer more choices. Another collaboration that provides additional information to Section 8 participants about selecting housing, understanding landlord and tenant responsibilities and communicating with neighbors is the Good Neighbor/Good Tenant Training Program, offered by the City of Milwaukee and Community Advocates, a local nonprofit organization that provides training to help residents adjust to living in non-traditional neighborhoods. HACM staff offers comprehensive listings of available units; contacts with rental agencies in different communities; and information about the facilities, schools, churches, transportation, shopping districts and stores, etc., in different areas. After a family has moved, staff offers ongoing counseling and encouragement to help families adjust to the new community.

Westlawn residents interested in homeownership will be referred to HACM's Special Projects Manager, the individual who coordinates the Housing Authority's Section 32 and 8(y) homeownership programs and provides individualized services to residents interested in purchasing a home. The Special Projects Manager has access to Multiple Listing Services, and works closely with financial institutions, housing counseling agencies, and realtors.

Families who choose to move out of public housing and are not interested in homeownership or Section 8 assistance will receive relocation assistance, including payment of moving expenses and support in finding alternative housing.

### **Pre-Relocation CSS Support**

If the Westlawn HOPE VI application is funded, all CSS services described in Exhibit E will be offered to all existing Westlawn families prior to relocation. Indeed, HACM staff has already begun providing case management services to each of the 320 households currently living in Westlawn units, starting in October 2009, to begin responding to the needs identified in

the recent needs assessment survey. HACM will employ two Case Managers to work with Westlawn residents before and after revitalization. The Case Managers will work with each family to develop a self-sufficiency plan that: is based on individual interests, employment history, education and skills; is designed to help family members gain access to the services they need; and provides ongoing support designed to help family members achieve their goals. Resident Employment Coordinators will assist residents looking for work or for a better job. An Education Specialist will work directly with parents and children to improve school attendance, identify barriers to school attendance and develop strategies with parents and children to ensure that every school age child is in school, on time, every day.

HACM staff utilizes "Tracking at a Glance", a specialized database that tracks and reports on services and outcomes for HOPE VI case management. All staff, including the Case Managers, Resident Employment Coordinators, and Education Specialist, enter information regarding a resident into this database to assist in coordinating services to the family. HACM's evaluation consultant will use the database to track and verify HACM information with data from other sources, such as the State Wage Information Collection Agency. HACM takes appropriate measures to ensure the security of this information and to protect the privacy interests of residents.

**Narrative Exhibit H: FAIR HOUSING AND EQUAL OPPORTUNITY**

**Milwaukee, WI**

**Milwaukee\_WI\_Exhibit\_H.doc**

## **Exhibit H: FAIR HOUSING AND EQUAL OPPORTUNITY**

### **H.1. Accessibility**

HACM has an excellent track record at creating housing that truly meets all of its residents' needs, including those with disabilities. HACM's goal is that at least 29 of the 380 rental units, or 7%, and 6% of the market-rate homes (2 of 30) will be fully accessible to mobility-impaired families, according to UFAS standards. These standards include accessible routes, front entrances, and fully accessible floor plans, and where applicable, accessible fixtures and appliances. At least 2% of the total units will be designed to meet the needs of the hearing impaired, and at least 2% percent to meet the needs of the sight impaired.

**Accessible homeownership units:** Project goals include a target of 6% of the homeownership units to be accessible to the mobility impaired, or 2 of the 32 proposed units, with one additional unit designed to meet the needs of the hearing and/or sight impaired. HACM will encourage prospective buyers to consider HACM's existing floor plans that meet the UFAS standards.

**Accessible units of all sizes:** HACM will ensure that there are accessible units available in all bedroom sizes to meet the needs of all eligible populations, including one bedroom units for single individuals with disabilities.

**Accessibility modifications to HCV units:** HACM will assist any Westlawn resident who relocates to other housing using an HCV and who needs accessibility modifications, as necessary, using its existing funds.

**Accessible playgrounds:** Special attention will be paid to the design of playground areas to ensure that children with disabilities have access to all facilities. The design of these playgrounds will be over and above applicable statutory and regulatory requirements. Accessible routes and surfaces and equipment that is friendly to mobility impaired children will



be given particular attention.

## **H.2 Universal Design**

**Adaptability:** The proposed new housing at Westlawn has been designed in accordance with HUD's adaptability standards as defined in 24 CFR 8.3. The new units will incorporate adaptability features that can accommodate the changing needs of residents who may require certain adaptations to assist with mobility, hearing, visual, or other impairments. For example, blocks will be inserted in the walls of tubs and showers to accommodate the future installation of a grab bar. Conduits will be run to all rooms of the houses to provide easy subsequent installation of visible and sound alarms, additional locations for doorbells to assist the hard of hearing, panic buttons to summon assistance, etc. HACM commits to modifying unit designs to meet the changing needs of particular residents, on an as needed basis.

**Visitability:** The conceptual floor plans for units with a ground floor entry (the bulk of the unit types) are designed to meet visitability standards. The proposed site plan has been designed to meet HUD's visitability standards for units not otherwise covered by accessibility requirements. Sidewalk grade changes will minimize the use of stairs. Curb cuts will be provided to ensure wheel chair access. In every condition where it is possible, at least one entrance to ground floor units will be at grade and approachable by an acceptably sloped sidewalk, walkway or other paved path. Only in unusual situations with very challenging grade conditions will visitable at-grade entry standards go unmet. Every entry door, front or rear, and all interior passage doors for proposed units will have a width of at least 2'10", allowing clear passage of at least 32", encouraging handicapped residents to visit their neighbors. Interior passage doors on living levels are kept to a minimum. In units where powder rooms are provided, the passage door will be 2'10".

### **H.3 Fair Housing and Affirmatively Furthering Fair Housing**

HACM's revitalization plan for Westlawn is designed to advance both of the two complementary goals for HUD-assisted housing: 1) expand assisted housing opportunities in non-minority neighborhoods, and 2) reinvest in minority neighborhoods, improving the quality and affordability of housing.

#### **Barriers to Fair Housing Choice**

Milwaukee's Analysis of Impediments to Fair Housing Choice (August 2005) identified socioeconomic status -- education, employment, and income -- as the key factor that contributes to racially segregated housing. In addition to socioeconomic factors, the lack of available units, especially for larger families, limits fair housing choice.

#### **Addressing Barriers to Fair Housing Choice**

HACM employs a wide range of strategies and approaches to address the barriers to fair housing choice and expand access to good housing options. As part of the proposed revitalization at Westlawn, 126 three-bedroom units, 34 four-bedroom units and 10 five-bedroom units will be built, addressing the lack of available units for larger families. Other activities HACM proposes that will further fair housing choice are described in the paragraphs below.

**Helping residents get and keep work:** As detailed in Exhibit E, HACM aims, through a variety of programs, to help residents with their education, job-training, health, and other needs, in order to build their capacity to earn, save, become economically independent and thereby access a wider range of housing options. HACM has officially adopted the policy that "no one is unemployable." Regular, family-supporting wages will be the most significant factor in alleviating impediments to fair housing. Following are several examples of HACM's efforts to help residents get and keep work:

- HACM has worked closely with the State Department of Transportation to help identify routes, safe transfer waiting sites, and adequate frequency and length of transportation services, to ensure second and third shift work schedules do not leave workers stranded.
- At all of HACM's developments, services and programs are in place to help residents obtain and retain economic self-sufficiency. These services include child care centers, schools, after-school programming, computer labs, medical clinics, employment specialists, and case managers.
- HACM provides loans to residents who need transportation, child care, clothing, safety items or uniforms in order to sustain employment until they receive their first paycheck.

**Working with local jurisdictions:** In October 2004, the HACM Board adopted a resolution endorsing a regional cooperation policy developed by the Milwaukee Metropolitan Fair Housing Council. HACM signed this agreement, which includes 14 other local jurisdictions that work together to promote fair housing and economic opportunity. HACM works closely with the Community Development Block Grant staff and the City of Milwaukee's Department of City Development on the development and implementation of neighborhood plans and the City's Consolidated Plan, which includes HACM's Annual Plan.

**Relocation plan:** HACM has had great success in using its Section 8 program to promote more integrated housing. More than 80% of HACM's Section 8 assistance is used in "non-impacted" areas. HACM will help any Westlawn residents who choose to relocate off-site to identify good housing options in economically and racially diverse neighborhoods.

**Admissions and occupancy policies:** In order to increase housing choices for applicants, HACM amended its Resident Selection and Assignment Plan to allow applicants to choose any appropriately-sized vacant unit, rather than just the longest-vacant unit. If applicants

are not familiar with a community, staff will provide full information about the area and its schools, transportation, stores, parks, etc., and offer to give the applicant a tour. HACM also actively promotes access to opportunity for Section 8 HCV program participants through the portability provisions of its Administrative Plan.

**HACM's homeownership programs:** HACM's strong homeownership programs are one key way that it has helped to make real the principles of fair housing. The Westlawn revitalization will include the development of 32 new affordable homeownership units. HACM is working closely with the City of Milwaukee and its Neighborhood Stabilization Program to rehab foreclosed properties in the Westlawn neighborhood for sale to owner-occupants, and 2 such homes are proposed as part of the HOPE VI program. HACM has already acquired and rehabbed 20 foreclosed properties, 17 of which have been sold to owner occupants. HACM encourages all residents of public and Section 8 housing to participate in its homeownership programs, which offer one of the best opportunities for residents of all racial and ethnic backgrounds to expand their housing options. HACM offers soft second mortgages and also partners with local banks and agencies to provide a variety of below-market-rate financing options, down payment assistance, and other loans and grants that make homeownership an option for almost any family with earned income. HACM provides the match for residents opening Individual Development Accounts, which can be used to help purchase a home, through a partnership with the Wisconsin Women's Business Initiative Corporation that is further outlined in Exhibit E. HACM staff work closely with residents who want to transition successfully from renter to owner status, which will allow them to accumulate assets needed to take advantage of opportunities for further mobility.

Since 1994, 472 former public housing residents and Section 8 program participants have

purchased homes through HACM's homeownership programs. More than 90% of these homebuyers are minorities, and more than 60% of the homes purchased are located outside of "impacted" areas. Residents who participate in HACM's homeownership programs receive assistance in locating affordable property, with an emphasis on moving to neighborhoods with a broad range of incomes and opportunities. None of the families assisted to date has defaulted on their homeownership obligations. These programs are in high demand. HACM is currently holding 456 applications from residents who want to buy homes.

**Creating a mixed-income community:** The revitalized Westlawn will be a much more economically diverse community than it currently is: it will be transformed from 332 units of 100% public housing to a 412-unit mixed-income community that will include 70 public housing units, 240 other affordable rental units, 70 market-rate apartments that could be converted into condominiums, and 30 market-rate homes, with two more for-sale homes off-site in the surrounding neighborhood.

HACM also intends to broaden the range of incomes in Westlawn's affordable units. HACM has a local preference to house families with a broad range of incomes, which will result in a higher proportion of working families in the Westlawn neighborhood over time (the State of Wisconsin prohibits preferences based on **source** of income, such as employment.) By opening the wait list to higher income families and using its self-sufficiency programs to provide opportunities for upward mobility, HACM will be able to maximize homeownership opportunities for its residents.

**Promoting fair housing:** HACM promotes fair housing in numerous other ways:

- Designing and constructing housing accessible to people with disabilities;
- Working with Milwaukee's Fair Housing Council and Disability Rights Wisconsin to

train HACM's staff on fair housing law and responsibilities and mental health issues;

- Working with the Milwaukee Health Department and the Wisconsin Medical College "Healthy Homes" program to evaluate housing-related health hazards. Families with documented home health hazards may be eligible for catastrophic housing placement;
- Promoting respect for differences at HACM's on-site schools and child care centers, helping students to understand and address diversity and bias issues. Teaching materials on fair housing are provided to students and their families;
- Promoting environmental justice by using sustainable development practices;
- Partnering with local community based organizations to develop supportive housing for persons with disabilities by providing project based rental subsidies;
- Working with the Task Force on Family Violence to train program managers and staff on issues related to domestic violence, how it impacts housing and the requirements of the Violence Against Women Act (VAWA);

**Marketing and outreach activities:** It is widely known that HACM offers high-quality housing, and there is high demand for all of its programs. In May 2006, HACM opened its Section 8 waitlist for less than 3 days and over 17,500 people applied for assistance. When construction began at Townhomes at Carver Park, more than 400 people applied for the 51 tax-credit and 20 market-rate units there within a 3-month time period. Highland Gardens, the new mid-rise at Highland Park, was 100% full within its first month of operation. Convent Hill, which was completed in 2007, had all of the units committed before it opened.

Affirmative marketing is a core principle of HACM's property management plan. HACM and Friends of Housing work hard to publicize its services to a broad range of potential applicants, targeting those applicants who are least likely to know about these housing

opportunities: at a wide variety of ethnic fairs; via radio shows and news media; through long-time partnerships with organizations, churches, and unions that represent the diversity of Milwaukee; and through committee-work with local agencies focused on the specific housing needs of particular groups, such as the homeless, the disabled, or the mentally ill. For example:

- HACM partnered in 2005 with the U.S. Department of Veterans Affairs (VA) and Hope House to open Milwaukee's first permanent homeless SRO facility, resulting in additional funding for Milwaukee's Continuum of Care for the homeless;
- HACM's Associate Director, Co-Chair of the Continuum of Care, worked closely with FEMA to provide housing and supportive assistance for over 100 Katrina evacuees and with the VA to provide permanent housing assistance for homeless veterans;
- HACM is partnering with Community Advocates to assist 150 families to move from homeless shelters to permanent housing through a "Rapid Re-housing" initiative.
- HACM staff attends the annual "Stand Down for Vets" to help homeless veterans complete public housing applications and obtain needed social and medical services;
- HACM is a member of the Wisconsin Hmong National Resettlement Committee that has assisted Hmong families in applying for public housing;
- HACM partnered with the Pan African Community Association to provide housing assistance to African immigrant families in exchange for translation and case management;
- HACM is partnering with the City of Milwaukee Social Development Commission to provide permanent housing for 25 individuals/families transitioning from homeless housing programs;
- In a special initiative with the State of Wisconsin, HACM resettled 14 Bantu families in

HACM's middle-income housing developments.

In addition, HACM staff participates in a variety of community events throughout the metropolitan Milwaukee area, including “shoo the flu” clinics, and many guest speaking appearances at churches, schools, synagogues, and mosques. HACM and Friends of Housing advertise via a range of minority media outlets regarding the availability of housing. HACM and Friends of Housing have a diverse and bilingual staff, including employees who are fluent in the languages of Southeast Asia, India, Russia, Mexico, and Africa. This diversity helps to ensure that all applicants or residents are able to understand how to apply for housing, participate in housing programs, and have a voice in resident activities.

#### **Public Records of Fair Housing Activities**

HACM carefully tracks outcomes of its self-sufficiency initiatives, including homeownership participation, unit accessibility features, wait list information, and demand for housing based on bedroom size, and this information is incorporated in the City of Milwaukee's Consolidated Plan, which is a public document.

#### **H.4 Section 3**

HACM has a very good Section 3 track record, and over the past decade has developed a number of creative ways to get residents into jobs, and more generally to link them with the mainstream economy. HACM's overall workforce development strategy is based on the principle that everyone is employable, and is designed to ensure that every resident, regardless of the point of job entry, can develop and sustain a path to self-sufficiency through employment. In 1995, working with the local HUD field office, HACM convened a team representing non-profits, contractors, the University of Wisconsin-Milwaukee, trade unions, and the business community to develop a Section 3 action plan to generate economic opportunities for public housing residents. This action



plan helped establish much more effective coordination and communication among the variety of HUD-funded agencies charged with training and employing Section 3 eligible individuals.

HACM's Section 3 work has achieved strong results, as described in more detail below.

**Types/amounts of employment/contracting to be generated:** HACM will make every effort to encourage contractors to hire public housing residents and other Section 3 individuals to the greatest extent feasible. One challenge for our Section 3 program has been that many construction contractors certify that they do not have any new hires connected with HACM contracts and instead rely on keeping their existing workforce employed in the current economic environment. In those cases, we will strongly encourage subcontracting with Section 3 businesses if we know of Section 3 businesses in related fields. For example, we know of a Westlawn resident owned cleaning business that could be hired as a subcontractor to do final cleanup of units after construction. For those companies that do have new hires, HACM commits to a goal of at least 30% of the new hires being Section 3 residents. However, since many public housing residents are not interested in construction work, HACM also commits to a very strong effort in providing other economic opportunities by placing residents with non-construction businesses that may or may not have HACM contracts.

HACM commits to the following goals related to overall Westlawn resident employment:

<b>Ages</b>	<b>Job</b>	<b>Goal</b>	<b>Potential Employers</b>
18-24	Laborer	4	HACM, construction firms, and MCSC
	Health Care	6	Health care organizations, nursing homes, etc.
	Service	10	Retail, restaurant, etc.

25-55	Health Care	10	Health care organizations, nursing homes, etc.
	Clerical	5	Financial institutions, offices, temporary work
	Service	10	Retail, restaurant, etc.

Additional goals include that: (1) one resident-owned business will be developed by a Scattered Sites resident by the end of the grant period; and (2) at least \$500,000 in HOPE VI contracts will be awarded to Section 3 businesses or organizations, including contracting with a Section 3 business (Milwaukee Community Service Corps) for demolition and landscaping work and contracting with a Section 3 business to assist in moving/relocating residents.

**Specific actions giving priority to Section 3 persons/businesses:** HACM gives written notification about Section 3 to all vendors, contractors, and social service providers. At pre-bid conferences, information is provided to potential contractors about Section 3 requirements and Section 3 commitment is part of the bid and RFP evaluation process (if the selection of the vendor is based on price, HACM could award a contract to the lowest reasonable qualified responsive Section 3 business concern, and if awarded through an RFP process, additional points and consideration is given to vendors that provide a Section 3 commitment). Section 3 requirements are incorporated into all contracts. HACM also goes beyond the Section 3 regulations by including Section 3 requirements into our leases with on-site agencies. HACM staff meet with contractors to discuss their plans for Section 3 compliance prior to the award of any contracts and closely monitor compliance during the life of the contract. HACM also provides them a list of self-certified Section 3 businesses (currently, 35 businesses are on the list). In addition, HACM provides technical assistance and training to residents in starting businesses, and gives priority to these resident-owned businesses for HACM contracts.

**Eligibility criteria for certifying Section 3 residents/businesses:** HACM uses a standard form for businesses to self-certify that they meet requirements to be a Section 3 business concern, as defined by HUD regulations. HACM then follows up with questions to the owner/executive of the business to ensure that they understand the definition and that they do, in fact, meet the requirements. HACM currently has a list of 35 Section 3 businesses. HACM also provides businesses with the HUD definition of Section 3 residents and ensures that they use this definition to count Section 3 employment.

**Notification process about training, employment, and contracting opportunities:** HACM helps to link public housing residents and other Section 3 persons with training and employment opportunities whenever possible and does significant outreach to residents to notify them about the availability of such opportunities, through monthly resident meetings, quarterly resident employment newsletters, and through their HOPE VI and Employment Coordinators.

One component of HACM's workforce development plan uses the Milwaukee Community Services Corps (MCSC) to provide training and job opportunities for young adults ages 18-24 who are interested in construction work but lack job experience. MCSC was established in 1991 as an Urban Corps Expansion Site and has HUD Step-Up designation. HACM has worked closely with MCSC since 1992 to provide training and job opportunities for at-risk young adults. MCSC's expertise is in working with young adults who have significant barriers to employment. MCSC hires over 40 Section 3 residents annually, including a number of public housing residents. HACM and MCSC have partnered in the past on Youthbuild programs that trained youth in the construction trades, and HACM, in partnership with MCSC, was awarded an FY07 Youthbuild grant from the U.S. Department of Labor. After 12-24 months

with MCSC, these young adults may be prepared to take exams to get into true apprenticeship programs or to find a construction-related job.

HACM also leverages training through community resources, such as the Milwaukee Area Workforce Investment Board (WIA training), Wisconsin Regional Training Partnership/Big Step, and the Milwaukee Area Technical College. The training provided by these agencies helps residents compete successfully for employment in the building trades. If residents have construction experience, HACM's Resident Employment Coordinators (RECs) are able to refer them to construction contractors.

HACM created two Resident Employment Coordinator (REC) staff positions in 1997. RECs are responsible for: assessing residents for skills, experience, and interest; working with residents through a comprehensive job training and supportive services program; identifying employment opportunities with a wide variety of employers; and matching residents with appropriate job openings. The efforts of the RECs have yielded impressive results. Since 1997, when HACM partnered with the local WIA agency to implement a focused strategy to assist public housing residents affected by welfare reform in transitioning from welfare to work, the earned income of residents in HACM's overall portfolio has increased tremendously, from average household wages of \$4,573 in 1997 to \$9,840 in 2008, an average annualized growth of 9%. The RECs will work with Section 3 residents to assist them in finding employment, both in construction and non-construction positions, as described in (a) above.

**Monitoring contractors for Section 3 compliance:** If companies have committed to Section 3 employment as part of their proposal and contract, HACM's Purchasing Section and the Youth & Family Services Manager closely monitor compliance with Section 3 contracts during the life of the contract. Contractors and subs are required to report back to HACM with

names of Section 3 residents employed during the contract. Based on these reports, HACM evaluates progress and determines if changes in approach are needed. HACM's Purchasing Section will also track any subcontracting done with a Section 3 business. HACM uses our contract monitoring software to track and monitor all Section 3 activity.

**Strategies for meeting the Section 3 goals:** HACM intends to contract with two Section 3 businesses that it has worked with before, awarding up to \$100,000 to Milwaukee Community Service Corps for demolition and landscaping work in connection with the Westlawn revitalization, and approximately \$400,000 to a Section 3 business that helps residents with the moving and relocation process. In addition, during pre-bid conferences, HACM will strongly encourage contractors to include Section 3 participation in their proposal (which will give their proposal additional points in the scoring). Prior to the award of a contract, HACM's Youth & Family Services Manager will meet with the proposed contractor to discuss possible ways to include Section 3 participation, either by hiring Section 3 residents or by using a Section 3 subcontractor. For any contractors that will have new hires in conjunction with the Section 3-covered contract, HACM commits to a goal of at least 30% of the new hires being Section 3 residents. HACM will encourage businesses to hire Section 3 subcontractors for up to 10% of the total amount of construction contracts (building trades), though it cannot guarantee that this 10% goal will be met since most construction firms pay wages at a higher rate so that they do not meet the Section 3 business definition.

**Section 3 staff contact information and qualifications:** HACM's Youth & Family Services Manager, Maria Rodriguez, is responsible for day-to-day implementation of Section 3. She works with the purchasing and contracting staff to provide information about Section 3 to contractors and vendors and help them understand and achieve HACM's Section 3 goals; she

works closely with HACM's Resident Employment Coordinators to identify and help match Section 3 training, employment, and contracting opportunities with the skills and interests of HACM's residents; and she monitors Section 3 outcomes and prepares Section 3 reports for HACM's Board and HUD. Her qualifications are further described in Exhibit B.

**Section 3 Compliance:** HACM complied with the requirements of Section 3 by directing training, employment and contracting opportunities to low and very low income persons and business concerns that employ such persons to the greatest extent feasible.

According to the HACM's HUD 60002 forms for calendar 2008, HACM awarded 0% of all construction contracts (\$0 out of \$5,496,760 for all funding sources) to Section 3 businesses and 14.7% of all non-construction contracts (\$196,637 out of \$1,336,474 for all funding sources). In addition, HACM hired mostly Section 3 residents as new hires (12 out of 19 regular new hires for HACM were Section 3 residents or 63%, plus an additional 26 Section 3 youth worker trainees). For 2008, HACM did not meet the safe harbor numerical goal of 10% in the area of construction contracts, but we have greatly exceeded the goal of 3% in non-construction contracts. The lack of Section 3 businesses in the field of construction and the lack of employment opportunities with those contractors (in the current economic environment, companies in the Milwaukee area are relying on their existing workforce and certify that they have no new hires) are factors that prevented HACM from reaching the numeric goal. We believe there are companies that are Section 3 businesses that are not currently certified as such. We are currently working with all vendors including our MBE/WBE/DBE contractors to ensure that any vendors that meet the requirements to be a Section 3 business are indeed on our certification list of Section 3 businesses. We will also make greater efforts to promote subcontracting with Section 3 businesses.

## **Narrative Exhibit I: MIXED-INCOME COMMUNITIES**

**Milwaukee, WI**

**Milwaukee\_WI\_Exhibit\_I.doc**

## **EXHIBIT I: MIXED-INCOME COMMUNITIES**

One of HACM's key goals in the HOPE VI planning process for Westlawn has been to diversify the income mix of households at the site, while still meeting the need for a certain number of deeply-subsidized rental units. To this end, the HOPE VI plan calls for a mix of 310 new affordable rental units on-site (36 public housing only, 54 public housing/LIHTC, 186 LIHTC/project-based Section 8, 10 HOME, and 24 Section 202), 70 new market-rate rental units on-site, 30 new market-rate homeownership units on-site, and 2 off-site affordable (unsubsidized) homeownership units being rehabbed as part of the City's NSP program.

### **I.1 Public Housing Replacement Requirement**

According to HUD's definition of public housing replacement units, the Westlawn HOPE VI program will include a total of 90 such units – 36 public housing only units and 54 public housing/LIHTC units. This exceeds the minimum number of public housing replacement units that must be provided per the amount of HOPE VI funds requested for development purposes. The specific calculation is as follows. HACM is requesting \$22 million in HOPE VI funds, of which \$2,400,000 is for CSS purposes, leaving \$19,600,000 as the grant amount available for development. Dividing this by the applicable average TDC limit of \$218,074 yields 89.9 as the minimum number of public housing replacement units that must be built.

### **I.2 Project-Based Affordable Housing**

To help address the demonstrated need for additional affordable housing in Milwaukee, HACM is proposing to replace the 332 existing public units with 310 project-based affordable housing units – 36 public housing only, 54 public housing/LIHTC, 186 LIHTC/project-based Section 8, 10 HOME, and 24 Section 202 units. HACM considered replacing a higher number of affordable units on-site; however, this would have created too high a concentration on the



existing site thus taking away from our goal to diversify the income mix. HACM's plan does anticipate adding additional off-site affordable homeownership units over time with the City through their Neighborhood Stabilization Program beyond the two properties that HACM currently has site control.

### **I.3 Off-Site Housing**

HACM's revitalization plan includes a strong partnership with the City of Milwaukee to improve the surrounding neighborhood. HACM is working with the City of Milwaukee's Neighborhood Stabilization Program to identify, acquire and rehab abandoned and foreclosed properties within the immediate Westlawn neighborhood. There are currently 134 foreclosed properties in the Westlawn neighborhood (zipcode 53218). The City of Milwaukee just established a land bank to begin acquiring abandoned and foreclosed properties for redevelopment as part of the NSP program, and HACM will be working with the city of Milwaukee to identify and rehab properties for sale to owner occupants or as replacement rental housing for Westlawn families. HACM has site control of two of these single-family homes as evidenced by the documentation in Attachment 18. These two sites do not suffer from any known or suspected environmental hazards or have any open issues or uncertainties related to public policy factors, zoning, availability of utilities, or title that would preclude development in the requested locality, and the sites meet site and neighborhood standards. These two properties will be sold as homeownership units (not project-based Section 8 assistance, second mortgage assistance, or Section 32).

### **I.4 Low-Income Housing Tax Credit (LIHTC) Units**

HACM's revitalization plan includes 240 units of LIHTC housing. These units will be intermingled throughout the development and indistinguishable from other unit types.

Wisconsin's Housing Finance Agency is extremely supportive of HACM's revitalization plan, and they will seriously consider a \$41 million allocation of 2010 disaster credits for Westlawn.

### **I.5 Market-Rate Housing**

HACM's revitalization plan for Westlawn includes the construction of 100 market-rate units (70 rental and 30 homeownership). The market-rate rental units are designed so that they could easily be converted to condominiums in future years, depending on market conditions, thereby providing additional future opportunities for homeownership. A signed preliminary market assessment letter from an independent, third party, credentialed market research firm, is included in Attachment 17. As the letter recommends, the for-sale homes will be relatively modest, with a suggested sales price near \$170,000, targeted to families between 80% and 100% of median income.

HACM has a very successful homeownership program, which is an extension of its efforts to promote self-sufficiency, and interested residents would be provided with information about the services available, such as homeownership counseling and financial literacy services.

HACM has established partnerships with five HUD-approved housing counseling agencies, the Wisconsin Women's Business Initiative Corporation (WWBIC), public agencies, eight local banks and others to help residents prepare for homeownership, obtain resources for down payments and closing costs, and access post-purchase counseling and mentoring. Classes and counseling sessions help residents prepare for the responsibilities of homeownership by helping them repair their credit, and by providing them with general information about buying a home, working with a lender, and home maintenance. Interested residents are encouraged to participate in financial literacy classes and establish Individual Development Accounts (IDAs) for homeownership through HACM's partnership with WWBIC, described further in Exhibit E.

**Narrative Exhibit J: SOUNDNESS OF APPROACH**

**Milwaukee, WI**

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## **J.1 Appropriateness of Proposal**

Westlawn is the largest public housing development in the state of Wisconsin. It is severely distressed and in need of comprehensive revitalization. HACM has a demonstrated record of success in revitalization and is ready for the scale of the challenges that Westlawn presents. The plan described in this proposal and its scale, density, mix of incomes, and building types is based on resident and stakeholder input, the profile of existing residents, local need and waitlists for other affordable housing, and existing market conditions and anticipated demand. The proposal builds on the significant existing assets of the community, chief among them the Browning Elementary School and Silver Spring Neighborhood Center, the development's direct adjacency to Silver Spring Avenue, a major east-west thoroughfare for the north side of Milwaukee, and HACM's many strong partnerships with both public agencies and private organizations already working in the neighborhood.

HACM's revitalization proposal for Westlawn evolved after careful consideration of many different options for the site, including those described below.

**Option 1: Renovation of existing buildings and units.** HACM considered substantial renovation of the existing buildings and units. This approach was deemed infeasible because of its exorbitant cost -- over 90% of HUD's prescribed Housing Construction Cost limits for hard costs. Not only would renovation have been costly, but it would not have addressed many of the fundamental design flaws of the existing site, such as its isolation from the surrounding community, indefensible space, small units, bad soils, and poor drainage.

**Option 2: Revitalization of entire Westlawn site.** HACM would have liked to address both halves of the Westlawn property, and indeed worked with its design team on a master plan that encompassed the entire site. However, the sheer size of the development made this option

infeasible, given the challenges of identifying enough sources of funding within the scheduled HOPE VI timeframe.

**Option 3: Revitalization of only a portion of Westlawn East.** A smaller revitalization program was also considered, but rejected due both to separability concerns, and also to the lack of larger-scale impact.

**Option 4: Either more or less dense revitalization.** HACM considered various different densities and configurations of housing on the Westlawn East site. A less dense mix was considered, consisting mainly of single-family detached homes, but it would have been much more difficult to provide an appropriate mix of public housing replacement units, affordable housing, and market-rate homes with this configuration.

A more dense mix was also considered, but it was deemed inappropriate because of its heavy reliance on multi-family apartment housing types with limited outdoor play space for families with children. Since more than half of current Westlawn residents are under 18 years old, this seemed a poor fit.

Ultimately, the proposal described in this application emerged as the most appropriate option because it most comprehensively addresses:

- Revitalization of an existing distressed site (the largest feasible revitalization area, given realistic constraints);
- The most appropriate mix of senior apartment buildings and family housing types, with yards for children;
- The most appropriate and feasible mix of public housing replacement units, tax credit and other affordable housing, and market rate housing, given local needs and market conditions;

- The strongest leveraging of neighborhood resources in the form of adjacencies and connections to the Silver Spring Neighborhood Center, Browning Elementary School, and Lincoln Creek.
- The ability to introduce a small-scale, yet catalytic retail component to spur further revitalization of the depressed Silver Spring retail corridor.

## **J.2 Appropriateness and Feasibility**

**Appropriateness and Suitability.** HACM believes its proposal is the most cost-effective and feasible alternative for Westlawn, balancing different priorities successfully and complementing other revitalization efforts underway nearby. These 412 new units will blend in with the surrounding neighborhood's architecture and add value to the community. They will be accessible to the disabled at a level that would not be possible if HACM simply chose to rehabilitate the existing buildings. The proposed plan will reduce the concentration and density of very low income households, increase homeownership, promote economic and racial diversity, expand housing choices for low-income families, and help to stimulate and leverage other development activity throughout the community.

In sum, HACM has thought carefully about its redevelopment approach for Westlawn, and is confident that its chosen plan is the best and most appropriate. This belief is bolstered by the overwhelming support HACM has received for its proposal from Westlawn residents, elected officials, service providers, community organizations, and other stakeholders. All want quick action on Westlawn, and HACM is ready to deliver.

**Fulfillment of Needs.** HACM's revitalization plan for Westlawn has been shaped by the particular needs and opportunities of the neighborhood. As described in Exhibit C, the existing 332 units at Westlawn East are severely distressed, and are having a negative impact on the

surrounding community. After careful consideration of various options, HACM decided on what it believes is the most appropriate strategy. HACM's proposed redevelopment will fully address the many problems outlined in Exhibit C, such as poorly-designed and poorly-situated structures, high density of public housing units, small and inaccessible units, worn-out building systems and components, extensive problems caused by ineffective drainage systems and water infiltration, etc. The revitalized Westlawn will be a catalytic project in the surrounding neighborhood, creating a mixed-income community that effectively blends affordable and market-rate housing. HOPE VI funds are critical to realizing this vision.

**Marketability.** HACM anticipates no difficulty filling any of the units it proposes to construct. Many factors, including the increasing attractiveness of the neighborhood, the attractiveness of the new housing to be built and the new amenities it will have, the fact that existing Westlawn residents wish to remain in the neighborhood, and the length of HACM's waitlists for its other units and programs, all should make for a speedy re-occupancy process. The market assessment letter, in Attachment 17, supports the demand for the market-rate housing that HACM intends to build, at the levels and price points proposed. All of the remaining units are affordable rental or homeownership.

There is tremendous demand for new, affordable housing in this neighborhood. There has been no new construction in the Westlawn area for over 20 years. Investors, neighbors and business owners welcome the revitalization of Westlawn. These investments and partnerships will increase economic opportunity for Westlawn residents.

**Financial Feasibility, Cost Controls, TDC/Grant Limitations Worksheet.** HACM has put together a financially feasible proposal, as evidenced in the attached budget. Proposed costs are based on reliable cost estimates, are informed by HACM's recent experience with other

HOPE VI projects, are in line with industry standards, and are within TDC limits and HUD's cost control and safe harbor standards. HACM's track record at putting together realistic, financially feasible redevelopment plans is strong and proven, with six successful HOPE VI projects either complete or well underway. Unlike many other housing authorities, HACM has a strong development track record, significant staff capacity, and the financial strength required to carry out a project such as the Westlawn revitalization.

The total budget is \$111 million of which \$22 million is HOPE VI funds. The remaining sources of funds include \$45 million from WHEDA for low-income housing tax credits, \$18 million from private mortgages, \$20 million Tax Incremental Financing (TIF) financing, HUD Capital Funds, \$6 million from Friends of Housing, and a \$15 million line of credit. HACM has non-federal funds of \$1 million which will be used to develop the retail space and model home for pre-sales. A completed TDC/Grant Limitations Worksheet is included as Attachment 9.

This HOPE VI revitalization is part of a larger 10-year plan to revitalize the entire Westlawn development. The proposed funding for the western half of Westlawn includes another HOPE VI or Choice Neighborhoods grant, low-income housing tax credits, Affordable Housing Program grants, HUD Section 202 funding, HOME/CDBG funds, TIF, and a possible bond issue.

**Use of Public Housing Funds.** No public housing funds will be used for non-public housing uses. HACM will use its General Fund to build the retail space and one model home that will be used to pre-sell the 30 market-rate homes, using buyer-financed construction loans.

**Coordination of Physical and CSS Aspects of Plan.** As with previous HOPE VI redevelopments, HACM worked closely to ensure that the proposed physical aspects of the development were compatible and will be coordinated with the CSS plan. For example, case



management services have already begun to be provided to residents, and the CSS staff will work in tandem with those arranging relocation to provide the following services: helping families find other comparable and suitable, decent, safe and affordable housing; assisting with moving arrangements; obtaining information about public and private services available in the neighborhood where relocated residents will be moving and helping families access those services; helping families adjust to their new housing and neighborhood; and encouraging families to work with HUD-approved housing counseling agencies, including faith-based, non-profit and other organizations and individuals in the community where relocating households choose to move, to ease their transition to the new community. Returning residents will also be assisted with services to transition them to their new home, including new home training.

### **J.3 Neighborhood Strengths, Impact and Sustainability**

**Enhancing the Neighborhood.** The neighborhood around Westlawn is home to a number of strong neighborhood organizations and other assets, and there are some exciting signs of new development and investment beginning to happen in the area that would be accelerated and amplified by Westlawn's revitalization. Located right at Westlawn itself are the Browning Elementary School and the Silver Spring Neighborhood Center, described more fully in Exhibits E and F, along with associated service providers like the UW-M School of Nursing's health clinic. These wonderful organizations already play a strong role in the lives of Westlawn and community residents, and they are committed to growing their level of activity as part of the HOPE VI CSS program. Another strong local organization is Growing Power, dedicated to sustainable farming and healthy food systems. Their headquarters, with its two-acre farm and greenhouses, are located only five blocks away. They have pledged to help HACM set up new community gardens at Westlawn as part of the HOPE VI revitalization, and provide agricultural

training to Westlawn residents. Other neighborhood assets include Lincoln Creek, along Westlawn East's southern edge, where new outdoor green space is planned as part of the revitalization, and the Milwaukee Police Department's district station, located right across the street from Westlawn. The City of Milwaukee and other key stakeholders in the community welcome the revitalization of Westlawn to support their efforts in the neighborhood and to catalyze further investment and redevelopment.

**Spurring Outside Investment.** As indicated in Attachments 16, 19, and 22, the neighborhood around Westlawn is beginning to see some renewed development, activity that would only be accelerated by the revitalization of Westlawn. A new \$28 million Milwaukee Job Corps facility, scheduled to open later this year, is located just up N. 60<sup>th</sup> Street, within one mile of Westlawn. The State of Wisconsin Department of Transportation recently repaved Silver Spring Drive, which runs along Westlawn's northern boundary, adding a bike lane, and the Milwaukee Metropolitan Sewerage District invested \$10 million in the Lincoln Creek watershed, on Westlawn's southern edge. The Havenwoods Business Improvement District, which is extremely supportive of HACM's revitalization plan, invested \$200,000 in streetscaping on Silver Spring Drive. Finally, the City of Milwaukee is partnering with HACM on its Neighborhood Stabilization Program, addressing foreclosed properties in the area, and is committed to further investments in the retail and commercial businesses on Silver Spring Drive, perhaps using Tax Incremental Financing (TIF).

It is becoming increasingly clear to HACM and other stakeholders in the community that Westlawn in its current condition is a barrier to further progress, and that it must be redeveloped in order to spur additional investment in the area. Its revitalization will provide a key missing link in the neighborhood and connect to other redevelopment initiatives. Revitalizing Westlawn

will also help support HACM's, HUD's, and other organizations' recent, major investments in the surrounding neighborhood, including HACM's Parklawn HOPE VI development, a \$35 million project located within three miles.

**Enhancing Economic Opportunities for Residents.** HACM sees the Westlawn revitalization as a real opportunity to provide residents with new services to promote economic self-sufficiency. New or more intensive supportive services that will be available through the CSS plan described in Exhibits E and F, the additional Section 3 opportunities that the project will generate, and the new homeownership opportunities for residents within a vibrant and developing neighborhood, all represent ways in which residents will garner economic benefits from the revitalization. HACM aims to help residents find and maintain employment, by providing intensive case management to all residents, by helping them access needed services and supports, and by working to connect them with appropriate employment opportunities. HACM is committed to a strong Section 3 effort, including goals of at least \$120,000 in contracts with Section 3 businesses, 30% of new hires going to Section 3 residents, and at least 3 existing residents going on to purchase their own homes as part of the Westlawn revitalization.

**Removing an Impediment to Continued Redevelopment.** The West side of Milwaukee has begun to see some positive signs of renewal, but the presence of Westlawn hinders this process, sticking out like a sore thumb due to the concentration of barracks-style public housing within a neighborhood that primarily consists of modest single-family homes and owner-occupied duplexes. Westlawn's poor design, non-conforming setbacks, and deteriorating current conditions inhibit further investment in this community. By demolishing the existing, distressed units and replacing them with new, well-designed apartments and homes that blend into their surroundings, with a mix of affordable rental and homeownership units, HACM will help to

reinforce the revitalization process that is already underway in the neighborhood.

A third party evaluation of HACM's 2003 HOPE VI revitalization found that HACM's replacement units had a positive effect on property sales values in surrounding areas. HACM's revitalization of Westlawn, which includes the construction of new affordable housing, the creation of new homeownership opportunities, and stepped-up levels of community and supportive services, will help to stabilize the neighborhood and stimulate additional investment, as further evidenced by the commitment letters provided in Attachments 19 through 22.

**Long-Term Sustainability.** HACM's revitalization plan for Westlawn is designed to create a well-functioning community that will prove to be sustainable over the long-term. The plan has been crafted with a long time horizon in mind. With a well-designed site that is thoughtfully reconnected to its surroundings, attractive building and unit designs, high-quality building materials, energy-efficient structures, and financially feasible operating budgets, the physical development is designed for sustainable, long-term operation. On the human side, HACM and its team have created a mixed-income community, and have put together an intensive CSS program with a wonderful group of partners that is aimed at helping all residents to stabilize their lives and find work, measures which should result in a stable, safe, well-run community that people want to move into and enjoy living in. And on the neighborhood level, the various other public and private redevelopment activity and plans for the surrounding area should support the investment in Westlawn and help it to thrive for many years to come.

**Readiness.** HACM is poised to move forward immediately with the revitalization of Westlawn. Of the 332 existing units, 11 are vacant, and staff are continuing to work with existing residents so that remediation and demolition can begin in June 2010. A Part 50 review and Phase 1 have been completed. Westlawn is properly zoned as a multi-family development, and

preliminary designs are complete. HACM is acting as its own developer for all components of the project, so no Master Development Agreement is required. Over 20 planning sessions have been held, and residents are overwhelmingly supportive of this proposal.

**Program Schedule.** HACM expects to proceed rapidly, meeting or beating all required deadlines by significant margins, as shown in the attached program schedule which incorporates all required timelines and milestones. Public planning sessions have been held. The CSS Work Plan will be submitted within 90 days of the grant agreement execution. The Supplemental Submissions will be submitted within 30 days of a written request. HACM will act as the developer. Residents will be relocated to replacement housing prior to demolition of the existing buildings. New construction of the affordable housing units will be completed by 2012. All funds will be expended before September 30, 2014. The overwhelming community support for the revitalization of Westlawn will help HACM advance the project as quickly as projected.

#### **J.4 Design**

From its prior HOPE VI experience, HACM knows how important high-quality design is in the creation of a successful housing development and successful neighborhoods. HACM has assembled a strong design team with an award-winning track record (more fully described in Exhibit B), who are experienced at engaging residents and other stakeholders in the design process, and are familiar with the historic planning patterns and local architectural vocabulary that are unique to Milwaukee. The design component of the Westlawn revitalization plan is the result of an inclusive planning process aimed at improving physical, social, and economic conditions throughout a broad area that includes and surrounds the entire Westlawn site.

HACM and the Torti Gallas team led numerous planning meetings with residents of Westlawn and of the larger community, as well as other stakeholders. These meetings combined

first-hand knowledge of specific neighborhood conditions and history with proven design skill and development expertise. Out of this integrated planning process grew a series of shared objectives which participants wanted the physical plan to embody:

- A range of housing types, sizes and prices to match a variety of lifestyles;
- A mix of residents with a wide range of incomes, ages, ethnicities and abilities;
- A mix of uses, including housing, community facilities, and retail;
- The inclusion of some for-sale homes, allowing increasingly self-sufficient residents to buy homes in their community;
- Densities and housing typologies that are consistent with buildings in the surrounding community and the historic character of the area;
- High quality design and construction of replacement housing to market standards, with no physical distinction between rental and for-sale housing at any income level;
- Interconnected streets, community facilities and public open spaces that foster neighborhood connections, that address safety and security issues, and that better connect the neighborhood to its surroundings.

The resulting revitalization plan follows the principles of New Urbanism, which in turn reflect the traditional old urbanism of Milwaukee's best neighborhoods.

**Compact, pedestrian-friendly site plan.** The proposed site plan includes the addition of several new streets, reintegrating the currently isolated Westlawn into the street patterns of the surrounding neighborhood. The new streets will be arranged into residentially-scaled blocks, defined by homes with street-facing front doors, stoops, porches, and clearly defined front and back yards, promoting individual "pride of ownership." Consistency of street frontage and scale, and variety in massing and detailing, will help create safe, pleasant streetscapes. The new streets

will have new sidewalks, street trees, cross-walks, and public lighting, creating new pedestrian-friendly walking routes that connect with new open spaces and with the surrounding neighborhood. At 12 units per acre, the new development qualifies as compact under the Enterprise Foundation Green Communities Criteria Checklist described further below.

**Integration of buildings into surrounding area.** HACM and its design team have worked closely with Westlawn residents on designs that use and build on local architectural traditions to integrate the new housing into the fabric of the surrounding community. The selected designs include reduced setbacks, narrower lot widths, streetlights and other streetscape items, and a familiar vocabulary of materials, details, proportions and scale, reflecting the best architectural traditions from the surrounding neighborhood. The new site plan proposes to maximize pedestrian access, take advantage of the properties' close proximity to retail centers, and add a mix of housing types and prices that are in much demand to the market.

All of the buildings are of panelized construction that has been customized by the design team to fit seamlessly into the architectural vernacular of the neighborhood. Spacious front porches look out onto the street and allow for easy interaction with passers-by. Porches are site-constructed of poured concrete with individually-designed railing patterns. Generously sized windows provide ample amounts of light and fresh air. High-quality building materials are utilized throughout. Architectural-grade shingles add visual interest to the rooflines, and decorative venting panels top off gable ends.

The proposed house types include a mixture of: regular two-story, single unit homes with two, three and four bedroom units; two-story buildings with two-bedroom stacked flat accessible units; and one-story bungalows with three and four bedroom accessible units. Particular care has been given to design homes that reflect the individualized character, style, diversity and massing

of the local housing market. Yet on the inside, the homes provide the ample living spaces, modern appliances and energy efficient systems and materials that facilitate contemporary living.

**Enhancements of natural environment.** The revitalized Westlawn will feature various enhancements of the natural environment, including bio-swale and rain garden approaches to the Lincoln Creek watershed, a central community garden for recreation, education, and healthy sustenance, and new trees and landscaping around buildings. In addition, new community open space will be added in several areas, reconfigured into well-defined, inviting, defensible spaces, available for a variety of active and passive recreational uses for community residents of all ages and abilities.

The existing site includes quite a few mature trees, and as many of them as possible will be saved. Supplementing them will be new, low-maintenance, native deciduous shade trees, planted along neighborhood streets and in open spaces, helping to achieve energy efficient shading in warmer weather. Yard landscaping will incorporate attractive, low-maintenance, native plants, minimizing impervious surfaces and helping to control storm water run-off.

## **J.5 Green Development and Energy Efficiency**

Sustainability is a key component of the Westlawn revitalization, woven into every element of the proposal, reflecting HACM's long track record with green, sustainable development. HACM is a leader in the promotion and use of Energy Star technology and has been a member of the EPA's Energy Star Buildings and Green Lights Partnership since 1999. In 2007, HACM received an award for Sustained Excellence in Building Performance from Wisconsin Energy Star Homes. All of the new homes will be certified as Wisconsin Energy Star homes with insulation, a high-efficiency furnace, water heater, and central air conditioning built to Energy Star standards. The certification process includes job review and inspection by an



Energy Star building professional to make sure that the components of the homes are installed properly to achieve maximum efficiency and eliminate future performance problems and call-backs.

In addition to meeting Energy Star for New Homes standards, however, HACM and its team will satisfy all mandatory requirements of the Enterprise Foundation's Green Communities Criteria, and in addition, will incorporate all but five of the applicable optional measures. The Green Communities Criteria Checklist is included as Attachment 35a. Further detail on each section of the checklist, particularly the optional measures, follows:

**Integrated Design.** HACM will use an integrated design approach to the revitalization of Westlawn throughout, involving the full development team at every stage.

**Site, Location and Neighborhood Fabric.** The Westlawn site is located within an existing community, with close access to public transportation, shopping, schools, public infrastructure, etc. (checklist item 2.7, transportation choices). The proposed revitalization will strengthen Westlawn's linkages with its surroundings, adding new streets, sidewalks, and other connections (checklist item 2.6, walkable neighborhoods). The new development's blended densities will be high enough to qualify as "compact development" under checklist item 2.5. Finally, while buildings and blocks are primarily oriented to respect the local street grid, the predominant orientation is north-south, which meets the requirements of item 2.4a on the checklist. The north-south orientation will take advantage of low winter sun to help facilitate snow melt, and window sizing, patterns and shading are designed to maximize solar efficiency.

**Site Improvements.** HACM will meet the requirements for environmental remediation, erosion and sedimentation control, and landscaping using native species and strategic placement of trees and plants to provide shade in summer and allow for heat gain in winter. Although the

detailed strategy for storm water retention at Westlawn has not yet been engineered, the Torti Gallas team has a track record of identifying creative approaches to handling storm water in ways that are not only effective, but that serve as a public amenity. Recent City efforts to address the Lincoln Creek watershed, part of which runs through the Westlawn site, have improved storm water management adjacent to the creek. HACM's use of bio-swales will allow it to meet the criteria established in checklist item 3.4, on surface water management. Storm drains will be labeled in accordance with checklist item 3.5.

**Water Conservation.** HACM will install water-conserving appliances and fixtures throughout, at the more stringent efficiency levels necessary to qualify for item 4.1c of the checklist.

**Energy Efficiency.** Energy Star standards will be met throughout, including for all appliances and lighting. Electricity will be individually metered to each unit. All exterior lighting will be on sensors or timers for efficient use. In addition, HACM would like to push to increase the development's Home Energy Rating System (HERS) score, exceeding the relevant score for its type of construction. HACM will explore ways to do this, including using HVAC systems with Seasonal Energy Efficiency Ratios (SEERs) as high as 16 or 18, and will aim to comply with checklist item 5.5, for additional reductions in energy use. Although HACM does not believe it will be able to include on-site renewable energy sources at this time, it does intend to design units so as to accommodate future installation of photovoltaic systems, in line with checklist item 5.6b.

**Materials Beneficial to the Environment.** Based on conversations with general contracting specialists, the team feels confident that it can achieve checklist item 6.1, managing construction waste so as to reduce it by 25%, as well as items 6.2 and 6.3, using at least 5%

recycled materials, and at least 25% certified, salvaged, or engineered wood. The team will also use reflective paving materials for at least 30% of the development's paved areas, as described in checklist item 6.5b. And new roofing products are becoming available that make "cool roofs" a cost-effective alternative even for affordable housing developments. HACM intends to use a combination of such products on the development's roofs, thereby achieving checklist item 6.5a.

However, while the team is looking into the possibility of using water-permeable walkways and parking areas, it is not clear that this will be appropriate, given the development's soil composition and the local climate, and thus no credit will be taken at this time for items 6.4a and 6.4b.

**Healthy Living Environment.** HACM and its team will comply with all the mandatory checklist items in this section, governing adequate ventilation, healthy air quality, preventing moisture infiltration, and keeping pests and pollutants out. In addition, non-vinyl, non-carpet floor coverings will be used in all rooms, thus complying with checklist item 7.16.

**Operations and Maintenance.** HACM will comply with all the mandatory checklist items in this section, providing appropriate maintenance manuals, resident manuals, and new resident orientations, covering all of the green features in the new development.

## **J.6 Broadband Internet**

Broadband internet access will be provided in individual homes and community supportive services facilities as part of the Westlawn revitalization (it is already available to residents at the existing on-site Neighborhood Network Center at the Silver Spring Community Center). The comprehensive redevelopment of homes, services and infrastructure demands the information and technology access that broadband infrastructure provides. Every unit will contain an RG6 co-axial cable and a category 5 data cable to provide phone, data, cable and

broadband service. As new-generation wires come online they can easily replace the existing cables by pulling through the same conduits. HACM also has partnered on a grant proposal for the Broadband Outreach grants from the U.S. Department of Commerce that would provide free internet access to Westlawn residents for three years, if granted.

## **J.7 Evaluation**

HACM will once again partner with the Planning Council for Health and Human Services, evaluators for HACM's six other HOPE VI initiatives (letter is included as Attachment 25). The Planning Council, a private, non-profit research and planning organization, has more than 30 years of health and human service programming experience. The evaluation plan for the Westlawn HOPE VI will address the impact of the revitalization on the lives of the residents, the nature and extent of economic development generated in the community, the effect of the revitalization effort on the surrounding community (including spillover revitalization activities, property values, etc.), and the success at integrating the physical and the CSS aspects of HACM's revitalization strategy. The evaluation will measure progress from baseline existing conditions towards HACM's established goals and outcomes.

**Narrative Exhibit K: GENERAL SECTION THRESHOLD REQUIREMENTS**

**Milwaukee, WI**

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## **EXHIBIT K: GENERAL SECTION THRESHOLD REQUIREMENTS**

**DUNS Number Requirement.** HACM has a DUNS number: 191614077.

**Compliance with Fair Housing and Civil Rights Laws.** HACM complies with all applicable fair housing and civil rights laws and requirements in 24 CFR 5.105(a). HACM has not been charged with an ongoing systemic violation of the Fair Housing Act; nor is it a defendant in a Fair Housing Act lawsuit filed by the Department of Justice alleging an ongoing pattern or practices of discrimination; nor has it received a letter of findings identifying ongoing systemic noncompliance under Title VI of the Civil Rights Act of 1964, section 504 of the Rehabilitation Act of 1973, or section 109 of the Housing and Community Development Act of 1974.

**Conducting Business in Accordance with Core Values and Ethical Standards/Code of Conduct.** HACM has and maintains a written code of conduct that prohibits real and apparent conflicts of interest and is listed on HUD's Web site.

**Delinquent Federal Debts.** HACM does not have an outstanding federal debt.

**Pre-Award Accounting System Surveys.** HACM has a financial management system that meets federal financial management standards.

**Name Check Review.** HACM agrees to the name check review.

**False Statements.** HACM realizes that any false statement in this application will be grounds for denial or termination of an award and possible punishment, as provided in 18 U.S.C. 1001.

**Prohibition Against Lobbying Activities.** HACM does not use federally appropriated funds for lobbying the executive or legislative branches of the federal government in connection with a specific contract, grant, or loan and Standard Form LLL (SF-LLL) is attached to this application.

**Debarment and Suspension.** HACM is not presently debarred or suspended, or proposed to be debarred or suspended from doing business with the federal government.