

GAO

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HUD, and Independent Agencies,
Committee on Appropriations, House of
Representatives

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PUBLIC HOUSING

Status of the HOPE VI Demonstration Program



**Resources, Community, and
Economic Development Division**

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The Honorable Jerry Lewis
Chairman
The Honorable Louis Stokes
Ranking Minority Member
Subcommittee on VA, HUD,
and Independent Agencies
Committee on Appropriations
House of Representatives

In its final report dated August 1992, the National Commission on Severely Distressed Public Housing found that severely distressed public housing was a national problem.¹ According to the Commission, 86,000 (or 6 percent) of the nation's public housing units, located primarily in deteriorating neighborhoods of large urban communities, were plagued by crime, unemployment, and deteriorated physical conditions. Moreover, the Commission maintained, the traditional approaches to address these problems were not working. Responding to the Commission's findings, the Congress created the HOPE VI-Urban Revitalization Demonstration Program² in October 1992 to help public housing authorities revitalize severely distressed housing developments. As a demonstration program, HOPE VI was to foster innovative approaches to revitalization and to encourage housing authorities, residents, and local communities to work together with the Department of Housing and Urban Development (HUD) in transforming distressed areas into productive residential and commercial centers.

For fiscal years 1993-95, the Congress appropriated \$1.58 billion³ for the HOPE VI program. Because of this significant level of funding, the Subcommittee asked us, in its June 18, 1996, report accompanying the fiscal year 1997 VA, HUD, and Independent Agencies appropriations bill, and as agreed with Subcommittee staff, to

¹The Final Report of the National Commission on Severely Distressed Public Housing (Washington, D.C., Aug. 1992).

²HOPE VI is the most recent of a series of Homeownership and Opportunity for People Everywhere (HOPE) programs created by the Congress and administered by the Department of Housing and Urban Development to address specific housing needs.

³Although the Congress appropriated funds for the HOPE VI program for fiscal years 1996 and 1997, fiscal year 1996 funds were not available to public housing authorities until October 1996, and HUD does not expect to make fiscal year 1997 funds available until March 1997. Because we limited our review to the expenditures received through the end of fiscal year 1996, this report focuses primarily on the uses of the funds appropriated for the program for fiscal years 1993-95.

- provide information on the expenditures and activities for HOPE VI projects funded with appropriations for fiscal years 1993-95,
- determine whether HUD has identified innovative or successful approaches taken by housing authorities to implement their HOPE VI projects, and
- describe HUD's strategy for evaluating the HOPE VI program's outcomes.

To answer these questions, we relied heavily on data from HUD, public housing authorities, and HUD contractors. We also obtained detailed information about HOPE VI projects at five housing authorities.

Results in Brief

Of the \$1.58 billion that the Congress appropriated for the HOPE VI program for fiscal years 1993-95, HUD had awarded \$1.54 billion for capital improvements and community and supportive services as of September 30, 1996. In addition, the Congress earmarked \$5 million of the appropriation for HUD to provide technical assistance to housing authorities. The awards, which fund 39 HOPE VI projects at 32 public housing authorities (7 housing authorities received two grants), range in size from \$7.5 million to \$50 million and averaging about \$39 million.⁴ These funds have been used primarily for capital improvements to the housing stock, for which housing authorities have budgeted an average of 87 percent of their grants. The participating authorities, as of September 30, 1996, had

- demolished 6,538 housing units out of a planned total of 22,573 units,
- rehabilitated 705 units out of a planned total of 5,407 units,
- constructed 419 new units out of a planned 15,299 units, and
- provided housing vouchers to 1,639 families displaced by the demolition or rehabilitation.

HUD has identified several innovative approaches used by HOPE VI grantees to implement their projects. These approaches, which could serve as models for other housing authorities, include Cleveland's concept of centralizing its social services, Milwaukee's street layout to reduce density and enhance the neighborhood's security and cohesiveness, and Atlanta's use of private investors to help finance its improvements. To assist other HOPE VI grantees, HUD has disseminated information about these and other approaches.

⁴In addition to the \$1.54 billion awarded to fund 39 projects and the \$5 million in technical assistance, HUD set aside, per congressional mandate, \$20 million for youth training and apprenticeship programs in the construction field and awarded \$14.45 million for 35 planning grants. Planning grants could be used to plan for the revitalization projects and could not be more than \$500,000 each. HUD carried over into fiscal year 1996 approximately \$1.4 million that was not awarded in previous years.

To evaluate the long-term effectiveness of the HOPE VI program, HUD is conducting a phased 10-year evaluation. In August 1996, HUD completed a baseline study of 15 HOPE VI grantees' distressed housing and early revitalization activities. HUD plans 5- and 10-year follow-up evaluations of these activities. According to HUD, an evaluation at this time of the HOPE VI program's progress to date could be premature because several significant housing policies and regulatory ground rules changed after the program started. These changes resulted, in turn, in changes to the implementation plans for many HOPE VI projects and in delays in meeting initial milestones.

Background

In 1989, the Congress established the National Commission on Severely Distressed Public Housing to identify the nation's worst public housing and propose a national action plan to eradicate this housing by the year 2000. In 1992, the Commission reported that approximately 86,000 units, or 6 percent, of public housing could be considered severely distressed and that the traditional approaches to revitalizing this housing had not been effective. Physically deteriorated buildings were but one aspect of severely distressed public housing; the Commission also observed two other conditions: (1) the residents were living in despair and needed high levels of social and support services and (2) the surrounding communities were economically and socially distressed. The symptoms of these conditions include the absence of economic resources, high rates of crime and unemployment, lack of opportunity for training and education, and barriers to effective management, such as high vacancy rates. The Commission recommended that funds be made available to address all three conditions and that these funds be added to the amounts traditionally appropriated for modernizing public housing.

In response to the Commission's report, the Congress created the HOPE VI program to address these three conditions and incorporated many of the Commission's recommendations. By making HOPE VI a demonstration program, the Congress made the program more comprehensive and flexible than previous approaches to revitalizing public housing. The program's flexibility enabled public housing authorities (PHA) to take advantage of the developments in national public housing policy, such as the suspension of the one-for-one replacement requirement⁵ and the

⁵In place since 1988, this requirement provided that PHAs must replace every housing unit that they take out of service with another unit of public housing or housing assistance under HUD's project- or tenant-based housing assistance program. The HOPE VI appropriations acts permitted PHAs with HOPE VI awards to request section 8 certificates for up to one-third of the one-for-one replacements. The Congress suspended this requirement in July 1995.

introduction of private-public financing for constructing public housing units.

To obtain HOPE VI grants, PHAs must submit competitive applications to HUD's Office of Urban Revitalization. The Congress stipulated that the PHAs applying for these funds during the first 3 years must be located in the 40 most populous U.S. cities, based on 1990 Census data, or included on HUD's list of troubled housing authorities⁶ as of March 31, 1992.⁷ HUD awarded successful applicants grants of up to \$50 million for each HOPE VI project, and some PHAs have received more than one grant. HUD withholds most of the grant from the PHA until it approves the authority's "revitalization plan," which includes the budget to implement HOPE VI. The revitalization plan is the housing authority's blueprint and schedule for implementing its HOPE VI project and specifies its goals and budget.⁸ Once HUD approves the plan, it authorizes, or makes available, funding in accounts corresponding to the amounts that the housing authority has budgeted for the project. HUD disburses funds from the accounts at the request of the PHAs and allows them to draw down no more than 5 percent of their authorized amounts per month to pay for goods and services received. The withholding of funds may also occur after the funds are authorized as a result of concerns, such as whether a PHA has the ability to successfully manage a HOPE VI project, that HUD may have about the HOPE VI project.

Most HOPE VI Funding Is for Capital Improvements

Thirty-two housing authorities have budgeted an average of 87 percent of the \$1.54 billion they have received in awards, or \$1.33 billion, to fund capital activities for the 39 HOPE VI projects,⁹ according to an analysis conducted by HUD. The awards fund 39 HOPE VI projects ranging in size from \$7.5 million to \$50 million and averaging about \$39 million. Capital activities include demolition, rehabilitation, and new construction as well as the expenses associated with relocating residents who have been

⁶HUD maintains a list of troubled PHAs based on their annual performance score in the Public Housing Management Assessment Program. HUD uses the assessment program to measure PHAs' compliance against standard property management criteria. PHAs receiving scores under 60 out of a possible 100 are designated as "troubled."

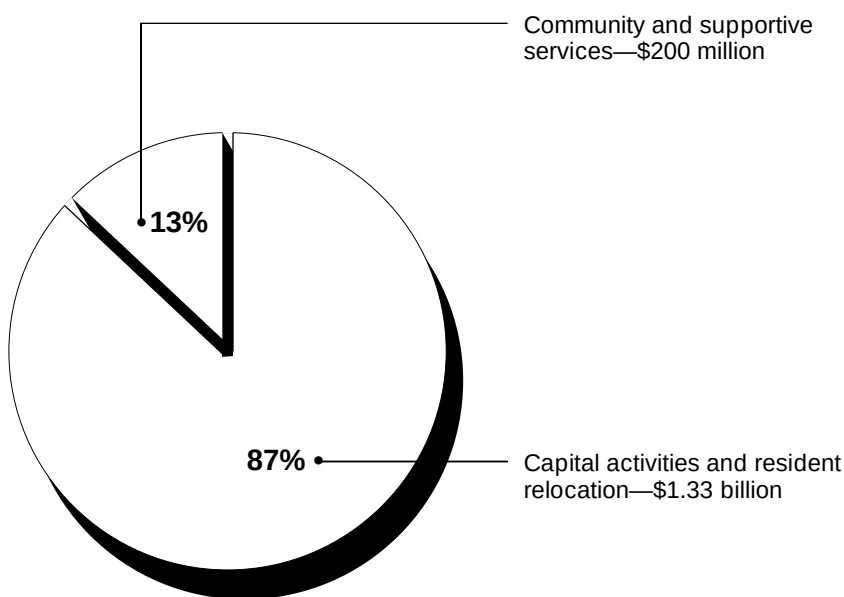
⁷The Congress removed this criterion in the fiscal year 1996 appropriations for HOPE VI.

⁸In addition to the budget, HUD requires that the revitalization plan include a community service plan that outlines how residents and local service agencies will contribute to the revitalization of their neighborhood. The revitalization plan may also consist of plans for other major activities as appropriate, such as demolition, replacement housing, resident relocation, and management.

⁹As of December 13, 1996, HUD had approved 31 of the 39 budgets received from PHAs for their revitalization plans. HUD does not anticipate significant changes in the budgeted amounts for capital activities for the remaining eight HOPE VI projects. Thus, our summary includes the plans of all 39 HOPE VI projects.

displaced to accommodate capital activities. While no PHA has completed its capital improvements, construction is under way at 20 of the 39 sites. As figure 1 shows, the PHAs have budgeted the remaining \$200 million, or 13 percent, for community and supportive services.

Figure 1: Planned Expenditures for the 39 HOPE VI Projects



Note: This analysis does not include \$5.2 million that, in late 1996, HUD awarded as additional, or amendment, funds to six HOPE VI projects. Therefore, these funds have not been factored into the projects' budgets.

Source: HUD's analysis of the budgets for the 39 HOPEVI projects' revitalization plans.

Capital Improvements Under HOPE VI

The HOPE VI program allows a PHA to determine through a revitalization plan which capital improvements would be the most effective for its community and in the best interests of its residents. The PHA must work with its residents and local government to ensure that their concerns are addressed by the proposed capital improvements. Most projects fund demolition, rehabilitation, and/or new construction. The PHA may also use section 8 certificates¹⁰ to house displaced residents.

¹⁰HUD's section 8 certificate and voucher programs are designed to allow lower-income households to live in decent and affordable private rental housing of their choice.

Capital improvement activities are time-consuming and complex, as the experience of other public housing programs has shown. In the HOPE VI program, the authority must consult with its residents before the project can move forward. However, at several project sites, disagreement between the residents and the authority has impeded the decision-making on which activities to fund. In addition, the PHAS must obtain HUD's approval of their plans and comply with the program's requirements and many other applicable regulations, such as those dealing with environmental reviews, historic preservation, and the federal procurement process. Only then can ground-breaking activities occur.

Funding status. As of the end of fiscal year 1996, HUD had authorized \$653 million for HOPE VI capital improvement activities and disbursed \$127 million to the PHAS. This authorization is about half of the \$1.33 billion that is budgeted for activities associated with capital improvements. HUD has not authorized more funds because only about two-thirds of the projects have begun or are ready to begin capital activities. As of December 13, 1996, HUD had not approved the revitalization plans for eight HOPE VI projects. Nevertheless, HUD does not anticipate that there will be significant changes in the average percentages for funding capital activities and community and supportive services once the other eight budgets are approved.

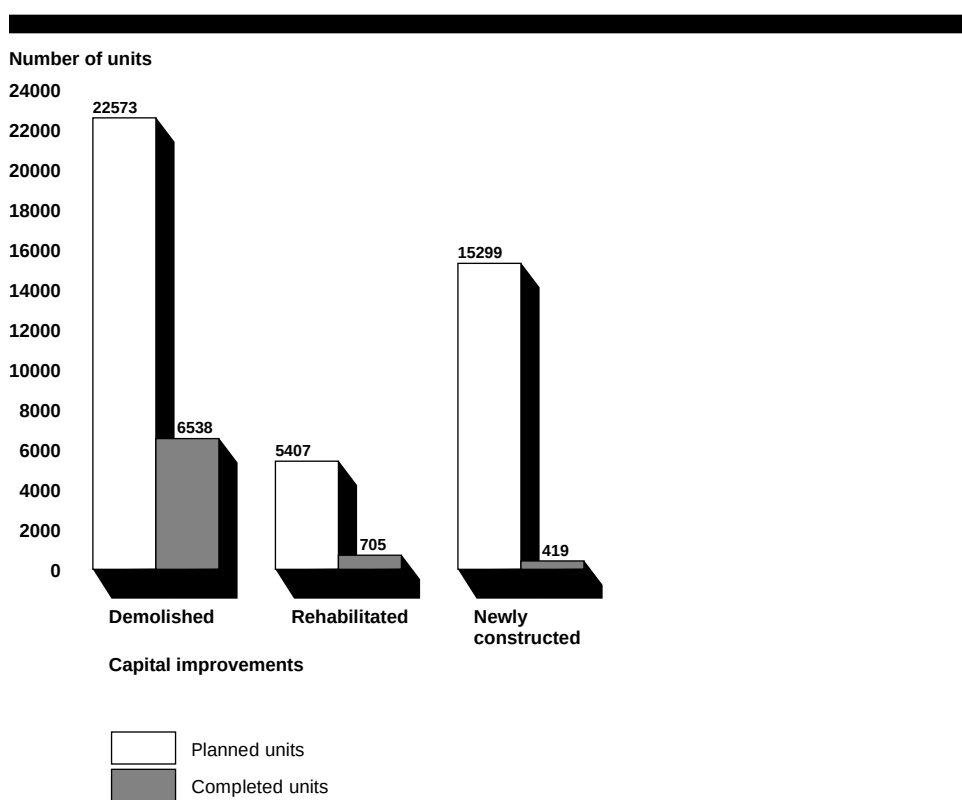
Activities completed or under way. Officials in HUD's Office of Urban Revitalization told us that HUD does not currently maintain a centralized database to track all HOPE VI activities, including those associated with improving the housing stock. However, HUD recently contracted with the Housing Research Foundation (HRF), a nonprofit organization, to conduct a survey, the results of which are entered into a database that can be updated. According to the survey, as of September 30, 1996, the 32 PHAS, in accomplishing their capital improvement activities, had

- demolished 6,538 units, or 29 percent of the 22,573 units currently planned for demolition;
- rehabilitated 705 units, or 13 percent of the 5,407 units that are scheduled for rehabilitation or reconfiguration; and
- constructed 419 new units, or 3 percent of the 15,299 proposed new units.

Using data from the HRF survey, figure 2 compares the 39 HOPE VI projects' completed and planned capital activities. Because some PHAS are using their HOPE VI funding as leverage to attract funds from other investors, they may be accomplishing more than they could with HOPE VI

funds alone. According to the HRF survey, 15,004 of the 20,706 planned rehabilitated and newly constructed units reported are HOPE VI units, meaning that they are to be funded solely with HOPE VI funds. Furthermore, because of the flexibility of the HOPE VI program, the PHAs' plans for capital activities are subject to change.

Figure 2: Status of HOPE VI Projects' Capital Improvements as of September 30, 1996



Source: HRF's September 1996 survey.

In addition, HUD had provided 3,194 certificates and vouchers to the housing authorities to be used to house relocated residents. However, HUD's section 8 certificate and voucher program funds this housing assistance, not the HOPE VI program. The PHAs have reported to HUD that 1,639 families have been assisted through the section 8 program. According to HUD, no HOPE VI project had completed all of its capital

activities as of the end of calendar year 1996. However, 26 HOPE VI projects had started demolition and 20 projects had begun construction by the end of 1996.

Technical Assistance Supports Revitalization

During the first 3 years of HOPE VI, the Congress appropriated \$5 million for HUD to use in providing technical assistance to HOPE VI projects. The Congress appropriated an additional \$3.22 million for HUD's use during fiscal year 1996, bringing the total for fiscal years 1993 through 1996 to \$8.22 million, or about 0.4 percent of the total HOPE VI appropriations for that time period.¹¹ In providing technical assistance, HUD's contractors have assisted the PHAS and their residents by, for example, assessing the needs for resident services and planning for community and economic development. On the local level, HUD, when concerned about the housing authorities' management capability, has planned for contractors to assist the PHAS in planning and managing their projects and is planning for contractors to assist as needed in managing revitalized properties. HUD staff also assist PHAS and residents as part of their responsibility for managing HOPE VI grants.

Funding status. As table 1 shows, for each year except fiscal year 1993, the Congress has set aside from the HOPE VI appropriation an amount for technical assistance. The services that HUD has procured with these funds have assisted the PHAS in establishing their HOPE VI project community and supportive service activities, among others. As of the end of fiscal year 1996, HUD had contracted for technical assistance costing approximately \$4.35 million (53 percent of technical assistance appropriations), and of that amount, HUD had paid out nearly \$2.02 million (25 percent) to contractors. Approximately 39 percent, or \$3.22 million, of the total funding set aside for technical assistance through fiscal year 1996 was not available to HUD to use until May 1996 because of the delayed enactment and signing of the fiscal year 1996 appropriations act. (App. II contains a breakdown of total funds set aside for each HUD contractor, the services provided, and the funds paid out to these contractors as of September 30, 1996.)

¹¹While this report focuses primarily on the activities funded with fiscal years 1993-95 HOPE VI program appropriations, it also includes a discussion of fiscal year 1996 appropriations set aside for HUD-contracted technical assistance. These funds were made available for use by HUD in May 1996.

**Table 1: HOPE VI Appropriations
Designated for Technical Assistance,
Fiscal Years 1993-96**

Fiscal year	Total HOPE VI appropriations	Technical assistance appropriations	Percent of total appropriation
1993	\$300,000,000	\$0	0
1994	778,240,000	2,500,000	0.3
1995	500,000,000	2,500,000	0.5
1996	480,000,000	3,216,000	0.6
Total	\$2,058,240,000	\$8,216,000	0.4

Assistance completed or under way. As defined broadly by HOPE VI program officials, technical assistance is any kind of support that helps a housing authority carry out its project. At the national level, HUD has procured the following kinds of services from contractors with the funds set aside from the HOPE VI appropriation:

- Developing and approving community service plans: The Corporation for National Service (CNS) provided assistance with community and supportive service planning and plan approvals for implementation grants.¹²
- Project assessment: Through on-site visits to HOPE VI projects, HRF is assessing the capability and performance of HOPE VI grantees. It is also assessing technical assistance needs as well as recommending corrective action and technical assistance contractors. HRF is also providing appropriate training for PHA and HOPE VI project staff. To date, HRF has completed formal assessments for 11 HOPE VI projects and expects to complete additional assessments in the future.
- Information exchange: HRF established a computerized communication system that is available to all HOPE VI PHAs. Twenty-seven PHAs have chosen to participate, of which 21 are currently on-line and another 6 are in the process of getting on-line. Furthermore, HRF provides informational services to HOPE VI PHAs, including (1) an extensive library of program documents both in printed and electronic formats and (2) a monthly newsletter distributed to all grantees, consultants, and interested parties, and has assisted HUD to provide three national technical assistance conferences. To make HOPE VI information more widely available, HRF recently integrated its Lotus Notes system with the Internet.
- Community building/Campus of Learners technical assistance: Two HUD contractors, Aspen Systems and the Urban Institute, will provide 18 months of technical assistance in developing community-building

¹²The Congress mandated that CNS define the community service programs allowable in the HOPE VI program and approve all projects' community service plans. CNS is a congressionally established organization that administers national service programs that provide community services.

programs, including a Campus of Learners educational component, to nine HOPE VI projects selected to date.

- HOPE VI database: HRF is developing a HOPE VI database to track and store information on all aspects of the program. Under contract to HUD, HRF continues to collect these data and will keep them current for monitoring, reporting, and policy development purposes. As discussed earlier, HRF provided HUD with program data as of the end of September 1996.

Locally, contractors also provide technical assistance, including project management, to HOPE VI PHAS. HUD has required 11 PHAS to hire private-sector management professionals to manage their HOPE VI projects. Eight other PHAS either have decided on their own to hire such managers or were advised by HUD to do so. Like other revitalization efforts, HOPE VI projects also procure technical design assistance from architectural and engineering firms. Furthermore, HUD recognizes the importance of effectively managing a development after it has been revitalized. The director of HUD's Office of Urban Revitalization told us that HUD looks closely at a PHA's HOPE VI management plans and, after assessing the PHA's management capability, often requires or recommends management reforms. As a result, HUD has required one PHA to hire a private contractor to manage the revitalized property. Four other PHAS plan to do so as a result of HUD's advice. In total, HRF's database shows that 16 HOPE VI projects will have private property managers. The PHAS use HOPE VI grant funds or other resources to pay for project and property management contractors.

HUD's field and headquarters staff also provide technical assistance to PHAS and their residents, according to HUD's program guidelines. HOPE VI grantees told us that both HUD headquarters and field staff have provided helpful assistance, including useful advice about project design, allowable expenses, HUD's regulations, and cutting the Department's red tape, when appropriate. The costs for these services are not identified separately within HUD's overall personnel expenditures.

Community and Supportive Services Address Residents' Needs

By funding community and supportive services, HOPE VI is addressing the conditions prevalent in public housing, such as severely dysfunctional families, residents' distrust of PHAS, a lack of employment opportunities, limited economic development in the local community, and generational cycles of poverty. Community services are defined as services that public housing residents provide voluntarily. Residents may, for example,

volunteer with the Volunteers in Service to America (VISTA),¹³ in battered women's shelters, on community newsletters, and with residents' organizations and recreational centers for community youth. In contrast, supportive services are provided by social service agencies and nonprofit groups to help residents become more self-sufficient. The supportive services currently offered include day care, basic education in areas such as mathematics and verbal skills, health care services, and counseling on family coping skills or substance abuse prevention.

For the most part, HOPE VI projects—with their dual focus on addressing capital and human needs—resemble successful community development programs that we reviewed in an earlier 1995 study.¹⁴ In that study, we reported that significant neighborhood revitalization may take a generation or longer to achieve. We found that programs with the greatest chances for success are generally community-based, focusing on a specific geographic area and actively involving the residents. Successful programs also confront the multiple needs facing communities and are frequently initiated and sustained through collaboration with many organizations.

Funding status. The HOPE VI guidelines allow PHAs to spend up to 20 percent of their grant on community and supportive services. But obtaining expenditure data is difficult because HUD does not collect or centrally maintain the data on expenditures by HOPE VI projects for community and supportive services. Budget data are available, however, from the projects' plans, and according to an analysis done by HUD in December 1996, housing authorities have budgeted an average of 13 percent of their HOPE VI grants, or about \$5.1 million, for community and supportive services. Currently, 11 of the 39 HOPE VI projects have budgeted 19 percent or more of their implementation grant for these services, while 3 projects have budgeted less than 4 percent of their grants.

Activities completed or under way. In September 1996, HRF surveyed the HOPE VI projects to determine the extent and type of community and supportive services planned or provided and whether the plans for such services had been approved so that activities could begin. The survey reported that since January 1996, an overall increase had occurred in the delivery of community and supportive services, as well as an increase in the number and variety of the partners and existing community resources

¹³The VISTA program, administered by CNS, recruits volunteers to serve full time for 1 to 5 years in poverty and poverty-related projects.

¹⁴Comprehensive Approaches Address Multiple Needs but Are Challenging to Implement (GAO/RCED/HEHS-95-69, Feb. 8, 1995).

now being used to provide support for the residents. HRF also reported that nearly 76 percent of the plans for community and supportive services had been approved, 81 percent of the sites were delivering supportive services, and 73 percent of the sites were providing community services (some service activities had been on-going long before the HOPE VI project was proposed). (See app. III for a list of the community and supportive services planned for selected HOPE VI projects.)

In general, community and supportive services promote self-sufficiency through education, training, mentoring, and counseling. As the following examples show, PHAS can adopt varying approaches, depending on the services deemed best for their residents, to providing community and supportive services.

Cuyahoga Metropolitan Housing Authority (Cleveland). At its HOPE VI project located at the Outhwaite Homes/King Kennedy development, Cuyahoga provides community and supportive services through a “village concept” where services are centrally located. Cuyahoga budgeted \$8 million of its \$50 million HOPE VI award for this project’s community and supportive service activities. In a converted high-rise, senior-citizens building, Cuyahoga has opened a multistoried social services mall that features a variety of community and supportive services. Its supportive services include a Montessori school and day care facility, health care services, and family self-sufficiency programs, such as employment and vocational training. Also available are leadership and entrepreneurship training programs, transitional housing services for homeless men, and a drug rehabilitation residence for mothers in public housing. The community services include the Boys and Girls Club, which is staffed by both professionals and resident volunteers and offers a variety of services and activities for children, and a mentorship program offered through Cleveland State University.

Housing Authority of the City of Milwaukee. Milwaukee has budgeted \$3.8 million of its \$45 million award for the community and supportive services for its HOPE VI project at Hillside Terrace. Milwaukee has used its HOPE VI funds to reinforce and expand existing partnerships, such as a Boys and Girls Club. The supportive services include on-site health care and alcohol/drug prevention services, day care, and classes in child development, parenting, and nutrition. Some of the public housing residents are being trained for future jobs by rehabilitating vacant units and working in the construction trades. In the community services area,

Milwaukee has a micro-neighborhood mentoring program, a block watch program, and volunteer opportunities, including the Boys and Girls Club.

Community partnerships are critical to the effective delivery and continued viability of services. HOPE VI project officials told us that their partnerships with social service and nonprofit agencies are keys to effectively delivering services to their residents. The partners include local elected officials, colleges and universities, social service providers, nonprofit groups, and national groups such as CNS and the Child Welfare League of America. By partnering with the local social service agencies and nonprofit foundations, some HOPE VI projects are able to provide early expanded job readiness programs, educational programs, and family self-sufficiency programs, such as health clinics for the residents. The existing community partners provide services to supplement the HOPE VI efforts.

PHAs' HOPE VI Approaches Are Being Identified and Disseminated, but They May Take Time to Be Proven Successful

As part of the HOPE VI program, HUD is identifying the innovative or particularly promising approaches used by PHAs to implement the components of their HOPE VI projects. These approaches, if proven successful, could become models for use in other distressed housing redevelopment efforts across the entire public housing program. HUD and HRF are providing information to PHAs on potentially effective approaches through conferences, newsletters, and an electronic communication system. HUD officials caution, however, that such housing redevelopment methods may not be proven to be fully successful for 7 to 10 years.

Success of Identified Approaches May Take Time to Prove

Table 2 shows four examples of approaches that HUD, HRF, and other officials identified as being potentially successful and applicable to other PHAs' redevelopment efforts.

Table 2: Potentially Successful HOPE VI Redevelopment Approaches

Location of PHA	Description of approach ^a
Atlanta, GA (Housing Authority of the City of Atlanta)	Leverage HOPE VI grant with low-income housing tax credits and funds from private and other investors to demolish and construct over 1,000 units—twice what could have been accomplished with HOPE VI funds alone—of assisted and affordable housing.
Cleveland, OH (Cuyahoga Metropolitan Housing Authority)	Create a “social service mall” in a converted mid-rise building. Twenty different social service agencies offer services that range from graduate-equivalent diploma classes to AIDS counseling and day care.
Milwaukee (Housing Authority of the City of Milwaukee)	Create less dense and less isolated “micro-neighborhoods” by demolishing deteriorated housing and constructing streets that cross through the development. In addition, the housing authority created early and strong partnerships with the local social service agencies and nonprofit foundations to bring apprenticeship programs, job readiness programs, and a family health clinic to its residents.
Seattle, WA (Seattle Housing Authority)	Redevelop the community to end the separation of residents from the surrounding neighborhood and to involve a variety of cultures represented by the residents. Develop housing to match the appearance of the neighborhood and connect the development’s streets to community roads. Since nine major languages are spoken at the HOPE VI project, the PHA provides translations for meetings, training, and surveys to increase participation and serve the entire population.

^aHUD, CNS, and/or HRF identified these approaches.

Officials from HUD and other organizations associated with HOPE VI agree that proving that an approach is successful and determining the sustainability of its outcome could take years—as long as 7 to 10 years, according to HUD’s Deputy Assistant Secretary for Public Housing Investments, who oversees the HOPE VI program. Yet HUD’s Director of the Office of Urban Revitalization, CNS’ HOPE VI Director, and HRF’s HOPE VI Director stated that aspects of a redevelopment effort’s success may be

proved before this time passes. According to CNS' HOPE VI Director, the amount of time needed to demonstrate the success of an approach depends on the goal the PHA is trying to accomplish. He said, for example, that if a PHA's approach involves improving the lives of children, 7 to 10 years may be necessary to demonstrate the approach's impact on the children. Alternatively, if a PHA's goal is to develop neighborhood watches, this approach's success can be measured in a few months by counting the number of watches established.

HRF and HUD Provide Information on Approaches

HRF provides information to HOPE VI PHAS on potentially successful approaches by publishing a monthly newsletter, managing an electronic communication system, and giving the PHAS access to documents such as the contracts used by PHAS, the PHAS' HOPE VI plans, and HUD's guidance. HRF's monthly newsletter contains descriptions of the PHAS' approaches to implementing the HOPE VI program, contacts at the PHAS for more information, updates on the status of regulations and other issues affecting the HOPE VI program, and information on events such as conferences and training sessions. HRF's electronic communication system provides information and allows the PHAS to send messages to each other and discuss such issues as real estate development and finance, economic development, services, and general housing topics. HRF also maintains a collection of contracts used by HOPE VI PHAS, HUD documents and guidance, and profiles of PHAS and descriptions of their HOPE VI programs that can be accessed via the electronic system.

With conferences and samples of the documents that PHAS are currently using, HUD informs other PHAS of potentially successful HOPE VI redevelopment approaches. Since the program's inception, HUD has held nine conferences on implementing the HOPE VI program and operating newly revitalized housing developments. During these conferences, HOPE VI managers presented information on the approaches they have used at their developments. In addition, on request HUD provides PHAS with examples and documents detailing how other housing authorities have successfully implemented the components of the program.

HUD Is Conducting a Phased, Long-Term Evaluation of the HOPE VI Program

To assess the long-term effectiveness of the HOPE VI program, HUD has completed the initial phase of a multistage evaluation. HUD officials told us that short-term evaluations of HOPE VI projects may be premature because time is needed for the projects to achieve their intended outcomes on revitalized physical structures, PHAS' management

improvements, and the well-being of residents, including job training and family self-sufficiency.

HUD's Office of Policy Development and Research is conducting a three-phase, 10-year evaluation of the conditions at HOPE VI sites. The first phase, completed in August 1996, was a baseline study of 15 HOPE VI grantees. The second and third phases will be 5- and 10-year evaluations of the activities and outcomes of the HOPE VI projects at the 15 sites. The baseline study contained historical descriptions of the distressed housing and planned revitalization activities of the 15 HOPE VI grantees that were chosen on the basis of their location, development type, types of distress, and proposed approaches. The study documented that although most of 23 sampled developments (within the 15 PHAS) were rated as having "poor" or "very poor" physical conditions and overall maintenance, their vacancy rates were nevertheless very low. In addition, most of the 15 sampled PHAS planned to reduce the number of units in their HOPE VI project portfolio and create mixed-income communities.

According to HUD's Deputy Assistant Secretary for Public Housing Investments, it may take 7 to 10 years before revitalization efforts at a HOPE VI development could be determined as successful. He told us that short-term evaluations may be premature because the measurable outcomes have been limited in part because of several factors, including delays in PHAS' development of approvable plans. According to HUD, many PHAS revised their revitalization plans to take advantage of the expanded opportunities that became available as the HOPE VI program evolved.

As a demonstration program, HOPE VI offered new opportunities, both to the PHAS and their communities, and these opportunities have expanded since the program began. For example, in mid-1994, HUD began encouraging the PHAS to demolish rather than attempt to repair obsolete housing, leverage HOPE VI dollars with other funding sources such as low-income housing tax credits and state funds, and partner with the private sector to develop mixed-income housing and encourage neighborhood development. HUD also encouraged the PHAS to partner with organizations such as social service agencies and nonprofit corporations to provide services to the residents of HOPE VI communities. In 1995, the Congress suspended the one-for-one replacement rule for demolished units, thereby further expanding the PHAS' revitalization options by allowing the PHAS to remove housing units without replacing them. Reacting to these opportunities, many PHAS changed their plans and thus delayed the implementation of their HOPE VI projects to incorporate these

new opportunities into their plans. Meanwhile, some PHAS encountered delays while attempting to reach agreement with their residents or local communities on their revitalization plans. In fact, the HOPE VI program's guidelines urged the PHAS to involve residents and local communities in the planning process. Also, HOPE VI legislation prohibited the PHAS from receiving funds until CNS approved their community and social services plans.

HUD expects the implementation of HOPE VI projects to last an average of 4 to 5 years, but to date no project has reached this milestone. In addition to HUD's evaluation, some PHAS are evaluating their own HOPE VI programs. For instance, four of the five PHAS—Cuyahoga, Kansas City, Milwaukee, and Oakland—we spoke with already have contracted with local groups to conduct evaluations of their HOPE VI projects.

Agency Comments

We provided a draft of this report to HUD and the Housing Research Foundation (HRF) for their review and comment. We discussed the draft report with HUD's Deputy Assistant Secretary for Public Housing Investments, the Director of the Office of Urban Revitalization, and HRF's HOPE VI Project Director. HUD officials found the report to be a good, fair, and useful summary of the HOPE VI program. Other comments by HUD and HRF pertained primarily to the data that were cited in our report. HUD and HRF had conflicting data pertaining to the number of demolished units as of September 30, 1996, and the number of HOPE VI projects that had started demolition and construction in calendar year 1996. After discussions with both HUD and HRF, we agreed to use HRF's data for total demolished units and HUD's data for demolition and construction start dates. We incorporated these and other clarifying comments into the report, as appropriate.

Scope and Methodology

For information on the HOPE VI program and the expenditures and activities of the grants, we collected data from many sources. We reviewed HUD's program guidelines, project files for the grants, and status reports. We also reviewed the correspondence and the required quarterly reports from the participating PHAS. We interviewed officials from HUD, CNS, and HUD contractors, including HRF and the Urban Institute. Our work also benefitted from HRF's September 1996 survey of HOPE VI grantees to collect detailed information about the status and accomplishments of their projects. At our request, HRF incorporated a number of our suggestions and

questions into their survey, the results of which were released in November 1996.

We also contacted five HOPE VI projects that are at varying stages of implementation: (1) the Housing Authority of the City of Milwaukee, (2) the Cuyahoga Metropolitan Housing Authority, (3) the Kansas City Housing Authority, (4) the Oakland Housing Authority, and (5) the Chicago Housing Authority. We obtained information about the results and status of their HOPE VI projects to determine the details of their progress and the uniqueness of their implementation approach. We did not, however, verify the accuracy of this information as it was provided by HUD, its contractors, or the PHAS we contacted. We also did not evaluate the pace at which these PHAS are implementing their projects nor compare their results with each other. We conducted our work from July 1996 through December 1996 in accordance with generally accepted government auditing standards.

As arranged with your offices, unless you publicly announce its contents earlier, we plan no further distribution of this report until 14 days after the date of this letter. At that time, we will send copies of this report to appropriate Senate and House committees; the Secretary of HUD; and the Director, Office of Management and Budget. We will make copies available to others on request.

Please call me at (202) 512-7631 if you or your staff have any questions about the material in this report. Major contributors to this report are listed in appendix IV.

A handwritten signature in black ink, reading "Judy A. England-Joseph". The signature is fluid and cursive, with the first name "Judy" being the most prominent.

Judy A. England-Joseph
Director, Housing and Community
Development Issues

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Abbreviations

CNS	Corporation for National Service
GED	general equivalency diploma
HAKC	Housing Authority for Kansas City
HRF	Housing Research Foundation
HUD	Department of Housing and Urban Development
PHA	public housing authority
TA	technical assistance
VISTA	Volunteers in Service to America

Capital Improvements to Distressed Housing in HOPE VI Developments

Data as of September 30, 1996

PHA	HOPE VI project	Fiscal year	Award amount
Atlanta	Techwood/Clark Howell	1993	\$42,562,635 ^b
Baltimore	Lafayette Courts	1994	\$49,663,600
Baltimore	Lexington Terrace ^a	1995	\$22,702,000
Boston	Mission Main	1993	\$49,992,350
Boston	Orchard Park ^a	1995	\$30,000,000
Camden	McGuire Gardens	1994	\$42,177,229
Charlotte	Earle Village	1993	\$41,740,155 ^b
Chicago	Cabrini Homes Extension	1994	\$50,000,000
Cuyahoga/ Cleveland	Ouithwaite/King Kennedy	1993	\$50,000,000
Cuyahoga/ Cleveland	Carver Park ^a	1995	\$21,000,000
Columbus	Windsor Terrace	1994	\$42,053,408 ^b
Dallas	Lakewest	1994	\$26,600,000
Denver	Quigg Newton Homes	1994	\$26,489,288 ^b
Detroit	Jeffries Homes	1994	\$39,807,342
Detroit	Parkside Homes	1995	\$47,620,227
El Paso	Kennedy Brothers Memorial Apts.	1995	\$36,224,644 ^b
Houston	Allen Parkway Village	1993	\$36,602,761
Indianapolis	Concord Village/Eagle Creek	1995	\$29,999,010
Kansas City	Guinotte Manor	1993	\$47,579,800
Los Angeles	Pico Gardens/Aliso North & South	1993	\$50,000,000
Memphis	LeMoyne Gardens	1995	\$47,281,182
Milwaukee	Hillside Terrace	1993	\$45,689,446 ^b
Newark	Walsh Homes	1994	\$49,996,000
New Haven	Elm Haven	1993	\$45,331,593
New Orleans	Desire	1994	\$44,255,908
New York City	Beach 41st Street Houses	1995	\$47,700,952
Oakland	Lockwood/Coliseum/Lower Fruitvale	1994	\$26,510,020 ^b
Philadelphia	Richard Allen Homes	1993	\$50,000,000
Pittsburgh	Allequippa Terrace	1993	\$31,564,190
Pittsburgh	Manchester ^a	1995	\$7,500,000

Appendix I
Capital Improvements to Distressed
Housing in HOPE VI Developments

Units demol. ^c	Units demol. ^c	Units rehabbed ^c	Units rehabbed ^c	New units ^c	New units ^c	Total rehabbed & new units ^c	Total rehabbed & new units ^c
(Planned)	(Actual)	(Planned)	(Actual)	(Planned)	(Actual)	(Planned)	(Actual)
1,067	747	14	0	1,166	233	1,180	233
807	771	0	0	771	0	771	0
677	677	0	0	591	0	591	0
822	90	0	0	585	0	585	0
585	0	126	26	509	0	635	26
0	0	367	0	0	0	367	0
386	0	23	0	239	155	262	155
660	330	65	0	493	0	558	0
0	0	693	312	0	0	693	312
TBD ^d	0	TBD ^d	0	TBD ^d	0	TBD ^d	0
442	265	0	0	372	0	372	0
3,462	2,112	0	0	1,285	0	1,285	0
20	0	380	11	20	0	400	11
1,438	0	480	0	370	0	850	0
565	424	501	0	162	0	663	0
124	42	240	7	174	0	414	7
677	12	286	0	314	0	600	0
310	140	14	0	206	0	220	0
196	0	216	0	232	0	448	0
577	0	0	0	440	0	440	0
758	0	84	8	556	0	640	8
119	119	477	239	79	24	556	263
630	0	0	0	498	0	498	0
462	0	0	0	395	0	395	0
1,832	256	0	0	800	0	800	0
TBD ^d	0	TBD ^d	0	TBD ^d	0	TBD ^d	0
21	8	417	0	21	0	438	0
129	0	562	0	149	0	711	0
1,652	0	102	102	1,235	0	1,337	102
102	51	0	0	144	7	144	7

(continued)

Appendix I
Capital Improvements to Distressed
Housing in HOPE VI Developments

Data as of September 30, 1996

PHA	HOPE VI project	Fiscal year	Award amount
Puerto Rico	Crisantemos I/Manual A. Perez	1994	\$50,000,000
St. Louis	Darst-Webbe	1995	\$46,771,000
San Antonio	Spring View Apts.	1994	\$48,810,294
San Antonio	Mirasol Homes	1995	\$48,285,500
San Francisco	Bernal Dwellings/Yerba Buena Homes	1993	\$49,992,377
San Francisco	Hayes Valley ^a	1995	\$22,055,000
Seattle	Holly Park Apts.	1995	\$48,116,503 ^b
Springfield	John Hay Homes	1994	\$19,775,000
Washington, DC	Ellen Wilson Dwellings	1993	\$25,075,956 ^b

Appendix I
Capital Improvements to Distressed
Housing in HOPE VI Developments

Units demol. ^c	Units demol. ^c	Units rehabbed ^c	Units rehabbed ^c	New units ^c	New units ^c	Total rehabbed & new units ^c	Total rehabbed & new units ^c
(Planned)	(Actual)	(Planned)	(Actual)	(Planned)	(Actual)	(Planned)	(Actual)
264	224	360	0	120	0	480	0
758	0	0	0	525	0	525	0
421	97	0	0	545	0	545	0
500	0	0	0	596	0	596	0
484	0	0	0	353	0	353	0
e	e	e	e	e	e	e	e
893	0	0	0	1,200	0	1,200	0
599	39	TBD ^d	0	TBD ^d	0	TBD ^d	0
134	134	0	0	154	0	154	0

^aThese HOPE VI projects include leveraged financing.

^bThese HOPE VI projects received additional funding, known as amendment funds, subsequent to their original awards. The amendment funds are included in these figures.

^cData reported may also include units funded with funds other than HOPE VI.

^dTBD = To be determined by PHA.

^eDid not respond to HRF's survey.

Source: HUD and HRF's survey.

Summary of the HOPE VI Program's Technical Assistance Budget Activity

Fiscal year	Contractor	Technical assistance (TA) activity	Funds reserved	Funds disbursed as of 9/30/96
1994	Corporation for National Service (CNS)	Community service planning TA and plan approvals ^a	\$150,000	\$150,000
1994		Travel	126,000	126,000
1995	Corporation for National Service	Community service planning TA and plan approvals ^a	540,811	540,811
1995	Housing Research Foundation	Needs assessment and information sharing network	1,500,000	780,000
1995	Aspen Systems Corporation	Resident initiatives information dissemination	30,000	30,000
1995	Aspen Systems Corporation	Community building and Campus of Learners TA	984,492	148,078
1995		Travel	126,000	126,000
1996	Innovative Technologies	Satellite TV training	36,660	28,567
1996	Center for Community Change	For Houston Housing Authority, Resident Council TA	56,000	5,600
1996	Video Software Associates	Satellite training	7,428	7,428
1996	Aspen Systems Corporation	Community building and Campus of Learners TA	46,324	•
1996	Abt Associates	TA for Springfield Housing Authority	277,007	•
1996	Abt Associates	Economic Lift Program	300,000	•
1996		Travel	73,000	73,000
1996	SOZA International, Ltd	HOPE VI conference	100,000	•
Total			\$4,353,722	\$2,015,484

^aIn the fiscal year 1993 appropriations act, the Congress stipulated that CNS define community service programs and approve such plans for all HOPE VI projects.

Selected HOPE VI Projects' Community and Supportive Services

Housing authority	Community services	Supportive services
Cuyahoga Metropolitan Housing Authority (Cleveland)		
Cuyahoga's plan for community and supportive services, called Central Vision: Community Is Action, is intended to address unmet needs for human services, public safety, education, and environmental care.	Over the next 3 years, residents will have opportunities to earn stipends as full time VISTA community service volunteers.	Residents will be provided with business training to operate a food cooperative in the Carl B. Stokes Social Service Mall.
Cuyahoga provides its community and supportive services through a "village" where services are centrally located. The village center model will assist residents in obtaining their general equivalency diploma (GED), starting a business, or owning a home.	The Cleveland Conservation Corps will employ 56 young men and women in a "work-earn-learn" program for 6 months before they become apprentices in the Laborers International Union.	The Youth Enhancement Service will train residents to operate family day care homes to provide respite care for public housing parents.
Cuyahoga's community and supportive services are directly linked. For example, Cuyahoga asked all supportive service providers to hire resident volunteers.	Through a pilot project with the Department of Social Work at Cleveland State University, 12 undergraduate and graduate students will provide mentoring, tutoring, and case management services to residents.	More than 20 social service agencies and programs will be housed in the Carl B. Stokes Social Service Mall to provide a range of services and opportunities for residents.
	The Health Services Corps, in partnership with Case Western Reserve University, will provide opportunities for medical students to provide a variety of services to residents.	Through HUD's Supportive Housing Program, 40 homeless men will receive transitional housing services at the social service mall.
	To be reintegrated into the community, ex-offenders will act as escorts for seniors, disabled residents, and single women in the community.	Cleveland State University will link 160 residents electronically with local community and support service providers for a 1-year demonstration. On-line services may include job postings for youth and adults, information on family services and senior events, and games for the young.
	Intergenerational programs will link elementary aged youth in two schools with tutoring by 10 senior citizens working through the RSVP program.	Twenty youth will participate in Stock Market Clubs to learn about the economy and compete with other stock market investment clubs in the state. Youth will select their stocks and be evaluated on the stocks' returns on investment.
		Cuyahoga is developing a foster home and daycare homes at the developments for child care.

(continued)

Appendix III
Selected HOPE VI Projects' Community and
Supportive Services

Housing authority	Community services	Supportive services
Housing Authority of Kansas City, Missouri		
The Guinotte Manor development of the Housing Authority of Kansas City (HAKC) spans 25 acres of land and contains 412 row dwelling units of public housing. The development and the surrounding neighborhood are characterized by poor physical conditions, densely concentrated residences, lack of open space, insufficient street and security lighting, and isolation from commercial and retail services. High rates of crime and unemployment also characterize the area. The community is currently comprised of 45 percent African-American, 43 percent Asian, and 12 percent Hispanic residents. A 13-member task force consisting of community residents actively participates in the HOPE VI process and provides input on all proposed services to HAKC's court-appointed Receiver.	Residents will be trained as Senior Companions to assist frail, homebound seniors to maintain independent living. HAKC has partnered with the Kansas City Police Department to set up a public safety program aimed at increasing the level of community policing services to Guinotte and supporting residents' involvement in crime prevention. An AmeriCorps VISTA volunteer worked with the authority and the Guinotte Manor Tenants Association on outreach and educational activities, including providing information on welfare reform and other relevant issues. Residents received training to encourage the development of small businesses and to build expertise in the creation of business plans.	HAKC has partnered with the Kansas City Full Employment Council and the Missouri Department of Family Services to provide residents access to GED classes, job readiness, training, and placement services. A Family Self Sufficiency program is established to help residents identify and achieve self-sufficiency goals. A Family Development and Learning Center is under development; it will have conference and training rooms, a computer lab, child care facilities, a resource room, and other facilities. The Full Employment Council is providing construction training to young adult residents so that they can participate in the construction jobs generated by the HOPE VI project. The Francis Child Development Center trained residents to qualify them to be child care workers. A revolving loan fund is under development to provide start-up and expansion capital for neighborhood-based small businesses. The University of Kansas will provide reading literacy training for up to 45 Guinotte residents as part of an overall job readiness strategy. HAKC has partnered with the Child Welfare League of America to increase health services on site, explore the feasibility of establishing a primary health care facility, and increase resident access to entry level health care jobs.

(continued)

Appendix III
Selected HOPE VI Projects' Community and
Supportive Services

Housing authority	Community services	Supportive services
Housing Authority of the City of Milwaukee		
The HOPE VI site in Milwaukee is a 496-unit family development named Hillside Terrace that is located within the city's Community Development Block Grant area and Enterprise Community. The community's HOPE VI service plan is designed to promote self-sufficiency by linking opportunities for service to job training, permanent jobs, and educational awards. According to the Executive Director of the Milwaukee Housing Authority, Wisconsin's Welfare Reform Initiative is stricter than the recently passed federal welfare reform legislation. Milwaukee had to curtail some of its plans for community and supportive services. At least half of the residents are not available during the day due to required attendance at job training or jobs. Services are now offered primarily on the weekend or in the evening.	The Youth Scholarship Fund will create opportunities for community service and scholarships for youth between the ages of 14 and 21. The scholarships would be awarded annually to 10 to 15 Hillside Terrace residents who had completed 500 hours of community service. The fund will be administered by the Boys and Girls Club of Greater Milwaukee and compliments the Milwaukee Guarantee, which provides up to \$3,250 per year in college expenses for low-income high school graduates who graduate from high school with at least a 2.5 grade point average, demonstrate financial need, and are interested in attending a local college, university, or technical school. The Community Enrichment Program will create opportunities for adult residents to earn 1 or 2 months' rent by performing community service. Interested residents will sign a partnership agreement identifying the agencies at which they will perform service. Residents can earn (a) 1 month's rent by completing 240 hours of service and attending 6 resident council meetings and (b) 2 month's rent by completing 400 hours of service and attending all resident council meetings. The program is intended to build the capacity of the Hillside Resident Council, develop future leaders, and broaden residents' representation in decision-making. Under the Micro-Neighborhood Program, new residents moving into the development will be mentored by families currently living in the area. Mentors, who also serve as neighborhood leaders, will receive stipends for their services.	On-site health care services are provided by the Black Health Coalition. The on-site Boys and Girls Club includes a full-size gym, game room, and computer center and offers recreation, education, employment, and social service programs. Child care and Head Start are provided on-site. The University of Wisconsin extension offers classes on-site in child development, nutrition and parenting. Milwaukee Area Technical College provided GED classes. Students from two nursing schools offer on-site health screening, home visits, and health classes. The Housing Authority Board approved a contract with the University of Wisconsin-Extension to coordinate an educational enrichment center for the residents of Hillside Terrace. The Hillside Educational Enrichment Center is a year-round site for enrichment classes where the entire family can develop life-long learning skills. This center includes computers for residents' use and classrooms where staff will coordinate job readiness and world-of-work classes. There will also be a small community-based reference library on personal enrichment and employment topics.

(continued)

Appendix III
Selected HOPE VI Projects' Community and
Supportive Services

Housing authority	Community services	Supportive services
Oakland Housing Authority		
The Oakland Housing Authority has targeted two locations, East Oakland and Lower Fruitvale, for revitalization. The authority has broad-based community support, including the support of the Mayor's office as well as numerous local and community-based organizations.	La Clinica de la Raza is implementing an "It Starts Now" program, which is designed to offer the youth of the Fruitvale area the opportunity to become directly involved in the renovation of their neighborhoods. The Fruitvale Community Collaborative is conducting community organizing in the Fruitvale area. The Spanish Speaking Unity Council is facilitating conflict resolution workshops for residents and nonresidents. The Bay Area Urban League has hired one resident to assist with community organizing in Coliseum Gardens. The League is conducting door-to-door outreach in the community and assisting the residents in identifying projects for the utilization of resident-designated funds.	A community center is under construction in Lockwood Gardens to house a wide range of support services for residents. The authority is also forming a Youth Advisory Board to encourage youth to become involved in the various programs offered through HOPE VI. Several partners currently provide small business development training, technical assistance, job and entrepreneurship training, and health services. They include the following: East Bay Conservation Corps for basic literary and numeracy services, GED preparation, and pre-vocational skills training. East Bay Small Business Development Center for providing technical assistance and training in self-employment and small business development. Spanish Speaking Unity Council for providing self-employment and business development assistance in the Fruitvale area. Asian Community Mental Health Services for providing outreach, education and citizenship classes, translation services, and assistance with employment opportunities. Boys and Girls Club for recreational activities, academic services, and antidrug education.

(continued)

Appendix III
Selected HOPE VI Projects' Community and
Supportive Services

Housing authority	Community services	Supportive services
Chicago Housing Authority		
Chicago's HOPE VI plan relies on citywide collaboration to revitalize the community. The plan focuses on families, not just individuals. The mayor's office has brought schools, parks, the Chicago Housing Authority, the Department of Housing, and planners together to develop a comprehensive plan to leverage other resources and integrate public housing residents into the community.	Cabrini Alive: Resident volunteers will renovate vacant units in one building and determine what social services would be most appropriate for them. This program, which the authority hopes to expand to other buildings affected by HOPE VI, is designed to help residents adjust and prepare for all the redevelopment activities that are occurring as a result of HOPE VI. Project Peace: This is a peer mentoring program that will train students in violence prevention and conflict resolution through peer mediation. Cabrini Green Youth Corps: A local service provider has been contracted to work with the youth and help them identify their social needs and get involved in serving their community. Tenant Patrol: This project helps to train and engage residents in anticrime strategies. The project's goals include the development of a tenant patrol in each building.	Substance abuse prevention is part of all HOPE VI program orientations and is included as part of the Family Assessments process. The Chicago Works program is the primary placement program for residents in both construction and nonconstruction job areas, with emphasis on skill assessment and job linkages with area industrial businesses. Job opportunities in child care will be provided. Subsidized child care services will be available for those residents enrolled in training and job development/placement programs. Alternative education is provided to "at-risk" youth and "potential drop-outs." Each youth will be matched with a "career mentor." The authority will provide small grants to help groups of residents implement small-scale activities that would improve their quality of life. Also, an entrepreneurship revolving loan fund will be made available to residents.

Major Contributors to This Report

Resources,
Community, and
Economic
Development Division

Larry Dyckman, Associate Director
Eric A. Marts, Assistant Director
Martha Chow, Evaluator-in-Charge
Gwenetta Blackwell, Chicago/Detroit Field Office
Angela Crump-Volcy
Stephen Jones
William Sparling

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