

# METROPOLITAN PLANNING COUNCIL



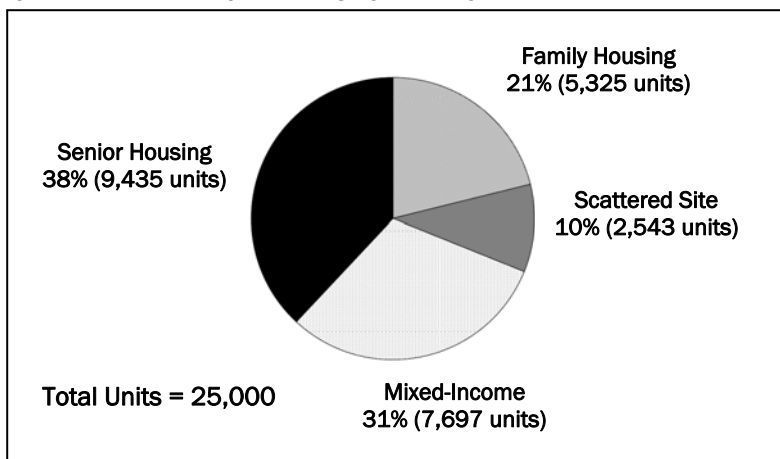
More than eight years into the city's historic Plan for Transformation, significant progress has been made in changing the shape of Chicago's public housing, particularly by integrating it into the broader community, reviving neighborhoods, and rebuilding residents' lives. In 2006, the Chicago Housing Authority (CHA) negotiated with the U.S. Department of Housing and Urban Development to extend the Plan's timeframe by five years, to 2015. The Plan's goals are threefold: rehabilitating existing buildings and developing new ones, moving residents to self-sufficiency, and reforming CHA administration.

At the onset of the Plan, the CHA committed to redevelop 25,000 housing options—the number of leaseholders as of October 1999—in more viable communities.<sup>1</sup> (See Chart 1.) Each of those 25,000 households, should they remain lease-compliant and continue to desire public housing, can return to one of the rehabilitated or newly constructed homes, unless the resident decides to live in the private market by using the Housing Choice Voucher to assist with housing costs. At the end of 2007, more than 16,000 apartments had been newly constructed or renovated toward the 25,000 goal; by the end of 2008, CHA anticipates 68.8 percent (over 17,000) more will be ready for occupancy.<sup>2</sup> These numbers do not reflect the affordable and market-rate homes that have come on line as a result of this activity.<sup>3</sup> **As new CHA CEO Lewis Jordan reminds people, "We've made tremendous progress to date, and learned a lot along the way, but we still have much work ahead if the Plan's goals are to be achieved. Both local and national realities are different today than at the start of this work, and we must be responsive to both the new challenges and the new opportunities as we move forward."**

This February 2008 Update will focus on the progress, challenges and opportunities in the family developments created or affected by the Plan for Transformation, particularly:

1. renovated family properties and scattered sites comprised of CHA residents; and
2. new mixed-income communities comprised of CHA residents, as well as affordable and market-rate renters and homeowners.

CHART 1: PLAN FOR TRANSFORMATION



Source: CHA, FY2008 Moving to Work Annual Plan

## RENOVATED FAMILY PROPERTIES AND SCATTERED SITES

The Plan for Transformation goes beyond the intentional mixing of new housing—creating mixed-income communities. It includes the challenging task of revitalizing the existing CHA housing stock. While much attention has focused on the new mixed-income sites, CHA has renovated a substantial number of housing opportunities in both scattered-site and family properties, where more than 14,000 residents live.<sup>4</sup> CHA completed the rehabilitation of 2,543 scattered-site apartments, single-family homes and/or row houses by the end of 2006, fulfilling its commitment in the Plan.<sup>5</sup> (See Table 2 on page 2.) There was little redevelopment of family properties prior to 2004. However CHA has since completed a number of sites, and rehabilitation is currently underway at Altgeld Gardens, Phillip Murray, Bridgeport, Lowden, Trumbull, Dearborn, Washington Park and Wentworth Gardens homes.<sup>6</sup> (See Table 1 on page 2.)

Beginning this year, CHA will expand the work requirement beyond the mixed-income developments to include residents living in renovated family properties and scattered sites. Effective 2008, all residents who are neither senior nor disabled must be working 15 hours a week or be involved in job training, educational or volunteer commitments that prepare them for work.<sup>7</sup> Raising expectations and goals in these rehabbed buildings has surfaced new challenges for both residents and the CHA. Are the service and community building strategies underway at the mixed-income sites replicable in the rehabs as well, or are different strategies for providing supportive services necessary in these properties, where residents face numerous obstacles to achieving stable employment and becoming self-sufficient? A number of family properties (Altgeld, Dearborn, Harold Ickes, and Trumbull) have average household incomes below the CHA average of \$12,671.<sup>8</sup> Moreover, residents living in scattered sites have required different outreach and engagement efforts, as site-based resources are not as feasible.

In partnership with the Chicago Dept. of Human Services (CDHS), CHA continues to expand upon and refine the Service Connector model, which assists residents not only during relocation, but also post-occupancy, offering other necessary supports for a range of service needs. In 2008, these partners are replacing the existing Service Connector program with *FamilyWorks*, a program aimed at helping residents make final housing choices and addressing workforce development needs.<sup>9</sup> Approximately 9,000 CHA families, including those living in or moving into rehabilitated family properties, scattered sites, mixed-income developments, or using HCVs, will be served by agencies receiving contracts from CDHS.<sup>10</sup>

Moving forward, the success of the Plan is largely connected to its impact on the youngest generation of CHA residents. While current service strategies focus on job readiness and self-sufficiency for adults, more than 11,000 of CHA residents are age 20 and younger.<sup>11</sup> Beyond *FamilyWorks* and other workforce development and support service strategies—which have well-defined objectives, outcomes and tracking indicators—MPC urges stakeholders to expand investments in programs and education for youth, in order to truly increase their opportunities as adults and break the cycle of poverty.

While the Chicago Park District and Dept. of Children and Youth Services are among those coordinating with CHA to provide back-to-school events, after school programs, summer employment, holiday initiatives and other opportunities, additional attention would be valuable. This is especially true in the properties which have yet to be rehabbed or redeveloped, where many of the concerns that existed prior to the Plan—such as crime and gang activity—are still outstanding.

For the most part, the issues in the renovated family properties and scattered sites are comparable to the lessons learned and challenges faced in the mixed-income communities. Creating the service and community networks necessary to achieve the goal of moving residents to self-sufficiency is a worthy collaborative effort that will take longer than the remaining seven years of the Plan. Existing funding for these critical efforts, in both the rehabs and the mixed-income sites, is not provided through long-term, dependable commitments. Ultimately, the solution to these challenges lies beyond the CHA—and not only ensures on-site staff the community building resources they need, but also warrants the capacity building and commitment of public and private service agencies throughout the city. Given the expansion of work requirements and the historic and complex barriers faced by many CHA residents, a range of options—including public-private funding mechanisms—must be explored to ensure long-term, sustainable services and community stability.

As revitalization plans are finalized for all CHA communities and residents make permanent housing choices, continued resident engagement is critical. While the old models of public housing tenant leadership will need to change, the new communities created through the Plan for Transformation offer new needs and opportunities for resident leadership in civic life. Tenant, condo, and neighborhood associations are all looking for ways to stay engaged and coordinated in the future of their communities, and mechanisms supporting such efforts require attention and support. **As Linda Kaiser, CHA managing director**

**TABLE 1: FAMILY HOUSING REHABILITATION**

Development Name	Existing Units (10/1/99)	Occupied Units (10/1/99)	Development Activity (1999-2007)	Development Projections (2008-2015)		Overall Goal by 2015
			Actual Units Delivered through 2007	2008	2009-2015	
Altgeld Gardens and Phillip Murray Homes	1,998	1,713	701	132	1,165	1,998
Bridgeport Homes	155	136	92	19	0	111
Dearborn Homes	800	603	78	124	458	660
Frances Cabrini Rowhouses	586	466	0	100	486	586
Harold Ickes Homes	1,006	823	0	0	312	312
Lake Parc Place	300	235	300	0	0	300
Lawndale Gardens	128	120	62	61	0	123
Lowden Homes	128	115	127	0	0	127
Trumbull Park Homes	486	382	434	0	0	434
Washington Park Low Rises	488	226	153	66	111	330
Wentworth Gardens	422	386	344	0	0	344
<b>Total</b>	<b>6,497</b>	<b>5,205</b>	<b>2,291</b>	<b>502</b>	<b>2,532</b>	<b>5,325</b>

Source: CHA, FY2008 Moving to Work Annual Plan

**TABLE 2: SCATTERED SITE REHABILITATION**

Development Name	Existing Units (10/1/99)	Occupied Units (10/1/99)	Actual Units Delivered through 2006	Overall Goal by 2015
North Central, Northeast, Southeast, Southwest and West	2,922	2,400	2,525	2,525
Cabrini-Lincoln	18	18	18	18
<b>Total</b>	<b>2,940</b>	<b>2,418</b>	<b>2,543</b>	<b>2,543</b>

Source: CHA, FY2008 Moving to Work Annual Plan

of resident services, points out, “To build stronger neighborhoods both within and surrounding CHA properties, we can’t have artificial separations.” MPC encourages continued attention to and investment in this issue from residents and developers, community organizations and foundations, and the CHA.

**TABLE 3: MIXED-INCOME COMMUNITIES REDEVELOPMENT**

Original CHA Site	New Mixed-Income Community	Homes for Public Housing Residents					Affordable Homes	Market Rate Homes	Total Homes in Mixed-Income Communities
		Existing Units 10/1/99	Occupied Units 10/1/99	Development Activity (1999-2007)	Development Projections (2008-2015)				
				Units Delivered through 2007	2008	Overall Goal by 2015	Overall Goals by 2015		
ABLA	Roosevelt Square	3,235	1,079	454	120	1,467	720	970	3,157
Frances Cabrini Extension North	Northtown Village, Renaissance North, Mohawk, others	926	152	298	99	700	369	2,323	3,392
Frances Cabrini Extension South	TBD	597	474	0	0	200	200	200	600
W. Green Homes/1230 N. Burling	TBD	1,102	656	0	0	300	300	300	900
Henry Horner	Westhaven Village, Westhaven Park	1,743	682	686	58	824	129	350	1,303
Lakefront Replacement	Lake Park Crescent, Jazz on the Boulevard	0	0	216	13	441	163	403	1,007
Lathrop Homes	TBD	925	747	0	0	400	400	400	1,200
Lawndale Complex	TBD	187	1	0	0	100	100	100	300
LeClaire Courts Extension	TBD	300	270	0	0	300	300	300	900
Rockwell Gardens	West End	1,136	439	77	0	264	263	324	851
Stateway Gardens	Park Boulevard, Pershing Courts	1,644	689	51	60	439	421	456	1,316
Robert Taylor	The Quincy, Legends South	3,784	1,559	193	20	851	831	868	2,550
Madden/Wells/Darrow	Oakwood Shores <sup>12</sup>	2,891	1,426	126	26	1,000	680	1,320	3,000
Washington Park Homes	St. Edmund's Meadows, Keystone Place, others	679	342	52	0	192	183	146	521
Hilliard Towers	Hilliard Homes <sup>13</sup>	710	307	305	0	305	349	0	654
N/A	Fountainview	0	0	14	0	14	26	5	45
<b>Total</b>		<b>19,859</b>	<b>8,823</b>	<b>2,472</b>	<b>396</b>	<b>7,797</b>	<b>5,434</b>	<b>8,465</b>	<b>21,696</b>

Source: CHA, FY2008 Moving to Work Annual Plan

### NEW MIXED-INCOME COMMUNITIES

The Plan’s progress building the new mixed-income communities has been the most visible.<sup>14</sup> The developers of these new communities have secured complex layers of financing, and created 5,000 homes (2,472 for CHA residents) as of December 2007.<sup>15,16</sup> (See Table 3.) Thanks in great part to the selection of top-notch development teams, the mixed-income sites—comprised primarily of 10 CHA sites across the city, with plans for additional sites—have already reshaped the public image of

CHA communities with beautifully designed and constructed properties. An increase in public and private sector investments in infrastructure and neighborhood amenities is also transforming the broader communities where these sites are located.

Despite the success, however, the “mix” of units within these developments continues to be a challenge. As highlighted by MPC’s November 2005 Update, the affordable for-sale housing component that could provide needed housing options for more moderate-income working families, above and beyond the public housing and market-rate options, has proved very costly to build, as public subsidies are not as readily available to bridge that gap.<sup>17</sup> Moreover, the market-rate development currently subsidizing much of the Plan’s affordable housing will likely be affected by the declining housing market. **Another challenge, as described by Linda Kaiser, is “due primarily to protocols developed to ensure that former CHA residents have choices and access. Now we’re experiencing unanticipated obstacles to filling the public housing homes in a timely manner, and this we have to change.”** Still, management and resident services staff, along with residents of the mixed-income sites, continue to demonstrate a true commitment to community building among residents and reconnecting these developments to their broader neighborhoods. City policymakers and civic leaders must likewise embrace and support this commitment.

## BROADER PERSPECTIVE

Data recently released by the Preservation Compact puts this all in perspective: “As of 2005, there were approximately 2 million housing units in Cook County, and 835,000 of these were rentals. Of these, only 353,000 are considered ‘affordable’—renting for less than \$750 per month. Moreover, the stock of affordable rental units is projected to fall by an additional 38,000 units by 2020 while demand for such units will increase by 34,000.”<sup>18</sup> Technically, all of these families are eligible for public housing, though, of course, waiting lists are already full and options are incredibly limited. **As President of the Illinois Housing Council (the industry group of rental housing developers and investors) Ben Applegate stresses, “Every housing option created through the Plan or elsewhere is valuable to the entire city and region.”**

With the extended timeframe, Chicago is now more than half way through the Plan, and less than one third of the remaining public housing needs to be rebuilt (7,790 of the 25,000 home goal).<sup>19</sup> With a drastically different housing market than at the onset of the Plan, this will clearly be a challenge—especially given that the outstanding demands are largely within mixed-income developments where strong market activity is critical. By 2015, the goal is to complete 2,532 homes in renovated family developments and 4,829 public housing options within mixed-income sites.<sup>20</sup> Service delivery, community stability, and safety warrant further attention in all the family properties and scattered sites, and stakeholders need to redouble their investment and support for the future of the Plan by intensively investing in the youth.

The achievements made during the first eight years of the Plan are profound. With the energy of new public-private partnerships, there are many exciting activities underway in the mixed-income communities to integrate these sites into the larger neighborhoods and improve surrounding amenities. Hopefully, the rehabs will benefit from the ripple effects, and all 25,000 homes recreated during the Plan will indeed be part of viable, vibrant communities.

*For a more comprehensive analysis of CHA’s historic Plan for Transformation, visit MPC’s Web site at [www.metroplanning.org](http://www.metroplanning.org). MPC Fact Sheets, Updates, and other research papers examining various components of the Plan are available.*

*This Update was prepared by members of the Metropolitan Planning Council’s Community Development Team; Robin Snyderman, vice president of community development; and Laura Broussard, housing associate.*

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## Endnotes

- <sup>1</sup> Mixed-income unit count in Chart 1 excludes 100 CHA for-sale homes planned at Oakwood Shores. See Table 3.
- <sup>2</sup> FY2008 CHA Moving to Work Annual Plan. Available at [www.thecha.org](http://www.thecha.org); CHA estimates that 17,210 housing units will be completed through 2008. This includes 2,868 CHA units in mixed-income sites; 2,543 in scattered sites; 2,793 units in rehabbed family properties; and 9,006 senior housing units.
- <sup>3</sup> Affordable homes includes rental apartments priced for families/individuals making up to 60% of Area Median Income, as well as for-sale homes priced for families/individuals making up to 120% of AMI. Income requirements may vary from site to site and depend on the type of unit.
- <sup>4</sup> FY2008 CHA Moving to Work Annual Plan; Estimate of 14,000 based on available occupancy data for developments listed in Tables 1 and 2 as of Sept. 2007.
- <sup>5</sup> Scattered sites, typically rowhouses or three-flats, are dispersed throughout the city in 5 regions: North Central, Northeast, Southeast, Southwest, and West.
- <sup>6</sup> CHA Moving to Work Annual Reports and Plans (2004-2008). Available at [www.thecha.org](http://www.thecha.org).
- <sup>7</sup> For more information, read “Supporting residents through workforce development and employment opportunities,” available on MPC’s Web site at [www.metroplanning.org](http://www.metroplanning.org).
- <sup>8</sup> FY2008 CHA Moving to Work Annual Plan. CHA average income as of Sept. 2007 for family properties includes mixed-income, renovated family, and scattered-site units.
- <sup>9</sup> Chicago Dept. of Human Services (CDHS) Request for Proposals (RFP) for FamilyWorks, 2008.
- <sup>10</sup> See endnote 9.
- <sup>11</sup> FY2008 CHA Moving to Work Annual Plan. Based on occupancy data as of Sept. 2007. Family housing demographics include mixed-income, renovated family, and scattered-site units.
- <sup>12</sup> Of the 1,000 CHA homes planned for Oakwood Shores, 900 will be rental and 100 will be for-sale.
- <sup>13</sup> Of the 305 CHA rental homes at Hilliard, 117 are family homes and 188 are senior homes. There are also 349 non-CHA affordable rental homes at Hilliard.
- <sup>14</sup> For a list of MPC CHA Plan for Transformation Updates, visit [www.metroplanning.org](http://www.metroplanning.org).
- <sup>15</sup> Based on developer interviews, over 5,000 homes are available in mixed-income sites, including the 2,472 CHA homes reported by CHA in the FY2008 MTW Annual Plan. (See Table 3.) The remaining homes in these sites are affordable and market-rate. Table 3 shows projections for affordable and market-rate homes throughout the Plan, not the number of currently available homes.
- <sup>16</sup> According to CHA’s FY2008 Moving to Work Annual Plan, mixed-income redevelopment is planned for William Green Homes/120 N. Burling, Francis Cabrini Extension South, Lathrop Homes, Lawndale Complex, and LeClaire Courts.
- <sup>17</sup> For more detail, see MPC’s November 2005 CHA Plan for Transformation Update. Available at [www.metroplanning.org](http://www.metroplanning.org).
- <sup>18</sup> *The State of Rental Housing in Cook County*, prepared for the Preservation Compact, 2007. Available at [www.chicago.uli.org](http://www.chicago.uli.org).
- <sup>19</sup> Based on the estimate of 17,210 CHA homes by the end of 2008, 7,790 units need to be delivered by 2015, the final year of the Plan, to achieve the 25,000 goal. This does not include 100 for-sale CHA units at Oakwood Shores. See endnotes 1 and 12.
- <sup>20</sup> The overall goal for renovated family properties is 5,325 units. Including estimates through 2008, CHA will have completed 2,793 units, with 2,532 remaining in family properties. The overall goal for CHA units at mixed-income sites is 7,697. Including estimates through 2008, CHA will have completed 2,868 units, with 4,829 units remaining. This does not include 100 CHA for-sale homes at Oakwood Shores. See endnotes 1 and 12.