



# A Review of EastPoint Neighborhood Investment Initiatives

Prepared by:   
NALCAB





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Prepared for the City of San Antonio Office of EastPoint





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# EastPoint Steering Committee Members

The following is a listing of the EastPoint Steering Committee members, appointed by Mayor Ivy Taylor to guide the EastPoint sustainability planning process. This Committee will guide both phases of the process, including Phase I- Review of six Key EastPoint initiatives, and Phase II- Development of a Sustainability Plan.

- Floyd Wilson, Chair – Market President, Frost Bank
- Alan E. Warrick II – District 2 City Councilman, San Antonio City Council
- Dennis Noll – CEO, San Antonio Area Foundation
- Mary Ellen Burns – Senior Vice President, United Way of San Antonio & Bexar County
- Tony Leverett – Director, United Way of San Antonio & Bexar County
- Brian Dillard – President, Dignowity Hill Neighborhood Association
- Jackie Gorman – Executive Director, San Antonio for Growth on the Eastside
- Dr. Adena W. Loston – President, St. Phillip’s College
- Andrew Solano – Policy Advisor and Liaison to Council, Office of Mayor Ivy R. Taylor
- Dr. Stanton Lawrence – Assistant Superintendent, San Antonio Independent School District
- Lori Houston – Assistant City Manager, City of San Antonio
- Molly Cox – President & CEO, SA2020
- Jeffrey C. Arndt – President & CEO, VIA Metropolitan Transit
- Steven Hussain – Vice President of Workforce Development, Goodwill Industries
- Dr. Lloyd Potter – Demographer, University of Texas at San Antonio
- Ken Lowe – Homebuilder, Ken Lowe Partners
- Alicia Walters – Director, Urban Strategies
- Richard Milk – Director of Policy and Planning, San Antonio Housing Authority
- Beverly Watts Davis – Project Director, San Antonio Housing Authority
- Dr. Christine Drennon – Associate Professor and Chair of Urban Studies Department, Trinity University
- Sha-Rone V. Caffie-Reyes – Director Brooks City Base Regional Center
- Dwayne Robinson – Constituent Services, Office of Bexar County, Judge Nelson W. Wolff

## Staff:

- Dr. Mike Etienne – Director, Office of EastPoint, City of San Antonio
- Jaime Lalley Damron – Program Manager, Office of EastPoint, City of San Antonio

# Executive Summary

San Antonio's Eastside neighborhoods reflect an enormously rich cultural heritage and historic record. For generations, the residents of the Eastside have been predominantly working class and poor, people of color. The community has a proud legacy as the heart of San Antonio's first and largest African-American community. Over time, the demographics of the Eastside have evolved and it is now a diverse, majority-Hispanic community that remains home to a sizable African-American population and numerous African-American led community, religious and cultural institutions.

Often, the story of the Eastside has been told with nostalgia for its heritage and history and regret for the subsequent economic decline and disinvestment. Indeed, the area has seen pockets of crime and blight that are among the worst in San Antonio, which have certainly been both a contributing factor to, and a result of, economic disinvestment.

Public narratives about neighborhoods are powerful. They can attract or hinder investment, shape public policy for better or worse, and they can even impact how the people who live and work in that neighborhood think about themselves. The narrative of the Eastside's decline from a grander past is one that has been frequently told, but there has also been a competing vision of the Eastside that looks toward a dynamic future. This forward-looking vision is not new - it can be seen in the work of many community members, faith-based and nonprofit organizations, government institutions and private businesses over many decades - but in 2010 it took shape in an unprecedented way.

Following the Eastside Reinvestment Summits, in September 2010 the United Way of San Antonio and Bexar County was awarded a \$312,000 Promise Neighborhood Planning Grant by the U.S. Department of Education. As outlined in the Eastside Reinvestment Report, this was the first in a series of federal investments to support the comprehensive revitalization of Eastside neighborhoods. The federal investment timeline is on the following page.

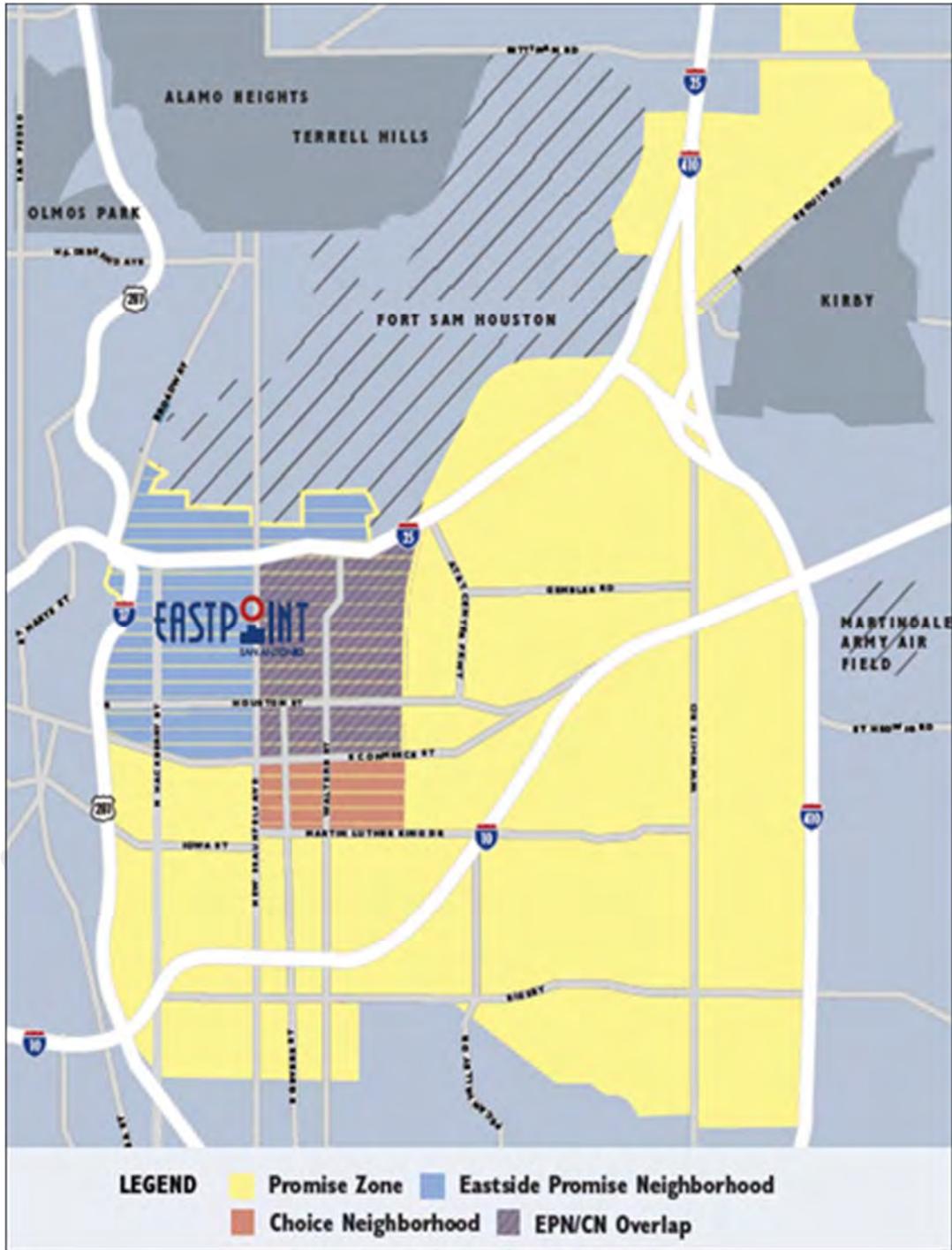
## Eastside Federal Investment Timeline

<b>Timeline</b>	<b>Grant</b>	<b>Grantee</b>	<b>Amount</b>
September 2010	US Department of Education - Promise Neighborhood Planning Grant	United Way of San Antonio and Bexar County	\$312,000
March 2011	US Department of Housing and Urban Development – Choice Neighborhood Planning Grant	San Antonio Housing Authority	\$250,000
December 2011	US Department of Education - Promise Neighborhood Implementation Grant	United Way of San Antonio and Bexar County	\$23,700,000
December 2012	US Department of Housing and Urban Development – Choice Neighborhood Implementation Grant	San Antonio Housing Authority	\$29,800,000
October 2012	US Department of Justice – Byrne Criminal Justice Innovation Grant	San Antonio Housing Authority	\$600,000
November 2012	US Department of Education - Byrne Public Safety Enhancement Grant	United Way of San Antonio and Bexar County	\$320,000
2014	Promise Zone Designation- Does not come with federal funding, but eligible applicants receive preference on various federal funding streams to implement Promise Zone goals	Various Grantees	\$17,480,000*
<b>TOTAL FEDERAL INVESTMENT</b>			<b>\$72,462,000</b>

*\*The total investment amount shown for the Promise Zone designation includes the \$2,500,000 federal investment made in Fall 2014 to the San Antonio Independent School District by the U.S. Department of Education for the Wheatley Full-Service Community School.*

The initiative that has come to be known as the EastPoint Neighborhood Investment Initiative (EastPoint) is the largest coordinated community revitalization project in the history of San Antonio. EastPoint is a four square mile area inside the Promise Zone that consists of the combined footprints of the Promise and Choice Neighborhood initiatives. A map of the EastPoint footprint can be found on the following page.

# EastPoint Footprint



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To sustain these initiatives, the City of San Antonio retained NALCAB to undertake a review of the key concurrent initiatives that have been part of EastPoint to determine what worked, what has not worked, and why for to facilitate the development of a Sustainability Plan for the EastPoint Neighborhood revitalization efforts. NALCAB – National Association for Latino Community Asset Builders is a national nonprofit organization that provides capacity building services, research and investments to nonprofit organizations and government agencies that seek to build assets and advance economic mobility in low- and moderate-income communities. The key concurrent initiatives reviewed by NALCAB were defined by the Office of EastPoint and the EastPoint Steering Committee as follows:

- Eastside Promise Neighborhood Implementation Grant
- Choice Neighborhood Implementation Grant
- Byrne Public Safety Enhancement Grant and Byrne Criminal Justice Innovation Grant
- Wheatley Full-Service Community School Grant
- Eastside Promise Zone
- Collective Impact and Governance Structure

This significant community development effort is not complete. Several of the initiative grant programs have already ended, and other initiatives will sunset in the coming months and years. In 2016, the City of San Antonio and many of the partners in EastPoint placed a significant focus on asking the question, “What comes next?” including by establishing a Sustainability Steering Committee with broad representation and commissioning this report to help inform that process. NALCAB was engaged to examine all of the initiatives together and to identify evidence of success, challenges and, perhaps most importantly, which efforts may merit ongoing investment. This is the first comprehensive review of all the EastPoint initiatives since 2010.

There are numerous reports generated as part of the individual initiatives and, in the case of the two largest grants (the U.S. Department of Education-funded Promise Neighborhood Implementation Grant and the U.S. Department of Housing and Urban Development-funded Choice Neighborhood Implementation Grant), there have been independent evaluations by Trinity University. NALCAB has not sought to re-examine or validate the existing reports and evaluations, but rather we have used them as sources on which to base our cross-initiative review, and they have been cited extensively herein. Unlike a longitudinal evaluation effort, which seeks to evaluate specific data over the course of time, NALCAB has undertaken a higher-level analysis intended to inform the public, policy makers and potential funders and investors. Ultimately, we hope to inform and shape the public narrative about the EastPoint initiatives based on the evidence we have found.

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The report itself addresses a consistent framework of questions organized by each initiative, but in this executive summary we seek to address the basic questions that a policy maker, a reporter or a citizen of San Antonio might have, which are ultimately impacted by all of these initiatives in combination. Before addressing these questions, it is important to reflect on a few matters to contextualize the discussion.

- EastPoint is an ambitious undertaking. The scope and scale of the challenges faced by these neighborhoods should not be underestimated. Crime, and particularly violent crime, throughout the first decade of the 2000s was disturbingly high. Incomes in the community were low. For example, the average household income in Choice Neighborhood footprint in 2013 was below \$18,000 per annum. The SAISD schools in the EastPoint were performing poorly and at least one was slated for closure. Sixty-nine percent of students in SAISD schools in the EastPoint footprint were entering kindergarten without kinder-ready skills. The City of San Antonio, the San Antonio Housing Authority, the United Way of San Antonio and Bexar County and the many other partners have confronted, head-on, some of the most difficult concentrations of poverty in the county. It is worth recognizing that not only is this a difficult and long-term undertaking, but in many parts of the country, neighborhoods with similar challenges are largely ignored or merely contained, ultimately at a high cost to the city and the people of those communities.
- It is also important to understand that measuring success for some aspects of this effort are relatively straight forward and, for other aspects, very difficult. To develop this report, NALCAB utilized secondary data made available by each respective lead agency, including third party evaluations, peer-reviewed reports, reports to federal agencies and internal tracking data. There is, necessarily, significant diversity among the methodologies used to collect and present these data from agency to agency and program to program. While this made it challenging to conclusively identify causation for given outcomes and impacts, NALCAB is confident that the overall volume and integrity of data available allows for useful analysis on which to base the conclusions presented in this review. This report also raises some questions about how to measure outcomes and impacts in this complex environment and identifies some matters that deserve further in-depth study.
- Finally, it is important to recognize that this enormous effort to revitalize a neighborhood and strengthen a community is not complete. It will be the work of decades, not months or years, to fundamentally change the opportunities available to the residents of the Eastside. A finish line is not a particularly useful way to understand a major neighborhood revitalization effort. Perhaps it is better to envision a perpetual relay race in which the baton must be passed among partners, each having to clear periodic hurdles.

The following are some of the most important questions we can ask about the overall impact of the EastPoint initiatives.

- *Has crime decreased in the EastPoint community?*

EastPoint experienced a significant and sustained reduction in crime. According to San Antonio Police Department data provided to the COSA Office of East Point, total crime in the EastPoint footprint decreased by 17% between 2012 and 2015, with the largest decrease coming in the area of property crimes. A subsequent further decrease in total crime by 20.2% was reported from the first half of 2015 to the first half of 2016.

It is clear that the most pressing concern of many community members prior to launching these projects was safety. None of the other goals could be met without successfully addressing the reality and the perception of the Eastside being a high crime area. The additional resources and new strategies deployed by the SAPD with funding from the Byrne Criminal Justice and Byrne Public Safety Enhancement grants and the City of San Antonio (including Hot Spot policing and the deployment of Shotspotter Technology) were clearly at the center of a serious effort to address crime. It is important to recognize that the redevelopment of the Wheatley Courts public housing community, youth programs and midnight basketball, numerous community building efforts, among other activities, contributed to an overall approach to crime reduction.

United Way reports reveal that proactive policing strategies resulted in an increase in crimes such as drug arrests, liquor law violations and prostitution between 2012-2014 with a subsequent decrease in 2015 and 2016. Violent crime has seen an overall decline since 2012, but it has spiked at various points in the past several years and remains elevated above the City average. It appears that there remain concentrations of more serious criminal activity and domestic abuse that continue to pose a challenge for the community.

The perception of very serious crime problems has declined significantly. The percentage of respondents to an annual community survey who felt that crime in the neighborhood was “very serious” decreased from 29% in 2013 to 11.8% in 2015. It would be useful for EastPoint partners to collaboratively undertake a comprehensive analysis of crime data from 2010 – present at the lowest geographic level for which public data is available.

- *Is the early childhood learning eco-system within EastPoint stronger?*

Among the clearest positive outcomes from the EastPoint have been in the area of early childhood. Two new Early Head Start programs were launched at the Healy-Murphy Child Development Center and Ella Austin Community Center to provide children ages 0-3 higher quality early childhood care and pre-K preparation. United Way EPN also helped to build capacity in three existing childcare centers already operating in footprint to build quality and credibility. Healy-Murphy has achieved the 3 Star rating under the Texas Rising Star Accreditation, and the

others are seeking the 2 Star rating. The increase in center-based early childhood services in settings that are subject to a high-quality certification (whether the Texas Rising Star or Federal Early Head Start standards) is important. Looking forward, it is also important to note that, based on EPN data, it appears that the overall utilization of early childcare services in the community has shifted away from center-based care to home-based providers. The EPN program has provided training and resources to home-based providers and this may be an important ongoing area for focus and resources. The impact of this investment in the early childhood education infrastructure may be showing impact in the SAISD schools in EastPoint. In 2010, 31% of children in the EastPoint elementary schools were ‘on track’ or ‘kinder ready’, now 41% of children are ‘on-track’ or kinder ready.

- *Are the SAISD schools in EastPoint stronger?*

There is significant evidence that the SAISD schools in the EastPoint footprint have been strengthened, and that, collectively, there remains a compelling case for ongoing investment. There has been extensive teacher training and curriculum development support, including in-school instructional coaches, and the implementation of a STEM strategic plan. Prior to the launch of the Promise Neighborhood, the schools uniformly experienced very high mobility rates in the student populations, in part due to the fact that parents could take advantage of SAISD policy that allowed them to transfer their children to other schools. An EPN Baseline Report prior to the beginning of implementation stated that, “Of the 16,128 students in the database, not one student was present from kindergarten through the 8<sup>th</sup> grade.” There is clear evidence that children that experience mobility – that is to say, they change schools from year to year – perform less well academically.

While overall mobility rates have remained in the range of 33-35% per year in schools in the EastPoint footprint from 2013 - 2016, a stable core cohort may be forming, which would be a significant development in this student population. The first grade class in 2012, for example, included 246 students. 107 students remained in the 2017 6<sup>th</sup> grade class – five years later. One significant school success is Washington Elementary, which was scheduled to be closed due to low enrollment and performance prior to the EPN implementation. Today, Washington is the top performing elementary school in the EastPoint footprint, with average passing rates on standardized tests above or on par with other schools in SAISD.

Representatives of the United Way and SAISD credited this improvement to stability in school administration, increased opportunities for teacher collaboration, and data-driven daily reading and math interventions. Finally, SAISD secured additional resources to implement a community school model at Wheatley Middle school. While still relatively early in its implementation, this model shows promise.

- *Are students in the SAISD schools in EastPoint achieving at a higher academic level?*

This is the most difficult question to answer in part because the methods and metrics proscribed by the U.S. Department of Education may not adequately capture the progress among a cohort of students in the schools. Further, changes in standardized testing methodologies make it difficult to make apples-to-apples comparisons from year to year in order to accurately assess student performance over time.

Performance on standardized Math tests provide an illustrative example. The United Way's reporting on DOE mandated GPRA metrics on math performance do not appear particularly encouraging. The percentage of students in the schools in the EastPoint footprint each year between third grades and high school performing at or above grade level on standardized tests fluctuated from 53.2% in the 2012-2013 school year, to 63.6% the following year, to 59.7% the following year and to 51.8% in 2015-2016. These high-level aggregate percentages may be masking the real story of momentum.

Among students that were enrolled in any grade level at Tynan, Bowden, Pershing, Washington, or Wheatley in the 2012-2013 School Year that remained enrolled in subsequent years – the original EPN cohort that benefited from EPN services and interventions over multiple years – there is a clear trend of increasing passing scores on STARR Math test from 2012 – 2014. In 2015, a significant change in STARR testing statewide makes it difficult to compare pre-2015 scores with 2015 scores or to evaluate post-2015 trends without additional data. Students at Washington Elementary stand out for their improved performance.

It is imperative that EastPoint partners undertake longitudinal assessment and evaluation of disaggregated, individual student performance, with a particular focus on progress being achieved even when it is below grade level. Ongoing high mobility rates (which will take years to consistently reduce) tend to mask progress in aggregated student performance data because some students that are making progress are leaving and new students with challenges are taking their place. Further, testing that is designed to determine whether a student is at or above grade level often does not adequately capture progress in closing that gap. In schools with large numbers of children performing below grade level, it is important to better understand what programs and approaches are helping underperforming students to close the gap toward appropriate grade-level performance. To overlook the apparent momentum that is gathering within a core cohort in the schools in the EPN footprint, and to fail to invest in their futures, is to cheat these children, and the community, of their potential.

- *Are the residents of the former Wheatley Courts public housing community better off?*

There is compelling evidence that the residents of the former Wheatley courts have benefitted from the Choice Neighborhood Initiative. As part of the Choice Neighborhood Implementation Grant, the San Antonio Housing Authority (SAHA) engaged Urban Strategies, Inc. to provide intensive case management and community building services to benefit the residents of Wheatley

Courts and to support them through the process of relocating from the public housing complex that was slated for demolition and redevelopment. There was a very high level of engagement in case management services among former Wheatley households (approximately 80%) and there are clear indicators that these services are having a positive impact. Average household income among the original Wheatley households has increased from \$7,709 in the third quarter of 2013 to \$10,079 in the second quarter of 2016, an increase of more than 30%. There was a marked increase in participation in educational and recreational services among children and youth from this community. The large majority of households appear to have maintained stability as they relocated away from the site prior to demolition. As a result of Urban Strategies' case management model, approximately 37% of eligible households have indicated that they would like to return to the new community.

- *Did the mixed-income redevelopment of the former Wheatley Courts result in a better place to live for public housing residents and other members of the community?*

The newly redeveloped East Meadows community has not yet been fully completed and occupied, so a conclusive answer to this question may be premature. That being said, perhaps the surest way to gauge the community's potential is to walk through the nearly completed new housing community. The residential units and community layout represent a clear improvement in the quality and character from the previous outdated public housing development. The overall development effort is ensuring one-for-one replacement of affordable housing units in the context of a mixed-income community rather than a concentration of only public housing.

Sustaining a quality living environment will rely on quality property management and maintenance. SAHA and their selected developer McCormack Baron Salazar (MBS) have developed a plan for re-occupancy and ongoing management of the community that is consistent with the standard of many other successful mixed-income communities around the nation. The property will be managed by MBS's affiliated property management company, which has extensive experience operating mixed-income communities.

- *Is broader economic development and neighborhood investment happening in EastPoint?*

Over the past five years, there have been successful workforce investment and job creation projects implemented in EastPoint and the work of San Antonio for Growth on the Eastside (SAGE) is of particular note for spurring job creation that is relevant and accessible to the low-income residents and entrepreneurs of this community. A primary goal for any broad, publicly-funded neighborhood revitalization effort is to re-energize private market activity: increase business investment, commercial real estate rehabilitation, residential sales, and new job creation. Often there is a progression from primarily publicly-driven projects (like the revitalization of Wheatley Courts), to projects driven by private and nonprofit entities that rely on some public subsidy (such as projects east of Highway 37/281 that have received San Antonio's "downtown investment" incentives), to unsubsidized private market activity. San Antonio for Growth on the

Eastside (SAGE), a nonprofit economic development organization, has implemented a range of small business investment and support activities that have created jobs and generated excitement around the near Eastside business climate.

Even before 2010, there had been significant investment on the northern and western ends of the EastPoint neighborhoods (the areas closest to downtown, Dignowity Hill and toward Ft. Sam Houston). There is now some evidence that major real estate investments in the heart of the neighborhood, together with improvements in the schools, are beginning to influence real estate market activity more broadly throughout the target area. According to private commercial real estate data, multi-family and commercial investments made in the EastPoint footprint more than doubled during the tenure of the Implementation Grant. In the four years prior to the initiative, five properties were built within the Promise Neighborhood boundaries. From 2012-2017, eleven properties were either built or began the development process, with the majority of new investments occurring on the northern and western parts of the neighborhood. Additionally, VIA Metropolitan Transit made a significant investment in the neighborhood by initiating a new bus Route 515 to serve St. Philip's College beginning in September 2014. Prior to this investment, there was no direct connection to the College via public transit

The Promise Zone designation has brought additional investment to San Antonio, particularly on the Eastside. Although the Promise Zone does not come with federal funding, more than \$15 million is being invested on the Eastside in the areas of work force training, economic development, youth empowerment, education, and public safety.

The report that follows presents evidence of both successes and challenges, but this executive summary intentionally focuses primarily on the successes. The scale and scope of the challenges being addressed inevitably mean that the potential of the gains that have been made will require more time to fully manifest and additional study to understand the impacts. The financial investment and human effort that has been poured into EastPoint has unquestionably changed lives for the better and has opened a door of opportunity for this neighborhood. While there remain no shortage of challenges for a cynical observer to dwell upon, it would be a mistake to judge this effort as anything other than a success in taking an enormous step toward transforming EastPoint into a safer and more vibrant neighborhood that provides residents, and particularly children, with a more clear pathway to opportunity and, ultimately, social mobility.

In looking across the various initiatives, NALCAB identified several key elements that have contributed to success.

- *Sustained and intentional investment by the City of San Antonio* – The City of San Antonio has invested significant financial resources and personnel time to the EastPoint area, including establishing the Office of EastPoint. The political will of two successive Mayors and Councils

as well as from the City Manager's office made it possible bring to bear resources that were crucial in leveraging a series of much larger federal investments.

- *Collaboration among decision makers* – Strong collaboration among the executive decision makers of the City and key partner agencies has been essential for the coordination of these numerous intertwined projects. The EastPoint Coordinating Committee has been the primary forum for this collaboration.
- *Strong assessment and planning efforts* – The fact that federal planning grants were available for both the Promise and Choice projects helped to ensure robust community needs assessments and planning efforts that incorporated meaningful community input.
- *Making crime reduction a priority* – Community development projects cannot flourish where high crime is persistent. Coordination with the San Antonio Police Department and focusing resources on crime reduction has been impactful and opened the opportunity for a range of other positive steps.

The conclusion to this report includes a section on best practices and challenges found among the many initiatives. It also contains a section that looks to the future and offers a reflection on how to sustain the progress that has been made, and how further success may raise new questions and challenges, particularly for low-income residents in the revitalized EastPoint community. Identified best practices and challenges are outlined below and described in more detail in the section entitled *Summary of Best Practices and Challenges*, found toward the end of this report.

#### **Eastside Promise Neighborhood Implementation Grant**

- *Best Practice:* Significant and focused investment in early childhood education
- *Best Practice:* Supporting campus-level leadership through Trinity Leadership Partnership
- *Promising Practice:* Focusing on STEM in the schools in conjunction with STEM-focused Out of School Time (OST) summer programming
- *Promising Practice:* The Dual Generation initiative focuses funding from multiple partners to make a specific impact in the EastPoint community
- *Challenge to be considered:* Turnover in campus-level leadership and staffing at schools targeted by the EPN effort
- *Challenge to be considered:* Federal data reporting requirements and statewide changes in standardized testing complicated data collection and analysis

#### **Choice Neighborhood Implementation Grant**

- *Best Practice:* Efficient development of affordable housing with experienced partners
- *Best Practice:* Intensive case management model to support public housing residents
- *Challenge to be considered:* Engagement of residents following relocation

### **Byrne Public Safety Enhancement Grant and Byrne Criminal Justice Innovation Grant**

- *Best Practice:* Data-driven crime reduction strategies, including “Hot Spot” targeting policing
- *Best Practice:* Schools and Neighborhoods Committee and responsiveness to community
- *Best Practice:* High levels of community participation in CPTED activities
- *Challenge to be considered:* Absence of funding to sustain increased police presence

### **Wheatley Full-Service Community School**

- *Best Practice:* Community school leadership council
- *Best Practice:* Integrating qualitative and quantitative evaluation from the outset
- *Challenge to be considered:* Turnover in campus leadership

### **Eastside Promise Zone**

- *Best Practice:* Promise Zone to Work
- *Best Practice:* Economic development strategies of SAGE
- *Challenge to be considered:* Change in federal Administration raises questions about ongoing Promise Zone implementation and the potential for leveraging additional federal funds

### **Collective Impact and Governance Structure**

- *Best Practice:* Executive committee of the Coordinating Council
- *Best Practice:* Ability of Governance Structure to evolve in response to EastPoint partner needs
- *Challenge to be considered:* Developing shared accountability measures among partners
- *Challenge to be considered:* Integrating greater community involvement in governance structure

# Introduction

## **Purpose of the Review**

In August 2016 the City of San Antonio Office of EastPoint released a Request for Proposals for the professional services of an experienced consultant to evaluate the six key Eastside Initiatives. These include the following initiatives and sub-initiatives.

**1) Eastside Promise Neighborhood Implementation Grant-** Specific sub-initiatives to be evaluated include:

- San Antonio Independent School District's (SAISD) STEM Strategic Plan
- Trinity Leadership Partnership training program (i.e. training of peer assistants, instructional deans, leadership succession program)
- Health and wellness performance measures (i.e. student participation in physical activity, students consuming fresh fruits and vegetables)
- Out of School Time summer programming (i.e. summer internship program, scholarships to summer programs)
- Dual Generation workforce program (i.e. ensure parents have access to adult education and trade certifications)
- Quality Early Childcare program (i.e. Pre-k program, kinder prep academy)
- Community Safety programs (i.e. anti-bullying, safe routes to school, and walking school bus)
- Existing sustainability recommendations from the Eastside Promise Neighborhood initiatives

The lead partners for the above programs are the United Way and Eastside Promise Neighborhood.

**2) Choice Neighborhood Implementation Grant -** Specific sub-initiatives to be evaluated include:

- Resident and community engagement initiatives before and after demolition of the Wheatley Courts public housing complex
- Support services and case management provided to former Wheatley Courts residents
- Process used to relocate the residents from the public housing complex
- Process used to acquire vacant lots and structures for development of Phase III of the East Meadows redevelopment project

The lead partners for the above programs are the San Antonio Housing Authority and Urban Strategies LLC.

**3) Byrne Public Safety Enhancement Grant and Byrne Criminal Justice Innovation Grant -**

Specific sub-initiatives to be evaluated include:

- Crime Hot Spot Policing initiative
- Police Foot/Bike Patrol initiative
- School and Neighborhoods Committee program
- Midnight Basketball program
- Crime Prevention through Environmental Design (CPTED) initiative
- Resurgence Collaborative initiative for the re-entry population to reduce recidivism

The lead partners for the above programs are the San Antonio Housing Authority and United Way/EPN.

**4) SAISD's Wheatley Full-Service Community School Grant-** Specific sub-initiatives to be evaluated include:

- Community School model and the existing programs that are currently provided
- Community Leadership Council program to engage area residents in the community school

The lead partner for the above programs is the San Antonio Independent School District.

**5) Eastside Promise Zone -** Specific sub-initiatives to be evaluated include:

- Promise Zone to Work
- Neighborhood Leadership Academy
- Promise Zone federal grant preference points process
- SAGE's Economic Development initiatives (i.e. storefront grants, Grow Eastside Fund, etc.)

The lead partners for the above programs are the City of San Antonio Office of EastPoint and San Antonio for Growth on the Eastside (SAGE).

**6) The Collective Impact model of collaboration and governance structure for the EastPoint revitalization initiative -** The lead partner for this initiative to be evaluated is the City's Office of EastPoint.

The Request for Proposals solicited a review of the six key EastPoint initiatives to determine what worked, what has not worked, and why for the purpose of facilitating the development of a Sustainability Plan for the EastPoint Neighborhood revitalization efforts. The process is designed as a first phase in an effort to develop a plan to sustain the impact and value of each initiative. In October 2016, NALCAB - National Association for Latino Community Asset Builders - was contracted to complete a review of the six key Eastside initiatives and sub-initiatives in a 90-day period.

## **Methodology**

NALCAB's qualitative and quantitative review of the six key Eastside grant programs and initiatives addresses both process and outcome measures, and identifies indications of the strengths and weaknesses of each program as well as evidence of the impacts of each. NALCAB sought to answer the following primary questions:

***1. Are the initiatives being conducted in a manner consistent with their original intent and work plan, as described in the original grant applications or founding documents, and how has their implementation plans evolved?***

The NALCAB Team documented each Lead Agency's progress in implementing the work plan presented in its original application or founding documents and took note of changes made to the plan during the course of the grant period. The Team examined how these plans integrate with existing agency operations and community systems and institutions. The Team examined personnel patterns and data collection systems and the consistency of these resources across periods of performance for each agency and the extent to which they interacted across agencies. The Team also reviewed key partnerships as well as outreach and community engagement efforts. Finally, NALCAB sought to examine how agencies responded to potential barriers to success and their strategies for adapting to challenges.

***2. What evidence is there of the breadth and depth of impact generated by each initiative?***

NALCAB reviewed impact data provided by the City of San Antonio (COSA) and the lead agencies to document the breadth and depth of impacts in the target neighborhood in terms of (i) the built environment, (ii) socio-economic activity, and (iii) benefits to the populations targeted by each initiative. NALCAB sought to corroborate conclusions by comparing data and reports from various initiatives.

***3. What indications are there of strengths and weaknesses in the initiatives and is there evidence of any innovative and replicable best practices that may be the subject of future resource development that could sustain one or more aspects of the initiatives?***

The Team analyzed data on systems, processes and impacts to identify and categorize aspects of the subject initiatives as strengths or weaknesses and identify any potential innovations or best practices.

To answer these questions, NALCAB collected and analyzed original proposals, founding documents, signed agreements with federal agencies, contracts with consultants, Memorandums of Understanding (MOUs) and other pertinent information for each initiative from lead partner agencies. NALCAB utilized secondary impact data made available by each respective lead agency, including existing impact assessments and evaluations, reports, and raw data tracked for federal reporting requirements, as evidence of impact on the target neighborhood. NALCAB also conducted in-person and phone

interviews with the following lead agency leadership and staff.

The Office of EastPoint, City of San Antonio:

- Dr. Mike Etienne- Director
- Jaime Lalley Damron- Project Manager

The United Way of San Antonio and Bexar County:

- Mary Ellen Burns - Senior Vice President of Grant Administration
- Tony Leverett - Director, EPN
- Henrietta Munoz - Vice President, Grant Research and Evaluation
- Jeniffer Richardson - Director, Community Engagement, EPN
- Judy Ratlief - Director of Operations, EPN
- Patrice Hargrove - Resident Engagement Manager, EPN

San Antonio Housing Authority:

- David Nisivoccia - President and CEO
- Timothy Alcott - Development Services and Neighborhood Revitalization Officer
- Richard Milk - Director of Policy and Planning
- Adrian Lopez - Director of Community Development Initiatives
- Lorraine Robles - Director of Development Services and Neighborhood Revitalization
- Arrie Porter - Senior Manager, Neighborhood Revitalization, Choice Neighborhood Initiative
- Rosario Plascencia - Management Analyst
- William Miles - Byrne Criminal Justice Grant Coordinator

Urban Strategies:

- Alicia Walter - Senior Project Manager
- Sarah Jones - Supportive Service Specialist

San Antonio Independent School District:

- Pedro Martinez - Superintendent, San Antonio Independent School District
- Dr. Emilio Castro - Deputy Superintendent, San Antonio Independent School District
- Dr. Tava Herring - Community School Coordinator, Wheatley Community School

Alamo Colleges

- Dr. Erick Akins - Title III Director, St. Philip's College
- Belkiss Rodriguez – University Center and EETC Director, Alamo Colleges

San Antonio for Growth on the Eastside:

- Jackie Gorman - Executive Director
- Akeem Brown - Director of Operations
- Tonya Carpenter - Project Coordinator

San Antonio Police Department:

- Sergeant Dean Reuter
- Captain Troy Torres

Trinity University:

- Dr. Christine Drennon - Associate Professor, Anthropology and Sociology, Director of Urban Studies Department
- Dr. Kim Kennedy - Research Facilitator with Urban Studies Department

VIA Metropolitan Transit:

- Jeffery C. Arndt - President and CEO

### **The Project Team**

NALCAB- National Association for Latino Community Asset Builders is a national organization that provides technical assistance, training, research, and evaluation services to community and economic development corporations and other community based organization that serve predominantly low to moderate income (LMI) communities. The Project Team pursuing a qualitative and quantitative review of the six key Eastside grant programs and initiatives includes the following individuals:

**Noel Poyo, Executive Director:** Mr. Poyo is the primary Project Representative and is a co-author of this report. Mr. Poyo represents and serves a diverse national network of more than 100 Latino-led community and economic development organizations. Under Mr. Poyo's leadership, NALCAB has been the catalyst for more than \$300 million in direct investment in community development and small business investment projects and has provided technical assistance to hundreds of nonprofits and local government agencies. Mr. Poyo was the lead author of the *Assessment of Housing and Housing Affordability in the Mission Promise Neighborhood* and has served as the lead evaluator for three HUD funded HOPE VI redevelopment projects. Previously as a private consultant, Mr. Poyo developed an outstanding reputation for his work in connection with neighborhood redevelopment, troubled municipal agency recovery projects (including housing departments, housing authorities and a school transportation division) and the evaluation of community development programs. Mr. Poyo served as the lead evaluator for three multi-year, HUD HOPE VI neighborhood revitalization projects. Mr. Poyo has extensive experience working with diverse community leaders to operationalize their visions for community improvement through specific and measurable plans that lead to tangible, positive community change. He is a frequent public speaker on topics related to building assets in communities of color and nonprofit innovation. A graduate of Yale University with a Bachelor of Arts with a Distinction in History, Mr. Poyo is bicultural and bilingual.

**Holly Frindell, Senior Program Manager:** Ms. Frindell served as the Project Manager for the project and is a co-author of this report. She serves as Senior Program Manager for NALCAB. Ms. Frindell

brings over 8 years of experience in municipal and nonprofit program management, addressing issues such as financial empowerment, economic development and homelessness. Prior to joining NALCAB, she worked for the City of San Antonio Department of Human Services where she coordinated the implementation of the San Antonio's first ever Financial Empowerment Centers; and the Office of Management and Budget, where she performed analysis demonstrating the efficacy of new department programs and developed 5 year budgetary forecasts. At the New York City Department of Homeless Services, she helped develop and implement an innovative rental subsidy program with a cash match component, including completing comparative analysis, meeting with directors of national asset building nonprofits, co-writing program policies and procedures, and designing and implementing a system for verifying and processing client applications. Ms. Frindell has a Master's Degree in Urban Policy Analysis and Management from The Milano School of International Affairs, Management and Urban Policy and a Bachelor's degree in Urban Studies and Spanish from Trinity University.

***Nicole Goodman, Program Manager:*** Ms. Goodman is a co-author of this report. She is a Program Manager at NALCAB and in her role, she manages NALCAB's portfolio of fee-for-service activity, including evaluations, analysis of NALCAB member projects, and technical assistance assignments. She also supports NALCAB's resource development and donor relations. Ms. Goodman has conducted numerous third-party evaluations of economic development projects implemented by CDCs and NALCAB member organizations nationwide. Prior to joining NALCAB, Ms. Goodman worked as the Research Analyst/Project Manager for Centro San Antonio, a downtown community development corporation, where she managed databases on businesses and properties. She also conducted research related to the organization's initiatives such as policy development, survey work, and Geographic Information Systems mapping, as well as managing select community planning efforts. Ms. Goodman has a Bachelor of Arts in Urban Studies- Issues and Policy from Trinity University.

Other staff providing support included:

- Carol Rodriguez, Director
- Levar Martin, Director
- Bernardo Ramirez, Director
- Storm Taliaferrow, Program Manager
- Carolina Buitrago, Program Coordinator
- Melissa Ramos, Program Coordinator
- Ana Esparza, Program Assistant
- Yadira Gonzales, Senior Communication Manager
- Victoria Adelina Cortinas, Communication Coordinator



# Initiative I:

Eastside Promise Neighborhood Grant



## Initiative I- Eastside Promise Neighborhood Implementation Grant

**1. Examination of Work Plan and Sub-Initiatives:** *Is the initiative being conducted in a manner consistent with the original intent and work plan, as described in the original grant applications or founding documents, and how have implementations evolved?*

**a. Original Work Plan**

In September 2010, United Way of San Antonio and Bexar County was awarded a \$312,000 Promise Neighborhood Planning Grant by the U.S. Department of Education. The purpose of the ten month planning grant was to develop a strategy to improve the educational and other developmental outcomes of children on San Antonio's Eastside. The planning team developed a framework for using school improvement as a means of transforming the Eastside community. As part of this grant, Trinity University conducted multiple assessments and focus groups to identify gaps in services and populations considered most at-risk. This research, and significant community input, informed the development of the Continuum of Solutions to improve educational and developmental outcomes for Eastside Promise Neighborhood (EPN) students that was intended to guide the actions of the Promise Neighborhood. This was the foundation the United Way's application to the U.S. Department of Education for a Promise Neighborhood Implementation Grant.

On December 19, 2011, United Way was awarded a five-year Promise Neighborhood Implementation Grant of \$23.7 million to implement the plan between 2012 and 2017. The focus of the grant was on the six schools located within the EPN footprint: Tynan Early Childhood Education Center; Bowden, Washington and Pershing Elementary Schools; Wheatley Middle School and Sam Houston High School.

Key features of the EPN Plan were a) reorganized feeder patterns to connect neighborhoods more directly to schools; b) adoption of an integrated science, technology, engineering and math (STEM) focus from early childhood through high school to enhance academic success and career readiness; c) conversion of a middle school with declining enrollment into a STEM-focused PK-8<sup>th</sup> grade academy open to all EPN children, creating pipeline of prepared students for the rigorous New Tech magnet program launched at the high school in the EPN footprint (Sam Houston); and, d) alignment with the Mayor of San Antonio's SA2020 educational improvement process that seeks to foster citywide kinder readiness, improve third grade literacy, increase graduation rates, and add new postsecondary educational opportunities.

To measure the overall goals for EPN, United Way developed, with significant input from residents and partners, a Continuum of Solutions that focused on Education and Family & Community Supports. These nine Solutions were then expanded to the Ten Promises used to promote EPN to the community. The 10 promises are listed below:

- Children enter Kindergarten ready to succeed in school
- Students improve academic performance and are proficient in core subjects
- Students successfully transition from Elementary to Middle to High School
- Students graduate from high school
- Students earn a college degree or a job training certification
- Students are healthy and their educational performance improves by accessing aligned learning and enrichment activities
- Students feel safe at school and in their community
- Students live in stable communities
- Families and community members support learning in schools
- Students have access to 21st Century learning tools

The 10 promises can be distilled into 3 overarching goals: 1) strengthen the capacity of schools in the EPN footprint to deliver quality education; 2) improve educational outcomes for EPN students; and 3) improve community supports to allow students to stay, grow and graduate.

NALCAB reviewed the following sub-initiatives that were undertaken to achieve those goals:

- i. SAISD STEM Strategic Plan
- ii. Trinity Leadership Partnership training program
- iii. Health and Wellness
- iv. Out of School Time Summer Programming
- v. Dual Generation program
- vi. Quality early childcare program
- vii. Community Safety programs
- viii. Existing sustainability recommendations from the Eastside Promise Neighborhood sub-initiatives

Progress made under these specific sub-initiatives is described below, including the following implementation of the original work plan and changes to the work plan; integration with existing operations, systems, and institutions; key personnel engaged and personnel changes; data collection systems used; and key partnerships developed and community engagement efforts.

## ***b. Examination of Sub-Initiatives***

### ***i. SAISD STEM Strategic Plan***

According to the original proposal, one of the key in-school initiatives from the EPN original proposal was to embed science, technology, engineering and math (STEM) instruction in all core subjects, aligned from grade-to-grade, to enhance academic achievement and contribute to college and career readiness. This initiative was based on national research showing that STEM education must begin earlier to ensure that foundational knowledge and skills are built and to foster later-grade interest in these subjects. To improve the quality of curriculum and instruction within the EPN footprint, SAISD implemented the SAISD STEM Strategic Plan and added additional campus instructional support at all six campuses to assist with the plan's implementation.

The San Antonio Independent School District (SAISD) Curriculum and Instruction Department proposed to comprehensively redesign the overall EPN STEM Education programming at the six SAISD campuses as part of the SAISD STEM Strategic Plan. The purpose of the redesign was to align curriculum and professional development to focus on building teacher capacity, student performance, and program sustainability. The goal of the redesigned programming is to build STEM proficiency in students while addressing state standards in all core subjects and literacy, and increase teacher capacity in STEM while strengthening pedagogy and technology skills.

SAISD began implementing the STEM Strategic Plan in the 2013-2014 academic year. That established the STEM emphasis on the campuses in grades PK-8, the implementation of two coaching models for evaluation, and the implementation of three instructional support personnel on each campus. During that year, the SAISD Curriculum and Instruction Department developed 34 STEM units of study, and 92 teachers at the EPN campuses underwent professional development on project-based learning, engineering design, and core content for coaches and teachers. EPN reported that a total of 3,110 (duplicated) students were impacted by the STEM Strategic Plan and Instructional Support during the first year of implementation.<sup>1</sup>

According to SAISD's Curriculum and Instruction update, all major components of the STEM Strategic Plan were begun in the 2014-2015 academic year. In the 2014-2015 academic year, progress made under the plan included the following:

- *Professional development* – Deployed five core content Instructional Coaches to launch elementary and middle school engineering units of study; held 23 professional development sessions for 92 teachers serving 1,995 students; and facilitated 300 campus visits by instructional coaches.
- *Curriculum development* - Developed 42 curriculum units; studied 25 engineering fields for

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<sup>1</sup> *APR Report for 2016*. Report. United Way of San Antonio & Bexar County, 2016.

literacy integration; and executed two STEM-related curriculums that use project-based learning.

- *Curriculum support activities* – Executed eight engineering field experiences, held end-of-year STEM events such as the Science Fair & Expo that drew record crowds, and enhanced art instruction at the elementary campuses.
- *Instructional materials* - STEM on Wheels iPads and digital microscopes for Pre-K - 8<sup>th</sup> grade; library materials; and instructional materials to support lesson implementation.
- *Data collection and outcome tracking* – Established a shared server site to measure campus support by Curriculum and Instructional and EPN Coaches; created a website to increase teacher collaboration during grade level planning.

In 2015-16, under the direction of new superintendent Pedro Martinez, the district began a complete realignment of the curriculum to implement interdisciplinary or cross-curricular instruction built around a STEM focus. That restructure incorporated a K-8 curriculum alignment, STEM-Project Based Learning, furthered teachers training and extended the school day through STEM-aligned out of school time programming. In the 2015-2016 academic year, SAISD and EPN continued to collaborate to determine data collection processes to measure outcomes by developing data collection protocols and reporting templates for district staff and campus principals.

To provide additional campus instructional support, EPN partnered with SAISD to place Instructional Deans, Peer Assistant Teachers and reading teachers at each EPN campus starting in the school year 2013-2014. The Instructional Deans assisted with classroom observations, provided coaching for teachers, and modeled best practices for classroom instruction. Peer Assistant Teachers provided in-class small group support to students most at risk, and reading teachers provided small group support to students demonstrating skills below developmental level, modeled best practices and coached teachers to integrate social/emotional domains and conflict resolution into literacy instruction. One of each type of additional support staff was placed in each of the six schools in the EPN footprint. The instructional deans and peer assistant teachers were a result of the Trinity Leadership Partnership, described in more detail in the following section. Support staff helped to develop teacher awareness and effectiveness, instituted STEM Engineering Fridays, expanded experiential learning opportunities and provided literacy support to increase the number of students reading at grade level.

Following the 2015 school year, SAISD hosted a summit to allow the EPN campus principals and campus instructional support teams to provide feedback on the STEM Strategic Plan. Staff reported improvements in the following areas: academic vocabulary, teacher collaboration, teacher created STEM curriculum, community involvement during parent meetings and campus wide events, student engagement and exposure to new careers, increased access to technology, and increased learning through hands-on projects. Campus staff also reported good relationships with campus instructional

support staff and partner organizations.<sup>2</sup>

Judy Ratlief, United Way's Director of Operations for the EPN, oversees all education outcomes. She is a former administrator of an SAISD school in the EPN. She provides oversight of the early education to college continuum/pipeline, and is the direct liaison to the SAISD for all EPN education initiatives.

SAISD uses a web-based course management system and data dashboard to monitor program implementation and student performance. The district has moved to a new learning management system for 2016-2017 called Schoology and United Way expects that similar practices will take place district-wide.

In a 2016 report, EPN reported that one challenge faced was that SAISD undertook a full district restructure as part of a new transformation plan to offer broader and more rigorous academic opportunities for students throughout the district.<sup>3</sup> Preparation for the restructure was initiated in Fall 2015, which may have shifted some focus and resources away from executing the STEM Strategic Plan. For example, although all five instructional coaching positions, an integral component of the instructional support team, were filled at the beginning of the 2015-2016 academic year, several positions became and remained vacant due to promotions into longer-term leadership roles, resulting in only two coaches being in place at the end of the school year. Staff turnover might have been a challenge in fully implementing the STEM strategic plan.

Campus leadership changes at Pershing Elementary School and Wheatley Middle School were also identified as a challenge. Wheatley Middle School experienced dual challenges of a change in leadership part of the way through the 2015-2016 academic year and high teacher turnover rate from 2014-2015. Pershing Elementary School also experienced a principal change due to the retirement of its previous long-serving principal. Following the former principal's retirement, a number of long-time teachers also left.

***ii. Trinity Leadership Partnership***

The Trinity Leadership Partnership (Partnership) between Trinity University (Trinity), SAISD and EPN provides schools in the EPN footprint with Masters of Education students (Fellows) who take on both administrative and classroom duties. The Trinity Leadership Partnership was not included in the original application for the EPN, but aligns with the goal to fill the gaps in K-12 resources

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<sup>2</sup> *APR Report for 2016*. Report. United Way of San Antonio & Bexar County, 2016.

<sup>3</sup> *APR Report for 2016*. Report. United Way of San Antonio & Bexar County, 2016.

identified in the original proposal.<sup>4</sup>

Although the Trinity Fellows program existed prior to its involvement in the EPN, the partnership with EPN began in 2013. When SAISD experienced difficulty finding qualified candidates for the Instructional Coach positions, EPN offered to partner with Trinity to help support the cost of Fellows to serve as support staff at schools in the EPN footprint. The program structure is designed to complement existing teacher and administrative structures at each school. Fellows provide individualized and small group academic support, with a particular focus on students who are considered high risk or need reading support. In addition to working with students, Fellows conduct classroom walkthroughs to identify classroom needs. Best practices are identified and then modeled for teachers based on the identified needs in an effort to improve teacher effectiveness. Fellows also conduct professional development sessions and analyze academic testing and evaluation data throughout the year to monitor for improvement and areas that need to be addressed. In addition, they serve as communication resources to help EPN understand the changes that are happening at the schools. For example, Fellows participate in the community task force that assesses campus-based safety priorities during which they update EPN partners on progress made through Trinity Leadership Partnership activities. In exchange for full time services to the campuses in the EPN footprint, participating Fellows receive reduced tuition costs. The first cohort of six Peer Assistant Teachers (PATs) began in the 2013-2014 school year, progressing to become the first cohort of Instructional Deans (IDs) for the 2014-2015 school year. Trinity University has continued to provide 6 Fellows per year for three academic years, for a total of 18 Fellows.

Fellows also play a role in providing community outreach. Trinity Fellows work with families through the Parent Rooms at each school which act as a connection between the classroom and parents and encouraging family involvement in school activities. They also regularly attend athletic events and other activities on campus after school. While at these events, the Fellows continue their outreach to families and other community members to encourage their continual attendance at similar functions.

According to United Way staff, the primary challenge the Partnership faced was defining the purpose of the Fellows during the program's initial implementation and determining how to integrate the Fellows into existing leadership structures at each school. As reported by United Way, there was some apprehension about outsiders coming into the school and assuming leadership positions. Over time this issue was reported to have been resolved.

Based on anecdotes and conversations with United Way staff, the individual and small-group coaching approach provided by the Fellows has been beneficial to both the students and teachers at all school

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<sup>4</sup> *Eastside Promise Neighborhood Original Proposal*. Report. United Way of San Antonio & Bexar County, 2011.

levels. Fellows have been instrumental in bringing new ideas to increase the number of best practices employed in the classroom and student engagement has increased. One advantage of the Trinity program is the opportunity for SAISD to cultivate teaching and administrative talent within the EPN footprint and then keep developed talent working in-district. To accomplish this, participating candidates make a commitment to continue working at their assigned school for two years and within the district as a whole for an additional two years. United Way staff noted that in the most recent interviews for SAISD principals, many top candidates were former Trinity Leadership Partnership participants, a positive signal of the effectiveness of the program in cultivating and retaining talent within the district.

Key staff from both Trinity University, SAISD and EPN help administer the Trinity Leadership Partnership. Dr. Shari Albright, Chair of the Education Department, created the initial concept of the Trinity Leadership Partnership, served as a primary liaison between Trinity and SAISD, and continues to serve as the primary instructor for the participating Trinity students. SAISD Associate Superintendent Toni Thompson and Director of Recruitment Travis McElvain supervise the recruitment, orientation, and training of the Fellows. Additionally, Ms. Ratliel regularly meets with all Fellows to review projects, goals, and expenses.

Information regarding the Partnership's efforts is collected from Fellows who submit monthly reports regarding their work and school progress. The Fellows are asked to give specific examples of activities from that month at their assigned school related to the STEM Strategic Plan, efforts to improve campus attendance rates, and activities related to Mathematics that were used to improve student academic performance, among others. Principals also submit monthly as well as more extensive quarterly reports detailing the progress of their school and Fellows. There are no reported metrics directly and completely tied to the impact of the Trinity Leadership Partnership program.

Funding for the Partnership fellows comes the San Antonio-based Ewing Halsell Foundation, a philanthropic organization that focuses on education projects. In the 2016-2017 school year, regional grocery chain H-E-B became a funding partner. Both the Ewing Halsell Foundation and H-E-B committed to five years of funding, beginning with 2016-2017.

### ***iii. Health and Wellness***

In the original proposal, EPN proposed the following health and wellness initiatives.

- Establish one or more Eastside Community Centers and hubs that brings together existing providers to offer adult education and support services, such as counseling, fitness classes, case management and connection to medical homes, and wellness classes.
- Establish dedicated community gardens at Eastside Community Centers and all schools in the EPN footprint to increase family access to affordable fresh vegetables and fruit.

This sub-initiative was designed to address findings from the original needs assessment reporting that children in the EPN footprint have higher rates of obesity and diabetes, largely resulting from poor nutrition and inactivity, and is based on national research showing that children cannot learn if they lack housing, health, nutrition, a safe environment, and/or financial stability.

Considering that economically stressed families in the neighborhood had only one grocery store, limited access to health food options, transportation challenges, and limited fitness options, EPN determined through the 2013 target setting process that there was a need to address health and wellness beyond what was included in the original plan. To develop these additional strategies, the Promise and Choice Together (PaCT) Health and Wellness (H/W) Committee was established in early 2014. The committee is comprised of residents, health specialists, and university and community partners. The H/W Committee's top priorities were to increase access to fruits and vegetables and to expand the range of physical fitness programming for students.

The Committee developed a variety of approaches to increase access to healthy foods and to infuse a culture of healthy eating into the footprint. The implementation of those approaches is described below.

- **SAISD and Out of School Time (OST) Meals – Beginning in Summer 2014:** OST programs began providing at least one serving of fruits and vegetables per program day and offer no sugary drinks. Starting in 2015, SAISD made menu adjustments to provide nutritious meals that align with USDA guidelines
- **Community Events:** Since 2014, EPN has funded and hosted the biannual *Healthy Taste of the Eastside* community-based event which provides food samples and demonstrations of healthy meals. This event occurs in the spring and fall of each year.
- **Produce distribution:** Since 2014, EPN has partnered with SAFB to provide 10 pound produce bags at EPN events. The 2016 APR reports that 20,180 pounds of fruits and vegetables were distributed to 1,025 families through 19 events in the footprint. The H/W Committee has agreed to continue to implement this initiative, due to the low cost of the solution and the large number of families reached who are residing in a food desert.
- **Community Gardens:** Since 2014, five EPN funded gardens have been created in the footprint.
- **Farmers Markets:** Initiated in April 2016, two farmers markets have been operating twice per month at two EPN-designated schools, Wheatley Community School (WCS) and Sam Houston High School (SHHS). Residents can utilize the *Double Up Food Bucks* incentive to match their purchase up to \$10.00.<sup>5</sup>
- **Nutrition Education Program/Cooking Classes:** True Wellness, a nonprofit that promotes

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<sup>5</sup> APR Report for 2016. Report. United Way of San Antonio & Bexar County, 2016.

healthy lifestyles, provides nutrition education/cooking classes to students in grades 5-12 and their families. The class began in March 2016 and took place at the Ella Austin Community Center and the Wheatley Community School.

The Committee also developed two key strategies to increase the amount of time children exercise, including implementing structured play during Out of School Time (OST) programming and partnering with service providers to implement targeted health projects. Community-based OST programming that was implemented to provide continued youth fitness options to youth are described below.

- ***3 on 3 Basketball Tournaments:*** EPN connected neighborhood associations to the Police Athletic League and YMCA to collaborate to host 3 on 3 Basketball Tournaments in the footprint. The first tournament took place in June 2015 and was hosted by the Dignowity Hills Neighborhood Association.
- ***The EastPoint 5K Fun Run/Fit Fest:*** Bowden Elementary School instituted the Annual EastPoint 5K Fun Run in 2014, and the event has been held for 3 years.
- ***Midnight Basketball:*** Midnight Basketball, a part of the Byrne Public Safety strategy, was initiated in 2012 and was supported by the EPN Byrne Public Safety Enhancement grant in 2014. This coordinated effort by SAPD, San Antonio Athletic League and the YMCA is described more fully in the *Byrne Public Safety Enhancement Grant and Byrne Criminal Justice Grant* section.
- ***Parks and Recreation Summer Programming:*** EPN provided 100 slots for K-8 graders from the EPN footprint in the City of San Antonio Parks and Recreation summer program, which provides time for physical activity and nutritious meals and snacks.

EPN contracted with physical fitness providers to deliver health programming that provides opportunities for youth to exercise and engage in physical activity through the EPN Get Fit program. Strategic partnerships formed by EPN to implement additional health fitness related projects are described below.

- ***Summer Basketball:*** In 2014, Boys and Girls Club provided a summer basketball program targeting 50 youth from the EPN footprint as part of this program.
- ***Paddles for Change:*** The United States Roadside Tennis Association (USRTA) implemented the Rotengo physical fitness program for 85 children in grades 5-12 at Dawson Community Center, Woodard Community Center and Sam Houston High School.
- ***FIT Program:*** The Priest Holmes Foundation provides 60 minute fitness sessions at Bowden Elementary School, Washington Elementary School and Wheatley Middle School for 120 students in grades 5-12.
- ***Girl Zone Healthy University:*** Martinez Street Women's Center provides spring break and

summer programming focused on food journaling, nutrition enrichment sessions, and physical activity at Lockwood Park.

- ***Sports and Wellness Summer Day Camp:*** The YMCA operates a summer camp at the Wheatley Community School and includes 60-130 minutes of physical activity per day.

Key personnel for this initiative include EPN Health and Wellness Manager Noemi Villareal, who leads all EPN Health and Wellness initiatives, and EPN Director of Community Engagement Jeniffer Richardson.

EPN developed a variety of tools to track data pertaining to health related outcomes. To collect the data regarding physical activity and consumption of fruits and vegetables, EPN developed an anonymous school climate survey that is administered to middle and high school students each fall. In addition, all providers collect and share data including number of participants and other outputs and outcomes relevant to their initiative.

According to the 2016 APR, community engagement efforts in the neighborhood have gained significant traction, in great part due to the active resident engagement and leadership of EPN's working committees. New solutions to combat food desert issues, safety, physical exercise options for youth and access to health care have been designed and implemented by the H/W Committee. Family events, information exchanges, literacy fairs and door-to-door outreach are now becoming part of community life and increasingly residents are willing to come out of their homes to take part, especially when encouraged by other residents.

A challenge consistently reported by providers of health and wellness services has been recruiting and retaining participants, and collecting and reporting on data related to their target activity. This has been evidenced through the Get Fit program, some of which have experienced low utilization, by the community gardens, which have found it difficult to sustain community interested and involvement and by low turnout at Farmers Markets. To address this issue, EPN provided technical assistance to staff from each funded agency in the Get Fit program and OST programs to discuss recruitment plans and provide specific training on data and financial report completion. One strategy for maintaining the community gardens is to engage the organization with immediate responsibility for the property to ensure continued engagement in the project. To increase turnout at the Farmers Markets, EPN implemented education/cooking classes, and included cooking demonstrations at other community events to provide parents with an idea of what to expect if they attended.

***iv. Out of School Time summer programming***

A service gap identified through the 2010-2011 Promise Planning Grant was the availability of K-12 afterschool and summer enrichment programs that purposefully reinforced academic concepts being taught in classrooms.<sup>6</sup> In the original proposal, EPN listed the goal to help EPN students improve their educational performance through the availability of aligned learning and enrichment activities. Out of School Time (OST) programming has been proven to help reduce the loss of student academic ability over the course of the summer. The original proposal outlined partnering with local businesses to provide summer internship opportunities, but in addition, EPN has undertaken several activities related to OST summer programming beyond what was included in the original proposal.

EPN Out-of-School Time (OST) programs began serving children in 2012, one of the first programs implemented following the grant award. The OST programs were conducted year round throughout the entirety of the school year to support academic learning, provide health, nutrition, and physical development, and provide a safe environment for the students. The chart below presents the number of children served through year round OST programming:

<b>Year</b>	<b>Number of Programs</b>	<b>Number of Students</b>
2012	10	333
2013	23	2,168
2014	22	2,114
2015	13	1145
2016	6	481

The summer support focused on the same objectives with a special focus on slowing summer learning loss. EPN OST programming was first implemented in Summer 2012. Over 200 students participated with a retention rate of 97%.<sup>7</sup> EPN prioritized partnering with OST service providers that were already providing services within the neighborhood. Based on the number served during this session, EPN has continued to invest in OST programming each semester and summer. A variety of summer programming options have been offered, including continuations of active after school programs and newly created programs. Programs are full or partial day for varying lengths of time, and are required to provide academic support and a healthy snack of fruits or vegetables. Educational field trips, STEM activities, and hands-on project based learning opportunities are used as a method of academic reinforcement. Each OST program may have a different focus or theme, providing multiple options to students. OST summer program service providers included Boys and Girls Club of San Antonio, Ella Austin Community Center, Girl Scouts of Southwest Texas, Martinez Street Women’s Center, the YMCA of Greater San Antonio and the City of San Antonio Department of Parks and Recreation.

<sup>6</sup> *Eastside Promise Neighborhood Original Proposal*. Report. United Way of San Antonio & Bexar County, 2011.

<sup>7</sup> *APR Report for 2012*. Report. United Way of San Antonio & Bexar County, 2012.

Programs were offered at schools in the EPN footprint and local parks. Program providers are reimbursed on a per-student basis for services provided. Over the course of the OST programming, over 20 different organizations were involved in the provision of OST services, and 13-20 programs were offered per year.

United Way staff reported that summer program students were assessed at the beginning and end of their program. Trends showed that students either maintained their academic performance level or decreased only slightly. Although most summer OST opportunities were targeted towards students in elementary or middle school, one opportunity targeted to high school students was the internship program. The internship program was intended as a means to introduce students to working in a professional environment of their potential career field and establish a mentor who could help guide them through college and career decisions. The EPN budget included funding to support 50 youth internships each summer.

EPN initiated the program in 2013 with a winter term internship for 5 students and continued over the summer of 2013 with 49 participants from Sam Houston High School.<sup>8</sup> A Texas state law, House Bill 5, which took effect in January 2014 prompted a restructuring of the internship program by the EPN Advisory Board. As a result, the internship program was extended to a year-round program that assigns internship placements with the students' future employment choice in mind. The internship program did not take place over the summer of 2014 due to the restructuring process. The program became the Eastside Scholars group, which is divided into two components. The first is the 180-hour Scholars internship program for 17-19 year-old students and the second is a three-week Exploratory program that targets 15-16 year-old students. The program was managed by the George Gervin Youth Center, a San Antonio-based organization that works to provide quality education and extracurricular education-related activities for at-risk students. Participants earned a stipend, and those who put money into a college savings account were eligible for a dollar to dollar match from a CitiBank Corporation gift. The matched awards totaled over \$11,000 to date. United Way will continue to manage the account to ensure the entire \$50k is invested in EPN youth for a college match program.

The summer internship program has been discontinued. The mentorship component will continue to be provided by My Brother's Keeper, which has been on the Sam Houston High School campus since the 2015-2016 school year. On-site training will not be continued, as focus has shifted to high school completion and facilitating the transition to college or career.

EPN reached out to local businesses and individuals for assistance in student internship placement. Internship placement sites have included the Miller Child Development Center within the EPN footprint, the local City Council district office, a dental office, and an architect group, among others.

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<sup>8</sup> *APR Report for 2013*. Report. United Way of San Antonio & Bexar County, 2013.

According to data contained in the APR reports, over 58 non-duplicated students engaged in an internship as of December 2016: 34 in the first cohort and 24 in the second cohort with the restructured program.

An additional program that supplements in-school academic programming for EPN students is St. Philip's Early College High School (ECHS), established in partnership with SAISD in Fall 2014. Students attend school full-time at St. Philip's College, and take both high school and college classes. Upon graduation, students will have earned both a high school diploma and an associate's degree, at no cost to the participant. The school has been active for three years, with the first cohort of students in their junior year. The Early College High School opened with 104 students in 2014. In 2016, the enrollment increased to 212 students and 18% of the students are in the Gifted and Talented program. The school has 83 ninth graders, 57 tenth graders, and 63 eleventh graders, although not all students are from the EPN footprint. All students met standards in all domains of the STAAR EOC test with distinction in science. The first graduating class will be in the spring of 2018. The students have visited Ivy League and Tier One Research universities across the country, including Princeton, Harvard, Duke and Rice universities.

To collect data related to OST programming, EPN developed a data sharing system called CommunityViewer (CV). CV is a secure database that allows for an overall look at an EPN student's progress and out of school activities by bringing together information from multiple sources, including real-time school data (such as grades, attendance, behavior, etc.) and out of school time (OST) programming information. Utilization of CV has proven difficult for some OST service providers, in part because the organizations do not have the capacity or staff experience to collect the comprehensive data expected. Additionally, there have been technical challenges regarding ability to directly contribute partner data to CV. As a result of these challenges, EPN staff worked with providers to develop a system of data tracking and a secure manual upload process. However, this non-direct upload system often results in a significant amount of time between the time of service and data collection, and the time in which the data is available on CommunityViewer. In addition to the data collected in CV on student program participants, each contracted service provider provides monthly narrative, fiscal, and data reports to EPN.

Monthly reports with fiscal and narrative information are expected of participating internship organizations as well. A variety of data points are collected over the course of the internship including information on total hours of participation and parent engagement activities. Qualitative data such as degree of satisfaction with the program and changes in post-graduation plans since the start of the internship program are collected. Case managers from George Gervin are assigned to students for the entirety of the internship and the following school year to provide support services.

OST program initiatives were overseen by key staff member Elizabeth Arévalo, K-12 Education Manager, who served as the primary United Way staff lead and acted as liaison with OST providers. EPN Director of Operations Judy Ratlief also provided guidance as OST efforts were implemented.

An internal analysis was conducted comparing STAAR passing rates of students participating in Out-of-School Time (OST) programs in 2015-16 school year to passing rates of students not enrolled in OST programming. Overall, OST participants slightly underperformed in reading (42% compared to 45%) but outperformed non-OST participants in mathematics (53% compared to 46%). In the previous year, the United Way EPN sought increased focus by OST providers on math due to the lower percent of improvement in math performance demonstrated by previous STAAR reports. EPN provided guidance and support materials to all providers in order to extend the math and science objectives addressed during the school day by the use of performance based learning.

One challenge that has been experienced is that OST providers have struggled to recruit the minimum amount of student participants required by their contract with EPN. Even if there are enough students signed up to participate in a program, regular attendance remains an issue. This impacts the funding available to service providers as they are reimbursed by EPN on a per-child-per-day basis. With regards to recruitment, EPN staff have suggested that OST activities start right after school so that the student has an easy transition between the school day and extracurricular activities. One problem impacting attendance was the fact that many students were signed up for multiple OST programs. As a result their record with a particular OST program would reflect poor attendance at OST events when in fact they were attending other programming. To remedy this problem, co-enrollment was allowed for some programming that would more accurately represent a student's presence at some kind of OST event.

Throughout the reports the intention to build the capacity of organizations that were already in the neighborhood prior to EPN is mentioned. A Community of Practice was established by EPN beginning in July 2014 that was intended to serve as a method of sharing best practices among Eastside service providers. The evidence of impact of capacity building efforts among OST providers is not clear. For example, EPN released a request for proposal for programming for transition camps between elementary and middle school and between middle and high school in Summer 2016. However, there was only one applicant and it was determined that the applicant organization was not adequate, so the volunteer proposal review committee could not recommend acceptance. The issue was referred to the Education Committee for a recommendation, but none was made and neither of the transition camps took place. This occurrence suggests that there are gaps in capacity building efforts. EPN has released a purchase of service request open to all partners for capacity building support.

v. **Dual Generation Initiative**

The original EPN proposal included the goal that EPN families and the community have ready access to comprehensive assistance that promotes learning. To address this goal, EPN designed and implemented the Dual Generation (Dual Gen) Initiative, based on national research that shows increasing incomes of families with young children can improve the children's educational attainment and as a complement to the proposed increased opportunities for adult education and the creation of a one-stop career center. The Dual Gen program is a collaborative partnership between United Way, the Annie E. Casey Foundation, Alamo College, Goodwill Industries, the San Antonio Housing Authority, the City of San Antonio Early Head Start, Family Service Association and other partners to provide subsidized quality childcare and other supports for parents who are engaged in workforce and education training, particularly those offered through the Eastside Promise Zone.

The Dual Gen initiative is a two-generation approach to education. It prepares children to succeed in school while their parents or caregivers are provided with support services that enable them to pursue education or training to achieve economic stability by removing barriers and allowing parents to focus on their education while their children are being cared for. The initiative was implemented in 2012, and is funded for 7 years through a grant from the Annie E. Casey Foundation. The first grant in 2012 was for \$150,000, with successive grants increasing annually after that. In 2015, United Way was awarded a \$7 million through a 7 year grant (\$1 million annually) for the program.

The target population for the program started with parents or caregivers in EPN who have children 0-10 and are seeking to increase their earned income, and expanded to the Eastside Promise Zone in 2017. Participants must have a starting income below 200% of the federal poverty level. There are 3 main components offered to Dual Gen participants: Family, Financial, and Education.

The Family component includes case management, where parents create a family plan and the outreach specialist tracks and encourages progress. All participants in the program have access to both adult and child services through case managers/coaches, who are employed by the participating partners. All case managers have undergone trainings provided by EPN to learn about providing services, connecting families to resources and working with the families to reach their goals. Parents may also participate in optional services such as parenting support groups and the EPN Parent Rooms. The Financial component is provided through the City of San Antonio Financial Empowerment Center (FEC), which provides free, one-on-one financial coaching to San Antonio residents. The FEC is operated by Family Service Association which also provides career activities such as job development, educational pathways, vocational training and career coaching.

The Education component includes adult workforce development programs offered by Alamo Colleges, providing quality child care services through the three neighborhood child development centers, early head start and other child care service providers. The program also provides tuition for

trade certification and higher education through Goodwill, Healy Murphy Center and SAISD to participating adults. Funding for education and childcare subsidies is pieced together from a variety of sources, including existing programmatic funding from the various partners and the Annie E. Casey grant. A co-investment of \$5.00 per child per week, not to exceed \$40.00 per month, is requested of the parents. Parents are able to utilize volunteer hours if the co-investment presents a financial hardship.

Recruitment and outreach includes various strategies, such as word of mouth, tables at events, flyers distributed throughout the neighborhood, and newspaper advertisements. In addition, participants are recruited through the Parent Engagement Rooms at all six schools in the EPN footprint, and at childcare centers and neighborhood community centers. Initially, recruitment efforts were focused on families who were interested in Early Head Start. However, with this method, participants who were recruited were not always interested in the education or workforce development of the program. To address this challenge, EPN changed its marketing message to place more emphasis on the adult education components of the program.

The primary Dual Gen partners have MOUs that allow for data sharing and define the roles of each partner. There is no common data system used by the partners, but case managers meet twice monthly to confer and problem solve for the families they are coaching. One challenge experienced during the implementation of this program was in coordinating the efforts of disparate agencies who were all subject matter experts in providing a specific service, such as workforce education or childcare. Through regular meetings and trainings, EPN worked to cross train case managers build referral relationships. A strong level of commitment to the goals of the Dual Gen program by the participating partners helped contribute to overcoming this challenge.

The entire partnership contributes to funding the Dual Gen initiative. The Annie E. Casey Foundation providing \$1M a year to the initiative; United Way leverages federal grant funds from EPN and UW Issue Council funding, Goodwill leverages additional case managers and workforce training through the Good Career Center; San Antonio Housing Authority leverages Choice Neighborhood Implementation grant federal funds; the City of San Antonio's Office of Head Start and Early Head Start leverages grant funds for all early head start slots in two childcare centers; Alamo Colleges leverages federal grant funds for workforce development; Family Service Association leverages United Way funded Parent Rooms and Parent engagement efforts; and Catholic Charities leverages United Way funded "Parent Talk" and other family resources.

In 2015, 121 adults participated in the Dual Generation program, of which 49 adults were employed full-time. Eighty-five households reported positive short term outcome, such as having finished a semester of college, completed a short-term certificate program, met a goal that strengthens the fabric and bond of the family unit.

The Dual Generation Results for 2016 reports that 119 adults participated in the program, with 26 adults gaining employment after the career pathway training.<sup>9</sup> The Dual Gen concept has now been expanded to the larger Promise Zone footprint, and the program will be located at the newly developed Eastside Education and Training Center.

vi. **Quality Early Childhood Program**

The application for the EPN included a focus on improving the formal and informal networks of care and the provision of new learning opportunities for children and providers. This effort was included in response to research completed during the Planning Grant process showing that 69% of EPN students were entering kindergarten without kinder-ready skills and 47% of EPN students left kindergarten without gaining the necessary skills.<sup>10</sup>

To improve early childhood learning opportunities, EPN focused on strengthening curriculum, improving the quality of the available programming, and increasing participation in both formal and informal early learning settings.

To strengthen curriculum, EPN has partnered with SAISD to emphasize STEM initiatives and improve literacy. The SAISD STEM Strategic Plan includes components for Pre-K and has resulted in a full STEM curriculum implementation in the Pre-K and Head Start classrooms, which includes components similar to grade school activities such as Engineering Fridays. Efforts to improve frequency of reading at home have ranged from center-based activities such as Texas Literacy Initiative programming and family events to learning festivals that include the distribution of free books and provide techniques for how best to read to young children.

To improve the quality of programming, EPN helped to build upon existing neighborhood resources by helping the three childcare centers already operating in footprint to build quality and credibility. The three centers are in the process of applying for the Texas Rising Star Accreditation, a voluntary state accreditation that exceeds minimum care center standards. Healy-Murphy has achieved the 3 Star rating and the other 2 are seeking the 2 Star rating. A significant challenge was the need for more highly trained early childhood professionals to meet certification standards.<sup>11</sup> With funding from the JPMorgan Chase Foundation, EPN implemented the Pathway to Excellence program in January 2014 that provides tuition assistance for neighborhood center staff who are seeking early childhood degrees from St. Philip's College or a Child Development Associate Certification through Family Service Association. Over 30 workers have enrolled; seven have completed the required hours and passed the

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<sup>9</sup> *APR Report for 2016*. Report. United Way of San Antonio & Bexar County, 2016.

<sup>10</sup> *Eastside Promise Neighborhood Original Proposal*. Report. United Way of San Antonio & Bexar County, 2011.

<sup>11</sup> *APR Report for 2016*. Report. United Way of San Antonio & Bexar County, 2016.

national certification exam for the Child Development Association. The increase in certified professionals has helped the process of state certification. Additionally, in 2016 EPN created an Early Childhood Directors Collaboration group in partnership with Region 20, a Texas education service agency that collaborates with school districts to improve student performance and school effectiveness, to provide support as centers work towards accreditation, share best practices, and create a professional network.<sup>12</sup>

One major step to increase participation in formal early learning settings was the implementation of Early Head Start, a U.S. Department of Health and Human Services (HHS) program for low income families with children up to age three, in the EPN footprint. Planning for Early Head Start took place between EPN, SAISD, and the City of San Antonio in 2013 and 2014, and the award was granted in February 2015. Two EPN footprint childcare centers, Healy-Murphy Child Development Center and Ella Austin Community Center began serving Early Head Start students in June and September 2015, respectively. As of June 2016, both Early Head Start centers were at capacity and had waiting lists as of November 2016. Enrollment in formal early learning settings increased from Planning Grant levels of 24% in 2010 to approximately 50% during the 2015-2016 school year.<sup>13</sup>

Kinder Prep Camp established by EPN in Summer 2013 help incoming kindergarten students familiarize themselves with a school setting and improve kinder readiness. This three to four week camp has served over 200 students since 2013. EPN shifted the camp's leadership to SAISD in 2015, but continued to provide support as necessary.

In addition to the focus of improving quality and availability of formal early learning opportunities, EPN also worked to strengthen the support and resources available for those families who did not wish to enroll their child in a formal program by establishing the Family Engagement in Early Learning program (FEEL) network, designed to provide families who do not enroll their children in some kind of outside-the-home care with high quality tools and a support system that will allow families to educate their child. According to the 2016 APR, 33 caregivers who represent 50 children are members of FEEL, an increase from 12 caregivers at the end of 2015.<sup>14</sup> Family Service Association became the lead for this programming effort in 2015. The network provides services such as a parent support group, assistance with reading to children, and general network meetings. All of the 16 three year-olds enrolled in the FEEL network demonstrated age appropriate growth in 2016.

In order to sustain and support the work done within the early childcare network, an Early Learning for Kinder Readiness pathway was developed. The Pathway was developed in 2016 following three months of meetings with residents, schools, childcare centers, and other community partners. The

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<sup>12</sup> Ibid.

<sup>13</sup> Ibid.

<sup>14</sup> Ibid

intention behind the development of the pathway was to identify what components of the early childhood work done by EPN were a priority and what the community had an interest in putting effort towards sustaining. It builds upon Kinder Readiness strategies but has a more broad focus. Development is still in progress with the Education Committee leading.

EPN's Director of Operations Judy Ratlief was the primary lead for all early childcare programming. Her efforts include assisting the neighborhood childcare centers towards Texas Rising Star accreditation, providing oversight for the Pathway to Excellence program that increases the skilled early childcare workforce, and working with the dual generation grants. EPN contracted an Early Childhood Specialist, Ana De Hoyos to provide coaching for center directors regarding best practices and methods of teaching.

In conjunction with CI:Now, EPN developed a data sharing system called Community Viewer (CV). CV is a secure database that allows for an overall look at an EPN student's progress by bringing together information from multiple sources. CV is used by all EPN providers, including early childcare providers.

***vii. Community Safety Programs***

The 2011 EPN School Climate Needs Assessment indicated that both parent and student focus groups rated in-school safety and student safety when traveling to and from school as problematic and high priority. In the original proposal, United Way listed the following approaches to address community safety:

- Use approved SAISD bond funding to improve campus security through physical improvements
- Establish safe corridors for kids walking to and from school
- Dispel internal and external community perceptions of safety issues on the Eastside by bringing in more external partners to provide services and continuing EPN block parties and movie nights
- Establish EPN safety committee that brings together Police Departments from SAISD, SAHA and the City of San Antonio to discuss concerns, implement new crime fighting strategies and monitor progress
- Reestablish once successful and widespread Neighborhood Watch strategies in the EPN once residents no longer fear reprisals from gang members
- Import substance abuse treatment resources to help drive down crime rates

The Promise and Choice Together (PaCT) Schools and Neighborhoods Committee was established in 2014 to address issues of community safety. The committee includes representation from students, parents, school administrators, residents, law enforcement and community organizations and is tasked with identifying partnerships that can lead to the sustainability of safety solutions for students in the footprint. The committee is described more fully in the *Byrne Public Safety Enhancement Grant and Byrne Criminal Justice Grant* section.

EPN was a partner in implementing the activities undertaken through the *Byrne Public Safety Enhancement Grant and Byrne Criminal Justice Grant*, including Hot Spot policing, the Walking School Bus initiative, and Midnight Basketball. These initiatives are described in more detail in the *Byrne Public Safety Enhancement Grant and Byrne Criminal Justice Grant* section.

In addition to the Byrne-funded programs, in Fall 2014, the school district received a \$2.3 million School Climate Grant from the U.S. Department of Education to enhance the implementation of the Positive Behavior Intervention Supports (PBIS) program in all schools in the Promise Zone. Through this grant, an SAISD Project Coordinator continues to serve on the PaCT Schools and Neighborhoods Committee. The Project Coordinator participates in ongoing conversations with school administration, SAHA Byrne CJI staff, and EPN staff regarding the elements of the program and ways in which restorative practices (evidence-based practices focused on prevention-oriented approaches to resolve conflict such as bullying and disruptive behavior) could be complementary to the existing PBIS program at the middle and high school levels.

EPN staff, along with campus-based organizations such as the Parent Room, City Year and Communities in Schools (CIS-SA) were invited to participate in the regularly scheduled PBIS Campus Team meetings which led to increased partnership and broader access to support programming for students, teachers, parents and the community at large- all aimed at addressing school climate.

***viii. Sustainability of the Eastside Promise Neighborhood initiatives***

Within the original proposal there was an acknowledgement of the need to develop programs and funding plans with an eye towards a sustainable future. Efforts to develop a sustainable project began during the Planning Grant. Resident engagement in the planning process was seen as essential to the success of EPN during the grant period and the continuation of EPN efforts upon the conclusion of federal funding. Residents were included as members of various committees, including the initial Advisory Board formed under the Planning Grant.

During the Planning Grant, partners identified funds that could be utilized to continue the EPN project upon the end of federal funding as well as aid the current programmatic efforts. Matching funds for grant applications often came from United Way and other major partner organizations,

although smaller organizations also provided matching funds for specific programs. Throughout the grant period, United Way worked on developing partnerships with outside organizations to help prepare for the sustainability of EPN work. Several grants were received that provide multiple years of funding, including the Bloomberg Financial Empowerment Centers and the Annie E. Casey Dual Generation funding.

The original proposal provided a three-tiered model for change beginning in Year One that included a plan for a gradual shift in service responsibility from EPN to existing or new providers starting Year Three of the grant period.<sup>15</sup> Although not all of the program obligations were shifted to non-EPN providers on schedule, there have been several successful transitions of responsibility over the final years of the grant. United Way, who was active in the Eastside community prior to the Promise Neighborhood Implementation Grant, intends to remain involved in the EPN area after the grant's conclusion through education-based initiatives in particular. There is not one specific individual at United Way or Eastside Promise Neighborhood who is assigned to focus on sustainability. Each of the sub-initiatives have made some progress toward sustainability, described below:

**SAISD STEM Strategic Plan:**

The STEM curriculum first put into place during the Implementation Grant period has been incorporated into SAISD's five-year Blueprint for Excellence plan for district transformation. Though not without its challenges, this inclusion of a heavy STEM focus into the district-wide curriculum speaks to the acknowledged impact of the STEM focus on students and ensures long-term sustainability in the EPN footprint and the district as a whole. Additionally, SAISD has approved the conversion of the three EPN elementary schools to in-district charters that will function as STEM academies. Parent Rooms will continue to be supported on all campuses by United Way. Additionally, SAISD has approved the three elementary schools to submit a campus plan through the SAISD District of Innovation program that would secure continuation of the STEM focus on the campuses.

**Trinity Leadership Partnership Training:**

Trinity University will continue to place cohorts of Master of Education Fellows in SAISD schools for the next five school years and offer reduced tuition for the Fellows. Funding will be provided with continued financial assistance from the Ewing Halsell Foundation and the addition of H-E-B as a new funding partner. The first of these cohorts was placed for the 2016-2017 school year. The Fellows now have a four year commitment to work in SAISD following the completion of their Peer Assistant Teacher year.

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<sup>15</sup> *Eastside Promise Neighborhood Original Proposal*. Report. United Way of San Antonio & Bexar County, 2011.

*Health and wellness programs:*

The PaCT Health and Wellness committee has spent time identifying partners and solutions for healthy food options and physical fitness opportunities that could be sustainable support systems beyond the EPN grant. The seven community gardens established during the grant will continue to operate with assistance from the nonprofit Gardopia, an organization that was founded as a result of the neighborhood's interest in and need for healthy food. Farmers markets will continue to happen at Wheatley Middle School at least monthly, run by the San Antonio Food Bank. The three playgrounds at Ella Austin Community Center, Washington Elementary, and Woodard Park constructed during the Implementation Grant will remain available for use.

EPN planned for a Fall 2016 analysis of the health and wellness centered programs meant to understand the impact of the grant's programming on academic performance and attendance. That analysis is not included in this review of the health and wellness initiative sustainability. As the grant comes to an end, there are also plans to document challenges and lessons learned from programming efforts that will be available for future programming in the neighborhood.

*OST summer programming:*

Examples of sustainability efforts specifically for summer OST programming were not evident. As a result, the discussion of sustainability pertains to OST in general. The YMCA and Boys and Girls Club have partnered with SAISD and secured alternative funding that will allow them to continue providing OST programming at the EPN elementary schools and Wheatley Middle School.<sup>16</sup> The requirements for OST programming that were established by EPN (healthy snacks, academic component, attendance requirements, etc.) have been adopted by SAISD to be applied to all OST providers. This ensures that the quality of OST programming available remains the same. The intention of other organizations to continue to provide programming past the end of the grant is not clear for all organizations, but conversations with United Way staff suggest that there are multiple organizations that are invested in the neighborhood and likely to continue. Three agencies that previously funded whole or in part by EPN for the EPN Out of School Time program, including Boys and Girls Club of SA, Greater SA After School All Stars, and the YMCA, have secured other sources of funding to continue providing programming at the three elementary schools and the middle school in the EPN footprint. In addition, SAISD received a grant to support an extended day approach after school on EPN campuses. United Way staff acknowledged that most of the programs would need to be offered through a pay-for-service model, though participants in the Dual Generation program would be provided with reduced fees.

The internship program has been discontinued. Instead, the organization My Brother's Keeper, which has been on the Sam Houston High School campus since the 2015-2016 school year, will continue

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<sup>16</sup> *Eastside Promise Neighborhood Sustainability Grid: Working Draft*. United Way of San Antonio & Bexar County, 2016.

the mentorship component that had been included in the internship program. On-site training will not be continued by EPN; however, SAISD, in collaboration with Alamo Colleges, SA Works, Accenture, and the Office of EastPoint have developed a collaborative initiative that will provide internship opportunities in the future. Upon graduation, students who have participated in the IT track at Sam Houston can go to Eastside Education and Training Center (EETC) and complete certification hours leading to IT industry level certification offered there through Alamo College. When those students demonstrate a level of competence they will continue hours at EETC while participating in a paid internship at Accenture. Upon graduation from the EETC IT program, if the work of the student meets Accenture criteria, Accenture will employ them full time.

***Dual Generation Program:***

The Dual Generation (Dual Gen) program has partnered with a variety of organizations that have allowed long-term programming to be planned and funded through a multi-year commitment from the Annie E. Casey Foundation. The opening of the Goodwill Career Center at Ella Austin Community Center has provided job counseling and computer access to neighborhood residents, as well as provided as space for other programming efforts geared towards workforce development. The transition of the Financial Empowerment Center (FEC) to partner agency Family Service Association will allow continued service towards families in Dual Gen and the Eastside in general. Alamo Colleges committed to leading the launch of the Eastside Education and Training Center, a site that will be a one-stop center for training programs, job coaching, and on-site childcare. Much of the programming done under Dual Gen is in partnership with the Promise Zone initiative, and so will have continued support and momentum at least through the end of the Zone designation.

***Quality early childcare program:***

The focus on the development and strengthening of the EPN early learning network has helped develop sustainable programming from the initial implementation of the Promise grant. The intentional layering of partnerships and funding sources has helped develop a model for sustainable work and the Early Childhood Committee will continue its work through the Promise Zone. The Early Learning for Kinder Readiness Pathway as developed by the neighborhood community of early childhood providers and parents will serve as a guide for school readiness.

The Texas Rising Star Certification of the three neighborhood centers and the placement of Early Head Start at two of those locations will help ensure the continuation of high quality early childhood care. By strengthening the curriculum and instruction quality at EPN childcare sites, both the quality of care and the financial sustainability of the centers will be enhanced. This is supported by the fact that Early Head Start is at capacity and has a waiting list.

The training of both formal and informal childcare providers will be continued through partner support and foundation funding. Funding remains for the Pathway to Excellence Program through the JPMorgan Chase Foundation, which provides tuition assistance to support residents who are seeking early childhood degrees or certifications through St. Philip's College or Family Service

Association. The requirement for participants to work in the footprint for a set number of years keeps the trained childcare providers within the neighborhood, helping to improve the quality of the care centers. St. Philip's will soon provide CDA certification opportunities at the new Eastside Education and Training Center.<sup>17</sup>

The Dual Generation initiative will continue to offer subsidies for participating families at neighborhood childhood development centers to aid affordability. Complete transition of Kinder Camp leadership to SAISD in August 2015 will also help ensure the sustainability of the program that helps incoming kindergarteners adjust to the school environment.

*Community safety programs:*

Reports indicate that the PaCT Schools and Neighborhoods Committee is exploring means of identifying long term partnerships that could lead to the sustainability of safety solution programming, but no specific partnerships have been identified as of the completion of this evaluation. During the summer of 2016 the Midnight Basketball program was expanded to two additional locations, a move driven by the current City Councilperson. Funding was procured by the Councilperson from the City of San Antonio budget. According to the 2016 APR there are plans by neighborhood associations in the area to host quarterly basketball tournaments around Midnight Basketball throughout the year, reflecting increased neighborhood engagement.

***2. Evidence of Impact: What evidence is there of the breadth and depth of impact generated by this initiative?***

***a. Reporting Obligations of Lead Agency***

United Way is required to submit official federal reporting to the Department of Education twice a year in the form of an Annual Performance Report and an Ad Hoc Report. The Annual Performance Report (APR) includes both qualitative and quantitative data on all 15 GPRA's and a financial report for the first six months of the year. An Ad Hoc Report covers full year program information, financial report and budgets. The Ad Hoc is typically submitted in January. A final report will be submitted upon completion of the Implementation Grant in June 2017.

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<sup>17</sup> *Eastside Promise Neighborhood Sustainability Grid: Working Draft*. United Way of San Antonio & Bexar County, 2016.

## ***b. Metrics/Goals***

As previously described, the goals of the Eastside Promise Neighborhood are outlined in the 10 promises:

- Children enter Kindergarten ready to succeed in school
- Students improve academic performance and are proficient in core subjects
- Students successfully transition from Elementary to Middle to High School
- Students graduate from high school
- Students earn a college degree or a job training certification
- Students are healthy and their educational performance improves by accessing aligned learning and enrichment activities
- Students feel safe at school and in their community
- Students live in stable communities
- Families and community members support learning in schools
- Students have access to 21st Century learning tools

The 10 promises can be distilled into 3 overarching goals: 1) strengthen the capacity of schools in the EPN footprint to deliver quality education, 2) improve educational outcomes for EPN students, and 3) improve community supports to allow students to stay, grow and graduate.

As previously mentioned, NALCAB utilized secondary impact data made available by each respective lead agency, including existing impact assessments and evaluations, reports, and raw data tracked for federal reporting requirements, as evidence of impact of EPN activities. To measure progress toward those goals, EPN developed a set of outcome indicators and established baselines at the beginning of the grant. In mid-2013, the Department of Education standardized the Promise Neighborhood metrics for grantees across the country and created 15 required Government Performance and Results Act performance measures (GPRAs).

Promise Neighborhood Implementation grantees are required to set and submit baselines, actual performance data, and targets for each GPRA indicator for all five years of the grant program. Extensive research and analysis have been done by third party evaluators to measure progress toward these GPRAs. However, this reporting format has impeded EPN from effectively measuring and communicating its successes in two ways. First, because the measures were changed 1.5 years into implementation, EPN had to adjust their metrics and readjust baselines and targets, which means that data collected through the current reporting period is neither robust nor obtained through a consistent methodology. The other substantial challenge posed through this reporting process is that the GPRAs draw focus to only small pieces of the larger vision of improvement in the EPN footprint. As a result, the GPRAs alone do not clearly illuminate the depth or breadth of impact. As such, this section will

present GPRA measurements together with other data provided by United Way and SAISD that help to show both progress and challenges in achieving the overarching goals of EPN.

**Strengthen the capacity of schools in the EPN footprint to deliver quality education:**

*Early Childhood:* There are more quality early childhood opportunities available in the footprint for residents as a result of EPN efforts, including the in-progress Texas Rising Star Certification of three early childcare centers and the implementation of Early Head Start programs at two locations. A total of 40 childcare providers have pursued the opportunity to earn a related degree or certificate, and the presence of a well-trained classroom staff impacts a total of 244 students in the centers<sup>18</sup>.

Data from EPN that measures the number and percent of children participating in formal early learning settings (GPRA 3A) shows an overall decrease from 2012 to 2016 from 29% to 21%.

**GPRA 3A:** Number and percent of children from birth to kindergarten participating in center-based and formal home-based early learning settings or programs

	<b>Baseline 2012-2013</b>	<b>Actual 2013-2014</b>	<b>Actual 2014-2015</b>	<b>Actual 2015-2016</b>
<b>% of Students</b>	29.2%	26.5%	18.1%	21.2%
<b># of Students</b>	592	505	342	396

*Source: APR Report for 2016. Report. United Way of San Antonio & Bexar County, 2016.*

It is unclear how to interpret these data. There has clearly been an increase in the number of early childcare centers that are engaged in high quality curriculum-based assessment systems (whether Texas Rising Star or federal Early Head Start standards) and the United Way has reported that Early Head Start is at capacity and has a waiting list.

Further, data from EPN that measures the number and percent of children participating in informal home-based early learning settings (GPRA 3B) shows a steady increase during each year of the program, from 11% in 2012-2013 to 46% in 2015-2016.

**GPRA 3B:** Number and percent of children from birth to kindergarten participating in informal home-based early learning settings or programs (Family Friend and Neighbor care)

	<b>Baseline 2012-2013</b>	<b>Actual 2013-2014</b>	<b>Actual 2014-2015</b>	<b>Actual 2015-2016</b>
<b>% of Students</b>	11.4%	31.4%	39.7%	46.0%
<b># of Students</b>	230	600	749	858

*Source: APR Report for 2016. Report. United Way of San Antonio & Bexar County, 2016.*

These data suggest fewer children participating in center-based care overall and significantly more

<sup>18</sup> *APR Report for 2016. Report. United Way of San Antonio & Bexar County, 2016.*

participating in home-based care. A higher portion of the center-based care in the EPN is assessed under a system of quality standards and many more childcare providers are accessing professional development opportunities. Further research is needed to understand this significant shift in the infrastructure for providing early childcare and what implications it may have for children.

The impact of this investment in the early childhood education infrastructure may be showing impact in the SAISD schools in the EPN. While in 2010, 31% of children in schools in the EPN footprint were ‘on track’ or ‘kinder ready’, now 41% of children are ‘on-track’ or kinder ready. Results consistently vary by school and correlate significantly with mobility.

*Elementary and Secondary Education:* SAISD has undertaken extensive teacher training and curriculum development support, including the addition of in-school instructional coaches, and the implementation of a STEM strategic plan. Three support positions have been added to each EPN campus.

Washington Elementary is one example where there has been clear improvement in school-based performance that points to increased capacity. Washington Elementary has moved from the lowest performing school in the EPN footprint in 2012-2013, slated for closure due to low enrollment and performance prior to EPN implementation, to the highest performing of the three EPN elementary schools in 2015-2016. In 2015-2016, the percent of students who are ‘on track’ or ‘kinder ready’ at Washington Elementary was 58.2%, nearly double the rate at the other two elementary schools in the EPN footprint. United Way and SAISD attribute this success to stability in school administration, increased opportunities for teacher collaboration, and data-driven daily reading and math interventions.

**Improve educational outcomes for EPN students:**

*Early Childhood:* Data from the 2014-2015 the Early Developmental Instrument (EDI) used by EPN and SAISD shows some gains related to the impact for students of early education programming, and some mixed results. Although there is great variation among the three EPN partner school campuses; the percent of children in the highest category of ‘very ready’ has consistently exceeded the district’s average in all three years. However, the percent of children in the ‘on track’ category decreased and fell below the district rate of children not meeting developmental milestones increased significantly.

Data from EPN that measures the number and percent of three-year olds who demonstrate age-appropriate functioning across multiple domains of early learning (GPRA2A) also shows mixed results, with both the number and percent increasing from 2012-2014, but then a dip in 2015 before another 13% increase in 2016. However, measurement of progress toward this goal is impeded by the fact that a consistent assessment tool is not used by early childhood education providers or across all years of measurement. The number and percent of children in kindergarten who demonstrate age

appropriate functioning has also declined from 29.8% in 2012-2013 to 24.5% in 2014-2015.

**GPRA 2A:** Number and percent of three-year olds who demonstrate age-appropriate functioning across multiple domains of early learning

	<b>Baseline 2012-2013</b>	<b>Actual 2013-2014</b>	<b>Actual 2014-2015</b>	<b>Actual 2015-2016</b>
<b>% of Students</b>	53.5%	76.8%	35.0%	47.8%
<b># of Students</b>	201	199	41	64

Source: APR Report for 2016. Report. United Way of San Antonio & Bexar County, 2016.

**GPRA 2B:** Number and percent of children in kindergarten who demonstrate at the beginning of the program or school year age-appropriate functioning across multiple domains of early learning.

	<b>Baseline 2012-2013</b>	<b>Actual 2013-2014</b>	<b>Actual 2014-2015</b>	<b>Actual 2015-2016</b>
<b>% of Students</b>	29.8%	23.4%	24.5%	Not avail.
<b># of Students</b>	67	45	47	Not avail.

Source: APR Report for 2016. Report. United Way of San Antonio & Bexar County, 2016.

The extreme variation in these measurements from year to year for GPRA 2A suggests to the Project Team that methodological inconsistencies may play a larger role in the changes rather than student performance. A more consistent analysis of age appropriate functioning among a sample population may help to validate whether these data are in fact meaningfully representing student performance.

*Elementary and Secondary Education:*

Data from EPN that measures the number and percent of students at or above grade level on state assessments, four year graduation rate, and number and percent of students who enrolled in college or university remained essentially unchanged from 2012-2015. Data from the 2015-2016 academic year for many of the measures was not available at the time of this report. A summary of these GPRA's can be found in the tables below.

**GPRA 4:** Number and percent of students at or above grade level according to State mathematics and English language arts assessments in at least the grades required.

<b>3<sup>rd</sup>-8<sup>th</sup> &amp; HS ELA</b>	<b>Actual 2012-2013</b>	<b>Actual 2013-2014</b>	<b>Actual 2014-2015</b>	<b>Actual 2015-2016</b>
<b>% of Students</b>	53.9%	54.8%	57.1%	47.7%
<b># of Students</b>	680	775	764	737

Source: APR Report for 2016. Report. United Way of San Antonio & Bexar County, 2016.

<b>3<sup>rd</sup>-8<sup>th</sup> &amp; HS Math</b>	<b>Actual 2012-2013</b>	<b>Actual 2013-2014</b>	<b>Actual 2014-2015</b>	<b>Actual 2015-2016</b>
<b>% of Students</b>	53.2%	63.6%	59.7%	51.8%
<b># of Students</b>	658	702	584	619

Source: APR Report for 2016. Report. United Way of San Antonio & Bexar County, 2016.

**GPRA 6: Four year graduation rate.**

	<b>Baseline 2011-2012</b>	<b>Actual 2012-2013</b>	<b>Actual 2013-2014</b>	<b>Actual 2014-2015</b>	<b>Actual 2015-2016</b>
<b>% of Students</b>	81.5%	76.6%	76.2%	78.2%	Not Avail.
<b># of Students</b>	150	121	138	169	Not Avail.

\*Includes Instructional supports, Seniors New Tech Academy, Seniors Internship Program

Source: APR Report for 2016. Report. United Way of San Antonio & Bexar County, 2016.

**GPRA 7A: Number and percent of students who enrolled in college or university.**

	<b>Baseline 2011-2011</b>	<b>Actual 2012-2013</b>	<b>Actual 2013-2014</b>	<b>Actual 2014-2015</b>	<b>Actual 2015-2016</b>
<b>% of Students</b>	48.3%	48.8%	51.2%	48.9%	Not Avail.
<b># of Students</b>	72	79	65	69	Not Avail.

\*Includes Instructional supports, Seniors New Tech Academy, Seniors Internship Program

Source: APR Report for 2016. Report. United Way of San Antonio & Bexar County, 2016.

**GPRA 7B: College enrollment without English and Math remediation**

	<b>Baseline 2012-2013</b>	<b>Actual 2013-2014</b>	<b>Actual 2014-2015</b>	<b>Actual 2015-2016</b>
<b>% of Students</b>	21.0%	22.7%	28.4%	18.3%
<b># of Students</b>	34	29	40	32

Source: APR Report for 2016. Report. United Way of San Antonio & Bexar County, 2016.

The United Way and SAISD provided the following summary of STARR Test results for schools in the EPN footprint.

<b>Campus</b>	<b><u>2013-2014</u> <u>Reading/</u> <u>ELA</u></b>	<b><u>2014-2015</u> <u>Reading/ELA</u></b>	<b><u>2015-2016</u> <u>Reading/ELA</u> <u>without</u> <u>Special</u> <u>Education*</u></b>	<b><u>2015-2016</u> <u>Reading/ELA</u></b>
Bowden Elementary	62%	61%	49%	46%
Pershing Elementary	67%	68%	52%	49%
Washington Elementary	65%	66%	62%	61%
Wheatley Middle School	65%	60%	52%	44%
SAISD All Schools	61%	63%	61%	57%

<u>Campus</u>	<u>2013-2014</u> <u>Mathematics</u>	<u>2014-2015</u> <u>Mathematics</u>	<u>2015-2016</u> <u>Mathematics</u> <u>without</u> <u>Special</u> <u>Education*</u>	<u>2015-2016</u> <u>Mathematics</u>
Bowden Elementary	68%	53%	52%	49%
Pershing Elementary	65%	65%	56%	52%
Washington Elementary	71%	60%	73%	72%
Wheatley Middle School	59%	54%	52%	47%
SAISD All Schools	63%	61%	64%	60%

<u>Campus</u>	<u>2013-2014</u> <u>Science</u>	<u>2014-2015</u> <u>Science</u>	<u>2015-2016</u> <u>Science</u> <u>without</u> <u>Special</u> <u>Education*</u>	<u>2015-2016</u> <u>Science</u>
Bowden Elementary	74%	68%	69%	68%
Pershing Elementary	77%	63%	64%	60%
Washington Elementary	53%	73%	57%	55%
Wheatley Middle School	60%	42%	40%	42%
SAISD All Schools	66%	66%	Not Avail.	65%

The above indicators measure the change in performance of the student body as a whole. However, there is reason to believe these reports are not reflecting the full story. As previously mentioned, a significant change in the TEA reporting requirements took effect in the middle of the Promise Neighborhood grant period, which has made it difficult to compare “apples to apples” in the data over time. Further, standardized tests are the primary instrument for measuring student achievement and there is also ample research to suggest that standardized tests taken alone may not always accurately measure student learning in schools with high concentrations of poverty. Also, the required GPRAs do not look at individual student progress, but rather measures progress of the student body as a whole. Since mobility rate is high, it is likely that the students being measured year to year along these dimensions are, in significant part, not the same students from year to year, and it is likely that the high rates of mobility among students in the early years of the grant period either limited the impact of some services because the student left midyear, or resulted in a portion of students who experienced a benefit leaving the population being tracked.

The Project Team requested a special analysis of data for this report on the cohort of children that remained in the schools in the EPN footprint over time. The United Way and SAISD undertook significant effort in a constrained time period to produce and validate this data. The results strongly support the idea that the GPRAs and aggregated STARR test results are masking meaningful outcomes

among children that have consistently benefitted from EPN-related services and systems improvements over multiple years.

For example, the following table illustrates pass/fail performance on STARR Math tests from year to year among only students that were enrolled (in any grade level) at Tynan, Bowden, Pershing, Washington, or Wheatley in the 2012-2013 School Year. This “EPN Cohort” stayed in School in the EPN footprints from year to year. There is a clear trend of increasing passing scores from 2012 – 2014. In 2015, a significant change in STARR testing statewide makes it difficult to compare pre-2015 scores with 2015 scores or to evaluate post-2015 trends without at least one additional year of data.

EPN Cohort Overall - % Pass STAAR/EOC Math by Grade by Year

Grade Level	2012			2013			2014			2015			2016		
	# Fail	# Pass	% Pass	# Fail	# Pass	% Pass	# Fail	# Pass	% Pass	# Fail	# Pass	% Pass	# Fail	# Pass	% Pass
03	128	94	42.3%	103	93	47.4%	65	82	55.8%	87	81	48.2%	74	81	52.3%
04	101	101	50.0%	100	87	46.5%	80	93	53.8%	70	65	48.1%	84	68	44.7%
05	70	125	64.1%	36	126	77.8%	41	138	77.1%	75	91	54.8%	29	94	76.4%
06	66	56	45.9%	78	81	50.9%	60	61	50.4%	87	48	35.6%	78	46	37.1%
07	84	43	33.9%	58	42	42.0%	76	69	47.6%	57	58	50.4%	88	45	33.8%
08	53	59	52.7%	28	66	70.2%	24	78	76.5%	61	48	44.0%	49	53	52.0%
Algebra I	0	<5	100.0%	36	67	65.0%	37	80	68.4%	52	53	50.5%	68	76	52.8%
Total	502	479	48.8%	439	562	56.1%	383	601	61.1%	489	444	47.6%	470	463	49.6%

The following analysis suggests that mobility may be a significant factor in pass rates on STARR exams. In 2013 and in 2016, within the “EPN Cohort” pass rates were significantly higher in math and reading for students that were at the same campus as in the prior year as compared with those who were at a different campus.

2013 STAAR Results by Years at the Same Campus as the Prior Year

Subject	Same Campus as Prior Year	Different Campus from Prior Year
Math	60.6%	44.6%
Reading	65.4%	50.2%

2016 STAAR Results by Years at the Same Campus as the Prior Year

Subject	Same Campus as Prior Year	Different Campus from Prior Year
Math	53.6%	40.1%
Reading	53.6%	38.0%

While more study of these factors is needed to draw clear conclusions, these data do suggest that out-of-school support may be particularly effective when targeted to students who were not at the same campus in the year before.

The GPRA that measures student mobility has not shown any decrease, at 33.3% in 2012-2013 and 34.5% in 2015-2016. In comparison, the mobility rate for Northside Independent School District was 18% in 2015-2016.

**GPRA 11: Student mobility rate**

	<b>Baseline 2012-2013</b>	<b>Actual 2013-2014</b>	<b>Actual 2014-2015</b>	<b>Actual 2015-2016</b>
<b>% of students</b>	33.3%	34.4%	33.5%	34.5%
<b># of students</b>	845	898	869	911

Source: APR Report for 2016. Report. United Way of San Antonio & Bexar County, 2016.

An EPN Baseline Report stated that, “Of the 16,128 students in the database, not one student was present from kindergarten through the eighth grade.” While overall mobility rates have remained in the range of 33-35% per year, a stable core cohort may be forming, which would be a significant development in this student population. The following table shows the EPN cohort population from 2012 – 2017; that is to say, the population of students that were enrolled in the 2012-2013 School Year. The first grade class in 2012, for example, included 246 students. Five years later, 107 students remained in the 2017 sixth grade class.

EPN Cohort Total – Campus Enrollment by Grade by Year

Grade Level	2012	2013	2014	2015	2016	2017
EE	8	0	0	0	0	0
PK	430	164	5	0	0	0
KG	289	206	141	9	0	0
01	246	227	184	129	13	<5
02	262	200	210	171	112	12
03	246	219	165	182	162	107
04	232	204	185	145	165	148
05	217	185	192	177	138	148
06	143	169	135	148	133	107
07	146	121	160	129	145	131
08	130	126	117	153	138	139
09	0	103	122	107	160	158
10	0	0	76	102	69	121
11	0	0	0	63	73	53
12	0	0	0	<5	58	63
Not in SAISD	0	425	657	832	983	1161
<b>Total</b>	<b>2349</b>	<b>2349</b>	<b>2349</b>	<b>2349</b>	<b>2349</b>	<b>2349</b>

Further investigation is necessary to determine the reasons for mobility and specifically whether families are actively choosing to exercise choice under SAISD’s policies or whether they are leaving the school district or the state.

**Improve community supports to allow students to stay, grow and graduate:**

The clearest story that emerges from required GPRAs is that there have been steady gains in at least two measures of health and wellness. The required GPRAs do show modest improvements in the number of children who participate in at least 60 minutes of activity per day, and consume five or more servings of fruit and vegetables per day. These gains are likely due to operationalizing opportunities for physical activity and nutritious meals and snacks through the institutions where students spent the most time – the schools themselves and OST activity.

**GPRAs 8:** Number and percent of children who participate in at least 60 minutes of moderate to vigorous physical activity daily.

	<b>Baseline 2013-2014</b>	<b>Actual 2014-2015</b>	<b>Actual 2015-2016</b>	<b>Actual 2016-2017</b>
<b>% of Students</b>	23.1%	27.2%	30.5%	Not Avail.
<b># of Students</b>	304	375	445	Not Avail.

*Source: APR Report for 2016. Report. United Way of San Antonio & Bexar County, 2016.*

**GPRAs 9:** Number and percent of children who consume five or more servings of fruits and vegetables daily.

	<b>Baseline 2013-2014</b>	<b>Actual 2014-2015</b>	<b>Actual 2015-2016</b>	<b>Actual 2016-2017</b>
<b>% of Students</b>	26.3%	30.8%	36.7%	Not Avail.
<b># of Students</b>	346	424	535	Not Avail.

*Source: APR Report for 2016. Report. United Way of San Antonio & Bexar County, 2016.*

ENP data also shows an improvement in two of the GPRAs that measure parental involvement: the number and percent of households with children ages 0 to 5 who report that they read to their children three or more times a week doubled from 2012-2013 to 2015-2016, from 25.8% to 51.6% (GPRAs 12). Also, the number and percent of parents with students in grades 9 through 12 who report talking with their children about the importance of college and career increased from 54.5% in 2013 to 77.6% in 2015-2016. Although the number of parents with children in grades kindergarten-8 declined by 10 percentage points from 2012-2013 to 2015-2016, it remains high at 70.5%. These GPRAs are listed below.

**GPRA 12:** Number and percent of households with children ages 0 to 5 who report that they read to their children three or more times a week

	<b>Baseline 2012-2013</b>	<b>Actual 2013-2014</b>	<b>Actual 2014-2015</b>	<b>Actual 2015-2016</b>
<b>% of Students</b>	25.8%	48%	42%	51.6%
<b># of Students</b>	230	404	350	424

Source: *APR Report for 2016*. Report. United Way of San Antonio & Bexar County, 2016.

**GPRA 13:** For children in kindergarten through 8th grades, number and percent of parents or family members who report encouraging their child to read books outside of school

	<b>Baseline 2012-2013</b>	<b>Actual 2013-2014</b>	<b>Actual 2014-2015</b>	<b>Actual 2015-2016</b>
<b>% of Students</b>	81%	76.4%	56.1%	70.5%
<b># of Students</b>	581	583	438	557

Source: *APR Report for 2016*. Report. United Way of San Antonio & Bexar County, 2016.

**GPRA 14:** For children in the 9th through 12th grades, number and percent of parents or family members who report talking with their children about the importance of college and career

	<b>Baseline 2013</b>	<b>Actual 2013-2014</b>	<b>Actual 2014-2015</b>	<b>Actual 2015-2016</b>
<b>% of Students</b>	54.5%	73.2%	74.7%	77.6%
<b># of Students</b>	193	309	340	389

Source: *APR Report for 2016*. Report. United Way of San Antonio & Bexar County, 2016.

An initial analysis performed for this report compared the attendance rates and standardized test performance of students enrolled in OST and in-school mentoring to EPN students who were not enrolled in these programs. In both 2014-2015 and 2015-2016, OST participants had a slightly higher attendance rate than non-OST participants. Students engaged in OST are less chronically absent. For 2015-2016, 5.9% of students participating in OST were chronically absent as compared to 13.5% of non-OST students. For the previous year, those numbers were 3.5% and 9.5% respectively, as shown in the table below:

	<b>2014-2015</b>	<b>2015-2016</b>
Attendance Rate		
<b>OST Students</b>	97.4%	96.1%
<b>Non-OST Students</b>	95.9%	95.0%
Chronic Absenteeism		
<b>OST Students</b>	5.9%	3.5%
<b>Non-OST Students</b>	13.5%	9.5%

Source: *OST CY Analysis 2015-2016 Attendance and STAAR*. Word Document. San Antonio: United Way of San Antonio and Bexar County, 2017.

An internal analysis was conducted by United Way comparing STAAR passing rates of students participating in Out of School Time (OST) programs in 2015-16 school year to passing rates of students not enrolled in OST programming. Overall, OST participants slightly underperformed in Reading but outperformed non-OST participants in Mathematics. The results are shown in the table below. United Way attributes the improvement in MATH STAAR scores to an increased focus by OST providers on STEM subjects, including use of curriculum provided by EPN.

	<b>Math Passing Rate</b>	<b>ELA Passing Rate</b>
<b>OST Participants</b>	53%	42%
<b>Non-OST Participants</b>	46%	45%

Over time, this type of student level analysis will help EPN develop a clear picture of the depth and breadth of the impact of EPN programs on the students themselves.

**3. *Best Practices and Challenges: What indications are there of strengths and challenges? Is there evidence of innovative and replicable best practices?***

Throughout the course of the EPN grant, a number of best practices have emerged. The Trinity Leadership Program has experienced smooth implementation, and also has several components that may be replicable best practices to be considered for other programs moving forward. For example, one of the challenges that has emerged in the implementation of the grant has been engaging service providers that have the trust of the community and also have the capacity to provide needed services. While there are organizations able to meet identified program needs, they do not have deep connections to the community, and organizations in the neighborhood that do have connections with the community are in the process of building capacity to provide needed services. The Trinity Leadership program is designed to both develop the capacity and leadership skills of the Fellows themselves and to help them build connections with the teachers, administrators, students and families in the EPN communities. This dual focus is helping to build a pipeline of capability and connected educators who will become a sustainable asset to the schools in the EPN system.

To further encourage sustained impact of this program, another notable component of the Trinity Leadership program is the built-in incentive for Fellows to stay employed and engaged in the EPN after their program term has ended. Fellows receive reduced tuition to obtain a Masters of Education, and in exchange they make a commitment to continue to work in schools the EPN for two years after they complete their degree. That commitment has been increased to 4 year for future cohorts. By formalizing this incentive, the EPN ensures that the training invested in building the capacity of these educators will continue to benefit the EPN even after program participation has ended. This strategy seems to be having some impact, as United Way staff note that in the most recent interviews for SAISD principals, many top candidates were former Trinity Leadership Partnership participants, and

the current principal at Pershing Elementary was a former Fellow.

The focus on the development and strengthening of the EPN early learning network is another best practice that has helped lay the foundation for sustainable improvement in the education infrastructure. The Texas Rising Star Certification of the three neighborhood childcare centers and the placement of Early Head Start at two of those locations will help ensure the continuation of high quality early childhood care. By strengthening the curriculum and instruction quality at EPN childcare sites, both the quality of care and the financial sustainability of the centers will be addressed. If a center is known to be good, more people will want to place their child there. This is supported by the fact that Early Head Start is at capacity and has a waiting list. Given the significant shift toward home-based child care, future efforts may need to focus on home-based providers in order to have the greatest impact on the greatest number of children.

Community engagement through EPN has been both a best practice and a challenge. Through the formalized committee structure, residents have an opportunity to actively participate in setting goals and implementing activities. Examples of this include the Promise Neighborhood Advisory Board that was established during the planning grant and included residents as over 50% of its members. Residents on the Health and Wellness and Education committees also had a major role in choosing providers to provide OST programming. Residents were integrated into the RFP process to evaluate applications and make recommendations for funding. Community engagement has often proven difficult to sustain, however. Though the Promise Neighborhood Advisory Board continues to regularly bring together the many EPN partners, attendance records from 2016 meetings suggest that the continued participation of neighborhood residents in decision making needs ongoing work. Looking forward, it will be critical to undertake longitudinal assessment and evaluation of disaggregated, individual student performance, with a particular focus on progress being achieved even when it is below grade level. Ongoing high mobility rates (which will take years to consistently reduce) tends to mask progress in aggregated student performance data because some students that are making progress are leaving and new students with challenges are taking their place. Further, testing that is designed to determine whether a student is at or above grade level often does not adequately capture progress in closing that gap. In schools with large numbers of children performing below grade level, it is imperative to better understand what programs and approaches are helping underperforming students to close the gap toward appropriate grade-level performance.

Looking forward, there remain many opportunities for a more comprehensive use of the data currently available, including the consistent tracking of individual student progress through their time within EPN, and developing additional comparisons between EPN student performance and SAISD, state and national performance for context. Additionally, further efforts could be made to maintain contact and track the progress of students after they graduate in an attempt to better understand the impact of EPN programming on an individual's college and career trajectory.





# Initiative II:

Choice Neighborhood Implementation Grant



## Initiative II- Choice Neighborhood Implementation Grant

***1. Examination of Work Plan and Sub-Initiatives: Is the initiative being conducted in a manner consistent with the original intent and work plan, as described in the original grant applications or founding documents, and how have implementations evolved?***

***a. The Original Work Plan***

In March 2011, the San Antonio Housing Authority (SAHA) received a Choice Neighborhood Planning Grant award of \$250,000 from the U.S. Department of Housing and Urban Development (HUD). The purpose of the two-year planning grant was to support development of a comprehensive neighborhood revitalization strategy, or Transformation Plan, focused on directing resources to address three areas of emphasis- Housing, People, and Neighborhood- centered around the community located at the former Wheatley Courts Public Housing property at 906 N Mittman St., San Antonio, TX 78202. The Choice Neighborhood Planning Grant work took into consideration the pre-existing Promise Neighborhood Planning Grant awarded to the same key partners for a larger footprint which included the former Wheatley Courts. Over the course of two years, SAHA and its key partners engaged residents, area neighbors, local businesses, and area institutions in the planning process through more than 30 public events, interviews, and planning sessions. The resulting Transformation Plan incorporated neighborhood strengths and challenges as identified by the community. SAHA engaged McCormack Baron Salazar- a for-profit developer, manager and asset manager of economically-integrated urban neighborhoods- both in the creation of the Transformation Plan and in the submission of a Choice Neighborhood Implementation Grant application.

SAHA received a Choice Neighborhood Implementation Grant award of \$29,750,000 from HUD in December 2012 to support the implementation of the Transformation Plan to redevelop the former Wheatley Courts Public Housing property and surrounding neighborhood. The project period began April 23, 2013 and is set to close September 30, 2019. The Choice Neighborhood footprint is defined by New Braunfels Street to the west, IH-35 to the north, railroad tracks to the east, and Martin Luther King Drive to the south. The overarching goal of the Transformation Plan is to create a revitalized, mixed-income neighborhood that builds on existing assets and creates new, high-quality housing options within the Choice footprint. In consortium with key partners, SAHA proposed to convert Wheatley courts into a 305-unit, high quality, mixed-income community, all the while supporting neighborhood families and assisting neighborhood youth in accessing quality education and economic opportunity by building off existing innovative and highly collaborative efforts to address high crime rates and failing schools. The Transformation Plan articulated leading efforts within the three areas of emphasis- People, Housing, and Neighborhood- which are outlined below.

*People:* The Transformation Plan named Urban Strategies, Inc. as the lead for the *People* component of the Choice initiative. Urban Strategies is a national not-for-profit corporation that works with developers to rebuild neighborhoods with a range of amenities and comprehensive services supports. Urban Strategies rebuilds the physical and human infrastructure of redeveloping urban communities by partnering with neighborhood organizations, residents, policy makers, institutional stakeholders and funders to transform public and private systems and to support strong, self-sustaining people, families, and communities. The goals/leading efforts outlined in the Transformation Plan to be implemented by Urban Strategies include:

- Begin with education and improve at every level;
- Strengthen the relationship with the City of San Antonio (COSA) Police Department and other partners to promote a safe neighborhood;
- Improve and create new workforce career ladders and growing industries; make job creation a priority;
- Ensure residents have access to wrap around services, including healthcare; and
- Encourage a sense of community, neighborhood stability and cohesion through promotion of programs and activities that bring people together.

*Housing:* The Transformation Plan included the selection of McCormack Baron Salazar (MBS) as the lead for the *Housing* component of the Choice initiative. MBS is a for-profit developer, manager and asset manager of economically-integrated urban neighborhoods and has worked on projects related to community development and urban revitalization in 42 cities building more than 19,500 homes. The goals/leading efforts outlined in the Transformation Plan to be implemented by MBS include:

- Ensure one-for-one replacement of the assisted housing;
- Create an economically integrated community and maximize affordable housing;
- Include residents in all levels of planning and execution of the housing plan;
- Leverage substantial additional resources to ensure maximum impact in the neighborhood;
- Integrate the “Housing” component with other study area components, including anticipating future housing needs;
- Provide appropriate bedroom configurations that are energy efficient, sustainable, accessible, connected, and free from discrimination; and
- Create a strong sense of community through community design.

*Neighborhood:* The Transformation Plan names the San Antonio Housing Authority (SAHA) as the lead agency for the *Neighborhood* component of the Choice initiative. SAHA owns and manages 6,254 public housing units at 70 properties in San Antonio and provides housing assistance to more than 65,000 children, adults, and senior citizens. The goals/leading efforts outlined in the Transformation Plan to be implemented by SAHA include:

- Increase green space;
- Implement Byrne Act-funded crime prevention and safety-enhancing activities in partnership with the Eastside Promise Neighborhood (led by the San Antonio United Way) to improve a sense of personal safety;
- Establish community gardens and produce a food co-op;
- Increase connectivity;
- Increase homeownership through infill housing and rehab of acquired single family units;
- Prioritize neighborhood level retail and services;
- Promote a retail façade program; and
- Create incentives for businesses to locate in the area.

NALCAB reviewed the following sub-initiatives that were undertaken to achieve those goals:

- i. Support services and case management provided from the public housing complex.
- ii. Resident and community engagement initiative/activities before and after demolition of the Wheatley Courts public housing complex.
- iii. Process used to relocate the residents from the public housing complex.
- iv. Process used to acquire vacant lots and structures for development of Phase III of the East Meadows redevelopment project.

Progress made toward completing these specific sub-initiatives is described below, including: implementation of the original work plan and changes to the work plan; integration with existing operations, systems, and institutions; key personnel engaged and personnel changes; data collection systems used; and key partnerships developed and community engagement efforts.

***b. Examination of Sub-Initiatives***

***i. Support services and case management provided from the public housing complex.***

The FY 2012 Choice Neighborhoods Implementation Grant Agreement for Wheatley Courts states that SAHA must involve the affected public and/or assisted housing residents in the implementation of the Transformation Plan in a continuous manner from the beginning of the planning process through the implementation and management of the grant. SAHA must undertake resident and community involvement in a manner and method at least as comprehensive as described in the grant application. A major cornerstone of the Choice Neighborhood Initiative (CNI) is that grant recipients must ensure that current residents benefit from the transformation of the neighborhood through the preservation of affordable housing and through the provision of supportive services. Urban Strategies, Inc. serves as the lead agency for all efforts under “People.” Urban Strategies was contracted beginning

January 1, 2013 through September 2018 for up to \$4.46 million to be utilized for the Community and Supportive Services component of the grant over the five-year period. The Scope of Work outlined in Urban Strategies' People Implementation Agreement states that Urban Strategies is to deliver technical assistance for case management and seamless service delivery, among other responsibilities. This case management is designed to work hand-in-hand with resident engagement activities (described in the following sub-initiative section) to provide supportive services to former residents.

This work includes the goal outlined in the Transformation Plan to “make sure all residents have access to social services and healthcare.” Urban Strategies' case management model is set up so that they will coordinate case management policies and procedures, initiate partnerships with service providers, and coordinate Section 3 opportunities. According to the San Antonio Eastside Choice Neighborhood Year 3 (2015) Report written by Trinity University, case management seeks to empower individual residents on their own<sup>19</sup>. Through its case management services, Urban Strategies staff works with individual residents to create a development plan based on their unique situation and needs. A major focus of this case management work is on family self-sufficiency, which includes financial planning and budgeting, education and training, career counseling, interviewing and parenting skills, and other supportive services necessary for personal and professional empowerment. Other focuses of case management development plans include health and wellness and education for youth. Urban Strategies staff notes that case management work is intertwined with resident engagement activities, as former residents are receiving both modes of engagement as part of the package of supportive services.

A team of six Urban Strategies staff members designed and implemented case management services, led by Senior Project Manager, Alicia Walter. In addition to two Supportive Service Specialists who manage a resident caseload full time, Urban Strategies employs a Health Specialist, an Education Liaison, and a case manager focused on employment and training to provide solutions to address these specific resident needs on a case by case basis. Health, education, and employment-focused case management are key strategies in achieving resident self-sufficiency goals. Key partners engaged in case management services to achieve these goals include the following entities:

- *Eastside Promise Neighborhood (EPN)*: The EPN program has been a strong partner for Urban Strategies' resident engagement and case study work through the provision of out of school time and summer programming, child care services, and training opportunities for residents.

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<sup>19</sup> Drennon, Christine, PhD. *San Antonio Eastside Choice Neighborhood: Year 3 (2015) Report: Transition to East Meadows*. Report. Urban Studies Program, Trinity University. 2016.

- *St. Mary's School of Law:* Urban Strategies has engaged the university's School of Law around the Wheatley Court residents' needs related to relocation to arm residents with the knowledge and skill sets to navigate their new living situations. Representatives from the school attended both resident relocation meetings and monthly resident meetings to counsel residents on legal services for landlord rights, tenant responsibilities, and landlord mediations should the need arise.
- *University of the Incarnate Word (UIW):* Urban Strategies refers case management residents to the UIW Nursing Cardinal Wellness Center for Texas Healthy Steps examinations and immunizations available to children on Medicaid, Children's Health Insurance Program (CHIP), or no insurance in the CNI footprint. Adult immunizations are available to adults without insurance for a nominal fee. Additionally, as of Fall 2016, Urban Strategies staff began working with the Wellness Center staff to evaluate the health needs of former Wheatley resident families on a case-by-case basis, making referrals to appropriate healthcare providers as needed.
- *Bexar County Department of Community Resources:* The Bexar County Department of Community Resources (DCR) works to invest and leverage federal, state, and local resources in order to ensure that Bexar County citizens receive the empowerment services that will improve their quality of life while making an economic impact in Bexar County. Urban Strategies works with DCR to help residents meet their basic needs by connecting former Wheatley Courts residents with said resources. For example, should a household be in danger of losing power due to an unpaid electric bill, Urban Strategies staff will walk the residents through DCR's applicable services such as energy assistance through the Comprehensive Energy Assistance Program (CEAP).
- *City of San Antonio Department of Human Services:* The City of San Antonio Department of Human Services (DHS) provides comprehensive direct and contractual services in the areas of Early Education and Child Care Assistance, Education, Financial and Emergency Assistance, Homeless Assistance, and Senior Services. Urban Strategies works with DHS to help residents meet their basic needs by connecting former Wheatley Courts residents with said resources. Services include emergency services such as assistance paying for energy and water utilities and rent assistance to families who have received a final eviction notice.
- *Wheatley Community School (WCS):* Located directly across the street from Phase I East Meadows, the WCS has made available community meeting space for case management gatherings, along with additional programming and training for residents. Please see the *Wheatley Community School* section of the evaluation for more about the services offered to the community and former Wheatley residents.

- *Star Force*: Urban Strategies partnered with Star Force to conduct workforce coaching and provide empowerment seminars to the former Wheatley residents. According to the Trinity University’s Eastside Choice Neighborhood: Year 3 (2015) Report: Transition to East Meadows, Urban Strategies’ partnership with Star Force included 1) a two-day training program working with participants to focus on their career calling rather than just getting a job; 2) Goal setting to discuss and strategize how to work around barriers to achieving said goals; and 3) Opportunity to sign up for educational programs<sup>20</sup>.

In addition to the partnerships listed above, several SAHA service programs existed prior to the Choice Neighborhood Implementation Grant award and were named in the Transformation Plan. These programs were utilized within the case management process as applicable and needed by the engaged residents. These existing case management programs include SAHA’s Jobs Plus program, Family Self-Sufficiency program, and services funded by SAHA’s Resident Opportunities and Self Sufficiency (ROSS) Grant.

Urban Strategies provides case management services to three major groups of residents:

1. Households in public and assisted housing at the time of Choice Neighborhoods Application, otherwise known as original target households;
2. New target public and assisted housing households that moved in after the grant application was submitted but prior to relocation, otherwise known as new target households; and
3. New target public and assisted housing households that were not residents at the time of relocation, and moved into replacement housing units after redevelopment, otherwise known as new target households post redevelopment.

Although all three groups are eligible for Urban Strategies’ case management services, only the first two groups, the original target households and the new target households, are included in what SAHA refers to as the “Wheatley cohort.” While Urban Strategies provides updates to SAHA and to HUD on progress made on outreach to all three groups, the Wheatley cohort residents are the focus for case-management tracking. According to the data collected and used to report to HUD on a quarterly basis, the percentage of Wheatley cohort residents in case-management has remained relatively high throughout the project period. According to Urban Strategies staff, the San Antonio Wheatley Choice Neighborhood is ranked second in the nation for Choice grants in terms of percentage of residents actively engaged with case management.

This level of engagement is reflected in the number of residents who have reported an interest in returning to East Meadows after reconstruction. Out of a total of 205 relocated households, 180 are

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<sup>20</sup> Drennon, Christine, PhD. *San Antonio Eastside Choice Neighborhood: Year 3 (2015) Report: Transition to East Meadows*. Report. Urban Studies Program, Trinity University. 2016.

eligible to return because they have remained in good standing with the Housing Authority. Out of those households, 66 have expressed interest in returning to East Meadows, and 57 have officially started the application process to do so. With these most recent counts, approximately 37% of eligible residents have expressed interest in returning. Initial findings in the data collected for reporting to HUD which support success with developing family self-sufficiency among former Wheatley residents can be found in the *Choice Neighborhood Implementation Grant* section.

These metrics are tracked through SAHA and Urban Strategies' strong internal systems. Urban Strategies utilizes a system developed by Social Solutions called Efforts to Outcomes (ETO). This system is utilized for all support service activities provided to the former Wheatley Courts residents, including both case management and resident engagement activities. ETO allows Urban Strategies staff to track and manage resident support services. Urban Strategies creates reports using the ETO software on a monthly basis to share updates on case management and resident engagement activities with SAHA. Additionally, SAHA utilizes a software called Elite as its resident tracking system across all of its public housing properties. All former Wheatley Courts residents remaining in public housing are coded as such in the Elite tracking system. On a weekly basis, a SAHA analyst will pull case notes for all former Wheatley Courts residents from the system and share the information with Urban Strategies staff. In this way, Urban Strategies staff are kept apprised of any issues former Wheatley Courts residents in their portfolio may be experiencing in their new public housing residence and can coach residents through said issues during regular case management activities.

Urban Strategies staff asserts that the case management model utilized for the People component of the CNI is significantly more intensive and resident-driven when compared with traditional cases management models. According to staff, the case management model is resident-driven rather than resource driven. Whereas a more traditional case management model may analyze the needs of an engaged individual, identify what their needs are, refer them to an available resource, and then follow up after the individual takes part in the training or program, Urban Strategies staff are more hands-on. At the forefront of their work with residents is ensuring that the engaged individuals feel comfortable and pleased with services offered to them. Development plans are custom-built for each resident. If named resources do not seem to fit the needs of a resident, even if they more directly impact the stated CNI metrics, Urban Strategies staff will seek out new potential resources that fit the specific needs of the resident. Staff also notes that they remain engaged with residents while they receive services from local partners, rather than handing residents off to the services partners. Finally, Trinity University's San Antonio Eastside Choice Neighborhood Year 3 (2015) Report also notes that Urban Strategies' approach "is the use of case management focused on the entire family, rather than the head of household"<sup>21</sup>. This is yet another way in which the Case management strategy utilized for the Choice Initiative is unique when compared with traditional case management models.

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<sup>21</sup> Drennon, Christine, PhD. *San Antonio Eastside Choice Neighborhood: Year 3 (2015) Report: Transition to East Meadows*. Report. Urban Studies Program, Trinity University. 2016.

Building trust with residents was among the first challenges faced by Urban Strategies in implementing both case management and resident engagement activities. Urban Strategies staff notes that residents who had lived in the neighborhood for any significant period of time have seen a number of initiatives and agencies enter the neighborhood and promise economic development and a better future, but that did not result in any significant change or benefit for the community. According to reports to HUD, Urban Strategies had the most difficulty engaging residents on the property at the time of grant application but not at the time of relocation, and with residents who moved into replacement housing units after redevelopment. In order to combat the mistrust towards agencies promising changes and progress from all former residents, Urban Strategies staff asserts that they had to build relationships and trust with the residents over time. Only by displaying consistency, both in terms of which staff members were in the community engaging the residents, and in terms of services delivered and positive outcomes for community members, was Urban Strategies able to develop trust and deeper engagement with the residents. After seeing the same staff members engaged continuously over a number of years, former residents have become more responsive to outreach from Urban Strategies, resulting in high case management utilization rates.

***ii. Resident and community engagement initiative/activities before and after demolition of the Wheatley Courts public housing complex.***

As stated in the previous section, SAHA is required by HUD to involve the affected public and/or assisted housing residents in the implementation of the Transformation Plan in a continuous manner from the beginning of the planning process through the implementation and management of the grant. Furthermore, SAHA must undertake resident and community involvement in a manner and method at least as comprehensive as described in the grant application. As the lead agency for the “People” component of the Eastside Choice Neighborhood, Urban Strategies is to deliver technical assistance for case management and seamless service delivery. This work includes the goal outlined in the Transformation Plan to “Create community by promoting programs and neighborhood activities that help bring people together... [to] encourage neighborhood stability and cohesion.” According to the San Antonio Eastside Choice Neighborhood Year 3 (2015) Report, resident engagement activities and case management differ because resident engagement activities seek to build community between former residents while case management seeks to empower individual residents on their own<sup>22</sup>. Specifically, continued resident participation activities seek to ensure residents are both aware of the changes taking place and have a place to voice questions and concerns over the ongoing process. Urban Strategies staff notes that both strategies are closely related and integrated.

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<sup>22</sup> Drennon, Christine, PhD. *San Antonio Eastside Choice Neighborhood: Year 3 (2015) Report: Transition to East Meadows*. Report. Urban Studies Program, Trinity University. 2016.

During calendar years 2013-2015, SAHA and Urban Strategies hosted a total of 72 Transformation Plan-related meetings specifically for target public and assisted housing residents. According to Trinity University's Year 3 Report, resident meetings are meant to encourage former residents to see one another, interact, and make the decision to return to the new East Meadows<sup>23</sup>. A total of 533 unique target public and assisted housing residents participated in at least one Transformation Plan meeting in 2013. These meetings included activities focused on the 'how-to' and issues related to relocation as well as soliciting input from the residents on how Choice efforts could be shaped to be responsive to their needs and visions for the community. Following resident relocation of all 205 families, completed by January 31, 2014, attendance at resident meetings declined. A total of 52 unique target public and assisted housing residents participated in at least one Transformation Plan meeting in 2014, and 20 residents participated in 2015. These meetings, hosted by Urban Strategies, included activities focused on specific topics meant to educate and empower residents as they adjusted to life at their new residences. They also served as a consistent mode through which residents could interact with each other and case managers following relocation. Urban Strategies staff notes that in addition to the fact that residents were now dispersed across the city of San Antonio, making it more difficult to attend resident engagement meetings, residents were also in the midst of adjusting to their new living situations, further impacting resident engagement attendance.

The primary meeting types occurring over the course of the first three years of the CNI include the following:

*Before Relocation-* Through the Choice Planning Grant, SAHA and its key partners engaged residents, area neighbors, local businesses, and area institutions in the planning process through more than 30 public events, interviews, and planning sessions. These activities allowed SAHA to move seamlessly into public engagement for the Choice Implementation Grant. The Planning Grant process allowed SAHA to get to know the residents and begin to build relationships that would set the stage for resident engagement for the Implementation process upon the beginning of the project period, April 2013.

- ***Resident Relocation Meetings:*** Resident Relocation meetings were held by SAHA and Urban Strategies in late 2013 and were held exclusively for the residents who would receive relocation assistance. This included both the target public and assisted housing households that lived at Wheatley Courts at the time of the Implementation Grant application, and those who moved in after the grant application was submitted but before relocation. Meetings were closed to the general neighborhood residents to ensure that the residents most directly affected by relocation received information first. Information shared with the residents included the timeline of relocation, beginning with the 90-day notice to relocate, their right to return, preparation for choosing Housing Choice Voucher housing or public housing, and

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<sup>23</sup> Ibid.

preparation for remaining in good standing with future landlords.

- ***Additional Resident Engagement Activities:*** In addition to hosting relocation meetings, SAHA also held meetings designed build community and trust between the residents and the Housing Authority and ensure that residents had the opportunity to voice needs and concerns. For example, in March 2013, SAHA hosted a Safety and Security walk during which Housing Authority staff and residents walked the Choice Neighborhood to observe the safety and lighting issues residents experienced firsthand when navigating their neighborhood. Residents were able to point out areas where a lack of lighting- either due to bulb outages or no lighting infrastructure- caused an unsafe environment. Following the walk, SAHA staff worked quickly with the City to replace broken fixtures and put in lighting where there has not been before in accordance with resident feedback. SAHA staff notes that this activity specifically played a large role in building trust among residents that the Housing Authority could and would be responsive to community feedback and needs.

SAHA also held an activity they called *Dream Big* to accomplish a similar goal to ensure that residents had the opportunity to voice needs and concerns in a productive manner. In 2013, Housing Authority staff took residents on a tour around the City of San Antonio to neighborhoods and housing developments outside of the Choice Neighborhood to show residents the menu of possibilities for the new housing development. While many of the residents knew what they did not like about their current housing, many did not have a frame of reference for what they *would* like to see in the new replacement housing. Following the tour of various neighborhoods and housing developments, SAHA hosted a Dream Big follow-up meeting in August 2013 where they solicited feedback from residents about what they saw on the tour that they would like to see in the planned housing development to replace Wheatley Courts. Housing Authority staff cites activities like these as a critical means through which they were able to solicit feedback from residents in a way that built trust in the CNI implementation process and objectives.

*After relocation-* All 205 remaining Wheatley Courts households were relocated by January 31, 2014, and all 205 families were entitled to continued support services. These services included a mix of both case management and resident engagement activities managed by Urban Strategies.

- ***Monthly resident meetings:*** Beginning in 2014, monthly resident meetings held by Urban Strategies were designed to encourage former residents to see one another, interact, and make the decision to return to the new East Meadows. This work was especially critical considering that social networks among former Wheatley Courts residents are still typically weaker than the

residents' new locations<sup>24</sup>. Urban Strategies staff notes that monthly resident meetings focused on specific topics meant to educate and empower residents as they adjusted to life at their new residences. Urban Strategies provided education opportunities through the monthly meetings for residents to learn about paying utility bills, working with private landlords, and remaining in good standing at their new residences. They brought in guest presenters, such as City Public Service (CPS) to discuss ways to conserve energy now that residents were managing their own utilities. Urban Strategies also brought a representative from St. Mary's Law School to educate residents on tenants' rights and responsibilities. As meetings continued, Urban Strategies began utilizing a questionnaire at the end of every meeting to solicit feedback and requests from residents on what topics to cover in upcoming monthly meetings.

- **Additional Resident Meetings:** In addition to regular monthly meetings, Urban Strategies also holds resident activities and trainings as needed. These are developed with consideration of resident feedback as well as needs that Urban Strategies staff see arise through case management activities. Examples of additional resident meetings include self-esteem and empowerment trainings, brainstorming meetings with former resident children focused on learning about their interest with regards to services and the new development, and focus groups with adults.

All resident engagement activities are developed, managed, and implemented by the same Urban Strategies team who designed and implement case management services. Additionally, this team and SAHA utilize the same internal systems to track resident engagement activities as they use to track metrics related to case management services. Urban Strategies' outreach to former residents for resident engagement activities is a multi-pronged approach. Prior to relocation, staff went door-to-door at the former Wheatley Courts with information and flyers marketing relocation meetings and other opportunities for resident engagement. Following relocation, flyers were mailed to former Wheatley Courts residents to share information about monthly resident meetings, additional special resident meetings, and other resource opportunities for residents. Additionally, Urban Strategies has hired two former Wheatley Courts residents, or peer outreach staff, using a stipend to assist with community outreach for resident engagement. Urban Strategies staff notes that former Wheatley Courts residents tend to be more receptive to invitations for resident engagement activities and community events when they are invited by other residents. The peer outreach staff makes calls to all engaged former residents on a monthly basis to gauge interest and possible attendance for monthly resident meetings, and make additional calls to invite former residents to special events. SAHA also utilizes the peer outreach staff for any community-oriented events at which they hope to engage former Wheatley residents.

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<sup>24</sup> Drennon, Christine, PhD. *San Antonio Eastside Choice Neighborhood: Year 3 (2015) Report: Transition to East Meadows*. Report. Urban Studies Program, Trinity University. 2016.

According to Urban Strategies, every former Wheatley Courts resident receives one or more modes of contact from staff every month, whether that is by mail, phone, or in person at monthly or special meetings. Furthermore, the staff is now soliciting feedback from former residents immediately following each monthly resident meeting through a written questionnaire meant to gauge how helpful residents found the monthly meeting content and to ask which topics would be most helpful to cover in upcoming monthly or special resident meetings.

***iii. Process used to relocate the residents from the public housing complex***

According to the FY 2012 Choice Neighborhoods Implementation Grant Agreement for Wheatley Courts, SAHA must carry out relocation as a result of demolition under an approved relocation plan subject to the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970. SAHA drafted the Wheatley Courts Relocation and Re-Occupancy Plan in 2013 as a means to set forth the policies and re-occupancy procedures for transferring, relocating and re-occupying SAHA residents at the Wheatley Courts Housing Development. According to the Plan, residents will be temporarily or permanently relocated as a direct result of demolition and modernization activities involving Wheatley Courts. Any Wheatley Courts household living on-site at the time of the submission of the Choice Neighborhood Implementation Grant (April 10, 2012), or households living on-site in 2013 as of the approval date of the Relocation Plan, who must move permanently from Wheatley Courts for demolition as a direct result of the revitalization process is considered a displaced person eligible to receive relocation assistance. These residents were referred to as “Affected Residents.” Generally speaking, all affected residents were to receive payment of a relocation allowance and reasonable moving expenses as well as counseling and advisory services to ensure that full choices and real opportunities exist for residents.

As outlined in the Relocation Plan, relocation assistance begins with engagement with Service Connectors from Urban Strategies, who will assist families with an assessment to determine housing needs and preferences and any special needs of the household. The support services are to be offered throughout the 54-month lifetime of the Choice Implementation Grant in order to support families through difficulties they may have with the relocation and re-occupancy periods. Counseling provided to residents are to include explanation and guidance around the following issues:

- The re-occupancy process;
- Any time limits that may apply to residents’ action under the Plan;
- The Re-occupancy assistance payment that will be provided to an affected resident under the Plan and the procedures for obtaining such assistance; and
- Available supportive services.

On November 1, 2013, Wheatley Courts residents received a 90-day notice of relocation, as outlined in the Relocation and Re-Occupancy Plan. Notices were also shared with the residents 60 days and 30 days prior to relocation. As noted in the *Resident and community engagement initiative/activities before and after demolition of the Wheatley Courts public housing complex* section above, SAHA and Urban Strategies held resident relocation meetings beginning in late 2013 exclusively for the residents who would receive relocation assistance. Meetings were closed to the general neighborhood residents to ensure that the residents most directly affected by relocation received information first. Information shared with the residents began with the notice to relocate, and intensified in terms of content and education as the meetings continued. SAHA and Urban Strategies used these meetings to explain to residents their options related to relocation, including helping families choose between public housing or for Housing Choice Vouchers based on cost and family needs. For residents that were not responsive to these modes of outreach, or for those that remained in the public housing unit as the final date for relocation approached, SAHA staff went door-to-door at Wheatley Courts to touch base with residents and inform them in person as to the requirement to relocate and their relocation options.

A primary focus of resident training and education services leading up to and during relocation was training residents on issues related to utilities. According to SAHA staff, issues related to acquiring utilities and prior utilities debts proved to be a major hurdle as Urban Strategies staff worked to coach residents through relocation. Many of the former Wheatley Courts residents had never had utilities such as water and electricity taken out in their name prior to relocating. However, as the majority of households-141 out of 205- relocated out of public housing using Housing Choice Vouchers, many would need to take out utilities in their own name for the first time. To address this issue, Urban Strategies held relocation meetings in which they trained residents on how to interface with utility companies, and even brought in representatives from CPS Energy, the local electricity and gas provider, to speak about conserving energy. For residents who had only lived in public housing, these were new skills that would be useful in navigating life outside of a public housing residence. For those that had lived outside of public housing and previously taken out utilities in their name, some had remaining debts to the utility companies. Urban Strategies worked with these residents on a case-by-case basis to assist them in identifying resources to clear these debts.

Residents were also notified of their first priority to return to the housing development site upon completion of demolition and revitalization. Because there will not be enough units to allow every household who wishes to move into the newly revitalized units to do so at the same time due to construction phasing, SAHA created the following tiers for priority consideration for re-occupancy. Waiting lists will follow the priority tiers as follows:

- **Tier One:** Households living on-site at the time of Choice Neighborhoods grant application submission, April 10, 2013 who are in good standing with SAHA's leasing guidelines;

- *Tier Two:* The location of the household depending of construction phasing; a resident who must transfer to another unit will be offered a new unit as new construction replaces a former unit, but bedroom count may affect the residents' ability to move into a new unit if the unit size needed is not yet available;
- *Tier Three:* Heads of households that are able-bodied and are employed at the time of lease application for a newly revitalized unit;
- *Tier Four:* Elderly heads of households, meaning seniors seeking units in the elderly building may have to wait until completion of that phase of construction for an available unit (Phase III of IV); and
- *Tier Five:* Disabled heads of households, meaning disabled residents seeking a disabled unit may have to wait until completion of that phase of construction for an available unit.

As outlined in the Relocation and Re-Occupancy Plan, the Housing Authority assisted Affected Residents in accordance with the Uniform Relocation Act Fixed Residential Moving Cost Schedule, which takes into account number of rooms of furniture being moved, or for actual moving costs arising from the relocation. Additionally, all families were entitled to a \$100.00 Dislocation Allowance to cover incidental costs related with the move, which is also outlined in the URA schedule. In total, SAHA made payments of \$256,100 to former Wheatley Courts residents for the move.

SAHA also worked to help residents find new places to live, an activity termed Housing Search Assistance in the Relocation and Re-Occupancy Plan. SAHA staff engaged a realtor who had assisted with relocation efforts previously on the west side of San Antonio. This realtor came to Wheatley Courts during specific hours during the day and set up a housing counseling station in the Wheatley Courts community room. Residents were made aware of the free services and could go to the community room to work with the realtor to explain where they wanted to live and what they were looking for in a new residence. The realtor then identified listings of properties where they could live and would take the residents to visit the housing options. The realtor did this work for the Housing Authority free-of-cost, but at times was offered a “finder’s fee” by the housing development as the intermediary who made the match with the new residents. Relocation of all 205 families was complete by January 31, 2014.

SAHA staff notes that while they worked to ensure that every resident found housing that fit their preferences, a number of the residents wanted to stay in or around the neighborhood, and the limited available housing stock in the neighborhood after demolition of Wheatley Courts did not allow all who wanted to stay in the neighborhood to do so. The loss of 246 units of affordable housing in the neighborhood due to the demolition of Wheatley Courts was significant. According to the *San Antonio Eastside Choice Neighborhood: Year 2 (2014) Report: Relocation and Tear Down*, of the approximately 931 homes in the neighborhood that are renter occupied, only about 26% of the rental properties were Housing Choice Voucher properties, and only a portion of these properties were

available to rent at the time of relocation<sup>25</sup>. SAHA was able to offer replacement housing in the area with the development of its Phase I development, or Sutton Oaks, through which 11 former Wheatley Courts households were able to remain in the area. Additionally, a significant percentage of residents (37%) have expressed interested in returning to the newly developed East Meadows. Phase II, the first East Meadows Multi-Family development to be constructed, is set to be complete May 2017. This Phase will provide a combined 79 replacement units, including public housing and project-based voucher units, with first priority to return to the housing development site upon completion of demolition and revitalization.

All described relocation activities were overseen by Lorraine Robles, Director of Development Services and Neighborhood Revitalization. Ms. Robles was responsible for planning relocation meetings for Wheatley residents and information sessions with the community at large; development of the Relocation and Re-Occupancy Plan; development of the relocation notices, coordination between Urban Strategies and SAHA Public Housing and Section 8 departments; communication and visits to residents to ensure timely and successful relocation off-site; coordination of relocation assistance; and oversight of the relocation budget. Ms. Robles was supported in all activities by an Administrative Assistant, and was supported by a SAHA Finance Analyst in the processing of relocation payments to residents.

Directed by Ms. Robles, SAHA staff had and maintains strong internal systems to successfully track and coordinate relocation activities. SAHA utilizes primarily two systems when tracking data pertaining to Wheatley Courts residents, including Elite and Efforts to Outcomes (ETO). As previously described, the Elite software is SAHA's resident tracking system across all of its public housing properties. All former Wheatley Courts residents were tracked in the system prior to relocation activities. Following relocation, all residents that have relocated to other SAHA public housing units are specially coded as former Wheatley residents. This allows SAHA staff to pull case notes and updated data for all former Wheatley Courts residents from its Elite system on a weekly basis and share the information with Urban Strategies staff. This ensures that Urban Strategies staff are kept apprised of any issues former Wheatley Courts residents may be experiencing in the new public housing units and can coach residents to remain in good standing with the housing authority. All former residents are also tracked using the ETO system, which is utilized by both SAHA and Urban Strategies. Urban Strategies creates reports using the ETO software on a monthly basis to share updates on former Wheatley residents with SAHA. Through the utilization of both systems and the data sharing that takes place between SAHA and Urban Strategies, SAHA is able to maintain thorough records of relocated residents and their experiences in new residences.

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<sup>25</sup> Drennon, Christine, PhD. *San Antonio Eastside Choice Neighborhood: Year 2 (2014) Report: Relocation and Tear Down*. Report. Urban Studies Program, Trinity University. October 11, 2015.

iv. **Process used to acquire vacant lots and structures for development of Phase III of the East Meadows redevelopment project.**

The Wheatley Courts Relocation and Re-Occupancy Plan includes a description of the *Phases of Redevelopment* for the revitalization of Wheatley Courts into a 423-unit, high quality, mixed-income community<sup>26</sup>. The Plan includes four phases of development to occur over the course of five years. According to the Relocation and Re-Development Plan, the four phases include:

- **Phase 1- Sutton Oaks:** Phase 1 of the redevelopment was already occurring at the time of the development of the Relocation and Re-Occupancy Plan. The revitalization of Wheatley Courts continues to be an ongoing transformation of the Sutton Oaks area and an integral part of the Transformation plan for the Eastside neighborhood. The Sutton Oaks development includes 208 total units.
- **Phase 2-** Wheatley Courts Choice Neighborhood Implementation Phase 2 development will include 226 (now 215) mixed income family units on three and one half blocks including one, two, three, and four bedroom garden apartments, and two, three and four bedroom townhouse apartments with related exterior site amenities for each family.
- **Phase 3-** Wheatley Courts Choice Neighborhood Implementation Phase 3 is planned on one half block and will include 80 affordable mixed income senior units of one and two bedroom garden apartments with interior space and service amenities, and exterior related site amenities for each resident.
- **Phase 4-** Wheatley Courts Choice Neighborhood Implementation Phase 4 is planned on two and one half blocks and will include 117 mixed income family units. One, two, three, and four bedroom garden apartments and two, three and four bedroom townhouse apartments will be available along with related exterior site amenities to each family.

Of the four phases of redevelopment, Phase 4 is the only phase to require acquisition of the proposed 2.5 blocks needed for development. The 2.5 block area fronted N. Walters from Gabriel St. on the north to Hays St. on the south. According to SAHA staff, the land was selected to enhance the development of East Meadows and create a masterplan on the main thoroughfare of N. Walter. The Housing Authority considered the neighborhood fabric during the acquisition of this land and left in place an existing church within the 2.5 block area. Phase 4 of the East Meadows development will be built around it. In addition to the church, the 2.5 block area consisted of 36 parcels of land, 31 of which had single family homes, and 5 of which were vacant residential lots. The acquisition of the lots was conducted in accordance with the requirements of the Uniform Relocation Assistance and Real Property Acquisition Act of 1970 and its implementing regulations, including the U.S. HUD Handbook 1378, Tenant Assistance, Relocation and Real Property Acquisition. According to the

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<sup>26</sup> *Wheatley Courts Relocation & Re-Occupancy Plan Draft*. San Antonio Housing Authority. 2013.

Department of Housing and Urban Development, primary responsibilities of agencies that plan to implement real property (land and property) acquisition include:

- Appraising the property before negotiations;
- Inviting the property owner to accompany the appraiser during the property inspection;
- Providing the owner with a written offer of just compensation and a summary of what is being acquired;
- Paying for property before possession;
- Reimbursing expenses resulting from the transfer of title such as recording fees, prepaid real estate taxes, or other expenses.

To advise and assist with the acquisition process, SAHA entered into an inter-governmental agreement with the San Antonio River Authority (SARA), an organization created in 1937 to develop and conserve San Antonio's water resources as one of many such regionally-based river authorities in the state of Texas. As a part of its work, SARA regularly implements Right of Way Acquisition, or acquisitions adjacent to the river and other waterways under their jurisdiction in flood zone areas. SARA served as a partner with experienced staff and consultants who were knowledgeable about the acquisition process. Through SARA, SAHA had access to vendors and consultants to work with SAHA through the acquisition process who had been previously procured and approved for these types of services, including appraisers, surveyors, and relocation specialists. In addition to SAHA, SARA has also worked with Bexar County on acquisition-related projects. In addition to partnering with SARA, SAHA utilized Contract Land Staff, LLC (CLS) as an experienced consultant knowledgeable of all acquisition requirements. CLS was experienced in regulatory consultation regarding Uniform Relocation Act guidelines and other Right of Way Acquisition processes. CLS has extensive experience negotiating on behalf of clients that are implementing acquisition processes, including meeting with landowners and lease owners.

SAHA staff notes that many of the activities associated with acquisition took place simultaneously, and timing of the activities were largely dependent on cooperation and response rate of property owners. SAHA began initial public outreach to notify tenants and owners of the single family homes located in the targeted 2.5 square block area and the neighborhood about the acquisition process in March 2014. Community outreach for the acquisition process differed significantly from community outreach related to relocation of the Wheatley Courts cohort due to that fact that the target audience were not SAHA residents. Additionally, the fact that the residents were not living on SAHA-owned property changed the dynamic of the acquisition and relocation process as well. Therefore, the community outreach process was multi-pronged and layered. In addition to mailing written notices and letters to the property owners and tenants of the affected properties, staff also went door to door to communicate with property owners and tenants about the process. Furthermore, SAHA made efforts to educate the community about the acquisition and relocation process by joining community

gatherings that were already taking place. SAHA also used the sanctuary at the True Holiness church located on N. Walters for community meetings, providing a translator for residents and owners who could not speak English. Overall, the initial outreach process lasted for two months.

Throughout March 2014, SAHA sent property owners- some of whom were not living in the targeted homes or in the city of San Antonio- right of entry letters. These documents would allow the Housing Authority and its contracted representative's temporary access to the properties to conduct a variety of preliminary activities, such as appraisals, prior to their acquisition. Site visits from appraisers, a prerequisite to negotiations, began May 2014, along with site visits from the property surveyor and relocation consultant. Each initial appraisal was followed by a second appraiser performing a review appraisal. CLS met with each of the owners and/or tenants to document existing demographics by address and household, and to determine comparable replacement housing options to individually assist each family with their needs. Following the appraisal process, SAHA was able to begin issuing offer letters to property owners in July 2014.

Compensation offered to property owners varied by household and individual based on URA guidelines and requirements due to household size, income, needs, and household selection of given options. Owners began submitting responses to offer letters that same month, July 2014. Closings on homes in the 2.5 square block area lasted for 18 months, from July 2014 through January 2016. SAHA staff asserts that this process was time intensive due partially to the fact that a significant number of the properties in the 2.5 block acquisition area had issues with the property titles at the time of acquisition and relocation. Examples of such issues include liens placed on the property or families living on the property when the deed belonged to a deceased family member. In many cases, issues such as these caused delays in the acquisition and relocation process, causing prolonged timelines for property closings and relocation outlined. Additionally, there were cases in which the heir to a property was a minor, and could not legally make decisions on SAHA's offers on the property. In all cases, SAHA staff identified attorneys identified through their partnership with SARA and appointed attorneys to work with tenants and property owners to clear title issues on a case by case basis. SAHA staff notes that in most cases, property owners were willing to sell and move, however issues with property titles had to be dealt with first. The relocation period for owners and occupants lasted between 9-12 months dependent on each individual household status and options and began in October 2014 and lasted through August 2015.

Because the acquisition process was an entirely separate process from the relocation process for the Wheatley Courts cohort, it required the use of different systems to implement and track all data related to acquisition. Microsoft Excel proved to be the most efficient and effective mode of tracking data related to acquisition properties and owners or tenants between all agencies involved, including CLS and SARA. Additionally, the team utilized a printed map of the 2.5 block area and marked properties according to progress made in the acquisition process. All aspects of the acquisition process were overseen and implemented also by Ms. Lorraine Robles. Ms. Robles led the procurement of the San

Antonio River Authority as a partner in the acquisition process. She also provided oversight for 1) the acquisition project budget and expenditure approval; 2) the acquisition and relocation schedule; and 3) coordination with legal counsel. She was supported by a SAHA Construction Specialist, Finance Analyst, and Administrative Assistant.

**2. Evidence of Impact: What evidence is there of the breadth and depth of impact generated by this initiative?**

**a. Reporting Obligations of Lead Agency**

As outlined in the FY 2012 Choice Neighborhoods Implementation Grant Agreement for Wheatley Courts, SAHA must submit to HUD a Quarterly Report as prescribed by HUD 15 calendar days after the end of each quarter, with the first report due April 15, 2013. Quarterly Reports at a minimum are to include the progress of the grant, including but not limited to: progress against their schedule and their budget; expenditures to date; a narrative statement on their progress; and progress on priority outcomes as described in the Choice Neighborhood Implementation Notice of Funding Availability; progress against the priority metrics identified by HUD; and a description of financing secured to date for implementation.

To date, SAHA has submitted all quarterly reports, 15 quarterly reports total, to HUD in a timely manner. Additionally, SAHA contracted Trinity University to collect and synthesize the success of the Choice plan against the proposed metrics over the long term. Trinity University began this work in July 2013 and will continue annual reporting through June 2018. According to the first report, San Antonio Eastside Choice Neighborhood Baseline Report 2013, the impact assessments are “intended to measure the impact of the Choice Neighborhood Implementation project on area residents and on the community more generally annually”<sup>27</sup>. To date, Trinity University has completed three annual San Antonio Eastside Choice Neighborhood reports documenting the impacts of the strategies in the areas of People, Neighborhood, and Housing. These include a 2013 Baseline Report, a 2014 report focused on Relocation and Tear Down, and a 2015 report focused on the Transition to East Meadows.

**b. Metrics/Goals**

In order to fulfill reporting obligations to HUD and to provide data to Trinity University for annual reports, SAHA must track more than 320 metrics pertaining to the People, Housing, and Neighborhood components of the Choice Grant and to sustainability. Each of these metrics is defined in the Choice Neighborhood Data Dictionary, which includes metric definitions, frequency each metric is collected, data sources required, recording/collection/aggregation responsibilities, and unit

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<sup>27</sup> Drennon, Christine, PhD. *San Antonio Eastside Choice Neighborhood: Baseline Report 2013*. Report. Urban Studies Program, Trinity University. June 4, 2014

of measurement. The Project Team worked with SAHA and Urban Strategies staff to identify *key metrics* from this extensive list that provide evidence of the impact of the primary grant activities that have taken place to date. While *key metrics* identified by the lead agencies represent evidence of impact for the purposes of this assessment, both SAHA's quarterly reports to HUD and Trinity University's impact assessments offer a more comprehensive analysis of progress against all tracked metrics and original goals.

### **People**

To substantiate impact made through activities that have been undertaken to date, *key metrics* identified by SAHA and Urban Strategies staff include those that fall into the categories of Demographics and Socioeconomics, Self-Sufficiency/Employment, Education, and Health.

#### **Demographics and Socioeconomics:**

Urban Strategies delivered case management and service delivery for the People component of the Choice Neighborhood Implementation Grant. Within this scope of work, Urban Strategies provides case management and supportive services to all eligible baseline Wheatley Courts households and will continue to do so for the new households moving into the revitalized Wheatley Courts households for the term of the CNI Grant. SAHA provides case management services to three major groups of residents:

1. Households in public and assisted housing at the time of Choice Neighborhoods Application, otherwise known as original target households;
2. New target public and assisted housing households that moved in after the grant application was submitted but prior to relocation, otherwise known as new target households; and
3. New target public and assisted housing households that were not residents at the time of relocation, and moved into replacement housing units (at Sutton Oaks) after redevelopment, otherwise known as new target households post redevelopment.

Although all three groups are eligible for Urban Strategies' case management services, only the first two groups, the original target households and the new target households, are included in what SAHA refers to as the "Wheatley cohort." Urban Strategies provides updates to SAHA and to HUD on progress made on outreach to all three groups, but the Wheatley cohort residents are the focus for case-management tracking. The table below shows the number of Wheatley Cohort residents on a quarterly basis at quarter-end since the beginning of the grant period, in addition to the number and percentage of those residents receiving case management services for that period of time. The count of Wheatley Cohort residents has decreased over the course of the grant period for two primary reasons. Urban Strategy staff notes that the households are either no longer on housing assistance as they have moved in with family or taken steps towards self-sufficiency, or because they are no longer in good standing with the Housing Authority.

***Wheatley Cohort Residents and Case Management***

	Q3 2013	Q4 2013	Q1 2014	Q2 2014	Q3 2014	Q4 2014	Q1 2015	Q2 2015	Q3 2015	Q4 2015	Q1 2016	Q2 2016
Wheatley Cohort Residents	704	670	610	612	592	571	563	551	540	525	508	481
Wheatley Cohort Residents in Case Mgmt	570	570	537	538	519	509	494	491	404	393	388	377
Percentage of Wheatley Cohort Residents in Case Mgmt	81%	85%	88%	88%	88%	89%	88%	89%	75%	75%	76%	78%

Source: San Antonio Housing Authority People Evaluation Metrics. June 2016. Raw data. San Antonio.

Beginning in Q3 2013, 81% of the Wheatley cohort were actively taking part in case management services. The percentage of residents engaged with Urban Strategies through case management increased to 88% during the time period which overlaps with the official resident relocation date-January 31, 2014. The percentage of Wheatley cohort residents engaged in case management rose to an all-time high at 89.14% in Q4 2014 and remained relatively constant through Q2 2015 at 89%. The percentage of residents dropped notably in Q3 2015 to 75% as Urban Strategies worked to identify residents who were no longer engaging with Urban Strategies. Case managers marked all residents who were unresponsive to case management services as inactive, with the option to re-engage through case management services at any time. Despite this drop in Wheatley cohort residents receiving case management services, case management numbers have again begun to rise steadily, reaching 78% in Q2 2016. According to Urban Strategies staff, the San Antonio Wheatley Choice Neighborhood is ranked second in the nation for Choice grants in terms of percentage of residents actively engaged with case management.

***Non-Wheatley Cohort Residents and Case Management***

	Q3 2013	Q4 2013	Q1 2014	Q2 2014	Q3 2014	Q4 2014	Q1 2015	Q2 2015	Q3 2015	Q4 2015	Q1 2016	Q2 2016
Post-Redevelopment Residents	2	18	30	66	90	90	90	93	94	99	102	103
Post-Redevelopment Residents in Case Mgmt	0	0	0	0	0	4	4	7	7	7	7	4
% of Post-Redevelopment Residents in Case Mgmt	0%	0%	0%	0%	0%	4%	4%	8%	7%	7%	7%	4%

Source: San Antonio Housing Authority People Evaluation Metrics. June 2016. Raw data. San Antonio.

While the new target households post redevelopment residents- or the residents who were not residents at the time of relocation, and moved into replacement housing units after redevelopment- are not counted in the Wheatley cohort group, Urban Strategies tracks case management levels for this group as well. The table above shows the number of post-redevelopment residents on a quarterly basis at quarter-end since the beginning of the grant period, in addition to the number and percentage of those residents receiving case management services for that period of time. The percentage for the level of case management engagement for this group has remained low throughout the Choice grant performance period, beginning with 0% engagement through Q3 2014, rising to a high at 8% in in Q2 2015, and lowering back down to 4% in Q2 2016. Urban Strategies staff addresses issues with participation for this group in its quarterly reports to HUD, noting that while outreach has been made to non-former Wheatley residents that are occupying replacement units, Urban Strategies has received very little interest in case management services from this group.

***Wheatley Cohort (excluding post-application residents) and Income (in dollars)***

	Q3 2013	Q4 2013	Q1 2014	Q2 2014	Q3 2014	Q4 2014	Q1 2015	Q2 2015	Q3 2015	Q4 2015	Q1 2016	Q2 2016
Average Household Income	7,709	7,339	8,723	8,434	8,339	8,299	8,970	9,033	8,999	9,040	10,174	10,079
Median Household Income	8,281	8,376	8,604	8,604	8,610	8,562	8,796	8,796	8,796	8,798	8,892	8,892

Source: San Antonio Housing Authority People Evaluation Metrics. June 2016. Raw data. San Antonio.

Support services provided by Urban Strategies are meant to ensure that families remain stable during relocation and are taking full advantage of the education, training, and employment opportunities offered through case management to achieve economic self-sufficiency and maximize housing choice. Socio-economic metrics tracked by SAHA over the course of the grant period provide support for steps made toward economic self-sufficiency among Wheatley Cohort residents. While these measures only include the portion of the Wheatley Cohort households that were living at Wheatley Courts at the time of the grant application due to HUD reporting requirements, the evidence of impact is notable. Namely average household income of the Wheatley Courts cohort has increased from \$7,709 in Q3 2013 to \$10,079 in Q2 2016, a total increase of approximately 31%. This is compared with an increase in average household income of approximately 3% in Bexar County between 2013 and 2015 (U.S. Census American Community Survey, 2013 and 2015 5-yr estimate). Additionally, this portion of Wheatley Cohort households experienced an increase of 7% in median household income during the same period of time.

*Self-Sufficiency/Employment:*

Urban Strategies staff works with individual residents to create a development plan based on their unique situation and needs. A major focus of this case management work is on family self-sufficiency, which includes financial planning and budgeting, education and training, career counseling, interviewing and parenting skills, and other supportive services necessary for personal and professional empowerment. Case managers connect Wheatley cohort residents to job training programs and to resources to help them find employment opportunities. The table below shows the number of Wheatley cohort residents that were enrolled in a job training program or other workforce development program in any given quarter between Q3 2013 and Q2 2016. While counts for job training enrollment are not cumulative and only show the number of resident enrolled during any given quarter, enrollment numbers for Wheatley cohort resident per quarter have increased over the project period. There were 28 Wheatley cohort residents enrolled in job training in Q2 2016 compared to 10 residents enrolled in Q3 2013. Additionally, while 0 or 1 resident completed job training for the first four quarters of the grant period, 10 residents had completed job training in the most recent quarter, Q2 2016. Counts for residents completing job training and being placed in jobs within 3 months of training completion follow the same general trend.

***Wheatley Cohort Residents and Job Training***

<b>Number of Residents</b>	<b>Q3 2013</b>	<b>Q4 2013</b>	<b>Q1 2014</b>	<b>Q2 2014</b>	<b>Q3 2014</b>	<b>Q4 2014</b>	<b>Q1 2015</b>	<b>Q2 2015</b>	<b>Q3 2015</b>	<b>Q4 2015</b>	<b>Q1 2016</b>	<b>Q2 2016</b>
Enrolled in Job Training	10	0	13	17	17	19	25	32	33	31	29	28
Completed Job Training	1	0	0	1	2	3	5	11	7	3	1	10
Completed Job Training and Placed	-	-	0	0	0	1	1	4	6	1	5	4

Source: San Antonio Housing Authority People Evaluation Metrics. June 2016. Raw data. San Antonio.

Furthermore, the number of Wheatley cohort residents with full and part time jobs have increased on an annual basis over the project period. For HUD reporting purposes, full time positions are those in which residents worked 35 hours per week or more, while part time position are those in which residents worked under 35 hours per week. Between 2013 and 2015, the total number of Wheatley cohort residents that were employed full time increased by approximately 74%. By 2015, 24% of the Wheatley cohort residents were employed full time. While the count of residents that were employed part time peaked in 2014, 2015 showed an increase of 15% in the number Wheatley cohort residents that were employed part time since the first year of the grant period.

***Wheatley Cohort Residents Employed Full Time***

	2013	2014	2015
Number of Wheatley Cohort Residents Full Time Employed	17	24	30
Percent of Wheatley Cohort Residents Full Time Employed	-	18%	24%

Source: San Antonio Housing Authority People Evaluation Metrics. June 2016. Raw data. San Antonio.

***Wheatley Cohort Residents Employed Part Time***

	2013	2014	2015
Number of Wheatley Cohort Residents Part Time Employed	34	46	39
Percent of Wheatley Cohort Residents Part Time Employed	-	35%	31%

Source: San Antonio Housing Authority People Evaluation Metrics. June 2016. Raw data. San Antonio.

**Education:**

Another component of Urban Strategies’ case management work is to assist residents in becoming self-sufficient through education and training. One of the overall goals and leading efforts outlined for the People component of the Choice Implementation Grant is to begin with education and improve at every level. This work is in line with and oftentimes in partnership with the goals of the Eastside Promise Neighborhood (EPN). The EPN Initiative seeks to move youth along the pathway from cradle-to-career, and Urban Strategies staff notes that the EPN program has been a strong partner for Urban Strategies’ case management work through the provision of out-of-school time programming, including summer programming, child care services, and training opportunities for residents. The Choice and Promise Neighborhoods have aligned their goals and visions to ensure the work of both initiatives is carried out effectively and efficiently. Additionally, an Urban Strategies Education Case Manager specializes in education-related case management services and works with residents on an as-needed basis to connect them to education-related resources.

***Wheatley Cohort Residents under 5 Yrs. in Early Learning Program***

	2013	2014	2015
Number Wheatley Cohort Residents Under 5 Yrs. in Early Learning Program	15	39	39
Percentage Wheatley Cohort Residents Under 5 Yrs. in Early Learning Program	-	38%	55%

Source: San Antonio Housing Authority People Evaluation Metrics. June 2016. Raw data. San Antonio.

***Wheatley Cohort Residents 5-19 Yrs. Participating  
in Youth Development Activity***

	2013	2014	2015
Number of Wheatley Cohort Residents 5-19 Yrs. Participating in at least one Youth Development Activity	13	36	69
Percentage of Wheatley Cohort Residents 5-19 Yrs. Participating in at least one Youth Development Activity	-	18%	45%

Source: San Antonio Housing Authority People Evaluation Metrics. June 2016. Raw data. San Antonio.

The shared vision for education in the neighborhood is exemplified by the key education metrics tracked on an annual basis by SAHA. The number of Wheatley cohort residents under 5 years old who were involved in at least one center-based or formal home-based early learning program that targets increased mental, physical, and/or social development at the end of the reporting year increased by 160% from 2013 to 2015. By 2015, a total of 55% of the Wheatley cohort residents who were under 5 years old were in an early learning program at the end of the year. Additionally, during the same time period, the number of Wheatley cohort residents 5-19 years old participating in at least one positive youth development activity at the end of the reporting year increased by 430%. According to the Choice Neighborhood Data Dictionary, positive youth development activities are activities for youth 5-19 years old that target increased mental, physical, and/ or social development. These can include but are not limited to: Sport teams, school sponsored extracurricular activities, Boy/Girl Scouts, mentoring programs, church youth groups, etc. By 2015, 45% of the Wheatley cohort youth 5-19 years old were participating in at least one positive youth development activity. Together, these metrics provide evidence that Wheatley cohort children of all ages are receiving services geared at improving their educational outcomes.

***Wheatley Cohort Residents Who Received a GED***

	2013	2014	2015
Number of Wheatley Cohort Residents Who Received GED		0	5

Source: San Antonio Housing Authority People Evaluation Metrics. June 2016. Raw data. San Antonio.

In addition to connecting Wheatley cohort adults to job training programs and to resources to help them find employment opportunities that lead to self-sufficiency, Urban Strategies case managers also connect adults to age-appropriate education and training resources. Through 2015, 5 Wheatley cohort residents received a GED.

**Health:**

One of the goals and leading efforts for the People component of the Choice Implementation Grant is ensuring that Wheatley cohort residents have wraparound services, including healthcare. Urban Strategies employs a Health Specialist to work with residents on an as-needed basis. According to SAHA’s annual People Evaluation Metrics, the number of Wheatley cohort residents who have seen

a physician in the last 12 months, including but not limited to primary health care or specialty physicians, increased from 117 residents in 2013 to 299 residents in 2015. This is a 156% increase from the annual total in 2013.

***Wheatley Cohort Residents and Doctors Visits***

	2013	2014	2015
Number of Wheatley Cohort Residents who have seen a Physician in the last 12 months	117	319	299
Percentage of Wheatley Cohort Residents who have seen a Physician in the last 12 months	-	64%	71%

Source: San Antonio Housing Authority People Evaluation Metrics. June 2016. Raw data. San Antonio.

**Housing**

To substantiate impact made through activities that have been undertaken to date, key metrics identified by SAHA staff include progress made toward the redevelopment phases as outlined in the Wheatley Courts Relocation and Re-Occupancy Plan. The redevelopment of Wheatley Courts includes four phases of development to occur over the course of five years. These phases include:

- **Phase 1: Sutton Oaks**, a redevelopment that was already occurring at the time of the development of the Relocation and Re-Occupancy Plan in an area approximately 1 mile from Wheatley Courts, including 208 total units;
- **Phase 2**: 226 (now 215) mixed income family units, including 2, 3, and 4 bedroom apartments and 2, 3 and 4 bedroom townhouses;
- **Phase 3**: 80 affordable mixed income senior units of 1 and 2 bedroom garden apartments; and
- **Phase 4**: 117 mixed income family units, including 1, 2, 3, and 4 bedroom apartments and 2, 3, and 4 bedroom townhouse apartments<sup>28</sup>.

The phasing and development design is meant to result in one-for-one replacement of the original 246 public housing units to ensure long-term affordability in a diverse, mixed income community. These affordable housing units include those labeled as public housing units and those labeled as project-based voucher units. Tax credit units and market rate units were also included in the housing unit mix. Housing unit type definitions are as follows:

- **Public Housing Unit**: A building or community owned by a housing authority for which applicants must meet income eligibility requirements as set forth every year by HUD. After receiving approval and moving in, residents pay approximately 30% of their monthly income for rent.

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<sup>28</sup> *Wheatley Courts Relocation & Re-Occupancy Plan Draft*. San Antonio Housing Authority. 2013.

- ***Project-Based Voucher Unit:*** A unit for which a Housing Choice Voucher is allocated. The Housing Authority allocates a number of units to be project-based voucher units at a particular development utilizing funds from their Housing Choice Voucher allocation. Similar to a public housing unit, an applicant must first meet income eligibility requirements and pay approximately 30% of their monthly income for rent. The project-based voucher differs from a tenant-based voucher. Whereas tenant-based vouchers are granted to eligible families and can be used as any eligible unit of choice, the project-based voucher ties housing assistance to a specified unit. A family who moves from the project-based voucher unit does not have any right to continued housing assistance.
- ***Tax Credit Unit:*** A unit that is both rent- and income-restricted to families and individuals at 60% of AMI or below.
- ***Market Rate Unit:*** A unit with no rent or income restrictions for which a resident must pay market rate rent.

The distribution of unit types by redevelopment phase, including units that are already built and those still in the planning stages can be found in the table below.

***Wheatley Redevelopment Phases- Built and Planned Units***

	<b>Public Housing</b>	<b>Project Based Voucher</b>	<b>Tax Credit</b>	<b>Market Rate</b>		<b>Total Units</b>
<b>Phase I: The Park at Sutton Oaks</b>	49	0	113	46		208
<b>Phase II: East Meadows (Multi-family)</b>	71	8	77	59		215
<b>Phase III: Wheatley Park Senior Housing</b>	40	36	4	0		80
<b>Phase IV: East Meadows II (Multi-Family)</b>	34	8	52	23		117
<b>Total Unit Type</b>	<b>194</b>	<b>52</b>	<b>246</b>	<b>128</b>		<b>620</b>

Source: San Antonio Housing Authority Housing Evaluation Metrics. June 2016. Raw data. San Antonio

As outlined in the table above, a total of 208 total units were developed under Phase I: The Park at Sutton Oaks- remaining in line with Relocation and Re-Occupancy Plan. Located approximately 1 mile from the Wheatley Courts site, the Sutton Oaks development was completed May 2014 and included 49 replacement public housing units. As noted in the *Process used to relocate the residents from the public housing complex* section, 11 Wheatley cohort households were able to remain in the Wheatley Courts area through the Sutton Oaks replacement units.

By January 31, 2014, 205 Wheatley Courts households were relocated from Wheatley units, followed

by the demolition of the housing development in September 2014, and the Phase 2 East Meadows ground-breaking in August 2015. December 2016 marks substantial completion on this phase of redevelopment, including the build out of 215 total units, 71 of which are replacement public housing units, and 8 of which are project-based Voucher units for a total of 79 replacement units. The total number of housing units is lower than the 226 units projected in the Relocation and Re-Occupancy Plan due to the addition of the Bibliotech library- the first and only bookless, all-digital public library in the U.S. - to the housing development sponsored by Bexar County. Despite this reduction from the original count, SAHA remains on track to ensure one-for-one replacement of the original 246 public housing units to ensure long-term affordability in a diverse, mixed income community. SAHA projects that construction will be complete on Phase 2 in May 2017, followed by 100% occupancy in June 2017.

Construction for Phase III, Wheatley Park Senior Housing, began in October 2016. The Senior Housing Component is slated to have 80 mixed-income units, with the majority of units categorized as replacement units. These include 40 public housing units and 36 project based voucher units, resulting in a total of 76 replacement units. Construction completion is projected for December 2017, with 100% occupancy by March 2018.

Finally, construction for the fourth and final phase of redevelopment, East Meadows II, is projected to begin March 2018. East Meadows II is slated to provide 117 total units, including 34 public housing units and 8 project based voucher units, for a total of 42 replacement units. With construction completion planned for July of 2019, the development of this final phase will complete the one-for-one affordable housing replacement goal of 246 replacement units. Additionally, the projected timeline will ensure project close-out in accordance with grant terms by September 30, 2019.

The table on the next page outlines monetary investment and funding sources SAHA has utilized thus far in the development of public housing in the target community starting in the revitalization of Sutton Homes and Wheatley Courts.

	Choice Funds	Moving to Work Funds	Replacement Housing Factor Funds	Deferred Developer Fees	Land Loan	<b><u>Total Leverage</u></b>
<b>Phase I: The Park at Sutton Oaks</b>	-	-	\$2,709,000	\$137,780	\$476,500	<b>\$3,323,280</b>
<b>Phase II: East Meadows (Multi-family)</b>	\$6,296,666	\$3,557,969	\$967,870		\$900,000	<b>\$11,722,505</b>
<b>Phase III: Wheatley Park Senior Housing</b>	\$2,762,175	\$2,095,930	\$1,294,339		\$137,000	<b>\$6,289,444</b>
<b>Total</b>	<b>\$9,058,841</b>	<b>\$5,653,899</b>	<b>\$4,971,,209</b>	<b>\$137,780</b>	<b>\$1,513,500</b>	<b>\$21,335,229</b>

### **Neighborhood**

The Transformation Plan outlines the following goals/leading efforts for the Neighborhood component of the Choice Grant to be implemented by SAHA, which include:

- Increase green space;
- Implement Byrne Act-funded crime prevention and safety-enhancing activities in partnership with the Eastside Promise Neighborhood (led by the San Antonio United Way) to improve a sense of personal safety;
- Establish community gardens and produce a food co-op;
- Increase connectivity;
- Increase homeownership through infill housing and rehab of acquired single family units;
- Prioritize neighborhood level retail and services;
- Promote a retail façade program; and
- Create incentives for businesses to locate in the area.

According to the Department of Housing and Urban Development, Choice Neighborhoods enables communities to revitalize struggling neighborhoods with distressed public housing by providing innovative funding for projects that support revitalization efforts in the neighborhood surrounding the targeted public housing. The Critical Community Improvements (CCI) funding is a component of Choice Neighborhoods which allows the implementation agencies to allocate funding to projects that jumpstart other public and private investments in assets and amenities that are important to families' choices about their community, such as safety, schools and commercial activity. CCIs promote economic development activities, housing improvements in the neighborhood, and open space and park improvements. SAHA completed its Critical Community Improvements Plan, which covers the implementation of the Neighborhood component strategies as laid out in the Transformation Plan, in 2016. The completion and approval of the CCI Plan allowed SAHA to commence work on Neighborhood strategies. Because implementation did not commence until 2016,

it will not be productive to assess the outcomes or impacts of this component until further progress has been made. Neighborhood metrics are being analyzed and reported to US HUD through SAHA's quarterly reports and through Trinity University's impact assessments.

**3. *Best Practices and Challenges: What indications are there of strengths and challenges? Is there evidence of innovative and replicable best practices?***

The Choice Neighborhood Implementation Grant program broadens the focus of past federal public housing programs by significantly expanding their scope. Rather than simply developing new, high-quality housing options as a replacement to old infrastructure, Choice Neighborhood grantees must implement a comprehensive neighborhood revitalization strategy that directs funds to housing, people, and the surrounding neighborhood- much like a community development corporation may do.

Even with high levels of complexity involved in this redevelopment process, including resident relocation, resident engagement and case management, land acquisition, and the leveraging of additional resources for housing development, SAHA has remained on target for both number of affordable housing units and project timeline. Key factors in adherence to its timelines for such a large project have included a highly experienced developer-partner, reasonable phasing of the housing development, consistent SAHA staff engagement and a strong focus on internal accountability as well as outsourcing resident services to an experienced partner. SAHA has developed its second phase of affordable housing out of four within the anticipated timeline while producing the anticipated number of public housing units.

The San Antonio Housing Authority has been effective in its implementation of the *People* portion of in its CNI efforts. Throughout the course of the CNI performance period, the case management model utilized by Urban Strategies has resulted in notably high levels of resident engagement and interest to return to East Meadows. Following relocation of former Wheatley Courts residents after January of 2014, attendance at monthly resident engagement meetings predictably declined. In addition to the fact that residents were now dispersed across the city of San Antonio, making it more difficult to attend resident engagement meetings, residents were also in the midst of adjusting to their new living situations, further impacting resident attendance. However, according to the data collected and used to report to HUD on a quarterly basis, the percentage of Wheatley cohort residents in case-management has remained high throughout the project period.

The San Antonio Wheatley Choice Neighborhood is ranked second in the nation for Choice grants in terms of percentage of residents actively engaged with case management. This level of engagement is reflected in the number of residents who have reported an interest in returning to East Meadows after reconstruction. Out of a total of 205 relocated households, 180 are eligible to return because they have remained in good standing with the Housing Authority. Out of those households, 66 have expressed

interest in returning to East Meadows, and 57 have officially started the application process to do so. With these most recent counts, about 37% of eligible residents have expressed interest in returning.

The level of engagement in case management services and of interest in returning to the East Meadows property is certainly related to the case management model utilized by Urban Strategies. According to staff, the case management model is resident-driven rather than being resource driven. At the forefront of their work with residents is ensuring that the engaged individuals feel comfortable and pleased with services offered to them. Development plans are custom-built for each resident. If named resources do not seem to fit the needs of a resident, even if they more directly impact the stated CNI metrics, Urban Strategies staff will seek out new potential resources that fit the specific needs of the resident. Staff also notes that they remain engaged with residents while they receive services from local partners, rather than handing residents off to the services partners. Finally, Trinity University's San Antonio Eastside Choice Neighborhood Year 3 (2015) Report also notes that Urban Strategies' approach "is the use of case management focused on the entire family, rather than the head of household"<sup>29</sup>. This is yet another way in which the Case management strategy utilized for the Choice Initiative is unique when compared with traditional case management models.

Based on the notable levels engagement in case management and interest in returning to East Meadows, the Urban Strategies case management model may be an ideal model for other agencies implementing supportive services for Choice Neighborhood grants and housing development projects involving displacement. Practices utilized by Urban Strategies may also be relevant to SAHA in its provision of supportive services through its Jobs Plus program, Family Self-Sufficiency program, and the Resident Opportunities and Self Sufficiency (ROSS) Grant program.

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<sup>29</sup> Drennon, Christine, PhD. *San Antonio Eastside Choice Neighborhood: Year 2 (2014) Report: Relocation and Tear Down*. Report. Urban Studies Program, Trinity University. October 11, 2015.



# Initiative III:

Byrne Public Safety Enhancement Grant and  
Byrne Criminal Justice Innovation Grant

## Initiative III- Byrne Public Safety Enhancement Grant and Byrne Criminal Justice Innovation Grant

*Examination of Work Plan and Sub-Initiatives: Is the initiative being conducted in a manner consistent with the original intent and work plan, as described in the original grant applications or founding documents, and how have implementations evolved?*

### Byrne Public Safety Enhancement Grant- United Way of San Antonio and Bexar County

#### *a. The Original Work Plan*

In November 2012, United Way of San Antonio and Bexar County received a \$320,000 Public Safety Enhancement (PSE) grant, an optional supplemental funding opportunity to their FY2011 Eastside Promise Neighborhood Implementation (EPN) grant. While the purpose of the EPN grant was to significantly improve the educational and developmental outcomes of children and youth the distressed Eastside neighborhood, the PSE grant was designed to supplement this work by supporting design and implementation of place-based, data-driven strategies to reduce and prevent significant crime issues in the EPN neighborhood and schools. This was part of a broader strategy to advance neighborhood revitalization in the EPN footprint. Specifically, United Way received the funding to prevent and reduce significant crime issues in distressed communities by funding data-driven, evidence-based or innovative strategies that are aligned with U.S. Department of Justice (DOJ) goals and objectives. This funding, while administered and awarded by the U.S. Department of Education (DOE), was made available through a joint effort between the DOE and DOJ using Bureau of Justice Assistance (BJA) grant funds. The funds provided flexibility to determine the best timeline for the proposed work to enhance safety in the footprint within the five-year period of performance, and a deadline to expend all funds by December 31, 2016.

United Way proposed to use PSE funds to help pay for additional overtime of existing San Antonio Police Department (SAPD) officers assigned to implement Hot Spot Policing in the EPN footprint. A Hot Spot is a location identified for crime reduction activities based on high levels of criminal activity and physical disorder, such as low levels of lighting and blighted properties. These locations, once identified, are areas of focus for strategies that reduce crime. The PSE initiative was designed to coordinate and integrate thoroughly with EPN grant program to ensure that students feel safe at school and in their community. United Way's proposed strategies and timeline were taken from the EPN GRADS 360 project plan with an amended timeframe for accomplishing each activity to reflect the PSE funding and activities. The solutions designed to increase students' feeling of safety at school and traveling to and from school as outlined in the proposal include:

- Enhance safety at six schools in the EPN footprint;
- Establish "safe corridors" for kids walking to and from school;

- Dispel community perceptions of safety issues on the Eastside; and
- Increase participation in existing after school and summer programs.

In March 2015, United Way requested a revision to its PSE Byrne Grant proposal as part of modifications made to the original EPN grant strategy. Revisions were based on community engagement and student surveys and included the addition of the following strategies:

- Implementation of restorative practices;
- Implementation of bullying prevention programming;
- Address animal control issues;
- Supporting the establishment of walking school buses; and
- Assist in the implementation of Choice safety PSE strategies, including the Resurgence Collaborative and Community Safety Center.

NALCAB reviewed the following specific sub-initiatives that were undertaken by United Way under the Byrne PSE Initiative to achieve those goals:

- i. Crime Hot Spot Policing
- ii. Schools and Neighborhoods Committee program
- iii. Midnight Basketball program

Progress made toward completing these specific sub-initiatives is described below, including the following: implementation of the original work plan and changes to the work plan; integration with existing operations, systems, and institutions; key personnel engaged and personnel changes; data collection systems used; and key partnerships developed and community engagement efforts.

## ***b. Examination of Sub-Initiatives***

### ***i. Crime Hot Spot Policing***

One of the United Way's Byrne PSE strategies, or solutions, is to implement Hot Spot policing to supplement other safety strategies throughout the EPN footprint. A Hot Spot is a location identified for crime reduction activities based on high levels of criminal activity and physical disorder, such as low levels of lighting and blighted properties. These locations, once identified, are areas of focus for strategies that reduce crime. The ultimate goal of implementing Hot Spot Policing is to improve students' feeling of safety in the neighborhood as a result of policing strategies, such as increased arrests and responses to crime and a more visible police presence in the community. As stated in the previous section, all of United Way's PSE grant was allocated for the San Antonio Police Department (SAPD) to implement Hot Spot policing, with the goal of enhancing and expanding safety in the target neighborhood by establishing "safe corridors" for kids walking to and from school for two of the six schools in the EPN footprint.

The implementation of this initiative, while delayed, began during Fall 2013. United Way asserts that delays were due to troubleshooting issues of legality and questions presented to DOJ. The United Way also experienced issues aligning the development of an MOU with SAPD and subsequent approval from the City of San Antonio City Council with the school year timeline. However, United Way staff asserts that the delay provided more time to understand and develop an effective strategy for this initiative as staff modified strategies to align with community concerns. Efforts for implementing Hot Spot policing began with SAPD identify safety corridors to and from EPN campuses during peak traffic hours.

United Way utilized feedback through surveys from parents, students, and school to determine the Hot Spot corridors for policing coverage and policing hours. Through this process, United Way identified initial corridors surrounding Washington Elementary School and Wheatley Middle School, in addition to the Gevers St. corridor that connects both schools. Initial Hot Spot policing services began in Fall 2013 and included four to six assigned officers to serve as the safety patrols during the afterschool programs at both schools from 3 PM to 6:30 PM.<sup>30</sup> In Fall 2014, United Way established the Schools and Neighborhoods Committee to lead agency staff and residents to meet on a monthly basis to discuss and plan for activities to ensure student safety. This Committee includes representation from students, parents, school administration, and law enforcement. Throughout the project period, United Way modified the Hot Spot policing routes based both on feedback from the Schools and Neighborhoods Committee and on results from the EPN School Climate Survey and the EPN Annual Neighborhood Survey. Feedback also resulted in the implementation of other restorative practices and activities, including bullying prevention programming, addressing animal control issues, and assisting in the implementation of BCJI strategies, including the Resurgence Collaborative. More on the Resurgence Collaborative can be found in the *Resurgence Collaborative* sub-initiative section. SAPD staff confirms that Hot Spot policing strategies evolved over the period of performance as officers have been responsive to specific requests from lead agencies and area schools to address needs as they arise. For example, after the Wheatley Courts public housing development was vacated, community members raised concerns that the building posed a safety threat for students walking to and from school. As a result, SAPD implemented new safety patrols in the mornings from 7 AM to 9 AM in Spring 2014.<sup>31</sup> Additional responses to community requests included monitoring specific areas to prevent after school fights, adjusting routes and times as needed to cover all EPN summer Out of School Time (OST) programs, engaging in community and committee meetings, and working with school coaches and kids to teach tactics for interacting with police. SAPD staff asserts that their main focus for community engagement in Hot Spot areas was to have a positive impact by intentionally interacting with businesses, community members and residents along their routes. Officers also made efforts to increase their presence and relationships with the community through the implementation of community-based solutions such as Cellular on Patrol, Neighborhood Watch, Operation I.D.,

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<sup>30</sup> *Eastside Promise Neighborhood Annual Performance Report to DOE, Final GPRA Report for GPRA 10*. Report. United Way of San Antonio and Bexar County. Jan-June 2014.

<sup>31</sup> *Ibid.*

Coffee with Cops, and the student-based Explorers Program.

By spring 2015, United Way staff cited that safety patrols during morning hours were reduced and/or discontinued in phases to allow for the implementation the Walking School Bus initiative, a community-based strategy to ensure adult supervision for children walking to school designed to complement Hot Spot policing.<sup>32</sup> By the Fall 2015 reporting period, United Way noted an experience of delays in enhancing and/or expanding safety solutions, including Hot Spot policing, in the EPN footprint due to changes in San Antonio ISD (SAISD) school administration. Regardless, efforts continued with expansion of Hot Spot patrols near Sam Houston High School for the first 3 months of 2015-2016 school year. SAPD also began implementing bike patrols around Wheatley Middle School and continued to be involved in other community policing activities not funded by PSE dollars. By June 2016, United Way's Hot Spot policing efforts came to an end and SAHA's community engagement foot patrols were added during the afternoon for summer months as safe corridor patrols.<sup>33</sup> SAHA foot patrols were developed as a component of SAHA's Hot Spot policing initiative and research, and more information on these foot patrols can be found in the *Police Foot/Bike Patrol* sub-initiative section.

The close partnership between United Way and SAPD fostered through Hot Spot policing efforts meant that officers were also involved in EPN community events throughout the project period. SAPD officers served as security for community events, distributed safety tips, and built relationships with community residents and students. In this capacity, the SAPD officer provided updates on crime data to the Schools and Neighborhoods Committee on a regular basis, which helped keep residents informed about the crime trends in their neighborhood. According to SAPD staff, a major challenge of the Hot Spot Policing partnership with United Way was the availability of police needed to cover Hot Spot routes and adjusting to the workload and hours officers spend on patrol. Although SAPD conducted patrols in the neighborhood prior to the implementation of the Byrne PSE and BCJI initiatives, PSE funding significantly increased the volume of patrols by providing the additional funding for officers' overtime. In discussing the sustainability of this initiative, officers asserted that many of the Hot Spot patrols currently in place for the Byrne initiatives will no longer continue once grant funding comes to an end. In fact, as funding has reduced over the course of the grant period, patrols have been less concentrated and more scattered. However, while SAPD staff state that they have many priorities citywide, officers assert that they are dedicated to and engaged with the EPN community, and that SAPD will continue to focus on policing and addressing residents' concerns in the EPN area.

SAPD key staff for this initiative included Captain Ray Castillo, former Commander of the SAPD

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<sup>32</sup> *Eastside Promise Neighborhood APR Template for GPRA 10*. Report. United Way of San Antonio and Bexar County. Jan-June 2015.

<sup>33</sup> *Annual Performance Report*. Report. United Way of San Antonio and Bexar County. Jan-June 2016.

East Substation from January 2012 through June 2014. Captain Castillo acted as SAPD's primary point of contact for the Byrne Initiative. In addition to Captain Castillo, Captain David Scepanski served as Commander of the SAPD East Substation from July 2014 through July 2016. Sergeant Dean Reuter was the SAPD's primary point of contact for coordination with partners to effectively provide department resources to the Byrne Initiative and to schedule and supervise officers working the Hot Spot policing shifts. Additionally, Captain Troy Torres is the current SAPD East Substation Commander and acts as the primary liaison between the San Antonio Police Department and the all the other entities involved in the Byrne Grant and EastPoint. He has worked to develop plans to implement the School Safety Patrols and the Community Patrols.

In addition to SAPD, San Antonio Independent School District (SAISD) is also a key partner for United Way's Hot Spot policing activities. SAISD worked with United Way and SAPD to establish the safety corridors" for children commuting to and from school. SAISD staff also participated in the Schools and Neighborhoods Committee, a committee composed of partners engaged in both EPN and Choice Neighborhood Initiative (CNI) activities working to coordinate crime fighting strategies, monitor progress, and to troubleshoot concerns. Additionally, SAISD Police Department and SAPD officers have coordinated to present anti-bullying programming to students in support of overall safety efforts in schools in the EPN footprint. Further, the San Antonio Housing Authority staff has engaged in patrol planning meetings with SAPD and United Way to make sure there was no overlap in patrol routes once SAPD started community engagement Foot and Bike Patrols in accordance with SAHA's Hot Spot strategies. SAHA's Hot Spot strategies are described more in-depth in the *Foot and Bike Patrol* sub-initiative section below.

Beginning in January 2012, all EPN activities were directed by Tony Leverett, the Eastside Promise Neighborhood Project Director at the United Way. In this role he oversees the implementation of the EPN Grant, including the Hot Spot policing activities, managing relationships between partners and the residents. Additionally, Jeniffer Richardson has served as the Director of Community Engagement for the Eastside Promise Neighborhood at the United Way from January 2014 to present and oversees the Student Safety initiatives associated with the grant. As a means to track and evaluate EPN activities, including Hot Spot policing, United Way's staff originally proposed establishing an EPN Project Evaluator (and PSE Evaluator). This Evaluator would use data gathered from student and adult satisfaction surveys (the EPN School Climate Survey), in addition to annual crime and resident mobility reports, to determine the impact of the broader implementation of Hot Spot policing. Examples of impact measurements include adult perception of safety, crime rates, and family decisions to remain in the neighborhood. United Way staff worked with SAPD to determine a methodology for sharing crime data on a regular basis. On a monthly basis, a SAPD criminal analyst provided both a pivot table of selected crime data, as well as raw geo-coded data, to United Way staff. Although United Way staff monitored crime statistics to track the impact of PSE work and any additional needs, this data is not included in federal EPN GPRA reports shared with the Project Team. United Way staff asserts that continuous communication between United Way, SAPD, and SAHA through regularly

scheduled meetings and calls was key to avoid any delay in data collection and analysis to share impact measures with the community.

***i. Schools and Neighborhoods Committee Program***

As stated in the *Overview of Work Plan* section, the solutions designed to increase students' feeling of safety at school and traveling to and from school as outlined in the Byrne PSE proposal include: Enhance safety at six schools in the EPN footprint; establish "safe corridors" for kids walking to and from school; dispel community perceptions of safety issues on the Eastside; and increase participation in existing after school and summer programs. In service of implementing these solutions, United Way established the EPN Safety Committee to bring together representatives from SAPD, SAISD, SAHA, and the City of San Antonio to discuss concerns, implement crime fighting strategies, and monitor progress. While the anticipated start date to establish the committee was May 1, 2012, the EPN Safety Committee was replaced with the Promise and Choice Together (PaCT) Schools and Neighborhoods Committee in November 2014.

The Schools and Neighborhoods Committee operates with two Co-Chairs and includes representation from students, parents, school administrators, residents, law enforcement, and community organizations. As required by grant guideline, the committee consists of community members. Committee members include representatives from: United Communities of San Antonio, SAPD-East SAFPE, City Year, United Way ARCF, Nick's Beauty Supply-Community/business member, Center for Family Relations, SAISD, EPN/Family Services Association, EPN Facilitator, Urban Strategies, San Antonio Housing Authority / Choice Harvest Place E, Residents, Co-chair of Health and Wellness committee, and HP/ED, Suit Up, Southwest Workers Union, Eastern Triangle CDO. The Committee is staffed by Patrice Hargrove, Eastside Promise Neighborhood Resident Engagement Manager for United Way since 2012, and Jeniffer Richardson, Director of Community Engagement for United Way since January 2014. Ms. Hargrove serves as the staff person responsible for managing the work of the Schools and Neighborhoods Committee. This includes recruiting members, scheduling meetings, assisting the Co-Chairs with the development of monthly meeting agendas, and maintaining the records associated with the Committee. Ms. Richardson provides supervision and assists with maintaining relationships with core partners. This committee meets monthly and receives reports on progress of safety initiatives and reviews data, and conducts planning and recommendations of strategies to increase safety in the schools and surrounding neighborhoods.

The committee provides input and receives monthly reports and updates regarding on-going initiatives and institutions on the various programs:

- SAISD-Positive Behavioral Interventions Supports Program; Walking School Bus; Hurricane on Time Club; Partnerships with Communities in Schools, Parent Room, Anti-Bullying Programs; Restorative Practices; SAISD bike patrols

- SAPD-SAFFE Officers; school corridor patrols; Community Engagement Patrols, Midnight Basketball
- YMCA-Midnight Basketball
- SAHA-Choice Neighborhood Byrne Criminal Justice Initiatives Grant-Crime Prevention through Environmental Design (CPTED); Growing Gevers Corridor; Resurgence Collaborative; SAPD Community Engagement Patrols

These partnerships have led to a confluence of activity focused on creating safe schools and safe neighborhoods which will ultimately increase the perception of safety for students attending schools in the EPN footprint and continually impact the overall downward trend of crime in the neighborhood.

The 2016 Annual Performance Report stated that early in the process, the community had expressed continued concern and needs around safety, regarding both the safety infrastructure at school campuses and increasing police presence in the corridors students were using to get to and from school. As a result, work of the committee initially focused on ensuring campuses were safe and efforts were made by installing physical safety measures such as security locks, perimeter fencing, and cameras in potential hot spot areas on the campus as a part of a Campus Improvement Plan. Additionally, increased safety patrols were established with PSE funds using SAPD community policing officers including Hot Spot policing, Midnight Basketball and other initiatives covered in previous sections.<sup>34</sup> Several successful initiatives that resulted from input and leadership from this committee include the following:

- *Walking School Bus* – Through the technical assistance received by the Safe Routes to School National Partnership, EPN learned that the Walking School Bus (WSB) solution could address many issues including avoiding street crime, increasing health, decreasing and obesity, and improving attendance. The implementation of walking school buses was primarily intended as a safety measure that includes an adult on the route to school, as many students were travelling unaccompanied. However, this solution was also identified as a way to make the walk to school a part of a routine that encourages daily attendance and thereby also impacts chronic absenteeism and attendance. Three campuses have expressed interest in utilizing the WSB program as a 2015-16 safety solution. Each campus has adapted a different community engagement approach to support their student safety solution..
- *Bike Initiatives/National Bike to School Day* – This initiative resulted from a group who came together to address bike lanes and pedestrian safety. The meeting included representatives from Earn a Bike, Ella Austin Community Center Youth Development

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<sup>34</sup> *Eastside Promise Neighborhood, APR Report for 2016*. United Way of San Antonio & Bexar County. 2016.

Program, the Martinez Street Women's Center, the Metropolitan Planning Organization, the DoSeum, the Schools and Neighborhoods Committee, Sutton Oaks, and EPN and focused on leveraging the city's focus on Vision Zero (no pedestrian or traffic deaths) and new bike initiatives. This work was centered on the premise that an increase in bike lanes in the EPN footprint would create safer corridors for students to travel to and from school. In addition to advocating for bike lanes in the footprint, the coalition planned the first Bike Train in San Antonio with Bowden Elementary and the Ella Austin Community Center students on National Bike to School Day with 28 elementary school students participating. Students without bikes had the opportunity to 'earn' them within a weekend by participating in a safety classes and learning to repair their bikes, through a program with Earn a Bike, now located at the Ella Austin Community Center. Earn a Bike will also equip students and any resident with helmets, locks, light reflectors, and a bike after the training. The group would like to expand to the entire footprint and secure a bike lane from the Eastside to the DoSeum, San Antonio's local children's museum, in 2016-17. The synergy behind this event could lead to an additional Walking School Bus at Bowden Elementary school in Fall 2016.

The Schools and Neighborhoods Committee's next area of focus included reviewing student climate survey data and meeting with campus administration at the elementary, middle and high school levels about the administration's concerns regarding student safety. As this information was shared with the Schools and Neighborhoods Committee, their planning and discussions began to shift from infrastructure and tangible items to solutions that could help address the climate on the campuses and in the neighborhood, which would ultimately impact students' perception of safety both at school and when travelling to and from school. The emphasis shifted to working in partnership with other agencies offering programming that would support the goal to impact the largest concentration of students and have the highest likelihood of being sustainable. This has led to the development of partnerships that are achieving a new level of integration developed around spotlighting the issue of safety both in the neighborhood and on campus.

One such partnership is with SAISD's Positive Behavioral Intervention (PBIS) program. The PBIS was implemented on both the Wheatley and Sam Houston campuses, as a part of the \$2.3 million U.S. Department of Education School Climate Grant received by SAISD in late 2014. The goal was to promote a positive school climate, encourage pro-social skills and increase academic success. The PBIS framework is a tiered system for defining, teaching, encouraging and maintaining appropriate positive behavior in students and staff to address school climate. Both campuses organized teams that met to guide the implementation of the project, develop goals, and evaluate progress. EPN staff, along with campus-based organizations such as the Parent Room, City Year, and Communities In Schools were invited to serve on the team, which led to increased partnership and broader access to support programming for students, teachers, parents and the community at large - all aimed at addressing school climate.

Discussions with EPN leadership has revealed a recent shift among Schools and Neighborhoods

Committee member focus towards planning for sustainability beyond the life of the Byrne PSE and EPN grant periods. For example, the Growing Gevers Collaborative, as outlined in the *CPTED* sub-initiative, developed a plan to reinvigorate outreach for the Walking School Bus initiative accompanied by a beautification project designed to promote safety and walkability. Moving forward, with sustainability in mind, the project will be community-led by a resident as the Chair of the Schools and Neighborhoods committee. By following the Growing Gevers Collaborative as a model, the Schools and Neighborhoods Committee can work to maintain initiatives originally implemented through grant-funded activities through community-led coalitions and partnerships.

***ii. Midnight Basketball Program***

United Way's original Byrne PSE grant proposed a goal to increase participation in existing, structured after-school and summer opportunities by 70%. Proposed activities to meet this goal were to work with youth and SAPD on Midnight Basketball and other youth oriented sports for afterschool activities. Originally launched in summer of 2012, the Midnight Basketball program utilizes the SAPD Police Athletic League and SAPD Officers to coordinate a basketball league with a target to engage 100 community participants.<sup>35</sup> The pilot project was designed to provide a safe venue for youth to play on weekend summer nights and as a crime deterrent to improve neighborhood safety. During 2012, 150 youth participated in the pilot Midnight Basketball season through a partnership with and funding from SAPD, the San Antonio Spurs Foundation, and the Davis Scott YMCA.<sup>36</sup>

The success of Midnight Basketball pilot enabled United Way staff to continue implementation and build trust and relationship between residents and police. The second program took place during the summer of 2013 with SAPD at the local YMCA with a goal to reach 200 individuals. The league was scheduled for Friday and Saturday nights during the summer months, with an initial focus on young adults (17 and up) as a means to strengthen community cohesion. One hundred eighty-one young adults participated in the league, including a new division for women.<sup>37</sup> In Summer 2014, the league was expanded to include a Youth Division of 13-16 year old students from the EPN footprint. The Police Athletic League again partnered with the YMCA to coordinate this division of the league, and games started in July 2014. It was anticipated that 180 youth would be recruited to participate in the 8 week league, between July 5th and August 9th. The total number of participants reported for the 2014 league was 218, of which 134 were residents from the EPN footprint, including 36 students in the Youth Division and 98 Young Adults.<sup>38</sup>

United Way reports that the Midnight Basketball committee began meeting in February 2015 to start

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<sup>35</sup> *U.S. Department of Education Grant Performance Report (ED 524B) Project Status Chart*. Report. United Way of San Antonio and Bexar County. Jan-Sep 2012.

<sup>36</sup> *Ibid.*

<sup>37</sup> *U.S. Department of Education Grant Performance Report (ED 524B) Project Status Chart*. Report. United Way of San Antonio and Bexar County. Jan-Sep 2013.

<sup>38</sup> *Eastside Promise Neighborhood Annual Performance Report to DOE, Final GPRA Report for GPRA 10*. Report. United Way of San Antonio and Bexar County. July-Dec 2014.

the process of recruiting, developing the schedule, and making improvements for the 2015 program. The earlier start was due to partners expressing an interest in having both recruitment materials and scheduling completed earlier in the process, along with budgeting and contract development. For 2015, EPN requested that the DOE waive the residency requirement for participants in the Midnight Basketball program. Because the Byrne PSE funding was targeted to impact only residents within the EPN footprint, and program participants included residents from outside of the footprint, United Way pursued a residency waiver so as not to exclude members of the community from this community-building activity. The approval of the residency expansion by the DOE supported EPN's efforts to rebuild the neighborhood as a positive place-based environment that offers safe and constructive outlets for all youth and families, impacting the surrounding neighborhoods.

The 2015 summer Midnight Basketball league was the most successful iteration, with a total of 279 participants.<sup>39</sup> The subsequent 2016 league resulted in a total of 221 participants, with 67 residents of the EPN footprint and 154 from Promise Zone.<sup>40</sup> Due to program success, the District 2 City Councilman replicated the model at three nearby sites during 2015 in an effort to reach an additional 1,000 youth during evening hours. The Councilman procured additional dollars from the City budget for the expansion to increase safe recreational opportunities in crime hot spots for youth in the Promise Zone. United Way also indicated that several neighborhood associations are planning quarterly Midnight Basketball tournaments throughout the upcoming year.

The success of the Midnight Basketball program has inspired support for additional related activities. For example, while SAPD reported that the Police Athletic League has organized midnight basketball for many years, Byrne funds supplemented the current program and kick-started other projects, including the Silver and Black Gives Back, an initiative implemented by the Spurs Foundation. The Spurs Sports and Entertainment also provided staff support at the Championship tournament, as well as giveaway items for participants and spectators including basketballs, t-shirts, shoes and other promotional items.

Midnight Basketball Committee members include key staff and partners responsible for managing the program. Officer Daniel Zamora from the Police Athletic League, the primary contact for the SAPD throughout the implementation of Midnight Basketball, was the person responsible for coordinating the league schedule, recruiting officers, securing referees and planning the Championship Weekend. There were also six other officers that assisted throughout all five seasons, staffing the events each Friday and Saturday night, assisting with paperwork, engaging with the crowd and players, and serving as security in the gym and parking lot. They also assisted in planning efforts and recruitment prior to the league kick-off. The Midnight Basketball program staffing includes the EPN Project Director

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<sup>39</sup> *Eastside Promise Neighborhood APR Template for GPRA 10*. Report. United Way of San Antonio and Bexar County. July-Dec 2015.

<sup>40</sup> *Annual Performance Report*. Report. United Way of San Antonio and Bexar County. Jan-June 2016.

Tony Leverett, Director of Community Engagement Jeniffer Richardson and other staff affiliated with the program. Mr. Leverett and Ms. Richardson oversee the contracting for partner organizations; facilitating partner planning and implementation meetings; securing volunteers, and reviewing data and reporting. In 2016, a resident who participated in the leagues in 2013 and 2014 was recruited as a part-time staff member who was instrumental in helping establish the women's league.

To track and report on program progress throughout the five year implementation of Midnight Basketball, United Way staff used data participant registration logs at all program activities. Staff have worked to strengthen the data collected in these logs over time to delineate between program participants who are EPN residents and participants who are not. Following modifications, staff were able to track participants by name and age level, and determine whether they are EPN resident and/or are enrolled in schools in the EPN footprint.

### **Byrne Criminal Justice Innovation Grant-** **San Antonio Housing Authority**

#### ***a. The Original Work Plan***

In an effort complementary to United Way's PSE grant, the San Antonio Housing Authority (SAHA) applied for and secured a \$600,000 grant from the Office of Justice Programs for funding under the FY12 Byrne Criminal Justice Innovation (BCJI) Program to enhance communities' ability to improve safety in distressed neighborhoods. The goal of the BCJI Program was to support evidence-based, research- and data-driven innovative strategies to help address crime in a given community. At time of application, SAHA was a current Choice Neighborhood Implementation grantee and pursued the BCJI funding to assist in delivering revitalization efforts to the Eastside Choice and Promise Neighborhoods. SAHA proposed to lead a consortium in a collaborative effort to significantly reduce crime and criminal activity. The BCJI grant was awarded to SAHA on September 2012, with a period of performance from October 1, 2012 to September 30, 2015. The grant was implemented in two phases, including a planning phase, which involved conducting research and working with community to develop strategies for an implementation plan, and an implementation phase. This process allowed SAHA to pilot strategies and measure their effectiveness in the community.

In August 2014, SAHA completed the Byrne Implementation Plan designed to address the leading concerns around crime and insecurity voiced by residents and community members. SAHA elected to do an inductive data analysis before proceeding with strategies to reduce crime in the Choice footprint to allow them to identify and target the leading causes of the community's concern with greater accuracy. As a result, SAHA' conducted the following two research projects:

- Conduct a Crime Prevention through Environmental Design survey to assess the environmental conditions of the neighborhood; and

- Collect both qualitative and quantitative data to determine *who* is committing crime in the footprint, *where* the crime was taking place, *what* crimes are being committed, and *why*.

Based on findings from these research initiatives, the following strategies were proposed by community members:

1. Address root causes of crime through:
  - a. The Resurgence Collaborative
  - b. Group Violence intervention (developed in response to the uptick in violence 2015-2016)
2. Address problem properties in the neighborhood (i.e. properties that are in various stages of deterioration, have absentee landlords, and are conducive to criminal activity) through
  - a. Crime Prevention Through Environmental Design Efforts in Hot Spots
3. Community Organizing and Resident Empowerment through:
  - a. Hosting community events with residents and business owners
  - b. Creating SafeGrowth
  - c. The Community Tool Shed
4. Hot Spot Policing efforts which included:
  - a. Community Engagement Foot and Bike Patrols (SAPD)
  - b. Partnering with the Drug Enforcement Agency
  - c. Partnering with SAPD for Drug Market Intervention

During its period of performance, SAHA requested two extensions. The first request was to extend the deadline to expend funds to September 15, 2016, to allow the time needed to build a Community Safety Center in a Hot Spot corridor to deter crime. The second request was to extend the period through December 2016 due to the late start and implementation of alternative strategies that address crime issues.

NALCAB reviewed the following specific sub-initiatives that were undertaken by SAHA under the BCJI Initiative to achieve those goals:

- i. Hot Spot Policing and Police Foot/Bike Patrol
- ii. Crime Prevention through Environmental Design (CPTED)
- iii. Resurgence Collaborative initiative for the re-entry population to reduce recidivism

Progress made under these specific sub-initiatives is described below, including the following implementation of the original work plan and changes to the work plan; integration with existing operations, systems, and institutions; key personnel engaged and personnel changes; data collection systems used; and key partnerships developed and community engagement efforts.

## ***b. Examination of Sub-Initiatives***

### ***i. Hot Spot Policing and Police Foot/Bike Patrol***

As previously stated, a Hot Spot is a location identified for crime reduction activities based on high levels of criminal activity and physical disorder, such as low levels of lighting and blighted properties. These locations, once identified, are areas of focus for strategies that reduce crime. Although both the Byrne PSE and BCJI grant programs implemented Hot Spot strategies, SAHA's BCJI Hot Spot strategies were implemented through Police Foot and Bike Patrol activities, in addition to partnering with the Drug Enforcement Agency and with SAPD for Drug Market Intervention activities. While implemented in coordination with United Way, these strategies were funded and implemented separately from United Way's PSE Hot Spot policing activities.

SAHA began implementing Police Foot/Bike Patrol activities in June 2016 after the end of United Way's Hot Spot policing activities. According to SAHA's Byrne Implementation Plan, Hot Spot policing is identified as a short term strategy to reduce crime in the areas along Hot Spot corridors in the Choice Neighborhood. The Plan states that the routine and visible patrolling of crime Hot Spots may help to increase resident satisfaction with the police, building a police-community relationship and allow residents to feel safer in the long-term. SAHA determined the Hot Spot Foot and Bike Patrol locations through an analysis of SAPD call and incident data conducted by Trinity University, who utilized this data and anecdotal evidence from residents to map and locate areas of high level criminal activity. Hot Spot locations were also informed by Trinity University's Crime Prevention through Environmental Design (CPTED) survey. CPTED survey research and resulting strategies to improve the physical environment in Hot Spot areas are outlined below in the *Crime Prevention through Environmental Design* sub-initiative section. After identifying crime Hot Spots in the Choice footprint, SAHA worked with United Way Staff to make sure there was no overlap with their existing Hot Spot activities. As a result, SAHA's Hot Spots were primarily on business corridors selected using evidence-based data, while United Way's focus was on school corridors for students walking to and from school. The purpose of the Foot and Bike Patrol activities was to reduce crime in data-driven Hot Spots, strengthen community-police relationships, stimulate economic development along N. New Braunfels, and enable longer-term revitalization strategies to succeed.

Similar to United Way's Hot Spot policing efforts, SAHA contracted SAPD to implement this initiative. An amount of \$50,000 was allocated to SAPD as reimbursement for the costs incurred in providing police foot patrols services in the crime Hot Spots in the CNI footprint. Per SAPD's agreement, Hot Spot teams were to consist of a minimum of two officers on foot or bike patrol and an officer in a vehicle. These teams were composed of both the East Patrol Unit officers and SAFPE officers, a special community policing unit created by SAPD. Additionally, patrols would be held either during day shifts, 11:00 am and 6:00 pm, or evening shifts, between 6:00 pm and 12:00 am. Patrol teams were to strive to provide police services to each of the Hot Spots at least once per shift less

than three hours each day, and were expected to make no less than four contacts each shift. When patrols began, SAPD assigned three officers on three hour shifts in the identified four crime Hot Spots: N. New Braunfels at Hays, N. New Braunfels at Nolan, N. New Braunfels at Houston, Walters at Burnet, and the blocks adjacent to these intersections. According to Hot Spot research conducted by Trinity University, these areas accounted for approximately 30% of the crime in the CNI footprint.<sup>41</sup>

According to SAPD staff, the implementation of Foot and Bike patrols in summer 2016 started with patrols along the New Braunfels corridor. SAPD's Hot Spot teams consisted of two officers on foot/bike patrol and one officer patrolling in a single marked SAPD vehicle. The primary task of patrol officers were to implement community policing activities, actively deter crime and arrest criminals, visit with businesses along the corridors to build relationships, and coordinate with City code enforcement to code violations. In addition to these patrolling activities, patrol officers also worked to engage the community by soliciting feedback door-to-door on policing efforts from business customers and residents in the Hot Spot areas, passing out flyers for community events, providing follow-up on problems identified during patrols, and directly engaging the community at school events in and around the Hot Spots.

According to SAHA staff, SAPD Hot Spot patrol officers complete activity sheets to keep a record of community engagement and policing activity. Activity sheets are used by SAHA staff to track patrol metrics including number of contacts made, number of pedestrian and vehicle stops, number of arrests, and a description of problems identified while on patrol, including action taken or follow-up planned within the Hot Spot areas. Ultimately, high counts of these metrics are expected to result in positive crime-related outcomes, including decreased crime and violence measures and increased perception of safety. Additionally, when contacts are made with the community, patrol officers solicit contact forms from the engaged community member. On these forms, community members can provide feedback on their engagement with the patrol officer, describe whether or not they feel safe in the Hot Spot area, and describe any specific crime or safety problems they have identified. Officers also describe any action taken or follow-up plan to address the community member's concerns. In addition to collecting the activity sheets and contact forms from SAPD Foot and Bike Patrol officers, SAHA staff developed an excel spreadsheet to track crime data for the CNI footprint, as well as for all of San Antonio, on a quarterly basis. Metrics for crime data collected include total number of crimes, number of violent crimes, property crimes, and arrests made in the neighborhood resulting in bookings, and incidents of drug and gang related activity.<sup>42</sup>

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<sup>41</sup> Drennon, Christine, PhD. *San Antonio Eastside Choice Neighborhood: Year 2 (2014) Report: Relocation and Tear Down*. Report. Urban Studies Program, Trinity University. October 11, 2015.

<sup>42</sup> San Antonio Housing Authority. *Neighborhood - Performance Measures - due for first quarter*. Raw data. *Includes definition and description of metrics tracked for Choice and Citywide between July 2013 to September 2016*.

Key staff involved in the SAHA Foot and Bike Patrol activities include Adrian Lopez, Director of Community Development Initiatives for SAHA. In this role, Mr. Lopez oversees the SAHA BCJI grant team and directs and monitors budgets and overall grant coordination. Additionally, Brooke Cranshaw served as SAHA's BCJI Grant Coordinator from June 2014 through August 2016. Ms. Cranshaw researched best practice strategies to create a safer environment in the target area, coordinated crime data sharing, and collaborated with sub-initiative partners. Finally, William Miles began as the BCJI Grant Assistant Coordinator in May 2014. Mr. Miles coordinated daily grant activities, including coordination with project partners and researching crime reduction best practices through the end of the BCJI grant period in late 2016.

SAPD key staff engaged with SAHA's Hot Spot Foot and Bike Patrol activities include the same primary staff engaged in United Way's Hot Spot Policing activities. East Substation staff, including former Captain David Scepanski, Sergeant Dean Reuter and Captain Troy Torres, were involved in various roles of planning and implementation of the Police Foot/Bike Patrol initiative from January 2014 through the end of 2016. Challenges faced by SAPD staff in the implementation of foot patrol activities were quite similar to challenges they faced in implementation of Hot Spot Policing with United Way. SAPD faced challenges in identifying patrol officers that were available for the time period and hours required for foot patrol. SAPD staff noted having an especially difficult time scheduling officers for night patrols, as patrols were assigned on a voluntary basis. In addition, the BCJI funds provided officers with overtime pay but were expended at the end of 201; thus, patrol activities developed throughout BCJI implementation will not be fulfilled as frequently as they were under SAHA's Foot and Bike Patrol program. However, SAPD staff assert that they had very impactful experiences when engaging the community during SAHA Foot Patrol activities that differed from those they had prior to the program as they were required to get out of their vehicles and engage the community on foot. SAPD staff notes that foot patrols solicited a positive response from the community and they would therefore like foot patrols to continue. SAPD staff asserts that they will remain dedicated to the neighborhood and will make efforts to maintain their current relationship with community members.

***ii. Crime Prevention through Environmental Design (CPTED)***

As previously stated, SAHA's BCJI Hot Spot strategies were implemented through Police Foot and Bike Patrol activities and through Crime Prevention through Environmental Design (CPTED) activities. Hot Spot crime locations were identified through an analysis of SAPD call and incident data conducted by Trinity University, who utilized this data and anecdotal evidence from residents to map and locate areas of high level criminal activity. Hot Spot locations were also informed by Trinity University's CPTED survey. The Byrne Implementation Plan identified the CPTED survey as an assessment of the environmental conditions of the Choice Neighborhood as a means to determine *who* is committing crime in the footprint, *what* crimes are being committed, and *why*. Using this analysis, SAHA was able to identify environmental and infrastructure hazards that can foster criminal

activity and subsequently develop strategies for targeted Hot Spot areas to reduce or eliminate those hazards.

The CPTED survey included the collection of both qualitative and quantitative data. SAHA contracted Trinity University as its research partner to conduct this survey and analysis, in addition to evaluation services it performs for the Choice Neighborhood Implementation Grant. Led by Christine Drennon, Ph.D., of the Urban Studies program, Trinity University headed all BCJI Grant program research efforts during the project period. Dr. Drennon brought to the research a thorough understanding of the target neighborhood and deep relationships with residents cultivated over the course of several years. In order to further build on its expertise, Trinity University subcontracted with Justice Informatics, a research entity owned by Dr. Jeffrey Cancino, Associate Professor of Criminal Justice at Texas State University. Dr. Cancino worked with SAPD for over 12 years and brought an assortment of data management and quantitative skills to complement the qualitative and GIS skills offered by Trinity. Additional institutional partners that provided data for the research phase included SAPD and the Bexar County Probation Department.

Through the CPTED survey research efforts beginning in 2013, Trinity University evaluated crime drivers to help craft place-based strategies to reduce the presence of crime through collaboration with law enforcement and community partners. The CPTED survey rated the attributes of every street within the CNI footprint based on six categories of physical conditions, including:

1. Territorial Reinforcement- *how well a site is defined from other sites;*
2. Natural Surveillance- *such as windows, lighting, and concerns of how well someone can naturally intervene in a crime;*
3. Access Control- *where and how easily a site can be entered;*
4. Target Hardening- *security measures like CCTV cameras, deadbolt locks, and burglar bars;*
5. Image Maintenance- *quality of the building and its surrounding vegetation; and*
6. Activity Support- *the types of businesses present, vacant lots, and whether or not there is potential for risky behavior.*<sup>43</sup>

These attributes were mapped and overlaid with four different categories of crime data, including property crime, violent crime, drug-related crime, and other crime. The result of the survey revealed the blocks in the CNI footprint with the highest levels of “physical disorder”, or those ranked highest for negative physical characteristics.<sup>44</sup> While the research showed no correlation between blocks with the highest level of physical disorder and blocks with higher crime rates, the research team asserted that the CPTED analysis in conjunction with an investigation of qualitative questions about the area, may lead to a more complete picture of why crime is particularly prevalent in the CNI footprint.

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<sup>43</sup> Drennon, Christine, PhD. *San Antonio Eastside Choice Neighborhood: Baseline Report 2013*. Report. Urban Studies Program, Trinity University. June 4, 2014.

<sup>44</sup> *Ibid.*

During Spring 2015, Trinity's continued CPTED research showed that the intersection of N. New Braunfels and Nolan Street was the location within the CNI footprint with the highest concentration of crime and significant deficiencies in the physical conditions.<sup>45</sup> Based on these findings, June 2015 marked the initial launch for CPTED-based strategies at the Hot Spot intersection of N. New Braunfels and Nolan Street. SAHA and the Trinity research team began identifying ways to physically improve that corridor and prevent future criminal activity while engaging with community and local businesses. SAHA staff engaged business owners along the corridor to begin making physical improvements to their properties. SAHA staff note that they worked to build relationships with business owners in the Hot Spot area through community events, such as community barbecues, and were able to encourage business owners to take initiative and even invest their own money to make physical improvements. Involved business owners made a variety of improvements, including installing video cameras for crime prevention, and serving as a location for community-oriented murals. Other planned CPTED-based improvements include repainting crosswalks, installing speed bumps, implementing neighborhood cleanups, and establishing a community tool shed.

In November 2015, CPTED-based activities switched focus to the development of a community garden at another identified Hot Spot location- the intersection of N. New Braunfels and Hays Street. The development of a community garden would allow for community engagement activities, including educational opportunities for individuals, and improved environmental conditions in the neighborhood as a means of complementing ongoing crime-reducing strategies. During this time period, SAHA entered into an MOU with Gardopia Gardens, Inc., a community-based nonprofit organization whose mission is to educate communities about the importance of wellness in their daily lives through gardening to create a healthier, more educated, and environmentally sustainable society. Gardopia Gardens builds and maintains gardens in impoverished communities at a reduced cost, providing services focused on reducing obesity, preserving nature and building communities. According to the MOU, Gardopia Gardens was responsible for constructing and managing a community garden on the vacant lots located at 619 and 617 N. New Braunfels Avenue. Responsibilities included in the day-to-day operations of the garden include constructing garden structures, planting and watering plants, engaging the community, litter cleanup, and organizing volunteers and staff. The launch of this community garden effort in early 2016 served as the first self-sustaining and community-based CPTED strategy designed to decrease crime in the Choice Neighborhood.

Also in early 2016, SAHA, in conjunction with United Way, submitted and was granted a technical assistance request from the Local Initiatives Support Corporation (LISC) to train a collaborative of

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<sup>45</sup> Cranshaw, Brooke and William Miles. *Project Charter Template: Nolan Intersection CPTED and Problem Solving Measures*. June 28, 2015.

community members and staff on SafeGrowth techniques.<sup>46</sup> The SafeGrowth program is a LISC training designed for professionals in community development, design, planning, law enforcement, and crime prevention. The training introduces participants to CPTED techniques to minimize the physical opportunity for crime and minimize site-specific social conditions that generate crime opportunities in given areas. Ultimately, trainees gain skills for implementing and sustaining community safety design tactics in the field. SAHA and the United Way assembled a team to attend the training which included neighborhood residents and representatives from the San Antonio City Council District 2, the Office of EastPoint, SAPD, and SAHA.

This group was ultimately named the Growing Gevers Collaborative- a reference to Gevers St., the corridor which connects Wheatley Middle School and Washington Elementary School. Through the SafeGrowth training, the Growing Gevers Collaborative developed CPTED-based plans to implement beautification projects that would promote safety and walkability along the Gevers St. corridor. Moving forward beyond the project period for the BCJI grant, the strategies will be implemented by the Collaborative, which will be led by a resident that completed the SafeGrowth training, along with other community members. As reported in the most recent Byrne PSE 2016 Annual Performance Report Update, the Growing Gevers Collaborative represents another self-sustaining and community-based CPTED strategy designed to decrease crime in the Choice Neighborhood beyond the life of the BCJI grant period.<sup>47</sup>

Throughout the project period, CPTED activities were managed by Adrian Lopez, SAHA's Director of Community Development Initiatives. In this role, Mr. Lopez oversees the SAHA BCJI grant team and directs and monitors budgets and overall grant coordination. Additionally Brooke Cranshaw served as SAHA's BCJI grant Coordinator from June 2014 through August 2016. Ms. Cranshaw researched best practice strategies to create a safer environment in the target area, coordinated crime data sharing, and collaborated with sub-initiative partners. Finally, William Miles began as the BCJI Grant Assistant Coordinator in May 2014. Mr. Miles coordinated daily grant activities, including coordination with project partners and researching crime reduction best practices, including CPTED strategies, through the end of the BCJI grant period in late 2016. As described in the *Foot and Bike Patrol* sub-initiative section, SAHA staff developed an Excel spreadsheet to track crime data for the CNI footprint on a quarterly basis throughout the project period. Metrics for crime data collected include total number of crimes reported with specific measures on violent crime rates, property crimes, arrests made in the neighborhood resulting in bookings, and incidents of drug and gang related activity.

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<sup>46</sup> Bureau of Justice Assistance GMS Report, *Byrne Criminal Justice Innovation (BCJI) Program 2012-AJ-BX-0008 Reporting Period: January 1 - June 30, 2016*. Report. San Antonio Housing Authority. July 29, 2016.

<sup>47</sup> *Additional Information - Cohort 1 Only = Byrne*. Report. United Way of San Antonio and Bexar County. Jan-June 2016.

***iii. Resurgence Collaborative initiative for the re-entry population to reduce recidivism***

The Resurgence Collaborative (RC) initiative for the re-entry population to reduce recidivism has a well-defined work plan, developed in early 2015, to address a significant problem within the CNI footprint. Recidivism is a well-documented and data-supported societal issue affecting individuals, families and communities. The main goal of the Resurgence Collaborative is to decrease recidivism for probationers and formerly incarcerated persons on the Eastside, thus improving public safety and economic health of the area. To meet this goal, the RC program identified the following cohorts as target populations: probation/court-ordered individuals, family members of recently released individuals and formerly incarcerated community members. Through the development of a one-stop service location on the Eastside and coordinated access points of service providers, the RC aimed to leverage staff time, resources and accessibility to re-entry related service providers to address recidivism within the CNI footprint.

Opened in May 2015, the Resurgence Collaborative is a network of service providers co-located at the Barbara Jordan Community Center. The RC consists of the following organizations: Bexar County Adult Probation, San Antonio Fighting Back, Extraordinary Counseling, St. Mary's University Counseling, The Rape Crisis Center, SA Independent School District (SAISD), Family Violence Prevention Services, Restore Education, Claude Black Financial Empowerment Center, Goodwill San Antonio, Antioch Missionary Baptist Church, Antioch Community Transformation Network, Alcoholics Anonymous, Moment of Truth Ministries, Bexar County Reentry Program, Claude Black Community Center, University Health Systems Eastside Clinic and San Antonio Housing Authority (SAHA). SAHA served as the initial coordinator for the RC as the Byrne Initiative grantee. Acknowledging that the effort would need to be carried on by a local organization onsite, San Antonio Fighting Back took over as the lead organization. A one-time payment of \$100,000 was made to fund the RC, and included a one-time payment made to each participating organizations for supplies.

The RC consists of multiple service providers and key personnel includes dedicated staff of participating organizations both housed at the Barbara Jordan Center as well as staff from organizations who are a part of the RC but did not relocate to the Eastside center. As the lead onsite organization, San Antonio Fighting Back provided a Program Coordinator to serve as the RC coordinator between the participating organizations at the Barbara Jordan Center as well as two additional program and administrative staff.

Together, these organizations provide services including counseling, life skill classes, substance abuse recovery, STD education and sexual assault recovery. As recidivism reduction is the main goal of the program, Bexar County Adult Probation provides critical onsite supervision and service referral for 300+ low and medium risk probationers at the centers by staffing two probation officers, one security officer, and on probation counselor.

Reports provided by key personnel reflect the challenges of implementing the collaborative as outlined in the work plan. One key challenge is the lack of incentives (beyond personal benefit) for recently released individuals to participate, large caseloads by probationary on-site staff to manage, a lack of workflow and triage system to align the target cohorts with services, and a lack of clearly defined measurements of impact and success. Additionally, the lack of additional funding beyond initial payments made to the participating organizations means that existing community events serve as the main access point for interacting and conducting outreach with the target cohorts. Staff, however, are also designated as “access points” to target individuals, meaning a formerly incarcerated community or family member may learn about other RC services from staff members of a partner organization. The staff member then facilitates a referral by passing along their information to the referral Point of Contact if requested. These staff members are also encouraged to proactively suggest services from partners to individuals they are serving. Additionally, the work plan identifies volunteers as critical for garnering community outreach for the RC, and the RC works to share information about available services and overall goals of the sub-initiative through existing participating organizations’ social media outlets, events, and respective programmatic activities.

The RC work plan outlines information sharing, intake forms, metrics and informal referrals that pertain to private information and situations as the tools utilized for data collection and coordination. The work plan also effectively acknowledged the necessity of managing private information and situations that legally demand confidentiality. To address this, the RC provides training to participating staff to determine what pertinent information can/cannot be disclosed on a common intake sheet, attendance logs/rosters, metric sharing, and in referral emails. The RC will also provide consent waiver forms that can be attached to the Common Intake Form or with the Probation Field Office that would allow certain private information to be shared among service partners merely for referrals. According to the RC One Year Metrics Report, pre-existing service providers located at the Barbara Jordan Center seem to account for most of the interactions with the targeted cohorts. This is not surprising due to the lack of ongoing funding specifically for the RC. Additionally, while the report does provide some evidence of new clients receiving services in 2016, the number of those clients that are Probation clients is relatively low.<sup>48</sup> According to the Trinity University San Antonio Eastside Choice Neighborhood Year 3 (2015) report, impact data for RC activities paints a complicated picture of the program’s impact<sup>49</sup>. While data collected from referral sheets suggests that probationers who requested RC services were able to receive them, it appears as though many request services have gone unfulfilled.

Despite these limitations, the RC is notable for the Eastside community. The establishment of the RC represented the first multi-agency center formed around serving ex-offenders in San Antonio. The site

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<sup>48</sup> *Resurgence Collaborative Year One Metrics Report*. Report. San Antonio Housing Authority. July 29, 2016.

<sup>49</sup> Drennon, Christine, PhD. *San Antonio Eastside Choice Neighborhood Year 3 (2015) Report: Transition to East Meadows*. Report. Urban Studies Program, Trinity University. June 4, 2015

also represents Bexar County's only probation office in the EastPoint area. In total, the annual in-kind valuation of services provided to the EastPoint community in the RC's first year equaled over \$129,000.

**2. *Evidence of Impact:* What evidence is there of the breadth and depth of impact generated by this initiative?**

**a. *Reporting Obligations of Lead Agencies***

United Way and SAHA, while working collaboratively to increase safety in the EPN and Choice Neighborhoods, were responsible for tracking separate and distinct goals and corresponding metrics for their respective grant programs.

As outlined in the EPN grant reporting obligations, United Way is responsible for reporting to the DOE on progress made toward proposed goals, indicators, solutions, and activities via the GRADS 360 system in annual performance reports. Specific to safety enhancement measures for EPN, United Way submitted Government Performance and Results Act performance measures (GPRAs) to the DOE semi-annually throughout its period of performance. A total of seven reports pertaining to safety enhancement goals were made available to the Project Team, including reports for the following time periods: January-September 2012 and 2013, January-June 2014-2016, and July-December 2014 and 2015. Additional reports specific to Byrne PSE were provided and include regular updates on the Byrne PSE initiative, discussion of the integration of PSE activities into the original EPN grant proposal, and discussion of initiative successes and challenges. Reports made available to the Project Team include reports for the following time period: January-September 2013, January-June 2015 and 2016, and July-December 2015.

Additionally, per SAHA's BCJI grant agreement, SAHA is required to submit all financial and programmatic reports to the Bureau of Justice using the Assistance GMS Report. SAHA provided reports for the following time periods to the Project Team: July-December 2014, January-March 2015, and January-June 2016. The performance measure data for the reporting period includes, but is not limited to, the planning and implementation of grant fund allocations, identification of types of data accessed and analyzed, project activities and milestones, technical assistance needed, partnerships developed, community engagement activities, crime data, and sustainment plans.

**b. *Metrics/Goals***

As previously discussed, The United Way of San Antonio and Bexar County and the San Antonio Housing Authority (SAHA) leveraged the Byrne PSE and BCJI grant opportunities respectively to supplement ongoing revitalization efforts in the EPN and Choice footprints with strategies to promote safety and reduce crime. The goal of United Way's Byrne PSE grant was to supplement its

Eastside Promise Neighborhood grant by supporting the design and implementation of place-based, data-driven strategies to reduce and prevent significant crime issues in the EPN neighborhood and schools. The goal of SAHA's BCJI grant was to support evidence-based and research and data-driven innovative strategies to help address crime in a given community.

While the two organizations worked closely with one another to ensure there was synergy between strategies, each organization was responsible for tracking separate and distinct goals and corresponding metrics for their response grant programs. In a review of each program's goals, activities, and metrics, the Project Team has identified two overarching key goals which drive all activities implemented through both Byrne PSE and BCJI programs. These key goals include: 1) Reduce Crime and 2) Increase Perceptions of Safety. NALCAB utilized secondary impact data made available by each respective lead agency, including existing impact assessments and evaluations, reports, and raw data tracked for federal reporting requirements, as evidence of impact on the target neighborhood.

#### 1. Reduction of crime and criminal activity

The primary function behind both the Byrne PSE and BCJI programs was to supplement ongoing revitalization efforts with programming to reduce crime, therefore strengthening overall outcomes. United Way and SAHA strategies implemented to reduce crime levels include Hot Spot policing and Hot Spot Foot and Bike Patrol efforts in addition to robust community engagement activities.

According to Trinity University's San Antonio Eastside Choice Neighborhood Year 3 (2015) report, the most recent evaluation report produced for SAHA, crime in the BCJI/CNI footprint was 4.4 times higher than in the City of San Antonio in 2015. According to this report and the 2013 Baseline Report, which accounts for all types of crime beginning in 2012, violent crimes have increased over the period of the grant between 2012 and 2015. However, drug and property crimes have decreased during this same time period. Drug crimes decreased by approximately 32% and property crimes decreased by about 23%. Drops in crime rates are even more pronounced in the Hot Spot areas targeted by SAHA through CPTED and Foot and Bike Patrol efforts. Trinity University analyzed crime data for the four census blocks around the Nolan and New Braunfels intersection (a major focus for Hot Spot efforts) and found that crime in 2015 was 57.3% lower than in the baseline year of 2012, and 35% lower than in 2014.<sup>50</sup> Crime data is found in the following table.

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<sup>50</sup> Drennon, Christine, PhD. *San Antonio Eastside Choice Neighborhood Year 3 (2015) Report: Transition to East Meadows*. Report. Urban Studies Program, Trinity University. June 4, 2015

Types of Crime in Choice Neighborhood	
	Total
2012 All Crime	4,257
Drug	381 (8.9%)
Property	1,383 (32.4%)
Violent	658 (15.4%)
2015 All Crime	3,193
Drug	260 (8.1%)
Property	1,071 (33.5%)
Violent	569 (17.8%)

Sources: Drennon, Christine, PhD. *San Antonio Eastside Choice Neighborhood: Year 2 (2014) Report: Relocation and Tear Down*. Report. Urban Studies Program, Trinity University. June 4, 2014. ; Drennon, Christine, PhD. *San Antonio Eastside Choice Neighborhood Year 3 (2015) Report: Transition to East Meadows*. Report. Urban Studies Program, Trinity University. June 4, 2015

United Way reports similar patterns for crime data for the EPN footprint in its Annual Performance Report (APR) Update covering crime strategies for 2015<sup>51</sup>. According to this report, total crime in the EPN decreased by 9% between 2012 and 2015, with the largest decrease in the area of property crimes. In the subsequent and most recent APR Update report, United Way reported a subsequent further decrease in total crime by 15% from the first half of 2015 to the first half of 2016<sup>52</sup>. These reports also reveal that “proactive” policing strategies resulted in an increase in crimes such as drug arrests, liquor law violations and prostitution between 2012-2014 with a subsequent decrease in 2015 and 2016. Violent crime has seen an overall decline since 2012 but it has spiked at various points in the past several years and remains elevated above the City average. For example, murders in the first half of 2016 spiked as compared to the same six month period in 2015.

These data, together with crime data tracked for the CNI footprint, suggest that the community has experienced a significant and sustained reduction in property crime and nuisance crime, while continuing to face challenges in the area of violent crime.

## 2. Increased Perceptions of Safety

Whereas both Byrne PSE and BCJI grant program aimed to increase perceptions of safety in the EPN and Choice footprints, each program targets community engagement strategies towards different cohorts. Whereas United Way community engagement activities are focused around schools and school corridors, SAHA strategies are focused along business corridors. A combination of the EPN School Climate Survey and the EPN Annual Neighborhood Survey can be used to account for perceptions of safety for both focuses.

<sup>51</sup> *Annual Performance Report Update- July-Dec 2015*. Report. United Way of San Antonio and Bexar County. 2015.

<sup>52</sup> *Annual Performance Report Update- Jan-June 2016*. Report. United Way of San Antonio and Bexar County. 2016.

As outlined in the table below, the EPN Annual Neighborhood Survey of residents’ perception of crime in the neighborhood has shown significant improvement over the course of the grant periods. The percentage of respondents who felt that crime in the neighborhood was “very serious” decreased from 29% in 2013 to 11.8% in 2015.

<b>Your perception of crime in the Neighborhood</b>			
	2013	2014	2015
Very Serious	29.0%	29.8%	11.8%
Serious	16.9%	22.0%	37.0%
Somewhat Serious	32.1%	31.4%	22.4%
Not that Serious	16.6%	6.9%	17.1%
Not at all Serious	2.8%	2.0%	3.5%
<i>EPN neighborhood survey 2013, 2014, 2015. N=670, 245 and 397 respectively.</i>			

Source: Drennon, Christine, PhD. *San Antonio Eastside Choice Neighborhood: Year 3 (2015) Report: Transition to East Meadows*. Report. Urban Studies Program, Trinity University.

When asked *when* they feel safe in their neighborhood, neighborhood residents showed an increased perception of safety when walking around their neighborhood during the day between 2013 and 2015. As outlined in the table below, 76.07% of residents agreed or strongly agreed that they felt safe walking around the neighborhood during the day in 2015, as opposed to only 57.2% in the year prior. Another notable time during which residents felt safe was when taking their children to and from school. Whereas only 39.2% of residents agreed or strongly agreed with this sentiment in 2014, 50.37% felt safe taking their children to and from school in 2015. Finally, there was an increase in the number of residents that felt safe in their home in 2015 when compared to 2013. In 2015, 83.87% of residents surveyed felt safe in their home, compared to 66.9% in 2013, representing an almost 17 percentage point increase. Survey data can be found in the following table.

<b>When do you feel safe?</b>			
I feel safe...	2013	2014	2015
Walking in my neighborhood during the day	62.3%	57.2% agree or strongly agree	76.07% agree or strongly agree
Taking my children to and from school	51.2%	39.2% agree or strongly agree	50.37% agree or strongly agree
Walking in my neighborhood at night	30.5%	25.5% agree or strongly agree	29.97% agree or strongly agree
In my home	66.9%	62.1% agree or strongly agree	83.87% agree or strongly agree

*Eastside Promise Neighborhood survey. Written and administered by Round Top Consulting.*

Source: Drennon, Christine, PhD. *San Antonio Eastside Choice Neighborhood: Year 3 (2015) Report: Transition to East Meadows*. Report. Urban Studies Program, Trinity University.

The EPN School Climate Survey provides additional support for increased perceptions of safety in the schools in addition to in the neighborhood. According to the School Climate Survey, students showed an increased feeling of safety travelling to and from school. Between 2014 and 2016, the percentage of students who felt safe increased from 71% to 75.7%. Furthermore, the number of students that responded that they felt school was a safe place for students increased significantly as well. The number of students who agreed or strongly agreed that they felt that school was a safe place for students increased by 15 percentage points between 2013 and 2015.

<b>Number and percent of students who feel safe at school and traveling to and from school</b>		
	Target	Actual
2013	65%	948 (78%)
2014	78-83%	1,013 (71%)
2015	83-85%	977 (70.9%)
2016	85-88%	1,103 (75.7%)
Target for 2016-17	88-90%	2016 Ad-Hoc

*Source: EPN School Climate Survey*

Source: Aggregated from reported data in *Government Performance and Results Act performance measures (GPRAs) 10 reports 2013-2016*

<b>School is a safe place for students (or) Do you feel school is a safe place for students</b>			
	2013	2014	2015
Strongly Agree	52%	22%	37%
Agree	33%	62%	63%
Disagree	5%	8%	9%
Strongly Disagree	9%	5%	2%
<i>Source: EPN School Climate Survey 2013, 2014</i>			

Source: Drennon, Christine, PhD. *San Antonio Eastside Choice Neighborhood: Year 3 (2015) Report: Transition to East Meadows*. Report. Urban Studies Program, Trinity University.

Overall, survey results lend support to the assertion that Byrne PSE and BCJI activities fostered overall improved perceptions of safety in the neighborhood.

**3. Best Practices and Challenges: What indications are there of strengths and challenges? Is there evidence of innovative and replicable best practices?**

Throughout the course of the Byrne PSE and BCJI program periods, United Way and SAHA have exemplified a notably high level of coordination. Beginning in November 2014, the PaCT Schools and Neighborhoods Committee includes representation from students, parents, school administrators, residents, law enforcement, and community organizations, all in an effort to coordinate funding and activities to decrease crime and increase perceptions of safety in the EPN and CNI footprints. Together, the Committee is able to provide input and receive updates on a number of initiatives, including Hot Spot Foot Patrols, CPTED, Walking School Bus, Midnight Basketball, and school corridor patrols. This formalized body has allowed staff members at both United Way and SAHA to ensure synergy between separately funded and managed activities such as these working to achieve similar goals, as well as utilize community feedback (annual surveys) to make needed changes to on-going initiatives, thus remaining responsive to community needs.

The emphasis on community engagement and relationship building with community members is notable among both Byrne initiatives. From hosting community barbeques, to Midnight Basketball, to Hot Spot policing and patrols, both initiatives placed an emphasis on tactics that highly engaged community members and made the residents a part of the solution. Community participation in CPTED activities was particularly notable. SAHA staff built relationships with business owners along CPTED corridors and were able to encourage business owners to take initiative and make necessary physical improvements to their properties in accordance with CPTED. Additionally, the Growing Gevers Collaborative, led by a neighborhood resident, will implement CPTED-based plans in the Choice Neighborhood beyond the project period. Interviews with SAHA staff indicate that community relationship-building tactics led to community buy in, participation, and leadership in CPTED activities.

Overall, the strategies implemented in coordination by both lead agencies have resulted in significant impacts on crime rates and perceptions of safety in the EPN and Choice footprints. Both SAHA's BCJI activities and United Way's Byrne PSE activities incorporated the use of evidence- and place-based strategies with a large community engagement component as a means to improve measures of safety in the footprint. While the two agencies had different focuses for Hot Spot strategies, with SAHA's primary focus on business corridors and United Way's focus on school corridors, concentrated crime reduction strategies implemented by both agencies were designed to have high impact in the areas that needed it the most. This confluence of activity has already resulted in a decrease in crime in the neighborhood.

According to both SAHA and United Way reporting documents, counts for total crime, drug crimes, and property crimes have decreased significantly over the project periods. The trend in decreased crime appears to be continuing into 2016, with the exception of an increase in the number of homicides in the area in comparison to the same time period last year. The success observed following the confluence of Hot Spot strategies may have implications for continued success moving forward. By concentrating multiple crime-fighting strategies in proven areas of highest need, the Byrne PSE and BCJI initiatives were clearly successful in decreasing crime in the area overall. Although funding used to implement these strategies has been expended, community-driven strategies such as the Growing Gevers Collaborative may benefit from the continued use of data to inform community members as to where concentrated crime-reducing strategies should take place.

While the Byrne Initiative has been effective in its implementation, the sustainability of the positive impacts of the activities executed may depend on the ability of EastPoint leadership to secure additional funding to continue activities. Major components of the initiative which directly resulted in crime reduction, such as Hot Spot Policing and Foot and Bike Patrols, were made possible by the grant funds which financed additional SAPD patrols in the EastPoint footprint. As another example, the Resurgence Collaborative represents a significant and comprehensive step towards preventing crime in the target neighborhood. However, while data suggests that the Collaborative had some success in serving probationers between June and December 2015, it is unclear if there exists a long-term strategy for funding on-going efforts. While these questions do not discount the substantial impact the Byrne Initiative activities have had on the EastPoint Neighborhood, they do represent a question of whether crime reduction can be sustained moving forward.



# Initiative IV:

## Wheatley Full-Service Community School Grant



## Initiative IV- Wheatley Full-Service Community School Grant

**1. Examination of Work Plan and Sub-Initiatives:** *Is the initiative being conducted in a manner consistent with the original intent and work plan, as described in the original grant applications or founding documents, and how have implementations evolved?*

**a. The Original Work Plan**

SAISD, in partnership with the United Way of San Antonio and Bexar County, San Antonio Housing Authority and the City of San Antonio, received a five year, \$2.5 million Full Service Community School grant from the U.S. Department of Education (DOE) in Fall 2014 to implement a Community School model at Wheatley Middle School (WMS). The purpose of the WCS is to coordinate with service providers to offer services and assistance to Wheatley Middle School (WMS) students, their families, and other community members. WMS is located in the San Antonio Independent School District (SAISD), and is the only middle school located within the EastPoint area that encompasses the EastPoint Promise Neighborhood (EPN), the Choice Neighborhood Initiative (CNI) and the Eastside Promise Zone. The project period began on October 1, 2014 and runs through September 30, 2019. The two overarching goals of the WCS are as follows: 1) improve educational and developmental outcomes for WMS students, and 2) promote an environment of life-long learning by strengthening the social, cultural, and financial connections between the neighborhood and its school.

SAISD and its partners began developing a Community School model for WMS in 2010 as part of the United Way's Promise Neighborhood Planning Grant, and the WCS was designed to address some of the needs identified during the planning and implementation of EPN and CNI, such as students struggling to perform academically, high unemployment and poverty among adults, and low levels of adult educational attainment. SAISD identified the WCS model as an effective means of addressing these issues. To further determine community needs, SAISD surveyed and conducted focus groups with WMS students, families and community members, which helped to determine the two overarching goals.

The original application detailed two strategies for addressing the identified needs. To address the first goal, SAISD planned to implement academic enrichment both during the school day and during out of school time. In-school academic enrichment activities were planned to correspond to the needs identified through analysis of baseline student achievement indicators as well as community input. The specific activities outlined in the proposal are listed below:

- Upgrade STEM instructional resources, increase STEM instructional time, and prioritize project based learning;
- Align Fine Arts and STEM curricula, enhance fine arts instruction, and increase time in fine

arts classes during the school day;

- Establish a daily afterschool program staffed by SAISD teachers and external providers to offer remedial education, tutoring, mentoring, and other services.

To address the second goal, SAISD planned for the WCS to offer a range of community services onsite, including service categories eligible under the EPN grant. This included continuing to offer onsite high quality early learning programs, parental engagement activities through Parent Rooms, and nutrition services and physical activities; as well as adding remedial education, mentoring, community service/service learning, assistance to at risk students, adult education and literacy, and connections to social services, counseling, substance abuse treatment and job training. The specific activities outlined in the proposal are listed below:

- Contract with Communities in Schools (CIS) to provide case management services at WCS to assist residents with identifying and resolving problems;
- SAISD's Adult and Community Education Department will directly provide adult basic education;
- SAISD will develop a computer lab for adult education on the Wheatley campus.

SAISD planned to serve 200 WMS students in Year 1, and 1,000 total students in Years 2-5; and serve 250 community members in Year 1 and 1,250 total community members in Years 2-5.

NALCAB was asked to evaluate the following sub-initiatives that were undertaken to achieve initiative goals:

- i. Community School model and the current programming
- ii. Community Leadership Council program

Progress made toward completing these specific sub-initiatives are described below, including implementation of the original work plan and changes to the work plan; integration with existing operations, systems, and institutions; key personnel engaged and personnel changes; data collection systems used; key partnerships developed; and community engagement efforts.

## ***b. Examination of Sub-Initiatives***

### ***i. Community School Model and Current Programming***

The grant period began on October 1, 2014. SAISD immediately implemented the hiring process, and the lead role of Community School Coordinator was filled when Dr. Tava Herring was hired in January

2015<sup>53</sup>. The first WCS adult education services were offered in February 2015 with the introduction of GED classes. In Summer 2015, WCA added service offerings for both students and adults. The first student enrichment activities were offered through a 4-week Summer Enrichment Camp that engaged teachers from Wheatley MS to work with students to review mathematics and reading objectives, as well as a summer Robotics camp held with support from Sylvan Learning Centers. WCS partnered with Communities in Schools (CIS) to offer adult case management services to help clients assess their needs and set goals. Participants are referred to CIS case managers through school staff, outside agencies, or by walking in. CIS case managers provide referrals for mental health, drug abuse, counseling, food, clothing and shelter services from both on- and off-site partners. CIS and SAISD implemented a new partnership to enroll all adult education participants into case management, to help students successfully navigate the process of earning an industry certificate. WCS also began a partnership with City Public Service (CPS) and San Antonio Water System (SAWS) to offer onsite location of utility assistance programs. To address the need for job training and career counseling, WCS partnered with Alamo Colleges District to offer industry recognized certification courses onsite, and twenty-two adults successfully graduated from the Child Development Associate course.

To address nutrition services and physical activity, EPN hosted information sessions on the Affordable Health Care Act, hosted the Fundamentals in Training (FIT) program for students in grades 5-12, and continued to support the community park onsite. Other services continued or added through year include the following:

- Outreach and parental engagement through a hosting several activities throughout the year, including Family Game Night;
- Continued youth mentoring in partnership with City Year;
- Continued service learning through partnerships with the George Gervin Youth Center and by offering families an opportunity to volunteer at the Grand Opening;
- Began construction on a digital music production lab, to be utilized in an elective class for 8th grade students during the day and an Adult Education class in the evening<sup>54</sup>.

In the first year, 109 of the target 200 Wheatley MS students were served (55% of the target), 159 of the target 300 Wheatley family members were reported served (53% of the target), and 265 of the target 250 community members were served (106% of the target). SAISD reported to HUD that the lower than expected number served was due to both a delay in implementing academic programming since personnel were hired at the end of 2014, an unexpected leave of absence by key personnel in the

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<sup>53</sup> *FY14 Annual Performance Report Budget Period #1*. Report. San Antonio Independent School District. San Antonio, TX, 2016.

<sup>54</sup> *FY14 Annual Performance Report Budget Period #2*. Report. San Antonio Independent School District. San Antonio, TX, 2015.

first part of 2015, and two intake procedures that did not allow for the full identification of participants. To address this situation, SAISD developed intake forms and sign in sheets to gather the information necessary for identification and developed procedures to implement the forms.<sup>55</sup>

A total of \$236,434 was spent in the first year, with the primary expenses being approximately \$87,000 on personnel, \$71,000 on contractual services and \$62,000 on supplies.

As reported in Trinity University’s evaluation of Year 2 of the grant, WCS continued to provide more service offerings and more effective recruitment in Year 2, with total service offerings increasing over 60%. In addition, WCS increased the number of individuals served by case managers from 10 in Year 1 to 108 in Year 2. Beginning the 2015-2016 academic year, WCS increased its number of partners providing community-focused services to 13 from 7, adding partnerships with Gardopia Gardens, Google Fiber, Kept Concepts, Methodist Healthcare Ministries, San Antonio Children’s Chorus and Select Federal Credit Union. The services align with a variety of EPN eligible activities, including High-Quality Early Learning Programs or Services; Nutrition and Physical Activities; Access to Social Services; Remedial Education; Community Service; Family Engagement; and Job Training and are listed in the table below:

<b>Partner Organization</b>	<b>Service Provided</b>
Alamo Colleges	Weekly information sessions for the I-Best program
Children’s Chorus of San Antonio	Project Sing choir for children in grades 3-8
City Public Services	Onsite utility assistance programs
Communities in Schools	Adult case management and supportive services
Family Service Association	Youth leadership and college readiness programs
Gardopia Gardens & Kept Concepts	Free family fitness group exercise classes
Google Fiber	Sponsor of Wheatley Community School technology lab
Methodist Healthcare Ministries	Free parenting education
SAISD Adult & Community Education	Onsite ESL & GED evening classes
San Antonio Education Partnership	College admissions guidance to adults
San Antonio Water System	Onsite utility assistance programs
Select Federal Credit Union	Full-service banking center onsite
Star Force	WCS Leadership Council workshops

According the same report, the level of student focused activities also increased, from 7 to 10. WCS continued to increase afterschool enrichment activities for students by implementing the 8-week youth leadership program - Youth Against Gang Activity, in partnership with the Family Service Association, which graduated 30 students in December. In addition, WCS supported the Middle School in

<sup>55</sup> *FY14 Annual Performance Report Budget Period #2*. Report. San Antonio Independent School District. San Antonio, TX, 2015.

conducting a Saturday School to assist 23 students with math and reading. They also hosted the Children's Chorus of San Antonio to bring the Project Sing program to children in grades 3-8, in which 7 youth participated<sup>56</sup>.

Continuing its programming to increase adult education, WCS maintained its partnership with Alamo Colleges to offer free college level education certifications courses on site, including Child Care Associate, Certified Nursing Assistant, A+ IT Technology Security, Administrative Assistant and Warehouse Management, and continued to host GED and ESL classes onsite. To continue to strengthen the social, cultural, and financial connections to the community, WCS formed a partnership with Select Federal Credit Union to bring a full-service banking center onsite. They also hosted a teen pregnancy prevention program by Healthy Futures of Texas for parents of children age 10-14. Through a partnership with EPN, WCS implemented an on-site farmers' market the second Saturday of each month, and the San Antonio Food Bank offers a \$10 match on spending on produce for community members. WCS staff also initiated the first corporate sponsorship by beginning talks with Google Fiber to sponsor a Google Fiber Technology Lab, and opened the lab in spring 2016.

To increase community outreach and engagement, WCS held a Grand Opening and Back to School Festival, as well as its first National Night Out in October 2016, with over 300 community members attending. They also implemented the Community School Leadership Council in Spring 2016, with the purpose of ensuring that the immediate community has a voice in the priorities and sustainability of the WCS. WCS also utilized partner networks and listservs to program WCS programs. The Community School Leadership Council will be covered more fully in the subsequent section.

In the second year of the WCS grant, 164 of the target 200 Wheatley MS students were served (82% of the target), and 390 of the target 412 community members were served (94% of the target). SAISD reported to HUD that the lower than expected number of family members served was potentially due to continued difficulties with data collection practices, and noted that they were implementing processes to address this such as revising the intake forms to be more detailed<sup>57</sup>.

A total of \$475,204 was spent in the second year, with the primary expenses being approximately \$185,000 on personnel, \$215,000 on contractual services and \$61,000 on supplies. Leveraged funding was obtained in the form of a 5 year, \$2.5 million grant from the DOE for an Educational Opportunity Center to be located at the WCS to serve the educational needs of a variety of potential college students groups including: high school seniors; individuals interested in obtaining a GED as the first step to prepare for college enrollment; and individuals who are first-generation college students or students

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<sup>56</sup> Drennon, Christine, Ph.D, and Shari Albright, Ed.D. *Wheatley Community School Year 1 Evaluation*. Report. Urban Studies Department, Trinity University. San Antonio, TX, 2015.

<sup>57</sup> *FY14 Annual Performance Report Budget Period #3*. Report. San Antonio Independent School District. San Antonio, TX, 2015.

looking to re-enroll in college.

The WCS initiative is aligned with multiple existing programs, including the Eastside Promise Zone. As previously mentioned, the WCS was included in the EPN Planning and Implementation grants and EPN partners are providing many of the resources offered and desired outcomes for WCS align with EPN Government Performance and Results Act outcome indicators. The goal of a strong, more stable community is tied to CNI outcomes as well, with the intention that a larger inventory of safe, affordable housing will help stabilize families, drive down high mobility rates and improve academic performance. WCS also fits within SAISD's larger strategies to improve outcomes for students across the Eastside, and the district has prioritized Wheatley MS for extensive school improvement strategies. Many of the goals for WCS implementation align with SAISD's 2013-17 Strategic Plan which calls for an increased focus on building STEM proficiency; addressing state standards in all core subjects and literacy; increasing teacher capacity for vertically aligned STEM instruction; and strengthening pedagogy and technology skills.

A team of 5 key personnel design and implement WCS programming, led by Community School Coordinator Tava Herring, Ph.D. The team includes a project director who coordinates grant compliance, 2 project facilitators who manage the scheduling and programming at the WCS, and a secretary. Other key personnel include the case manager coordinator and case manager who provide adult case management services, that are employed by partner organization CIS.

The Community School model was implemented with a large degree of community input. SAISD led a series of 3 community meetings Spring and Summer 2014 to engage residents to determine what services were needed and what a community school should look like. SAISD hired Concordia, a community-based planning firm from New Orleans, to facilitate the engagement process. These meetings focused on round table discussions and resulted in community school planning guidelines that have informed the implementation process. The two major goals identified during the engagement process are the same goals articulated in the CS application to the DOE. Many of the top programmatic needs identified were implemented, including college readiness programs, after school youth enrichment, job training, social services, ESL classes, behavioral health services, literacy programs, mentoring, community clinic, tutoring, and computer access. These meetings also had the goal of asking for commitment from the community to be involved in the WCS as volunteers. Collectively, approximately 70 attendees pledged a total of 3000 volunteer hours. However, in community focus groups conducted by Trinity University as part of the evaluation process for the WCS grant, community feedback indicated that there was a drop in continued communication about the grant status and progress after the grant was awarded<sup>58</sup> from officials involved in the project.

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<sup>58</sup> Drennon, Christine, Ph.D, and Shari Albright, Ed.D. *Wheatley Community School October 2016 Evaluation*. Report. Urban Studies Department, Trinity University. San Antonio, TX, 2016.

After the initial planning process, community feedback was solicited through Trinity University's evaluation process via focus groups with teachers, students, parents and community members in Summer 2016. Additionally, the Community School Coordinator has held stakeholder meetings quarterly. Attendees include representatives from all partners, including EPN, CNI and EPZ; members of the Community Leadership council and concerned neighborhood leaders; and other district staff. A reported 25-40 stakeholders generally attended these meetings. WCS also communicates regularly through fliers, emails to Wheatley MS personnel, announcements at faculty meetings, posting via social media, face-to-face interactions with parents during drop off and pick up<sup>59</sup>.

Wheatley Community School staff also developed a bilingual exit survey to be given at the completion of certain programs offered. Staff is still working on making sure the exit surveys are administered consistently<sup>60</sup>.

The primary challenges faced in implementing the WCS has been the ability to fully implement and integrate student programming in coordination with WMS. Both WMS and SAISD have experienced significant changes in the leadership since the grant began, with new SAISD superintendent Pedro Martinez coming on board in June 2015, and WMS experiencing 3 principals in two years. Trinity University's reports found that obstacles faced included frustration among teachers about space allocation and a lack of communication and engagement about the available WCS resources for students. Students also reported feelings of disconnectedness and communicated that they did not feel the WCS resources were relevant to them. The lack of clarity to teachers and lack of overall continuity led to the challenge of implementing a campus-wide action plan to integrate the Community School model on a traditional middle school campus, which suggests led to a delay in the implementation of student programming.

An upcoming challenge faced by the WCS is the decision by SAISD to phase out the Wheatley MS and move the existing Young Men's Leadership Academy into the Wheatley campus. As a result, Wheatley MS only served students in grades 7-8 in the 2016-2017 academic year, and will eventually serve students in grades 4-8. In the August stakeholder meeting, several providers noted that they will be reevaluating their program delivery models to adjust to the new population of students, because the WCS programs developed for grades 7-8 and will need to be expanded to also include 4-8 grades<sup>61</sup>.

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<sup>59</sup> Ibid.

<sup>60</sup> *FY14 Annual Performance Report Budget Period #1*. Report. San Antonio Independent School District. San Antonio, TX, 2015.

<sup>61</sup> Drennon, Christine, Ph.D, and Shari Albright, Ed.D. *Wheatley Community School October 2016 Evaluation*. Report. Urban Studies Department, Trinity University. San Antonio, TX, 2016.

*ii. **Community Leadership Council Program***

The first Annual Performance Report (APR) to HUD Wheatley Community School described the need and intention to form both a WCS Foundation and Advisory Board. The purpose of the foundation would be to bring together financial resources in support of programming, and promote future collaborations and sustainability efforts. Alongside the foundation, the community advisory board was to encourage community ownership and investment in program initiatives, as well as to ensure that the needs of the immediate community are at the forefront of WCS programming. The original stated goal of the advisory board<sup>62</sup>.

The Community School Leadership Council (CSLC) is a component of the governing body comprised solely of community residents living in and around the WCS and was initiated in December 2015. The members serve on a volunteer basis and are all a part of the San Antonio community, and current membership is comprised of various retired professionals and private citizens interested in helping to advance the objectives of the WCS project.

The CSLC has elected peer leaders within the group and set three primary goals: 1) advocate for WCS; 2) recruit and utilize community volunteers and 3) listen to community members and determine their needs. The CSLC meets bimonthly and is chaired by community member Gordon Benjamin. Members of the CSLC provide outreach at existing community events in effort to increase community knowledge about CS services in general, and to increase the number and diversity of CSCL membership.

One of the challenges faced by the group was that members brought differing goals to the table. The group had difficulty building a sense of unity, which was hindered not only by differing opinions but also a language divide, as some in the group spoke primarily Spanish. To develop the leadership capacity of CSLC members, SAISD engaged Star Force, a local leadership development agency, to conduct a visioning and strategic planning process. This process helped the group develop a unified vision, mission and values statement.

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<sup>62</sup> *FY14 Annual Performance Report Budget Period #2*. Report. San Antonio Independent School District. San Antonio, TX, 2015.

**2. Evidence of Impact: What evidence is there of the breadth and depth of impact generated by this initiative?**

**a. Reporting Obligations of Lead Agency**

According to the FY 2014 Full Service Community Schools Grant Agreement, SAISD must submit to the DOE a biannual Annual Performance Report (APR), with the first report due April 30, 2015. As part of the Community School grant, Trinity University was contracted to monitor and assess outcomes of the Community School project at Wheatley MS, with the primary goal to determine student and community outcomes. The impact-oriented project evaluation conducted by Trinity focuses on the two impact areas outlined in the proposal: student achievement and the community and social environment.

**b. Metrics/Goals**

NALCAB utilized secondary impact data made available by SAISD, including existing impact assessments and evaluations completed by Trinity University, reports, and raw data tracked for federal reporting requirements, as evidence of impact related to Wheatley Community School initiatives.

The projected outputs outlined by Wheatley Community School state the target number of WMS students and adults from the community to be served. The results are listed in the table below:

<b>Goal Output: Number of individuals served</b>						
	Wheatley MS students			Adults		
	Results	Target	% of Goal	Results	Target	% of Goal
Year 1	109	200	54%	225	250	90%
Year 2	164	200	82%	390	412	94%

Source: Drennon, Christine, Ph.D, and Shari Albright, Ed.D. Wheatley Community School October 2016 Evaluation. Report. Urban Studies Department, Trinity University. San Antonio , TX, 2016.; *FY14 Annual Performance Report Budget Period #2*. Report. San Antonio Independent School District. San Antonio, TX, 2015.

As the table shows, in Year One, services reached 109 students, which represented 54.5% of the intended target number of 200. Year Two services reached 164 students, which represented 82% of the intended target number of 200<sup>63</sup>. WCS reported to HUD that the reason for not reaching the student target goal was due to delayed implementation of programming, with student academic services not beginning until summer 2015.

WCS also tracks the number of WCS family members and general community members to be served.

<sup>63</sup> Drennon, Christine, Ph.D, and Shari Albright, Ed.D. Wheatley Community School October 2016 Evaluation. Report. Urban Studies Department, Trinity University. San Antonio , TX, 2016

Both the family member and community member categories include children and adults. The table summarize the number of individuals in these categories served in Year 1 and Year 2 according to the annual evaluations reports completed by Trinity University:

<b>Goal Output: Number of individuals served</b>						
	Family Members			Community Members		
	Results	Target	% of Goal	Results	Target	% of Goal
Year 1	159	300	80%	265	250	106%
Year 2	71	300	23%	551	250	205%

Source: Drennon, Christine, Ph.D, and Shari Albright, Ed.D. Wheatley Community School October 2016 Evaluation. Report. Urban Studies Department, Trinity University. San Antonio , TX, 2016.; *FY14 Annual Performance Report Budget Period #2*. Report. San Antonio Independent School District. San Antonio, TX, 2015.

Although the number of family members served was also lower than anticipated, WCS attributes this to an internal data collection process that did not collect the necessary information to determine which individuals served are Wheatley family members. Moving forward, WCS implemented procedures such as attaching student names to adults served to provide a more accurate count of family members served.

Beyond the output goals of total number served, WCS proposed to measure progress toward the goal of improved educational and developmental outcomes for Wheatley MS students through demonstrated improved performance by students on state standardized tests (STAAR) in two or more subjects, with the goal of 45% of students meeting this outcome. The outcomes achieved are shown the table below:

<b>Goal 1: Participating students demonstrate improvement in 2 or more STAAR subjects</b>		
	Results	Target Goal
Year 1	N/A	N/A
Year 2	30% of students (49 of 164)	45% of students

Source: Drennon, Christine, Ph.D, and Shari Albright, Ed.D. Wheatley Community School October 2016 Evaluation. Report. Urban Studies Department, Trinity University. San Antonio , TX, 2016.

Due the delay in implementing student programming until summer 2015, there was no measurable progress to report toward this goal after the first year of the grant. Evaluators did analyze student data to set the baseline based on standardized test performance from the academic year 2014-2015. In the second year of the grant, Year One results were used as a baseline to compare with Year 2. The results of the state standardized tests indicate that the grant did not meet its target of improvement in two or more areas of the state standardized tests. Forty-nine students (35% of Year 2 participants) demonstrated improved performance on standardized tests in two or more subjects, which did not meet the target goal of 45% of students demonstrating improvement. It should be noted that the official 2015-16 STAAR test scores have not been released yet for the State of Texas due to testing

irregularities statewide, so the data utilized for this initial comparison is based on school-reported data and will be updated by evaluators when the data is available<sup>64</sup>.

In addition to standardized test scores, evaluators used additional data sources to help identify the impact of grant activities on student achievement, including average grades, discipline referrals and advanced level scoring on the state standardized test. This analysis showed a slight increase in grade averages for English/Language Arts (1.6% increase in average grades) and Math (1.2% increase in average grades). However, discipline referrals increased, from 11% in Year One (12 of 109 participants) to 15% (26 of 164 participants). Due to the short period of program implementation, there is not sufficient evidence to assess the depth and breadth of impact of student programming at this time.

To measure the second goal of impacting the community by strengthening the social, cultural, and financial connections between the neighborhood and its school, WCS set the goals of decreasing the student mobility rate by 15 percentage points, or 4 percentage points per year. Although a decrease in student mobility rate was reported from the original baseline academic school year (2013-14) and the academic portion of the original Year One (2014-15). However, due to the initial delay in implementing services, the baseline year for data has been adjusted to 2014. Mobility data gathered in Years One and Two will continue to be examined by WCS evaluators in the future to determine if there is a decrease in mobility rate.<sup>65</sup>

**3. *Best Practices and Challenges: What indications are there of strengths and challenges? Is there evidence of innovative and replicable best practices?***

While the WCS model has only been implemented for 2 years, and experienced some delay in initial implementation, there are some elements that have emerged as strengths identified by SAISD staff and project evaluators. One strength of the WCS model is that a real-time, qualitative and quantitative evaluation process is built in to project implementation, which is not a required component of the grant. As previously mentioned, Trinity University included in the grant as a an evaluation partner, and conducts biannual analysis of the data collected on WCS participants through intake forms, sign in sheets and exit surveys; external sources such as demographic census data, student academic data from the Texas Academic Performance Report, and schoolwide data from the Texas Consolidated School Rating Report; and conducts its own research through attendance at ongoing meetings, interviews with WCS and WMS staff and administrators and focus groups with students and community members. This real time evaluation process has allowed WCS staff to proactively identify needs and adjust their programming and focus accordingly.

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<sup>64</sup> Drennon, Christine, Ph.D, and Shari Albright, Ed.D. *Wheatley Community School October 2016 Evaluation*. Report. Urban Studies Department, Trinity University. San Antonio , TX, 2016.

<sup>65</sup> Ibid.

Another strength of the model is the practice of working with existing partners to provide community oriented services to leverage the core services they were already providing. Community partners who have already been working with residents have established trust and credibility with residents and are able to leverage that trust to encourage residents to use the services provided. This structure has allowed WCS to rely on established participant recruitment efforts and utilize partner organizations' existing resources and recruitment procedures. For example, WCS relied on the elementary schools and middle school to disseminate information regarding upcoming services to students and their families. This method is also a first step for sustaining these services after grant funding is ended, because services are funded through each agency's budget but provided in a central location<sup>66</sup>.

Investment in members of the community to develop their capacity to participate in the governance structure of the WCS through the Community School Leadership Council (CSLC) constitutes another strength. Participants in Trinity focus groups had noted that implementation of the WCS should have been better communicated with the community and school to garner more support and "buy-in," and that some community members felt there had been no communication regarding the grant status after it was awarded. As previously described, WCS recruited participants among engaged community members, and invested in formal leadership development training and goal setting to help them develop the vision for the school. Although the program is relatively new, the investment of resources in developing it is likely to encourage community ownership and investment in program initiatives.

Several challenges have also been encountered. As previously mentioned, communication between WCS and WMS administrators has at times been challenging, which has resulted in a lesser focus on student programming than community programming. Several of the Trinity evaluation reports noted issues that arose due to this communication gap. For example, scheduling difficulties for shared spaces, a lack of awareness by teachers of WCS programming and therefore lack of promotion of programs to students, and students who did not think of the WCS as resources relevant to them. Most of the services identified and discussed by focus group participants pertained to the community services rather than the student services. WCS has noted that many improvements have been made to improve communication between program administrators and staff, such as increasing emails to WMS personnel, making announcements at WMS faculty meetings, and coordinating more closely with WMS who were involved with enrichment activities to ensure shared understanding of goals<sup>67</sup>.

In addition, accurate and effective data collection continues to be a challenge, which as in turn made accurate reporting more challenging. WCS has made significant improvements, such as designing and implementing a universal intake form and sign in sheet, a bilingual exit survey, and an Access database

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<sup>66</sup> Drennon, Christine, Ph.D, and Shari Albright, Ed.D. *Wheatley Community School October 2016 Evaluation*. Report. Urban Studies Department, Trinity University. San Antonio , TX, 2016.

<sup>67</sup> Ibid.

for data collection and reporting. However, some difficulties still exist in collecting the data necessary to show who is being served and the impact of the programming. Having the means to effectively collect and analyze this data is crucial in being able to tell the story of the WCS's impact in the community, which will be a critical component of sustainability.

DRAFT



# Initiative V:

## Eastside Promise Zone



## Initiative V- Eastside Promise Zone

**1. Examination of Work Plan and Sub-Initiatives:** *Is the initiative being conducted in a manner consistent with the original intent and work plan, as described in the original grant applications or founding documents, and how have implementations evolved?*

**a. The Original Work Plan**

In January 2014, a 22-sq. mile geographic area of the Eastside of San Antonio was designated by the Obama Administration as a Promise Zone. The purpose of the Eastside Promise Zone (EPZ) designation is to allow local leaders in high poverty areas to work strategically with the federal government to boost economic activity and job growth, improve educational opportunities, reduce crime and leverage private investment to improve the quality of life in these vulnerable areas. Promise Zones receive priority access to federal investments that further their strategic plans and federal staff to help them navigate federal resources. San Antonio was one of the first five cities with a designated Promise Zone, and remains the only city to have received this designation as well as a Promise Neighborhood, Choice Neighborhood Initiative, and a Byrne Criminal Justice grant. The EPZ boundaries encompass the Eastside Promise Neighborhood (EPN), the Choice Neighborhood Initiative (CNI) footprint and the Byrne Public Safety Enhancement and Byrne Criminal Justice Innovation grant footprints. The City of San Antonio (COSA) is the lead applicant for the EPZ; the lead applicants for EPN, CNI, and Byrne are implementation partners. The designation runs from 2014 to 2024.

As lead agency, COSA developed a framework for coordinating existing initiatives and resources, and introduced new approaches in pursuit of two primary goals: (1) transform EastPoint from a neighborhood of poverty into a viable, mixed-income neighborhood with high quality schools and educational programs and access to support services, public transportation, job training and job creation; and, (2) deliver economic revitalization and long-term stability and success to EastPoint by sustaining existing businesses, attracting new businesses and creating vibrant commercial corridors that are centers of neighborhood activity. To achieve these goals, COSA developed the priorities, strategies and activities listed below. The priorities and strategies were based on the needs assessment and asset inventory that were undertaken as part of the EPN and CNI planning processes, which was reviewed and updated during preparation of the Promise Zone application.

**Priority 1: Reduce Poverty and Unemployment**

- Strategy A: Increase accessible workforce development and adult education resources
  - Partner with workforce development organizations to offer certificate and degree-based training in high demand occupations
  - Partner with Alamo Colleges to create a One Stop Workforce Training Center within the EPZ, called the Eastside Education and Training Center (EETC)

- Prioritize COSA investment to organizations that remove barriers to employment
- Expand childcare resources for participating parents
- Strategy B: Improve the quality of K-12 education to ensure that EastPoint youth graduate with the skills necessary to exit poverty. Proposed activities align with EPN and are covered in the *Eastside Promise Neighborhood Implementation Grant* section.

*Priority 2: Expand economic development throughout EastPoint*

- Strategy A: Promote new business starts and job creation and strengthen existing businesses
  - Employ an EastPoint Business Expert to market the area
  - Use SAGE's \$2 million Grow Eastside Fund to help sustain and expand businesses in EPZ
  - Re-brand area and apply a uniform marketing strategy to highlight its unique assets
  - Develop a unified design scheme, foster a vibrant sense of place to attract businesses
- Strategy B: Identify and attract new private capital sources for economic revitalization
  - Pledge 50% of SAGE's business assistance program grants to EPZ enterprises
  - Capitalize SAGE's \$2M Grow Eastside Fund
  - Designate EPN commercial corridors as a Neighborhood Empowerment Zone and Local HUB Zone to attract new businesses and support business retention
  - Develop an incubator/accelerator program to attract veteran entrepreneurs
  - Utilize financing options such as tax credits, TIF and EB-5
  - Utilize REnewSA to address vacant, neglected, and underutilized properties

*Priority 3: Make EastPoint a neighborhood where residents stay, grow and graduate*

- Strategy A: Implement Byrne Act-funded crime prevention, safety enhancing activities. Proposed activities align with Byrne-funded initiatives and are covered in the *Byrne Public Safety Enhancement Grant and Byrne Criminal Justice Innovation* section
- Strategy B: Increase the stock and quality of affordable housing. Proposed activities align with CNI and are covered in the *Choice Neighborhood Implementation Grant* section.
- Strategy C: Improve resident health and quality of life
  - Increase park space in EastPoint by 25 acres
  - Establish a community garden and produce co-operative
  - Construct a multi-modal transit hub
  - Increase bike lanes throughout EastPoint
  - Support the conversion of Wheatley Middle School into a Community School

*Overarching Priority: Create the infrastructure required to sustain and expand the Eastside Promise Zone and scale its benefits throughout San Antonio*

- Strategy A: Ensure that the value of the EPZ remains available to future generations
  - Foster strong community engagement
  - Leverage, integrate and target public and private funding and in-kind commitments
  - Increase the capacity of EPZ partners
  - Scale up proven, effective strategies in other San Antonio neighborhoods
  - Evaluate and continuously improve the EPZ by using SA2020's shared, integrated data system to assess strengths, identify and resolve challenges and quantify value

The City of San Antonio created the Office of EastPoint (EastPoint) in January 2014 to coordinate these activities. The original proposal called for EastPoint to make SA2020 the data repository and reporting entity for the EPZ, working with the EPN and CNI implementation partners to merge existing data collection and evaluation practices.

NALCAB reviewed the following sub-initiatives that were undertaken to achieve those goals:

- i. Promise Zone to Work initiative to connect residents to 21<sup>st</sup> century jobs
- ii. SAGE's Economic Development initiatives
- iii. Neighborhood Leadership Academy
- iv. Promise Zone federal grant preference points process

Progress made toward completing these specific sub-initiatives is described below, including implementation of the original work plan and changes to the work plan; integration with existing operations, systems, and institutions; key personnel engaged and personnel changes; data collection systems used; and key partnerships developed and community engagement efforts.

***b. Examination of Sub-Initiatives***

***i. Promise Zone to Work Initiative to Connect Residents to 21<sup>st</sup> Century Jobs***

In July 2015, Office of EastPoint (EastPoint) partnered with Alamo Community Colleges District and other partners to launch the Promise Zone to Work Initiative to provide free job training to residents within the Promise Zone area. The goal of the initiative was to provide residents with job training opportunities for in-demand occupations that would lead to career pathways and good paying jobs, while also addressing the needs of area employers for skilled technicians. This initiative was implemented as part of the strategy to respond to EPZ *Priority 1: Reduce Poverty and Unemployment*.

To achieve its goals, EastPoint partnered with Alamo Colleges, Workforce Solutions Alamo (WSA), the United Way of San Antonio and Bexar County (United Way) and Goodwill Good Career Academies (Goodwill) to increase career certificate job training offerings to residents on the Eastside. There is no dedicated funding for this effort; services are provided through leveraged funding provided by the partner organizations. EastPoint coordinates the overall efforts and markets the initiatives, and the City of San Antonio also provides \$80,000 through the Department of Human Services to provide childcare. Certificate courses are offered by the partners listed above. Alamo Colleges receives funding through the Texas Workforce Commission and a \$15 million grant from the U.S. Department of Health and Human Services awarded in May 2016 to increase their certification course offerings on the Eastside. Through November 2016, 327 residents have received career certificates in nursing, Information Technology (IT), welding, heavy equipment operation and other areas.<sup>68</sup> Of the 327 graduates, 91% came from the Eastside. Through this job training program, graduates have been offered employment opportunities at Santa Rosa Hospital, San Antonio Housing Authority, Colonial Classic Ironworks and Incarnate Word Long Term Care.

As an outreach tool and to complement the Promise Zone to Work adult education offerings, EastPoint partnered with San Antonio for Growth on the Eastside (SAGE) and WSA to host *Ready, Set, Work!* job fairs on the Eastside. Fairs were held on November 2014, September 2015, March 2016, and October 2016 to connect Promise Zone residents to well-paying jobs through local employers. The job fairs were hosted by a variety of community institutions, including the Second Baptist Church's Community Center, the Bode Community Center, and the East Houston Career Center. According to an EPZ report to HUD, more than 1200 job seekers, with approximately one-third from the EPZ, have attended and more than 90 companies have been represented<sup>69</sup>. The job fairs have resulted in more than 230 interviews and more than 160 on-site conditional hires were made.<sup>70</sup>

To further sustain the Promise Zone to Work initiative, EastPoint partnered with the San Antonio Independent School District (SAISD) and Alamo Colleges to create the Eastside Education and Training Center (EETC), which marked its grand opening in November 2016. The 56,000-square-foot EETC is located at the former Pfeiffer Elementary School at 4551 Dietrich Road and offers access free GED classes, career certification trainings, computer skills workshops, enrollment processing assistance, financial aid, child care, job placement, financial counseling and assessment of basic skills to prospective and/or returning adult students who are interested in attending any of the Alamo Colleges.

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<sup>68</sup> City of San Antonio. Communications and Public Affairs. "Opening of Eastside Education & Training Center Celebrated with Ribbon Cutting." News release, November 2, 2016.

<sup>69</sup> Ibid.

<sup>70</sup> EPZ Data. Word Document. San Antonio: Workforce Solutions Alamo, 2016.

The strategy of creating a one-stop education and workforce development center was included in original Promise Zone application, and planning among the key partners for the center began in Spring 2016. In Fall 2016, the City of San Antonio was notified by the U.S. Economic Development Administration (EDA) that immediate funding was available for shovel-ready projects. EastPoint worked with Alamo Colleges and SAISD to prepare the application in less than 60 days, and in October 2016, Alamo Colleges received a \$1.5 million grant in Public Works funds from the EDA to fund the renovation of an existing former school building to create the EETC. In addition to the EDA grant, the City's Fiscal Year 2017 General Fund budget allocated \$100,000 to open and operate the EETC for the next two years.<sup>71</sup> Annie E. Casey also contributed a \$100,000 grant to develop the Early Childhood Center at EETC. Services to be provided by leveraged funding through partners include the following: job training certificate classes by Alamo Colleges; job placement and readiness services by Workforce Solutions Alamo; financial empowerment services by the Family Service Association; adult literacy and GED by Each One Teach One; on-site childcare by St. Philip's College and United Way; student case management by Goodwill; and truancy prevention by San Antonio Municipal Court.

According to the Office of EastPoint, since services began in October 2016, 126 residents have come through orientations at the EETC. Twelve students have enrolled in IT and 25 students have enrolled in Certified Nursing Assistant classes. In addition, 6 students are enrolled in life skills classes and 15 students are enrolled in adult education classes. The goal is to provide 1,000 Promise Zone and City residents with direct access to workforce, education, and supportive services that create pathways to quality jobs and/or higher education opportunities that promote individual empowerment and prosperity. EastPoint is also partnering with SAISD and the workforce partners to enroll graduating seniors from Sam Houston High School in IT and other classes at the EETC, as well as with employers such as Accenture, a technology company, to provide paid internship opportunities to the students.”

The strategies and methods outlined to meet *Priority 1: Reduce Poverty and Unemployment* are aligned with strategies and goals already employed under those grant programs and with other local efforts, including a grant from the Annie E. Casey Foundation to United Way as part of EPN to create a two-generation workforce development strategy for EPZ families by increasing adult education and training opportunities. CNI also includes a business and employment training program for public housing residents in EPZ with an emphasis on literacy, adult education (GED), job readiness, and job placement in demand occupations.

The Office of EastPoint communicates about Promise Zone to Work initiatives through street banners, newspaper ads, fliers distributed through community centers, local businesses, convenience stores, email blasts through workforce development partner listservs, and through posts on the Eastside Promise Zone social media sites. Partners also hold twice weekly orientation sessions at the

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<sup>71</sup> City of San Antonio. Communications and Public Affairs. "Opening of Eastside Education & Training Center Celebrated with Ribbon Cutting." News release, November 2, 2016.

Ella Austin and Barbara Jordan Community Centers.

***ii. SAGE Economic Development Activities***

San Antonio for Growth on the Eastside (SAGE) is an economic development organization that was formed in 2008 to help Eastside businesses participate in San Antonio's economic growth. The organization's goal is to promote Eastside businesses throughout the city, support existing businesses and help new businesses flourish<sup>72</sup>.

SAGE has implemented a number of programs as part of the strategy to respond to *Priority 2: Expand economic development throughout EastPoint*. Two of those programs are directly tied to grants they received using preference points for serving the EPZ footprint. The first is a grant from the U.S. Economic Development Administration (EDA) of \$500,000 received in August 2014 to develop the Comprehensive Economic Development Strategy (CEDS) plan that the EDA requires from local jurisdictions prior to funding additional projects. According to the original grant application, the purpose of the grant was to develop data-driven options for catalytic development that will create jobs, improve property values, provide opportunities for growth for new and existing businesses and ultimately to secure financing support from the public and private sectors. The proposed activities of the grant were to analyze the local economy, define specific economic development goals, determine mixed-use and transit-oriented project opportunities, and develop and implement an economic development plan to reduce unemployment and increase incomes. The proposed timeline was to complete the project by September 2015.

The grant period began August 1, 2014 and within the first quarter, key staff was hired, the committee tasked with developing the CEDS was formulated, and the *Request for Proposal* was released for potential firms to create the plan. The Strategy Committee was made up of 28 members made up of workforce development groups, public officials, community leaders, minority groups, private individuals, and private sector representatives<sup>73</sup>. SAGE convened the Strategy Committee, developed an RFP and selected the consulting firm HR&A to lead the plan development by March 2015. In conjunction with the Strategy Committee and project staff, HR&A developed the plan with input from the community at 3 meetings: in April 2015, October 2015 and January 2016<sup>74</sup>. Although not required by the grant, SAGE also posted the community input questions on their website to solicit additional responses, and hosted a public input wall with the same questions at every public event they participated in during this timeframe.

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<sup>72</sup> Castro, Julian, and Ivy R. Taylor. *Eastside Reinvestment Summit*. Report. City of San Antonio. San Antonio, TX, 2012.

<sup>73</sup> *EastPoint Promise Zone Economic Development 1st Quarterly Report (7/1/2014-9/30/2014)*. Report. San Antonio for Growth on the Eastside. San Antonio, TX, 2014.

<sup>74</sup> *Eastside Promise Zone Comprehensive Economic Development Strategy Final Report (08/01/2014-06/30/2016)*. Report. San Antonio for Growth on the Eastside. San Antonio, TX, 2016.

The final EPZ Comprehensive Economic Development Plan, which included a master economic development strategy for the EPZ and identified nine potential mixed use projects, was completed in February 2016 and presented at a public meeting in May 2016. More than 50 community members attended, as well as local, state and federal officials. SAGE also developed a web based tool and published the full CEDS on the SAGE website<sup>75</sup>.

The CEDS has been the guiding economic development plan for SAGE moving forward. The EDA states future EDA funding to an entity that has developed a CEDS is prioritized for projects that are identified in the CEDS. The CEDS named the Eastside Education and Training Center, described in the previous *Promise Zone to Work* section, SAGE credits the plan as one of the primary reasons that SAISD received an additional EDA grant for the development of the Eastside Education and Training Center in Fall 2016. Although none of the nine proposed sites have yet to be developed, SAGE uses the plan as a tool to showcase potential projects to interested investments.

The second program that is directly tied to EPZ preference points is the SAGE Equity Fund, which was seeded through a \$740,998 Community Economic Development (CED) grant from the U.S. Department of Health and Human Services (HHS). The grant period runs from September 30, 2014 to September 29, 2017. According to the grant budget, SAGE proposed to use \$440,998 to create an Equity Investment Fund and the remaining funds to cover personnel costs and other related expenses. SAGE would use the Equity Fund to invest in three viable start-up or expanding small businesses on the Eastside that will create a total of 47 full time jobs, with hourly wages ranging from \$9.41/hr to \$21.64/hr. In the original application, SAGE pledged to provide capacity building and other leveraged grants or loans to the businesses to sustain their job creation efforts, and to partner with workforce development partners including Workforce Solutions Alamo, Goodwill, San Antonio Housing Authority Jobs Plus program and Urban Strategies to provide outreach, case management, job readiness training, job placement, work-study programs, job coaching, child care assistance, Supplemental Nutrition Assistance Program (SNAP), Temporary Assistance for Needy Families (TANF) benefits and other supports. Each of the small businesses in which SAGE would hold an equity position are required to fill 75% of positions created with qualifying low-income people. Low income residents interested in these job opportunities would be able to apply through any of the four workforce partners and be connected to job training services. Three businesses were identified for initial investment: a full service logistics management and consulting company, a hotel operator and a home health care business. The planned investments are described in more detail in the following table.

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<sup>75</sup> Ibid.

<b>Business</b>	<b>Amount</b>	<b>Description</b>	<b>Jobs Created</b>
Indatatech	\$176,399	To procure software and IT equipment and increase working capital	15
La Villita Del Rio Development	\$220,499	To invest in construction of extended stay hotel located in EPZ	22
Tried and True Home Care	\$44,100	To move to larger offices located in EPZ	4
<b>TOTAL</b>	<b>\$440,998</b>		<b>41</b>

*Source: Application for Economic Adjustment Assistance. Grant Application. San Antonio for Growth on the Eastside. San Antonio, TX, 2014.*

The original project timeline called for SAGE to hire two additional staff at the onset of the grant period, for a total of five project staff. During the first two years of the three year grant, staff would focus on completing the equity investments, conducting monitoring, and providing capacity building services and technical assistance, and coordinating with workforce development partners and CED-assisted businesses to train and hire new employees. During the last year, staff would focus coordinating with workforce development partners and CED-assisted businesses to fill open positions. SAGE's grant budget proposed to use \$440,998 of the grant funds to establish the equity fund and to use the remaining funds to cover personnel costs and other related expenses.

According to the CED Performance Progress Report Form (PPR) for the grant period ending March 31, 2016, the initial equity fund investment was made in Indatatech in December 2014. The investment was a 2% equity holding purchase for \$102,041 made in December 2014, less than the \$176,399 as originally planned. It is projected that this equity investment will result in 10 new jobs, less than the 15 described in the original proposal. Through this time period, no other investments were made. SAGE reported to CED that the businesses initially identified were not ready for the equity investment, and that SAGE staff were actively vetting additional businesses or investment. SAGE noted they would need to revise their job creation timeline due to this delay. SAGE did not set up a formal application process for the Equity Fund, but relied on existing relationships and knowledge of Eastside businesses to find two additional potential investment opportunities. SAGE's network of local businesses is built through other business improvement programs, such as the storefront grant program or small business technical assistance.

In February 2015, SAGE requested authorization from HHS to make an additional equity investment in Starpoint Management Services. SAGE did not receive authorization to proceed and the company moved forward without SAGE's investment. In August 2015, SAGE submitted another request for two additional equity investments. The revised planned investments are listed in following table.

<b>Business</b>	<b>Amount</b>	<b>Description</b>	<b>Jobs Created</b>
Indatatech	\$102,000	To procure software and IT equipment and increase working capital	10
MEDWheels	\$50,000	Purchase a truck for product delivery, training, additional inventory	5
Chelsea's Catering and Bar Service	\$288,998	Launch restaurant and catering service	29
<b>TOTAL</b>	<b>\$440,998</b>		<b>44</b>

Source: *Request for Approval of Investments.* Jackie L. Gorman to MiChelle-Serena Lopes. August 12, 2015. San Antonio, TX.

In October 2015, SAGE made two additional investments in MEDWheels and Chelsea's Catering and Bar Service as planned. The investment in MEDwheels was leveraged by a \$10,000 storefront grant to the company and a \$507,000 loan from the SAGE Grow Eastside Fund to refinance existing debt and increase working capital. SAGE provided varying levels of technical assistance to the three organizations based on their needs, including marketing, market research and expansion potential, connecting to resources to help provide health insurance to employees and other services. In late Fall 2016, Indatatech bought back the SAGE equity investment, leading to approximately \$110,000 becoming available for a new round of investment.

In addition to the two programs described above, SAGE operates three additional economic development programs in the Promise Zone footprint that do not result from funds awarded due to preference Eastside Promise Zone preference points: the SAGE Grow Eastside Fund, the Storefront Grant program and the Choice Neighborhood Storefront Façade program.

The \$2 million SAGE Grow Eastside Fund is designed for existing small businesses looking to move to or expand within the Eastside Promise Zone. Grow Eastside Fund loans can be to purchase land or buildings, for new construction or for renovation or expansion of existing facilities, to acquire equipment, machinery, furnishings or supplies, for long-term permanent working capital, or to refinance existing business debt with better terms. According to the original application, SAGE planned to develop the \$2 million revolving loan program operated in partnership with the National Development Council's (NDC) Grow America Fund (GAF), with the goal to spur economic development by offering below market rate loans to businesses looking to locate or expand in EastPoint. NDC is a national nonprofit, technical assistance provider whose mission is to attract private investment to underserved communities to create jobs and housing opportunities. NDC was contracted to assist in structuring the financing for real estate and small business expansion projects, allow access to financing tools to assist with closing financing gaps and mitigating risk, and provide a match in the amount of \$74,600 through in-kind technical assistance and the provision of one Economic Development Financing class. The Fund's goal was to secure community investment of \$500,000, to be matched with \$1.5 million from the GAF. SAGE solicited support from private banks

including Wells Fargo, Frost Bank, Broadway Bank and Bank of America to provide the community investment, and fully capitalized the fund with a commitment of \$193,000 from the City of San Antonio through FY 2017 budget.

The fund was established in January 2014, and the first loan was disbursed in Summer 2015 to MedWheels, one of the businesses that also received an equity fund investment and a storefront grant. SAGE noted that although the first loans was not disbursed until 18 months after the fund was started, SAGE worked with a number of businesses during this time that were able to qualify for loans from traditional lenders due to SAGE technical assistance, thus increasing the flow of capital to small businesses in the area through other means.

The two additional economic development programs run by SAGE include the Store-Front Grant Program, funded through the City of San Antonio, and the Choice Neighborhood Storefront Façade grant funded by SAHA. The goal of both programs is to assist new or existing business owners on the Eastside to make exterior renovations and equipment upgrades.

The Store-Front Grant Program receives a yearly allocation through the City's delegate agency budget process, and funding is appropriated by City Council during the annual budget process. SAGE has received funding from the City every year since 2009, including \$160,000 in FY 2017 to expand the façade improvements program along 4 critical Eastside corridors. These funds will provide up to 16 additional grants for the Eastside corridors of Austin, E. Grayson, E. Commerce, and E. Houston Streets. SAGE also receives funds for the program from corporate donations and foundation grants. SAGE instituted an application process accessible through their website, with a rolling deadline and a maximum grant amount of \$10,000. Previously, the maximum grant amount was \$20,000, but SAGE decreased the maximum amount in order to meet increasing demand and serve more businesses. All grant funds awarded must be matched 1-to-1 by the business owner. SAGE approved 13 Store-Front grants in 2016 for a total of \$100,000, with grants ranging from \$5,000-\$10,000.

The Choice Neighborhood Storefront Façade grant is funded by SAHA with CNI grant funds to assist businesses within the CNI footprint, which is smaller component of the full EPZ footprint. SAGE was awarded \$300,000 through the period of 2016-2019. Although the programs share a similar goals, they operate through separate application processes, due to differing eligible costs and maximum grant sizes. The City of San Antonio Storefront Façade program was implemented first, and the CNI program was modeled closely after the existing program, but is constrained by federal funding requirements. Like the SAGE Store-Front Grant Program, funds must be used for façade improvements, which include anything on the exterior of the building, and at least 75% of the improvements must be visible from the street. Particular to the CHOICE façade grant, special consideration will be given to projects that include landscaping or other items that improve the community streetscape. Projects whose improvements include CPTED (Crime Prevention through Environmental Design) measures included in the Byrne Initiative grants, including interior closed

circuit television (CCTV) enhancements, are also eligible. The CHOICE Facade Improvement Grant maximum award amount is \$25,000 for commercial properties in the target area near the Wheatley and CNI Infill Area and along the New Braunfels Corridor, and \$20,000 for commercial properties in the broader CHOICE footprint. The maximum grant amount includes the \$5,000 environmental assessment fee. Grants within the target area require a 1-to-five match, and grants outside of the target area require a 1-to-2 match. Grantees do not have to match the environmental fee.

Projects funded under the CHOICE Façade Improvement Grant program cannot be initiated until an environmental assessment has been completed. Once an application has been approved, SAHA takes the lead to complete the environmental assessment. SAGE reported that navigating this bureaucratic process can lead to significant delays in the provision of grant funds to qualified businesses. As of October 2016, five grants have been approved by SAGE; however, no funds have yet to be disbursed under this program. SAGE identified and awarded the first CNI storefront grant in February 2016, and they did not receive approval from SAHA to provide the funds until October 2016. The average time between award approval and environmental review completion for the 5 businesses was almost 5.5 months<sup>76</sup>. This delay has made it difficult for SAGE to effectively market the program to area business owners.

The application for the Store-Front Grant Program and the CHOICE Façade program can be accessed and submitted through the SAGE website. As previously mentioned, although the purpose of the two grants is similar, SAGE utilizes separate forms and processes for applications, review and approval of grants, and follow up due to the variance of requirements among funding sources.

The economic development programs of SAGE were created in collaborating with existing institutions and systems. SAGE collaborated with the Office of EastPoint and SAHA CNI to design the economic development programs described above and serves on the advisory board of both initiatives. The economic development activities of SAGE are closely related to activities and implementation plans of a number of other local efforts, including the following:

- Eastside Promise Zone – Fully aligned with EPZ implementation plans include increased new development (housing and commercial) on vacant lots; increase redevelopment of underused buildings through rehabilitation, upgrade, and adaptive reuse; improve maintenance of existing buildings; and increase business recruitment and assistance.
- Choice Neighborhood Initiative– Fully aligned with CNI goals, including increase park space; coordinate placement of a multi-modal transit hub; and, construct a community center.
- REnewSA – Fully aligned with key City-sponsored revitalization program, a multi-department,

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<sup>76</sup> *CHOICE Facade Improvement Grant Status 110916*. PDF. San Antonio: San Antonio for Growth on the Eastside, 2016.

multi-agency initiative (includes SAHA and SAGE) for organizing and strategically deploying community development tools to create value from vacant, neglected, and underutilized properties in commercial corridors and neighborhoods. Resources are focused in 5 target areas, including the EPZ.

- Other incentives - EPZ boundary also encompasses portions of the Inner City Tax Increment Reinvestment Zone and the Midtown Tax Increment Reinvestment Zone

In developing the CEDS under the EDA grant, the SAGE development team reviewed and synthesized past studies and plans that affect the area, including the Alamo Area Council of Governments' CEDS, the San Antonio Strategic Plan for Community Development and the Eastside Reinvestment Plan. (EDA 3rd quarter report) In the CED grant application, SAGE listed \$200,000 from the SAGE Storefront Grant Program and \$2,000,000 from the SAGE Grown Eastside Fund as leveraged funds for CED grant.

The SAGE Economic Development programs are run by a core team of seven staff, led by Executive Director Jackie Gorman. The team also includes a project coordinator, community engagement specialist, business assistance specialist and fiscal agent. SAGE tracks the progress of each business to ensure timely completion of project activities and job creation through on-site monitoring, when processing payments for equity investments, through teleconferences, quarterly and annual reports, project development schedules and financial reports. SAGE also monitors, tracks and reports on job creating by receiving monthly reports from the CED-assisted businesses.

Through the initiatives described above, SAGE has facilitated various forms of community engagement. As described in Section 1, SAGE held quarterly meetings during the CED development process to obtain community input on the development plan. Printed documents and agendas were provided in English and Spanish, as well as translation services. Meetings were held in April 2015, October 2015, January 2016 and May 2016 at a number of community institutions, such as Second Baptist Community Center and the Beasley Brown Community Center. Community members also had the opportunity to provide feedback via the SAGE website. Also as part of the CEDS process, SAGE developed an interactive online database to make information on vacant, neglected and underutilized properties available to the public. A webpage was developed that allows members of the public to search by address, explore a map view and leave comments regarding a classification or other related information. Also during the CEDS development process, SAGE convened and coordinated the Strategy Committee with representatives from key stakeholder groups to represent the economic interests of the regions. The committee included representatives of public officials, community leaders, workforce development boards, institutions of higher education, minority and labor groups and private individuals. The Strategy Committee met 5 times over the course of the grant and provided feedback that contributed to the overall plan.

SAGE also conducts outreach to business members through the Eastside Business Census. As part of this effort, SAGE walks block by block and visits every Eastside business owner to collect basic business information and to share information about existing services. SAGE also sends weekly e-blasts to business owners of relevant activities, including those hosted by EPZ partners, and posts regularly to promote upcoming events on the SAGE Facebook page.

SAGE identified the Eastside Business Census described above as a strength and best practice. Talking to each individual business owner allows SAGE staff to build relationships with local business owners and gauge their needs, which serves two purposes. One, SAGE uses this information to help inform program efforts, and two, SAGE can use that opportunity to share information about available services in person. This best practice fully integrates SAGE into the economic fabric of the neighborhood.

Another strength is demonstrated by the scope and variety of the economic development strategies themselves. SAGE and its EPZ partners have pursued multiple strategies, including equity investment, alternative capital improvement and operating loan funds and funding to make physical improvements to the business itself. Through this varied menu of services, SAGE is able to meet the needs of a wide range of businesses and meet them where they are. In addition, SAGE has pursued varying funding sources to support these initiatives. Completion of the EDA CEDS opens the door for future EDA funding, the SAGE Equity Fund utilized federal funding to capitalize what will become a self-sustaining revolving fund, and the partnership with NDC allowed for an investment of \$1.7 million to catalyze additional local private and public investment. The diversification of funding streams is a best practice that will heavily influence the degree to which these initiatives will be sustainable.

Having such a variety of programs and funding sources can cause challenges, however. As previously mentioned, SAGE utilizes separate forms and processes for applications, review and approval of grants, and follow up due to the variance of requirements among funding sources. SAGE reports this can lead to a frustrating user experience, and businesses interested in, for example making façade improvements, must navigate through multiple intake forms, eligibility requirements, and available resources. SAGE reported that it can be difficult to outreach to businesses and help the community to understand the requirements that must be followed due to federal grant requirements, especially when those requirements differ from a resource such as the City-funded Store-Front grants that have already been available in the community. To the extent possible, a more consolidated and streamlined approach to outward-facing communications, such as outreach information and intake forms, would help reduce confusion among area businesses, and addressing differing grant requirements administratively.

**iii. Neighborhood Leadership Academy**

The Office of EastPoint (EastPoint) designed and implemented the Neighborhood Leadership Academy (NLA) to address part of the EPZ *Overarching Priority, Strategy A: Ensure that the value of the EPZ remains available to future generations*. The NLA is a four-month educational program designed to teach established and emerging Promise Zone neighborhood leaders how the City functions and how they can be part of the solution to revitalize their neighborhoods. While the NLA was not based upon a workplan or grant agreement, this section outlines the process undertaken by the EastPoint to develop the program.

The proposed idea for the NLA originated from a COSA executive retreat. EastPoint researched and incorporated best practices of municipal leadership programs across the country, including incorporating and modifying the curriculum from the San Antonio Area Foundation. EastPoint sought feedback from community leaders and COSA executives on the content curriculum. They also held a focus group of neighborhood leaders and made adjustments to the curriculum based on feedback received. The curriculum was designed to educate participants about City services, how to assess and access City resources, become involved in the budget process, and move their neighborhoods forward to make an impact and be a resource in their community. NLA sessions are conducted by both EastPoint staff, City of San Antonio staff from various departments, and other partners including lead EPZ partners such as United Way, SAGE and SAHA.

Eligible participants originally had to be active members of formally established, City-recognized neighborhood associations in the EPZ. EastPoint focused on established neighborhood associations, rather than the community at large, to strengthen existing community institutions that have already established unity of voice and strength in numbers. After the first year, eligibility was expanded to include other community members, and NLA participants who were not members already were encouraged to join their neighborhood association. EastPoint recruits participants through email blasts and presentations at neighborhood association meetings; they also undertook block walking in 2016.

As part of this initiative, EastPoint also worked with The Mighty Group to develop logos for each of the 16 EPZ neighborhood associations to assist in brand developing and marketing. This effort complemented the NLA curriculum that encourages residents to be proactive in generating positive media about their neighborhood by teaching participants about media outlets and press release procedures.

The first NLA was held August through November 2015. A total of 45 residents enrolled, and 38 participants graduated from the inaugural class, representing 12 of the 16 neighborhood associations

in the Promise Zone<sup>77</sup>. The second class was held in July 2016 through October 2016, with 37 enrollees and total of 24 graduates. A total of 61 NLA participants have graduated from the program. Graduations for the NLA are held at City Council ceremonial sessions. Three graduates are now neighborhood association presidents, and five graduates served on the 2017 Bond Committee. However, there is no formal follow up process established with participants to determine if and how their level of engagement in community affairs was changed as a result of participation.

***iv. Process to Certify Grant Applications by Agencies Seeking Promise Zone Preference Points***

The Office of EastPoint (EastPoint) designed and implemented a process to certify grant applications by agencies seeking Promise Zone preference points in order to address part of the *Overarching Priority: Create the infrastructure required to sustain and expand the Eastside Promise Zone and scale its benefits throughout San Antonio*. This process outlines the steps that an organization must follow to obtain certification of location within the EPZ and alignment with EPZ goals in order to be eligible for bonus points on federal grant applications. While the points process was not based upon a workplan or grant agreement, this section outlines the process undertaken by EastPoint to develop this process. Steps to the process are listed below:

- Step 1: Applicant identifies an applicable federal grant on [www.grants.gov](http://www.grants.gov)
- Step 2: Applicant submits (Promise Zone) PZ certification application grant summary to EastPoint
- Step 3: EastPoint reviews application details for consistency with PZ goals and forwards the applications to the PZ Executive Committee for approval
- Step 4: EastPoint approves/denies request for PZ certification letter
- Step 5: Applicant writes grant application to be directly submitted to federal agency
- Step 6: EastPoint provides official certification letter, HUD Form 50153
- Step 7: Applicant submits grant application and HUD Form 50153 to granting agency
- Step 8: EastPoint office provides updates on grant applications to the EastPoint/PZ Coordinating Council and convenes quarterly grants meetings with local grant recipients

In addition to the formal steps identified above, EastPoint maintains a list that is updated monthly with the list of federal grants available, and sends this list to EPZ partners, including established neighborhood associations. When an organization applies for consideration, EastPoint completes a preliminary review for completeness and alignment with EPZ goals. Applications that pass this screening are sent to the Coordinating Council's Executive Committee for final review and approval.

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<sup>77</sup> *Eastside Promise Zone 2015 Annual Report*. Report. Office of EastPoint, City of San Antonio. San Antonio, TX, 2016.

This committee is made up of members from the six lead agencies of the major EPZ grants and initiatives, and is further described in the *Collective Impact and Governance Structure* section. According to EastPoint, the review and approval process typically takes approximately a week. However, exceptions can be made depending on the circumstance, and the committee can review the applications remotely and provide approval in less than 24 hours if circumstances require.

Not more than one organization is approved for certification for a particular grant. Organizations are evaluated on four criteria: organizational capacity, past history implementing similar programs or grants, alignment of program goals with EPZ goals, and percentage of total grant award to be utilized within the EPZ boundaries. In the event that more than one organization applies for certification for the same grant opportunity, the EPZ encourages those groups to collaborate on a joint application if possible.

Once organizations are approved, the organization must sign a non-binding Memorandum of Understanding (MOU) that articulates the intended roles and responsibilities of EastPoint and the organization. EastPoint agrees to provide progress on the updates of the EPZ, including EPZ goal metrics, and to hold quarterly meetings for local grantees. The organization commits to participate in the quarterly meetings, provide updates as requested on grant progress, share raw and aggregated data related to the awarded grant and provide details on total amounts allocated and spent in the EPZ.

HUD provides EastPoint with a list of all federal grants that have been awarded that affect the EPZ, whether or not they applied for or received priority preference points. In addition, EastPoint keeps a list of all pending grant applications for which the office has provided certifications, and updates that list when organizations notify the office of grant award. EastPoint only counts grants that did receive preference points in its public communications regarding the impact of the Promise Zone designation.

According to EastPoint, San Antonio is often consulted on the points process system by Promise Zone cities. As previously mentioned, the Promise Zone designation does not provide any funding; the City of San Antonio funds the Office of EastPoint out of the City's general fund to oversee the EastPoint revitalization effort, the Promise Zone initiative, and the MLK Commission, which puts on the largest march in the county.

Since the Promise Zone designation in January 2014, various organizations have secured \$62.5 million in federal grants citywide, of which \$17.48 million is directly impacting the Eastside Promise Zone. A summary of the grants received citywide can be found in the following table.

Year	Number of Grants	Total Amount Awarded	Total Promise Zone Amount
2014	13	\$15,436,708	\$8,029,321
2015	9	\$39,216,292	\$2,201,937
2016	4	\$7,867,830	\$7,249,830
<b>Grand Total</b>	<b>26</b>	<b>\$62,520,830</b>	<b>\$17,481,088</b>

Source: *Federal Grant Award-removed 2014-2015*. Spreadsheet. San Antonio: City of San Antonio Office of EastPoint, 2016. *Federal Grant Award-2016*. Spreadsheet. San Antonio: City of San Antonio Office of EastPoint, 2016.

According to records kept by EastPoint, from 2014 to 2016, a total of 16 federal grants have been awarded that have received priority points, through a total of 10 different agencies and directing a total of more than \$15 million to the EPZ. A summary of grants received by year are listed below:

Year	Number of Grants	Total Amount Awarded	Total Promise Zone Amount
2014	9	\$ 9,779,596	\$ 6,525,532
2015	3	16,460,000	1,554,135
2016	4	7,867,830	7,249,830
<b>TOTAL</b>	<b>16</b>	<b>\$ 34,107,426</b>	<b>\$ 15,329,497</b>

Source: *Federal Grant Award-removed 2014-2015*. Spreadsheet. San Antonio: City of San Antonio Office of EastPoint, 2016. *Federal Grant Award-2016*. Spreadsheet. San Antonio: City of San Antonio Office of EastPoint, 2016.

Grants were awarded from nine different federal agencies, including the Departments of Commerce, Health and Human Services, Labor and Transportation, Small Business Administration, the Substance Abuse and Mental Health Services Administration, the National Endowment for the Arts and the Corporation for National and Community Service. The 10 organizations who received awards include Alamo Colleges, Bexar County, City of San Antonio Office of EastPoint and Department for Culture and Creative Development, George Gervin Youth Center, Goodwill Industries, Idea Public School, National Association for Latino Community Asset Builders, SAGE, San Antonio Independent School District. The grants address 6 EPZ priority areas, listed below:

Eastside Promise Zone goal	Number of Grants
Improve Educational Opportunities	6
Increase Economic Activity	6
Workforce Development	1
Community Infrastructure	1
Civic Engagement	1
Health and Wellness	1
<b>TOTAL</b>	<b>16</b>

Source: *Federal Grant Award-removed 2014-2015*. Spreadsheet. San Antonio: City of San Antonio Office of EastPoint, 2016. *Federal Grant Award-2016*. Spreadsheet. San Antonio: City of San Antonio Office of EastPoint, 2016.

EastPoint cites the development of the partner MOU as a strength and best practice. The MOU ensures that both the City and partner are committed to achieving the outcomes that were outlined in the application and that align with EPZ goals. EastPoint states that many other Promise Zone designated entities look to San Antonio's process, including the MOU as a model to strengthen their own administration of this process.

Another strength of the process to certify grant applications by agencies seeking Promise Zone preference points is that it is transparent and simple to use. The form is easily accessed through the Office of EastPoint website and does not require a great amount of information to complete.

In January 2015, EastPoint implemented a tiered systems of guidelines indicating the minimum thresholds an applicant would need to meet to qualify for certification. For national organizations, at least 20% of the proposed grant must be designated for EPZ services and for regional organizations, the threshold is at least 40%. Organizations that propose to direct 100% of the grant in the EPZ receive priority status from the review committee.

**2. *Evidence of Impact: What evidence is there of the breadth and depth of impact generated by this initiative?***

**a. *Reporting Obligations of Lead Agency***

Each Promise Zone lead agency has a formal ten year agreement with HUD. According to the FY 2014 Promise Zones Designation Agreement, the City of San Antonio must submit monthly, quarterly and annual reports to HUD. Monthly and quarterly reports should list federal grants for which the lead agency and its partners have applied or been awarded and is due by the last day of each month. Annual reports include accomplishments over the previous year and lay out priorities for the coming year, and are due by December 1 of each year.

**b. *Metrics/Goals***

NALCAB utilized secondary impact data made available by each respective lead agency, including existing impact assessments and evaluations, reports, and raw data tracked for federal reporting requirements, as evidence of impact related to Promise Zone initiatives. EastPoint collects and tracks data from sources such as the U.S. Census Bureau; LODES Workplace Area Characteristics, Bexar County Appraisal District (BCAD), and other City data sources to measure impact of the concentrated funding and programmatic efforts in the EPZ.

As previously stated, the overarching goals of the Promise Zone are to 1) transform EastPoint from a neighborhood of poverty into a viable, mixed-income neighborhood with high quality schools and

educational programs and access to support services, public transportation, job training and jobs; and, 2) deliver economic revitalization and long-term stability and success to EastPoint by sustaining existing businesses and attracting new businesses and creating a vibrant commercial corridor that is the center of neighborhood activity. Many of the specific priorities strategies, activities and metrics align with other major initiatives described in this report. As such, this section will focus primarily on evidence of impact of the strategies that fall primarily under the EPZ, particularly those related to workforce development, economic development and the fostering of strong community engagement<sup>78</sup>.

There is some evidence that progress has been made toward *Priority 1: Reduce Poverty and Unemployment*. According to Workforce Solutions Alamo, since 2010, the unemployment rate has declined from more than 15% to 10.1% today. At the same time, the poverty rate declined from 35% to 31%. Moreover, 327 residents have earned career certificates through the Promise Zone to Work initiative. The Office of EastPoint anticipates that the opening of the EETC will continue to help prepare Eastside residents for 21st century jobs.

There is also evidence that progress has been made toward *Priority 2: Expand economic development throughout EastPoint*. According to the Office of EastPoint, over the past 4 years, more than 1,300 jobs have been created and retained with city and county incentives. Since 2010, 72 businesses have received façade improvement grants, 25 new businesses have opened, and 40 restaurants and eateries are now open in the near Eastside. Since 2012, nearly \$200 million in private investment projects have been completed or are underway, yielding over 1,000 housing units. Also since 2012, property values in the Promise Zone have increased significantly, especially in the EastPoint footprint where the average home sales increased from \$55,100 in 2012 to \$142,088 in 2016.

In addition to those measures, SAGE invested in 3 new businesses through the Equity Fund which will result in more than 40 new jobs. SAGE also closed one business loan through the Grow Eastside Fund, and provided 79 Store Front grants to date bringing the total number of investment in eastside business to \$810,485. In addition, 21 new businesses opened in the EastPoint footprint since 2014 including Dignowity Meats, Tony G's, Medwheels, Smoke Restaurant, and Alamo [Movie] Studios.<sup>79</sup>

There is less evidence that progress has been made toward the *Overarching Priority: Create the infrastructure required to sustain and expand the Eastside Promise Zone and scale its benefits throughout San Antonio*, including ensuring that the value of EPZ remains available to future generations. To show the impact of investments to create the infrastructure required to sustain and

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<sup>78</sup> Coordinating Council City Memo 1-26-17. PDF. City of San Antonio Office of EastPoint, January 26, 2017.

<sup>79</sup> Eastside Promise Zone 2015 Annual Report. Report. Office of EastPoint, City of San Antonio. San Antonio, TX, 2016.

expand the Eastside Promise Zone and scale its benefits throughout San Antonio, EastPoint tracks the number of graduates from the Neighborhood Leadership Academy. Over the past two years, 63 residents have graduated from the NLA.

The Office of EastPoint also tracks the amount leveraged funding and additional federal investments. Since the Promise Zone designation in January 2014, various organizations have secured \$62.5 million in federal grants citywide, of which \$17.48 million is directly impacting the Eastside Promise Zone.

**3. *Best Practices and Challenges: What indications are there of strengths and challenges? Is there evidence of innovative and replicable best practices?***

Overall, the Eastside Promise Zone has demonstrated several areas of strength. The first strength is the continued investment of City leadership and funding, as shown through the creation of the Office of EastPoint itself, as well as financial commitment to the priorities of workforce, economic and leadership development, and street and infrastructure improvements. The City shows financial commitment to these priorities by investing general funds and potentially 2017 Bond funding for the EETC, investing general and special revenue funds to the SAGE Equity Fund and Store-Front Grant programs, and hosting the NLA. Having sustained focus and financial support from the City focuses the efforts of the community and outside funders on the shared goals for the Eastside.

Another strength of the EPZ is the fostering of strong working relationships with lead partner agencies across the public and nonprofit sector. These relationships have been forged through six years of close collaboration on the EPN, CNI and Byrne Initiatives, and are reinforced primarily through the EPZ Governance Structure described more fully in the *Collective Impact and Governance Structure* section. As described in that section, meeting as often as every two weeks with decision makers from each key partner allows the group to continue to foster a shared vision, keeps each lead agency accountable and ensures they are operating with the most up-to-date information. It also allows the relevant organizations to recognize and respond to opportunities in real time. For example, because of prior coordination among EastPoint, SAISD and Alamo Colleges to provide adult education services, the partnerships were in place to be notified of, apply for and receive the EDA grant to rehabilitate the former Pfeiffer Elementary School for the EETC, a process that was completed in only 90 days.

One area where EastPoint has experienced challenges is data collection and outcome tracking. The original proposal called for an inter-stakeholder data system to be developed by SA2020, a local nonprofit with a goal to measure progress on the San Antonio community's shared goals. The data system would include baselines for EPZ indicators and annual achievement metrics that correspond to EPZ's five-year goals. However, due a change in capacity at the organization, SA2020 was not able to fulfil this role, and no shared data system was established. As a result, it is challenging for EastPoint

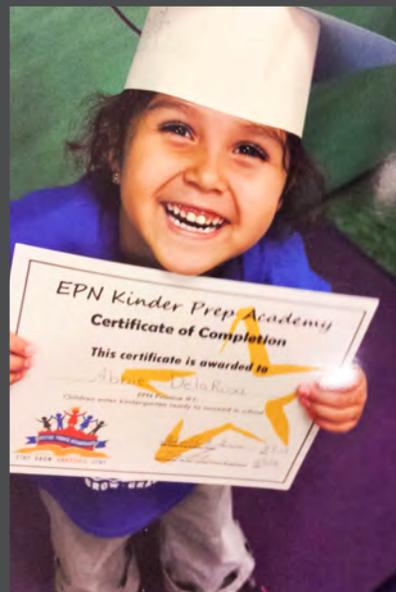
or other partners to effectively communicate the impact of the EPZ programs to funders, Eastside residents and the community at large. As stated in the original plan, continuing to work toward a shared data collection and outcome system, or a minimum, shared outcomes to report on will help to ensure mutual accountability and the identification of best practices, and will identify improvement opportunities for successful EPZ strategies.

DRAFT



# Collective Impact

## and Governance Structure



## Collective Impact and Governance Structure

The designation of the Eastside Promise Zone in January 2014 marked the merging of the Eastside Promise Neighborhood (EPN) and Choice Neighborhood Initiative (CNI) into a collective impact structure referred to by the City of San Antonio as the EastPoint Promise Zone partner structure. This structure is also known as PaCT, or Promise and Choice Together. The year 2014 also marked the creation of the Office of EastPoint, funded by the City of San Antonio in Fiscal Year 2015 with the mission to “provide quality real estate services to internal and external customers and facilitate revitalization of the Eastside.” Initially, the primary functions of the Office of EastPoint included managing the Promise Zone, the MLK Commission, as well as Edwards Aquifer, Leasing, and Disposition. Since its creation, the mission and services offered by the Office of EastPoint have been honed significantly. As outlined in the City of San Antonio’s Fiscal Year 2017 Budget, the Office’s mission is to “facilitate revitalization of the Eastside through collaboration and innovation”, and primary functions now include managing the Promise Zone and the MLK Commission. According to the Budget, the Office of EastPoint is responsible for coordinating implementation of the CNI managed by the San Antonio Housing Authority, the EPN initiative managed by the United Way of San Antonio and Bexar County, and the federal Promise Zone designation.

Through the formalization of the Office of EastPoint and the merging of EPN and CNI into the collective impact structure, the City of San Antonio helped to integrate major federal programs to coordinate all Eastside Initiatives and the creation of EastPoint as the rebranding of the neighborhood. The Office of EastPoint is staffed by its Director, Dr. Mike Etienne, and Project Manager, Jaime Lalley Damron. Together, Dr. Etienne and Ms. Lalley Damron oversee and implement the facilitation and convening of the Promise Zone Partner Structure. While each Lead Agency conducts community outreach as needed with regard to their respective initiatives, Office EastPoint staff conducts additional community outreach for all initiatives as needed. The primary mode through which Office of EastPoint Staff conducts community outreach is through social media. Through its social media channels, including Facebook and Twitter, staff shares information on behalf of all initiatives about community events, open houses, and community resources.

While the focus of the creation of the collective impact structure was on the two largest federal investments on the Eastside- EPN at \$23.7 million and the CNI at \$29.8 million- lead agencies *and* key partners from all major initiatives on the Eastside were integrated into the structure, including those involved with the Byrne Public Safety Enhancement Grant (\$320,000), the Byrne Criminal Justice Initiative Grant (\$600,000), and the Wheatley Full-Service Community School Grant (\$2.5 million). According to the office of EastPoint, the shared vision of the collective impact model and its partners is that “by 2025, EastPoint will be a vibrant, mixed-income community, rich in diversity and opportunity, catalyzing progress throughout the Eastside of San Antonio”.

Following the launch of the EPN, the Byrne Criminal Justice Innovation grant and the Byrne Public Safety Enhancement grant focused efforts to address crime in the same neighborhood- an issue identified by community members and research as a hindrance to positive educational outcomes. The Choice Neighborhood Implementation Grant, with its focus on People, Housing, and Neighborhood, integrated both the Education and Safety initiatives into CNI goals, setting the stage for collaboration and mutual implementation support. Building off momentum built through these programs, the Wheatley Full-Service Community School grant provided a means through which to further improve educational and developmental outcomes for students in the neighborhood and to strengthen the social, cultural, and financial connections between the neighborhood and the Wheatley Community School. Finally, the designation of the Eastside Promise Zone both recognized the significant federal investment made in the EastPoint footprint and provided a framework to allow local leaders to work strategically with the Federal government to further boost economic activity and job growth, improve educational opportunities, reduce crime, and leverage private investment to improve the quality of life in the neighborhood.

The governance structure facilitated by the Office of EastPoint to coordinate collective impact has evolved over the course of the initiative. However, the governance structure was originally developed into three tiers, including the Coordinating Council, the Implementation Team, and various Task Forces designed to more effectively coordinate initiatives. The implementation and function of each tier of the collective impact model is as follows:

***Coordinating Council:*** The Coordinating Council is a policy and decision making body with the responsibility to facilitate the implementation of the Promise Zone designation activities, while strengthening the partnership between the Eastside initiatives. It is chaired by Mayor Ivy Taylor, Mayor of the City of San Antonio. The activities conducted by this tier are intended to advance the objectives of all major initiatives and partners. The Coordinating Council vets all Promise Zone fiduciary and strategic decisions, with authority that rests with the City Manager of the City of San Antonio. However, fiduciary and strategic decisions for each individual grant-funded initiatives on the Eastside fall specifically under the respective Lead Agencies that were awarded the federal funds.

The Coordinating Council's Executive Committee consists of only the Lead Agencies of each of the federal initiatives, including the City of San Antonio (Lead), San Antonio Housing Authority, United Way, San Antonio Independent School District, and San Antonio for Growth on the Eastside. Lead Agencies are represented by executive leadership at the bi-weekly meetings, with the primary goal that Agency decision makers keep each other apprised of current activities and potential for collaboration. The Executive Committee also sets the agenda for all Coordinating Council meetings. Findings from the Project Team's interviews of lead agency support the assertion that presence of agency executive level leadership at these regular meetings allows for rapid problem solving and decision making among lead agencies.

**Implementation Team:** The Implementation Team was an extension of the Coordinating Council and originally met on a bi-monthly basis. While the Implementation Team was led by director-level staff from each Lead Agency (San Antonio Housing Authority, the City of San Antonio, United Way, San Antonio Independent School District, and San Antonio for Growth on the Eastside), the Team was comprised of all EastPoint Partners. These partners included organizations working in partnership with all lead agencies to implement the initiatives. According to Office of EastPoint staff, the Implementation Team met every other month with the goal of ensuring that all partners are acting in coordination with one another. The Office of EastPoint staff notes that the Implementation Team was dissolved in Fall 2016 by the Executive Committee of the Coordinating Council. The Implementation Team meetings represented an opportunity for management-level staff of lead and partner agencies to touch base on a consistent basis, but over time the meetings did not produce substantial benefit and served more as a networking opportunity for staff. While the Implementation Team meetings were beneficial for building trust and relationships among staff from different agencies, Office of EastPoint staff notes that the Executive Committee was more effective at coordination because executive leadership in the room could make high level decisions in a more responsive and efficient way than staff with less autonomy and authority.

Furthermore, Office of EastPoint staff asserts that the second tier of the collective impact structure contributed to meeting fatigue among lead agencies and partners.

**Task Forces:** The third tier of the Promise Zone collective impact model is comprised of Task Forces. While a set of Task Forces was developed prior to the establishment of the Office of EastPoint, the eight Task Forces as they are outlined today were established by the Office of EastPoint in July 2014 utilizing best practices developed by the Aspen Institute. The Task Forces were designed to synthesize and consolidate the major themes across all EastPoint initiatives. These Task Forces include:

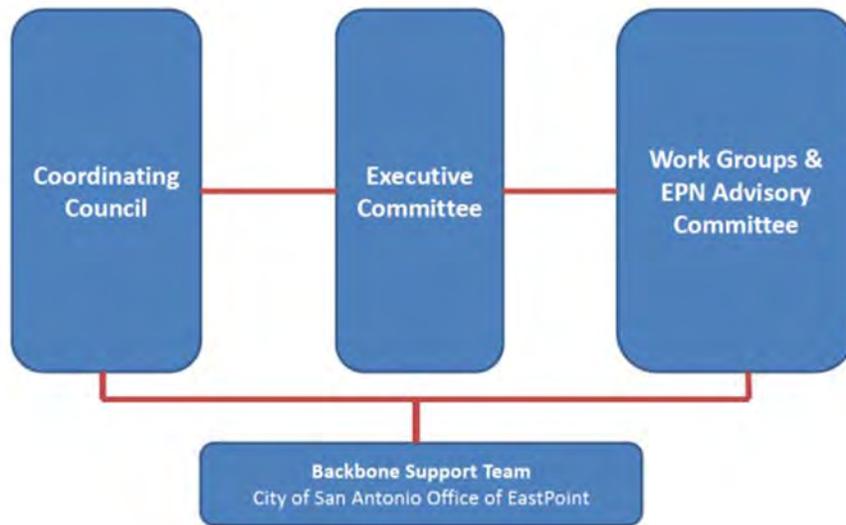
- Data/Evaluation & System Integration
- Housing and Infrastructure
- Education
- Community Building
- Neighborhood Safety
- Economic Development
- Health and Wellness
- Family Economic Stability (Job Readiness & Workforce Development)

The development of these eight areas of transformation were meant to more intentionally align the partners' collective efforts and resources beyond their respective grant-specific activities,

metrics, and reporting processes to transform the EastPoint neighborhood. The Office of EastPoint worked with Lead Agencies to assign and convene between 8-13 content experts and appropriate agency staff to each Task Force around each area. Additionally, each Task Force was assigned at least one data/research expert with the intent to spearhead reporting on metrics and activities for each of the eight areas across initiatives. Finally, although identifying residents proved to be difficult, each Task Force was designed to eventually add community residents as Task Force members.

While each Task Force began by meeting on a monthly basis in 2014, Office of EastPoint staff notes that the several of the Task Forces have ceased meeting in their original capacity as of Fall 2016. These Task Forces include Housing and Infrastructure, Education, Community Building, and Economic Development. Staff asserts that factors contributing to these changes included meeting fatigue due to quantity and frequency of meetings as well as the evolving needs of the collective agencies. Additionally, in response to these evolving needs, the Office of EastPoint has facilitated several new Task Forces, including Early Childhood, Communications, and Sustainability. Task Forces were created in response to specific collaboration needs identified by EastPoint Partners throughout the implementation of the Governance Structure. The Task Force Structure has also evolved to allow for the integration of two of the original eight Task Forces into the EPN's Committee Structure, including the Neighborhood Safety and the Health and Wellness Task Forces. By integrating the Task Force into an existing committee structure, the Office of EastPoint and Lead Agency partners built off of existing efforts rather than duplicating them.

The following is a graphic of the updated configuration of the EastPoint Governance Structure, including the Coordinating Council, the Executive Committee of the Coordination Council, and the active Task Forces. While the individual initiatives have engaged community members in needs assessments, outreach and governance activities, the highest levels of coordination and decision-making carried out through the Governance Structure have limited representation from community residents, business owners, clergy or other institutional leaders. Community members are only directly engaged in decision making efforts in the Governance Structure through the Task Forces that are still in place, which may cause challenges for sustainability.



In 2016, in an effort to improve the role as the collective impact backbone agency and hone the Partner’s shared measurement component, Office of EastPoint staff developed the concept for an EastPoint Data Dashboard. The purpose of the dashboard was to: consolidate data for the collective impact Annual Reports; develop a platform through which internal data tracking could take place; allow for easy internal reporting and data sharing among lead agencies; and ensure that all partners were operating off of the same most recent and accurate data measures for external reporting. Staff also asserts that a longer-term goal was to be able to share the dashboard publicly with the community at large. While some adjustments were made, the Key Goals/Promise Zone Policy Domains corresponded largely with the original 8 Task Force Areas. These included:

- Increase Public Safety
- Create Job and Workforce Development
- Expand Educational Opportunities
- Increase Affordable Housing
- Investment and Business Growth
- Improve Infrastructure
- Improve Health and Wellness
- Civic Engagement and Sustainability

Within the proposed Data Dashboard structure, each Key Goal/Policy Domain included primary indicators, 2010 baseline data, 2015 current status data, and metric targets for the year 2020. However, interviews conducted by the Project Team indicate that Lead Agency executive leadership have not reached consensus on the Data Dashboard structure. This is due to the complex nature of creating a single set of data metrics for separate grant initiatives funded by different federal agencies, each with its own set of required metrics, timelines, and initiative geographies. Shared Measurement has been a

focus for the Office of EastPoint and Lead Agencies since 2014, but due to these issues, no formalized process has been set up to date to comprehensively share collective impact information about activities implemented by the Promise Zone Lead Agencies or the resulting impact made in the EastPoint Neighborhood.

However, the Data/Evaluation and System Integration Task Force is one of three active original Task Forces still in place. This group of evaluation and impact experts meets on an ad-hoc basis to address issues related to initiative reporting, data definitions, and related questions as they relate to cross-grant coordination or communication. Whereas internal data issues at each Lead Agency would be addressed by each respective agency, questions that pertained to more than one grant-funded initiative, or to the Coordinating Council of Executive Committee, are addressed by the Data/Evaluation and System Integration Task Force. Project Team interviews with Lead Agencies reveals a desire among Lead Agencies, including the Office of EastPoint, to continue pursuit of a process through which to track and share collective impact metrics with the public as a means of ensuring sustainability of the efforts taking place in the EastPoint Neighborhood. The Data/Evaluation and System Integration Task Force is available to convene if a decision were to be made regarding developing a comprehensive data dashboard for the EastPoint geography.

## Summary of Best Practices and Challenges

The following are highlights of best practices and challenges for each of the six key initiatives reviewed in this report. Best practices and challenges emerged from the specific sub-initiatives that the team was asked to review. There are likely additional best practices and challenges for activities that were beyond the scope of this report. More detail of each highlight can be found in the respective initiative narrative section.

### **Eastside Promise Neighborhood Implementation Grant**

#### Best Practice: Significant and focused investment in early childhood education

- *Goal* – To increase the availability of high quality early childhood education available in the EPN footprint.
- *Successful Components* - Among the clearest positive outcomes from the EPN have been in the area of early childhood. Two new Early Head Start programs were launched at the Healy-Murphy Child Development Center and Ella Austin Community Center to provide children ages 0-3 higher quality early childhood care and pre-K preparation. United Way EPN also helped to build capacity in three existing childcare centers already operating in footprint to build quality and credibility.
- *Evidence of success* – There was a significant increase in center-based early childhood settings that are subject to high-quality certification standards, including the Texas Rising Star and Federal Early Head Start standards. Healy Murphy has achieved the 3 Star rating under the Texas Rising Star Accreditation and the others are seeking the 2 Star rating. Looking forward, it is also important to note that, based on EPN data, it appears that the overall utilization of home-based providers of early childcare services in the community has increased. The EPN has provided training and resources to home-based providers and this may be an important ongoing area for focus and resources.

#### Best Practice: Supporting campus-level leadership through Trinity Leadership Partnership

- *Goal* – The Trinity Leadership Partnership aligns with the goal to fill the gaps in K-12 resources identified in the original EPN proposal.
- *Successful Components* - The Trinity Leadership Partnership is designed to both develop the capacity and leadership skills of the Fellows themselves, and also to help emerging leaders build connections to the teachers, administrators, students and families on the EPN communities. This dual focus is helping to build a pipeline of capable and connected educators who will become a sustainable asset to the schools in the EPN system. In addition, the program has a built-in financial incentive for participants to commit to working in schools in the EPN footprint after they have completed the program, which allows for SAISD to cultivate teaching and administrative talent within the EPN footprint and then encourage that talent to stay working in-district.

- *Evidence of success* - Based on feedback from United Way and SAISD staff, the individual and small-group coaching approach provided by the Fellows has been beneficial to both the students and teachers at all school levels. Fellows have been instrumental in bringing new ideas to increase the number of best practices employed in the classroom and student engagement has increased. United Way staff noted that in the most recent interviews for SAISD principals, many top candidates were former Trinity Leadership Partnership participants, a positive signal of the effectiveness of the program in cultivating and retaining talent within the district. SAISD's move to expand this program in other schools is another strong indicator of SAISD's belief in the value of this resource for teachers and principals.

*Promising Practice: Focusing on STEM in the Schools in conjunction with STEM-focused Out of School Time (OST) summer programming*

- *Goal* – The goal of this initiative was to increase the availability of K-12 afterschool and summer enrichment programs that purposefully reinforced academic concepts that were being taught in classrooms.
- *Successful components*- United Way attributes the improvement in MATH STAAR scores to an increased focus by OST providers to focus on STEM subjects, including use of curriculum provided by EPN.
- *Evidence of success* – There is evidence of progress on STARR Math testing over the course of the EPN grant period among elementary and middle school students, particularly among those that have remained in the schools in the EPN footprint for multiple years. Further, in 2015-2016, OST participants outperformed non-OST participants in Mathematics, with a 53% passing rate compared to 46% for non-OST students. Further evaluation is necessary to determine which OST programs may have positively impacted test scores.

*Promising Practice: The Dual Generation Initiative focuses funding from multiple partners to make a specific impact in the EastPoint Community*

- *Goal* – The goal of the Dual Generation initiative is provide parents or caregivers with support services that enable them to pursue education or training to achieve economic stability by removing barriers and allowing parents to focus on their education while their children are being cared for.
- *Successful components* - The Dual Generation model uses funds from public and private sources leveraged by partners to co-invest in a shared outcome. The variety of funding sources allow for participants that meet varied eligibility requirements to be served. Partners meet twice per month to discuss shared caseload and make referrals.
- *Evidence of impact* – Interview with United Way indicate that a strong level of commitment from partners has allowed for 121 adults to be served through the program, and that partners have developed shared goals, knowledge and skills base to best serve participants. Eight-five households reported achieving positive short term outcomes, such as having finished a

semester of college, completed a short-term certificate program, or met a goal that strengthens the fabric and bond of the family unit. While this effort is achieving its process/implementation goals, more time and assessment will be necessary to determine the depth and breadth of its impact.

*Challenge to be considered: Turnover in campus-level leadership and staffing at schools targeted by the EPN effort*

- The overarching goals of the EPN are to strengthen the capacity of schools in the EPN footprint to deliver quality education and improve educational outcomes for EPN students. However, staff turnover might have been a challenge in fully implementing the STEM strategic plan. SAISD experienced turnover in all levels of district and school leadership at many of the six EPN campuses. For example, several of the five instructional coaching positions, an integral component of the instructional support team, became and remained vacant due to promotions into longer-term leadership roles, resulting in only two coaches being in place at the end of the 2015-2016 school year. An example that points to continuous leadership at schools as factor of success can be found in Washington Elementary. Washington was the only elementary school not to experience significant turnover, and has moved from the lowest performing school in the EPN footprint in 2012-2013, slated for closure due to low enrollment and performance prior to EPN implementation, to the highest performing of the three EPN elementary schools in 2015-2016. This suggests that staff retention efforts at the campus level may be important for building and sustaining momentum.

*Challenge to be considered: Federal data reporting requirements and statewide changes in standardize testing complicated data collection and analysis*

- It has been difficult for EastPoint or other partners to effectively communicate the impact of the EPN programs to funders, Eastside residents and the community at large. This is in part due to federal data reporting requirements and statewide changes in standardized testing. A significant change in the TEA reporting requirements took effect in the middle of the Promise Neighborhood grant period, which has made it difficult to compare “apples to apples” in the data over time. Further, standardized tests are the primary instrument for measuring student achievement and there is also ample research to suggest that standardized tests taken alone may not always accurately measure student learning in schools with high concentrations of poverty. Also, the required GPRA do not look at individual student progress, but rather measures progress of the student body as a whole. In addition, EPN has experienced difficulty measuring impact on students of early childhood education and OST programming, because early childhood care providers, OST service providers and other partners do not use consistent assessment methods, data collection processes and data collection systems. It is imperative that EastPoint partners undertake longitudinal assessment and evaluation of disaggregated, individual student performance, with a particular focus on progress being achieved even when

it is below grade level.

### **Choice Neighborhood Implementation Grant**

#### *Best Practice: Efficient development of affordable housing with experienced partners*

- *Goal* - As outlined by the Choice Neighborhood Transformation Plan, SAHA will develop one-for-one replacement of the original 246 public housing units to ensure long-term affordability in a diverse, mixed income community, with all fund expended by September 30, 2019.
- *Successful Components* - Even with high levels of complexity involved in this redevelopment process, including resident relocation, resident engagement and case management, land acquisition, and the leveraging of additional resources for housing development, SAHA has remained on target for both number of affordable housing units and project timeline. Key factors in adherence to its timelines for such a large project have included a highly experienced developer-partner, reasonable phasing of the housing development, consistent SAHA staff engagement and a strong focus on internal accountability as well as outsourcing resident services to an experienced partner.
- *Evidence of Success*- As of the publication of this report, SAHA has developed 128 of the target 246 public housing units, and is on target for 100% occupancy of Phase II of East Meadows by June 2017.

#### *Best Practice: Intensive case management model to support public housing residents*

- *Goal*- SAHA sought to involve the affected public and/or assisted housing residents in a continuous manner through the provision of services such as financial planning and budgeting, education and training, career counseling, interviewing and parenting skills, and other supportive services necessary for personal and professional empowerment.
- *Successful Components*- The resident-driven case management model utilized by Urban Strategies includes development plans that are custom-built for each resident, and for each member of the family (rather than only the head of household). Case management staff reach out to engaged residents through one or more modes of contact from every month, whether that is by mail, phone, or in person at monthly or special meetings. Additionally, Urban Strategies hired two former Wheatley Courts residents, or peer outreach staff, to assist with community outreach for resident engagement.
- *Evidence of Success*- At most recent count, 78% of eligible former Wheatley households are engaged in case management services, representing the 2nd highest rank in the nation for Choice grants in terms of percentage of residents actively engaged with case management. Corresponding measures of self-sufficiency, such as increased income and employment counts, are also notable.

Challenge to be considered: Engagement of residents following relocation

- SAHA sought to involve the affected public and/or assisted housing residents in a continuous manner through resident engagement activities that seek to build community between former residents and ensure residents are both aware of the changes taking place and have a place to voice questions and concerns over the ongoing process. However, following relocation of former Wheatley Courts residents after January of 2014, attendance at monthly resident engagement meetings declined. A total of 533 unique target public and assisted housing residents participated in at least one Transformation Plan meeting in 2013. Following resident relocation of all 205 families completed by January 31, 2014, a total of 52 unique target public and assisted housing residents participated in at least one Transformation Plan meeting in 2014, and 20 residents participated in 2015. In addition to the fact that residents were now dispersed across the city of San Antonio, making it more difficult to attend resident engagement meetings, residents were also in the midst of adjusting to their new living situations, further impacting resident engagement attendance. Resident engagement attendance at monthly meetings may continue to be low relative to counts in the first year of engagement until residents are able to move back onto the East Meadows property.

**Byrne Public Safety Enhancement Grant and Byrne Criminal Justice Innovation Grant**

Best Practice: Data-driven and place-based crime reduction strategies, including “Hot Spot” targeting policing

- *Goal*- Both Byrne Initiatives were designed to supplement ongoing revitalization efforts with programming to reduce crime, therefore strengthening overall outcomes.
- *Successful Components*- Lead Agencies defined areas of highest need, or Hot Spots, using data-driven research and community input and concentrate crime reducing strategies in those areas.
- *Evidence of Success* – While crime rates were reduced substantially both in the Eastside Promise Neighborhood and in Choice Neighborhood between 2012 and 2015, crime reduction was even more dramatic in Hot Spot areas. For example, the Nolan and New Braunfels Hot Spot exemplified a 57.3% reduction in crime from 2012 to 2015. These results suggest the continued use of data to inform community members where concentrated crime-reducing strategies should take place.

Best Practice: Schools and Neighborhoods Committee and responsiveness to community

- *Goal*- The Schools and Neighborhoods Committee was designed to bring together representatives from SAPD, SAISD, SAHA, the city of San Antonio, school administrators, residents, law enforcement, and community organizations to discuss concerns, implement crime fighting strategies, and monitor progress.
- *Successful Components* – Representatives from United Way and SAHA, and over ten additional community based organizations, agencies, and community members, have met in

this capacity on a monthly basis since November 2014. Committee members receive monthly updates on ongoing initiatives and utilize community feedback (annual surveys) to make needed changes to on-going initiatives, thus remaining responsive to the community needs.

- *Evidence of Success* – Interviews with Lead Agencies indicate that Committee meetings emphasize community input to drive decision making around crime-reducing initiatives. For example, the Walking School Bus program was a direct result of community feedback found in annual surveys about safety issues along school corridors.

**Best Practice: High levels of community participation in CPTED activities**

- *Goal*- The Crime Prevention through Environmental Design (CPTED) program identified areas in the Choice Neighborhood with the highest levels of “physical disorder” to understand how the physical environment might be conducive to criminal activity. The ultimate goal was to improve the physical characteristics of identified areas as a means to reduce crime.
- *Successful Components* – CPTED activities engaged community members as an active part of the solution. SAHA staff built relationships with business owners along CPTED corridors and were able to encourage business owners to take initiative and make necessary physical improvements to their properties in accordance with CPTED. Additionally, the Growing Gevers Collaborative, led by a neighborhood resident, will to implement CPTED-based plans in the Choice Neighborhood beyond the project period.
- *Evidence of Success* – Interviews with SAHA staff indicate that community relationship building tactics led to community buy in, participation, and leadership in CPTED activities.

**Challenge to be considered: Absence of funding to sustain increased police presence**

- Increased police presence was utilized by both Byrne Lead Agencies to reduce crime and increase community members’ feeling of safety as a result of policing strategies, such as increased arrests and increased police-community engagement. Data shows the most significant crime rate reduction and increased perceptions of safety in Hot Spot areas where police focused additional patrols. However, increased patrols were directly dependent on grant funding which has been fully expended. \$320,000 of Byrne PSE grant funds were allocated for Hot Spot policing, and \$50,000 in BCJI grant funds were allocated to community engagement Foot and Bike Patrols. Both allocations have been fully expended as of December 2016. An absence of funding to sustain increased police presence may have an impact on sustained crime reduction.

**Wheatley Full-Service Community School**

**Best Practice: Community School Leadership Council**

- *Goal* – The purpose of the Community Leadership Council (CSLC) was to encourage community ownership and investment in WCS program initiatives, as well as to ensure that the needs of the immediate community are at the forefront of WCS programming.

- *Successful components* – WCS created a governing body comprised solely of community residents, recruited from varied populations within the community, and invested in leadership development and goal setting training for the group.
- *Evidence of success* - The CSLC meets bimonthly, has elected peer leaders and set three primary goals: 1) advocate for WCS; 2) recruit and utilize community volunteers and 3) listen to community members and determine their needs. According to interview with WCS, the group has overcome language and other cultural barriers to develop a unified mission and vision.

Best Practice: Integrating qualitative and quantitative evaluation from the outset

- *Goal* – To consistently measure and report on data that demonstrates progress toward the primary goals of EPN, with the goal of communicating successes and challenges to the local community, policy makers and funders, as well as to inform program design.
- *Successful components* - A qualitative and quantitative evaluation process is built in to project implementation, which is not a required component of the grant. Trinity University was included in the grant as a an evaluation partner, and conducts biannual analysis of the data collected on WCS participants through intake forms, sign in sheets and exit surveys; external sources such as demographic census data, student academic data from the Texas Academic Performance Report, and schoolwide data from the Texas Consolidated School Rating Report; and conducts its own research through attendance at ongoing meetings, interviews with WCS and WMS staff and administrators and focus groups with students and community members.
- *Evidence of success* – According to interviews with WCS, this evaluation process has allowed WCS staff to proactively identify needs and adjust their programming and focus accordingly. For example, after the qualitative evaluation highlighted poor communication between WCS and WMS staff, improvements were made, such as increasing emails to WMS personnel, making announcements at WMS faculty meetings, and coordinating more closely with WMS who were involved with enrichment activities to ensure shared understanding of goals.

Challenge to be considered: Turnover in campus leadership

- Both WMS and SAISD have experienced significant changes in the leadership since the grant began. WMS experiencing 3 principals in two years. The primary challenged faced in implementing the WCS has been the ability to fully implement and integrate student programming in coordination with WMS. In the first year, 109 of the target 200 Wheatley MS students were served (55% of the target), and in the 164 of the target 200 Wheatley MS students were served (82% of the target). Trinity University's reports found that obstacles faced included frustration among teachers about space allocation and a lack of communication and engagement about the available WCS resources for students. Students also reported feelings of disconnectedness and communicated that they did not feel the WCS resources were relevant to them. With a new principal in 2016, WCS staff report that progress has been made

on integrating WCS and WMS programming and outreach.

### **Eastside Promise Zone**

#### *Best Practice: Promise Zone to Work*

- *Goal* - To provide to provide residents with job training opportunities for in-demand occupations that would lead to career pathways and good paying jobs, while also addressing the needs of area employers for skilled technicians.
- *Successful Components* - None of the partners received a dedicated funding source to implement the program. Instead, partners realigned their programming under existing or additionally leveraged grants to provide workforce development services. The variety of funding sources allow for participants that meet varied eligibility requirements to be served.
- *Evidence of Success* - Access to workforce development programs exists on the Eastside where none existed previously, and 327 residents have earned career certificates through the Promise Zone to Work initiative. Based on existing partnerships, Alamo Colleges received a \$1.5 million grant in Public Works funds from the EDA to fund the renovation of an existing former school building to create the EETC.

#### *Best Practice: Economic development strategies of SAGE*

- *Goal* - The goal of the economic development strategies undertaken by SAGE is to promote Eastside businesses throughout the city, support existing businesses and help new businesses flourish.
- *Successful components* – The scope and variety of the economic development strategies themselves. SAGE and its EPZ partners have pursued multiple strategies, including equity investment, alternative capital improvement and operating loan funds and funding to make physical improvements to the business itself. Through this varied menu of services, SAGE is able to meet the needs of a wide range of businesses and meet them where they are. In addition, SAGE has pursued varying funding sources to support these initiatives. Completion of the EDA CEDS opens the door for future EDA funding, the SAGE Equity Fund utilized federal funding to capitalize what will become a self-sustaining revolving fund, and the partnership with NDC allowed for an investment of \$1.7 million to catalyze additional local private and public investment. The diversification of funding streams is a best practice that will heavily influence the degree to which these initiatives will be sustainable.
- *Evidence of success* - Since 2010, 72 businesses have received façade improvement grants, 25 new businesses have opened, and 40 restaurants/eateries are now open in the near Eastside. Since 2012, nearly \$200 million in private investment projects have been completed or are underway, yielding over 1,000 housing units. Also since 2012, property values in the Promise Zone have increased significantly, especially in the EastPoint footprint where the average home sales increased from \$55,100 in 2012 to \$142,088 in 2016.

*Challenge to be considered: Change in federal Administration raises questions about ongoing Promise Zone implementation and the potential for leveraging additional federal funds*

- A Promise Zone designation is intended support local partners to leverage more federal funding into the targeted community. The mechanism for implementing this has been that federal agencies provide extra points, defined in a Notice of Funding Availability (NOFA), for applications that propose to benefit a Promise Zone. Moving forward, it is unclear whether the change in Administration will impact this implementation process. If the new Administration does not continue to implement the Promise Zone MOU, and particularly if this occurs in an environment of reduced federal funding for domestic discretionary programs, leveraging federal funding to sustain the activities described in this report could become significantly more difficult.

**Collective Impact and Governance Structure**

*Best Practice: Executive Committee of the Coordinating Council*

- *Goal* - Consisting of executive leadership from each of the EastPoint Lead Agencies, the Executive Committee of the Coordinating Council meets on a bi-weekly basis to keep all agencies apprised of current activities, explore potential for collaboration, and set the agenda for Coordinating Council meetings.
- *Successful Components* - The Executive Committee of the Coordinating Council was a critical component to the efficiency and effectiveness of the EastPoint Governance Structure and should be kept in place. The Committee may be one of the most effective and efficient components of the Governance Structure, allowing for rapid problem solving and decision making among lead agencies.
- *Evidence of Success* - Interviews with Lead Agency staff repeatedly indicate that presence of agency executive level leadership at these regular meetings contributes in large part to the overall success of the EastPoint Governance Structure.

*Best Practice: Ability of Governance Structure to evolve in response to EastPoint partner needs*

- *Goal* - The EastPoint Governance Structure is designed to integrate the major federal programs and coordinate all Eastside initiatives so that by 2025, EastPoint will be a vibrant, mixed-income community, rich in diversity and opportunity, catalyzing progress throughout the Eastside of San Antonio.
- *Successful Components* - Since 2014, the Governance Structure has evolved to meet the changing needs articulated by the EastPoint Partners. For example, by integrating the Health and Wellness Task Force into an existing EPN committee structure, the Office of EastPoint and Lead Agency partners built off of existing efforts rather than duplicating them. As a second example, the Implementation Team was dissolved in Fall 2016 after the Office of EastPoint concluded that the Executive Committee was more effective at coordination because executive leadership in the room could make high level decisions in a more responsive

and efficient way than staff with less autonomy and authority.

- *Evidence of Success* - Interviews with Office of EastPoint staff indicate that the Governance Structure evolved significantly since its creation. The evolving nature of the Governance Structure and its ability to be responsive to coordination needs has contributed to the success and sustainability of this work.

Challenge to be considered: Developing shared accountability measures among partners

- As the backbone agency for the collective impact structure, the Office of EastPoint has worked to strengthen the shared measurement component of all EastPoint initiatives as a means to track progress and allow for continuous improvement. While Shared Measurement has been a priority for the Office of EastPoint and Lead Agencies since 2014, no formalized process has been set up to date to comprehensively share impact data for EastPoint initiatives. This is due to the complex nature of creating a single set of data metrics for separate grant initiatives funded by different federal agencies, each with its own set of required metrics, timelines, and initiative geographies. Doing so would allow for greater transparency with the target community and with the San Antonio community as a whole, and may contribute to greater success in the pursuit of funding for EastPoint initiatives in the future.

Challenge: Integrating greater community involvement in governance structure

- As previously outlined, the EastPoint Governance Structure is designed to integrate the major federal programs and coordinate all Eastside initiatives so that by 2025, EastPoint will be a vibrant, mixed-income community, rich in diversity and opportunity, catalyzing progress throughout the Eastside of San Antonio. While the individual initiatives have engaged community members in needs assessments, outreach and governance activities, the highest levels of coordination and decision-making carried out through the Governance Structure have limited representation from community residents, business owners, clergy or other institutional leaders. The Coordinating Council of the Governance Structure consists of the Mayor, the City Manager, the District 2 Councilman, and executive level leadership from Lead Agencies and partners, while the Implementation Team consists of director-level staff from each Lead Agency (San Antonio Housing Authority, the City of San Antonio, United Way, San Antonio Independent School District, and San Antonio for Growth on the Eastside), from EastPoint partner agencies. The Task Forces were originally consisted of 8-13 content experts, appropriate agency staff, and at least one data/research expert. While the original intent was to designed to eventually add community residents as members of each Task Force, interviews with EastPoint staff indicate that identifying residents proved difficult and the majority of Task Forces ceased meeting in their original capacity. Community members are only directly engaged in decision making efforts in the Governance Structure through the Task Forces that are still in place, which may cause challenges for sustainability.

## Looking Forward

In order to look to the future of EastPoint and to fashion a strategy to sustain the best of the initiatives described herein, it is critical to communicate about what has worked. The preceding section of this report consolidates conclusions about what best practices and challenges should be considered moving forward.

It is unlikely that federal, state and local government resources, will continue to be available at the levels seen over the past six years. Private philanthropic resources will need to be marshalled and private market activity and investment will need to become stronger drivers of community improvement. At this time, the systems and infrastructure needed to attract these different types of resources and undertake new and more-market-driven activities is not fully developed. The following are key factors to consider in planning for the sustainability of the EastPoint Investment Initiative.

- *Clarity of vision* – This report has identified a range of impactful program and practices but it does not provide a road map for the Initiative after the federal grants end. Hard decisions will need to be made about what initiatives are absorbed into their respective agencies, which will be ended and which may need new lead agencies. Planning for sustainability will require a strategic planning effort that is informed by evidence of progress and defines how partners will work together to continue their pursuit of the core goals of these initiatives. This process will also need to anticipate how success may bring new challenges and specifically how increasing economic activity and real estate values may have adverse consequences for low-income residents.
- *Governance and accountability* – While the individual initiatives have engaged community members in needs assessments, outreach and governance activities, the highest levels of coordination and decision-making for the EastPoint Investment Initiative have limited representation from community residents, business owners, clergy or other institutional leaders. Further, there is no overarching data dashboard to help focus the coordinating partners and reinforce accountability. Greater community representation and a common data tool will strengthen the overall initiative moving forward.
- *Lead agencies* - The EastPoint Investment Initiative is driven primarily by the City of San Antonio and the large agencies and local government entities that have been the conduits for federal funding for these projects. Future funding may require a different organization or agency to receive and deploy funding and other kinds of capital in the EastPoint community. More specifically, a 501 c 3 designated nonprofit organization may need to take on a stronger leadership role in order to attract private philanthropic investments. Any agency that takes on a stronger leadership role will need a mission and governance structure that reflects and prioritizes the EastPoint community and will need strong ties to the community.

- *Community Engagement and Capacity Building* – For community members to participate in governance at the highest levels and for community-based nonprofit organizations to play a stronger leadership role, there will be a need for ongoing and enhanced investments in leadership development and organizational capacity building.

DRAFT



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