

# HOPE VI Redevelopment of Westpark Evaluation: *Year III Report*



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## EXECUTIVE SUMMARY

This report summarizes results from the third year of a four-year evaluation of the redevelopment of the Westpark public housing community for the Bremerton Housing Authority (BHA). The evaluation project as a whole, based upon an evaluation plan that BHA approved in 2008, addresses the following five (5) questions:

1. What are the impacts of the HOPE VI redevelopment on the lives of Westpark residents?
2. To what extent has BHA achieved the goals identified in its revitalization plan and Community and Supportive Services (CSS) work plan?
3. To what extent has BHA achieved success in integrating the physical and social aspects of the HOPE VI revitalization strategy?
4. What kind of economic development is generated in the local community as a result of the HOPE VI effort?
5. What is the impact of the HOPE VI redevelopment on community revitalization in the Westpark neighborhood and the City of Bremerton?

This report responds to the first, second, and third questions concerning the impact of redevelopment on the lives of original Westpark residents, the achievement of service goals identified in its Redevelopment and CSS Work Plans, and how far along BHA is in integrating the physical and social aspects the HOPE VI revitalization strategy. In order to address these questions, we focus this report on several more specific questions:

- In general, what was former Westpark residents' experience of the relocation and how did they feel about the relocation process?
- How are former Westpark households faring in their new neighborhoods, particularly in terms of their quality of life and economic security since relocating?
- How is the Bremerton Housing Authority doing at meeting the goals it identified in its revitalization and CSS work plans?

This report depends on information from in-depth interviews with 51 relocated original Westpark residents, interviews with CSS Staff, and a review of administrative and tracking records.

## CHANGING REDEVELOPMENT PLAN

Since the original HOPE VI application, BHA has had to modify its redevelopment plan due to the extreme market downturn over the last few years. The total number of units has fallen from 807 to 712, and the number of market rate units from 487 to 412. Additionally, the original plan had no market-rate rental housing; this revision, the majority of the market rate housing (58%) is rental. There will also be fewer affordable units on-site, going from a planned 320 unit to 299. Roughly 40 households have returned to the site, most of them at the Summit.

## HOW DID RELOCATION GO?

Generally, interview respondents felt fairly positive about the relocation when asked about it in retrospect. Some original residents even reported wanting to leave Westpark before relocation or in the long run, when they had the resources to do so. Others were relieved to get away from the stigma or “people that brought [them] down,” and were glad to have subsidies that would allow them to move away. Some struggled, however, with the move and had initial negative reactions to having to relocate.

Residents main relocation concern was **how to still access resources and services**, such as their place of employment, the grocery store, the food bank, children’s schools, doctors’ offices, and sources like WorkSource. Residents also worried about whether they would be able afford the deposit and application fees, overcome credit problems, find a safe and quiet neighborhood, find a new place in time, and a place that was accessible (for disabled residents).

## RELOCATION ASSISTANCE

Many expressed appreciation for the **comprehensive relocation assistance and classes** they received to help them move. BHA went beyond the requirements to help disabled residents and to help fill out necessary paperwork. Some were uncertain about the available relocation services, and confused why the cash payments for assistance varied among households. Given the complexity of relocation and BHA’s tailoring relocation assistance to meet a household’s needs, such confusion is not surprising. On the whole, residents felt that BHA did a very good job helping them relocate.

## QUALITY OF LIFE IN THE NEW NEIGHBORHOODS

Residents have mixed feelings about their quality of life after leaving Westpark. Most households who stayed in Kitsap County **moved into the lowest quality neighborhoods** in terms of economic opportunity, neighborhood and housing opportunity, and are more likely to live close to schools that are of lower quality. However, residents’ **own perspectives on quality of life suggest an improved quality of life**, particularly as compared to their lives in Westpark.

Leaving Westpark enabled relocated household heads to **free themselves from stigma** associated with the original development. Their experience in their new neighborhood is mixed. On the one hand, many feel **socially isolated** from their new neighbors, the opposite of the commonality some Westpark residents experienced prior to relocation. On the other hand, many over time have been **able to grow connections and a supportive community** with their new neighbors.

**Most original household heads feel better** in their new homes. They experience more privacy, greater safety, less crowding, less stress, as well as “lightened” moods, more positive attitudes, and even, in some cases, improved children’s grades.

Some experienced **new opportunities** due to the move—they were able to move closer to family and friends, move to safer neighborhood with better amenities, or have their children attend a better school.

**For some, the relocation did not reduce stress or improve security.** Those who did not improve their housing or neighborhood quality, who moved quickly to neighborhoods they had not really checked out, and those who continue to experience economic distress or had difficulty accessing services had the most negative experiences.

Most of the interview respondents are experiencing **economic distress**. For some, housing costs have increased. For many, inadequate utility allowances or an inability to access help, along with continuing or increasing debt, food insecurity, and instability of public benefits all contribute to this economic instability.

As anticipated, **maintaining community and associated services has not been easy** for relocated households. Westpark's Community Center was a hub of activity, especially for disabled residents. Generally, residents miss the ease of access and variety of classes.

## HOUSING STABILITY

**Since 2008, most Westpark residents have only moved once,** and only about 20% have moved more than once. **Most original residents stayed within Kitsap County,** with only 39 moving that far. Within Kitsap County, those who remained most frequently lived in neighborhoods with relatively larger concentrations of rental housing—no doubt because those are also places they could use their Housing Choice Voucher.

## COMMUNITY AND SUPPORTIVE SERVICES PROGRESS

CSS has been able to **serve clients in 58% of original households**, and households in which members have received a referral from CSS received an average of 5 referrals, since January 2008. Over time, CSS has become more proactive in terms of case management and training staff.

With new leadership, staff has been **working around administrative computing problems** to track residents, developed a system for contacting all original households that remain in Kitsap County and remain eligible for services, and achieved improved follow-through in service delivery.

Each year, CSS has been **revising its service goals** downward, in response to changing needs of original households. In addition, as a few service partners failed to deliver due to the economic downturn, staff has been proactive in entering into **new partnerships** to insure that original residents are able to complete referrals.

CSS has **exceeded its expectations for transportation and mental health counseling referrals**, in response to the needs of original residents, and done an excellent job with employment related services. At the same time, childcare, healthcare, and financial education have not received similar attention. Some former residents also have had problems meeting CSS staff or talking to them on the phone because of work obligations during the day. A few have given up asking for services because of their own physical challenges or frustration in seeking services in the past.

When clients did not follow through on service referrals, it was usually due to a lack of receipt of the referral, a lack of interest, a lack of perceived need on their part, or lack of access given transportation or physical disabilities.

Clients greatly enjoy the social events that CSS staff organizes. Some relocated residents have positive relationships with staff and are extremely grateful for their support. Others are not in contact and do not want to be. For some, **moving away has curtailed their ability to maintain relationships** with BHA CSS staff. Although they would like to return for the social events and classes at Bay Vista, some **have trouble getting there** and staying as tied in as they were.

## RECOMMENDATIONS

The following recommendations are possible responses of BHA to these interim evaluation results.

### ENHANCE FINANCIAL SERVICES

Prior to relocation about half of able-bodied original residents needed referral to financial education, but only 14% have received it. Among relocated residents we spoke with the largest stressor they experienced concerned the financial responsibilities that occurred due to their move. A substantial portion of relocated Westpark households are experiencing economic distress. While relocation is only one cause of this increased distress, it is still the role of CSS to help original household stabilize their lives. Therefore:

- Revisit **financial education and credit counseling** needs among original residents.
- Take steps to make additional outreach to households to **address increasing debt, food insecurity, and instability of public benefits**.

### ENGAGE IN ADDITIONAL CREATIVE OUTREACH

Relocated residents remarked on the difficulty in staying connected to community and services at Bay Vista. For some relocated residents, physical disabilities made it difficult to get to Bay Vista from their new homes. For others, work obligations, not having a car, or not living near a convenient bus line made it difficult to connect. Outreach and personal relationships facilitate

continued engagement and service follow-through on the part of clients. Having private places to meet with clients at Bay Vista also enhances trust and effectiveness going forward. Therefore:

- BHA should be **even more proactive in providing relocated residents transportation assistance** to the site to attend the community events that the CSS staff holds to draw former residents in to services.
- Consider **creating more flexible hours** for CSS staff to respond to the change schedules of more successful clients.
- **Continue efforts at quarterly contacts** with relocated residents, and continue to make investments in personal relationships.
- Establish **private space for client meetings or for service partners** to enable more effective integration of CSS into Bay Vista.

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#### ENHANCE SYSTEMS AND TRAINING

Several barriers prevented effective case management initially. One major barrier has been an inadequate and malfunctioning case management tracking system. Dysfunctional software enhances the difficulty of serving relocated residents and threatens the viability of service integration into Bay Vista. Inexperienced staff also contributed a slow start to CSS. Therefore, to facilitate CSS's effectiveness, BHA would do well to:

- Repair the client tracking system. This may mean investigating alternative programs, enhancing staff training to use the programs more effectively and prioritizing inputting new data to keep the databases current and most useful.
- **Continue staff training** to support the effective work of CSS staff, especially as Bay Vista is populated.

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#### COMMUNICATE TO COUNTER ORGANIZATIONAL SILOS

BHA has set out explicit CSS goals and wants to achieve success in integrating the physical and social aspects of the HOPE VI revitalization strategy. The transition to Bay Vista would be smoother if each part of BHA operations worked cooperatively to trouble shoot any tenant issues that arise in Bay Vista and to integrate services. Therefore:

- **Explicit planning and conversation** among the management company, the development staff and BHA's CSS staff is essential.

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## INTRODUCTION

This report summarizes the results from the third year of a four-year evaluation study of the redevelopment of the Westpark public housing community for Bremerton Housing Authority. This report and its contents stem directly from the Westpark HOPE VI Evaluation Plan approved by the Bremerton Housing Authority in 2008. The Evaluation Research Team, led by Dr. Rachel Garshick Kleit and Dr. Lynne C. Manzo, is composed of housing, poverty and public policy scholars and students from the University of Washington's Evans School of Public Affairs, the College of Built Environments, the School of Social Work and the Jackson School of International Studies. This introduction explains the purpose of the evaluation, discusses the questions the evaluation as a whole seeks to answer, and specifies the questions that this particular report answers. The introduction also describes the current status of the Westpark HOPE VI redevelopment and relocation.

## PURPOSE OF THE EVALUATION

The overall purpose of the Westpark HOPE VI Evaluation Project is to assist Bremerton Housing Authority (BHA) in assessing the impacts of the redevelopment of the Westpark public housing site on original residents and the surrounding community, and to determine the extent to which BHA has achieved the goals it identified for the project in its Revitalization Plan and Community and Supportive Services (CSS) work plan. Site-specific evaluations such as this are being conducted throughout the U.S. and serve as critical tools for better identifying and understanding outcomes for the original residents of redeveloped sites, for the surrounding community, and for the receiving communities where original residents might move. The results of this evaluation can also assist in monitoring program implementation, and help BHA know what has gone well to date, and what aspects of the redevelopment might warrant greater attention, particularly for aspects of the redevelopment that are ongoing.

This four-year evaluation project addresses the question of how well BHA is meeting residents' needs and concerns regarding housing and social services throughout the life of the project. The results of this evaluation will not only help BHA understand whether it is meeting its goals for Westpark and its residents, but it will also further the national policy conversation about HOPE VI and its impact on residents and communities. The parameters and focus of this evaluation were developed in consultation with BHA staff and were formalized in the Westpark Evaluation Plan approved by BHA in 2008.

The evaluation project as a whole addresses the following five (5) questions:

1. What are the impacts of the HOPE VI redevelopment on the lives of Westpark residents?
2. To what extent has BHA achieved the goals identified in its revitalization plan and Community and Supportive Services (CSS) work plan?

3. To what extent has BHA achieved success in integrating the physical and social aspects of the HOPE VI revitalization strategy?
4. What kind of economic development is generated in the local community as a result of the HOPE VI effort?
5. What is the impact of the HOPE VI redevelopment on community revitalization in the Westpark neighborhood and the City of Bremerton?

This report responds to the first and second questions concerning the impact of redevelopment on the lives of Westpark Residents and the achievement of service goals identified in its CSS Work Plan. In order to address these questions, we focus this report on several more specific questions:

- In general, what was former Westpark residents' experience of the relocation and how did they feel about the relocation process?
- How are former Westpark households faring in their new neighborhoods, particularly in terms of their quality of life and economic security since relocating?
- How is the Bremerton Housing Authority doing at meeting the goals it identified in its revitalization and CSS work plans?

As noted in the Evaluation Plan and contract, the UW Research Team will provide an evaluation report each year from 2010 through 2013. The first report (delivered January 2010) explains who lived at Westpark and what the neighborhood was like before redevelopment to enable comparisons with data collected and summarized in later reports that track changes over time. The second report provides baseline information from a survey of relocated residents and a comparison group of BHA Housing Choice Voucher holders that was conducted in December 2009-February 2010 and summarizes available BHA administrative records. That Year II report found that based on survey data more former Westpark residents felt positively about their move away from the Westpark at the time of the survey than when they first learned they had to move. What was important to most was being near schools, jobs, medical care, bus stops, and family, and living in walking distance of a grocery store. As many as 64% of Westpark residents said that concerns about whether a landlord would accept their housing voucher limited where they looked for a place to live. Between January 2008 and September 2010, BHA staff made 530 referrals to 253 individuals, and developed 127 individual service plans. The majority of referrals were made in the six months after original residents had left Westpark. The majority of heads of households surveyed were not currently working when interviewed.

In terms of comparisons between former Westpark residents and a similar group of voucher holders, unemployed, non-disabled former Westpark residents were significantly more likely than similar voucher holders to cite "illness, disability, or inability to work" as the reason for unemployment, while voucher holders were more likely to cite an inability to find work. For the majority of former Westpark households who did experience economic hardship or food insecurity, relocation from Westpark did not appear to play a significant role in creating that hardship. Overall, former Westpark households appear to be somewhat more food secure than similar voucher holder; however, former Westpark households with a disabled member are more food insecure after

relocation. Overall, former Westpark and similar voucher holder heads of households differed little in their reported health status, and this status did not change for former Westpark residents. Poor health appears to affect former Westpark residents differently than voucher holders. Former Westpark heads of households without a disabled member reported that their health interfered significantly more in daily activities than similar heads of voucher holder households.

This document, which is the third Evaluation Report, contains the results of in-depth interviews with a sample of 51 Westpark former residents, delves into their experiences with relocation and with their post-relocation housing in greater detail than the previous year's survey was able. This Year III report also provides results of the analysis of administrative and service information from BHA and interviews with staff to ascertain how far along BHA is in achieving its redevelopment and CSS goals. The fourth and final report will address whether and how life circumstances have changed for the sample of Westpark residents over time, and make comparisons between the Westpark resident sample and a sample of households in the Housing Voucher program who have not lived in Westpark to assess whether these changes are caused by the redevelopment or broader changes in the community or some other factors. The last report, to be delivered in 2013, examines the impact of Westpark's redevelopment on the neighborhood and the City of Bremerton, assessing any economic spillover effects as well as BHA's success in integrating the physical and social aspects of the HOPE VI revitalization strategy.

### THE EVOLVING WESTPARK HOPE VI REDEVELOPMENT: BAY VISTA

This section of the report provides an overview of the redevelopment of Westpark, and an update regarding the status of the redevelopment process. Westpark was a 571-unit public housing development situated in Bremerton, Washington. The housing development was constructed on 82 acres and consisted primarily of one-story duplexes and four-plexes. Originally built in 1940-41 for war workers and their families, particularly the booming population hired to work in the nearby Puget Sound Naval Shipyard, the development was 67 years old at the time the Bremerton Housing Authority sought a HOPE VI redevelopment grant in June 2008. At the time of the HOPE VI grant application, 484 of the 571 units were occupied and approximately 1,047 people lived on site.

The current vision statement of BHA, revised in 2009, states that BHA "envision a future where everyone has the opportunity for a home that is safe and affordable; people are treated with respect regardless of their income level or background; and a person's income level cannot be identified by the neighborhood in which they live" (BHA 2008-9). The redevelopment of Westpark is a fundamental part of realizing that vision.

The redevelopment of Westpark involves demolishing all 571 units on site and replacing them with 807 units of mixed market rate and affordable homeownership and rental units (Table 1). With the market downturn, the number of units on-site as well as the mix of rental and home ownership units had to be altered. Consequently, BHA has reduced the total number of units on-site from 807

to 712, and the number of market rate units from 487 to 412. Additionally, the original plan had no market-rate rental housing. However, in the revised plan, the majority of the market rate housing (58%) is rental. There will also be fewer affordable units on-site, going from a planned 320 unit to 299. In this revised plan, market-rate units now comprise the majority of units on site. In addition to new housing, the initial plan for the redeveloped site included 50,000 square feet of neighborhood scaled retail (not constructed with HOPE VI funds). The development of this commercial sector is currently under way, with a grocery store planning to open in early 2012 and the recent sale of a lot to a credit union.

Table 1. Planned Housing Types for Bay Vista

	2008 Application	2010	2011
<b>Market rate units</b>			
For sale home lots	487	154	175
Rentals	0	238	238
Live/work for sale	0	60	0
<b>Affordable units</b>			
Public housing/LIHTC units	142	142	142*
Tax credit units	100	100	63
LIHTC/project-based Section 8 rentals	48	48	30
Affordable for-sale homes	30	30	27
<b>Total Housing Units</b>	<b>807</b>	<b>772</b>	<b>712</b>

Source: Bremerton Housing Authority 2008, 2010, and 2011. Affordable units serve people at varying levels of income below 80 percent of the Area Median Income (AMI). Low-, Income Housing Tax Credit (LIHTC) can only serve those at 60 percent of AMI or less. Combining LIHTC with Section 8 or Public Housing subsidies allows BHA to serve households with very low incomes (below 50 percent of AMI).

\* BHA is providing an additional 37 units outside of the Bay Vista Development.

The Master Plan for the entire site, now known as Bay Vista, has been developed and continues to be modified by BHA. The design firm BCRA have developed the current site plan while Tonkin/Hoyne Architecture and Design and Ross Deckman Architects have been working on BHA replacement housing.

#### COMMUNITY AND SUPPORTIVE SERVICES PLAN UPDATE 2010

As part of the redevelopment of Westpark, BHA developed a comprehensive Community and Supportive Services (CSS) program that builds on the services that were available to residents at the time of the HOPE VI application. The CSS program has a budget of \$3 million which is being used for

program administration, case management, outreach and readiness services, contracts for services with outside agencies to address gaps in services, and follow-up services for former Westpark residents. At the time of the HOPE VI application BHA also anticipated \$8 million in leverage services to further support the CSS program (BHA 2008).

Since the first evaluation report in January 2009, BHA staff has been assessing their progress regarding goals outlined in their original CSS Plan and making updates annually regarding the current needs of residents and the level at which services are being delivered. The current CSS Plan (Update 2010) was submitted to HUD in February 2011 and provides much of the service data reported in this Year III Evaluation Report. The 2011-2012 CSS Plan is scheduled to be updated in February 2012 and was not yet available for this report. Internal updates to the CSS Plan are completed quarterly by BHA staff. Updates for the first two quarters of 2011 (March and July) were provided to the Evaluation Team and offered additional context for the 2010 CSS Plan update.

In December 2010, BHA conducted a Needs Assessment to determine the types of services that residents needed the most after relocation, which resulted in an updated CSS plan. In the updated plan, 394 of the original 484 *households* are currently eligible for services, for a total of 806 eligible *individuals* (Table 2). Some of the original households are no longer eligible for CSS services due to relocation outside of the Bremerton Housing Authority jurisdiction, eviction, or death. As of August 31, 2011, seven household heads were deceased, 20 households had been evicted, three took their voucher to other jurisdictions, 12 lived out of state, and another 27 lived outside Kitsap County.

Table 2. Westpark Residents Eligible for CSS Services

	June 2008	Feb 2009	Dec 2009	Dec 2010
<b>Number of Westpark HOPE VI CSS eligible households</b>	484	464	427	394
<b>Number of Westpark HOPE VI CSS eligible individuals</b>	931	913	914	806
<b>Number of Westpark HOPE VI CSS eligible individuals, age 19-64 and non-disabled</b>	382	283	310	287

Source: Bremerton Housing Authority 2008, 2009, and 2011. For a summary of the original CSS plan, please see our Year I report, "HOPE VI Evaluation of Westpark Evaluation Report: Year I" available at: [http://evans.washington.edu/files/westpark\\_uw\\_baseline\\_yr1\\_final.pdf](http://evans.washington.edu/files/westpark_uw_baseline_yr1_final.pdf)

This evaluation report provides findings on how the service needs of former Westpark residents have changed since they relocated, and identifies any difficulties that residents face in accessing these services. This third year report also provides information on BHA's progress in meeting its CSS goals. A more enriched understanding of the role that CSS plays in residents' lives during redevelopment will help BHA to continue to provide valuable services to former residents during the redevelopment of Westpark.

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## REDEVELOPMENT TIMELINE UPDATE

Overall, the redevelopment of Westpark began in 2006 and is expected to be complete by 2014. The first part of the Westpark site to be redeveloped is composed of assisted living rentals for seniors. This four-story, 47,279 square-foot facility is comprised of 72 units; 45 of which are designated as subsidized units. This portion of the site, known as Bay Vista Commons, was redeveloped without HOPE VI Funds yet is part of the site's redevelopment as a whole. The construction of Bay Vista Commons began in March 2006 and was completed in August of 2007.

Construction of a four story apartment building called "The Summit" began on April 1, 2010 and was completed in May of 2011. The building provides 83 units and is currently available to public housing, Housing Voucher, and Low-Income Housing Tax credit qualified renters. Units became ready for occupancy in June 2011, and residents began moving in, in June 2011. Included in the building are the Bay Vista Internet Café, offices for BHA, a computer lab, and a resident lounge and library. The Bay Vista Internet Café opened in fall 2011. Former Westpark residents who completed the Barista training program offered through CSS will have an opportunity to be employed in the shop.

Phase 2 of BHA's redevelopment began in the fall of 2010 and consists of the construction of "Bay Vista South", a 68-unit complex consisting of 19 townhomes and stacked flats that are also available to public housing, Housing Voucher and tax credit participants. Four of the units in Bay Vista South became available for occupancy in September 2011, while the remaining units were completed November 30, 2011 and fully occupied by December 15, 2011 Sector 2C, will consist of market rate homes. Additionally, Habitat for Humanity will be constructing homes within the Bay Vista development for an affordable homeownership program.

Map 1. Bay Vista Development Plan, 2 February 2012



"Bay Vista West" is currently in the construction stage. At the time of this writing, 69 units are planned for this building. Construction is underway and expected to be completed in 2012.

Bay Vista West will conclude BHA's part of the development of new rental housing. The fourth and final phase of subsidized rentals will be built by American Baptist Homes of the West (ABHOW) in conjunction with Beacon Development and will consist of 81 units financed by a HUD 202 grant and 9% tax credits. Construction of this final project will begin in January 2013.

A portion of the project's land is dedicated to commercial development. In the spring of 2011, BHA sold a large chunk of the commercial land to WinCo Foods which will open a new 54,000 square foot grocery store in the spring of 2012. In December 2011, BHA sold additional land to Kitsap Credit Union for a new branch opening also in 2012. Additional commercial land was put on the market in November 2011.

BHA's application for its HOPE VI grant included plans for creating 37 Low-Income Public Housing units off-site. This plan was revised into two off-site phases. The first phase of 22 units was purchased in November 2011 and BHA is currently looking for the additional 15 units for its second phase.

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#### RESIDENT RELOCATION TIMELINE

In order for the redevelopment of Westpark into Bay Vista to be realized, residents had to be relocated. The relocation of Westpark households occurred in phases according to BHA's designation of site sectors. Some took the option for early relocation, and moved as early as April 2008. The last relocating residents left Westpark by the middle of October 2009.

About 40 households have already returned to Bay Vista, the majority of which live in The Summit. Many of these residents returned to public housing, but some opted to keep their Housing Choice Vouchers, citing the improved flexibility that having a voucher affords the household.

## METHODOLOGY

The overarching goal of this evaluation is to help BHA determine how well it is meeting its goals for the HOPE VI redevelopment. To do this, the Evaluation Team used a combination of research methods to capture the critical issues facing the Westpark community during this time of transition and determine the impacts of the redevelopment on original residents. These different data collection methods were employed to address the questions outlined in the approved Evaluation Plan for the third year of the evaluation. Specifically methods such as in-depth interviews with residents and BHA staff and analysis of administrative records were used to address the evaluation questions outlined on page 2 and assess a series of impacts of the redevelopment on original residents.

## IMPACTS ON ORIGINAL RESIDENTS

In accordance with the Evaluation Plan, this year's evaluation report summarizes the impacts of the redevelopment on original residents in several areas: Residents' relocation experience, residents' housing stability since relocation, residents' quality of life since relocating from Westpark, the quality of their current neighborhood, their economic security, and service needs and use. These different impacts were assessed using different research methods:

- Information on residents' relocation experience was collected from in-depth interviews with a sample of former Westpark residents;
- Residents' housing stability was evaluated using quantitative administrative data to determine if relocation from Westpark impacted their ability to maintain consistent housing economic security;
- Information regarding resident' quality of life since relocating from Westpark was based on in-depth interview data;
- Results regarding the quality of residents' current neighborhood were drawn from both the in-depth interviews, data from the Evaluation Report Year II survey, the U.S. Census Bureau's American Community Survey's 5 year average (2005-2009) data; and data on school quality from the Office of Superintendent of Public Instruction.
- Information on service use and provision was collected both from the in-depth interviews with staff and original residents, and from service referral and completion data that BHA maintains as part of their CSS tracking throughout the redevelopment process

Details about the approaches to assessing each of these impacts are provided in the sections below.

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## RESIDENTS' RELOCATION EXPERIENCE

While the Year II Report discusses survey data gathered from residents regarding their experience and satisfaction with relocation, this report aims to contextualize and enrich this data with fuller information from residents about relocation. To do this, the evaluation team conducted 51 in-depth interviews with a random sample of former Westpark residents (See “Data Collection Strategies for In-Depth Interviews” for more details about the in-depth interview methodology; See Appendix A for the In-Depth Interview Instrument for residents).

Through these interviews, detailed information was collected on residents’ initial reaction to moving, and to determine whether any residents had considered leaving Westpark prior to the redevelopment. Interview questions also sought to identify any concerns residents had about relocation and their reflections on the move after relocating elsewhere. Residents also described any special circumstance they had which needed to be considered during relocation along with any hardships or opportunities that the move created for them. Finally, information about any relocation assistance that residents received from BHA, and their opinions about the adequacy and timeliness of this assistance, was also collected during these in-depth interviews.

The results of these interviews will provide BHA with information on how residents fared during the relocation process and whether CSS services are meeting their needs. These data could also provide critical feedback for possible mid-course corrections in service provision strategies for BHA.

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## HOUSING STABILITY SINCE RELOCATION

One of the questions this evaluation seeks to answer is how stable former Westpark residents have been since relocating away from Westpark, in terms of their housing. Understanding how relocation affects the housing stability of relocated residents will help housing authorities aid their residents and take action to minimize instability, particularly of those who may be difficult to house.

To determine how often and far former Westpark residents have moved since relocation from Westpark, we use administrative data obtained from BHA, combined with addresses obtained through surveys and interviews, to construct address histories of each former Westpark household. These data tell us how often these households have moved since relocation and the distance of each move, to determine if relocation has caused residents to experience more instability with regards to their housing than while living in public housing.

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## QUALITY OF LIFE SINCE RELOCATING FROM WESTPARK

This Year III evaluation is also intended to demonstrate how the lives of former Westpark residents have changed since relocating from Westpark. Understanding these changes can help BHA provide the appropriate supportive services to former Westpark residents as well as understand the challenges that these residents face during the relocation process. In-depth interviews conducted

with residents provide qualitative data regarding how residents view the quality of their current units and neighborhoods, how well connected to services they are in their current neighborhoods, and how their economic security, health and well-being have been impacted since relocation.

One of the national HOPE VI goals, and one of BHA's goals for the redevelopment of Westpark, is to improve the economic self-sufficiency of public housing residents. In this report we had also hoped to assess the impact of HOPE VI on the household economics of tenants over time but while the Evaluation Team received income information from BHA there was no date associated with it. Therefore, it was not possible to ascertain how long it had been since relocation for each original resident, and therefore, how to understand change over time in income.

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### QUALITY OF CURRENT NEIGHBORHOOD

This evaluation also assesses the quality of the neighborhoods in which former Westpark residents now live since relocating from Westpark. To determine the quality of each neighborhood, we built indices based on a variety of indicators. Building on our findings in the Year II report on neighborhood distress, we evaluated the neighborhoods in which former Westpark residents live using nine measures of neighborhood social distress originally developed by Kasarda (1993): the poverty rate, the share of households receiving public assistance, the share of males working less than 27 weeks a year, the share of youth age 16 to 19 that have dropped out of high school and are not employed, the share of households with children that are headed by a single woman, the percentage of residents of minority status, percentage of rental housing, median income, and median home value (Table 3). This data is obtained for the block group level, because the small size of a block group (300 – 3,000 people) better reflects the concept of a neighborhood than the larger census tracts. All the data for Distress index was obtained from the American Community Survey's 5 year average (2005-2009) and were analyzed for each address on file using ESRI ArcGIS.

Table 3. Distress Index Indicators

Variable	Measure
<b>Poverty rate</b>	Percentage of population with a ratio of income to federal poverty level below 1
<b>Public Assistance levels</b>	Percentage of households receiving public assistance income
<b>Unemployment rate</b>	Percentage of males (16-64) who worked less than 27 weeks per year, or did not work at all
<b>Dropout rate</b>	Percentage of population (16-19) not enrolled in school, not a high school graduate, and unemployed
<b>Single mothers</b>	Percentage of households with children and a single female head of household
<b>Rental housing rate</b>	Percentage of occupied housing units that are rental units
<b>Minority rate</b>	Percentage of population not classified as “all-white” (population with at least partial minority status)
<b>Income</b>	Median household income
<b>Housing Value</b>	Median home value, all owner-occupied homes

All data are at the block group level, and all indicators are taken from the American Community Survey 2005-2009 estimates.

We also built indices modeled after the three Opportunity Indices developed by the Kirwan Institute. The Kirwan Institute uses these indices to determine a community’s “geography of opportunity” based on essential factors needed to thrive in a community, including “high quality education, a healthy and safe environment, sustainable employment, political empowerment and outlets for wealth building” (Reece, et al. 2010) For the purposes of this report, we modeled three indices after the Kirwan Institute’s research to serve as indicators for opportunity: Education, Economic and Mobility, and Neighborhoods and Housing (Table 4-6). The general procedure for these indices is to match each block group with information that makes up the index. We then normalize each of the individual components of each index, and then create an average of the z-scores of those variables for each block group.

The Education Opportunity Index combines school level data relating to school quality and educational attainment in the neighborhood. To incorporate the quality of schools residents’ children were most likely to attend, we weighted the scores of the six nearest schools to each address according to distance. This created a composite school quality score using the following variables: Student Reading Proficiency, Student Math Proficiency, Student Poverty, Teacher Qualification, and Student to Teacher Ratio. We then combined this school information to create the Education Opportunity Index for each of the 41 schools in Kitsap County. Then, we calculated the quality of the 6 closest schools for each household with children in 2008, weighted by distance (Table 4).

Table 4. Education Opportunity Index Indicators

Variable	Measure
<b>Student Reading Proficiency</b>	Reading Proficiency Score Index*
<b>Student Math Proficiency</b>	Math Proficiency Score Index*
<b>Student Poverty</b>	Percentage receiving free or reduce-priced lunch meals
<b>Teacher Qualification</b>	Average years of teaching experience, per teacher
<b>Teacher Qualification</b>	Percentage of teachers with at least a Master's degree
<b>Student to teacher ratio</b>	Ratio of enrolled students to teacher in classrooms

All indicators taken from the Office of the Superintendent of Public Instruction (WA). \* Index scores are compiled by the Office of the Superintendent of Public Instruction by calculating a standardized score for each school based on the scores of other schools in the district.

The Economic and Mobility Opportunity Index summarizes information about the local business climate, employment rates, and the rate of economic need within the neighborhood (Table 5). Using ESRI ArcGIS and data from the Puget Sound Regional Council, we assigned data on job opportunities and the job growth rate for each census tract. We also combined data on public assistance levels and unemployment rates from the American Community Survey's 5 year average (2005-2009). We then combined this data to produce the Economic and Mobility Index score for each block group.

Table 5. Economic and Mobility Opportunity Index Indicators

Variable	Measure	Source
<b>Proximity to employment</b>	Number of jobs (PT, FT, temp) per census tract	
<b>Economic growth</b>	Growth rate in number of jobs per census tract (2005-2009)	Puget Sound Regional Council
<b>Public Assistance levels</b>	Percentage of households receiving public assistance income	
<b>Unemployment rate</b>	Percentage of males (16-64) who worked less than 27 weeks per year, or did not work at all	American Community Survey 2005-2009 estimates

All variables are measured at the block group level.

The Neighborhood and Housing Opportunity Index incorporates information includes: home ownership rate, housing vacancy rate, property appreciation rate, foreclosure risk, and poverty rate (Table 6).

Table 6. Neighborhood and Housing Opportunity Index Indicators

Variable	Measure	Source
<b>Home Ownership</b>	Percentage of owner-occupied housing units	
<b>Vacancy rate</b>	Percentage of all housing units not occupied	American Community Survey 2005-2009 estimates
<b>Poverty Rate</b>	Percentage of population with a ratio of income to federal poverty level below 1	
<b>Property Appreciation</b>	Change in median home value 2000-2009	Census Data 2000 and 2009
<b>Foreclosure Risk</b>	Foreclosure risk score*	Department of Housing and Urban Development

\* Foreclosure risk score is calculated by the Department of Housing and Urban Development using a regression modeled on total high cost loans per block group, unemployment rate in the county, and change in home price. Block groups receive a score between 0 and 10, with 10 being the highest risk of foreclosure.

All variables are measured at the block group level.

Once we created the Distress and three Opportunity Indices for each block group, we geocoded the most recent address of original Westpark residents using ESRI ArcGIS, and analyzed the quality of their neighborhoods. Using this information we compare changes in neighborhood quality between residents original move out of Westpark and for those that moved again subsequent moves. This analysis provides rich information on differences in neighborhood quality original Westpark residents encountered once leaving Westpark.

#### COMMUNITY & SUPPORTIVE SERVICES

The Westpark Community & Supportive Services (CSS) program is designed to “continue BHA’s traditions of creating social and economic opportunities for residents, increasing their self-sufficiency and independence, and ensuring fiscal integrity in all of the programs that BHA administers” (BHA 2009). The CSS Plan is a comprehensive strategic plan based on the needs of current and future residents, including addressing social and economic barriers, preparing residents for employment and education, providing child care and youth services, and ensuring access to elderly and disability services.

To understand the extent to which BHA’s CSS efforts are meeting their referral and enrollment goals, we obtained service referral and completion data that BHA maintain as part of their CSS tracking throughout the redevelopment process. For this evaluation, we analyzed data regarding households receiving referrals for the numerous services offered through CSS, whether or not those households used the referrals to obtain services, and the ways in which this service usage has changed since relocation. These data cover the time period from January 2008 until October 2011,

and allow us to assess both the variety of services original residents have been able to access and the outcomes of those referrals and services.

To enrich the analysis of the CSS goals and achievements, we compare service data to the results of the needs assessment conducted in 2007, prior to redevelopment. In its needs assessment, BHA divided residents into three groups: Age 19-64 non-disabled residents, Disabled and Elderly, and Youth. While these data provides important information about the needs of residents, the population and the needs of that population may have changed overtime, especially following relocation.

In addition, through the in-depth interviews with a sample of former Westpark residents, qualitative data were also collected on residents' views of their service needs and how they feel these needs are being met during the redevelopment process. This information provides rich insights into the service provision process as experienced by original residents. In addition, qualitative interviews with BHA staff were also conducted to shed light on the staff perspective on CSS service provision and the redevelopment of Westpark in general.

#### DATA COLLECTION STRATEGY FOR IN-DEPTH RESIDENT INTERVIEWS

The Evaluation Team conducted 51 in-depth interviews with a random sample of former Westpark residents to learn more about their experience of the relocation, and their quality of life after relocating out of Westpark including their economic stability, health and well-being and their access to services (See Appendix A for the Resident Interview Instrument). These interviews were semi-structured and conducted in person by nine qualified, experienced individuals who lived in Kitsap County and who were employed and trained by the University of Washington's Westpark Evaluation Research Team to conduct the interviews. The interviews were designed to last between 1 and 1 ½ hours. Most residents were interviewed in their homes, although a few chose some other neutral place to meet such as a coffee shop. Each interviewee was given a consent form to sign, which also documented permission to audiotape the interview so that an accurate transcript could be produced. All but one resident agreed to be audio-taped. In this case, the interviewer took extensive hand-written notes, which were later transcribed along with all the audio-tapes of the interviews. Each resident received \$20 cash for his or her participation. The interviews were conducted between July and September 2011.

To obtain our in-depth interview sample, the University of Washington sent recruitment letters to 125 former Westpark residents requesting that they participate in an in-depth interview. Our sample included all residents who relocated from Westpark during the HOPE VI relocation process and who completed a Survey for the Year II Evaluation Report.

Each interview was transcribed, reviewed by the interviewer for accuracy, and then coded and analyzed by the Evaluation Team using the Atlas.ti 6.2 Qualitative Data Analysis software program. The team employed a grounded theory approach for the analysis of data (Glaser and Strauss 1967;

Strauss and Corbin 1990). Within this approach, researchers identify themes and patterns in the data, and develop conceptual categories, or codes, to identify and label phenomena that emerge in the data. This process is known as "open coding." Using this system, responses were analyzed across all participants. After content-analyzing all interviews, we examined them for common meta-themes across all interviews. Through this process, the thoughts, experiences and concerns expressed by each of the interviewees were compared. During this phase, the final "axial coding" was conducted. Here, the research team looked at the relationships among the different codes to find patterns and connections, thereby putting the data "back together again in new ways creating new connections between the various categories, resulting in new conceptualization of the data" (Strauss and Corbin 1990, P.97).

### INTERVIEW SAMPLE PROFILE

The sample population for the qualitative interviews consists of 51 persons, 20 male and 31 female. The ages of interviewees range from 23 to 70 with a mean age of 45. Thirty-three interview respondents are disabled and unable to work. Of the remaining interviewees, eight reported working for pay, four stay at home tending to family, and one is retired.<sup>1</sup> In terms of marital status, 29 interviewees had been previously married, and six are currently married while fourteen are single and never married, and two are unmarried but living with a partner. Over half of the households in the sample (29 of 51 households or 57%) are composed of a single person. Household size ranges from one to five people. Of the multi-person households, eight live with one other person, seven interviewees live with two other people, three interviewees live with three other people, and four live with four other people. The average household size is two people.

The number of children in the sample households ranges from zero to four. As many as 39 of the 51 households have no children, while four households are single-child homes, three are two-children families, three are households with three children and two are four-children households. Most multi-children homes are comprised of 2 or 3 children. The racial make-up of the sample is predominantly Caucasian. Overall, the sample is a largely disabled, primarily white population comprised of mainly single-person households, with 12 of the 22 multi-person households reporting containing an average of 2 or 3 children.

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<sup>1</sup> Data on employment and disability status was not available for four of the interview respondents.

## FINDINGS

As noted earlier in this report, the findings of this Year III Evaluation assess an array of impacts on original Westpark residents. This includes how the relocation has gone, the housing stability of relocated residents, and their quality of life now – in terms of the quality of their current neighborhood, their self-reported health and well-being in their current residence, and their economic security. This study also examined CSS service referrals and resident' service needs, as well residents' experience and perceptions of the services they have received. Finally, information about residents' perceptions of their relationships with BHA staff is also reported.

### HOW HAS RELOCATION GONE?

This first section of the findings reports the results from the interviews with a random sample of 51 former Westpark residents who were asked a series of questions about their relocation experience as part of a larger in-depth examination of their experience with the redevelopment of Westpark. The information reported here focuses on interview respondents' views of the relocation process, their initial reaction to moving, their main relocation concerns, any hardships and opportunities created by the move, the types of relocation assistance residents received, and their opinions of the adequacy and timeliness of these relocation services

### BACKGROUND INFORMATION FOR RELOCATION

Beginning in September 2008 and ending in October 2010, BHA relocated 427 households (for a total of 924 individuals) from Westpark. It is notable that BHA staff were able to relocate all of these households successfully in such a short period of time. Following relocation BHA has lost contact with a portion of the original Westpark residents. Based on tracking data from BHA and BHA reports, we know the following: According to the 2010 CSS Annual Report, 394 of the original 484 original Westpark households contained a total of 806 individuals who were still eligible for CSS services and therefore are currently tracked by BHA.

About 40 original households have returned to the site, mostly in the Summit at Bay Vista. One dynamic that threatens the social goals of making Bay Vista a mixed-income development is the difficulty that original residents have in returning to the site. According to staff interviews, the new development has been very selective with regard to new subsidized residents—likely trying to act to maintain the quality of the community. The result has been that many original residents have been refused. However, of the 19 former residents who discussed returning to Bay Vista in the in-depth interviews, most (12) expressed a desire to return.

While some of the original Westpark 484 households have simply been lost, the major reasons for their not being under BHA's purview any longer are moving out of Bremerton, death, and eviction.

Of the 90 households currently not being followed, 7 household heads were deceased, 20 households had been evicted, 3 took their voucher to other jurisdictions, 12 lived out of state, and another 27 lived outside Kitsap County. The remaining 21 households were simply lost during relocation and currently have no contact with BHA.

### RELOCATION PROCESS

To assess the relocation experience of former Westpark resident, we asked interview respondents a series of questions about the relocation process. To begin, we inquired about whether former residents had considered leaving Westpark prior to the notification of the redevelopment and relocation. Twenty of the sample of 51 (39%) confirmed that they had been thinking of leaving Westpark prior to the necessary relocation. One 39-year old mother of one even noted that she “desperately” wanted to leave, but that the affordability of the rent and the community resources that existed there were “excellent” and provided compelling reasons to stay. As she explained:

*The only thing that really kept me there was the fact that I couldn't afford full out rent. The community resources that I had in the Park were excellent; and I was afraid because I'm so far away from the office [now] that it would be hard for me to be able to get around.*

This respondent explained that the reason she wanted to leave Westpark was essentially because of difficulty with her neighbors. Similarly, another former resident said that she had wanted to leave Westpark because of the negative influence of others there, particularly that “there were drug addicts. They were leaving drugs behind in people’s yards. There was broken glass on the road. There was...gang life.”

Many former residents who said they had considered leaving Westpark prior to the redevelopment said that they had wanted to leave Westpark and enter the private market “eventually” but only anticipated doing so on a longer-term basis. They explained that they were living in Westpark primarily to “get on their feet and move up.” Some of these residents had wanted eventually to purchase or to rent a house rather than a unit in a multi-unit building so they could have their own yard and more private space. This was not merely aspiring to an American Dream; rather, the relocation was seen as a better way to meet the needs of their family members. For example, one mother of four children, two of whom have Asperger’s Syndrome, felt that living in a private residence with no party walls and a private yard would give the family a greater ability to accommodate the needs of her children:

*First of all, I have four kids. Two of them have Asperger's. It was important for me to not be in a duplex situation, to actually have a house so they could have the stability of a place.... They get loud a lot and I didn't want to have to disturb neighbors that were just on the other side of a wall. And it was important to me to have a yard so that we could actually do things. And it's made a difference having that house now. So, home. We needed a home.”*

But for former residents of Westpark who had considered moving before relocation began continually faced the challenge of “just trying to find the means” to move out. As one 45-year old male respondent put it, “I wanted to move out because of the crime, but I just did not have the money to do it.” Even those who were not considering moving prior to relocation acknowledged that “you always hope that you can. I always hoped that one day I’d recover enough that I could go out and work and be able to afford something. But I was planning on staying there [in Westpark] a while.” The relocation thus catalyzed a move that many were considering further down the road.

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### INITIAL REACTION TO MOVING

When asked about their initial reaction to the news of having to relocate, interviewees’ responses were mixed. Some did not want to move, and felt sad, angry, worried about leaving a familiar place (“Oh no! What do I do now?”), or worried about the logistics of moving (“Where am I going to go?”). Others were excited or relieved to leave because, as noted in the section above, it gave them the chance to “get out.” Still others had really mixed feelings about moving out of Westpark. As one resident noted, she was “sad but excited because leaving all the people and the center....”

Westpark, despite its challenges, did serve as an important stabilizing force in residents’ lives and provided the affordability and set of supports that they so needed. This created a sense of place attachment in many residents who were then reluctant to move when they first learned about relocation. As one 62-year old disabled woman noted, *“Before, I didn’t want to move, you know? Because I liked it there. I’ve been there thirteen years.”*

For those who were reluctant to move, news about relocation was difficult to take. One resident said, *“I flipped out! I was like, No! It’s not true! Nah, you are lying! I didn’t want to move. And then I started worrying about all my friends and never seeing them again and my rent was going to go up, and it did.”* One disabled interviewee said he was frightened about the prospect of moving:

*...because of my depression. Once I feel like I have found a place to settle it’s hard for me to give that up without feeling threatened. I was afraid of having to move and not being able to be part of a community the way it was at Westpark.*

Some were angry about the move because they felt it threatened their family stability. As one mother of two stated: *“I was mad, because it was the first place my kids were secure and stable in their whole life and they took that from me.”*

Others who reacted negatively to the move did so mainly because of the questions it raised about the logistics of the move. As one interviewee explained:

*I think I was a little panicked because I didn’t know how I was going to come up with the first and last month’s rent, and you know, being a single female, not having any help with the big stuff. Initially it was like, We got to move! Oh my goodness!*

As another interviewee who was disabled explained, “*I was scared; I didn’t know. I didn’t have a car and I was like, ‘How am I going to do it?’ Panic stricken. I don’t have a driver’s license, don’t have a car and I just didn’t know how I was going to do it.*”

This type of reaction particularly concern about the **logistics of the move**, was not uncommon, and this was also a particular concern among those with disabilities. As one 55-year old disabled respondent explained:

*I just thought, My God! Look at all this stuff. I don’t drive. I don’t have a car. How on God’s green earth am I gonna get all my stuff moved? With my health problems and all that. So that was my biggest concern. How I was going to get all my stuff moved. If it wasn’t for my son I don’t think I would have been able to move because I thought they were going to pack my stuff, put it out to the curb and I’m not going to have any way of moving it.*

Some had a mixed reaction to the news of relocating. As one working mother of three put it:

*It was mixed feelings. I was happy because I wanted to get a place anyway and I was a little stressed because it was like “How am I going to do this? What kind of time frame are we talking? Working two jobs, dealing with the school and it was a lot of stuff going on all at the same time, so yeah [I was] a little stressed.”*

Another respondent said, “*I was kind of nervous... because nobody knew what was going to happen to us.*” However, some interviewees who described initial worriment over the move recognized that while they were initially concerned, the Housing Authority did provide the necessary information about the relocation. As one resident noted, “*They didn’t just walk up and go, ‘Oh, you all have to move.’ They explained it pretty much.*”

Another former resident also explained that when she first heard the news about having to move she was frightened, but the training and information provided by BHA helped assuage those concerns:

*I just fell out. When I heard about everything, you know, it’s really scary for a new beginning for everybody. Especially for those who have been there [a while]. I considered myself being there all my life because I have friends and family that lived there all my life and then I finally got in and then they’re telling me we’re going to tear this all down and we’re going to build new. And I’m worried. Oh my God. I’m not going to be accepted back in? Where am I going to go if they don’t accept me back? But then we went through the Ready to Rent Program and the HOPE VI Program and everything....’cause then they brought us all in and we went through the process of learning what was going on here.*

In contrast, some interviewees were relieved to move out of Westpark. As one former resident noted, “*From the time I got there to the time I left I wanted to be out of there, man. I wanted to be...*

*just the stigma of the whole thing, man, of being poor. The whole Westpark had a big stigma. Everybody was it was like bad people.*" Several interviewees commented on the stigma attached to Westpark and felt that moving out provided an opportunity to live somewhere that did not have a negative reputation. As another interviewee put it:

*When I lived there [Westpark] it was kind of embarrassing when somebody asked you where you lived. I don't know why I felt that way. Once I got out of there it just felt more comfortable saying where you lived. Because everybody always had the notion that it was bad, but ... it just depends on who you are hanging with.*

Another interview respondent expressed similar sentiments: "*I was excited because I wanted to get away from a lot of the druggies and the people that brought me down.*" Another explained that:

*"I was actually pretty happy... because I wanted to get out of there for a long time, but it was financially impossible. So when this opportunity came up that they were going to help us that was just great."*

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### RELOCATION CONCERN

When asked to describe their relocation concerns, former Westpark residents raised a number of issues, from access to resources and services to proximity to bus lines, affordability, getting help with the physical aspects of the move, finding a landlord to accept a housing voucher, and the quality of the unit and neighborhood into which they would move. For those who were working, proximity to their workplace was important, as was proximity to and quality of schools for those households with children.

For most former Westpark residents interviewed, the main concern about relocation was where to move and how to still **access resources and services**. Included in this was proximity to one's workplace, the grocery store, the food bank, children's schools, doctors' offices and services like WorkSource. Some wanted easier access to a laundry room or a washer and dryer in their unit, and for some, this was not just for convenience but because of disabilities and mobility issues.

There were also concerns about the affordability of the new housing and whether there would be "much you could choose from" in the housing market with so many other households looking for housing. Even among those former Westpark residents who are employed, there was concern about affordability. As one working interviewee put it: "*My fear was that I wasn't going to be able to find a place with the amount of money I was making.*" Others who had a history of financial struggles were especially concerned about going into the private housing market, even if with a voucher and relocation assistance from BHA: "*I had bad credit because of bills and stuff when I wasn't on low-income housing [before Westpark].*" This particular interviewee was concerned about "*finding a landlord that would rent to a single parent and five children...that would take just take my income.*" Many interviewees had financial difficulties that made them worried about the financial costs of the move: "*At the time I was filing for bankruptcy and so I had to think of who was going to*

*have the lowest deposit and was actually going to meet BHA's ... qualification. Because we only had so much of an allowance.*" Others who mentioned affordability concerns were worried about deposits, and application fees as well.

Concerns about **affordability** of the move and the new housing were somewhat assuaged by the relocation assistance that BHA provided: "*Rent was a big thing. Because they only give you so much money to work with, rent-wise. So we had to be kinda careful on that. Not to exceed what they were going to give us for rent.*" As another interviewee noted, her main concern was "*being able to afford it [the new place], because I don't have a lot of money. That was the biggest concern, really but with them paying... I only had to pay a little bit more, so that kind of took a little bit off my back.*"

Another significant concern for relocating residents was finding a decent quality unit and neighborhood, and particularly wanting to move to a **neighborhood that felt safe and quiet**. Some were concerned that they would have to move into a worse neighborhood because of limited financial resources. One resident wondered, "*Would I be moving into a worse environment? Because not only did they [BHA] relocate the good elements, they relocated the bad elements too. It seemed like they all went to one certain development, and I didn't really want to go there.*" Another put it simply as being concerned to find a place with "*No drugs, no violence. Clean. A good healthy place.*" Similarly, "*being out of danger*" and not having "*drama from the neighbors*" were also mentioned as relocation concerns. As one interviewee summed it up: "*It had to be affordable and it had to be a nice place. I wasn't going to just move into any old rat trap just because it was affordable.*"

Others were concerned about **finding a new place in time** and felt some time pressure regarding the move: "*I just had to find another place because we only had one month to move.*" There apparently was some confusion about the timeframe for the move, or at least it varied for different households on site since other residents said they had 90 days in which to move. Even then some felt time pressured: "*I think it was ninety days. That sounded like a lot, but it's really not when you're trying to find a place and have a landlord accept Section 8. I didn't think it was going to be an issue but I found out otherwise.*" Apart from whether residents felt they had adequate notification there were other external factors that made the timing of the move challenging for some. For example, one interviewee explained, "*By the time I was approved [for the new apartment] and by the housing authority approved everything, I had two days to move. Two days to get everything into this house and clean up the Westpark Apartment for inspection... So I felt very rushed.*" Others admitted that they procrastinated during the relocation process, which made the relocation feel more time pressured:

*They [BHA] helped me find a place but I put it off to the last minute....and I told them I needed help. And they helped me find a place. It was just the moving. I just did not like to move. You know, the physical aspect of relocation is not something I look forward to.*

For those with **physical disabilities**, there were other relocation concerns such as accessibility. Some required a ground floor unit, or a unit with no stairs, or that allowed service animals. As one disabled respondent explained, “*I’m handicapped and it’s hard for me. I can’t move furniture. None of us knew if they were going to pack us and move us, or we had to do it ourselves. It was just a real frightening time.*” In this case, the interviewee’s limited physical ability, combined with the initial uncertainty about the logistics for the move, made relocation a difficult time. Other disabled interviewees were concerned that their disability would create difficulties finding a place that would adequately meet their special needs:

*My fear was that I wasn’t going to be able to find a place with the amount of money I was making and with the fact that I had an animal because I have a service animal. So my main concern was not being able to find a place that would allow an animal and allow a small rent payment.*

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#### MOVE HARDSHIPS AND OPPORTUNITIES

In discussing their experience of the relocation, many interviewees (37 of 51, or 73%) described certain hardship that they felt the move created for them. For some, the move introduced more serious hardships such as a disruption in home care, greater expenses, or a longer commute to services or to work. Others described having **difficulty with the paperwork** for changing their address and transferring mail and billing accounts to a new address. Regarding the financial dimensions of the move, some interviewees were concerned that having bad credit, a history of bankruptcy or little experience in the private rental housing market would make it difficult to find a decent and affordable place and may bias landlords against them. **Moving expenses** was another hardship that respondents identified, despite help from BHA. For others it was the packing itself that posed some challenges, although some availed themselves of BHA help while others recruited family and friends to help with the packing and hauling of boxes into trucks. For those with private resources the move seemed to go more smoothly: “*My son got a couple of his friends, my daughter got a couple of her friends and I don’t have to pay anybody to move me, other than some gas money and a dinner.*” For those without such personal resources, the move was more difficult: “*Just packing it up and getting it out was a challenge.*” As another remarked, “*I think it was five loads on the truck to get all of my possessions from Westpark to over here, and then generally all that unpacking.*”

The most commonly discussed **move hardship was financial** – higher rents, more bills and the need for lump sums for deposits and fees when relocating. This was a difficulty many relocated Westpark interviewees faced because of the move, despite receiving financial assistance for the relocation. As one disabled male respondent commented:

*I’d had to come up with this \$600 deposit to move in here so it was kind rough getting the first month’s rent and the deposit. So I was pretty broke the first two or three months I lived here, trying to recuperate my finances and get back on my feet.*

For some, the financial difficulties continued for some time after relocation, not just the first few months: “*More expenses and just total disruption. It just still isn’t the same. And this is years down the road, three years, and yeah, it’s just total disruption and expenses.*” Another interviewee also described far-reaching financial impacts, despite financial assistance from BHA:

*They gave me \$900 but the U-Haul was \$300 and that’s not including the \$200 for gas, or my deposit for my service animal... I had to pay a \$600 deposit to have her [service animal] here.... I had to pay \$900 to the landlady and first moth’s deposit, and then welfare was supposed to help me with emergency funds of \$700 [but that did not happen] so I had to borrow. It put me in debt. I had to borrow from everybody. I maxed all my credit cards and I haven’t been able to pay nothing back.*

Although residents could receive help from BHA with the **physical aspects of the move**, there were occasionally extenuating circumstances that still made the relocation process challenging. In one case, for example, a resident had just come out of the hospital so while she received help from BHA, it was still difficult for her to even supervise the move: “*Getting out of the hospital and having to see everything was back and supervise the move, which really I was not actually capable of doing at that point.*” This does, however, seem to be an exceptional case.

For a number of interview respondents who discussed financial hardships created by the move, the difficulty seemed to be based on having to pay additional bills which they did not incur at Westpark. As one interviewee explained, “*I’m not used to paying water, garbage, sewer, electricity and rent.*” As another said, the electric bill alone was a big new expense:

*This place is totally electric and I didn’t realize how expensive the electricity was going to be until the first winter here, and my first light bill was like \$200. I’m on social security disability so that kinds [sic] scared me. I was afraid to use my heat because the bills were so high. Thank God I had Kitsap Community Resources to go through and to help on my electric bill or I don’t know how I would have paid it.*

For some the expenses of moving to the private market meant making due with less space than they enjoyed at Westpark as a way to keep their housing affordable:

*Well, I couldn’t afford an apartment that could house both of my teenagers, so we’ve got one sleeping on the couch and one’s got a bedroom and I ‘ve got a bedroom. At least we all had our own bedroom in Westpark. So the cost of housing is really higher than what I can really afford.*

Clearly, moving in to the private market, regardless of financial supports put in place for former Westpark residents, exposed them to **different kinds of responsibilities**, especially financial responsibilities, to which they were unaccustomed. As one interviewee commented, there was a shift “*just being responsible for those things that were once their [BHA’s] responsibility.*” This idea was echoed by another interviewee who explained, “*What we needed in the Park and what we*

*needed here were different. Here, we had to provide curtains and things that we had in the Park and never thought of."*

It is unclear, in some cases, what exactly caused the financial troubles for the households that reported such difficulties and whether the residents fully understood the financial ramifications of the move and the choices they made, or even whether they properly availed themselves of the relocation assistance available to them through BHA. Nonetheless, these stories suggest that part of the difficulty may be residents' **lack of financial awareness and financial management skills**, something that further training, workshops or additional services might help to address.

Relocation also catalyzed **changes in access to services** for a number of former Westpark residents (For more on Access to Services, see page 72). Interviewees told stories about challenges in getting acclimated to a new place to live, finding where the bus stops and stores, are in the new neighborhood, and being uncertain about where to go if they needed help in an emergency ("Where do I go if I am in trouble and I need to get somewhere fast?")

Those who moved further from amenities like pharmacies, doctor's offices, grocery stores and the like struggled to find the best ways to meet their needs. As one disabled interviewee explained:

*If I have a prescription from a doctor that gets called in and I have to get it that day, what am I supposed to do? My caregiver is not [always] here. I have to go down in my wheelchair. This last November when we had that big ice store over here, I had no food in the house so I decided I needed to go down to the grocery store. And my caregiver didn't bring her car; she walked to work that day, and I took my chair and I slid half-way down that hill and it really scared me.*

On the other hand, some interviewees explained that the move also created certain new **opportunities** for them as well. Some used it as an opportunity to move closer to family members or friends who lived in the area. Those who liked their new place of residence also thought the move created an opportunity to move to a better neighborhood (more amenities, safer), or that their children now attended a better school:

*I think it was a positive move just getting out of there and just moving closer to work and this is a really nice complex. It's nice and quiet and I don't have to deal with any illegal activity... I mean they are so strict here: no druggies, no felons, no nothing, no loud music. They're really strict, which is nice.*

For one interviewee it seems the entire household had a better, more positive outlook on their life, especially the children:

*Everyone seems to be less stressed. Better attitudes, better grades in school. They all have their own personal private space [in the new residence] and I think that's part of it. It's just... It's a home. They invite people over more now, where before this they didn't want to talk to anybody. So I think it's just made it a total positive thing.*

At the same time another interviewee who was more dissatisfied with her new housing felt that there were fewer resources for her children and that they felt “stuck” in their new neighborhood. Her view stands in sharp contrast to those described above:

*The kids can't go nowhere [in this neighborhood]. They're hanging out with riff-raff. They have nowhere to go to be a child here. There is nothing out here for the kids. There's no movies, no skateland, no nothing. And they're [BHA] the ones who found this house for me and put me here. (P37)*

So, overall the interview data reflect a **mix of both challenges and opportunities** that the relocation created for former Westpark residents, or at least for those interviewed. Some clearly felt their quality of life has improved and that they moved into better housing or a better neighborhood while others do not. (For more detail on interviewee’s perceptions of the quality of their current residence and neighborhood, see Page 35).

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### RELOCATION ASSISTANCE

Interviewees were asked specific questions to elicit their opinions on the relocation assistance they received from BHA, particularly what kind of help they received, whether it was adequate, and whether it was timely. Interviewees described **an array of different types of relocation assistance** that they received, from help with paperwork, provision of boxes and tape for packing, help physically packing belongings in boxes, to help finding apartments (i.e. providing listings), providing background references, financial assistance with the expenses of the move (particularly moving expenses and first month’s deposit), classes for understanding the rental process, having staff on call to answer questions, help inspecting new residences to ensure they were adequate, and what some called “after services” – that is, offering lists of service providers and contact information for obtaining bus passes after the move has passed. Most interviewees readily described the help they received and were appreciative of it:

*They [BHA] did all that for me. They helped with moving. They paid for the truck... I had my surgery on my hand from my stroke. She's [BHA staff] like, "Well, tell you what. We're going to bring a couple of other people in. We'll help you pack, we'll help you move" ... which was really friendly of them... Me and my brother can probably handle it, but, like I said, my hand back then was not exactly ...in working shape. But they were glad to come in. They were glad to help pack. And they were friendly, and ... just everything that they did. They showed me this place. We did the paperwork together. They talked me through things... They were just unbelievable people. I couldn't have done it without 'em.*

Many interviewees expressed similar sentiments: “*From start to finish, they sent us the letters, they told us the procedure and it went just like they said.*” As another reflected:

*They really did try to make sure that we were taken care of. We had enough money to where we could... if we needed to hire somebody to come and pack us out they could do that...renting a truck... and so they did make sure that we were compensated somehow.*

As is perhaps inevitable when moving hundreds of households in a short period of time, different people had different views and experiences with relocation assistance. Some interviewees who experienced difficulties during the moving process and those who were less satisfied with where they moved were more critical:

*Needless to say, if things had gone differently with my relocation coach I wouldn't have moved here. Because I'm not on the city bus line, and I am a little further way from not that far from things but with my health and stuff I'm a little further away than what I'd like to have been.*

Based on the interview data, it is clear that there were a number of different relocation services offered to former Westpark residents before, during and after the relocation process. There was also variation in what particular relocation services residents chose to avail themselves of, partly based on the existing resources residents already had access to outside of what BHA offered, and where interviewees felt there were gaps in those resources. For example, some chose to get help packing boxes while others with nearby family and friends, especially those with trucks or vans, recruited them to help pack instead. Similarly, one respondent noted, "*I moved a lot as a kid, so I didn't need that.*"

Some residents specifically mentioned **classes and workshops** as helpful relocation services which they received, including the Ready to Rent program: "*[In] Ready to Rent, they tell you step by step how to do it, how to approach somebody, and how to talk about what the program's about and stuff like that. So yeah, they prepared us for all of this.*" Another interviewee noted:

*We had to take these classes, which were relocation classes, and each class lasted like an hour to an hour and a half. There were two of three of those. We went through and they were like mandatory, you had to go. But then it explained a lot of the relocation steps we went through. It didn't seem quite as scary when they walked you through it ....so it made the transition a little easier. 'Cause that way you knew what to expect.*

In some cases it seems residents were uncertain about what services were available. One interviewee explained it this way: "*It was either you get the money, or they help move you. It was a toss-up on which you wanted.*" Another interviewee described their relocation options thusly:

*They had two programs, one where they could pay for movers to come in and move your stuff or you could do it and they would pay you to do it....We did it ourselves because, one, we've had bad experiences with movers before, and two, we thought we could do it cheaper than moving companies would do it for.*

Still another interviewee explained that the amount of financial assistance provided was also related to bedroom size, or more accurately, household size:

*They have this program where they gave you so much per unit. So if you had a two bedroom you got so much amount, a certain amount. And if you had a three bedroom you get a different amount, a one bedroom...So actually the amount that was for my two bedroom actually paid for my deposit. I just had it out of pocket at first, but I got it at the end, so really it wasn't a cost to me to move.*

In instances where respondents said they did not receive much relocation help interviewers asked them whether this was because they did not ask for the help or because BHA did not offer such help. Several noted that it was for both reasons that they didn't receive assistance. Additionally, **some were confused about how relocation assistance was provided**, especially when they compared the relocation services they received with those of their neighbors:

*We had a relocation check. I think it was \$1,200. It barely covered the deposit that we had to have for this place. We found out about a month later [after the move], that people moving out after we did were getting about \$2,000 to help them move, but they wouldn't give people who had moved out the extra money to help cover the bills we had had to skip in order to do it.*

Given the complexity of the relocation process in general, and the fact that relocation assistance was tailored to the different needs of different households – or more specifically, that different households chose to use some relocation services and not others – it is not surprising that some people were confused about fairness of the relocation assistance provided, and whether they got the help they felt they needed or deserved.

#### RESIDENT OPINIONS OF THE RELOCATION HELP RECEIVED

A full 33 of 51 interviewees (65%) made a clear statement that they felt the relocation help they received was adequate. Expressions used to describe BHA and the help received included: "fantastic" "friendly" "nice" and "cooperative." As one 49-year old disabled male interviewee described:

*I was amazed. Well, considering how many people...they had to relocate, and how much assistance they gave me [and] they had to give to a lot of other people. You know, they had to staff up for that. Yeah, I was pretty impressed with the way it all worked out.*

Others who responded positively appreciated the degree of information and the openness of the process:

*[BHA was] very helpful regarding the situation. When they knew something new regarding...how everything was going to be handled they let us know when we*

*asked. If they didn't know, they were honest about it, they were like, we're still finding out the information, as they get it we were told. They had meetings that we were allowed to go to, to find out for ourselves. So that we knew that nothing was going on that we didn't know about, so we knew everything was really open environment regarding the move, and so it was really good.*

Only nine of the 51 interviewees mentioned specific relocation needs that went unmet. These concerns are described here to shed light on who had difficulty with the relocation and why. These included having an adequate amount of money to cover all the moving expenses, having more updated apartment listings, getting more help checking on landlords, more help finding adequately affordable places, more help with deposits and getting "a little more understanding" during the relocation process. As one interviewee explained, she knew BHA had put effort in helping relocate residents but still there were challenges for her family in finding an adequate apartment:

*They tried. I will definitely give them that. They put in a lot of effort, but they didn't stop to think through what people would need. They were trying to put a lot of people into View Crest. We couldn't move in there - the largest they have is a three-bedroom, but even in the Park, we were working on getting our boys separated. Their disorders make it impossible for them to share a room...So, we had to separate them. So BHA's ideas didn't quite meet the realities.*

Others who talked about inadequate relocation help seemed to have difficulty with the choice between obtaining the physical assistance and monetary assistance for the move. As one 70-year-old interviewee explained:

*They [BHA] gave me \$900 basically. They said they could have someone come in and have someone move me, and that's it, and I would pay for everything else, or they could give me \$900 to help with gas and stuff to move me out. I didn't have a choice. I needed help for the deposits and stuff.*

At least in this case it seems that the choice between receiving financial support or physical help was difficult, and this individual felt a need both types of help equally. Despite being physically disabled and needing help with the physical aspects of the move, this interviewee chose the monetary assistance because they felt a greater need for that form of help. But it is notable that they felt they had "no choice" in making that decision.

In addition to most interviewees feeling that the relocation help they received was adequate, most felt it was prompt and timely:

*Well, I needed boxes to move. Shortly after that they were delivered to the house. The money when it was time to move came right on time to where I could put money down and be able to move right in. The whole thing went smooth. The inspecting of the unit went quickly. It didn't take long at all. Pretty much a week after I said,*

*"Hey, I'm interested in this unit," they had it inspected. And I was glad that there was no issue, because it didn't take too long to get it passed.*

Others also positively described the timing of the help they received: *"The day that I signed off on my old apartment...I received my security deposit check, plus I received a check to help for paying for the move itself."*

Only four of the 51 interviewees stated that they did not receive relocation help in a timely manner. The issues ranged from the timing of the arrival of the moving van and the timing of the financial assistance. The interviewee who had trouble with the moving van explained, *"They told me the truck would be there a week later; and then so I had to take off more time from work, and my boss got kind of mad. But besides that, I got here."* The other respondents had difficulties with the timing of the financial support. As one stated simply, *"They paid us after we moved."* Another interviewee who reported difficulty with the timing of the financial aid described her situation with some frustration: *"I got that [the financial assistance] in two checks also, so I ended up having to borrow the money to get this place, waiting for that second check to get here. I got screwed when they relocated me. I really did."*

Still, it is important to note that the **vast majority of interviewees did not complain** about the amount or timeliness of the relocation assistance that they received.

However, a few interviewees (16 of 51 or 30%) had less positive relocation experiences and opinions about the relocation help received. As one elderly female respondent noted with some frustration:

*Well, you're supposed to have somebody help you find a place, and...I don't feel that I really had the proper help in finding a place, because I found the place on my own. When I had my so-called helper [she] would take me out, I'd find what I wanted and I wouldn't get it because she never got the paperwork done. So I lost it, you know, by the time she got around to it.*

In terms of recommendations for what BHA could have done differently, some of these 16 interviewees made a few suggestions, including starting both the notification and the relocation process earlier (*"Maybe an earlier notification process that we had to leave"*), so that they would have more time to find a new place to live, providing more options of apartments/houses to look at, and using a different filing system so there would be more careful tracking of residents checks (presumably their relocation checks). The most common suggestion had to do with having more time either to find a new place or to make the move itself. As one interviewee commented, *"[We] should've had more time to look for a place. 'Cause it got down there to the bare wire before I had to move."*

There was **some confusion about the relocation process and the timing** of information sharing and needing to leave that upset some residents, according to interviewees. For two former residents

the confusion was specifically about the phasing of relocation. As one put it, ““They kept changing their minds on who was going to move out first and that made people pissed off.”

Another explained that the time frame for relocation kept shifting and that confused people:

*They talked about it for three years. They kept telling us it was going to be this year, it's going to be that year, so no one frickin' believed them when it was time. Bam - they always said, "oh it's going to be next year", "oh it's going to be six months", "no, it's going to be in a year" "no it's going to be in 8 months", so nobody believed them... We all sat around talking at the meetings, so, they felt that BHA couldn't make up their minds when they were going to do it, so no one believed them and no one was prepared.*

However, some accepted or at least tolerated problems in the relocation process, and generally felt that BHA still did a decent job with relocation. As another interviewee explained, the difficulties were understandable, in their view:

*It ran fairly smoothly. There were some starts and stops...like, not knowing when we were going to be moving. They couldn't give us a definite answer because they didn't have the grant yet. So until we had the grant...BHA wasn't able to help us with what date we would be doing what on.*

Another respondent added, “And they are still handling it pretty good. They’re taking their time, and I think someone said they were being selective, but I don’t think they are, they’re just putting everyone through the process.” This comment, particularly that this respondent feels BHA is still handling the relocation (and follow-up) well, speaks to the important issue of former Westpark residents’ continuing relationship with BHA staff.

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#### REFLECTIONS ON THE MOVE

For some interviewees, **the relocation had gone as they hoped or even better** “because of their [BHA] assistance, you know. They helped me financially and helped me find a place and were supportive.” But comments from the interviews also revealed that respondents have acclimated to their new place of residence and feel more positively about the relocation in retrospect, now that they have settled into a new place. As one 55 year-old disabled woman explained:

*Now that I'm out of there, I like being out of there. You know, once in a while I miss not being there, but for the most part, being where I am, I'm close to my bank, I'm close to my doctor, so I'm a lot better off now that I've moved.”*

Indeed, it seems that people who are pleased with where they are currently living tend to feel that the relocation went well. As one respondent put it:

*It went well. It was an easy flow. They did it rather well except for the fact that it did take a little bit longer because my regular Section 8 came in, so I had to cancel that out to get the keys to this one. That the only thing I had to wait an extra month to move out.*

This is confirmed by another interviewee, who, when asked why they thought the relocation went well also attributed it to a positive relocation outcome:

*Because this is the house I wanted. I got it. The people that own the house had never worked with the housing authority so it was new for them. They had to make accommodations. They worked together. They liked my reaction to the house. So, it was just.... I got exactly what I wanted.*

At the same time, there is evidence that at least some interviewees had very modest expectations of the move and many expressed relief to find another place to live at all. When asked if the relocation went as he had hoped, one interview said, “It went okay, I guess” when probed why they thought it went “okay” he replied, “I had no choice.” As another respondent put it, “*Yeah, we found a place started living here. I don’t have much expectation-wise when it comes to stuff like that. You get everything moved from one place to another; you’re done.*”

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#### RELOCATION SUMMARY

A number of former Westpark residents were reluctant to move, despite being readily able to identify problems and safety concerns while living in Westpark. Others, however, were relieved to move out—to get away from the stigma and problematic neighbors and were glad to have subsidies that would allow them to move away.

Relocation concerns focused on how to still access resources and services, such as their place of employment, the grocery store, the food bank, children’s schools, doctors’ offices, and resources like WorkSource that had been prevalent and accessible at Westpark.

Many interview respondents expressed appreciation for the comprehensive relocation assistance and classes they received to help them move. BHA went beyond the requirements to help the disabled, to help residents fill out necessary paperwork. Some were uncertain about the services, and confused why the cash payments for assistance varied among households. Given the complexity of relocation and BHA’s tailoring relocation assistance to meet a household’s needs, such confusion is not surprising.

Most felt the relocation help they received was adequate, prompt, and timely and that BHA help was “fantastic” “friendly” “nice” and “cooperative,” although some confusion existed about the timing of the redevelopment and relocation.

## HOUSING STABILITY

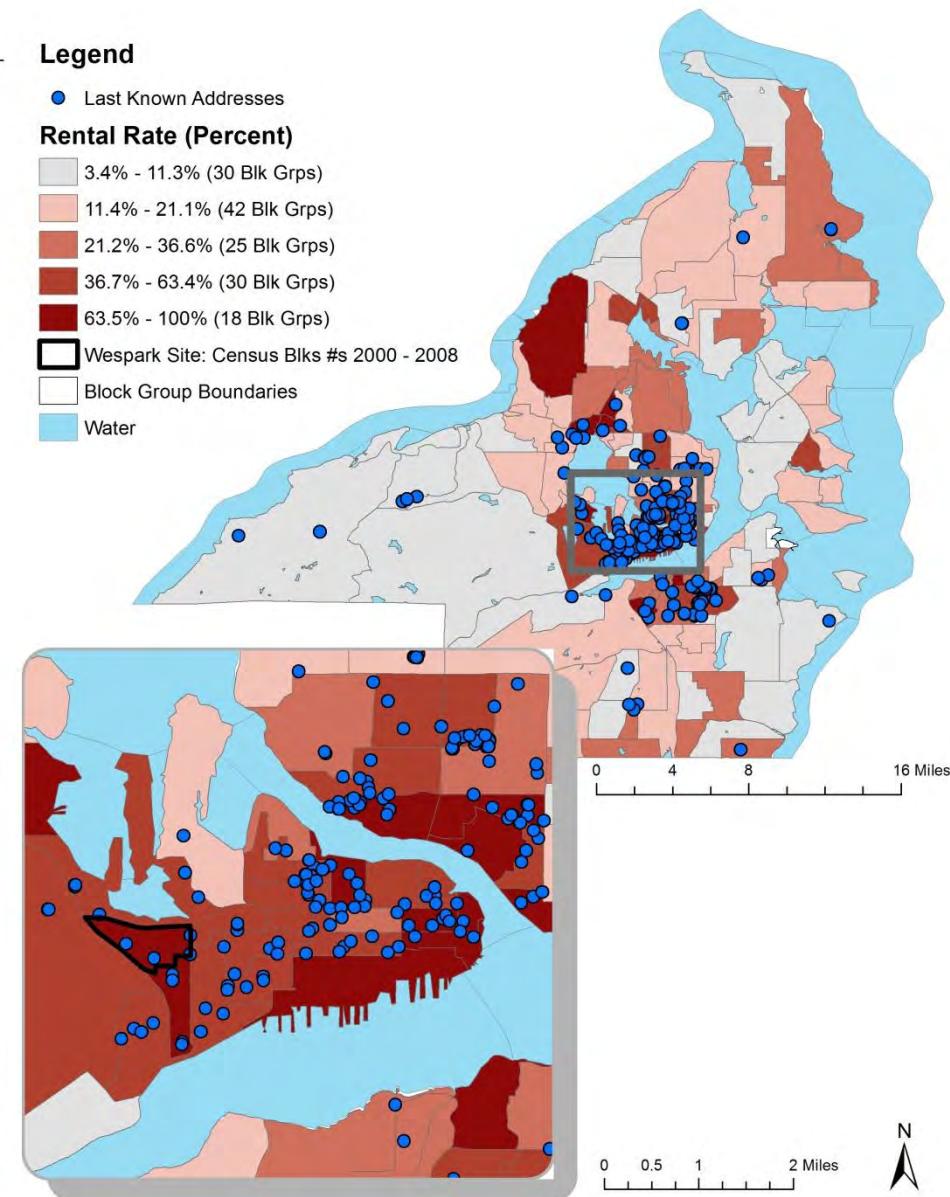
As part of the Evaluation Plan, this report also examined the housing stability of former Westpark residents. For all original households, the evaluation team collected their first and subsequent addresses, either from BHA's records, annual mailings, or change of address notifications. After original Westpark residents first move from Westpark, the majority of them stayed in their first residence. Of the 427 households relocated, we have relocation addresses for 408, and 92 households have moved at least one more time.

Table 7. Distance Moved in Kitsap County

	Miles from Westpark	Miles between First and Second Address	
	First Move (n=408)	Second Move (n=82)	(n=82)
<b>Average</b>	3.4	3.0	3.6
<b>Median</b>	3.4	3.0	2.3
<b>Min</b>	0.4	0.2	0.1
<b>Max</b>	18.2	8.7	21.5

Most original residents stayed in Kitsap County--12 moved out of state and another 27 moved outside Kitsap County. For those who remained in the county, the average distance moved was 3.4 miles, but people moved as little as 0.4 miles and as far as 18 miles. Those who made second moves and stayed within the county tended to move closer back to the former site of Westpark.

Map 2. Original Westpark Residents' Last Known Addresses and Rates of Rental Housing, by 2000 Census Block Group



Map shows the last known address of 359 original Westpark households' location in relationship to the rental housing share in each neighborhood (block group) throughout Kitsap County. Of the original 484 households, 74 had no current address as of 8/11. Twenty were evicted, 12 moved without a voucher, 3 took their voucher to other jurisdictions, and 39 were lost. Another 7 had died, 12 lived out of state, 27 lived outside Kitsap County, 1 had a PO Box, and 4 did not geocode.

Original Westpark households are living in neighborhoods that have the largest concentrations of rental housing, and are generally in proximity to the city center. Rental housing comprises less than 21% of most census-block groups in Kitsap County. Original Westpark households are most likely to live in the 18 block groups that have the highest concentrations of rental housing.

According to BHA administrative records and project tracking data, it is likely that while there were 20 households evicted since the start of relocation, 10 of those evictions occurred after relocation (rather than at the time of relocation). Another 26 households no longer had a voucher as of August 2011, and 22 of those moved with no forwarding address. So, it is likely at least 32 households (7% of original households) lost their voucher after relocation.

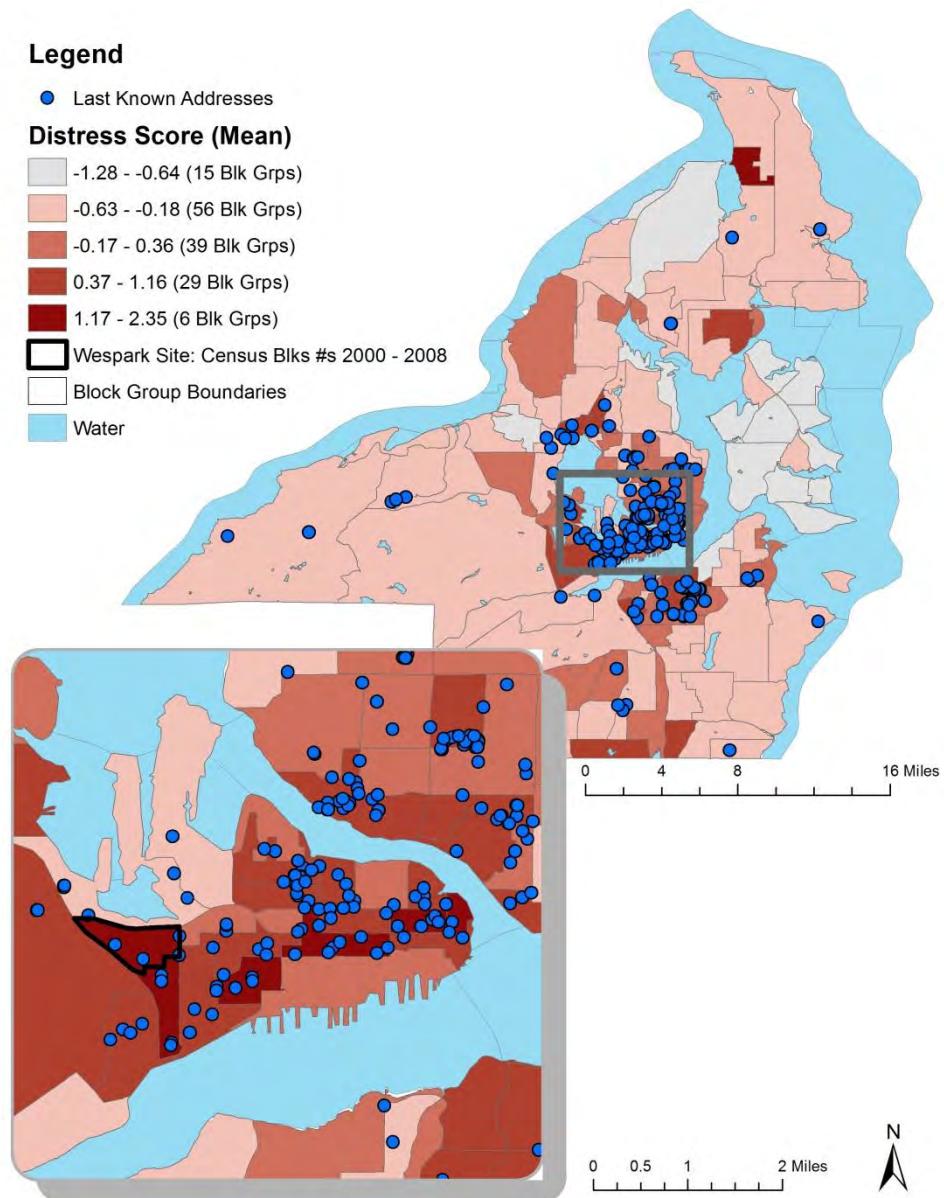
### QUALITY OF LIFE SINCE RELOCATION

As noted in the Methodology section of this report, multiple methods were used to assess former Westpark residents' quality of life since relocating. To ascertain quality of life impacts, two primary types of information were collected: (1) objective measures (quantitative data) of current neighborhood quality as determined by the Neighborhood Distress Index and the Education, Economic, Housing and Neighborhood Opportunity Indices collected for all relocated households whose current place of residence is known; and (2) subjective measure of quality of life (qualitative data) drawn from the from in-depth interviews with a random sample of 51 former Westpark residence. Interview questions regarding quality of life included what respondents like most and least about their current housing and neighborhood and their opinion of their quality of life now as compared to when they lived at Westpark. Together, these objective and subjective measures paint a picture of what life is like for former Westpark residents after relocation.

### QUALITY OF CURRENT NEIGHBORHOOD: OBJECTIVE MEASURES

Following relocation, the quality of neighborhoods in which previous Westpark residents live is a primary concern for BHA. As discussed in the Methodology Section, we have used Kasarda's Distress Index and the Education, Economic, and Housing and Neighborhood Opportunity Indices from the Kirwan Institute to assess the quality of former Westpark residents' current neighborhood. This information was collected for all the 359 original households for whom there was an address in August of 2011.

Map 3. Original Westpark Households' Last Known Addresses and Neighborhood Distress, by 2000 Census Block Group



This map shows the last known address of 359 original Westpark households as well as the neighborhood distress scores throughout Kitsap County, a composite score using 2000 Census and America Community Survey 2005-9 data. From these data sets information on the poverty rates, public assistance levels, unemployment rates, dropout rates, proportion of single-female headed households with children, rental housing rate, minority rate, median income, and median home value were taken for each block group. See Map 2 for explanation of geocoded addresses.

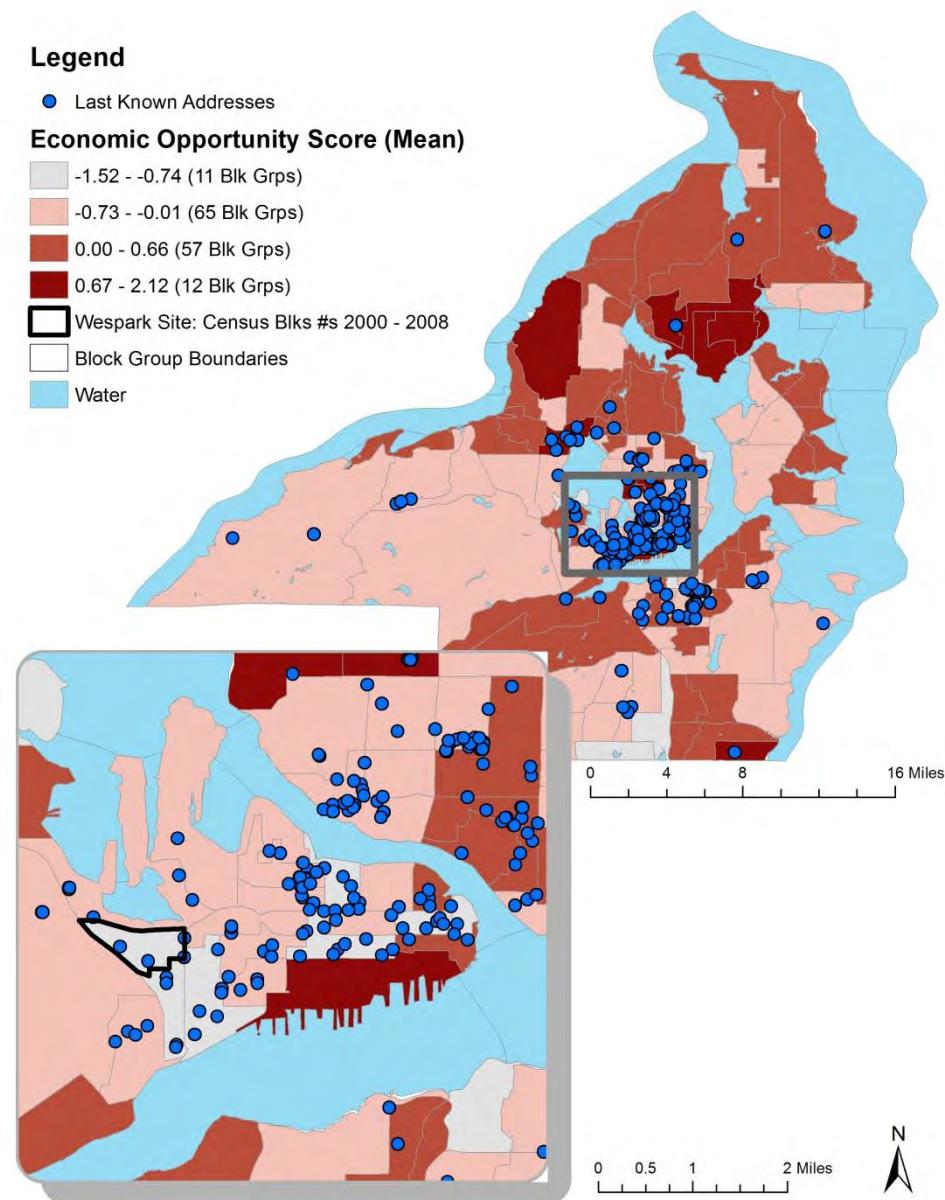
Notably, the highest concentration of original Westpark households' last known addresses is located within neighborhoods with the highest levels of distress, compared to other neighborhoods in Kitsap County (Map 3).

Table 8. Neighborhood Quality and Westpark Households: Distress Index

Neighborhood Quality	Index Range	n
<b>Low</b>	0.34 – 2.35	6
<b>Medium-Low</b>	-0.14 – 0.32	41
<b>Medium-High</b>	-0.42 – -0.18	80
<b>High</b>	-1.28 – -0.42	232

Additionally, Table 8 details a break down block groups into neighborhood quality by their Distress Index score. The majority of original Westpark residents live within neighborhoods with medium-high or high levels of distress.

Map 4. Original Westpark Households' Last Known Addresses and Economic Opportunity, by 2000 Census Block Group



Map shows 359 last known addresses for original Westpark households over the average economic opportunity index score. See Map 2 for explanation of geocoded addresses.

A large number of former Westpark residents live outside of the block groups with the highest economic opportunity scores, with higher concentration of last known addresses being located in the block groups with the lowest economic opportunity scores. The last known addresses cluster around the downtown city center, where there are fewer options for economic viability. As the economic viability increases away from the Bremerton city center, the location of residents'

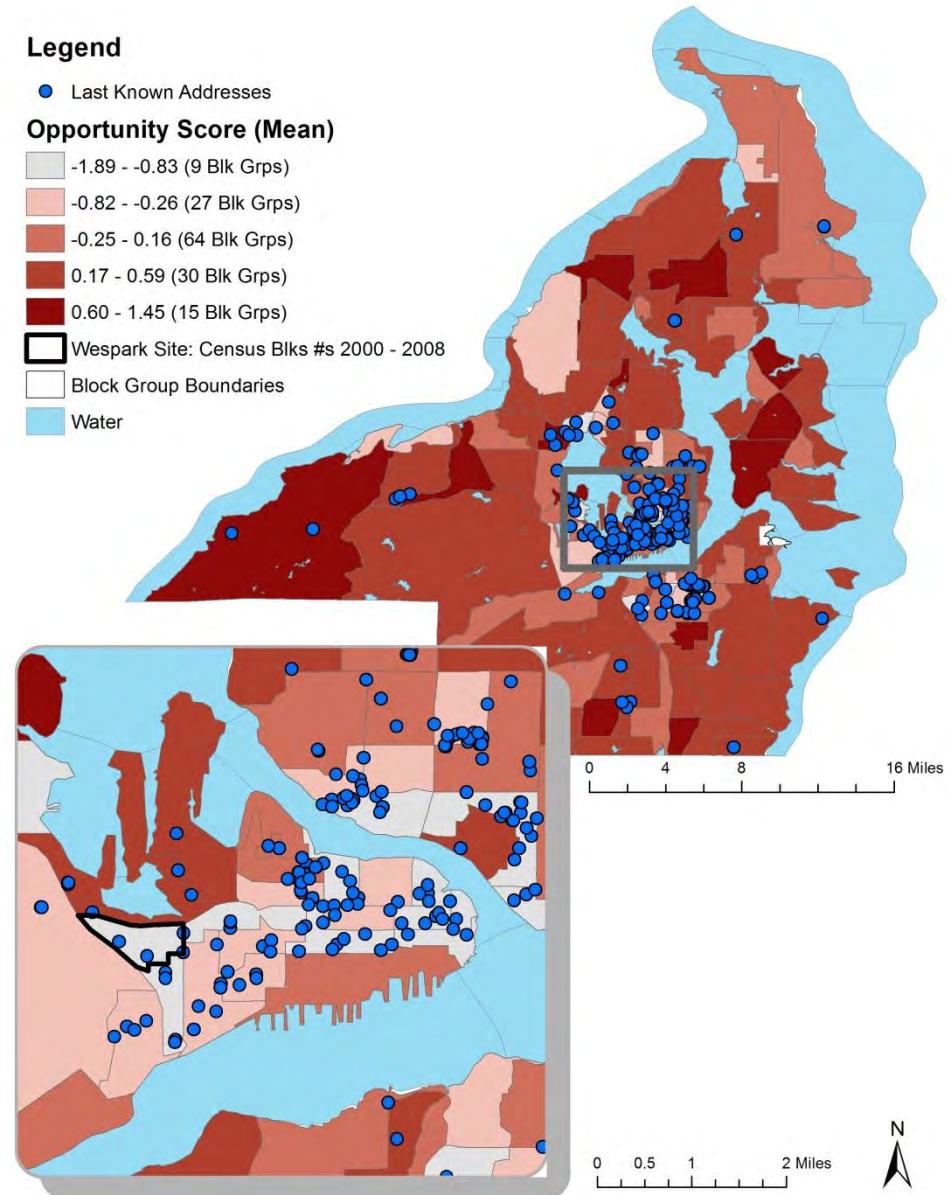
disperses. Fewer original Westpark households live within the areas with stronger economic opportunity.

Table 9. Neighborhood Quality and Westpark Households: Economic Opportunity Index

Neighborhood Quality	Index Range	n
<b>Low</b>	-1.52 – -0.29	111
<b>Medium-Low</b>	-0.27 – -0.01	121
<b>Medium-High</b>	-0.01 – 0.25	70
<b>High</b>	0.25 – 2.11	57

Table 9 ranks all block groups within Kitsap county into four quality base groups according to their Economic Opportunity Index. Most of the original Westpark residents currently live in neighborhoods with low to medium-low levels of economic opportunity.

Map 5. Original Westpark Households' Last Known Addresses and Neighborhood & Housing Opportunity, by 2000 Census Block Group



Map shows the last known location of 359 original Westpark households' living and the relative neighborhood and housing opportunity scores. See Map 2 for explanation of geocoded addresses.

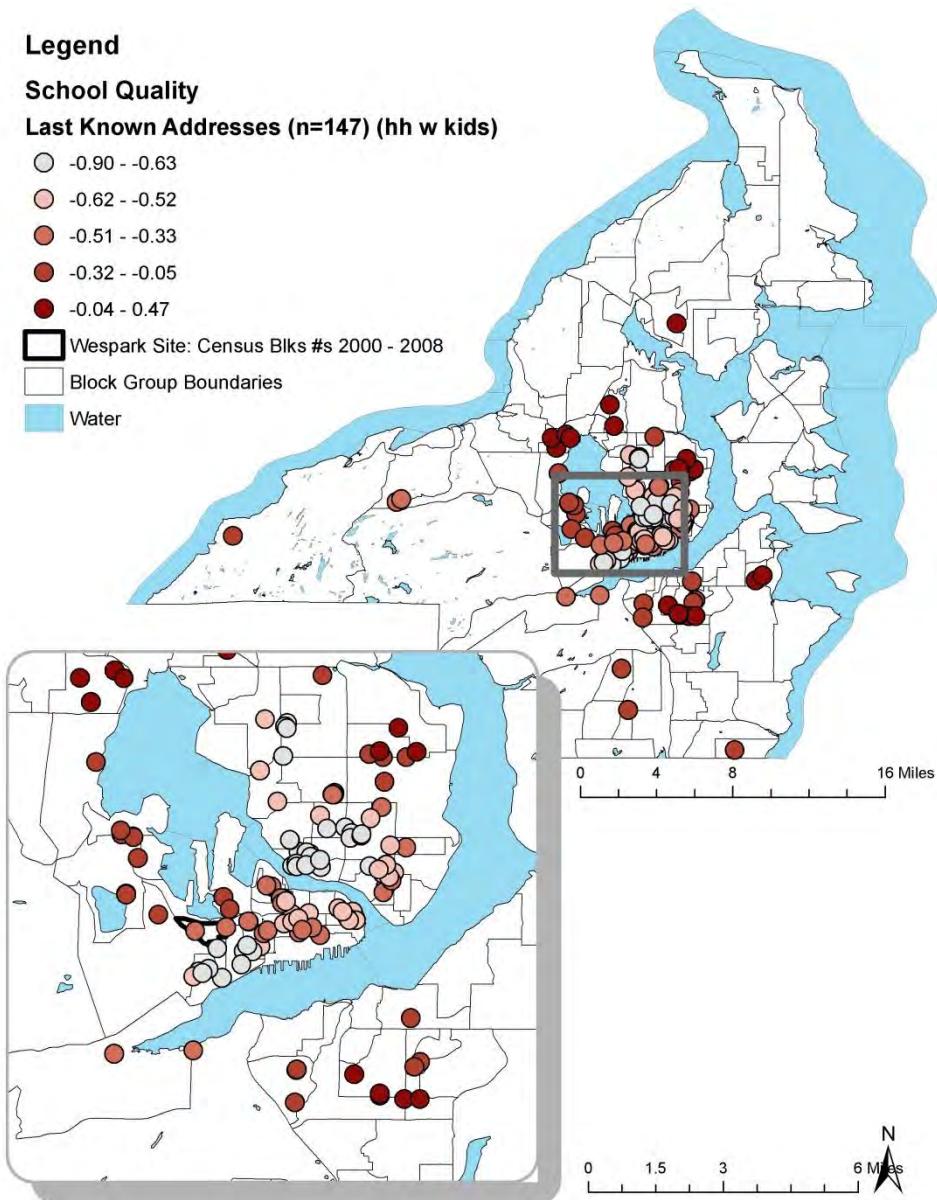
Former Westpark households are concentrated within the 36 Block Groups having **the lowest neighborhood and housing opportunity scores**. These are also Block Groups with some of the highest percentage of rental housing within Kitsap County. Conversely, neighborhood and housing opportunities as well as economic opportunity are highest where neighborhood distress and rental housing rates are at their lowest – very few original Westpark residents live in those areas.

Table 10. Neighborhood Quality and Westpark Households: Housing and Neighborhood Opportunity Index

Neighborhood Quality	Index Range	n
<b>Low</b>	-1.89 — -0.31	203
<b>Medium-Low</b>	-0.31 — 0.09	90
<b>Medium-High</b>	0.09 — 0.39	41
<b>High</b>	0.39 — 1.45	25

Table 10 ranks all block groups within Kitsap country into four quality base groups according to their Housing and Neighborhood Opportunity Index. **Most of the original Westpark residents currently live in neighborhoods with low levels of housing and neighborhood opportunity.**

Map 6. Last known address by distance to quality schools for households with children in 2007-2008



This map shows the location of 147 original households with children who live in Kitsap County in August 2011 by the distance to the closest 6 schools in terms of their quality. The darker the color, the closer a household is to quality schools. See Map 2 for explanation of geocoded addresses.

Original Westpark households are more likely to live close to schools that are of lower quality—that is, the composite school quality scores for the six schools closest to most original Westpark households with children are relatively low. Nonetheless, while original Westpark residents may still live in areas with low quality schools, school quality in their neighborhoods have increased since relocation.

Through the relocation process, original Westpark residents are continuing to live in neighborhoods with high levels of distress and low levels of economic and educational opportunity. Across all moving groups, neighborhood distress, economic opportunity, and neighborhood opportunity decreased further, since they left Westpark. Promisingly, educational opportunity has increased, if only slightly among all moving groups.

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#### QUALITY OF CURRENT NEIGHBORHOOD: SUBJECTIVE MEASURES

In addition to the information reported above on the neighborhood quality of former Westpark residents' current neighborhood, we collected subjective assessments of current neighborhood quality and quality of life in general after Westpark in the in-depth interviews with our sample of 51 to understand how they perceive the quality of their new neighborhoods and the quality of their lives now after Westpark.

Most interviewees (33 of 52, or 65%) said that they felt **their quality of life was better** compared to at Westpark. These improvements ranged from better social relationships with neighbors, improved housing conditions (more room, a defined yard), better neighborhood, more amenities on site (exercise room, laundry in unit), and being closer to one's job, services or other resources (doctor's offices, bus line, stores, etc). As one interviewee noted, "*It's a lot more stuff to do, man, all right around instead of having to go in and out of West Park all the time.*" Some also commented that they felt relief from no longer living in a stigmatized place:

*Since I've relocated I think I have more of a positive attitude. I don't have that stigma hanging over me of "Oh I live in Westpark" because I don't live in Westpark... My own family wouldn't even have anything to do with me, because Westpark was considered a place for derelicts, a place for freeloaders, for people who didn't want to relate to you and didn't want to do anything, and that's not who I was. But, that's the way society looked at us people from Westpark.*

Moving out of Westpark brought **a degree of freedom from stigma** for multiple respondents. This 25 year old head of household said, "*I was happy just to get out of Westpark and be able to live somewhere else besides Westpark, you know, because it's kind of labeled Westpark.*" Another 38 year old resident from a household of five expressed embarrassment over having to tell people where she lived: "*You know, when I lived there, it was kind of embarrassing when somebody asked you where you lived. I don't know why I felt that way. Once I got out of there it just felt more comfortable saying where you lived.*" She articulates the shift she has felt now that she no longer feels ashamed to reveal where she is living.

As a result of the move, many interviewees reported feeling happier, less anxious, depressed or stressed, safer, and less worried about their children in their new housing and neighborhood. As another interviewee explained:

*Well, inside I feel enriched. It's not the things that I have that make it nice and cozy and comfortable. But I do feel blessed and I feel very fortunate and have enough room for my daughter when she comes visit.*

Some even feel there were positive health impacts:

*I really like my apartment. And I'm no longer sick like I was. I mean I still have my health problems, but when I lived in Westpark there was a lot of black mold and a lot of dust, and I was sick a lot. I'd get bronchitis, and I had pneumonia once. And I'd get bronchitis three, four times a year. I was always sick. And now I'm, I hardly ever cough.*

But even this woman who unhesitatingly saw improvements in her quality of life, recognized that she was also less social in her current residence because the hilly terrain and less accessible transit made it harder for her to go out as much or for friends to come visit her as often as before: "*I'm just not as social as I was, and ....other people don't come to see me because of the hills and the transportation.*" This comment underscores how it can be difficult to globalize about quality of life; it depends on which aspects of one's life are being considered.

Still, interview respondents were pretty readily able to make assessments of their quality of life now versus when in Westpark. As one disabled interviewee commented:

*It's much better - much, much better. I have an exercise room, so that I can exercise every day. That was one of my problems at Westpark; I only had a one bedroom. My landlord turned my one-car garage into half office and half laundry room/storage area ... I have trees that keep the house shaded, pretty much. It's big - it's not a real small place. I have a separate dining room. And, I'm close to DSHS, if I have to go see my worker, I'm close to a store, down the street, I'm close to the freeway so if I have to go to my medical appointments and so forth.*

Feeling a **greater sense of safety** in their current residence was also a theme that emerged from the in-depth interviews. As one respondent explained:

*Out at Westpark you took your life in your own hands taking your garbage out.... around here people can walk around at night, they can take their garbage out. They know that everybody is watching out for everybody.*

As another interview respondent commented:

*We're all thriving ... because we're not in that particular environment anymore. We were thriving then, but it's more so because we've moved to another step in being self-sufficient. My kids are doing well in the schools that are in this district that we're in now. They're doing very well and they have friends that I know and can trust. Getting to know their families, ...and they have...different economical values,*

*everybody should be surrounded by. But we get [help still from BHA] ...Normally I wouldn't be able to find, like...My kids' scholarships to play soccer...so they can do extra activities that probably being a single mom I couldn't afford without saving up. So that's great, they [BHA] really push, you know, they'll do everything that they can to get it going.*

In this comment, a number of critical issues regarding current quality of life are raised. First, there is a clear statement that this mother of two feels her family is thriving. Second, this respondent attributes that not only to her children going to better schools and having better friends, but also to the continued assistance that she received from BHA regarding her children's extra-curricular activities. Third, this comment also indicates that leaving Westpark was a move toward greater self-sufficiency, although she suggests some skepticism about being able to find needed supports on her own.

This latter idea of feeling one is a situation that calls for **greater self-sufficiency** was echoed by other interview respondents as well. As another respondent put it, "*I have to get out in the world here. I don't get to shelter myself*" as when living in Westpark. Still another explained that this greater self-sufficiency stems from having fewer neighbors she feels she can call on where she lives now:

*I would say it's made me more independent, because I don't socialize with my neighbors here like I did in Westpark. Like I said, there was a couple of the neighbors ....that I could count on in a pinch, and not knowing here you don't really have anybody here you can count on.*

For those who thought their quality of life was the same since leaving Westpark, this typically was for reasons that did not have to do with housing or neighborhood quality. For example, one interviewee felt his quality of life was about the same as when living in Westpark because he recently had surgery so he was struggling with the aftermath of that. Another explained that she felt: "*About the same. We went through a phase where for a year and a half I was unemployed. So...that there kind of balances things out. If I'd been employed the whole time, we might be saying better.*" In this latter case, the loss of a job was the critical factor in challenging her current quality of life, which she would otherwise consider higher than in Westpark.

Only 5 of the 51 interviewees felt that their quality of life is lesser than when they lived at Westpark. Two of them claimed this was because they were engaged in more activities in Westpark, particularly through the Community Center. They took classes and enjoyed the structure and social opportunities offered there. This echoes findings from the interviews regarding what people missed about Westpark. The third respondent felt he had a better quality of life at Westpark because in his current place of residence he felt unable to trust the people around him. This suggests that he, too, felt a better sense of community at Westpark. The fourth respondent who felt their quality of life was less than at Westpark cited better amenities and policies at Westpark as the reason, arguing that they had more space, a yard and were allowed a dog in Westpark.

The fifth interviewee felt their quality of life was worse than before because of the stress of greater financial burdens and fewer amenities within easy distance:

*"I'm more stressed out here. I'm always angry. I can't afford nothing. I can't go to the foodbanks, I can't get to the stores, I literally, if my car breaks down, or if I don't have a car - I can't get milk - unless I want to pay \$7.00 for a gallon, because the only [nearby] store is that little corner store - and the gas is \$0.75 more than everywhere else too.*

But notably, at another point in the interview, this same respondent also confided that "Westpark was the only community I ever knew." Thus, it is possible that some of this anger and the assessment that she has a lesser quality of life now may be related to missing the old community at Westpark, and not only based on the expenses and lack of amenities in the new place.

### **WELL-BEING AND HEALTH IN THE CURRENT RESIDENCE**

In-depth interview respondents linked **both increased and decreased physical and mental health** to their new living environments. A self-reported sense of improved health among interview respondents was tied to living in a better housing unit and neighborhood, having pleasant neighbors, feeling a sense of safety, enjoying greater peace and quiet, and a living in greater proximity to stores, doctor's offices, entertainment, bus stops, and the like. Those who felt a decrease in the health and well-being tended to attribute this to a sense of increased social isolation especially when they first moved into their current residence. For those who had not been living in their current residence long, these feelings of isolation appeared to be ongoing. Others who reported doing less well also connected that to the greater stress of more expenses and financial pressure in their new place. The positive and negative impacts on health and well-being reported by respondents in the interviews are described in greater detail below, starting with the positive impacts.

### **POSITIVE HEALTH AND WELL-BEING IMPACTS**

The majority of interview respondents reported **simply "feeling better"** in their new homes. This was more of a general psychological sense of greater mental health characterized by interviewees more broadly as "feeling lighter" "less stressed" and living somewhere that "feels like home." Many respondents tied how they feel physically with how they feel emotionally, and expressed an overall enhanced sense of well-being. When asked about the effects of her new place on her health, this 25 year old female from a household of 5 responded: "*My health has been better actually, since I moved out of Westpark, because I'm not as depressed.*"

Moving out of Westpark had positive well-being impacts on multiple areas of this family's life, first and foremost a decrease in stress and a resulting increase in physical health as well. One 39 year old mother of 3, when asked how she thought living in her new place had influenced her health,

articulated a links between her physical and emotional health: “*If you feel better emotionally, you’re going to be better physically for the most part. You don’t get sick with colds or flus and stuff like that as easily.*

When this same participant was asked about changes in her quality of life, she identifies several factors that have contributed to the improvement. Speaking for her family members as well as herself, she stated that the new residence “*feels like home.*” Her children feel comfortable with having people come over to the house, not only because they have their own spaces, but because they are also free of the stigma that came with living in Westpark:

*The quality of life I think personally is a lot better, because everybody’s home. They have that sense of ‘We have a place of our own,’ and they have their own space; and they’re not afraid to have people come over. They’re not embarrassed of where they live of the people that live around them, or anything like that.*

As an outcome of the move, life overall has improved for the whole family. This respondent identifies how the decrease in stress has “lightened” her family members’ moods, enhanced their attitudes, and even brought up her children’s grades:

*Everybody’s mood has lightened up. Everybody seems to be less stressed. Better attitudes, better grades in school. They all have their own personal private space; and I think that’s part of it. It’s just...it’s a home. They invite people over more now, where before this like they didn’t want to talk to anybody. So now I think it’s just made it a total positive thing.*

A **change to a safer environment** was reported as another positive impact of relocation for numerous interview respondents who reported feeling able to let their guard down and relax in their new living environments. For example, one 38 year old mother of three articulated how the move affected her son’s well-being by living in a safer neighborhood: “*We’re not scared of being harmed in any way, so physically that’s, you know, easier. My son’s not scared, he can leave his bedroom window open at night. Physically, mentally, that’s helpful.*” She contrasted this with how the family had been living on edge while at Westpark for what might be happening outside.

Another positive impact reported by interview respondents **was establishing new social ties** with their new neighbors. Not everyone was able to achieve this – indeed, most respondents described going through an initial period of adjustment – but those who reported the move as having a positive impact on health and well-being were notably the same respondents who had established, or were starting to establish, social connections with their new neighbors. When asked to describe their relationships with their current neighbors, these interviewees reported feeling connected to at least one neighbor. As one respondent explained, “*I first felt alone but then once I realized that my neighbors and I were going to be able to be, I would say, a make-shift family, you know, and then it was different.*”

One 35 year old male who has lived in his current residence for about two years describes the process of simultaneously grieving what he has lost and being encouraged by the development of relationships with new neighbors: “*I miss the neighbors, but, I mean I met a new neighbor, and he's really friendly too, so, I guess everything kinda worked out.*”

However, this same respondent recognized that his relationship with the one neighbor does not constitute community. When asked if he felt like he was part of a community he said, “*not really like at Westpark, I mean, Westpark, ... I got to know a lot of people. I probably knew thirty, forty people over there. And here I just know my one neighbor.*” He felt his new home current offers him fewer opportunities to engage socially. However, this may change with the passage of time, provided he remains there for some time.

In contrast, some respondents have found a sense of community in their new living environments. This 50 year-old disabled male who has been living in his current residence for about a year and a half, describes a social network that supports both his physical and mental/emotional health:

*Everybody around me is always making sure about if you're eating right. All the community [is] making sure... 'Are you eating right? Are you losing weight? Are you holding your way?' And so, yeah, I'm doing more things that are with people that are just getting out and doing that, and not just be laying around depressed.*

For this interviewee, his neighbors have taken an interest in his well-being and provide him with an outlet for “getting out” and being with people instead of “laying around depressed.”

A **sense of community** may include direct interactions with neighbors like those described above, but for some, it also involved the idea that neighbors would look out for one another when needed. The spectrum ranged from shared vigilance for crime to watching out for one’s children or belongings, such as one’s car. As one respondent explained, “*I'd say we have a real good relationship with everybody. We all look out for everybody—so if there's a tow truck out there, one of us will yell out, 'Somebody's getting towed!'*” Another interview respondent described a similar sense of neighbors looking out for one another and how it created a sense of safety:

*I'm in a community place where like most of everybody here is keeping an eye out for everybody; and I know a few of the neighbors and they know me. And...so I know that they feel safe. I feel safe.*

#### NEGATIVE HEALTH AND WELL-BEING IMPACTS

The minority of interview respondents who described decreased physical and/or mental health as a result of relocation linked the changes to a variety of circumstances. Some did not find themselves in improved housing locations and instead contend with challenging landlords, poor physical structures and upkeep, issues with mold and dust, and a lack of safety. Other residents feel worse in their new homes because of financial problems and monthly expenses that overwhelm their current incomes and cause them considerable stress. Still others recognized that they had hastily chosen

their new living situation and had not taken the time (or felt they had enough time) to look for something that they really liked. Respondents in less than positive new living conditions conveyed feelings of “stuckness” and of being trapped, especially for those who identified economic challenges as contributing to their negative situations. Circumstances for this 39 year old disabled female are worse than when she lived in Westpark:

*I'm stuck. I'm stuck out here. My water bill is getting shut off every other month because my rent is way more than half my income. I used to pay \$75/month at Westpark, and here I'm paying \$437 here. I feel like because I'm Section 8 now, and my landlady is taking advantage of that, because I have to take care of my grandkids, she's making me pay more than my Section 8 is paying her. I'm not used to paying water, garbage, sewer, electricity, and rent and I don't know how they put me out here on no bus line. And, my kids got taken from CPS because they couldn't get to school half the time last year, because I'm not on a bus line...So, it's been a real struggle out here.*

Similarly, another interview respondent, a single mother of five, explained that she been on anti-depressants since the move to help her handle the stress of the financial burdens she faces:

*Before I moved to Westpark, like I say, I moved in and out of houses, because I couldn't afford it. I had bad credit because of bills and stuff when I wasn't on low-income housing. Finding a landlord that would rent to a single parent and five children...finding a place that would take just my income only, because you're supposed to have three-times your income to rent a place - I had a hard time finding a house. It was hard, it was stressful...I've been on depression medication since I moved out and I've been struggling since.*

This person was worried that the negative patterns of repeated moves because of lack of funds might happen again.

Another key negative impact on health and well-being reported by interview respondents had to do with a **decrease in their social connections**. While moving out of Westpark expanded the worlds of many interviewees, as described in the previous section, it also more narrowly circumscribed the social worlds of others. This 26 year old female identifies loneliness in her new residence as a negative result of leaving Westpark, “*I get a lot more lonely here. I actually find myself crying sometimes because I'm so lonely here...I get extremely depressed.*” The consequences of not finding community in their new residences included social isolation, withdrawal from socializing, feelings of exclusion, a sense of being an outsider, the lack of a safety net, and a general sense of feeling socially disconnected.

Westpark provided a living environment where neighbors were dealing with similar situations and this commonality engendered feelings of acceptance. Although Westpark provided its residents with little upward mobility, because of what they shared, residents found common ground and formed

community. Moving out of that environment has left some residents feeling exposed, alone with their struggles, and discriminated against, not because of where they live or who their neighbors might be, but because of who they are perceived to be by their new neighbors. This resident expresses the difference in levels of acceptance she is finding between Westpark and her new residence:

*I also don't have the empathy and compassion of the neighbors I had there. We all understood each other. We were all struggling—that's why we were there. And now I'm here and I feel like everybody looks down on me.*

This 39 year old female, from a household of 3, feels rejected by her new neighbors and hyper-visible in her differences:

*I feel like I'm the laughing stock of the...I try to keep my house pretty clean, but I feel like I embarrass my neighbors for some reason. Like they're always out in front talking about me.*

She goes on to comment on the absence of community in her new neighborhood and feelings of social isolation. She feels stigmatized “for some reason” and targeted by her neighbors:

*There's no community here. There's nothing to make it a community. People stay to themselves. I don't know anybody here—I've been here for three years. I've gone to yard sales here and people they look at you and shut the door. Turn around and shut the door on you. Turn their back on you. Everyone stays to themselves out here. I don't feel like there's a community here.*

Considering the fact that research has established links between social support and mental health, feeling or not feeling a part of a community, feeling a sense of community is not merely a nicety, but can be considered as an important indicator for mental health and well-being.

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### MISSING WESTPARK

When asked about things that they missed in their current living situation or things that they wish they still had in their lives, many interviewees identified the sense of community that existed for them at Westpark. One 39-year-old disabled female resident described Westpark as the “only community I ever knew.” For other residents, there was just an overall sense of missing Westpark, as articulated by this 25 year old head of a household of five, “*Every once in a while I kind of miss it in a way—especially now that they tore it down.*” Another resident, a 44 year old woman from a household of two reflects back on the time that she spent in Westpark:

*All three of us look back on that time as a very nostalgic time, you know? And we look at Westpark now, it's just sad, because this whole decade of our lives is just*

*gone, you know? Just memories...I miss it. I miss Westpark, yeah. We all do. Which I never thought those words would ever come out of my mouth.*

Respondents described missing Westpark even when they were very happy in their new residences. For example, while one 40-year-old former resident was glad that she moved, “*because I love my yard and my house.*” She immediately added, “*But I miss it still*” in reference to Westpark.

A critical thing that interview respondents missed was the Community Center at Westpark. The Community Center served as a physical space for community-making, either through more formally organized events or for connecting informally just by hanging around where other people were bound to be, whether it were other residents or BHA staff. For these former Westpark residents many of whom are disabled, in wheelchairs, over the age of 50, have limited mobility and transportation access, and are on limited budgets, the Community Center filled the role of a local coffee shop, of a third space where they could engage with others, without having to even leave the housing complex. The following comment from a 56 year old male who lived at Westpark for about three years identifies the importance of a space designated for community building:

*[In this new place] We don't have any place to meet, unless you're meeting in the laundry room; and that's sort of ...it's not conducive to like being in a community. You see a person at Grocery Outlet. [You] might know that they live over here, but you really don't know their names.*

As another former Westpark resident said about her new place, “They just don't have the camaraderie that we had at Westpark. I can't just call somebody to come and pick me up and take me down to the community center.”

Notably, when asked what would make them feel more a part of their current communities, interview respondents identified things like activities, barbeques, community gatherings, and meetings such as those offered by BHA. This 39 year old female resident expressed sadness over not being able to participate in the community at the level she did before she moved, she even identifies BHA as a sort of family member:

*It's been depressing not being able to get to BHA to stay as well involved as I was. It gets really hard. I think that's about the only real effect. I just can't stay as in touch; and it's like losing a member of the family kind of. It's really sad.*

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### QUALITY OF LIFE SUMMARY

Objective and subjective measures of quality of life in the new neighborhood show somewhat different results. Objective measures from various neighborhood distress indices indicate that most households moved into areas with the lowest economic opportunity scores, the lowest neighborhood and housing opportunity scores, and are more likely to live close to schools that are

of lower quality. However, subjective measures of quality of life captured through the in-depth interviews tell a different story. A majority of interviewees talked about having an improved quality of life, particularly as compared to their lives in Westpark. Many were generally pleased with where they were living, although a notable minority was less pleased because of greater financial burdens and feeling less of a sense of community where they were currently living.

As anticipated, maintaining a sense of community and being connected to associated services has not been easy for relocated households resulting in a feeling of a lesser quality of life for some. Westpark's Community Center was a hub of activity, especially for disabled residents. Generally, residents miss the ease of access and variety of classes. Although they would like to return for the social events and classes at Bay Vista, some have trouble getting there and staying as tied in as they were.

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### ECONOMIC SECURITY

Relocated residents' economic security is a critical outcome for HOPE VI redevelopments in general and one that was specifically addressed in this year's report. In-depth interviews with a sample of former Westpark residents included questions about any economic difficulties they may be experiencing in their current situation, including difficulties paying utility and other bills, as well as any experiences having "trouble making ends meet" and whether their "ability to make ends meet" had changed since leaving Westpark.

Most interview respondents (30 of 51, or 59%) reported experiencing some kind of economic difficulty as a result of relocation. Of those 30, about half (16) said things were worse now than when they lived at Westpark, however only 12 of these respondents attributed this to differences with Westpark.

Having **difficulty paying utility bills** and needing to obtain energy assistance are common issues faced by interview respondents, especially in the winter when utility bills escalate due to heating costs. This resulted in respondents needing to make difficult choices about how and where best to spend the little income they had, and which expenses to prioritize. As one respondent explained:

*for some reason, being in the Park was so inexpensive compared to now. It's just crazy, the difference. But right now it's impossible to keep food in the house. And my power bill is huge, and it's pretty much: "Do I pay it this month? Or do I wait a month and pay the one bill?... Just a balancing game. How much can I afford and, "OK. This one's getting a little high; so I need to go over here. But which one of these bills do I cut in order to pay this...?" And it's just a really ugly game that never gets better.*

This same interviewee explained that her financial problems were not merely because of having more and higher bills, but having difficulty accessing the necessary financial assistance:

*Because I can't access KCR, I haven't been able to get help with the utilities. It's been rougher, but it's been understandable. It's understandable why I can't get those resources. I pretty much have to force the issue as soon as I hear that they're open, and pray that I qualify.*

For her and others, having higher bills and having difficulty accessing financial services meant a continued and sometimes increased use of the food bank:

*I cover what I can on my utilities, and we just go to the food bank when we can, and we can't even buy food right now. It's been that hard. We haven't bought really food out of our checks for about a month.*

In terms of **food bank usage**, 42 interview respondents reported using the food bank when at Westpark but 34 have used it when living in their current location. Of the 51 respondents, 21 did not change their food bank usage, while 12 increased it and 18 decreased it. What is important to note is that change in food bank usage does not necessarily mean more or less of a need. For example, in a few cases, increase in usage was due to easier access to the food bank, along with a continuing need for food. Conversely, for others, a decrease in food bank usage was due to difficulty getting to the food bank, or the fact that they began receiving other kinds of meal services. One woman who reported using the food bank less explained that it was from greater difficulty getting there as compared to when she lived at Westpark:

*If my car was broken down in Westpark, I could get a neighbor to bring me. We'd go together. Or, if I was going to the food bank, I'd invite some of my neighbors to go too.*

In this comment we see how the social ties in Westpark enabled easier access to the food bank for this one respondent, who has greater difficulty getting there now that she lives in a place where she knows fewer people.

For still others, the reduction in food bank usage is because of an increase in income due to getting on social security, or finding food at low prices at the local Grocery Outlet.

Because of the need for affordable food and having few options, respondents used the food bank despite concerns about the quality of the food. As one woman explained:

*The thing I found out about food banks is that a lot of times you'd get stuff- well you'd have bread maybe two days it would start molding. A lot of times the things they had, by the time you brought it home and really looked at it - it was stuff I wouldn't even give my dog. It was pretty bad. But I would say that lately, the food banks are getting better - the quality of what they're giving out is better than what it was before.*

Whether one opted to use the local food bank or not, without a doubt, the consequences of **increased expenses compared to Westpark** has caused difficulty putting food on the table for many households. As one respondent explained, she had to reduce the number of meals she eats, which is a significant marker of food insecurity:

*Well, I'd say the only part that I'm having a little problem with is the food part. I pay more rent here than I did before, and I was only getting \$50/month in food stamps when my rent was lower. And, just because my rent was at a lower amount, I'm sorry \$50 is just not going to do a lot for somebody. OK, now yes, I realize that I make more now than I used to, because I've got my SSTI, but my rent went up \$115, my food stamps only went up \$35, and so I'm not understanding how society or the government or whoever, worked out how much food one person should have. I'm sorry, but \$85 a month does not feed me for a whole month, and so I've had to really cut corners and I've had to bring my eating down. I eat only one or two meals a day and that's it because I can't afford to do any more.*

Clearly financial problems caused many respondents to make difficult choices about where to spend their money:

*We've gone without power, we've had our water shut off. I've become so in debt, trying to keep up with bills here. I can't afford to buy school clothes. I can't afford to go to the grocery store. So my food stamps? Guess where they get spent? \$5 for a gallon of milk up here. \$4 for a loaf of bread. That's where my food stamps go.*

Similarly, another interview respondent noted:

*it's a toss-up between paying \$20 for gas... or saving the \$20 in case she [family member] has a doctor's appointment, or I have to go to the hospital. And sometimes I have to...like I said, I had to have an ambulance ride.*

Not all of the financial difficulties that former Westpark residents are experiencing are a direct result of relocation. One respondent acknowledges that part of the problem is incurring debt from medical problems: "*I lost my medical and I got sick quite a bit last year; and so I'm in debt to Harrison Hospital. I can't pay it. I have no money.*" Similarly, another respondent says of his economic struggles: "*I don't think it has to do with Westpark. Like the job availability has decreased. ... Things are more expensive nowadays than they used to be.*" Still, these stories underscore the financial vulnerability of this population.

Even if it was not a result of relocation, some former Westpark residents experienced a loss of a particular source of income after relocating which increased their economic insecurity. For example, one interviewee lost TANF for her daughter, while a few others lost their job. As one explained:

*I lost a job ... I should say I quit a job that was not good for my health; and so I was out of a job for awhile. Then I got a job. Then I lost that job. Then I got another job; and then I lost that job. And now I just got another job.*

Others said they lost their job because of increased difficulty getting to work (a longer commute, more difficulty accessing the bus) and other transportation challenges like being late to work in the mornings because of greater difficulty bringing children to school first.

For some the burden of financial problems was frustrating and made them feel trapped. As one person commented: “*I can’t go nowhere because I can’t afford to leave the house; I can’t keep up on the utilities, I can’t buy my kids school clothes.*”

#### ECONOMIC SECURITY SUMMARY

A majority of households interviewed were experiencing economic distress. For some, housing costs have increased. For many, inadequate utility allowances or an inability to access help, along with continuing or increasing debt, food insecurity, and instability of public benefits all contribute to this economic instability. Some relocated residents experienced financial hardship due to the move, mostly because they had to pay bills that were included in their rent at Westpark, including water, garbage, sewer, electricity and rent. Many had used the food bank prior to relocating and continued using it afterward. Many use it more because of the additional financial burdens incurred from living in the private market. However, less frequent use of the food bank was not necessarily based on less need but access problems, transportation issues and use of other food resources, as well as lack of need.

#### COMMUNITY AND SUPPORTIVE SERVICES (CSS)

A critical goal of HOPE VI is to move residents further along the road to self-sufficiency and economic security. CSS is an important aspect of reaching that goal and can provide an important role in ameliorating the impacts of relocation. Stable leadership and staffing in BHA’s CSS division since the middle of 2010 has made possible an increase in service referrals made and completed. Additionally, stable leadership also made possible training for CSS staff, who had little or no experience with case management prior to coming to work in CSS. With new leadership and the end of resident relocation, CSS staff generally have been engaging in more active case management and reaching out to original residents who said initially that they did not want services.

As part of its 2010 CSS Annual Progress Report, BHA made some modifications to its plans in response to changing needs among original residents (Table 11), generally reducing their service targets. Between January 2008 and February 2011, the number of households eligible for services fell from the original 484 to 394 with 806 original residents between the ages of 19 and 64 years remaining eligible for CSS.

Table 11. 2010 and 2011 Revised CSS Completion and Enrollment Targets

CSS Goal	2010 Goal	Revised 2011 Goal	Reason for change
Jobs Skills Training			To allow time to create partnerships with technical centers and local community colleges
Enrollments	75	25	
Completions	37	20	
High School or equivalent Education			To allow time to create on-site GED program with other partners
Enrollments	50	25	
Completions	20	15	
Number of residents employed	175	100	To allow time to create partnerships to enhance Job Training Skills program (see above)
New Job Placements	75	25	
Residents employed 6 months or longer	70	50	
On-demand transit services (seniors and disabled adults)	284	5	Most families receiving benefits are already set up with on-demand services
Access to services for seniors and disabled adults	25	5	Because of difficulties reaching senior population, goal revised to reflect office relocation and further outreach to senior population
Participants in health services	50	10	To allow time to create partnerships with new agencies and begin WEHL curriculum

Source: Housing Authority of the City of Bremerton Westpark HOPE VI Grant, 2010 CSS Annual Progress Report (February 2011)

**New partnerships are allowing CSS to meet these goals**, and are intended to enhance employment and drug-rehabilitation services, while outreach programs will expand service delivery more broadly (Table 12). The economic down turn left some original partners unable to provide services they had originally promised. Therefore, these new partnerships allow for follow-through with regard to the acceptance of referrals and their completion. Table 12 lists CSS's partners as of December 2011.

Because of the changing needs of the population, **unforeseen challenges** of working with affiliate agencies, and challenges presented by the economic recession, BHA has made it an ongoing goal to assess partnerships and identify new partner agencies to help reach its CSS goals. Additionally, to ensure that residents received services that were not provided by affiliate partners as expected, BHA increased Transportation Assistance referrals, helping residents travel to alternate sites for the necessary services. In December 2010, CSS evaluated their partner selection and identified new partners for the program.

Table 12. BHA CSS Affiliate Partners (December 2011)

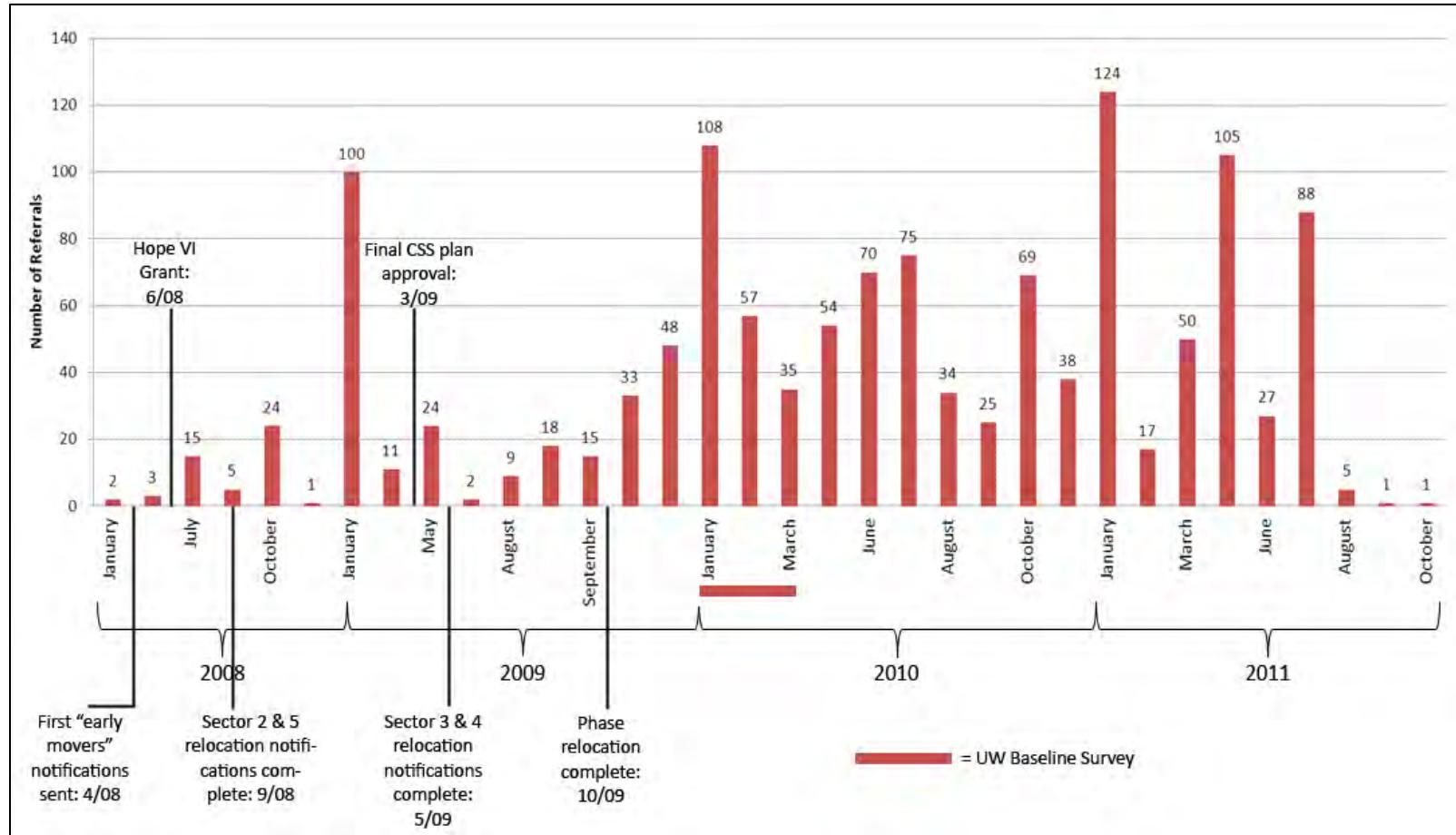
Affiliate Partner	Description of Services/Resources
Kitsap Community Resources	School tutoring; Early learning and family services; Employment and job training
Worksource	Career services such as job search assistance, job seeking workshops, a career assessments and no-enrollment in WIA
Express Employment	Two employment readiness/job search training classes per annum
Kitsap Credit Union	Monthly financial literacy classes
American Financial Solutions	Personal and group financial education, including budgeting tools, spending/savings plans, credit management, and identity theft protection
Habitat for Humanity	Training for homebuyer education, home maintenance, financial and legal education
Stand up for Kids	Christmas gift bags for annual party
American Red Cross	On-site babysitter training classes; CPR training
Positive Solutions	Benefit planning and disability awareness
WA CASH	Business development classes and peer support/ loan groups
Kitsap Mental Health Services	Development of treatment plans, individual therapy, peer counseling, medication management and other supportive services.
Olympic College	Tuition assistance and support services for Professional/Technical programs, tuition assistance for ABE/ESOL/GED students, and career services
YMCA	Teen late night vouchers; Splash and Jam vouchers; discounted gym memberships
Kitsap Transit	Demand response transit services
Advantage Driving School	Driver's training
Kitsap Adult Center for Education	GED preparation and ESL testing
Goodwill Industries	Provides customer service training classes 8 times per year
Youth for Christ	Weekly meetings for youth programs

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## COMMUNITY AND SUPPORTIVE SERVICE REFERRALS

According to CSS internal tracking data between January 2008 and October 2011 staff made 1,325 referrals, resulting in 969 completed services. With the exception of a surge of CSS referrals issued at the beginning of 2009, CSS appears to have issued the bulk of its referrals in 2010 and 2011 (Figure 1). Referrals were initially slow because staff did not record their work due to a lack of functioning record-keeping system and oversight. Except for transportation referrals in 2009, CSS has become more active, and will issue approximately 500 referrals a year in both 2010 and 2011 (Figure 2). The appointment of a new Housing Director and CSS manager in 2010 and the completion of the residents' relocation likely provided the stability and leadership for this increase in connections to services and for their documentation.

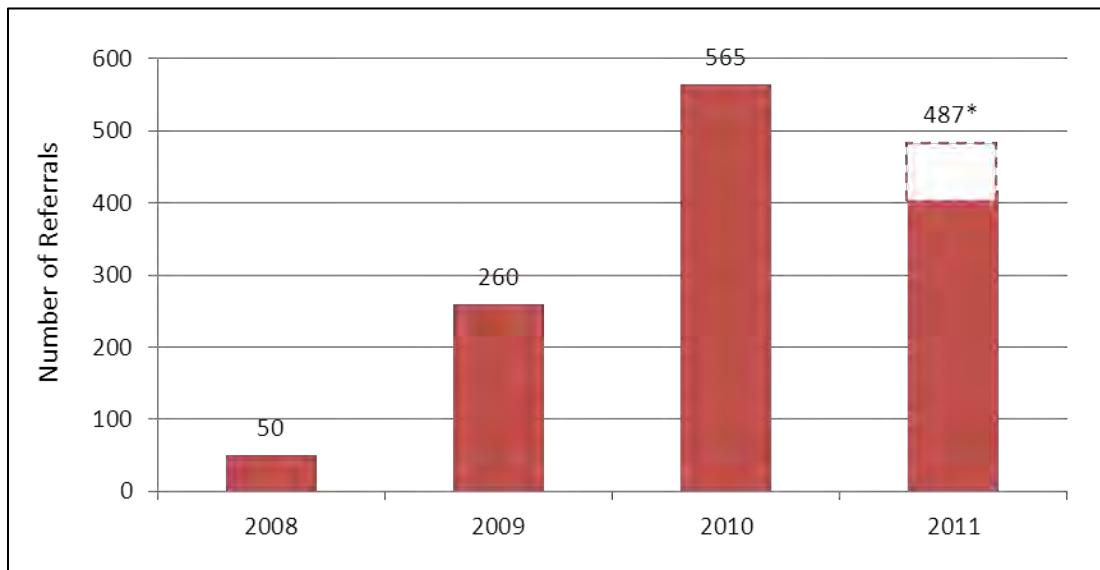
Figure 1. Timing and Frequency of CSS Referrals for Original Westpark Residents January 2008- October 2011



Source: CSS Referral Records

Figure depicts the timing of 1,325 referrals by CSS staff from January 2008 through October 2011. The UW baseline survey in early 2010 gathered data on residents following their move.

Figure 2. Total Referrals by Year, 2008 - 2011



Source: CSS Referral Records

\*Projected for the 2011 from serviced delivered by 10/11/2011

Between January 2008 and October 2011, CSS staff made service referrals for 360 people in 280 of the original 484 Westpark households, reaching 60% of currently eligible households<sup>2</sup>. This leaves 40% of former households that have no one in them who received services. CSS has been able to reach 65% of households with an able-bodied head, and 59% of households that house a disabled person.

Households where members have received a referral from CSS received an average of 5 referrals. BHA's 2007 pre-relocation needs assessment found that 47% of Westpark residents were not using offered services due to a lack of knowledge of the services provided. This raises the question of whether the current 40% of households who are unconnected to CSS simply do not need or want services or if they are unaware of them, despite outreach attempts by CSS staff.

Staff commented on the **original residents who are not using CSS case management** or referrals. The initial lack of experience with case management, trouble with tracking systems and turnover in leadership meant CSS likely lost some people who early on could have been engaged by more active tracking and case management; as one staff person commented, "case management is new." At the same time, some are clearly doing well. As one staff member said, they are "getting on with their lives" and do not need services. Others may be part of the 60% of original households that have disabled or elderly household heads and therefore are not interested in further job training or

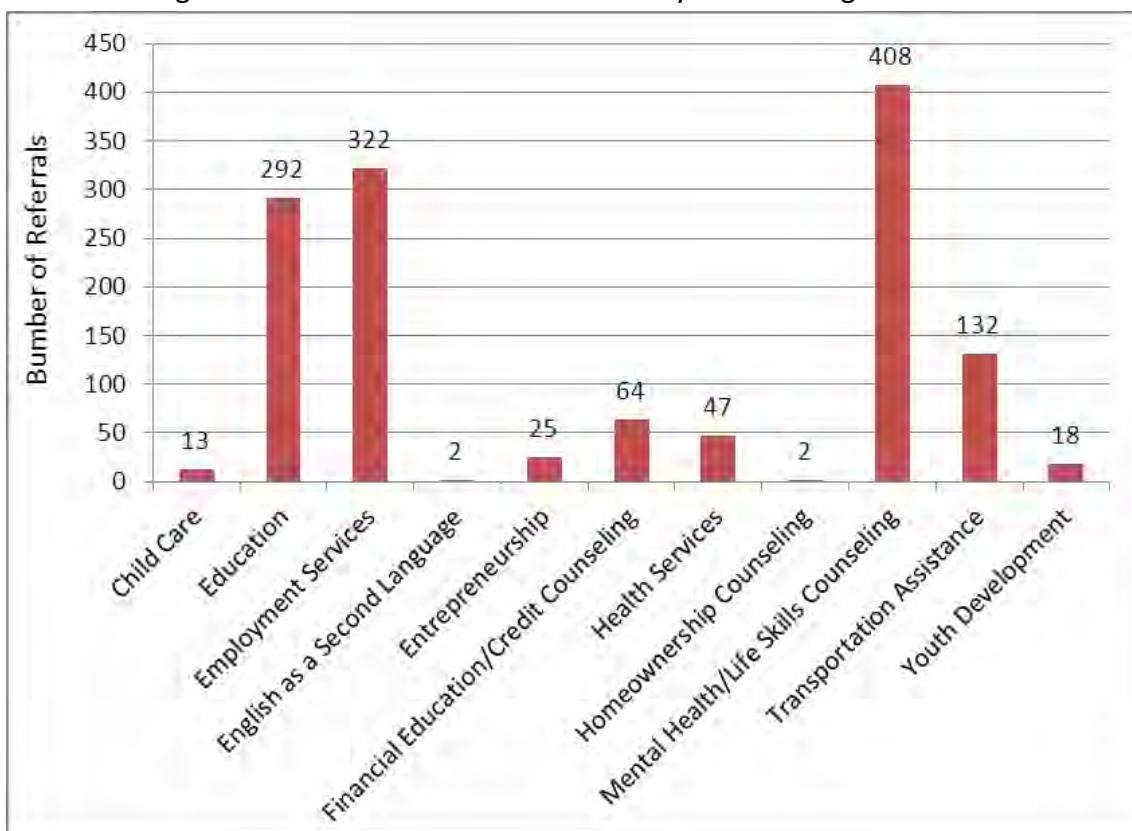
<sup>2</sup> 5 have died, 13 were evicted, 1 ported out to another housing authority, 11 moved out with without a voucher. Another 22 households are lost, with no current address as of August 2011, but they remain eligible for services.

education. At the same time, some may not want to undergo what they may feel is an invasive process of goal setting and assess needs. Original residents also may be too aware of old power arrangements, and view CSS staff as working for BHA—as their landlord—rather than resources for support and self-sufficiency.

Staff talked about their **outreach efforts**—planning social events to bring people in, biannual telephone calls where they follow up if the person has given any sign of interest in the services available, and actively seeking to overcome barriers to participation. At the same time, CSS is voluntary and, as one staff person commented, “I can do what I’m here to do, and that is outreach, and try and get these people drawn in, but it’s up to that person to really want it. I think that is CSS’s greatest barrier.” At the same time, CSS staff realize that developing “rapport with clients” while letting them know “that we’re not just here to play around or anything like just hey—call you....we’re here for more than that,” is vital. One staff person commented, “...I think it’s the persistency and building a relationship with them,” that leads to client involvement and success. Therefore, to meet the needs of the remaining 40%, BHA should continue both its outreach programs and seeking methods of connecting with unconnected former Westpark residents.

Referrals were most common for mental health (286) and life skill counseling (122) services, a combined total of 408 referrals (Figure 3). Employment services related to training, placement, and retention were the second most common referral type (322). Education services were the next most frequent (292 in total), with 237 were for trade schools and college, and 55 referrals were made for high school and high school equivalency programs. With the exception of transportation referrals, the remaining CSS services had less than 100 referrals.

Figure 3. Total Referrals from January 2008 through October 2011



Source: CSS Referral Records

#### COMPARING NEEDS AND REFERRALS

While service referrals have certainly increased since 2009, one question is to what extent service referrals meet the needs of the entire original population, not only those who are in touch with CSS staff. Staff conducted a needs assessment in December of 2010. Staff have bi-weekly, monthly, quarterly, or annual contacts with current clients, and do outreach calls bi-annually to those who are not among the current client base. Original residents also receive newsletters and announcements of services. Maintaining such ties with uninvolved original residents is difficult over the life of the grant, and estimating their needs can be difficult. Therefore, some reflection on past needs and current services is helpful.

To this end, we compare expected need for services among original residents using demographic information and BHA 2007 needs assessment results with activity of CSS (Figure 4). While needs likely have changed since that needs assessment, this comparison is a benchmark for understanding the match between past needs and services. With the exceptions of health and transportation needs, the 2007 needs assessment sampled only non-disabled persons between the ages of 19-64. Health and transportation samples included youth, disabled, and elderly original Westpark residents. Among original households, roughly 60% housed at least one disabled person, so dealing

with these distinctions is important in assessing progress in service delivery. Therefore, in the interest of equivalency in comparison, referrals from the CSS data were selected to reflect these subgroups for the appropriate services.

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#### CHILDCARE SERVICES

Only 39% of former Westpark households contained families with children, which is why childcare referrals are so infrequent. BHA referred 8% of households with children currently eligible for services to childcare services, meeting the need indicated in the 2007 BHA needs assessment. An increase in need is implied by the UW baseline survey, conducted in 2010, which indicated that 17% of survey respondents had missed work or stayed at home because they lacked childcare. Additionally, 12% of respondents indicated they took their child to work or school and 6% indicated they left their child with an older sibling, raising secondary concerns of childcare quality.

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#### HEALTH SERVICES

BHA referred only 4% of the original Westpark residents currently eligible for CSS to health related services, while 41% of the 2010 survey respondents indicated they or someone in their household had forgone medical care due to a lack of insurance or money. Additionally, the 2007 needs assessment reported that 75% of original residents were in need of health services. Within this 100% of children, elderly, and disabled persons indicated they were in need of medical services. It would be worthwhile for the CSS staff to investigate whether health care referrals might be more of a need among original residents.

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#### EMPLOYMENT SERVICES

BHA referred 30% of work-able residents currently eligible for CSS services to job skills training services and 47% to job preparation and placement services. Only 7% of 2010 survey respondents indicated they were unemployed because they were unable to locate work. The number of referrals for employment preparation and placement services has met and exceeded both this and the 26% reported in the 2007 needs assessment. At the same time, the 2007 needs assessment indicated that 33% of work-able original residents needed job skills training, while so far only 30% have completed such referrals. With continued program outreach referrals will likely meet this goal over the next two years.

Of the households receiving employment service referrals, each household received an average of 2 employment referrals. BHA has done an excellent job in providing employment services throughout the harsh economic climate, working with local partners to provide placement and training opportunities for all their clients, even those with disabilities, to support their working as much as they are able.

## MENTAL HEALTH COUNSELING

Following the relocation, mental health referrals have increased dramatically. This increased demand may be due to the increased stress residents are facing in their new neighborhoods and the disruption of preexisting social support networks. BHA has done an impressive job recognizing and meeting this need with additional referrals. Currently, BHA has referred over 32% of age 19-34 non-disabled original Westpark residents currently eligible for CSS services to mental health counseling, exceeding the 23% indicated in the 2007 needs assessment. They have clearly been responsive to these new demands.

## TRANSPORTATION SERVICES

Transportation referrals spiked in January 2009 due to the large volume of Westpark residents moving during that period. Subsequently, referrals dropped off dramatically for the rest of 2009, before picking up in 2010. While the volume of transportation referrals has been increasing over time, only 6% of the original residents currently eligible for CSS services have been referred for transportation related services, far below the 2007 BHA needs assessment estimate of 48%.

Transportation is an essential service because it can impact the use of other services. In the 2010 survey, 31% of respondents who had foregone medical care had done so due to a lack of transportation.

## FINANCIAL EDUCATION

Services for counseling and education on budgeting, credit, financial planning, identity theft protection, and building equity are understandably in high need among the original Westpark residents. The 2007 needs assessment indicated that over half (51%) of age 19-34 non-disabled original Westpark residents needed financial education counseling. In its first three years, CSS has fallen short of meeting this need, referring only 14% (40) of age 19-34 non-disabled original Westpark residents currently eligible for CSS services to financial education and counseling services.

## ENTREPRENEURSHIP SERVICES

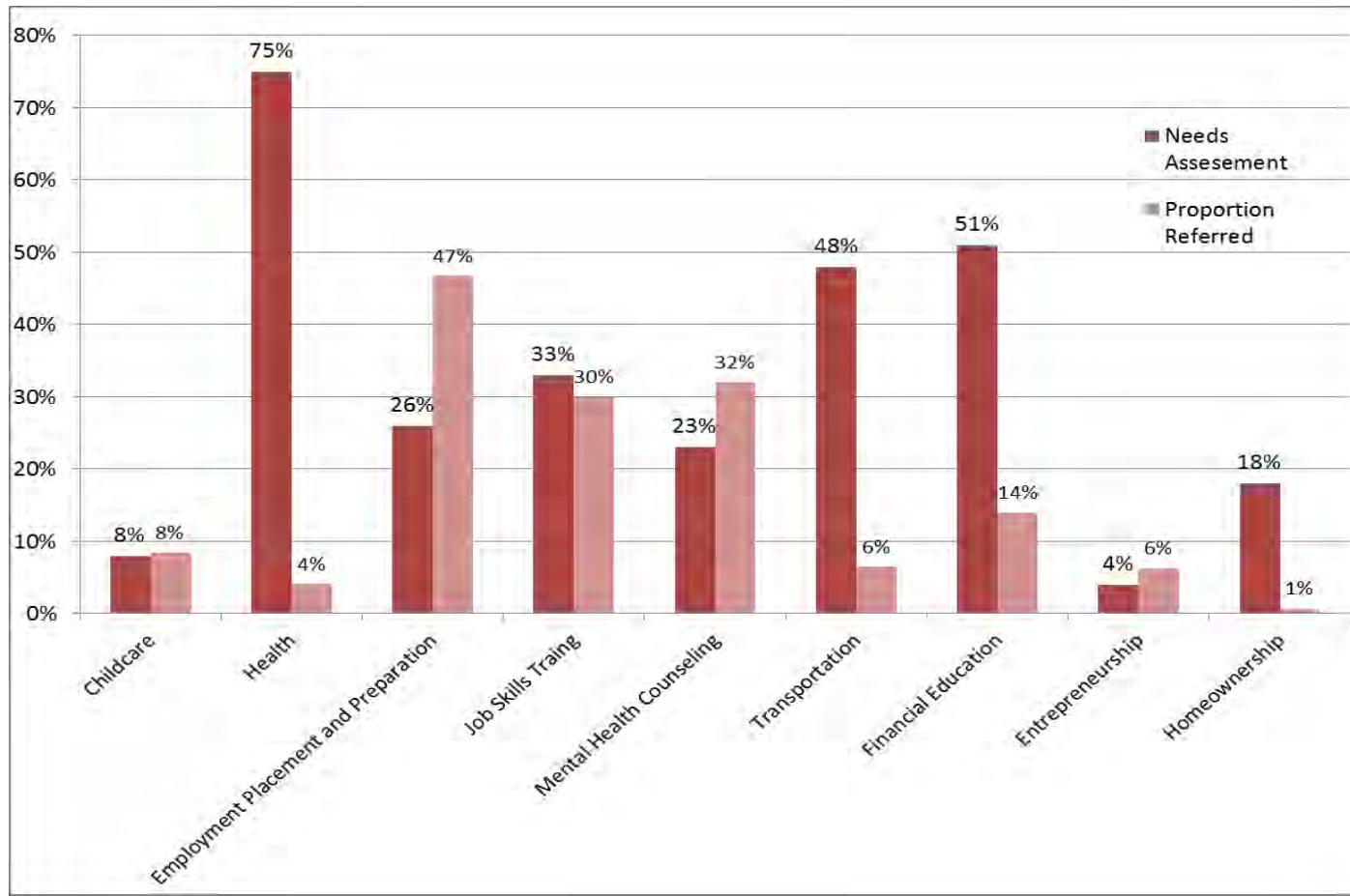
Entrepreneurship service referrals support entrepreneurs and potential entrepreneurs through the provision of business development assistance, loan programs, and other trainings. Between 2008 and 2011 5% of age 19-34 non-disabled original Westpark residents currently eligible for CSS services accessed entrepreneurship services. This exceeds the 4% the 2007 needs assessment indicated.

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## HOMEOWNERSHIP

Homeownership counseling has reached less than 1% of age 19-34 non-disabled original Westpark residents currently eligible for CSS services. In contrast, the 2007 needs assessment indicated that 18% of Westpark residents wanted homeownership counseling. It is likely that the Section 8 homeownership program currently in development will increase homeownership service referrals.

Figure 4. Resident Needs and Completed Referrals, January 2008-October 2011

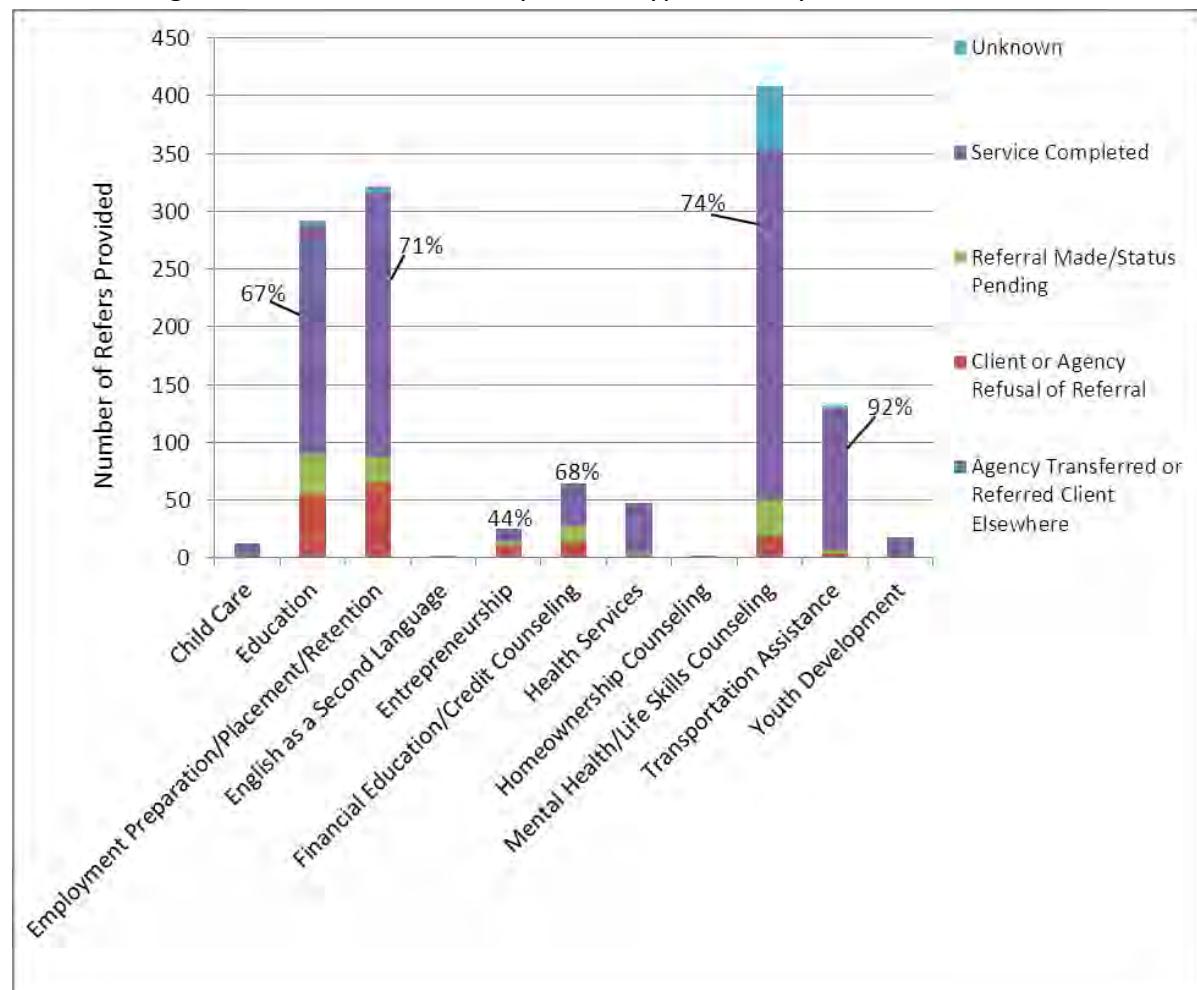


Source: CSS Referral Records and BHA 2007 Needs Assessment. BHA conducted the needs assessment in 2007, prior to relocation. Needs assessment percentages indicate the percent of non-disabled persons between the ages of 19-64 with that need, with the exception of transportation and health which cover all original residents. Proportion referred reflects only completed referrals. Childcare percentages are based upon the 154 households with children currently eligible for CSS services. Health and Transportation were calculated from the total number of completed referrals divided by the total number of persons currently eligible for CSS services (806). The remaining proportions referred were calculated by dividing the number of age 19-64 non-disabled persons referred to the service by the total number of age 19-64 non-disabled persons eligible for services (287); matching the sample used in the 2007 BHA needs assessment.

## SERVICE COMPLETION

Relationships with each client and partnering organization play an important role in service outcomes after a referral is made. Figure 5 below outlines service status by referral type for all CSS clients. Transportation assistance referrals, although not as frequent as other service referrals, had the highest completion rate at 92%. The other most frequently completed referrals were Counseling (71%), Employment Preparation, Placement, or Retention (71%) and Education (67%). Education and Employment services also had relatively high rates of refusals. The adjustments BHA has made in its partnerships will likely prevent such refusals in the future. Additionally, BHA should continue to work with its education and employment services partners to increase communication about referral outcomes and ideal client profiles. Increasing communication with partnering organizations can help to reduce the number of unknown referral outcomes and agency refusals.

Figure 5. Service status by service type, January 2008-October 2011

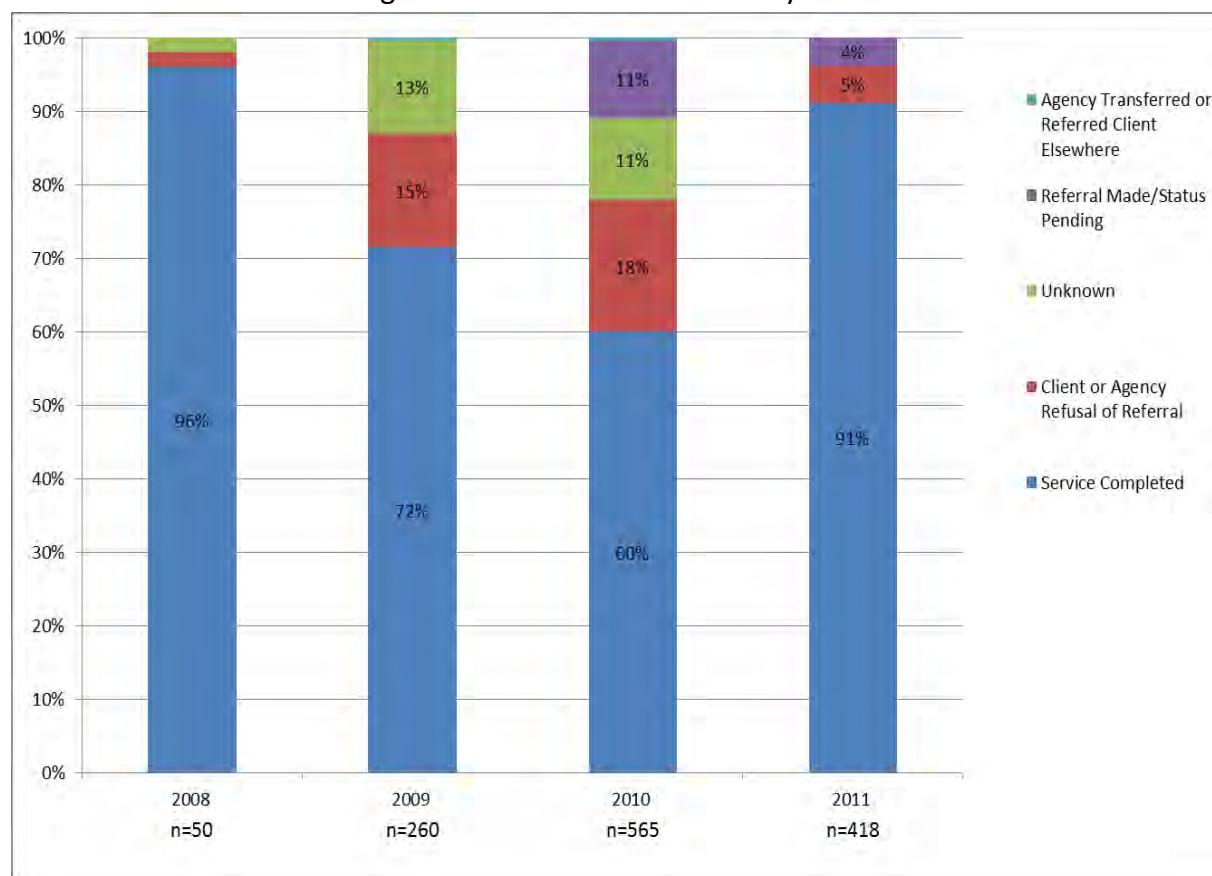


Source: CSS Referral Records

Percentages are of services completed by referral type.

Over time, the quality and follow-through on referrals has improved (Figure 6). In 2008, 96% of the 50 CSS referrals resulted in completed services, largely due to the low volume of service referrals provided during this period. In 2009 and 2010, completions dropped to 72% and 60% respectively, while the volume of referrals concurrently increased. However, increases in client or agency refusal of referrals and unknown outcomes resulted in a reduction in the proportion of services completed. So far in 2011, service completion has increased to 91%, likely due to the increased oversight of the referral process by BHA staff. In 2011, only 4% of referrals were status pending, reducing the opportunity for unknown outcomes, and indicating an increase in communication with partnering organizations. This upswing in referral follow through is likely due to the consistency of management in CSS and additional training for CSS staff.

**Figure 6. Service Outcomes by Year**



Source: CSS Referral Data January 2008-October 2011

Chart shows referral status by year. Status pending referrals from 2008 and 2009 are assumed to be unknown outcomes; those statuses were not updated and were converted to reflect this. Status pending referrals from 2010 are also likely have unknown outcomes.

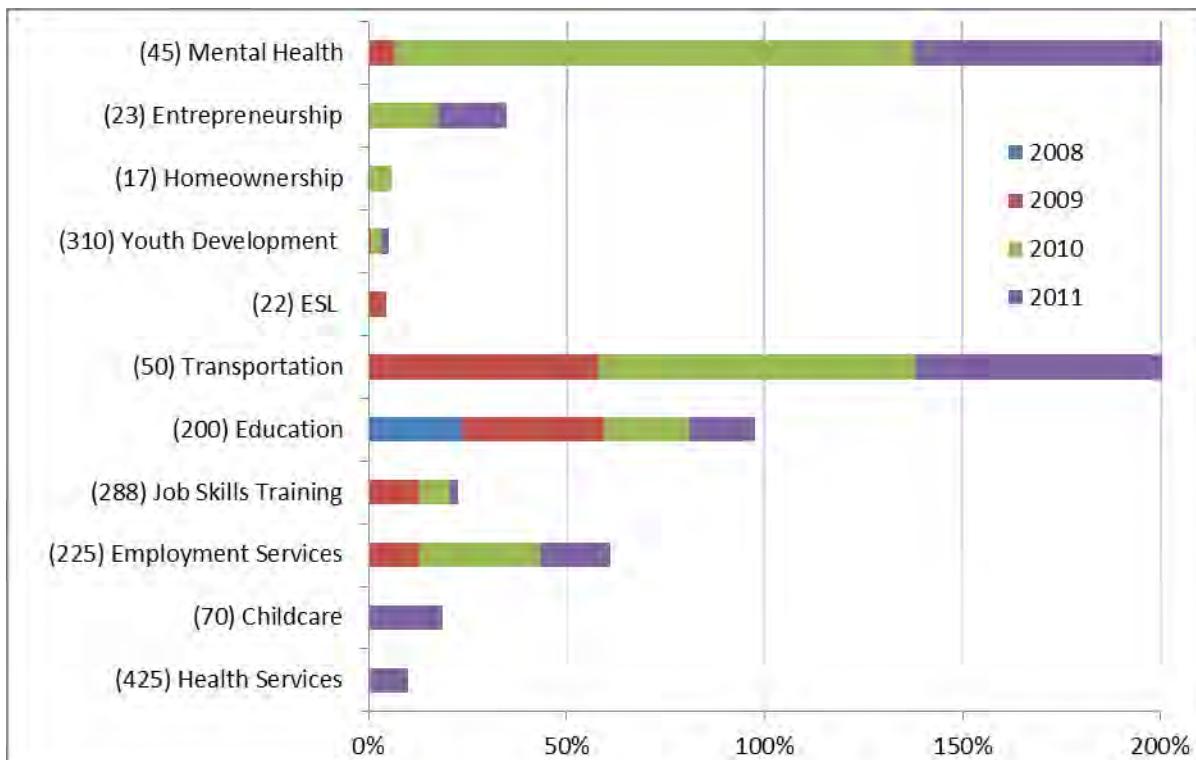
BHA has made substantial progress towards its 5 year goals (Figure 7). Each color represents the percent of that year's goal CSS has been able to achieve. For example, CSS referrals in 2011 represent 19% of the overall grant goal. Transportation and mental health counseling services have already exceeded their goals. It appears the magnitude of need for mental health services was unanticipated at the time goals were set. At year 3, CSS has provided more than double the originally expected number of mental health referrals. Employment preparation and placement, and education services are on track to meet their 5 years goals. In the remaining services, BHA has not achieved its long term goal and is not on track to meet this goal in the next two years.

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### MEETING SERVICE GOALS

Although the 2007 needs assessment and 2010 evaluation survey indicate some areas where services are potentially not meeting residents' needs, CSS has reduced the number of people it targets for services in many areas over time. In 2010, CSS reduced its education and transportation goals. CSS has met its overall transportation goal and attained 98% of its overall goal for education by the third year of the HOPE VI grant, suggesting these goals do not reflect actual need among residents. Additionally, the goal for mental health counseling has remained, despite referral numbers significantly surpassing the original goal. Surpassing CSS's goals could be an indication of changing needs among the population and, consequently, a need for BHA to recalibrate its goal-setting process. While needs assessment data would ideally guide goal setting for service provision, BHA's latest needs assessment data is from early 2010. In order to tailor its services to the changing needs of original Westpark residents, BHA might consider conducting another needs assessment and using this information for CSS goal setting. Additionally, the needs assessment should collect data from all original Westpark residents eligible for CSS, including those CSS is not currently serving.

Figure 7. Goal Progress by Year, January 2008-October 2011



Source: CSS Referral Records and 2010 CSS Annual Progress Report

Parenthesis is the absolute 5 year goal as of 2010. Referrals that did not result in services were not included in these numbers.

Mental Health Counseling continues to 460% and Transportation continues to 244%.

#### RESIDENTS'S EXPERIENCE WITH SERVICES

In addition to examining the administrative data kept by BHA on CSS referrals and service use, the Evaluation Team sought to explore former Westpark residents' perspective on CSS services. In particular we asked about their experiences with services, and whether they felt their service needs were being adequately met. Through the interviews we also tried to ascertain whether there was a change in service use since relocating and why.

One of the **most frequently mentioned types of service** residents report using were classes held by BHA. Among these, computer classes like MS Office or "Intro to Computers" seem to be the most popular, with employment assistance classes such as GED prep, resume writing or barista training also frequently reported. Participation in youth and family-oriented classes like tutoring, parenting, and family self-sufficiency were often reported by multiple-person households. Sometimes parents and children would attend classes together, especially "Intro to Computers" or tutoring. In the latter case the parent would act as a tutor and the child would receive help with other students. These classes were wildly popular among residents who had attended them, and there were very few complaints. Those complaints respondents voiced were not about the quality of the classes but

were about cancellations due to low attendance or an absentee instructor. These classes were also specifically mentioned by multiple residents as something they miss from their time at Westpark.

Services offered by Kitsap Community Resources were the other most-commonly reported type of service as a source of both community and financial support. Although KCR was often mentioned without elaboration of the specific type of service received, Work First and Head Start (for youth) were reported most often by those who did specify the service received from KCR. Energy assistance was also used by many residents, either as something they needed and used or that they foresee needing.

Kitsap Mental Health services (KMH) was also cited as a resource for a variety of respondents who reported partaking in their programs for domestic abuse survivors, children of divorce, those overcoming substance abuse and those with clinical disorders. Medication management was also mentioned as a specific service used. Oftentimes a respondent would report using KMH, but not elaborate on the sort of treatment they sought, which is understandable due to the sensitive nature of the service. Both positive and negative experiences with KMH were reported. There was a parent who characterized her daughter's counseling as having helped "immensely." At the same time, there was at least one account of a resident saying that they felt KMH wasn't providing them with enough help:

*KMH and I have a difference of opinion; let me just put it that way. They feel that I don't need any more services at KMH; ok, I feel that I still do. So, I'm trying to use the things in the community like I got hooked with the sexual assault center, I got hooked up with the DV support group, and that's helping some.*

Use of Kitsap Community Transit and, more often for disabled residents, Para-transit, was widely reported. In many instances this was the primary means of travel for interview respondents. This is elaborated on in the Access to Services section.

For many interview respondents, the move out of Westpark did not seem to entail any major service access challenges, although includes a number of people who reported using no services at all before or after moving. Many residents reported being nearer to their doctor, place of work, or retail locations. This may be partially explained by planning – a number of people reported proximity to transit, health services and retail locations as criteria for finding a place to live when leaving Westpark. .

Still, there are **observable differences between pre-move and post-move service use**. Commonly, respondents reported continued but reduced attendance at classes or other group gatherings, like book clubs. Other respondents stopped attending services and events altogether, but they still received newsletters and updates about classes or group activities. Other residents remark upon the continued availability of services (e.g., "they're still there"), but do not directly state whether they use them or not, or whether relocation impacted their use of these services.

Overall, the proximity to a central Community Center at West Park encouraged the use of classes and workshops by interviewees when they lived at Westpark. A number of residents continue to take advantage of these services and resources since relocating, although some no longer go as frequently or have found local alternatives, such as YMCAs or church-based resources. Generally, non-class services such KMH or KCR don't see as marked a drop in usage, although logistical challenges are often cited as the reason residents have used these services less, or not at all, since relocating.

### ACCESS TO SERVICES

When specifically asked about access to services, the effects of relocation came into better focus. Residents were asked specifically about how their access to services had changed since relocating, how important 'walkability' was to their use of these services, and if any they had encountered or endured any unmet service need. The general consensus, unsurprisingly, was that closer proximity to services or other neighborhood amenities was desirable and enhanced actual service use, but the types of services in reach and the variety of access problems encountered varied across the sample.

### SERVICES USED

A number of residents reported no change in their access to services, but among those who did, access tended to be more difficult as a result of the move. This was almost always due to being farther away than before and having less access to the transportation options commonly reported by those who experienced less difficulty – namely, Kitsap transit, a personal vehicle, para-transit, or family and friends with vehicles.

Public transit was the most commonly-cited means of transportation for respondents, with many citing proximity to bus lines as a selling point of their current residences. Some respondents were not living close enough to bus stops to utilize bus lines. Those who were not necessarily too far, but still could not use public transit usually cited affordability or time as preventing them from doing accessing services. As one interviewee respondent explained:

*It's not so easy to come up with money to be able to ride a bus, since it's not just a simple two dollars will get you anywhere you need to be. It's two dollars; and if you miss the bus, another two dollars to get to the eastside to get to where BHA is. And then you've got to pay that two dollars to get back, and ... It's a lot of money when you don't have money really to spare.*

If transportation isn't a barrier, conflicts between service availability, appointment procedures and resident's schedule is. Several residents complained about scheduling problems with Kitsap

Community Resources due to KCR recently changing procedure for setting up appointments or receiving assistance:

*It used to be just... on the day you went over there and stand in line, you had to get there pretty early and there I never had problems in getting help. But now they've changed it to where you have to do it online or you can call in and request an appointment and someone will call you back. I've had trouble making that work. I usually have to end up going down there later and hoping there's been cancellations to get in.*

This comment suggests that accessing services could also be a challenge simply because people may lack access to computers as well.

Other respondents mentioned difficulty getting their call returned, or the inability to come in during the hours of operation because they are working during the day as placing limitations on their access to services. For example, one resident in need of energy assistance said that she attempted to contact KCR but "*It's about the hours. And they know it, and they apologize. The only thing they can do is tell me when the services start, and they do.*" This suggests that some may give up on pursuing needed services because of scheduling inflexibility.

The importance of resources being in walking distance was also examined in the interview. Given the high prevalence of disability in the sample population, the variety (and definition) of "walkable" resources varied among respondents. Generally, walkability was found to be of similar importance for both disabled and non-disabled respondents, but for different reasons.

Although walkable resources were universally praised, they were not a necessity for most residents regardless of whether they were disabled or not. Both groups reported high levels of public transit use, but non-disabled residents used personal vehicles with greater frequency. Disabled residents, in contrast, often used Para-transit in addition to, or in lieu of, public transit. Both groups reported receiving rides from neighbors, with disabled residents receiving rides from family or care-givers with more frequency. More disabled residents reported trouble walking for any length of time, although some non-disabled residents reported breathing or back problems as the result of too much walking. In terms of where they might walk, close-by grocery stores were identified most frequently. In general, though, it was not walkability, but access to transit that determined whether a resident considered their access to services impaired.

**Unmet service needs were not the norm.** However some residents did report a need for more services, the lack of which was usually due to the previously discussed transport or availability issues. Several residents need more help with energy assistance, food stamps, medical, or child care services, although whether these were due to the relocation or a persistent need is unclear.

Information from the interviews also suggests that there is some confusion about what BHA could help residents with and how. For example, when asked if he thought BHA could help with his

service needs, a disabled resident stated that he didn't think so because "I'm eligible for a bus pass, but... I can't walk from here to the bus stop." This may indicate that some residents may not receive help because they don't think it will help them specifically and so don't request it.

### BHA REFERRAL USE

The most common response when interview respondents were asked about referrals was that they had not received any and in that sense most respondents were not using them. BHA service referrals, when received, were largely followed-up on by interview respondents and were usually related to employment assistance (such as training seminars) or medical services. Many reported not being interested in or needing a referral – in such cases it was unclear whether they had actually been referred or not.

Those respondents who confirmed receiving a referral, but did not use it, had varied reasons for not following up. Some report being too busy, or not having time to follow up. Some had health-related issues, such as cancer or anxiety, which left them physically or psychologically unable to go make or follow up on appointments. Several residents said they had no way of going to the location of the referral, so again transportation is a critical issue. Others cited lack of need.

Many residents report never receiving a referral, and this was the most common reason why people didn't use them. The group that had trouble accessing their referrals reported having medically or transport-related difficulties, the latter of which have been detected through previous lines of questioning.

### BHA SOCIAL EVENTS

Many former Westpark residents attend BHA-organized social events, such as the fall Corn Maze, or the Holiday party. Those who attended almost universally had positive experiences with these events. Residents usually cited meeting new people and participating in activities for kids as their main reasons for attending. Several residents helped organize activities at the events, or made food to contribute. Notably, disability status did not seem to influence attendance at these events. As one 54 year old disabled woman explained:

*I enjoy it because I enjoy doing stuff with the kids and stuff, like the Corn Maze; and I helped ... at Christmas we taught the kids how to wrap presents, and I taught bow-making. ...so it's a lot of fun.*

The only criticism of these social events was from a resident who thought they tended to be too crowded, which is actually more testimony to their popularity. People who did not attend these events said that they did not have any interest in doing so. This was attributed largely to personal preference ("I keep to myself"), or the perception that the events were mainly for children ("Most of

the activities were basically for kids. That's why I didn't go."). These sentiments were usually expressed by older single residents.

Few interviewees reported not knowing about the social events or being unable to attend them. Many who said they were unable to attend the social events mentioned poor health as a reason, while several cited distance and problems with transportation as deterrents, much like the case with service access overall.

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### RELATIONSHIPS WITH BHA STAFF

In terms of former Westpark residents continuing relationships with BHA staff, in-depth interviews revealed mixed opinions about this. Some reported having little or no contact with BHA, others reported that they did not want to have contact with BHA and some had on-going and positive relationships with BHA staff. This seems to be related to how interviewees feel the relocation process went for them, and how they feel about where they are living now.

Some interview respondents felt they were friends with BHA staff – and in one case the resident was friends with the maintenance crew. While this was not about relationships with CSS staff it is still illustrative of the human relationships and supports that were developed among many in Westpark:

*I miss some of the employees that used to work there in maintenance. You get to know the people when they go by your house every day, plus the people in the office. I got all their names." This interviewee described going over on the bus to see BHA staff and "say 'hi.' because I still know some of them. It's nice to see them. Yeah. They told me then if I need anything to give them a call.*

Another interviewee felt BHA staff were dependable and still accessible for help: "Well, of course, they were right on the ball like I said. You could walk in the office any time and pretty much see who you need to see."

When asked to characterize their relationship with BHA staff, one interviewee still expressed appreciation to BHA for being taken into Westpark in the first place at a time when she had been homeless:

*I really believe they saved my life, to tell you the truth. If they wouldn't have gotten me in [to Westpark] when they did....Because I had pneumonia before I moved in there. I was just recovering from being sick, from being outside [homeless] from the last winter before that...you know, so yah, I owe a lot to BHA.*

While this comment does not have to do specifically with the relocation, it serves as a reminder of the relative neediness of former Westpark residents and how important supportive and affordable housing is in their lives. The provision of this housing and other supportive services helps solidify positive relationships with housing authority staff.

Relationships with staff were sometimes related to interviewees' length of residency in Westpark and the development of working relationships with BHA staff over time. As one interviewee explained:

*I used to know quite a few people there, because my daughter and my son when they grew up, they went to a lot of the youth council meetings there. I was always baking cookies and sending cookies. I got to know everybody pretty good in the office, but then a lot of them have been let go or relocated and moved on.*

In cases where interviewees reported little or no contact with BHA staff, it was not just because they chose this limited contact but the fact that living elsewhere created more distance for them. Nonetheless, there was still interest among some interviewees with maintaining contact with BHA staff and using resources they made available to residents. As one 60 year old respondent put it:

*Now that I have live here I have to bike back up to Wetspark to get to the computer lab. The exercise I don't mind too much but if it's raining you don't exactly want to ride your bicycle in the rain too much. But I'm kinda optimistic... [about] getting going and keeping in touch with this one [staff member] up at CSS.*

So interest in keeping in touch with BHA staff is important for many former residents. As another commented, "I'm just appreciative that they are easy people to speak to and get things done."

Still other interviewees expressed little or no interest in keeping in touch with BHA staff. As one stated, "I really don't have a lot to do with Bremerton Housing ...because I don't like talking to them." Similarly, another interviewee explained that they did not get along with their case worker: "*In the end, I walked away from the Family Self Sufficiency, because there were some personal issues between me and the person I was working with that I just, I just walked away from it, and said I can't do it.*"

For a number of interviewees, the relocation catalyzed changes in their relationships with BHA staff. Sometimes these were changes for the better and sometimes for the worse. In one case where there was an improved relationship, one interviewee explained:

*Well, they're much more friendlier [now]. Like I said, they got you to come over [to the BHA office] ... and they go through all the questions, and making sure that I'm comfortable and safe and happy.*

In cases where interview respondents said that there were no changes in their relationship with BHA staff this was sometimes because they didn't have a relationship with BHA then and they still don't today. In other cases, they had a good working relationship with BHA and they felt that continued after the relocation. An example of the latter can be seen in this respondent's comment: "*Actually it's the same because they're still helpful, friendly, they do the best they can to help you... sending you papers and stuff about things they offer - they still do pretty much the same thing.*"

What is more concerning are those cases where the change in relationship to BHA staff was a change for the worse. Several say they don't talk to BHA staff anymore, that they used to work with the same staff fairly regularly but they don't interact with them any longer. Many attribute this distance to living in the private market now, or to no longer having kids in the house which was the main reason for contact with staff. As one parent remarked:

*I just don't talk to half the people there I used to. I used to know quite a few people there, because my daughter and my son when they grew up, they went to a lot of the youth council meetings there. I was always baking cookies and sending cookies. I got to know everybody pretty good in the office, but then a lot of them have been let go or relocated and moved on. So I really don't know a lot of the people there anymore.*

Another interviewee commented that "All they do is send me letters and cards." For former residents who had easier access to BHA resources while living at Westpark, this felt like an unwelcome shift to a more distanced and bureaucratic relationship with the staff than they had otherwise experienced.

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#### SERVICES SUMMARY

A new CSS manager enabled CSS staff to get much-needed training to do their jobs. This was important especially because several of the case managers, while employed at BHA previously, had no case management experience. Coupled with 2 years of turnover in leadership for CSS and under-performing case management tracking software, CSS made fewer referrals in 2008 and 2009 compared to 2010 and 2011. 2010 saw an upswing in referrals (or their recording) and adjustments in CSS goals. As the next year of CSS unfolds, maintaining both stable leadership and on-going training is essential. Additionally, case management out-reach continues to be vital as does constant monitoring of relationships with partner agencies.

Currently, CSS staff work around their reporting software, keeping track of their everyday work using Excel spreadsheets. Such a system creates error in larger program tracking and on-going frustration for staff. With the completion of Bay Vista, CSS will be adding clients to its caseload of original residents, and working out these systems is vital to the success of services in Bay Vista.

In-depth interviews with former Westpark residents indicates that the most frequently mentioned types of service residents report using were classes held by BHA such as computer classes, employment assistance classes, and barista training. Participation in youth and family-oriented classes like tutoring, parenting, and family self-sufficiency were often reported by multiple-person households. Services offered by Kitsap County Resources, Kitsap Mental Health services (KMH), and Kitsap Community Transit and Para-transit, were also widely used.

In general, access to transit determined whether interview respondents considered their access to services impaired. Unmet service needs were not the norm. However some residents did report a need for more services, with transportation and availability issues being the primary reason for unmet service needs.

Interviews with staff point to several challenges as the last year of the grant passes and BHA and its partners turns their attention to the management of Bay Vista.

## SUMMARY AND RECOMENDATIONS

This report summarizes the results from the third year of a four-year evaluation study of the redevelopment of the Westpark public housing community for BHA. This report and its contents stem directly from the Westpark HOPE VI Evaluation Plan approved by BHA in 2008. The overall purpose of the Westpark HOPE VI Evaluation Project is to assist BHA in assessing the impacts of the redevelopment of the Westpark public housing site on original residents and the surrounding community, and to determine the extent to which BHA has achieved the goals it identified for the project in its Revitalization Plan and Community and Supportive Services (CSS) work plan. Site-specific evaluations such as this are being conducted throughout the U.S. and are critical tools for better identifying and understanding outcomes for the original residents of redeveloped sites, for the surrounding community, and for the receiving communities where original residents might move. The results of this evaluation can also assist in monitoring program implementation, and help BHA know what has gone well to date as well as what aspects of the redevelopment might warrant greater attention, particularly for aspects of the redevelopment that are ongoing. Therefore, in this section we not only summarize findings but also make specific recommendations for action where appropriate.

## REDEVELOPMENT PROGRESS AND PLAN

Since 2008, BHA has made strides to continue to develop Bay Vista in a sustainable manner given the economic downturn. BHA has had to modify its redevelopment plan due to the extreme market downturn over the last few years. The total number of units to be constructed has fallen from 807 to 712, and the number of market rate units was reduced from 487 to 412. Additionally, the original plan had no market-rate rental housing; in this revision, the majority of the market rate housing (58%) is rental. Fewer affordable units will be on-site, going from a planned 320 unit to 299. In addition to new housing, the initial plan for the redeveloped site included 50,000 square feet of neighborhood scaled retail (not constructed with HOPE VI funds). A 54,000 square foot WinCo Foods (discount grocery store chain) will be going in nearby, as well as a new Kitsap Credit Union branch. The small remaining amount of commercial space is currently listed for sale with lots of interest. One dynamic that threatens the social goals of making Bay Vista a mixed-income development is the difficulty that original residents have in returning to the site. Management has been very selective of new subsidized residents to maintain the quality of the community, and many original residents have been refused.

## HOW DID RELOCATION GO?

Generally, **interview respondents felt fairly positive about the relocation when asked about it in retrospect**. Some original residents even reported wanting to leave Westpark before relocation, but were unable to do so because of financial concerns. Others had planned to move in the longer term

but were waiting to establish a more stable financial base and were comfortable at Westpark as an affordable place to live. Some struggled with the move and had initial negative reactions to having to relocate, while others were relieved to move out—to get away from the stigma or “people that brought [them] down”—and were glad to have subsidies that would allow them to move away.

Based on results from the in-depth interviews, residents’ main relocation concern was how to still access resources and services, such as their place of employment, the grocery store, the food bank, children’s schools, doctors’ offices, and sources like WorkSource that had been prevalent and accessible at Westpark. Residents also worried about whether they would be able afford the deposit and application fees, overcome credit problems, find a safe and quiet neighborhood, find a new place in time, and a place that was accessible (for disabled residents).

### RELOCATION ASSISTANCE

Many former Westpark residents expressed appreciation for the **comprehensive relocation assistance and classes** they received to help them prepare for the move and to actually relocate. BHA went beyond the requirements to help the disabled residents, and to help residents fill out necessary paperwork. However, findings from the interviews indicate that some were uncertain about their options for relocation services, and confused about why the cash payments for assistance varied among households. Given the complexity of relocation and BHA’s tailoring relocation assistance to meet a household’s needs, such confusion is not surprising.

Most felt the **relocation help they received was adequate, prompt, and timely** and that BHA help was “fantastic” “friendly” “nice” and “cooperative,” although some confusion existed about the timing of the redevelopment and relocation and some felt rushed. However, on the whole, residents felt that BHA did a very good job helping them relocate.

### QUALITY OF LIFE IN NEW THE NEIGHBORHOODS

Findings are mixed about whether original residents are experiencing an improved quality of life. **Objective measures** from various neighborhood distress indices indicate that most households **moved into areas with the lowest quality in terms of** economic opportunity and neighborhood and housing opportunity, and are more likely to live close to schools that are of lower quality.

Somewhat in contrast to this, **subjective measures** of quality of life captured through the in-depth interviews with a sample of former Westpark residents – that is, residents own self-reports about what they felt their quality of life was like now – tells a different story. A majority of households interviewed talked about having **an improved quality of life**, particularly as compared to their lives in Westpark. Many were generally pleased with where they were living, although a notable minority was less pleased. Among the key reasons why people felt they didn’t have a better quality of life

was greater financial burdens and feelings less of a sense of community where they were currently living.

**Most original household heads feel better** in their new homes. They experience more privacy, greater safety, less crowding, and less stress. Many reported that their whole family has experienced “lightened” moods, more positive attitudes, and even, in some cases, improved children’s grades.

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#### LESS STIGMA AND NEW OPPORTUNITIES

Leaving Westpark enabled relocated household heads to **free themselves from stigma** associated with the original development. Their experience in their new neighborhood is mixed. On the one hand, many feel **socially isolated** from their new neighbors, the opposite of the commonality some Westpark residents experienced prior to relocation. On the other hand, many over time have been **able to grow connections and a supportive community** with their new neighbors. Some experienced **new opportunities** due to the move—they were able to move closer to family and friends, move to safer neighborhood with better amenities, or have their children attend a better school.

**For some, the relocation did not reduce stress or improve security.** Those who did not improve their housing or neighborhood quality, who moved quickly to neighborhoods they had not really checked out, and those who continue to experience economic distress or had difficulty accessing services had the most negative experiences.

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#### ECONOMIC DISTRESS

Most of the interview respondents were experiencing economic distress. For some, housing costs have increased. For many, inadequate utility allowances or an inability to access help, along with continuing or increasing debt, food insecurity, and instability of public benefits all contribute to this economic instability. Some relocated residents experienced financial hardship due to the move, mostly because they had to pay bills that were included in their rent at Westpark, including water, garbage, sewer, electricity and rent.

These same issues were prevalent in the evaluation report from Year II. Results from the Year II survey showed a significant degree of economic distress among former Westpark residents. More specifically, results showed that many earned less than the comparison group of similar voucher holders, and many had trouble paying rent in the last year, even non-disabled households. At that time, many able-bodied residents were unable to work due to illness, and most relocated households were more likely than voucher holders to go without phone service and to rely on payday loans. So the fact that findings one year later still reveal significant economic distress reveals that financial difficulties continue to be an on-going challenge for this population.

## HOUSING STABILITY

Since 2008, most Westpark residents have only moved once, and only about 20% have moved more than once. Most original residents stayed within Kitsap County, with only 39 moving that far. Within Kitsap County, those who remained most frequently lived in neighborhoods with relatively larger concentrations of rental housing—no doubt because those are also places they could use their Housing Choice Voucher.

## COMMUNITY AND SUPPORTIVE SERVICES

CSS has overcome some initial challenges. Turnover in leadership, inexperienced staff, and administrative software troubles meant that other than relocation assistance, original residents were referred to relatively few services in the first couple of years of the redevelopment process. Yet, since January of 2008, CSS has been able to serve clients in 58% of original households, and households in which members have received a referral from CSS received an average of 5 referrals. Additionally, since December 2010, CSS has been able to become more proactive in case management. New leadership has enabled staff to work around administrative computing problems to track residents better, to develop and carry out a system for contacting all original households that remain in Kitsap County and remain eligible for services, and to achieve improved follow-through in service delivery.

## MEETING CSS GOALS

Each year, CSS has been **revising its service goals** downward, in response to changing needs of original households. In addition, as a few service partners failed to deliver due to the economic downturn, BHA staff has been proactive in entering into new partnerships to ensure that original residents are able to complete referrals. Since the start of redevelopment, CSS has exceeded its expectations for transportation and mental health counseling referrals, in response to the needs of original residents. CSS has done an excellent job of getting original residents employment related services, although childcare, healthcare, and financial education have not received similar attention. Some former residents also have experienced problems meeting CSS staff or talking to them on the phone because of work obligations during the day. A few have given up asking for services because of their own physical challenges or frustration in unsuccessfully seeking services in the past.

## REFERRAL FOLLOW-THROUGH AND CLIENT CONTACTS

When clients did not follow through on service referrals, it was usually due to a lack of receipt of the referral, a lack of interest, a lack of perceived need on their part, a lack of access given transportation, or physical disabilities. Clients greatly enjoy the social events that the CSS staff

organize. Some relocated residents enjoy positive relationships with staff and are extremely grateful for their support. Others are not in contact and do not want to be. For some, moving away has curtailed their ability to maintain personal relationships with BHA CSS staff.

Residents **maintaining community and associated services has not been easy** for relocated households. Westpark's community center was a hub of activity, especially for disabled residents. Generally, residents miss the ease of access and variety of classes. Although they would like to return for the social events and classes at Bay Vista, some have trouble getting there and staying as tied in as they were.

## RECOMMENDATIONS

The following recommendations suggest possible responses of BHA to these interim evaluation results.

### ENHANCE FINANCIAL SERVICES

The needs assessment conducted prior to relocation indicates that about half of able-bodied original residents needed referral to financial education services, but only 14% have received it. This is supported by interview findings that show that the largest stressor for original residents concerned the financial responsibilities that occurred due to their move. This is also one of the categories of services that have fallen short of the need expressed in BHA's pre-relocation needs assessment.

- Therefore, revisiting financial education and credit counseling needs among original residents may be a fruitful course.

A substantial portion of relocated Westpark households are experiencing economic distress. While relocation has not necessarily caused increased distress, it is still the role of CSS to help original household stabilize their lives.

- BHA should take steps to make additional outreach to households to address increasing debt, food insecurity, and instability of public benefits.

### ENGAGE IN ADDITIONAL CREATIVE OUTREACH

Relocated residents remarked on the difficulty in staying connected to community and services at Bay Vista. In Westpark, the Community Center acted as a HUB for such activities. For some relocated residents, physical disabilities made it difficult to get to Bay Vista from their new homes. For others, work obligations, not having a car or not living near a convenient bus line made it difficult to connect. Outreach, continued relationship building, and engagement will enhance service

follow-through on the part of clients. Having private places to meet with clients at Bay Vista also enhances trust and effectiveness going forward. Therefore,

- BHA should be even **more proactive in providing relocated residents transportation assistance** to the site to attend the community events that the CSS staff holds to draw former residents in to services.
- Consider **creating more flexible hours** for CSS staff to respond to the change schedules of more successful clients.
- **Continue efforts at quarterly contacts** with relocated residents, and continue to make investments in personal relationships.
- Establish **private space for client meetings or for service partners** to enable more effective integration of CSS into Bay Vista.

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#### CONTINUE TO ENHANCE SYSTEMS AND TRAINING

Several barriers prevented effective case management initially. One major barrier has been an inadequate and malfunctioning case management tracking system. Dysfunctional software enhances the difficulty of serving relocated residents and threatens the viability of service integration into Bay Vista. Inexperienced staff also contributed a slow start to CSS. Therefore, to facilitate CSS's effectiveness, BHA would do well to:

- **Repair the client tracking system.** This may mean investigating alternative programs, continuing staff training to use the programs more effectively and maintain staff efforts to input new information to keep the database current and useful.
- **Continue staff training** to support the effective work of CSS staff, especially as Bay Vista is populated. Planning CSS for the newly redeveloped site begs the question of the future of these sorts of services after the grant period ends. Therefore, for BHA as a whole, considering strategically the role of services throughout the organization's functions would aid in their continuance and integration.

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## COMMUNICATE TO COUNTER ORGANIZATIONAL SILOS

BHA has set out explicit Community and Supportive Services (CSS) goals and wants to achieve success in integrating the physical and social aspects of the HOPE VI revitalization strategy. Silo-ing within the agency threatens the achievement of these ends. The effectiveness of the development, Bay Vista management, and CSS would make the transition to Bay Vista smoother and help each part of the operations work together to trouble shoot any tenant issues that arise in Bay Vista and to integrate services. Therefore:

- **Explicit planning and conversation** between the management company, the development staff and BHA's CSS staff is essential.

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## **APPENDIX A: IN-DEPTH RESIDENT INTERVIEW INSTRUMENT**

Head of Household Name Label Here

Name, Address, Telephone, UW ID

**INTERVIEW OF  
FORMER WESTPARK RESIDENTS**

**INTERVIEW CONTACT TRACKING: TELEPHONE CONTACTS**

Date	Start Time	Stop Time	What Happened?	Interviewer

**INTERVIEW CONTACT TRACKING: IN-PERSON**

Date	Start Time	Stop Time	What Happened?	Interviewer

*Date of Interview:* \_\_\_\_\_ / \_\_\_\_\_ / \_\_\_\_\_

MONTH      DAY      YEAR

*Record Start Time:* \_\_\_\_\_ : \_\_\_\_\_

HOUR      MINUTE

*Circle Time of Day:* AM      1

PM      2

*Interview Code #:* \_\_\_\_\_

*Interviewer Initials:* \_\_\_\_\_

Hello! Are you Mr./Ms. [CONFIRM NAME]? My name is \_\_\_\_\_. We spoke on the phone recently about a letter you received from the University of Washington asking you to participate in an interview about the Westpark HOPE VI Redevelopment. When we spoke on the phone you agreed that I could come by today and interview you. I'm here to follow up on that. May I come in?

#### *AFTER BEING SEATED*

Through these interviews, the research team is trying to understand what it was like living at Westpark, how you felt about relocating, what you think of your current residence and neighborhood, and your quality of life now. I want to assure you that your participation in this study is completely voluntary and confidential. You and your family members will not be identified in any way. You may stop the interview at any time or decline to answer specific questions. Your responses will be used for research purposes only. Once the interview is completed, I will give you \$20 in cash.

#### *GIVE RESPONDENT CONSENT FORM:*

This sheet summarizes the purpose of the interview and your rights as a research participant. You will notice with the check box on the second side of the page that we are also asking your permission to audio-tape the interview. This is to ensure that we are obtaining accurate information since it is difficult to write quickly and keep thorough and accurate notes. Also taking notes will slow down the interview. Remember that you will not be identified in any way and after we have typed up the transcript from the interview we will destroy the tape. If you agree for the interview to be taped, please check the box on the form.

**ALLOW TIME FOR READING & SIGNING THE CONSENT FORM.**

Thank you!

Okay, now I am going to turn on the recorder to begin our interview and I will identify this interview only by a Subject Number. TURN ON THE RECORDER. STATE THE SUBJECT # INTO RECORDER

So, let's begin!

***Westpark Experience***

***I'd like to start with a few questions about your time in Westpark.***

How long did you live at Westpark?

What was it like living at Westpark?

What was the best part of living there?

What was the most difficult part about living there?

PROBE: What did you like least?

So thinking about your experience in Westpark overall, would you say it was a mostly positive or negative experience?

In what ways did Westpark help you meet your family's needs or goals?

Did you feel safe living in Westpark? Why or why not? .

Is there anything about Westpark that you wish you still had in your life today? If so, what?

***Social Support and Neighboring – in Westpark***

***Now I would like to ask you a few questions about your relationships to your neighbors at Westpark.***

How would you describe your relationships with your Westpark neighbors when you lived there?

PROBE: Were they generally positive or negative relationships?

Did you ever borrow anything from, or loan anything to your neighbors in Westpark?

IF YES: How often? Tell me about that.

Did you ever run errands with/for your neighbors?

IF YES: How often? Tell me about that.

Did you ever watch a neighbor's kids?

IF YES: How often? Tell me about that.

Did you ever share food or a meal with your neighbors?

IF YES: How often? Tell me about that.

Did you ever visit your neighbors in their homes at Westpark? (Dropped in, had coffee, etc?)

IF YES: How often? Tell me about that.

Did you feel you could rely on any of your neighbors in an emergency?

IF YES: Tell me about that.

So would you say you were friends with any of the people who lived at Westpark?

IF YES: a. How close were they to you?

b. Are you still friends with them now?

Do you have children who are under the age of 18 living in your household?

IF YES: CONTINUE WITH QUESTION 18 BELOW

IF NO: SKIP TO QUESTION 20

When you lived at Westpark, did your kids play with other kids who lived there?

IF YES: How often? Tell me about that.

As a parent, how was Westpark as a place to raise kids? Please explain.

Did you feel you were part of a community when you lived at Westpark? Why or why not?

Did people in Westpark come together to try to solve any neighborhood problems or get things done? Please explain.

### ***Relocation***

***Now I'd like to ask you some questions about your experience of moving out of Westpark and the relocation process.***

Prior to hearing about having to move, were you considering leaving Westpark?

IF YES: Why?

IF NOT: So were you planning on staying a while?...

When you first learned that you would have to leave Westpark, what was your reaction?

PROBE: Why did you feel that way?

What were your biggest concerns?

How have your thoughts about moving changed now that you have moved?

What, if any, hardships did the move create for you?

PROBE: Greater expenses, disruptions in routines or employment, longer commutes to work or services

Did the move out of Westpark create any positive changes or opportunities for you?

Did the relocation go as you had hoped? Why or why not?

***Now I would like to ask you some questions about how you decided where to move***

With whom did you discuss your thoughts about moving, if anyone?

PROBE: Are they family members, friends, BHA staff, other service providers?

What were the most important things you considered when deciding where to move, and why?

What neighborhoods or areas did you consider moving to, and why?

***Now let's talk about any help you received during relocation and your thought about relocation in general***

What help did you receive from BHA in the relocation process?

PROBE FOR:

help with making decisions about the move

help with packing or the physical aspects of the move

financial assistance

help with other move-related services

Did you get this help when you needed it? Please explain.

Do you feel you received enough help from BHA?

IF NO: What other help would you have liked to receive?

How well do you think that BHA handled the relocation process in general?

PROBE: Is there anything you think they should have done differently? If so, what?

Did you or anyone in your family have any particular circumstances that needed to be taken into account or that created challenges for you when relocating?

IF YES: Did BHA help you with this issue or did you get it resolved in a different way? Please explain.

### ***Current Housing***

***Now let's talk about your current residence and neighborhood.***

How many people, including you, live in this household?

Number of people: \_\_\_\_\_

Do you feel you have adequate space?

PROBE: Adequate number of bedrooms, bathrooms, storage space?

I How long have you lived here? \_\_\_\_\_ yrs \_\_\_\_\_ mos.

s this the first place you've lived since moving out of Westpark?

IF NO: How many places have you lived since leaving Westpark?

PROBE: Does this include time spent living with family/friends, living in a shelter, living on the street or in a car?

Did you know anything about this neighborhood before you moved here?

IF YES: What did you hear about it? How did you hear about it?

How do you feel about where you live now?"

PROBE: What do you like the best about living here?

What do you like the least about living here?

What do you think of the quality of your life now compared to when you lived in Westpark?

PROBE: To what do you attribute that difference? (Housing, job change, school change for kids)

Are there any resources in this neighborhood—such as schools, grocery stores, or health clinics—that you or your family use?

PROBE FOR:

Local library

Schools

Community Center

Childcare center

Shops

Public transportation

In what ways is it different working with a landlord rather than a housing authority?

Since moving here, have you experienced any difficulties with your landlord or with your housing?

IF YES: Have you asked BHA to help with that in any way? Why or why not?

Have you had any difficulties paying utility bills since moving here?

PROBE: Please explain.

Have you had any difficulties paying any other bills since moving here?

PROBE: Please explain.

### ***Social Support and Neighboring***

***Now I would like to ask you a few questions about your relationships with your neighbors here.***

Do you have friends who live in this neighborhood?

- IF YES: a. Did you know any of them before you moved here?  
b. Did knowing them influence your decision to move here? Tell me about that.

In general, how would you describe your relationships with your neighbors?

PROBE: Are they generally positive or negative relationships?

Since you've lived here, have you ever borrowed anything from, or loaned anything to your neighbors?

IF YES: How often? Tell me about that.

Since you've lived here, have you ever run errands with/for your neighbors?

IF YES: How often? Tell me about that.

Since you've lived here, have you ever shared food or a meal with your neighbors?

IF YES: How often? Tell me about that.

Since you've lived here, have you ever watched a neighbor's kids?

IF YES: How often? Tell me about that.

Since you've lived here, have you ever visited any of your neighbors? (Dropped in, had coffee, etc?)

IF YES: How often? Tell me about that.

Since you've lived here, have you felt like you could rely on any of your neighbors in an emergency?

IF YES: Tell me about that.

Do you currently have children under the age of 18 living with you now?

IF YES: CONTINUE WITH QUESTION 57 BELOW

IF NO: SKIP TO QUESTION 59

Since you've lived here, have your kids played with other kids in the neighborhood?

IF YES: How often? Tell me about that.

As a parent, how is your current neighborhood as a place to raise kids? Please explain.

What is the ideal neighbor, in your opinion?

Do you feel you are a part of a community here? Why or why not?

IF NO: Would you like to feel a sense of community here?

What would make you feel more a part of this community?

Have your feelings about being a part of a community here changed since you first moved in? Please explain.

#### ***Access to Resources - Services***

***BHA has partnered with different local agencies to offer help to people who lived in Westpark. I'd like to go over a list of these agencies and their services to see which ones you have used and learn how you feel about that service.***

When you lived at Westpark what services did you receive?

REVIEW LIST OF SERVICES, IF NEEDED

In your last year at Westpark, which services (help or assistance from an agency) did you use?

REVIEW LIST OF SERVICES, IF NEEDED

Which services have you used since leaving Westpark?

PROBE: Were you happy with the service you received?

Were there any challenges to accessing this help?

Since you left Westpark, have you been in touch with BHA staff?

IF YES: For what?

In what ways, if any, has your relationship with BHA staff changed since you moved out of Westpark?

In what ways, if any, has your access to help/services changed since relocating? Why?

Do the services that you use have to be in walking distance in order for you to use them?

IF YES: Which ones and why?

IF NO: How do you generally get to these above services?

Are there any services you feel you currently need but are not receiving?

IF YES: a. What are they?

b. Have you contacted BHA for help with this? Why or why not?

If BHA referred you to an agency for services, classes or activities, did you go to them or contact them? Why or why not?

Was there ever a time when BHA sent you to an agency for a service and you were unable to go?

IF YES: Please tell me about that time.

Have you or any of your family members participated in any social events, such as Holiday Parties, Corn Maze, or Holiday Gift Making, organized by BHA?

IF YES: Did you find these events helpful? Why or why not?

IF NO: What was the reason you did not go? (Did not hear about it, no interest)

### ***Economic Security***

***Now I would like to ask you questions about how well your family has been doing since leaving Westpark.***

Since leaving Westpark, have you had any trouble making ends meet?

PROBE: Loss of job or benefits, trouble paying rent or bills, trouble putting food on the table

How, if at all, has your ability to make ends meet changed since leaving Westpark?

When living at Westpark, did you ever use a food bank?

Have you used a food bank since leaving Westpark?

*IF YES to both 84 and 85:*

How, if at all, has the frequency with which you use a food bank changed since leaving Westpark?

### ***Employment***

***Next, I'd like to ask you some questions about your employment.***

Do you currently work for pay?

IF NO: Is there anything keeping you from working? Please tell me about that.

Are you currently a student or attending classes either full-time or part-time?

Has your employment status changed since you've moved out of Westpark? How so?

How, if at all, has your physical or emotional health affected your ability to work?

### ***Family Health and Well-Being***

***Now I would like to ask you some questions about you and your family's health and well-being.***

In what ways, if any, did moving out of Westpark affect your physical health?

PROBE: a. Please explain.

b. How did this affect your daily life?

In what ways, if any, did moving out of Westpark affect your mental or emotional health?

PROBE: a. Please explain.

b. How did this affect your daily life?

How do you think living here in this new place has influenced your health?

In what ways, if any, did moving out of Westpark affect your ability to access health care services?

Did moving out of Westpark cause a disruption in your medical benefits, such as insurance or Medicaid?

IF YES: Please explain.

IF KIDS IN HOUSEHOLD, CONTINUE WITH QUESTION 87

IF NO KIDS IN HOUSEHOLD, SKIP TO QUESTION 89

In what ways has leaving Westpark affected your children?

PROBE: experiences at school / changing schools

Impacts on child/children's physical health

Impacts on child's emotional health

How has living here in this new place affected your child/children?

#### ***HOPE VI Redevelopment***

***I would like to end by ask you questions about your thoughts about the HOPE VI redevelopment.***

What do you think is the purpose of HOPE VI redevelopment of Westpark?

Who do you think benefits, or will benefit, from the redevelopment? Why?

Would you like to return to the new Westpark development (Bay Vista)? Why or why not?

Is there anything else you would like to say about leaving Westpark or your experience since moving out that we haven't yet discussed but that you think we should know?

*TIME INTERVIEW END* |\_\_\_\_\_|\_\_\_\_|:|\_\_\_\_\_|\_\_\_\_|

## CARD A – Services and Agencies

*Have you or a family member ever used any of these programs?*

*PROBE: Some of the activities or classes include [READ SERVICES]. The agencies offering these services are [READ AGENCIES]*

<b>Category</b>	<b>Service</b>	<b>Agency</b>	<b>Yes or No?</b>
<b>Child Care and Early Learning</b>	Head Start, Early Head Start, Early Childhood Education and Assistance Programs	Kitsap Community Resources	
	The Parenting Place - parenting classes to strengthen families	Kitsap Community Resources	
<b>Counseling</b>	Treatment plans, individual therapy, group therapy, housing assistance, peer counseling, chemical dependency treatment, day support, medication management, and supported employment	Kitsap Mental Health Services	
	Emergency Preparedness	American Red Cross	
	Book Club	Bremerton Housing Authority	
<b>Counseling – Life skills</b>	Cooking on a budget	Bremerton Housing Authority	
	Crafting	Bremerton Housing Authority	
	Garden Club	Bremerton Housing Authority	
	Health and Fitness Classes	Bremerton Housing Authority	
	Goal Setting	Bremerton Housing Authority	
	Youth and Family Scholarship	Bremerton Housing Authority	
	Organizing your paperwork	Bremerton Housing Authority	
	Photography Club	Bremerton Housing Authority	
	Sewing Club	Bremerton Housing Authority	
	Ready to rent	Bremerton Housing Authority	
	Driver's License Training	Advantage Driving School	
	GED Preparation	Literacy Council of Kitsap	

<b>Category</b>	<b>Service</b>	<b>Agency</b>	<b>Yes or No?</b>
<b>Education and Apprenticeship Programs</b>	English as a second language, Civic Education, Basic Literacy Classes and individual training	Literacy Council of Kitsap	
	Tuition assistance for ABE/ESOL/GED students	Olympic College	
<b>Employment Placement</b>	Intermediate Computers	Bremerton Housing Authority	
	Office 2010 software classes (Word, Excel, Publisher)	Bremerton Housing Authority	
	Internet Communications	Bremerton Housing Authority	
	Introduction to Computer	Bremerton Housing Authority	
	Resume Writing	Bremerton Housing Authority	
	Advanced Computer classes	Bremerton Housing Authority	
<b>Entrepreneurship</b>	Business Development and peer support group	Washington CASH	
<b>Entrepreneurship/Counseling</b>	CPR Training	American Red Cross	
	Disability benefits planning, disability awareness program and training	Positive Solutions	
<b>Financial Homeownership Counseling</b>	Financial Education classes	American Financial Solutions	
	Homebuyer education, home maintenance, financial planning and legal training for Habitat for Humanity partner families at Westpark	Habitat for Humanity	
	Financial Literacy Classes	Kitsap Credit Union	
<b>Job skills training</b>	Barista Training Program	Bremerton Housing Authority	
	Computer Build Class	Bremerton Housing Authority	
	Web Development	Bremerton Housing Authority	
<b>Job Training and Placement</b>	Employment readiness/job search class	Express Employment Professionals	
	Work-first participation	Kitsap Community Resources	
	Job readiness programs and enhanced skills training	Kitsap Community Resources	

<b>Category</b>	<b>Service</b>	<b>Agency</b>	<b>Yes or No?</b>
	Tuition assistance and support services for Professional/Technical programs and career services	Olympic College	
<b>Transportation</b>	Demand-response transit services for elderly people with disabilities	Kitsap Transit	
<b>Transportation Assistance</b>	Bus Tokens	Bremerton Housing Authority	
	Taxi Voucher	Bremerton Housing Authority	
<b>Youth Development and Recreation Programs</b>	Babysitter Training Classes	American Red Cross	
	Youth Empowerment Program	Bremerton Housing Authority	
	Kitsap Youth in Action/service projects and educational assistance for youth ages 11-17	Kitsap Community Resources	
	West Hills Elementary School tutoring	Kitsap Community Resources	
	Bus passes, clothes, hygiene products, etc for children in after school programs	Stand Up For Kids	

**APPENDIX B: BHA STAFF INTERVIEW INSTRUMENT**

## BHA Staff Interviews

Name of Interviewer: \_\_\_\_\_

Date of Interview: \_\_\_\_\_

Staff ID Code: \_\_\_\_\_

*NOTE: Not all of these questions will be asked of all staff. Rather, some staff will have expertise in some areas rather than others, and will only be asked those questions. Because of the variety of roles of current and past staff to be interviewed, the interviews will be semi-structured, and will follow a broad outline of concepts and topics. Ascertaining which topics will be asked of staff will take place in the interview. For example, the executive director will answer questions concerning broad mission while staff will be better able to address their particular area of responsibility -- either development, resident services, or housing management.*

### **BHA work History**

1. Time of employment at BHA

2. Current or past job title

3. Other positions at BHA

4. Job responsibilities

### **Views of Westpark before Redevelopment**

5. Best aspects of Westpark as a place to live

6. Most difficult aspects of Westpark as a place to live

## **HOPE VI**

7. Involvement in the development of the HOPE VI application  
PROBE: Responsibilities in developing application

8. Understanding of the goals of the HOPE VI program, in general

9. Understanding of the goals of the Westpark redevelopment in particular  
PROBE: Other goals that should be considered

10. Ideal outcomes of HOPE VI

11. Things that BHA has done particularly well in redeveloping Westpark

12. Greatest challenges that BHA has faced during the redevelopment

13. Thoughts on whether the redevelopment will be worth it in the long run

**Relocation:**

14. Things that went particularly well in relocation process

15. Were some households easier to move than others?

16. If you had to do relocation process again, what would you do differently?

17. Level of contact with residents since they relocated  
If the degree of contact has changed, why?

18. Do you think former Westpark residents will have better lives now that they live elsewhere?  
Why or why not?

**Community and Supportive Services (CSS)(and Service Provision**

19. Development of initial CSS plan: how was plan developed?

20. How well BHA has achieved its CSS goals  
PROBE: What factors contributed to the success of CSS plan?

What factors presented barriers?

How do you think these challenges might be overcome in the future

21. Differences/changes in, initial CSS Plan and current plan

22. Most valuable CSS services for residents during & after relocating

23. When during the relocation process were particular services most valuable to residents

24. Changing service needs of residents since they relocated

25. Barriers for residents in completing referrals to affiliate partners or other outside agencies

26. Challenges of connecting relocated residents with services

PROBE: What factors contributes to these barriers?

What\_would help overcome these challenges?

27. Views on social event programming as a CSS service – any benefits?

### **Bay Vista/Redeveloped Site**

28. Vision for Bay Vista (the redeveloped site)

PROBE: What is your greatest hope for Bay Vista? What would make Bay Vista successful as a place to live?

29. Plans for community building in the new development

PROBE: How do you perceive BHA's role in helping residents build a strong community in Bay Vista?

30. BHA's goals for relocated Westpark residents who will return to Bay Vista

31. Policies for residents who wish to return to the redeveloped site

PROBE: What criteria for return would be helpful for ensuring success and a positive community?

32. Involvement of residents in the planning of the new development

PROBE: describe nature of resident involvement

Do you have a sense of what former residents said about what they would like to see in the new community?

33. Ways that resident input was taken into account in the planning and design of Bay Vista

34. Is there anything else that we haven't discussed that you think I should know?