

**HOPE VI Close-out  
Evaluation Report:  
Salishan Redevelopment**

**Contract #16574**

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# Introduction

The Tacoma Housing Authority (THA) has retained the services of Abt Associates Inc. to complete the HOPE VI close-out evaluation report for the first phase of its redevelopment of the former Salishan public housing community into a mixed-finance community of rentals and homeownership units in Tacoma, Washington.

Following the guidance of the U.S. Department of Housing and Urban Development, this close-out evaluation focuses on three primary areas:

1. The impact of the redevelopment on residents of the public housing community, with a priority focus on the original residents;
2. The impact on the neighborhood surrounding the revitalized development; and
3. The impact on the revitalized development.

Salishan Phase I (Salishan One, Salishan Two, and Salishan Three) is the focus of this HOPE VI close-out evaluation report.

As part of this close-out evaluation, Abt Associates has reviewed the following documents for historical and background data:

*HOPE VI Materials Prepared for and Submitted to HUD:*

- The HOPE VI Revitalization Plan submitted to HUD in August 2003
- HUD's Revitalization Plan Amendment dated June 20, 2007
- HUD's Revitalization Plan Amendment dated January 17, 2008
- The HOPE VI Community and Supportive Services Plan submitted to HUD in November 2001 and approved during the first quarter of 2002
- The HOPE VI CSS Annual Report for 2008 submitted to HUD in February 2009
- The HOPE VI CSS Quarterly Report showing all data from the first quarter of 2002 through the fourth quarter of 2009, with final actual goal tabulations at the close-out of the grant on December 31, 2009

*Salishan HOPE VI Midpoint Evaluation Materials Prepared by the Northwest Institute for Children and Families, University of Washington School of Social Work submitted to THA in April 2007*

- Part 1: Resident Perspectives and Outcomes dated April 16, 2007 (Working Draft)
- Part 2: Community and Economic Profile dated April 20, 2007 (Working Draft)
- Part 3: Implementation Evaluation, dated April 19, 2007 (Working Draft)

*Salishan Satisfaction Survey conducted by Roy Rogers Management Consultant (relocation-focus) and submitted to THA in 2005*

*Tacoma Housing Authority 2009 Needs Assessment/Public Housing and Section 8/Housing Choice Resident Assessment conducted by New Directions Social Research Services and submitted to THA in 2009. (All of the Salishan needs assessments were pulled out of this overall assessment for analysis and comparison by Abt Associates.)*

*Salishan Community Health Assessment conducted by the Tacoma-Pierce County Health Department in partnership with the Comprehensive Health Education Foundation (CHEF) and the Tacoma Housing Authority (included both Salishan renters and homeowners)*

Interviews were also conducted with THA staff, Salishan Association (neighborhood association), local government staff, Tacoma Public School staff, Salishan residents (including both renters and homeowners), service providers, the general contractor, and other community partners. A list of all interviews is included in the appendix.

## **1. Revitalization of Salishan**

In 2000, THA was awarded a \$35 million HOPE VI grant from the U.S. Department of Housing and Urban Development to revitalize the original 855-unit, 188-acre public housing development in East Tacoma named Salishan. Salishan was originally constructed in 1943 as 2,000 units of housing for World War II workers, and consisted of 1,600 permanent homes and 400 temporary homes. In 1954, THA acquired 900 units of the Salishan project. The remaining units were made available for sale to the public or purchased by the Tacoma Metropolitan Park District for inclusion in a regional park.

Following THA's ownership, units were demolished as they became uninhabitable. By 1998, there were 855 units at Salishan. HUD approved the demolition of 20 units in 1998, which were taken down prior to 2000. In 2000, when THA submitted its HOPE VI application, there were 835 units on site. For purposes of comparing the original number of units to future planned units, THA used the figure of 855 units that were in existence in 1998. At the time of the application, the geographic area for Salishan was 188-acres.

### **New Mixed-Income Residential Community**

The new residential community at Salishan incorporates a mix of low-income rental and affordable and market rate homeownership that also accommodates seniors and people with special needs.

The original HOPE VI application anticipated that the Salishan Redevelopment project would use 4% tax credits to finance replacement of public housing units. Further financial analysis by THA and its financial and development partners concluded that this financing technique would be unsuitable for Salishan due to the relatively low-market rents in the surrounding East Tacoma neighborhood. The mixed finance model that was presented in the August 2003 Supplemental Plan emphasized replacement of public housing units with new construction using the greatest amount of private equity and the least amount of debt, which was made possible through the 9% Low-Income Housing Tax Credit (LIHTC) program.

In order to keep THA's commitment to maximize the number of replacement units affordable to low-income families, the agency made the decision to use Project-Based Housing Choice Vouchers (HCV) to as many as 50% of the new rental units constructed using 9% LIHTC financing. Over time, the plan for market rate rental units was not considered to be financially feasible during Phases I and II, but may be added to Phase III at a later date.

In June 2007, HUD's Office of Public Housing Investments approved THA's request for a revised unit production schedule as follows:

Production Schedule	Sal 1 2005	Sal 2 2006	Sal 3 2006	Phase I Other	Sal 4 2009	Sal 5 2009	Sal 6 2009	Phase II Other 2009	Post HOPE VI	Total
Public Housing (HOPE VI)	55	55	45		45	45	45			290
Project-Based Sec. 8*	35	35	45		45	45	45		127	377
Other Subsidized Rental									131	131
Senior Housing				55				55		110
Homeownership				125				183	52	360
<b>TOTAL UNITS</b>	<b>90</b>	<b>90</b>	<b>90</b>	<b>180</b>	<b>90</b>	<b>90</b>	<b>90</b>	<b>238</b>	<b>310</b>	<b>1268</b>

(\*includes manager's unit)

THA will complete the full revitalization (rental portion) of Salishan in seven rental sub-phases, culminating in 2011. Phase I of the Salishan Redevelopment is complete. Phase I includes Salishan One, Salishan Two, and Salishan Three. These three projects consist of 270 tax credit rental units: 155 of these units receive operating subsidy through the Public Housing Program, and 115 units receive funding through the Project-Based Voucher program. There are also 55 units in a senior building called International Place, operated by the Korean Women's Association, through an agreement with THA. Salishan One was placed in service in 2005 and Salishan Two and Salishan Three were placed in service in 2006.

Phase I of Salishan also includes 136 single family homes, consisting of 89 market rate homes, 30 single family homes sold to households at or below 60% of AMI, 6 Habitat for Humanity homes, and 11 THA rehabilitation homes that have been sold and are occupied.

Phase II of the Salishan Redevelopment will consist of 270 rental housing units, 182 for-sale homeownership units, and community facilities. All of the rental units were completed by the end of 2009. Phase III of the Salishan Redevelopment began construction in January 2010. Phase III will consist of 91 tax credit rental units, 18 market rate rental units and 78 for-sale units. There are no HOPE VI funds involved in the construction of units in Phase III. THA's Salishan HOPE VI grant ended on December 31, 2009 and will be completely closed out as of March 30, 2010.

## 2. Impact of Salishan Redevelopment on Original Residents

When THA submitted its Salishan HOPE VI Community and Supportive Services Workplan in 2001 (figures based on April 2001 data), the total number of units was listed as 834; 829 units were classified as dwelling units, 807 of these units were occupied. Five units were classified as off-line. The total resident population was 2,611.

The following chart includes demographic information for the original Salishan population based on April 2001 data compared to the Public Housing and Voucher-Based housing in Salishan Phase One. Demographics are not collected for the homeownership units in Phase One or for the 55 senior units

at International Place. The chart contains percentages of total population group for both categories to help with comparisons in different categories.

### Demographic Profile of Salishan

#### Original Salishan Development (April 2001) and Salishan Redevelopment Phase One (PH and HCV Only)

	Original Salishan Development	Salishan Redevelopment: Phase One
	April 2001 (CSS Plan)	Public Housing & Housing Choice Voucher Rentals ONLY
<b>Total Number of Units</b>	834	270
<b>Total Number of Occupied Units</b>	807	261
<b>Total Resident Population</b>	2611	814
<b>Age:</b>		
• Age 0-5	175 (7%)	65 (8%)
• Age 6-15	667 (26%)	217 (26%)
• Age 16-18	448 (17%)	72 (9%)
• Age 19-65	1123 (43%)	382 (47%)
• Age 65 and over	198 (7%)	78 (10%)
<b>Race/Ethnicity:</b>		
• White	233 (29%)	255 (31%)
• Black/African-American	109 (14%)	176 (22%)
• American Indian/Alaska Native	7 (1%)	6 (1%)
• Asian	429 (53%)	318 (39%)
• Hispanic	29 (4%)	79 (10%)
• Mixed Race/Other/Unknown	n/a	59 (7%)
<b>Households by Primary Language:</b>		
• English	322 (40%)	197 (76%)
• Vietnamese	188 (23%)	23 (9%)
• Cambodian	181 (22%)	27 (10%)
• Russian	64 (8%)	9 (3%)
• Spanish	21 (3%)	5 (2%)
• Other	31 (4%)	0 (0%)
<b>Household Income:</b>		
<b>AMI for Salishan Households:</b>		
• 0-30% AMI (households)	542 (67%)	99 (38%)
• 31-50% AMI	173 (21%)	95 (36%)
• 51-80% AMI	62 (8%)	45 (17%)
• Over 81% AMI	30 (4%)	22 (9%)
<b>Primary Source(s) of Household Income (may include more than one source)</b>		
• Wages/Self-Employment	340 (42%)	121 (46%)
• TANF	245 (30%)	67 (26%)
• SSI	348 (43%)	172 (66%)
• Social Security	207 (26%)	42 (<1%)
• Pension	3 (<1%)	2 (<1%)
• Child Support	73 (9%)	43 (16%)
• Unemployment Benefits	17 (2%)	5 (2%)
• Washington State General Assistance	98 (12%)	15 (6%)
• Other	24 (3%)	72 (27%)
• No Income	12 (1%)	3 (1%)

*Age:* In the Age category, the percentages of residents in different groups show the following:

- (1) For 0-5 years of age, there is a 1% increase for this population group from 7% of the population at the Old Salishan to 8% of the population in the New Salishan tax credit units (public housing and HCV units) at the New Salishan;
- (2) For 6-15 years of age, the percentages of each population group are the same at 26%;
- (3) For 16-18 years of age, there is an 8% decrease for this population group from 17% of the population at the Old Salishan from to 9% of the population in the New Salishan tax credit units;
- (4) For adults 19-65 years of age, there is a 4% increase for this population group from 42% of the population at the Old Salishan to 47% of the population in the New Salishan tax credit units.
- (5) For adults 65 years of age and over, there is a 2% increase for this population group from 8% of the population at the Old Salishan to 10% of the population in the New Salishan tax credit units. As previously noted, this figure also does not include the senior residents in the 55 units at International Place.

*Race/Ethnicity:* There were increases in the percentages of the population for White, Black/African-American; and Hispanic. There was a decrease in the Asian population from 53% of the population at the Old Salishan to 39% of the population in the New Salishan tax credit units. It should be noted that although the KWA did not have race/ethnicity information available for International Place, the staff interviewed noted that many of the International Place residents who previously lived at Old Salishan are Asian. Seven (7) percent of the population in the New Salishan tax credit units is now classified as Mixed Race/Other/Unknown, which is a classification that did not exist when the figures were calculated in 2001 for the CSS Workplan. While not reflected in these figures, representatives from the health center, the local school, and community organizations, have all noted a marked increase in Hispanic residents in the East Tacoma neighborhood surrounding Salishan. Although there has not been an increase in the number of households who identify Spanish as their primary language, there has been an increase in the number of Hispanic households from 4% to 10%.

*Household Income - Average Median Income:* Average Median Income (AMI) is the category that has seen the largest percentage changes from Old Salishan to the New Salishan. The number of households in the 0-30% AMI category has decreased, while there have been increases in the number of households in the 31-50% AMI, 51%-80% AMI, and over 81% AMI.

Overall, 88% of the households at the Old Salishan had household incomes under 50% of AMI compared to 74% of the households in the New Salishan tax credit units.

*Sources of Income:* Since households list more than one primary source of income, it is difficult to make specific calculations on the actual top primary source of income for each household. In the Old Salishan, 42% of the households cited wages/self-employment as one of their primary sources of household income compared to 46% of the households in the New Salishan tax credit units. In the Old Salishan, 43% of the population cited SSI as a primary source of household income compared to 66% of the households in the New Salishan tax credit units.

In Part 1 of the Midpoint Evaluation—Resident Perspectives and Outcomes, the Northwest Institute for Children and Families indicated that based on their survey of 52 residents, residents indicated that

the top three things that they liked about the Old Salishan were: good neighbors and good community (50% of respondents); cheap rent and no extra costs for utilities (38%); and good safety and security (31%). What residents indicated were the top three things that they did not like about the Old Salishan were: lack of security/concerns about safety (50%); poor housing conditions (25%); and the relocation process (12%). At the time of the evaluation, only ten families had relocated to New Salishan (nine renting with Section 8 vouchers and one homeowner). These residents were asked what they liked and did not like about the New Salishan. The preliminary indications were that they liked the design and spaciousness of the new homes, the carpeting, hot water, and accessibility for a person in a wheelchair. What they did not like about the New Salishan were new rules, including parking rules. Some other complaints included that the houses were too small and close together, and they did not like someone living above them.

In February and March 2010, 12 current residents of New Salishan, who also lived in Old Salishan, were interviewed about what they liked and did not like about the New Salishan, particularly in comparison to the Old Salishan. Two of the New Salishan Residents live at International Place, operated by the Korean Women's Association. Overwhelmingly, what they liked about the community were the design and look of the community which they indicated made them proud of where they lived. It was also noted by residents that they could not think of another Tacoma neighborhood that consistently looked as good as their neighborhood. All the residents felt safer and more secure than in the Old Salishan; however, they said they missed seeing the Tacoma Police Department drive through as much as they previously did at the Old Salishan. The people interviewed said it had probably been about two years since they heard gun shots in the New Salishan. They indicated that gun shots were almost a nightly occurrence in the Old Salishan, primarily from people just shooting off guns in the air. Many of the residents also noted that there were more opportunities to be outdoors to go for walks or visit the playgrounds and parks within the community.

All of the homeowners interviewed were very pleased with their units and indicated that they never could have become homeowners without the programs and services offered by THA to promote homeownership. One homeowner lived in a Habitat for Humanity home, one homeowner lived in one of the refurbished Old Salishan units, and two homeowners lived in the homes built by Quadrant Homes. As described in more detail in the Community and Supportive Services section of this report, current homeowners described very detailed efforts to achieve homeownership starting with enrollment in the Family Self-Sufficiency (FSS) Program, starting Individual Development Account (IDA) savings programs, coupled with education and training programs that helped them achieve better, and more stable, employment opportunities. None of the homeowners viewed their current home as a "starter" home, but viewed their home as their long-term family home. Homeowners also noted in addition to the programs and services offered through THA, they also believed that THA was involved in protecting their financial interests by not steering them to programs that offered questionable mortgages that could have lead to foreclosures. About the only area of concern for homeowners were rumors of an increase to the homeowner fees collected by the Salishan Association. People noted that even though they were now homeowners they were still living on very tight budgets and escalating homeowner fees were a big concern.

Both renters and homeowners who were parents said they were very pleased that both Lister School (the elementary school) and the First Creek Middle School were new facilities and helped contribute to the new look of the community. The redeveloped Lister School opened around the time that the Salishan Redevelopment process began, and the First Creek Middle School just opened at the start of



this school year. Parents noted that they thought these new schools represented a positive investment in the Salishan community.

For the renters, there were a few concerns about the New Salishan rental units and some concerns about International Place.

- (1) They missed having their own private garden in their yard. They indicated that their current yards did not provide enough room for growing flowers or food other than what can be grown in a pot. One resident indicated that she tried to grow herbs in her yard and they were overrun by slugs. Although the Salishan Association is working with residents to develop a Community Garden, residents indicated that it was going to be too far away from their homes. One resident also had the incorrect assumption that there would be a high fee required to participate in the Community Garden program.
- (2) The renters said the walls in the unit were too thin and they could hear all of their neighbors' activities, including fighting, noise from television and music, and general conversations. They said the noise factor made it difficult when there were children in the house who needed to get their sleep.
- (3) Nearly all renters and homeowners missed having a Community Center on site for both youth and adult activities. They indicated that there was no longer a focal gathering point for residents. Three residents noted that without the Community Center there were no longer on-site activities for young people, and they noted that there were a lot of children wandering around the community with nothing to do. They also indicated that without the Community Center there were fewer opportunities for residents to get to meet their neighbors.
- (4) Many of the renters indicated that they missed having their own stand-alone home and did not like being in a duplex unit. They felt that they did not have the privacy that they previously had at the Old Salishan.
- (5) One couple who live in an accessible, ground floor unit said that they felt they were "living on dirt" because the unit is so close to the ground. They indicated that they have had problems with worms and ants, and the ground around their door way is frequently wet from the rain and moisture. (They have reported these problems to THA management.)
- (6) Two residents of International Place at Salishan, operated by the Korean Women's Association (KWA), were interviewed. They indicated that KWA was more hands-off in its property management than THA and the building lacked someone to go to when they had questions or needed help. They also thought that the rules at International Place were much stricter than they were at the Old Salishan, citing rules for visitors as an example. They also missed not having easy access to the outdoors, and said their units at International Place were much smaller than their previous units at Old Salishan. (Note: Both residents had two-bedroom units at the Old Salishan and were now living in one-bedroom units.)

The International Place residents also thought that they had less access to information about services and programs than what they received when they were living at Old Salishan. As an example, one of the residents thought that the new Community Health Care medical and dental clinic across the street from International Place served only women because there was a sign outside about a women's clinic (which is a part of the overall health center). (It was suggested to the THA CSS staff that it may be helpful to meet with representatives of KWA at International Place on a regular basis to share information about programs and services offered by THA and other service providers in the community.)

Although residents indicated that the design of the New Salishan did away with many of the open spaces where people tended to congregate late at night, both a renter and a homeowner expressed concerns about neighbors who had young adults (around 20-22) living in the units who had friends over late at night and now congregated in their driveways with their cars and loud noise and music. The homeowner expressed concern about some young people who were gathering around the storage lockers late in the evening. (These incidents have been reported to THA property management, although the renter was more cautious in reporting her concerns than the homeowner for fear of retaliation from her neighbors.)

Both renters and homeowners were disappointed that there had not yet been more retail development in the area surrounding Salishan, especially a new grocery store and full-service drug store. People interviewed who were aware of the service indicated that they were pleased that a pharmacy was now part of the Community Health Center at Salishan and they could get their prescriptions filled there now.

Other people interviewed about their perception of the impact of the New Salishan on previous residents indicated that they noticed that residents appear to have much more pride in their community that they previously did. They commented about how people kept their yards up and put plantings on their porch. The local school principal noted that he saw many more people outside walking around the community, visiting neighbors, and children playing in their yards and at the playgrounds than was previously visible. Representatives of the general contractor also noted how it was noticeable that people were taking care of their homes and yards, and there was a substantial reduction in graffiti and litter throughout the community.

### **3. Community and Economic Profile**

In the Salishan HOPE VI Redevelopment Midpoint Evaluation Part 2 – Community and Economic Profile – conducted by the Northwest Institute for Children and Families in 2005, demographic and community profiles are included that are primarily based on the 2000 Census and updated when other sources of information are available. Since there is not any new Census data available since the 2000 Census, some of the same data is cited in this section. Updated information is included where it is available primarily through the State of Washington or private real estate sources. The Washington State Office of Financial Management keeps updated information on a county-wide basis, not a city-wide basis, so the most current information for Pierce County is used when available. When updated information is available, there is a comparison with current data versus earlier data. Census Tract 622 comprised the Salishan Development in 2000 and about 2% other units, primarily owner-occupied housing units. When the 2010 Census data is available, there should be a noticeable difference in much of the housing-related data for Census Tract 622 with the increase of owner-occupied units at Salishan. Nearly all of the housing units (rental and owner-occupied) in Phase One of Salishan will be occupied; the rental units in Phase II are occupied and the sale of homeownership lots will have started for Phase Two. Phase Three will not be completed by the time of the Census data collection in April 2010.

The information on area schools presents updated information from the Tacoma School District and the Washington State Superintendent of Public Instruction (OSPI). The First Creek Middle School just opened in the fall of 2009, so no annual comparison of statewide testing scores (WASL) were

available; however, for the purposes of this report we used data from McIlvaigh Middle School, which was the closest middle school to Salishan. Updated crime statistics are from the Tacoma Police Department. Historical crime statistics from the period of time around the start of the Salishan Redevelopment were provided by THA based on information gathered from the Tacoma Police Department for THA's Public Housing Drug Elimination Program (PHDEP) grant reports.

## A. Demographics

### Population

Pierce County		Tacoma		Census Tract 622 (Salishan) 2000 Census Data
2010	2005	2008	2005	
785,639*	700,982**	197,181***	193,177**	2,802****

### Median Household Income

Pierce County		Tacoma		Census Tract 622 (Salishan) 2000 Census Data
2010	2005	2008	2005	
\$58,133*	\$49,584**	\$43,354***	\$37,879**	\$13,068****

### Number of Families in Poverty

Pierce County		Tacoma		Census Tract 622 (Salishan) 2000 Census Data
2010	2005	2008	2005	
11.3%*	7.5%**	14.1%***	11.4%**	54.4%****

### Percentage of People of Color

Pierce County		Tacoma		Census Tract 622 (Salishan) 2000 Census Data
2010	2005	2008	2005	
20.2%*	21.6%**	31.1%***	30.7%**	75.8%****

\*Washington State Office of Financial Management

\*\* U.S. Census Bureau, 2005 American Community Survey

\*\*\* Onboard Informatics/City-Data.com for Tacoma, Washington

\*\*\*\* U.S. Census 2000

### ***Population***

In early 2010, Pierce County had a population of 785,639. Tacoma had a population of 197,181 in 2008. According to 2000 US Census Data, the population of the city of Tacoma was 193,556. Pierce County has experienced more than a 10% growth during the 1990s. Tacoma has also experienced growth but to a smaller extent. At the time of the 2000 Census, the population for the Salishan Census tract was 2,802.

### ***Median Household Income***

In the 2000 U.S. Census, it was reported that Pierce County had a median income of \$49,584 and the city of Tacoma had a median household income of \$37,879. The census tract for Salishan had a median household income of \$13,068 in the 2000 Census, while the range of median incomes in the surrounding census tracks ranged from \$35,851 to \$42,287. The Salishan Census Tract (622) was composed of nearly all renters in 2000. There were nine owner-occupied housing units outside of Salishan that were included in this census tract. When the 2010 Census is completed, there will be 136 homeownership units in Phase One of Salishan included, and perhaps some of the 182 homeownership units in Phase Two may also be included.

In 2007 Census data, the median income for the United States was projected to be \$60,374. In Pierce County, the estimate was \$64,339 (above the national average) and in Tacoma, \$44,533 (below the national average). The median household income data provided by the Washington State Office of Financial Management and other sources show drops in median household income for both Pierce County and the city of Tacoma in 2008/2009.

In 2008, the median household income in Tacoma for White non-Hispanic households was \$50,505; for Black-African-American households it was \$31,541; for Asian households, it was \$45,891; for Hispanic or other Latino race householders, it was \$36,943.

### ***Race/Ethnicity***

The 2000 Census figures show that 82 percent of all Washington State residents identified themselves as White. In Pierce County, 78% of the population identified themselves as White, while in Tacoma, 69.1 % of the population identified themselves as White. In Salishan's 2000 census tract, only 23.6% of the population identified themselves as white. In 2010, the State of Washington Office of Financial Management reported that 79.8% of the population in Pierce County was identified as White, a slight increase from 2000; while in Tacoma, 68.9% of the population was identified as White in 2008, which is a slight decrease from the 2000 Census figures.

## **B. Employment**

The 2000 Census reported that 32.9% of the people living in the Salishan census tract were employed; 7% were unemployed; and 60% were not in the labor force. The unemployment rate in the surrounding neighborhood, the city of Tacoma, and Pierce County were higher, primarily due to the number of people in the Salishan census track who were not considered to be in the labor force. For the city of Tacoma, the Census data showed that 58.4% were employed, 4.9% were unemployed, and 35.8% were not in the labor force.

The Washington State Employment Security Department reported an 11.3% unemployment rate for Pierce County as of February 2010 compared to a 9.0% unemployment rate for the county as of

February 2009. As of February 2010, there were 393,920 people considered to be in the labor force, 349,600 were employed, and 44,320 were classified as unemployed.

The U.S. Bureau of Labor Statistics (USBLS) reported that the unemployment rate for the city of Tacoma in January 2000, around the start of the Salishan Redevelopment, was 5.2% compared to the national unemployment rate of 4.0%. At the end of 2008, the unemployment rate for the city of Tacoma was 8.4% and the national unemployment rate was 5.8%. When the HOPE VI grant closed out in December 2009, the unemployment rate for the city of Tacoma had increased to 9.5% for 2009, and the national unemployment rate jumped to 9.3%. In January 2010, the unemployment rate for the city of Tacoma was to increase again to 10.7% compared to an unemployment rate for Washington State of 10.2% and the national unemployment rate of 9.7%.

### **C. Housing Data**

In the Salishan Midpoint Evaluation Part 2 – Community and Economic Profile (dated April 2007), housing data was presented based on the 2000 U.S. Census. Updated information was available for the year ending in December 2008 through City-Data.com and other local real estate sources. While the information does show significant growth, it is also noted that throughout the Puget Sound region, housing prices did go down in general in 2009.

#### ***Median Housing Values and Rents***

In 2000, the median house or condo value in the city of Tacoma was \$149,600 and \$123,300 in Pierce County. In the Salishan census track, there were only nine owner-occupied housing units and the median value of these homes was \$86,000. In the surrounding Census tracts, in 2000, the median housing values ranges from \$93,200 to \$102,900. In 2008, the median price in the city of Tacoma was \$260,900 compared to \$208,100 for the state of Washington. In the 2008 tabulation, the median year that houses/condos were built in the city of Tacoma was 1957. In the 2000 Census data, the median year that housing structures (homes/apartments) were built in Pierce County was 1975 and in the city of Tacoma it was 1959. In the Salishan Census track, the median year that structures were built was 1949. Fifty-five (55) percent of the housing units in Tacoma were owner-occupied, and 45% were occupied by renters in 2008. For Washington State, 65% of the housing units were owner-occupied and 35% were occupied by renters. In January 2010, the average rent in the city of Tacoma for a one-bedroom apartment was \$720 and the average rent for a two-bedroom was \$845. Both of these average rents are about 5% lower than the average rents for comparable units in 2009. Based on data in the 2000 Census, the average rent for Pierce County was \$624, for the city of Tacoma was \$581, and for the Salishan Census track it was \$272, where 98% of the units were subsidized rental units. (There were a few privately owned homes outside of the Salishan public housing development that were included in the Salishan Census track in the 2000 Census).

#### ***Housing Vacancy***

Based on the 2000 Census data, 5.86% of the total housing units were vacant in Pierce County and 6.07% in the city of Tacoma. Housing units in the Salishan Census track had a vacancy rate of 3.31% compared to the surrounding census tracts where vacancy rates ranges from 5.27% to 7.48%. According to data from the City of Tacoma, the vacancy rate for total housing units in 2008 was 6.1%, with a 1.9% vacancy rate for owner-occupied units and 6.4% vacancy rate for rentals. It should be noted that the real estate market and housing conditions in 2009 may have altered these figures, but data based on figures for all 2009 were not available at the time of this report.

#### D. Crime in the Neighborhood

In 2002, THA had gathered historical crime statistics for the Salishan community as part of its annual Public Housing Drug Elimination Grant (PHDEP) report to HUD. A comparison of current crime statistics from the Pierce County Sheriff Department shows that there has been a significant decrease in crime in the Salishan neighborhood.

#### Crime Statistics for Salishan: 1995 through 2002 with a comparison to 2010

##### Part One Crimes

Part One Crimes	1995	1996	1997	1998	1999	2000	2001	2002	02/2009 to 01/2010*
Homicide	2	0	0	4	0	0	0	2	0
Rape	3	3	6	7	6	2	6	2	0
Robbery	8	8	13	9	13	10	6	10	0
Aggravated Assault	103	68	54	86	41	38	17	46	0
Burglary	102	73	89	87	72	74	108	77	1
Auto Theft	69	96	84	70	85	78	76	89	0
Theft	120	82	107	107	82	102	96	109	1
<b>TOTAL</b>	<b>407</b>	<b>330</b>	<b>353</b>	<b>370</b>	<b>299</b>	<b>304</b>	<b>309</b>	<b>335</b>	<b>2</b>

\* These figures reflect a 12-month reporting period from February 2009 through January 2010. Details of the crime statistics are included below.

##### Part Two Crimes

Part Two Crimes	1995	1996	1997	1998	1999	2000	2001	2002	02/2009 to 01/2010*
Vandalism	114	115	105	103	125	124	92	205	1
Weapons	15	6	7	5	4	32	3	8	0
Drugs	12	18	18	24	13	4	41	19	0
Simple Assault	159	158	176	144	80	114	60	103	4
<b>TOTAL</b>	<b>300</b>	<b>297</b>	<b>306</b>	<b>276</b>	<b>222</b>	<b>274</b>	<b>196</b>	<b>335</b>	<b>5</b>

\*These figures reflect a 12-month reporting period from February 2009 through January 2010. Details of the crime statistics are included below.

The Tacoma Police Department now gathers crime statistics for the Salishan area by three divisions: Salishan Division 1, Salishan Division 2, and Salishan Division 3.

- Salishan Division 1 includes the area west of Portland Avenue to Faris Drive from East 38th Street on the north to East 44th Street on the south. This division includes Phase I of the Salishan Redevelopment.
- Salishan Division 2 includes the area west of Portland Avenue to East T Street and south from East 44<sup>th</sup> Street. This division primarily includes part of Phase II (where Salishan and the Core is) and Phase III.

- Salishan Division 3 includes the area west of Paris Avenue from East 38th Street to East 44th Street. This division primarily includes Phase II of the Salishan Redevelopment.

The Police Department also no longer classifies crimes as Part One or Part Two crimes, but tabulates all of the information together. The following charts show the crime statistics for the three Salishan Divisions through January 2010, along with the overall crime statistics for the city of Tacoma.

**Salishan Division 1, 2 and 3 Crime Statistics  
February 2009 – January 2010**

Crime Category	Salishan Div 1	Salishan Div 2	Salishan Div 3	Salishan Total	City of Tacoma
<b>Kidnap/Child Lure</b>	0	1	0	1	5
<b>Total: Violent Crimes</b>	0	2	2	4	145
Aggravated Assault					
Non-Aggravated Assault		2	2		
Homicide					
Robbery					
<b>Total: Property Crimes</b>	0	0	4	4	1836
Arson					
Motor Vehicle Theft					
Theft			1		
Burglary			1		
Vandalism			2		
<b>Drug Crimes</b>	0	0	0	0	195
<b>Warrant Arrests, Fraud, Traffic and Other Incidents</b>	2	0	2	4	1293
<b>Other Crimes</b>	0	0	0	0	51
<b>GRAND TOTAL:</b>	<b>2</b>	<b>3</b>	<b>8</b>	<b>13</b>	<b>3515</b>

These tables demonstrate the significant decrease in crime since the Salishan Redevelopment began, and show that crime in the Salishan community represents a very small percentage of crime within the city of Tacoma.

Interviews were conducted with staff from Walsh Construction Company who have been working on site since the Redevelopment process began. One employee stated that when they began the redevelopment work, Salishan was known to be one of the roughest neighborhoods in Tacoma. The construction crews frequently heard gun shots, particularly in the gully/ravine area. Staff witnessed car chases, drug use, gang loitering and tagging. On two occasions, crews were sent home because of frequent gun shots. As another staff person described Salishan, "it was simply a place where people lived." The Walsh staff said all that has changed now. The design of Salishan has created "defensible spaces" with designated yard spaces for units. They believe that people take real pride in their homes and their community and they have noticed a tremendous shift in attitude. There is a "sense of neighborhood" that the staff did not see existing before. They cited activities such as children playing in parks and people planting gardens as two of the significant changes they see. The Walsh staff also commended the Tacoma Police Department for their support and cooperation

throughout the redevelopment process. A police officer was assigned to the area for non-emergency issues during the construction of Phase One, and the officer checked in frequently with the construction crews to check up on activities. The Walsh staff indicated that since people have been moving into Phase One, you no longer see any gang loitering in the area and there are no signs of gang tagging. The area around the gully/ravine is now surrounded by homes and is no longer a "no man's land" where people go to shot off guns. The staff interviewed said it has been a long time since any gunshots have been heard.

When residents were interviewed, they also generally noted a decrease in crimes such as graffiti tagging, open use of drugs, and use of guns in the community. Residents also noted less abandonment of cars in the community which they assumed to be stolen cars that were abandonment in the anonymity of the Old Salishan. Residents in general noted that they felt much safer walking around the community.

### **E. Schools**

The two nearest schools to the Salishan development are Lister Elementary School and First Creek Middle School which opened at the start of this school year. Phase Three of Salishan is located immediately north of First Creek Middle School. Information about Lister School was gathered from interviews with staff and parents, and information from the Tacoma School District and the Washington State Office of Superintendent of Public Instruction (OSPI). Because First Creek is a new school, no statistical data has been gathered yet on school performance.

As of October 1, 2009 according to the Tacoma Public Schools data, there are 14,918 students enrolled in Tacoma K-5 schools; 6,179 enrolled in Middle Schools, and 7,479 enrolled in High Schools. The district also has an additional 1,584 students that are enrolled in home-school programs and alternative school programs. These figures represent a total school population of 30, 233. The Lister Elementary School had an enrollment of 457 students and the First Creek Middle School had an enrollment of 834 students, the largest middle school population in the district. Lincoln High School, with a student population of 1,531 students, which ranks in the middle of school populations for Tacoma high schools, was cited as the high school that many Salishan students attended.

During the 2008-09 school year, the Tacoma School District adopted four district improvement goals as part of the District's School Improvement Plan:

- (1) Increase achievement for all students each year by 10%. (based on the difference between the 2007 Washington Assessment of Student Learning (WASL) scores and 100% of students meeting State standards.
- (2) Decrease the gap between underperforming subgroups and the district average performance on the WASL by 10%.
- (3) Decrease the dropout rate by 10% annually.
- (4) Reduce the number of students not graduating by 10% annually.

The district has not yet presented a report to the community about its progress in meeting these goals.



### *The Lister School*

The Tacoma School District's Lister School sees itself as a hand-in-hand partner with the THA on the redevelopment of Salishan. The school has worked with the housing authority before, during, and after the redevelopment phases. Almost 90 percent of the students at Lister are from Salishan. While this school has been in the community for decades, it opened up a brand new building immediately across from Salishan Phase II in 1999. The school offers pre-kindergarten through 5th grade to 457 students, and has three Head Start classes that serve an additional 60 students.

Lister School also has an ESL focus with staff who speak Spanish, Cambodian, Russian, and Vietnamese. Children at the school speak 10 to 12 different languages. It was estimated that one-third of the current students are African-American, one-third are Caucasian (which also includes a large Russian population), and one-third are East Asian. The school is also seeing an increasing percentage of Spanish-speaking students; however, these students are from the surrounding community, not Salishan. At Lister, 89.6 percent of the students qualify for free or reduce cost meals, the third highest percentage in the Tacoma School District. When asked if the new homeowners at Salishan were having an impact on reducing the number of free or reduced lunches, the response was no. It was perceived that some of the homeowners had very young children who were not yet eligible for enrollment at Lister, or the family's income was still low enough for them to qualify for free or reduced cost lunches.

One trend noted at the Lister School is the increase in the number of younger children enrolling at the school, which will have significant impact in future years. For grades 1 through 5, the average grade size is about 60 students with two classrooms per grade; however, this year, the kindergarten class has enrolled 92 students and required an additional classroom to be set up, for a total of four kindergarten classrooms. As these children progress through the school, there will be a need for an additional classroom by grade with an eventual need for four classrooms for each grade, as compared to three classrooms per grade now. Based on kindergarten enrollment this year, the school is already putting in its request for an additional first grade teacher for next year. It is projected that at this growth rate, the school will reach its maximum of 600 students in just a few years.

In response to a question about parental involvement, the school staff noted that it had seen no change in the level of parent participation in the Parents-Students-Teachers Association with the new residents and new homeowners moving into the community. The staff noted that parent participation is still very low and the staff continues to reach out to parents to try to better engage them in their children's education.

The Lister staff noted that during the Salishan redevelopment it was very helpful to be working so closely with THA. When issues came up, they were resolved quickly. The staff also praised the work of Walsh Construction Company that was very receptive to correcting perceived safety issues in the area around the school.

The Lister School also allows community organizations, such as the Northwest Leadership Foundation, to offer after-school programs and summer camps at the school with nominal costs to pay for a custodian to be on site to close up the building. The only drawback about the redeveloped Salishan that was noted was that it no longer had an on-site community facility.

Information is published by the Office of the Superintendent of Public Instruction in Washington State that displays student performance for the Washington Assessment of Student Learning (WASL)

for the past 12 years. While many of the scores at Lister for the third and fourth grade students were slightly lower from the 2008-2009 school year compared to the 2007-2008 school year, the scores are higher than they were at the start of the Salishan Redevelopment in 2000. However, for the fifth grade students the scores are consistently lower than they were in previous years.

**WASL Scores - Third Grade at Lister School**  
*(2005-06 was the first year scores were recorded for 3rd grade)*

3 <sup>rd</sup> Grade Reading	3 <sup>rd</sup> Grade Math
2005-06: 35.7%	2005-06: 18.6%
2007-08: 64.2%	2007-08: 64.2%
2008-09: 56.1%	2008-09: 40.4%

**WASL Scores - Fourth Grade at Lister School**

4 <sup>th</sup> Grade Reading	4 <sup>th</sup> Grade Math	4 <sup>th</sup> Grade Writing
2000-01: 53.9%	2000-01: 31.5%	2000-01: 49.4%
2007-08: 53.6%	2007-08: 37.7%	2007-08: 52.2%
2008-09: 63.3%	2008-09: 39.2%	2008-09: 55.7%

**WASL Scores – Fifth Grade at Lister School**  
*(2005-06 was the first year scores were recorded for 5th grade reading and math;*  
*2003-04 was the first year scores were recorded for 5th grade science)*

5th Grade Reading	5th Grade Math	5th Grade Science
2005-06: 74.7%	2005-06: 59.5%	2003-04: 25.3%
2007-08: 62.2%	2007-08: 54.1%	2007-08: 39.2%
2008-09: 49.3%	2008-09: 39.1%	2008-09: 18.8%

OSPI notes that Lister Elementary is a Title 1 School under the No Child Left Behind Act (NCLB) of 2001. In its most recent school, Lister School did not make adequate yearly progress (AYP) in two learning cells: English Language Learners (ELL) – mathematics and reading. AYP is required for the U.S. Department of Education for all school districts and schools that receive federal funding. An improvement plan is developed for schools that do not meet the AYP so a school improvement plan was developed for Lister School for the next academic school year.

***First Creek Middle School/McIlvaigh Middle School***

As previously mentioned, First Creek Middle School is now the middle school serving the Salishan community. This is a new school that combined students from two other middle schools, so no WASL or other school data was available yet. Prior to this school year, students from the Salishan community attended McIlVaigh Middle School, which closed at the end of the 2008-09 school year. For the 2008-09 school year, McIlVaigh reported WASL scores that were significant lower than the District and State averages for Grade 6 reading and writing; Grade 7 reading, mathematics, and writing; and Grade 8 reading, mathematics, and science. The following tables show the comparison of WASL scores for Grade 6, 7, and 8 for the schools years 2000-01 (start of Salishan Redevelopment); 2007-08; and 2008-09 (the final year of McIlVaigh Middle School before the

merger with the new First Creek Middle School. As another Title 1 school (receives federal funding), the school did not make Adequate Yearly Progress (AYP) and was in a school improvement plan for the coming academic year. At McIlVaigh, 88.1% of the students received free or reduced price meals during the 2008-09 school year.

Since WASL data was not available yet for the First Creek Middle School, WASL scores for the McIlVaigh school are included below.

#### WASL Scores – Sixth Grade at McIlVaigh Middle School

School Year	Reading	Math	Writing	Science
2000-01	No 6 <sup>th</sup> Grade WASL Tests			
2007-08	52.8%	28.0%	No Test	No Test
2008-09	45.9%	21.8%	No Test	No Test

#### WASL Scores – Seventh Grade at McIlVaigh Middle School

School Year	Reading	Math	Writing	Science
2000-01	12.3%	6.1%	30.1%	No Test
2007-08	43.4%	28.5%	49.2%	No Test
2008-09	41.4%	20.7%	39.3%	No Test

#### WASL Scores – Eighth Grade at McIlVaigh Middle School

School Year	Reading	Math	Writing	Science
2000-01	No 7 <sup>th</sup> Grade WASL Tests			
2007-08	55.1%	28.7%	No Test	23.5%
2008-09	50.8%	34.4%	No Test	28.8%

#### *Lincoln High School*

At Lincoln High School, the WASL scores for students were lower than the District average, although not as significantly lower than at the middle school. At Lincoln, all students in the 9th through 11th grade who fail to meet any of the standards on the WASL tests must have a Student Learning Plan. The purpose of this Plan is to personalize the students' education and give him/her support to be successful. Beginning with the end of the 2008 school year, all students must pass the 10th grade WASL tests in reading, mathematics, writing, and science. Lincoln High School has formed "small learning communities" to help improve students' performance on the WASL tests. There are only five high schools serving all of Tacoma, so there is an academic mix of students at Lincoln. At Lincoln, 70.1% of the students received free or reduced price meals. There is no data on how many Salishan youth are enrolled at Tacoma area high schools or their graduation rates.

## 4. Impact of Redevelopment at Salishan

Through a series of interviews with community stakeholders, the consensus has been that the Salishan Redevelopment has had a very positive impact on its surrounding East Tacoma neighborhood. Due to the large size of the development, people have commented that Salishan is truly the development of

an entirely new neighborhood that is a beacon for the surrounding community. People have also cited the new Lister school and new First Creek School, and investments in the surrounding neighborhood by the Puyallup Tribe including street repair, landscaping, and significant home repair. The most significant investments in East Tacoma have been made by public and tribal entities. There appears to be a recognition that until the economy turns around, the private investment – e.g., retail – will have to wait.

One point mentioned by several interviewees is the pride of the City of Tacoma and other local leaders in the Salishan Redevelopment. One interviewee compared the revitalization of Salishan along with the redevelopment efforts at the Port and the establishment of the museum district in downtown Tacoma as community wide achievements.

### **A. Sense of Community**

The University of Chicago recently released a study entitled, “Building ‘Community’ in Mixed-Income Developments: Assumptions, Approaches, and Early Experiences,” based on Chicago’s experiences trying to build community in public/mixed-income communities. The study team conducted field work and interviewed residents from different income groups, property managers, developers, service providers, community activities and public officials. The preliminary findings of this study show that while mixed-income developments appear to be successful in improving physical conditions and safety, the social environment was proving more difficult.

Based on interviews with community partners in Tacoma and Salishan residents, the same issue of improving the social environment is not readily apparent at Salishan. Through the work of the Salishan Association (described below) and others, there appears to be a strong sense of community pride in Salishan that is also creating an atmosphere to create a cohesive community. The reluctance to participate in community activities was mentioned as being more of a cultural concern (i.e., people not wanting the Tacoma Housing Authority or others to know about “their business”) than a renter versus homeowner concern. The planned activities to date have focused on community kitchens, community gardens, safety and youth activities which have not created any barriers.

Based upon what it understood from the experience of other HOPE VI developments around the country, THA anticipated that a notable barrier to community building would be the divide between renter and homeowner. In response, THA undertook several efforts and decisions. First, it tried hard to ensure that the dividing line between homeowners and renters was not also a racial line. It knew that its renters would be very racially diverse. It sought to ensure a comparable diversity among the prospective home purchasers. In collaboration with its homebuilding partner, these efforts were largely successful. The Fair Housing Center of Washington assessed these results in 2007 as shown in the following table.

### Salishan Renters and Homebuyers: Race/Ethnicity

Race	Salishan Total 2008 [renters and homebuyers]	Renters Total 2008 <sup>1</sup>	Homeowners		
			2008 Salishan Homebuyers <sup>2</sup>	2000 Tacoma Owner Occupied Household	2000 Pierce County Owner-Occupied Households <sup>3</sup>
American Indian/Alaskan Native	<1%	2%	0%	1.1%	.9%
Asian	37%	43%	21%	5%	3.5%
Black or African American	18%	31%	13%	8.2%	4.1%
Native Hawaiian/Pacific Islander	2%	4%	7%	.4%	.4%
White	40%	43%	54%	81.2%	87.9%
Mixed/Race/Other/Unknowns	2%	1%	6%	4.1%	3.2%
Hispanic	13%	7%	3%	2.1%	0.6%

Source: Quadrant Homes: Assessment of Diversity at Salishan and New Home Communities in Washington (Fair Housing Center of Washington 2007) (page6)

These positive results earned THA the Excellence in Fair Housing, Housing Justice Award for 2008 from the Fair Housing Center of Washington.

Second, THA observed that other HOPE VI communities created a homeowners association that represented only the homeowners. This appeared to have led to divisions between the homeowners and the renters. At Salishan, the Salishan Association is responsible for the entire community. This has helped to make it the focal point for many community building activities.

As one community stakeholder noted, Salishan almost used to be a bad word in the community, but now it is viewed as a “shining beacon.” She saw that it was no longer a stigma for children to say that they were from Salishan. The physical change at Salishan helps to take away the image of “the projects”. This stakeholder, along with two other people interviewed, also noted that the City of Tacoma has demonstrated tremendous pride in the redevelopment of Salishan, and this pride impacts how people see their own community. As further described in the section on crime statistics, one of the contractors working on site stated that at the start of the redevelopment phase, Salishan seemed to be a place where people just “lived” with no sense of pride or responsibility towards their community.

Two community stakeholders did express concern that they thought the original Salishan residents had not found their voice yet in the new development, and were concerned that there were no renters represented on the Salishan Association board. For the future, their concern was that activities and

<sup>1</sup> 2008 Tacoma Housing Authority database statistics

<sup>2</sup> Includes only conventional home mortgage originations and excludes such loans for which no data was available.

<sup>3</sup> 2000 Census Tables H14 and H15H

events not be driven by the housing authority or the association, but by the actual residents of Salishan.

## **B. Salishan Housing Stock**

Phase I includes 461 units of housing, comprised of 270 low income housing tax credit rental units, 55 units of Section 202 senior housing and 136 homeownership units. For the ACC- and HCV-funded rental units, 144 of these units (53%) have been set-aside for specific populations: 36 units (13%) have been set-aside for homeless households; 54 units (20%) have been set-aside for disabled households; and 54 units (20%) have been set-aside for large families. There is also a 55-unit building for seniors that was constructed as part of this phase at Salishan. The building is called International Place and is operated by the Korean Women's Association (KWA). With the exception of the units set-aside for homeless families, many of the original Salishan households moved back into the revitalized community.

## **C. Resident/Community Involvement**

*Salishan Alliance for Community Services:* When THA was awarded the HOPE VI grant in 2000, the resident council was called the Salishan Alliance for Community Services (SACS). At the time the CSS Workplan was submitted to HUD in 2001, the SACS had eight members and was represented on the HOPE VI Community Task Force. In early 2002, THA withdrew its recognition of the SACS as the official resident body due to irregularities in elections and disputes with HUD over the use of funds by SACS from its ROSS grant. The dispute between THA and a few members of the SACS leadership went to arbitration and the arbitrator agreed with THA's decision to support new resident elections in accordance with HUD's guidelines and the resident council's by-laws. THA was also notified by the Washington State Secretary of State's Office that SACS had not filed any of the necessary paperwork for a non-profit organization for over two years.

Attempts were made to contact three previous members of the SACS as part of this evaluation. The other SACS members have either passed away or left the area. None of the remaining members responded to requests for an interview.

*Salishan Resident Council:* Following a competitive bidding process, THA retained the services of the Pierce County League of Women Voters to conduct a new election for the Salishan resident group in accordance with HUD's guidelines for resident council election and other protocols. New members were elected in 2002 following an election administered and monitored by the League. The advisory committee continued to be very active in the HOPE VI planning process until the group disbanded during the relocation process. A former member of this resident body was interviewed as part of this evaluation regarding her perceptions on resident involvement in the old and new Salishan.

*Salishan Association:* Today, the Salishan Association is the organization representing the interests of both homeowners and renters at the Salishan Redevelopment. The Association is set-up and administered as a separate affiliate organization. The association has two functions: to provide support for Salishan homeowners and to encourage community building among all residents (homeowners and renters) in the Salishan community. A THA employee is the manager of the association. The manager, along with her family, is also a Salishan resident. (One of THA's site managers is a Salishan homeowner.) The five-member board is comprised of three representatives of THA (who also represent the renters) and two homeowners. In addition to the manager, two

AmeriCorps members work for the Salishan Association on community building activities; developing a website and newsletter; and developing youth activities. A new blog, [www.salishanblogspot.com](http://www.salishanblogspot.com), has also been set up. The Association meets monthly and flyers are sent out to all residents, along with being distributed at local schools. The Salishan Association has a Welcoming Committee that visits new residents and presents information on safety, how the house operates (e.g., appliances) and community activities. There is also a Youth Committee that is fundraising for a skate park and other sports programs, with a goal of developing free league sports for all residents. Other activities include a Clean-up Committee that works on projects both within Salishan and the surrounding East Tacoma neighborhood, sponsors monthly movie nights for children, and a Safety Committee. Salishan residents cited both the Community Kitchen and the Community Garden as a great opportunity to strengthen community ties.

Some of the challenges to building a cohesive community that were cited were the language barriers and overcoming challenges to reach out to people of different cultures. Supporters of the Association said they did not see any divide between renters or owners. During interviews with residents, they were asked if they were familiar with the Salishan Association or had attended a meeting or activity sponsored by the association. All of the homeowners were aware of the association, but only half of the residents interviewed were aware that they sponsored activities such as the Community Kitchen or Community Garden.

The Salishan Association is also actively creating alliances with other East Tacoma neighborhood groups, such as the Eastside Neighborhood Advisory Council (ENACT), the First Creek Stewardship, and forging community partnerships with the Puyallup Tribe. The manager of the Salishan Association and a Salishan renter have been elected to ENACT's Board of Directors. In this way, Salishan is taking its place among the larger community of the City.

#### **D. Supportive Services and Case Management in Phase I**

Early in the HOPE VI process, THA made the decision that due to funding restrictions and its enormous caseload that it would only be able to provide CSS case management services to original Salishan HOPE VI households, 19 – 64 years of age who were considered work-able and were tracked in the HUD HOPE VI quarterly reports. Funding was not available to provide case management services to new Salishan residents. Some of the new residents receive case management services through other programs, such as the Family Self-Sufficiency Program. The 36 formerly homeless households also receive intensive case management services through other funding for case management services. Additional information about supportive services and case management is included in **Section 6. Community and Supportive Services Program.**

#### **E. Safety and Security in Salishan**

One of the key issues cited by community stakeholders is the perception of reduction in crime in the Salishan area. In the Salishan Community Health Assessment, the top three safety issues that were reported as at least "somewhat of a problem" in Salishan were:

- Unsupervised children (63%)
- Litter/trash (53%); and
- People not cleaning up after their pets (50%).

The top three issues that were reported as **not** a problem in Salishan were;

- Fighting or violence (53%)
- Vandalism or graffiti (52%); and
- Stealing, burglary, or theft (49%)

Ninety-six (96) percent of the residents felt at least somewhat safe walking alone in Salishan during the day; while 38 percent felt somewhat unsafe or very unsafe walking alone at night.

Respondents were most concerned with unsupervised children in Salishan. The survey notes that in discussions and open-ended survey responses, people thought that unsupervised children tend to cause other problems in the community. Also, survey respondents were concerned about the safety of these children when playing in the streets unsupervised. Other staff and community stakeholders also commented on the lack of parenting skills demonstrated by young parents moving into the community and with no visible resources to support them.

#### **F. Community Health Center - Medical and Dental Clinic**

In 2009, Community Health Center (CHC) of Tacoma opened the new 36,000 square foot Kimi and Dr. George Tanbara Medical-Dental Clinic, in the heart of Salishan. CHC has had a clinic in Salishan since 1972. When THA was in the process of submitting its HOPE VI application, CHC stated that it welcomed the opportunity to be part of the Salishan Redevelopment and HOPE VI provided an opportunity to move forward with the housing authority to develop a new and expanded facility. After the HOPE VI grant was awarded, THA conducted a RFP process for a new health center on site at Salishan. It selected CHC through this RFP process. THA did not provide any funds to CHC to build the clinic. The housing authority sold CHC the property where the new clinic now stands in the middle of Salishan, along with a portion of a parking lot.

CHC raised \$8.1 million dollars in funds to construct the new medical-dental clinic. Funding came from special allocations of State funds, Federal funds, City of Tacoma CDBG funds, Pierce County, local hospitals, private foundations, and private gifts. The clinic is named after Dr. George Tanbara, who was the first volunteer doctor working with the clinic when it was part of the Eastside Neighborhood Center in 1972. The clinic includes 20 exam rooms, a dental clinic, a full-service pharmacy, and geriatric care. The clinic serves children, adults with Medicaid, walk-in patients with no medical coverage, and privately insured patients. The clinic's goal is to serve about 13,000 patients a year. The clinic hopes to draw in Salishan's homeowners who have private insurance. The clinic is designed to provide a "health care home", where prevention – including immunizations – is part of a patient's regular health routine.

CHC staff have noted what they view as a remarkable change in people's attitudes following the Salishan Redevelopment. They believe that the new housing and community resources create more self-respect.

During interviews with the residents, only two of the residents were aware of the programs at the health center. As previously noted, one of the residents thought it was a women's clinic because of a directional sign in front of the building. Two residents of Ukraine descent mentioned that they had transferred over to the health center when their doctor who speaks their native language moved over there. None of the Cambodian or Vietnamese residents interviewed went to the clinic because they



thought that the health center was primarily designed to serve Hispanic individuals and individuals of Russian/Ukraine descent. They mentioned that they did not think that the health center had any staff who spoke Cambodian or Vietnamese, so they continued to go to the doctors outside of the neighborhood, some of which are located quite a distance from Salishan. One resident and one service provider indicated that they did not go to the health center because they did not realize that the center could also provide services to people with private health insurance; another resident noted that he did not know about the sliding fee scale at the center for people with no insurance coverage. It was suggested to the CSS staff that it may be helpful to arrange another meeting with the health center staff and the CSS staff to talk about the center's programs, services, and eligibility information so that this information can be shared more accurately with Salishan residents. A meeting was held with the CSS staff around October 2009 when the health center opened; however, there appears to be no mechanism in place to share information on a regular basis.

### **G. Education, Training and Retail Center**

The plans for Salishan include an Education, Training and Retail Center that is designed to have a branch of the Tacoma Public Library, an early childhood development center, a bank or a credit union, and educational and job training programs. The center will be a 36,000 square foot three-story building. According to THA staff, the availability of financing has delayed the construction until possibly next year.

One of the CSS partners interviewed noted that THA had plans to bring together a group of educational partners such as Tacoma Community College, Tacoma School District, Bates Vocational School, and Clover Park Vocational School to update them about programming and leveraging funds for the center, but the meeting has not taken place yet. This partner suggested that it would be helpful if THA hosted a meeting with community and educational groups in the near future to update them on the agency's plans for the center.

### **H. Community Facility**

During interviews, stakeholders, staff and residents mentioned the loss of the community facility/gym at Salishan, which was demolished as part of the redevelopment, as one of things they missed the most from Old Salishan. Residents – both renters and homeowners - mentioned that they missed having a central gathering spot in the community for both adult and youth activities. Residents were particularly concerned about the loss of a gym because there appear to be more young people wandering around in the community who have no place to go for activities. People also noted that without the central focus of a community center there are no longer events, such as community potlucks, where people can meet their neighbors. Another concern was that the community center was also a place where various groups of people could get together – e.g., Cambodian New Year celebrations – and now there is no place large enough in the community to host such an event.

Concern about the lack of a gym/community center was further highlighted when the eastside Boys and Girls Club announced that it would be closing its doors in August 2010, and the nearest facility would be located at Mount Tahoma over four miles away from its current location. The Tacoma Christian Center opened a gym in the upper east side of Tacoma about six miles from Salishan. However, that gym is viewed as being too far from Salishan and was more geared to adult drop-in, then organized or drop-in activities for youth.

Three of the community partners interviewed also noted that they thought not including a community center/gym at Salishan was a mistake. They individually mentioned how they also thought that it took away the community's central meeting place for all people to come together, especially with such a large community as Salishan. They also noted the lack of space for youth activities and multi-cultural celebrations.

THA's future plans do call for a new community facility to be built on the site of the old Family Investment Center. THA states that detailed planning and financing will have to await the completion of other aspects of the development.

## **5. Section 3 and the Construction Oversight Committee**

The entire Salishan Redevelopment is expected to cost about \$225 million, including the HOPE VI grant funds (not including development costs by other partners, such as the Community Health Care clinic at Salishan and the senior buildings (International Place and an additional senior building to be constructed). As part of the HOPE VI grant, THA was expected to set and meet Section 3 goals for hiring and subcontracting. The project's goal was to have at least 30% of the new hires be from Section 3 priority groups (Salishan residents, residents of other THA housing communities, YouthBuild participants, or other low-income persons in Tacoma). THA also adopted contracting goals of 14% minority business participation and 8% women business participation for a total MWBE goal of 22%. These goals were set so that the area residents would benefit from employment and contracting opportunities generated by the Salishan construction and redevelopment.

In spring of 2004, THA created the THA Oversight Committee for Resident Hiring and Minority and Women Business Contracting for the Salishan Redevelopment Project – otherwise known as the Construction Oversight Committee. The purpose of the committee was threefold:

- (1) To monitor compliance efforts with Section 3 and MWBE requirements and goals that had been set by THA;
- (2) Advise THA on how best to meet these goals; and
- (3) Help interested community members understand the requirements and goals that THA has established.

The Oversight Committee has an eleven member body who are appointed by THA and who meet monthly. The Oversight Committee reviews performance relating to Section 3, MWBE, and the contracting bidding process. Guests are invited to participate in meetings to discuss their experiences with the Salishan project.

By June of 2009, THA could successfully report that its constructor contractor, Walsh Construction and its contractors, have collectively met and exceeded the MWBE business and Section 3 hiring goals.

**Salishan Area 1 (Salishan 1, 2 & 3 + infrastructure):**

**MWBE Subcontracting for Area 1**

African America	\$1,870,119	16%
American Indian	\$1,860,058	16%
Asian	\$1,546,357	13%
Hispanic	\$2,897,099	25%
Women Owned Business	\$3,475,510	30%
<b>Total:</b>	<b>\$11,649,143</b>	<b>33%</b>

**Goal : 22%    Actual: (33%)    +11% over goal**

**Total for Area 1 (Actual): \$34,989,336**

**Section 3 Employment Hires:**

**Goal: 50    Actual: 89    (+39 more new hires over goal)**

- Priority One: Salishan Residents: 37 hired
- Priority Two: Other THA Residents: 2 hired
- Priority Three: YouthBuild: 0 hires
- Priority Four: Other Low-Income Residents: 50 hired

THA's success with its Section 3 program earned two awards from the A. Philip Randolph Institute (Tacoma Chapter): Community Service Construction Award (2008); Community Service Award (2004-2005).

THA staff and a member of the Construction Oversight Committee site the following reasons for THA's success in meeting and exceeding its goals:

- (1) THA's Procurement Policy: THA's Board of Commissioners established policies that state THA's Section 3 hiring and MWBE contracting goals. The purpose of the procurement policy is to: (a) promote efficient, competitive, and cost-effective procurement policies; (b) ensure the legality and integrity of THA's contracting decisions; (c) provide for the fair and equitable treatment of all persons or firms involved in procurements with THA; and (d) use THA's procurement to promote the hiring and economic advancement of low-income persons, especially those living in THA's public housing community, to support qualified local small business, to ensure full and equitable access by firms certified to be owned by minorities and women, and generally to further the economic development of THA communities.
- (2) THA backed up its commitment to achieve its MWBE business and Section 3 hiring goals with monetary support.
- (3) THA selected Lorig LLC as its development partner and Walsh Construction as the program's General Contractor/Construction Manager (GCCM) to manage the first phase of the Salishan project for THA. In this first phase, the project achieved substantial

participation by Section 3 residents and MWBE contractors. The same quality performance continued throughout the second and third phases with THA as the developer.

By using Walsh as the GCCM, the unbundling of contracts was feasible which made many parts of the project more appealing and "do-able" to smaller firms. Walsh also hosted very informative pre-bid meetings to explain THA's procurement policies. These meetings helped contractors understand all phases of procurement and prepared them to participate more successfully in the bid process. Post bid, Walsh allowed flexibility in selection. The company did not necessarily select the "hard low bid"; instead, they negotiated prices with prospective bidders that results in contracts that were mutually beneficial to both parties.

A member of the Construction Oversight Committee further noted that Walsh provided additional business support to contractors so that they could be both competitive and financially solvent. The committee member noted that many small businesses have the technical skills to do the job, but they do not necessarily have the skills to run a successful small business. It was noted that Walsh provided technical support to small businesses with information on how to run a business; how to run a project; bonding; insurance; meeting and forecasting payroll; and communicating with clients about change orders. It was further noted that bonding and insurance coverage can be two of the most difficult challenges for small businesses, and Walsh was very helpful in finding ways for MWBE enterprises to address these issues.

- (4) THA had a full-time Employment Specialist who coordinated the important outreach to potential Section 3 hires. This person worked closely with residents of Salishan and other THA properties to find qualified employees who would satisfy Section 3 requirements. THA established a resident employment pool to supply contractors with a pool of potential employees qualified for an assortment of construction-related jobs. This specialist worked closely with organizations that train and mentor low-income, at-risk youth. These organizations provided instruction on successful interview and workplace interaction skills. The specialist arranged for participations to engage in practice interviews with potential Section 3 employers, such as Walsh.

The committee members noted that an added benefit of the Employment Specialist was to provide back-up support if a Section 3 resident did not work out on the job. The Employment Specialist would then work with the Section 3 hire to identify additional training that could help build their skills, or refer the individual to other more suitable jobs.

Walsh Construction also hired its own Section 3 Coordinator to help assess ability synergy and strengthen the partnership with the subcontractors.

THA no longer has funding to continue the Employment Specialist position. The committee member noted that without this position it was more challenging to track to see what new employee opportunities may have opened up for Section 3 after their work on the Salishan Redevelopment.

THA also established a WorkSource affiliate site at the Family Investment Center in the Salishan community. The affiliate site offers Internet access to all job seekers and on-site computers, faxes, and assistance with resume writing. The affiliate-site fostered opportunities for residents to learn of programs and trainings to increase potential wage earnings. THA also offered a computer lab and onsite GED, ESL, life skills, and vocational training instruction through contract with local community colleges and community-based organizations.

- (5) The creation of the Construction Oversight Committee helped to monitor compliance with Section 3 and MWBE goals. The THA staff indicated that the committee has been instrumental in ensuring that THA's General Contractor/Construction Manager met and exceeded the goals.

The committee member also stated that he believed that the nature of the Construction Oversight Committee was not designed to be punitive and punishing; it was to be supportive and instructional with potential Section 3 hires and MWBE businesses.

Based on the success of the Construction Oversight Committee in Tacoma, other housing authorities in Western Washington are now working together to develop similar committees in their communities. The housing authority representatives are meeting on a regular basis and building support for their activities. The committee members said that the Tacoma model is an outstanding best practice for other HOPE VI sites struggling to meet their Section 3 and MWBE goals.

Two of the CSS partners who worked with residents who were participating in the Section 3 program mentioned how helpful it was to work with THA and the contractor to get a clear understanding of the types of training that residents needed to be eligible for the Salishan redevelopment jobs. They complimented the THA staff for properly screening residents so that they clearly understood the types of skills and education they would need to be qualified and remain eligible for the Section 3 jobs.

One of the residents interviewed also mentioned that he was very appreciative of the fact that Walsh was willing to work with him and his caseworker to address a problem that this individual was having that was about to jeopardize his employment. He indicated that when the problem arose, Walsh suggested that he contact his caseworker to identify resources that could help him address the program, and his caseworker was able to go back to Walsh to report on the progress being made so that the individual was not fired. He said that he recognized that in any other employment situation that he would have been fired.

## **6. Community and Supportive Services Program**

THA's Community Services (CS) programs include HOPE VI CSS case management services; the Family Self-Sufficiency (FSS) Program, the Families in Transition (formerly homeless/newly housed families program), elderly services, THA's education project; asset-building and homeownership programs and Neighborhood Networks. In the past there was funding for a senior services coordinator who worked in conjunction with the Salishan relocation staff and an employment specialist. Community partners, such as Bates Technical School, also offer programs on-site at Salishan (and at other locations throughout the community). Through an agreement with THA, the Washington State Department of Social and Health Services (DSHS) also has a WorkFirst employment specialist stationed at the FIC center one day a week.

Many of THA's Community Services programs are based at THA's Family Investment Center conveniently located in the middle of the Salishan community. This facility also shares building space with THA's Salishan property management staff. Nancy Vignec was appointed the director of the Community Services Department in 2009. This position reports directly to THA's Executive Director.

## A. CSS Workplan and Goals

THA submitted its final CSS Workplan to HUD in November 2001. The agency began submitting HOPE VI CSS Quarterly Reports with the first quarter of 2002 and submitted all of its quarterly reports through the close of the grant in December 2009. Starting in 2004, THA also submitted CSS Annual Reports to HUD following the close-out of each year's CSS program. As this evaluation report was being completed, THA was preparing its final CSS close-out report for HUD.

When THA submitted its CSS Workplan, the agency had completed preliminary survey interviews with 641 residents and focus groups to identify the basic components of its CSS Plan. The components of the Plan included the following categories and programs:

CSS Program Component	Program Activities
1. Economic Self-Sufficiency	<ul style="list-style-type: none"><li>• Adult Basic Education</li><li>• English as a Second Language</li><li>• Post-secondary Education</li><li>• Job Training, Placement and Retention</li><li>• Life and Family Skills</li><li>• Transportation</li></ul>
2. Child and Youth Services	<ul style="list-style-type: none"><li>• Child Care</li><li>• Youth Sports and Recreation</li><li>• Youth Education and Tutoring</li></ul>
3. Programs for Seniors and People with Disabilities	<ul style="list-style-type: none"><li>• Social Services</li><li>• Recreational Activities</li></ul>
4. Health Care Services	<ul style="list-style-type: none"><li>• Basic Health Care Services</li></ul>
5. Community Building and Communications	<ul style="list-style-type: none"><li>• Leadership Development</li><li>• Cross-Cultural Awareness and Understanding</li><li>• Translation and Interpretation Services</li><li>• Multi-Media Strategies</li></ul>

THA also established three primary goals (and strategies) for its CSS program to meet the program's purpose to assist Salishan residents in sustaining and improving their quality of life as a result of the HOPE VI revitalization. The CSS program was designed to promote educational involvement; facilitate resident employment; job retention and wage progression; and sustain quality life.

The three goals established by THA were:

Goal #1: Employment and Economic Self-Sufficiency Goal: To help residents achieve economic self-sufficiency through job preparation, job placement, job retention, and wage progression.

Goal #2: Supportive Services/Education/Personal and Career Development: To provide Salishan residents appropriate services to support them in identifying and pursuing educational, personal and career development pathways.

Goal #3: Community Building Goal: To promote community strengthening and cross-cultural leadership development.

In the agency's 2008 CSS Annual Report to HUD, submitted in February 2009, THA reported on its progress for each of these goals. The strategies for each goal were identified as either complete or an on-going activity.

## **B. CSS Quarterly Goals**

The table below represents the cumulative totals for the CSS goals that are reported in the HUD quarterly reports, with the exception of the goals for current caseload employed and the current caseload employed six months or more. These two employment-related goals are tracked as "point of time" goals. The numbers presented below represent the current caseload that was employed as of December 31, 2009, and the current caseload that was employed six months or longer as of December 31, 2009. THA's caseload that was being tracked for the purposes of the HUD quarterly reports was 711 individuals as of December 31, 2009.

As the following chart shows, THA nearly exceeded all of its goals related to Economic Development, Section 3, and Homeownership. Many of these actual figures in these categories were more than double their goals. For the other categories – program enrollments, successful completions, and employment, THA did not meet their projected goals with the exception of enrollments in employment preparation, placement, and retention. Based on the 711 individuals in the caseload at the close-out of the HOPE VI grant, only 125 individuals – or 17.5% - were employed as of December 31, 2009, and only 123 individuals – or 17.2% - were employed six months or longer as of December 31, 2009. For the first quarter of 2009, 111 individuals were listed as employed as of March 31, 2010 and 100 individuals were employed for six months or longer.

In response to questions about the drop in numbers, the CSS caseworkers indicated that there were a couple of reasons why the numbers shifted significantly:

- 1) Changes to the agency's software system that were noted when the agency switched from wIntegrate software to Tracking at a Glance (TAAG). The TAAG software required that employment information be verified every three months. When the staff went back to reconfirm employment information that was being tracked as a cumulative figure rather than a point of time figure with the old software, they discovered that some of the previous residents were no longer employed, had moved, or were no longer interested in participating in the CSS program.
- 2) The economic downturn created job loss for residents who were employed in construction and manufacturing jobs.
- 3) Of the 711 final residents included in the CSS caseload, the caseworkers believe that many of these residents should no longer be considered "workable" because of disabilities. According to THA's CSS program manager and the lead caseworker, it is believed that many of the current 711 individuals are actually no longer considered to be "workable" due to disabilities or other health conditions. The staff noted that there are a number of individuals who waiting to be designated as a person with disabilities in order to receive disability benefits through the Social Security Administration. It is estimated that the wait for this designation can be up to 24 months.

As part of its CSS close-out process, it would be helpful for THA to get a better understanding of how many of the final 711 individuals in the caseload are employed or are considered employable. The staff also noted that some of these residents no longer wanted to receive case management services. It would be helpful if the staff could document as much information as possible about its caseload before it closes out its CSS program so that the employment and program completion actual numbers do not appear to be skewed so low.

The chart showing progress on CSS quarterly goals is presented on the following page.



**Final Report on CSS Goals from HUD Quarterly Reports as of December 31, 2009**

	<b>Cumulative Final Goal</b>	<b>Cumulative Actual (Final)</b>	<b>Notes</b>
<b>Number of Enrollments</b>			
Employment preparation/ placement/retention	1798	2271	Exceeded goal.
Job skills training programs	563	307	
High school or equivalent education	341	127	
Child care	152	117	
Transportation assistance	319	312	
Counseling programs	340	274	
Substance abuse programs	36	27	
ESL classes	765	265	
<b>Number of Successful Completions</b>			
Job skills training programs	196	116	
High school or equivalent education	94	18	
<b>Employment</b>			
New job placements	513	443	
Caseload currently employed on 12/31/2009 (point in time - not cumulative figure)	443	125	
Caseload employed 6 months or more on 12/31/2009 (point in time - not cumulative figure)	327	123	
<b>Economic Development</b>			
Number enrolled – entrepreneurship training	29	48	Exceeded goal.
Number completed – entrepreneurship training	10	1	
Resident-owned businesses started	16	50	Exceeded goal.
Residents employed in these businesses	10	34	Exceeded goal.
Resident-owned businesses – non-PHA funds	5	33	Exceeded goal.
<b>Section 3</b>			
HOPE VI contract funds to Section 3 firms	\$205,000	\$1,817,610	Exceeded goal.
Public Housing resident employment resulting from Section 3	132	548	Exceeded goal.
Section 3 employees transferred to non- PHA jobs	30	5	
<b>Homeownership</b>			
Number-enrolled – homeownership counseling	305	502	Exceeded goal.
Number completed – homeownership counseling	182	376	Exceeded goal.
Number purchasing a home	191	122	

### C. Case Management Services

Early in the HOPE VI process, THA made the decision that due to funding restrictions and its enormous caseload that it would only be able to provide CSS case management services to original Salishan HOPE VI households, 19 – 64 years of age who were considered work-able and were tracked in the HUD HOPE VI quarterly reports. As members of the original households turned 19 years of age, they were added to the caseload, as were other adults who were added to the original households. Because of limited funding resources, additional case management services were not provided to other households that were not tracked in the CSS quarterly reports. At the time of the close-out of the grant, case management services were being provided to 248 individuals through programs such as the Family Self-Sufficiency program, Families in Transition grant, and elderly and disabled services. Funding was not available to provide case management services to new Salishan residents. Some of the new residents receive case management services through other programs, such as the Family Self-Sufficiency Program. The 36 formerly homeless households also receive intensive case management services through other funding for case management services.

With three CSS caseworkers, the caseload ratio would be 237 cases per caseworker, which clearly exceeds HUD's recommendation of one caseworker per 50 clients. THA also employed a caseworker to work with seniors and people with disabilities during the relocation phase. This position was not paid for out of HOPE VI funds, but through other agency funds.

In discussing the types of services that the caseworkers provide to their clients, it became apparent that the HOPE VI Quarterly Reporting system does not adequately reflect how the caseworkers allocate their time. All of the caseworkers indicated that with such a diverse cultural population, there are many other needs that must be addressed before a client can begin working towards self-sufficiency and start to utilize the types of self-sufficiency services tracked in the HOPE VI Quarterly Reports. The caseworkers cited a number of circumstances where they are called upon to work with one of their clients to address "crisis" situations that may take weeks or months to resolve; for example, issues related to the naturalization process, resettling family members from another country, issues related to Green Cards and work permits, and cultural issues related to pursuit of child support payments or protection orders.

After talking with the caseworkers, it was suggested that they develop their own tracking system to identify and track some of the complex issues that they are called upon to help address. The staff said it would be fairly easy to set up a system that tracks four key indicators: (1) the type of problem/conflict; (2) an anticipated outcome; (3) the agency/agencies contacted to resolve the issue; and (4) the final outcome. It would also be helpful to track this information since most of the caseworkers are working independently to solve complicated issues with their clients. They have a considerable amount of institutional knowledge that is not being recorded. Another concern is that one of the agencies that has been a major referral for the caseworkers— the Indochinese Cultural and Service Center— is no longer functioning as an independent agency, but has become a program of another agency, the Korean Women's Association. Also, in discussing the type of case management services that the Salishan CSS caseworkers provide, it is apparent that it is a much more complex set of skills than one typically associates with the a CSS caseworker.

The CSS case management staff indicated that for new residents, they try to provide them with referrals to other agencies, such as Tacoma Community House or IndoChinese Cultural and Service

Center. The staff expressed hope that since THA was recently designated by HUD as a Moving to Work (MTW) agency that some additional funds for supportive services may become available through the agency's new fungibility. The Salishan HOPE VI CSS caseworkers will continue to be funded for some additional months with non-HOPE VI funds.

The following table shows the original and current make-up of the caseload at the close-out of the HOPE VI grant:

#### Caseload for Salishan Case Management

Salishan Case Management	Number of Residents
1. Number of Residents* receiving CSS case management services at start of the CSS Program (November 2001) *Workable adults, ages 19-64	810
2. Number of Residents* receiving CSS case management services at the completion of the HOPE VI Grant (December 31, 2009) *Workable adults, ages 19-64	711
3. Number of Original Residents from November 2001 in caseload as of December 31, 2009	148
4. Number of New Residents (not part of original caseload on November 2001) in caseload as of December 31, 2009	563
5. Location of CSS resident caseload at close-out of HOPE VI Grant on December 31, 2009	
a. Relocated back to Salishan	262
b. Temporarily relocated, plan to move back to Salishan in one of the future phases of the project	62
c. Permanently relocated to other THA housing	249
d. Permanently relocated to other rental housing	16
e. Permanently relocated - homeownership	122
6. Number of other individuals receiving other case management services (including Family Self-Sufficiency, Families in Transition, elderly and disabled) at the close-out of the HOPE VI grant (December 31, 2009)	248

#### D. CSS Partnerships

THA identified a network of partnerships that would be working with the agency to help implement the CSS program throughout the HOPE VI grant. Most of these agencies were also actively involved in the Salishan Community Task Force that met in preparation of the original HOPE VI application, and during the development and early stages of the CSS program implementation. Many of these community partners had already been working with THA on other agency activities such as the Family Investment Center, the FSS Coordinating Committee, and as partners in its Public Housing Drug Elimination Program (PHDEP).

### CSS Partnerships and Leverage

Agency	Leverage Commitment (if applicable)	Actual Leverage Dollars (if applicable)	Current Role
<b>Partners identified in CSS Workplan</b>			
Bates Technical College		\$62,722	THA had contract with Bates for basic skills training for \$36,487 (Source of funding: 2004 RSDM grant)
		\$1000	THA had contract with Bates for parenting skills, financial literacy for \$7,905 (Source of funding: 2006 ROSS Family Homeownership)
		\$82,807	THA had contract with Bates for basic skills instruction for \$72,973 for basic skills instruction (Source of funding: 2005 Neighborhood Networks grant)
		\$103,600	THA had contract with Bates for computer-based vocational training for \$61,397 for computer-based vocational training (Source of funding: 2006 Neighborhood Networks grant)
City Human Rights and Human Services Dept			FSS Coordinating Committee and FSS funder
Community Health Care	\$5,400,000	\$10,100,000	Built new health care clinic in Salishan
DSHS – Region V	MOU		DSHS Caseworker (WorkFirst Program Specialist) based at Family Investment Center (one day a week)
First Place for Children			This childcare provider went out of business in 2006.
Indochinese Cultural and Service Center (ICSC)	\$2,288,124		ICSC is no longer a stand-alone agency. It is part of the Korean Women's Association and continues to work with Salishan residents.
Lutheran Services			
Metro Parks Tacoma		\$25,000	Positive recreation and afterschool activities for youth
Metropolitan Development Council	\$225,000	\$41,250	Resident placement in trade-specific pre-apprenticeship
Pacific Peaks Girls Scouts	\$25,000	\$17,700	THA had contracts with Girl Scouts for \$88,000 for youth activities (Source of Funding: 2004 and 2007 RSDM grant)
Pierce County Aging and Long-Term Care	\$864,537		PCALTC provides case management services for Salishan elderly and disabled residents. Confidentiality issues prevent PCALTC from providing leverage

Agency	Leverage Commitment (if applicable)	Actual Leverage Dollars (if applicable)	Current Role
			documentation to THA.
Pierce Transit			
Salishan Alliance for Community Service (SACS)			Resident council no longer in operation. Salishan Association now represents both homeowners and renters living at Salishan.
Starting Teenage Responsibility in a Video Environment (STRIVE)			This organization went out of business in 2004.
Tacoma Area Coalition of Persons with Disabilities (TACID)			TACID was active during HOPE VI planning but did not continue participation after grant award
Tacoma Community College	\$25,000		
Tacoma Community House	\$660,000	\$63,000	TCH provides ESL and literacy services for immigrants and refugees at the Swan Creek Library and Literacy Center across the street from Salishan.
Tac-Pierce Co Employment and Training Consortium (formerly known as the PIC)	MOU	\$42,745	Family Investment Center at Salishan is a WorkSource One-stop Career Development Center affiliate.  THA has contract with Consortium for \$79,185 for job training and placement (Source of funding: 2006 ROSS Family Homeownership grant)
Tac-Pierce County Boys and Girls Clubs	\$48,600		In June 2010, Boys and Girls Club will be closing its Eastside (Tacoma) facility. Van services will be provided to a new facility about 5 miles from Salishan.
Tacoma Public Schools			Two new elementary school buildings and a new middle school building in the surrounding neighborhood
Tacoma Urban League	\$90,000		
WSU Salishan Learning Center	\$274,680		WSU moved their program to the Portland Avenue Center, about three miles from Salishan.
<b>New CSS Partners during HOPE VI Grant</b>			
Northwest Leadership Foundation		\$95,953	THA had contracts with NLF for \$110,500,000 for youth activities (Sources of funding: 2004, 2005 and 2007 RSDM grants)

At the close-out of its HOPE VI grant, THA had generated \$10,635,777 in leverage from eight community partners.

Overall, the CSS partners interviewed were very supportive of the THA staff and had no complaints about how the program operated. They thought that through their participation in the Salishan HOPE VI Community Task Force during the early stages of the Salishan Redevelopment that they were provided with a good opportunity to help create how the CSS program would be developed and implemented. The one frustration that was expressed by three of the CSS partners was the frequent change in the CSS staffing at THA throughout the HOPE VI process. They indicated that it was frequently difficult to figure out who was in charge of the CSS program and how they fit into the overall organizational structure. One of the CSS partners said that not all of the staff working with the service providers understood how to be a collaborative partner. All of the people who voiced this concern also expressed their support for the hiring of Ms. Vignec as the Community Services Director and the elevation of this position to report directly to the Executive Director.

#### **E. 2009 THA Needs Assessment**

In the summer of 2009, THA contracted with New Directions Social Research Services to conduct a Needs Assessment to identify the service and program interests and needs of a 2009 sample of THA public housing residents and Section 8/Housing Choice Voucher tenants. The assessment was designed to help THA determine whether residents are aware of existing services, and whether they find these services useful. The intent was to gather current data that would provide a baseline from which to determine the effectiveness of services in helping low-income households improve the quality of their lives and to help ensure services are being offered that are appropriate and will help move residents towards self-sufficiency.

The data collection process included a total of 256 surveys, with a convenience sample of 104 Section 8/HCV participants and a random sample of 152 that were completed by public housing residents from six different locations.

Seventy-five of the surveys were completed by Salishan public housing residents. Abt Associates has reviewed and analyzed the surveys that were completed by the Salishan residents and reports on the service-related findings in this section.

*a. Level of concern for you and your community.* Survey participants were asked to rate their level of concern for ten specific service-related areas on a seven point scale (with 1 being the lowest level of concern and 7 being the highest level of concern for themselves and their community. The service categories included: (1) transportation, (2) childcare, (3) after-school youth programs, (4) mental health counseling and/or treatment; (5) substance abuse counseling and/or treatment; (6) employment; (7) training and/or education; (8) learning English; (9) parenting support; (10) credit problems; and (11) other services, which allowed survey participants to indicate their own category. All 75 of the Salishan public housing residents who participated in the survey completed this section. The charts below show the range of the Salishan public housing residents' concern for their community. The highest levels of concern for Salishan residents were learning English, training and/or education, and after-school youth programs. The lowest levels of concern for Salishan residents were childcare and substance abuse counseling and treatment.

**Ranking of Level of Concern for Services in the Community:  
All Public Housing Respondents Compared to the Salishan Respondents**

All Public Housing Respondents to the Survey (including Salishan)	Mean Score	Salishan Respondents to the Survey	Mean Score
1. Training and/or Education	3.24	1. Learning English (3.04)	3.04
2. Learning English	3.17	2. Training and/or Education	2.84
3. Employment	3.11	3. After-School Youth Programs	2.82
4. Credit Problems	3.05	4. Credit Problems	2.80
5. After-School Youth Programs	2.84	5. Employment	2.77
6. Transportation	2.80	6. Parenting Support	2.72
7. Parenting Support	2.76	7. Transportation	2.69
8. Mental Health Counseling and/or Treatment	2.73	8. Mental Health Counseling and/or Treatment	2.56
9. Substance Abuse Counseling and/or Treatment	2.02	9. Substance Abuse Counseling and Treatment	1.93
10. Childcare	1.88	10. Childcare	1.73
11. Other (39 respondents) • Various responses		11. Other (three respondents) • Gang awareness • Financial literacy • Sports for Youth	

In reviewing this section of the Salishan resident surveys, ten respondents rated all levels of concern as a "1" (lowest level of concern), and 11 respondents rated all but one level of concern as a "1". In those surveys, four respondents rated Learning English as higher priority; three respondents rated Parenting Support as a higher priority; two respondents rated Transportation as a higher priority; one respondent rated Credit Problems as a higher priority; and one respondent rated Mental Health Counseling and/or Treatment as a higher priority.

The tables below show the levels of concern from Salishan public housing residents for their community. As previously mentioned, all 75 Salishan respondents completed this section of the survey in full so the valid percent and the cumulative percent figures are the same.

**Level of concern for resident and Salishan community: Transportation**

	Frequency	Cumulative Percent
<b>Valid</b>		
<b>1 – lowest level of concern</b>	43	57%
<b>2</b>	1	1%
<b>3</b>	5	7%
<b>4</b>	8	11%
<b>5</b>	5	7%
<b>6</b>	6	8%
<b>7 – highest level of concern</b>	7	9%
<b>Total</b>	75	100.0

**Level of concern for resident and Salishan community: Childcare**

	Frequency	Cumulative Percent
<b>Valid</b>		
<b>1 – lowest level of concern</b>	59	79%
<b>2</b>	2	2.5%
<b>3</b>	3	4%
<b>4</b>	5	7%
<b>5</b>	1	1%
<b>6</b>	2	2.5%
<b>7 – highest level of concern</b>	3	4%
<b>Total</b>	75	100.0

**Level of concern for resident and Salishan community:  
After School Youth Programs**

	Frequency	Cumulative Percent
<b>Valid</b>		
<b>1 – lowest level of concern</b>	46	61%
<b>2</b>	0	0%
<b>3</b>	4	5%
<b>4</b>	3	4%
<b>5</b>	3	4%
<b>6</b>	6	8%
<b>7 – highest level of concern</b>	13	18%
<b>Total</b>	75	100.0

**Level of concern for resident and Salishan community:  
Mental Health Counseling and/or Treatment**

	Frequency	Cumulative Percent
<b>Valid</b>		
<b>1 – lowest level of concern</b>	48	64%
<b>2</b>	1	1%
<b>3</b>	3	4%
<b>4</b>	6	8%
<b>5</b>	4	5%
<b>6</b>	2	3%
<b>7 – highest level of concern</b>	11	15%
<b>Total</b>	75	100.0



**Level of concern for resident and Salishan community:  
Substance Abuse Counseling and/or Treatment**

	Frequency	Cumulative Percent
<b>Valid</b>		
<b>1 – lowest level of concern</b>	59	79%
<b>2</b>	1	1%
<b>3</b>	3	4%
<b>4</b>	2	3%
<b>5</b>	1	1%
<b>6</b>	1	1%
<b>7 – highest level of concern</b>	8	11%
<b>Total</b>	75	100.0

**Level of concern for resident and Salishan community: Employment**

	Frequency	Cumulative Percent
<b>Valid</b>		
<b>1 – lowest level of concern</b>	46	61%
<b>2</b>	2	3%
<b>3</b>	3	4%
<b>4</b>	3	4%
<b>5</b>	3	4%
<b>6</b>	4	5%
<b>7 – highest level of concern</b>	14	19%
<b>Total</b>	75	100.0

**Level of concern for resident and Salishan community: Training and/or Education**

	Frequency	Cumulative Percent
<b>Valid</b>		
<b>1 – lowest level of concern</b>	44	58%
<b>2</b>	2	3%
<b>3</b>	3	4%
<b>4</b>	2	3%
<b>5</b>	8	11%
<b>6</b>	4	5%
<b>7 – highest level of concern</b>	12	16%
<b>Total</b>	75	100.0

**Level of concern for resident and Salishan community: Learning English**

	Frequency	Cumulative Percent
<b>Valid</b>		
1 – lowest level of concern	39	52%
2	3	4%
3	1	1%
4	7	9%
5	9	12%
6	5	7%
7 – highest level of concern	11	15%
<b>Total</b>	75	100.0

**Level of concern for resident and Salishan community: Parenting Support**

	Frequency	Cumulative Percent
<b>Valid</b>		
1 – lowest level of concern	46	61%
2	1	1%
3	3	4%
4	7	9%
5	1	1%
6	5	7%
7 – highest level of concern	12	16%
<b>Total</b>	75	100.0

**Level of concern for resident and Salishan community: Credit Problems**

	Frequency	Cumulative Percent
<b>Valid</b>		
1 – lowest level of concern	47	63%
2	1	1.33%
3	1	1.33%
4	6	8%
5	1	1.34%
6	4	5%
7 – highest level of concern	15	20%
<b>Total</b>	75	100.0

**Level of concern for resident and Salishan community: Other**

<b>Other: Programs or Services</b>	<b>Frequency of Response</b>	<b>Level of Concern</b>
• Gang Awareness	1	7
• Sports for Youth	1	7
• Financial Literacy	1	4

The percentage rankings for the highest level of concern for each level are: Credit Problems (20% ranked this level as a “7”); Employment (19%); After-School Programs for Youth (18%); Training and/or Education and Parenting Support (16%); Learning English and Mental Health Counseling and/or Treatment (15%); Substance Abuse Counseling and/or Treatment (11%); Transportation (9%); and Childcare (4%).

The needs assessment also explored residents’ knowledge about THA programs and services, and if residents knew how to access these services. In response to a question about whether the Salishan resident received the THA Community Chronicle Newsletter, 60 out of 75 (80%) said they did receive it, and 15 (20%) said they did not receive it. When asked how often they read the newsletter, 24 out of the 60 who said they received the newsletter (or 40%) said they always read it; 7 (12%) said they often read it; 17 (28%) said they sometimes read the paper; and 12 (20%) said they never read it. Seventy-five percent (9 out of 12) of the people who said the reason they do not read the paper is because they cannot read. When Salishan residents were asked if they knew that the services that THA provides are listed in the paper, 43 out of the 60 (72%) replied yes and 17 out of the 60 newsletter readers (28%) said they did not know that the services are listed in the newsletter.

Survey respondents were also asked if they knew that THA offered a summer camp. Seventy (70) Salishan residents responded to this question, and 35 of the respondents to this question (50%) said they knew about the summer camp, and 35 (50%) said they did not know about the summer camp. Respondents were also asked if they have ever been to the Family Investment Center at Salishan. Of the 74 Salishan respondents to this question, 61 (82%) said they have been there, and 13 (18%) said they had not been there.

Survey respondents were also asked whether they had heard about various programs offered by THA. Seventeen (17) out of the 75 Salishan residents (23%) indicated that they had not heard of any programs or services offered by THA. Fifty-eight Salishan residents (77% of respondents) said they had heard of one or more service. The following is a list of services and the number of respondents who said they were aware that THA offered these programs/services.

- Individual Development Accounts: 11 respondents
- Employment Services: 36
- On-site computer labs with Internet access: 31
- Family Self-Sufficiency: 25
- DSHS Caseworker at Family Investment Center: 22
- Financial Literacy Classes: 23
- Homeownership Programs: 39
- Training and/or Education Programs: 45

- Tax Preparation: 42
- After-School Tutoring for Youth: 13
- Parenting Classes: 23

In a further follow-up, 39 Salishan respondents out of 75 (52% of respondents) said they did not know how to sign up for any of the programs or services offered by THA; 36 Salishan respondents out of 75 (48%) said they did know how to sign up. This percentage appears to be very high considering the number of people who indicated that they have been to the Family Investment Center, along with the high percentage of people who acknowledged receiving the THA Community Chronicle Newsletter.

In interviews with individual Salishan residents in March 2010, residents indicated that they heard about programs and services from their individual caseworker. Three of the homeowners interviewed who were of Russian descent indicated that when it was known that homeownership opportunities would be available at Salishan, their caseworker met with them to review all of the programs that could benefit them on their quest for homeownership, including enrollment in the Family Self-Sufficiency (FSS) program; establishment of an Individual Development Account (IDA) to set aside savings for homeownership; ESL classes that would enhance their English-speaking and writing skills; financial literacy and credit counseling programs; educational programs at Bates Technical College; job training programs; a Section 3 employment opportunity; enrollment in an apprenticeship program (one interviewee); job retention support from their individual caseworker; and homeownership counseling. For these particular residents, there was a very clear, integrated succession path of programs and services that focused on asset development (through FSS and IDA participation) and career growth (an increased earnings) that built the foundation for families to be able to successfully enter into homeownership.

#### ***Residents' Interest in Programs and Services***

Survey participants were also asked to rate their level of interest for 18 programs and services that ranged from employment-related programs to family support programs. Items were ranked according to a seven (7) point scale with one (1) being of least interest to the resident to seven (7) being of most interest. All 75 Salishan public housing residents who completed the needs assessment completed this section.

The following table compares the responses from all the respondents (public housing and Section 8) to the needs assessment (Salishan responses included in the total) compared to the responses from the Salishan respondents. Although ranked differently, four of the five top responses for both categories are the same. For all respondents, finding a job was included in the top five desired programs/services, but was ranked as "9" for Salishan residents; whereas Salishan respondents rated after-school programs as "3", while it was "8" for all respondents to the needs assessment.

**Ranking of Level of Interest in Services for Individual:  
All Public Housing Respondents Compared to the Salishan Respondents**

All Public Housing Respondents to the Needs Assessment (Including Salishan)		Salishan Respondents to the Needs Assessment	
Ranking of Programs/Services	Mean Score	Ranking of Programs/Services	Mean Score
1. Credit repair/ financial management	3.44	1. Crime victim services	4.05
2. Crime victim services	3.24	2. Cultural heritage, arts, and dance	4.01
3. Medical insurance	3.20	3. After-school programs	3.60
4. Finding a job	3.19	4. Credit repair/financial counseling	3.53
5. Cultural heritage, arts and dance	3.13	5. Medical insurance	3.46
6. Going to college	3.08	6. Parenting classes	3.45
7. Job/vocational training	3.06	7. Speaking, reading, or writing English	3.38
8. After-school programs	2.96	8. Developing a resume	3.24
9. Speaking, reading, or writing English	2.83	9. Finding a job	3.22
10. Owning a business	2.72	10. Going to college	3.12
11. Parenting classes	2.71	11. Obtaining or renewing a driver's license	2.73
12. Developing a resume	2.65	12. Owning a business	2.70
13. Obtaining or renewing a driver's license	2.48	13. Job/vocational training	2.69
14. Transportation for work	2.47	14. Filling out a job application	2.69
15. Filling out a job application	2.24	15. Getting a high school diploma or GED	2.53
16. Childcare for work	2.21	16. Obtaining or renewing an automobile license	2.46
17. Obtaining or renewing an automobile license	2.16	17. Transportation for work	2.42
18. Getting a high school diploma or GED	1.99	18. Childcare for work	2.25

Although the in-person interviews conducted with Salishan residents represented a small percentage of the population, it is interesting to note that "crime victim services" is ranked as the highest program or service that is of interest to the individual resident. All of the Salishan residents interviewed indicated that they felt safer in the Salishan community, although a few indicated issues with specific neighbors who caused them to feel unsafe. Two situations that were discussed included regular gatherings of late teens/young adults in late evenings (after 11:00 p.m.) that included additional car traffic, loud music and noise, and visible drug use. Both of these situations were reported to the Salishan property manager. Another situation involved next door neighbors who fought on a regular basis, frequently very late at night, and the resident interviewed was concerned that one of her neighbors may have a gun. Another resident cited concern about seeing more youth going back into the gulch/ravine area. No other references to crime victim or safety/security issues were noted. Residents interviewed did express concern that there was no longer a community center

at Salishan or other facility that offered after-school or weekend programs for youth. As was noted in the *Safety and Security at Salishan* section, the health survey of Salishan residents that was conducted in conjunction with the Salishan Association (described in the next section), 63% of the respondents surveyed (which included both renters and homeowners) cited their concern about unsupervised children in the community. The upcoming closure of the Eastside Boys and Girls Club also raised additional concerns that there will be no activities for children and young adults in the community.

What the needs assessment did not track was a more generic interest and ranking for general case management services. All but one of the Salishan residents interviewed expressed regular interactions with a caseworker as their most important need. Residents indicated that they depended on their caseworkers to notify them about upcoming programs and services, program eligibility requirements, registration procedures, and helping them link programs and services to meet their goals. They also relied on their caseworkers for translation services and to advocate for them with THA and other agencies when needed.

**F. Health Survey in collaboration with the Salishan Association, CHEF, and the Pierce County Health Department**

In November 2009, the Salishan Association, in collaboration with CHEF and the Pierce County Health Department, conducted a health survey to learn not only about the health status of Salishan community members (both renters and homeowners), but also to determine what resources, services, and activities are wanted by Salishan residents. The survey included a variety of subjects including safety; fresh food and physical activity; resources, services and activities in Salishan; personal health; and family health. The top resources, activities and services that people indicated they would like at Salishan included a fitness center/gym, physical activity classes, a new community center, music and art programs, a farmer's market, and organized sports. A total of 164 individuals completed a survey for a response rate of 30% of the 540 households (representing both Salishan Phases I and II). Forty (40) percent of the respondents were public housing participants; 21 percent were renters (no distinguishing characteristic cited); 21 percent were Section 8 participants; and 9 percent were homeowners.

An area of concern mentioned by both staff and community stakeholders is that some of the new Salishan residents are very young, single mothers with more than one child who appear to have limited education, work experience, lack parenting skills, and/or lack experience as a renter. Without dedicated staff and resources to assist them, they appear to be having difficulties navigating the supportive system.

## Appendix

### *Tacoma Housing Authority Board of Commissioners*

Janis Flauding, Salishan Resident (also former member of the Salishan Resident Council (Old Salishan) and current participant with the Salishan Association)

### *Tacoma Housing Authority*

Tina Hansen, Director of Real Estate Development

Nancy Vignec, Director of Community Services

Roberta Schur, Project Manager – Salishan

Mary Syslo Seel, Community Services Program Manager

Rath Sao-Moun, CSS Caseworker

Mariya Yakimenko, CSS Caseworker

Valorie Le, CSS Caseworker

Tammy Hoang, Community Services Department

Markieta Marks, Community Services Department

Colin Forest, Community Services Department

### *Salishan Association*

Lisa Zahn (staff)

### *City of Tacoma*

Peter Guzman, LEAP/Member of Salishan Construction Oversight Committee

### *State of Washington Department of Social and Health Services*

Linda Henry

### *Bates Technical School*

Mike Brandstetter

### *Tacoma Public Schools*

Dr. Rafael Maltos, Principal – Lister Elementary School

### *On-Site Organizations*

David Flentge, Community Health Care

Ivy Rod, Site Manager – International Place (Korean Women's Association)

### *Other Community Partners*

Debbie Reck, Tacoma Community House

Melody Rodriguez, Northwest Leadership Foundation

Reverend Ron Vignec, community leader/former pastor

### *Walsh Construction Company*

Steve Schneider, General Superintendent

Ted Richmond, Lead Superintendent

Ron Ward, Senior Project Manager

*Salishan Residents*

Five homeowners who were previously residents of the Old Salishan who are now homeowners at the New Salishan were interviewed.

Seven renters (including Janis Flauding) who were previously residents of the Old Salishan who are now renters at the New Salishan were interviewed.

Homeowners and residents were told that their comments would remain confidential.