



Buffalo Municipal Housing Authority Perry Choice Neighborhood Transformation Plan

"Our Neighborhood. Our Choice."



"Our Neighborhood. Our Choice."
BMHA Perry Choice Neighborhood



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The BMHA-PCN Planning Initiative was organized around the three Choice Neighborhood goals of Neighborhood, Housing and People. The overarching leadership and direction of the initiative was driven by the Buffalo Municipal Housing Authority and its Board of Commissioners. Under the leadership of the Board of Commissioners Chairman, Michael A. Seaman, and Board members Ronald Brown, Elaine Diallo, Hal D. Payne, Donna Brown, Joseph Mascia and Jason Shell (former member), the BMHA made sure that the project team had the resources and support needed to put together an outstanding team, led by the planning coordinator, the UB Center for Urban Studies, and its director, Dr. Henry Louis Taylor, Jr.

Ms. Dawn E. Sanders-Garrett, BMHA Executive Director, and Mr. Modesto Candelario, Assistant Executive Director provided oversight, leadership and vision to the planning initiative. They structured the conceptual and practical framework within which the project evolved and provided the stewardship necessary to keep the dynamic and complex project on track over a two-year period. Dr. Larry Sherlick, Management Analyst, served as the day-to-day project manager for BMHA. His job was to keep things moving and function as a hub between BMHA, the project coordinator and multiple project activities oscillating around the BMHA-PCN initiative. Dr. Sherlick kept the entire team on point. Robert Bukowski, Director of Technical Operations, played a significant role providing the technical support needed for this project to work.

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Dawn Sanders-Garrett, MBA, PHM
Henry Louis Taylor, Jr., Ph.D.
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LIST OF ACRONYMS

ACC	Annual Contributions Contract
ADA	Americans with Disabilities Act
AMI	Area Median Income
BCCDF	Buffalo Creek Community Development Fund
BEDC	Business and Employment Development Center
BMHA	Buffalo Municipal Housing Authority
BOA	Brownfield Opportunity Area
BPL	Buffalo Public Library
BPS	Buffalo Public Schools
CAO	Community Action Organization of Erie County
CARE	Creating Alignment for Reading Excellence
CDA	Community Development Agency
CFR	Code of Federal Regulations
CMSC	Case Management and Service Coordinator Field Unit
CNA	Certified Nursing Assistant
CPHE	Commodore Perry Homes and Extension
CPI	Community Policing Initiative
CRESST	Center for Research on Evaluation, Standards, Student Testing
CSI	Critical Strategic Initiatives
CUS	Center for Urban Studies
DCJS	New York State Division of Criminal Justice Services
EBT	Electronic Benefits Transfer
ECAC	Buffalo Police Department's Erie Crime Analysis Center
ECMC	Erie County Medical Center
ELC	Early Learning Center
FSS	Financial Self Sufficiency
HHA	Home Health Aide
HVAC	Heating, Ventilation, and Air Conditioning
KULC	King Urban Life Center
LCC	Life Chances Center
LIHTC	Low-Income Housing Tax Credit
MEP	Mini-Education Pipeline
NFTA	Niagara Frontier Transportation Authority
NPM	Neighborhood Peace Makers
NYSDOH	New York State Department of Health
P&I	Planning and Information
PCHP	Parent Child Home Program
PCN	Perry Choice Neighborhood
PH	Public Housing
PMA	Primary Market Area
PVB	Project-Based Voucher
SEQR	New York State Environmental Quality Review
TMO	The Michaels Organization
VOC	Volatile Organic Compound
WRT	Wallace Todd & Roberts

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EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

Introduction

The Perry Choice Neighborhood Planning grant (PCN) produced a plan that transforms the BMHA-PCN into a viable and sustainable mixed-income neighborhood that functions as a platform which enables residents to become economically secure and self-sufficient, to realize their full potential and to develop the critical consciousness and capacity that empowers them to guide the development of the community over time. To realize this outcome in practice, the Perry Choice Neighborhood planning initiative is informed by three core goals, which are viewed through the lens of neighborhood, housing, and people that inform all aspects of the planning process.

To achieve these core goals, the plan outlines a transformative strategy that interweaves the physical and social dimensions of the stratagem into single fabric, thereby creating a positive synergy between the two. The plan consists of two interrelated parts. The first part is a Needs Assessment, while the second part outlines the plan that will be employed to transform the BMHA-PCN into a vibrant and sustainable community of hope and opportunity. The Transformative Plan consists of six parts: the planning process and resident engagement; project organization and management; plans for Neighborhood, Housing, and People sections; organization and management structure; data management and evaluation; budget, funding strategies, and leveraging

Figure 1: Artist rendering of new homes to the west of new Perry Park- LCC in background



Source: Wallace, Roberts & Todd

Part One: The Needs Assessment

The Perry Choice Neighborhood (PCN) is a big shouldered, old industrial neighborhood, which still has a somewhat tough, hardedge personality, and is about 1.5 square miles in radius. The BMHA-PCN is located in the southern portion of Buffalo's East Side, adjacent to downtown. This waterfront community is a stone's throw away from the City's inner and outer harbor and is bounded by Sycamore Avenue on the north, South Park Avenue on the south, Michigan Avenue to the west and Smith Street to the east.

Figure 2: Location map of Commodore Perry Homes and Perry Choice Neighborhood



The Perry Choice Neighborhood is a cross-class, mixed income, multi-racial community, composed mostly of African Americans, along with a small number of whites, Latinos and other people of color. During the 2000s, the BMHA-PCN lost population, like the City of Buffalo, as the number of people living in the neighborhood fell from 14,720 to 12,411, a decline of 16%. This population dip is slightly higher than the citywide decline of 11% from 261,000 to 230,000 over the same period. This demographic profile helps to explain the BMHA-PCN household structure. As of 2010, only 35% households in the BMHA-PCN were composed of married couples, while 85% of single-parent households were headed by females. Also, many PCN residents (22.3%) live alone in single-person households.

The education profile of a community is important because it provides insight both into the income earning potential of residents and the labor market barriers residents will likely face. Education attainment is a huge problem in the BMHA-PCN. About 89% of BMHA-PCN residents have only a high school diploma or less, while about 94% of the residents at the Commodore Perry Homes and Extension (CPHE) have only high school diplomas or less. Further, only about 10% of the BMHA-PCN population have a Bachelor's degree or higher, compared to the citywide rate of 22%.

Employment and Community Economic Development: Forging a strategy to produce jobs and business ownership and development opportunities is a huge need in the BMHA-PCN. The neighborhood demographic profile points out the challenges of moving individuals and families toward economic security and self-sufficiency. The BMHA-PCN has a jobless rate of 58% and a median household income of about \$21,110. Moreover, a staggering 42% of the households live below the poverty line.

Schools and Education: Educational attainment and acquiring the skills and competencies to compete in an economy characterized by high technology, education, tourism and services represent huge needs for the residents of the BMHA-PCN. Education, most policymakers and neighborhood leaders would agree, is a big part of the solution. Yet, traveling the education road to economic security and financial self-sufficiency is very complex for BMHA-PCN residents. One obstacle is the school choice and open-enrollment policy, which thwarts the development of neighborhood schools. The result is that most children living in the BMHA-PCN attend schools outside the community but many of the school choices are inadequate. About 77% (43 of 56) of the public schools in Buffalo Public Schools are persistently low achieving institutions.

Youth Development: Building a strong component that incorporates the involvement of youth is crucial to redirecting young people from the "neighborhood to prison" pipeline to the educational pipeline. There are 2,371 young people, between the ages of 6 – 18 years in the Perry Choice Neighborhood. These children live in neighborhood where about 56.5% of the households have incomes below \$25,000, 42% live in poverty, the jobless rate is 58% and over half the family households with children are headed by women. The BMHA-PCN unemployment rate among sixteen to nineteen year olds is 45.6%, and the high school dropout rate for this age group is 12.7%

Public Safety: The perception and reality of crime is a serious problem in the BMHA-PCN. The rates of violent and property crimes, along with all types of crimes is much higher in the BMHA-PCN than in the City of Buffalo and Erie County. In 2011, the percentage of violent crimes was 44% greater in the BMHA-PCN than in the City of Buffalo, and it was nearly 300% greater in the BMHA-PCN than in Erie County.

Supportive Services: The absence of a strong supportive system in the BMHA-PCN is problematic. Individuals and families must interact with multiple and complex systems with little to no interactions between systems and gaps in services. Given the problems faced by residents in the BMHA-PCN, without a strong neighborhood-based supportive system they will not be able to create healthy lifestyles and become financially self-sufficient. Furthermore, despite serving many of the highest risk individuals, the Buffalo Municipal Housing Authority (BMHA) does not have case management in BMHA-PCN housing developments.

Part Two: The Perry Choice Neighborhood Transformation Plan

The Planning Process: The Perry Choice Neighborhood Transformation planning process was guided by a Steering Committee composed of administrators at the Buffalo Municipal Housing Authority, representatives from the project planning coordinator's team, and select residents from the BMHA housing developments. The committee provided oversight of the planning process and set the policy framework within which it operated. Mechanisms were established to place residents at the core of the planning process, while simultaneously creating opportunities for City officials and stakeholders to be intimately involved in all stages of the planning process.

The planning team established an aggressive resident and community outreach program. It established the Planning and Information Center and staffed it with a combination of residents and students from the University at Buffalo to create a set of interactive linkages between the residents and the planning team. Between the summer of 2011 and 2012, more than a 1,000 unique visitors came to the center. Moreover, to keep the residents, stakeholders and others involved in the project on an ongoing basis, the planning team established a website, social network pages, a newsletter and an online documents depository. Mechanisms were established at every stage in the project to connect and involve the residents.

Neighborhood

The vision is to create a vibrant, walkable and sustainable mixed-income neighborhood that is based on Green Design and LEED Neighborhood Standards, with complete streets and access to high quality services, entertainment, recreation and a transportation hub that connects residents to centers of opportunity throughout the metropolitan region. The Planning team will set short term and long term outcomes and benchmarks beyond the life of the revitalization process and to track the progress of Neighborhood goals.

New housing development on- and off-site in the Perry Neighborhood is centered on the concept of not just redeveloping a public housing site, but rather reimagining a new Buffalo neighborhood at an unprecedented scale in the city. The overall neighborhood design provides a wide range of mixed-use amenities on Perry Street and South Park Ave connected by a network of richly landscaped tree-lined streets, including a new central park and a 105,000 SF community and recreation center (Life Chances Center). These amenities blend into and enrich the neighborhood by extending commercial uses from the stadium area along Perry Street and complement the existing Old First Ward neighborhood.

Life Chances Center: The Life Chances Center will be the center of neighborhood life and culture as well as a one-stop shop where a variety of supportive services are delivered.



Figure 3: Artist rendering of the Life Chances Center at full build-out

Source: Wallace Roberts, & Todd

Housing

The Transformation Plan, with new housing at Perry Homes both on-site and off, will reduce the Neighborhood Vacancy Rate, reduce the Housing Affordability Ratio, and increase the percentage of accessible and visitable homes, increase the number of Green Housing in Buffalo, and decrease the average energy consumption of each new housing unit. BMHA-PCN project replaces 222 units with 495 mixed income units over five years; with a long term goal of 414 public housing units with approximately 415 mixed-income units over a period of ten years. The development team is committed to redevelop Perry Homes (on- and off-site) as a model of green development in Buffalo through the Enterprise Green Communities Certification program. The team anticipates that all new construction housing will achieve a baseline of 35 optional points to meet the thresholds for certification.

Figure 4: Master Plan of Perry Homes and Extension and surrounding neighborhood



Source: Wallace Roberts, & Todd

People

The lives of residents in the Commodore Perry Homes and Extension and residents in the surrounding neighborhood will be improved, especially in relationship to outcomes centering on education, health, economic security and self-sufficiency, safety, and mobility.

The Mini-Education Pipeline: The Mini-Education Pipeline (MEP) is the education arm of the Perry Choice Neighborhood transformation planning initiative. The pipeline is composed of four interactive components and anchored on the basis of a collaborative among the UB Center for Urban Studies, the Buffalo Public School system, Say Yes to Education, Closing the Gap, United Way, Catholic Charities, the Community Action Organization, and four partnership schools, including two primary schools and two secondary schools. The goal of MEP programs is to establish place-based education for BMHA-PCN students that supports them from birth into college or a career. These programs include the Early Learning Network, Pre-K-12th grade programs, After-school and Summer school programs, and the School-Neighborhood Bridge.

Supportive Service Partnership: the Supportive Service Partnership (SSP) establishes a network of the existing 14 service providers working in the BMHA-PCN. These partners will share information, coordinate service delivery, and collaborate on funding opportunities.

Case Management and Service Coordinator Field Unit: This initiative establishes case management within each of the three BMHA properties in the BMHA-PCN: Commodore Perry Homes and Extension, Fredrick Douglas, and A.D. Price. The Case Management and Service Coordinator Field Unit will be headed by the University at Buffalo School of Social Work and will serve not only BMHA residents but also provide case management and service coordination to other residents in the BMHA-PCN neighborhood.

Healthy Neighborhood Initiative: The Healthy Neighborhood Initiative focuses on food access, physical and psychological health, and access to care. This initiative has identified ten major health issues in the BMHA-PCN that guide existing and proposed programs for implementation within the BMHA-PCN. Key health issues addressed in this plan are: low birth weight, asthma, diabetes.

Safe Neighborhood Initiative: The Safe Neighborhood Initiative (SNI) creates institutions, trains activists, utilizes technology and research, and links social organizations to not only reduce crime but to improve the circumstances of individuals in the BMHA-PCN, especially youth. The SNI creates a Youth Council and a Council of Elders, Non-Violent Street Workers, the Neighborhood Peace Makers collaborative of organizations, and community policing. In addition, a Complaint System and Hotline, camera surveillance systems, and geographic information systems research aid reporting, data collection, and analysis.

Ignite, Inc: Section 3 Business and Employment Development Center: The Section 3 Business and Employment Development Center (BEDC) will play a central role in producing economic security and self-sufficiency among the residents of the BMHA Perry Choice Neighborhood. The redevelopment of the BMHA-PCN, along with the continued transformation of the City of Buffalo will generate numerous opportunities for business owners and workers. The goal of the BEDC is to leverage the opportunities into contracts for Section 3 business owners and jobs for Section 3 workers.

Data Management and Evaluation: The BMHA-PCN project evaluation includes summative and formative elements that are guided by a robust group of performance indicators and metrics. The evaluation will focus on measuring the effectiveness and integration of the three dimensions of the BMHA-PCN project framework: Housing, People and Neighborhood. Each dimension of the project framework will be evaluated using data drawn from primary and secondary sources used in the construction of the needs assessment for the BMHA-PCN.

Project Budget: The plan is a brief narrative description of financing sources for each program phase including a brief description of terms and requirements where such information is pertinent, and a preliminary project budget of development programs (including housing, commercial and community facilities, infrastructure, other critical community improvements, along with budgets for each of the People programs). For the first 5 years the BMHA Perry Choice Transformation Plan is budgeted at \$150 million for Housing and Neighborhood developments. The People Plan is budgeted at \$25.8 million for the same 5 year period and \$51.5 million for a 10 year period.

INTRODUCTION

INTRODUCTION

The BMHA-Perry Choice Neighborhood Revitalization Transformation Plan seeks to turn the Perry Choice Neighborhood (PCN) into a great place to live, work, play, and raise a family. The neighborhood is a predominantly black, low-income, distressed community situated near the City of Buffalo's waterfront, and adjacent to the downtown area, on the east side of Buffalo. Our vision is to transform this troubled community into a lively and energetic community, where housing serves as a platform for improving the quality of life. This plan uses sustainable, affordable, high quality housing to stabilize the neighborhood, and enable the children to graduate from high school on time, prepare for college, or enter the workforce. The ultimate goal is to create a nurturing and prosperous community, moving residents toward financial self-sufficiency and allowing each and every individual to maximize his/her life outcomes.

This vision is captured in the credo, *Our Neighborhood. Our Choice.* This phrase is both a theme for the BMHA-PCN Planning Initiative and a new way of thinking about the redevelopment of distressed neighborhoods. Thematically, *Our Neighborhood. Our Choice* tells two tales of the same neighborhood. The first is a narrative about the love that residents have for their community. This story is told through the neighborhood walking tours, interviews, focus groups, informal conversations and in the annual community homecoming, *Perry Day*. The second tale tells a story about the residents' lack of control over the growth and development of their neighborhood. This narrative is told in the *BMHA-PCN Needs Assessment* and in the dismal statistics that describe the community. The conditions found in the PCN and other such distressed neighborhoods create an environment where residents feel the only way to improve their lives is to leave the neighborhood.

Residents may want to stay, but believe they have *no choice* but to leave, if they want to build a better life for themselves and their families. The BMHA-PCN seeks to end this quandary by engaging residents in the development of a thriving and sustainable mixed-income community—a place where they can proudly proclaim “This is *Our Neighborhood. Our Choice.*” This theme also represents a new way of thinking about neighborhood development and community building. It is a *place-based* strategy that stresses the importance of building safe, sustainable housing, and a healthy, well-designed neighborhood environment, as well as providing individuals and families with a continuum of supports, programs and activities, which are needed to help them become financially self-sufficient and optimize their life outcomes. Therefore, building an interactive link between the redevelopment of the BMHA-PCN and the development projects in and near the community is central to the transformation of the city and the larger metropolitan region.

“...a place where they can proudly proclaim “This is *Our Neighborhood. Our Choice.*”

Figure 1: Perry Day Celebration

Source: UB Center for Urban Studies



The Perry Choice Neighborhood (PCN) Planning Initiative is led by the Buffalo Municipal Housing Authority (BMHA). Founded in 1934, the BMHA is one of the largest residential property owners in Buffalo, New York, managing twenty-nine developments, including the Commodore Perry Homes and Extension. The intent is to develop a transformative plan that is guided by three interactive goals:

- *Neighborhood*—the BMHA-PCN will be transformed into a healthy, walkable neighborhood complete with green spaces, trees, complete streets, a signature neighborhood center, and access to high-quality early learning centers, schools, supportive services, public transit, jobs, and other economic opportunities.
- *Housing*—in a subarea of the BMHA-PCN, distressed housing in the Commodore Perry Homes and Extension will be transformed into a sustainable, energy efficient mixed-income housing complex which is attractive and affordable.
- *People*—the lives of residents in the Commodore Perry Homes and Extension, and across the BMHA-PCN will be improved, especially outcomes regarding education, health, financial self-sufficiency, safety, and access to opportunities throughout the metropolis.

Figure 2: A vacant home in the Perry Choice Neighborhood



Source: UB Center for Urban Studies

This goal of transforming the Perry Choice Neighborhood into a thriving mixed-income community is guided by five interactive principles:

- *Resident Engagement*— residents played a significant role in all phases of the planning and implementation process. They were placed in project leadership roles, participated in all working groups and were engaged in multiple ways throughout the planning and implementation process. Resident engagement was institutionalized through the establishment of norms based on inclusiveness, capacity building, equality and respect for the contributions of all participants -- residents, stakeholders, and professionals.

- *Green Building*—green standards for housing and neighborhood development will inform the construction of new housing and will inform the design and development of the neighborhood.
- *Children and Families First*—a dual generation strategy will guide the design of a supportive services strategy so that case managers will work simultaneously with individuals, children, and their families. Within this context, the BMHA-PCN will place the development of children and young people at its core. The sustainability of the neighborhood is contingent upon our ability to create a community that transforms children into caring and engaged adults who are financially self-sufficient and critically conscious of the development of the BMHA-PCN.
- *Healthy Lifestyles*— healthy living informs every aspect of planning and development in the BMHA-PCN. When people are in a state of mental, social, and physical well-being, they are best positioned to meet life's challenges, optimize their life chances, and form self-sufficient families
- *A Collaborative Approach to Neighborhood Development*— distressed communities cannot be revitalized and redeveloped without alignment with institutions, non-profits and community-based organizations from across multiple sectors. The BMHA-PCN will build cross-sector collaborations that will leverage the resources of these partners to design and implement a continuum of solutions to the problems faced by the residents.

Early Accomplishments

Since winning the Choice Neighborhood Planning Grant in the spring of 2011, the BMHA-PCN and its partners have laid a foundation upon which to build a vibrant, new mixed-income community.

- **Established the BMHA-PCN Planning and Information Center** to lead the resident outreach strategy and to build relationships with residents throughout the BMHA-PCN, especially those living in the Commodore Perry Homes and Extension, A.D. Price, and Frederick Douglass housing developments. Based on a partnership with the Belle Center and Buffalo AmeriCorps, the Planning & Information Center has eight part-time AmeriCorps workers. Five of the AmeriCorps workers are BMHA residents and three are SUNY at Buffalo graduate students in the Urban and Regional Planning and Public Health departments.
- **Hired Wallace, Roberts and Todd (WRT)**, a Philadelphia-based planning and architectural firm to design the housing units and to develop an on-site and off-site master plan.
- **Selected the Michaels Organization**, from Philadelphia, as the developer for the Perry Choice Neighborhood Planning Initiative. The organization is one of the nation's leading developers of affordable housing and brings with it enormous capacity, including mortgage finance and tax credit syndication.
- **Established the Mini-Education Pipeline (MEP)**. The MEP is a collaborative composed of forty-five non-profit organizations, including Buffalo Public Schools and *Say Yes to Education*, a national organization with operations in Buffalo. The MEP will provide a continuum of educational and supportive service programs and activities for children from birth to college and/or a career. It is an evidence based strategy that uses a community school model. The MEP has built a partnership with four public schools—PS 37, PS 39, East High School and South Park High School, which will form a "feeder" system that provides a continuum of high quality education experiences from K to 12th grades. Based on the partnership with *Say Yes* and *Closing the Gap* (a United Way and Catholic Charity affiliate) site coordinators have been hired in three of the four participating MEP schools.

Figure 3: A UB Center for Urban Studies intern works in the Perry Choice Neighborhood Planning and Information Center



Source: UB Center for Urban Studies



Figure 4: Students participating in the Urban Gardening Component of the Summer Academic Camp on Neighborhood Development

Source: UB Center for Urban Studies

- **Established the BMHA-UB Summer Academic Camp on Healthy Neighborhood Development** for middle school students to reduce the “summer loss of learning” and to teach youth how to make connections between the lessons learned in the classroom and the ability to improve their neighborhood. This academic camp is the summer school component of the Mini-Education Pipeline and is funded through a partnership with the University at Buffalo and Liberty Partnership.
- **Established the Perry History Project**, a program funded by the Buffalo Public Library. The Perry History Project will establish an electronic link between the Planning and Information Center and the Buffalo Public Library Digital Commons by creating a digitized collection of historical records of the Buffalo Municipal Housing Authority, the City of Buffalo and the oral histories of residents. Funding for the initiative is provided through a National Endowment for the Humanities grant received by the Buffalo Public Library.
- **Established a partnership with the UB School of Social Work to establish the BMHA-PCN UB Case Management Field Office.** The office will operate under the leadership of a licensed social worker and will use graduate social work interns as case workers. These students will be assigned to work with residents in three BMHA housing developments, which are located in the BMHA-PCN. The initiative is scheduled to start in the fall of 2014.
- **Established Ignite, a 501(c)3 Business and Employee Development Center.** To leverage the activities associated with the revitalization of the BMHA-PCN, the BMHA has created a non-profit community economic development corporation to facilitate the development of Section 3 businesses by providing them with back office support services and by linking workforce development programs to job development in the BMHA-PCN. The BMHA has set aside \$1.5 million to capitalize the development of the corporation.
- **Completed a marketing study of for revitalizing South Park Avenue and Perry Street.** The plan outlines a strategy for transforming the commercial corridor in the commercial center of the entire BMHA-PCN. It was funded by a \$50,000 grant from the Seneca Buffalo Creek Casino, which is located on Perry Street in the BMHA-PCN.

The BMHA-PCN Transformation Plan is a comprehensive strategy that will guide the regeneration of the Perry Choice Neighborhood. The plan is divided into two parts. The first part is a *Needs Assessment* that explains why a strategic investment of resources is required to transform the BMHA-PCN into a vibrant and sustainable community of opportunity. The second part outlines the transformation plan that will be used to realize the core goals of this initiative. The second part also includes the implementation strategy, project budget, financing and leveraging issues, as well as the project evaluation and data management system.

PART ONE: THE NEEDS ASSESSMENT

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The purpose of the Needs Assessment is to gain insight into the challenges faced by the residents in their quest to gain financial self-sufficiency and to improve the quality of their lives. The goal is to identify the housing and neighborhood needs of the residents of Commodore Perry Homes and Extension and to determine the weaknesses in the supportive service system. The goal is to use the findings of the Needs Assessment as a guide to designing a housing and neighborhood strategy and to develop a set of programs and activities that will help the residents meet the challenges they face, thereby, making it possible for them to achieve positive outcomes in their lives, especially in terms of education, health and movement toward financial self-sufficiency.

Data and Methods

A variety of methods were used to gather data for this Needs Assessment which includes multiple primary data collection methods and secondary data collection from government agencies and BMHA-PCN consultants. To gain insight into the housing needs of the Commodore Perry Homes and Extension, the assisted housing population for this study, a physical needs assessment was conducted by C&S Companies.¹ A housing marketing study was completed by GAR Associates.² Peter J. Smith and Company, an urban and regional planning and economic development firm, completed a commercial development marketing study of the South Park Avenue, Michigan Avenue, and Perry Street corridor to formulate a strategy for turning this corridor into the commercial hub for the Greater Perry Choice Neighborhood.

The US Census Bureau's American Community Survey 2006-2010 data, obtained through Social Explorer, is the predominate source of secondary demographic information. The American Factfinder2 on the Census Bureau website supplemented the Social Explorer data when necessary. A few statistics are based on 2000, 2010, and 2007-2011 Census data. Additional demographic statistics are from an analysis by GAR Associates based on data from the Nielsen Company and Real Property Research Group, Inc. Governmental agencies, including the Buffalo Police Department, New York State Department of Education, and the New York State Department of Health also supply data for crime, education, and health statistics.

A wide range of methods were used to gather information from the residents of Commodore Perry Homes and Extension. A resident survey was conducted in the Commodore Perry Homes and Extension and throughout the BMHA-PCN to identify gaps and weaknesses in the supportive service system. Two surveys were conducted among the residents at Commodore Perry Homes and Extension. One survey was based on a scientifically randomized sample of 87 households (T = 497), which represented 17.5% of all Commodore Perry households. The second survey was a crime study based on a convenience sample of forty-two residents who attended a community meeting. The residents included in the crime survey had not participated in the previous resident needs survey. Additionally, three focus groups were held with the Commodore Perry residents. These focus groups explored issues related to concerns of seniors and the youth, as well as quality of life issues. Fifty one residents attended the three focus groups, with about 69% (N=35) of them being women. To gain even deeper insight into neighborhood life and culture in the Commodore Perry Homes and Extension, resident-led walking tours of the neighborhood were conducted with eighty-three residents participating, including 57 women and 26 men. In addition to these foundational surveys, 287 Commodore Perry residents generated community feedback on social, educational, and commercial issues between two surveys and 5 work groups. Over 310 unique households in

Figure 1: University at Buffalo Students Participating in a Survey Blitz



Source: UB Center for Urban Studies

1 An engineering consultant firm
2 A housing and real estate appraisal firm

Commodore Perry participated in surveys and work groups which is 62% of the total 497 households living in Commodore Perry.

To gather information on the needs of BMHA-PCN residents that did not live in Commodore Perry Homes and Extension, the BMHA-PCN conducted two surveys and two focus groups. One survey, modeled after the Resident Community Needs Assessment, used a convenience sampling technique to interview sixty-six residents within the BMHA-PCN, while another survey, using an email technique, gathered data from twenty-eight residents of the Elk Terminal apartments, an upscale housing unit located adjacent to the Commodore Perry Homes and Extension. Also, two focus groups were held among BMHA-PCN neighborhood residents, which were attended by fifty-one individuals.

These surveys and focus groups gave the planning team insight into the issues and challenges facing the residents who lived outside Commodore Perry. Additional data was obtained from the 2000 and 2010 US Census Records and from the Nielsen Company estimation by the Real Property Research Group. To gather additional information from the residents about everyday life and culture, the BMHA established the BMHA-PCN Planning and Information Center (P&I). Between the summer of 2011 and 2012, more than a 1,000 unique visitors came to the center.³

62% of the total 457 households...were surveyed

Figure 2: Focus Group with Young People at Commodore Perry Homes



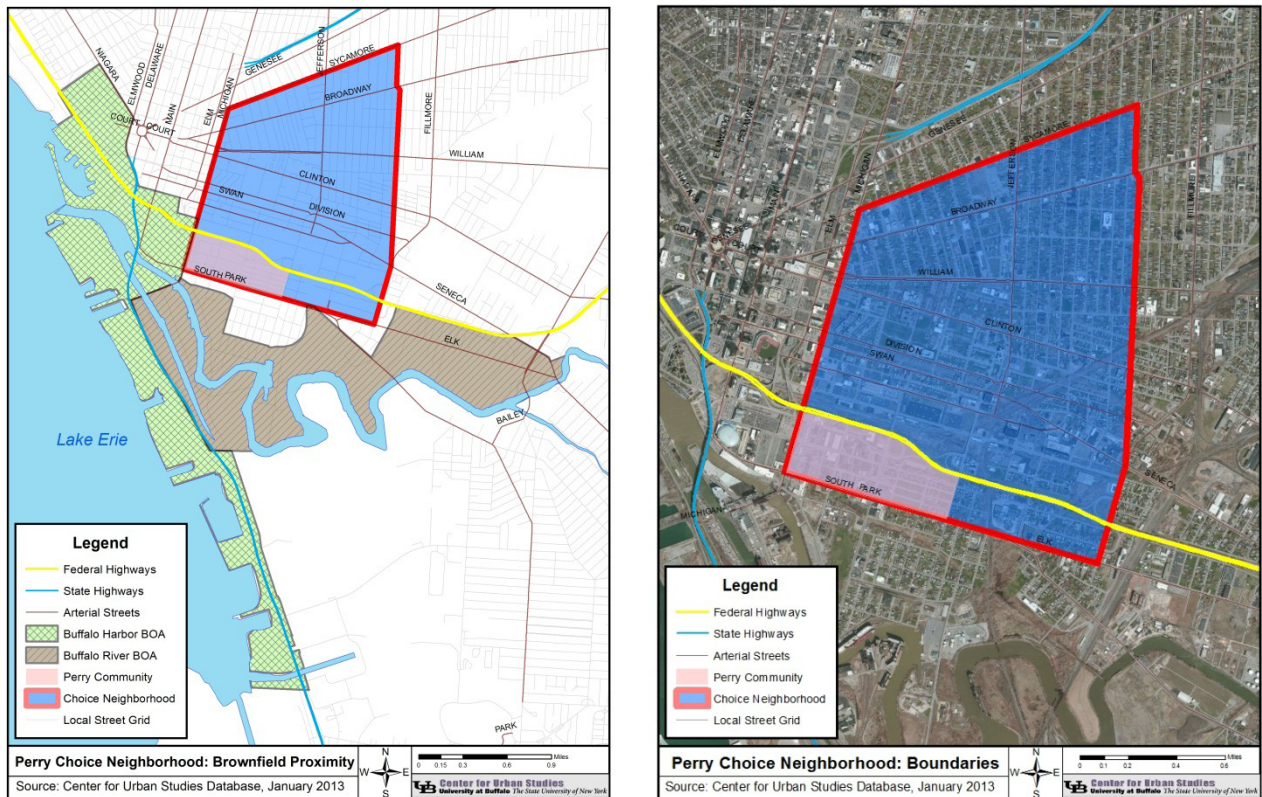
Source: UB Center for Urban Studies

3 This count is based on unique visitors, which avoids a double count.

The Perry Choice Neighborhood: Site and Situation

The Perry Choice Neighborhood (PCN) is strategically located in the southern portion of the City's predominantly black East Side community, adjacent to downtown and within the waterfront district. The BMHA-PCN is bounded by Sycamore Avenue to the North, Michigan Avenue to the West, South Park Avenue to the South, and Smith Street to the East (Figure 3).

Figure 3: The Perry Choice Neighborhood



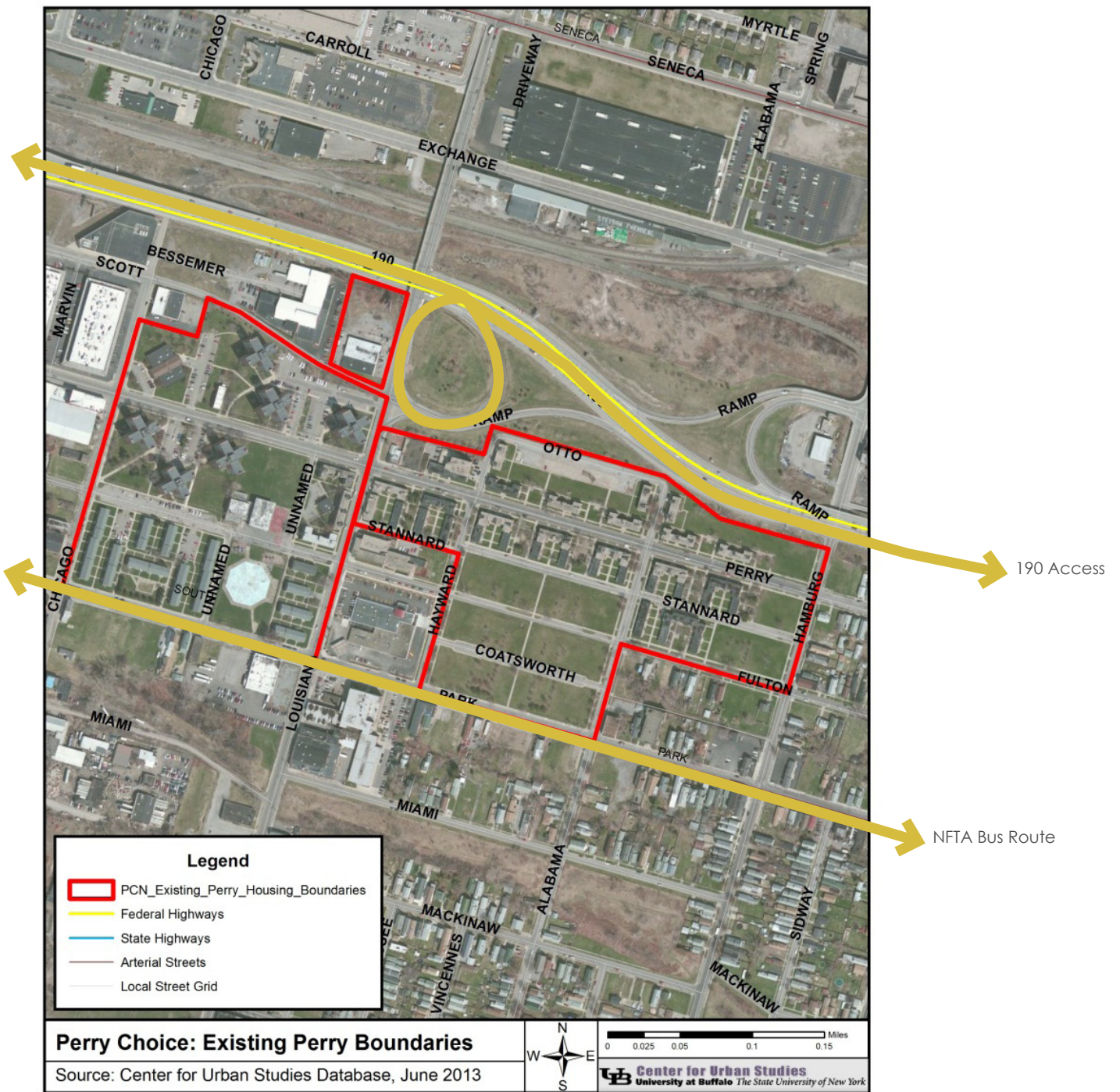
Commodore Perry Homes and Extension

The Commodore Perry Homes and Extension is the focal point of the BMHA-PCN planning initiative. This twenty-three acre site is located in the southwestern corner of the neighborhood and is sandwiched between the New York State Thruway and South Park Avenue. It is bounded by Chicago Street to the west and Hamburg Street to the east. Commodore Perry is one of the oldest housing developments in Buffalo. It was built in two phases between 1940 and 1956 and consists of 414 family housing units located in brick style three story walkup and two story row house buildings, and also includes 329 senior and disabled units that are housed in six, eight-story high rise buildings.

Figure 4: Existing Perry Homes buildings



Figure 5: An Aerial View of the Commodore Perry Site

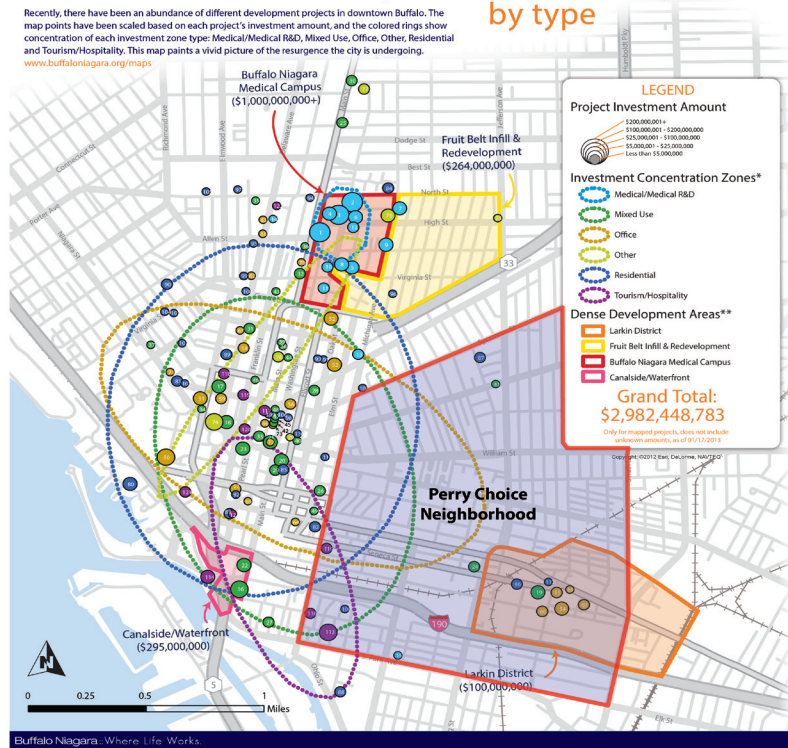


The Commodore Perry Site is situated within easy access to the New York Thruway with a means of ingress/egress to I-90 at Louisiana Street and Perry Street. The I-90 subsequently connects not only with downtown Buffalo, but with other parts of the City and metropolitan region. Bus access, which is available along South Park Avenue, provides direct and quick access on a consistent basis to downtown and places of employment within and near that location.

The Development Context

The BMHA-PCN is both a community with challenges, as well as a solid foundation upon which to build a vibrant mixed income community. It was one of the oldest neighborhoods in Buffalo and evolved as part of the Buffalo waterfront and Canal District. In the late nineteenth and early twentieth centuries, Buffalo's industrial heartland was situated in the BMHA-PCN. Because of its strategic location, the BMHA-PCN is surrounded by some of the most important developmental projects being planned and implemented in metropolitan Buffalo (Map 3). In this zone of developmental activities, the Buffalo Niagara Partnership estimates that close to three billion dollars in projects are in being planned or implemented. North of the BMHA-PCN is the Buffalo Niagara Medical Corridor (BNMC), home of the region's health and life sciences industries. Clustered in and around the BMHA-PCN are the Michigan Street African-American Heritage Corridor, the Buffalo Creek Casino building initiative and streetscape improvement, the Buffalo Sabres/HARBORcenter Development, LLC, the Webster Street development initiative, and a host of development projects on the eastern edge of downtown. Then to the west and south of the BMHA-PCN are the Larkinville project, the Buffalo River Brownfield Opportunity Area (BOA), Buffalo Harbor BOA, South Buffalo BOA, and the Ohio Street and Inner Harbor Infrastructure Improvements.

Figure 6: The Development Context of the BMHA-PCN
Downtown Buffalo Development Projects by type

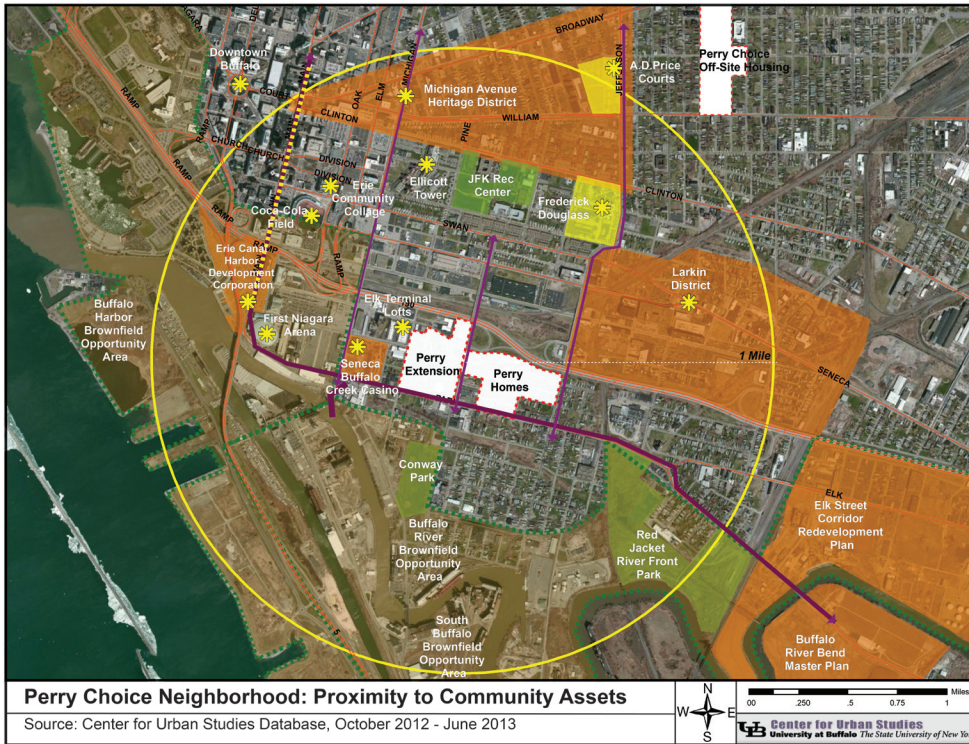


Source: Buffalo Niagara Partnership

These initiatives represent important BMHA-PCN assets and provide an opportunity for the neighborhood to leverage them as major complements to the community's development. The problem is the BMHA-PCN, including the Commodore Perry Homes and Extension, has been historically excluded from participation in big economic and community development initiatives in the Waterfront and Canal District. Over time, the community has been a proverbial "hole in the donut." Nonetheless, the redevelopment of Commodore Perry and the BMHA-PCN are critical to the residential development of this part of the City and the long-term stability of the waterfront and Canal District region. A decaying community on the edge of downtown, which is a source of crime and creeping deterioration, will deter development on the eastern edge of downtown. Within this context, the BMHA-PCN planning initiative creates an opportunity to leverage these projects and catalyze the transformation of the BMHA-PCN and the entire Canal District into one of Buffalo's premier neighborhoods (Figure 7). Therefore, building an interactive link between the redevelopment of the BMHA-PCN and the above mentioned projects is central to the transformation of the city and the larger metropolitan region.

"...the PCN planning initiative creates an opportunity to leverage these projects and catalyze the transformation of the PCN and the entire Canal District into one of Buffalo's premier neighborhoods"

Figure 7: Perry Choice Neighborhood and the Buffalo Canal District



Unlike some distressed neighborhoods, the BMHA-PCN is not an employment desert. There are about 333 businesses in the community, which employ an estimated 5,000 workers. At the same time, there are thousands of jobs in downtown Buffalo and in the nearby Buffalo Niagara Medical Campus. While many of these jobs require college degrees, there are still numerous positions that necessitate only a high school diploma and/or some specialized training. All of these jobs and opportunities are accessible by transportation. The Commodore Perry housing development is situated in a major transit hub. Within a small radius, there are seven bus stops that link the community to the City and metropolitan region. Additionally, there are number of bus routes that within the neighborhood.

The neighborhood also has a solid foundation of supportive service institutions. There are ten licensed day care centers, seven schools and fourteen service agencies, along with two hospitals and several doctors' offices in the neighborhood. The BMHA-PCN has three community centers, including the Lanigan Field House, which is located on the Perry development site. The community also has green space and the potential to establish bike paths, jogging routes and walking trails along the waterfront and industrial areas.

The People of the Perry Choice Neighborhood

The BMHA-PCN is a mostly African American community (80%), with a small number of whites (14%) and Latinos (8%), which is embedded in a larger Great Lakes' shrinking city. Over the past sixty years, between 1950 and 2010, Buffalo's population has dropped by about 319,000 residents, a decrease of 55%. During the decade of the 2000s, the city's population fell by 11%. Given this context, it is not surprising that the BMHA-PCN population has also dropped over the last decade, albeit by a larger margin. During the 2000s, the BMHA-PCN saw a drop of 16%, 14,720 to 12,411. Even so, the proportion of blacks and whites and living in the neighborhood remained unchanged while Latinos increased slightly (Table 1).

Table 1: BMHA-PCN Population by Race

Population	2000	%	2010	%	Difference
Black	11740	80%	9881	80%	-1859
White	2106	14%	1806	14%	-300
Latinos (any ethnicity)	991	6.73%	1005	8.10%	14
Others	600	4%	123	1%	477
Total*	14720	100%	12411	100%	-2309

Source: U.S. Census, 2000 and 2010. *Latinos may be more than one ethnicity so totals are not summations.

The median age of BMHA-PCN residents is thirty-seven years, with most (60%) of the population falling into the nineteen and sixty-four years of age group (Table 2). Pre-school and school age children comprise 26% of the population, while about 14% of the population is sixty-five and older. These residents are organized into 5,696 households with 50.5% of them being family households. Among all households, many are *people living alone* (22.3%). Here, it should be stressed that nationally, the Buffalo metropolitan region ranks fifth in terms of *people living alone*. In Buffalo, 16.8% of the population lives in this type of household. Yet, at the same time, most children live in single-parent *family* households. Among family households in the BMHA-PCN, only 35% are composed of married couples, while 85% of single-parent households are headed by females. The percent of single-parent BMHA-PCN households is much higher than the citywide rate of 52.8%.

Table 2: BMHA-PCN Population by Age Structure

Age Structure	2000	%	2010	%	Difference
Pre-School (0-5)	1278	9%	911	7%	-367
Primary School (6-13)	2050	14%	1340	11%	-710
High School (14-18)	1112	8%	1031	8%	-81
College/Entry Career(19-34)	2570	17%	2460	21%	-110
Prime Work (35-54)	4046	27%	3417	28%	-629
Peak Earning Years (55-64)	1312	9%	1523	12%	211
Elders (65 & Over)	2352	16%	1775	14%	-577
Total	14720		12411		-2309

Source: U.S. Census, 2000 and 2010

A Profile of the Commodore Perry Homes & Extension

The Commodore Perry Homes and Extension is the prime site targeted for the Choice Planning Initiative. Over the years, a decline in the quality of housing combined with the demolition of 202 housing units sparked a decline in the Commodore Perry population. Today, only about 775 residents live in the housing development, with most of them falling into the nineteen and sixty-four years (59.4%) age group. About 29.7% of this age group is disabled, with many of them being unable to work. Children, between the ages of zero to eighteen years, form 26.7% of the Commodore Perry population. At the opposite end of the age spectrum, 13.8% of the population are elders, sixty-five years and older. About 60% of the Commodore Perry residents are females, and they outnumber males in every age category except 0-2 and 14-18. These 775 residents are organized into 497 households. Commodore Perry residents live alone at higher rates (71%) than in the neighborhood, with 13% of the population living in two person households. Only 12.5% of the Commodore Perry population lives in three and four person households.

The Needs of Perry Choice Residents

The Perry Choice Neighborhood is a low-income community with high rates of poverty and low-income residents. About 56.5% of the households have incomes below \$25,000, and 42% of the BMHA-PCN population lives below the poverty line. Therefore, most BMHA-PCN households are at high risk of having financial problems, health issues, employment difficulties and varied socioeconomic challenges. The children are at high risk for having academic difficulty in school, joining a gang, and/or engaging in risky behavior. Given this reality, it is important to identify the specific housing, education, economic, health, safety and supportive service challenges facing BMHA-PCN residents and to identify the neighborhood assets that can be used as a foundation for building a prosperous and sustainable community. The median income for Commodore Perry Households is about \$9,500 annually and the average is \$11,300, which places them at the very bottom of the regional economic ladder. People with incomes this low are going to encounter a range of socioeconomic problems and difficulties.

The Neighborhood Challenge

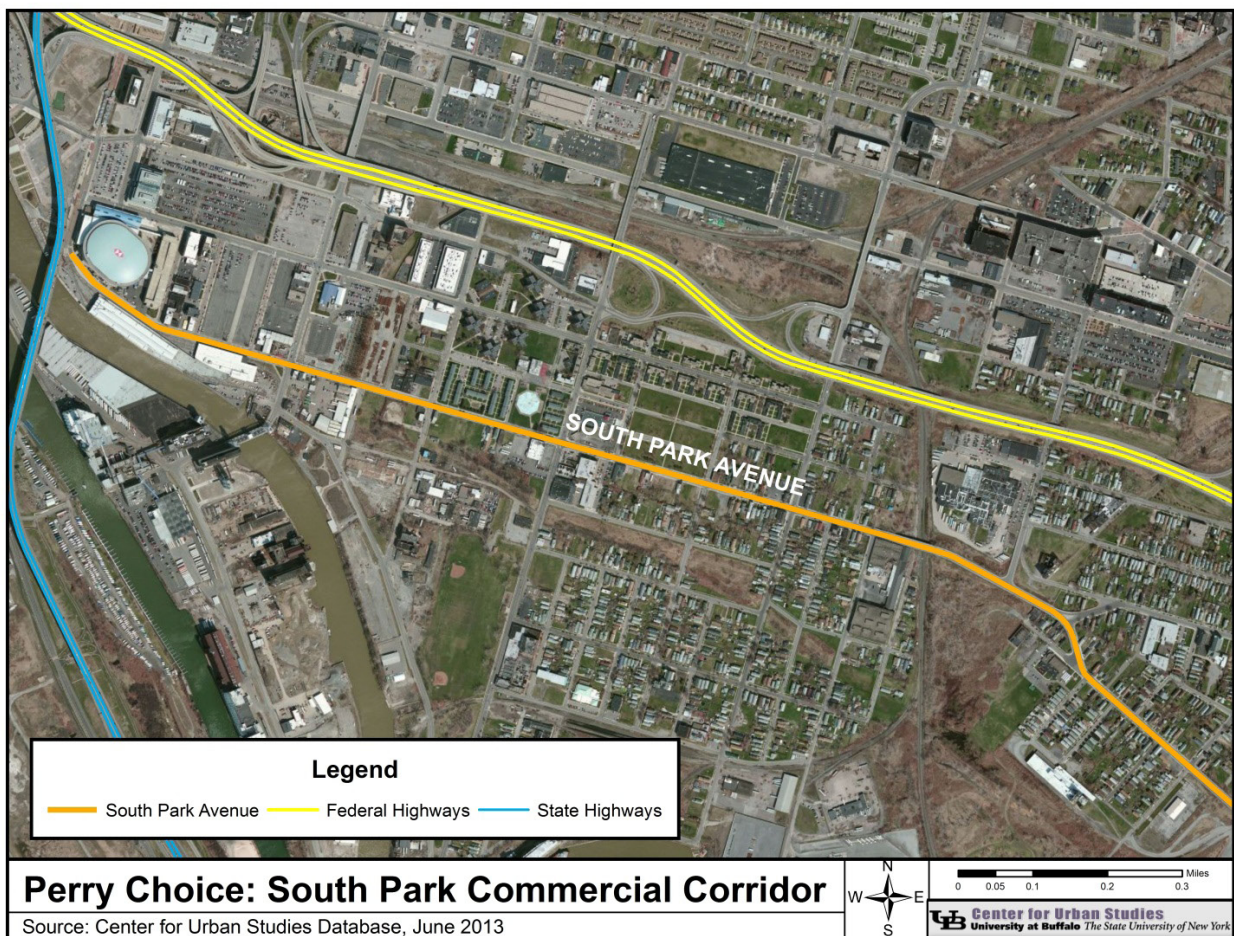
The Commodore Perry District, which is bound by the New York State Thruway to the north and South Park Avenue to the south, Michigan Avenue to the west and Hamburg Street to the east, forms the immediate context for the redevelopment of the Commodore Perry Homes and Extension. The comprehensive redevelopment of this location will catalyze and reinforce revitalization activities throughout the Waterfront and the Canal District, as well as throughout the entire Perry Choice Neighborhood. At the same time, this redevelopment context is a very challenging one. To start, although the BMHA-PCN is part of Buffalo's waterfront and Canal District, it is not well connected to the Outer Harbor, which makes it extremely difficult for the community to use its location as a competitive advantage.

The transportation linkages in the Commodore Perry District are orientated toward the west and north, with few connections into the adjacent Old First Ward and the Outer Harbor. Also, the neighborhood transportation hubs are designed to connect residents to other parts of the city and metropolitan region, but not to destinations within the BMHA-PCN. This results in neighborhood-based supportive services being underutilized. Concurrently, there is a nascent entertainment district in the BMHA-PCN and its environs, which contains the Seneca Creek Casino, the First Niagara Center- home of the Buffalo Sabres, the City's professional hockey team- the region's only automobile museum- the Buffalo Pierce Arrow Automotive Museum, and an African American cultural district. Yet, the BMHA-PCN is not positioned to leverage these opportunities into jobs and opportunities for

the residents. There are no shops, stores, restaurants, or activities to turn the neighborhood into a destination for tourists. Nor are there facilities to take advantage of the new upscale residents that live in the lofts apartments on the eastern edge of downtown.

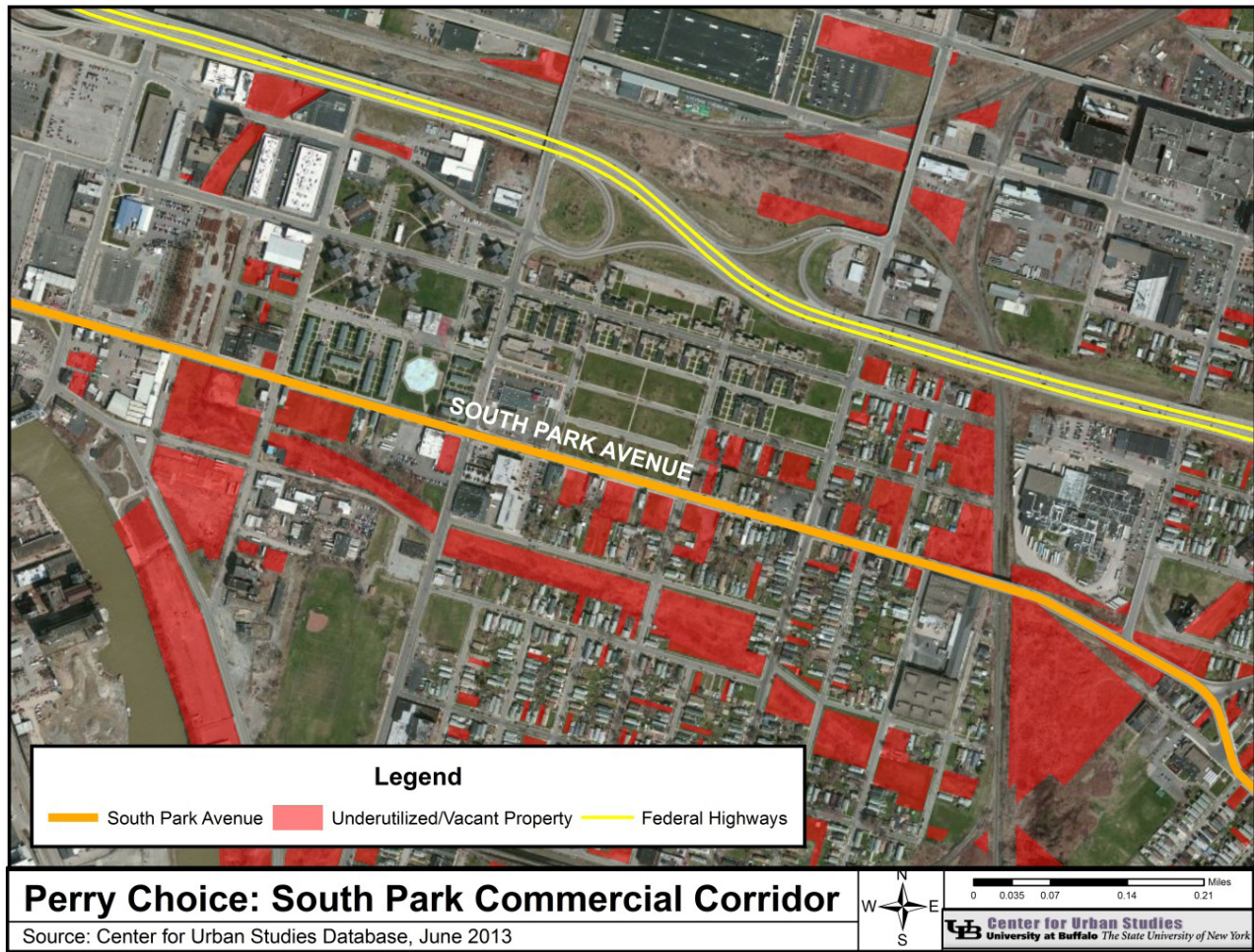
South Park Avenue could be that commercial node that brings goods, services and entertainment to the neighborhood. It was once the commercial hub of the entire waterfront and Canal District. Unfortunately, it is a rapidly declining corridor that is characterized mostly by vacant lots, abandoned buildings, and a few residential structures along with a handful of commercial and retail establishments remaining.

Figure 8: Commodore Perry District in Relation to the Waterfront and Canal District



The South Park Avenue Commercial corridor does not provide residents with the goods and services they need. As result, they are forced to leave to obtain many of the goods and services they require. The foreboding appearance of the commercial corridor paints a negative picture of the entire community. The reason is that these corridors are windows through which people view everyday life and culture in the surrounding neighborhood. If the corridor is lively and prosperous, then those passing through will also believe the neighborhood is lively and prosperous one. On the other hand, the corridor is dilapidated and rundown; those passing through will think the community is the same way.

Figure 9: South Park Avenue



Lastly, the Lanigan Field House is outdated and too small to provide services to the community. The field house is also in very poor physical condition and does not offer any programming beyond open recreation. Moreover, it does not provide any services to preschoolers and adult members of the community. As a consequence, the BMHA-PCN is without a center that can anchor the neighborhood and interweave the population into a single community.

Figure 10: Lanigan Field House



Source: UB Center for Urban Studies

The Housing Challenge

The Commodore Perry Homes were built in 1939 and originally consisted of 50 buildings with a total of 634 units. In 1996 due to high deferred maintenance and repair costs, a HOPE VI grant was used to demolish 304 units. The remaining 25 brick block style three-story walkup and two-story row house buildings have 330 family units with a 50% vacancy rate. Comprehensive physical needs assessments of the current conditions of these buildings and the site location have concluded that these buildings are severely distressed with substantial structural damage and unsafe conditions. An evaluation of the costs for needed repairs and upgrades for the buildings is estimated to be \$42,288,047.00. In comparison, an assessment of the total cost to replace the existing buildings through demolition and matching new construction with the same size and number of units is almost at a breakeven point of \$43,106,432.00 and thus supports the feasibility of a housing redevelopment plan for the Perry site.

The Comprehensive Housing Marketing Study (Study) supports the Perry Choice Neighborhood Plan for the redevelopment of the existing 414 units of family housing at the Commodore Perry Homes and Extension. The Study recognizes that the current physical conditions of the buildings and housing units have little economic/market value and are inadequate to meet the needs of the existing and future residents. Based upon the findings of the Study, the Perry Choice Neighborhood Plan proposes to replace a minimum of 414 units of housing through phased redevelopment on the Perry site. The targeted mix of household incomes includes very low, moderate and market rate levels. The proposed new units on the Perry site will offer a mix of one, two, three and four bedroom units with variable and reasonable rents structured through project based assistance, low income housing tax credits and market rates. The rent levels for the assisted and tax credit units will fall below the maximum 50% and 60% average median incomes for the current local market conditions. The physical design of the prototypes being considered for the new housing at the Perry site includes two and three floor level townhouse and midrise buildings that offer designs with private entrances, yards and patios. The midrise buildings will feature an attractive urban style with an overall site plan that blends with the traditional urban setting of the surrounding neighborhood.

Figure 11: Walkups at the Commodore Perry Homes



Source: UB Center for Urban Studies

The Education Challenge

In the United States, education is the prime vehicle for determining the type of jobs and opportunities a person will have and what their life outcomes will be. The reason is that a linear relationship exists between educational attainment and income. People with a high school diploma or less are going to be overrepresented in the low-wage labor market and people with college and professional degrees are going to be overrepresented in the middle- and high-wage markets. Given this scenario, it is easy to understand why the BMHA-PCN is a distressed community. About 89% of BMHA-PCN residents have only a high school diploma or less, while about 94% of the residents at the Commodore Perry Homes and Extension (CPHE) have only high school diplomas or less. Further, only 10% of BMHA-PCN residents have a college or advanced degree, although there is a substantial BMHA-PCN cohort with some college but no degree (30%). However, in the Buffalo economy, the group with “some college” earns no more than BMHA-PCN residents with a high school diploma.

The income of BMHA-PCN residents reflects their levels of education attainment. Although the median household income is \$21,110 in the BMHA-PCN, about 40% of the households still earn less than \$15,000 annually. In Erie County, New York, according to HUD's 2013 Income Limits Documentation System, the ceiling for one person low-income households is \$35,600 annually, \$21,250 for very low-incomes and \$13,350 for extremely low-incomes. The income thresholds increase for larger household sizes. At CPHE, the median household income is only about \$9,500 annually. So, most residents living in the BMHA-PCN not only have low-incomes, but they typically fall into the very low- and extremely-low wage categories. Without advanced training and improvement in their levels of education, most residents across the BMHA-PCN, including CPHE, will not be able to obtain financial self-sufficiency.

Most importantly, unless the schooling and education of the BMHA-PCN children are transformed, they too will become low-wage workers. Within this context, the key to enabling young people to change the trajectory of their lives is to improve their early learning experiences and the quality of their K – 12th grade public schooling, as well as to develop a strong neighborhood-based education infrastructure. This will not be easy. Buffalo is a school choice city, which means that most students live in one neighborhood and go to school in another. Because of this, developing a school reform strategy that directly impacts the children living in the BMHA-PCN will be difficult.

This challenge is made even more daunting by the large number of persistently low-achieving schools that service students living in the inner-city.⁴ About 77% (43 of 56) of the public schools in Buffalo Public Schools are persistently low achieving institutions called “priority” or “focus” schools in New York State (Table 3). Third and eighth grade English Language Arts (ELA, or “English”) and Mathematics test scores are used widely to determine if students are meeting the appropriate academic standards at these two critical grade levels. The assessments on these tests are based on students reaching different levels of proficiency: *Level 1—Below Standards*, the student's performance is below standards, while at *Level 2—standards*, the student's performance demonstrates a partial understanding of the Math and English language arts knowledge and skills expected at their grade level. At *Level 3—Proficiency*, students demonstrate an understanding of Math and English language arts knowledge and skills expected at their grade level, while at *Level 4*, they exceed the proficiency standard. One can refer to proficiency rates as the total percentage of students who achieved levels 3 and 4. Among third graders, students in Buffalo Public Schools (BPS) focus and priority schools reached 22% proficiency in English and 22% proficiency in Math, compared to 56% and 60%, respectively, proficiency rates of Erie County students (Table 3). In other words, 78% of students in BPS focus and priority schools *failed to meet* proficiency in both English and Math. For eighth graders, only 18% of BPS focus and priority school students scored at levels 3 and 4 in English

“...the key to enabling young people to change the trajectory of their lives is to improve their early learning experiences and the quality of their K – 12th grade public schooling, as well as to develop a strong neighborhood-based education infrastructure.”

⁴ In New York State, these schools are now referred to as Focus and Priority Schools.

Language Arts and only 17% scored levels 3 and 4 in Mathematics, compared to 53% and 62% proficiency rates, respectively, of students attending other Erie County schools. Stated differently, 82% of eighth graders in BPS's lowest-performing schools *failed to meet* proficiency in English, and 83% of these students *failed to meet* proficiency in Math. In high school, proficiency rates continue to lag. Furthermore, 48% of students in low-performing schools did not meet proficiency in English, while 45% of students did not meet proficiency in Math. High school graduation rates hover at 65% for these Buffalo schools, while the county-wide graduation is 92%. At both levels of schooling, attendance rates in these Buffalo schools fell substantially below Erie County averages.⁵

Table 3: Rates of Proficiency (Level 3 and 4) for English Language Arts and Mathematics, Attendance Rates, and Enrollment Figures in Buffalo's Priority and Focus Schools Compared to Erie County Schools, 2011-2012

Elementary and Middle Schools	ELA 3 Proficiency Rate	Math 3 Proficiency Rate	ELA 8 Proficiency Rate	Math 8 Proficiency Rate	Attendance	Avg enrollment	Total	Total schools
Buffalo Focus and Priority schools	22%	22%	18%	17%	90%	580	18,567	32
Erie County schools	56%	60%	53%	62%	94%	575	90,905	158
High School	ELA Proficiency Rate	Math Proficiency Rate	Grad rate	Attendance	Avg enrollment	Total enrollment	Total schools	
Buffalo Focus and Priority schools	52%	55%	65%	80%	640	7,038	11	
Erie County schools	82%	84%	92%	91%	730	39,439	54	

Source: New York State Education Department School Report Card, 2012

Buffalo does have some very good public schools, but they are "criterion" schools, which have admissions requirements that restrict enrollment. Therefore, even though BPS has an open enrollment policy, most students in BMHA-PCN still attend persistent low-achieving public schools. In order to improve the quality of education among BMHA-PCN children, it will be necessary to develop strategies to strengthen one or more of these priority and focus schools.

Over the past last ten years, the priority schools have struggled to improve the academic performance of their students, but these efforts have been hampered by socioeconomic challenges faced by the children and their families. For example, district-wide about 48% of the students do not attend school regularly. In 2011, 23.33% of BPS students were at-risk for chronic absence, 16.22% were chronically absent and 8.4% exhibited severe chronic absence, meaning they missed 20% or more school days per year. Concurrently, a significant number of students appear to have low aspiration levels. Approximately 65% of BPS high school students do not plan to attend a four-year college after graduation, and 20% do not plan to attend a four or a two-year college. The socioeconomic plight of these children are major contributors to both their attendance problems and low aspirational levels, which helps to explain in part their poor academic performance.

⁵ These graduation rates are not the cohort graduation rates that are the conventional graduation metric. These graduation rates refer to the number of seniors that graduated divided by the total number of seniors. These figures are much higher than the cohort graduation rate which accounts for completion in 4-5 years. For instance in 2011-2012 the 5 year cohort graduation rate for all BPS schools (not just focus and priority) was 52%. In 2011-2012 the cohort graduation rate was not provided in the NYSED School Report Card Database.

To improve the public schools, it will be necessary to complement classroom instruction by bolstering the skills and competencies of the students and by eliminating non-academic barriers to their academic performance. Currently, only a handful of BPS schools have high quality in-school and after-school academic enrichment and supportive service programs, and neighborhood-based after-school programs are almost non-existent. The lack of neighborhood-based after-school programs is particularly problematic. In focus groups with young people at CPHE, the children said they have no quiet places to study at home or in the neighborhood. Also, they say they do not have access to computers at home or in the neighborhood. Most significantly, the students say they do not have anyone at home to help with their homework or to tutor them if they are having trouble with a course. One can deduce from these statements that the neighborhood in which these children live has just as much influence on their educational outcomes as the in-school experiences do.

Early Learning Programs

Strengthening the priority schools is not the only obstacle that must be removed in order to improve academic achievement among BMHA-PCN students. Another big obstacle is the low-quality of early learning programs in the neighborhood. There is a vast literature that says children who reach the first grade and are not ready to learn will be at high risk to experience academic trouble, not be able to graduate on time, or more likely to drop out of school altogether. This means that children must be involved in structured, high quality early learning activities and programs from birth until entrance into the first grade.

In neighborhoods, such as the BMHA-PCN, this is a big challenge. In this community, there are 608 children aged five and under. However, only 28.6% (174) of them attend a formal preschool program. The remaining children are either enrolled in licensed daycare centers, unlicensed daycare programs, or they stay at home with a parent or caregiver. The concern is these children do not have access to high quality early learning programs from birth until they enter the first grade. New York State is piloting a quality rating system across the state, but the program has not been formally launched. Therefore, to gain insight into the quality of preschools, daycare centers and other early learning programs, we examined early learning programs in the BMHA-PCN, using three lenses: (1) structured curriculum-based programs, (2) number of child care providers participating in local training sessions, and (3) unlicensed sites.

Figure 12: School Bus in the Perry Choice Neighborhood



Source: UB Center for Urban Studies

“...there are 608 children aged five and under. However, only 28.6% (174) of them attend a formal preschool program.”

Table 4: Early Learning Programs in BMHA-PCN

Day Care Centers and Providers	Number
Legally Exempt Providers in 14204	51
Number of Independent Day Care Providers (Includes centers, group/family care)	16
Number of Early Head Start Programs	1
Number of Head Start Programs	0
TOTAL CAPACITY	Number
Total Capacity Children Served by Day Care Centers/Providers in PCN	381
Number of Children Under 5 Years Old PCN	608

Source: New York State Office and Child Family Services Day Care Facility Database; U.S. 2010 Census; Child Care Resource Network

We found that Early Head Start has the only structured curriculum-based program in the BMHA-PCN. Only two providers across all seventeen daycares within the PCN attended training sessions provided by the local licensing agency. Finally, the PCN is home to fifty-one unlicensed child care sites, and these sites typically have the lowest standards of quality and include only basic safety environmental requirements. Also, we believe that a significant number of children stay at home with a parent or caregiver. However, because of the limited education and/or lack of training, we suspect that these primary caregivers do not know how to read or talk with the children in ways that ignite their curiosity, inquisitiveness and desire to learn. Finally, in the PCN there are no programs to take children on fieldtrips to museums, zoo and other places that can provide them with rich educational experiences outside their immediate area. Collectively, the early learning infrastructure in the PCN is a low-quality one which will not prepare the children for first grade.

The final area of concern focuses on parent involvement. Surveys, focus groups and informal conversations indicate that parents, guardians and caregivers are not sufficiently involved in working with their children and interfacing with the school. At one level, it appears as if parents/caregivers do not know how help their children with their homework, career guidance, or assist the child in navigating the complexities of the public school environment. One high school student put it this way, "my mother loves me, but she does not know how to help me." Yet, parental support and assistance is one of the forces that enable children in high performing schools to succeed.

The Financial Self-Sufficiency Challenge

The residents of the BMHA-PCN are a low-income population, situated at the very bottom of the city's service and knowledge economy. In Buffalo-Erie County, according to the HUD Income Limits Document System, the low-wage sector is divided into three categories: low-wages (\$35,600), very low wages (\$22,250) and extremely low wages, (\$13,350).⁶ We have added a fourth, "jobless" category to account for the unemployed and those who have dropped out of the labor force altogether. Over half (58%) of the BMHA-PCN working class population falls into this "jobless" category, including 9% who are unemployed and 48% who are no longer in the labor force. The significant number of BMHA-PCN workers who are no longer working provides insight into the severity of the low-income problem among residents. The complexity of climbing out of dire straits and becoming financial self-sufficient can be seen by examining the structure of Buffalo's occupation structure. In the City, between 2004 and 2008, low-paying jobs grew by 17%, while high paying jobs grew by 6%. At the same time, middle-wage occupation declined by 10%.

Significantly, in Buffalo and elsewhere, the level of educational attainment is the most likely determinant of the positionality of residents in the city's occupational structure. This does not bode well for BMHA-PCN residents. Only 9.9% of the BMHA-PCN residents have a Bachelor's degree or higher, while 29.5% have some college, but no degree. About 60.5% of the BMHA-PCN residents have high school diplomas (34.4%) or less (26.1%). The low-incomes of these residents do not tell the complete story of the financial challenges faced by low-wage households. About 67.5% of BMHA-PCN households live in rental units, and 53% of them pay 30% or more of their income on housing cost. The housing cost burden, combined with the low-incomes of residents, is a large financial drain of the residents' inadequate resources, which makes it even more difficult to make ends meet.

The big key to changing the trajectory of these residents is to increase their education and training, while expanding the supply of affordable housing units in the community. In Buffalo's economy, most residents with less than a college degree have low-incomes. For example, median income for residents in Buffalo with a Bachelor's Degree is \$36,170, for those with some college, but no

⁶ These wages are based on the income limits for Erie County in 2013. Income limit areas are based on FY 2013 Fair Market Rate areas. See the Fair Market Rent Documentation System (HUD). These figures are for a one person housing in Buffalo-Erie County.

Bachelor's degree, the median income is \$29,525, while it is \$23,638 for those residents with only a high school diploma. The median income for those residents with less than a high school diploma is only \$15,302. Given the structure of the wage scale in Buffalo, raising incomes and moving people to financial self-sufficiency will be difficult, but progress can be made in this area if the level of education and training among residents can be improved. For example, about 19% of the residents, twenty-five years and older, do not have a high school diploma. If these residents obtained GEDs, they would have the opportunity to improve their income levels.

The Health Challenge

The health status of a neighborhood is its single most important quality of life indicator. If people are unhealthy, depressed and have bodies ravaged with disease, they will not be able meet the challenges which they will face in everyday life. To obtain neighborhood level health data, the BHMA, in partnership with the New York State Health Department and the Statewide Planning and Research Cooperative System, compiled data on seven indicators to gain insight into the health status of residents of the BMHA-PCN: birth weight, Myocardial Infarction (heart attack), asthma, diabetes, obesity, air quality, and health insurance. This information was drawn from zip codes 14204, 14206, 14210, and 14212. These zip code boundaries are broader than the BMHA-PCN, but because of the similarity of socioeconomic condition found in these adjacent neighborhoods, the data nevertheless provides reliable information on the health status of the BMHA-PCN community. In this section, we refer to this larger area, from when the data was drawn, as the greater BMHA-PCN.

The findings suggest that many health issues confronting residents in the greater BMHA-PCN are related to environmental issues, socioeconomic conditions, lifestyle, nutrition, and lack of access to preventive health care. For example, one big health concern is the low birth weight of babies in the greater BMHA-PCN. Babies who are born weighing less than 2,500 grams (5.5 lbs.) are considered low-birth weight babies, and they are at-risk for having greater developmental and growth problems, as well as cardiovascular disease, Type 11 Diabetes, and sensori-neural impairments, and visual, auditory and intellectual impairment.

The issue of low-birth babies is a serious problem in the BMHA-PCN. The rate of low-birth babies per 1000 live births is 65.1% greater in the BMHA-PCN than in Erie County and 86.9% greater than New York State (minus NYC) (Table 5). The large number of low-weight babies in the BMHA-PCN means that children in this community should be carefully monitored and receive regular check-ups, so that any health issues can be identified and diagnosed before they become more serious. Asthma is a major problem in the greater BMHA-PCN. The asthma emergency room visits among children per 10,000 hospitalizations is 55.9% greater in the BMHA-PCN than in Erie County and 93.1% greater than in New York State. This high rate of asthma may be related to environmental conditions found in greater BMHA-PCN. For instance, the percentage of commercial properties per acreage (22.6%) is significantly higher in the greater BMHA-PCN than in Buffalo (15.3%) (Table 5). The heavy concentration of industry, as well as the proximity of the New York State Thruway through the community, continues to bring a high volume of trucks and automobile traffic in the greater BMHA-PCN.

Particularly disturbing are the high rates of Myocardial Infarctions (heart attacks), diabetes, and obesity found in the greater BMHA-PCN. There are 142.4 more myocardial infarctions (heart attacks) per 10,000 between the BMHA-PCN and Erie County (Table 5), an increase of 366.1%. This figure is particularly troublesome because the occurrence of heart attacks can be reduced through medication, diet and exercise. Relative to this point, about 55% of the resident in the greater BMHA-PCN are either overweight or obese (Table 5).

This brings us to the issue of health insurance. The good news is that most residents (99%) have some form of health insurance. The bad news is that the percentage of residents with publicly funded health care is about 75% greater in the PCN than in the Erie County. On the flip side, the percent of residents in Erie County holding private insurance is about 48% greater than in the BMHA-PCN (Table 5). At the same time, the percent of residents with self—paid insurance is slightly higher in the BMHA-PCN than in Erie County. So, while most residents have some form of insurance, the type of coverage they have differs greatly. The availability of health insurance does not mean that residents have access to regular medical care. Economic issues still matter. The ability to afford the co-pays that accompany visits to physicians and clinics might be an intervening factor. For example, most residents said they had some form of health insurance and a regular source of medical care, but the surveys showed that they still used the emergency room as their primary source of regular medical care and information about health issues.

This finding is significant for two interrelated reasons. First, it suggests that many residents do not have a medical home and/or co-pays keep them from visiting their doctors on a regular basis. Second, although there is no shortage of health care facilities in the BMHA-PCN, most residents do not regularly use the facilities found there. In fact, a family care clinic located in the Commodore Perry Homes and Extension had to close because of underutilization.

The Needs Assessment Survey suggests that a low health literacy rate might be a contributing factor. The survey suggests that residents of the Commodore Perry Housing Development that residents have some difficulty understanding the health information they received from various sources. Specifically, residents indicate having trouble understanding a doctor or nurses' oral instructions, understanding and filling out forms, and following instructions on labels of medicine. Also, most Commodore Perry residents (85%) indicate they did not know how to access all of the health care services they and other members of their household needed, and they seem not to know about many health services found in their community. Also, while the residents appear to understand nutritional issues, they say cost, not nutritional value, is the prime determinant of the food stuffs they purchase.

Table 5: Health Indicators for the Greater BMHA-PCN

Indicator		Zip Codes 14204, 14206, 14210 14212 (Commodore- Perry)	Erie County	State - NYC
Low birth weight (per 1,000 live births)		105.8	64.1	56.6
Asthma ER visits among children (per 10,000 hospitalizations)		145.6	93.4	75.4
Myocardial Infarction hospitalization (per 10,000 hospitalizations)		181.3	38.9	37.4
% of adults with health benefits (using birth record data)	Public Insurance	48.2%	27.5%	32.6%
	Private Insurance	47.1%	69.6%	62.0%
	Self-paid	3.75%	2.0%	2.3%
	Other/Unknown	0.9%	0.9%	3.2%
Using SPARCS:				
Diabetes (inpatient, any dx) per 10,000 hospitalizations		2,064.0	1803.8	
Diabetes (outpatient, any dx) per 10,000 hospitalizations		682.1	584.1	
Diabetes (inpatient, primary dx) per 10,000 hospitalizations		225.3	141.7	
Diabetes (outpatient, pri- mary dx) per 10,000 hospitalizations		47.6	37.7	
Using birth record data:				
Obesity	Underweight	4.9%	Underweight	3.6%
	Normal	40.4%	Normal	48.3%
	Overweight	23.5%	Overweight	24.7%
	Obese	31.2%	Obese	23.4%
Diabetes pre-pregnancy (per 10,000 pregnant woman)		62.9	72.7	
Gestational Diabetes (per 10,000 pregnant women)		426.8	472.1	

*The data used is from the Statewide Planning and Research Cooperative System (SPARCS) 2007-2009, and Live Birth data from 2004-2008

*The data used is from the Statewide Planning and Research Cooperative System (SPARCS) 2004-2009, and live birth data from 2004-2008

Crime Challenge

The Perry Choice Neighborhood cannot be transformed into a great place to live, work and raise a family without making it a safe and secure community. To achieve this goal, it will be necessary to interweave strategies for reducing crime with forging high quality youth development programs. The Commodore Perry Homes and Extension is embedded in the larger Perry Choice Neighborhood, but the crime profiles in the two places are somewhat different, although they are both highly interactive.

Crime is a serious problem throughout the Perry Choice neighborhood. In 2011, for example, the percentage of violent crimes was 44% greater in the BMHA-PCN than in the City of Buffalo, and it was nearly 300% greater in the BMHA-PCN than in Erie County (Table 6). Concurrently, the rate of property crimes was about 10% greater in the BMHA-PCN than in the City, and it was more than 100% greater in the BMHA-PCN than in the county. So, both violent and property crimes are much greater problems in the BMHA-PCN than elsewhere in the metropolis.

Table 6: 2011 Crime Rates per 1,000 persons

	Erie County	Buffalo	Perry Community
Violent Crimes	4.6	12.4	17.8
Property Crimes	29.5	54.5	59.9
All Crimes	34.0	66.9	77.7

Sources: Federal Bureau of Investigation's Uniform Crime Reports (UCR), the New York State Division of Criminal Justice Services (DCJS), and the Buffalo Police Department's Erie Crime Analysis Center (ECAC)

The crime rate appears to persist over time. In 2011, the BMHA-PCN crime rate per 1000 persons for violent crimes included 9.9 assaults, 0.3 rapes, and 7.6 robberies, while the property crimes per 1000 persons included 21.1 burglaries, 33.0 larcenies, and 5.8 vehicle thefts. Data was also available for the first six months of 2012. During that period, the overall crime rate per 1000 persons was 30.7, the violent crime rate was 7.0, and the property crime rate was 23.7. Within this context, in the BMHA-PCN, the crime rates per 1000 persons for violent crimes included 3.3 assaults, 0.4 rapes, and 3.3 robberies. During the first six months of 2012, property crimes per 1000 persons included 7.8 burglaries, 14.2 larcenies, and 1.7 vehicle thefts. These rates were comparable to patterns observed previously during the first six months of the year.

An examination of the spatial distribution of crime shows that incidents were not evenly distributed across the neighborhood (Figures 13 & 14). Crime is mostly concentrated in the area above Seneca Street and below the New York Thruway. There is a noticeable drop-off in crime in the area between Seneca Street and the New York Thruway. The drop-off is mostly related to the pattern of land-use and property development in this spatial margin. This area is dominated by large commercial establishments and parking lots situated in a campus-like setting. The large size of the different commercial establishments, situated between the southern side of the street and the New York Thruway, and their proximity to each, serve as a deterrent to crime in this section of the community.

Commodore Perry Extension and Homes

Given the magnitude of crime throughout the BMHA-PCN, it is not surprising, then, that surveys of the residents of the Commodore Perry Homes and Extension showed that residents thought their community was somewhat unsafe. When asked to rate how safe their neighborhood was on a scale of 1-10, where 10 = very safe and 1 = not safe at all, respondents had an average score of 7.14 for perceived safety, which suggest they viewed the Commodore Perry Homes and Extension somewhat safe. Yet, at the same time, residents seemed mostly concerned about nuisance and violent crimes at Commodore Perry Homes and Extension. When asked, "What types of crimes or activities worry you the most?", the residents rank-ordered their views in the following manner: *unauthorized people in building, drug dealing, loitering, loud noises, being robbed on the street, breaking into my house, and rape*. In particular, residents worried more about drugs than other issues. On this point, more than half the residents said that drug related crimes had increased during the last three years, while over two-thirds of the residents felt that crime in general had remained the same or gone down in this period.

Figure 13: Crime in 2011

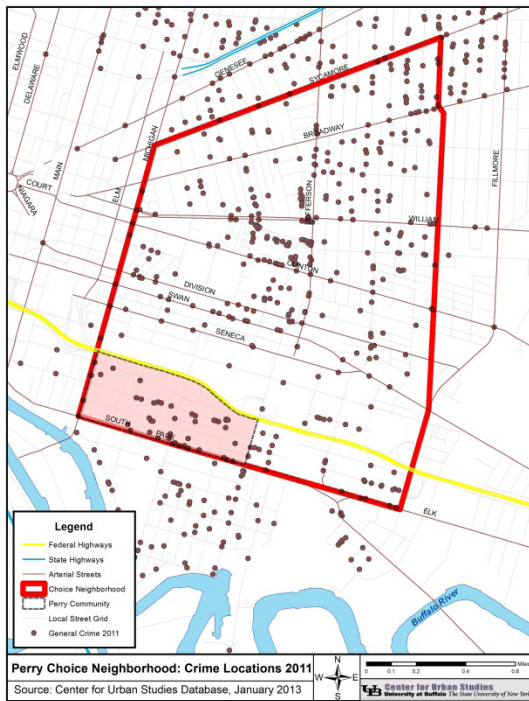


Figure 14: Crime in 2012

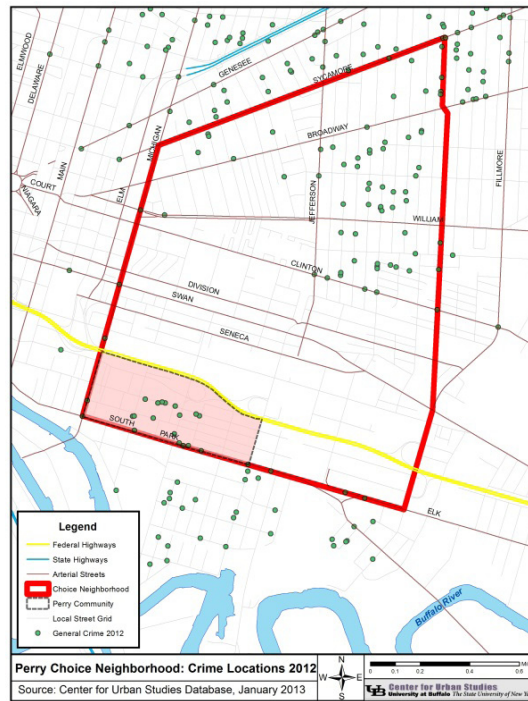


Table 7: How has the level of drug dealing in Commodore Perry Homes and Extension changed in the last 3 years?

Response	Percent
Increased	54.3%
Decreased	37.0%
Remained the same	8.7%

Source: UB Center for Urban Studies

Significantly, the Commodore Perry residents (63.1%) felt that most criminal activity emanated from outside the housing development, especially from people who lived in other parts of Buffalo, including the Old First Ward and people visiting friends and relatives that lived in Commodore Perry. On this latter point, the residents were particularly concerned about the ease with which unauthorized persons entered the buildings at Commodore Perry, or fear of non-residents lurking on the grounds of the housing development.

Table 8: Selling drugs or committing other crimes in the Commodore Perry Homes and Extensions are most likely to be committed by?

Response	Percent
People who live in the Commodore Perry Homes and Extension	36.9%
People who live in other parts of Buffalo	32.6%
People who visit friends and relatives in Commodore Perry	19.6%
People who live in the Old First Ward and Over the Bridge	10.9%

Source: UB Center for Urban Studies

In addition, residents expressed concerns about the relationship between the built environment and safety. In particular, poor lighting was frequently identified as a concern, including apprehensions about young people and juvenile delinquency. The undergirding theme behind the survey comments and those obtained in focus groups is the widespread fear of *potential victimization*. This fear caused many people to adjust their daily activities and behaviors. Most residents, for instance, felt that Commodore Perry and the larger neighborhood were most unsafe late at night, especially after 11:00pm. Consequently, many residents expressed concern about leaving their apartments in the evening (38%) or going into some parts of the housing development or the larger neighborhood after dark (39%). These perceptions of crime, which affected daily life, might also be influenced by the variety of experiences that residents have had with crime. For instance, while many residents might not have individually experienced crime, at least one-fifth to one-quarter knew of others who had been victimized.

The Causes of Crime

Many research studies stress a causal relationship between violent, property and nuisance crimes. The consensus belief is when people cannot obtain jobs and opportunities in the formal economy, they are at high-risk for becoming involved in gang life and criminal activities. In the BMHA-PCN, the socioeconomic status of young people puts many of them at-risk. In the BMHA-PCN, there are 4,322 young people twenty-four years and younger, with about 2,071 (48%) of them between the ages of fourteen and twenty-four years, including 1,086 (25%), between nineteen and twenty-four years.

Work is a scarcity in the BMHA-PCN. The jobless rate in the community is 58%, with young people comprising a significant core of those without work. The statewide unemployment rate among youth between sixteen and nineteen years is about 23.6%, while it is was 29% in the Buffalo-Niagara metropolitan area. However, in the BMHA-PCN, the unemployment rate among sixteen to nineteen year olds is 45.6%, while it is 30.8% among the twenty to twenty-four year old group. Not only is unemployment high among young people in Buffalo, but education attainment is also an issue. The BMHA-PCN high school dropout rate for youth, between the ages of sixteen and nineteen years, is 12.7% (N=942). Moreover, according to BPS, a sizable number of young people, especially blacks and Latinos who do complete high school, are not ready for college or a career.

Most young people in the BMHA-PCN live in households with low-incomes, with a significant number of them residing in households with incomes below the poverty line. In 2010, about 50% of the children eighteen years and younger, lived in poverty, while 39% of those between eighteen and sixty-four years also lived below the poverty line. The issue is that young people in the BMHA-PCN live in a community of *concentrated poverty* and low-incomes, and where work is a scarcity. In such a setting, without a strong intervention strategy, these young people are at high risk of getting involved in gang life and/or criminal activities. Aggravating this problem is the reality of a weak neighborhood infrastructure of youth development programs. For instance, there are no neighborhood-based afterschool programs in the community, and most community centers offer mostly unstructured recreational programs. There are a few good programs near the BMHA-PCN, such as the Boys and Girls Club and Computers for Children. However, these programs are not in the immediate neighborhoods, and the children have trouble getting to them. Consequently, most neighborhood youth do not see them as an option and consequently, a unanimous theme in the Commodore Perry focus group with young people is that there is nothing to do in the neighborhood.

The BMHA-PCN Supportive Service Challenge

The residents of the Perry Choice Neighborhood and especially those living in the Commodore Perry Homes and Extension are confronted with huge obstacles, which stand between them and an improved quality of life. Not only must they grapple with the stress of making ends meet with limited incomes, but also they must contend with finding employment, dealing with health care issues, crime, the challenges of raising their children and managing the instability of their friends and love ones. To successfully meet these challenges, individuals and families must interact with multiple and complex systems, which often do not take into account competing regulations, goals, and deadlines. Within this context, individuals and families to survive the city, achieve financial self-sufficiency, and bolster the quality of their lives, will need access to high quality supportive service institutions in the BMHA-PCN and in the Commodore Perry Homes and Extension. Moreover, without special assistance, the highest-risk individuals and families will need help negotiating the complexity of the supportive service system.

There are fourteen supportive service agencies operating in the BMHA-PCN, which does not include the services that are provided for the residents of Commodore Perry Homes and Extension. These institutions offer services that fall into six categories: crisis assistance, employment, health, technical assistance, education and special populations. To assist in crisis situations, there are food pantries, crime victim assistance and emergency housing programs. Also, there are job training and employment assistance programs, youth programs, recreational facilities, neighborhood after-school programs and health facilities, including Mercy Comprehensive Health Care.

“There are fourteen supportive service agencies operating in the PCN, which does not include the services that are provided for the residents of Commodore Perry Homes and Extension. ”

Table 9: Supportive Services in Perry Choice Neighborhood

Support Service Providers – Perry Choice Neighborhood, Commodore Perry District, Old First Ward			
Name	Address	Program Description	Services
Catholic Charities	170 Fulton Street	Catholic Charities offers comprehensive human services including counseling, basic emergency assistance, adult mental health and dependency treatment, day care programs, and emergency food pantries. However, the Fulton Street facility only offers the food pantry.	Food pantry
Catholic Health's Mercy Comprehensive Care Center	397 Louisiana Street	Offers a variety of primary care services including wellness/preventative exams, physicals, same-day sick visits, and clinical monitoring of chronic medical conditions. The site includes pediatrics, adult care, OB/GYN, and laboratory and imaging services.	Health clinic
First Shiloh Baptist Church	15 Pine Street	Baptist religious facility.	Food pantry, youth programs, and adult education
Frederick Douglass Community Center	234 Jefferson Avenue	Community center run and operated by the BMHA.	Employment assistance, computer training
Harvest House (New Hope and Good Neighbors)	175 Jefferson Avenue	Courses offered at this institution include: Certified Nursing Assistant (CNA), GED/Occupational Literacy, Home Health Aide (HHA), Licensed Practical Nursing (LPN), Medical Office Assistant, Pre-Collegiate Studies: Math, Reading & Writing Personal Care Aide (PCA).	Job training, legal assistance, health clinic, adult education, GED
JFK Recreation Center	114 Hickory Street	Recreation center which promotes advocacy, outreach, education, emergency and community services, asset enhancement and environmental justice.	Employment assistance, job training, substance abuse treatment, senior services, youth programs, after school programs, adult education
Lanigan Field House	150 Fulton Street	Recreation center for youth ages 18 and under with 2 gymnasiums, a game room, a weight lifting area, and outdoor basketball courts	Youth programs
Mid-Erie Counseling and Treatment Services	463 William Street	Mid-Erie offers effective, affordable child and adult mental health and dependency services.	Substance abuse treatment, mental health treatment
Old First Ward Community Center	62 Republic Street	Community center catering to local residents and home to the annual Shamrock Run and Emerald Golf tournament.	Senior services, youth programs, adult education
Olivencia Community Center	261 Swan Street	Community center with historic roots in the neighborhood.	Unknown
Town Garden Pediatrics	461 William Street	: A healthcare clinic that offers emergency medicine and specializes in pediatrics and pediatric developmental behavioral health.	Health clinic
Valley Community Center	93 Leddy Street	Licensed child care provider. Serve kids from 6 weeks - 12 years old. Also is a Universal Pre-K provider. The VCA utilizes resources within the educational, business, governmental, and the human service community to enhance programming and provides services not offered by the VCA.	employment assistance, food pantry, emergency housing, child daycare, senior services, youth programs
YMCA	585 William Street	The YMCA offers a variety of interactive after school programs and extra-curricular activities. The YMCA also offers aquatic and sports programs along with access to wellness centers.	Health clinic, child daycare, senior services, youth programs, computer training, after school programs, adult education
Compass East	425 Michigan Avenue	Compass East provides Pediatric Dentistry and healthcare workforce training.	Services to children and working age adults.

This neighborhood-based supportive service system is augmented by the BMHA's service coordination system that provides supports for the residents of Commodore Perry. The BMHA uses a service coordination system to provide supportive services to their residents. In this approach, housing aides are used to connect residents needing help to the appropriate service provider. The system is a virtual one, in that there is no dedicated space for intake or follow-up. To promote upward mobility and self-sufficiency, the BMHA has established Section 3 and Financial Self-Sufficiency (FSS) programs.

The Perry Choice Neighborhood, including the Commodore Perry Housing Development has laid the foundation for a high quality service delivery system. However, there are several issues that keep the system from optimizing its potential.

- **The agencies situated in the BMHA-PCN operate in silos, with little or no interaction among each other.** They do not share information, engage in outreach, do joint fund raising, or collaborate on matters of mutual interest. Moreover, although these support service agencies are housed in the BMHA-PCN, many draw their clientele from across the city, and/or within the immediate vicinity of their agency, so they do not reach out or market their services to residents across the BMHA-PCN.
- **There are gaps in the existing neighborhood supportive service delivery system.** Although the existing supportive service system covers crisis situations, crime victim assistance, emergency housing, job training and employment assistance, adult education, substance abuse, legal, recreation, youth programs and health facilities, there are nonetheless some important gaps in the system. For example, there are no full service food stores in the neighborhood, where residents can purchase healthy foods at affordable prices. There is a mid-size and several corner stores in the neighborhood, but these do not have high quality healthy foods, and while there is no shortage of health care facilities in the neighborhood, they are not regularly used by the residents.

There is no robust neighborhood service delivery system to get the available services to the residents, especially those living in the Commodore Perry Homes and Extension. While there are programs across the city that grapple with the broader issues of neighborhood crime and violence, none are operating within the BMHA-PCN. While police presence in the neighborhood is helpful, incarceration, alone, is not going to solve the problem. Also, there are afterschool programs in the neighborhood, but they mostly service the children that attend the school in which they are located. Lastly, while there are youth activities offered nearby, the facilities lack comprehensive programs designed to strengthen leadership, a sense of efficacy, build problem-solving skills, aspiration and good decision-making. Moreover, because of distance and "turf issues," most children in the Commodore Perry do not attend the programs

There is no large comprehensive community center in the neighborhood, which is designed to anchor the neighborhood and provide a one-stop shop for a range of supportive services. The BMHA-PCN is a community without an identifiable hub, which the capacity to function as a neighborhood gathering place and a venue where a variety of supportive, education, health and recreation activities are offered.

- **The BMHA does not use a case management system at Commodore Perry and its service coordination program is a passive one.** The housing aides never act proactively, and typically, they only help residents when they are called, either by a resident or by the manager of the housing development. In most instances, support service coordination is related to "rent-roll" management issues. When a payment is missed, the ensuing investigation often unearths some type of issue the resident needs assistance to solve. Most important, at Commodore Perry, the housing aides do not have a dedicated space to meet with residents, and there is not systematic follow-up with a resident, once they have been referred to an agency. A big reason for the lack of systematic follow up is the case load of housing aides. A single aide is responsible for three PCN BMHA housing developments (Commodore Perry, A.D. Price, and Frederic Douglas). There are 708 households in these three settlements, with a total population of 1,083. With a case load this large, it is simply not possible to provide case management services.
- **The supportive service agencies located in the BMHA-PCN are underutilized by the residents.** The surveys and focus groups suggest that residents know that these agencies exist, but do not know about the services they offer. For example, at a neighborhood focus group, a resident said he really needed legal advice but could not afford a lawyer. When told that the Harvest House, across the street from his apartment, had a legal aid session every Wednesday night, he was shocked.

The BMHA Section 3 and the Financial Self-Sufficiency Programs are underutilized by the residents. Based on focus groups and interviews with housing aides, some residents believe that increases in their income will cause their rents to go up and/or cause them to lose some of their existing benefits, thereby eliminating the advantages they obtained from increasing their incomes.

**PART TWO: PERRY CHOICE
NEIGHBORHOOD
TRANSFORMATION PLAN**

PART TWO: THE PERRY CHOICE NEIGHBORHOOD TRANSFORMATION PLAN

The neighborhood transformation plan outlines the Buffalo Municipal Housing Authority's (BMHA) strategy for transforming the Perry Choice Neighborhood (PCN) into a vibrant mixed-income community in which housing serves as a platform that enables residents to achieve financial self-sufficiency and improve the quality of their lives.⁷ The first section of the plan outlines the project's strategy for engaging residents in the planning process and details the way in which the planning initiative was organized and managed. The second section discusses the neighborhood, housing, and people plan as well as data management and evaluation, along with the project budget, people funding strategy and the implementation management structure. A project bibliography and appendix is attached at the end of the Transformation Plan.

Figure 1: BMHA Executive Director, Dawn Sanders-Garrett, addresses the crowd at the Grand Opening Ceremony of the Perry Choice Neighborhood Planning and Information Center



Source: UB Center for Urban Studies

Resident Engagement and the Planning Process

The Perry Choice Neighborhood Planning Initiative is a resident-driven process. Resident engagement is prioritized, because the only way to transform the neighborhood is for the residents to become deeply involved in the planning process. To make this happen, an aggressive outreach strategy was developed. At the governance level, residents were made part of the steering committee and recruited to participate on each of the core planning teams – Neighborhood, Housing, and People. A fundamental goal of the planning strategy was to ensure that every resident in Commodore Perry had an opportunity to share with the planning team their views on how to improve the neighborhood and their insights into the challenges faced by the residents. To directly engage

⁷ For more detailed about the various programs included in the Mini-Education Pipeline see the base plan on the Mini-Education Pipeline, which is located in the Appendix.

“The Perry Choice Neighborhood Planning Initiative is a resident-driven process.”

the residents, the planning team held resident-led walking tours of Commodore Perry, surveys, interviews, focus groups planning charrettes and public meetings, which were designed to get input from the residents and stakeholders on housing design and neighborhood development issues.

To create opportunities for the residents to provide input whenever their scheduled allowed, the BMHA established the PCN Planning and Information Center (P&I) and hired eight (8) AmeriCorps workers to operate it, five (5) BMHA residents and three (3) University at Buffalo graduate students. The P&I Center, in partnership with the University at Buffalo Center for Urban Studies, lead the BMHA-PCN resident outreach program. The Center developed a multifaceted approach to keep the residents informed about the planning process, which includes a website, Facebook, Twitter and a bimonthly newsletter. An online documents library was established, so that residents and stakeholders would have access to key planning documents. The establishment of a computer laboratory in the P&I Center meant that any resident could access these documents, as well as help aid in job searches and educational research. Concurrently, the newsletter is used to keep residents informed about the planning initiative.

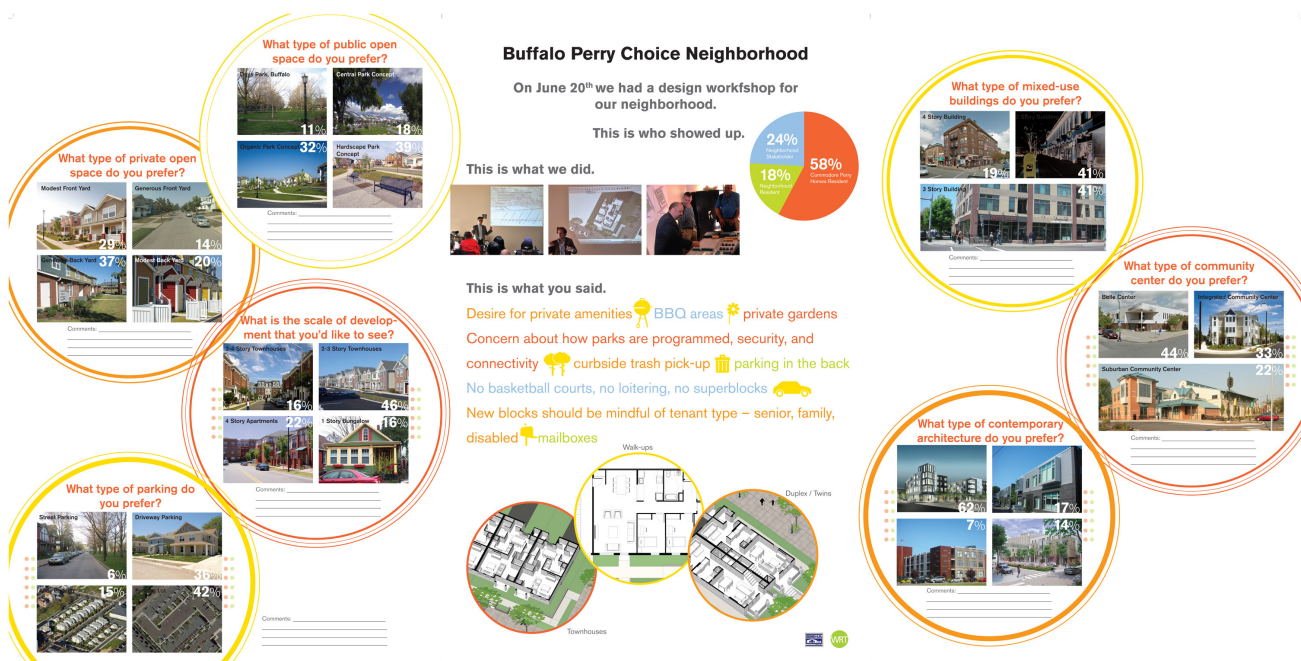
WRT developed a community engagement plan that built on UB's resident engagement process and set up a 3 part public participation process with multiple feedback loops. The first meeting consisted of initial community input. The second meeting was a highly dynamic capacity building design workshop that was structured around 3 stations – 3D Housing Prototypes Station, Visual Preference Station, and Building Blocks Station. WRT also set up multiple online platforms (online survey and Google Maps) to collect community input. All community input was synthesized into 3 design concept alternatives which were presented at the third meeting. The programmatic, economic and ecological implications of each alternative were also explained to the community at this meeting. The community's feedback was gathered in smaller break out groups, and comments were incorporated into the final approved master plan.

Figure 2: A Focus Group Meeting with PCN Residents



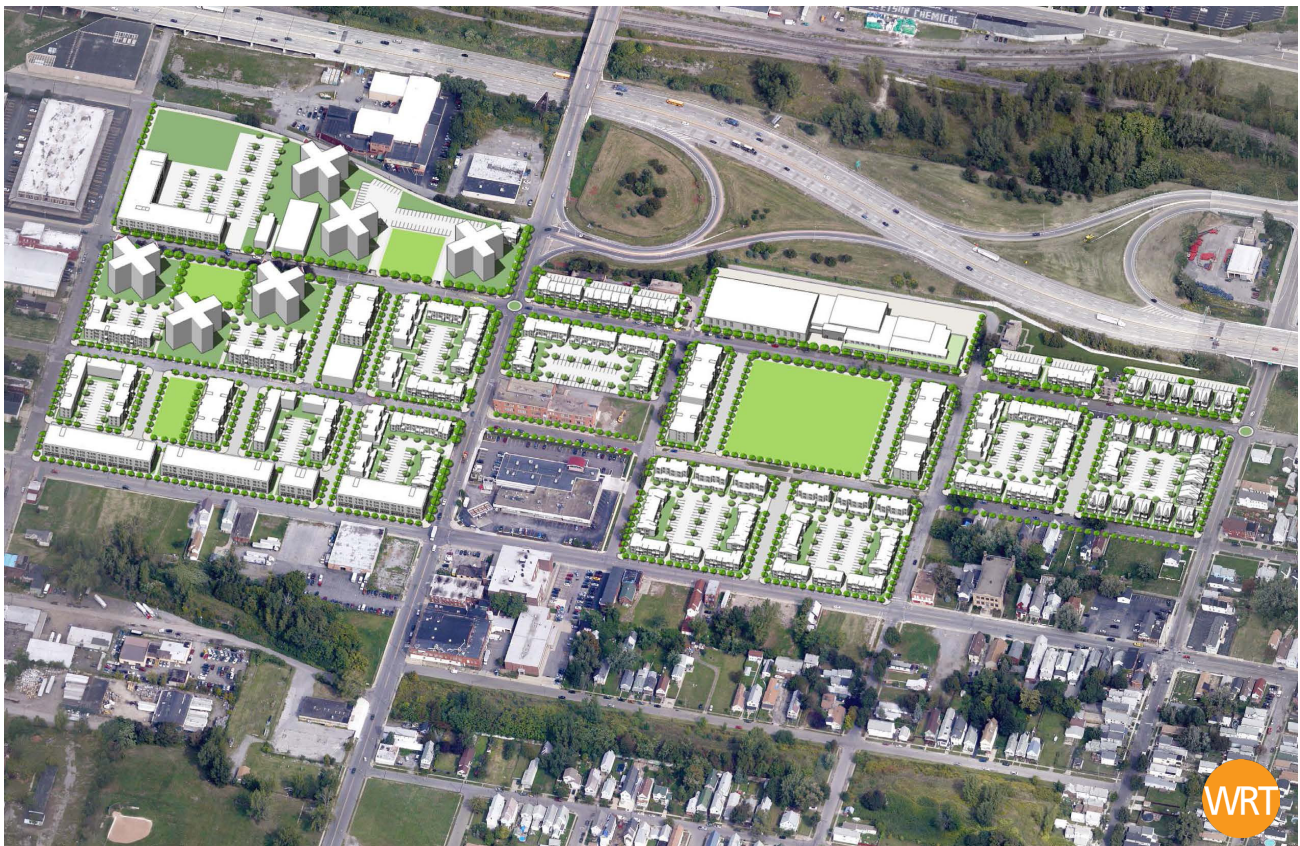
Source: UB Center for Urban Studies

Figure 3: Summary of WRT community engagement board for August 18, 2012 Perry Day



Concept A builds on the design framework set up by community input, City-led initiatives and site constraints. The most distinguishing feature of this concept is the development of a large central park and the Life Chances Center on Perry Street, surrounded by a mix of new green residential building types that range from 3-story walk-up apartments to 2-story duplexes. Mixed-use buildings are envisioned along South Park Ave and Perry Street on the western side of the Perry site – closer to market changing investments in Buffalo such as the casino and Webster Block redevelopment. A new street is designed over the alignment of the Ohio Basin Slip, restoring the heritage of the site within a new urban street grid. Designed within this grid are compact, walkable blocks with street-front addresses for all new housing units and parking hidden behind buildings.

Figure 4: Concept A



Source: Wallace, Roberts & Todd

Concept B uses the same design framework as the other two concepts, but explores two new ideas – Fulton Street as a green corridor connector within the site and the Life Chances Center on South Park Ave. Fulton Street is realigned to accommodate the existing BMHA towers, and it is designed to connect the two neighborhood parks along an east-west axis. The Life Chances Center on South Park benefits from the visibility of being on a busy arterial and its adjacency next to existing commercial uses and a new park. Similar to the approach of Concepts A and C, building types range from mixed-use buildings from the west to lower density two-story duplexes to the east in context with the residential character of the Old First Ward neighborhood.

Figure 5: Concept B



Source: Wallace, Roberts & Todd

Concept C distributes open space more evenly throughout the entire Perry Homes site, while introducing a diagonal street/pedestrian walkway near the existing BMHA towers. The diagonal street is inspired from Buffalo's unique radial streets while integrating the existing residential towers to the new design. The diagonal street also connects the intersections of Perry/Chicago and South Park/Louisiana – two important nodes on the site with commercial potential. New park-front streets and the new Ohio Basin Slip Alignment Street create more connections and intersections on the site. In accordance to community preference, park-front homes are three-story multi-family buildings with minimal front yards. The Life Chances Center is located on Perry Street in this concept.

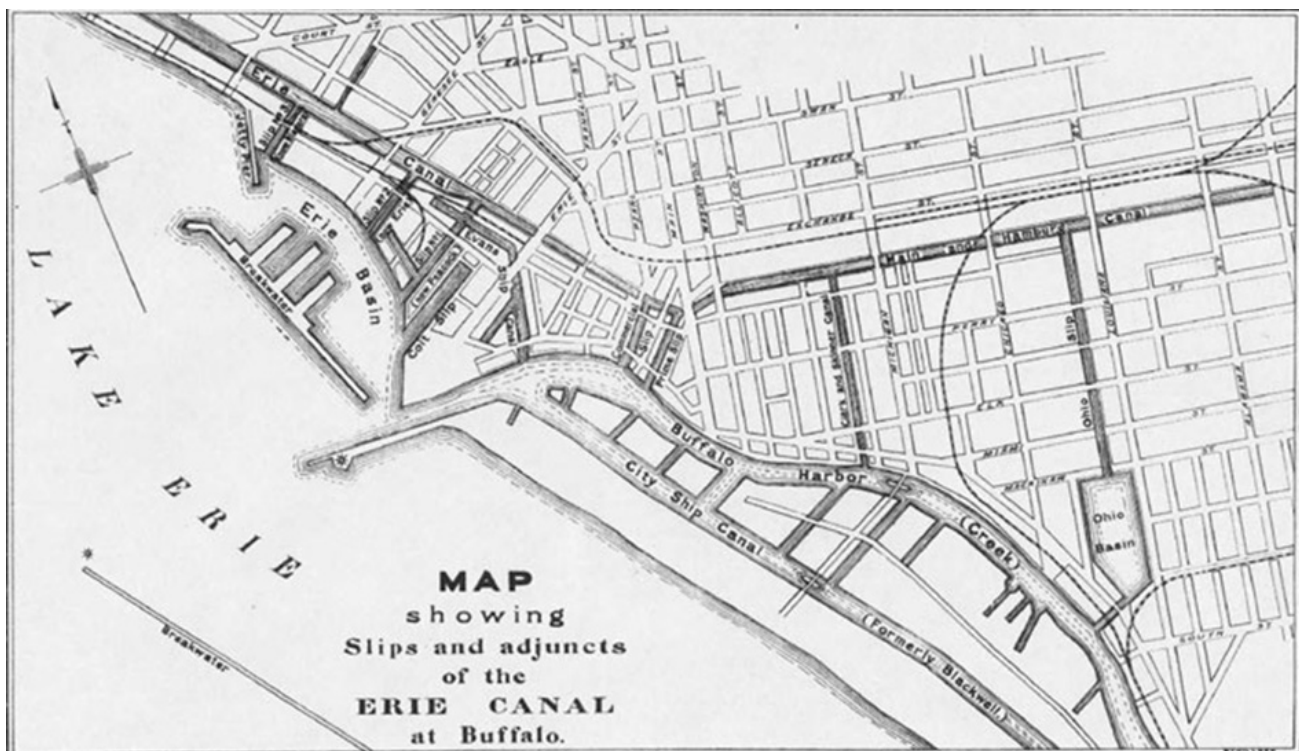
Figure 6: Concept C



Source: Wallace, Roberts & Todd

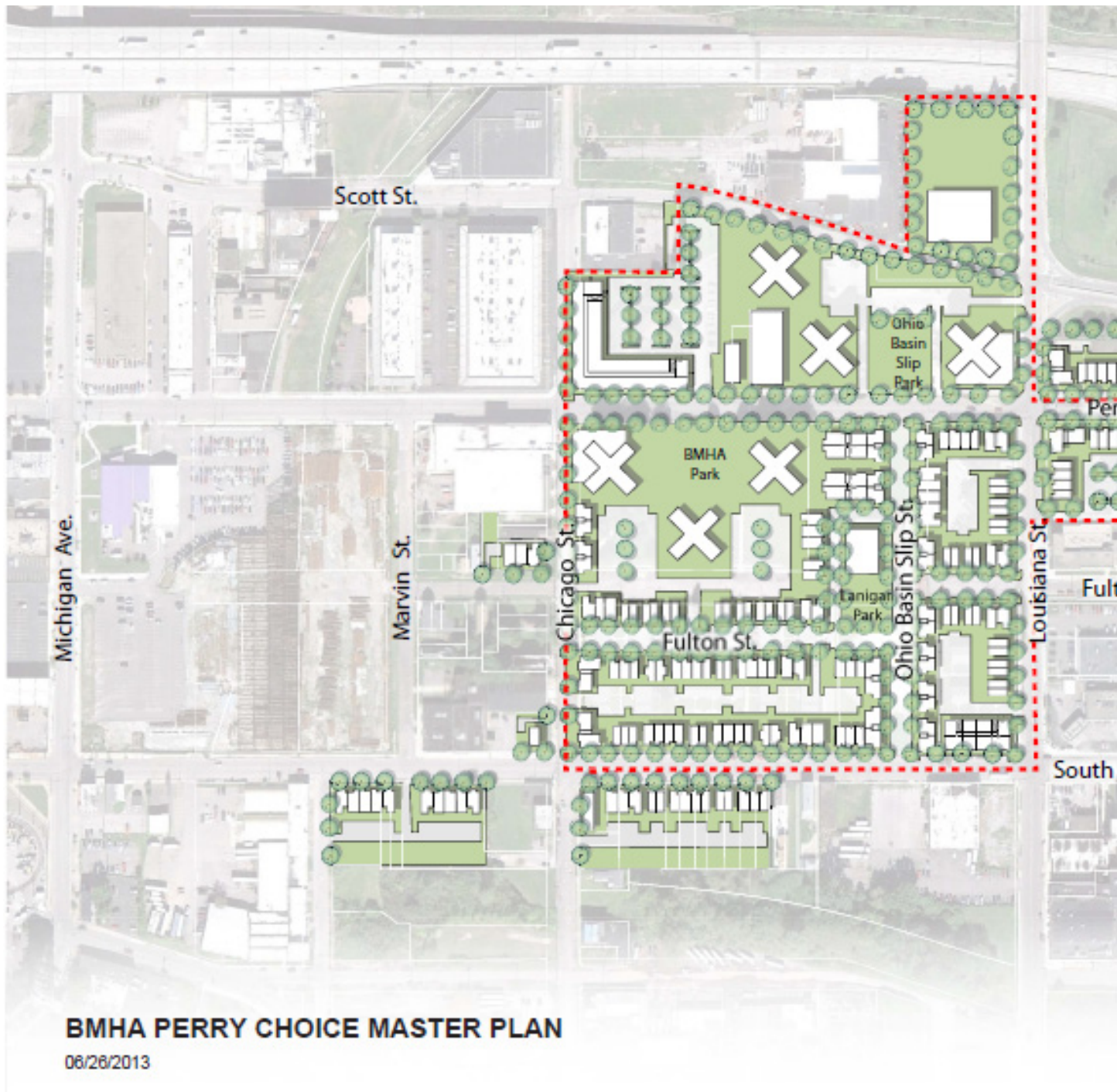
The preferred Perry site plan incorporates positive comments from the community on the three conceptual site plans and integrates them into one cohesive design. A central park and adjacent Life Chances Center anchor the site while smaller neighborhood parks ensure that every new home is a block away from well designed and programmed open space amenities. The preferred plan is both inward and outward looking. New Perry Homes is designed to integrate into the existing neighborhood via new streets and parks in key areas where adjacent opportunity sites exist. Perry Street is envisioned as the corridor to connect new investments from the west to the east through a revitalized corridor lined with new parks, rehabbed residential towers, new loft apartments, and the Life Chances Center (LCC). The LCC is designed to be constructed over multiple phases, and will contain a wide range of programs including an early learning center, a field house and gym, a banquet room, and an aquatic facility. South Park Avenue is envisioned as a commercial corridor with flexible live/work units that can respond to changing market demands. The preferred concept honors the industrial heritage of the site through a new Ohio Basin Slip Street and a new Ohio Basin Slip Park that mirrors Conway Park (former turning basin) to the south.

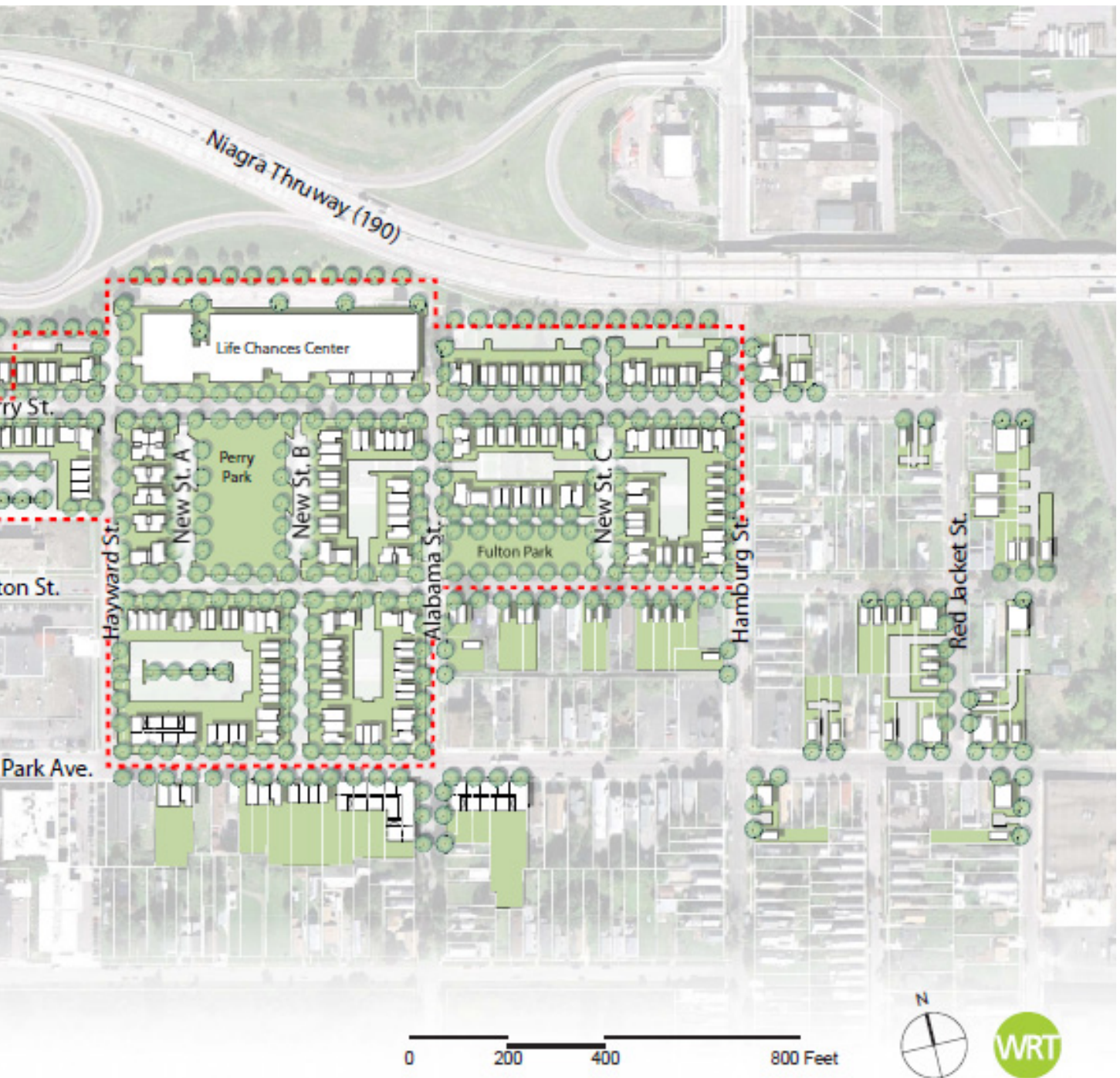
Figure 7: Historic map showing slips and adjuncts of the Erie Canal



Source: City of Buffalo Archives

Figure 8: Master Plan of Perry Homes and Extension and surrounding neighborhood



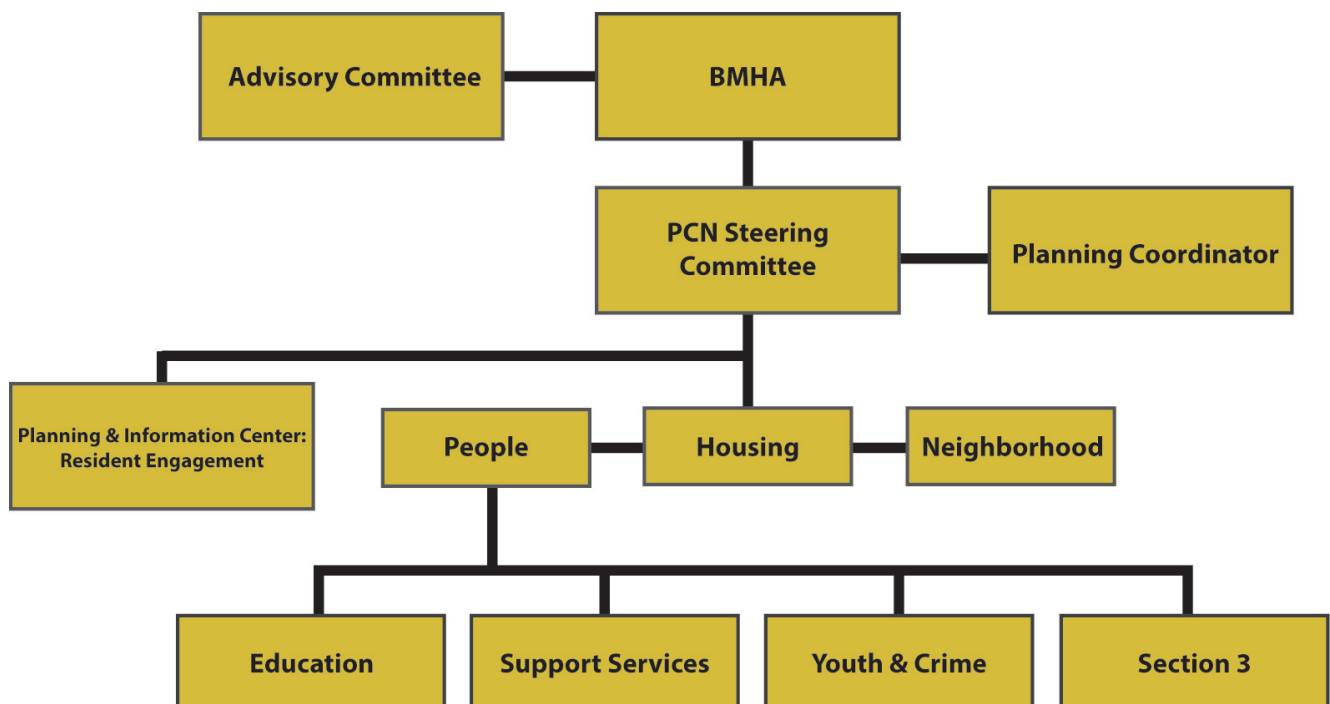


Project Organization and Management

A democratic organizational framework was established to coordinate and manage the planning initiative. The goal was to create a structure that enabled the residents to be involved in the project at a leadership level, as well as provide them with an opportunity to provide structured input into the planning project. The BMHA, as grantee, is responsible for providing overall leadership and guidance for the project. This responsibility includes the hiring and supervision of all consultants and dealing with planning issues that require high level administrative interaction. To keep the project team moving in the right direction, an advisory board was also established to provide the team with the perspectives of government, business leaders, key stakeholders, and residents.

The UB Center for Urban Studies, as planning coordinator, is responsible for day-to-day operations and coordination of the overall planning initiative, while the Steering Committee sets the policy framework and monitors the initiative to make sure that it stays on track. To involve the residents in the planning process, resident-driven planning committees were established in each of the core areas—Neighborhood, Housing and People—and a series of four subcommittees were established under the people component—education, supportive services, youth and crime, and Section 3. The Planning and Information Center is responsible for outreach, creating ongoing linkages between the residents and the planning initiative, and providing a venue that enables residents to have a continuous voice in the development of the transformation plan.

Figure 9: Organizational Structure



Neighborhood

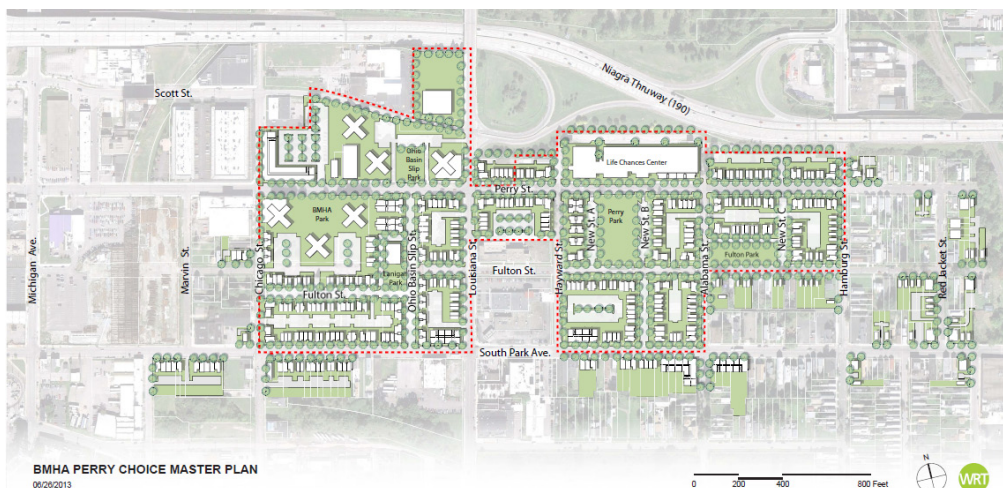
Neighborhood Vision

The Perry Choice Neighborhood Plan is asset-based rather than focusing strictly upon a need- and deficiency-based planning approach. The plan identifies and builds upon the community's many assets and locational advantages that recognize the strong sense of place and the traditional and historical significance of the Perry Choice Neighborhood as one of the oldest in the City of Buffalo. One of those key assets is the geography and the sheer size and available space on the 23 acre Perry site for revitalization. The other is the convenience of the location to the city's premier developments which are within easy walking distance of the site. These developments include the Cobblestone Historic District and the First Niagara Center, the inner and outer harbor projects at Canal Side in Downtown and the Buffalo River. On the eastside they include the Michigan Ave. Cultural Heritage District, Buffalo Medical Campus and Larkin District.

The Perry site's proximity to the New York State Thruway has made it somewhat isolated. This highlights the importance of the redesign of the Perry site to develop new streets to reconnect it to the surrounding neighborhood and to create a new setting in providing greater access and services to the residents. South Park Avenue is of primary importance in this regard because it is the major connector to both the Central Business District and South Buffalo. The site's greater accessibility also provides opportunities to create new streetscapes that are more walkable, safe, and less auto-centric. Proximity to the city's major transportation corridors also increases the potential for future commercial, mixed use and transit oriented development in the area along South Park Avenue with greater access to local and regional jobs and services.

The new neighborhood plan replaces the Lanigan Park with a series of smaller and more efficiently designed parks scattered throughout the site that are more manageable and useful as places for recreation and healthy living activities. The use of these mini parks acts to redefine the legibility of the 23 acre site producing greater clarity and coherence with more active and pedestrian living spaces. Each park signifies multiple destinations acting to "transform" perceptions about the site. The construction of the Life Chance Center reclaims the historic role of the Lanigan Field house as a landmark which is a vital piece of community infrastructure, and transforms its purpose into a sustainable asset for the future.

Figure 10: Master Plan of Perry Homes and Extension and surrounding neighborhood



Source: Wallace, Roberts & Todd

Lead Organization

The City of Buffalo's Mayor's Office of Strategic Planning will be the lead organization for the Neighborhood unit.

Goals, Outcomes and Metrics

- Highlights of the Transformation Plan's Neighborhood goals and strategies are:
- Decrease the poverty rate in the neighborhood
- Increase access to services in the City
- Increase the walkability of the neighborhood (Neighborhood Walk Score)
- Maintain the amount of open space in the city, and increase the quality of open space
- Decrease concentration of minority (African American) population in the Perry neighborhood
- Improve public health metrics primarily through programs at the Life Chances Center
- The Planning team will set short term and long term outcomes and benchmarks beyond the life of the revitalization process to track the progress of Neighborhood goals.

Table 1: Neighborhood Goal 1, Public Services and Amenities

Strategy	Short-term Outcome (5 years)	Long-term Outcome (10+ years)	Metric
Increase the number of neighborhood amenities	Provide new amenities via the Life Chances Center and live-work units on S. Park	New mixed-use buildings in Perry Homes, and additional amenities in neighborhood	Count of neighborhood establishments
Increase the walkability index	Increase walkability index by 5 percentage points	Increase walkability index by 5 percentage points	Walkscore.com
Increase transit accessibility	Relocate fully accessible bus stop on Perry or S. Park	Set up private or public shuttle loop to connect Perry and key nodes in Buffalo	Weekday trips and weekend trips

Source: Wallace Roberts & Todd (WRT)

Table 2: Neighborhood Goal 2, Economic Opportunity

Strategy	Short-term Outcome (5 years)	Long-term Outcome (10+ years)	Metric
Increase the neighborhood employment rate / decrease the neighborhood unemployment rate	Jobs creation through Life Chances Center and expansion of Section 3 program; Increase neighborhood employment rate by 1 percentage point	Increase neighborhood employment rate by 1 percentage point	Employment / unemployment rates
Reduce the percentage of vacant businesses in the Perry Neighborhood / Increase number of commercial properties re-developed or developed in neighborhood	Stabilize commercial vacancy rate	Net increase in commercial properties along key corridors: S. Park, Perry, Michigan, William, Broadway	Business addresses zoned commercial or industrial unoccupied for 3 months or more
Increase number of building permits filed in neighborhood	1% increase from baseline	2% increase from baseline	Number of building permits filed within neighborhood

Source: Wallace Roberts & Todd (WRT)

Table 3: Neighborhood Goal 3, Neighborhood Stability

Strategy	Short-term Outcome (5 years)	Long-term Outcome (10+ years)	Metric
Stabilize neighborhood through the redevelopment of Perry Homes on- and off-site	Positive outcomes in 4 out of 8 Neighborhood Stability metrics	Positive outcomes in 6 out of 8 Neighborhood Stability metrics	<ol style="list-style-type: none"> 1. Median sales price by housing type sold in neighborhood 2. Home sales volume by housing type 3. Percent mortgages to investors 4. Homeownership rate 5. Long-term vacancy rates 6. Numbers of foreclosed properties in neighborhood / in foreclosure process 7. Number of abandoned/distressed properties in neighborhood 8. Number of vacant and undeveloped lots in neighborhood

Source: Wallace Roberts & Todd (WRT)

Table 4: Neighborhood Goal 4, Neighborhood Demographics and Socioeconomics

Strategy	Short-term Outcome (5 years)	Long-term Outcome (10+ years)	Metric
Decrease poverty rate in neighborhood	Reduce poverty rate by 5 percentage points	Reduce poverty rate by 5 percentage points; ultimate goal is to reduce poverty rate to below 20%	Households in poverty
Decrease number of households receiving benefits / participating in safety net program	Increase in households receiving benefits (result of access and awareness campaign as part of plan)	Reduction from baseline	Percent households receiving TANF Percent households enrolled in food stamps or WIC Percent receiving SSI
Maintain housing affordability	Increase housing affordability by 10%	Increase housing affordability by 10%	Housing cost to income ratio Housing and transportation cost to income ratio
Decrease concentration of minority (African American) in Perry Neighborhood income mixing in new housing	Rates in right directions	Similar to rate of city as whole	Percentage African American as part of neighborhood population as whole

Source: Wallace Roberts & Todd (WRT)

Table 5: Neighborhood Goal 5, Neighborhood Crime and Safety

Strategy	Short-term Outcome (5 years)	Long-term Outcome (10+ years)	Metric
Decrease crime rate in all categories	Coordination with Perry Choice Safe Neighborhood Initiative; coordinate with UB People Strategy	Coordination with Perry Choice Safe Neighborhood Initiative; coordinate with UB People Strategy	Part I violent crime rate per 1,000 residents Part I property crime rates per 1,000 residents Part II crime rate per 1,000 residents


Source: Wallace Roberts & Todd (WRT)

Perry Choice Neighborhood Basis of Design


WRT, together with input from the planning team, developed a Basis of Design document to guide neighborhood and housing design of the Perry Transformation Plan. The Basis of Design for planning and urban design is drawn from the unique urban patterns of Buffalo and the vision for Buffalo's future set in Buffalo's new Green Code. Buffalo's urban patterns are uniquely characterized by one way streets, median parks, boulevards, rotaries, radial streets, richly landscaped tree-lined streets, generous front yard setbacks, and minimal side yard setbacks. Buffalo's residential neighborhoods are characterized by a range of architectural styles and details that are defined by the city's urban form of wide tree lined-streets and setback dense housing. Within this context, unique categories of housing types emerge; each with their own specific architectural character and detail. Housing prototypes for the Basis of Design include Single Family Detached, Side by Side & Up-Down Duplex, Multifamily Apartment & Townhouse, and Mixed-use Building. Basis of Design for the Life Chances Center is inspired by the Belle Center and WRT community center in Paterson, NJ. Additionally, WRT reviewed larger scale recreation facilities such as WRT Riverwinds in West Deptford, NJ and the Salvation Army Kroc Center in Philadelphia. The design of neighborhood and housing will also be informed by green design requirements (Enterprise Green Communities, LEED NC, LEED ND) as well funding requirements set forth by New York State Homes and Community Renewal.

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Life Chances Center
 In addition to the Father Balle Center in Buffalo's Lakewood neighborhood and WRT's Community Center in Paterson, NJ, the basis of design includes WRT's Riverwinds Community Center in West Deptford, NJ and exemplary images that contribute to the form and materials intended for the new LCC.



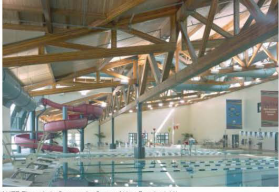
WRT Riverwinds Community Center, West Deptford, NJ



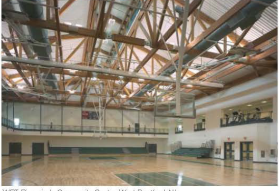
WRT Riverwinds Community Center, West Deptford, NJ




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Planning and Urban Design
 Two sources inform the basis of design for planning / urban design: the unique urban patterns of Buffalo and the Vision for Buffalo in the City's new Green Code.

Buffalo's urban patterns are uniquely characterized by the following:

- One way streets
- Median parks
- Boulevards
- Rotaries
- Radial streets
- Richly landscaped tree-lined streets
- Generous front yard setbacks
- Minimal side yard setbacks



Colonial Circle, Buffalo, NY



Johnson Park, Buffalo, NY



Days Park, Buffalo, NY

Figure 14: Model Block Types



Buffalo Green Code Technical Appendix 1

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The City's new Green Code will also serve as the basis of design for the Perry Choice Neighborhood. Despite the site's designation as Suburban Apartments, the following land use categories best suit the proposed development on the site and the neighborhood:

- N2 Urban Center
- N-SP Primary Neighborhood Center
- N-20 Open
- N-SR Restricted
- N-3 Urban
- N-3P Primary Neighborhood Center
- N-3R Restricted

N2 Urban Center

Typical Development Characteristics

	RESIDENTIAL	COMMERCIAL/MIXED USE
PARCEL WIDTH	TYP RANGE 32'-35' MIN./MAX. 20'-50'	TYP RANGE 30'-75' MIN./MAX. 20'-200'
BUILDING SETBACK	TYP RANGE 12'-15' MIN./MAX. 10'-25'	0' 0'-10'
BUILDING WIDTH	TYP RANGE 25' MIN./MAX. 20'-30'	30'-60' 25'-150'
BUILDING SCALE	TYP RANGE 2-3 MIN./MAX. 1-3	2-4 2-12
PUBLIC REALM	TYP ROW WIDTH 66' TYP ROADWAY WIDTH 66'-90'	66' 60'-82'

Typical Cross Sections



Residential
Commercial/Mixed-Use

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Source Trepsa.com, Cicero Town Hall & Police Station, Cicero, IL



Source Trepsa.com, Cicero Town Hall & Police Station, Cicero, IL

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South Park / Perry Commercial Corridor Redevelopment Strategy

The Buffalo Municipal Housing Authority with the support of the Seneca Nation's Buffalo Creek Community Development Fund (BCCDF) hired Peter J. Smith & Company Inc., a local planning, economic development and architectural design firm to conduct a neighborhood retail marketing and commercial revitalization study for the areas along South Park Ave and Perry Street between Michigan Ave and Hamburg Streets. This commercial revitalization plan is an important component of the Perry Choice Neighborhood Transformation Plan and is designed to develop programs to support and stimulate community-based commercial revitalization and investment opportunities in the area around the Perry site and the current construction of the new \$130 million Buffalo Creek Casino. The Perry and Casino development sites are contiguous and separated by one city block between Chicago and Marvin Streets. South Park Ave forms the southern boundary for each project site and Perry Street intersects each one extending from Hamburg to Michigan Ave. The South Park/Perry Plan offers a unique opportunity for collaboration and identifying potential retail and economic opportunities that will support and enhance the development of the Perry Choice Neighborhood Plan.

Planning Approach

South Park Avenue and Perry Street have an evolving history as commercial thoroughfares in the Perry Choice Neighborhood and City of Buffalo. Each grew as a mix of residential and commercial properties at the edge of downtown, in the historic, industrial Perry and First Ward neighborhoods. In the late 1930s, when the Commodore Perry Homes were constructed, commercial business along Perry Street in the study area was almost entirely eliminated, leaving South Park Ave, and then designated Elk Street, to be the primary commercial center for the neighborhood.

Figure 11: South Park Avenue looking East from Alabama Street



South Park's role in the community began to shift in the mid-twentieth century as the City's transportation infrastructure began to change. In 1956, Route 5 opened as a limited access highway, incorporating the Skyway bridge connection over Buffalo's Inner harbor, linking Downtown directly to South Buffalo and the City of Lackawanna. Three years later, Interstate 190 opened to the north of Perry Street, connecting neighborhoods east to Downtown. Though South Park Avenue remained a vibrant commercial district for the foreseeable future, these shifts in basic transportation infrastructure sparked a gradual decline in the central importance of the thoroughfare as an important commercial district in the City of Buffalo.

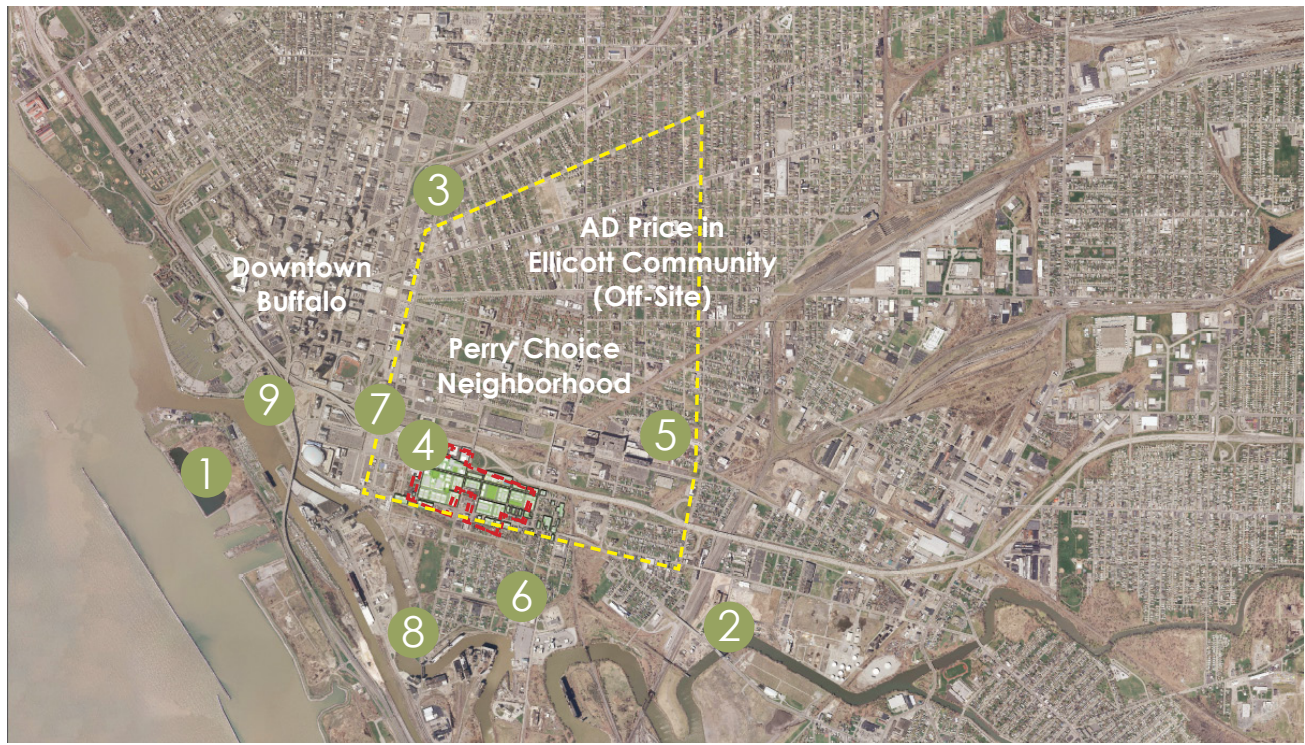
The goal of the South Park Avenue & Perry Street Commercial Revitalization Plan & Marketing Strategy is to define a blueprint for the district's commercial rebirth, with a new purpose. The plan is built upon a multi-faceted market analysis, public outreach program and in-depth inventory of the neighborhood and surrounding assets. The project team evaluated the potential for commercial district growth based upon the existing neighborhood market, local retail needs and the potential to draw new consumers into the district. The analysis also considers the potential of future growth, responding to planned residential and mixed use developments surrounding the study area. Additionally, the plan looks to build upon the area's many significant assets that include convenient proximity to downtown and industrial waterfront, a major casino development, the Canal side inner harbor, the Larkin District, and Michigan Street Heritage Corridor.

Planning Activities

A preliminary analysis of the marketing data has identified the primary market areas. Because the Perry Choice Neighborhood is economically distressed and underserved, the assessment of the existing marketing data includes factors that account for the existence of an informal economy. These factors involve the collection of data for census population undercounts, and undocumented income and spending patterns. The consultants are working with the Perry and neighborhood residents, businesses and stakeholders to develop a retail needs analysis to identify priority retail categories and potential retailers that may be developed relatively quickly in the area. During the various public workshops and focus groups, residents have expressed a strong preference for a new supermarket with small convenience retail and service businesses that serve their day-to-day needs. They would like a commercial district that is dynamic, transit oriented, and highlights diversity with attractive mixed uses similar to the city's Elmwood Village on the west side and Hertel Ave. in North Buffalo. Residents would like to see the area around the casino become more visually attractive and offer places for more events and opportunities for visitors and tourists to be exposed positively and safely to the neighborhood. One of the challenges of the marketing study will be to identify and assess the factors needed by both the community and the Seneca Nation to support a plan given the restraints of the existing market and the types of users. Notwithstanding these difficulties, the process for conducting the marketing study and the associated planning activities for a new business district is creating valuable opportunities among residents and stakeholders to build a greater sense of community and involvement in a concerted effort to revitalize the area through the Perry Choice Transformation Plan.

Alignment with existing neighborhood plans and strategies

Figure 12: Map of existing Neighborhood plans and strategies

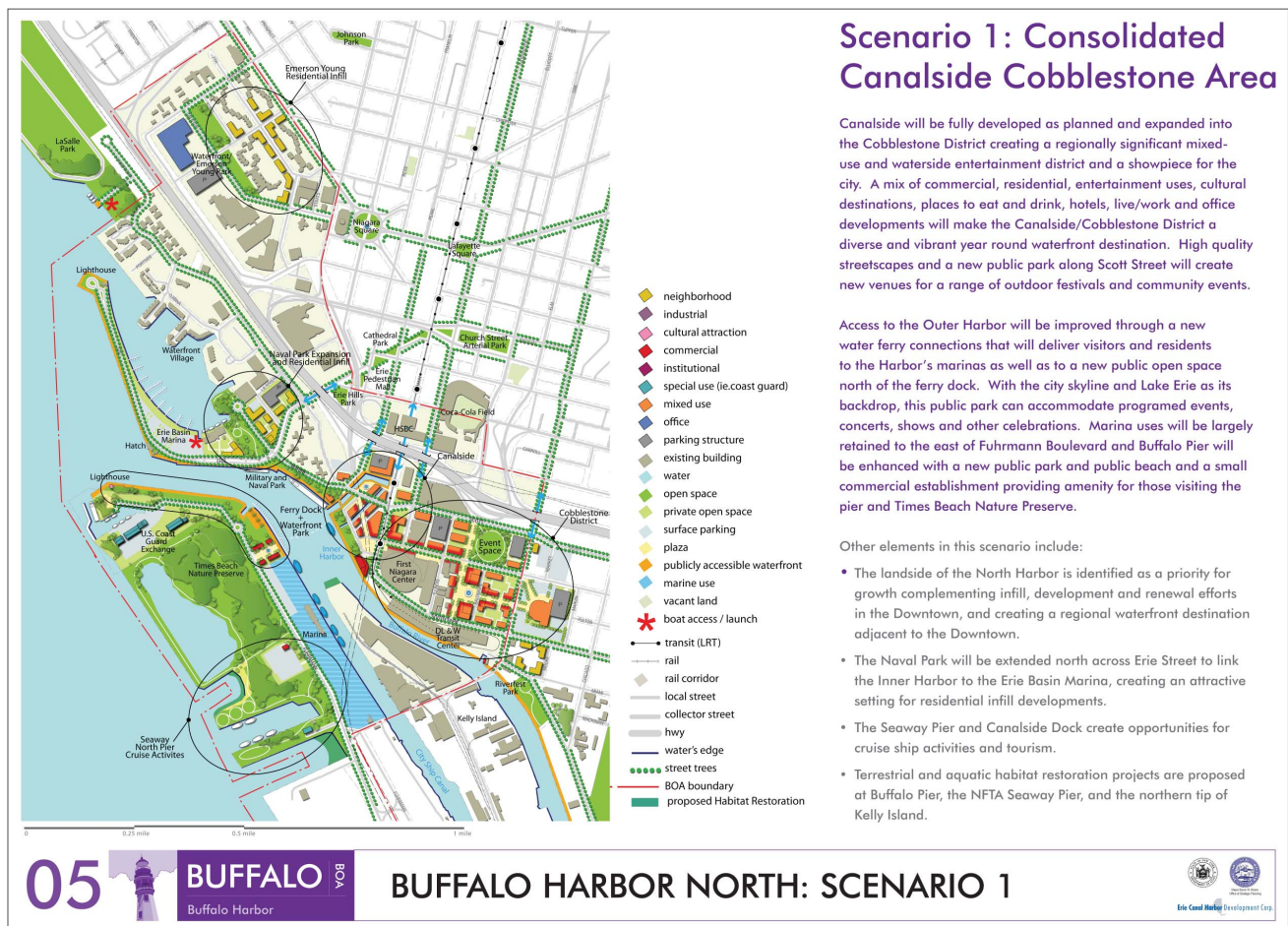


- 1 Buffalo Harbor BOA
- 2 Buffalo River BOA
- 3 Michigan Heritage Corridor
- 4 Perry Homes (On-Site)
- 5 Larkinville
- 6 Old First Ward
- 7 Webster Block
- 8 Ohio Street
- 9 Canalside

1 Buffalo Harbor BOA (periphery of planning area boundary)

A city led master plan for 1,039 acres of land edging Lake Erie, the Buffalo Harbor Brownfield Opportunity Area envisions a vibrant mixed-use future for this currently underutilized industrial land. The mission for the Buffalo Harbor BOA is to continue ongoing enhancements, improve public waterfront access, restore watershed ecology, conserve waterfront heritage and create continued opportunities for new waterside investment.

Figure 13: Buffalo Harbor BOA



Scenario 1: Consolidated Canalside Cobblestone Area

Canalside will be fully developed as planned and expanded into the Cobblestone District creating a regionally significant mixed-use and waterside entertainment district and a showpiece for the city. A mix of commercial, residential, entertainment uses, cultural destinations, places to eat and drink, hotels, live/work and office developments will make the Canalside/Cobblestone District a diverse and vibrant year round waterfront destination. High quality streetscapes and a new public park along Scott Street will create new venues for a range of outdoor festivals and community events.

Access to the Outer Harbor will be improved through a new water ferry connections that will deliver visitors and residents to the Harbor's marinas as well as to a new public open space north of the ferry dock. With the city skyline and Lake Erie as its backdrop, this public park can accommodate programmed events, concerts, shows and other celebrations. Marina uses will be largely retained to the east of Fuhrmann Boulevard and Buffalo Pier will be enhanced with a new public park and public beach and a small commercial establishment providing amenity for those visiting the pier and Times Beach Nature Preserve.

- Other elements in this scenario include:
- The landside of the North Harbor is identified as a priority for growth complementing infill, development and renewal efforts in the Downtown, and creating a regional waterfront destination adjacent to the Downtown.
 - The Naval Park will be extended north across Erie Street to link the Inner Harbor to the Erie Basin Marina, creating an attractive setting for residential infill developments.
 - The Seaway Pier and Canalside Dock create opportunities for cruise ship activities and tourism.
 - Terrestrial and aquatic habitat restoration projects are proposed at Buffalo Pier, the NFTA Seaway Pier, and the northern tip of Kelly Island.

05



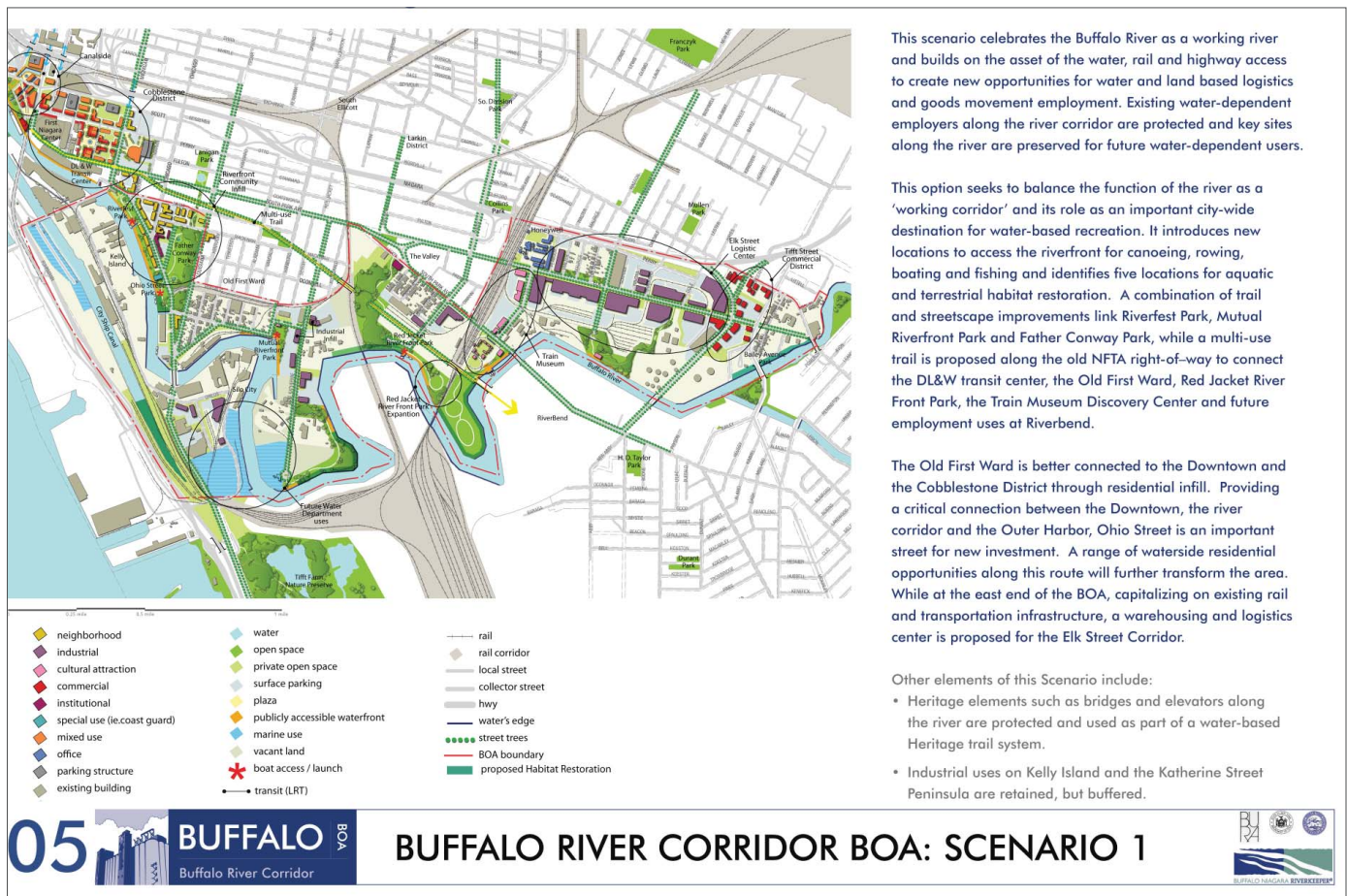
BUFFALO HARBOR NORTH: SCENARIO 1



2 Buffalo River BOA (periphery of planning area boundary)

The 1,000 acre Buffalo River BOA is located southeast of downtown Buffalo and is comprised of the Buffalo River and the land adjacent to its north and west shores. The area contains approximately 40 known brownfield properties and includes heavy industrial areas and the mixed use residential neighborhoods that surround them. The long term goal for the BOA is to pursue both environmental enhancement and sustainable development. The ultimate objective for the River itself is to restore watershed ecology, improve water and shoreline habitats, conserve industrial heritage, restore public waterfront access and expand recreation opportunities. The desired direction for the adjacent land parcels is to plan for and support new businesses and industries, attract new uses, create employment opportunities, increase the tax base and strengthen the residential communities while ensuring that development does not compromise the health of the River.

Figure 14: Buffalo River BOA



3 Michigan Street African American Heritage Corridor Plan

The Michigan Street African American Heritage Corridor Commission Management Plan is set up to preserve the corridor and its positioning in the context of local and national history and culture. The plan envisions development of the corridor as a destination for residents, scholars and tourists. The plan creates the appropriate organizational structure to transform and manage the Corridor.

4 Buffalo Creek Community Development Fund

- Pearl Street Grill Exterior Lighting Project - Exterior lighting on Pearl St Grill & Bar, Seneca and Pearl St sides, both of which are highly visible from I-190 and Rt.5/Skyway. Goal is to enhance the visibility and vibrancy of the Buffalo Community and tie in to Sporting events, Erie Canal Harbor.
- Buffalo Creek Interpretive Trail and Gallery - Historical Society: Buffalo Creek Interpretive trail and Gallery at the waterfront and other points of interest in the site boundaries.
- South Park Ave Commercial Revitalization Plan - Development of a commercial revitalization plan for South Park Ave and surrounding neighborhood.
- Go Bike LOSBflo Bike Share Program - Community bike share fleet based in the site boundaries that will enhance the mobility of residents in the area and provide an amenity for visitors as well.
- Perry Homes Landscaping and Beautification Plan - Project encompasses beautification of the site area with landscaping, signage/banners and overall cleanup of major arteries within project bounds.
- Dockside Improvements for Historic Cotter Fire Boat - Dockside improvements for historic Cotter Fire Boat, way finding signs and landscaping. Restoration of the fireboat will be funded from the Greenway Commission.
- Old First Ward Façade Improvement Program - Old First Ward request to cover targeted residential, commercial and vacant sites. Mirrors the successful Larkin Community improvement fund. Funds would be used for exterior upgrades and required matching grants from owners.
- Buffalo River Rowing Center Site Improvements - Exterior street side and waterfront site enhancements surrounding the planned Buffalo River Rowing Center. Project includes lighting, pavement and landscaping.
- Chef's Exterior Improvements - Proposal is for exterior enhancements to remove Jersey barriers, create pedestrian sidewalks and add landscaping.
- JH Dodman Co. Exterior Improvements - Exterior upgrades such as lighting and landscaping to a meat distribution plant that serves Buffalo region businesses. Matching grant with owner funds.
- 311 South Park Exterior Improvements - Exterior improvements, landscaping, potential area service.
- Franklin Trucking Exterior Improvements - Enhance the Buffalo River Fest Park with the ad-

Figure 15: Michigan Street African American Heritage Corridor Plan



Source: Huntley Partners

dition of a decorative railing along the park's perimeter and a gateway at entrance. This site was previously a brownfield industrial site.

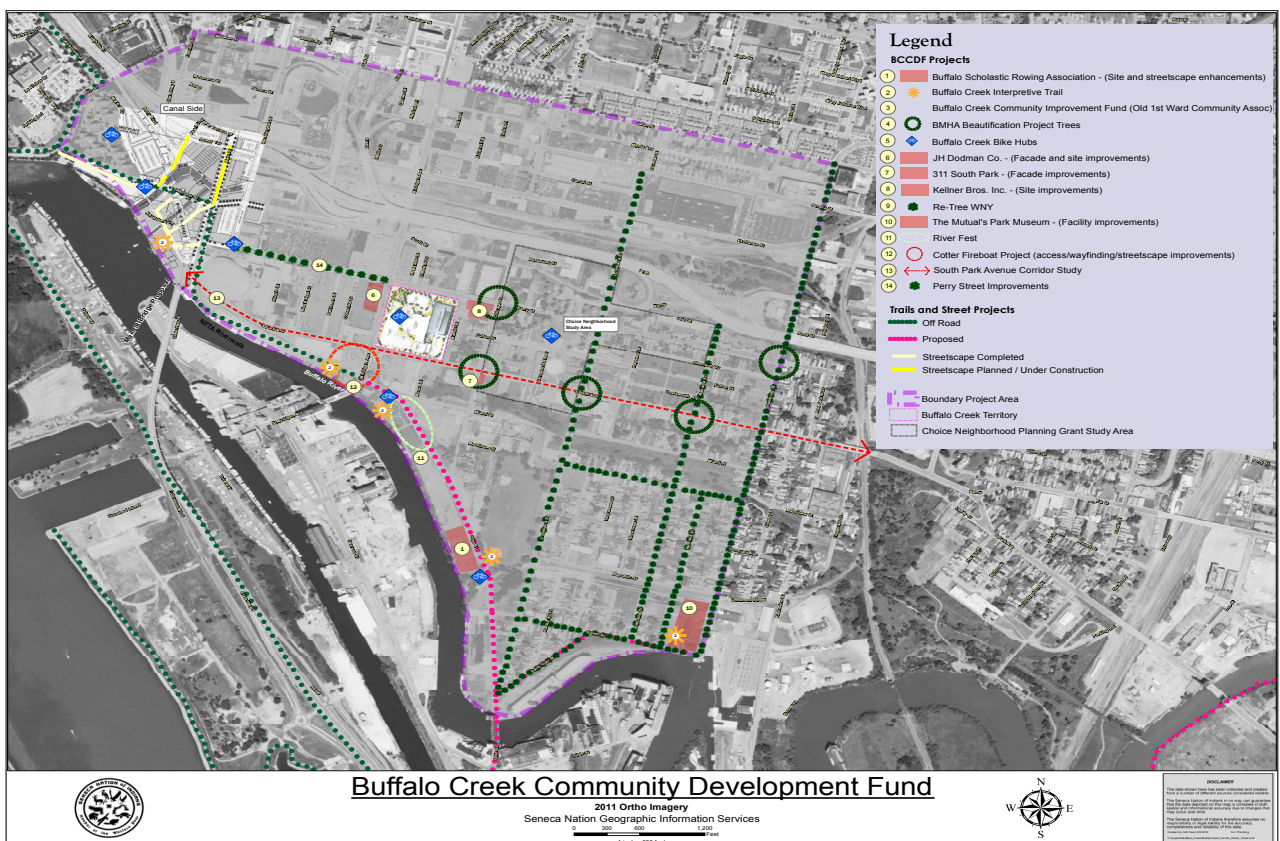
- Perry Street Corridor Streetscape Improvements - Cost represents preliminary design/concept fees for proposed street scape improvement along the Perry St corridor. Concept plan could be used to support request to the City for Public Realm improvement funds.

5 Update to Larkinville Master Plan – in progress

6 Old First Ward Conservation District by UB Students (periphery of planning area boundary)

Academic study by UB students to promote future development in the Old First Ward while preserving the historic residential fabric of this unique neighborhood.

Figure 16: Map of Buffalo Creek Community Development Planning Activities



Source: Seneca

Figure 17: UB Urban Studies Report- Old First Ward Preservation Plan

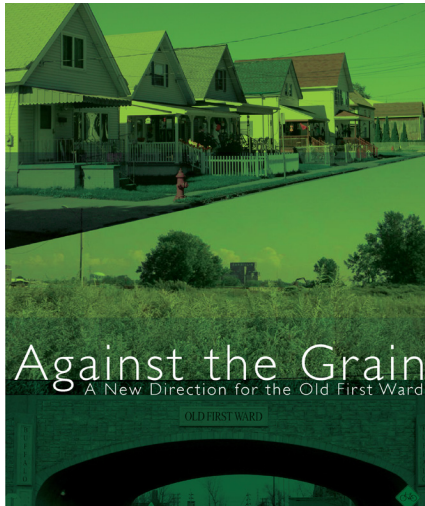


Figure 18: Perry Street Corridor Concept

PERRY STREET ENHANCEMENTS

Connecting Canalside, Arena, Casino & other Cobblestone District Attractions

(DRAFT) PRELIMINARY CONCEPT PLAN

PROJECT DESCRIPTION - To improve and enhance the section Perry Street between Main Street and Michigan Avenue, which is travelled by thousands of out-of-town and suburban visitors due to its proximity to First Niagara Center (Arena), Canalside, and the Seneca Buffalo Creek Casino. Conceptual highlights include:

- Enhancing visual appeal and experience of the corridor for all visitors
- Providing consistent street lighting standards throughout the corridor. Plan to hang colorful banners.
- Widening the pedestrian corridors by shifting parking away from sidewalk.
- A curving (wavy) and colorful pavement design which evokes a waterfront theme and allows for ample walking space, summer seating areas, interesting landscape buffer treatments and canopy trees.
- Double rows of trees on each side of the street create a canopied walkway with decorative permeable pavement and structural soils beneath to establish desirable growing conditions.
- Improving street aesthetics and safety with new cross-walks, line striping, and pavement overlays.
- Unique fencing to screen adjacent parking lots. New and consistent site furnishings.

Nighttime and Seasonal Interest should be key considerations for the design of the Perry Street Corridor.

Flexible Creative Visual Barrier Options to Screen Walkway from Parking

Unique Design Themes, Colors, Visual Feature and Sustainable Street Installments shall be a focus for Perry Street.

Accent Permeable Pavers with Tree Plantings (Structural Soil Beneath)

Curving Pavement Edge Treatment with Wide Unobstructed Walkway (Structural Soil Beneath)

Landscape Buffer / Focal Tree Plantings

Decorative Visual Barrier to Screen Parking Lots

The main site plan map shows Perry Street running horizontally between Main Street and Michigan Avenue. Key features include:

- Streets:** MARINE DRIVE, SCOTT STREET, MAIN STREET, WASHINGTON STREET, PERRY STREET, ILLINOIS STREET, MISSISSIPPI STREET, BALTIMORE STREET, COLUMBIA STREET, MICHIGAN AVENUE.
- Landmarks:** CANAL SIDE & CENTRAL WHARF, HSBG ATRIUM, FIRST NIAGARA CENTER, EVENTS AREA, EXISTING PARKING STRUCTURE, SENECA BUFFALO CREEK CASINO.
- Proposed Developments:** PROPOSED WEBSTER BLOCK DEVELOPMENT, POTENTIAL FUTURE DEVELOPMENT AREA.
- Key Features:** GATEWAY TO CANALSIDE, SIDEWALK ENLARGEMENT, BIKE LANE, PARKING LOT SHIFTED AWAY FROM SIDEWALK TO ALLOW FOR LARGER PEDESTRIAN CORRIDOR, ENHANCED INTERSECTION AS FOCAL 'ANCHOR' FOR PERRY STREET, OPTIONAL FUTURE ROUNDABOUT, PROPOSED SENECA BUFFALO CREEK CASINO.
- Scale:** 0, 40, 80, 160 feet.

7 Redevelopment of Webster Block (periphery of planning area boundary)

The City of Buffalo in partnership with Buffalo Sabres owner Terry Pegula is redeveloping this downtown city block into "Buffalo's new front door." It is a \$170 million complex that will feature a hotel, sports bar, shops, and two indoor public ice rinks at the top of a parking garage.

Figure 19: Redevelopment of Webster Block

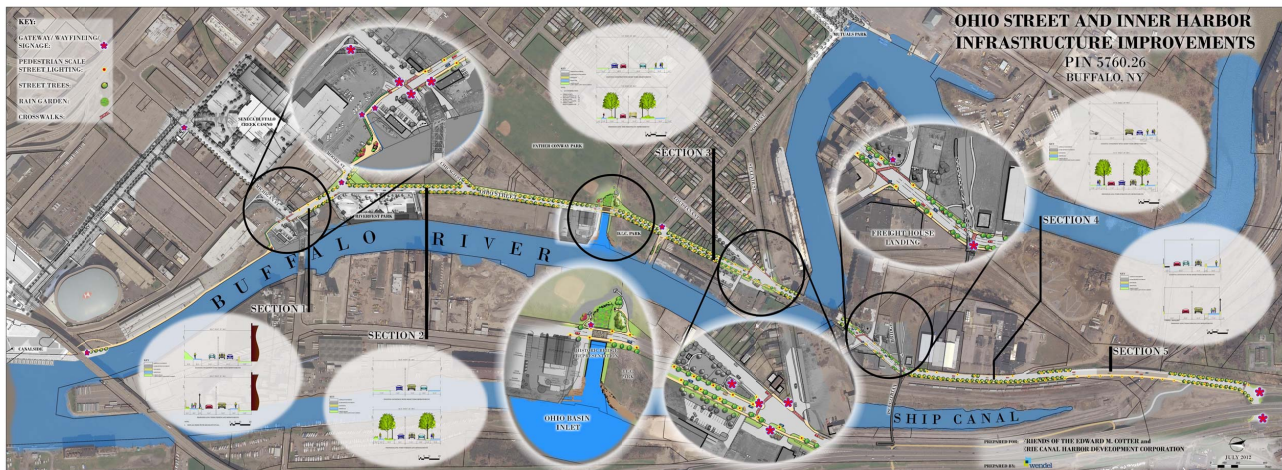


Source: Buffalo Sabres

8 (ECHDC) Ohio Street Improvements

The Erie Canal Harbor Development Corporation is sponsoring a full-depth reconstruction of Ohio Street, from N.Y. Route 5 to Michigan Avenue. An improved Ohio Street will include bike lanes and sidewalks as well as new street lighting, trees, crosswalks, and signage (required highway signs, Industrial Heritage Signage, and Greenway trail signage). Storm drainage will be completely replaced, and where possible innovative stormwater treatments will be used to reduce the below-grade infrastructure including several landscaped "nodes."

Figure 20: Ohio Street Improvements

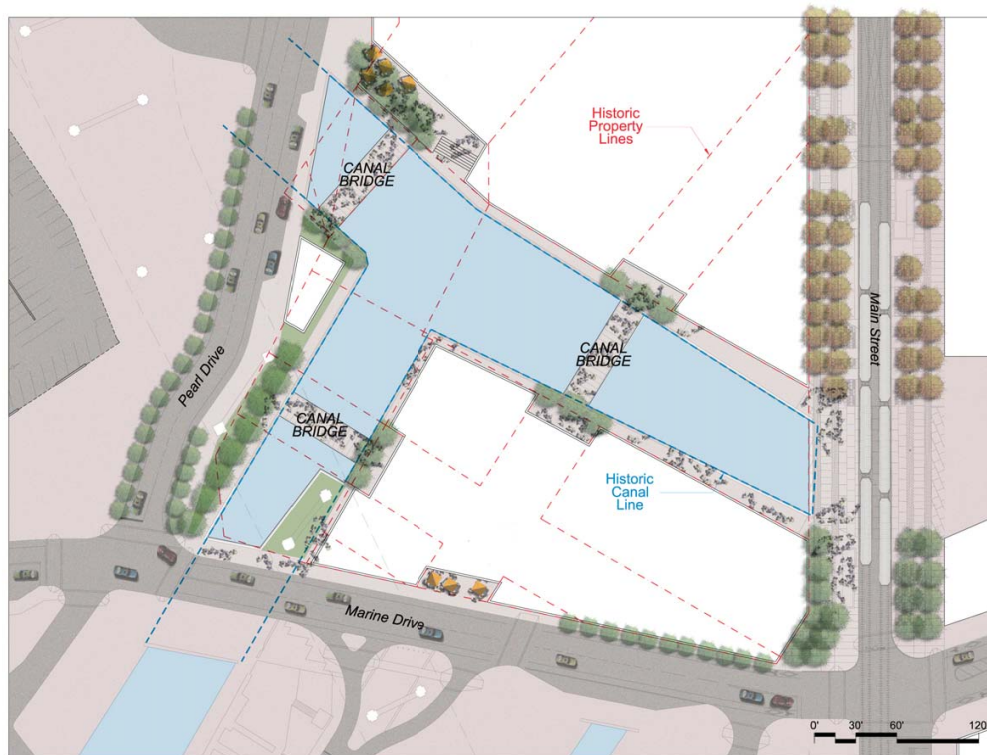


Source: ECHDC

9 (ECHDC) Waterfront Developments

Erie Canal Harbor Development Corp is overseeing the redevelopment of the Buffalo Inner, Outer Harbor and canalside. The Canal Side project area covers approximately 20 acres of idle land in Buffalo's historic former canal district. The master plan proposes nearly 725,000 square feet of mixed-use space for entertainment, hotel, office, retail, residential, restaurant, and other uses.

Figure 21: Canalside Proposed Plan



EHRENKRANTZ
ECKSTUT
& KUHN
ARCHITECTS

Canal Side - Proposed Plan

November 27, 2010

Source: ECHDC

Consistency with City and Regional Plans and Strategies

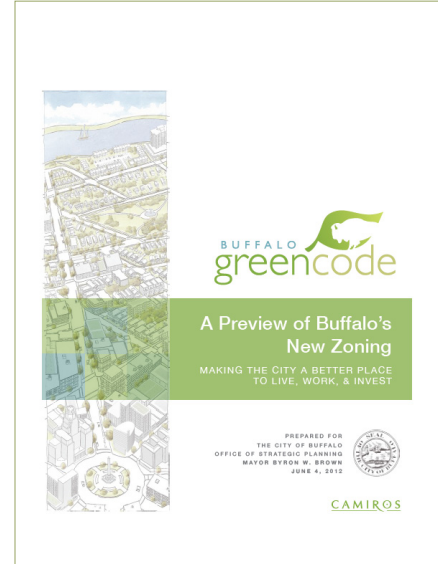
The project team is in the process of reviewing and updating existing documents in partnership with the City of Buffalo Strategic Planning Office, so that our project activities are aligned with those being implemented across the City and in the Perry Choice Neighborhood.

- Buffalo Green Code

The Planning Team is working closely with Buffalo Office of Strategic Planning in its current overhaul of the City’s Unified Development Ordinance (UDO). The UDO, also known as the Green Code will reform the policies and regulations guiding the city’s physical development. It is Buffalo’s first citywide land use plan since 1977, and the first comprehensive zoning rewrite since 1953. The Green Code is designed to reinforce the mixed-use, walkable places that give Buffalo its competitive edge.

The Green Code interfaces with Perry Choice Neighborhood in two areas – on-site and off-site. The Planning Team engaged the City to designate the on-site parcels (both BMHA owned and City-owned) as N-C Residential Campus. The form-based regulations to guide development are:

<p>1. Lot</p> <p>Lot Dimensions</p> <p>Lot area (min): 10,000 SF</p> <p>Lot width: N/A</p> <p>Lot Parameters</p> <p>Building coverage (max): 75%</p> <p>Impervious coverage (max): 75%</p> <p>Multiple principal buildings: Permitted</p>	<p>2. Siting</p> <p>Building Disposition</p> <p>Front yard (min): 0'</p> <p>Side yards (min): 0'</p> <p>Rear yard (min): 0'</p> <p>Parking Setbacks</p> <p>Front (min): 30'</p> <p>Corner side (min): 0' or 5'</p> <p>Interior side (min): 0' or 5'</p> <p>Rear (min): 0' or 5'</p>
<p>3. Height</p> <p>Building Height</p> <p>Building height (max): 1.25:1 building height to thoroughfare width ratio, plus 2.5' for each 1' of stepback (note: same height requirement as Downtown Edge)</p> <p>Building height (min): 1 story</p> <p>Story Height</p> <p>Finished ground floor level (min/max): 0'/4'</p> <p>Ground story height, floor to ceiling (min): 9' residential, 13' all other uses</p> <p>Upper story height, floor to ceiling (min): 9'</p>	<p>4. Activation</p> <p>Transparency</p> <p>Ground story, principal facade (min): 15% residential, 60% retail & service uses, 30% all other uses</p> <p>Ground story, corner side facade (min): 15% residential, 30% all other uses</p> <p>Upper story height, any visible facade (min): 15%</p> <p>Access</p> <p>Principal entrance location: Front and corner side facades</p> <p>Entry for parking within building: Corner side, interior side, or rear facades</p> <p>Loading facility location: Rear facade</p>



Off-site parcels in the Ellicott Community are designated as N-3I in the Green Code, in keeping with the urban nature of the neighborhood, while also allowing for interim uses in blocks with significant vacant and underutilized land.

- City of Buffalo Comprehensive Plan (2002)

The Perry Choice Neighborhood Transformation Plan is consistent with the City of Buffalo Comprehensive Plan by following the comprehensive plan's key principles.

Buffalo's future development should be sustainable – Buildings and programs proposed in the BMHA-PCN Transformation Plan are economically sustainable and environmentally sustainable. The on-site development will be LEED ND certifiable. The LCC will be a LEED NC certified building. All new housing will be certified green under the Enterprise Green Communities program.

Buffalo's future development should be socially responsible – All 414 public housing units will be replaced together with an additional 500-600 mixed-income units.

Physical development should follow patterns of smart growth – All new development follows the tenets of the Buffalo Green Code and is LEED ND certifiable.

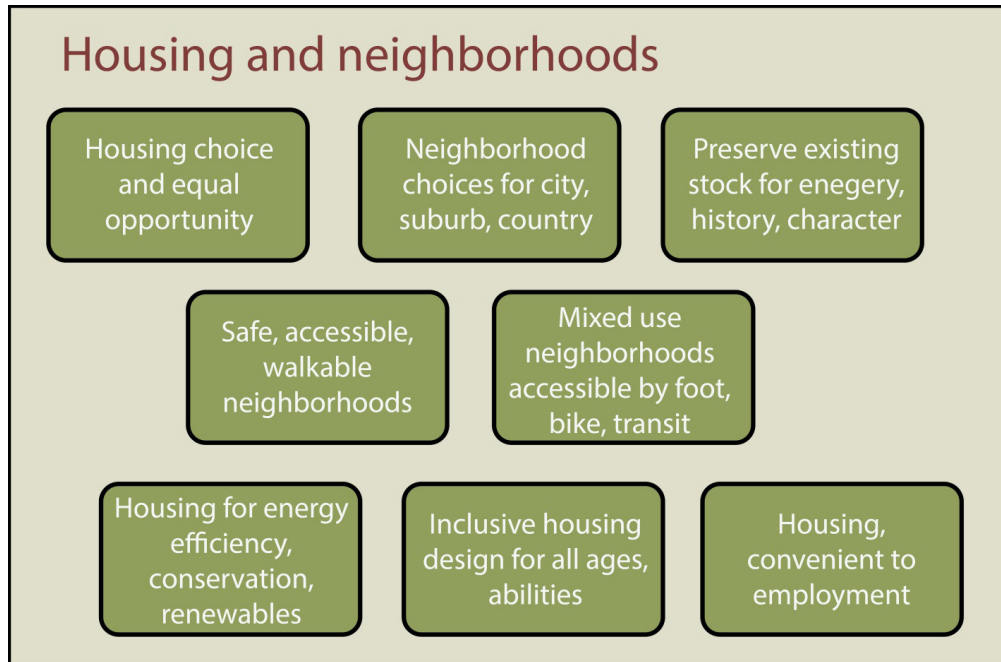
Buffalo must "fix the basics" – The BMHA-PCN Transformation Plan addresses the basic needs of neighborhood residents: LCC program and partnered service providers aims to improve the health, education, well-being, and quality of life for all neighborhood residents.

Buffalo must build on its great assets – The BMHA-PCN Transformation Plan leverages investments in Buffalo's waterfront, the Buffalo Creek Casino, Buffalo Harbor and River BOAs, and other committed funds for the neighborhood.

- HUD Sustainable Communities Regional Planning Grant

In 2011, the Niagara Frontier Transportation Authority (NFTA) was awarded a \$2 million HUD Sustainable Communities Regional Planning Grant to work with a consortium of public sector and nonprofit partners from Erie and Niagara counties to develop a plan that supports affordable housing, economic vitality, and sustainable communities for the Buffalo-Niagara region. The product of "One Region Forward" will be a Regional Plan for Sustainable Development for the Buffalo-Niagara region, with a focus on housing, food systems and climate action planning. The project was launched in the fall of 2012 and will continue through the end of 2014. A component of the overall project is to provide broader choices for decent, affordable housing in neighborhoods that are safe and strong. A Housing and Neighborhoods Working Team will propose strategies and actions to protect and renew the housing stock and encourage building new homes that are energy efficient and meet the needs of a changing population. The Housing and Neighborhood goals outlined by their Working Team are closely aligned with BMHA-PCN goals outlined in this plan. During the implementation phase, the project team will look to incorporate the Perry Choice Neighborhood into this regional strategy.

Figure 22: One Region Forward - Housing and Neighborhood Goals



Source: One Region Forward

- Greater Buffalo-Niagara Regional Transportation Council – BuffaloNiagara2050
- 2008 Bicycle & Pedestrian Master Plan for Erie and Niagara Counties – The BMHA-PCN Transformation Plan includes bike lanes on Perry, S. Park and Louisiana in keeping with the adopted regional bike and ped plans.

Site Maps

Proposed Developments

New housing development on- and off-site in the Perry Neighborhood is centered on the concept of not only redeveloping a public housing site and a distressed neighborhood, but rather re-imagining a new Buffalo neighborhood at an unprecedented scale in the city. The overall neighborhood design provides a wide range of mixed-income housing types throughout the Perry Choice Neighborhood and mixed-use amenities on Perry Street and South Park Ave. All new developments are connected by a network of richly landscaped tree-lined streets. On-site development includes new central and neighborhood parks totaling 4 acres (a net increase of over 1 acre of programmed open space post Lanigan land swap) and a 105,000 SF community and recreation center (Life Chances Center) at full build-out. These amenities blend into and enrich the neighborhood by extending commercial uses from the stadium area along Perry Street while complementing the existing Old First Ward neighborhood.

The proposed plan incorporates design elements and amenities into the revitalized homes that will appeal to a wide array of intended market segments – from one bedroom walk-up apartment units near the community gym for singles to three bedroom duplexes near parks for larger families. A new linear park on Fulton Street (tentatively named Fulton Park) is designed to enrich

not just the new development at Perry, but also the existing Old First Ward neighborhood. The proposed housing types are mixed-use buildings, walk-up apartments, stacked townhouses, townhouses and duplexes which blend well with the surrounding neighborhoods of high density areas (Elk Terminal Lofts, waterfront residences) as well as low density areas to the south and east. All sites are designed to be contextual to surrounding neighborhoods, with ground floor transparency on mixed-use buildings. Materials and architectural affectations on new 2-3 story homes are specifically selected to blend into the neighborhood's diversity of architectural context of industrial contemporary to 19th Century brick and siding wood frame homes.

The proposed plans on- and off-site are compact, pedestrian-friendly and connected through a network of existing and new streets, and open space amenities. All streets within the development are designed with street parking, generous sidewalks and planting strips to promote walking while accommodating snow plowing and storage. Parking is hidden behind buildings with minimal curb cut interruptions to the pedestrian realm. As envisioned in the 2008 Greater Buffalo-Niagara Regional Transportation Council's Buffalo Bike and Pedestrian Plan, Perry Street, Hamburg Street, South Park Avenue and Louisiana Street are designed with bike lanes. Altogether the on-site master plan at Perry Homes introduces over 2/3 mile of new public streets and over 12 new intersections.

A revitalized Perry Homes includes over 4 acres of new parks programmed with active and passive recreation. The parks (tentatively named Perry Park, Fulton Park, Lanigan Park, and Ohio Basin Slip Park) are distributed evenly throughout the site. Each park is surrounded by new 2-3 story residential buildings.

All new buildings planned in the Perry Choice Transformation Plan are sited on streets with front doors and living rooms with windows facing streets – in keeping with CPTED principles of having "eyes on the street." Each proposed new construction unit is designed with a street address and a front door that faces a street. Ground floor units have individual front doors setback from the sidewalk– as clearly defined private yards. There are no blank walls in the design of the buildings with all side yards and back yards overlooked by multiple units. Most units have designated back yards that are clearly defined as private outdoor spaces with rear porches and windows. This helps the new community watch over itself and provide a sense of security. New elevator buildings are designed with ground level storefronts with secure lobbies.

The Life Chances Center

The Life Chances Center (LCC) is the social glue that will hold the Perry Choice neighborhood together. It is a neighborhood-based multi-service community center that seeks to create a neighborhood anchor and centralized hub of activity in the BMHA-PCN. The LCC will be designed as a neighborhood gathering place and a venue for a variety of education, supportive service, public information, community problem-solving, entertainment, recreation and fitness activities. By concentrating these programs and activities in a single, easily accessible location, the LCC hopes to make life better and more enjoyable for neighborhood residents. The Life Chances Center will play several very important roles in the BMHA-PCN. By concentrating a range of neighborhood-based supportive services, recreational, and early learning and afterschool programs in a single facility, the process of service delivery in the Perry development and in the Perry Choice Neighborhood will be greatly improved. Secondly, the Buffalo Municipal Housing Authority – Residential Services Division will be relocated from its current location on Louisiana Street to the Life Chances Center. This arrangement will benefit the operations of the LCC by potentially reducing the overall costs of maintenance and operations of the facility. In addition, with BMHA Residential Services - service coordinators and staff located in the building, the LCC can be looked upon as a "one-stop shop" for meeting the needs of BMHA residents, and individuals and families residing inside and outside of the BMHA-PCN.

At another level, the LCC has the potential to be the venue that unites and ties the BMHA-PCN together. By providing the community with a range of high quality activities, including a fitness center, swimming pool and computer laboratory, it will provide a variety of programs and activities that will attract people together from across the neighborhood and community.

Figure 23: Rendering of the Proposed Life Chances Center



Source: Wallace, Roberts & Todd (WRT)

The Perry Choice Neighborhood will be recreated as a mixed-income neighborhood. In these types of residential settlements, there is a tendency of the different social groups to isolate themselves in their own silos, thereby thwarting the development of "community". A function of the LCC will be to breakdown these silos and build a sense of "community" within the BMHA-PCN. The LCC will be constructed in three phases, with the construction of an Olympic size swimming pool occurring in the final phase. The LCC will become the center of the community. It will be a center for case management and the coordination of supportive services; the hub of early learning and after-school programs in the BMHA-PCN; a neighborhood focal point of healthy living and recreation; and function as the social glue that holds together the residents from across the social divide.

Table 6: Square Footage Requirements for the Life Chances Center

	Phase I	Phase II	Phase III
PCN Service Cord Unit	1,800 SF		
PCN Youth Council	900 SF		
P&I Center		775 SF	
Computer Lab	1,150 SF		
After School Program		4,110 SF	
Fulton Street Food Pantry		1,800 SF	
PCN Admin Offices	1,200 SF	2,800 SF	
Pre-K	3,600 SF		
Rec and Fitness Center	13,900 SF		31,100 SF
Locker Rooms	2,500 SF		860 SF
Meeting Rooms	1,000 SF	6,700 SF	
Office Space		2,400 SF	400 SF
Circulation / Toilet rooms Storage / MEP	12,923 SF	8,311 SF	7,100 SF
Total Per Phase	39,073 SF	26,896 SF	39,460 SF

Source: UB Center for Urban Studies

The financing of the LCC will be tied to the construction of new housing units in the BMHA-PCN. Consequently, each phase in the construction of the LCC will be tied to the different phases in the construction of housing units in the BMHA-PCN. The daily operations of the LCC will be driven by a combination of (1) income generation activities by the LCC staff and (2) the establishment of a Perry Choice Neighborhood Foundation (PCNF) to drive a more extensive income generation strategy and subsidies, which are yet to be determined. The PCNF will be responsible for generating income for the entire People unit. In addition, the PCNF will pursue a very aggressive grant and contract writing effort to support programs outlined in this plan.

Phasing

Phase 1 (Off-Site) – The first phase of development in the Perry Choice Neighborhood has been awarded a competitive 9% LIHTC allocation and all other funds in this phase are fully committed including some Choice Neighborhood funds. The first phase includes 50 new construction family rental units in the Ellicott area of the Perry Choice Neighborhood.

Phase 2 (On-Site) – The second phase will use RAD and a 4% LIHTC allocation to develop 100 units of new construction mixed-income family rental units in the “middle” of Perry. Phase 2 will also include significant infrastructure improvement including the development of Perry Park and several new roads. The first phase of the LCC will also be constructed in this phase.

Phase 3 (Off-Site)– The third phase will develop 100 units of mixed-income family rental units on the now freed up City owned Lanigan property. Significant infrastructure improvements in this phase include the new heritage street along the alignment of the old Ohio Basin Slip that was a key component in Buffalo’s rich industrial history.

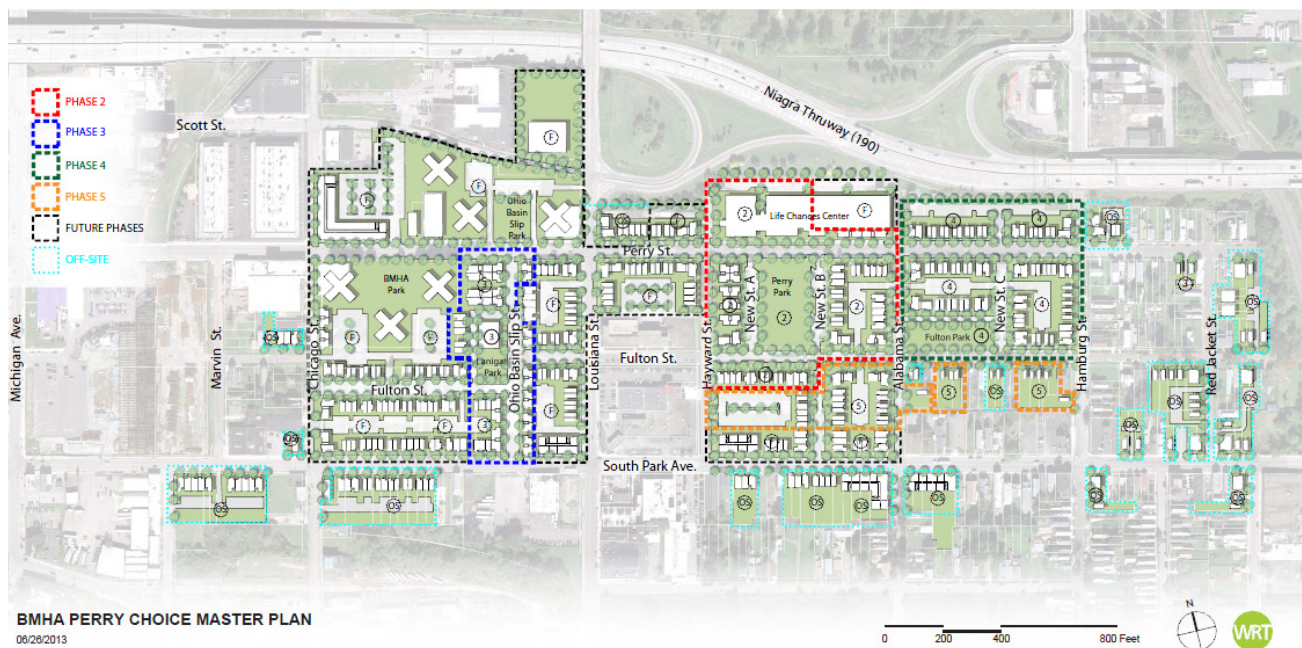
Phase 4 (On-Site) – The fourth phase will use RAD and a 4% LIHTC allocation to develop 100 units of new construction mixed-income family rental units on the eastern parcels of Perry as well as a few infill developments on City-owned vacant land in the Old First Ward Neighborhood.

Phase 5 (On- and Off-Site) – The fifth phase will include 75 units of mixed-income family rental units on both the on-site area and in the Ellicott off-site area.

Home-ownership Phase (Off-Site) – The Housing Transformation Plan will also include 20 new construction home-ownership units in the Ellicott Community in strategic locations, close to existing amenities and neighborhood assets. The home-ownership phase is an independent phase that can occur at any time in the first 5 years.

Future Phases – Once the market has been primed in the first 5 years, the Housing Transformation Plan calls for a complete revitalization of the Perry neighborhood, including RAD conversions of the Perry towers, redevelopment of the Perry Extension Townhouses, redevelopment of the current BMHA office site into a mixed-use multifamily building (site with highest market potential), redevelopment of the BMHA Supportive Services office building into a neighborhood grocery store, a revitalized South Park commercial corridor, and connection to future waterfront residential development on Ohio Street.

Figure 24: Off-site Phasing Map



Offsite Development

Off-site development in the Ellicott Community will leverage the momentum of BMHA AD Price redevelopment well underway. Development of new green homes in the Ellicott Community will be centered on an infill strategy based on a combination of publicly and privately owned lands. BMHA is already revitalizing the Jefferson Avenue corridor with AD Price Phase 1, 2, and 3.

The planning team is currently facilitating a visioning session with residents of the Ellicott Community, working with the Ellicott CDC and anchor churches in the neighborhood. The team will collect feedback from several preliminary concepts, and develop an off-site plan that (a) is reflective of the community's aspirations (b) is fully complemented by a suite of social services, and (c) addresses the deterioration of existing homes through a robust home rehab program.

One initial approach is to develop subsequent phases of infill housing focused on the Peckham Street corridor – a street that is more residential in character than Jefferson Avenue. Pockets of new development will move from west to east – connecting the already revitalized AD Price sites with Sperry Park and Harriet Ross Tubman School, adding them to the already established neighborhood amenities of a drug store, a shopping center, and a local YMCA.

Development Schedule and Phasing

Table 7: Preliminary Schedule with important milestone dates years 1-5

Milestones	Start	Complete	Jun-13	Sep-13	Dec-13	Mar-14	Jun-14	Sep-14	Dec-14	Mar-15	Jun-15	Sep-15
CNI Applications Submission		Sep-13	■									
HUD Grant Award		Jan-14		■								
CNI Grant Execution		Apr-14			■							
Relocation	Apr-14	Jul-14				■						
Demotion	Aug-14	Dec-14					■					
Infrastructure	Jan-15	Mar-17								■		
Phase I	Dec-13	Mar-15				■						
Phase II	Dec-14	Mar-16					■					
Phase III	Dec-15	Mar-17						■				
Phase IV	Dec-16	Mar-18							■			
Phase V	Dec-17	Mar-19								■		
Expenditures of CNI Funds	May-14	Sep-20									■	

Figure 25: Off-Site Site Plan



PERRY HOUSING - OFF-SITE MASTER PLAN
06/26/2013



Source: Wallace, Roberts & Todd

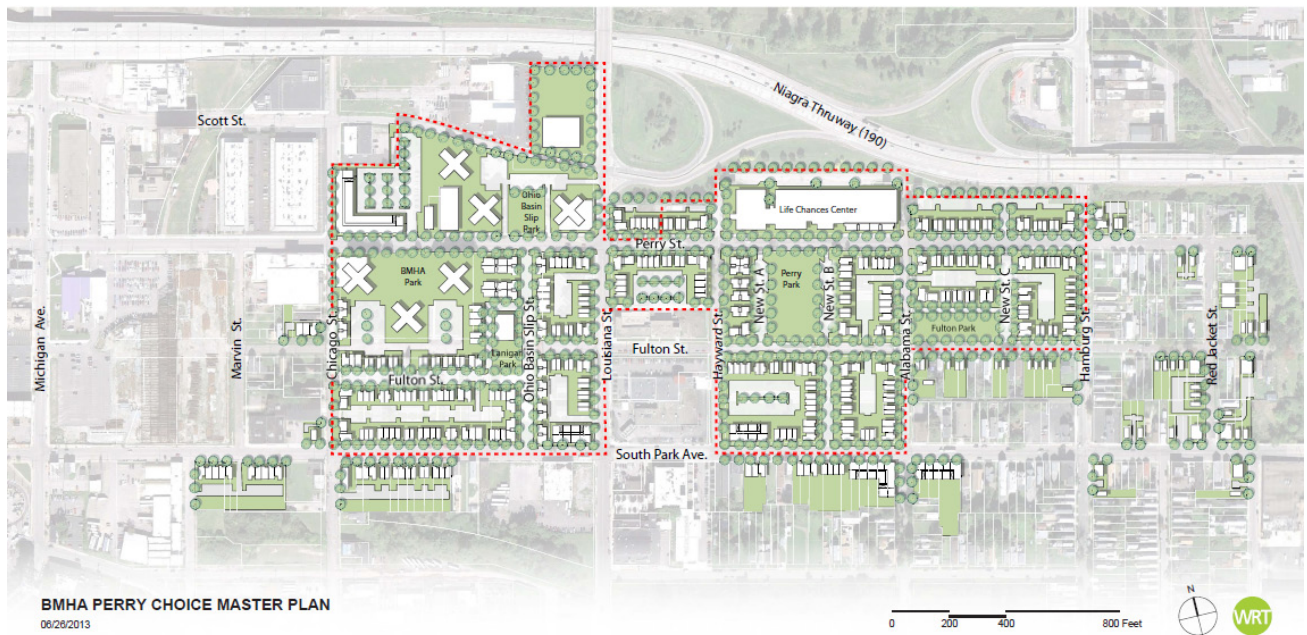
Dec-15	Mar-16	Jun-16	Sep-16	Dec-16	Mar-17	Jun-17	Sep-17	Dec-17	Mar-18	Jun-18	Sep-18	Dec-18	Mar-19	Jun-19	Sep-19	Dec-19	Mar-20	Jun-20	Sep-20
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Housing

To vision is to create a stable, mixed-income and amenity rich neighborhood, in which housing is a platform for delivering a wide variety of services to improve the quality of life of its residents and the surrounding community.

Figure 26: Master Plan of Perry Homes and Extension and surrounding neighborhood



Source: Wallace, Roberts & Todd

Lead Organization

The Buffalo Municipal Housing Authority (BMHA) and the Michaels Organization (TMO) are the lead organization, and the BMHA-PCN initiative will evolve under its leadership and direction. Founded in 1934, the BMHA is one of the largest residential property owners in Buffalo, managing 29 developments that contain 7,813 apartment units with rents totaling nearly \$10 million annually. The BMHA owns the Commodore Perry Homes and Extension, a 23 acre complex in the BMHA-PCN with 414 units of family and senior public housings, which is the focus of this initiative. The BMHA will have fiduciary responsibility and final approval over all major decisions, any critical changes in the initiative, and oversight over all key activities.

Goals, Outcomes and Metrics

The Transformation Plan, with new housing at Perry Homes both on-site and off, will reduce the Neighborhood Vacancy Rate, increase the percentage of Accessible and Visitable homes, increase the number of Green Housing units in Buffalo, and decrease the average energy consumption of each new housing unit. The Plan also aims to increase the Home Ownership Rate in the Perry Neighborhood. The Planning team will set short term and long term outcomes and benchmarks beyond the life of the revitalization process to track the progress of Housing goals.



Figure 27: Artist Rendering of new homes to the east of new Perry Park- LLC in background

Source: Wallace ,Roberts & Todd

Table 8: Housing Goal 1, A mixed-income community

Strategy	Short-term Outcome (5 years)	Long-term Outcome (10+ years)	Metric
Maintain a one-for-one replacement of public housing units	222 replacement units	414 replacement units	New construction ACC and PBV units
Aspire 50% of total housing program to target families at and over 50% AMI	223 non-replacement units	415 non-replacement units	New construction LIHTC, workforce and market rate units

Source: Wallace Roberts & Todd (WRT)

Table 9: Housing Goal 2, An energy efficient community

Strategy	Short-term Outcome (5 years)	Long-term Outcome (10+ years)	Metric
Ensure that all new construction homes are certified green buildings (Enterprise Green Communities)	445 new certified green housing units	829 new certified green housing units	Number of certified green housing units

Source: Wallace Roberts & Todd (WRT)

Table 10: Housing Goal 3, An accessible community

Strategy	Short-term Outcome (5 years)	Long-term Outcome (10+ years)	Metric
Accessible units (10%)	10% fully ADA accessible units per phase per bedroom type	10% fully ADA accessible units per phase per bedroom type	Number of ADA units
An additional 5% of fully adaptable units	5% of fully adaptable units per phase per bedroom type	5% of fully adaptable units per phase per bedroom type	Number of adaptable units
An additional 2% of units for vision and hearing impaired	2% of units for vision and hearing impaired per phase	2% of units for vision and hearing impaired per phase	Number of vision and hearing impaired units
Maximize number of visitable ground floor units and levels			Number of visitable units
Fully accessible site (including parking lots, parks, playgrounds, etc.)			Linear feet of accessible routes

Source: Wallace Roberts & Todd (WRT)

Table 11: Housing Goal 4, A stable community

Strategy	Short-term Outcome (5 years)	Long-term Outcome (10+ years)	Metric
Reduce neighborhood vacancy rate by implementing the transformation plan's infill strategy	5% reduction in neighborhood vacancy rate	15% reduction in neighborhood vacancy rate	Neighborhood vacancy rate (USPS data via HUD's planning tool)
Develop home ownership units as defined by market conditions	20 units	40 units	Number of home ownership units

Source: Wallace Roberts & Todd (WRT)

Perry Choice Housing Market Study

The Perry Choice Comprehensive Housing Marketing Analysis (Study) begins with a thorough understanding of the purpose of the HUD Choice Neighborhood Grant and the BMHA's Perry Choice Neighborhood (PCN) planning objectives. The purpose of the Perry Choice Neighborhood Grant is to develop an innovative plan to transform the Commodore Perry neighborhood and the surrounding area into a vibrant, sustainable mixed-income community, with well-designed affordable housing linked to quality public schools, comprehensive support services, public assets, and access to transportation that will foster jobs and future opportunities for the residents.

The Perry Choice Neighborhood planning process is designed to use the revitalization of housing as a platform for improving the quality of life and benefits for residents. The foundation of this approach is to have the expertise to design and develop a new mixed-income neighborhood with indistinguishable market rate, affordable and public housing units.

The planning process focuses upon redeveloping the 414 family housing units and support buildings at the Commodore Perry Homes and Extension (Perry site). As part of the revitalization strategy, the Department of Housing and Urban Development (HUD) requires a one-to-one replacement ratio for every housing unit that will be eliminated. The planning strategy is using this requirement to design and construct new housing on both the Perry site, and off-site to serve as a catalyst to neighborhood revitalization within the designated Choice boundaries. The off-site planning involves the phased development of scattered site housing around the existing Perry site and other nearby targeted BMHA housing complexes.

Market Study Goals

The general goal of this market analysis is to establish support for the following areas:

- The redevelopment efforts as intended and make recommendations related to rents and unit mix based on the intention for a mixed income project. The location of the project and its ability to attract a target market of mixed-income households.
- Identify critical variables of the community and the surrounding area that support the initiatives of the Perry Choice Neighborhood Transformation Plan.
- Determine demand based on the intended unit mix, and rent structure which will exemplify a fully redeveloped Commodore Perry project, targeting a mixed-income initiative.

The following goals were also used in assessing the redevelopment potential for the BMHA-PCN and the Perry site in line with HUD's requirement to address the needs of people, housing and neighborhoods through a comprehensive planning approach.

Table 2: Redevelopment Goals

Revitalization of Distressed Properties: All 414 units of the existing Commodore Perry site will be demolished and rebuilt in 10 years. They are physically inadequate to meet the needs of the residents and require replacement.

Transform Neighborhoods: The positive characteristics of the neighborhood will be enhanced by the newly developed BMHA-PCN and its mixed-income characteristics. It will bring the neighborhood closer to some of the economically advancing portions of the City of Buffalo, and assist in creating a stronger community with close ties to commercial support services, and community support services.

Support Positive Outcomes for Residents: From our perspective, the key support for assisting positive resident outcome relates to an enhanced living environment. The new units will provide a more efficient, functional, and practical home for the occupants of the Perry Choice Neighborhood. Simply put, a higher quality residential unit, offering new finishes and features begins the process of creating a multitude of positive outcomes for the residents of the property. This tied into the resident services (relocation assistance, mobility, job training, work incentives, educational support, and community services) will help in creating one of the most advantageous housing options for residents within this portion of the City of Buffalo.

“The foundation of this approach is to have the expertise to design and develop a new mixed-income neighborhood with indistinguishable market rate, affordable and public housing units.”

Operate A High Quality Transformation Program: Through the coordination of the various aspects of the development team, the demolition and reconstruction will be as seamless as possible for area residents, and will integrate their ideas and expectations throughout the process.

Description of Perry Site and Neighborhood

The Commodore Perry Homes and Extension is bordered by Scott Street, Otto Street and the Interstate 190 that runs along the northern edge of the community. The area is bounded by Chicago Street on the west and Hamburg Street on the east and a deteriorated and mostly vacant commercial district along South Park Avenue to the south. An additional separate parcel owned by the BMHA is located at the northwest corner of Scott Street and Louisiana Street. The small alleyways and streets that are contained on the site are city owned and maintained even though the BMHA owns most of the improved properties. The entire Commodore Perry site consists of multiple city blocks forming a 23.25 acre area located just south of downtown Buffalo. Currently, the original 330 units of the Commodore Perry Homes are nearly all distressed with half of them being vacant. The neighborhood is facing typical issues of any aging development. The neighborhood infrastructure is outdated and decaying while many of the housing units are functionally obsolete both due to their size and lack of amenities. Many of the units have proven difficult to market and environmental issues involving moisture contamination persist as well as the questionable structural integrity of the buildings. More than ten units are currently being used for community and social service space.

The Perry Choice Neighborhood (PCN) is broken out into three subsectors that are considered part of the Primary Market Areas (PMA) and defined within the context of our location analysis by way of a market area map. These areas are more widespread than the specific neighborhood for the existing Perry site. The sectors are broken down by areas on the maps and include:

- **Area 1**, which is the largest and most comprehensive portion of the neighborhood, comprising the current location of the targeted Perry site.
- **Area 2**, which is located to the north and east of Area 1.
- **Area 3**, which is located to the north and west of Area 1.

Each of these areas has been used to identify demographics, and housing marketing data. Area 1 has been delineated the primary area from a planning and redevelopment perspective in regards to tying in support, commercial and community services.

Figure 28: Market Areas



Source: GAR Associates

The Perry Site and BMHA-PCN are Conducive to Accommodate the Choice Neighborhood Goals.

The BMHA-PCN market was assessed to determine the ability to support the required replacement housing. This analysis did not specifically concentrate only on the existing Commodore Perry site as the potential location of choice for the redevelopment/replacement of the existing housing units. One of the nuances of the location compared to the entire area comprising the BMHA-PCN is that the specific Commodore Perry location is at the very south end of Area 1 (it is actually at the south border along South Park). However, our conclusions were that the specific location of the existing Commodore Perry development is a highly conducive setting to accommodate the project. Here are the factors that were considered:

The Commodore Perry site is within close proximity to the heart of the City of Buffalo's downtown core, the location of many employment opportunities. It is also within close proximity to some of the areas that are experiencing ongoing development activity and economic expansion as will be discussed.

Proximity to transportation corridors. These include:

- A highway linkage, as there is a means of ingress/egress to I-190 within the subject neighborhood; there are two within Area 1 within easy proximity off of South Park. The I-190 subsequently connects not only with downtown Buffalo, but with other parts of the City of Buffalo on its southern end, and heads north into Tonawanda and the northern suburban districts, and east connecting the neighborhood with easterly suburbs.
- Bus access which is available along South Park. There are two frequent bus stops located along South Park, which provide direct and quick access on a consistent basis to downtown including many of its places of work.
- Although not within walking distance, the location is only a few blocks removed from the City of Buffalo's Light Rail Rapid Transit system. The rapid transit system is above grade, and at no charge between the foot of Main Street/South Park, heading north through the Theater District. The underground service does have a charge and eventually the light rail system connects heading north to the University at Buffalo Campus.
- South Park is a highly traveled entryway to the city. Not only do the residents of the BMHA-PCN utilize South Park as a primary commuter route, but given the highway accessibility, it is an area traveled and traversed by other commuters who work in the downtown area and/or attend functions in the downtown area from an entertainment perspective.

The redevelopment efforts will enhance and improve the availability of commercial and community support services within the neighborhood. While there are some operations that currently exist they are mainly local and small scale in nature, and it is felt that a redeveloped housing project in this location will help stimulate additional commercial and community service development.

In regards to the site itself, the physical characteristics of the property will be well suited to accommodate redevelopment options. This is a large and expansive site encompassing over 23 acres, with frontage along major arterials, and wide open areas that will make redevelopment options readily available and accessible.

The Perry site and its physical characteristics as well as the neighborhood orientation are highly conducive to accommodate the redevelopment. Our analysis demonstrates that the demographics point towards the need for this type of redevelopment within the BMHA-PCN, including all three zones, but also that physical characteristics and the location of the property at the southern end of Area 1 creates a very conducive environment for redevelopment. It is felt that the existing site should be the location of choice for much of the re-development effort.

Considerations for Areas 2 and 3 include:

Economic characteristics within certain portions of Area 3 are impacted by the Buffalo Niagara Medical corridor development activity and have already been economically stimulated by these endeavors. Additionally, the stimulus is already in place to advance further developmental activity in this section of the City without additional stimulus. This is not to say that Area 3 or the northern portion of Area 1 does not require additional economic redevelopment or advancement of housing options, but there are other variables influencing the ongoing redevelopment activity in this area of the City.

As far as Area 2, the concern in this zone is the economic dilapidation and poor physical condition of many of the existing residential units, and the less readily accessible setting. Access to the downtown corridor, commercial and community services, and other redevelopment prospects become

more complicated when traveling from Area 2. These variables, coupled with the current nature and status of the local housing, and limited recent economic development activity indicates that Area 2 may be less conducive to accommodate a mixed-use/mixed-income development like proposed for the BMHA-PCN planning initiatives. The need for some re-development stimulus is clear; there the area itself does not offer advantageous features like Area 1 that would be attractive to accommodate a mixed income initiative.

In conclusion, the specific site and location is conducive to accommodate the development, and within the BMHA-PCN itself, the southern end of Area 1 appears to be the most logical location/setting to accommodate the majority if not all of the redevelopment efforts. Area 1 has advantages over Area 2 in regards to overall desirability and the ability to attract a mixed income pool of occupants, and Area 3 is in the zone of the BMHA-PCN and the City that has already received some economic stimulus by way of the redevelopment of the medical corridor.

Market Draw Area & Area Demographics:

The following demographics from the PMA have been used to develop the demand model for the proposed BMHA-PCN housing plan.

A review of the chart shows:

- As an older inner-city location, it is not surprising that the number of household declines over the last decade or so have been significant. The data show that the area has lost over 15% of its household base between 2000 and 2011.
- Declines are anticipated to continue through 2016, and an additional 7.39% declination in the total household count is expected.
- The ratio of decline is greater for homeowners than it is for renters, but the decline for both is fairly significant.
- As is typical in urban centers, the ratio of renters compared to homeowners is significant. Demographic statistics indicate that over 74% of the households in the PMA are renters as opposed to owners.
- Also following suit with the general economics of the area, over 79% of the renters earn \$30,000 a year or less, while 64.94% earn \$20,000 a year or less.
- There is a significant portion of renter households with three or more persons; almost 37%.
- Median income is low. In the PMA it is only \$19,172 and within the subject census tract it is \$14,999. For comparative purposes, the AMI levels in the City of Buffalo are \$30,043 and in the County of Erie is \$47,372.

These demographics demonstrate characteristics that would be expected for an older portion of the city. However our analysis concludes that there is an adequate pool of qualified households to support a mixed-income development as intended. This conclusion is based upon a unit mix and rent analysis of the PMA that indicates;

The demographics coupled with the location of the site indicate that there is support for a mixed income project. Multiple demand iterations were run to establish the most supported mix and rent structure, and there is some flexibility in regards to the ratios. The thresholds that we have applied create a supportive Demand Model.

A breakdown places some units at levels within the 50% AMI, 60% AMI, and at market (no income restrictions). However, the demographics of the area still indicate and require that the highest ratio of units still provide/obtain permanent project based assistance (PBA) or the equivalent; tenants to pay rents based on 30% of their adjusted gross income.

One-for-One Replacement

The BMHA's overall policy for the one-to-one replacement of units and the relocation and re-occupancy of residents throughout the planning and implementation of the Transformation plan, meets the program requirements under the "Housing Choice Opportunities for Returning Tenants."

The Perry Choice Neighborhood Plan for the redevelopment of the existing 414 units of family housing at the Commodore Perry Homes and Extension proposes 100% one-to-one replacement of public and assisted housing units. This will be done through the phased redevelopment of a higher density of up to (700) housing units on the Perry site and up to 300 units offsite in the targeted Ellicott area of the Perry Choice Neighborhood. The plan provides replacement housing reflecting the type and number of bedrooms per unit that are needed to accommodate the existing households at Perry, returning residents, and those on the BMHA waiting list. The plan offers enough housing for the on and offsite development of homeownership that includes lease-to-own and subsidized market rate options utilizing first time homeowner programs that will be sponsored by the developer.

The Perry Choice Neighborhood housing plan meets the requirements for fair housing, and the deconcentration of poverty and appropriate density considerations that were determined by the housing marketing analysis for the Perry Choice Neighborhood.

Figure 29: A Community Design Workshop engaged residents in the BMHA-PCN to contribute their input in the future of the neighborhood



Source: UB Center for Urban Studies

Mixed-Income

The plan will create a mixed-income community with units affordable to households at various income tiers including market-rate units. The plan will replace 414 public housing units on the Perry Homes and Extensions site with approximately 850 mixed-income units over a period of about 10 years. It is the team's strategy to apply for an implementation grant for the first five years of the Transformation Program, which will replace 222 units on the eastern end of Perry Homes with 445 mixed income units over five years. Further financing details provided in this plan are for this five-year program.

Year 1-5: Out of the total of 445 units proposed, 11% (50 units) will be public housing (PH)/tax credit units and 39% (172 units) will be project-based voucher (RAD-PBV/PBRA)/tax credit units. The RAD units will be derived from conversion of the 222 PH units on the CNI target section of Perry Homes under the RAD program. The 222 PH/tax credit and RAD/tax credit units will serve as replacement units for the PH units to be demolished at Perry Homes. BMHA will seek Section 18 demolition/disposition approval for the difference of 50 units not converted under RAD if required under the program. Of the remaining 223 units, 30% (133 units) will be tax credit units available to households earning up to 60% AMI; and 20% (90 units) will be unrestricted market rate units. The 90 units comprised of the tax credit and market rate units, will be available to households earning 60% AMI or more.

Table 12: Unit Mix Year 1-5

	Unit Type	Units	Percentage
Replacement Units	PH Units	50	11%
	PBV Units	172	39%
Tax Credits Only Units	LIHTC Units	133	30%
Unrestricted Units	Market-Rate Units	90	20%

Source: Wallace, Roberts & Todd (WRT)

Long-Term Affordability

Use and income restrictions assuring long-term affordability for all public housing and tax credit units will be secured through recorded declaration of restrictive covenants and land use restrictions that run with the land. It is anticipated that the restrictions will have a minimum term of 30 years. Budgets will include reserves that will be available to fund due to operating deficits and shortfalls in federal rental assistance funding. Where conventional debt is leveraged for projects, conservative underwriting standards will be used in sizing the debt to assure that the project will not be unduly burdened with debt and can withstand economic shocks. For similar reasons, the plan will also seek to maximize soft debt. Project budgets will include Operating Reserves and—where PH units are included in the development—ACC/Transformation Reserves to ensure that there is a source to fund expenses during extended period where income is diminished due to vacancies, late payment of or reductions in rental subsidies. In an environment of reduced public assistance, if necessary, these reserves will allow time for units to be filled by higher income tenants that qualify for affordable units as vacancies arise, so that the projects dependence on subsidies is moderated while long-term affordability is maintained.

Site, Offsite Control and Land Use Approval

All replacement housing as part of the Transformation Plan on-site will be on BMHA owned land or City owned land. The City owned parcels on-site (Lanigan properties) will be deeded over to BMHA in a land swap agreement between the City and BMHA where BMHA will provide replacement park land and recreational facility elsewhere on the Perry site. It is anticipated that this land swap agreement will be presented and adopted by Buffalo City Common Council.

All replacement housing as part of the Transformation Plan off-site will be on vacant land in the Ellicott Community that is owned by the City. The City will provide an option agreement on the properties that will remain in effect for at least 180 days after the Implementation Grant application deadline. Infill housing on privately held land in the Ellicott Community will occur past the 5 year initial Implementation window. Privately held land will be purchased through a partnership effort between BMHA, the City of Buffalo, Ellicott CDC, and local churches. Land use approval for all development will be granted by the City under the new Buffalo Green Code.

Accessibility, Adaptability & Visitability (Universal Design)

The team is committed to providing at a minimum of five percent fully accessible rental units. All proposed elevator buildings include building lobbies and common areas that are fully handicap accessible, and a minimum of 5% of the units will be ADA compliant. Among the walk-up units, 5% of each phase will be fully accessible. Ground floor units of the walk-ups will be constructed as accessible flats. Additionally, 2% of all rental units by phase (both elevator units and walk-ups) will be specially constructed for the vision and hearing impaired.

An additional 5% of walk-up rental units and an additional 5% of elevator served units on- and off-site will include the features identified in HUD 24 CFR 8.3, including accessible pathways throughout the unit, adaptable kitchen and bathroom countertops, blocking for future installation of grab bars, outlets and controls at an accessible location, lever handles for all door hardware. Additionally, built-in wiring for emergency alarms will alert the hearing impaired and provide amplification options for wearers of hearing devices. Modern floor plans will feature open flow interiors, which will promote accessibility. Corridors will be wide enough for wheelchairs, walkers and strollers. Kitchen cabinets and sinks will be adjustable; stove tops will accommodate wheelchair users.

The remainder of all elevator served units and the remainder of ground floor walk-up apartment units, ground floor flats, townhouses, and duplexes will be fully visitable with the following features: (a) at least one entrance at grade (no steps) approached by a sidewalk and (b) an entrance door and all interior passage doors on the entrance level are at least 2 feet, 10 inches wide, allowing 32 inches of clear passage space.

Green Housing Design

The development team is committed to redevelop Perry Homes (on- and off-site) as a model green development in Buffalo through the Enterprise Green Communities Certification program. The team anticipates that all new construction housing will achieve a baseline of 35 optional points to meet the thresholds for certification.

The Perry Homes site and off-site development are ideal candidates for the Green Communities Criteria. These sites, located in an urban setting, qualify as infill sites, are well served by existing infrastructure and public transportation, and are in close proximity to Downtown Buffalo. The proposed plan re-establishes an urban block pattern and thereby creates a compact, walkable development that is well connected by new streets, sidewalks and bike lanes to surrounding neighborhoods.

An important focus of the development is the creation of a storm water mitigation system ranging from green roofs, blue roofs, rain gardens, and underground containment and infiltration that

“The development team is committed to redevelop Perry Homes (on- and off-site) as a model green development in Buffalo through the Enterprise Green Communities Certification program.”

will minimize the impact on the existing combined storm/sanitary sewer system. All street frontage around and through the site will include new street trees to provide shade for walkways and reduce the heat island effect of the development. Landscape materials will be selected that are primarily native and appropriate to the urban location. Construction of all new units as well as substantially rehabbed units will address all Green Communities mandatory elements including use of water conserving fixtures, use of energy star appliances and advanced lighting packages. Creation of a healthy living environment will be addressed through the use of low/no VOC paints and sealants, use of composite wood products that meet ANSI standards regarding urea formaldehyde, use of Green Label certified floor coverings, installation of proper ventilation and HVAC equipment, and installation of proper finishes in wet areas to avoid the possibility of mold. Under the buildings, the slabs will be properly treated to prevent moisture and Radon intrusion, and provide adequate water drainage. In addition the team is committed to using certified, salvaged engineered wood, and to following a waste management plan that will recycle or salvage at least 35 percent of non-hazardous construction and demolition debris (see Appendix).

LEED ND

The Perry On-Site Master Plan aspires to be certified LEED ND Gold. Smart Location and Linkage: By virtue of its location in a dense urban setting near Downtown Buffalo, the site receives points for being an infill development site, for being in close proximity to multiple intersections, public transit, and jobs. Neighborhood Pattern and Design: The proposed design is a walkable, compact mixed-use and mixed-income neighborhood with access to new civic / public spaces and recreation facilities. Green Infrastructure and Buildings: All proposed buildings (housing and LCC) will be designed to be energy efficient and water efficient. Stormwater management will use green infrastructure systems such as blue roofs, rain gardens, and underground containment systems to control the quality and quantity of runoff to the Buffalo River. A detailed LEED ND checklist and strategy memorandum can be found in the appendix.

LEED NC (LCC)

The design and development team is committed to constructing the LCC as a LEED NC Silver certifiable building. Under the Sustainable Sites category, the building is well connected to the community, is in close proximity to public transit, and the soon-to-be adopted Buffalo Green Code provides reprieve on parking. The stormwater system will be designed to control both quantity and quality of runoff through the use of green roofs and underground systems. Under the Water Efficiency category, the building will reduce water consumption by 20% and use water efficient landscaping. Under the Energy and Atmosphere category, the building will be designed to optimize energy performance by 24%. Under the Materials and Resources category, the building will be constructed with 20% recycled content building materials, and 20% of building materials will be sourced within 500 miles of Buffalo. Additionally, 75% of construction waste will be recycled or salvaged. Under the Indoor Environmental Quality category, the building will be constructed with low VOC emitting materials, and lighting and thermal systems will be controllable. A detailed LEED NC checklist can be found in the appendix.

Figure 30: Artist rendering of new homes to the west of new Perry Park



Source: Wallace, Roberts & Todd

Affirmatively Furthering Fair Housing

The transformation plan will affirmatively further fair housing by integrating different building types and bedroom types as much as possible. The intent is to enhance racial and ethnic diversity by siting higher income smaller, loft-style units near lower income larger family-friendly units – creating a vibrant neighborhood consisting of both ends of the socio-economic spectrum. All ground floor units and ground floors of multi-story buildings as well as elevator-served units will be either adaptable or fully accessible – ensuring that buildings and units are accessible to persons with disabilities.

Environmental Studies, Geotechnical and Engineer

Draft of Phase 1 SEQR is complete – awaiting near completion of plan and program before finalizing.

People

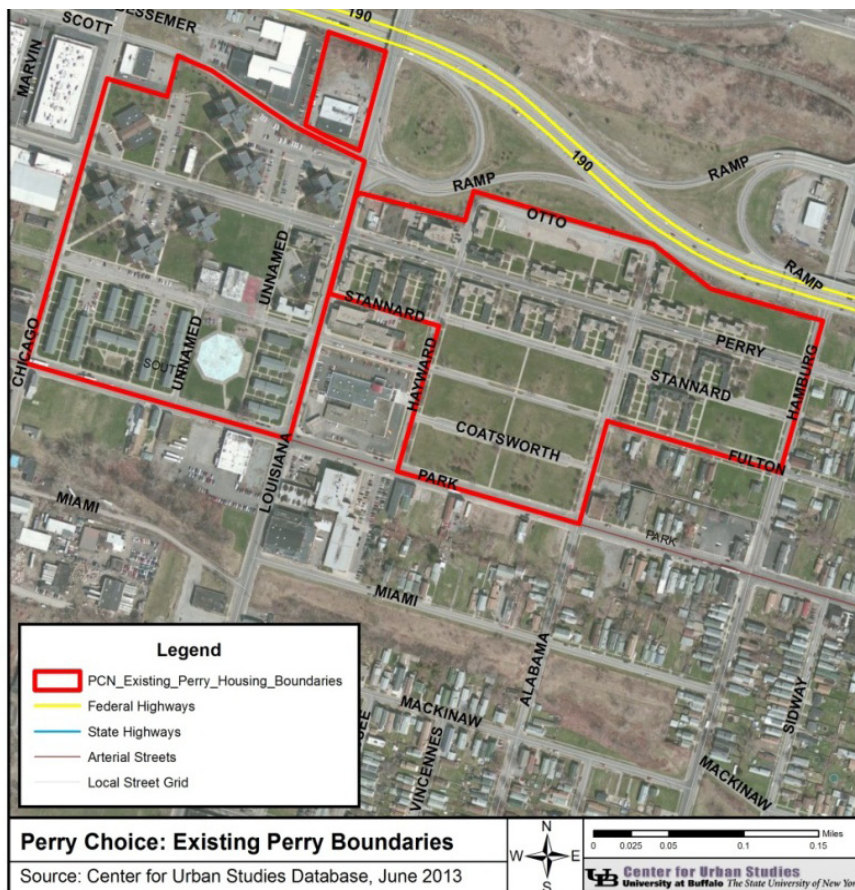
Vision

The residents of the Commodore Perry Homes and Extension and the Perry Choice Neighborhood (PCN) will have access to a continuum of solutions and support that will help them obtain financial self-sufficiency, ensure that their children graduate from high school ready for college or work, and facilitate the realization of their full human potential and the optimization of their life outcomes.

The BMHA Relocation Plan

Although the transformation plan focuses on the entire BMHA-PCN, it nonetheless targets the Commodore Perry Homes and Extension as its prime population. The residents of this Buffalo Municipal Housing Authority (BMHA) housing development live in housing that is in various stages of severe deterioration, and the building of new housing and the development of the entire campus will catalyze the transformation of the entire BMHA-PCN. Within this context, the overall project plan is designed to keep any residents from being displaced. However, for those residents that choose to relocate, for whatever reasons, the BMHA will make sure they are moved into neighborhoods of opportunity and that they will have a chance to return to Commodore Perry after redevelopment of the housing complex. The existing pattern of housing development at Commodore Perry makes it possible to redevelop the site without displacement. At the Commodore Perry Development, the units to the east of Louisiana Street are in very poor condition, and will be slated for demolition. The residents living in that part of the development will be moved to the "Best of Perry," which are those housing units located to the west of Louisiana Street (see Figure 31).

Figure 31: The Commodore Perry Site



As a result of a thorough architectural and engineering assessment, a cluster of nine buildings comprising 108 units are undergoing interior and exterior repairs. Once completed, residents will be relocated. The vacated buildings will be closed and scheduled for demolition. The vacant land onsite is being considered for the first phase of new housing construction where the residents in the temporary units will have opportunities to relocate into permanent new housing. Once all of the residents are relocated into the new housing, the remaining temporary home units will be demolished. The Relocation Plan was developed in accordance with the Uniform Relocation Act of 1974.

- Using October 21, 2012 as the reference date, the housing manager notified (given a survey that had to be completed) residents at Perry with a notice ninety days in advance that they would have to relocate, but that they would have the right of return.
- The residents were told the survey accompanying this initial ninety day relocation notice would need to be completed and returned to the management office by a set date. This survey attempted to gauge what the residents wanted to do – i.e. move to the “Best of Perry”, move off site into other public housing or move to private housing. Also, the residents were asked if they wanted to return. If they were interested in other public housing development they should list their top two choices.
- As many of the residents in Perry as possible are being given the option to move to the “Best of Perry.” If there are still vacancies in the “Best of Perry,” the BMHA wait list will be re-opened for offers to fill the balance of available units.
- The residents were then sent a thirty-day notice to relocate and were informed of an available unit if at all possible within the resident's first two choices. This unit then was available for viewing and/or move-in based on their initial survey answers.
- The residents were given the option to move themselves, with the BMHA paying for the move - in two installments – the first half before they moved and the second half after they turned in their old keys and their old apartment was inspected. Residents were also given the option to have the BMHA hire a moving company to move them.
- The residents were told to inform BMHA of when and where they move to, because over time they would have the opportunity to move back.
- Then after the new BMHA-PCN units are built and available for move in, all residents as of October 21, 2012 will be asked if they desire to return. The BMHA then would pay for their move again using the two installment payment process.

The People Plan

The People Plan is based on the belief that the residents of the Commodore Perry Homes and Extensions and the Perry Choice Neighborhood cannot maximize their life outcomes without having access to a variety of solutions and supports that will help solve their individual problems and take advantage of opportunities for upward socioeconomic mobility. It extends over a ten year period and outlines actions plans in education and supportive services. The education plan spells out a strategy for providing the children of Commodore Perry and the BMHA-PCN with a development and continuum of academic enrichment and support programs from birth through high school, known as cradle to high schools. The supportive service plan outlines a comprehensive strategy that includes the establishment of a (1) collaborative among all support service providers in the neighborhood, (2) a case management and service coordination field unit, (3) a healthy neighborhoods initiative, (4) a safe neighborhood initiative, as well as (5) a Section 3 business and employee development center.

In both the education and supportive service plans, the initiative seeks to optimize the utilization of existing organizations in the development of programs that address resident needs. The goal is to get organizations to work within their specialty, but to do it in a strategic, collaborative and highly focused manner while operating under the larger leadership of the BMHA-PCN team. In some instances, these organizations previously had programs in the BMHA-PCN, while in other instances, working in partnership with the BMHA-PCN, they expanded their activities into the neighborhood. In other instances, when no appropriate program existed in either the neighborhood or the city, a new initiative was launched. However, throughout the planning process every effort was made to avoid the duplication of services. Another goal of the initiative is to base its plans on the utilization of evidence-based initiatives with proven track records.

Lead Organization

The lead organization for the People Plan is the Community Action Organization of Erie County (CAO). The CAO is a multi-service organization that runs a variety of supportive service programs throughout Buffalo and Erie County and has run highly successful programs in child and family services which include the management of over sixty Head Start Programs throughout Erie County that provide services to roughly 2,000 children. The CAO, through its youth development division, runs two community centers, including the John F. Kennedy Community Center which is located in the BMHA-PCN, and services more than 3,000 young people in Buffalo. The CAO also managed the S.N.U.G. anti-violence program, which was modeled after the evidence-based program Cease Fire in Chicago. The CAO has also developed employment and job training programs, including two major income generating activities for community members.

Performance Indicators and Metrics

The People Programs consists of five interactive components: *the Mini-Education Pipeline*, *the Neighborhood-based Supportive Service System*, *the Safe Neighborhood Program*, *the Life Chances Center*, and *Ignite: the Section 3 business and employee development center*. Performance indicators and metrics have been established for each of these components, and they are incorporated into an initiative logic model. These performance indicators were used as guidelines in the construction of short, medium and long term goals for the planning initiative. These outcomes and metrics are discussed in greater detail in the section on project evaluation and data management.

Mini-Education Pipeline

The Challenge

Residents of the Perry Choice Neighborhood have low-levels of educational attainment, and this creates a barrier to their upward socioeconomic mobility. Education levels, combined with the socioeconomic barriers faced by these residents make it difficult for their children to break the cycle of low-incomes and life on the economic margin. This latter issue is particularly significant, because bolstering the academic achievement of young people is fundamental to the sustaining the development of the BMHA-PCN and building ladders of opportunity to the middle-class. Yet, forging a school reform strategy that positively impacts children living in the BMHA-PCN is going to be a great challenge.

Buffalo is a school choice city, so most children live in one neighborhood, but attend school in another. This greatly complicates the development of a school reform strategy that directly impacts children in the BMHA-PCN. Another difficulty is the large number of persistently low-achieving (PLA) schools in the City of Buffalo.⁸ About 77% of the City schools fall into this category. These classifications are based on the performance of children on standardized tests. In 2011-2012, 78% of the 3rd grade students and 82% of the 8th graders in PLAs failed to meet proficiency levels in English and Math. In high school, the proficiency rates continued to lag. Forty-eight percent of the students in PLAs did not meet proficiency levels in English, while 45% did not meet proficiency in Math. Meanwhile, high school graduation rates hover at 65% in the PLAs, while attendance rates are significantly lower in the PLAs than in Erie County.⁹ Buffalo does have some very good public schools, but they are criterion schools that require students to meet strict admissions criteria before acceptance. This leads to the exclusion of many BMHA-PCN children from those schools. This issue may be caused in part by motivational problems stemming from low aspiration levels. Only a small number of PLA students plan on attending a four-year or community college. This suggests that they do not view education as a ladder of opportunity for social mobility.

The academic challenges faced by BMHA-PCN students are generated in part by non-academic barriers to school success. Numerous research studies report that neighborhood conditions, including violence, crime and family instability, contribute to the academic woes of students from distressed neighborhoods. These issues are reinforced by the absence of a strong education infrastructure at the neighborhood level within the community. A neighborhood education institution includes programs, activities and support that are designed to provide children with academic and cultural enrichments, along with social supports, that reinforce and strengthen the competencies and skills needed to succeed in school. In focus groups at Commodore Perry, students say that they have no quiet place to study at home or in the immediate neighborhood and that they do not have access to a computer or the internet. Moreover, they complain about not having anyone at home, or in the community, to help them with their homework or to tutor them in subjects in which they are struggling. These problems could be addressed by high quality neighborhood-based afterschool programs, but many BMHA-PCN students do not have access to such programs. Most after-school programs are school-based, and for various reasons many children choose not to attend them. While there are some neighborhood-based programs in the BMHA-PCN, none are located near the Commodore Perry Homes, so the children in this housing development do not attend them.

8 These schools are called focus or priority schools. However, throughout this plan, we refer to them as "persistently low-achieving schools or PLAs.

9 These graduation rates are derived by the number of high school completers divided by 12th grade enrollment. NYS Dept. Education does not report the 4 or 5 year cohort graduation rates in the 2012 database despite cohort graduation rates being the conventional metric. The cohort graduation rate for PLA schools is much lower than the graduation rate reported above since cohort rates account for duration of high school career and also drop outs.

The lack of high quality early learning programs is also a major educational issue in the BMHA-PCN. A substantial body of literature reports that children who do not have access to high quality early learning programs are more likely to enter first grade not adequately prepared to learn. These students will struggle in school. Most BMHA-PCN children are not enrolled in high quality early learning programs, and the daycare centers which the majority of children attend are of low-quality. Other children stay at home with their parents or caregivers. This is problematic because often the parents or caregivers do not have the knowledge or training needed to adequately expose the children to activities that will equip them with the skills and competencies needed to succeed in school.

Lastly, in the Perry Choice Neighborhood, the children are not exposed to the ideas of a “culture of lifelong learning” and “going to college.” Adult education programs are poorly attended and many of the residents that did begin college never finished. Therefore, getting a college degree seems like an unrealistic dream to many young people in the BMHA-PCN. This viewpoint is reinforced by the absence of computers, libraries and other types of academic and learning based activities inside the community, especially those involving adults.

The Mini-Education Pipeline Planning Approach

The children in the Perry Choice Neighborhood are plagued with inadequate learning and educational experiences from birth through their preschool and K-12 years of schooling. The weak educational experiences at each of these learning levels are *cumulative* and make academic achievement an increasingly challenging activity as they move through the schooling process. These challenges are made more difficult by neighborhood and household conditions, including the lack of educational support both at home and in the community. Given the academic and social challenges facing these children, combined with low aspirational levels, it is easy for many young people to get off-track.

Given the cradle through high school dimension of the challenges faced by BMHA-PCN children, we adopted a pipeline educational strategy to conceptualize the education challenge and to formulate a solution to it. Scholars and policymakers have long used such a framework to think about the educational continuum. Across the country, including places such as Atlanta, Cincinnati, Chicago, Syracuse and Washington, D.C., policymakers are using a pipeline framework within which to embed their school reform strategies. In the BMHA-PCN, we are adding a novel twist to this strategy by using the pipeline framework to focus on a *single neighborhood*. This *mini-education pipeline (MEP)* will make possible for us to build a continuum of learning and educational experiences that will guide the intellectual and social development of BMHA-PCN children from birth through high school and on to college and/or a career.

The MEP is a collaborative that consists of 45 partners, anchored by a close collaboration with the Buffalo Public Schools, Say Yes to Education and Closing the Gap, an initiative sponsored by United Way and Catholic Charities, the University at Buffalo Center for Urban Studies, and four public schools, two elementary schools and two high schools (PS 37, PS 39, East High and South Park High School). The partnership with the Buffalo Public Schools and Say Yes to Education is extremely important. Although the prime focus of the MEP is on the BMHA-PCN, it is also focused on working with Say Yes and a collaboration of partners, including Promise Neighborhoods, to change the expectations, culture and management of the entire school system, focusing on everything from financial management and data-driven decision-making to getting students academic and service supports in every school. Moreover, the Say Yes tuition guarantee for college extends to students in the BMHA-PCN. This opening of college doors is an important step in the building of a ladder of opportunity for BMHA-PCN children to climb into the middle-class.

“This mini-education pipeline (MEP) will make possible for us to build a continuum of learning and educational experiences that will guide the intellectual and social development of PCN children from birth through high school and on to college and/or a career.”

“... it is also focused on working with Say Yes and a collaboration of partners, including Promise Neighborhoods, to change the expectations, culture and management of the entire school system, focusing on everything from financial management and data-driven decision-making to getting students academic and service supports in every school.”

The public schools that partner with the MEP are not located within the boundaries of the BMHA-PCN. Buffalo is a school choice community. Consequently, most children live in one neighborhood and attend school in another. This is also true of BMHA-PCN children. Moreover, there are no high schools in the Perry Choice Neighborhood. Therefore, the decision was made to partner with those elementary and high schools in which we already had deep relationships with the principals, and those schools in which Say Yes to Education and Closing the Gap had prioritized their investments. These schools are the BMHA-PCN Phase One Schools and at the end of a five year period, after the MEP programs are well established, the programming are upscaled to include select BMHA-PCN K-8th grade schools in the Phase Two of our education strategy.

Concurrently, the MEP develops an Early Learning Network, which focuses on strengthening the learning and educational experiences of children from birth to first grade within the BMHA-PCN. Also, the MEP establishes a strong Neighborhood After-School Program to provide academic enrichment and support services for students that do not attend school-based Extended Day programs. Today, the number of BMHA-PCN students attending MEP schools is relatively small, but that will change over time. By the end of Phase One, we expect about 30% of BMHA-PCN children to attend MEP schools. Meanwhile, the MEP will devote much attention to the development of the neighborhood-based educational programs. By developing the early learning program, establishing a strong neighborhood-based after-school program and by creating linkages between supportive service agencies in the BMHA-PCN and MEP schools, all BMHA-PCN children will have access to quality education.

Figure 32: Students in the Academic Summer Program Exploring the Perry Neighborhood through Google Street View

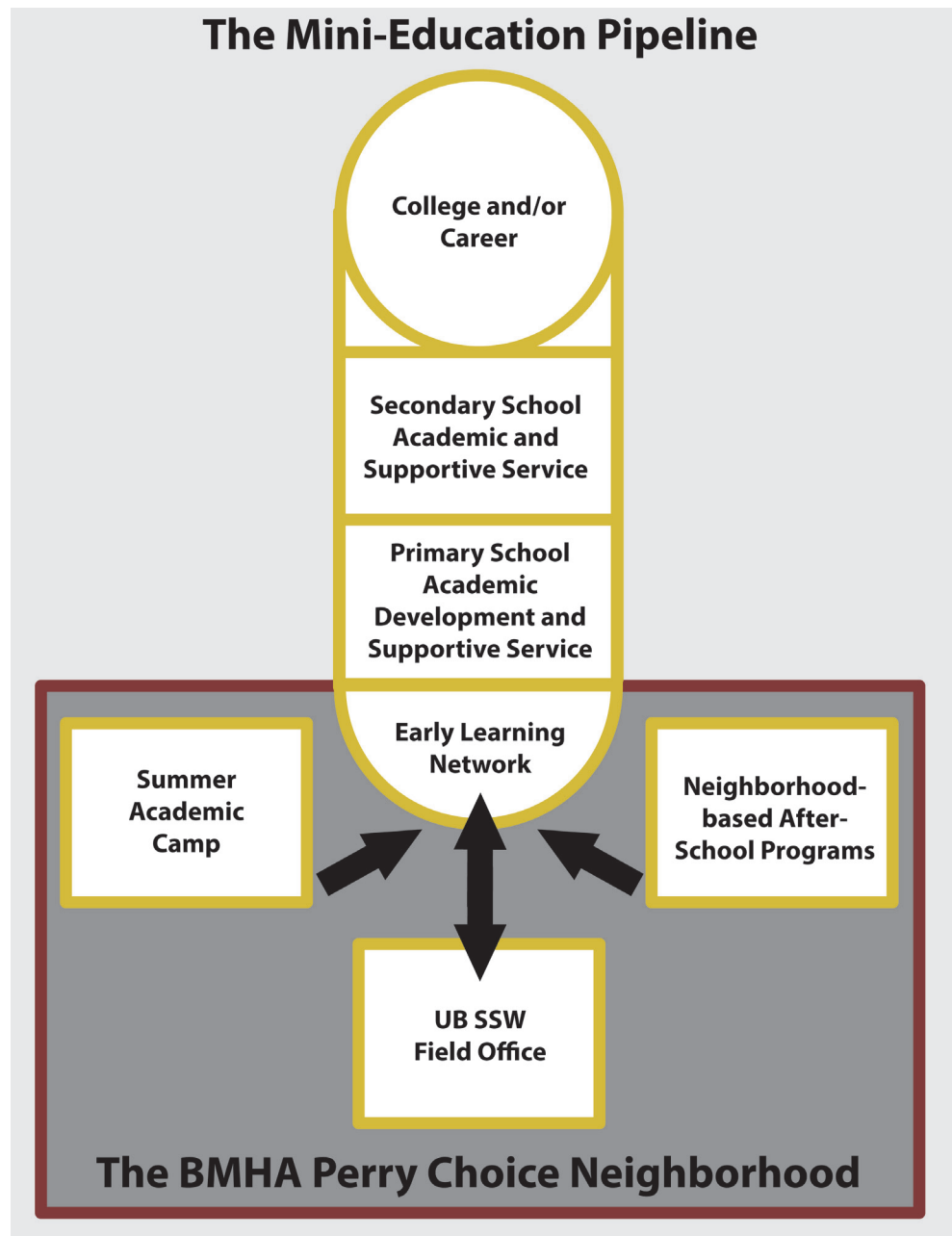


Source: UB Center for Urban Studies

The MEP approach is based on a working collaboration with existing service providers who will implement their programs in the BMHA-PCN partnerships and in the Early Learning Network. New programs are formed only when a clear need is established, and even in these instances, existing institutions will be called upon first to deliver pre-existing services to best address needs. Within this context, the established programs are based on best practices nationally and have been adapted to fit the particularities in the BMHA-PCN and its partnership schools. Most significantly, the MEP has aligned its school reform strategy, including its early learning programs, with the Buffalo Public School reform strategy. Moreover, the MEP strategy is embedded with the most influential approaches to school reform in Buffalo. To ensure that its efforts remain aligned with other top reform movements in the City and that it remains positioned to bring about *systems changes* in schooling, the MEP meets regularly with the Say Yes and Closing the Gap leadership team, of which Promise Neighborhood is a partner.

The MEP consists of four interactive components – *the Early Learning Network, the Pre-K-12 Academic Enrichment and Supportive Service Program, BMHA-UB Academic Summer Camp on Neighborhood Development and the BMHA-PCN Afterschool Program, and the School-Neighborhood Bridge* (Figure 33). To create the continuum of programs and activities throughout the pipeline, a “feeder system” will be operationalized, so that children move from the daycare centers and programs to MEP preschools into MEP Pre-K-8th grade, and then go on to one of the MEP high schools. This will provide the students with a *continuum* of experiences from birth to college and/or a career. The primary goal of the MEP is for most BMHA-PCN children to graduate from high school on time and ready to attend college or enter a career.

Figure 33: Schematic Representation of the Mini-Education Pipeline



Source: UB Center for Urban Studies

The Mini-Education Pipeline Programs

The Early Learning Network (Network)

The Early Learning Network is the foundation program for the BMHA-PCN. The MEP program manager will be responsible for coordinating the MEP program activities, as well as creating interactive linkages between the Network and the two participating Pre-K-8th grade public schools, especially for grades 1-3. The MEP views the early learning period of children as extending from birth through third grade. Therefore, the Network program manager will work closely with the public schools, so that the early learning programs and activities are aligned with the schools and that a coordinated strategy is formulated to facilitate the transition of children from various Network programs into the MEP elementary schools.

The goal of the Early Learning Network is for every child in the BMHA-PCN to reach the first grade ready to learn. The Early Learning Network is composed of a series of evidence-based programs, which will be implemented by organizations with a proven record of success in metropolitan Buffalo. Although the Early Learning Network targets all children across the BMHA-PCN, the prime focus for this project will be on children 0-5 years of age who live in the Commodore Perry Homes and Extension. The Network is composed of five interactive programs: *Ready, Set, Parent!*; *Parent-Child Home Program*; *Project Community Action for Reading Excellence (or Project CARE, a literacy-based quality improvement program for licensed child care provider)*; the *BMHA-PCN Early Learning Center*, which will contain a Head Start program and a Learning Laboratory, where efforts will be made to identify the most advanced early learning tools and then apply them; and a comprehensive health screening program.

The Action Plan

Every Person Influences Children [EPIC] will establish the Ready, Set, Parent! program for BMHA-PCN families in Year 1 of the BMHA-PCN initiative. EPIC is a national not-for-profit organization that established a Buffalo branch in 1980. The mission of the organization is to help families, schools, and communities raise children to become responsible and capable adults. Ready, Set, Parent! is an early intervention program designed to teach mothers how to better care for their children, help them reach critical development milestones, and create a literacy rich home environment that will ensure their children are ready to learn when they enter kindergarten or first grade.

- a. The MEP will provide resources to increase the number of EPIC staff member hours for the three birthing hospitals in Year 1 of the Initiative. This increased staff time will ensure support for a maximum of 75 mothers per year.
- b. During Phase One of the program (5 years), *Ready, Set, Parent!* will provide services for an estimated 375 parents depending on birth rates. Over a ten year period, EPIC will provide services for an estimated 750 parents.
- c. The EPIC staff will identify any BMHA-PCN and Perry development mother who gives birth at any one of Buffalo's three birthing hospitals, within 48 hours of their child's birth.
- d. As part of the parenting program, the mother will be given instructions in parenting, literacy, newborn and maternal health education through a series of workshops while they are still in the hospital.
- e. The EPIC staff will enroll them in the Ready, Set, Parent! program and link them to the BMHA-PCN-UB Case Management Field Office.

Figure 34: Children at Play in Commodore Perry Homes



Source: UB Center for Urban Studies

The King Urban Life Center (KULC), a non-profit community organization, will extend their established evidence-based Parent-Child Home Program (PCHP) to the Commodore Perry Homes. Designed for new parents and caregivers in the Commodore Perry Homes and Extension, the program targets children who are the highest risk for not being ready for kindergarten or first grade. The program will focus primarily on preschoolers, ages 3-4 years. However, in select cases, toddlers as young as 16 months will be accepted into the program.

- a. In the first year, KULC will serve 5 families and increase the number of families served per year to 10 in year two, 25 in year three, and 40 in years four and five.
- b. For each family served, a KULC para-professional *Home Visitor* visits the home twice a week for a half hour for a minimum of 23-weeks, for up to two program years. The program calendar runs from October through June, concurrent with the school calendar.
- c. The PCHP will receive referrals to the program that will come from the EPIC staff (Ready, Set, Parent!), the BMHA-PCN Case Management Unit, and the PCN Planning and Information Center.
- d. Each week, the *Home Visitor* will bring a high quality educational book or toy to the home, which is used to develop the child's early-literacy and school-readiness skills, increase the parent-child verbal interaction, develop model positive responsive parenting, and promote pro-social behaviors.

Buffalo Read to Succeed, a non-profit organization, will establish Project CARE within the PCN (Creating Alignment for Reading Excellence) in Year 1 of the PCN development initiative.

- a. In years 1, 2, and 3, Project CARE will provide services for 10 licensed day care centers in the BMHA-PCN and nearby neighborhoods, reaching an estimated 120 children. In years 4 and 5 Project Care will increase services to 20 day care centers in and around the BMHA-PCN which will include all 16 centers within the BMHA-PCN, reaching an estimated 240 children.
- b. Project CARE will transform these 20 licensed day care centers into high quality learning environments by the end of the Phase One.
- c. By year 3, Project CARE will keep 50% of the children in the BMHA-PCN on track to reach age-appropriate developmental skills [visual, motor, language, behavior, social and emotion] needed for them to be ready for kindergarten and/or first grade, and 65% by Year 5.
- d. Project CARE will train the staff at select licensed child care sites to teach literacy skills to children enrolled in their day care centers.
- e. Project CARE will provide one Early Childhood Specialist beginning in year 1 and an additional Specialist beginning in year 4 (1 specialist per 10 centers; anticipating a program reach of 100-120

families per specialist) to facilitate regular professional development and complete necessary assessments to ensure students are making academic progress

- f. Project CARE will help these centers acquire QUALITYStars (New York State's early childhood quality rating and improvement system) accreditation, which measures the quality of the learning environment in day care centers.
- g. All 20 licensed day care centers enrolled in Project CARE will acquire QUALITY Stars accreditation by Year 5 of Phase One of the BMHA-PCN development initiative.
- h. Read to Succeed Buffalo will create a feeder system between daycare centers that will service children from 0-3 years on to MEP preschool programs that service children from 3 - 5 years.

1. The Buffalo Hearing and Speech Center in partnership with the Community Action Organization of Erie County (CAO) will establish the Early Learning Center (ELC) in the BMHA-PCN Life Chances Center (LCC) during Year 3 of the BMHA-PCN initiative.

- a. The Buffalo Hearing and Speech Center and the CAO will establish a high quality early learning center that is designed to develop highly innovative and effective teaching and learning programs for children.
- b. Highly successful curriculum ideas and learning modules will be upscaled to early learning programs, including Head Start and Early Head Start, across the BMHA-PCN and neighboring communities. Most significantly, these model programs will be upscaled in all Head Start and Early Head Start programs across the City and Erie County.
- c. The Early Learning Center will be located in the LCC and will be built to accommodate 40 children, with 24 total children in two classrooms for children 18-36 months and 18 children total children in one classroom for 3-5-year-olds.
- d. The children at Commodore Perry Homes and Extension will be the target population, although children from across the BMHA-PCN will participate.
- e. In year one, the ELC will establish an advisory board that seeks to build interactive relationships among parents (caregivers), Read to Succeed, CAO Head Start, EPIC, PCHP, BMHA-PCN Planning and Information Center and the PNC Case Management and Supportive Service Coordination Unit.
- f. The Advisory Board will work closely with the ELC to devise strategies for upscaling innovative programs and activities to other programs in the Network.

2. **The Early Childhood Direction Center and Buffalo Hearing and Speech will work collaboratively to provide up to 100 children with comprehensive screenings for mental health, physical health, language, and literacy in Year 1. These screenings will be conducted across sites – from licensed home-based child care sites to the PCN-based Early Childhood Center.**

- a. ECDC will also work collaboratively with the P&I Center and PCN staff to understand the needs of parents in the neighborhood and hold relevant parent workshops based in the neighborhood. At least two parenting workshops will be held in the PCN each year by the ECDC. ECDC staff will also be included in the PCN support-service collaborative.

Table 13: Performance Indicators and Metrics

Program/Strategy	Agency/Organization	Major Issue/Challenge	Performance Metrics
Ready, Set, Parent!	Every Person Influences Children	Parenting, literacy, and maternal health	#/% new mothers served
Parent-Child Home Program	King Urban Life Center	Kindergarten readiness	#/% ready by early learning measures
Project CARE	Buffalo Read to Succeed	Kindergarten readiness	#/% ready by early learning measures
Early Learning Center	Buffalo Hearing and Speech Center/Community Action Organization	Kindergarten readiness	# children served
Health Screenings	Early Childhood Direction Center\Buffalo Hearing and Speech Center	Mental and physical health, language and literacy	# of children served

Source: UB Center for Urban Studies

Table 14: Phasing of Programs

The Early Learning Network	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Ready, Set, Parent!	x	x	x	x	x	x	x	x	x	x
Parent-Child Home Program	x	x	x	x	x	x	x	x	x	x
Project CARE: 10 day cares	x	x	x							
Project CARE: 20 day cares				x	x	x	x	x	x	x
Early Learning Center			x	x	x	x	x	x	x	x
Health Screenings	x	x	x	x	x	x	x	x	x	x

Source: UB Center for Urban Studies

Pre-K – 12 Academic Enrichment and Supportive Service Program (K – 12)

The Pre-K -12 Academic Enrichment and Support Service Program is divided into an elementary (pre-K to 8th grade) and a high school component. Interactive connections will be established between the ELC and the Pre-K – 8th grade schools, so that a seamless transition can take place from the feeder programs in the ELC and the partnership elementary schools. Making a successful transition from early learning programs to elementary schools occurs between grades one and three, so the MEP pays special attention to the phase of the Pre-K – 12 Academic Enrichment and Supportive Service Program. The MEP is collaborating with Promise Neighborhood and the Westminster Foundation to determine how to best help children with this difficult transition.

Figure 36: Perry Youth Taking Preference Surveys at Commodore Perry Day, 2012



Source: Center for Urban Studies

The Pre-K – 12 program is based on a community school model and is anchored by a collaboration with Say Yes to Education and Closing the Gap. The strategy employed at the MEP schools is based on the premise that inadequate skill development combined with non-academic barriers pose increased barriers to the academic success of the children. To address this issue, the MEP and its partners will build a school network of academic enrichment and support services to be accessed by the children. These enrichment and supportive services will be offered both in-school and in the neighborhood and larger community in a way that compliments and reinforces the classroom instruction.

The K-12 program is driven by a school site facilitator and consists of four interactive components that focus on ensuring that students have the supports necessary for fostering the goals, aspirations, and competencies to be successful in school. These components are a primary school program, a secondary school program, supportive services, and interactions between in-school, after-school, and supportive services. The primary school component includes literacy intervention, Community as Classroom project-based learning, and academic enrichment programs. The secondary school

Figure 35: 2012 BMHA/ UB Academic Summer Camp



Source: UB Center for Urban Studies

component includes academic enrichment programs, the College Success Center, and credit accrual and recovery. The student supportive services component includes special education, physical health, mental health, and social support services. The fourth component consists of site facilitators and the BMHA-PCN Service Coordination Unit connecting students to programs and services beyond the school. At each MEP school, varied independent service providers deliver programs and services that cut across topical areas such as academic enrichment, social development, college and/or career development, and supportive services.

The Action Plan

1. Say Yes to Education and Closing the Gap, in partnership with the MEP, has conducted a comprehensive needs assessment in School 39, East High School and South Park High School to determine the needs of the students and the mix of services needed to address their problems.
2. Say Yes to Education and Closing the Gap, in partnership with the MEP, will conduct a needs assessment of School 37 in year one of the BMHA-PCN initiative to determine the mix of services and academic supports needed at that school.
3. Say Yes to Education and Closing the Gap have hired site facilitators for PS 39, East High and South Park High School, and they will fund them during Phase One. In Phase Two (years 6-10), the MEP will provide fiscal support for the site facilitators.
4. The Site Facilitators will coordinate support service activities in the MEP schools and organize support teams composed of service providers, school support staff and teachers.
5. The Site Facilitators will work with the PCN-BMHA Case Management and Service Coordination Unit and the P&I Center to build interactive relations between the BMHA-PCN and the MEP schools.
6. Say Yes to Education will expand the UB Center for Urban Studies Community as Classroom enrichment activities to MLK Multicultural Institute in Year 1. The program will be expanded to other schools as funding becomes available.
7. The Site Facilitator will function as a service coordinator by linking the students to services both inside and outside of the school.
8. Say Yes to Education will work with the BPS to establish a student monitoring system at each MEP school beginning in the fall of 2013.
9. The Site Facilitators will be responsible for using the data system [current academic status, social-emotional health, mental and physical health; attendance and discipline issues], along with the school student support teams, to monitor the progress of the students.
10. The Site Facilitators and school support teams will evaluate students twice a year to determine whether they are on track to graduate and are thriving in their academic environment.
11. The Site Facilitators will place any child that is "getting off track" in a case management program, and the site facilitator and the student support team will develop an intervention strategy to get the child back on track.

Table 15: Performance Indicators and Metrics

Program/Strategy	Agency/Organization	Major Issue/Challenge	Performance Metrics
Literacy Intervention	Read to Succeed Buffalo	Youth literacy	#/% ELA proficiency
Community as Classroom	UB Center for Urban Studies/MEP schools	Place-based problem solving skills	#programs # students served
Primary School Academic Enrichment	Say Yes to Education/Closing the Gap	Academic, social, and college/career supports	#/% ELA and Math proficiency
Secondary School Academic Enrichment	Say Yes to Education/Closing the Gap	Academic, social, and college/career supports	#/% ELA and Math proficiency # enrolled/completed job training #/% employed /unemployed
College Success Center	Say Yes to Education/South Park High School	College readiness	# of seniors aspiring to go to college #/% obtain at least a bachelors
Credit accrual and recovery	Buffalo Public Schools/PCN staff/after-school programs	Graduation in 4 years	High school graduation rates
Student Supportive Services	Say Yes to Education/Closing the Gap/BMHA-PCN Case Management and Service Coordination	Special education, physical health, mental health, and social support services	# service providers # students served
Interactions between Academic Enrichment and Supportive Services	PCN staff	Service referrals	# of students referred to services external to school

Source: UB Center for Urban Studies

Table 16: Phasing of Programs

Pre-K through 12	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Primary School Academic Enrichment	x	x	x	x	x	x	x	x	x	x
Secondary School: Academic Enrichment	x	x	x	x	x	x	x	x	x	x
Secondary School: College Success Center		x	x	x	x	x	x	x	x	x
Student Supportive Services	x	x	x	x	x	x	x	x	x	x
Interactions between Pre-K-12 programs	x	x	x	x	x	x	x	x	x	x

Source: Center for Urban Studies

The Neighborhood-Based After-School Program and the UB Academic Summer Camp

One important strategy to off-set the negative effects of having children live in one neighborhood and go to school in another is to establish high quality neighborhood-based afterschool programs. Currently, many children for various reasons choose not to attend after-school programs at their public schools. The BMHA-PCN will be able to provide academic enrichment and supportive services to those students attending non-MEP schools by creating an afterschool program in the Life Chances Center. Another problem faced by BMHA-PCN children is the *summer loss of learning*. The lack of exposure to rigorous learning experiences during the summer months causes many BMHA-PCN children to lose academic ground during the summer months.

“One important strategy to off-set the negative effects of having children live in one neighborhood and go to school in another is to establish high quality neighborhood-based afterschool programs.”

Action Plan

1. **The Community Action Organization of Erie County and the UB Center for Urban Studies will establish a Neighborhood-based after-school program in the PNC Life Chances Center in Year 2 of the BMHA-PCN initiative.**
 - a. CAO and UB will establish an academic-based afterschool program as a project-based learning program, in which academic competencies and skills will be developed through the design and implementation of neighborhood improvement projects.
 - b. CAO and UB will develop a set of complimentary activities involving tutoring and homework assistance.
 - c. Using a project based learning framework, the program will be augmented with recreational and cultural activities.
2. **The UB Center for Urban Studies in partnership with the BMHA established a project based Summer Academic Camp on Neighborhood Development in the summer of 2012.** The camp is an intensive 5-week program that runs from 9:00am-3:00pm Monday through Friday and is held at the University at Buffalo South Campus.
 - a. The UB program will combat summer loss of learning and improve their skills in writing, reading and research by tackling real-world neighborhood problems.
 - b. The UB program will bolster student's aspiration levels by teaching them that a relationship exists between skills and competencies learned in the classroom and their ability to make improvements in the neighborhood.
 - c. The students will learn how to start and complete projects on time by meeting benchmarks needed to complete their project on time.
 - d. The students will learn to make oral and written presentations by presenting their findings to a panel of community leaders and experts at the end of the summer program.
 - e. The students will learn about college life by visiting campus every day and by taking their classes in the same rooms used by UB graduate students in Urban and Regional Planning.

Table 17: Performance Indicators and Metrics

Program/Strategy	Agency/Organization	Major Issue/Challenge	Performance Metrics
Life Chances Center After School Program	Community Action Organization/University at Buffalo	Academic, recreational, and cultural enrichment	# of students served
UB Academic Summer Camp	UB Center for Urban Studies	Summer learning loss	# of students served

Source: Center for Urban Studies

Table 18: Phasing of Programs

After School and Summer Programs	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Life Chances Center After School Program		X	X	X	X	X	X	X	X	X
UB Academic Summer Camp	X	X	X	X	X	X	X	X	X	X

Source: UB Center for Urban Studies

School-Neighborhood Bridge

Maintaining connections between neighborhood institutions and schools is an important aspect of anchoring a school as placed-based. The School- Neighborhood Bridge creates a social infrastructure that supports the educational experiences of neighborhood students. Parent Advocates will work within the schools as part of the BMHA-PCN Service Coordination Unit, and a Parent Council will meet regularly with parents to help them deal with issues of justice and equity. The Mini-education Pipeline Director will also work with service providers and faith-based institutions to create policies and initiatives that support education. Additionally, the School-Neighborhood Bridge will connect MEP schools with the BMHA-PCN Supportive Service Coordination Unit, neighborhood after-school programs, the BMHA-PCN Youth Council, and the BMHA-PCN Peacemakers and Non-violent Street Workers.

The absence of a culture of life-long learning and going to college creates barriers to the aspirations of BMHA-PCN children and keeps many of them from viewing higher education as a ladder of opportunity to the middle class. To deconstruct those viewpoints and create a robust culture of learning and achieving, the BMHA launched the Perry History Project in partnership with the UB Center for Urban Studies and the Buffalo Public Library. The Project will use the history of the Commodore Perry neighborhood and its residents to generate a sense of pride among residents, and make them co-creators of the neighborhood's reinvention by using their stories to help shape and reshape the community. The major goal of the project is to catalyze interest in learning and thinking of education as a ladder to opportunities for community problem-solving and upward social mobility. To help facilitate this interest, the PCN-Buffalo Public Library (BPL) Digital Commons will make information available at the Buffalo Public library on the history of the Commodore Perry Housing Development, the BMHA, the City of Buffalo, and oral histories of BMHA-PCN residents.

“To help facilitate this interest, the PCN-Buffalo Public Library (BPL) Digital Commons will make information available at the Buffalo Public library on the history of the Commodore Perry Housing Development, the BMHA, the City of Buffalo, and oral histories of PCN residents.”

Action Plan

1. **The School Neighborhood Bridge will establish connections between MEP staff, parents, MEP schools, and BMHA-PCN institutions in Year 1 that creates a social network which supports student education.**
 - a. A 20 member Parent Council, which includes assistance by an AmeriCorps worker and CAO, will organize monthly meetings with parents to discuss issues of concern and help develop leadership and community organization skills, beginning in Year 1.
 - b. The Parent Advocates will be hired in Phase Two to assist the BMHA-PCN Service Collaboration Unit to support the needs of students.
 - c. The Mini-education Pipeline Director will assess educational outreach components of service providers and social institutions, and work to develop educational programs in Year 1.
 - d. The School-Neighborhood Bridge will in Year 1 establish linkages between MEP students and BMHA-PCN institutions of the Supportive Service Coordination Unit, neighborhood after-school programs, the Youth Council, and the Peacemakers and Non-violent Street Workers.

2. The UB Center for Urban Studies and the BMHA Planning and Information Center began the Perry History Project in 2013 and will proceed with this project in Year 1.

- a. The Perry History Project will organize a committee of residents to oversee and work on the project.
- b. The residents will work with project staff to identify people to interview and get the community members excited about participation.
- c. The Perry History Project will create a set of digitized historical records on the Buffalo Municipal Housing Authority, the Perry Choice Neighborhood and the City of Buffalo that will create a link between the Buffalo Public Library and Commodore Perry.
- d. During Year 1 of the project, the team will inventory, classify and organize historical documents that are owned by BMHA and the UB Center for Urban Studies.
- e. During Year 1, 30 residents will be interviewed and have their records processed.
- f. Every public meeting will be recorded and archived.
- g. The Perry History Project team will design a program on Commodore Perry, which will be held during the spring of 2014.

Table 19: Performance Indicators and Metrics

Program/Strategy	Agency/Organization	Major Issue/Challenge	Performance Metrics
Parent Advocates	PCN Service Collaboration Unit	Student advocacy	# students served
Parent Council	Community Action Organization	Parent leadership	# meetings held annually # parents in attendance #/% students feel safe in home and neighborhood
Perry History Project	BMHA Planning and Information Center	Culture of lifelong learning	# residents interviewed # public meetings

Source: UB Center for Urban Studies

Table 20: Phasing of Programs

School-Neighborhood Bridge	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Parent Advocates						x	x	x	x	x
Parent Council	x	x	x	x	x	x	x	x	x	x
Perry History Project	x	x	x	x	x	x	x	x	x	x

Source: UB Center for Urban Studies

BMHA-PCN Neighborhood Supportive Service Plan

Lead Organization

The People planning team has worked closely with a core of supportive service providers with a core of service providers that have provided co-leadership of the critical strategic initiative. As we move from planning to implementation, discussions with three of these leadership organizations are currently being held and soon one will be selected as the lead organization.

The BMHA-PCN Supportive Service Challenge

The residents of the Perry Choice Neighborhood and especially those living in the Commodore Perry Homes and Extension are confronted with huge obstacles, which stand between them and an improved quality of life. Not only must they grapple with the stress of making ends meet with limited incomes, but also they must contend with finding employment, dealing with health care issues, crime, raising their children, and managing the instability of their friends and loved ones. To successfully meet these challenges, individuals and families must interact with multiple and complex systems, which often do not take into account competing regulations, goals, and deadlines. Within this context, individuals and families will need access to high quality supportive service institutions in the Perry Choice Neighborhood and in the Commodore Perry Homes and Extensions to survive in the city, achieve financial self-sufficiency, and bolster the quality of their lives. Moreover, without special assistance, the highest-risk individuals and families will not be able to negotiate successfully the complex and bureaucratic supportive service system.

The best way to provide individuals, children and families with the assistance they need is to establish a neighborhood-level supportive service program that will help residents meet the challenges they face and that will assist in climbing the ladder of opportunity. Anchoring this approach is a strategy that unites the service providers into a single collaborative that plans and works together to improve service delivery in the BMHA-PCN. The strategy is based on working with existing supportive service organizations both *inside* and *outside* to implement existing programs in the BMHA-PCN or to develop new ones for the neighborhood.

“...align the goals of the supportive service activities in the PCN with those of service providers in the City and metropolitan region.”

The Guiding Principles

The development of the supportive service plans were based on three (3) guiding principles. The first is to recruit supportive service organizations by asking them to “do what they do, but to do it in a systematic, strategic, collaborative and highly focused manner.” A second is that whenever possible, existing programs will be asked to initiate their programs in the BMHA-PCN. However, when new programs are needed, the People planning team will plan and implement them. A third principle is to align the goals of the supportive service activities in the BMHA-PCN with those of service providers in the City and metropolitan region. Using a strategic framework based on the BMHA-PCN’s three (3) guiding principles, the People planning team organized a collaborative and established four (4) new supportive service initiatives to compliment the work of existing neighborhood supportive service agencies.

- The Supportive Service Partnership
- BMHA-UB Case Management and Supportive Service Unit
- BMHA-PCN Healthy Neighborhood Initiative
- BMHA-PCN Safe Neighborhood Initiative
- Ignite, Inc.: Section 3 Business and Employee Development Center

Supportive Service Programs

The Supportive Service Partnership (SSP)

The Challenge

There are about fourteen (14) supportive service agencies operating in the BMHA-PCN, including the BMHA. These institutions offer services that fall into six (6) categories: crisis assistance, employment, health, technical assistance, education and special populations. To assist in crisis situations, there are food pantries, crime victim assistance and emergency housing programs. Also, there are job training and employment assistance programs, youth programs, recreational facilities, neighborhood after-school programs and health facilities, including Mercy Health Clinic which is located in Commodore Perry Homes and Extension. These agencies provide services for both the general BMHA-PCN population, as well as for residents of the BMHA-PCN’s three (3) public housing developments. Additionally, the BMHA has its own supportive system that provides services for public housing residents operated by housing aides.

The greatest problem is that these BMHA-PCN agencies operate in silos, with little or no interaction among each other. They do not share information, engage in outreach, or engage in joint fund raising; nor do they collaborate on joint projects. This style of work keeps the organizations from developing synergistic relationships with other BMHA-PCN organizations, thereby enhancing the delivery of existing services to neighborhood residents. As a result, many residents do not know about the types of support services available in the neighborhood. So, they do not use them. The surveys and focus groups held during the needs assessment suggest that residents know that agencies exist, but do not know about the services they offer. The failure to use supportive services inside the BMHA-PCN leads to increases in transportation, thereby making it even more difficult to make ends meet.

The Planning Approach

The supportive service challenge suggest that the supportive service agencies operating in the BMHA-PCN must learn how to plan and work as a team if they are to bolster the delivery of high quality supportive services to the residents of this community. If this happens, the agencies should be able to develop a strategy that bolster the resident’s knowledge about the programs and activities taking place in their own neighborhood. Such an occurrence would not only significantly improve their access to high quality services, but it would lower the transportation cost burden for many of the individuals and families.

The Supportive Service Partnership

The SSP is a collaborative among all of the supportive service organizations in the BMHA-PCN. Its main responsibility is to get these organizations to plan and work together as team to bolster the quality of service delivery in the BMHA-PCN:

The Action Plan

1. SSP will share knowledge and Information among its members.
 - a. In Year 1, the SSP will develop a data warehouse and form a common set of performance indicators and metrics.
 - b. In Year 1, the SSP will conduct a community needs assessment to identify service needs, service gaps, and to formulate a strategy for bolstering the quality of service delivery in the BMHA-PCN.
2. In Year 1, SSP will develop an outreach strategy to increase awareness and knowledge of the types of supportive services in the BMHA-PCN among residents.
3. By Year 4, BMHA-PCN residents will regularly access the support services operating in the BMHA-PCN.
4. By Year 3, a BMHA-PCN supportive service logo will be developed and placed on all organization’s promotional material to identify and promote members of the SSP.
5. By Year 3, SSP will engage in collaborative income generation strategies to provide gap financing for existing activities and to fund new initiatives.

“... the supportive service agencies operating in the PCN must learn how to plan and work as a team if they are to bolster the delivery of high quality supportive services to the residents of this community.”

Table 21: Performance Indicators and Metrics

Program Strategy	Agency/Organization	Major Issue/Challenge	Performance Metrics
Supportive Service Partnership (SSP)	PCN Service Providers, Local and Regional Service Providers	Collaborative efforts to solve the problems facing individuals and families	% of PCN service providers that are members of the SSP # of meetings attended # of grants submitted #/% of PCN residents aware of SSP service providers #/% of PCN residents accessing SSP service providers

Source: UB Center for Urban Studies

Table 22: Phasing of Programs

Supportive Service Partnership	Year	Year	Year	Year	Year	Year	Year	Year	Year	Year
	1	2	3	4	5	6	7	8	9	10
Supportive Service Partnership Formation	x	x	x	x	x	x	x	x	x	x
Data Warehouse	x	x	x	x	x	x	x	x	x	x
Community Needs Assessment	x									
Outreach Strategy	x	x	x	x	x	x	x	x	x	x
Branding			x	x	x	x	x	x	x	x
Income Generation Strategies			x	x	x	x	x	x	x	x

Source: UB Center for Urban Studies

The BMHA-PCN/ UB Case Management and Service Coordination Field Unit (CMSC)

The Case Management and Service Coordination Challenge

Many of the highest risk individuals, children and families live in the BMHA-PCN's public housing accommodations. Given the low- and extremely low-incomes of these residents are most likely to encounter great difficulty in life and also have the greatest trouble navigating the supportive system. These residents are going to need additional support. Yet, the BMHA, where the highest concentration of these residents live, there is no case management system operating in the housing development.

In the BMHA approach to supportive service coordination, housing aides are responsible for managing the resident's support service needs. However, the case load of the housing aide staff is too large for them to use a case management system. Each housing aide has a case load of about 700 residents, which makes it impossible to monitor the needs and issues of individual households. Within these limitations, BMHA is very concerned about moving individuals and families toward financial self-sufficiency. To accomplish this goal, they have established development-wide Section 3 and Financial Self-Sufficiency initiatives. The problem is the housing authority does not have the staff needed to aggressively promote these programs among the residents. Consequently, they are underutilized. These limitations notwithstanding, the BMHA-PCN has a solid foundation upon which to build a high quality supportive service system. In order to achieve this goal, however, it will be necessary to overcome the shortcomings found in the current system.

The Planning Approach

The great challenge facing the BMHA and BMHA-PCN is how to establish a case management system for the individuals, children and families with the greatest need. The building of a unique partnership with the University at Buffalo makes this possible. The secret to making this relationship work is the creation of a *shared value* between the University and the BMHA-PCN. The University needs excellent sites for its graduate students in Social Work to learn case management and other supportive service skills, while the BMHA-PCN needs an army of social workers. By creating a link between the educational needs of the University and the practical needs of the BMHA-PCN, and win-win situation was created.

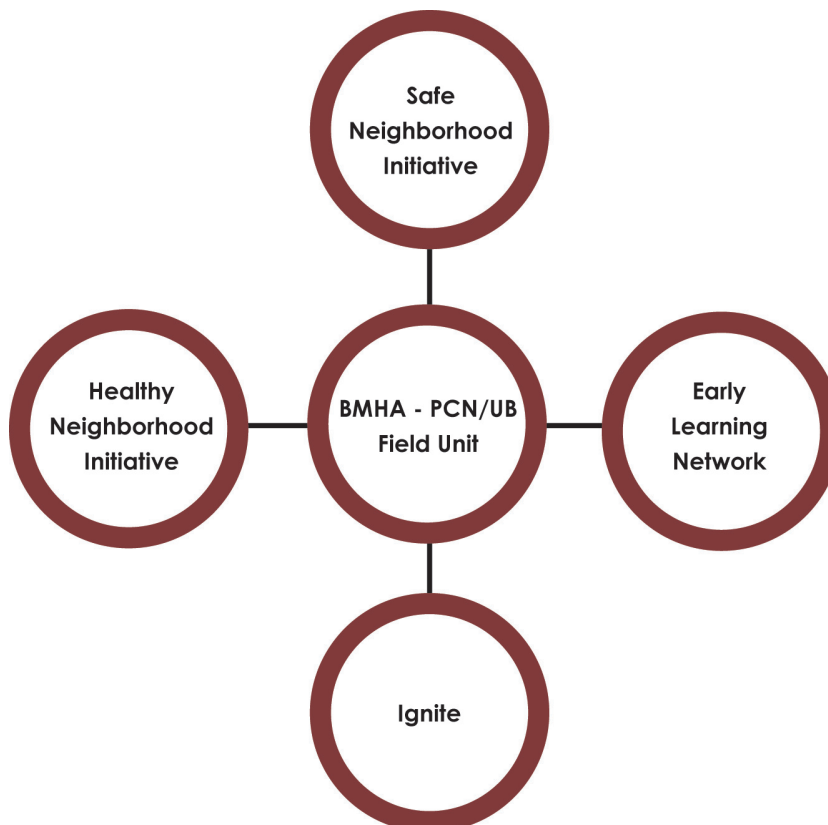
The field unit will deliver a proactive and aggressive case management and service coordination system in the PCN, which will be informed by a “trauma human rights perspective” that provides holistic support for the residents. The case managers will be assigned to work with the most vulnerable individuals, families, and children. The guiding principles of the field office will be to develop a program anchored by approaches and processes that stress individual and family development in an environment of accountability and quality control.

The emphasis will be on a dual generation strategy, where we work to develop children and their parent(s), caregivers and other significant people in their household and immediate environment. Within this framework, the ongoing commitment will be to use evidence-based approaches to provide individuals, children and families with the supports they need to move systematically toward financial self-sufficiency and the optimization of life outcomes.

The BMHA-PCN Case Management and Supportive Service Coordination Field Office

(CMSC) is a partnership between the University at Buffalo and the Buffalo Municipal Housing Authority. The case management unit is headed by the University at Buffalo School of Social Work. It is the unit that anchors the work of the BMHA-PCN supportive service system. The CMSC will be a service unit not only for the BMHA, but also for all of the critical service initiatives in the PCN. It will be a hub that provides supportive services coordination and case management to them all.

Figure 37: Relationship of the BMHA-PCN/UB Case Management Field Unit to other PCN Programs



Action Plan

1. In Year 1, the BMHA will hire a licensed social worker to work with UB School of Social Work to establish an aggressive case management and supportive service coordination unit.
2. In year 1, the UB School of Social Work will recruit and assign three (3) graduate students to work as interns in the CMSC field unit.
3. Each graduate intern will spend one-year working with the CMSC field unit. The internship of graduate students will overlap so as to minimize the impact of transitions from one group of students to another.
4. In Year 1, the CMSC will develop a case management system in the BMHA Commodore Perry Homes and Extension.
5. In Year 2, the case management and supportive service coordination system will be expanded to include either the BMHA Frederick Douglas or A.D. Price housing development.
6. In Year 3, the case management unit will be expanded to include the final BMHA housing development.
7. In Years 4-6, the total number of UB School of Social Work graduate interns will be expanded to 15 students.
8. In Years 7-10, the case management and supportive service system will be expanded to the William and Emslie off-site housing development.
9. In Year 2, the Mini-Education Pipeline, Healthy Neighborhood Initiative, Safe Neighborhood Initiative, and Ignite will access the services of the CMSC (Figure 24).

Table 23: Performance Indicators and Metrics

Program Strategy	Agency/Organization	Major Issue/Challenge	Performance Metrics
PCN/UB Case Management and Service Coordinator Field Office	UB School of Social Work, Buffalo Municipal Housing Authority	Connecting PCN residents to appropriate health, educational, human and social service agencies to solve the problems of individuals and families.	#/% of PCN individuals and families utilizing the case management unit #/% of PCN residents reporting their problems were solved

Table 24: Phasing of Programs

Case Management and Service Coordination Field Office	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Licensed Social Worker	x	x	x	x	x	x	x	x	x	x
Case Management - Commodore Perry	x	x	x	x	x	x	x	x	x	x
Case Management - Other People Components		x	x	x	x	x	x	x	x	x
Case Management - Second BMHA development		x	x	x	x	x	x	x	x	x
Case Management - Third BMHA development			x	x	x	x	x	x	x	x
Case Management - William/Emslie Off-Site							x	x	x	x

PCN Healthy Neighborhood Initiative

The Challenge

The health status of a neighborhood is its single most important quality of life indicator. If people are unhealthy, depressed plagued with preventable disease, they will not be able meet the challenges which they face daily. Based on data obtained from the New York State Department of Health, the Statewide Planning and Research Cooperative System, and the UB Center for Urban Studies, the People planning team was able to gain insight into the health problems plaguing the residents of the BMHA-PCN. The data suggests that the health issues confronting BMHA-PCN residents stem from socioeconomic conditions, environmental problems, dilapidated housing, nutrition, lifestyle issues, and the lack of access to high quality health care.

Many of these health issues are preventable and/or can be managed. For example, one big health concern is the low birth weight of babies in the greater BMHA-PCN. Babies who are born weighing less than 2,500 grams (5.5 lbs.) are considered low-birth weight babies, and they are at-risk for having greater developmental and growth problems, as well as cardiovascular disease, Type 1 Diabetes, and sensory-neural impairments, and visual, auditory and intellectual impairment. The issue of low-birth babies is a serious problem in the BMHA-PCN. The percent of low-birth babies per 1000 live births is 49% greater in the BMHA-PCN than in Erie County and 60.5% greater than New York State (Table X). The large number of low-weight babies in the BMHA-PCN means that children in this community should be carefully monitored and receive regular check-ups, so that any health issues can be identified and diagnosed before they become more serious. Other health issues, such as Asthma, Myocardial Infarctions (heart attacks), diabetes and obesity are problems as well.

This brings us to the issue of health insurance. The good news is that most residents (99%) have some form of health insurance. The bad news is that the percentage of residents with publicly funded health care is about 75% greater in the BMHA-PCN than in Erie County. At the same time, the percent of residents with self—paid insurance is slightly higher in the BMHA-PCN than in Erie County. So, while most residents have some form of insurance, the type of coverage they have differs greatly, and this impacts accessibility. Most importantly, the availability of health insurance does not mean that residents have access to regular medical care. Economic issues still matter. The ability to afford the co-pays that accompany visits to physicians and clinics might be an intervening factor, or neighborhood culture might keep people from visiting their doctor or medical home regularly. Regardless, the community needs survey showed that most residents used the emergency room as their primary source of regular medical care and information about health issues. This practice not only drives up medical costs, but also it shows that residents have a crisis orientation toward health issues and that they are not visiting their doctor or medical home regularly.

The community needs assessment suggests that health literacy might be a contributing factor. That is, residents do not know enough about health issues, including the availability of services in their own community, to manage their health and/or negotiate with the medical system. For example, the surveys conducted suggest that residents of the Commodore Perry Housing Development have trouble understanding a doctor or nurse's oral instructions, filling out forms, and following instructions on labels of medicine. Also, most residents (85%) indicate they did not know how to access all of the health care services they and other members of their household needed, and they are not aware of many health services found in their community. These health issues are further impacted by the BMHA-PCN physical environment and lack of access to affordable, high quality food.

a. Physical Environment

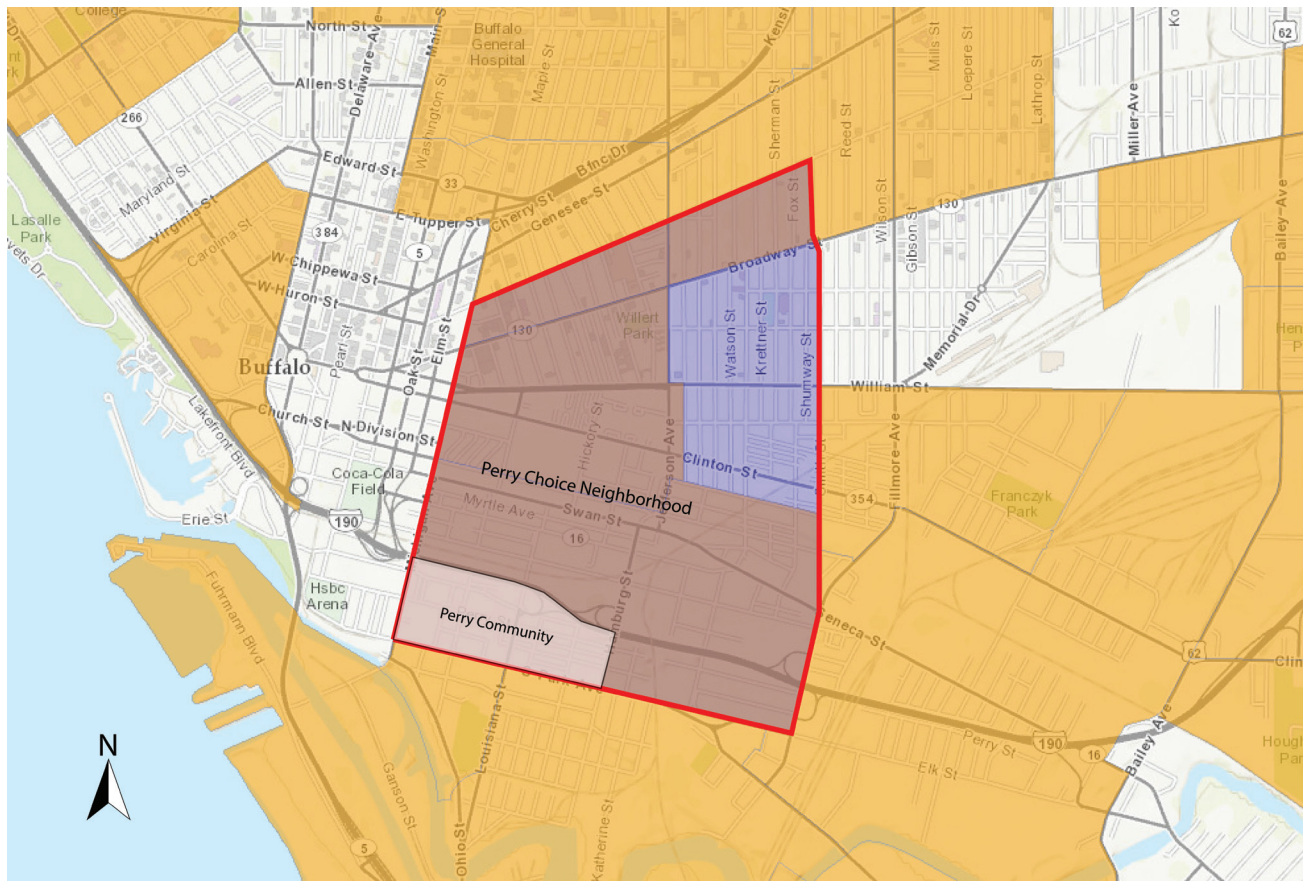
The community needs survey indicated that transportation issues make it difficult for residents to access services that many facilities provide within the BMHA-PCN. The problem is that the bus system is designed to connect residents to sites throughout the city and region, but not within the neighborhood itself. Moreover, the scattering of goods and services within the BMHA-PCN contributes to poor walkability within the community. The neighborhood also lacks a "hub" that brings people together and that could also promote a greater sense of community and facilitate the delivery of community supportive services.

b. Food Access

Most BMHA-PCN residents need to travel considerable distances to shop for groceries because there is no traditional grocery store in the community. Tops Markets, a local grocery chain, has stores located at 1275 Jefferson Avenue (3.1 miles north of Commodore Perry) and at 1460 South Park Avenue (2.1 miles east of Commodore Perry). Because of this, most Perry residents are forced to shop at Basha's Market/Gas Station and the Dollar Store, where fresh food and produce are not available. The distances that people must

travel for food purchases further increases their transportation costs.

Figure 38: Census Tracts where most Residents Travel more than 1/2 Mile to Access a Supermarket



- = Low income census tracts where a significant number or share of residents is more than 1/2 mile from the nearest supermarket

The Healthy Neighborhood Initiative Plan

The analysis of the community needs survey indicates that many barriers impact the health of residents by keeping them from accessing quality support services, including the lack of access to high quality health services and nutritional foods. In reacting to these barriers, people make “rational” decisions within the context of their neighborhood conditions, which are shaped by societal and community norms and values, regulations and public policies. As these barriers impacting health are lowered or removed, behavioral change becomes more achievable and sustainable, and the health of the individual will improve. The most effective approach of constructing a pathway to a healthy lifestyle is to blend five (5) of these levels -individual, interpersonal, organizational, community, and public policy—into a single, but multi-level approach to delivering neighborhood-scaled health services.

- At the **individual level**, personal history and biological factors influence how individuals within this neighborhood behave and increase their likelihood for good or poor health.
- **Interpersonal relationships** with family, friends, intimate partners and peers may influence health behavior.
- **Organizations** often provide intervention strategies that can encourage, support, or undermine health behavior or conditions.
- **Community** contexts in which social relationships occur (schools, neighborhoods, workplaces) and environmental conditions encourage or discourage healthy living.
- Societal factors include **economic and social policies** that create access to and funding for health conditions.

Operating within this context, the People planning team developed a healthy neighborhood initiative based on an analysis of the health data and construction of a formative evaluation system that makes possible the monitoring of program activities and the making of ongoing enhancements to the program as it is being implemented. Based on the data analysis, the People planning team identified ten (10) major health issues in the BMHA-PCN.

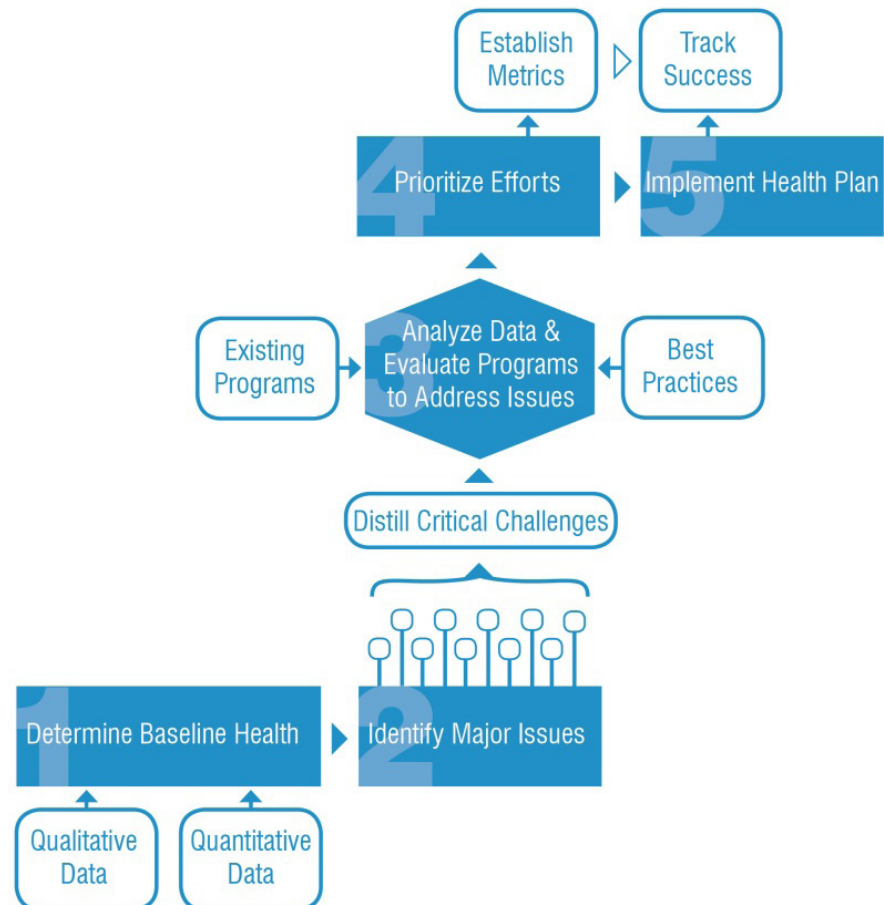
1. Low health literacy
2. Lack of a medical “home”/health insurance
3. Low birth weight
4. Obesity
5. Hypertension
6. Myocardial infarction
7. Diabetes
8. Prostate cancer
9. Breast cancer
10. Asthma/poor air quality

Based on these ten (10) health issues, the planning team was able to condense the list into four (4) critical issues. These issues impact the ability of BMHA-PCN residents to access key health services in order to solve these major health problems, which thwarts the development of a healthy neighborhood in the BMHA-PCN:

- Information on health issues relating to prevention, early identification of health problems, nutrition, and issues of diagnosis and treatment
- High quality, healthy foods
- A medical home, including a private physician
- Healthy homes and a healthy neighborhood environment**

The healthy neighborhood strategy is based on developing a set of highly interactive programs designed to develop activities that will address these access issues, thereby leading to significant improvements in the health of BMHA-PCN residents. Within this approach, the data assessment made it possible to establish a set of baseline data from which to determine improvements in the health status of the residents over time. The following diagram outlines the health planning and implementation process that will be followed.

Figure 39: Strategic Health Plan Outline



Action Plan

The BMHA-PCN Healthy Neighborhood Initiative will consist of connections to a series of existing programs and new programs that will be launched by the People planning team.

Existing Programs

The existing programs will be implemented during the first five (5) years of the BMHA-PCN initiative.

In Year 1, Massachusetts Avenue Project (MAP) Mobile Market, which is operated by the Massachusetts Avenue Project, a local non-profit with a proven track record for promoting healthy food access within the City of Buffalo, will establish a Mobile Market site in the Commodore Perry Homes and Extensions.

The Mobile Market is an evidence-based, nutrition equality program that uses a mobile food truck as a medium between local urban agriculture operations and low income neighborhoods that have limited access to fresh foods. The Mobile Market will make it possible for the People planning team to provide access to affordable, high quality food in this neighborhood, which is underserved by supermarkets.

1. In Year 1, the Map Mobile Market will provide healthy food access for residents in Commodore Perry, Frederick Douglass, A.D. Price and in the William and Emslie Streets off-site residential housing settlement.
2. The Mobile Market will make foods affordable and accessible by accepting Electronic Benefits Transfer (EBT) cards and by providing food at affordable prices.
3. The market will make one visit per week to the BMHA-PCN sites from June through October (or the end of the growing season).

In Year 1, The Mobile Safety-Net Team (MSNT), a regional community outreach organization funded through the John R. Oishei Foundation, will expand its operations to include the BMHA-PCN. The MSNT will establish a supportive service resource event in the BMHA-PCN, which provides a one-stop shop that provides residents with access to high quality services.

1. In Year 1, the MSNT will work with the People planning team to conduct a needs assessment in the BMHA-PCN to determine the menu of services and activities that will complement existing programs and activities.
2. The MSNT will work with the BMHA-PCN Supportive Service Partnership Group to schedule bi-monthly resource service events at the Commodore Perry Homes and Extension, Frederick Douglas, and William and Emslie Streets offsite housing communities.
3. The MSNT resource events will help residents gain access to services including housing issues, HEAP and utilities, health insurance, employment, senior services, veteran services, and more.
4. The MSNT will provide residents with critical information in areas of need, such as financial & legal assistance, employment and training, health insurance, social services, crisis services, and food/nutrition.

In Year 1, Mercy Comprehensive Care Center, located within Commodore Perry, a member of the BMHA-PCN collaborative and a member of the Catholic Health System and, will work with the PCN to expand its *Mission on the Move* program and take part in MSNT supportive service resource events.

1. Mercy Health Clinic/Catholic Health System will provide screening for heart-related conditions, diabetes, and general physiological wellness at all Mobile Safety-Net Team resource events.
2. Mercy Health Clinic/Catholic Health System will provide residents with information on and consultations about Cholesterol, Glucose, Blood Pressure, Bone Density, Body Composition, Carbon Monoxide Testing, and other health issues at resource events.
3. Residents identified to be at risk for health conditions will be directed to Mercy Health Clinic or other appropriate providers for care and to the PCN-CMSU for assistance connecting with medical insurance providers and benefits.
4. Case managers will be assigned to work with all residents identified to be at risk for health conditions.

In Year 1, the Erie County Medical Center (ECMC) will use its Mobile Mammography Unit to provide mammograms and transportation services for clients served at Supportive Service Resource Events held at Commodore Perry. Establishing the presence of the Mobile Mammography Unit in the BMHA-PCN will help to address the major health issue of breast cancer by increasing residents' access to care and providing them with an opportunity to increase their health literacy. Regular mammograms are important for any woman over the age of 40 to ensure that proper prevention measures for breast cancer are taken. In order to have a mammogram, a doctor's script is necessary. However, women without a physician will be able to obtain a script at the mobile unit. Appointments are required and will be coordinated in conjunction with the BMHA and the Planning and Information Center.

1. In Year 2, ECMC will establish a "Mammogram Day" at the BMHA Frederic Douglas and A.D. Price housing developments.
2. In Year 3, "Mammogram Day" will be established at the William and Emslie off-site residential area.

In Year 1, the planning team will work with Catholic Charities to devise a strategy to ensure that the Fulton Street Food Pantry, located in Commodore Perry Homes and Extension, provides healthy foods to the residents of the BMHA-PCN who frequent the pantry on a weekly basis.

1. 1.The Fulton Street Healthy Food Pantry will look to increase by 50% the stocking of healthy foods in its food pantry by Year 3
2. 2. The Fulton Street Food Pantry will provide residents in Commodore Perry Homes and Extension with high quality foods to supplement their diets.

Proposed Programs: While existing programs will be implemented during the first five (5) years of the BMHA-PCN initiative, the BMHA-PCN will engage other potential partners on the local, county, and state levels to bring additional programs that connect to the Healthy Neighborhood Initiative into the BMHA-PCN. Most of the proposed programs will look to be implemented between years 6-10, but will be implemented earlier if opportunities present themselves.

1. In Year 6, the New York State Department of Health will establish the Healthy Neighborhood Program to place a home inspector(s) in the three (3) BMHA developments in the BMHA-PCN to offer home assessments and identify in-home asthma triggers, as well as education to help individual's better control their asthma.
2. In Year 7-8, the Healthy Neighborhood Program will inspect homes in the BMHA-PCN offsite housing settlement in the Williams and Emslie Street area.
3. In Year 9, the program will be evaluated and a strategy will be formulated to complete the inspections throughout the remainder of the BMHA-PCN.

In Year 6, the BMHA-PCN will engage Erie County to expand its Buffalo Prenatal-Perinatal Network to include the BMHA-PCN.

1. The Network will identify pregnant mothers and provide access to prenatal care through the provision of prenatal home visits, and other personalized care.
2. In Years 6-10: the Network will provide access to expectant mothers in Commodore Perry, Frederic Douglas, A.D. Price and the William and Emslie Street areas.
3. In Year 10, based on the lessons learned, a plan will be developed to extend the program across the entire neighborhood.

The BMHA-PCN planning team will work with the P2 Collaborative of Western New York (P²) to establish the BMHA-PCN Community Health Education Program by Year 5. The P2 Collaborative is a regional multi-stakeholder organization with a focus on improving the health and wellbeing of Western New York neighborhoods, and it will establish a neighborhood health education program in the BMHA-PCN that is based on the successful model currently operating in Niagara Falls, NY (Mayor's Task Force to Create a Healthier Niagara Falls). The Community Health Education Program will be implemented over a five (5) year period and will focus on developing an aggressive health education program in the five (5) PCN BMHA housing developments and in the William and Emslie streets residential development area.

1. P2 will establish *The Health e3: Explore. Engage. Educate* (Health e3) to empower residents to take an active role in improving and maintaining good health.
2. The Health e3 program will teach the residents about basic health care and health care related concepts—doctors, clinics, health plans, social services.
3. The Health e3 program will teach residents how to prepare for visits to the doctor and how to make decisions about health planning and treatment.
4. The Health e3 program will teach residents how to develop a personal care action plan that produces a healthy lifestyle.
5. The P2 Collaborative will establish the *Living Healthy Program* in Year 6 to help neighborhood residents manage chronic illness effectively. The program will be designed to help residents with chronic illness manage pain, stress, anger, and to make improvements in their quality of life.
6. The Living Healthy Program will establish four (4) programs that deal with chronic disease, chronic pain, diabetes and HIV.
7. The P2 Collaborative will establish the *Diabetes Prevention Program* in Year 6, which will help residents reduce their risk for diabetes through lifestyle changes.
8. The P2 Collaborative will assign a lifestyle coach to work with the most at-risk residents in the BMHA housing developments and in the Williams and Emslie street area.
9. In Year 2, the BMHA-PCN Planning and Information Center (P&I) will look to partner with the New York State Department of Health (NYS DOH) to launch the Healthy Heart Program.

In Year 3, the P&I Center will establish a community wellness and fitness program that holds aerobic classes for adults and seniors four (4) times a week.

1. In Year 5, the P&I Center will establish a senior neighborhood walk program that will have Saturday morning walks during the April through September of each year.

Performance Indicators and Metrics

- a. Target short term efforts and long term goals are that:
 1. Residents will have access to affordable high quality foods for residents in the Commodore Perry Homes and Extension.
 2. Residents will gain access to high quality supportive services that will help them successfully deal with the challenges they face.
- b. The long-term goals for the Healthy Living Initiative are based on the performance indicators, which were developed in conjunction with the People-based outcomes identified by HUD, and from what residents and service providers in the Perry Choice Neighborhood have identified as critical outcomes that should be achieved.
 1. Residents of the BMHA-PCN have knowledge and information about the supportive services available in the BMHA-PCN and across the region, and are able to access them.
 2. All residents will be able to obtain healthy and affordable food in the BMHA-PCN.
 3. 80% of residents in the BMHA-PCN at all stages of the life cycle have a medical home (family physician) and have regular medical examinations.
 4. Chronic disease rates for conditions such as heart attack, asthma, obesity and diabetes are significantly lower throughout the BMHA-PCN.
 5. Residents of the BMHA-PCN regularly engage in healthy lifestyle activities that promote good nutrition, exercise, physical health and emotional and psychological well-being.
- c. Several performance metrics have been established in order to measure each plan component's effectiveness in having children, youth and adults within the Perry Choice Neighborhood be physically and mentally healthy.

Table 25: Performance Metrics

Program/Strategy	Agency/Organization	Major Issue/Challenge	Performance Metrics
Health e3	P2 Collaborative - PCN Community Health Education Program	Low health literacy	#/% of residents with "Medical Home"
Navigate	P2 Collaborative - PCN Community Health Education Program	Low health literacy	#/% with health insurance
Living Healthy	P2 Collaborative - PCN Community Health Education Program	Diabetes, other chronic diseases	#/% reporting stress/psychological distress
Diabetes Prevention Program	P2 Collaborative - PCN Community Health Education Program	Diabetes	#/% reporting good physical health
Health & Wellness Screenings	Catholic Health Mercy Comprehensive Care Center	Heart-related conditions, diabetes, low health literacy	#/% reporting good physical health
Mobile Mammography Unit	Erie County Medical Center	Breast cancer	# of screenings
Mobile Markets	Massachusetts Ave Project	Access to healthy foods	Healthy food sales totals
Bi-Monthly Health Fairs	Mobile Safety-Net Team	Low health literacy	#/% of residents with "Medical Home"
Fulton Street Food Pantry	Catholic Charities	Access to healthy foods	# of residents served
Prenatal-Perinatal Network	Erie County	Low birth weight	# of residents served

Source: UB Center for Urban Studies

Table 26: Phasing of Existing Programs

Healthy Neighborhood Initiative - Existing Programs	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
MAP Mobile Market	x	x	x	x	x	x	x	x	x	x
WNY Mobile Safety Net Team - Community Needs Assessment	x									
WNY Mobile Safety Net Team - Resource Events	x	x	x	x	x	x	x	x	x	x
Mercy Comprehensive Health Care Clinic - Mission on the Move	x	x	x	x	x	x	x	x	x	x
ECMC Mobile Mammogram Unit - Commodore Perry	x	x	x	x	x	x	x	x	x	x
ECMC Mobile Mammogram Unit - Douglas/Price	x	x	x	x	x	x	x	x	x	x
ECMC Mobile Mammogram Unit - William/Emslie Off-Site	x	x	x	x	x	x	x	x	x	x
Catholic Charities - Fulton Street Food Pantry	x	x	x	x	x	x	x	x	x	x

Source: UB Center for Urban Studies

Table 27: Phasing of Proposed Programs

Healthy Neighborhood Initiative - Proposed Programs	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
NYS DOH - Healthy Neighborhood Program (BMHA developments)						X	X	X	X	X
NYS DOH - Healthy Neighborhood Program (William/Emslie - Off Site)							X	X	X	X
NYS DOH - Healthy Neighborhood Program (Entire PCN)									X	X
Erie County Prenatal-Perinatal Network (BMHA Developments)						X	X	X	X	X
Erie County Prenatal-Perinatal Network (William/Emslie - Off Site)						X	X	X	X	X
Erie County Prenatal-Perinatal Network (Entire PCN)										X
Planning & Information Center - NYS DOH Healthy Heart Program		X	X	X	X	X	X	X	X	X
Planning & Information Center - Fitness Program			X	X	X	X	X	X	X	X
Planning & Information Center - Neighborhood Walk Program					X	X	X	X	X	X
P2 Collaborative - Community Health Education Program						X	X	X	X	X

Source: UB Center for Urban Studies

The Perry Choice Safe Neighborhood Initiative

The Safe Neighborhood Challenge

The BMHA Perry Choice Neighborhood Planning Initiative is designed to transform the Perry Choice Neighborhood (PCN) into a great place to live, work and raise a family. To make this happen, the neighborhood will be revitalized and housing will become a platform that supports a *ladder*, which residents can climb to financial self-sufficiency, improved lives and a higher standard of living; a community in which the children graduate from high school on time, and are ready to go on to college or enter the workforce. This type of neighborhood cannot be built without making it a safe and secure place in which to live, work and raise a family. Therefore, neighborhood development and public safety must march in tandem.

The transformation of the BMHA-PCN into this type of neighborhood will not be easy. Over half the working age residents are without jobs, and most people live on the economic margin. Research studies typically stress a causal relationship between violent, property and nuisance crimes. The consensus is that people are at-risk for becoming involved in gang life and criminal activities when they cannot access jobs and opportunities. In the BMHA-PCN, many young people fall into this category. In the neighborhood, there are 3,494 young people, 24 years and under, with about 2,143 (61%) of them between the ages of 15 and 24 years, including 1,401 (40%), between 18 and 24 years.

Many of these young people are unemployed. The statewide unemployment rate among youth between 16 and 19 years is about 20%, while it was 14.9% in the Buffalo-Niagara metropolitan area. However, in the BMHA-PCN, the unemployment rate among 16 to 19 year olds is 50%, while it is 26.6% among the 20 to 24 year old group. Not only is unemployment high among young people in Buffalo, but education attainment is problematic. The BMHA-PCN high school dropout rate for youth between the ages of 16 and 19 years, is 13.9% (N=1397). Moreover, according to the Buffalo Public Schools (BPS), many young people—especially blacks and Latinos—who complete high school are not ready for college or a career. These problems are reinforced by a low-aspirational level among many blacks and Latinos. More than 30% of the students report that they do not plan to attend college, including community college, after graduating from high school. With only a high school degree and no advanced training, these young people are at risk for becoming confined to low-income jobs and possibly becoming involved in gang life and criminal activities.

The risk factor for these young people is increased by the absence of a strong youth development program in the BMHA-PCN. For instance, there are no neighborhood-based afterschool programs in the community, and most community centers offer mostly unstructured recreational programs. There are a few good programs near the BMHA-PCN, such as the Boys and Girls Club and Computers for Children. However, these programs are not located in the immediate neighborhoods, and the children have trouble getting to and from them. Consequently, most neighborhood youth do not see them as an option. Consequently, a unanimous theme in the Commodore Perry focus group with young people is that there is nothing to do in the neighborhood.

In distressed neighborhoods, joblessness and a culture that glorifies consumerism creates a volatile combination, which helps to explain which explains why the BMHA-PCN has noticeably higher rates of violent and property crimes than the City of Buffalo and Erie County. In 2011, crime rates per 1000 persons for violent crimes included 11.2 assaults, 0.3 rapes, and 8.6 robberies in the BMHA-PCN. In 2011, property crimes per 1000 persons included 24.8 burglaries, 38.8 larcenies, and 6.8 vehicle thefts. The rates for the first six months of 2012 were comparable to the patterns observed during the first six months of the previous year (The BMHA-Perry Choice Neighborhood: Crime Assessment, 2012).

The Planning Approach

The data analysis indicates that the causes of neighborhood-level crimes are interrelated with joblessness, low-educational attainment, and low-aspiration levels combined with a weak youth development program. These issues have a multi-level impact—*individual, interpersonal, community, society and organization*, which means that one must use a tiered strategy to address the safe neighborhood challenge.

Level 1—Individual—At Level 1, the goal will be to improve the judgment and decision-making skills of young people, to develop their leadership skills, bolster their aspiration level and to get them engaged in neighborhood and community building activities. In this context, it will be important to provide these young people with viable alternatives to street life. This particularly important for those young people who have dropped out of school and who have embraced street life. Here, the goal is to move the young people away from this lifestyle by providing them with real alternatives to the street. The prime goal is to keep young people *on track*, who are in school and moving toward success in life. For those young people that have embraced street life, the prime goal is to get them *back on track* by changing their behavior and the trajectory of their lives.

Within this framework, the People planning team will simultaneously work to stop the violence, reduce neighborhood crime and work to change the criminal justice system by developing alternatives to incarceration, establishing neighborhood courts, and engaging in other activities to reform the system.

Level 1—Interpersonal – at this level, we want young people understand more deeply the impact that violence and crime have on other people and get them to recognize how their actions impact the lives of others, especially their friends, family and love ones. The goal is to make young people realize that crime and violence are roads to nowhere, while simultaneously providing them with opportunities to complete their high school education, go on to college, or to enter the workforce, prepared to build a career. Most important, at the interpersonal level, the goal is to get young people to value the importance of peacefully resolving conflicts and never using violence to solve problems.

Level 2—Community—at this level, community members, organizations and groups will engage in activities to change the behavior of young people and get them to focus their energy on positive actions, thereby, keeping them *on track* to succeed in life. Here, the community residents will engage young people in a battle of ideas, with the goal of getting them to adopt community norms, standards and values. Concurrently, the goal is to work with law enforcement and the BMHA to bolster the patrol of the neighborhood with the intent of reducing crime in hot spots. Activities at this level will also include research and predictive mapping to guide the work of neighborhood peacekeepers and law enforcement.

Level 3—Society – at this level, we will develop programs to change structures that spawn difficulties for young people, including the criminal justice system. Moreover, programs and activities will be established to facilitate access to school, higher education, jobs and opportunities for young people.

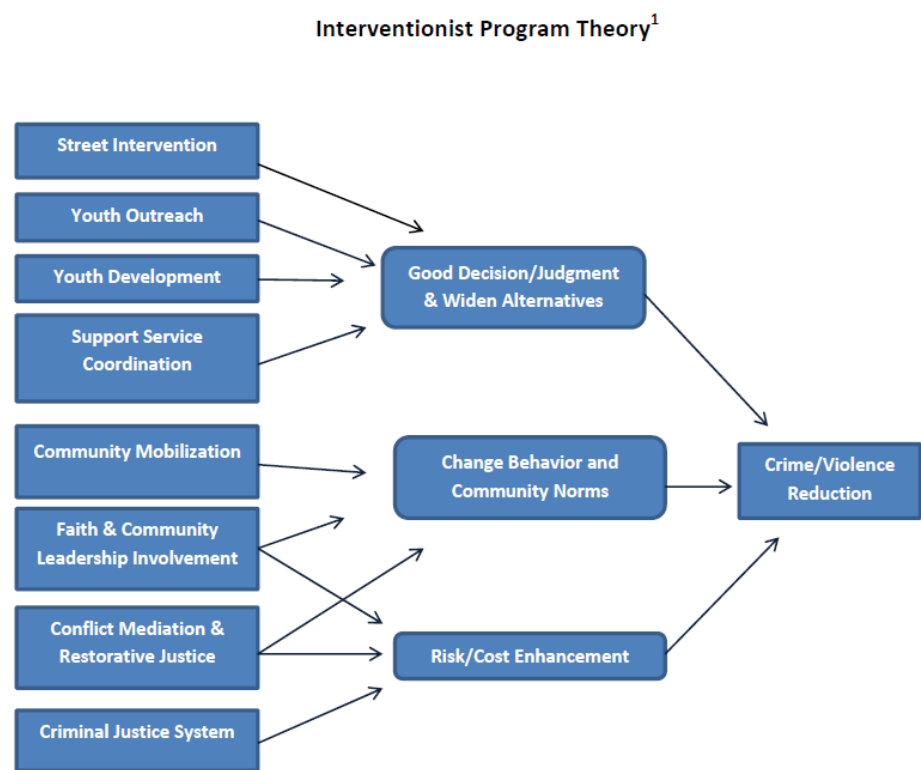
Level 4—Organization—The Safe Neighborhoods Initiative (SNI) will bring together groups and organizations, with deep experiences in grappling with youth development, and violence and crime issues, to work closely with law enforcement to create a safe neighborhood environment in the BMHA-PCN. Moreover, efforts will be made to align the programs and activities of the safe neighborhood initiative with local law enforcement agencies, as well as with the Promise Neighborhood Byrne Grant. This alignment is critical. Both the Promise and Choice Neighborhood initiatives are on the East Side of Buffalo, and many of the criminals that operate in the Promise Neighborhood

“These issues have a multi-level impact—*individual, interpersonal, community, society and organization*, which means that one must use a tiered strategy to address the safe neighborhood challenge.”

also create problems in the Choice Community, which is a few miles to the south. By integrating our efforts with those of the Promise Neighborhood, the delivery of law enforcement and crime prevention services will be made easier.

The following diagram depicts how the various forces interact to bring about behavioral change in young people. Within this conceptual framework, the strategy has a youth development and two violence and crime reduction components. One violence and crime prevention component focuses on the three BMHA housing developments, while the other focuses on the larger BMHA-PCN. Although conditions in Commodore Perry and the BMHA housing developments are similar to those found throughout the BMHA-PCN, there are still important differences among them. Anchoring the activities of all three components will be the UB Research and Crime Mapping Unit, which will be responsible for developing a knowledge base to guide the activities of the SNI.

Figure 40: The Safe Neighborhood Model of Change



¹ This figure is based on the Chicago CeaseFire Program Model.

The Action Plan

The Safe Neighborhood Working Group, a sub-committee of the Perry Choice Neighborhood Initiative, will provide oversight of the initiative. The activities of the SNI will be organized around three activity hubs: *Youth Development*; *Crime Prevention and Reduction*, and *Research*.

Youth Development

The BMHA-PCN Youth Council

One key to transforming the BMHA-PCN into a safe neighborhood is to develop a neighborhood-level program to keep children at Commodore Perry and the larger BMHA-PCN community on *track* to graduate from high school on time and ready for college or entry into the workforce. The goal of the **BMHA-PCN Youth Council** is to form an organization that provides young people with opportunities to participate in programs and activities that will promote their positive growth and development. The Youth Council will target young people between the ages of 6 -18 years for membership. Within this framework, the Youth Council will focus on young people who are on *track* to stay out of trouble and graduate from high school on time, as well as those students that are *off track* and at-risk for getting involved in gang and/or criminal activities.

Action Plan

1. In Year 1, the Buffalo Boys and Girls Club and the 4-H Club of Buffalo will work with the Youth Council to develop the organization's program of activities. The goal is to empower young people by enabling them to co-develop the programs and activities that will guide their growth and development.
2. The Boys and Girls Club, the 4-H Club and the Youth Council will design the organization's program around five core areas: leadership and community; academic development and career preparation; community art and photography; sports, fitness and recreation; and health and life skills. These core areas are designed to provide youth council members with the knowledge, skills, competencies and social maturity required to negotiate the complexities of school and neighborhood life, and to graduate from high school ready for college and/or a career.
3. The People planning team will establish a *Council of Elders* in Year 1 to provide oversight and leadership to the YC.
4. The YC will organize the membership into three age cohorts—ages 6 – 10; ages 11 – 14, and ages 15 – 18 years. Each age group will work with the *Council of Elders* to decide on a name for their group.

Crime Prevention and Reduction

The Interrupters

The Interrupters Program is a collaborative led by the *Community Action Organization (CAO) of Erie County, Stop the Violence Coalition, Back to Basics, the Peacemakers, Big Brothers and Sisters of Buffalo, the Buffalo Municipal Housing Authority (BMHA) and the Buffalo Police Department (BPD)*. The program is composed to two interactive components, the Non-Violent Street Workers and the Neighborhood Peace Makers. The Interrupters are modeled on the Chicago Cease Fire Program and the non-violent street workers program sponsored by the Providence Institute for the Study and Practice of Non-Violence.

The goal of the Interrupters is to reduce crime and violence in the BMHA-PCN by redirecting the lives of the most at-risk young people in the community. The strategy is get young people to gain deep insight into the risks and consequences of a lifestyle characterized by crime, violence and extremely risky behavior and to get them to imagine a world filled with opportunities and greater possibilities. Within this context, the strategy will be to teach high at-risk youth to improve their judgment and make good decisions, while creating opportunities for them to complete their high school education and/or go to college, or receive vocational training and enter the workforce.

Figure 41: Crime Hot-Spots 2011

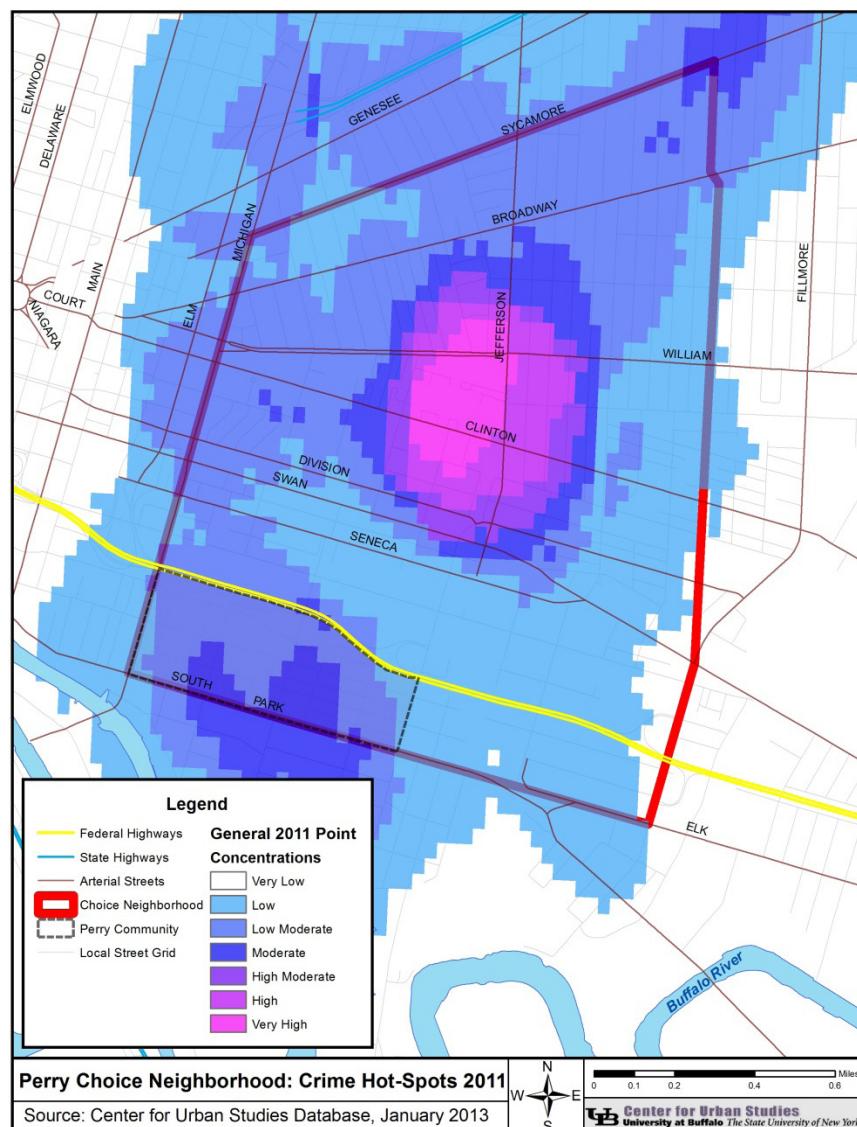
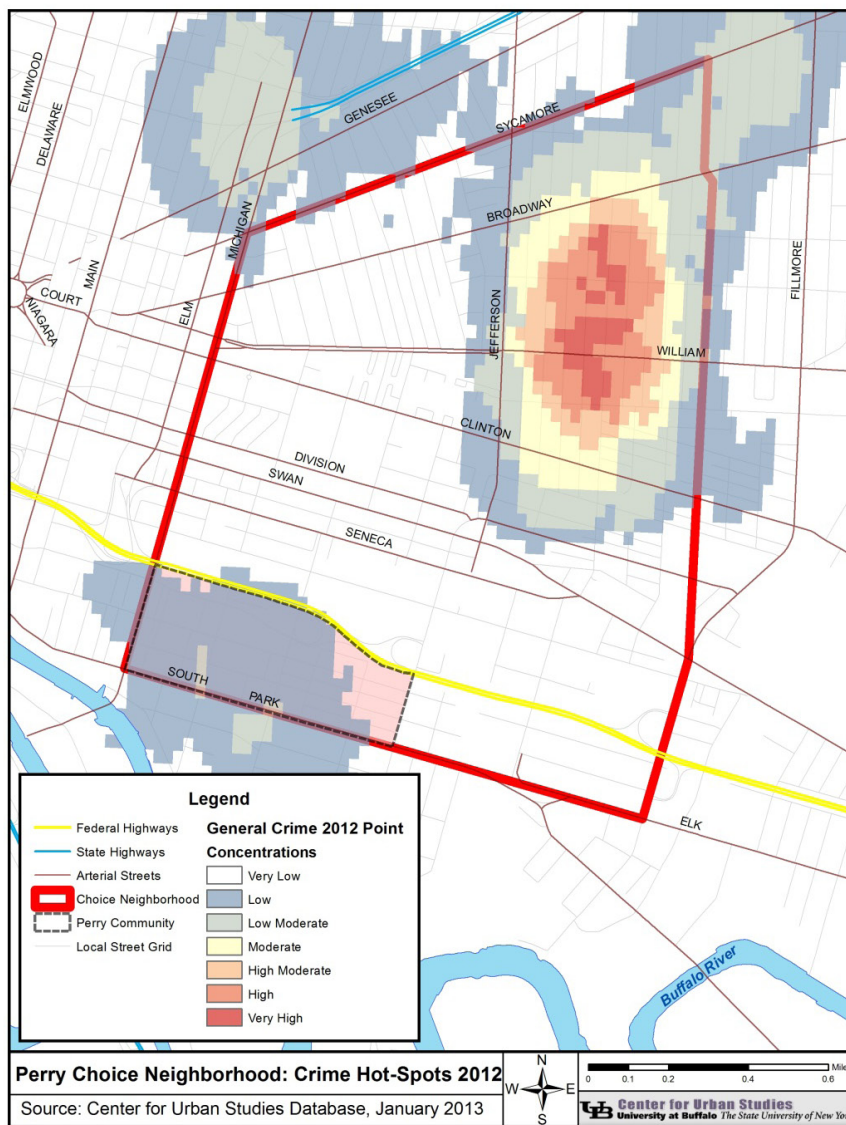


Figure 42: Crime Hot-Spots 2012



The Non-Violent Street Workers

The Non-Violent Street Workers is modeled after the evidence-based program, *Cease Fire*, which gained national recognition for its work with at-risk youth in Chicago, Illinois.

1. The street workers will operate under the supervision of the Safe Neighborhood Initiative Coordinator and the Stop the Violence Coalition and Back to Basics.
2. In Year 1, the *Street Workers* will hire four young adults with street credibility to build trustful and positive relationships with troubled youth and young people in the BMHA-PCN.
3. The *Street Workers* will use their experience and knowledge of gang and street life to seek out and build relationships with troubled youths and young adults.
4. In Year 1, the *Street Workers* will develop an outreach strategy for engaging young people by building their trust, getting them involved in positive activities and moving them away from violence.
5. In Year 1, the *Street Workers* team will establish a schedule of weekly meetings to be held with young people to discuss how to resolve conflicts before they erupt into violence, the importance of returning to school, and participating in job training programs.
6. In Year 1, each *Street Worker* will be assigned a caseload of 25 clients with whom they will coach, advise and connect them to services and opportunities that will help them redirect their lives.
7. The *Street Workers* will work toward the reduction of violence by responding to neighborhood shootings/killings by working with the families of the victims and by mediating potentially violent situations, especially acts of retaliatory violence.

The Neighborhood Peace Makers (NPM)

The NPM will support and reinforce the activities of the non-violent street workers. The NPM will be a collaborative of neighborhood-based organizations and faith-based institutions that will work closely with the street workers.

In Year 1, the NPM will develop programs in conflict mediation, restorative justice and mentoring, and they will hold workshops and education programs for at-risk youth regarding the GED and counseling for drug and alcohol abuse.

1. In Year 2, the Neighborhood Peace Makers will develop a working relationship with the BMHA-PCN Case Management and Service Coordination Unit.
2. In Year 2, the NPM will refer troubled youth to the Case Management and Service Coordination Unit to make sure they are connected to the services they need.
3. In Year 2, Case Managers will be assigned to the most vulnerable students and their behavior will be tracked.
4. In Year 3, all youth receiving services will be tracked, and their movement toward getting back on track to optimize their life outcomes will be closely monitored.

The BMHA Community Policing Initiative (CPI)

There are three public housing developments in the BMHA-PCN, which have a significant presence in the BMHA-PCN. Although conditions inside these BMHA developments are similar to those found throughout the BMHA-PCN, there are still important differences between the BMHA developments and the larger BMHA-PCN. These differences must be taken into account by creating distinct strategies for the reduction of crime and violence in Commodore Perry and in the larger BMHA-PCN. Toward this end, the People planning team established a separate strategy for making the Commodore Perry, Frederick Homes and A.D. Price safer communities.

1. In Year 1, the CPI will hire two community safety officers that will be responsible for foot patrols around the BMHA housing developments.
2. The community safety officers will work closely with the Buffalo Police Department (BPD) to deter crime, gather intelligence on neighborhood gang activity, and to use cameras and smart card entry systems to improve the safety and security issue in the housing developments.
3. In Year 1, to incorporate the residents into the crime reduction process, a *Silent Complaint System and Hot Line* will be established to provide an easy, but anonymous way for residents to provide the CPI with information on safety and security issues.
4. In Years 1-3, the community police offers will patrol the Perry development, where they will develop trusting relations with the residents and become integrated into the fabric of neighborhood life and culture.
5. In Years 4-5, the community police offers will expand their patrolling to Frederick Douglas and A.D. Price, where trust with the residents will be developed, and the peace officers will become integrated into community.
6. In Years 1-3, the existing Camera Surveillance System at the Perry development will be strengthened, and one camera surveillance operator will be hired to monitor them.
7. In Years 4-5, the Camera Surveillance Systems at Frederic Douglas and A.D. Price will be strengthened.
8. In Year 2, the BMHA will enhance the safety of Commodore Perry by using a Smart Card Entry System to reduce the presence of unauthorized persons in the high rise and multiple-family housing units.
9. In Years 4-5, the Smart Card Entry System will be established in Frederick Douglas and A.D. Price.

Research*UB Center for Urban Studies - Research and Crime Mapping Unit*

1. In Year 1, the University at Buffalo (UB) Center for Urban Studies (CUS) will establish a crime mapping and research unit to study crime patterns in the BMHA-PCN and in the BMHA housing developments.
2. The UB CUS will establish a partnership with the BPD and the BMHA Security Office during year one.
3. From Year 1 and onward, the BPD will provide the UB CUS with access to crime data on violent and property crimes in the community.
4. In Year 1 and onward, the street workers will also provide the UB CUS with data on gang activities and other issues that impact safety and security in the neighborhood. The data will be used to determine the location of crime, especially hotspots, and to determine patterns of criminal activity. The research team will also investigate causality and other issues that contribute to crime and violence in the neighborhood and formulate recommendations to guide the work of the Safe Neighborhood Initiative.
5. The BPD will coordinate its patrolling of "hot spots" in the community with the data analysis and intelligence from the Crime Research Unit.
6. The BPD and other law enforcement units will share information on gang activity within the BMHA-PCN and provide the CPI with information on shootings and killings, so that the SNI can mobilize community responses and intervene to prevent retaliations and escalations, and so that the BPD, along with the Court System, can forge an alternative sentences program for select youth in the BMHA-PCN.

Table 28: Performance Indicators and Metrics

Program/Strategy	Agency/Organization	Major Issue/Challenge	Performance Metrics
Youth Council	Boys and Girls Club, 4-H Club	Youth Development	# of youth in positive youth development activities High school graduation rates
Non-Violent Street Workers	Stop the Violence Coalition, Back to Basics	Criminal Activity	Residents feel safe in homes Part I Violent, Part I Property, and Part II Crime Rates
Neighborhood Peace Makers (NPM)	Stop the Violence Coalition, Back to Basics	Criminal Activity	Residents feel safe in homes Part I Violent, Part I Property, and Part II Crime Rates
Community Policing Initiative (CPI)	Buffalo Municipal Housing Authority (BMHA)	Criminal Activity	Residents feel safe in homes Part I Violent, Part I Property, and Part II Crime Rates
Research and Crime Mapping Unit	UB Center for Urban Studies (CUS)	Identifying Crime Hot Spots	Residents feel safe in homes Part I Violent, Part I Property, and Part II Crime Rates

Source: UB Center for Urban Studies

Table 29 : Phasing of Programs

Safe Neighborhood Initiative	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Youth Council	x	x	x	x	x	x	x	x	x	x
The Interrupters - Non-Violent Street Workers	x	x	x	x	x	x	x	x	x	x
The Interrupters - Neighborhood Peacemakers	x	x	x	x	x	x	x	x	x	x
BMHA Community Policing Initiative	x	x	x	x	x	x	x	x	x	x
Research and Crime Mapping	x	x	x	x	x	x	x	x	x	x

Source: UB Center for Urban Studies

Ignite, Inc.: A Section 3 Business and Employee Development Center

The Financial Self-Sufficiency Challenge

The residents of the BMHA-PCN are a low-income population, situated at the very bottom of the city's service and knowledge economy. Most BMHA-PCN residents are either "jobless" or have very low incomes of \$22,000 or lower. The significant number of jobless individuals and very low income workers represent a huge challenge to constructing a ladder that residents can climb to achieve financial self-sufficiency. This challenge is made even greater by the structure of the local economy and the low-levels of educational attainment among BMHA-PCN residents. In Western New York (WNY), between 2004 and 2008, low-wage jobs grew by 17%, while high wage jobs grew by 6%. Concurrently, middle-wage jobs declined by 10%. In Buffalo's education, life sciences, and tourism and hospitality economies, it is becoming increasingly difficult for residents to climb out of low-incomes into a middle-income status. Within this contextual setting, the low educational attainment level of BMHA-PCN residents makes it exceedingly difficult for them to compete for the higher wage jobs, especially those in the middle-income sector. Most BMHA-PCN residents (66.4%) have only a high school diploma or less. When the housing and transportation burden of these residents are added into the low-income equation, the financial self-sufficiency challenge becomes even greater.

In this contextual setting, the secret to meeting the financial self-sufficiency challenge is forge a community economic development strategy that seeks to turn the regeneration of the BMHA-PCN into opportunities for business development and training, and the development and employment of workers living in the neighborhood. In this way, the residents will be able to participate in the transformation of their lives, while they are engaged in the transformation of their community. In addition, the construction of new housing units, the making of critical improvements in the physical environment, and the development and expansions of supportive services, including services created to satisfy the needs of new residents, will create opportunities for businesses to capture new contracts and job opportunities for workers that have the requisite skill set. Concurrently, development projects near downtown Buffalo are creating numerous opportunities throughout the region, especially in the greater BMHA-PCN. In this area alone, there are more than a billion dollars in existing and planned projects. Therefore, the secret to meeting the financial self-sufficiency challenge is to prepare Section 3 business owners and residents to take advantage of the opportunities that are developing in this neighborhood, the city and region.

The Planning Approach

The secret to constructing a ladder of opportunity that residents can climb to financial self-sufficiency and potentially into the middle classes is to prepare them to take advantages of opportunities that will be created through the regeneration and transformation of the BMHA-PCN. This task will involve strengthening and developing Section 3 businesses and increasing the skills, competencies and specialized training of neighborhood workers. Since there are no existing organizations in the BMHA-PCN or in the City with the capacity to carry out this work, the People planning team will develop one. The goal is to develop a non-profit, which has the capacity to (1) develop Section 3 business enterprises (2) train workers with both hard and soft skills and (3) identify business and employment opportunities in the BMHA-PCN and throughout the WNY region.

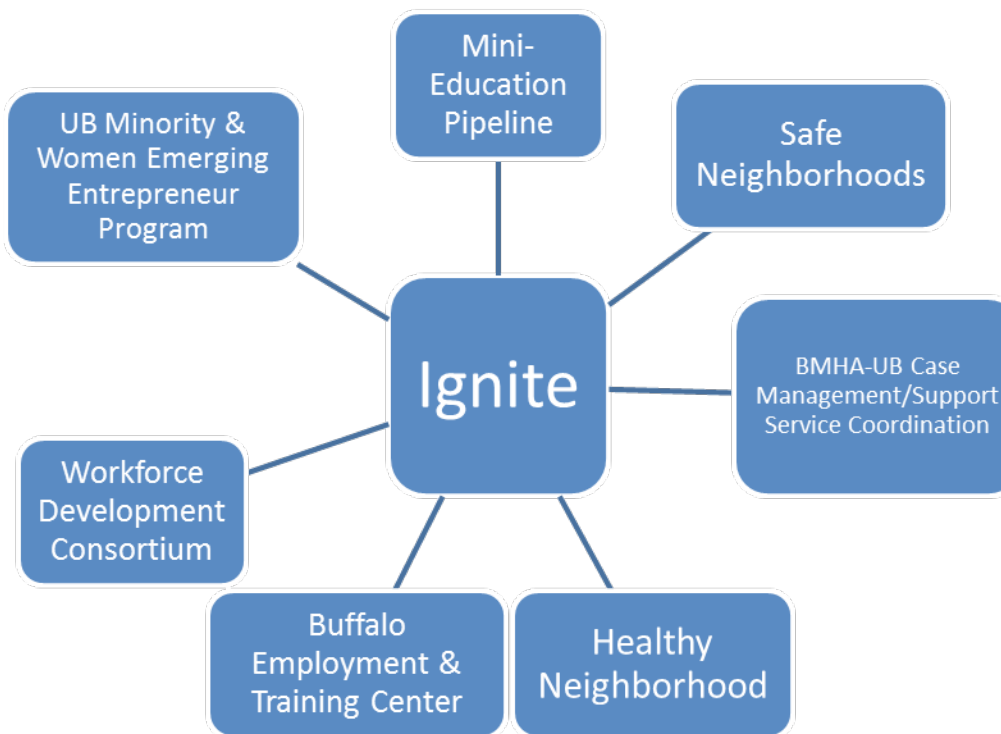
For the unit to be successful, it will need to develop interactive linkages with other key units within the People component of the BMHA-PCN neighborhood transformation strategy, as well as with other key employment and business development programs throughout the metropolitan region. In particular, Ignite will need to develop strong relationships with the BMHA-PCN Case Manage-

ment and Support Service Coordination Unit because of social supports that business owners and workers in the program will likely need. These participants in Ignite live in households, neighborhoods and communities that create destabilizing experiences that can easily get people off track from achieving their goals and realizing their aspirations. When this happens, the linkages with the Case Management and Service Coordination Unit will help them get back on track by providing them with the needed help and assistance.

There are two innovative dimensions of Ignite that will enable it to help residents meet the challenge of obtaining financial self-sufficiency. The first is that many Section 3 businesses, especially those owned by blacks and Latinos, fail because of their back office inefficiencies, namely the ability to manage finances and complete appropriate paperwork. This can be fixed in two interrelated ways. First, by establishing a venue where owners can purchase the specific back office services they need. Second, the UB Center for Urban Studies and the UB School of Management Minority and Women's Emerging Entrepreneurial Program has a program that will provide advanced training for businesses enrolled in the Ignite program. Collectively, these two programs will enable Ignite to continually strengthen and develop the businesses working with it.

A second reason business fails and workers get discouraged is the inability to secure contracts and find employment. By hiring a trained compliance officer, Ignite will position itself to help secure contracts and employment for owners and workers by identifying and working with clients that have Section 3 and other set aside needs in the neighborhood, city and region. A goal of Ignite will be to become the prime supplier of Section 3, minority and women business owners throughout the metropolitan region. Here, the goal of Ignite is to create a shared value with businesses operating in the region.

Figure 43: The Linkages between Ignite and other Programs



Action Plan, Year 1:

1. The Ignite Board of Directors will be established and an advisory committee will be set up.
2. The executive director, compliance officer, and an office manager will be hired.
3. Contractual arrangements will be made with select back office establishments: legal; accounting; estimating, bidding and contracting; procurement, compliance, prospecting, and employment services.
4. A Memorandum of Understanding will be established with the UB School of Management regarding the utilization of graduate interns from the school.
5. A Memorandum of Understanding will be established with UB Minority and Women Emerging Entrepreneurs Program.
6. Will identify and develop contractual relationships and Memorandum of Understanding with employment training programs.
7. Securement of building to headquarter *Ignite, Inc.*
8. Recruit ten businesses and 100 workers to participate in the inaugural program.
9. Make the final selection of back office firms based on a needs assessment of the businesses participating in the program.

Year 2:

1. Businesses will be matched with the back office support firms.
2. Compliance officer will develop a client list and map out the business and workforce needs of area businesses. [determine all regional economic projects with federal dollars attached]
3. Conduct a needs assessment of the workers as they are placed in training programs.
4. Identify prospects of business contracts and employment opportunities for workers
5. Initiate placement activities for businesses and workers.

Table 30: Performance Indicators and Metrics

Program/Strategy	Agency/Organization	Major Issue/Challenge	Performance Metrics
Section 3 Business Development	Ignite, Inc. / Buffalo Municipal Housing Authority	Lack of M/WBE owned businesses	# of businesses assisted by Ignite, Inc. # of new M/WBE businesses # of contracts obtained by M/WBE businesses
Section 3 Workforce Development	Ignite, Inc. / Buffalo Municipal Housing Authority	Unemployment, low income households	# of individuals assisted by Ignite, Inc. Employment Rates by Industry Employment and unemployment rate in PCN # of PCN residents enrolled and completing a workforce training program. #/% households in poverty Median household income

Source: UB Center for Urban Studies

Table 31: Phasing of Programs

Ignite, Inc. - Section 3	Year	Year	Year	Year	Year	Year	Year	Year	Year	Year
	1	2	3	4	5	6	7	8	9	10
Board of Directors	x	x	x	x	x	x	x	x	x	x
Staffing	x	x	x	x	x	x	x	x	x	x
Memorandums of Understanding	x	x	x	x	x	x	x	x	x	x
Recruitment of Participants	x	x	x	x	x	x	x	x	x	x
Back Office - Contractual Agreements	x	x	x	x	x	x	x	x	x	x
Matching of Businesses		x	x	x	x	x	x	x	x	x
Local Business and Workforce Needs Identified		x	x	x	x	x	x	x	x	x
Needs Assessment of Workers		x	x	x	x	x	x	x	x	x
Business and Employment Opportunities Identified		x	x	x	x	x	x	x	x	x
Placement of Employees and Businesses		x	x	x	x	x	x	x	x	x

Source: UB Center for Urban Studies

Operations: The Organization and Management Structure

The BMHA Perry Choice Neighborhood initiative is a dynamic collaboration of more than 70 organizations, institutions, and service providers that have accepted the challenge to transform this distressed neighborhood into a community of prosperity; constructing a ladder of opportunity that will enable residents to climb to financial self-sufficiency, and an improved quality of life and standard of living. The greatest challenge is to harness the capacities of our partners and interweave the programs and activities through a strategy of horizontal and vertical integration. The goal is to build a highly efficient and effective democratic organization that is data driven, results orientated, and capable of leading this neighborhood transformation effort.

The Corporate Structure

The Buffalo Municipal Housing Authority will incorporate the Perry Choice Neighborhood as a 501c3 non-profit organization with a nine-member board of directors which includes representatives from the Buffalo Municipal Housing Authority, the University at Buffalo, residents, and the lead organizations. The Chief executive officer of the BMHA-PCN Choice Neighborhood Initiative will be an ex-official member of the Board. The operations of the BMHA-PCN will be carried out within a management structure that seeks to integrate the work of the five program sectors, identified as Critical Strategic Initiatives (CSI's): [Neighborhood, Housing, People, Education and Community Engagement; each managed by a CSI Team] with that of the BMHA-PCN staff.

Figure 44: BMHA Perry Choice Neighborhood Critical Strategic Initiatives



Source: UB Center for Urban Studies

The BMHA-PCN Board and Lead Organizations

The Board will set policy and provide overall leadership and direction to the BMHA-PCN, with the lead organizations playing an important role in providing oversight and direction to the BMHA-PCN Initiative. The leads will assist and advise the Board, the program managers and the CSI teams on matters related to the development of the program sectors, as well as on long-term planning issues. Within this capacity, the lead organizations will work with the BMHA-PCN to ensure that the specific CSI it oversees meets or exceeds expectations, and adds value to the overall mission and vision of the BMHA-PCN. The lead organizations will also be responsible for working with the program managers and CSI teams to connect the activities of its sector to the appropriate publics, organizations and initiatives throughout the city and metropolitan region, and will serve as a channel for communication with other CSI's. It will also assist and advise the Board on fund raising issues and opportunities by helping forge strategies that compliment other local and regional fundraising efforts. The Education and People lead organizations will also assist and advise the Board on ways to create interactive links with Buffalo Promise Neighborhood and other school, education and neighborhood reform movements in Buffalo.

The CSI Teams

The CSI teams will form a connector between the Board and the operations of the program sectors. Each team will be chaired by a member of the Board (from the lead organization) and the membership of that team will be composed of the coordinators of the programs operating in each section, the program manager for that sector, and several residents. These teams, under the leadership of the Board, will provide oversight for that sector.

Fundraising, the BMHA-PCN Foundation and the Lead Organizations

Building the fiscal capacity of the BMHA-PCN Initiative will be critical to its success. The fund raising effort, which is spelled out in detail elsewhere in the transformation plan, will be carried out by the BMHA-PCN Foundation, which will be established in Year 1 of the Initiative. It is expected that the lead organizations will use their influence to leverage funds and other resources on behalf of the initiative, and will work closely with the Foundation to ensure that its work unfolds in a manner complementary to the overall mission and vision of the BMHA-PCN.

Program Management

The success of this initiative will be determined in part by the levels of interface between certain program sectors, in particular, the Education sector and the Supportive Service System. Therefore, to enhance the critical linkage and ensure maximum efficacy, the Mini-Education Pipeline which includes the Early Learning Network, and the BMHA-PCN Supportive Service System will operate under the leadership of the same program manager. The Safe Neighborhood Initiative, Healthy Neighborhood Initiative, Ignite, and Community Engagement will each operate with their own manager.

Operations

The day-to-day management of the BMHA-PCN Initiative will be carried out by the BMHA-PCN staff, led by a Chief Executive Officer and project managers for each of the major People initiatives.

Operational Goals

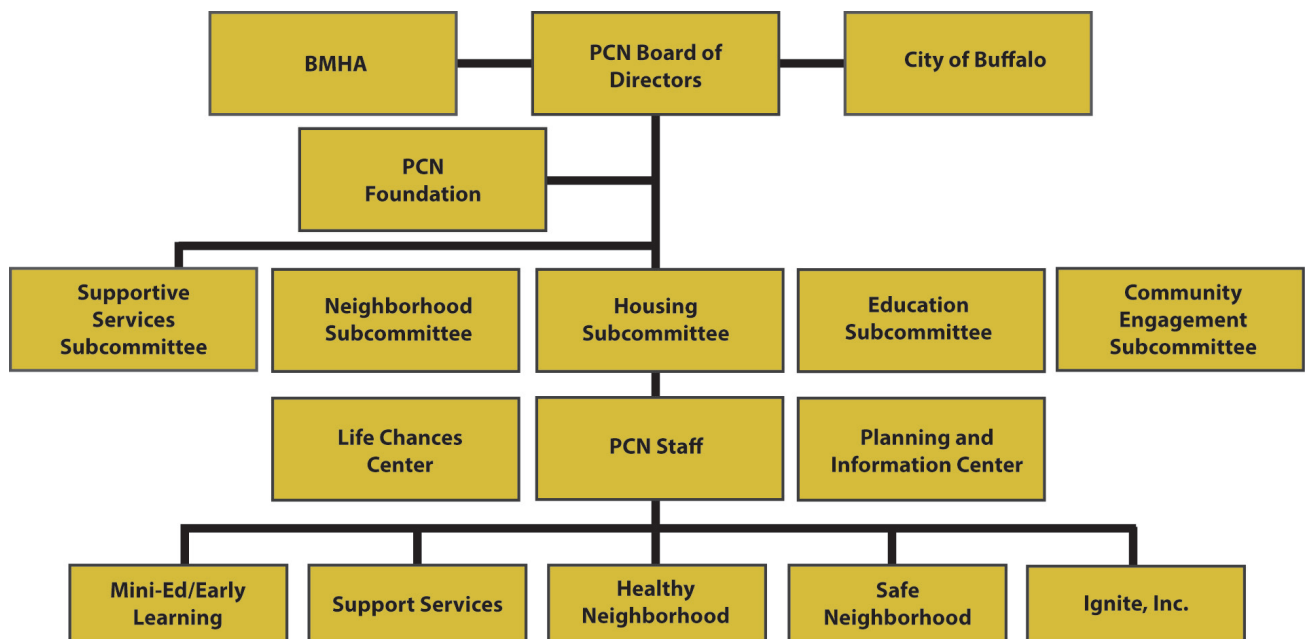
The activities of the BMHA-PCN staff will be informed by the leadership of the Board and by four interactive goals:

1. Achieve a high degree of coordination and performance among the PCN partners and service providers;
2. Work with partners and service providers to ensure that housing and neighborhood development activities are coordinated with people activities in such a way that housing leads to a stabilized neighborhood which in turn creates a platform that (1) moves individuals and families toward financial self-sufficiency and (2) helps young people graduate from high school ready for college or entry into the workforce;
3. Ensure that residents are actively engaged in all aspects of the implementation process;
4. Continuously improve the initiative through the use of data and an ongoing process of formative and summative evaluation.

Communications

The BMHA-PCN is an ambitious, complex initiative that has tremendous power and potential. With so many diverse partners and providers coming together under one roof, BMHA-PCN's capacity to build alliances and create clear channels of communication throughout the organization will be a key success factor. To facilitate this process, BMHA-PCN will be partnering with change management, organizational development, and team building specialists who will focus on creating the organizational climate that will lead to powerful collaborative relationships, and ultimately, the transformation of The Perry Choice Neighborhood.

Figure 45: BMHA Perry Choice Neighborhood Initiative Organizational Chart



Source: UB Center for Urban Studies

Evaluation: Performance Indicators, Metrics, Data Management

The BMHA-PCN initiative is a data driven, results oriented project that uses best practices as a guide to action. To succeed in the quest to transform the BMHA-PCN into a great place to live, work, play and raise a family, the initiative must overcome great challenges. Therefore, to reach this goal, it is necessary to develop an outcome based approach that is informed by a strong system of formative and summative evaluations. Overall, the evaluation set will be driven by the establishment of performance indicators, metrics and a system of data management, which will make it possible to measure progress and systematically move the BMHA-PCN toward the achievement of desired outcomes. The secret to making this evaluation system work is to construct a model of gathering, managing and analyzing data.

The phasing for this program will occur over a ten year period, and a set of data will be collected in Year 1 to service as a reference point against which future changes in the housing, neighborhood and social conditions of the residents can be measured. A logic model was constructed to map out changes during the first five years of the project. In Year 6, there will be an extensive summative evaluation made for the project and, on the basis of this analysis, a set of performance outcomes will be established for the second phase of the project (Years 7-10). These outcomes will focus on the critical strategic initiatives developed for the BMHA-PCN. Additionally, we established a set of foundation indicators and metrics for the BMHA-PCN initiative

Performance Indicators and Metrics

Each critical strategic initiative will be evaluated using data drawn from secondary sources used in the construction of the needs assessment for the BMHA-PCN and primary source records generated during the project's implementation. These data will be used to track performance indicators based on the metrics identified in the RFP issued by HUD for the project. Table X identifies five year outcomes for each element of the critical strategic initiatives. The project team has also identified short-term and intermediate-term benchmarks for the end of Years 1 and 3, which need to be reached in order to meet the five year goals for the project. Later, performance indicators, metrics and benchmarks will be established for the second five years of the project.

Foundation Indicators and Metrics

These indicators are grouped according the Choice Neighborhood objectives. Each indicator shows the related key measurement as suggested by Thomas & Herbert Consulting on behalf of HUD. This table represents the major foundation indicators and metrics that inform the Perry Choice Neighborhood about important baseline needs and progress tracking. A few of the metrics in this table are applied to multiple indicators. In addition to the foundation indicators and metrics, the BMHA-PCN data management and evaluation includes supplemental measures that provide a comprehensive assessment of the neighborhood. These additional measures are found in the statistical reporting of the Needs Assessment and also the Performance Indicators and Metrics tables for within each of the BMHA-PCN programs.

Table 32: Foundation Indicators and Metrics

Core Areas	Performance Indicators	Metrics
Neighborhood	<p>Neighborhood provides a safe and supportive setting for student learning</p> <p>Increase walkability index by five percentage points to connect to employment and basic services</p> <p>Reduce divestment: Reduce the percentage of vacant businesses in the PCN; Increase number of commercial properties redeveloped or developed in neighborhood; Increase number of building permits filed in neighborhood</p> <p>Stabilize neighborhood through the redevelopment of Perry Homes on- and off-site with improvement on 4 of 8 metrics</p> <p>Reduce poverty rate by five percentage points</p> <p>Rates of employment among working age non-disabled adults similar to or better than the employment rate in other neighborhoods in the jurisdiction and region</p> <p>Decrease crime rate in all categories</p>	<ul style="list-style-type: none"> • Number and percent of students at or above grade level according to State mathematics and reading or language arts assessments in at least the grades required by the ESEA (3rd through 8th and once in high school) • High School graduation rate • Walkability Index: The numeric score or index from Walkscore.com for the CN grant neighborhood • Number of building permits filed: Total number of building permits filed within the CN grant neighborhood • Median sales price by housing type sold • Numbers of foreclosed REO properties in the neighborhood • Concentration of households in poverty: Percent of households within the CN grant neighborhood under the poverty line • Median household income: Median income of households residing in the CN grant neighborhood • Neighborhood employment rates, by industry: Percent of CN grant neighborhood residents employed by industry • Neighborhood unemployment rate: Percent of residents unemployed within a CN grant neighborhood • Part I Violent crime rates per 1,000 residents as defined in the Round 1 Choice Neighborhoods NOFA, compared to citywide rate • Part I property crime rates per 1,000 residents, compared to citywide rate • Part II crime rate per 1,000 residents, compared to citywide rate
Housing	<p>PCN project replaces 222 units with 495 mixed income units over five years; with a long term goal of 414 public housing units with approximately 1,100 mixed-income units over a period of about ten years.</p> <p>Housing is energy efficient and environmentally sustainable</p>	<ul style="list-style-type: none"> • Replacement Housing: Total number of units replacing previously removed Public Housing or HUD-Assisted inventory • Non-Replacement Housing: Total number of newly constructed, acquired, or rehabilitated units that do not replace any previous Public Housing or HUD-Assisted inventory • Number of energy efficient units constructed as Part of the Transformation Plan: Total number of energy efficient replacement units constructed as part of the Transformation Plan • Number of energy efficient replacement units constructed: Total number of energy efficient replacement units constructed as part of the Transformation Plan • Number of energy efficient non-replacement units constructed: Total number of energy efficient non replacement units constructed as part of the Transformation Plan

<p>People</p>	<p>A proactive support service system approach exists that emphasizes prevention and early intervention in health, human and social issues.</p> <p>90% of working-age residents of the PCN have at least a high school diploma (or GED) and/or employable skills that allow them to obtain a full-time job that pays a living wage or to start a business in the WNY region.</p> <p>The number of households in the PCN below the poverty level is reduced by 5%, enabling individuals and families to afford the cost of housing, utilities, and all basic necessities required to maintain a self-sufficient, healthy lifestyle.</p> <p>Students' neighborhoods and school environments are safe havens, and students are able to travel safely to and from school</p> <p>All children attend a quality Early Childhood Education Program from the pre-natal period to five years, which prepares them to enter school with age appropriate social, language, literacy and learning skills.</p> <p>Students demonstrate academic mastery of subject matter at appropriate grade levels and persist throughout their entire educational experience from pre-Kindergarten to 12th grade, especially in Reading, English, Math, and Social Studies.</p> <p>Youth obtain either an associate's degree, advance work skills training, or go to college.</p> <p>Youth, not in college or a training program, are members of the "official" labor force.</p> <p>The crime rate (violent and property) in the PCN is below the average for both the City of Buffalo and Erie County</p>	<ul style="list-style-type: none"> • Number and percent of residents who have health insurance • Number and percent of children who have health insurance • High School graduation/completion rate • Number/percent that are employed • Number/percent that are unemployed • Number enrolled in job training or other workforce development programs <ul style="list-style-type: none"> • Number completed job training or other workforce development programs • Median household income • Residents report feeling safe in their homes • Number/% of children in kindergarten who demonstrate at the beginning of the program or school year age-appropriate functioning across multiple domains of early learning as determined using developmentally appropriate early learning measures • Number and percent of students at or above grade level according to State mathematics and reading or language arts assessments in at least the grades required by the ESEA (3rd through 8th and once in high school) • High School graduation/completion rate • Number enrolled in job training or other workforce development programs • Number completed job training or other workforce development programs • Number/percent that are employed • Number/percent that are unemployed • Residents report feeling safe in their homes
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Source: UB Center for Urban Studies and Thomas & Herbert Consulting

Table 33: Foundation Indicators and Metrics Matrix

PCN Performance Indicator Matrix	Component Plans	Median sales price by housing		♦			
		Foreclosed REO properties		♦			
		Building Permits Filed		♦			
		Number completed job training				♦	♦
		Number in job training program				♦	♦
		Employment Rates by Industry				♦	
		Number of Unemployed				♦	♦
		Number of Employed		♦		♦	♦
		Households in Poverty				♦	
		Median Household income		♦		♦	
		Residents feel safe in homes				♦	♦
		Part II Crime Rates			♦	♦	
		Part I Property Crime Rates		♦		♦	
		Part I Violent Crime Rates		♦		♦	
		Walkability Index			♦		
		Children w/ Health Insurance				♦	
		Residents w/ Health Insurance				♦	
		High School graduation rate			♦	♦	♦
		Grade Level Proficiency			♦		♦
		Early Learning Measures					♦
		Energy Eff.Non-Replacement Units	♦				
		Energy Efficient Replacement Units	♦				
		Energy Efficient Units	♦				
		Non-Replacement Housing	♦				
		Replacement Housing	♦				
		Housing					
		Neighborhood					
		People: Support Services Programs:					
		Supportive Service Partnership, Case Management, Healthy Neighborhood Initiative, Safe Neighborhood Initiative, Ignite Inc.					
		People: Mini Education Pipeline Programs: Early learning Network, K through 12, Afterschool Program, Summer Camp,					

Source: UB Center for Urban Studies

Table 34 : Long-Term (Year 5) Outcomes by Element of the Framework for the BMHA-PCN Project

NEIGHBORHOOD	HOUSING		PEOPLE		
Neighborhood Amenities	New Development	Mini-Education Pipeline (MEP)	Supportive Services	Safe Neighborhood Initiative	Ignite, Inc (Section 3)
Outcomes	Outcomes	Outcomes	Outcomes	Outcomes	Outcomes
Improved access to parks, community centers, and recreational amenities	New construction will meet energy efficient standard	Children from the PCN have access to quality early education experiences and quality public schools	Children and adults are physically and mentally healthy	Children between ages 6 and 18 will be members of the BMHA-PCN Youth Council	Working-age adults will meet proficient literacy standards
Increased access to food stores with produce (supermarkets, farmers markets, convenience stores)	New construction will be built with durable and low-maintenance materials	Children from the PCN have increased access to early childhood education programs	Health indicators are comparable to or better than peers outside of the development site	Youth Council members will avoid risky behavior	Working-age adults will have at least obtained a high school diploma or equivalent
Improved retail environment (clothing, general merchandise, pharmacy, and other stores)	New construction will comply with building code and health & safety standards	Children from the PCN are assessed as socially and academically prepared to enter kindergarten and the first grade	Residents have increased access to supportive services	Youth Council members will be physically, socially, mentally and spiritually healthy	Working-age adults will be able to find employment for at least 30 hours a week
Improved access to services (banking, insurance, restaurants, laundry, hair care, etc.)	New construction will meet or exceed green building standards	Youth in the PCN have a reduction in suspension rates for schools in the development area	Residents of PCN will have a medical home.	Youth Council members will be engaged leaders in the PCN	PCN residents will experience increases in average household income
Improved access to other community facilities and nonprofit service providers (child care, senior care, medical clinics, social services, educational facilities, public services)	New construction will be affordable to extremely low-income (public housing) households	Youth in the PCN have improved attendance rates for schools in the development area	Residents of PCN report having good physical health	Youth Council members will be civically conscious and believe in racial and social justice	PCN residents will experience increases in labor force participation
Increased accessibility to public transit	Marketing, and management practices for new construction will affirmatively further fair housing	Youth in the PCN graduate from high school on time (within four years) and are prepared to enter college or the workforce	Residents of PCN report low levels of psychological distress	Youth Council members will graduate from high school ready for college and/or a career	PCN residents will experience increases in the percent of working age adults meeting proficient literacy standards
Expanded and sustained engagement with units of the University at Buffalo (and other educational anchor institutions) located in the target area	New construction will include low-income (tax credit homes), and moderate income (market rate rentals/owner occupied)	MEP students perform at or above grade level according to state English and math assessments in 3rd through 8th grades		There will be a reduction in the PCN's crime rate (overall and by type of crime)	HUD-assisted households will have increased income and savings
Expanded and sustained engagement with hospitals and health care providers (and other health-care related anchor institutions) located in the target area	Revenue from rental income will meet debt payment and maintenance requirements			PCN residents will have increased perception of safety	Households will become more economically stable and self-sufficient
Expanded and sustained engagement with Buffalo public schools (and other primary education anchor institutions) located in the target area	New construction will result in a reduction in vacancy and abandonment				

Source: Wallace, Roberts & Todd (WRT) and the UB Center for Urban Studies

Project Budget

The preliminary project budget for the Housing Development and Critical Community Improvements components of the Transformation Plan are included in the tables below.

Housing Development: Housing development will proceed in five phases. The first project will be development in the CNI area, which is a third phase of the redevelopment of AD Price for which a 2013 9% LIHTC reservation of \$894,631 has been provided by New York state housing finance agency. This will be followed by other phases on the targeted Perry Homes site, on the adjacent city-owned Larkin Park and in the surrounding neighborhood. As indicated in the table, we anticipate that all residential developments will receive 4% or 9% low-income housing tax credits.

Table 35: Preliminary Phase-By-Phase Residential Development Budget

Closing:	2013	2014	2015	2016	2017	
	AD Price III	On Site I	Park Site	On Site II	Off-site	Total
Sources	CNI Phase I	CNI Phase II	CNI Phase III	CNI Phase IV	CNI Phase V	
Capital/RHF Funds	2,280,684	3,059,658	-	3,059,658	-	8,400,000
CNI Funds	Home Ownership Component	4,988,372	4,988,372	4,988,372	4,534,884	19,500,000
LIHTC Equity - 9%	7,963,204	-	12,868,713	-	12,868,713	33,700,630
LIHTC Equity - 4%	-	6,766,667	-	6,766,667	-	13,533,334
First Mortgage	Construction Loan	3,820,913	3,432,340	3,820,913	3,260,723	14,334,888
Other Sources	2,400,000	6,844,390	3,210,575	6,844,390	2,610,680	21,910,036
Total	12,643,888	25,480,000	24,500,000	25,480,000	23,275,000	111,378,888
Uses						
Acquisition	70,500	0	1	0	0	70,501
Hard Costs	7,478,560	19,110,000	18,375,000	19,110,000	17,456,250	81,529,810
Soft Costs	5,094,828	6,370,000	6,124,999	6,370,000	5,818,750	29,778,577
Total	12,643,888	25,480,000	24,500,000	25,480,000	23,275,000	111,378,888

Source: Wallace Roberts & Todd (WRT)

Critical Community Improvements: As indicated in the preliminary budget, Critical Community Improvements will include a variety of projects including a new 105,000 square foot community center (the Life Chances Center), new parks, streets and other infrastructure improvements.

Table 36: Preliminary Critical Community Improvements

SOURCES	Comm. Center	Parks, Streets and	TOTAL
	Phases I-III	Other Infrac.	
CNI - (\$4.5M Max.)	4,500,000		4,500,000
CDBG - (~\$3.5M Max.)	2,500,000		2,500,000
Buffalo Creek Community Development Fund	1,000,000		1,000,000
Lanigan Park Funding Leverage			0
NMTC Equity	9,695,000		9,695,000
Other - Gap	9,926,900	11,175,966	21,102,866
Total Sources	27,621,900	11,175,966	38,797,866

USES			
Land Acquisition	1		1
Construction Cost	21,512,221	9,511,460	31,023,681
Soft Costs	6,109,678	1,664,506	7,774,184
Total Uses	27,621,900	11,175,966	38,797,866

Source: Wallace Roberts & Todd (WRT)

Funding and Financing Plan

CNI Funds: If awarded a grant, approximately \$19,500,000 of an anticipated \$30 million CNI award would be used to fund housing development. The funds will be invested in phases I to V.

Public Housing Capital and RHF Funding: BHMA expects to commit approximately \$8.4 million of its public housing funds to developing the public housing units in the Transformation Plan. We anticipate that these funds will be used in Phases I, II and IV. Additionally, approximately \$1.0 million in public housing funds will be used for demolition of the existing development. BMHA may provide available or accumulated public housing funding for its commitment to the Transformation Plan projects.

Tax Credit Equity: LIHTC equity is expected to be a primary source of funding for all residential development phases. We anticipate that more than 50% of the funding for 9% LIHTC projects (phases I, III, and V) will be tax credit equity and more than 25% of 4% LIHTC projects (phase II and IV) will be equity.

Conventional Debt: All phases that include PBV, tax credits and/or market-rate units (Phases II to V) will be capable of supporting debt. Our preliminary analysis indicates that the projects should leverage approximately \$14 million in conventional debt.

Other Funding Sources: We expect to secure a variety of other funding sources, approximately totaling \$22 million, for the projects. These sources may include equity from New York State tax credits, New York State Housing Trust Funds, HOME, Energy grant credits, Federal Home Loan Bank Affordable Housing Program, deferred developer fee, as well as other sources.

Neighborhood Leverage

The anticipated leverage for all neighborhood activities (Critical Community Improvements), which includes a new community center, infrastructure, parks and street improvements, is indicated in the table below. The table indicates funding that is anticipated to be committed as of a 2013 CNI application deadline.

Table 37: BHMA-PCN Neighborhood Leverage

Anticipated Neighborhood Leverage	
Funding Source	Amount
Buffalo Creek Community Development Funds	\$0
City CDBG Commitment	\$2,500,000
Total Anticipated Neighborhood Leverage	\$2,500,000

Source: Wallace Roberts & Todd (WRT)

Neighborhood Leverage projects and their funding sources may include:

- CDBG funding
- CSBG funding
- HOME funding
- Infrastructure Improvements in Neighborhood
- Perry Street
- Ohio Street
- Buffalo Creek Community Development Fund
- Other development investments in the neighborhood
- AD Price Phase 3
- Webster Block
- Waterfront development

Housing Leverage

Sources of funding for Housing development that we expect to be committed by the submission deadline date for a 2013 CNI Implementation grant application are indicated in the table below.

Table 38: BMHA-PCN Housing Leverage

Anticipated Housing Leverage	
Funding Source	Amount
CNI Phase I - Tax Credit Equity	\$7,963,204
CNI Phase I - Housing Trust Fund	\$2,400,000
City CDBG Commitment (Source for Site Work)	\$1,000,000
CNI Phase II – First Mortgage	\$3,806,383
Total Anticipated Housing Leverage	\$15,169,587

Source: Wallace Roberts & Todd (WRT)

Anticipated committed leverage may include:

- Tax credit equity
- Conventional debt
- HOME funds
- Federal Home Loan Bank AHP
- Other capital contributions, grants and subordinate loans

People Budget

The Perry Choice Neighborhood (PCN) Budget for the "People" component of the planning grant consists of budget categories in the areas of a leadership team, education, supportive services, safe neighborhood initiative, and Section 3 - BMHA Ignite. The figures contained in this section are a preliminary assessment of the budgets in each of the component areas as of the Transformation Plan submission. Some of the figures in contained within component budgets have not been fully vetted and are based on anticipated commitments by the time the implementation proposal is submitted.

Each component of the People budget is broken down into (1) Budgeted Items - which contains those programs, positions, contracts, and investments where funding is needed to operationalize all or part of that component, and (2) Leverage – which is a combination of both cash and in-kind investments from partners in specific People component areas for the BMHA-PCN. The budget is calculated over a ten (10) year period, which mirrors the BMHA-PCN phased implementation project plan. Although the budget does not specifically rely on HUD Choice Neighborhood Implementation Grant funding, the project team used the same timetable in the construction of the People budget component for years 1-5. In years 6-10, the budgets have been projected outward and adjusted for inflation with annual 2% increases. The 2% figure was the average monthly rate of inflation for the United States during the 2012 calendar year, according to InflationData.com.

The overall BMHA-PCN People budget totals \$51,480,291. This number represents a combination of budget items, new funding, and leverage from the BMHA-PCN partners. The budgeted items total is \$6,285,266, and the leveraged funding total amounts to \$45,195,025. Table 1 provides an overview of the total BMHA-PCN budget by component. The five (5) major components are (1) The People Leadership Team, (2) Mini-Education Pipeline, (3) Supportive Services Network, (4) Safe Neighborhood Initiative, and (5) Section 3 – BMHA Ignite.

Table 39: BMHA-PCN Total Draft People Budget

Budget Component	10-Yr Budgeted Total	10-Yr Leveraged Total	Overall PCN Budget Total
People Leadership Team	\$1,681,671	\$0.00	\$1,681,671
Mini-Education Pipeline	\$4,056,708	\$31,741,408	\$35,798,116
Supportive Services	\$546,887	\$8,660,480	\$9,207,367
Safe Neighborhood Initiative	\$0.00	\$3,293,137	\$3,293,137
Section 3 - IGNITE	\$0.00	\$1,500,000	\$1,500,000
TOTAL	\$6,285,266	\$45,195,025	\$51,480,291

Source: UB Center for Urban Studies

BMHA-PCN People Budget Framework

The BMHA-PCN People Budget Framework is guided by several principles that are reflected in the overall total People budget. The overarching strategy is to make the critical investments necessary in the areas of education, supportive services, youth development/security and safety in order to meet the Choice Neighborhood goal of turning a community of poverty into a community of opportunity. This approach includes prioritizing programs in each component area in order to have the greatest impact on outcomes; phasing in programs throughout the ten (10) year implementation period; and leveraging the resources of partners to achieve all of the BMHA-PCN performance measures. The goal of this approach is to build a neighborhood-based institutional infrastructure to meet the needs of the residents of the BMHA-PCN, and for the individual components to work together and complement one another.

The BMHA-PCN People Leadership Team will be the unit responsible for the day-to-day management and coordination of the various programs and activities across each component. All of the funding in this component area is expected to be budgeted items and makes up about 27% of the budgeted costs, but only about 3% of the total costs of the BMHA-PCN People Budget.

The largest component of the BMHA-PCN People Budget, in terms of both budgeted and leveraged funding is allocated to the Mini-Education Pipeline (MEP). This component represents 65% of the budgeted funds and 70% of the overall People budget (including leveraged funds). The two (2) main expenditures within the MEP are for the operations of the Early Learning Network and contractual expenses for the Management Structure which will lead MEP. There is significant leveraged funding from multiple partners that are part of the MEP Management Structure, Early Learning Network, and the Academic Enrichment and Supportive Services program that will work in the four (4) MEP partner schools. Other programs that are a part of the MEP budget include the BMHA-PCN After-School program and the Summer Academic Camp, as well as the School-Neighborhood Bridge, which is funded through leveraged dollars. (See Table 3)

The Supportive Services component can be characterized as a low-cost, high-impact part of the overall BMHA-PCN People Budget. Two key elements of the People strategy include case management and the construction of the Life Chances Center (LCC), which will serve as a neighborhood hub of educational and supportive service activity. In partnership with the University at Buffalo School of Social Work, a Case Management Unit that will work across all program areas will be imbedded in the LCC to provide case management to residents of the BMHA developments and work with MEP site facilitators to solve the problems that people face on a daily basis in the BMHA-PCN. Supportive Services account for 9% of budgeted items and about 1% of total BMHA-PCN People Budget costs, including leverage. A significant portion of the overall Supportive Services budget is the funding connected to the LCC, out of which many of the BMHA-PCN partners will operate their programs, including the Catholic Charities Food Pantry and the BMHA-PCN Planning and Information Center. The Supportive Service Management Team consists of a budgeted Program Coordinator for the entire component as well as leveraged funds from University at Buffalo interns and leveraged funds provided by members of the BMHA-PCN Collaborative who currently operate within the BMHA-PCN target area. It is anticipated that the leveraging amount for Supportive Services will increase as additional partnerships are made and additional organizations are invited to become members of the BMHA-PCN Supportive Service Partnership Group during the implementation phase. (See Table 4 and Table 5)

The Safe Neighborhood Initiative (SNI) component currently consists entirely of leveraged funding. The SNI salaries category includes the following staff positions: Project Director/Youth Development Coordinator, Administrative Assistant, Street Worker Coordinator, three (3) Street Workers, two (2) part time Community Safety Officers, a part time Camera Surveillance Operator, and ten (10) part time Youth Leaders. (See Table 6)

The following tables outline the each budget component that make up the entire BMHA-PCN People budget.

BMHA-PCN Leadership Team

The BMHA-PCN Leadership Team has budgeted items which amount to \$1,681,671 over the ten (10) year implementation period. Table 2 provides an overview of the investment in the BMHA-PCN leadership Team.

Table 40: The BMHA-PCN Leadership Team Budget

Budget Component	10-Yr Budgeted Total	10-Yr Leveraged Total	Overall PCN Budget Total
Project Coordinator	\$620,591	\$0.00	\$620,591
Development Specialist	\$547,486	\$0.00	\$547,486
*Data Management and Evaluation	\$0.00	\$0.00	\$0.00
Administrative Assistant	\$0.00	\$0.00	\$0.00
Fringe Benefits	\$513,594	\$0.00	\$513,594
TOTAL	\$1,681,671	\$0.00	\$1,681,671

Source: UB Center for Urban Studies. *The Data Management and Evaluation position on the Leadership Team is not included as a budgeted item at this time.

Education

The largest portion of the BMHA-PCN budget is the education component, or the Mini-Education Pipeline (MEP). The MEP total for the ten (10) year implementation period is \$35,798,116. The MEP budgeted items total over this period is \$4,056,708. In addition, the overall MEP budget includes \$31,741,408 in leveraged resources from our BMHA-PCN partners. The MEP consists of six (6) individual components which make up the entire education strategy. These components and their individual component totals for the five (5) year period are:

1. Management Structure - \$24,392,233
2. Early Learning Network - \$5,424,839
3. Academic Enrichment and Supportive Services - \$5,587,634
4. BMHA-PCN After-School Program - \$167,714
5. Summer Academic Camp - \$118,081
6. School-Neighborhood Bridge - \$107,615

Table 41 represents the breakdown by component between new and leveraged funding for the entire Mini-Education Pipeline.

Table 41: BMHA-PCN Mini-Education Pipeline Total Budget

Mini-Education Pipeline Budget	10-Yr Budgeted Total	10-Yr Leveraged Total	Overall PCN Budget Total
Management Structure	\$1,380,053	\$23,012,180	\$24,392,233
Early Learning Network	\$2,290,254	\$3,134,585	\$5,424,839
Academic Enrichment and Supportive Services	\$299,244	\$5,288,390	\$5,587,634
PCN After-School Program	\$72,157	\$95,557	\$167,714
Summer Academic Camp	\$15,000	\$103,081	\$118,081
School-Neigh. Bridge	\$0.00	\$107,615	\$107,615
TOTALS	\$4,056,708	\$31,741,408	\$35,798,116

Source: UB Center for Urban Studies

Supportive Services

The supportive services component of the ten (10) year BMHA-PCN budget totals \$9,207,367. Of this amount, only \$546,887 is budgeted items funding. The majority of resources, \$8,660,480 are leveraged funds from our BMHA-PCN Supportive Service Network partners. These components and their individual component totals for the ten (10) year period are:

1. Supportive Service Management Team - \$126,501
2. Healthy Living Initiative - \$436,325
3. Supportive Services Collaborative - \$515,406
4. Life Chances Center - \$8,129,135

Table 42 is the breakdown by component between new and leveraged funding for the entire BMHA-PCN Supportive Service Network.

Table 42: BMHA-PCN Supportive Services Total Budget

Supportive Services Budget	10-Yr Budgeted Total	10-Yr Leveraged Total	Overall PCN Budget Total
Management Team	\$0.00	\$126,501	\$126,501
Healthy Living Initiative	\$0.00	\$436,325	\$436,325
PCN Collaborative	\$0.00	\$515,406	\$515,406
Life Chances Center	\$546,887	\$7,582,248	\$8,129,135
TOTALS	\$546,887	\$8,660,480	\$9,207,367

Source: UB Center for Urban Studies

Because the Life Chances Center (LCC) will be a hub of "People" component activity for the BMHA-PCN target area, the cost by unit within the BMHA-PCN Supportive Service Network is included in Table 43. This table is an overview of the different activities and budget amounts for BMHA-PCN program units that will operate in the LCC. Programs that are included in other component budgets are listed below, but their amounts are not included in the table, since they are counted in other component budgets. These are Mini-Education Pipeline programs (Early Learning Network and the BMHA-PCN After-School Program) and the Safe Neighborhood Initiative – Youth Council.

Table 43: BMHA-PCN Life Chances Center Budget (Supportive Services Network)

Life Chances Center Budget	10-Yr Budgeted Total	10-Yr Leveraged Total	Overall PCN Budget Total
LCC Admin/Facilities	\$0.00	\$3,976,553	\$3,976,553
PCN Case Mgmt Unit	\$546,887	\$1,000,985	\$1,547,872
PCN Planning & Info Ctr	\$0.00	\$725,692	\$725,692
Catholic Charities Food Pantry	\$0.00	\$752,090	\$752,090
Computer Lab	\$0.00	\$0.00	\$0.00
Recreational & Fitness Ctr	\$0.00	\$835,648	\$835,648
Swimming Pool	\$0.00	\$196,813	\$196,813
*Startup Costs by Phase	\$0.00	\$94,467	\$94,467
TOTALS	\$546,887	\$7,582,248	\$8,129,135

Source: UB Center for Urban Studies. *These are leveraged costs for outfitting LCC-PCN program units with the necessary equipment and supplies to begin operations.

Safe Neighborhood Initiative

The BMHA-PCN Transformation Plan – Safe Neighborhood Initiative (SNI) total budget amounts to \$3,293,137. All of the funding included in this budget is leverage for the SNI component at this time.

Table 6 outlines the total SNI component budget over the ten (10) year implementation period.

Table 44: BMHA-PCN Safe Neighborhood Initiative Budget

Safe Neighborhood Initiative	10-Yr Budgeted Total	10-Yr Leveraged Total	Overall PCN Budget Total
Project Director	\$0.00	\$519,040	\$519,040
Administrative Assistant	\$0.00	\$158,420	\$158,420
Street Workers and Coordinator	\$0.00	\$891,857	\$891,857
Community Safety Officers	\$0.00	\$310,614	\$310,614
Surveillance Camera Operator	\$0.00	\$211,227	\$211,227
Youth Leaders	\$0.00	\$453,557	\$453,557
Fringe	\$0.00	\$228,377	\$228,377
Trainings and Workshops	\$0.00	\$520,045	\$520,045
TOTALS	\$0.00	\$3,293,137	\$3,293,137

Source: UB Center for Urban Studies

Section 3

While no specific line items are included in the budget at this time, the Buffalo Municipal Housing Authority has committed to an investment of \$1.5 million in order to operationalize Ignite, Inc., the Section 3 Business Development and Employee Training program for the BMHA-PCN.

People Funding Strategy

The Perry Choice Neighborhood Planning Initiative (PCN) has developed a funding strategy for the “People” components of the BMHA-PCN Transformation Plan (Mini-Education Pipeline, Supportive Services, and Safe Neighborhood Initiative). The fundamental goal of this strategy is to move BMHA-PCN programs away from grant cycle funding and into stable funding sources in the shortest period of time possible. A key part of this approach will be to prioritize core programs in each component area that closely align with the goals of the HUD Choice Neighborhood program and that will have the greatest impact and benefit on the greatest number of BMHA-PCN residents – moving them towards self-sufficiency. To this end, the BMHA-PCN Initiative will apply for grants individually, or in collaboration with our partners, and will seek to steer programs away from grant funding cycles through income generation, more stable line items in institutional budgets, and by working with units of government to imbed BMHA-PCN programs in their annual funding allocations. Each of the People components of the BMHA-PCN Transformation Plan have individualized funding strategies based on opportunities unique to the programs that make up that component.

The funding strategy for the BMHA-PCN Transformation Plan – People activities is driven by the following ideas in order to sustain BMHA-PCN programs over a long period of time.

1. The Creation of a Perry Choice Neighborhood Foundation (PCNF)

The goal of the Perry Choice Neighborhood Foundation (PCNF) is to be a spearhead for income generation and a fundraising mechanism for the Perry Choice Neighborhood (PCN) and the Life Chances Center (LCC) that allows individuals, agencies, organizations, and others interested in philanthropy to support BMHA-PCN/LCC programs and activities. The purpose of the PCNF will be to support and promote the development of the comprehensive supportive services and life skills programs that are a function of the BMHA-PCN Transformation Plan and LCC. In addition, it can act as a funding mechanism for various neighborhood level projects that are intended to improve the community.

The PCNF idea is based on the social enterprise model of community development, which focuses on utilizing business methods and strategies by an organization (profit or non-profit) to support and achieve a social mission.¹⁰ The PCNF will be a vehicle by which the BMHA-PCN will build capital and generate resources to support the operations of the LCC, as well as BMHA-PCN programs and activities.

As a charitable organization, the PCNF will be dedicated to creating the funding and financial resources necessary to ensure the construction, administration, and programmatic sustainability of BMHA-PCN programs. The PCNF will develop innovative partnerships and community based collaborations needed to find solutions to the existing social and economic needs that have been identified in the Perry Choice Neighborhood Transformation Plan. The strategic planning and development of the PCNF's financial support will correspond with the implementation of the Perry Choice Neighborhood Transformation Plan. This approach provides greater opportunities for harnessing community building activities and leveraging the long-term investments and commitments required to find new solutions for entrenched needs.

The PCNF's formal organizational structure ideally would include a Board of Trustees composed of representatives from the Buffalo Municipal Housing Authority, UB Center for Urban Studies, City of

10 “Community Foundations and Social Enterprise”, Future Matters: On the Brink of New Promise – The Future of U.S. Community Foundations. Winter 2008.

Buffalo, Buffalo Police Athletic League, service providers, private sector stakeholders, and residents. Developing a new community foundation associated specifically with the development of the Life Chances Center and the revitalization of the Perry Choice Neighborhood offers unprecedented opportunities to provide services that will measurably improve the quality of life in a well-defined geographic area. The PCNF offers distinct advantages by enabling the organization of greater collaborative interests to serve the community, and provide the leadership to engage charitable donors, key partner organizations, other non-profit organizations, local business and stakeholders, and the community at-large to impact change in the community.

2. The Creation of a Perry Choice Neighborhood Improvement District

A second funding strategy for the Perry Choice Neighborhood would be to explore the feasibility of creating a Perry Choice Neighborhood Improvement District. Neighborhood Improvement Districts tend to be simple at their core, levying a small property tax on property owners (residential, commercial, or a combination of both) in a geographically bound area. The funding generated through these assessments is then set aside to fund future projects within that geographic area, or to repay bonds issued for the same purpose. Some municipalities have funded a Neighborhood Improvement District through a sales tax levy. Neighborhood Improvement District funds have been used to fund property acquisition, infrastructure improvements, promote economic development, improve public safety, as well as improvements to parks/landscaping/greenspace, among other things.

There are many examples of the use of Neighborhood Improvement Districts and Neighborhood Foundations across the United States. In fact, in some places, a combination of both tools has been used to pay for the cost of neighborhood-based improvements and sustain them over a long period of time.

3. The BMHA-PCN will look to partner with various local, state, and federal government agencies to support BMHA-PCN programs.

The BMHA-PCN will engage with local and state government agencies and entities whose funding allocations and departmental missions align with BMHA-PCN programs to repurpose resources that will support programs and activities of the BMHA-PCN Transformation Plan. By repurpose, it is meant that existing resources targeted for the BMHA-PCN could be strategically targeted to PCN programs that will increase the impact of local and state funding. Repurposing will also involve ensuring that these resources are leveraged with BMHA-PCN partners and institutions, whenever possible, in ways that maximize the impact this funding has on the outcomes of the residents of the BMHA-PCN. The strategy is not meant to duplicate any on-going efforts or take away funding that any organization is currently utilizing for program delivery in the BMHA-PCN, but to support and enhance those efforts.

4. Aggressively pursue grants, contracts, other resources, and opportunities to support BMHA-PCN programs.

The BMHA-PCN strategy involved a comprehensive review of funding opportunities that are available on the local, state, federal, and foundational levels. The work in this area will be continuous and will involve a combination of (1) prioritizing BMHA-PCN programs, and (2) prioritizing available funding opportunities that match up with core BMHA-PCN programs.

The prioritization of BMHA-PCN programs is based on the BMHA-PCN Needs Assessment, the goals of the HUD Choice Neighborhood Program, and the potential to expedite the attainment of BMHA-PCN performance outcomes in the shortest time possible.

Prioritizing available funding opportunities will involve evaluating the size and scope of each funding opportunity. Larger funding opportunities will be prioritized over smaller opportunities. The scope of each opportunity will be matched to relevant BMHA-PCN programs for its compatibility. This prioritization formula will assist in determining the timing of program implementation. Finally, on the federal level, this strategy will involve identifying federal agencies and grants that are a part of the Neighborhood Revitalization Initiative, which places a priority on connecting certain federal agency resources with HUD Choice Neighborhood grantees.

Both the prioritization of programs and funding sources will be sensitive to the timing of when grant and funding awards are made during the calendar year, as well as the availability of other funding source opportunities to support those BMHA-PCN programs at other points during the implementation phase.

5. Work with organizations and institutional partners to invest in program activities inside of the BMHA-PCN.

This strategy will be pursued on two (2) distinct levels. First, current BMHA-PCN partners in their individual component and program areas will be encouraged to work together to expand the level of services currently offered to BMHA-PCN residents using existing organizational resources. This approach seeks to maximize what individual agencies do and target resources to the BMHA-PCN. In addition, the BMHA-PCN team will work with BMHA-PCN partners to secure additional funding to build the resource base that will allow BMHA-PCN partners to develop new programs and initiatives that increase the level of services offered to residents of the BMHA-PCN.

The second part of this strategy will be to engage organizations and institutions that are currently operating outside of the BMHA-PCN to make investments in BMHA-PCN programs and activities. This approach will involve filling gaps in service delivery, collaborating with the key partners necessary to fill those gaps, and securing these organizations and resources as BMHA-PCN partners in the implementation phase.

6. Work with local and state governments to align resources with BMHA-PCN programs.

The BMHA-PCN will work with the various levels of government to match their departmental with BMHA-PCN programs. An example of this is the New York State Department of Health - Community, Opportunity, and Reinvestment Initiative that the Buffalo Municipal Housing Authority (BMHA) submitted a proposal to on behalf of the BMHA-PCN Planning Initiative in November 2012. This new program looks to identify a single organization within each eligible city in New York State (Buffalo

is an eligible city) to work with the state to implement comprehensive, coordinated place-based strategies that build the well-being of communities and assure that all New Yorkers have the opportunity to thrive in a safe and stable community from a supported childhood to a productive adulthood. This approach is similar to the HUD Choice Neighborhood program and is looked to as a model by New York State. This initiative will more effectively support local public and private efforts that are underway by aligning the commitment and resources of the state government behind evidence informed programs, through a place-based approach. Once accepted into the program, the BMHA-PCN will receive the benefit of multiple state agencies coordinating, integrating and streamlining resources to the BMHA-PCN around its priorities and needs. The BMHA expects a response to its proposal sometime early in the summer/fall of 2013.

The BMHA-PCN will also engage local, state and federal representatives to pursue member items at different levels of government to support BMHA-PCN programs. This strategy will involve working closely with the local offices of BMHA-PCN representatives at the various levels of government to advocate for BMHA-PCN programs to their legislative bodies and to secure resources to achieve the outcomes of the Transformation Plan.

7. The Buffalo Municipal Housing Authority's (BMHA) – Resident Services Division will be relocated into the Life Chances Center

The mission of the BMHA Resident Services Division is to engage, educate, and empower BMHA residents by providing opportunities for professional advancement, self-sufficiency, and improved quality of life. Once constructed, BMHA will relocate their Resident Services Division from its current location on Louisiana Street, adjacent to Commodore Perry Homes and Extension, and into the Life Chances Center (LCC). This relocation will lower the operational, administrative, and maintenance costs associated with the day-to-day operations at the LCC. Cost savings that occur as a result of this relationship can be used to fund other BMHA-PCN programs and activities

Conclusion

The BMHA-PCN People Funding Strategy has been created with an entrepreneurial focus on income generation, moving programs from grant cycles to stable funding sources, and working with partners to target existing and future resources to BMHA-PCN programs that will benefit the residents of the BMHA-PCN.

Funding Opportunities by Component

Table 45: Perry Choice Neighborhood Transformation Plan

Name of Funding Opportunity	Funding Source	Amount
Choice Neighborhood Implementation Grant	U.S. Department of Housing and Urban Development	\$30 million

Table 46: Supportive Services Network

Name of Funding Opportunity	Funding Source	Amount
Service Coordinators in Multifamily Housing	U.S. Department of Housing and Urban Development	\$15 million available for new service coordinator programs
Partnerships to Demonstrate the Effectiveness of Supportive Housing for Families in the Child Welfare System	Administration for Children and Families	\$500,000 to \$1 million
Grants to U.S. Non-Profits, Public/Private Agencies, and Others to Promote Senior Volunteerism	Corporation for National and Community Service Senior Education Classes	\$16 million available, roughly \$60,000 per grant
The National Giving Program: Health and Wellness	The Walmart Foundation	\$250,000 or Greater
The Hearst Foundations Health Grants	The Hearst Foundation	\$250,000

Table 47: Mini Education Pipeline

Name of Funding Opportunity	Funding Source	Amount
Investing in Innovation Fund (i3)	US Department of Education	Development grants \$3 million, Validation grants \$14 million, and Scale-up grants \$25 million
Promise Neighborhoods Implementation Grant Competition	US Department of Education	\$6 million
Social Innovation Fund	US Corporation for National and Community Service	\$1 million to \$6 million
Adult Education--National Leadership Activities	US Department of Education	\$500,000--\$1.5 million
Innovative Approaches to Literacy	US Department of Education	\$150,000 to \$750,000

Table 48: Safe Neighborhood Initiative

Name of Funding Opportunity	Funding Source	Amount
Byrne Criminal Justice Innovation Program	Department of Justice	\$1,000,000 (Category 1 – Plan and Implement)
CCHD Economic Development Grant	United States of Catholic Bishops	\$75,000
N/A	Laura J. Niles Foundation	\$50,000
N/A	The Western New York Foundation	\$30,000
N/A	RGK Foundation	\$25,000
N/A	The Safeway Foundation	\$25,000
N/A	Margaret L. Wednt Foundation	\$5,000 to \$250,000
N/A	John R. Oishei Foundation	\$5,000 to \$200,000
N/A	M&T Bank Charitable Foundation	\$1,000 to \$200,000
N/A	Community Foundation for Greater Buffalo	\$5,000 to over \$100,000
N/A	James H. Cummings Foundation	\$10,000-\$100,000

Source: UB Center for Urban Studies (Tables 1 through 4)

PERRY CHOICE NEIGHBORHOOD PLANNING TEAM

Buffalo Municipal Housing Authority- Dawn E. Sanders- Garrett (Executive Director)

City of Buffalo- Byron W. Brown (Mayor, City of Buffalo)

University at Buffalo – Center for Urban Studies (Planning Coordinator)

James Pitts Planning and Development, LLC (Planning Consultant)

Wallace Roberts & Todd (Project Master Planner and Architect)

CHA Consulting (Project Engineering Consultant)

Duvernay + Brooks, LLC. (Project Financial Consultant)

The Michaels Organization (Project Developer)

PROJECT PARTNERS

ATSDR	D'Youville Nursing Workplace Diversity Program	Locust Street Art
Back To Basics Outreach Ministries Belle Center	Daemen College Department of Public Works	Massachusetts Avenue Project (MAP) Masten Resource Center
Big Brothers Big Sisters	Dixon Enterprises	Men Against Destruction Defending Against Drugs And Social Disorder (MAD DADS)
BMHA – Resident Services Division	DuPont Mentoring Program	Mercy Comprehensive Health Care Center and Clinic
BMHA – Wide Tenant Council	DuPont Tutoring	Michigan Preservation Corporation
Boys and Girls Club of Buffalo	Early Childhood Direction Center	Mid-Erie Counseling
Buffalo City Swim Racers	East High School	MLK Community Action Organization
Buffalo & Erie County Public Library	Child and Adolescent Services	MLK Parent Teacher Organization
Buffalo Hearing and Speech Center	Ellicott Business Association	Mobile Safety-Net Team
Buffalo Municipal Housing Authority	Ellicott District Community Development	New York State Department of Environmental Conservation
Buffalo Outdoor Urban Education	Erie Canal Harbor Development Corporation	New York State Department of Health
Buffalo Police Athletic League (PAL)	Erie County Department of Health	New York State Division of Homes and Community Renewal
Buffalo Police Department	Erie County Industrial Development Authority	Niagara Frontier Transit Authority
Buffalo Public Schools	Erie County Medical Center (ECMC)	Northwest Buffalo Community Center
Buffalo Sewer Authority	Every Person Influences Children (EPIC)	Old First Ward Community Center
Buffalo State College: Buffalo Urban Outdoor Education	First Amherst Development Corporation	P2 Collaborative of WNY
Buffalo State College: College Awareness Project	First Ward Community Association	Parent Child Home Program, King Center Charter School
Buffalo State College: Computers for Kids	Foit-Albert Associates	PCN Planning & Information Center
Buffalo State College: Hillside Work Scholarship Connection	Futures Academy	Perry Tenant Council
Buffalo Transportation Museum	GAR Associates Inc.	Princeton Review
Buffalo Urban Development Corporation	General Mills Mentor Program	Project LEE Schools of Wisdom
Buffalo Weed And Seed	Harvest House Ministry Center	Promise Neighborhoods
Catholic Charities	Hillside Work-Scholarship Connection	Read to Succeed Buffalo
Cazenovia Resource Center	Huntington Learning	Roswell Cancer Institute
Citizen Action of New York	JFK Center	Say Yes to Education
City of Buffalo Office of Strategic Planning	Kaleida Health	Science Firsthand Learning Inc.
City of Buffalo Parks and Recreation	King Urban Life Center	Seneca Babcock Center
Closing the Gap	Lanigan Field House	Seneca Development Corporation
Commodore Perry Tenants Council	Larkin Development Group	Seneca Gaming Corporation
Community Action Organization of Erie County (CAO)	Literacy New York	Sheehan Health Clinic

Computers for Children	Literacy Volunteers	Sister Karen Klimczak Center For Non-violence
Cornell Cooperative Extension of Erie County, NY	Living Our Legacy	South Buffalo Education Center
Sparks Alliance	UB Center for Urban Studies	United Way
St. Bonaventure	UB Cora P. Maloney College	Upgrade Academics
Stop The Violence Coalition	UB Liberty Partnerships	WNY Mobile Safety Net Team
Towne Gardens Pediatrics	UB School of Social Work	WNY United
		YMCA

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