



# **LINCOLN HEIGHTS & RICHARDSON DWELLINGS NEW COMMUNITIES INITIATIVE REVITALIZATION PLAN**

Washington, DC

November 2006





**Executive Summary** ..... 1

**I. Introduction** ..... 3

    A. Background

        1. New Communities Initiative Guiding Principles

        2. Why Lincoln Heights & Richardson Dwellings

        3. Neighborhood History

    B. Lincoln Heights & Richardson Dwellings Neighborhood Planning Process

        1. Vision

        2. Process

        3. Community Design Workshop: A Four-Day Charrette

**II. Human Capital Plan** ..... 9

    A. Methodology

    B. Household Characteristics

    C. Identified Service Needs/Priorities

    D. Human Capital Improvement Priorities, Activities and Outcomes

    E. Financing Investments

**III. Physical Plan** ..... 15

    A. Existing Conditions: Understanding the Lincoln Heights & Richardson Dwellings Neighborhood

        1. Neighborhood Context

        2. Market Analysis

        3. Community Assets

        4. Transportation

    B. Recommendations

        1. Development Plan

        2. Housing

        3. Community Assets

        4. Transportation

        5. Sustainable Design

        6. Zoning Changes

**IV. Development & Finance Plan** ..... 41

    A. Development Plan

        1. Housing

        2. Retail

        3. Community Facilities

    B. Site Control

        1. Public Housing Sites

        2. Town Center at Nannie Helen Burroughs & Division Avenues

        3. Alternative Private Development Sites

        4. Alternative Public Development Sites & Programs

    C. Development Phasing & Relocation

    D. Schedule

    E. Sources & Uses

**Acknowledgements** ..... 49



# Executive Summary





# EXECUTIVE SUMMARY

The Lincoln Heights & Richardson Dwellings New Communities Initiative Revitalization Plan (the “Revitalization Plan”) is comprised of three components:

- A Human Capital Plan to meet the current needs of residents and to prepare them to benefit from changes coming to their community;
- A Physical Plan for the redevelopment of sites throughout the neighborhood; and
- A Development and Finance Strategy for implementing these plans.

The Revitalization Plan presented in this document will guide future development by clearly establishing goals and strategies for improving the lives of long-time residents and their new neighbors. It reflects a broad vision for the future, shaped by the residents, community organizations, city agencies and public officials responsible for its implementation. Guiding principles outlined in this strategy set standards and expectations for new development that will serve to connect areas long divided – physically and psychologically – and ensure that changes in the neighborhood are for the better.

Residents and planners were committed to following the overarching development principles of the New Communities Initiative. These principles include:

- ***Right to Stay / Right to Return***
- ***Mixed-Income Residential Development***
- ***1-for-1 Replacement***
- ***Build First***

The Lincoln Heights and Richardson Dwellings neighborhood (“the neighborhood”) was selected as the second New Communities Initiative revitalization community due to the opportunity it presents to address the concentration of crime and poverty in the neighborhood, its location along Ward 7’s growing East Capitol Street development corridor, and the ability to leverage the benefits of other public investment in the area.

Findings from household surveys, interviews, focus groups, and dollar games reflected the community’s priority needs. The four key areas identified for human capital investment are educational attainment and job training, public safety, youth development and health promotion and treatment opportunities.

Financing human capital investments in the community will require approximately \$16 million over a five-year period in programs and services and \$33 million in capital investments over a ten-year period. Investments will include:

- \$18 million for a primary, specialty and diagnostic medical facility;
- \$15 million in capital investments in recreation facilities at Kelly Miller Middle School;
- \$9 million in direct city investment in case management and new or expanded on-site youth programming;
- \$6 million to support adult education and employment training programming (including development and funding of local adult charter school), funds to be leveraged from the DC Housing Authority (DCHA), Department of Employment Services (DOES), DC Public Schools (DCPS), and the State Education Office (SEO); and
- \$1 million for community health education programming and mental health supports.

Additionally, \$1 million from philanthropic donations from local and national foundations will be leveraged as matching support for selected programming.

Market analysis determined that average rents in the neighborhood range from \$650 to \$1,400 depending on unit size. Rental properties in the market area contain predominantly one- and two-bedroom units. Median sales prices in the extended market area are approximately \$147,000 for condominiums, \$205,000 for townhouses, and \$230,000 for single-family detached homes.

Based on updated 2000 Census data, only 3.5 percent of the housing in the central neighborhood (Census Tract 78.04) was built after 1989. To attract new residents, new housing will need to be constructed. Analysis of income levels within the Census Tract, representing most of the neighborhood area, indicates an existing population (largely residents of public housing) with a significantly lower median income than households in the larger market area.

There are few easily accessible health facilities near the Lincoln Heights neighborhood. These facilities are challenged in their resources and quality of services.





The market study completed for this plan indicates that new retail development in the area is needed. Most of the unmet demand created by the proposed new development will likely be satisfied by the new supermarket and retail to be developed as part of the Capitol Gateway HOPE VI property along East Capitol Street in the easternmost corner of the District. With significant land assembly, streetscape improvements and development subsidy, a revitalized intersection at Nannie Helen Burroughs and Division Avenues could support up to 30,000 square feet of new convenience retail. Convenience retail refers to such drop-in stores as a mini-market, coffee shop, bookstore or restaurant.

Residents raised several traffic issues during community meetings and the charrette process. Each was verified by independent analysis. Currently, area roadways serve daily traffic volumes that are well below their design capacity, with intersections operating quite efficiently, without significant congestion or delay. Several intersections, however, operate with significant safety deficiencies. Factors contributing to safety deficiencies along Division Avenue include speeding, sight distance restrictions, as well as geometric and traffic control issues. Speeding was also identified as an issue along Fitch Place.

The planning process has resulted in two development scenarios – a Baseline Plan and an Alternative Plan. Both scenarios focus on creating housing on developable sites that is similar to housing throughout the Lincoln Heights neighborhood. Both use townhouses arranged as single-family structures or with two units stacked within one townhouse and both also include multi-family structures.

Scenario 1 (the Baseline Plan) involves redevelopment of DCHA’s Lincoln Heights property as mixed-income housing and development of a new mixed-use Town Center at the intersection of Nannie Helen Burroughs and Division Avenues. Scenario 2 is identical to the Baseline Plan, but with the addition of DCHA’s Richardson Dwellings site. This alternative may be necessary to accelerate the timeframe in which new mixed-income residential development can be produced and replacement units provided.

Redevelopment & Replacement Units			
Recommended Scenario	Total Units	Replacement Units	Other Development
Lincoln Heights DCHA Site	574	191	30,000 SF Retail; 58,000 SF Clinic/Office
Richardson Dwellings DCHA Site	329	110	
Town Center	566	189	
Offsite Public or Private Development	0	140	
	1,469	630	
Offsite Public or Private Development	140		
	1,609		

The proposed development program – across all three development sites – will include a mix of townhouses and multi-family buildings. Townhouses will be designed to accommodate the needs of residents and the topographical contours of each site.

Multi-family buildings will be located at the Town Center as well as overlooking Marvin Gaye Park on both DCHA sites. The Lincoln Heights & Richardson Dwellings New Communities Initiative will set a precedent for environmentally sensitive development through stormwater management and sustainable design.

To accomplish the proposed development, certain zoning requirements governing the height, size and uses of buildings within the Lincoln Heights neighborhood will need to be revised, particularly related to density. These proposed changes are consistent with recommendations in other District initiatives.

The development plan calls for 1,609 units of new housing (including up to 630 replacement units), 30,000 square feet of new retail development, and 58,000 square feet of new office space (including health care uses). The total estimated cost to implement the Revitalization Plan will be up to approximately \$576 million over an estimated 10- to 15-year period.

The lack of publicly-owned land in the neighborhood can impact the development called for in this plan. As a result, implementation of this plan will require significant public-private partnership to develop private land or implement a public land assemblage. Options for new development under the plan include DCHA properties; public-private partnerships for land development at the Town Center site; other private developments; and such other public sites as those identified under the District’s Home Again Initiative, the Great Streets Initiative along Nannie Helen Burroughs Avenue, and at public school sites.

Preliminary Estimated Sources & Uses - Recommended Scenario		
Development Program: 1,609 units, 30,000 SF retail, 58,000 SF office, 293 replacement parking spaces, new pool house, new health clinic		
<b>Uses of Funds</b>	<b>Total (\$ millions)</b>	<b>% of Total</b>
Development Costs	\$471	82%
Land	\$0	0%
Recreation Center/Pool House	\$15	3%
Health Facility	\$18	3%
Replacement Parking	\$10	2%
Upfront Public Investment	\$62	11%
<b>Total Uses of Funds</b>	<b>\$576</b>	<b>100%</b>
<b>Sources of Funds</b>	<b>Total (\$ millions)</b>	<b>% of Total</b>
Private Debt	\$188	50%
Private Equity	\$10	3%
Tax Credit Equity	\$128	34%
Existing DC Capital Programs Budgets	\$15	4%
Medical Homes DC Capital Budgets	\$18	5%
Net Proceeds from Fee Simple Land Sales	\$15	4%
<b>Total Sources of Funds</b>	<b>\$374</b>	<b>100%</b>
<b>Funding Gap</b>	<b>Total (\$ millions)</b>	
Intended sources include PILOT, HPTF and payback of cashflow grants for ownership townhomes	\$203	

# I. Introduction







# I. INTRODUCTION

In November 2005, the District of Columbia, in collaboration with the residents of the Lincoln Heights neighborhood, initiated a process to plan for and implement the revitalization of the DC Housing Authority's Lincoln Heights property and the surrounding neighborhood. Consistent with the New Communities Initiative, the goal of this effort was to transform the public housing development and its neighborhood into a mixed-income, mixed-use community. In this new community, residents will have access to high quality housing options affordable at all income levels and to the human services necessary to help prepare them to take advantage of the new economic opportunities and changes that are coming their way.

The Lincoln Heights & Richardson Dwellings New Communities Initiative Revitalization Plan (the "Revitalization Plan") is comprised of three components:

- A Human Capital Plan to meet the current needs of residents and to prepare them to benefit from the changes coming to their community;
- A Physical Plan for the redevelopment of sites throughout the neighborhood; and
- A Development and Finance Strategy for implementing these plans.

Within the Lincoln Heights & Richardson Dwellings neighborhood ("the neighborhood"), the New Communities Initiative process has brought together residents and other stakeholders to consider how best to manage redevelopment of publicly-owned housing sites and new private housing development, as well as how to provide low-income families with the tools and resources to participate fully in the new opportunities coming to Ward 7. The path to self-sufficiency includes not only housing, health care and educational support programs, but the development of public facilities – schools, recreation centers, health clinics and community gathering places – necessary to unite and invigorate the community.

The Revitalization Plan presented in this document will guide future development by clearly establishing goals and strategies for improving the lives of long-time residents and their new neighbors. It reflects a broad vision for the future, shaped by the residents, community organizations, city agencies and public officials responsible for its implementation. Guiding principles outlined in this strategy set standards and expectations for new development that will serve to connect areas long divided – physically and psychologically – and ensure that changes in the neighborhood are for the better.

## A. Background

The New Communities Initiative is a comprehensive partnership sponsored by the District government to improve the quality of life for families and individuals living in distressed neighborhoods across the city. The Initiative's goal is to redevelop both the physical and the human architecture of neighborhoods troubled by violent crime, poverty and other social challenges.

The New Communities Initiative seeks to address these challenges in specific District neighborhoods by:

- Preserving and producing new affordable housing;
- Creating mixed-income communities;
- Improving resident opportunities for better jobs, education, training, and human service programs;
- Decreasing crime through proven crime reduction strategies;
- Reinvesting in community institutional assets such as schools, libraries, and recreation centers; and
- Engaging residents in the decision-making process for the redevelopment of their community.





## 1. New Communities Initiative Guiding Principles

In addition to the Lincoln Heights Guiding Principles for the planning process, residents and planners were committed to following the overarching development principles of the New Communities Initiative. These principles include:

- **Right to Stay / Right to Return.** Current residents of existing public housing in a New Communities Initiative neighborhood will have the first right to relocate to new replacement units developed in the area. Residents will not be excluded based on their need for rental assistance. This means that households currently paying 30 percent of their income for rent will be able to do the same for newly developed units.
- **Mixed-Income Residential Development.** To ensure the long-term viability of the neighborhood and its current families, it is crucial that the New Communities Initiative neighborhood provide a range of high-quality housing options that are affordable at all income levels. Housing planned for the neighborhood under this plan will be accessible for the following mix of incomes relative to the area median income (AMI) for the Washington, DC metropolitan area. In 2006, the Washington, DC AMI for a four-person household is \$90,300. This means that half of the four-person households in the area (which includes certain counties in Maryland and Virginia) have annual incomes greater than \$90,300 and half have incomes less than \$90,300. Household income does not consider how many members of the household are earning income in a given year.
  - Approximately one third of units will be **replacement units** replacing public housing units demolished to accommodate new development for households with incomes predominately below 30 percent of AMI;
  - Approximately one third of units will be **workforce** for households with incomes between 30 and 80 percent of AMI; and
  - Approximately one third of units will be **market-rate** for households with incomes above 80 percent of AMI.
- **1-for-1 Replacement.** Redevelopment of public housing sites must replace each existing DC Housing Authority (DCHA) public housing unit with a new public housing unit on or off-site within the New Communities Initiative neighborhood.

### LINCOLN HEIGHTS NEW COMMUNITIES REVITALIZATION INITIATIVES

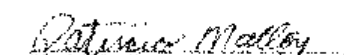
#### GUIDING PRINCIPLES


The Lincoln Heights New Communities Partnership, composed of Lincoln Heights residents, an Advisory Committee, the surrounding community of stakeholders and the District of Columbia, embraces the following set of principles to guide the planning and development process and outcomes. The Partnership acknowledges the prospect of subsequent entry into this Partnership by one other resident council and other interested stakeholders. In all cases, it is expected that later participants will commit to adhere to these guiding principles.

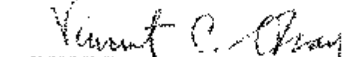
1. **Part Partnership.** Participants agree to a full partnership in all phases of this Initiative including defining boundaries and critical terms, community engagement, physical and human development planning, and implementation.
2. **Preserve Affordable Housing & Create & Mixed-Income Community.** The Partnership agrees to a 1:1 replacement of affordable housing based on a survey of the number of units and incomes of existing Lincoln Heights' residents. Development of quality, affordable rental and for sale units will be matched by development of an equal number of both workforce and market rate units within the Initiative boundaries.
3. **Preference for Current Residents.** The Advisory Committee agrees to develop a right to return protocol and community standards. Current Lincoln Heights housing residents will have the first right to return and no families shall be excluded solely based on income.
4. **Economic Opportunities.** The Initiative will provide real economic opportunities for residents of Lincoln Heights and the surrounding community, including job training, employment, financial education, asset building, entrepreneurship and homeownership.
5. **Comprehensive, Coordinated Services.** Health, recreation, transportation, childcare, and other services will be available to support children, youth, families and elders. Case managers will work with Lincoln Heights and other neighborhood residents to achieve individual development goals.
6. **Quality Education.** The Partnership will strive to provide the community with high quality educational opportunities including K-12, career and vocational training, post secondary and special education, adult literacy, lifelong learning, and leadership development.
7. **Safe and Attractive Environment.** The Partnership will seek to ensure neighborhood safety through a combination of enforcement (drugs, violence, litter) and other strategies (physical design, youth programs, community organizing). Protection and enhancement of parks and public spaces and maintenance of private property will be a priority.
8. **Value the Past.** The Partnership agrees to preserve and promote the rich historic heritage of the surrounding neighborhoods, people, and institutions.
9. **Mixed-Use Development.** In addition to housing, the Initiative will facilitate development of community amenities, including commercial, educational, recreational and civic facilities.
10. **Accessible to All.** Residents of all ages, incomes and backgrounds will have access to the housing and facilities, tools, resources, and support made available through this Initiative.
11. **Build on Community Assets.** The Partnership will value organizations that have existing, proven relationships with residents and will strengthen programs that have proven to be effective in meeting the goals of the development plan.
12. **Funding and Implementation.** The Partnership will work together to preserve and expand affordable housing by attracting a variety of public and private resources. Further, the Partnership agrees to secure all other resources necessary to fully implement the Initiative.


In witness hereof this 9<sup>th</sup> day of June 2006:

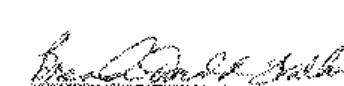
  
Robert C. Babb  
City Administrator  
District of Columbia

  
Patricia Malloy, Chair  
Lincoln Heights Partnership

  
Michael Kelly  
Executive Director  
DC Housing Authority

  
Vincent C. Gray







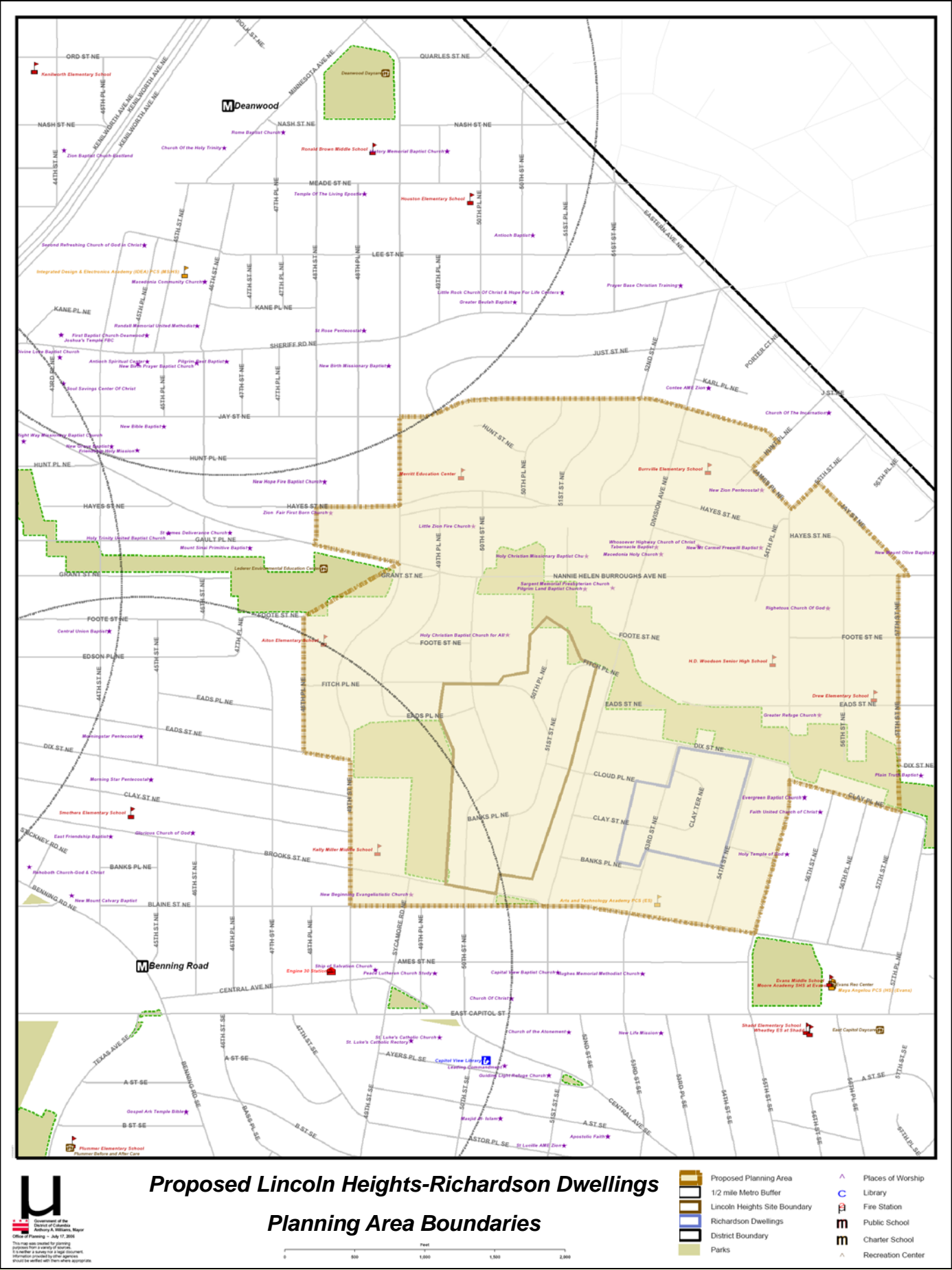
- **Build First.** New housing for current residents of existing public housing in the neighborhood will be built or identified prior to any relocation of residents. This means that residents should be relocated directly to new permanent housing in mixed-income developments. Subject to available housing opportunities, most residents may move only once and will be relocated to new units on land owned or acquired by the District, or developed with the financial support of the District. Only a portion of residents will be relocated to new units on their existing public housing site.

2. Why Lincoln Heights & Richardson Dwellings

The Lincoln Heights and Richardson Dwellings neighborhood was selected as the second New Communities Initiative revitalization community due to the opportunity it presents to address the concentration of crime and poverty in the neighborhood, its location along Ward 7’s growing East Capitol Street development corridor, and the ability to leverage the benefits of other public investment in the area. The neighborhood, a residential community bounded by two major commuter routes into the city – East Capitol Street and Nannie Helen Burroughs Avenue – is located between the Benning Road Metro Station and the Capitol Heights Metro Station.

Nearby, a new HOPE VI redevelopment is underway at Capitol Gateway that includes a significant retail component. The presence of a stable residential community in the neighborhood is crucial to knitting together the urban fabric of these areas and expanding the number of District residents able to benefit from and support these public investments.

Several nearby commercial corridors in the area have been designated priorities under the District’s Great Streets Initiative. The Great Streets Initiative combines street infrastructure investments with economic development support to reposition transit corridors as vibrant community centers that meet the needs of residents, visitors, workers and entrepreneurs. The District’s Department of Transportation (DDOT) investments that change the physical environment are targeted to change the economic environment as well. Public space improvements could include restored streets, sidewalks, transit services, lighting and trees. The Great Streets Initiative is currently focusing on Nannie Helen Burroughs Avenue and nearby Benning Road and Kenilworth Avenue.

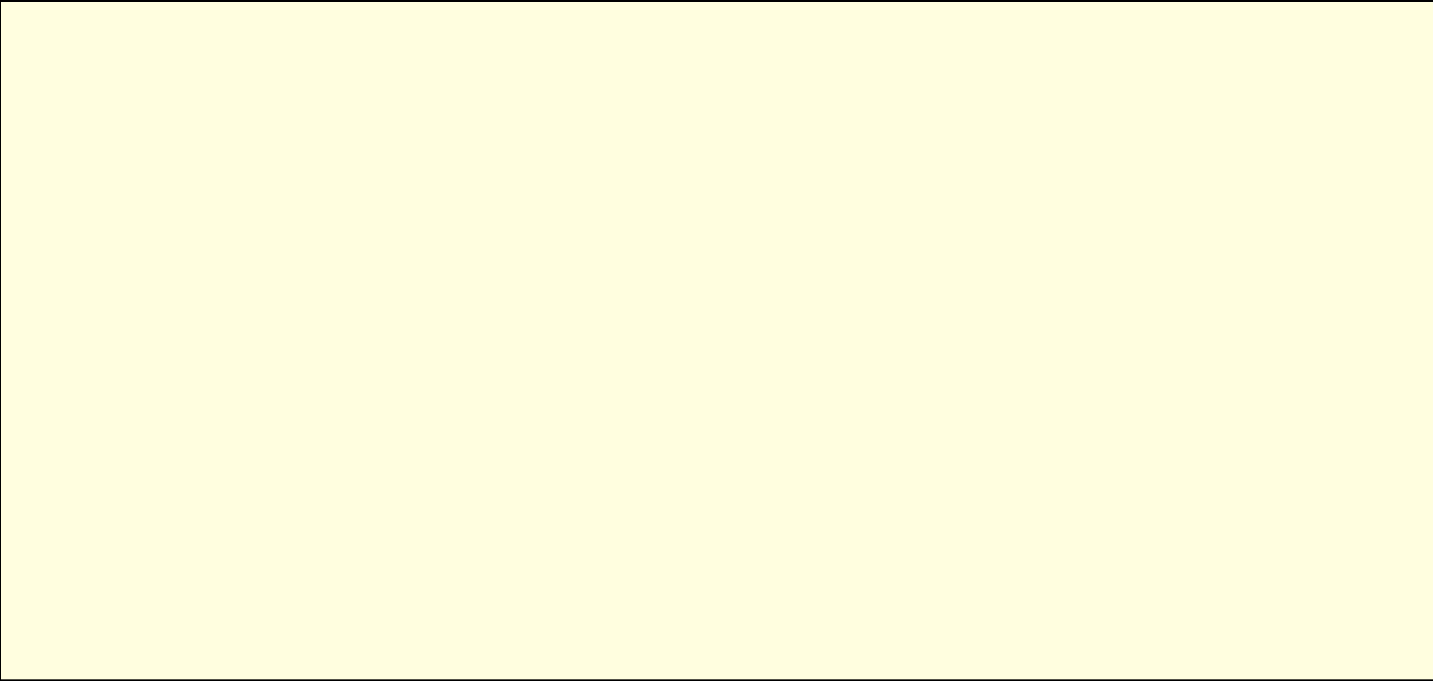




3. Neighborhood History

The history of the neighborhood reflects much of the experience of African-American communities across the United States over the past 150 years. In 1863, Black Methodists locked out of an existing church by Confederate sympathizers, built their own church on the edge of Deanwood. The area has continued to serve the District's spiritual needs ever since. With the end of the U.S. Civil War, free blacks began to settle in the new neighborhoods of Lincolnville, Burrville, Bloomingdale and DePriest Village (now Capitol View).

Many of the schools in Lincoln Heights have a long history. Burrville Elementary School opened in 1888. Nannie Helen Burroughs, an accomplished writer and editor who served as President of the Women's Auxiliary of the National Baptist Convention, secured a charter and the land for the National Training School for Women and Girls in 1907, after being denied a teaching position by the DC Board of Education. The school opened in 1909 and still operates in Lincoln Heights. Kelly Miller Junior High School, the first junior high school in far northeast DC, opened in 1939, and the Emma F.G. Merritt Public School opened in 1943. In 1965, plans were announced for construction of the first high-rise high school in the District, named for Howard Woodson, an architect and civic leader.



H.D. Woodson High School was built on the former site of Suburban Gardens, the only amusement park ever located within city limits. Suburban Gardens opened in 1921, at a time when black Washingtonians were refused entry to Glen Echo Park. It closed in

1961. That same year, the Reverend Martin Luther King, Jr. gave a speech on property near the current Aiton Elementary School and the Lederer Youth Garden and Environment Center. Lincoln Heights again drew national recognition in 1966 when the First Lady, Lady Bird Johnson, kicked off the Keep America Beautiful campaign by planting a wildflower meadow in Watts Branch Park (renamed in 2006 in honor of local son, Marvin Gaye).

B. Lincoln Heights & Richardson Dwellings Neighborhood Planning Process

The neighborhood planning process included examining, evaluating and preparing detailed recommendations for investment in such physical infrastructure as housing, public facilities, urban design, parks and open space, and transportation. Similar effort and detail went into researching and recommending initiatives to build the human capital of the entire neighborhood. Finally, the process addressed the financial and timing implications of the proposed revitalization. Together, these elements make up the Lincoln Heights & Richardson Dwellings New Communities Initiative Revitalization Plan (the “Revitalization Plan”).

1. Vision

Residents’ vision for the neighborhood is the development of a vibrant, mixed-income community where they have high quality housing options affordable at all income levels; an educational and transportation infrastructure that supports them in their pursuit of employment and other economic opportunities; and the social and human services necessary to support self-sufficiency.

2. Process

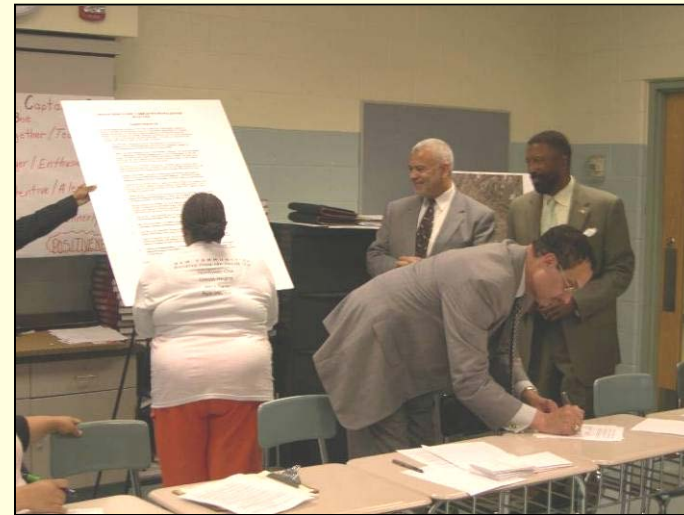
Community outreach and communication have been instrumental in bringing residents and government agencies together to plan the revitalization of the Lincoln Heights neighborhood. Beginning in the fall of 2005, community leaders and city agency staff have worked together to engage residents and other community and government stakeholders in bi-weekly meetings to learn about the process, plan for redevelopment and draft the Guiding Principles for the project. These meetings were instrumental in building community interest, trust, and commitment to the process under which Lincoln Heights neighborhood planning would take place.

In addition, through these meetings, community residents became part of working committees, and brought the broader community to the table. In March 2006, Ward 7 Councilmember Vincent Gray, the City Administrator, the Deputy Mayor for Planning and Economic Development, the Deputy Mayor for Children, Youth, Families and Elders, the DC Department of Housing and Community Development and the DC





Office of Planning signed an agreement to follow the Guiding Principles developed by residents to govern the planning process. Throughout the formal planning period, residents and stakeholders led efforts to conduct door-to-door outreach, information dissemination, focus group recruitment, resident participation for all meetings and events, and preparation for the charrette.



### 3. Community Design Workshop: A Four-Day charrette

Over the course of four days (August 10-14, 2006), residents worked closely with planning team members to prepare a plan for revitalizing the neighborhood and the DC Housing Authority (DCHA) properties located within it. Residents drew on their personal experiences living in the community to provide direction and guidance to the planning team.

When planners discussed the relationship between streets and buildings, residents focused attention on creating safe streets by orienting and designing buildings that direct more “eyes on the street,” allowing residents to monitor street activity (good or bad) from their homes and common areas. Residents also emphasized that streets must be walkable to support the needs of those without cars. Pedestrians, they noted, must be safe when walking to and from schools, the park, bus stops and one another’s homes. Particular attention, participants emphasized, must be paid to ensuring that disabled residents are able to access all areas of the neighborhood and all facilities. As demonstrated in the resulting physical plan for the area, traffic calming measures became a central component of the plan.

Residents also advocated for the integration of the DCHA properties into the larger community, rather than leaving them isolated, with limited access points and different street systems. The relationship of buildings to streets was also emphasized. By building homes similar to those in the surrounding neighborhood and by orienting

these new structures to the street in the same way, new development on DCHA land will feel like a continuation of the neighborhood rather than a separate community.

Some of the key design elements highlighted by residents relate to the exterior design of new buildings. The existing neighborhood sets a pattern of housing types, with townhouses, duplexes and small multi-family buildings dominating the mix. These buildings have features like private entrances, stoops and porches that add to their character and that will be part of any new development in the Lincoln Heights neighborhood.

Residents did not limit their input to housing issues, recognizing that a community also includes its schools, shops, work, parks and recreation space. This Revitalization Plan identifies opportunities to incorporate all of these elements into a new, vibrant community that serves the needs of current residents and provides all the amenities necessary to attract the investment and commitment of new buyers, renters and businesses to the neighborhood.







## NEW COMMUNITIES: Lincoln Heights & Richardson Dwellings Building from the Inside Out





# II. Human Capital Plan





## II. HUMAN CAPITAL PLAN

Community revitalization on a mixed income basis, the cornerstone of the New Communities Initiative, requires both physical and human capital investments. This section of the Revitalization Plan provides an understanding of the critical needs of public housing residents in the community, explaining how these needs were identified and prioritized. It concludes with recommendations for meeting these needs in the Lincoln Heights & Richardson Dwellings neighborhood.

### A. Methodology

The Howard University Center for Urban Progress worked in collaboration with the Lincoln Heights New Community Partnership, the District of Columbia Government, and the D.C. Housing Authority to gain an understanding of the service needs of community residents. The Center for Urban Progress used several approaches in this research effort, including household surveys, focus groups, a community dollar game, and videotaped interviews.

- A survey of 190 heads of public housing households was conducted using face-to-face interviews. The goals of the resident surveys were to assess the needs of the community from residents' perspective, and to better understand residents' vision and priorities for the New Community. Surveyors included Howard University students and community residents trained in survey research techniques.
- Five focus groups were conducted during the August community-wide charrette on key topics, such as employment and economic development; services for men; parenting; teen-oriented services and services for the elderly. The focus groups allowed researchers to test the validity of survey findings.
- Videotaped interviews of individual residents were conducted to obtain further qualitative information and further test initial findings. Additionally, stakeholder organizations and service providers were interviewed to access their views on the needs, networks, and services available to the community.
- A community dollar game was organized to secure "dollar votes" from charrette participants to measure their service preferences.





B. Household Characteristics

**Demographic Findings:** Household surveys showed that the majority (90 percent) of the heads of household are single African American women. Heads of household also tend to be middle-aged, with almost half being 40 to 60 years of age. Only 10 percent of the heads of households are over the age of 60 (see Figure A). A larger proportion (43 percent) of children is aged six to twelve years, with the remainder almost evenly distributed between infants/young children (29 percent) and teens/youths (28 percent).

Figure A: Age Distribution of Heads of Household	
Age (years)	Percentage of Heads of Household
21 to 30	21%
31 to 40	21%
41 to 50	29%
51 to 60	19%
Over 60	10%
	100%

Households within the Lincoln Heights community also tend to be small (on average 2.6 members per household), with over a third of the households having no children, and the remainder primarily having only one or two (see Figure B).

Figure B: Children in Public Housing Households	
Children per Household	Percentage of Households
0	34%
1	27%
2	22%
3	8%
4	5%
5 to 7	4%
	100%

**Educational Attainment:** Survey data shows that the formal education of heads of household is relatively high, with 43 percent having received a high school education, 11 percent some college, and six percent with a college degree. Conversely, 40 percent of heads of household had not completed high school/GED (see Figure C).

Figure C: Education Level of Public Housing Heads of Household					
Level of Education	Job Category Reported, by Education Level				
	All	Unskilled	Office	Skilled	Professional
Less than High School	4%	5%	0%	7%	0%
Some High School	36%	38%	24%	20%	24%
High School/GED	43%	48%	41%	47%	52%
Some College	11%	8%	24%	20%	20%
College graduate	6%	2%	12%	7%	4%
	100%	100%	100%	100%	100%

**Employment Experience and Salary/Wage:** A large proportion of heads of household reported recent employment, with 23 percent recently having part-time and 43 percent having full-time work. Work experience for heads of household tended to be low-wage service jobs (e.g., cashier, custodial service and food service) with almost 60 percent of part-time workers being in this category, and 50 percent of full-time workers. The median annual income for part-time workers is \$9,360 and \$19,200 for full-time workers (see Figure D). About a third of those employed full-time did hold more professional or skilled jobs, but these positions were held by only 15 percent of the household heads overall. The median number of months in a full-time job achieved by residents recently employed full-time was 21 months. Forty percent of heads of household reported having held their job for four or more years, while 15 percent held their jobs for one year or less.

Figure D: Employment Experience and Comparable Annual Wages		
	Percentage of Households	Median Wages/Salaries
Households reporting recent full-time work	43.0%	\$19,200
Service-unskilled	50.0%	\$16,570
Office	13.5%	\$24,400
Skilled	13.5%	\$20,800
Professional	23.0%	\$18,900
	100.0%	
Households reporting recent part-time work	23.0%	\$9,360
Service-unskilled	59.5%	\$8,100
Office	14.3%	\$9,600
Skilled	11.9%	\$9,360
Professional	14.3%	\$8,640
	100.0%	

C. Identified Service Needs/Priorities

Findings from household surveys, interviews, focus groups, and dollar games reflected the community’s priority needs. The four key areas identified for human capital investment are educational attainment and job training, public safety, youth development, and health promotion and treatment opportunities.

**Educational Attainment and Job Training:** Findings showed that public housing residents face educational and training impediments that hinder their ability to achieve a stable degree of self-sufficiency through full-time career path jobs. As previously mentioned, heads of household tend to work in unskilled/low wage industries. In addition, residents noted many barriers to securing and keeping employment, including health challenges, lack of skills, scarcity of jobs, need for childcare, transportation obstacles, and overall discouragement with their economic prospects.

**Public Safety:** Residents reported that public safety – especially drug trafficking in the community and frequent violent crimes – creates a great deal of stress and uncertainty for them. Residents report that public safety hazards are facilitated by “lurking areas,” lack of street lighting, and concealed dark spots extending into their backyards. An existing challenge identified by residents is the relative “unhelpfulness” of current policing agreements and strategies.

**Youth Investment:** Findings showed that children and youth in Lincoln Heights attend over 40 schools throughout the region, creating an increasingly fragmented educational structure in the community. However, half of the children do attend the three local public schools and a local charter school, providing a reasonable foundation for a school-based youth development initiative.

Residents seek a wider range of youth development activities for their children. Residents report that few youth activities are available, and although less than 25 percent have children participating in activities, all residents wanted more programming across the board. Survey findings showed that residents desired youth programming in art, music, sports, mentoring, tutoring, and computer training and access, with the latter two being the most requested. Focus group discussions revealed that residents would like a new recreation center, possibly located in a new facility on either the Kelly Miller Middle School grounds or the new H.D. Woodson High School grounds. Residents also expressed a preference for a center that serves residents across the age spectrum.

**Health Promotion and Treatment Opportunities:** Residents reported frequent physical and mental health challenges, including high blood pressure, asthma, depression, stress, and anxiety. Residents also shared (in focus groups) that there is a significant drug and alcohol abuse problem in the community, and that HIV/AIDS infections are widespread (although only three households reported the presence of each ailment in their households). While the vast majority of residents have some form of health insurance, health care access remains a challenge. Currently, much of the health care received by residents does not come from neighborhood clinics or other health facilities in the immediate neighborhood. Instead, residents travel to health facilities in areas as far as Wards 1 and 3 to access services for themselves and their families.

Health challenges are significant obstacles to job and educational retention. Over a third of the residents interviewed indicated that either their health or that of a family member was a significant barrier to job retention. One of the most striking needs is mental health treatment, with over a third of the residents reporting either depression or anxiety or both as health challenges. Focus group discussions revealed that often these problems were due to economic instability, persistent neighborhood crime, and (too frequently) abuse suffered earlier in life. Seniors and people with disabilities also face significant challenges, particularly with regards to year-round mobility in the hilly setting of the Lincoln Heights public housing development.





## D. Human Capital Improvement Priorities, Activities and Outcomes

Residents and stakeholders were clear that a human capital plan must address their needs in the short-term (within two years), mid-term (two to five years), and long-term (over five years); and they believe that the plan must produce significant outcomes for individuals and the community. The investigation has identified that meeting these needs will also require increased collaboration between community-based organizations and public human services agencies. The following is a high-level summary of the short and mid-term human capital investments for each key priority area. (Unless otherwise stated, all goals are framed as five-year goals.) Long-term investments will be integrated in the physical redevelopment of the planning area to create a full spectrum of facilities and programming for learning, job development, recreation, and health promotion and care.

**Priority 1: Educational Attainment and Job Training for Economic Security and Improvement** is best achieved through a unified general and specific skill development process. For adult education, this means combining traditional “educational” training/activities (e.g., GED, literacy, numeracy and computers) with specific contextualized learning opportunities in growing employment/career path areas such as Heating, Ventilation, and Air Conditioning (HVAC); Emergency Medical Technician (EMT); and medical records (a heavily Information Technology oriented field).

### Investment Strategy

- **Short term:** Invest in enhanced and intensive case management for individual households with an emphasis on economic success, and invest in additional educational and training resources in areas such as computer technology access and training.
- **Mid-Term:** Build on the future “Communiversality” scheduled for launch in the Fall of 2006 by the University of the District of Columbia and other partnering community organizations. The Communiversality will develop and extend decentralized adult educational opportunities in multiple sites. In the short-run, the partnership hopes to bring more service providers, additional training in growth areas, and career-ladder jobs to the planning area.

### Outcomes Goals

- Increase in educational attainment as reflected by an increase in the percent completing high school/GED.

- Increase the number of heads of household reporting recent full-time employment (from 43 percent to 60 percent).
- Increase the median wages/salaries for full-time workers from \$19,200 to \$24,000.
- Increase the duration of full-time employment from 21 months to 36 months.
- Increase the share of employed residents in office, professional, and skilled jobs and a reduction in the share of residents in service/unskilled jobs.

**Priority 2: Public Safety** is an immediate concern for residents, and is a direct contributor to residents’ health and well-being. Residents are interested in seeing more cooperation and interaction between the different police entities in the area (DCHA and the District’s Metropolitan Police Department (MPD)). Enhanced community leadership training could also play an important role in increasing citizen participation in crime prevention and problem-solving. In the mid and long-term, the plan for the area’s economic development will be a significant contributor to public safety. Changes in the character of the new neighborhood (higher density, mixed income) will help reduce conditions for crime. Similarly, human capital improvements will support increased youth resilience and provide better alternatives to illegal activities.

### Investment Strategies

- **Short-term:** Increase car, foot, and bike patrols by DCHA and MPD officers to enhance law enforcement and crime deterrence in what is a topographically challenging terrain unsuited for traditional policing. Re-orienting MPD efforts towards community policing in general will help increase the mutual trust and respect between residents and the police department. This process should be combined with existing law enforcement programming through MPD, DCHA Police, the Office of the Attorney General, the US Attorney’s Office, the Office of Victim Services and community partners. Community-police programming (i.e., Partnerships for Problem Solving) may address issues of insensitivity reported by community residents.

### Outcomes Goals

- A 25 percent reduction in selected Part 1 crimes of violence (murder, aggravated assault, robbery, and carjacking) as reported by the police department.





- A 25 percent reduction in youth arrests for Part 1 crimes of violence (murder, aggravated assault, robbery, and carjacking) as reported by the police department.
- A 50 percent reduction in drug-related offenses.

**Priority 3: Youth Development** includes increasing opportunities for youth to meet their needs in positive and supportive environments. Overall, the goals are to have children succeed in school, practice socially acceptable behavior, engage in meaningful activities, and make a successful transition to adulthood. These goals are best achieved by programming activities/initiatives through neighboring schools with improved in-school curricula, out-of-school time enrichment activities, and sports and recreational-related activities.

#### Investment Strategy

- **Short-term:** Combine new recreational opportunities with educational enhancement as a principle of service delivery. In addition, planning to direct additional resources to school-based, after-school, and out-of-school programming seems the most reasonable way to meet this youth needs – especially in the short-to mid-term.
- **Mid-term:** Expand youth development programming through grants to community-based organizations, and increase programming by the District's Department of Parks and Recreation (DPR) to address youth development needs. Activities should include high school completion supports, GED preparation, workforce experiential training, technology learning opportunities, and violence prevention initiatives. Special attention should be paid to fully integrating Marvin Gaye Park in youth programming (e.g., employment training and after-school activities).

#### Outcome Goals

- An increased academic performance and standardized test scores with 70 percent of children performing at grade level.
- A 40 percent Increase in high school graduation rates and GED attainment.

**Priority 4: Physical and Mental Health Care and Promotion** is a critical need in the community, because residents have few options for services within their immediate area. An adult wellness program focusing on prevention, exercise, and

stress management is needed to strengthen the job readiness of residents and their families. Residents are also in need of individual psychological counseling and opportunities for structured support groups. These latter activities will help address the significant mental health pressures – reported by residents both in the survey and most emphatically in the focus groups – that pose barriers to educational or employment attainment.

#### Investment Strategy

- **Short-term:** Improve basic clinic services by providing more resources to local clinics and additional transportation vouchers for medical services. Access to quality and nutritious food can be addressed through the establishment of alternative food distribution outlets (i.e., a low-cost farmers' market or cooperative). Develop a holistic community health program that includes a mental health component and provides basic health education, support groups and ongoing wellness activities to address chronic health challenges.
- **Mid-Term:** Develop a close-in health facility to house primary, specialty and diagnostic medical services that are currently unavailable, and which residents reported receiving at more-distant hospitals. Cardiology, geriatric, pediatric, and orthopedic services along with diagnostic services could be housed in such a facility. The Medical Homes Initiatives represents a way of securing funding for this endeavor. Develop a comprehensive case management strategy to ensure that connections are made between residents and the services they need.

#### Outcomes Goals:

- A reduction in reported rates of anxiety and depression.
- Improvements in the control of asthma.
- An increase in the number of people living with HIV/AIDS who receive comprehensive treatment.





## E. Financing Investments

Financing human capital investments in the community will require approximately \$16 million over a five-year period in programs and services and \$33 million in capital investments over a ten-year period. Investments will include:

- \$18 million for a primary, specialty and diagnostic medical facility;
- \$15 million in capital investments in recreation facilities at Kelly Miller Middle School;
- \$9 million in direct city investment in case management and new or expanded on-site youth programming;
- \$6 million to support adult education and employment training programming (including development and funding of local adult charter school), funds to be leveraged from the DC Housing Authority (DCHA), the Department of Employment Services (DOES), DC Public Schools (DCPS), and the State Education Office (SEO); and
- \$1 million for community health education programming and mental health supports.

Additionally, \$1 million from philanthropic donations from local and national foundations will be leveraged as matching support for selected programming.

