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**Developing a Strategy for Effective and Sustainable Urban  
Renewal and Redevelopment. A Case Study on the City of  
Sacramento Housing and Redevelopment Agency's Phoenix Park  
Public Housing Development.**

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Developing a Strategy for Effective and Sustainable Urban Renewal  
and Redevelopment

A Case Study on the City of Sacramento Housing and Redevelopment Agency's  
Phoenix Park Public Housing Development.

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EMPA 396 – Capstone Project

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### **Abstract**

Case study of the City of Sacramento's Housing and Redevelopment Agency (SHRA) award-winning urban renewal and redevelopment project, Phoenix Park Housing Development. Plagued by rampant drug dealing and violent crime beginning in the 1980s, Phoenix Park (formerly Franklin Villa) was originally built in the 1960's as privately-owned senior housing. Changing demographics and a downturned economical climate brought about rapid decline in the physical and social environment in this South Sacramento Community. Absentee landlords, gang activity, and ineffective management rapidly accelerated the downward decline of the community. This capstone research project investigates SHRA's effective urban renewal strategy employing three key components: consolidated property ownership and management, on-site social services, and enhanced safety measures. Primary data gathered from resident questionnaires, site visits, public safety ride-alongs, and key informant interviews. Secondary data gathered from Sacramento City Council Reports, urban redevelopment literature review, and local crime statistics.

## Introduction

Effective and sustainable urban renewal and redevelopment can be an elusive concept given the multitude of political, social, financial, and legal challenges associated with it. However, there are several examples nationwide in which cities have implemented innovative strategies utilizing a multi-disciplinary approach to breathe new life into emaciated communities. The City of Sacramento is such a city and Phoenix Park Housing Development is such a community. Although plagued by rampant crime, drug dealing, and gang violence, much like the mythical figure, Phoenix Park rises from the ashes of urban decay to renew and reinvent itself as a viable and cohesive community of individuals and families. Responding to decades of deterioration at Franklin Villa (later renamed Phoenix Park), the Sacramento Housing and Redevelopment Agency (SHRA) devised a three-pronged approach to revitalizing this community: consolidated property ownership and management, on-site social services, and enhanced safety measures.

This capstone research project will further investigate this approach and present a relevant literature review on urban renewal and redevelopment, describe research methodology utilized, provide an effective redevelopment case study, present analysis of research findings, and ultimately provide recommendations for public administrators faced with the challenge of revitalizing a community through urban redevelopment.

## Literature Review

### *Trends and Best Management Practices in Advance Planning for Urban Renewal*

In setting out to explore the topic of redevelopment, one will immediately notice in web-based searches that the current term that is more commonly used is urban renewal. This is more than just semantics; this signifies an ideological as well as a political change that denotes more of a transformation based on reinvestment than wholesale discard of a failing community. This change has not been an overnight metamorphosis, historically "gentrification has become the standard result of much inner-city redevelopment. As proximity to work and to the vitality of the city is rediscovered by the middle class, the tendency has been to crowd out poor people left behind in the last swing to suburbia" (Van der Ryn & Calthorpe, 1986, p. 9). Unfortunately, little thought and planning has gone into true urban renewal. The focus has primarily been on increasing the property tax base, attracting large developers, and displacing the poor and blight in contained and often disenfranchised pockets of the inner city. Van der Ryn and Calthorpe suggest that "as we plan, design, and redesign our cities, we should be constantly asking ourselves: 'Who is best served by this plan – and who is most penalized?' (Van der Ryn and Calthorpe, 1986, p.129).

In spite of the fairly recent shift in redevelopment paradigms, cities around the country are reinventing themselves in exciting ways. "The American inner city is rebounding—not just here and there, not just cosmetically, but fundamentally." (Grogan and Proscio, 2000, pg. 1). Many authors suggest a standard formula

employed by public administrators to facilitate change. Two such authors suggest that there are four main components to any successful redevelopment and urban renewal undertaking:

1. Grass roots organizations – engaging groups with both a personal and universal stake in redevelopment in their own communities. “They have built and renovated thousands of houses and apartments, recruited businesses into their neighborhoods, organized childcare centers and charter schools, and formed block watches and civic clubs” (Grogan and Proscio, 2000, p.4). The active engagement of these groups is critical to the ultimate success at the initial introduction of a redevelopment plan, particularly in lower-income communities. Researchers suggest that socioeconomics may play a part in a community’s support of redevelopment in their neighborhoods. “The view which a neighborhood is likely to take of urban renewal, then, is in great part a product of its class composition...Upper and upper-middle class people are more likely to think in terms of general plans, the neighborhood or community as a whole, and long-term benefits (even when this might involve immediate costs to themselves); lower and lower-middle class people are more likely to see such matters in terms of specific threats and short-term costs” (Davies, 1966, p.154). Nonetheless, early and constant civic engagement is crucial to the success of any redevelopment project. “If the neighborhood is not informed of the proposed plans until the process of gaining official approval is well-advanced, the city government may be

charged with trying to "sneak something over" on the residents, and opposition will be aroused because of the suddenness of the announcement" (Davies, 1966, pg. 148).

2. Retailers – reinvesting in previously ignored communities assists in redevelopment efforts. "More and more private-sector prophets and planners are hailing the inner city as the undiscovered emerging market of our times" (Grogan and Proscio, 2000, p.4). "The advance guard of market formation has been new housing, followed by retail, followed by broad reconnection of formerly isolated communities to the economic mainstream" (Grogan and Proscio, 2000, p.5).
3. "The third propellant of inner-city revival is dropping crime...we believe that a growing revolution of police practices, in league with unfolding revitalization, has played a key role and can play an even greater role in years ahead. If it lasts long enough, the dynamic may be self-reinforcing" (Grogan and Proscio, 2000, p.5).
4. Bureaucratic Reform – particularly of welfare, housing, and school systems. "Each has proven to be a bureaucratic albatross and a social disaster – concentrating poverty, insulating failure, limiting upward mobility, and stifling initiative" (Grogan and Proscio, 2000, p.6). "A culture of work seems to be taking hold in many inner-city neighborhoods where examples of success and self-sufficiency had been absent for decades" (Grogan and Proscio, 2000, p.6). "As welfare reform was taking shape, Republican reformers and a newly savvy HUD leadership began to open



the once-impregnable fortress of public housing – a nucleus of blight where decades of government rules had, in the Washington Post's phrase, "stacked poor people in human filing cabinets" (Grogan and Proscio, 2000, p.6).

The powerful combination of these components cannot be underestimated; "reviving markets, dropping crime rates, and deregulating public systems open vistas for the inner city not seen in nearly fifty years, before the great postwar exodus and decline. These new trends combine powerfully with the now-extensive grassroots revival efforts. Together these four trends could engineer a far-reaching change in the social, economic, and physical environment – indeed the whole idea of the American inner city" (Grogan and Proscio, 2000, p.7).

While ideological change may be less tangible, one need only look at the urban planning and design evolution of housing redevelopment projects. Master-planned, clustered housing has taken the place of the sky-scraper tenements of the past. Most notable is the emphasis on neighborhood parks and open space for passive recreation. "The most successful clustered housing schemes have been those where the psychological, social, and aesthetic importance of the communal outdoor space has been recognized from the beginning. This is not some little piece of luxury green space to be fitted in after building location, parking, fire access, and so on have been determined. If done sensitively, the shared outdoor space can be the heart and soul of the community – where

children play safely, where adults meet and stop for a chat..." (Van der Ryn and Calthorpe, 1986, p.126)

A critical element in the effective urban renewal formula is that of public safety and its relationship to the community it serves. "One of the most important facets of community policing is partnerships; police partnerships with stakeholders are essential if crime reduction and quality of life are to improve" (Shane, 2007). Often times, police presence in a community can serve to exacerbate an already hostile situation; it is imperative that a holistic approach to law enforcement is employed in fragile redevelopment communities. Many researchers suggest that Problem-oriented Policing or POP Officers is such an approach. "POP is a policy management philosophy that entails S.A.R.A.: *scanning* to identify, specify, and describe specific problems to include *analysis* in which the causes of the identified problems are explored fully and *response* that refers to the search for the "tailor made" solutions to remove the specified or general causes of the problems through implementation of concepts supported by *assessment* concerning the process where the solutions implemented are evaluated in terms of effectiveness and strategies" (Moore, 2005). Contrary to traditional "hook and book" policing, POP employs strategies that still enforce the law but focus on the origin of the problem in addition to the symptoms.

To be clear, public safety is not acting independently in the transformation of a troubled community. In addition to residents, the Housing Authority or relevant public entity must also be engaged in the partnership. "Housing authority creates and maintains safe environments and our police department

supports public safety through crime prevention and law enforcement" (Howard, 2008). In this triad, the Housing Authority and/or its designated management arm establishes a safe public housing environment, the police sustain and regulate the safety of the environment, and residents are also held accountable for their part in maintaining a safe community. The greatest merit of POP is not that it negates traditional policing, but that it supplements it. "Problem-oriented policing essentially applies the scientific method to police work and opens the door to solving problems without relying [solely] on the power of arrest" (Howard, 2008). Indeed, interventions between residents with interpersonal conflicts by POP officers serve to diffuse conflict and prevent crimes. "Not all interventions are punitive...mediation has successfully resolved conflicts, reduced 911 calls, and improved the sense of calm and safety in public housing environments" (Howard, 2008). POP is innovative in that it goes beyond suppression to address core issues and factors that serve to perpetuate crime in a specific community. "Many consider POP as a more analytical approach to conducting law enforcement business with a strategy to get away from a reactive, incident-driven mode to that of a preventive way of doing law enforcement business in general" (Moore, 2005).

## Research Methodology

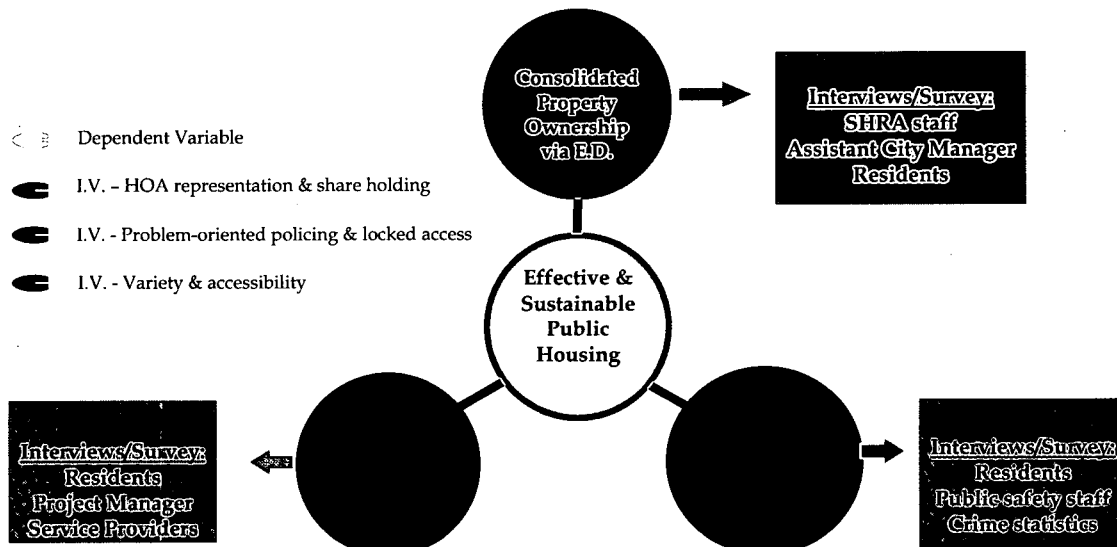


Figure 1.1

The research question to be answered in this study is “How effective is the Phoenix Park housing model for urban renewal and redevelopment?” As demonstrated in figure 1.1 above, the research methodology employed identifies effective and sustainable housing as the dependent variable in the study. The sub-questions for this study are comprised of the independent variables including consolidated property ownership via eminent domain, on-site social services, and enhanced safety measures. Specifically, this study set out to answer:

- ◆ How effective is SHRA's consolidated property management and HOA representation?
- ◆ How effective is the variety and accessibility of on-site social services?
- ◆ How effective is problem-oriented policing and locked access/fencing?

Various methods were utilized to gather research data including surveys, key informant interviews, and secondary data.

### *Surveys*

60 surveys were administered to a representative sample of residents at a monthly Community Safety Meeting on May 28, 2008 hosted by Phoenix Park Management. These meetings are designed to serve as a primary mechanism of information sharing and to solicit input from residents on various community events and concerns. 36 surveys were completed and returned by meeting attendees. The surveys consisted of 17 rating scale questions asking respondents to indicate how strongly they agree or disagree with a particular statement relating to consolidated property management, on-site services and amenities, and safety (see Attachments). Respondents were asked to indicate which services and amenities offered at Phoenix Park that they or their family use regularly. Respondents were also asked to voluntarily provide demographic information including the year they moved in to Phoenix Park, gender, ethnicity, and age range. There was also a subjective comment section of the survey where respondents were asked to provide additional suggestions to make Phoenix Park a better place to live.

### *Key Informant Interviews*

Several interviews by phone, email, in-person, and public safety ride-alongs were conducted with key informants for Phoenix Park. Informants were given in advance specific interview questions relevant to their respective

experience and expertise including consolidated property management, on-site social services, and safety measures.

Key informants interviewed include Patrick Bohner, Phoenix Park Program Manager; Jackie Rose, Phoenix Park Resident Services Coordinator; Captain Daniel Hahn, Sacramento Police Department (SPD), Sergeant Greg Smyth, POP Officer Supervisor (SPD), Officer Ed Fong, POP Officer (SPD); Lisa Lindsay, Wildwood/Phoenix Park Homeowners Association, Cassandra Jennings, City of Sacramento Assistant City Manager; Jerry Hicks, City of Sacramento Senior Deputy City Attorney.

#### *Secondary Data*

Various sources of secondary data were researched in this study including previous resident surveys, reports to City Council presented by various staff, published crime statistics, related legal documents to facilitate eminent domain and court-ordered gang injunctions, and Phoenix Park publications and informational pamphlets.

#### ***City of Sacramento Housing and Redevelopment Agency: Phoenix Park – A Case Study for Urban Renewal***

*"I lived here when the Task Force used to kick in the doors back in the late nineties...children couldn't even play outside; it was like a war zone. It's much better here now, my grandchildren can go outside and play and I don't have to worry about them all the time...it's a real community now" – 2008, Phoenix Park Resident.*

The year was 2001 and violent crime was at a fever pitch in the South Sacramento community of Franklin Villa. What began as a housing community built in the late 1960's of privately-owned condominiums for seniors was now a

vast absentee landlord haven. Young, gang-affiliated tenants began to rent for cash and even illegally occupy abandoned units holding the hard-working families of Franklin Villa virtually hostage. By key informant accounts, the street running alongside the housing development was notorious. G Parkway, or "The G", as it was known back then was so infamous for its drug and weapons dealing that even gang members and drug dealers of neighboring cities in the Bay Area would eagerly make the almost 2- hour drive to Sacramento to procure their illicit goods. Sacramento Police officers seized a homemade video filmed by self-described gang members showing blatant drug dealing in broad daylight and in the background shots at police helicopters overhead can be heard. Gang members can even be seen on film indoctrinating their children with gang hand gestures and dress.

The downward spiral for the then Franklin Villa began years prior. During the 1980's, housing units fall into disrepair and the community rapidly deteriorates. The surrounding community is plagued by crime, high unemployment rates, poverty, and ineffective property management that also contribute to the deterioration. In the following decade, gangs would have all but taken over the community; violence and alarming rates of drug sale and use are reported. Many owner-occupied units are both abandoned and foreclosed or absentee landlords that live out-of-town accept cash rent from anyone without a cursory background check. Property values for private residences surrounding the community are decimated as well. Anyone unlucky enough to live along the corridor of the infamous "G Parkway" will suffer irreparable damage to their

home's equity. It would be the end of that decade before the first signs of help would arrive propelled by outraged residents and City Council Member Bonnie Pannell who represents this district.

In 1999, the Sacramento Housing and Redevelopment Agency (SHRA) contacted HUD requesting a partnership to purchase any abandoned and vacant units that had been foreclosed on. HUD agreed and SHRA proceeded with their acquisition of these blighted units. What was later discovered was that most of these units were in need of rehabilitation, and many of the current private owners were not agreeable to a massive renovation effort. Nonetheless, SHRA realized that in order to control the environment at Franklin Villa, they needed to control both the physical and social environs. In late 2001, SHRA took to City Council the Franklin Villa Implementation Strategy that entails a three-pronged approach to address the community's woes: 1) Consolidate property ownership and management control; 2) Develop and implement a safety and security plan; and 3) Enhance and coordinate social service needs of families and children living at Franklin Villa. Council approved the strategy and acquisition began, both voluntarily and by eminent domain.

Of the three approaches, consolidating property ownership with acquisition via eminent domain was by far the most controversial. Mistrust of government by residents coupled with selfish economic interests of absentee landlords threatened to derail the process. Couching the impending eminent domain proceedings in an understanding of the public good versus private interest was a precarious task. Messaging that would be more likely to garner



public support was carefully crafted so as not to agitate already anxious and unwilling sellers and cause further mistrust. "Thus, when groups find that the renewal proposal runs counter to their interest, it is but a short step to the presumption that the only reason for the proposal is the self-interest of the politicians or the renewal officials (Davies, 1966, p.151)". Eventually, SHRA was successful in acquiring all units and two of five existing homeowner associations (HOA) were disbanded (see Figure A). To ensure future stability, SHRA staff is represented on all three remaining HOAs. SHRA also enlisted the services of a non-profit, Norwood Avenue Housing Corporation, to centrally manage the housing development.

The next step to actualizing the transition would be an official name change for the community from Franklin Villa to Phoenix Park in 2003. Likewise, the notorious G-Parkway that runs through the housing development would also be renamed to Shining Star Drive. Lisa Lindsay, Homeowner Association Board Member, suggests that "The appearance of the area improved which may have caused the surrounding area's property values to increase. The change also brought a different demographic to this area". Lastly, consolidated property ownership and management brought additional benefits to residents. No longer mismanaged by absentee landlords, residents now enjoy newly renovated and well-maintained units and have an on-site property manager to voice concerns and suggestions to (see Figures 2a-2d).

# Phoenix Park and Surrounding Area

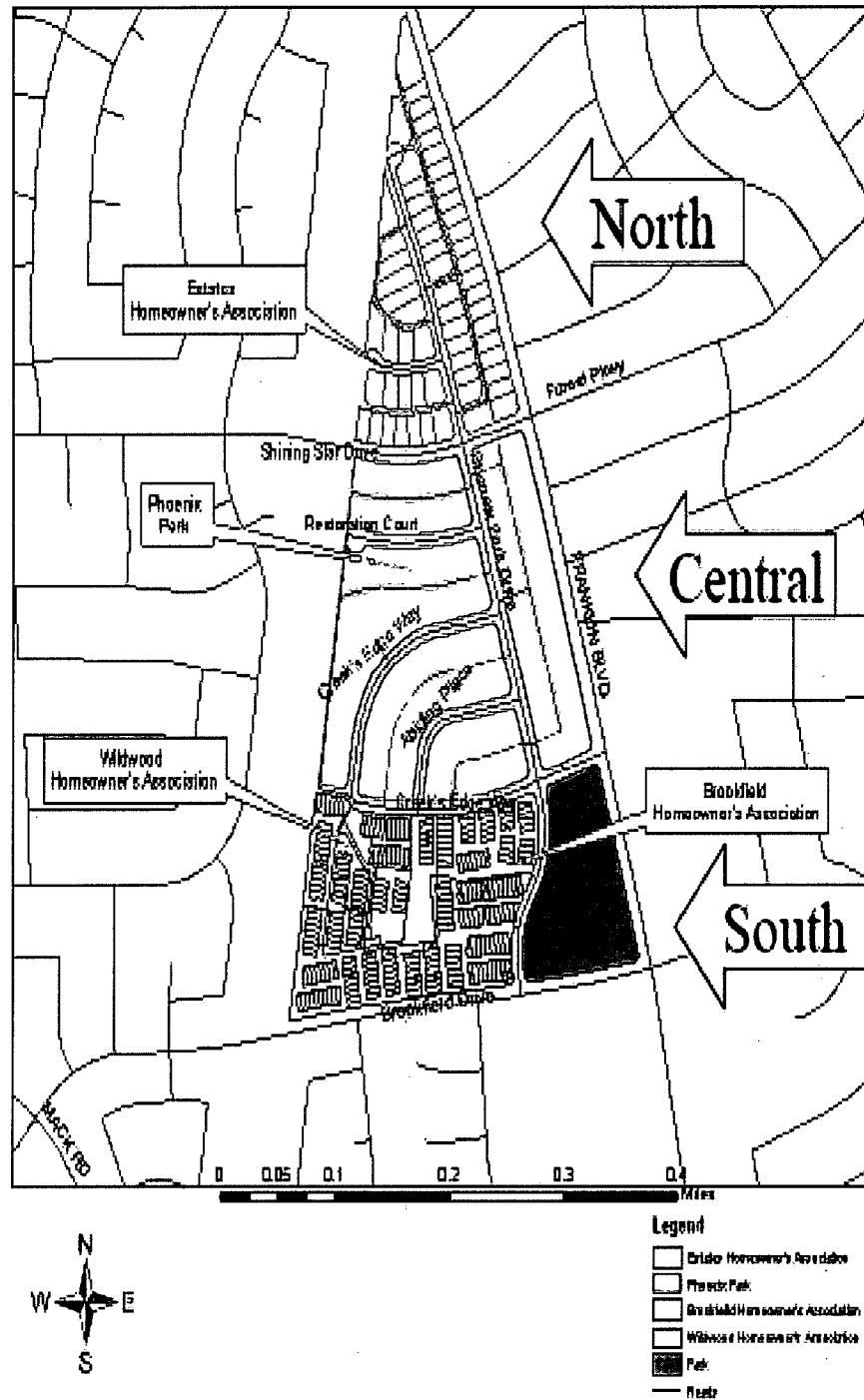


Figure A.

A project of this magnitude requires a financing plan of equal magnitude and creativity. In total, approximately \$84 million was invested in this urban renewal project. Specific funding sources are as follows (SHRA Report to City Council, December 2005):

- \$25.8 million in federal low income housing tax credits from Tax Credit Allocation Committee (TCAC).
- \$4.7 million in state low-income housing tax credits from TCAC.
- \$9.1 million in a deferred payment loan from Housing and Emergency Shelter Trust Fund Bond Act of 2003.
- \$2.5 million in program funds from California Housing Finance Agency.
- \$24.2 million commitment from City of Sacramento from various housing-related grant funds.
- \$1 million in Affordable Housing Program funds.

Safety, even more so than in many other communities in Sacramento, was a huge challenge for public safety and property management staff at the former Franklin Villa. Most importantly, residents were still unsure of their own safety as crime declined in 2003 and then peaked at the height of the transition in 2004 (see Figure 1). Law enforcement, public officials, and property management realized that traditional policing may no longer be appropriate for this community that was still undergoing its metamorphosis. According to Officer Ed Fong of Sacramento Police Department, "Five years ago, this area led the city in homicides and calls for service". Rampant drug dealing and drug use still

plagued the community, and industry experts posit that “the possibility of violence increases when residents’ and guests’ drug use goes unchecked” (Howard, 2008).

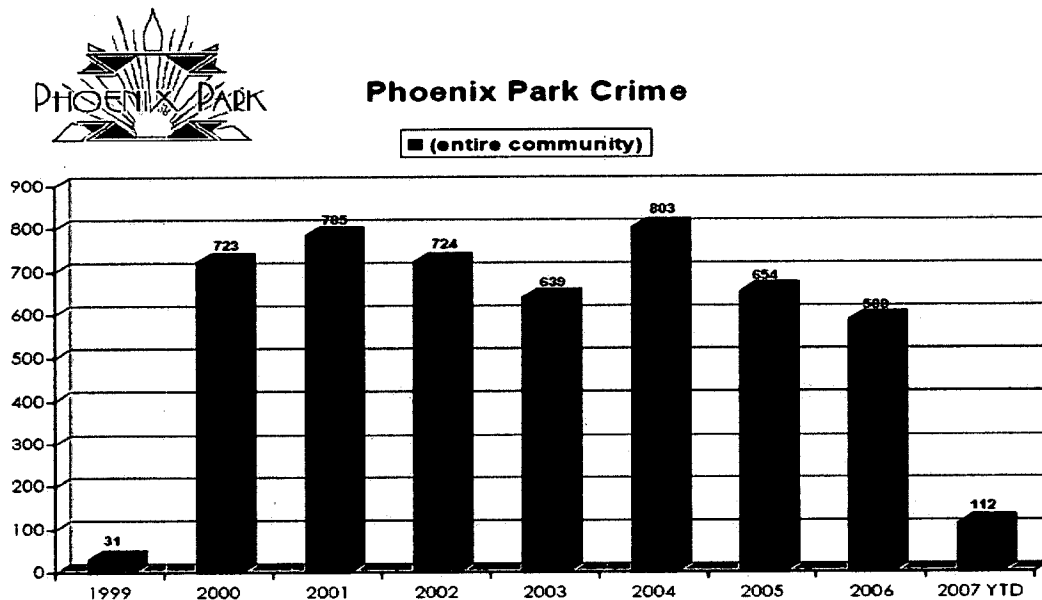


Figure 1 (Source: SHRA Report to Sacramento City Council, August 2007)

Together, SHRA and the Sacramento Police Department (SPD) arrived at the understanding that “drug use and criminal activity, ongoing conflict, and interpersonal crime are appropriate for police and housing collaboration and are solvable” (Howard, 2008), thus justifying the utilization of problem-oriented policing (POP) as a deterrent and response to crime at Phoenix Park. Sergeant Greg Smyth who supervises the four designated POP officers at Phoenix Park states that “traditional policing doesn’t solve the problem, it actually drains resources. Now, we look at enforcement as both the responsibility of SHRA and

the Police. You have to first change the mindset of entities to get SHRA and management to screen residents prior to moving in versus focusing on getting maximum occupancy". This safety partnership is based on accountability and reciprocity; instead of the police responding to calls only to be summoned hours later for the same infraction, "when we respond to calls, we issue a letter to SHRA about the infractions for managers and SHRA to follow up with the resident...they are held very accountable" (Sergeant Greg Smyth, SPD).

Contrary to reactive policing and sole reliance on arrest in which offenders may be momentarily deterred from their illegal activity, "standard investigative techniques are applied to lease enforcement, working with property managers and housing lawyers to prove lease violations for drug activity... The civil burden of proof is much easier than the criminal burden and it is relatively easy to evict residents for illegal drug use" (Howard, 2008). In many ways, this type of enforcement is more effective over traditional arrest and prosecution in that the resident and/or their guest who is committing offenses will cause the resident to possibly lose rights to reside at Phoenix Park. Further, repeat offenders will face legal ramifications as well as the possibility of losing their subsidized housing voucher. Officer Ed Fong of SPD also attributes additional benefits to POP including decreased non-emergency 911 calls that may be from tenants making false or retaliatory claims against fellow tenants. Industry experts contend that "ongoing conflict between residents...places a burden on police departments with repeated 911 calls for disturbances. In addition, chronic conflict acts against a sense of calm and safety (Howard, 2008)".

Controlling access and the physical environment of Phoenix Park is just as important as curtailing crime. In consultation with SPD, SHRA set out to redesign the physical structure of Phoenix Park with consideration for accessory safety items such as unit renovations, alley closures, lighting, fencing, locked access, installation of security cameras, and redirecting automobile traffic. Officer Ed Fong of the SPD recalls the community prior to its transition, "streets were blocked off by gang members and some of the residents and so there were only two ways in or out... alleys were totally open so it was easy for crime to continue". SHRA closed off alleyways by annexing them as part of individual units thus creating more living space and deterring crime. All units have lit doorways and perimeter lighting and residents are engaged to make sure they report any unlit areas to management. Key informants suggest that the greatest indicators of change to Phoenix Park's physical environment is a generally a more attractive and safer environment including, less trash, less noise, overall pleasant landscaping and amenities that invites more children and families to enjoy the outdoors safely (see Figures 1a-1d).

Lastly, access to Phoenix Park by current or former gang members is greatly restricted by a gang injunction issued by Sacramento County Superior Court in May 2005. The comprehensive injunction provided the final and fatal blow to gang members that historically held this community hostage. Specifically, individuals of the former "G-Mobb" gang, including any associates, are "permanently enjoined and restrained from engaging in, committing or performing, directly or indirectly, any and all of the following activities in the

Target Area/Safety Zone (Phoenix Park and immediately surrounding areas)".

Most prohibitive of the restrictions is "being present on the private property of others, including garages, and entry ways, except with the prior written consent of the person in lawful possession of the property". Furthermore, any gang members are restricted from climbing fences, being on rooftops, acting as a lookout, physically fighting in public, knowingly remaining in the presence of anyone selling, possessing or using controlled substances, possessing or using any dangerous weapon, applying graffiti to any public or private property, and harassing or threatening the peace or safety of any person. Any gang member who may have formerly occupied a unit at Phoenix Park was promptly evicted and given the prohibitive gang injunction is very unlikely to return to Phoenix Park for any reason.

Perhaps the most unique component of the redevelopment strategy at Phoenix Park is the provision of relevant social services on site (see Figures 3a-3d). While initial service delivery actually began in 1994, it was expanded and enhanced in the following years with the creation of a Multi-Disciplinary Team (MDT). The MDT is comprised of various partners including SHRA, SPD, Child Protective Services (CPS), Sacramento County Department of Human Assistance (DHA), and Sacramento Probation Department. Staff ranging from law enforcement to mental health providers attend these weekly meetings to discuss the service needs of the community as well as the individual needs of referred or self-referred residents. The MDT proactively and holistically addresses the needs of residents by providing a range of services from

assistance with utility bills to family reunification and substance abuse treatment.

The MDT and SHRA Site Management is central in recruiting service providers at Phoenix Park. Based on the requests gathered from resident surveys, the following services are now provided on-site at Phoenix Park:

1. Computer lab – donated by the Magic Johnson Foundation for adult and youth computer literacy classes and employment development provided by the Sacramento Employment and Training Agency (SETA)
2. Employment orientations – provided by Goodwill Industries; resume development, job leads, application preparation, etc.
3. ESL/Citizenship services – multi-lingual assistance
4. Crisis intervention – domestic and individual
5. Transportation – resident shuttles to nearby social service agencies
6. Parenting/family life services – counseling, reunification
7. Legal assistance – referrals, advocacy
8. Alcohol and Other Drug services (AOD) – counseling, referral
9. Education – GED completion, higher education/vocational information
10. Childcare – referrals and afterschool program

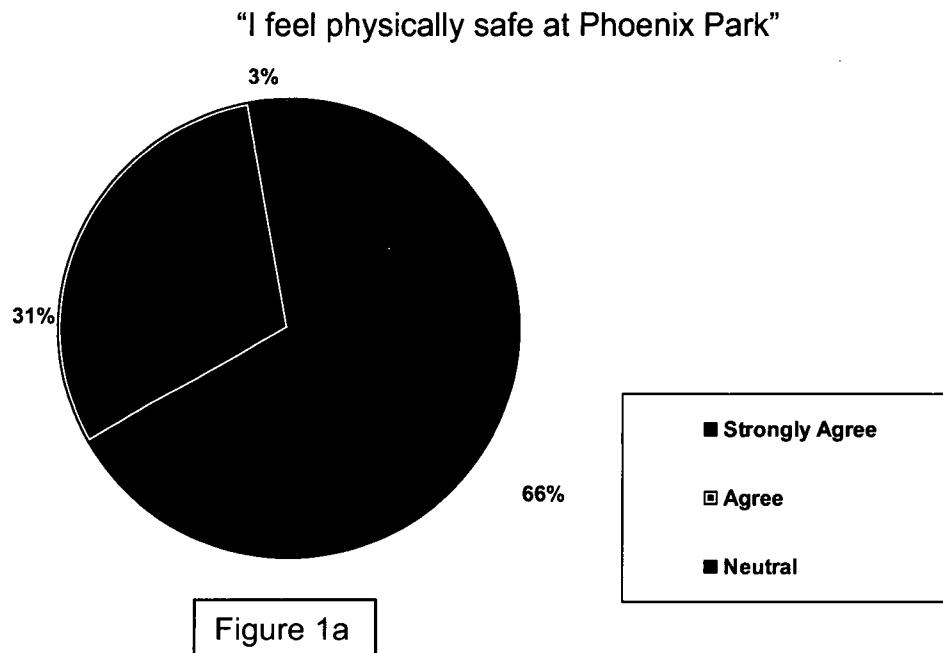
### Findings and Analysis

Use of the Summer Food Service Program (SFSP) and Food Link ranked highest in on-site service utilization by Phoenix Park residents (figure. The SFSP, funded by the United States Department of Agriculture (USDA) and administered by the California Department of Education, provides free lunches and snacks to



youth ages 0-18 during the summer months. The site's eligibility for free meals is contingent upon nearby qualifying elementary, middle, and high schools having at least 50% of their students eligible for free and reduce-priced meals based on income. This program provides much-needed, balanced meals for youth who regularly receive these meals during the school year, but would otherwise not have access to these meals when school is out. This program also supplements and attracts children to the ongoing youth programs at the Resident Activity Center by offering free meals to participants. The Food Link program provides on-site distribution of government commodities on a weekly basis to Phoenix Park resident households that meet income eligibility guidelines.

### **Resident Safety**



Resident responses indicate an overall sense of physical safety at Phoenix Park. Resident comments on surveys suggest that safety, both within

and outside of their immediate housing units, was a concern prior to Phoenix Parks' transformation (Figure 1a). Likewise, resident-public safety relations have improved greatly; according to key informant interviews, P.O.P Officers are viewed as resources as well as law enforcement agents. Survey results indicate that residents think P.O.P. Officers are effective at Phoenix Park (Figure 1b).

"Police Officers (problem-oriented/POP police officers) are effective in addressing crime and safety concerns at Phoenix Park".

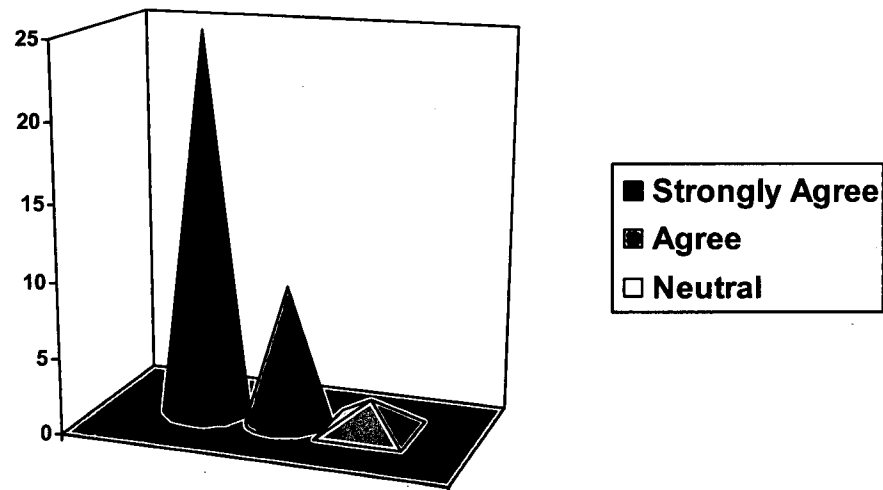


Figure 1b

"Locked access and gates make me feel safer at Phoenix Park".

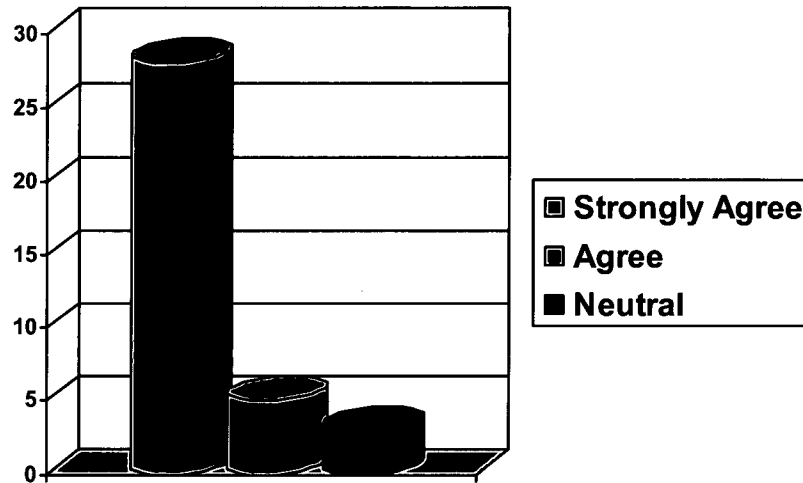


Figure 1c

"Phoenix Park is a gang-free community"

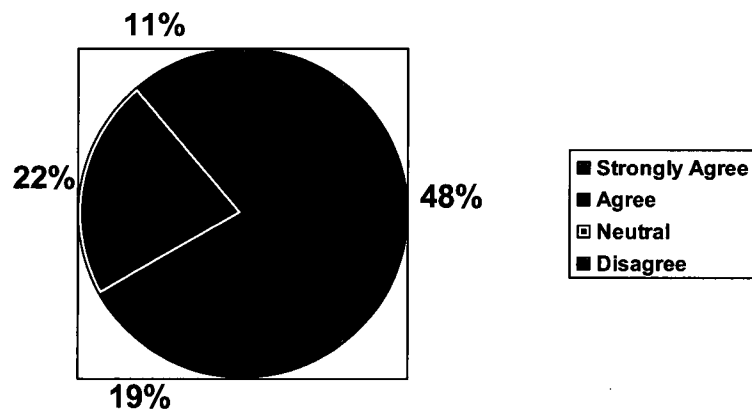


Figure 1d

**Consolidated Property Management**

“Management meets and/or responds to my housing-unit related needs in a timely manner”

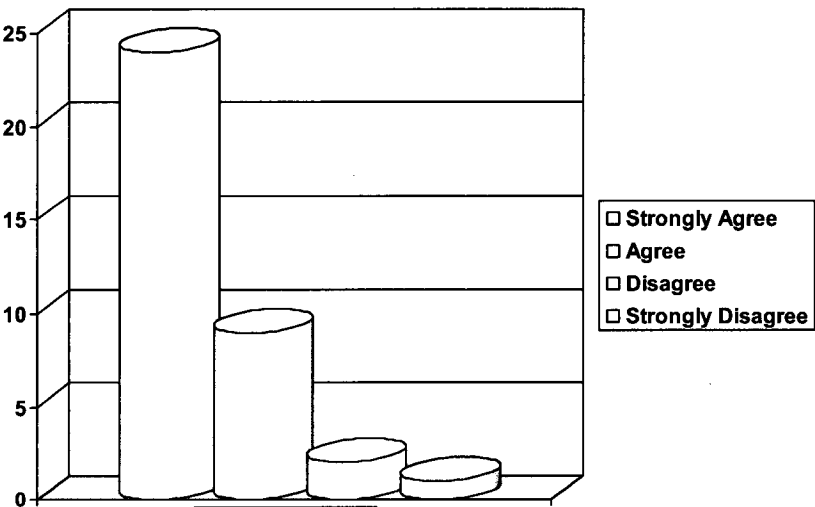


Figure 2a

“I know who to contact in the management office if I have a housing-related question”

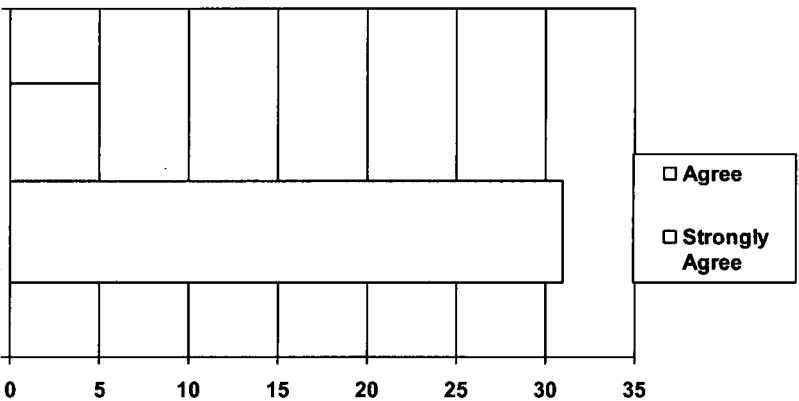
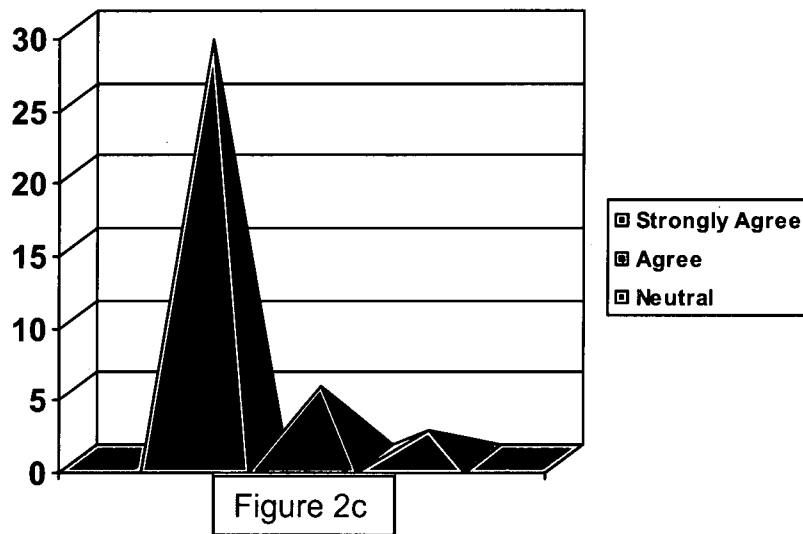
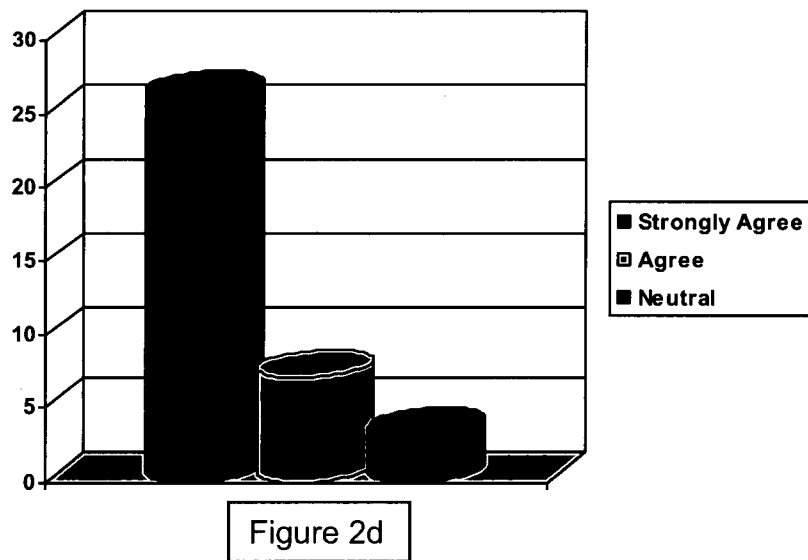


Figure 2b

"My housing unit and common grounds are well-maintained by management"



"I prefer having an on-site property manager versus an off-site property manager"



**On-Site Social Services and Amenities**

"I am satisfied with the variety of services provided at Phoenix Park"

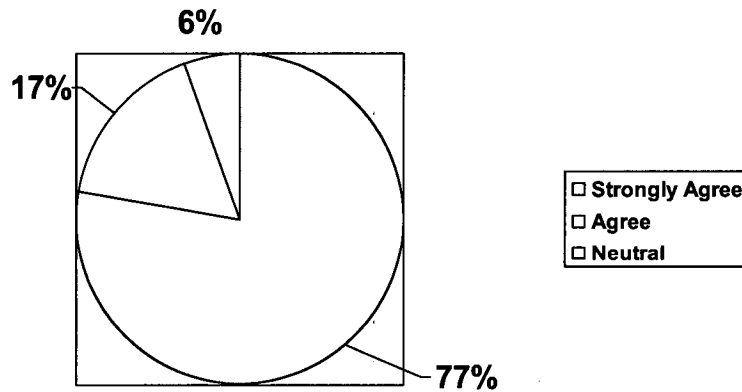


Figure 3a

"I am satisfied with the quality of services provided at Phoenix Park"



Figure 3b

"I am satisfied with the accessibility of services at Phoenix Park  
(times offered, no waiting list, etc.)"

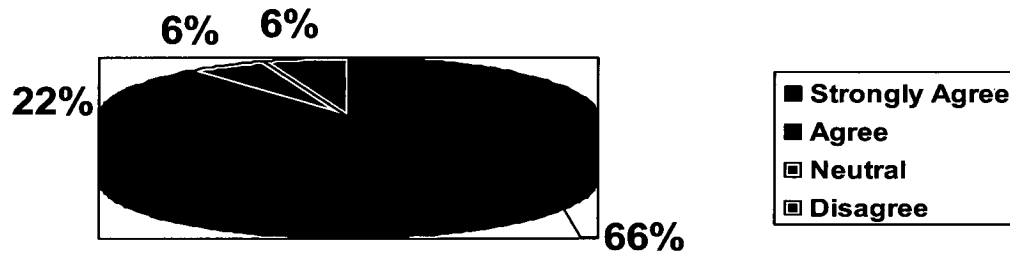


Figure 3c

"If services were not offered at Phoenix Park, I would not be able to  
conveniently access those services"

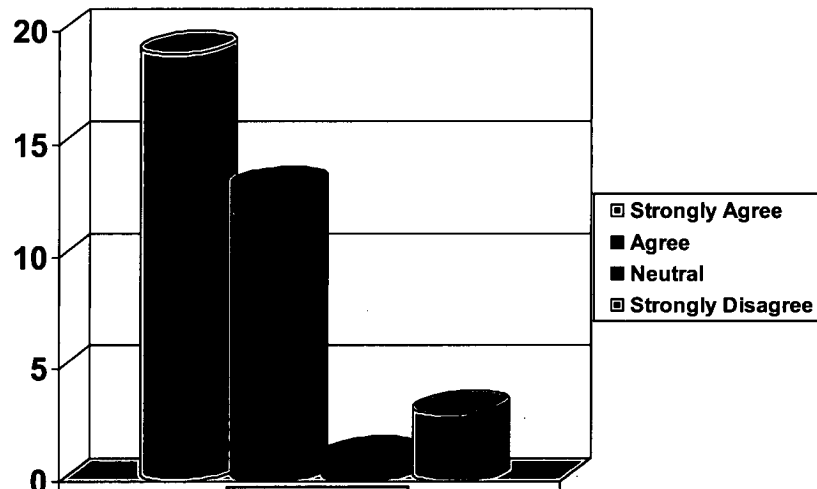
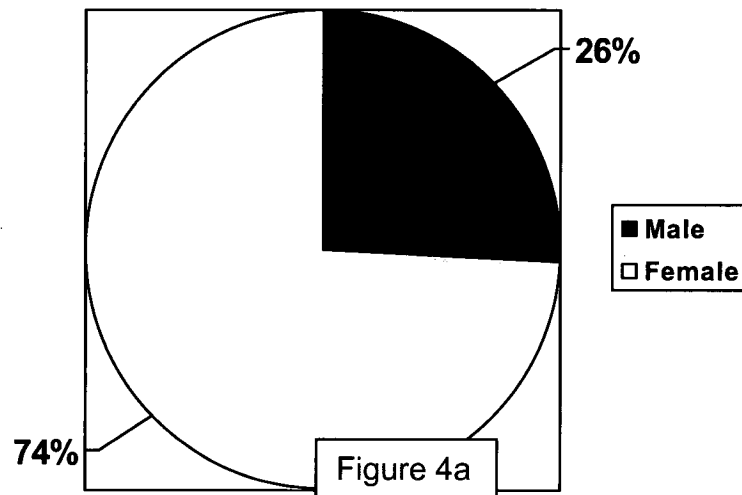
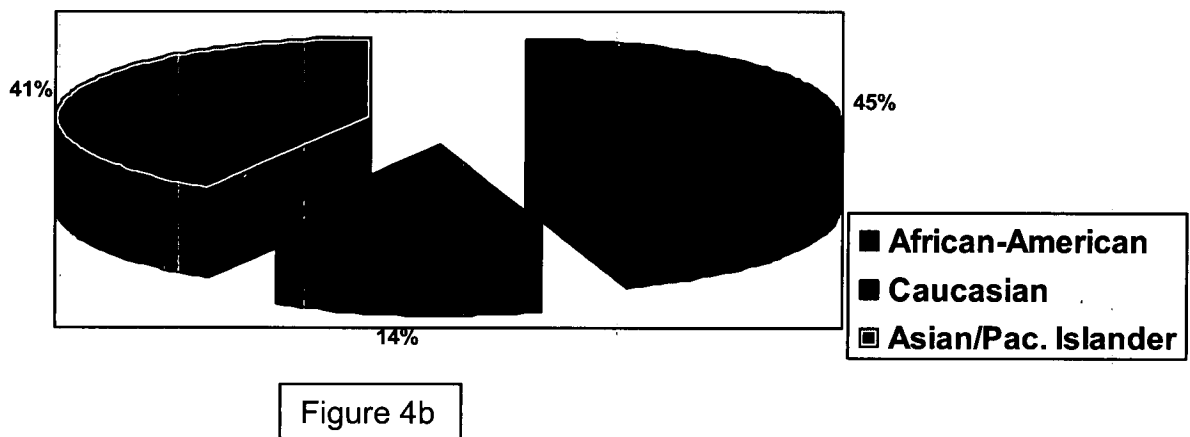


Figure 3d

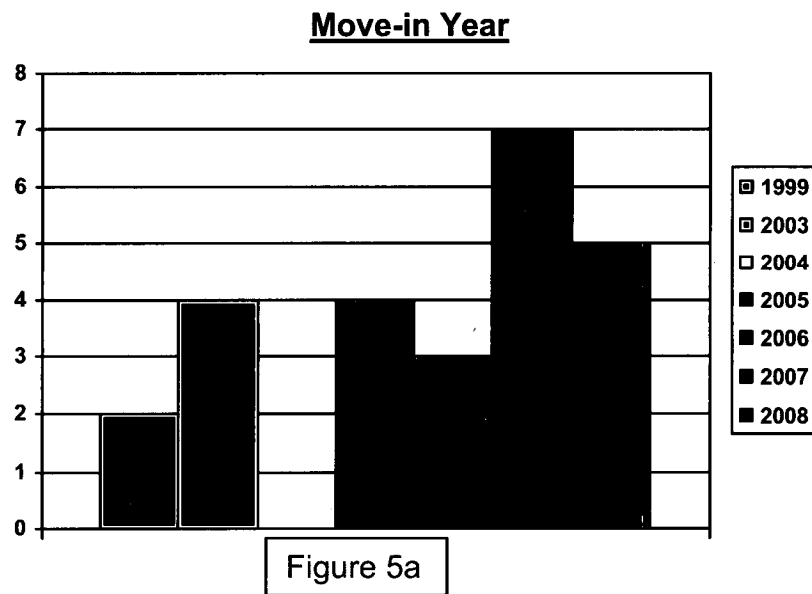
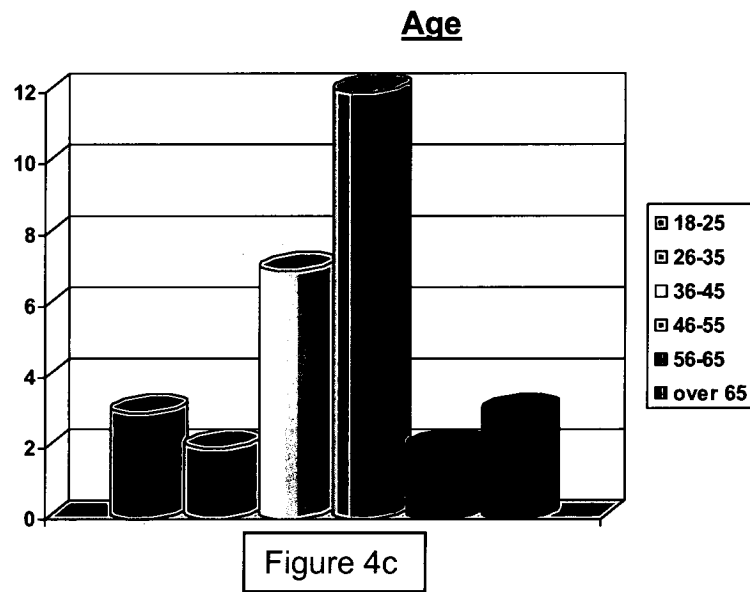
**Respondent Demographics**



**Ethnicity**







### **Conclusions and Policy Recommendations**

In accordance with industry experts and researchers, the City of Sacramento has recognized that “a blend of public-private partnerships, grassroots nonprofit organizations, and a willingness to experiment characterize what is best among the new approaches to urban problem-solving” (Davies, 1966). The use of a collaborative approach, spurred by dedicated City Council Members and residents, is the lynch pin of SHRA’s success in transforming Franklin Villa to Phoenix Park. Understanding that “the inclusion of neighborhood groups in renewal decision-making is becoming a political necessity” (Davies, 1966, pg. 206), SHRA and City Council launched a comprehensive civic engagement strategy that involved residents and policy makers alike throughout the transformation. The winning combination of consolidated property management, on-site social services, and enhanced safety measures has yielded unprecedented success in developing sustainable urban renewal. “Metropolitanists...seem to feel that the only hope for an urban turnaround lies in changing municipal boundaries to capture the wealthier tax base of the suburbs. Attracting better-heeled people back into existing city neighborhoods, they seem to feel, is a lost cause. Making the city pleasant and livable with its current base of residents they consider just as hopeless” (Grogan and Proscio, 2000, p.3). Herein lies the beauty of Phoenix Park’s transformation; rather than impose gentrification and displace community members, an investment was made by prudent public policy makers in the existing habitants of Phoenix Park as well as the physical environs.

There is much to be learned from SHRA regarding the implementation of innovative approaches to traditional redevelopment problems, but public administrators must first take into account their own jurisdiction's specific challenges and resources. While safety concerns are universal to any potential redevelopment area, the use of problem-oriented policing, major renovations, multi-million dollar financing, and gang injunctions may not be readily available to other municipalities. However, the basic components of thorough risk assessment, creative resource leveraging, civic engagement, and a multi-disciplinary approach to urban redevelopment challenges can be universally applied.

Likewise, identifying and prioritizing capital redevelopment projects in the municipality's annual budget process can ensure that expensive urban renewal projects are fully vetted by public officials and are queued up when the opportunity presents itself. Bland and Rubin posit that developing a capital budgeting policy has several advantages (Bland and Rubin, 1997, pg. 171): 1) clarifying policy issues reduce conflict during budget deliberations, 2) developing policy guidelines assist decision makers in seeing the full array of options available to them, 3) drafting a policy statement enlightens administrators and electeds on the impact of their decisions, and 4) designing and vetting a policy statement may garner community support for financial practices. As part of Sacramento's Strategic Budgeting philosophy, the Mayor and Council have developed budgeting and planning priorities for five focus areas: public safety, economic development, culture & entertainment, sustainability & livability, and

safe & affordable housing. Having these priorities set in advance allowed Council Member Bonnie Pannell to capitalize on opportunities to secure funding for Franklin Villa's transformation to Phoenix Park.

The City of Sacramento's capital budget consists of more than \$331 million, and much like that of other municipal governments, is built upon capital improvement plans or CIPs. A CIP "lists projects that are planned to begin more than a year in the future...[and] forces decision makers to review, compare, and assign priorities to projects" (Bland and Rubin, 1997). According to the City's 2007-2012 Proposed Capital Improvement Program document, the CIP program "is a guide for identifying current and future fiscal requirements and becomes the basis for determining annual capital budget expenditures". As with the Franklin Villa Implementation Plan, before any CIP is included in the annual budget book, an extensive and inclusive review process must be undertaken to ensure that all project proposals are prioritized with the most fundable and deliverable projects at the top of the list. To create this prioritized list, the City relies on departments such as the SHRA to solicit community and elected official input via:

1. The community received at neighborhood meetings throughout the year.
2. The Mayor and Council on area needs that develop or are identified during the year.
3. The Mayor and Council approved Master Plans for growth, improvements, and rehabilitation for specific programs.
4. Adopted criteria for selecting projects to meet the Mayor and Council's goals.

5. Staff-identified projects based on critical need due to safety issues or to comply with new mandates.

Similar CIP planning and resident input is suggested for other municipalities to ensure successful redevelopment projects.

Most importantly, ethical consideration must be at the forefront of any public administrator's decision making: "Knowing the proper and correct course of action is not enough. You must indeed act in a way that is consistent with what you consider to be right" (Denhardt, 2006, p.33). While the City of Sacramento received the California Redevelopment Agency Award of Excellence for its valiant efforts on behalf of Phoenix Park, it must be said that the community was in deterioration for almost two decades before tangible progress could be seen. Early risk assessment and swift intervention serves as a public administrator's best preventative tool for urban decay and necessary urban renewal measures.

## Appendix A

***PHOENIX PARK RESIDENT QUESTIONNAIRE – MAY 2008***

To assist an independent researcher with a study on effective housing models, and also the staff and management of Phoenix Park in providing you with excellent service, please take a moment to complete this survey. All responses are anonymous; please indicate how strongly you agree or disagree with the following statements regarding your experience as a resident of Phoenix Park. Also, please indicate on the back of this survey which on-site services you use. ***Thank you in advance for your participation.***

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
<b>Centralized Property Management</b>					
I know who to contact in the management office if I have a housing-related question.					
Management meets and/or responds to my housing unit-related needs in a timely manner.					
My housing unit and common grounds are well-maintained by management.					
I prefer having an on-site property manager versus an off-site property manager.					
<b>On-site Services &amp; Amenities (please check boxes on back for services you use at Phoenix Park)</b>					
I am satisfied with the variety of services provided at Phoenix Park.					
I am satisfied with the quality of services provided at Phoenix Park.					
I am satisfied with the accessibility of services at Phoenix Park (times offered, no waiting list, etc.)					
If services were not offered at Phoenix Park, I would not be able to conveniently access those services.					
<b>Safety</b>					
I feel physically safe at Phoenix Park.					
Police Officers (problem-oriented/POP police officers) are effective in addressing crime and safety concerns at Phoenix Park.					
Locked access and gates make me feel safer at Phoenix Park.					
Phoenix Park is a gang-free community.					

Additional comments or suggestions to make Phoenix Park a better place to live:

### ***PHOENIX PARK RESIDENT QUESTIONNAIRE (CONTINUED)***

Please indicate which of the following services and amenities offered at Phoenix Park that you and/or your family use(s) regularly by checking the box next to the service listed.

**On-site services and amenities I use at Phoenix Park**

- ☐ Computer center
- ☐ Head Start
- ☐ Family Night
- ☐ ESL/Adult Literacy programs
- ☐ Food Link/Summer Food
- ☐ Employment services
- ☐ GED program
- ☐ Youth programs (after-school, summer)
- ☐ Mental/public health referrals
- ☐ Playground
- ☐ Pool
- ☐ Clubhouse

#### **Participant Demographics**

<b>Move-in year:</b>		
<b>Gender:</b>	<input type="checkbox"/> M <input type="checkbox"/> F	
<b>Ethnicity:</b>	<input type="checkbox"/> Caucasian <input type="checkbox"/> African-American <input type="checkbox"/> Latino/Hispanic <input type="checkbox"/> Asian/Pacific Islander <input type="checkbox"/> Multi-Ethnic <input type="checkbox"/> Declined to State	
<b>Age:</b>	<input type="checkbox"/> 18-25	<input type="checkbox"/> 46-55
	<input type="checkbox"/> 26-35	<input type="checkbox"/> 56-65
	<input type="checkbox"/> 36-45	<input type="checkbox"/> Over 65

## Appendix B

### Phoenix Park Resident Survey Results (Survey Monkey analysis)

1. Please indicate how strongly you agree or disagree with the following statements regarding Centralized Property Management in your experience as a resident of Phoenix Park.							
	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Rating Average	Response Count
I know who to contact in the management office if I have a housing-related question.	0.0% (0)	0.0% (0)	0.0% (0)	13.9% (5)	86.1% (31)	4.86	36
Management meets and/or responds to my housing unit-related needs in a timely manner.	2.8% (1)	5.6% (2)	0.0% (0)	25.0% (9)	66.7% (24)	4.47	36
My housing unit and common grounds are well-maintained by management.	0.0% (0)	0.0% (0)	5.6% (2)	13.9% (5)	80.6% (29)	4.75	36
I prefer having an on-site property manager versus an off-site property manager.	0.0% (0)	0.0% (0)	8.3% (3)	19.4% (7)	72.2% (26)	4.64	36



**2. Please indicate how strongly you agree or disagree with the following statements regarding On-site Services & Amenities in your experience as a resident of Phoenix Park**

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Rating Average	Response Count
I am satisfied with the variety of services provided at Phoenix Park.	0.0% (0)	0.0% (0)	5.6% (2)	16.7% (6)	<b>77.8% (28)</b>	4.72	36
I am satisfied with the quality of services provided at Phoenix Park.	0.0% (0)	0.0% (0)	5.6% (2)	19.4% (7)	<b>75.0% (27)</b>	4.69	36
I am satisfied with the accessibility of services at Phoenix Park (times offered, no waiting list, etc.).	0.0% (0)	5.6% (2)	5.6% (2)	22.2% (8)	<b>66.7% (24)</b>	4.50	36
If services were not offered at Phoenix Park, I would not be able to conveniently access those services.	8.3% (3)	0.0% (0)	2.8% (1)	36.1% (13)	<b>52.8% (19)</b>	4.25	36

**3. Please indicate how strongly you agree or disagree with the following statements regarding Safety in your experience as a resident of Phoenix Park.**

	<b>Strongly Disagree</b>	<b>Disagree</b>	<b>Neutral</b>	<b>Agree</b>	<b>Strongly Agree</b>	<b>Rating Average</b>	<b>Response Count</b>
I feel physically safe at Phoenix Park.	0.0% (0)	0.0% (0)	2.8% (1)	30.6% (11)	<b>66.7% (24)</b>	4.64	36
Police Officers (problem-oriented/POP police officers) are effective in addressing crime and safety concerns at Phoenix Park.	0.0% (0)	0.0% (0)	5.6% (2)	25.0% (9)	<b>69.4% (25)</b>	4.64	36
Locked access and gates make me feel safer at Phoenix Park.	0.0% (0)	0.0% (0)	8.3% (3)	13.9% (5)	<b>77.8% (28)</b>	4.69	36
Phoenix Park is a gang-free community.	0.0% (0)	11.1% (4)	22.2% (8)	19.4% (7)	<b>47.2% (17)</b>	4.03	36

**4. Additional comments or suggestions to make Phoenix Park a better place to live:**

- ◆ Aerobics/exercise room, adult fun-time night, self-defense classes for kids
- ◆ I lived here when the Task Force used to kick doors in. It is way better now.
- ◆ I remember when my grandchildren couldn't go outside to play unless I went outside with them. It is so much better now. The neighborhood is so much quieter and peaceful.

**5. Please indicate which of the following services and amenities offered at Phoenix Park that you and/or your family use(s) regularly by checking the box next to the service listed.**

	Response Percent	Response Count
Computer center	35.7%	10
Head Start	0.0%	0
Family Night	39.3%	11
ESL/Adult Literacy programs	10.7%	3
<b>Food Link/Summer Food</b>	<b>85.7%</b>	<b>24</b>
Employment services	10.7%	3
GED program	0.0%	0
Youth programs (after-school, summer)	39.3%	11

5. Please indicate which of the following services and amenities offered at Phoenix Park that you and/or your family use(s) regularly by checking the box next to the service listed.

Mental/public health referrals	3.6%	1
Playground	64.3%	18
Pool	50.0%	14
Clubhouse	25.0%	7
<b>answered question</b>		<b>28</b>
<b>skipped question</b>		<b>8</b>

6. Move-in year

1999 = 2 respondents

2003 = 4 respondents

2004 = 1 respondent

2005 = 5 respondents

2006 = 3 respondents

2007 = 7 respondents

2008 = 5 respondents

7. Gender		
	Response Percent	Response Count
Male	25.9%	7
Female	74.1%	20
<i>answered question</i>		27
<i>skipped question</i>		9

8. Ethnicity		
	Response Percent	Response Count
Caucasian	13.8%	4
African-American	44.8%	13
Latino/Hispanic	0.0%	0
Asian/Pacific Islander	41.4%	12
Multi-Ethnic	0.0%	0
Declined to State	0.0%	0
<i>skipped question</i>	7	<i>answered question</i> 2

9. Age		
	Response Percent	Response Count
18-25	10.3%	3
26-35	6.9%	2
36-45	24.1%	7
46-55	41.4%	12
56-65	6.9%	2
Over 65	10.3%	3
<b>answered question</b>		<b>29</b>
<b>skipped question</b>		<b>7</b>

## Appendix C

### **Phoenix Park Key Informant Interviews - Safety Measures**

Please answer the following questions regarding safety measures implemented at Franklin Villa prior to its transformation to Phoenix Park. Your answers may be directly quoted and printed in my thesis project; if you would prefer that your answers not be directly attributed to you, please let me know and I will include them as anecdotal data. I may also contact you to arrange a follow-up phone call and/or in-person meeting to clarify or solicit more information.

1. *What was your involvement/experience with Franklin Villa and/or Phoenix Park?*

Answer:

2. *What is problem-oriented policing? Why is it appropriate for Phoenix Park?*

Answer:

3. *What were the major security and/or crime concerns at Franklin Villa and how were they addressed?*

Answer:

4. *What are the most noticeable environmental and social changes at Phoenix Park?*

Answer:

5. *What have been some of the challenges to implementing new safety measures?*

Answer:

6. *What are some additional measures that could be taken to improve safety?*

Answer:

### **Phoenix Park Key Informant Interviews – On-Site Social Services**

Please answer the following questions regarding on-site social services implemented at Phoenix Park. Your answers may be directly quoted and printed in my thesis project; if you would prefer that your answers not be directly attributed to you, please let me know and I will include them as anecdotal data. I may also contact you to arrange a follow-up phone call and/or in-person meeting to clarify or solicit more information.

***1. What was your involvement/experience with Franklin Villa and/or Phoenix Park?***

Answer:

***2. How did you decide which services were most needed and wanted by residents at Phoenix Park?***

Answer:

***3. What services are lacking at Phoenix Park and what can be done to get those services on-site?***

Answer:

***4. What have been some of the challenges to implementing on-site social services?***

Answer:

***5. What noticeable difference has having on-site social services made on residents and the community?***

Answer:

***6. How are on-site resident services and service providers recruited, managed, and evaluated?***

Answer:

***7. How are services and providers funded?***

Answer:



**Phoenix Park Key Informant Interviews – Consolidated Property Ownership**

Please answer the following questions regarding consolidated property ownership and centralized management measures implemented at Phoenix Park. Your answers may be directly quoted and printed in my thesis project; if you would prefer that your answers not be directly attributed to you, please let me know and I will include them as anecdotal data. I may also contact you to arrange a follow-up phone call and/or in-person meeting to clarify or solicit more information.

1. *What is/was your involvement & experience with Franklin Villa and/or Phoenix Park?*

Answer:

2. *What were the major property management and resident concerns at Franklin Villa and how were they addressed?*

Answer:

3. *What role did consolidating property ownership at Phoenix Park play in making it a more viable community?*

Answer:

4. *What effect has SHRA representation on all surrounding Homeowner Associations had on Phoenix Park?*

Answer:

5. *What have been some of the challenges to consolidating property ownership and centralized management at Phoenix Park?*

Answer:

6. *What are some additional measures that could be taken to improve the overall management of Phoenix Park and its surrounding community?*

Answer:

The following questions are for HOA Board Members

7. *What is your role on the HOA and what are the major concerns in these communities today?*

Answer:

8. *What effect has Phoenix Park's transformation had on surrounding communities?*

Answer:

**Phoenix Park Key Informant Interviews – Strategic Planning/ Implementation**

Please answer the following questions regarding the Franklin Villa Implementation Plan and subsequent strategies implemented at Phoenix Park. Your answers may be directly quoted and printed in my thesis project; if you would prefer that your answers not be directly attributed to you, please let me know and I will include them as anecdotal data.

1. *What is/was your involvement & experience with Franklin Villa and/or Phoenix Park?*

Answer:

2. *Who were the key players/departments in developing and implementing the Franklin Villa Implementation Plan and what was their role?*

Answer:

3. *What role did consolidating property ownership (via eminent domain) at Phoenix Park play in making it a more viable community?*

Answer:

4. *What were some of the initial challenges in coordinating a citywide team to facilitate the Implementation Plan?*

Answer:

5. *What ongoing teams or processes are in place to sustain (socially and financially) the transformation at Phoenix Park?*

Answer:

6. *What effect has Phoenix Park's transformation had on surrounding communities?*

Answer:

7. *How duplicable is the Phoenix Park strategy to other communities in Sacramento? California? Nationwide?*

Answer:

8. *To what or whom do you attribute the continued success of Phoenix Park?*

Answer:

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