

PERKINS

# Perkins Somerset Oldtown Transformation Plan

*Catalyzing comprehensive  
neighborhood change*



**HOUSING**  
AUTHORITY of  
BALTIMORE CITY





# Choice Neighborhoods Initiative

## Executive Summary

Funded in 2010, the Choice Neighborhoods Initiative is a federal program that aims to catalyze change by supporting locally driven strategies to transform neighborhoods of extreme poverty into sustainable, mixed-income communities.

The program, which is administered by HUD, provides grants to fund critical improvements in community assets, including vacant property, housing, services, and schools, to support safe, thriving neighborhoods.



Choice Neighborhoods has three stated goals:

- 1. Housing:** Transform distressed public and HUD-assisted housing into energy-efficient, mixed-income housing that is physically and financially viable over the long-term.
- 2. People:** Support positive health, safety, employment, mobility, and education outcomes for residents in the target development and surrounding neighborhoods.
- 3. Neighborhood:** Transform neighborhoods of poverty into viable, mixed-income neighborhoods with access to well-functioning services, high quality public schools and education programs, public transportation, and improved access to jobs.

Choice Neighborhoods is the successor to HOPE VI, a long-standing HUD program that focused on the redevelopment—demolition, construction, and rehabilitation of severely distressed public housing developments. Where HOPE VI focused on the transformation of public housing, Choice Neighborhoods is more comprehensive, focusing on the transformation of entire neighborhoods.



# Perkins Somerset Oldtown Transformation Plan

## Neighborhood Background and Vision

Located within minutes of Downtown Baltimore and the thriving waterfront, Perkins Somerset Oldtown (PSO) is a community of 5,939 residents in 2,122 households. The target public housing site—Perkins Homes—is currently home to 587 families in 629 units. Built in 1942, Perkins Homes has long outlived its useful life such that complete demolition is now necessary.

The Plan encompasses two additional development sites, Somerset and Oldtown, both of which are situated at the north end of the PSO Transformation Zone. Somerset was a public housing site that opened for occupancy in 1943 on an 8.6 acre, rectangular parcel of land in East Baltimore, bounded by Monument, Central, Orleans, and Aisquith Streets, just two blocks west of the Johns Hopkins Hospital. It was demolished in 2008-2009. Proximal to the Somerset site is Oldtown, which is bounded by Ensor, Forrest, East, and Orleans Streets. Oldtown was once the site of Bel Air Market, a vibrant pedestrian market, which closed in 1996 and was razed in 2002.

The long-term vision of the PSO Transformation Plan is to transform Perkins Homes and the surrounding community into a Community of Choice that is inviting, promotes resident pride and unity among neighbors, and is integrated into the surrounding area—a new model for a 21st century urban neighborhood.



## Approach

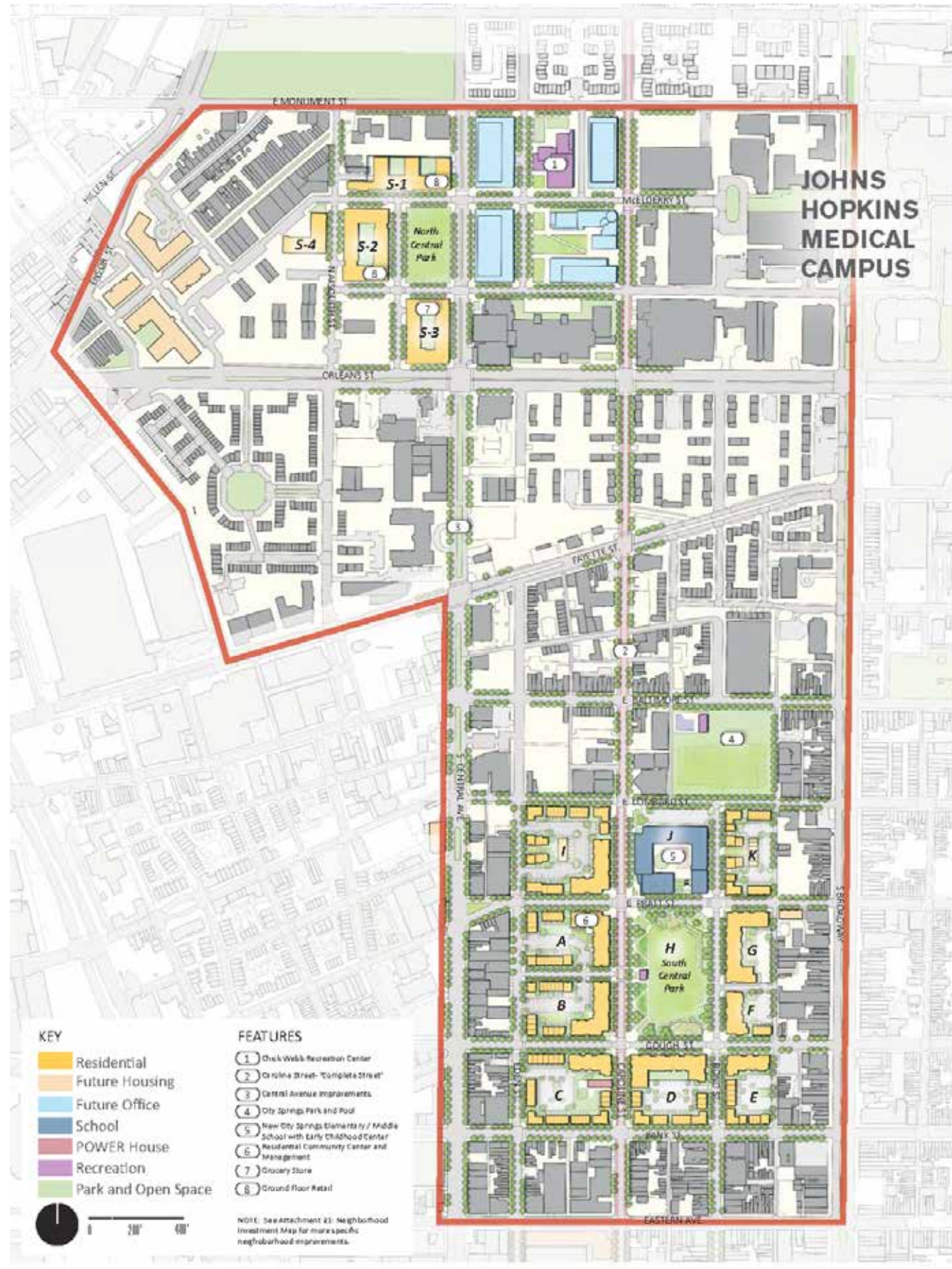
The PSO Transformation Plan recognizes that the heart of this neighborhood is its residents. As such, the Plan leverages the strengths of the community—building upon existing assets and harnessing the market forces already transforming nearby areas. This two-pronged approach will forge new connections between PSO and the Johns Hopkins Medical Campus to the north and the vibrant waterfront to the south. In doing so, the Plan will support safe, vibrant communities on the entire East side of Baltimore.

The Plan addresses neighborhood challenges, while building on the ingenuity, spirit and commitment of PSO’s residents, businesses and organizations.

## Neighborhood Profile

	Perkins Homes	PSO Neighborhood*	City of Baltimore **
# Households (HH)	587	2,122	242,268
# Residents	1,266	5,939	622,454
Average HH size	2.2	2.8	2.6
% HH with children (<18)	47%	51%	52%
% Female-headed HH with children	45%	54%	21%
% Black, White, Hispanic	98%, 1%, 1%	81%, 15%, 7%	63%, 30%, 5%
Poverty rate	89%	60%	24%
% of Persons w/disabilities	28%	24%	15%
Source	HABC Resident Data – Sept 2017	2015 American Community Survey (ACS) data (tracts 301, 2805) *Includes Perkins Homes residents	2015 ACS data **Includes neighborhood residents





Site Concept Plan

## Boundaries

The PSO boundary was selected because of its natural geographic boundaries to the north (Monument Street) and South (Eastern Avenue), existing neighborhood boundaries to the west (Little Italy and Jonestown) and major streets to the east (Broadway). The boundaries overlap with city-designated neighborhood planning areas, and incorporate key community landmarks and assets. The PSO boundary is reflective of what has locally been referred to as the "hole in the donut," combining several neighborhoods, allowing for the targeting and coordination of fragmented investments and activities to leverage their anticipated impact.

## Financing

For the PSO Transformation Plan, HABC is requesting \$30 million in Choice Neighborhoods Implementation grant funding that will leverage more than \$540 million in committed funding and investments from public, private, and nonprofit partners. Phase I of the Housing Plan is fully financed and ready to proceed in 2018.

## Team

The PSO Transformation Plan is the product of extensive community engagement with residents, the City, Anchor Institutions, local stakeholders and many others. The team is made up of city agencies, developers, and community partners with a shared commitment to transform the PSO Transformation area. The team has both local and national experience executing projects similar in scope and complexity to the proposed Transformation Plan.

The Housing Authority of Baltimore City is the lead applicant for the Choice Neighborhoods grant, and the City of Baltimore is the co-applicant.





# Housing Plan

Redevelop Perkins Homes into a new mixed-income, mixed-use community that provides new ladders of housing opportunity

## Overview

The Housing Plan replaces all 629 units and bedrooms in a new mixed-income and mixed-use community of 1,345 total units.

The new housing community will encompass **48.5% subsidized units, 20.5% additional affordable units (LIHTC), and 31% market-rate rental housing.** This housing mix will enable current and new residents to live in an economically-integrated community offering high-quality housing and exceptional amenities that are woven into the fabric of the neighborhood. In the revitalized community, doing better will not have to mean moving up and out, but will provide families with options for remaining, growing in place, investing, and improving their lives. The Housing Plan will be implemented by PSO Housing Company, a joint venture between local and national developers.

The Housing Plan replaces all units on four major housing sites within the PSO neighborhood that are controlled by HABC and the City of Baltimore.

Economic inclusion will be a key priority of the Housing Plan. The team will aim to have 27% MBE and 10% WBE participation. The Section 3 resident employment goal is 50% of all new hires for work accomplished under a Section 3 covered contract. Additionally, to the greatest extent feasible, Section 3 Business Concerns shall receive 10% of all construction contracts awarded and 3% of non-construction contracts awarded.

## Planned Unit Mix

	Deeply Affordable Units	Tax Credit Units (at or below 60% AMI)	Market Rate Units	Total
Perkins Homes & Adjacent Sites	377	155	256	788
Somerset & Oldtown	275	121	161	557
<b>Total</b>	<b>652</b>	<b>276</b>	<b>417</b>	<b>1,345</b>





### Strategies

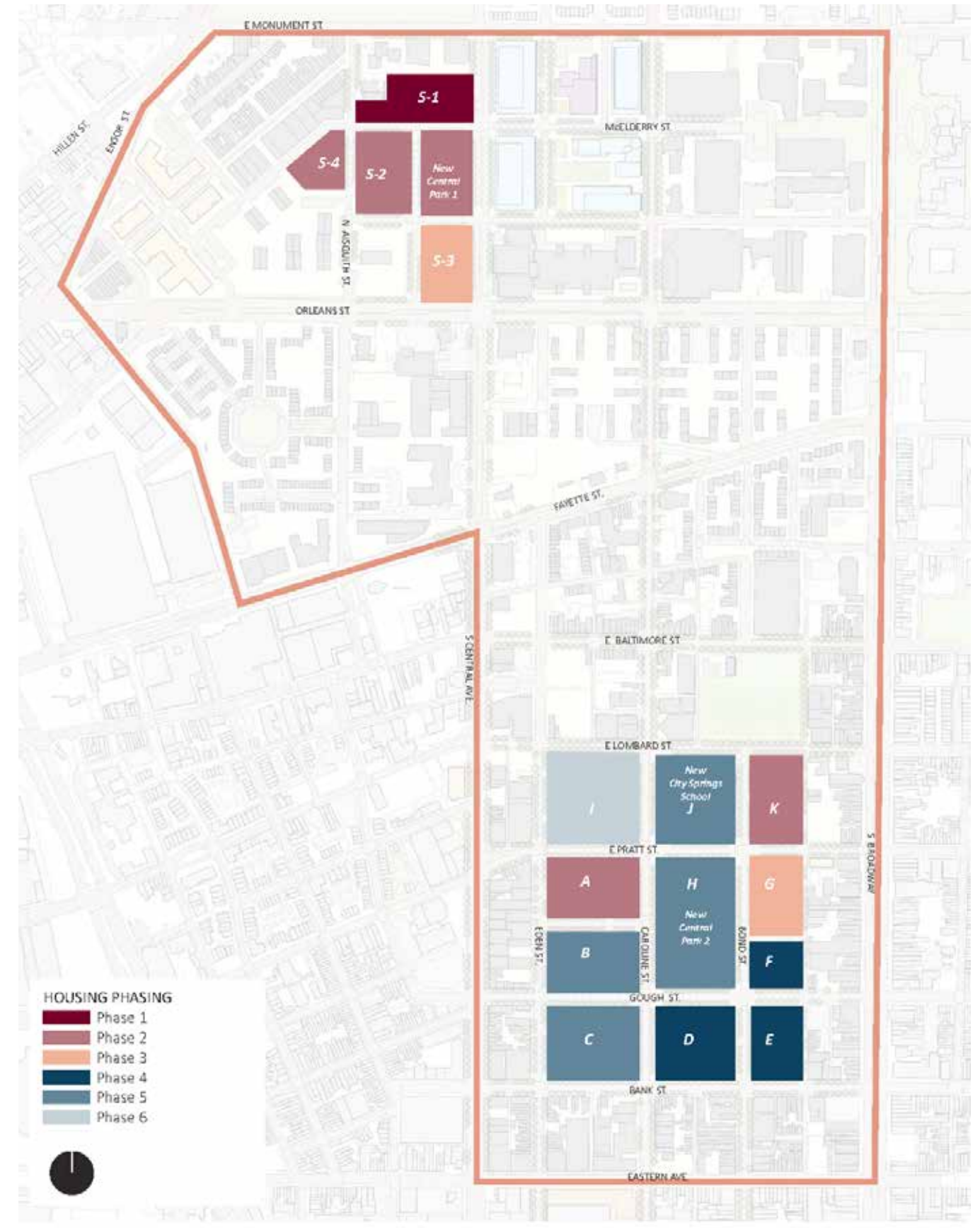
- All units replaced 1-for-1
- Mixed-income and mixed-use community
- Diversity of housing types
- High-quality design
- Subsidized and affordable housing indistinguishable from market rate
- Integrated and new community facilities and community spaces
- Well-programmed green spaces
- Neighborhood centered on park space and local school

### Phasing + Relocation

The Housing Plan is carefully phased to develop new housing options prior to relocation and demolition. The goal is to move once, and ideally into a new replacement unit. HABC has applied for 491 relocation vouchers to expand the relocation options that residents will have. Residents will work closely with relocation counselors, who will help residents make the best decision for themselves and their family. To facilitate this relocation strategy, the housing development will be broken down into six phases, starting with parcels outside of the Perkins Homes development.



View along McElderry Street



Phasing Plan

# People Plan

Linking residents to the tools they need to set and achieve their personal goals

## Overview



Urban Strategies, the People Plan Implementation Lead, is a national non-profit organization with extensive experience in the design and implementation of human capital building and community development strategies. Urban Strategies has served as the lead implementation partner for people support services in nine Choice Neighborhoods, helping to leverage over \$350 million dollars in public and private sources for innovative service programs and supporting more than 30,000 families—in 18 unique communities across 12 major metropolitan areas. Urban Strategies’ national experience is enhanced by that of key local partners, such as Johns Hopkins University, Living Classroom Foundation, City Springs School, and a network of 22 local service providers, all of which have strong track records of delivering resources to the PSO community. Baltimore Curriculum Project is the Principal Education Partner.



Leveraging the team’s experience, the People Plan will offer expanded, evidence-based programming to address residents’ personal challenges and to establish a foundation for success. In addition the team will use Urban Strategies’ asset based framework to provide case management to families. This framework builds upon the assets within each household through a results based accountability model.

With a focus on three areas—health/wellness, employment/job training, and education—the plan addresses a range of social and environmental determinants that will help lead to economic stability, reduce stress and trauma, and provide positive outcomes in resident lives.

## Health + Wellness

The Plan will drive positive community health outcomes by acknowledging and addressing the social determinants of health.

### Strategies

- Expand access to health services
- Improve mental health
- Increase physical activity
- Address food insecurity

### Goals

Outcome	Baseline	Expected Result
Perkins households with a medical home	48%	90%
Perkins head of households reporting excellent physical health	79%	90%
Perkins head of households reporting excellent mental health	74%	87%

## Economic Self-Sufficiency

The Plan will offer a range of programs and services to move residents toward economic self-sufficiency.

### Strategies

- Improve employment and earnings
- Develop a financial empowerment center

### Goals

Outcome	Baseline	Expected Result
Perkins residents with wage income	23%	50%
Average annual income of workable households	\$12,219	\$25,000
Perkins head of households with bank accounts	41%	80%



## Education

Improving educational attainment in the Choice Neighborhoods zone is paramount to the success of the plan. The education efforts are organized in two categories: Early Learning and School Age Children

### Early Learning Strategies

#### Strategies

- Connect parents of young children to evidence-based home visiting programs
- Identify developmental delays in young children and connecting families to related services
- Increase participation in early learning programs

#### Goals

Outcome	Baseline	Expected Result
Enrollment in early learning programs	52%	65%
Kindergarten readiness	30%	50%
Screen children for developmental delays	74%	87%

## School Age Children

#### Strategies

- Build a new school
- Improve student achievement through evidence-based methods, such as CHAMPS, restorative practices, customized teacher training, and principal support
- Increase parent engagement
- Increase attendance and decrease chronic absenteeism
- Increase high-quality afterschool and out-of-school programming
- Provide support to students transitioning to high school and college

#### Goals

Outcome	Baseline	Expected Result
Students who score at or above grade level (M=Math; R=Reading) (Grades 3-5, 6-8, and 10/11 combined)	M: 7% R: 10%	M: 14% R: 20%
Parents who participate in parent/family support program	15%	50%
Students in quality out-of-school time programs	68%	80%
Students with chronic absenteeism	37%	10%

View North along Caroline Street looking toward the new City Spring School anchoring South Central Park





# Neighborhood Plan

Leveraging investments to create a clean, safe community where residents can live, work and play

## Overview

After years of disinvestment, the PSO area has recently experienced momentum from a number of significant public and private investments. The Transformation Plan includes complementary physical improvements that will magnify the impact of these investments. For example, the Plan will revive commercial corridors like Oldtown Mall, Broadway and Fayette Street, improve connections from north to south along Central Avenue and Caroline Street, develop blighted and underutilized properties, develop public parks and streetscapes, upgrade the existing housing stock and infrastructure, build wealth from within, and create new education and health amenities. Baltimore City Department of Housing and Community Development will coordinate the implementation of the Neighborhood Plan.

At the same time, the Plan includes a range of new public safety initiatives, as well as the expansion of existing ones, to reduce crime and violence and help the neighborhood to regain its sense of peace and community strength.

## Goals

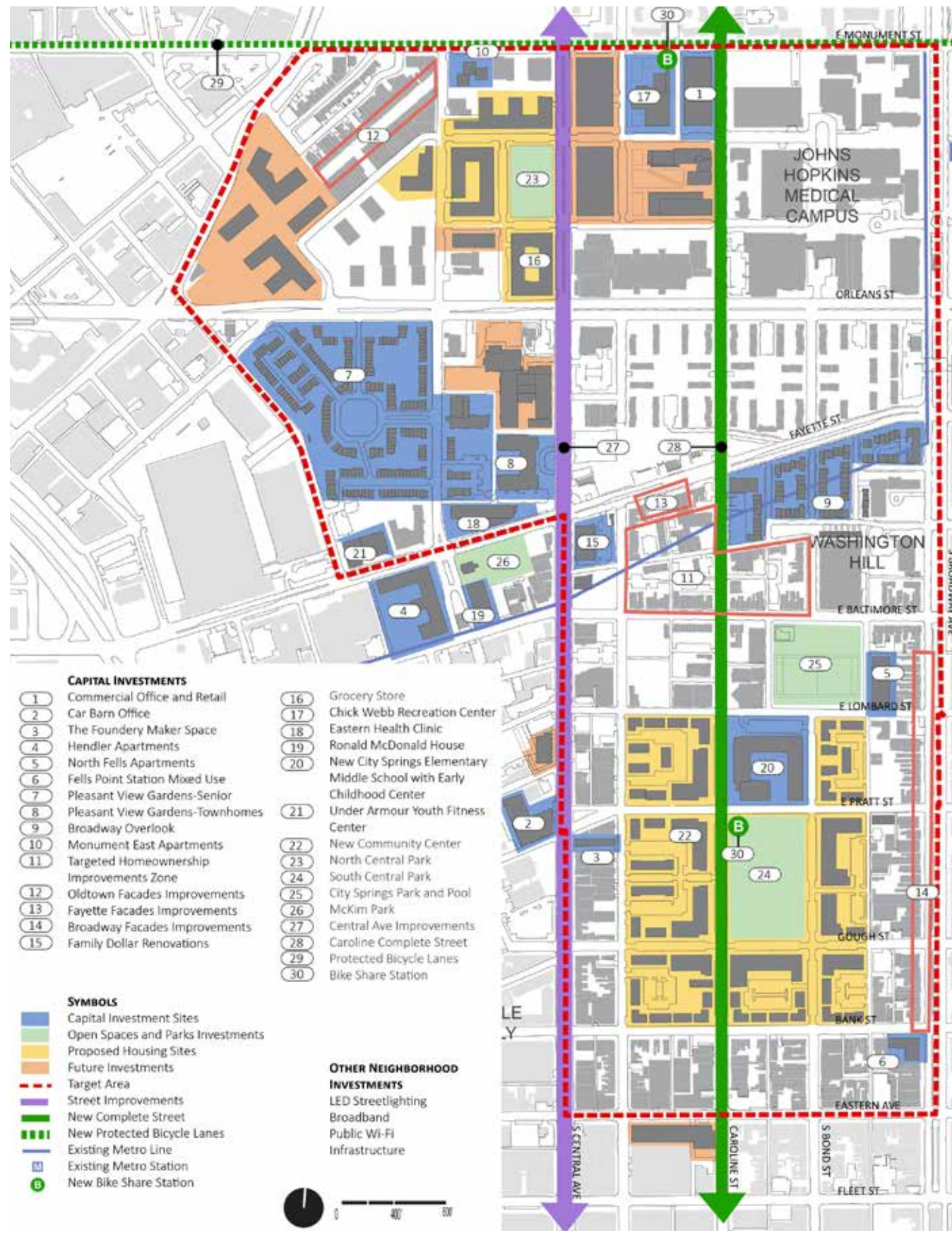
- Attract a diverse population
- Increase economic resilience
- Improve health and education outcomes for neighborhood residents
- Increase neighborhood safety

## Strategies

- **Improve mobility, connectivity, and sense of place**
  - Create two new parks at the center of the neighborhood to inspire a sense of community
    - Feature spaces for passive and active recreation
    - Open to neighborhood residents and schools
  - Make substantial improvements to McKim Park and City Springs Park
  - Transform Caroline Street into a complete street
  - Position Central Avenue as an Urban Village Main Street
  - Redevelop blighted and underutilized properties in the zone
  - Provide broadband infrastructure
- **Improve access to services, education, and recreation**
  - Develop a new City Springs School
  - Develop a new Eastern Health Clinic
  - Make substantial improvements to the Chick Webb Recreation Center
  - Make improvements to the POWER House Community Center
- **Improve access to amenities to enhance quality of life**
  - Make substantial facade improvements to Old Town, Fayette, and Broadway
  - Develop new mixed-use projects that fill neighborhood amenity gaps and create jobs for community residents
    - Develop a new supermarket
- **Improve the safety of the physical environment**
  - Implement defensible space design
  - Increase lighting
  - Implement CitiWatch cameras
  - Implement license plate readers
- **Reduce crime and victimization**
  - Employ a Crisis Response Program
  - Implement Safe Streets protocols







Neighborhood Investments Plan



Raised courtyard terrace over parking provides a secure place for residents of all ages to play and relax





## Contact

**Peggy Webster**

Margaret.Webster@habc.org  
Housing Authority of Baltimore City  
[www.BaltimoreHousing.org/PerkinsProject](http://www.BaltimoreHousing.org/PerkinsProject)



**HOUSING  
AUTHORITY of  
BALTIMORE CITY**

