

Evaluating the Evanston Restorative Housing Program

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City of Evanston
City Manager's Office
UW Evans Program Evaluation Team

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ACKNOWLEDGEMENT

The UW Evans Program Evaluation Team would like to start this evaluation by acknowledging the serious harm done by both individual actors as well as the entire system of oppression that led us to this moment in time. We recognize that the United States was forcibly built on the backs of the enslaved African people on land that was already occupied. These actions of the past still hold weight and are present today. While slavery has been abolished for over 150 years in the United States, the impacts are felt to this day due to redlining, individual bias, and maltreatment of BIPOC (Black, Indigenous, and People of Color) folks, particularly Black Americans. Reparations are merely a start to the reconciliation and healing process for the African American diaspora. Many impacts of racism are irreversible and immeasurable, and advocating for change starts with this first acknowledgement of systemic racism.

As stated by Professor Warren Blumenfeld at UMass Amherst, “By acknowledging the possibility that members of specific groups deserve compensation for suffering past atrocities brings to consciousness that the country to which they identify has oppressed its own people. This acknowledgment hammers a sharp blow to their identity and potentially poses a grave narcissistic injury.

But reparations must cover more than past atrocities, for the past serves as the antecedent to the continuing legacy of racism up to the present day. Reparations must include a commitment by our government, by our institutions, and by the people to look at ourselves, to look at our implicit biases implanted into our consciousness by our socialization.”¹

Our team has considered these implications and will continue to shape our plans around community feedback, particularly as it pertains to participatory evaluation. Community and faith-leaders will be a central part of engagement with the target population and serve as a bridge between us as external evaluators and the community at large. These local leaders will be paid for their time and will have a role in designing the evaluation. As these individual leaders have more insight and understand the historical context of Evanston on a deeper level than any external evaluator ever could, we will aim to ensure that the power dynamic between evaluators and participants are mitigated and minimize any hierarchies. It is our obligation to become culturally competent and combat power structures that carry on the legacy of White Supremacy Culture, not only for the sake of the program evaluation, but to set a new standard for the field of evaluation at large.

¹ Blumenfeld, W. (2021, May 24). *Slavery Was So Long Ago, What Good Will Reparations Do Now?* The Good Men Project. <https://goodmenproject.com/featured-content/slavery-was-so-long-ago-what-good-will-reparations-do-now/>.

INTRODUCTION

In April 2021, Evanston became the first city in the United States to formally create and start implementing a reparations program for Black Americans. The Evanston City Manager's Office oversees this important and groundbreaking local program initiative, the Restorative Housing Program (hereafter "the Program"). Given the long history of racism in this country, and acute harm committed against Black communities - including slavery, segregation, and redlining - our evaluation team expects Evanston's program will serve as a model for other cities across the United States in constructing their own reparations programs.

This Report includes a synthesis of the Program's needs assessment, target population, program theory, and stakeholder engagement. The Report also includes a thorough outline of our proposed data collection plan - including protocol around surveys design and administration, focus groups, and administrative data analysis - as well as a discussion of the potential challenges and mitigation strategies our team will employ.

Through our evaluation strategy, our team will focus on the following research questions:

- 1. Are the participants satisfied with the services?*
- 2. Do the delivery systems for services align with the nature and circumstances of the target population?*
- 3. Are there eligible but unserved persons the program is not reaching?*
- 4. Are administrative, organizational, and personnel functions managed effectively and in accordance with defined Program policies and procedures?*

Our evaluation will be primarily formative, as the Program has not yet been implemented and has no observable outcomes. Our evaluation team will be working before the Program has had sufficient time to show results and impacts. Therefore, our team will focus on program design and the implementation process of the Pilot Program, which can be used to make adjustments as needed before the launch of the full program.

Because the Program is in its Pilot Phase (only 16 participants) our team will be unable to fully answer long-term impact questions. Instead, our data collection plan serves to lay groundwork for future evaluation teams to answer the following question:

- 5. Are the trends in outcomes moving in the desired direction?*

The feedback your Office has provided has been invaluable in our planning process and incorporated throughout the document. Our team appreciates all the time and thoughtfulness that went into collaborating with us to produce our Final Report.

NEEDS ASSESSMENT

The Program seeks to address the financial burden placed on Black residents by racist housing policy and discrimination in Evanston's past. The City's current understanding of this need is based on a comprehensive report documenting the Evanston government's racist policies from the early 1900s through the 1960s. Based on the evidence already collected, it is without question that discriminatory housing policy in Evanston financially harmed Black residents

while in effect. Furthermore, the report notes that, “[w]hile the policies, practices, and patterns may have evolved over the course of these generations, their impact was cumulative and permanent”.² We believe that the accumulation of financial harm started by past housing discrimination requires more thorough analysis.

Our team proposes building on the Program’s existing needs assessment to better establish how past housing injustices have accumulated into current needs. To expand on the current understanding of historical housing discrimination’s impact on Evanston’s Black community, our team will do analyses to understand the following key data:

- The current state of Black homeownership in Evanston (e.g. rates of ownership and rental, current barriers to homeownership, median price of owned homes, etc.),
- The present value of Black wealth prevented by historical housing discriminatory policies,
- The marginal value of increasing intergenerational wealth, that is, the extent to which changes to an ancestor’s historical wealth impacts a current resident’s wealth, and
- The impact of Evanston’s housing discrimination on demographic shifts of the Black community.

This crucial information will allow our team to thoroughly evaluate how past discriminatory housing policies translate into present needs for the Program. As this assessment yields a more complete understanding of present needs, we will generate and provide suggestions for adapting the Program to those needs in collaboration with Program administrators.

TARGET POPULATION

For reparations programs, the identification of target populations can be particularly controversial because it is such a critical part of the Program. Reparations scholars agree that identifying the recipients of reparations is a process under significant pressure, and one that must be tackled thoughtfully and carefully.³ Program administrators and evaluators must be able to clearly identify the target group that will receive reparations and then consider how individuals are determined to be part of that group.

Evanston’s Restorative Housing Program has outlined their process, below:

1. *Target group*: The Program has identified the target group qualifying for reparations as Black/African-American Evanston residents that fall into one of three categories: (1) Ancestor, or (2) Direct Descendant, or (3) experienced housing discrimination due to City’s policies after 1969. Combined, these groups are meant to represent those harmed by discriminatory housing policies and practices and inaction by the City, as stated in a City Memorandum from March 22, 2021.
2. *Assessing an individual’s belonging in the target group*: Evanston will determine individuals belonging to this target group through an application process. There is a

² Robinson, M., & Thompson, J. (2020). (rep.). *Evanston Policies and Practices Directly Affecting the African American Community, 1900-1960 (and Present)*. The City of Evanston.

³ Darity, W., & Frank, D. (2003). The Economics of Reparations. *The American Economic Review*, 93(2), 326-329. Retrieved April 26, 2021, from <http://www.jstor.org/stable/3132248>

burden of proof on applicants to demonstrate their belonging to the target population due to the precise language used to define both Ancestors and Direct Descendants.

3. *Implementation of reparation funds:* A randomization process will be used to select from approved applicants if the number of eligible recipients is more than the number the program is currently able to fund. Throughout our Report, we refer to this process as the “lottery system”, taken from the Program’s own language.

Our evaluation process will need to include assessments of the target population identification process. Conceptually, is the process equitable and fair? Will this process accurately choose individuals who deserve reparations?

Regarding implementation, there are additional questions our evaluation will consider. By selecting an application process, a higher burden is put on program applicants and may inhibit overall program participation. Once this new program is up and running, the evaluation team will need to assess several important outcomes of the application process:

Most reparations scholars articulate that reparations programs are about something more intangible than the participant rates, or amount of individual compensation determined. Authors Darity, Coates, Ray and Perry, and Williams all write that reparations are also about a collective, comprehensive apology from local, state, and national American governments.⁴ Therefore, a large part of reparations programs is the acknowledgement of past harm, regardless of who gets a check and the amount.⁵ It also requires a healing and reconciliation process, according to many reparations scholars.⁶

Therefore, evaluation should include nuanced methods of evaluation. Examples include, but are not limited to, more participatory evaluation methods, incorporation of qualitative data, stories, and perhaps studies around healing, trauma, and broad cultural shifts in the American mindset. In addition to studying the program's impact on Black participants, evaluators should consider its impact on White Americans and the broader public.

Participatory Evaluation

To meet the specific needs of this type of program, our team proposes completing a participatory evaluation framework for the Program, meaning that participants from the Black community in Evanston will be encouraged to participate and provide feedback at each phase of the evaluation. We propose setting aside a specific amount of Program funds to pay participants, as well as assist participants with any potential participation barriers, including providing meals during long focus groups, transportation compensation, and materials for workshops. We also expect to spend time completing trainings for participants.

⁴ Williams, R. A. (2020). From Racial to Reparative Planning: Confronting the White Side of Planning. *Journal of Planning Education and Research*. <https://doi.org/10.1177/0739456X20946416>

⁵ Coates, T.-N. (2021). The Case for Reparations. *The Atlantic*. <https://www.theatlantic.com/magazine/archive/2014/06/the-case-for-reparations/361631/>.

⁶ Ray, R., & Perry, A. M. (2021). Why we need reparations for Black Americans. *Brookings*. <https://www.brookings.edu/policy2020/bigideas/why-we-need-reparations-for-black-americans/>.

METHODOLOGY: EVALUATION FOR TRANSFORMATIVE CHANGE

Our team notes that the Program is unique to assess: reparations programs not only serve to provide funds and services to a specific target group, but they are also important as an official government apology and as a tool for recognition of past harm. Given the unique nature of the Program, our team will continue to use Participatory Evaluation and other equitable evaluation frameworks to inform our relationships with stakeholders, participants, and each other.

One key way in which we will be utilizing participatory evaluation methods is by including leaders in Evanston's Black community in our evaluation design. With the support of Program staff and Reparations Committee, we will select two to three community or faith-leaders who will be routinely engaged throughout our evaluation. These leaders - who will be compensated for their time - will support in the design of outreach methods, the construction of research questions, and in the facilitation of the participant focus groups.

As outsiders to Evanston and Chicago, our team will have to do additional work to understand the history and "politics of place" inherent in the Program. The City has provided a robust history of racist housing policies that serves as a valuable starting point, and our team will also partner with local, culturally responsive individuals to help us bridge this gap during focus groups and analysis.

Additionally, our team has experience cultivating non-hierarchical relationships between participants, program staff, and evaluators by listening to and consulting local residents throughout the design, implementation, and analysis stages. Our team is committed to understanding and combating traditional power structures during our data collection process, and our team will be sensitive to the power dynamics between staff, participants, and ourselves.

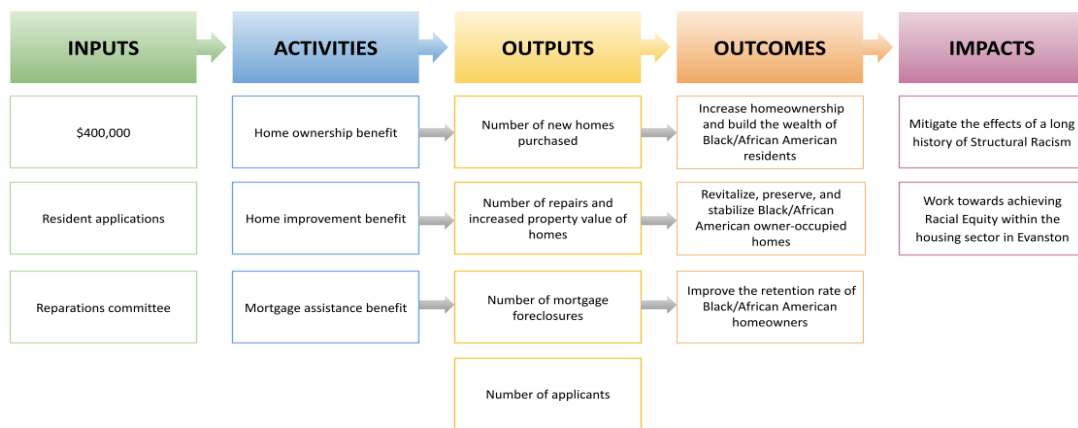
PROGRAM OVERVIEW

Theory of Change

The desired outcomes of the Program, as stated by Resolution 37-R-21, is that the Program "is a step towards revitalizing, preserving, and stabilizing Black/African-American owner-occupied homes in Evanston, increasing homeownership and building the wealth of [Black] residents, building intergenerational equity amongst [Black] residents, and improving the retention rate of [Black] homeowners in the City of Evanston."⁷ **FIGURE 1: Logic Model** visually shows the theory of change described in this section, as seen below:

⁷ City of Evanston. (2021). *Restorative Housing Program Guidelines*.
<https://www.cityofevanston.org/home/showpublisheddocument/62777/637516697599970000>

Figure 1: Logic Model



The Program will be funded by the first ten million dollars collected by a 3% tax on cannabis sales, and its initial budget of \$400,000 dollars consists of both tax revenue and \$21,343 in private donations. Approved applicants will receive up to \$25,000 to go towards the purchase of a home, home improvement projects, or mortgage payments. It is unclear in these early stages whether the funding will be sufficient to serve all eligible residents of Evanston or whether the individual benefits of \$25,000 are adequate sums to move Evanston towards its goal of equitable homeownership to a meaningful degree. If the desired impacts do not materialize as the Program progresses, our evaluation team would recommend experimenting with different benefit amounts to see if they improve outcomes.

The Program benefits are divided into three categories: Home Ownership Benefit, Home Improvement Benefit, and Mortgage Assistance Benefit. The *Home Ownership Benefit* is directed towards eligible applicants in the process of purchasing a home in Evanston and assists with the down payment or closing costs. These payments will be paid directly to the title companies, not applicants. The expectation of this benefit is that by financially assisting Black residents in the process of buying homes, the number of Black homeowners will increase, which will ultimately result in higher intergenerational wealth for Black homeowners. To be eligible for this benefit, applicants must prove that they are able to purchase the house and have already been approved for a mortgage loan through an FDIC-insured lending institution.

The second benefit is the *Home Improvement Benefit* which provides funds for home repairs and improvements. These funds will go directly to contractors hired by reparation recipients for these projects. Homes require upkeep and modernization to remain safe and comfortable for their occupants, but major renovations are often expensive and burdensome. The expectation is that funding home improvements will increase the safety and value of the homes, therefore preserving Black-owned homes and stabilizing their occupants.

The third benefit is the *Mortgage Assistance Benefit* which assists eligible applicants in paying their mortgage principal, interest, or late penalties. Assisting with these payments should decrease the number of Black homeowners who are at risk of foreclosure and therefore allow more residents to remain in their homes and benefit from the intergenerational wealth gains associated with homeownership.

Process Theory

We will investigate how the planned program activities as outlined in the *Restorative Housing Program Guidelines* are implemented. To evaluate program processes, we will first conduct an analysis within the City Manager's Office to determine whether Program activities were conducted as expected and will identify any procedural gaps. The recipient selection process is detailed in **Attachment 1: Process Map**, and the understood order of operations is as follows:

1. Evanston resident submits application to the Program
2. Program staff forward complete application to the Reparations Committee
3. Reparations Committee confirms eligibility of applicant
4. Reparations Committee selects grant recipient randomly from the pool of eligible applicants

Further, we will speak with a cross-section of people involved in the Program to evaluate their satisfaction with the Program and identify areas for improvement. Though the exact portion of the committed \$10M reparations fund that will go towards the Program beyond the initial investment of \$400,000 is yet to be determined, successful expansion of the Program will require operational excellence. Beyond providing a framework to better evaluate the link between activities and outcomes, this evaluation of the Program's process theory will help the City of Evanston determine which activities may need to be adjusted to effectively scale.

Impact Theory

If the Program produces the desired outcomes of increasing Black homeownership, revitalizing Black-owned homes, and retaining Black homeowners, then the Program will have wider impacts on racial equity in Evanston. One long-term impact would be increased equity in the housing sector of Evanston. Homeownership is associated with stability, better housing conditions, increased civic and community engagement, and higher educational attainment for children.⁸ Owning a home allows families to accumulate wealth, invest in higher education or a business, and acts as a means of saving for the future or an emergency.⁹ Therefore, increasing the number of Black residents who own their homes will allow more Black families to benefit from the wealth accumulation opportunities of homeownership along with other associated benefits. Increasing the stability, wealth, and educational attainment of Black residents would have impacts that span generations.

The benefits of homeownership have been historically lower for BIPOC individuals and families.¹⁰ This is largely due to structural racism and income inequality which create barriers to BIPOC homeowners increasing their home equity.¹¹ The mortgage assistance and home repair benefits would help to address the home equity disparity by decreasing the debt burden of mortgages and increasing property values through repairs. If the \$25,000 benefit payments are

⁸ Whelan, S. (2017, April 4). Does homeownership affect education outcomes? IZA World of Labor. <https://wol.iza.org/articles/does-homeownership-affect-education-outcomes/long>.

⁹ Turner, T. M., & Luea, H. (2009). Homeownership, wealth accumulation and income status. *Journal of Housing Economics*, 18(2), 104–114. <https://doi.org/10.1016/j.jhe.2009.04.005>

¹⁰ Whelan, S. (2017, April 4). Does homeownership affect education outcomes? IZA World of Labor. <https://wol.iza.org/articles/does-homeownership-affect-education-outcomes/long>.

¹¹ Whelan, 2017

sufficient, then Black-owned homes in Evanston will increase in value and allow occupants to accumulate wealth more effectively and equitably.

As the property values of reparation recipients increases, the positive effects could spill over into the surrounding neighborhoods and Evanston more broadly. For instance, an increase in property values would increase the amount of property taxes available for Evanston to spend on the public school system, infrastructure, and other public services. Better-funded public services would likely increase property values of nearby residents and contribute to additional increases in housing-related wealth as a result.

As previously stated in our Report, a key long-term impact is that the reparations Program acts as a meaningful recognition and apology for past harms perpetrated against Black residents by the City of Evanston. Reparation payments therefore have benefits and importance beyond the exact payment in dollars made to Black residents of the city. As Coates writes, “More important than any single check cut to any African American, the payment of reparations would represent America’s maturation out of the childhood myth of its innocence into a wisdom worthy of its founders.”¹² Additionally and eloquently, Ray and Perry write that, “if America is to atone for this defect, reparations for Black Americans is part of the healing and reconciliation process.”¹³ Therefore, although the Program itself doesn’t outline this outcome in its initial documentation, our evaluation team will consider it alongside other long-term impacts on the city.

STAKEHOLDERS ASSESSMENT AND INVOLVEMENT

For the success of this evaluation, it is important to identify the stakeholders involved and their level of engagement with the Program evaluation. Their level of involvement and relation to the Program determines how their interests play a role in the evaluation process. **See Attachment 2: Matrix of Stakeholder Assessment.**

Black Evanston residents are the most important stakeholders as they are the target population that the Program is centered around. Additionally, Black residents provided input to the city of Evanston to distribute reparations in the form of housing assistance. We consider Black Evanston residents to be primary stakeholders because the Program was implemented to account for the generations of housing discrimination that affect their lives. These residents are able to provide direct feedback in the form of surveys, focus groups, and interviews to help drive the Program in directions that suit them. The Evanston City Manager’s Office, which will be administering the reparations funds, are also considered primary stakeholders for their power over the logistics and implementation. Primary stakeholders will have the greatest involvement with the evaluation proposal process.

Secondary stakeholders still have some involvement in the proposed evaluation, but their interests are not of primary concern with the outcomes of this evaluation. In this case, the secondary stakeholders have been identified as The Local Reparations Restorative Housing Program, with the Reparations Committee being the group that identifies and verifies eligibility of the Evanston residents to the Program.

¹² Coates, 2014

¹³ Perry and Ray, 2020

Some stakeholders that still hold interest in the Program but hold less power over evaluation procedures are private businesses, organizations, individual donors, and marijuana taxpayers - all who contribute to the fund for reparations. They will be considered tertiary stakeholders in this evaluation.

DATA COLLECTION PLAN

To answer our research questions accurately and completely, we will use several research methods to collect data related to the Program. These methods are not mutually exclusive, and many will overlap in content; however, each method meets a specific learning objective that is crucial to our analysis. A summary of our protocol can be found in **Attachment 3: Data Collection Protocol**.

Specifically, we will use mixed methods to gather both qualitative and quantitative data through:

1. Surveys
2. Interviews and Focus Groups
3. Administrative Data

This Report focuses on data collection methods to assess our first four research questions, grounded in the immediate program impact on individual recipients. Our data collection processes *do not* adequately address the research question related to long-term impacts at a community or neighborhood level. For larger questions of transformative change, we will need to complete subsequent evaluations for the larger program in future years. Below, in our Administrative Data section, we have outlined some thoughts and recommendations related to this later process, but we will ultimately wait to finalize our approach after research from the Pilot Program is completed first.

Proposed Timeline

Below we have provided a preliminary timeline for our evaluation. A detailed and updated timeline will be provided after we further consult stakeholders and have initial discussions with Program participants.

Project Stage	# of Weeks
Project Set Up <ul style="list-style-type: none"> Project Kick Off: introductions Participatory Evaluation: consult Program recipients Refine Needs Assessment and Data Collection Design Collect city-wide administrative data on current homeownership and wealth 	1-2
Data Collection <ul style="list-style-type: none"> Send out surveys Focus Groups and Interviews Administrative Data Collection 	2-3
Data Analysis	2-3

Solicit Feedback and Present

- Share findings and solicit feedback from Program staff, Program participants
- Finalize findings and present to stakeholders
- Close out project

1-2**Proposed Budget**

Below we have provided a preliminary budget for our evaluation. Unit costs and calculations are provided in **Attachment 4: Detailed Budget**. Of note, the primary cost drivers are the labor of the evaluation team. Per diems and hotels for the evaluation team were budgeted in accordance with GSA rates. Additional costs are related to ensuring that we compensate participants for their time and efforts in assisting the evaluation project.

Task / Item	Hours	Cost
Lead Evaluator	240	\$36,000
Evaluator	320	\$32,000
Community Leader Stipends	40	\$2,400
Travel Costs	N/A	\$9,072
Surveys	N/A	\$1,450
Focus Groups	N/A	\$7,245
General Supplies	N/A	\$500
Total Cost		\$88,667

METHOD 1: SURVEYS

We suggest implementing a survey to collect data on the Program's short-term impact. To determine the impact of reparations funds on Evanston residents, the survey should establish a comparison between the 16 individuals who received reparations (the intervention group) and those who were eligible but not chosen by the lottery (the control group). We will distribute the survey to both groups before and after reparations have been received by the intervention group. Incorporating multiple iterations of the survey into the analysis will allow for time-based comparisons within the intervention group and between the intervention and control groups. The initial survey will provide baseline data about applicants, while additional follow-up surveys will attempt to isolate the impact of the reparations payments.

The survey draft provided in **Attachment 5: Preliminary Survey** outlines initial direction on data collection. As shown in the survey draft, questions aim to understand our research questions

related to participant satisfaction (Question 1), pain points in the delivery system of the reparations (Question 2), interest among non-participants (Question 3), and short-term outcome data (Question 5). However, we recognize that creating a survey without input from the community would fundamentally overlook crucial contextual information. As such, we strongly believe that this draft should be evaluated and revised by relevant stakeholders (as defined by the Reparations Subcommittee)¹⁴ prior to distribution or use.

The intervention and control groups will likely differ in composition; however, this is a challenge inherent to lottery systems with small sample sizes. Differences in composition between the two groups will limit the ability to generalize conclusions from the survey's data. Given that the lottery selection system and sample size lie outside of the control of the City Manager's office, we will use survey data to draw limited conclusions and provide suggested improvements to sample selection for future iterations of the Program.

We also expect nonresponses to surveys from rejected applicants. The Program can require initial survey responses from all applicants and follow-up survey responses from Program participants, but rejection from the Program may make non-participating applicants less likely to engage in further data collection. To reduce potential nonresponse in the rejected applicant pool, we will provide compensation to the first 50 eligible non-participants on completion of follow-up surveys in the amount of \$25. As shown in **Attachment 5**, these surveys will take less than fifteen minutes to complete, and compensation will be appropriate for time spent.

We intend to use surveys to collect both quantitative and qualitative data showing changes over time between intervention and control groups. An initial survey will be given at the time of application, and follow-up surveys will be given to participants in-person prior to focus groups and online to rejected eligible applicants. We will use compensation to reduce nonresponse while acknowledging the difficulties in creating a representative sample for the Program.

METHOD 2: INTERVIEWS & FOCUS GROUPS

In addition to this quantitative data, we will utilize several qualitative methods to gain deeper insight into Program staff and participants' experience with the Program.

Measuring Program Fidelity

In determining whether the Program was executed as originally intended (Question 4), feedback from Program staff and Reparations Committee members is critical. To get this qualitative feedback, we will conduct semi-structured interviews with individual members of these groups. The semi-structured interview process has several benefits in this context:

- Due to the small sample size of these groups, conducting the interviews will not be overly burdensome.
- Staff members, depending on their role and involvement in the application process, might have very different understandings of the strengths and weaknesses of the Program.

¹⁴ City of Evanston. (n.d.). *Evanston Local Reparations*. <https://www.cityofevanston.org/government/city-council/reparations>.

These interviews - as opposed to full-team focus groups - will give us a comprehensive view of these independent thoughts.

- Speaking with staff and committee members individually may yield more candid responses.
- This Program is the first of its kind. This kind of format will give us more flexibility to see potential issues and drill down on them.
- Finally, these interviews can help our team to better prepare for the focus groups with grant recipients.

As the design of the recipient focus groups are partially contingent on feedback from these interviews, we hope to hold these interviews one month after the majority of grants have been paid out. We will construct separate interview guides for Program staff and reparations committee members. Though we hope to have developed some level of familiarity with these groups prior to the interviews, each session will begin with a set of ‘casual’ questions to ensure interviewee comfort. We expect these interviews to take approximately 1 hour each and will tier our intended questions to ensure that the most critical questions are reached in every interview.

Sample questions are included below:

Program Staff

- How long have you been working for the city?
- Please give a brief overview of your position. What were your responsibilities related to the Restorative Housing Program?
- Is there anything that you found confusing or unclear about these responsibilities?
- What aspects of the Program’s implementation ran smoothly? Are there any aspects that did not run so smoothly?
- Do you have any concerns for the Program’s expansion?

Reparations Committee

- How long have you been on the Evanston City Council?
- What is your role in the Restorative Housing Program?
- Is there anything that you found confusing or unclear about this role?
- How did you develop the randomization process for selection recipients?

As this is an unprecedented pilot program, this in-depth feedback is vital to ensuring that the Program is able to expand successfully.

Measuring Participant Satisfaction

Measuring participant satisfaction (Question 1), with our overall focus on participatory evaluation methodologies, it is key that Evanston’s Black community play an integral role in the design and shaping of these focus groups so that we can best understand the successes and failures of the Program as they relate to participant satisfaction.

We will hold three focus groups for grant recipients throughout the implementation of the pilot. Focus groups will be held once all recipients have been selected, three months after recipients have been selected, and one month after the bulk of participants have had their grants paid out. Holding multiple sessions will allow us to better capture the experience of participants as they move through the Program and will also increase the likelihood that all grant recipients will be

able to attend at least one focus group. To ensure high attendance, we will send out invitations to the focus groups at least one month in advance. With input from the Program staff and reparations committee, we will solicit applications for a moderator to lead the focus groups. To ensure the comfort of participants, it is important that the moderator identify as Black and have ties to the Evanston or Greater Chicago community. Also, to ensure more candid discussion from recipients, no Program staff will attend the session. Further details on the logistics of the focus groups can be found in **Attachment 6: Focus Group Protocol**.

This feedback from participants can be utilized to inform any changes made to the Program prior to its expansion. Beyond the use of this qualitative data in streamlining processes, it is again important to recognize reparations programs' role in apologizing for past harm done to Black communities. Then, the application process and Program activities need to run smoothly and not be overly burdensome or create additional harm to applicants.

METHOD 3: ADMINISTRATIVE DATA

Administrative data will be collected in collaboration with the Program staff and the findings will be summarized and presented by the evaluation team. The administrative data will be collected for three main purposes. First, to further answer the question of whether the Program's administrative, organizational, and personnel functions were managed effectively and in accordance with defined Program policies and procedures (Question 4). Second, to further assess if there are eligible but unserved persons the Program is not reaching (Question 3). Finally, we will propose administrative data collection that can begin now so that once the Program is scaled up, Program staff or future evaluation teams can assess whether the trends in outcomes are moving in the desired direction (Question 5).

Assessing the Pilot Program Process

Administrative data collected during the pilot phase of the Program will provide further detail to the insights gleaned from the staff interviews. The combination of interview and administrative data will help Program leadership identify slowdowns or inefficiencies within the process.

The first set of administrative data will be focused on the efficiency of application processing and will provide Program leadership with an estimation of how much staff time is necessary to process applications. Throughout the initial process of collecting and processing applications, staff will be directed to track:

- How many applications were received
- Time it took to process each application to determine eligibility
- Time it took to select the 16 recipients from the eligible applications
- Time it took for the funds to be distributed

To corroborate these estimated times, members of the evaluation team will shadow Program staff during their reviews of applications and guide staff in best practices for recording their times. This data will then be collected and reviewed by the evaluation team after the 16 Pilot Program recipients were selected and the funds distributed. Because this program intends to scale up, it is important for leadership to have information on how long applications take to process to appropriately budget staff time and resources.

The second set of administrative data will be collected to understand the frequency and quality of communication between program staff and applicants. Again, this data will supplement the information gathered from participant and staff surveys and interviews. Staff will be asked to track:

- How many times staff was contacted by applicants through phone calls and emails
- How long it took for staff to respond to applicants' questions

Members of the evaluation team will check the quality of this data by sitting down with a random sample of program staff to check the date and time records of emails and phone calls between staff and applicants. How often applicants are reaching out for clarification and assistance will offer important clues to how easily understood and navigable the application process is. How quickly staff can respond to those questions will assist Program leadership in assigning roles for staff once the Program is scaled up. If staff report that they are receiving a high volume of questions and are unable to respond to them all in a timely manner, then we may recommend that the Program adjust the application process or dedicate staff members to deal with fielding applicants' questions.

The final set of administrative data will be collected to determine if the application process itself is fair and appropriate and will give further insight into whether there are eligible but unserved persons the program is not reaching (Question 3). For each application that is rejected staff will be asked to record:

- All the reasons that the application failed to prove eligibility
- If the application was missing required documents which documents were missing

Once the initial 16 participants have been selected, the evaluation team will assess this list of rejection rationales and will identify any patterns that could indicate that certain application requirements are creating barriers to potentially eligible applicants.

Laying the Groundwork for Future Assessments of Outcomes and Impact

The desired outcomes and long-term impacts of the Program are that Black homeownership in Evanston increases, Black owned homes are safe and repaired, Black homeowners remain in Evanston, and ultimately, Black families benefit from the intergenerational wealth associated with homeownership. These outcomes and wider impacts cannot be properly measured during the pilot program due to the small number of initial recipients and the short duration of the Pilot Program's evaluation.

To lay the groundwork to assess whether the outcomes are moving in the desired direction (Question 5), the evaluation team will collect data to establish a "pre-program" baseline so that the City of Evanston or future evaluation teams can better measure the impacts of the Program overtime. Information will be collected from the US Census and the City of Evanston and will include:

- Number of Black residents in Evanston
- Number of Black homeowners in Evanston
- Average value of Black-owned homes
- Average wealth of Black residents

This dataset will serve as a baseline for comparing whether Black homeownership, retention and wealth is increasing or decreasing in Evanston over time. Tracking these city-wide trends will give the Program a sense of whether the desired outcomes are materializing and if homeownership in Evanston is becoming more racially equitable. However, future impact evaluations will have to be careful not to assign all positive trends to the program itself.

There are a multitude of factors which affect changes in demographics, homeownership, and wealth. We recommend that the Program recollect city-wide data every 5 years. Regular data collection will allow the Program to assess the impacts in more detail than if there are longer gaps between data collection because it will be easier to account for major economic or political events which could obscure the specific Program effects. It will also allow the Program to reassess and potentially adjust the program's process, eligibility requirements, or benefit quantities if the outcomes are not improving.

The Program has been structured so that if eligible applications exceed available funds, a lottery will be used to choose recipients. If the lottery becomes necessary as the program expands, it will provide unique opportunities for data collection and evaluation of program impacts. Future evaluators will be able to directly compare the outcomes for recipients to equally eligible non-recipients. The only difference between these groups will be their selection by the lottery, which will allow future evaluations to measure direct Program effects by comparing their outcomes.

In addition to the city-wide data collection, the recipients of the reparation benefits should also be followed up with so that their average wealth, retention, and homeowner status can be compared to the wider trends and to non-recipients. We recommend distributing a short survey consisting of questions similar to 5, 6, 7 and 8 listed in **Attachment 5: Preliminary Survey** to reparation recipients. These survey responses will provide data on the retention, housing security, and wealth of recipients over time. If the lottery is implemented, the same survey could be distributed to eligible, non-recipients to directly compare outcomes. We recommend that these surveys be distributed at the same 5-year intervals that city-wide data is being collected so that all the data represents the same snapshot of time and can be directly compared.

Finally, our team has considered both the benefits and drawbacks of the Program's decision to use a lottery system to select participants, if there are more applicants than available funds. A lottery is random and does not consider need. Lotteries are easier to implement than assessing and comparing the individual needs of each applicant, are transparent, and could potentially protect program administrators from critiques of biased selection. However, because the lottery is random there is a potential for applicants with the greatest needs to be delayed in receiving necessary funding. Although all eligible applicants are entitled to the reparation funding, if the outcomes are not improving at the expected rates, there could be cause for reassessing the lottery system. Targeting funds to applicants least able to afford their down payments, in most need of critical home repairs, or most at risk for home foreclosure could better increase homeownership and retention. However, any future changes to the lottery system should be discussed and agreed to by the Black residents and community leaders in Evanston. Reparations are meant to be an apology and therefore perceptions of fairness are essential.

This section describes the data that our evaluation team will collect now (Year 2021) to establish a baseline of comparison and outlines a process for future data collection and impact evaluations. However, any future impact evaluation team will have to take into consideration its current context, be flexible, and adapt to the evolving needs of the Program and Evanston's Black residents.

ANTICIPATED CHALLENGES AND SOLUTIONS

Although we have carefully considered our data collection methods and their implementation protocols above, we are cognizant of challenges that may arise due to the nature of our evaluation team and the nature of the Program as a Pilot Program. We are mitigating these challenges through the incorporation of non-traditional, equitable evaluation framework methods, which we believe will strengthen our evaluation process and results. Additionally, our team anticipates several additional challenges around logistics and confidentiality, outlined briefly below.

Evaluation Team

First, we will address the nature of the evaluation team, which includes both challenges inherent to the role of evaluators across all projects, as well as some specific challenges with this project. All evaluators carry bias and personal perspectives, and our team recognizes the power imbalance between our team, Program staff, and Program participants. The risks of power imbalance are significant, including that an evaluation team will ask the wrong questions, focus on the wrong program aspects, frame the problem incorrectly, or misinterpret the information in a way that ultimately harms program participants or another community.

To combat the traditionally oversized role of the evaluator, our methods will solicit and incorporate participant and program administrator feedback into the evaluation process. By including equitable practices such as Participatory evaluation, we hope to mitigate these general challenges to the evaluation project.

We will openly acknowledge, accept, and operate within the specific politics of a program, recognizing that our work cannot be fully neutral, but rather our personal experiences will have bearing on our work and ultimately lead us to conclusions that have political consequences. Our evaluation team rejects the concept of true neutrality, while still conducting methods that are valid and rigorous.

Pilot Program

A second challenge to our evaluation and the data collection process is the size of the Program at this stage is small, with only 16 participants and no visible long-term impacts yet available for analysis. With such a small number of participants, it is unlikely that our evaluation team will be able to complete any test of statistical significance for the impact of the Program. Due to the lottery system, we will be able to analyze survey responses from a randomly generated control group (those who did not receive reparations) but we believe the small numbers generally will limit our analysis.

For now, using detailed survey and focus group data will allow us to analyze short-term program impacts and participant satisfaction for the Pilot program; however, as Program funds increase over the next several years and more Black individuals receive Housing reparations, we advise investing more in administrative data collection. With more recipients, focus groups and surveys will become more labor-intensive and costly to collect, making the shift towards administrative data more efficient. First, analyzing larger program administrative data sets will help us determine Question four related to program efficiency, as well as make some inferences about participant satisfaction with the Program. Second, we recommend future evaluators collect and analyze specific government data sets - such as property values, neighborhood statistics, census data - to determine long-term Program impacts and success over time.

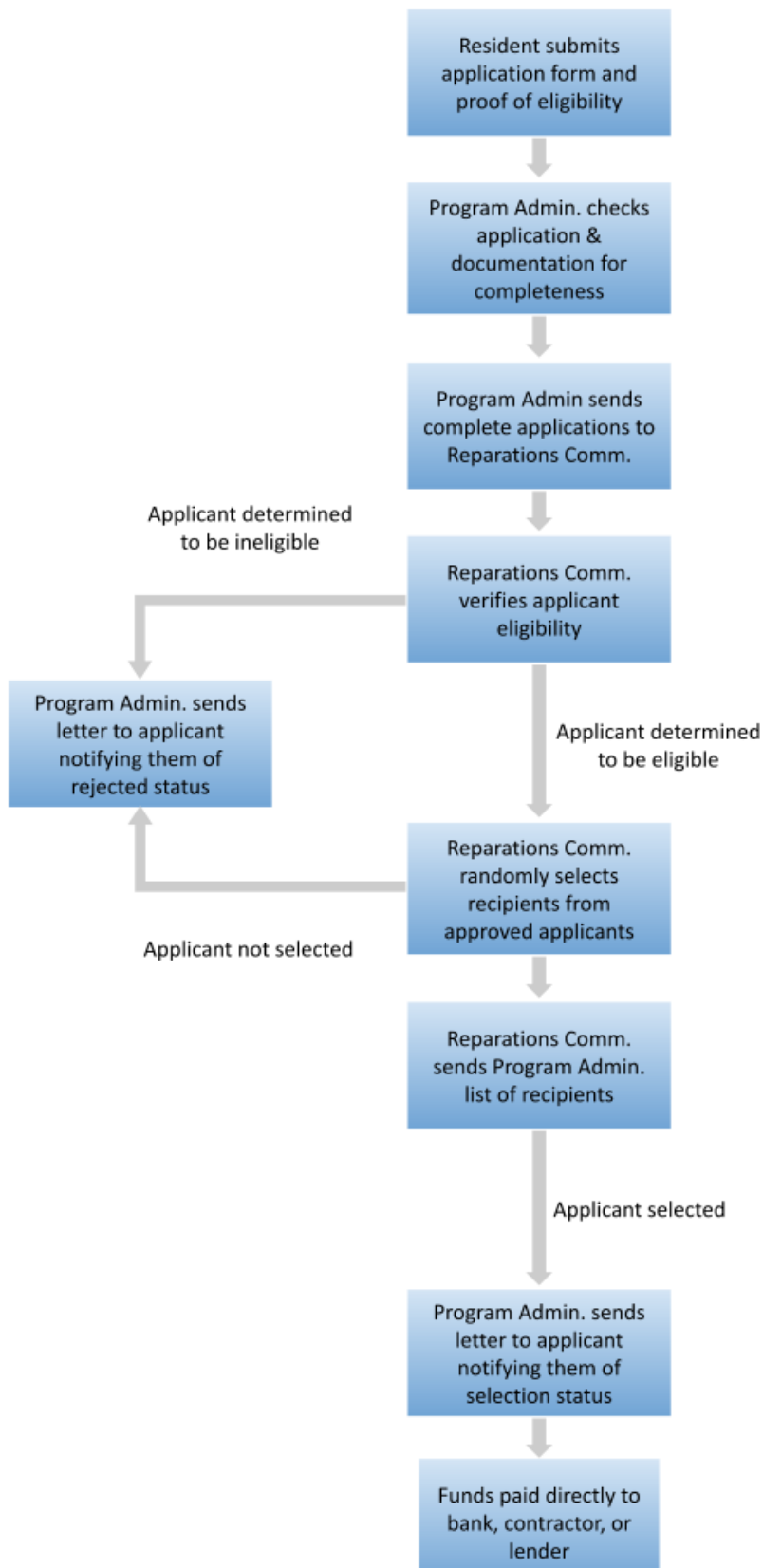
Related, our team recognizes the high burden placed on Program participants due to the small size of the group. In other studies, we would be able to generate a smaller sample of participants, and therefore not rely on the entire group to complete all our data collection. However, given the group size, we are relying on the same individuals for survey data, focus group data, and any other follow-up studies related to the Pilot Program. Our team will be efficient and communicative with participants to attempt to reduce another risk to program evaluation: participant drop out. Our analysis will be particularly sensitive given the small sample size, and thus it is crucial that as many of the recipients be willing to participate in our study and continue to participate across the entire length of the study. Participant drop out would lead to a lack of data over time, and would further reduce our sample size. This challenge will be reduced over time as the Program expands and includes more recipients of reparations.

Additional Considerations: Administrative Challenges, Publicity, and Confidentiality

As the Program is a pilot and the first of its kind, we expect there to be unforeseen issues that delay Program implementation. These delays may slow our evaluation efforts. As the Program team will utilize the results of our evaluation in making changes prior to expanding the Program, these administrative delays may impede the Program scaling. Further, the timeline for the payout of grants cannot be determined until all grant recipients are selected. If payouts are spread across too great a time period, collecting data from Program participants may be difficult.

With the Evanston Program being a first of its kind nationwide, it is important to recognize the publicity and media attention it will bring to the city of Evanston. This Program deals with important information and financial elements that may be considered private to the different stakeholders and target population involved. Extra consideration will need to be implemented due to the unique nature of the reparations Program to provide privacy and assurance of confidentiality to participants. To go above and beyond the standards of a traditional Institutional Review Board (IRB), we will ensure that individual responses will be identified with a pseudonym, gender, and age. We will ensure that individuals, regardless of the status of their application for reparations, will not have their name used in any reports, publications, or analysis of the Program.

Attachment 1: Process Map



Attachment 2: Matrix of Stakeholder Assessment

Stakeholder	Description	Interests	Extent of Involvement
Black Evanston residents	Target group; Black/African-American residents that are either (1) ancestor, (2) direct descendant, or (3) experienced housing discrimination from the city of Evanston	To receive reparations in an efficient and reliable manner; To provide feedback on the services that are provided to them	Primary
Evanston City Manager's Office	Implement the reparations program; oversee the restorative housing program	To provide black residents with a reliable, accessible way to obtain generational wealth; obtain trust of target population	Primary
Bankers; Mortgage loan servicers; Contractors	Obtain funds from the program to attend to the Black Evanston residents	To receive funds on behalf of recipients from the Program	Secondary
Local Reparations Restorative Housing Program: Reparations Committee	Verify eligibility of the target population	Ensure all participants are eligible and able to obtain the funding they require	Secondary
Private Businesses, Organizations, Individual Donors	Option to donate to the Program fund	Provide funds for the continuation of the reparations program	Secondary
Taxpayers: Marijuana Users	Taxes from marijuana sales fund the Program	Ensure taxes are used appropriately to benefit residents	Tertiary
Various cities across the United States	Cities that are interested in implementing their own reparations program	To use the Evanston reparations program as a baseline for future reparations programs	Tertiary

Attachment 3: Data Collection Protocol

Method	Description	Objectives
Participant Survey	<p>Nine questions that gather information regarding household wealth, perceptions of fairness in the selection process, housing security, attachment to Evanston, impact of reparation payment.</p> <p><u>Timing:</u> Initial survey conducted as part of the application process (online).</p> <p>Follow-up survey conducted prior to focus groups for participants / online for rejected applicants (one month after funds have been distributed).</p>	<ul style="list-style-type: none"> ● Receive candid feedback on the experiences and thoughts of Program participants and rejected eligible applicants. ● Construct meaningful (if limited) quantitative data for future comparisons and analyses.
Staff Interviews	<p>Semi-structured interviews with program staff and Reparations Committee members. Will develop separate interview guides for each of these subgroups.</p> <p><u>Timing:</u> One month after funds have been distributed.</p>	<ul style="list-style-type: none"> ● Receive candid, in-depth feedback on the administrative and organizational functions of the Program. ● Provide guidance on potential administrative changes to make prior to scaling the Program.
Focus Groups with Participants	<p>Semi-structured focus groups with grant recipients.</p> <p><u>Timing:</u> One month after funds have been distributed.</p>	<ul style="list-style-type: none"> ● Receive candid, in-depth feedback on participant satisfaction with the Program ● Provide guidance on potential changes to make prior to scaling the Program.
Admin Data	<p>Throughout the process of reviewing applications and distributing funds, program staff will be asked to track certain activities.</p> <p><u>Timing:</u> Data is collected throughout the process of application selection and fund distribution. Data will be collected and analyzed by the evaluation team once funds have been distributed.</p>	<ul style="list-style-type: none"> ● Are administrative, organizational, and personnel functions managed effectively and in accordance with defined Program policies and procedures? ● Answers these questions: <ul style="list-style-type: none"> ○ How many applications were received. ○ Time it took to process each application to determine eligibility. ○ Time it took to select the 16 recipients from the eligible applications. ○ Time it took for the funds to be distributed. ○ How many times staff was contacted by applicants through phone calls and email. ○ How long it took for staff to respond to applicants' questions. ○ Track Reasons for application rejections.
Census Data	<p>Surveys and focus groups can assess the impact that the reparations payments had for the individuals</p>	<ul style="list-style-type: none"> ● Are the trends in outcomes moving in the desired direction?

	<p>selected as the first 16 recipients in the pilot program which can be extrapolated to estimate the impact the Program would have after expansion. But to measure the actual impact of the expanded Program Evanston could use census data to estimate:</p> <ul style="list-style-type: none"> ● Number of Black residents in Evanston ● Number of Black homeowners ● Average Black-owned home value ● Average wealth of Black Evanston residents ● Other estimates TBD <p>The current data could be collected now and put in record for easy comparison later. We recommend assessing these trends every five years after the Program is implemented so that there is a clear record of potential impact.</p> <p><u>Timing:</u> Post-Pilot Program</p>	<ul style="list-style-type: none"> ● Post pilot how can the Program assess the impact.
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Attachment 4: Detailed Budget

Personnel				
	Unit	Unit Cost	Number of Units	Total
Lead Evaluator	Per Hour	\$150	240	\$36,000
Evaluator	Per Hour	\$100	320	\$32,000
Community Leader Stipend	Per Hour	\$60	20	\$1,200
Community Leader Stipend	Per Hour	\$60	20	\$1,200
Personnel Subtotal				\$70,400
Travel				
	Unit	Unit Cost	Number of Units	Total
Flight SEA > ORD	Per Roundtrip Flight	\$400	8	\$3,200
Per Diem	Per Day	\$50	40	\$2,000
Transport	Per Day	\$20	40	\$800
Hotel	Per Day	\$96	32	\$3,072
Travel Subtotal				\$9,072
Surveys				
	Unit	Unit Cost	Number of Units	Total
Participant Stipends	Per Participant	\$25	50	\$1,250
Printing/Supplies	Per Evaluation	\$200	1	\$200
Surveys Subtotal				\$1,450
Focus Groups				
	Unit	Unit Cost	Number of Units	Total
Recipient Stipends	Per Recipient	\$100	48	\$4,800
Refreshments	Per Participant	\$15	63	\$945
Printing/Supplies	Per Focus Group	\$100	3	\$300
Moderator Fee	Per Focus Group	\$400	3	\$1,200
Focus Groups Subtotal				\$7,245
Administrative Data				
	Unit	Unit Cost	Number of Units	Total

Printing/Supplies	Per Evaluation	\$500	1	\$500
Administrative Data Subtotal				\$500
TOTAL				\$88,667

Attachment 5: Preliminary Survey

1. Which of the following best describes your relation to the Evanston Restorative Housing Program?

- A) Program participant
- B) Eligible, but not selected applicant
- C) Applicant deemed ineligible
- D) Other

2. How would you describe your experience with the application process?

- A) Extremely satisfactory
- B) Satisfactory
- C) Neutral
- D) Unsatisfactory
- E) Extremely unsatisfactory

3. How many hours did it take you to complete the application (gathering documentation, filling out forms, etc.)?

4. How fair do you think the application process was?

- A) Very fair
- B) Somewhat fair
- C) Neutral
- D) Somewhat unfair
- E) Very unfair

5. Do you still live in Evanston?

- A) Yes
- B) No
- C) Other, _____

6. How secure do you feel in your housing situation?

- F) Very secure
- G) Somewhat secure
- H) Neutral
- I) Somewhat insecure
- J) Very insecure

7. How would you describe your current financial situation?

- A) Very wealthy
- B) Somewhat wealthy
- C) Neither wealthy nor struggling
- D) Somewhat struggling
- E) Very much struggling

8. What is your current total wealth?

9. **Participants only, follow-up survey only:** How would you describe your experience with the Program reimbursement process?

- A) Extremely satisfactory
- B) Satisfactory
- C) Neutral
- D) Unsatisfactory
- E) Extremely unsatisfactory

10. How likely are you to apply to another program like this one in the future?

- A) Very likely
- B) Somewhat likely
- C) Neutral
- D) Somewhat unlikely
- E) Very unlikely

11.. **Non-participants only:** How likely are you to apply again if the Program begins accepting new applicants?

- A) Very likely
- B) Somewhat likely
- C) Neutral
- D) Somewhat unlikely
- E) Very unlikely

Attachment 6: Focus Group Protocol

**Note, as we intend to center aspects of participatory evaluation throughout this process, this protocol is subject to substantial change based on feedback from program staff, Reparations Committee members, and program participants.*

Phase 1: Planning

1. Once the date for the focus group is determined, letters of invitation containing details on location and time will be sent to participants.
2. Applications for the moderator position will be solicited, and we will decide who to engage with the help of program staff and the Reparations Committee.
3. Compensation amount for participants will be determined in consultation with program staff and Reparations Committee members.

Phase 2: Question Development

1. Develop questions - expecting 5 to 6 - based on feedback from the semi-structured interviews. Some sample questions are below:
 - a. What did your interactions with program staff look like? And your interactions with your lender/contractor?
 - b. How do you feel about the lottery process? Do you think it is fair?
 - c. How has this program impacted your life?
 - d. What was frustrating about the application process?
 - e. Is there anything the Program should be doing differently?
2. Develop opening and closing scripts.

Phase 3: Moderation

1. The focus groups will be conducted using the following order of activities:
 - a. Evaluation team will arrive one hour before the focus group starts to set up the room.
 - b. As participants arrive, they will be checked in and handed a consent form.
 - c. Once all participants have arrived, the designated community leader will give a brief overview of the Program, explain the intent of the evaluation, and introduce the evaluation team and moderator.
 - d. The evaluation team will explain the logistics of the focus group (where bathrooms can be found, break areas, etc.) to participants.
 - e. The evaluation team will explain the consent form, ask participants if they have any questions, and ask participants to sign the forms. The team will then collect the forms.
 - f. Prior to launching into the questions, the moderator will conduct an exercise so that the group of participants can develop a set of communication norms that will guide their discussion.
 - g. The moderator will walk the group through the predetermined questions.
 - h. After the last question is asked, the moderator will ask if participants have any additional thoughts or feedback they would like to provide.
 - i. The evaluation team will thank all attendees for their participation, and participants will be given their compensation prior to leaving.

- j. This focus group may bring up hard topics. All participants will be provided with a resource card along with their compensation.
2. One of the evaluators will serve as a dedicated note-taker. In addition, the focus group will be recorded.

Phase 4: Analysis

1. Immediately after the focus groups, both evaluators will write down their impressions of the conversation and compare notes.
2. The evaluation team will transcribe the focus group from the audio recording. Tone and/or emotional response should be included in these transcriptions whenever possible.
3. The evaluation team will write a report identifying key trends and present it to the Program staff, Reparations Committee, and community leaders.

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