



The Spirit of Consuelo

**AN EVALUATION OF
KE AKA HO`ONA**

DANIEL STUFFLEBEAM, ARLEN GULLICKSON, & LORI WINGATE

*The Spirit of
Consuelo*

**AN EVALUATION
OF
KE AKA HO`ONA**

A VALUES-BASED, SELF-HELP
HOUSING AND COMMUNITY DEVELOPMENT PROJECT
FOR LOW-INCOME FAMILIES IN HAWAII

Sponsored and Operated by
CONSUELO FOUNDATION

DANIEL STUFFLEBEAM, ARLEN GULLICKSON, & LORI WINGATE

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An Evaluation of

Ke Aka Ho`ona

Daniel Stufflebeam, Arlen Gullickson, Lori Wingate

SUBMITTED BY THE EVALUATION CENTER
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Kalamazoo, Michigan 49008-5237

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The Spirit of Consuelo: An Evaluation of Ke Aka Ho`ona

Study period 1994 through 2001

April 2002

PRESENTED TO CONSUELO FOUNDATION

Patti Lyons, President and CEO

For the Foundation's discretionary use

Intended as feedback to those who made the project work as well as it did: the 75 families, Foundation leaders and board, and project staff.

Also intended as documentation, analysis, and assessment of this substantial, noteworthy undertaking that the Foundation may choose to share with interested audiences, including community developers, social workers, foundation personnel, government officials, and evaluators

This project not only assessed the participants' accountability, but yielded many valuable lessons about community development and self-help house construction. Examined matters included program planning, neighborhood plat, standard and duplex house designs, ethics and values, covenants, selection of participants, social integration, collaborative construction, energy conservation, stress and conflict management, financial counseling, creation and maintenance of crime- and drug-free environments, identification and employment of outside resources, programming for children and youth, leadership development, community organizing, and using evaluation to document and guide progress.

Consuelo Foundation Ke Aka Ho`ona Project Leaders

President and CEO	Patti Lyons
Board Members	Rosemary Clarkin Constance Lau Alejandro Padilla Robert Tsushima Jeffrey Watanabe, Chairperson
Consultant to the Board	David Powell
Chief Program Officer	Terry George
Ke Aka Ho`ona Project Manager	Joey Kahala
Coordinator for Recruitment and Selection.	Zee Suzuki

*What matters in life is not great deeds, but great love.
St. Therese of the Child Jesus did what I want to do in life . . .
to let fall from heaven a shower of roses.
My mission will begin after my death.
I will spend my heaven doing good on Earth.*

—Consuelo Zobel Alger

*They were the project's homebuilders,
beneficiaries, and informants;
they accomplished much, developed
considerable expertise, and now hold
the project's future in their hands.*

The Ke Aka Ho`ona Homeowners

Luisa & Ricky Abarca, Bridget & Joe Abell, Imiola & Saff Aina, Zelda & Daniel Akana, Dennis Alimoot & Carolyn Leandro, Lela and John Ambrocio, Traci & Robert Asuncion, Carla & Ronaldo Belaski, Candace Bradley, Yolanda & Kimo Burke, Mady & Devin Burke, Jaime & Henry Burns, James Campbell, Debbie & Lloyd Canionero, Cheryl and Linton De La Cruz, Tamara & Ronald Desoto, Nadine Dudoit & Bobby Palakiko, Cathy & Joey Frederick, Naomi Garner, Charmaine & Kalani Gasper, Mari & Wilfred Goo, Kehau & Eddie Guzman, Carol & Kimo Hamilton, Kim & Emil Hanohano, Lei & George Hanohano, Cheryl & David Hauhio, Maleka & Augie Hauhio, Darlene & Jon Horswill, Rovena & Romel Juan, Leihua & David Kaauwai, Pua & Alva Kaiwi, Nani & Kimo Kalaau, Brenda & Reggie Kalahiki, Deedee & Mana Kamakele, Staci & Leroy Kamealoha, Suki & Kimo Kaululaau, Cherylee Koko & Rhoel Domondon, Clarissa & Luke Kwiatkowski, Corinna & Abraham Kyle, Pebbles & James Laa, Tina & Masi Lafua, Shawna & Richard Landford, Jenny & Shylo Lopes, Liana & Lance Lopes, Lee & Ivan Loughmiller, Robert & Jonelle Lyau, Cheryl & Mike Martin, Alexis Maunakea, Je'nae & Alfred Meyers, Tita & Jason Miller, Kaai & Leighton Panui, Paulette & Ben Pokipala, Charrise & Ray Quon, Gemma Rellin, Steven & Dorothy Rivera, Hallie & Robert Robello, Tammy & Mike Romero, Jewel & Joe Romero, Yvette & Dennis Sakamoto, Leihua & Siva Savini, Keni & Royce Silva, Leona & Andy Tafiti, Lesley & Darren Torres, Melanie & Tom Uyeda, Susan & Ron Vea, Rosie & Frank Verano, Kai & Dell Victorino, Keala & Steve Vierra, Ui & Cris Visoria, Jeri & Dave Weber, Adrienne & Louis Wendt, Cassie & Jemery Willes, Kim & Peewee Yamamoto, Bruce Yamamoto, Marie & Kaleo Young.

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Prologue

The evaluation reported herein originated in a 1993 chance encounter in Quito, Ecuador, between President Patti Lyons of Consuelo Foundation and me. This was a most important, fortuitous meeting for me. I was in Ecuador to help the International Youth Foundation evaluate programs for youth in developing countries. President Lyons was attending the evaluation meetings as an observer. During a break she introduced herself to me and said she would like me to assist her foundation evaluate a community development/self-help housing project in Hawaii. At the time, I was conducting for the John D. and Catherine T. MacArthur Foundation a seven-year study of housing rehabilitation being done by Chicago's Local Initiatives Support Corporation and community development corporations throughout Chicago; and I was immediately interested to learn about the similar work in Hawaii.

Though funded at a level of more than \$10,000,000, the work in Chicago had been an uphill struggle. It was one thing to rehab run-down houses in a slum area. It was quite another matter to place poor families in the houses and see them succeed in maintaining the houses and also bringing order, safety, and stability to their crime-ridden neighborhoods. Unfortunately, many of Chicago's previously rehabbed houses in disadvantaged neighborhoods had become run-down and taken on their former blighted appearance. As told to me by an official of Chicago's South Shore Bank,¹ most inner-city rehab projects were prone to fail, not only because of the crime in the streets, but because the persons placed in the houses lacked employment and employable skills. Without resources for maintaining the properties, families could enjoy the houses for a while, but would inevitably fail to keep them up. Also, fixing up old houses had little to do with combating the deeper problems of crime, drugs, and poverty. This was especially so when isolated rehabbed houses were interspersed among rundown properties in slum neighborhoods.

As I considered President Lyons' invitation, I wondered if she and her colleagues had found or would find ways to provide housing for poor people such that they could succeed over the long haul in maintaining their homes, paying for them, and building a safe, healthy community environment for their families. I was glad to learn that President Lyons wanted answers to the same questions. Moreover, she wanted evaluation to be built into her foundation's project from its beginning. And, possibly most important, she wanted the project's staff to make systematic use of evaluation throughout the project in order to identify and address problems as they arose, assure the project's eventual success, and develop an understanding of how to succeed in community development.

My colleagues at The Evaluation Center and I are grateful for the opportunity we have had to closely observe and assess Consuelo Foundation's Ke Aka Ho`ona self-help housing project on Oahu's Waianae Coast from 1994 through March 2002. We issued formative evaluation reports throughout the project, and we have seen the Foundation's leaders and project staff take account of and use the

¹ In the 1980s and 1990s, Chicago's South Shore Bank was acclaimed as one of the United States' most productive rehabbers of run-down houses in urban slums.

evaluation findings. We have collected and assessed a great deal of information and learned much as we watched the Foundation's extensive, sustained community development efforts.

In 8 years the Foundation's staff and involved families have converted a vacant 14-acre plot of agricultural land in the midst of one of Hawaii's most depressed environments to a beautiful, values-based community, now housing 75 low-income families, including approximately 235 children. Mainly, the families built the houses themselves. The houses are of high quality, beautifully landscaped, and none of the properties have become run-down. At this writing, only one family has defaulted on a mortgage and left the community. Because they were selected for their employability, virtually all of the families are gainfully employed. Upon entering the project, almost all of the families' incomes ranged between 40 percent and 80 percent of Oahu's median income. The Ke Aka Ho'ona community has remained virtually crime-free, while its surrounding environs have continued to see high rates of drug abuse, thefts, violence, and other crimes. At this writing, the Foundation is working with the Ke Aka Ho'ona families to establish a homeowners association, so that the residents can take over the community's governance and operations and sustain and build upon what has been achieved.

More than eight years after we began this study, I look back on the experience as one of The Evaluation Center's most fascinating, educational, and professionally fulfilling evaluation assignments. As evaluators, we issue our findings as we see them—stating weaknesses as well as strengths. We will do so in this summative evaluation report. We have never been reluctant to judge a project a failure when the data so indicated. However, it is a welcome if rare privilege to report that a project met or exceeded expectations for quality and significance. We have such a privilege in presenting this report. I would like to think that our evaluation work has played an important part in what we now conclude to be a truly unique and quite successful community development/self-help housing project, with promising prospects for sustained success.

I am glad that I met Patti Lyons in 1993. She, her colleagues at Consuelo Foundation, and most especially the involved 75 low-income families have struggled through a complex, difficult project and produced a vibrant, healthy community. While much remains to be done in sustaining and going beyond what has been accomplished and in making a positive impact on the surrounding environment, this project has clearly earned a judgment of achievement, high quality, and significance.

Daniel L. Stufflebeam

Evaluation of Ke Aka Ho`ona: A project to serve Hawaii's working poor by promoting the community values and philosophy of Consuelo Zobel Alger, who sought to create communities of families with children who would be free from physical, drug, and alcohol abuse and in which each person would give back to the community as a whole the support and care he or she received from the community

Introduction

Millions of families throughout the U.S. need but have been unable to secure decent, affordable houses located in safe, supportive, and healthy environments where they can confidently and successfully rear their children. This report tells the story of and critically examines how a charitable foundation mounted and conducted an innovative project to address housing and community development needs in one of Hawaii's most depressed and crime-ridden areas, the Waianae Coast on Oahu. The subject project engaged and assisted 75 families to build their own houses in a community grounded in positive values for community living.

We construe this effort as one of the Foundation's signature projects. Its title—Ke Aka Ho`ono—is intended to convey in Hawaiian “The Spirit of Consuelo.” This label not only honors the memory of its benefactress Consuelo Zobel Alger, but also is meant to stress the fundamental importance of the positive family and community values she mandated for the Foundation's work.

This composite of three reports is directed first to help Consuelo Foundation, which conducted the Ke Aka Ho`ona self-help housing project and also contracted for this independent evaluation, to take stock of and critically examine what it accomplished. Because the subject project addressed an area of pervasive national (and worldwide) need, the sponsor requested that the final report also be aimed at the broad audience of organizations and professionals who need to find better means of improving the housing and living conditions of low-income families. Included in this second audience are other charitable foundations; local, state, and national government agencies; and social workers and community development specialists. A third audience includes the families that the Ke Aka Ho`ona project served; they are the project's main stakeholders and contributed mightily to the information used to prepare this report. Finally, this study employed evaluation strategies and procedures that could be of use to the wide variety of groups that commission or conduct evaluations of self-help housing/community development projects. These include foundations, government agencies, university research and evaluation centers, evaluation companies, and professional evaluation societies.

This document is comprised of three distinct reports that address the potential interests of this full range of audiences. Following this introduction, Report One focuses on the project's antecedents—Consuelo Foundation, the project's genesis, and the project's context are described. Report Two conveys information on the project's implementation, with an overview of the project and more detailed descriptions of its main operations. Report Three—on the project's results—presents the evaluation design, findings, and overall conclusions. We have kept the sections in the three reports discrete, so that the different readers can go directly to the information that most interests them, without necessarily having to read the entire document from beginning to end.

Report One opens with our characterization of Consuelo Foundation. To fully appreciate the nature and achievements of the Ke Aka Ho`ona project, one needs to understand the background and orientation of its sponsoring foundation. This organization, founded in 1988, is quite new and

unique. Especially interesting is the Foundation's grounding in an explicit set of values and its main approach as an operating foundation that functions both in Hawaii and the Philippines. Given this introduction we subsequently describe how and why Consuelo Foundation undertook the Ke Aka Ho`ona self-help housing/community development project. This includes an account of an initial mis-start, in which the Foundation sought to serve the poorest of the poor with a mortgage-based strategy of self-help housing. This was followed by some needed redefinition of the target audience. The section also notes the Foundation's systematic search for self-help housing projects that succeeded elsewhere. To conclude Report One, we describe the Waianae Coast area where the Ke Aka Ho`ona project is operating. This section is designed to help the reader appreciate the area's location in Oahu, its geography and climate, its economic and social conditions, its strong points, and the needs and problems of its residents.

Report Two details the project's implementation. First, we provide a holistic overview of the Ke Aka Ho`ona project. This overview acquaints the reader with the project's goals, main procedures, staffing, timetable, and financial plan. The remaining sections in Report Two respectively provide descriptions of the project's recruitment and selection of builders, home financing and financial support, construction process, and social programs and community development efforts. This report on project implementation conveys our conception of how the project was designed and operated. It reflects our annual observations and data collection and the documentation we were able to obtain. We tried to keep the accounts of project implementation descriptive, while reserving our judgments for Report Three. Report Two should be of interest especially to groups that plan to launch similar housing and community development projects and need information on how to organize, schedule, staff, and carry out the various required activities.

Report Three focuses on the evaluation approach and results. First, we describe the evaluation approach we followed. This section presents our concept and general model of evaluation, identifies the main methods employed, and summarizes our schedule of data collection and reporting. Next, we present our findings. The findings section is organized in accordance with the evaluation plan, which called for assessments of context, inputs, process, impacts, effectiveness, sustainability, and transportability. Basically, this section assesses the project's soundness and feasibility of design; quality of implementation; success in reaching qualified applicants; effectiveness in meeting assessed and targeted needs, particularly in serving the beneficiaries; long-term viability; transportability; and overall significance. To conclude Report Three, we summarize what we see as the project's main strengths and weaknesses and present our overall judgment of the project's merit and significance. In issuing our judgments of project strengths and weaknesses, we gauged the project against the participant families' needs upon entering the project, the pertinent community and individual human needs we were able to discern, and the Consuelo Foundation values undergirding the project.

The epilogue stresses the importance of ongoing efforts to assure and document the project's success. Among the needed continuing efforts are community organizing and governance and follow-up evaluations.

In the three reports, we attempted to tell the story of Ke Aka Ho`ona in both words and pictures. At the end of Report One on project antecedents, we provide photographs to help the reader appreciate

the nature of Consuelo Foundation and the environment surrounding Ke Aka Ho`ona. Following Report Two on project implementation, we present a series of photos to show how the project was carried out and to acquaint the readers with the principal participants. At the end of Report Three on project results, photos depict the visible outcomes of the 8-year project, including beneficiaries by their homes and in the community and the neighborhood's tangible features.

Nine appendices document what we did in conducting the evaluation and how we did it. The information in the appendices may help other evaluators conduct similar studies and also provides a basis for judging the adequacy of this evaluation. Included are a list of evaluation reports, a handbook that guided traveling observer work, records of when families were interviewed for case studies, copies of interview protocols, a list of the involved evaluation personnel, our attestation of the extent to which the evaluation met each of the 30 Joint Committee (1994) standards for program evaluation, an executive summary, and a checklist derived from this evaluation and intended to help guide future applications of the CIPP Evaluation Model.