

**RESOLUTION NO. 2516
 APPROVAL OF AUTHORIZING TO NEGOTIATE AND EXECUTE A
 CONTRACT WITH THE UNIVERSITY OF TEXAS MEDICAL BRANCH (UTMB)
 CENTER TO ELIMINATE HEALTH DISPARITIES TO RESEARCH FAIR HOUSING,
 SOCIAL INCLUSION AND HUMAN HEALTH NOT TO EXCEED \$100,000**

WHEREAS, The Board of Commissioners of the Housing Authority of the City of Galveston, Texas (GHA) is seeking to create mixed income communities using the Purpose Built Communities Model, which emphasizes the transformation of human capital; and

WHEREAS, the UTMB Center to Eliminate Health Disparities (CEHD) has focused its efforts on addressing human development; and

WHEREAS, CEHD would like to partner with GHA to examine the many ways that communities contribute to or undermine health, linking physical, mental and social health to issues such as housing stability, recreation opportunities, early child development and childcare, employment conditions and social capital and opportunities for social exchange; and

WHEREAS, as part of the contract, CEHD will coordinate a visioning process, provide GIS maps that identify key indicators relevant to improving human development, conduct a health and human development impact assessments for rebuilding and recovery plans, provide system dynamics modeling, and make recommendations of how to adapt the UTMB health information system to better inform community health and safety planning; and

WHEREAS, the aim of this initiative is to strengthen community cohesion and understanding of complex needs and to support the Galveston County community in implementing a more effective, efficient rebuilding and recovery plans that will better support and accelerate achievement of human development goals; and

WHEREAS, the funding proposal is attached to this resolution.

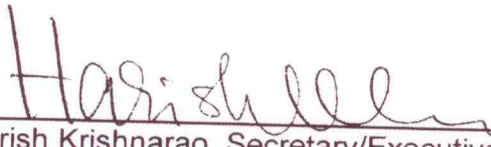
NOW, THEREFORE, BE IT RESOLVED that GHA's Board of Commissioners hereby authorizes the executive director to negotiate and execute contract not to exceed \$100,000 with UTMB Center to Eliminate Health Disparities.

Approved on March 16, 2011.

	AYES	NAYS	ABSTENTIONS	ABSENCES
Paula Neff	✓ _____	_____	_____	_____
James Dennis	✓ _____	_____	_____	_____
Tom LaRue	✓ _____	_____	_____	_____

	AYES	NAYS	ABSTENTIONS	ABSENCES
Betty Massey	_____	_____	_____	_____
Teresa Banuelos	_____/_____ ✓	_____	_____	_____/_____ ✓

Certified and signed by:



Harish Krishnarao, Secretary/Executive Director
For the Board

Affirmatively Furthering Fair Housing in Galveston Using a Health and Human Development Lens

Galveston County will see over \$1 billion invested in the next several years in rebuilding the physical environment in our community. Underlying many of the discussions about rebuilding has been a historical concern, especially in the city of Galveston, related to human development, that is, the social, educational, and economic environment, especially for more disadvantaged and socially excluded families in our city. Human development encompasses issues such as fair housing, effective social services (including wrap-around services), and educational achievement.

Currently there are a number of initiatives being considered that emphasize the creation of a healthier community from a human development perspective. For instance, the Galveston Housing Authority is considering embarking on partnerships with the Purpose Built Communities and Bridges out of Poverty Initiatives, efforts that conceptually fit well both with the approach Galveston has been moving toward and the city's needs. The goals of the conciliation agreement and AFFH, too, tend to be supported by a health and human development approach. Various city departments, as well as the Comprehensive Planning Committee are looking at visions and policies that enhance human health. However, there is no strategy for tracking the various initiatives being undertaken in Galveston, supporting coordination, supporting evidence-based planning, monitoring impact, and leveraging support for additional needs. Setting aside less than one-tenth of one percent of these rebuilding funds to guide and monitor the impact on human development, and link the physical reconstruction opportunities to the social, could greatly improve the human as well as economic impact of reinvestment and revitalization efforts.

The UTMB Center to Eliminate Health Disparities has been focused for the past year on bringing attention to Galveston's potential to address human development, framed in the closely aligned rubric of social determinants of health. The CEHD approaches health not only in terms of health care, but from a broader human development perspective. This approach allows us to examine the many ways that communities contribute to or undermine health, linking physical, mental and social health to issues such as housing stability, recreation opportunities, early child development and childcare, food security and nutrition, employment conditions, and even social capital and opportunities for social exchange.

Over the past year, CEHD has produced over 150 maps related to over 75 indicators of health and human development issues in the city of Galveston; worked with over a dozen partners from planners to community residents in order to communicate and integrate the

information into planning processes; and held workshops on the issues for over 600 resident families. CEHD has invested over \$175,000 in these mapping, community education, and planning activities to date, and expect to contribute an additional \$75,000 as matching funds if this grant is funded. While these were only beginning efforts, they were necessary as part of the process of jumpstarting local commitment to creating a healthier, more functional and more sustainable community.

The CEHD now proposes to partner with GHA and local partners to move this commitment to the next level: from the level of basic research and knowledge about some key assets and gaps in our community and how they affect health and human development, to a more comprehensive understanding of how priority issues can be addressed and combined to create synergistic dynamics to enhance fair housing, social inclusion, and human health. Specifically, this grant will support a process for undertaking additional key research, supporting local priority setting and joint planning, and developing funding proposals to support implementation of plans in ways that will positively affect health and human development and reduce health disparities. The work will address both Galveston Island as well as begin building an understanding of the County-wide context. Efforts will be made to document processes and lessons in anticipation of the possibility for further scale-up to other cities or regions.

The need, the opportunity, and CEHD's role

In the last decade, the United States has adopted national health goals, called Healthy People 2020, that explicitly recognize the importance of the places where we live, work and play on our physical, mental, and social health. This move underscores both advances in our knowledge base about what keeps people healthy and improves their health, and also the depth of the health, health care, and health care cost crisis the country is facing. These challenges are worsened in times of financial crisis, as we are experiencing now, as state and local budgets are cut to critical levels, often with services for women and children as well as general categories of education, health care, and social services receiving the heaviest cuts. They can be further exacerbated in communities recovering from disasters.

But Galveston's position actually provides a once-in-a-lifetime opportunity to dramatically realign our thinking, our organizational strategies and resources, and our actions to create a more sustainable community. We aim for a network of partners that will adopt human development goals as their own sectoral goals, and who understand the relationship of their own work to the work of others in the community, as well as to the broader societal goal of helping families to rise out of poverty, rather than cope with it. We will use research strategies and perspectives drawn from multiple disciplines to identify intermediate and

root causes of barriers to fair housing, going beyond recommendations of community education to identify specific structural issues that create barriers to self-sufficiency.

The CEHD will serve a critical liaison function, connecting our local efforts with broader goals expressed in Healthy People 2020, and with key resources that can support our efforts, including Purpose Built Communities and Bridges out of Poverty. Both initiatives are focused on promoting mixed-income housing, education, employment opportunities, and wrap around services, while Healthy People 2020 is focused on human physical, mental, and social health including in the context of local and neighborhood development. However, these approaches are not integrated, and there is evidence on how to maximize the impact of the approaches that have not yet been incorporated into each of them and made explicit in the planning process. For instance, mixed income neighborhoods are most successful when they not only are combined with lower income employment opportunities but also when wrap around services use graduated benefit levels, when neighborhoods are “complete,”¹ and when social integration and cohesion is actively and effectively supported both in formal exchanges (e.g. interaction with the police or community meetings on racial equity) and informal exchanges (e.g. recreational activities or “bonding and bridging” opportunities²). Adding programs to support housing stability, transportation, and child and adult education can further reinforce the effectiveness of efforts. These are, unsurprisingly, also the features that support human health in the neighborhood context, reducing crime and increasing safety, lowering stress, encouraging physical activity, and improving financial and geographic access to basic needs such as healthy food, doctor visits, etc.

Additionally, the CEHD will serve as a link to the broader UTMB community, supporting efforts to improve the ability of the health information system (HIS) to inform community planning for health and safety, and also drawing in other sources of health information. Currently, the UTMB HIS is poorly suited for public health research; however, we believe there is significant potential for improving its utility in ways that would greatly complement the findings of the mapping work on social determinants of health.

The CEHD is in an excellent position to support Galveston’s health and human development efforts by serving as a resource for research, technical support, coordination, and monitoring / evaluation. Our scientific expertise along with local knowledge of Galveston

¹ Complete neighborhoods have available key public and retail services and goods required to meet the daily needs of residents, such as child care centers, community gardens, hospitals, libraries, open space, parks, performing arts venues, post offices, public art installations, public schools, recreational facilities, auto repair shops, banks and credit unions, beauty and barber shops, bike shops, dry cleaners, eating establishments, gyms, hardware stores, laundry mats, pharmacies, retail food markets, and video rental stores and movie theaters.

² Bonding opportunities allow individuals within a similar socioeconomic group to strengthen relationships, while Bridging opportunities link individuals in different socioeconomic strata.

and the research we have already completed allow us to serve as an effective liaison between outside advisors at PBC and BOP, and local agencies and groups to strengthen planning. CEHD is positioned at UTMB under the Office of Health Policy and Legislative Affairs, providing a key opportunity to link efforts with the UTMB community, including the Chronic Disease Management Program, Community Outreach, Child and Youth Mental Health Services, Teen Health Clinics, Executive Leadership, etc. CEHD staff have faculty positions in the Departments of Family Medicine, Preventive Medicine and Community Health, and Internal Medicine, and sit on the boards of the Jesse Tree, the Galveston Family Children and Youth Board, and the United Way.

Program of work

The program of work for this grant will include:

1. Coordinating a Galveston visioning process
2. Provide a county-wide context by updating and expanding GIS-maps to include Galveston County
3. Provide Health and Human Development Impact Assessment for Rebuilding and Recovery Plans
4. System Dynamics Modeling to uncover additional issues, identify priorities, and target effective solutions
5. And providing a preliminary assessment of ways the UTMB health information system can be adapted to better inform community health and safety planning.

1. Coordinating a Galveston visioning process

Visioning is a process that engages an entire organizational community in integrating its best hindsight and foresight into aligned action. The process can greatly accelerate the progression of identifying, committing to, and implementing system-wide changes. When utilized correctly, this process can create a compelling picture of desirable future states. Through ethnographic techniques used during the visioning process, organizations can acquire memorable imagery and stories about the nature and benefits of this future which can help us to understand the journey that could carry people to a new, unified vision. The process allows us to respect and understand the strengths of all the citizens of Galveston so that we can eagerly embrace the future together. In order to coordinate a visioning process for Galveston, CEHD proposes to

- Conduct semi-structured interviews with socially excluded populations, such as the local poor, non-English speaking, Ike-displaced, elderly, youth, as well as selected family members; and possibly include non-socially excluded groups, e.g. tourists, 2nd homeowners, local small business, large business

- Assist these groups in developing “mental models” to inform planning for wrap around services
- Conduct a qualitative analysis of responses using an ethnographic approach
- Generate a comparison to Galveston’s Comprehensive Planning Committee Vision Statement
- Explore interest in supporting a process to reconcile the CPC’s Vision Statement with the interview findings to support movement towards a Community Informed Future Vision

2. Update and expand GIS-maps to include Galveston County

GIS maps of the city of Galveston previously produced by the CEHD will be updated to reflect current census data (being released now) as well as any new secondary data available, and will be expanded to incorporate new asset and gap indicators relevant to the body of projects described in this proposal. Additional maps will be produced to identify key indicators relevant to improving human development in the broader geographic area of Galveston County, such as demographics, land use, housing, transportation, food security and nutrition, etc. as well as key issues intrinsically connected to the functioning of the city of Galveston. Specific indicators will be developed in collaboration with local partners.

3. Provide Health and Human Development Impact Assessment for Rebuilding and Recovery Plans

Because many local agencies have developed or are developing their own rebuilding and recovery plans, there is a great need to examine the likely health and human development impact of these plans, and support coordination to identify points of leverage, synergies, and potential conflicting goals and strategies. This project will include collecting current rebuilding and recovery plans, analyzing those plans in light of mapping findings as well as findings from Georgia State University’s research, incorporating the likely impact of the economic crisis and state/local budget cuts, and providing impact assessments in relation to fair housing as well as health and human development.

In particular, plans will be targeted for examination that are related to

- housing rebuilding
- wrap-around services
- food security and nutrition
- complete neighborhoods, land use and zoning
- transportation
- youth education, services and leadership development
- early childhood development and childcare

- restorative justice
- recreation and green space
- violence and injury prevention
- chronic disease management
- mental health
- port development and expansion

The CEHD will build a repository of active plans, as well as inactive plans that could potentially make a useful contribution. It will also undertake an analysis of the plans to assess likely impact on health and human development, and provide recommendations for improvements and/or potential synergies with other built environment issues as well as social, economic, and other initiatives. In cases where no plans exist, specific research will be undertaken to advance understanding of the most promising solutions.³

Specific attention will be given to effectively enabling families on the mainland and the island to access needed resources in an effective manner, in order to support a county-wide, comprehensive housing solution.

This analysis will provide a base of shared knowledge in the community and help to maximize the impact of research undertaken as well as investments in reconstruction as well as realignment of local social service and other agency organizational structures, activities, etc.

4. System Dynamics Modeling

The findings of the visioning process, updated and expanded mapping, and health and human development impact assessments of plans will be added to the recently completed Analysis of Impediments (AI) and fed into a system dynamics model to uncover additional issues, identify priorities, and target effective solutions.

The Southwest Fair Housing Council released a draft of the State of Texas' Analysis of Impediments to Fair Housing – Phase 1 (Hurricane Impacted Communities) in January 2011. While not yet in its finalized form, the draft recommends actions to address 16 impediments to furthering fair housing, aimed at both private industry and the public sector, including State and local policy makers. The document echoes several of our key topic areas as areas needing to be addressed, and include information (based on both pre- and post-Hurricane Ike sources) gathered on these areas, including: housing, segregation and related demographics, economics (both individual-level indicators such as cost of living, income, etc., as well as more macro-economic information at the city, county, region,

³ For example, working with the city and residents to explore potential for re-opening strategically placed corner stores, linking owners to larger suppliers or to farmers' co-ops to provide fresh food.

and state levels), transportation, and land-use plans (particularly zoning). While these issues are addressed on an individual basis within the AI, in reality, there exist underlying structures and inter-linkages within the community and society that connect the barriers to each other, as well as to a range of other social and environmental factors, all influencing the entire system. When dealing with the level of system complexity, it is beneficial to take a system (or holistic) perspective. A system perspective allows us to tackle the problem with various interrelated parts of the system in mind. It also broadens our perception of the system boundary leading us to identify additional factors that may be contributing to the barriers identified.

Additionally, we may find during the Visioning Process that additional barriers not identified in the AI exist, which we can usefully incorporate into a priority setting exercise. There may also be important insights gained through the GIS-mapping work previously undertaken by the CEHD. While the AI and GIS-mapping work provide “expert” perspectives, the Visioning Process should greatly add to a rich knowledge of local barriers since it will be based on semi-structured interviews with former clients of the Housing Authority and their families.

In order to implement a system perspective, we will use system dynamics modeling. Utilizing information contained in the AI, existing urban dynamics and public health-related research, direct input from GHA staff and clients, and information from other key informants, we will develop a computer simulation model to demonstrate the issue of fair housing in Galveston from a broad, systemic point of view. The final product should inform GHA leadership and staff as well as key community actors of what drives the barriers to affirmatively furthering fair housing, key points of intervention that may have the greatest benefits to addressing these barriers, and priorities for directed efforts at eliminating and/or reducing the barriers. Individual reports on topic areas will be produced, as will a report that integrates findings into a synthesized analysis, to be circulated to partners and stakeholders. After discussion of the analysis with local stakeholders, a final report will be produced, based on that discussion, outlining a proposal for implementing actions.

5. Adapting the Health Information System for better Community Health Planning

UTMB has a number of databases and sources of information, including the Trauma database, the patient electronic medical record system (EPIC), and administrative databases providing information on length of patient stays, re-admittance, etc. Although these sources contain a wealth of information and are valuable for managing patients in the hospital or clinical setting, they are inefficient and go largely unused in terms of community priority setting and planning for health and reducing illness because they are disconnected and are set up in ways that undermine population based research.

For instance, the CEHD recently undertook research to investigate the rate of elevated blood lead levels among Galveston children. While the results themselves were favorable, the study required a tremendous investment in human resources simply because the system was not set up to support such research. Consequently, the CEHD developed four critical recommendations, all aimed at improving the utility of UTMB's health information system, in order to more efficiently and accurately track such information in the future. The changes would not require significant investment, but do take some time and thought.

We propose to undertake an initial analysis of additional ways that the UTMB HIS could be used now, and ways it could be adapted to more efficiently and accurately inform community health planning, including strengthening the interface between community actions and UTMB responses.

Outputs

Specific outputs will be produced for each project:

<u>Project</u>	<u>Outputs</u>
Visioning	<ul style="list-style-type: none"> • Analysis of interview responses, including "Mental models" to inform planning for wrap around services • Edited and narrated video of highlights from the interviews • Written document outlining commonalities and distinctions with Galveston's Comprehensive Planning Committee Vision Statement • Community meetings to identify priorities for integration into the City's Vision Statement and/or developing the next steps of work
GIS maps	<ul style="list-style-type: none"> • An updated collection of Galveston City maps with newly available data, including 2010 Census data • A collection of Galveston County maps highlighting issues of critical importance to the GHA
Plans and Health & Human Development Impact Assessments	<ul style="list-style-type: none"> • Online repository of current rebuilding and recovery plans in relation to infrastructure (built environment) initiatives as well as social sector initiatives • Health and Human Development Impact Assessments of the plans
System Dynamics Modeling	<ul style="list-style-type: none"> • Report outlining hidden issues, possibilities for improving the human impact of specific plans as well as linking together, mutually informing, and leveraging plans for maximum human development impact, supporting fair housing, strengthening wrap-around services, and enhancing educational achievements.
UTMB Health Information System	<ul style="list-style-type: none"> • Report outlining a strategy for effectively improving the utility of the HIS to better inform community priority setting and planning for health and reducing health

	disparities.
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National significance

The pilot project will provide a novel approach to addressing community health, using Fair Housing as a legal and administrative platform on which to address health issues that the health care system cannot solve, but which nevertheless greatly affect people's opportunities in life generally, and opportunities for fair housing in particular.

We have received great interest in this proposal already from the Joint Center for Political and Economic Studies (and their Place Matters initiative), as well as the National Association of City and County Health Officials and the Prevention Institute in San Francisco, which has been so instrumental in incorporating preventive health into the Patient Affordable Care Act.

The approach outlined here, which will clearly be a partnership of many entities and especially GHA, has tremendous potential for shaping how community health interventions are pursued in the U.S., in particular by tying interventions to the goals of AFFH in a more holistic way.

Impact

The aim of this initiative is multi-fold: to strengthen community cohesion and understanding of complex needs, to build a shared vision for action, and to support that action with evidence-based analysis informed from the perspective of human development. The potential impact will be to support the Galveston County community in implementing more effective, efficient rebuilding and recovery plans that will better support and accelerate achievement of human development goals in the county, and affirmatively furthering fair housing. We also believe this initiative could serve as a model for housing authorities across the country to partner with the health system to more effectively address overlapping goals for their communities.

Budget

	GHA	UTMB contribution (does not include past CEHD contributions related to this work)
UTMB Personnel (salary and benefits)	56,592	61,997
Contracts	18,500	0
Equipment, supplies, printing, travel	11,500	12,500
Community meetings	2,500	0
UTMB Indirect charges	10,000	37,015
TOTAL BUDGET	\$98,708	\$111,128

The above budget reflects the expected financial contributions of both the Galveston Housing Authority as well as the Center to Eliminate Health Disparities to carry out the work outlined in this proposal. Please note that in order to achieve the goals of this proposal, the CEHD will match a \$96,500 grant from GHA with \$75,000 of the Center's funds.

UTMB Personnel costs includes partial salary and benefits for CEHD personnel (including Lexi Nolen, John Prochaska, Vanessa Byrd, Christen Miller, and Sayali Tarlekar) as well as ten additional UTMB personnel key to specific projects outlined.

Contracts will be used to support effective engagement of key community groups, and also provide funding to compensate study participants in various projects.

Equipment, supplies, printing and travel will include needed materials for data collection and analysis, office supplies, printing of study findings and other needs (e.g. study participant recruitment), as well as travel for research related meetings with outside groups such as Purpose Built Communities in Atlanta.

Community meetings will be an important activity to support coordination, information sharing, and joint planning. Funding will cover cost for refreshments, lunches, and other needs.

UTMB Indirect charges. The CEHD will request from UTMB Administration a waiver of the usual indirect cost rate of 53%, to the level of 10%, in order to maximize the university's contribution to and partnership with GHA and the broader Galveston community.

From age 17 to 23, Teresa worked full time for Mario Bonacorso, the original owner and operator of Mario's Flying Pizza at Seventh Street and Seawall Boulevard.

Even while working a 40-hour week, she attended Galveston College on a well-earned League of United Latin American Citizens scholarship.

She then moved to Austin to manage Leo's Flying Pizza. She followed that experience as manager of the original Hill's here in Galveston. She then worked as a bookkeeper for First Hutchings-Sealy National Bank. Teresa then found her career:

In 1977, she joined Southwestern Bell and became its first female cable splicer.

She rose through the ranks, ultimately attaining the rank of PBX technician. She worked for Bell-related companies in California, Oklahoma and Texas and for NYNEX in New York.

Teresa was the first female elected officer of the Elks in 2000.

Teresa has lived in public housing since 2008, the year of Hurricane Ike; the year a number of personal financial issues combined to make it impossible for her to afford market rate rent. She has since returned to work and school at Galveston College. She is two classes from graduation, and she works part-time as a lab assistant in the college's ceramics department where she fires and loads the kilns. A portion of her earnings pays for her rent at Gulf Breeze.

Ms. Banuelos sought this appointment because she wants "public housing tenants to have a quality of life," and she wants "to show the residents of Galveston that we're all human first. We all worked hard and now we need help."

Joe Jaworski is mayor of Galveston.

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