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THE WHITE HOUSE

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KRIS - FYI
Materials for
Dec. 2 Work Group
Mtg.
Tim

November 23, 1993

TO : Members, Working Group on HIV/AIDS Prevention in Public Housing Projects

FROM : National AIDS Policy Coordinator

SUBJECT : Working Group Meeting -- December 2, 1993

On October 18, 1993 I met with senior Department of Housing and Urban Development (HUD) staff to discuss HIV/AIDS education and prevention activities. At this meeting, Secretary Cisneros noted that some members of socio-economic groups receiving public housing assistance were at high risk for HIV infection. He raised the need for HIV/AIDS education and prevention activities in public housing projects. Subsequently, it was proposed to establish a working group to explore funding possibilities for HIV education and prevention activities in the public housing projects.

The Office of National AIDS Policy (ONAP) will convene the first meeting of the Working Group on HIV/AIDS Prevention in Public Housing Projects on Thursday, December 2, 1993. It will be held from 1:00 - 3:00 p.m. in Room 729-G, Hubert Humphrey Building. Representatives from HUD, the Centers for Disease Control and Prevention, the Health Resources and Services Administration, and the Substance Abuse and Mental Health Services Administration will be attending (see participant list). Areas that we would like to discuss are outlined on the attached agenda.

We look forward to working with all of you on this important endeavor. If you have any questions, please contact Tim Fox, ONAP, on (202) 690-5560.

Kristine M. Gebbie, RN, MN
National AIDS Policy Coordinator

cc: Secretary Henry Cisneros

Attachments (2)
- Participant list
- Meeting agenda

WORKING GROUP ON HIV/AIDS PREVENTION
IN PUBLIC HOUSING PROJECTS
Participant List

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WORKING GROUP ON HIV/AIDS PREVENTION
IN PUBLIC HOUSING PROJECTS
November 18, 1993 - 1:00 p.m. - 3:00 p.m.
Hubert H. Humphrey Building - Room 729G

AGENDA

I. Welcome/Purpose of Meeting/Introductions

II. Overview of Demographics and Structure of Public Housing Projects

III. Discussion of Issues and Possibilities for Developing and Implementing Education/Prevention Programs in Public Housing Projects

IV. Discussion of Future Activities -- Strategies for the Working Group
1. Develop recommendations for action.
2. Develop tentative timetable for meetings.

V. Participant Comments and Concluding Remarks (Next Steps).
1. Set assignments
2. Identify programmatic leads
3. Additional participants

Office of Resident Initiatives

U.S. Department of Housing and Urban Development
Office of Public and Indian Housing
Office of Resident Initiatives

I. OVERVIEW

INTRODUCTION

This report presents an overview of the wide range of programs and activities undertaken by the Office of Resident Initiatives. The Office is responsible for administering a variety of new resident initiative grant programs, including Drug Elimination, Youth Sports, Resident Management, HOPE and other homeownership programs, economic development, child care, family investment centers, and the supportive services component of the Family Self-Sufficiency Program.

One of the goals of the 1990 National Affordable Housing Act was "to encourage tenant empowerment and reduce generational poverty in federally assisted and public housing by improving the means by which self-sufficiency can be achieved." The Office of Resident Initiatives is the primary vehicle through which the U.S. Department of Housing and Urban Development is working to achieve this goal in public and Indian housing.

The intertwined concepts of empowerment and self-sufficiency define the mission of the Office of Resident Initiatives, but realizing these concepts in public and Indian housing requires much more than dollars for Federal grant programs. It means a change in the operating philosophy of the public and Indian housing system to an emphasis on creating opportunities for residents to escape poverty and dependency. ORI's role in this process flows directly from the dual meanings of empowerment and self-sufficiency.

First, empowerment means recognizing that the public housing resident is HUD's ultimate customer. As such the customer should be involved in the decisionmaking process as a partner with public and Indian housing officials. Residents must participate in all public housing processes. Public and Indian housing programs should be planned and developed *with* the customer, not *for* the customer.

The Mandate

"to encourage tenant empowerment and reduce generational poverty by improving the means by which self-sufficiency can be achieved."

ORI Grant Programs

- ***Resident Management***
- ***Drug Elimination***
- ***Youth Sports***
- ***Economic Development***
- ***Child Care***
- ***Family Investment Centers***
- ***Family Self-Sufficiency***
- ***HOPE I homeownership***

The Principles of Empowerment

- ***Public housing residents must be involved in decisionmaking.***
- ***Programs should foster opportunities for residents to develop and accumulate assets.***

Second, empowerment means acknowledging that the customer, the resident, possesses something tangible and marketable--education, skills, even personal attributes. In this context, empowerment is fostering opportunities for public housing residents to develop and accumulate their own assets instead of merely depending on income transfers.

ORI has developed an agenda that encompasses the programmatic areas in which HUD can assist residents along the path to empowerment:

ORI's Path to
<u>Resident Empowerment</u>

- ***Drug Elimination***
- ***Resident Management***
- ***Economic Development***
- ***Supportive Services***
- ***Homeownership***

(1) **Drug Elimination** purges communities of drugs through a combination of activities funded through HUD's Public Housing Drug Elimination Program, which include increased law enforcement, resident patrols, community policing, education, youth activities, intervention, and referral for treatment.

(2) **Resident Management** builds the capacity of public and Indian housing residents in property management and maintenance through Resident Management Technical Assistance Grants, conferences and training sessions, and support from regional resident initiatives coordinators, manuals, newsletters, and guidebooks.

(3) **Economic Development** creates jobs and entrepreneurial opportunities for residents and others in the community through such ventures as resident-owned or -operated food cooperatives, self-service laundromats, catering, and hair salons. The "enterprise zone" concept will unleash additional entrepreneurial investments in distressed areas.

(4) **Supportive Services** eliminates barriers to resident mobility through initiatives that give families moving toward self-sufficiency enhanced access to child care, transportation, and education opportunities.

(5) **Homeownership** enables resident to play a greater role in stabilizing their communities while rekindling the spirit and pride that comes with homeownership. Under the Homeownership and Opportunity for People Everywhere (HOPE) Program, $161 million in technical assistance and grants will be offered to public housing residents in fiscal year 1993 to provide expanded opportunities for resident management, economic development, and homeownership. Residents also can pursue homeownership through the Section 5(h) and Turnkey III programs, and Indian housing residents have the additional option of working with their neighbors to create Mutual Self-Help Housing.

Empowerment:
Not a New Idea

1960s ***Mildred Hailey creates first RMC in Boston; Residents organize in St. Louis***

1980s ***Privately funded resident empowerment demonstration programs by National Center for Neighborhood Enterprise and others***

1987 ***Legislation on resident management, homeownership, child care, and drug elimination***

1990 ***National Affordable Housing Act (NAHA) authorizes HOPE, Family Self-Sufficiency, and other new resident initiatives***

HISTORICAL BACKGROUND

Although the Federal government has only recently taken an active role in assisting empowerment efforts in public and Indian housing, resident initiatives programs are not a new idea. Public and assisted housing communities have been promoting programs for residents for many years.

There was considerable interest in resident participation in the 1960s and 1970s. It was during this period that resident leader Mildred Hailey of the Bromley Heath development in Boston, with the support of the PHA director, secured a contract for the first Resident Management Corporation (RMC) and developed a resident patrol to combat drugs and crime in her neighborhood. At about the same time, resident leaders in St. Louis began to form RMCs to press their protests against threatened demolitions of public housing. The resident management movement began to spread to other urban areas.

With diminished Federal leadership and budget limitations in the 1980s, foundations and other private interests took on the responsibility for developing resident programs. The Amoco-funded Resident Management Demonstration stands as a particularly influential initiative of this period. At the same time, residents began to promote the empowerment agenda in the legislative arena. Their efforts culminated in 1987 with the passage of legislation containing new commitments to resident management, homeownership, drug elimination, and child care. The Nation once again recognized that bricks and mortar alone would not solve the pervasive problems of poverty and hopelessness that infest too many public housing communities.

ORGANIZATIONAL STRUCTURE

The Office of Resident Initiatives was created within the Office of Public and Indian Housing (PIH) in 1989 to operate HUD's empowerment initiatives. The Office has four divisions: Drug-Free Neighborhoods, Resident Management, Economic Development and Supportive Services, and Homeownership. A recent proposal by PIH would merge the Divisions of Resident Management and Economic Development into a single Division of Resident Empowerment to streamline program administration.

ORI's Four Divisions

- ***Drug-Free Neighborhoods***
- ***Resident Management***
- ***Economic Development and Supportive Services***
- ***Homeownership***

The position of Resident Initiatives Coordinator (RIC) was established in each of HUD's regional and field offices to provide guidance and technical assistance for resident programs and to monitor resident initiative grants. To better serve the needs of Indian housing communities, the Office of Indian Housing has a RIC on its staff and Native American RICs serve in many areas that include substantial tribal lands.

Other staff in public and Indian housing offices participate in administering ORI programs as needed; Public Housing Directors exercise overall responsibility for integrating resident initiatives into public housing operations.

MAJOR ACTIVITIES

The Office of Resident Initiatives has launched a broad range of activities to implement the self-sufficiency agenda for public and Indian housing residents. These areas of activity include:

- **Grants.** Although HUD recognizes that money alone is not a complete solution to the complex problems facing public and Indian housing communities, ORI supports initiative by residents and their PHA/IHA partners through an array of grant programs created by Congress. These include Resident Management technical assistance grants, the Public Housing Drug Elimination Program, Youth Sports grants, Public Housing Early Childhood Development grants, and HOPE 1 homeownership planning and implementation grants.

- **Policies and Procedures**. ORI issues regulations, program NOFAs, and "user-friendly" guidebooks for its programs. It also prepares model case study books to give residents and their PHA partners information on successful initiatives and ideas on replicating their results.

- **Training.** ORI organizes numerous conferences and training sessions at which HUD field staff, housing authorities, and residents share information about designing and implementing resident initiatives. HUD cosponsors resident training sessions with interested public and Indian housing authorities and resident groups; the regional workshops it cosponsors with the Public Housing Authorities Directors Association (PHADA) include outreach conducted in Spanish. HUD also sponsors annual grantee workshops in the resident management and homeownership areas. The most recent of these was held in Atlanta in October 1992, with a record number of resident leaders and housing authorities participating. Over 10,000 resident leaders and PHAs/IHAs had been trained through such activities by 1990, the year ORI stopped counting.

<u>ORI Activities</u>

- ***Provides grants to grassroots groups and PHAs/IHAs***
- ***Issues regulations and guidebooks***
- ***Conducts training and TA for residents, PHAs, and IHAs***
- ***Disseminates information***
- ***Solicits resident and PHA/ IHA input on policies***
- ***Lobbies for empowerment policies***
- ***Develops interagency partnerships***
- ***Organizes youth programs***
- ***Undertakes special initiatives***

- **Technical Assistance.** Many resident initiatives require personalized, on-site assistance from a professional with specialized experience who can help resident groups and public housing agencies organize, develop and implement strategies, identify resources, or evaluate and refine existing empowerment efforts. HUD provides funding to help meet the cost of technical assistance for program activities in areas such as drug elimination, resident management, and HOPE 1 homeownership. In addition, the Resident Initiatives Coordinators at each HUD regional and field office constitute a valuable resource of technical assistance, information, and referral on resident empowerment and self-sufficiency.

- **Resident Initiatives Clearinghouses.** The Resident Initiatives Clearinghouse and the ORI-funded Drug Information and Strategies Clearinghouse provide toll-free access to information and publications in both English and Spanish on resident programs. These operations have responded to approximately 19,000 requests for information and produce numerous publications.

- **Resident Consultation.** ORI is making resident participation a reality by serving as the primary conduit for resident input on policy and program issues related to public and Indian housing communities. ORI routinely solicits and obtains residents' recommendations on all major regulations, legislation, and programs through seminars, roundtables, formal needs assessments, and informal communication. The National Association of Resident Management Corporations also regularly contributes its members' insights to the dialogue.

- **Policies for Residents.** In addition to administering the resident initiatives grant programs, ORI has been instrumental in shaping HUD policies that affect residents of public housing. ORI has worked within the Department to create policies that make residents a partner in the comprehensive grant program, exclude training income from rent calculations, and give residents the right-of-first-purchase when a housing authority requests permission to demolish a property.

- **Youth Programs.** ORI is developing a series of program initiatives designed to focus the enthusiasm, energy, and commitment of at-risk youth on the opportunities they can make for themselves. ORI encourages cultural, educational, and athletic programs for youth through Youth Sports grants, Safe Havens Centers, Rookie League Youth Baseball and Midnight Basketball, Boys and Girls Clubs, I Have a Dream (IHAD) chapters, and regional and national events to develop and reward youth leadership. All of these programs emphasize drug prevention and education.

- **Interagency Partnerships.** ORI has been a leader in promoting partnerships with public and private organizations at the Federal, State, and local levels to enhance opportunities for public housing residents. The emphasis in all such efforts is on implementation of the partnership strategy at the local level, where potent community-based resources can be mobilized to help residents move toward empowerment. ORI's role in these alliances is to provide leadership and support that foster creativity and success. HUD regional and field staff act as facilitators, mediators, trainers, and consultants to encourage local program implementation.

OFFICE OF RESIDENT INITIATIVES

OVERVIEW

1. MISSION

2. UPDATE ON LEGISLATION & REGULATIONS

   A. 94 APPROPRIATIONS

-	Drugs	265	million
-	Top	25	
-	FIC	25	
-	Service Coordin	30	
-	Child Care	15	
-	Youth	20	
	Corps	10	
	Appen	10	
	Total	$380	

   B. AUTHORIZATION UPDATE

   UPDATE ON HOPE APPROPRIATIONS

   HOPE I, II, III, - 109 million
   HOPE I - 57 million

   Youth Build out of HOPE I, II, III
   - 28 million

   - Top Amendments
   - Compac

   C. REG COMITTEE/TENANT ADVISORY COMMITTEE

3. RIC/CRI FUNCTION

   - Philosophy

   - Discussion

4. Training Institute

5. Violence Initiative

CHARACTERISTICS OF HUD-ASSISTED RENTERS AND THEIR UNITS IN 1989

Introduction

Policy makers, analysts, and proponents of housing assistance for low-income families need reliable information on the size, composition, and quality of the assisted housing stock and the characteristics of its occupants. To produce this information, the Department of Housing and Urban Development (HUD) undertook special research to identify assisted households who are also surveyed in the biennial American Housing Survey (AHS). This paper describes these research efforts and presents the results.

The reported data represent assisted households and units in all 50 states and the District of Columbia, but do not represent units in Puerto Rico, Guam, or the Virgin Islands. These data are the first statistically valid description of assisted households available since 1979 and the first statistically valid description of assisted units ever published. HUD plans to replicate this analysis every two years with each new AHS.

A. Organization of the Paper

This paper presents data on assisted households and units at three levels of detail.

Appendix III contains approximately 250 pages of tables produced by the Census Bureau. This is the most detailed information available from the research. A short statement at the beginning of the Appendix explains its organization.

At the end of this paper and prior to the Appendices, there are five tables, produced by HUD, which summarize the information in Appendix III in 11 pages. In addition to condensing the data, these Tables report percent distributions which are generally not found in Appendix III.

The text of the paper contains a number of short, topical tables with accompanying commentary. Its structure follows the organization of the five summary tables:

Table 1 and Section 1 summarize the characteristics of householders (i.e., heads of households).

Table 2 and Section 2 summarize the composition and financial characteristics of households.

Table 3 and Section 3 summarize the structural characteristics and location of units.

Table 4 and Section 4 summarize the condition of units.

Table 5 and Section 5 summarize tenant opinions of their units and neighborhoods.

B. Organization of the Data

Information is available for all assisted households combined and additionally for three program categories:

- conventional public housing,

- Section 8 certificate and voucher holders, and

- privately-owned assisted housing projects.

The last category includes these housing programs: rent supplement; Section 221(d)(3) Below Market Interest Rate; Section 202 elderly; Section 236; Section 8 new construction, substantial rehabilitation and moderate rehabilitation; and some other smaller programs. The essential feature of this category is that assistance is given directly to privately-owned projects containing a number of units which are subsequently rented to low-income households at subsidized rents. In public housing, assistance is also directed to projects, but the projects are owned by Public Housing Authorities or Indian Housing Authorities which are instrumentalities of local governments or Indian tribes. In the Section 8 certificate and voucher programs, assistance is given directly to the low-income household which is free to choose its own unit.

This report also presents information on three comparison groups:

- all renters,

- all income-eligible renters, and

- all unassisted, income-eligible renters.

The income-eligible renters are those households who would qualify for admission to assisted housing on the basis of their reported income. This group includes households who are living in assisted units and households who receive no housing assistance. Figure 1 shows how the various groups relate to one another. Tables 1-5 contain data on all seven groups.

Generally, it is most appropriate to compare characteristics of assisted tenants, such as their income or race, to income-eligible renters or all renters. These comparisons show how assisted households are similar to or different from those eligible for assistance or all renters. For the characteristics of assisted units, such as rent or quality, the more appropriate comparison groups are to units occupied by all income-eligible, unassisted renters and all renters. These comparisons show whether the assisted units are better than the typical unit of an income-eligible, unassisted household and how they compare to the typical rental unit.

It must be emphasized that since many of these data are based on small samples, caution should be used when the estimate for a given characteristic or the difference among programs is small. For more information on reliability, see Appendix I.

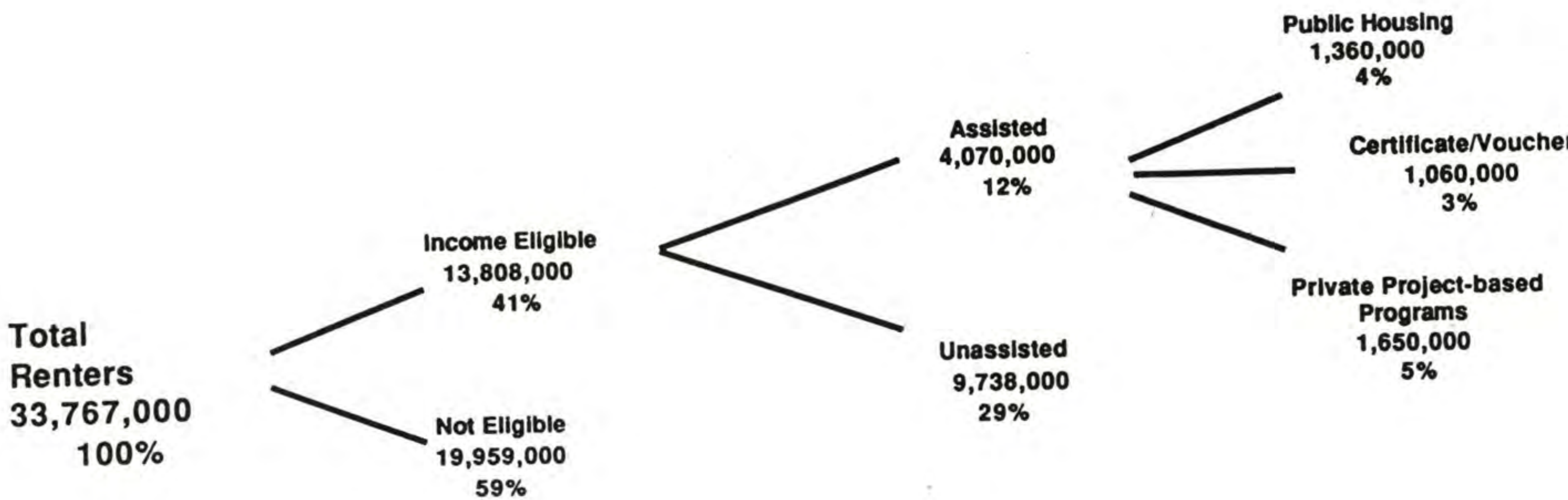
C. Source of the Data

The American Housing Survey (AHS) collects detailed information on units and their occupants every two years. Unfortunately, while this large sample contains many assisted units, it had been impossible to determine which units are assisted. HUD undertook two complementary efforts to overcome this difficulty.

To identify public housing and private assisted projects, HUD asked all public housing authorities and all private sponsors of subsidized multifamily rental projects to list the mailing addresses of all units in assisted projects under their management. The Census Bureau matched these assisted housing addresses with the approximately 17,000 renters responding to the AHS, who represent the 33,767,000 total renter households in the United States. (Each sample case represents about 2,000 renters.) Public housing units were matched separately, and all other subsidy programs were matched as a group. Of the 1.3 million public housing units reported to HUD, 221 cases were matched, so that each identified sample public housing case represents over 6,000 units. Of the 1.5 million other permanently-subsidized units reported to HUD, 298 were matched, for a representation rate of 5,500 units per sample observation.

Identification of voucher and certificate holders in the AHS was accomplished in a different manner. Field interviewers from

Figure 1 - Renter Households



the Census Bureau took lists of sampled AHS renter households to all identifiable local agencies who manage the certificate and voucher programs in the areas in which the AHS is conducted. The Census interviewers matched their AHS sampled renters against the local agency files of certificate and voucher holders. A total of 440 matches were identified to represent the approximately 1.1 million certificate/voucher households. Thus, each sample case represents about 2,400 units, similar to the AHS national sample rate for total renters.

At HUD's request, the Census Bureau produced data tables identical to those published for total renters in the 1989 AHS for each of the types of assisted rental units: public housing, certificate/voucher, and HUD-subsidized, privately-owned, project-based units. Additional sets of tables also were produced for households who are eligible for HUD assistance (with incomes less than 50 percent of local median income) but do not receive housing assistance from HUD, and for total renters (these tables are slightly different from the published AHS renter tables since they include some of the refinements included in the subsidized tables). These tables are included in Appendix III of this analysis.

Overview

In 1989, there were 33,767,000 renter households in the United States, of which 13,808,000, or 41 percent, had incomes low enough to be considered eligible for housing assistance under various HUD subsidy programs. Roughly 4,070,000 households were residing in HUD-assisted rental units in 1989, representing 12 percent of total renters and 29 percent of income eligible renters. Of the total assisted households, 1,360,000 lived in public housing units, 1,060,000 were receiving assistance through housing vouchers or Section 8 existing certificates, and 1,650,000 lived in private, project-based units under various other HUD subsidy programs.

The following two sections of this report discuss characteristics of householders and of households. The distinction between these two terms is that a "householder" is, generally, the person or one of the persons in whose name the house or apartment is owned or rented (prior to 1980, the concept "head of household" was used); while a "household" consists of all the persons occupying a housing unit. Thus, householder characteristics refer to a specific person, whereas household characteristics refer to the occupants as a group.

Section 1: Householder Characteristics

A. Race and Ethnicity of Householder

HUD's assisted housing programs serve Black householders at a higher rate than their share of total income-eligible households, particularly in the public housing and certificate/voucher programs; and serve White householders at a lower rate. Among all income-eligible (assisted and unassisted) renter households in 1989, about 67 percent were White, 28 percent were Black, 14 percent were Hispanic (any race), and 5 percent were of other race or ethnicity. About 40 percent of all assisted renters are Black and 56 percent are White. The proportion of Hispanic householders in assisted housing was 11 percent, while the "other" race or ethnicity households were 4 percent.

Race and Ethnicity

Race/ Ethnicity	Public Housing	Certificate/ Voucher	Private Project-Based	Total Income-Eligible Renters
White	44%	57%	66%	67%
Black	53%	40%	30%	28%
Hispanic	12%	12%	9%	14%
Other	3%	3%	4%	5%

B. Age of Householder

The median age of assisted renter householders (50 years) was considerably higher than the median age of all income-eligible renters (41 years). Both public housing and private, project-based householders had a median age of 56 years, and about 40 percent were elderly (65 or older). In contrast, the age distribution of certificate/voucher householders was similar to that of total income-eligible renters.

Age of Householder

Age of Householder	Public Housing	Certificate/ Voucher	Private Project-Based	Total Income-Eligible Renters
Under 35	21%	42%	27%	39%
35 - 64	41%	35%	33%	35%
65 or older	38%	23%	40%	26%
Median age	56	40	56	41

C. Education of Householder

Householders in public housing units had the lowest level of educational attainment in the three types of assisted housing. Fully 20 percent of public housing tenants had less than an eighth grade education, while an additional 36 percent had not completed high school. The median years completed of unassisted eligible renters was the same as all eligible renters, 12.2 years.

Education of Assisted Tenants

Education	Public Housing	Certificate/ Voucher	Private Project-Based	Total Income-Eligible Renters
Less than 8 years	20%	11%	10%	13%
Less than High School graduate	56%	42%	38%	41%
Median Years	11.4	12.2	12.3	12.2

D. Years in Unit

Renters in assisted units had lived in their present unit longer than total renters, with only 61 percent of assisted tenants having occupied their current unit for less than five years compared to 75 percent of total renters. Among assisted households, public housing tenants had the longest tenure. Certificate/voucher tenants had tenure experiences most like unassisted eligible renters.

Years in Same Unit

Years in Unit	Public Housing	Certificate/ Voucher	Private Project-Based	Unassisted Income-Eligible Renters
At least five	47%	33%	37%	29%
10 or more	27%	16%	14%	15%

Section 2: Household Characteristics

A. Household Composition

Only 13 percent of assisted households were married couple families in 1989, a smaller proportion than the 19 percent among total income-eligible renters and a much smaller proportion than the 31 percent reported among all renters. There are fewer married couples in public housing than in any other program.

One person households were most common in private, project-based, subsidized units and public housing. One person households were underrepresented among certificate/voucher tenants.

Household Composition

Composition	Public Housing	Certificate/ Voucher	Private Project-Based	Total Income-Eligible Renters
2 or more persons	53%	73%	50%	59%
Married couples	9%	16%	15%	19%
Other male	3%	3%	6%	6%
Other female	41%	53%	29%	33%
1 person	47%	27%	50%	41%
Male	13%	7%	11%	14%
Female	34%	21%	39%	27%

About 72 percent of assisted households were female-headed, a much higher proportion than among total income-eligible renters (61 percent), indicating that HUD assists a higher proportion of female-headed households than would be anticipated based on their proportion of the eligible population. The proportion of total female-headed households was similar in all programs, ranging from 68 percent of private, project-based, subsidized households to 76 percent of public housing tenants.

However, when female households are separated by household size and by elderly/non-elderly status, some important differences emerge among programs. Female-headed households with two or more persons were most common in certificate/voucher units, occupying 53 percent of these units, a much higher proportion than in either of the other programs or among total income-eligible renters. By contrast, single women comprise a larger share of residents in public housing and private, project-based units than of the total, income-eligible population; they receive a disproportionately small share of vouchers and certificates.

The program participation rates of single women are strongly influenced by the elderly (65 years or older), who accounted for about three-quarters of all assisted, one person, female-headed households. About 30 percent of private, project-based, subsidized units and 25 percent of public housing units were occupied by single, elderly females, much higher proportions than among the other groups analyzed.

Female-Headed Households

Female-headed Households	Public Housing	Certificate/ Voucher	Private Project-Based	Total Income-Eligible Renters
One person	34%	21%	39%	27%
Two or more persons	41%	53%	29%	33%
Elderly	29%	16%	31%	18%

Thus, the composition of the relatively high proportion of female-headed households varies by program, with two or more person, female-headed households predominant in the certificate/voucher program, and one person, female-headed households prevalent in private, project-based, subsidized units and public housing. Elderly, female-headed households (most of whom are one-person households) also reside primarily in the two project-based programs.

Elderly-headed households, regardless of size of household or sex of head, comprised 40 percent of private, project-based, subsidized tenants and 38 percent of public housing occupants, compared to 23 percent of certificate/voucher households, 26 percent of total, income-eligible households and 14 percent of all renters.

B. Number of Children under 18 Years

Only 39 percent of certificate/voucher tenants had no children under 18, compared to 56 to 62 percent of all the other groups analyzed. Similarly, large families are more common among certificate/voucher recipients than in the other programs or total, income-eligible renters.

About 64 percent of the households with children in certificate/voucher units had only one adult, the highest rate of single parent/guardian households of the groups analyzed.

Households with Children

Composition	Public Housing	Certificate/ Voucher	Private Project-Based	Total Income-Eligible Renters
1 or 2 children	29%	43%	31%	30%
3 or more children	13%	18%	6%	14%
Single parent/ guardian	55%	64%	46%	49%

C. Number of Persons and Persons per Room

Tenants in certificate/voucher units have substantially larger households as measured by median household size than total income-eligible renters, while public housing and private, project-based, subsidized households are smaller. Smaller medians in public housing and private, project-based, subsidized units reflect the high proportion of one person households discussed earlier. There are about the same proportion of large households in public housing, the certificate/voucher program, and the income-eligible population, and disproportionately few in private, project-based units.

Household Size

	Public Housing	Certificate/ Voucher	Private Project-Based	Total Income-Eligible Renters
One person	47%	27%	50%	41%
2 - 4 persons	41%	59%	45%	47%
5 or more persons	12%	14%	5%	12%
Median persons	1.7	2.3	1.5	1.9
Overcrowded	5%	6%	2%	7%

Overcrowding, measured at 1.01 or more persons per room, occurred least frequently among the private, project-based subsidized units at 2 percent. The most overcrowding occurred in the certificate/voucher program at 5 percent, a proportion not statistically different from the 6 percent of unassisted, eligible renters.

D. Presence of Other Persons

About 25 percent of public housing tenants had relatives other than their spouse or children residing with them, as did 19 percent of certificate/voucher tenants, 16 percent of private, project-based, subsidized tenants, and 17 percent of total, income-eligible renters.

Few households in any of the assisted programs had non-relatives residing with them.

E. Household Income

Median household income was lowest among public housing tenants at $6,571. In contrast, the median incomes for the other groups were $7,060 for certificate/voucher tenants, $8,074 for private, project-based, subsidized tenants, $8,145 for income-eligible, unassisted renters, and $18,192 for total renters.

Only 35 percent of public housing tenants reported income received from wages and salaries, compared to 43 percent of both certificate/voucher households and private, project-based, subsidized tenants. The proportions in all three program types are substantially lower than the 59 percent of income-eligible, unassisted tenants and the 77 percent of total renter households who receive wage and salary income. The lower proportions of assisted tenants receiving income from employment is partially attributable to the high proportions of elderly households and female-headed, one adult households with children.

Almost half of public housing and private, project-based, subsidized tenants received income from Social Security or pensions, reflecting the high concentration of elderly households in these programs. Only 32, 30 and 20 percent of certificate/voucher, income-eligible, unassisted and total renter households, respectively, received Social Security or pension income.

Public housing and certificate/voucher households are much more likely to receive welfare and Food Stamps than private, project-based households and unassisted, income-eligible households.

Primary Income Sources and Median Income

Income Source	Public Housing	Certificate/ Voucher	Private Project-Based	Unassisted Income-Eligible Renters
Wages/salaries	35%	43%	43%	59%
Social Security/ Pensions	47%	32%	49%	30%
Welfare/SSI	45%	51%	24%	26%
Food Stamps	49%	56%	25%	30%
Median Income	$6,571	$7,060	$8,074	$8,145

F. Rent

Median rents followed roughly the same pattern as median incomes, with the lowest median of $168 for public housing tenants, $185 for certificate/voucher tenants, $224 for private, project-based, subsidized tenants, and $418 for total renters. Not unexpectedly, income-eligible, unassisted renters paid substantially more rent, $334, than any of the assisted renters.

G. Rent to Income Ratios

The median rent/income ratio was 30 percent for the public housing and private, project-based, subsidized tenants, 32 percent for the certificate/voucher tenants, and 28 percent for total renters. The income-eligible, unassisted renters fared much worse, with a median rent/income ratio of 46 percent. The median rent/income ratios exclude households who pay no cash rent or report negative incomes.

The distributions of median rent/income ratios for public housing and private, project-based, subsidized households were more dispersed than expected, given the program requirements in these two programs that tenants pay 30 percent of their adjusted incomes for housing. According to the AHS data, 18 percent of public housing tenants and 20 percent of private, project-based, subsidized tenants paid 40 percent or more of their income for rent. At the other end of the rent/income ratio distribution, a considerable proportion of tenants in all three types of assisted housing paid less than 20 percent of their income for housing.

The median rent/income distributions among certificate/voucher holders was not expected to be 30 percent, since tenants in the voucher program can elect to pay more or less than 30 percent of their income for rent; that is, the subsidy payment is fixed but the proportion of income paid is flexible and depends on the unit selected by the tenant. However, the observed number of households with low and high rent/income ratios in the certificate/voucher group was greater than contemplated.

Rent/Income Ratios of Assisted Tenants

Rent/Income Ratio	Public Housing	Certificate/ Voucher	Private Project-Based
Less than 20%	12%	13%	15%
40% or more	18%	25%	20%
Median	30%	32%	30%

Multiple efforts were made by HUD and the Census Bureau to explain why there was such high dispersion in the rent/income ratios reported. Possible problems with data collection and tabulation were investigated and corrected when necessary, including:

- o the Census Bureau's practice of allocating missing data (when no rent or income data are reported for a specific respondent, the computer writes in data from a previous household with similar other characteristics);
- o address verification to make sure correct matches had been identified in cases reporting high rent/income ratios; and,
- o the incorrect tabulation of total housing costs (including such things as trash collection and property insurance) rather than gross rent.

Two other possible explanations were also explored: inadequate utility allowances for assisted tenants resulting in higher than intended gross rents and rent/income ratios; and, the requirements of some states that welfare recipients pay as rent the greater of either 30% of adjusted income or the entire shelter component of the welfare payment. A detailed discussion of all of these investigations is included in Appendix II.

After investigation of the above possibilities and adjustments to the data where appropriate, much of the enigma remains, leading to the conclusion that the basic problem appears to be response error in the survey. With regard to the high rent/income ratios, there is some reason to believe that lower incomes and higher gross rents are being reported in the AHS.

This conclusion has been corroborated both by comparing AHS data with data from other national surveys and from income data collected directly from public housing authorities on about half of the certificate/voucher cases (see Appendix II).

A contributing factor to response error in rents is the standard survey practice to collect information on total market rents for units. In some cases, parents, children, or others regularly pay portions of the monthly rent, so the tenant is asked for the amount of rent paid by all sources. Among tenants who report they occupy public housing or have a portion of their rent paid by Federal, State, or local government, a follow-up question asks how much of the reported rent this household is required to pay. Two problems may occur here: some tenants erroneously report that no subsidy is received and so are not asked the follow-up question; and, some tenants do not respond to the follow-up question so that tabulation of data reflects the total rent reported (including the subsidy amount).

Since there is no way to satisfactorily adjust the data for all of the possible problems, the distributions must be used with caution and with full awareness of their limitations and biases. The median rent/income ratios, however, seem reasonable, and the problems with some of the reported rents and incomes in the AHS are not felt to affect or compromise other AHS data reported in this analysis.

Section 3: Structural Characteristics

A. Units in Structure

There are significant differences in the type of housing between the certificate/voucher program and the project-based programs (both public housing and privately-owned projects). Certificate/voucher holders more often live in single-family detached houses, while project residents more often live in large buildings with 50 or more units. In general, the distribution of certificate/voucher tenants by type of units is similar to the distribution of income-eligible, unassisted renters and total renters.

Structure Type of Assisted Units

Structure Type	Public Housing	Certificate/ Voucher	Private Project-Based	Unassisted Income-Eligible Renters
Single-family	18%	32%	9%	29%
Detached	4%	22%	2%	23%
Attached	14%	10%	7%	6%
2 to 9 units	30%	40%	31%	41%
10 to 49 units	20%	16%	29%	18%
50 units or more	33%	10%	31%	8%

B. Year Structure Built

Units occupied by private, project-based, subsidized tenants were newer than any of the other types of rental units, with 24 percent built since 1980 and 71 percent built since 1970. In contrast, only about 40 percent of public housing and certificate/voucher units were constructed since 1970. Income-eligible, unassisted renters occupied the oldest units, with over 30 percent built before 1940.

Age of Assisted Housing Units

Year Built	Public Housing	Certificate/ Voucher	Private Project-Based	Unassisted Income-Eligible Renters
Pre-1940	7%	22%	8%	31%
1980 or later	3%	15%	24%	10%

C. Regional and Metropolitan Location

Assisted housing serves a larger proportion of eligible renters in the Northeast (36%) than any other region. The proportions in the other regions are South, 32%, Midwest, 26%, and West, 22%.

The distribution of assistance by program varies markedly among the regions. The Northeast census region contained a much higher proportion of public housing tenants than would appear to be indicated by its share of total income-eligible renters (assisted and unassisted), 40 percent vs. 23 percent. The West, on the other hand, contained only 7 percent of the Nation's public housing, although 21 percent of total income-eligible renters resided there. Certificate/voucher units were somewhat more concentrated in the South, at 37 percent, than were income-eligible renters (32 percent), while the Northeast had a less than proportional share of these units. Of the three program types, private, project-based, subsidized units were distributed most similarly to total, income-eligible renters.

Regional Location

Region	Public Housing	Certificate/ Voucher	Private Project-Based	Total Income-Eligible Renters
Northeast	40%	18%	25%	23%
Midwest	19%	22%	24%	25%
South	34%	37%	32%	32%
West	7%	22%	18%	21%

Public housing units were also more heavily concentrated in central cities and less often in suburbs, compared to the total population of income-eligible renters. Otherwise, the geographic distribution of units occupied by assisted households between central cities, suburbs and nonmetropolitan areas is about the same as the distribution of units occupied by income-eligible, unassisted renters.

Metropolitan Location

Metropolitan Location	Public Housing	Certificate/ Voucher	Private Project-Based	Total Income-Eligible Renters
Inside MSA	83%	81%	87%	83%
Central cities	69%	50%	55%	53%
Suburbs	14%	32%	33%	31%
Outside MSA	17%	19%	13%	17%

Of total, income-eligible renters in each location type, 32 percent lived in assisted housing in central cities, 25 percent in suburbs, and 28 percent in nonmetropolitan areas. Additional nonmetropolitan renters also receive various forms of Federal housing assistance from the Farmer's Home Administration, which are not included in this analysis.

D. Bedrooms and Bathrooms

The size distribution of households in the various programs is reflected in the size distribution of housing units. About half of the units in public housing and private assisted projects have only one or no bedroom, compared to 30 percent for units in the certificate/voucher program and 40 percent for income-eligible, unassisted renters. At the same time, however, all three programs have as many or more units with 3 or more bedrooms as occur in the stock of housing occupied by income-eligible, unassisted renters.

About 92 percent of public housing tenants reported exactly one full bathroom for their exclusive use, as did 81 percent of certificate/voucher households and 80 percent of private, project-based, subsidized renters and 82 percent of income-eligible, unassisted renters. Almost all of the remaining tenants had more than one full bathroom.

Bedrooms and Bathrooms

	Public Housing	Certificate/ Voucher	Private Project-Based	Unassisted Income-Eligible Renters
Bedrooms				
None or one	48%	30%	49%	39%
Three or more	25%	28%	20%	20%
Bathrooms				
None	1%	1%	0%	3%
One	92%	81%	80%	82%

A small proportion of tenants (1 percent or less) in each program reported having no complete bathroom for their exclusive use, which is problematic, since all programs require that no assisted units are rented without complete plumbing facilities. The small number of cases reporting this problem are probably due to response errors or errors in processing.

Section 4: Unit and Neighborhood Condition

A. Equipment Problems

In general, assisted housing tenants and income-eligible, unassisted renters did not have a significantly higher incidence of problems with equipment in their units than did total renters (see Table 4). Water supply stoppage was reported by 6-7 percent of tenants in each assisted program, about the same as total renters. No working toilet was reported most often by public housing tenants (12 percent), not surprising due to the higher proportion of public housing units with only one toilet. Rates for the other two assisted programs were 7-9 percent, about the same as for total renters. Heating equipment breakdowns were also reported a little more frequently (5 percent) by public housing tenants, as were minor electrical problems (15 percent), than among the other two types of assisted renters or income-eligible, unassisted renters.

Water leakage from inside the unit (toilets, pipes, etc.) was reported more frequently by certificate/voucher households (22 percent) than by the other two types of assisted households (17-18 percent) or income-eligible, unassisted renters (17 percent); however, leakage from outside the unit was reported more frequently by total renters and income-eligible, unassisted renters (both at 14 percent) than by any type of assisted household (8-12 percent).

B. Selected Deficiencies

Assisted tenants in the three programs did not experience the selected deficiencies reported in the AHS at generally higher rates than total renters, and often reported the specific deficiencies with less frequency (see Table 4). The exception is that a higher proportion of public housing tenants reported signs of rats in the last three months and broken plaster and peeling paint than did anyone else. Income-eligible, unassisted tenants experienced slightly higher incidences of holes in floors, open cracks or holes (interior), broken plaster or peeling paint, exposed wiring and rooms with no electrical outlets.

C. Severe Physical Problems

Severe physical unit problems with plumbing, heating, electric, upkeep and hallway conditions were reported less frequently among units in any program (4-5 percent) than among units occupied by income-eligible, unassisted renters (7 percent) (see Table 4). As with tenants reporting no complete bathrooms for exclusive use, a seemingly high proportion of all types of assisted tenants (3-4 percent) reported severe plumbing problems, a condition which should not exist in assisted units.

D. Moderate Physical Problems

Moderate physical unit problems were also less common in all programs than among income-eligible, unassisted renters (11 percent). These problems were least frequent in private, project-based units (3 percent, compared to 8 percent in each of the other programs) (see Table 4). The moderate problem reported most often, regardless of program type, was upkeep, cited by 5 percent of certificate/voucher renters and income-eligible, unassisted renters, 4 percent of public housing tenants, 3 percent of total renters, and 1 percent of private, project-based, subsidized tenants.

E. Neighborhood Problem Conditions

About 47 percent of public housing tenants reported neighborhood problem conditions, as did 41 percent of the certificate/voucher renters, and 40 percent of private, project-based, subsidized tenants (see Table 4). These proportions were similar to the 40 percent of income-eligible, unassisted renters and 42 percent of total renters reporting such conditions. Specific conditions reported most frequently by public housing tenants were crime and the dual category, litter or housing deterioration. Certificate/voucher tenants were bothered more than other assisted tenants by noise, traffic and people-related problems.

Public housing units also were located more frequently than other assisted units or income-eligible, unassisted renters near buildings vandalized or with their interiors exposed (9 percent), near buildings with bars on windows (11 percent), and in neighborhoods with trash, litter, or junk on streets or properties (32 percent). Certificate/voucher units were about as likely as income-eligible, unassisted rental units to be in neighborhoods with these conditions present, while private, project-based, subsidized units were generally less likely.

Section 5: Tenant Opinions

A. Rating of Structure and Neighborhood

When asked to rate their housing unit on a scale of 1 (worst) to 10 (best), a much higher proportion of all three types of assisted renters (36-42 percent) gave their unit a "10" than did income-eligible, unassisted renters (26 percent) or total renters (23 percent). When asked to rate their neighborhood on the same scale, about the same proportion of all types of renters (27-31 percent) gave their neighborhood a "10"; however, higher proportions of public housing (13 percent) and private, project-based, subsidized tenants (9 percent) gave their neighborhoods a "1" than did certificate/voucher tenants (6 percent), income-eligible, unassisted renters (5 percent), or total renters (3 percent).

Opinion of Structure and Neighborhood

Opinion of:	Public Housing	Certificate/ Voucher	Private Project-Based	Unassisted Income-Eligible Renters
Structure				
Best	37%	36%	42%	26%
Worst	3%	1%	2%	3%
Neighborhood				
Best	31%	28%	31%	29%
Worst	13%	6%	9%	5%

B. Recent Movers

Higher proportions of assisted households who moved into their unit within the past year reported various housing and housing cost-related reasons for leaving their previous units than did total renters or income-eligible, unassisted renters (see Table 5). Specific reasons cited more frequently by the assisted renters were: needed larger house or apartment, wanted better home, wanted lower rent or maintenance, and "other" housing related reasons. A higher proportion of public housing recent movers than any of the other groups also cited establishing their own household as a primary reason for moving.

A negligible proportion of assisted tenants reported a new job or job transfer as a reason to move, although this reason was cited by 8 percent of income-eligible, unassisted renters and 15 percent of total renters.

Assisted tenants in all programs who moved into their units within the last year rated it as better than their previous unit to a greater extent than unassisted renters (44 percent) or total renters (45 percent). Residents of public housing were especially satisfied (73 percent, compared to 49-51 percent in the other programs). About 42 percent of all assisted tenants also rated their neighborhood as better than their previous neighborhood, compared to about 35 percent of both total renters and income-eligible, unassisted renters.

Comparison to Previous Home and Neighborhood

	Public Housing	Certificate/ Voucher	Private Project-Based
Previous Home			
Better	73%	52%	49%
Worse	5%	16%	26%
Previous Neighborhood			
Better	44%	45%	39%
Worse	20%	16%	31%