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PRELIMINARY DESCRIPTION OF SURVEY INSTRUMENTS

Housing Assistance Supply Experiment Staff

June 1972

HOUSING ASSISTANCE SUPPLY EXPERIMENT

A WORKING NOTE

This Note was prepared for the DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, under Contract No. H-1789. It is intended to facilitate communication of preliminary research results. Views or conclusions expressed herein may be tentative and do not represent the official opinion of the sponsoring agency.

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PREFACE

This Working Note has been prepared for the Office of Research and Technology, U.S. Department of Housing and Urban Development, as part of the Housing Assistance Supply Experiment. In giving a preliminary description of the contents of three survey instruments, it supplements our preliminary design report submitted previously (I. S. Lowry, *Preliminary Design of the Housing Assistance Supply Experiment*, WN-7866-HUD, June 1972) and provides a framework for the subsequent development of detailed instruments for surveys of landlords, buildings, and tenants.

This Working Note was prepared pursuant to HUD contract H-1789 and fulfills in part the requirements set forth in Sec. II. B, Phase I, Task 4, subparagraphs (1) through (4).

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I. INTRODUCTION

This Working Note describes and explains the contents of the formal survey instruments to be used in the Housing Assistance Supply Experiment sponsored by the Office of Research and Technology, U.S. Department of Housing and Urban Development. As discussed in the preliminary design report,* the Housing Assistance Supply Experiment will investigate the housing supply response to an increase in demands for housing services -- specifically, an increase in the effective demands of low-income households brought about by the provision of some form of housing allowance. By monitoring selected housing markets, data will be collected for analysis of the market reaction to the incremental resources given to allowance recipients.

As part of the overall experimental design, we have developed a series of preenrollment surveys. The preliminary design report describes these preenrollment surveys for the modular neighborhoods as follows:

1. Property appraisal and building survey. We propose systematic market-value appraisals of all residential property in the modular neighborhoods, parcel by parcel; in conjunction with the appraisal, we propose to record systematic observations of the condition and use (including vacancies) of each building. In addition to residential appraisals, we expect to appraise all nonresidential parcels that might conceivably be converted to residential use during the course of the experiment; we do not anticipate that these will be numerous.

2. Landlord financial survey. We propose to interview each owner or manager of rental property to obtain a record of his rental revenues and his outlays for building maintenance and operations during the

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*I. S. Lowry, *Preliminary Design for the Housing Assistance Supply Experiment*, The Rand Corporation, WN-7866-HUD, June 1972. The overall strategy for the use of the survey instruments is presented in Sec. II; specific data requirements are given in detail in Tables 1 and 2.

preceding year, documented insofar as feasible by ledger entries or receipts. At the same time, we will try to elicit information about his sources of, and problems in obtaining, mortgage financing and insurance, and about his difficulties with tenants, vandals, etc.

3. Tenant survey. We propose to interview all households living in the modular neighborhoods to obtain data on household composition, family characteristics, income, housing expenditures, and attitudes toward their housing, their landlords, and their neighborhoods. For homeowners, the survey would attempt to capture a year's record of operating and maintenance expenses and mortgage and insurance data similar to that requested of the owners of rental property.

Preenrollment surveys for areas outside the modular neighborhoods are also described:

> We propose to select a small probability sample of rental housing outside the modular neighborhood for systematic monitoring. Each structure thus selected will be subjected to the property appraisal and building-condition survey and the landlord financial survey during the preenrollment period. Owner-occupied housing will not be included in this sample.

The purpose of this Working Note is to outline the contents of these suggested surveys and briefly indicate the rationale for some of the proposed lines of questioning or information to be gathered in questionnaires. This Note, in turn, will provide a basis for further discussion of the contents of the survey instruments.

Several general considerations should be kept in mind regarding our outlines of the surveys. The order of the items in the actual questionnaires will not necessarily follow the sequence of the outlines. As the preparation of the formal instruments proceeds, a final ordering will be established.

Wherever possible, answers to questionnaires will be precoded and the respondents will have a limited number of alternatives. Open-ended questions will be avoided as much as possible, and many

of the items will require a quantitative answer from the respondent. This approach is advocated for several reasons. First, in spite of the availability of reliability tests which can be utilized, processing of open-ended questions requires extensive judgments in coding and tends to be both inefficient and expensive. Secondly, qualitative responses would be difficult to handle within the proposed analytic framework. The research design, for the most part, calls for quantitative survey data. Thirdly, since the focus of the experiment is the measurement of change over time, quantitative indexes are essential for purposes of analysis.

For some types of information we seek, such as racial attitudes, the psychological and sociological literature contains a variety of measurement techniques with known characteristics. We propose to use these techniques rather than create new ones.

As part of the research strategy, specific information from the Supply Experiment will be coordinated with similar information collected in the Demand Experiment being conducted by HUD, and with information gathered as part of other research conducted in the past few years. Other inputs will be data generated as by-products of assistance program enrollment-disbursement procedures and data obtained through informal observation by the Supply Experiment site monitor. Comparisons of results with data collected in other metropolitan areas and with national statistics will help illuminate the effects.

Analysis of separate questionnaire outlines of the Supply Experiment shows that identical questions appear in several survey instruments. As an overall approach, consistency checks both within and across questionnaires will be developed. In addition, some information collected in these surveys can be verified from independent sources (e.g., items about zoning regulations and size of property in the landlord survey).

The length of questionnaire interviews will be kept to a minimum. The design of the experiment depends on reinterviews in subsequent surveys and short interviews can help to elicit cooperation and create an atmosphere that will permit reinterviewing.

For some proposed surveys (or sections of them) we do not have complete and reliable precedents for conducting survey research, contacting respondents, or recruiting and training interviewers. It is clear, however, that different types of interviewing modes will be required for each of the surveys. Solutions to problems regarding the administration of the questionnaires will be developed in cooperation with subcontractors chosen to conduct the fieldwork. The final questionnaires will be subjected to a number of reviews and a pretest. Changes will take place during the reviews as we refine the survey instruments and determine the amount of time needed to administer them.

The remainder of this Note describes the three survey instruments to be used in the modular neighborhoods. Section II covers the landlord survey; Section III, the building survey; and Section IV, the tenant survey.

II. LANDLORD SURVEY

The landlord survey* has five major purposes:

1. To determine the characteristics and motives of each respondent as an owner and manager of rental property.
2. To obtain a description of the property to supplement what will be learned from direct observation.
3. To ascertain the landlord's view of his tenants and the market served by his building.
4. To obtain a detailed account of the landlord's maintenance and operating expenses and his rental revenues during the baseline year.**
5. To learn as much as is feasible about the landlord's dealings with suppliers of mortgage capital, insurance, and building services, and his use of market intermediaries.

BACKGROUND INFORMATION

The first section of the landlord questionnaire pertains to background information on the landlord, the tenants, the building, and the neighborhood. The questions for the landlord are designed to determine his involvement in real estate activity. Questions in this section are designed to provide information about the factors that may affect a landlord's behavior during the experiment -- the date and reason for acquisition of the building, his other rental buildings (if any), his principal source of income, and his intentions of selling or retaining the building.

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*See Appendix A for an outline of the survey questionnaire.

**The baseline year is the year before allowances are given out; the data collected in this year will be compared with data collected in subsequent years.

The questions about the tenants will provide data on the occupants of the building regarding ethnicity, income, welfare status, and age. The questions about the neighborhood will yield data on the landlord's evaluation of past and future changes and any difficulties in renting perceived in the neighborhood. The questions about the building ask for characteristics such as size of land, zoning regulations, age, size, and number and kinds of apartments in the building. Some of these last items will be verified with independent sources, e.g., tax assessors' records.

PROFIT AND LOSS STATEMENT

The second section of the questionnaire is designed to produce a profit and loss statement for the building. This estimate of revenue and expenses for the previous year will make it possible to derive the mix of supply responses to changes in effective demand. The landlord's subjective evaluation of these changes will also be obtained. Questions regarding income might be: "If all the apartments in this building were rented at present rent levels, what would the gross monthly rent be?" "Do you provide anyone (including yourself) with apartments at free or reduced rent?"

Questions about expenses will generate data on the annual real estate tax, the current assessment on which this is based, and other usual expenditures.

Questions about minor repairs will provide information on the expenses incurred to keep rental property in operating condition. Questions like the following might be included: "Did you make any minor repairs to the plumbing (e.g., replacing washers in a leaking faucet)?"

Capital improvements will be investigated to learn of replacements or substitutions provided by the landlord to substantially prolong the economic life of his property, increase its value, or alter its use. Expenditures for these purposes are depreciable investments. Questions as to the date, type, and cost of such improvements will be asked.

NONFINANCIAL ASPECTS

The third section contains questions to determine the landlord's perception of the nonfinancial aspects of expenses. For example, in addition to asking about gross rent, the questionnaire asks if rent is collected in person or by mail and how often. Other questions pertain to lease provisions, restrictions on children and pets, and difficulties encountered in obtaining insurance.

LANDLORD SATISFACTION WITH ECONOMIC RETURN

The last section is designed to elicit information about landlord satisfaction regarding the economic return of his property and his future expectations and plans for the property. Sample questions from this section might be: "Within the next year, are you planning to increase maintenance or make major capital improvements on your property? If so, do you believe you can increase rents to offset these expenditures?"

III. BUILDING SURVEY*

Unlike the landlord survey, the building survey** relies primarily on direct observations by the fieldworkers. It has three major purposes:

1. To provide an independent check on information obtained from the landlord about the structure.
2. To provide the data needed for an appraisal of the market value of the property.
3. To provide a basic description of the building's condition so that subsequent annual surveys can detect evidence of improvement or deterioration.

Several methods may be used to obtain data on buildings. Some of the data may be obtained from tapes provided by the Bureau of the Census. It may also be necessary to arrange a visit to the site by a team of interviewers or a number of different experts.

NEIGHBORHOOD DESCRIPTION

The first section of the questionnaire is designed to elicit a description of the neighborhood in which a particular building is located.

DESCRIPTION OF PROPERTY

The second section of the questionnaire asks for a description of the property. Again, some of the information may be available from sources other than a site visit.

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*This survey contains the elements of the real property appraisal and housing code inspections which are referred to separately in the description of Task 4 found in Part II-B, Phase I of Rand's contract with HUD.

**See Appendix B for an outline of the survey questionnaire.

CONDITION OF PROPERTY

This section is designed to measure the quality of the residential properties in the monitored neighborhoods. Using both quantitative and subjective criteria, the overall condition of the building and its subcomponents can be determined at one point in time. The questionnaire specifies precise standards which, with judgment, the interviewer can use as guidelines to measure the degree of compliance with the stated requirements. To a large extent the guidelines establish minimums permitted for sound housing and stress health and safety regulations. The guidelines are based on requirements proposed as model housing codes by several organizations: International Conference of Building Officials, Building Officials Conference of America, Southern Building Code Congress, and the American Public Health Association.

It should be emphasized that the guidelines merely *suggest* minimum acceptable standards. With regard to dwelling-unit space, for example, a substandard building is defined as one with dwelling units which contain less than 150 square feet of floor area for the first occupant and less than another 100 square feet of floor area per additional occupant. Despite appearances, this rule does not force a choice between standard and substandard housing. The judgment of the interviewer will be called upon to evaluate levels of compliance or departures from the stated requirements.

The preenrollment assessment will serve as a benchmark for comparison with the results of subsequent reevaluations. In this way, changes in the condition of the building over time through variations from present maintenance and capital improvement policies may be related to increases in effective demand for shelter induced by the experiment.

VALUATION

The last section of this survey is designed to obtain information for use in estimating the fair market value of all residential property included in the census and sample. Standard real estate appraisal techniques will be used to develop valuation figures.

The two standard appraisal methods to be applied are the market data or direct sales comparison approach and the income approach. Most of the information required for the calculations will be secured through the first three sections of the building survey and Section II of the landlord survey (the profit and loss statement). The level of detail of these questionnaires is much more precise than that usually obtained for a typical real estate appraisal. Analysis of the data base generated in this manner by competent, experienced real estate appraisers should produce acceptable estimates of capital value for the baseline year.

IV. TENANT SURVEY

The tenant survey* for the modular neighborhood is designed for application to all resident households. It has seven major purposes:

1. To identify each household for subsequent tracking.
2. To record the characteristics of the household that are likely to influence its preferences in housing consumption and locational choice.
3. To determine the preenrollment residential history of the household.
4. To obtain a detailed account of current income and its sources so that subsequent interviews can detect changes in income.
5. To obtain a detailed account of current housing expenditures, tenure, and conditions of occupancy.
6. To obtain a physical description of the occupied housing unit in a level of detail not available from the building or landlord surveys.
7. To record the tenant's views about the quality of his housing and his neighborhood in enough detail so that subsequent interviews will be able to detect changes in attitudes (either due to moves by the tenant or improvements in the housing or neighborhood).

HOUSEHOLD HISTORY AND CHARACTERISTICS

Data will be collected on the demographic characteristics of all members of a household and any unrelated individuals residing in the household at the time of interview. Special attention will be placed on both the occupations of household members and the locations of their jobs. Since the mobility of households is of interest,

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*See Appendix C for an outline of the survey questionnaire.

detailed information about jobs will allow inference of possible causes for residence change. As noted in the preliminary design report, residence change is motivated by a complex set of factors, including changes in household size or composition and changes in jobs or job location. Previous research indicates that it is difficult to determine the reasons for residential change by direct questions. Questions about some of the factors which are involved in these decisions, such as influence of family, friends, and neighborhood ties, will enable us to analyze residence changes objectively.

MONTHLY HOUSEHOLD INCOME

The second section of the questionnaire pertains to the sources of income of the household. As the formulas for eligibility are developed, baseline information on household income will enable identification of individuals who are entitled to receive housing assistance. Income data for subsequent years will allow, among other things, analysis of households that were ineligible for the allowance during the enrollment phases, but subsequently became eligible.

HOUSING EXPENDITURES AND HOUSING QUALITY

The third section of the questionnaire investigates the housing expenditures of the household. We do not propose to collect general data on family budgets, but rather data on expenditures specifically related to housing. Information about the household's present accommodations will also be collected. This information can be used for several purposes: first, as a partial record of the history of the building in which the household resides; second, as an indicator of the type of expenditure a household is willing to make for housing; and third, as a basis from which to detect changes in housing quality in subsequent years.

ATTITUDES TOWARD HOUSING AND NEIGHBORHOOD

The fourth section of the questionnaire examines attitudes toward housing, landlords, and neighborhoods.* In the baseline year, these questions will pertain to the present housing, the last housing occupied by the household, and optimal characteristics of future housing if the household were to consider a residence change. Since reinterviewing these households in subsequent years is intended, it may be possible to detect changes in levels of housing satisfaction. When the attitudes toward the housing unit, landlords, and neighborhoods are known, analysis of tenant/owner behavior after the start of the experiment will be possible; for example, the analysis will consider differences between recipients who choose to negotiate with their landlords for improvements in current housing, recipients who choose to change residence, and nonrecipients who remain in a rental unit or change residence. The items pertaining to housing satisfaction will emphasize the suitability of the rental units for household needs, e.g., number of bathrooms. The items pertaining to the landlord will examine satisfaction with the delivery of housing services. The items related to the neighborhood have two focuses: first, satisfaction with services in the area (e.g., schools and stores) and second, perceptions of the quality of life (e.g., safety, pollution, and relationships with other people in the neighborhood).

The head of the household can best supply the objective information required in this questionnaire. Perceptions regarding the adequacy of housing, the landlord, and the neighborhood, however, can be expected to vary among household members. We propose, therefore, to elicit some of the attitudinal information from both the head of the household and a spouse (where applicable). Because the quality of the objective data can be expected to improve if more than one adult is present during the interview, we will encourage the

*The possibility of aggregating responses to satisfaction questions into a hedonic index is under consideration. Whether such an integrating measure will be utilized depends on the successful solutions to the problems of translating responses into cardinal numbers and appropriately weighing the individual numbers to produce a reliable sum.

participation of a spouse or another adult member of the household in the interview and rely on developed techniques for the dual administration of attitudinal questions.

Appendix A

OUTLINE FOR LANDLORD SURVEY QUESTIONNAIRE

I. BACKGROUND INFORMATION

A. Landlord

1. Reason for ownership
2. Length of ownership
3. Place of residence
4. Occupation and/or major income source
5. Structure of ownership of the building
6. Perception or plans for future ownership

B. Tenants

1. Income and/or welfare status
2. Household composition
3. Ethnicity
4. Presence of owner or janitor/supervisor

C. Neighborhood

1. Race, ethnicity, and income
2. Perceived direction of past and future changes
   (a) New construction
   (b) Conversions
   (c) Demolitions
   (d) Land use
   (e) Other trends
3. Perceived difficulty of renting in neighborhood

D. Building

1. Type of structure
2. Size and zoning of land
3. Age and size of buildings
4. Number and types of apartments
5. Design use
6. Current use
7. Assessed value

II. PROFIT AND LOSS STATEMENT

A. Income

1. Total gross residential rent
2. Rent lost due to vacancies
3. Bad debt and allowances
4. Commercial rent
5. Other rental income

B. Operating and maintenance expenses

1. Wages
2. Real estate taxes
3. Other taxes
4. Water and sewer
5. Heating fuel
6. Electricity and gas
7. Business telephone
8. Rubbish and garbage removal
9. Exterminator
10. Management
11. Legal and accounting
12. Insurance
13. Advertising
14. Supplies
15. Furnishings
16. Miscellaneous

C. Minor repairs

1. Painting and decorating
2. Grounds
3. Floor work
4. Masonry
5. Glass
6. Elevator
7. Plumbing, heating, and air conditioning
8. Roofing
9. General structure
10. Miscellaneous

D. Capital improvements

III. NONFINANCIAL ASPECTS

A. Mode of operation

1. Method of rent collection
2. Lease provisions and restrictions

B. Evaluation

1. Difficulty in obtaining insurance
2. Adequacy of financing sources
3. Evaluation of building as collateral
4. Evaluation of tenants' maintenance of units

IV. LANDLORD SATISFACTION WITH ECONOMIC RETURN OF PROPERTY

A. Perception of yield of fair return

B. Perception of condition of building and need for repair

C. Plans for improvement

D. Plans for rent increases

Appendix B

OUTLINE FOR BUILDING SURVEY QUESTIONNAIRE

I. NEIGHBORHOOD DESCRIPTION

A. Stage in life cycle

B. Stability

1. Compatibility of uses and users
2. Zoning

C. Access

1. Transportation
2. Shopping
3. Employment
4. Schools
5. Recreation
6. City center
7. Cultural facilities

D. Community services

1. Garbage and rubbish removal
2. Police and fire protection
3. Utilities

E. Population

1. Income
2. Ethnic characteristics
3. Density
4. Transiency
5. Family size
6. Age distribution

F. Physical characteristics

1. Topography
2. Hazards
3. Barriers

G. Nuisances

1. Odors
2. Air pollution
3. Traffic
4. Noise

H. Economic base

1. Labor force
2. Employment
3. Industrial activity
4. Trade

5. Finance
6. Transportation
7. Real estate
8. Construction

I. Land use

J. Tax and assessment structure

K. Housing tenure

L. Vacancy

M. Price or rent

N. Stock of housing

O. Property values

II. DESCRIPTION OF PROPERTY

A. Physical characteristics

1. Dimensions
2. Topography and drainage

B. Zoning

C. Utilities

D. Street improvements

E. Parking

F. Marketability

1. Condition of exterior
2. Condition of interior
3. Architectural attractiveness
4. Layout and utility
5. Quality of workmanship and materials
6. Quality and quantity of equipment items
7. Light and ventilation

III. CONDITION OF PROPERTY

A. Facilities standards

1. Sanitary facilities and their location
2. Hot and cold water facilities
3. Water heating facilities
4. Heating facilities
5. Cooking facilities
6. Garbage disposal facilities
7. Fire protection and fighting facilities

B. Light and ventilation requirements

1. Habitable rooms
2. Bathrooms
3. Electric lights and outlets
4. Lights in public halls and stairways

C. Electrical systems requirements

D. Exterior and interior of structures requirements

1. Foundation
2. Exterior walls
3. Roofs
4. Means of egress
5. Stairs, porches, and appurtenances
6. Protective railings
7. Windows and doors
8. Screens
9. Protective treatment
10. Accessory structures
11. Interior floors, walls, and ceilings
12. Structural supports
13. Protective railings for interior stairs

E. Dwelling space requirements

1. Required space for dwelling unit
2. Required space for sleeping room
3. Ceiling height
4. Basement occupancy

F. Sanitation requirements

1. Sanitation
2. Garbage disposal
3. Care of premises
4. Pest infestation

IV. VALUATION

A. Market data approach

B. Income approach

Appendix C

OUTLINE FOR TENANT SURVEY QUESTIONNAIRE

I. HOUSEHOLD HISTORY AND CHARACTERISTICS

A. Household composition

1. Identity of head
2. Family composition (complete enumeration)
3. Unrelated individuals or boarders

B. Individual characteristics for household members

1. Age
2. Marital status
3. Education or school status
4. Employment status
5. Current occupation

C. Spatial locations

1. Place of work
   (a) Mode of transportation
   (b) Time required to reach
   (c) Cost of journey
2. Extended family
3. Friends

D. Residential history of head of household

1. Place of birth
2. Date of arrival in metropolitan area
3. Locations and dates of residences within metropolitan area
4. Tenure conditions within metropolitan area (rental and ownership)
5. Expectations of future residence

E. Other

1. Ethnicity (observed)
2. Memberships in organizations/associations
3. Experience with governmental agencies (e.g., welfare, employment, service)

II. MONTHLY HOUSEHOLD INCOME

A. Sources of income

1. Wages or pay of household head
2. Wages or pay of spouse and/or other household members
3. Support payments, alimony (if applicable)
4. Public welfare
5. Social Security, Veterans' Administration pension
6. Income from friends and relatives
7. Income from roomers or boarders
8. Unemployment insurance, workmen's compensation
9. Income from churches or private agencies

B. Extraordinary expenditures (except housing)

1. Medical
2. Indebtedness
3. Other

III. HOUSING EXPENDITURES AND HOUSING QUALITY

A. Rental units

1. Date of occupancy
2. Monthly rent
3. Length of lease
4. Expiration date of lease
5. Form of rental payment (e.g., weekly, monthly)
6. Utilities
7. Amount and date of last rent increase
8. Monthly rent of previous residence
9. Renter financial improvements
   (a) Repairs or leasehold improvements
   (b) Provider of labor and materials

B. Owner-occupied units

1. Length of ownership
2. Purchase price
3. Type and expiration date of mortgage
4. Mortgage payments
5. Expenses
   (a) Real estate taxes
   (b) Other taxes
   (c) Water and sewer
   (d) Heating fuel
   (e) Electricity and gas
   (f) Rubbish and garbage removal
   (g) Insurance
   (h) Furnishings
   (i) Other
6. Minor repairs
   (a) Painting and decorating
   (b) Grounds
   (c) Floors
   (d) Masonry
   (e) Glass
   (f) Plumbing, heating, and air conditioning
   (g) Roofing
   (h) General structure
   (i) Miscellaneous
7. Type of previous residence
8. Monthly rent mortgage of previous residence

C. Housing quality

1. Physical description of rental unit
   (a) Number of rooms
   (b) Types of rooms
   (c) Domestic equipment
   (d) Parking

2. Services provided
   (a) Utilities
   (b) Maintenance
   (c) Repairs
3. Physical description of structure
   (a) Number of units
   (b) Types of tenants
   (c) Vacancies
   (d) General upkeep of public areas
4. Description of previous unit
   (a) Number of rooms
   (b) Types of rooms
   (c) Domestic equipment
   (d) Services provided

IV. ATTITUDES TOWARD HOUSING AND NEIGHBORHOOD

A. Evaluation of unit and structure

1. Physical adequacy of unit
   (a) For household needs
   (b) For household safety
2. Landlord
   (a) Location of landlord
   (b) Services provided
   (c) Response to maintenance requests
3. Tenants
   (a) Interpersonal contact
   (b) Care of public areas

B. Evaluation of neighborhood

1. Access
   (a) Transportation
   (b) Shopping
   (c) Employment
   (d) Recreation and cultural facilities
   (e) Family and friends
2. Quality
   (a) Schools
   (b) Police
   (c) Fire protection
   (d) Garbage and rubbish removal
3. Satisfaction
   a. Social characteristics of area
      1) Ethnic composition
      2) Safety of streets
   b. Physical characteristics
      1) Pollution
      2) Traffic
      3) Noise
      4) Litter