Moving to Work Retrospective

A Picture of Moving to Work Agencies' Housing Assistance

Housing Choice and Self-Sufficiency Outcomes at Moving to Work Agencies

The Impact of the Moving to Work Demonstration on the Per Household Costs of Federal Housing Assistance

Evaluating the Effects of Santa Clara County Housing Authority's Rent Reform

Moving to Work Agencies' Use of Project-Based Voucher Assistance

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A Picture of Moving to Work Agencies' Housing Assistance

Acknowledgments

Disclaimer

Foreword

The Moving to Work (MTW) demonstration, launched in 1996, gives participating public housing agencies the flexibility to design and test new ways of providing housing assistance if the new policies are intended to achieve one or more of the following statutory objectives: (1) to reduce cost and achieve greater cost effectiveness in federal expenditures; (2) to give incentives to families with children where the head of household is working, seeking work, or preparing for work; and (3) to increase housing choices for low-income families. This study, one of six reports produced by the U.S. Department of Housing and Urban Development's retrospective evaluation of MTW, describes the 39 MTW agencies participating in the demonstration in 2016, the households they serve, and the types of housing assistance they provide, and compares them to traditional public housing agencies.

"A Picture of Moving to Work Agencies' Housing Assistance" and its accompanying online feature make information about MTW agencies and how they differ from traditional public housing agencies easily available. The report documents that, compared to most public housing agencies, MTW agencies are larger, more often in densely populated cities instead of suburbs and exurbs, and more often located in housing markets with lower vacancy rates and higher housing costs.[1] Nevertheless, in terms of rent burden, age, and household composition, MTW agencies and traditional public housing agencies serve the same types of households. In 2016, for example, the median rent burden (percentage of household income spent on rent) was the same (29 percent) at MTW and traditional agencies. The only notable difference in terms of households served is that MTW agencies serve a higher percentage of Black households. The main differences between MTW and traditional agencies documented in this report are that, between 2008 and 2016, traditional agencies' use of project-based voucher assistance remained about the same, and the number of households served stayed steady or declined, while MTW agencies increased their use of project-based vouchers and increased the total number of households served, which an earlier report in the series associated with increased funding for MTW agencies above funding for non-MTW agencies.[2]

The online feature that accompanies this report, hosted by the Urban Institute, allows users to examine the housing assistance provided by each MTW agency in 2008 and 2016 and to download the data underlying this report. Together, this report and the online feature offer unprecedented access to facts about the housing assistance provided by MTW agencies.

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HUD Office of Policy Development and Research

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[1] The data in this report reference MTW agencies that were designated as of December 15, 2015. The group of MTW agencies designated *after* the Consolidated Appropriations Act of 2016 is required by law to include many small agencies and will differ therefore in important ways from the agencies described in this report.
[2] "The Impact of the Moving to Work Demonstration on the Per Household Costs of Federal Housing Assistance" shows that "PHAs receive, on average, 11 percent more funding from HUD after joining the MTW demonstration and assist 10 percent more households. Because these effects are of similar size, the effect of MTW status on cost per assisted household is negligible."

Contents

Contents

List of Exhibits

A Picture of Moving to Work Agencies' Housing Assistance

Executive Summary

This report describes the housing assistance provided by the 39 public housing agencies (PHAs) with a Moving to Work (MTW) designation as of 2018. This report is one of six companion studies included in the U.S. Department of Housing and Urban Development (HUD) MTW retrospective evaluation (exhibit 1) and provides the most detailed descriptive assessment to date of the housing assistance MTW agencies provide.[3]

We use HUD administrative data for 2008 through 2016 to describe the MTW agencies, the types of housing assistance they provide, and the households they serve. The data include information about 584,947 unique MTW-assisted households. The appendix describes how we created and analyzed the measures of housing assistance included in this report. In addition, an online feature presents MTW agency-level information for selected measures of housing assistance for each of the 39 PHAs and provides access to the data used in this report.

The data reveal that the assistance provided by MTW agencies closely resembles that provided by similarly sized traditional PHAs. In 2016, the MTW agencies and comparison traditional PHAs provided a similar mix of public housing and Housing Choice Voucher (HCV) program assistance and served households with similar characteristics. The MTW agencies and comparison traditional PHAs also served households with similar incomes, at similar income levels relative to the local area median income, and with similar rent burdens. Households served by each set of agencies also tended to live in neighborhoods with similar poverty rates.

The administrative data also show that the MTW agencies added new households to their assistance portfolios at a faster rate than the traditional PHAs, and MTW agencies served a larger share of households through project-based voucher (PBV) assistance compared with traditional PHAs.

Exhibit 1: The Moving to Work Retrospective Evaluation

The HUD-sponsored Moving to Work (MTW) Retrospective Evaluation includes six reports and an online data feature that examine different aspects of the MTW program and MTW agencies' activities and performance under the program's three statutory objectives.

A Picture of Moving to Work Agencies' Housing Assistance describes MTW agencies, the assistance they provided, and the characteristics of the households they served in 2008 and 2016. A related online data feature provides access to MTW agency-level data.

Moving to Work Agencies' Use of Funding Flexibility examines how agencies have used MTW funding flexibility, alone and with regulatory waivers, and categorizes funding flexibility activities by their primary objectives—cost-effectiveness, self-sufficiency of assisted households, or increased housing choice for low-income families. The study includes an indepth examination of funding shifts for a subgroup of eight agencies.

Housing Choice and Self-Sufficiency Outcomes at Moving to Work Agencies examines the extent to which MTW agencies meet two of the program's three statutory objectives, increasing housing choice and promoting self-sufficiency for assisted households.

The Impact of the Moving to Work Demonstration on the Per Household Costs of Federal Housing Assistance examines how MTW status affects the costs, to HUD, of providing housing assistance to households in the public housing and Housing Choice Voucher (HCV) programs.

Evaluating the Effects of Santa Clara County Housing Authority's Rent Reform examines the impacts on work, earnings, and housing subsidies among assisted households of Santa Clara's unique rent reform, which increased the proportion of income that households must pay toward rent.

Moving to Work Agencies' Use of Project-Based Voucher Assistance examines multiple aspects of MTW agencies' use of project-based voucher (PBV) assistance, including the share of assistance and HCV budget authority devoted to PBVs, the relationships between PBVs and the Low-Income Housing Tax Credit and Rental Assistance Demonstration programs, the locations of PBV-assisted units, and case studies of three agencies' MTW goals and activities.

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[3]   Throughout this report, we refer to PHAs with an MTW designation as "MTW agencies" and those without an MTW designation as "traditional PHAs."

This report does not explore potential causal relationships between MTW status and the descriptive measures included in this report. Two MTW evaluation studies examine the extent to which MTW agencies meet the program's statutory objectives of cost effectiveness (Stacy et al., 2020) and increasing housing choice and self-sufficiency for assisted households (Treskon, Gerken, and Galvez, 2021).

In the sections that follow, we first describe MTW agencies' housing markets, regional locations, and sizes. Then we describe the number of households that MTW agencies serve, the increase in MTW-assisted households over time, and the mix of housing programs that MTW agencies provide. Finally, we describe selected characteristics of MTW-assisted households. Throughout this report, we contrast MTW-provided assistance with assistance provided by a subset of traditional PHAs to contextualize MTW agencies' housing assistance activity.

Data Sources and Limitations

This report uses HUD Public and Indian Housing (PIH) Information Center (PIC) data; Voucher Management System (VMS) data; HUD-provided counts of MTW local, non-traditional (LNT) assistance; and U.S. Census Bureau data. The appendix describes how we cleaned the data and constructed each of the measures included in this report and discusses data quality and limitations in detail.

PIC data are available from HUD for 1995 through 2016 but are unreliable for MTW agencies prior to 2008. For that reason, we report only information for 2008 through 2016. Even for these years, however, the data may be imprecise. Staff at more than 3,800 PHAs enter the data and upload it to HUD for processing. In any given year, some household records may be omitted from PIC or dropped from our analyses due to data

entry or processing errors. In addition, HUD provided data in 2018, and some PHAs may have updated their PIC or LNT data at some later point, resulting in slightly different counts reflected in later data extracts or in records of individual housing agencies. We worked closely with HUD to understand data quality and coverage and any variations in reporting for MTW compared with traditional PHAs. We did not adjust or interpolate the data to address any missing data points, but we omitted data or indicate in the text where we know data quality or coverage is poor.

Minor variations in measures from year to year or between MTW and traditional PHAs must be interpreted with caution. In addition, minor differences in trends for MTW and traditional PHAs may in part reflect different sample sizes for the two groups of PHAs. Because the MTW agency group is relatively small, reporting errors for any single MTW agency in a given year can disproportionately impact MTW group averages and trends.

The Moving to Work Demonstration and Moving to Work Agencies

The Moving to Work (MTW) demonstration allows a small group of public housing agencies (PHAs) to design and test innovative strategies for providing housing assistance (see exhibit 2). In 2018, 39 PHAs participated in the MTW demonstration.

The first three MTW agencies executed contracts with HUD in 1998, and the four newest MTW agencies executed contracts in 2013 (see exhibit 3). One current MTW agency, the San Diego Housing Authority, exited the demonstration in 2003 and later re-entered in 2008. Two PHAs, the Greene Metropolitan Housing Authority and the High Point Housing Authority, entered and left the demonstration prior to 2008 and are excluded from this study.

As a group, the 39 MTW agencies differ from traditional PHAs in several ways. First, most traditional PHAs nationally are in metropolitan areas, but MTW agencies tend to be in more

Exhibit 2: The Moving to Work Demonstration

The Moving to Work (MTW) demonstration was launched in 1996 to allow a subset of public housing agencies (PHAs) to implement innovative, locally designed strategies. MTW designation gives PHAs exemptions from many public housing and Housing Choice Voucher (HCV) program requirements and provides unique financial flexibility that allows them to combine their public housing and HCV program funding from HUD into one fund.

PHAs can use their MTW flexibilities to implement activities that meet one or more of the demonstration's three statutory objectives: "reduce cost and achieve greater cost effectiveness in federal expenditures; give incentives to families with children where the head of household is working, is seeking work, or is preparing for work by participating in job training, educational programs, or programs that assist people to obtain employment and become economically self-sufficient; and increase housing choices for low-income families."[4]

Exhibit 3: Timeline of Moving to Work Agreements

1999
Cambridge
Delaware
Greene
High Point
Keene
Lawrence-Douglas County
Lincoln
Louisville
Massachusetts
Portage
Portland
San Antonio
Tulare County
Vancouver

2004
Oakland

Greene and
High Point
left
demonstration

2008
Alaska
Baltimore
San Bernardino
San Jose
Santa Clara County
San Diego (reentered)

2001
New Haven
Philadelphia

2010
Champaign County
Tacoma

2013
Columbus
Fairfax
Holyoke
Reno

1998
Minneapolis
San Diego
Seattle

2000
Chicago
Pittsburgh
San Mateo

2003
Atlanta
Washington, DC
King County

San Diego left
demonstration

2007
Charlotte

2011
Boulder
Lexington-
Fayette
Orlando

Note: Year shown is the year Moving to Work (MTW) contracts were executed, which may differ from the year agencies were selected for MTW.
Source: Documents retrieved from HUD's MTW portal, hud.gov/mtw

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4 Omnibus Consolidated Rescissions and Appropriations Act of 1996. Pub. L. No. 104-134, tit. II, § 204, 110 Stat. 1321, 1321-281 (codified as amended at 42 U.S.C. § 1437f note).

densely populated cities as opposed to suburban or exurban areas. Of the 39 MTW agencies, 24 are in the principal city of a Metropolitan Statistical Area. Related to these differences in locations, MTW agencies tend to be in stronger housing markets compared with traditional PHAs, as measured by lower average vacancy rates and higher housing costs (see exhibit 5).

In addition, MTW agencies tend to be larger than the typical PHA. None of the MTW agencies served fewer than 750 households in 2016 (the smallest MTW agency is Keene Housing, which served approximately 780 households that year). In contrast, approximately 80 percent of all traditional PHAs serve fewer than 750 households. Smaller traditional PHAs may face different constraints and costs than larger agencies. For example, Turnham et al. (2015) found that smaller PHAs (under 500 vouchers) had substantially higher administrative costs per household than larger PHAs.

Finally, MTW agencies are more likely than traditional PHAs to operate both public housing and HCV programs (see exhibit 4

for an overview of these two programs). As of 2016, only 7 percent of MTW agencies provided only one housing assistance program, compared with 80 percent of all traditional PHAs.

With the differences between MTW agencies and traditional PHAs in mind, we selected a subset of traditional PHAs as a point of comparison for the MTW agencies. This comparison group includes only traditional PHAs that have more than 750 assisted households in any year between 2008 and 2016. These larger traditional PHAs are in slightly more expensive markets and more densely populated counties and are more likely to provide both public housing and HCV assistance than smaller PHAs. Combined, the MTW and comparison traditional PHAs represent about 21 percent of all PHAs nationally but account for three-fourths of all PHA-assisted households in 2016. Exhibit 5 presents selected housing market and housing assistance portfolio characteristics of MTW agencies, all traditional PHAs, and the subset of traditional PHAs with at least 750 households served annually that are included in the comparison group.

Exhibit 4: The Public Housing and Housing Choice Voucher Programs

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The public housing and the Housing Choice Voucher (HCV) programs are the two largest low-income rental assistance programs administered by public housing agencies (PHAs).

Public Housing. Originating in 1937, public housing is the nation's oldest housing subsidy program. Approximately 1.035 million public housing units are owned and managed by PHAs, and tenants pay rent directly to a PHA each month. Households must have income below 80 percent of the area median income (AMI) to qualify, but PHAs are required to target at least 40 percent of new admissions to households that meet HUD's definition of extremely low-income, defined as below 30 percent of AMI or the poverty threshold established by the U.S. Department of Health and Human Services, whichever is greater. Additionally, housing agencies often give preference to households that are homeless, elderly and/or disabled, or working families. Most families pay 30 percent of their income in rent or a minimum rent of up to $50 per month.

Housing Choice Vouchers. The HCV program provides rental assistance to approximately 2.3 million low-income households annually. HUD requires that not less than 75 percent of families admitted to a PHA's HCV program in a year have incomes at or below the extremely low-income limit. The program includes tenant- and project-based voucher assistance. For both types of vouchers, households typically pay 30 percent of their income or a minimum rent of up to $50 per month.

  Tenant-Based Vouchers (TBVs): TBVs are provided to individuals or households to enable them to rent privately owned housing. Once a household receives a voucher from their local PHA, they have a minimum of 60 days to find a unit that meets federal quality standards and whose landlord will accept the voucher. When an HCV holder leases a unit, the HCV holder (that is, the tenant) pays a portion of the gross rent (rent plus any tenant-paid utilities), and the PHA pays a portion of the gross rent. The program allows households to rent housing in any jurisdiction where a PHA administers an HCV program and a landlord will accept a voucher.

  Project-Based Vouchers (PBVs): PBVs are attached to specific units and properties through contracts with property managers or owners who rent units to eligible families. The rent is subsidized by the PHA through the PBV program. Like with TBV, the tenant pays a portion of the rent, and the PHA pays a portion of the rent. In some cases, PHAs own the PBV properties.

Exhibit 5: Characteristics of Jurisdictions and Portfolios for Moving to Work Agencies, All Traditional Public Housing Agencies, and Comparison Traditional Public Housing Agencies (2016)

	MTW Agencies	Traditional PHAs (All)	Comparison Traditional PHAs (> 750 HHs)
	N=39	N=3,837	N=779
Total Assisted Households (2016)	435,205	3,626,708	2,451,254
Characteristics of PHA Jurisdictions (2011–2015, ACS 5-Year Estimates)			
Average Population Density	4,914	1,852	3,548
Average Poverty Rate	16%	17%	17%
Median Rent	$961	$612	$768
Average Percent Rental Housing	39%	30%	35%
Average Vacancy Rate	10%	15%	12%
Average Pct. White, Non-Hispanic/Latino	63%	74%	67%
Average Pct. Black, Non-Hispanic/Latino	14%	12%	14%
Average Pct. Other Race, Non-Hispanic/Latino	8%	4%	5%
Average Pct. Hispanic/Latino, Any Race	14%	10%	13%
PHA Portfolio Mix (2016)			
Public Housing Only	0%	40%	1%
Housing Choice Vouchers (HCVs) Only	13%	40%	17%
Public Housing and HCVs	87%	20%	82%

ACS = American Community Survey. HH = households. MTW = Moving to Work. PHA = public housing agency.

Notes: Jurisdictions are approximated as the counties where the largest share of each PHA's assisted households are located. Population density is the number of people per square mile. "Other" race category includes Asian, Native Hawaiian, and other Pacific Islanders.

Sources: 2011–2015 ACS, 5-year data; HUD Public and Indian Housing Information Center data

A Picture of Moving to Work Agencies' Housing Assistance

Moving to Work Housing Assistance

In 2016, the 39 Moving to Work (MTW) agencies accounted for approximately 12 percent of all households assisted by public housing agencies (PHAs; exhibit 6). The share of all households served by MTW agencies increased from 8 percent in 2008 to 12 percent in 2016. The increase in the MTW share of all PHA-assisted households reflects a combination of trends over time: increases in the number of agencies with an MTW designation, a slight loss in the number of households served by the traditional PHAs, and a moderate increase in the number of households served by MTW agencies after they joined the demonstration.

Understanding the Increase in the Number of Moving-to-Work-Assisted Households

In 2016, the 39 MTW agencies served 435,205 households, an increase of 60 percent or 163,225 unique households during the 8-year study period (exhibit 7). Fifteen PHAs joined the MTW demonstration during the study period (six in 2008, two in 2010, three in 2011, and four in 2013; see exhibit 3). We include new agencies in our MTW sample starting in the first full year following their MTW designation. For example, the six agencies designated as MTW at some point in 2008 appear in our MTW sample beginning in 2009.

The addition of the 15 new MTW agencies, and the households they served at the point of MTW designation, account for roughly three-fourths of the increase in households

Exhibit 6: Share of Assisted Households Served by Moving to Work and Traditional Public Housing Agencies, 2008–2016

	2008 (24 MTWs)	2009 (30 MTWs)	2010 (30 MTWs)	2011 (32 MTWs)	2012 (35 MTWs)	2013 (35 MTWs)	2014 (39 MTWs)	2015 (39 MTWs)	2016 (39 MTWs)
Traditional PHAs	92%	90%	90%	89%	89%	89%	88%	88%	88%
MTW	8%	10%	10%	11%	11%	11%	12%	12%	12%

Traditional PHAs (N=3,837)　　MTW
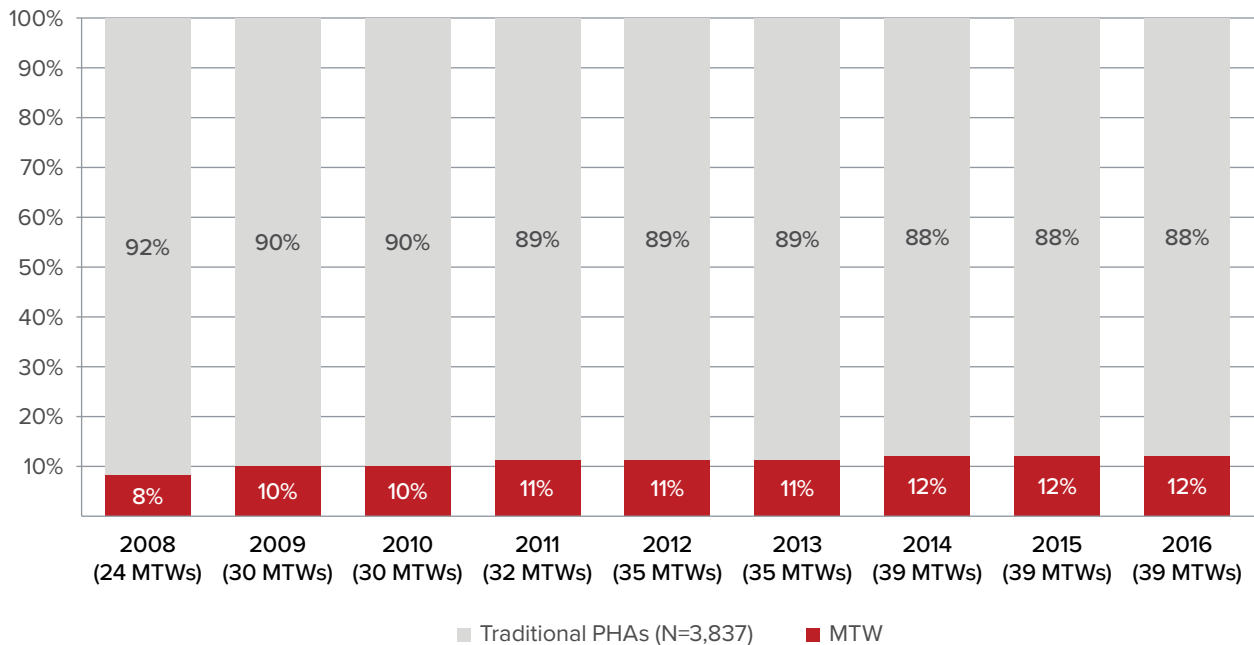
MTW = Moving to Work. PHA = public housing agency.

Notes: Includes all households assisted through public housing; housing choice vouchers; local, non-traditional assistance; and other unspecified program types. PHAs are included as MTW beginning in the first calendar year after contracts are executed.

Sources: Urban Institute analysis of HUD Public and Indian Housing Information Center data; local, non-traditional program data

A Picture of Moving to Work Agencies' Housing Assistance

served during the study period (111,263 households or 74 percent of total growth). The addition of six new MTW agencies to our sample in 2009—accounting for 67,489 assisted households—was the largest 1-year increase in MTW households served that can be attributed to new agencies joining the demonstration (exhibit 8). Increases due to agencies joining MTW in later years are smaller (6,615 households from agencies that executed MTW contracts in 2010; 10,698 from MTW contracts executed in 2011; and 15,404 from contracts executed in 2013).

The remaining growth reflects new households added to MTW agencies' assisted housing portfolios between 2008 and 2016, with significant variation across agencies and cohorts. For example, the Atlanta Housing Authority reported an almost 5,000-household increase in assisted households between 2008 and 2016. Other MTW agencies, such as the Housing Authority of Champaign County, had modest increases. Several agencies, such as the Housing

Authority of Columbus (Georgia) recorded declines in households served after the point of MTW designation. Exhibit 8 shows changes in households served between 2008 and 2016 by MTW agencies grouped based on when they executed agreements with HUD. The online feature that accompanies this report provides PHA-level numbers of households served between 2008 and 2016.

Relationship Between Funding and Moving to Work Status

As a group, MTW agencies received nearly $2.3 billion in HUD funding in 2003 and $4.4 billion in 2017, accounting for 9 and 17 percent, respectively, of all HUD funding to PHAs in those years (exhibit 9).[5] The total funding provided to MTW agencies increased slightly over time and as a share of all PHA funding. In contrast, funding to traditional PHAs decreased from roughly $23.1 billion in 2003 to $21.5 billion in 2017.

Exhibit 7: Number of Households Assisted by Moving to Work Agencies, 2008–2016
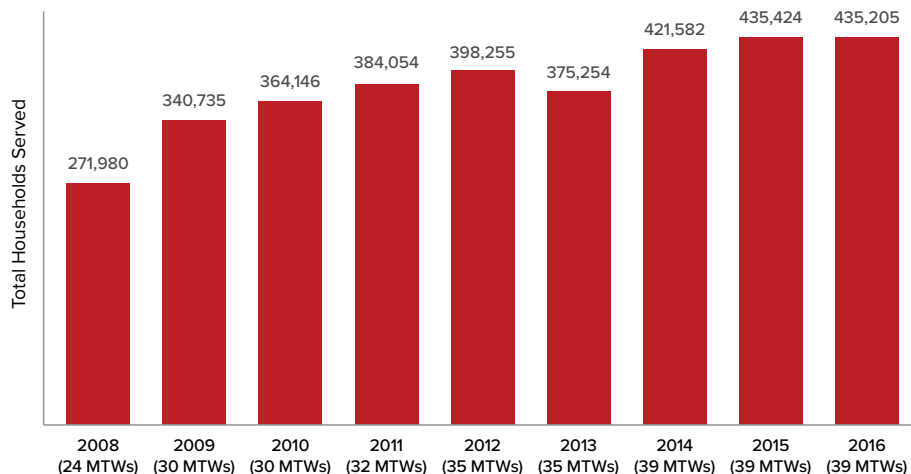
MTW = Moving to Work.

Notes: Includes all households assisted through public housing; housing choice vouchers; local, non-traditional assistance; and other unspecified program types.

PHAs are included as MTW beginning in the first calendar year after contracts are executed.

Sources: Urban Institute analysis of HUD Public and Indian Housing Information Center data; local, non-traditional program data

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[5] Stacey et al. (2020) directly examines the causal relationship between MTW status and the number of assisted households served. We use the HUD Financial Data Schedule (FDS) dataset developed for Stacey et al. (2020) to estimate the funding received by all 39 MTW agencies between 2003 and 2017. See Stacey et al. (2020) for a description of how PHA funding levels were identified, but note that their method includes PHAs as MTW agencies in the same year they sign an MTW agreement, as opposed to in the following calendar year (the method applied in this report).

A Picture of Moving to Work Agencies' Housing Assistance

Exhibit 8: Change in Total Households Assisted by Moving to Work Agencies, 2008–2016

Year MTW Contract Executed	MTW Agency (N)	Total Assisted Households the Year MTW Contracts were Executed	Total Assisted Households in 2016	Difference in Households Assisted Between Time Periods	Percent Change
1998 to 2007	24	271,982*	323,941	51,959	19%
2008	6	67,488	77,804	10,316	15%
2010	2	6,615	7,302	687	10%
2011	3	10,698	11,299	601	6%
2013	4	15,404	14,858	-546	-4%

MTW = Moving to Work. PHA = public housing agency.

* For agencies that executed MTW contracts between 1997 and 2007, the total assisted households shown in the year MTW contracts were executed column is the number of households assisted in 2008.

Notes: Includes all households assisted through public housing, housing choice vouchers, and other unspecified program types. PHAs are included as MTW beginning in the first calendar year after contracts are executed.

Source: Urban Institute analysis of HUD Public and Indian Housing Information Center data

Exhibit 9: HUD Funding to Moving to Work Agencies and Traditional Public Housing Agencies, 2003–2017

	HUD Funding to MTW Agencies	HUD Funding to all Traditional Agencies	Share of HUD Funding Allocated to MTW Agencies	MTW Agency (N)
2003	$2,335,942,273	$23,125,233,221	9%	22
2004	$2,880,298,542	$22,968,914,383	11%	23
2005	$3,099,464,306	$22,282,477,664	12%	24
2006	$3,038,859,385	$22,349,575,436	12%	24
2007	$3,175,640,215	$22,149,305,232	13%	24
2008	$3,268,879,633	$22,084,185,475	13%	25
2009	$3,992,215,337	$21,925,248,088	15%	29
2010	$4,297,130,473	$22,919,209,104	16%	30
2011	$4,315,533,967	$22,164,180,149	16%	32
2012	$4,208,962,565	$21,057,537,403	17%	35
2013	$4,104,554,510	$20,892,163,136	16%	35
2014	$4,242,998,614	$20,739,100,304	17%	39
2015	$4,363,418,112	$21,115,350,833	17%	39
2016	$4,415,498,374	$21,592,907,299	17%	39
2017	$4,390,927,949	$21,473,228,619	17%	39

MTW = Moving to Work. PHA = public housing agency.

Notes: Agency-level data are adjusted to account for missing data and inflation. HUD funding is defined as all HUD PHA operating and capital grants for public housing operating fund, public housing capital fund, and housing choice vouchers. The HUD funding metric excludes funding through the Special Purpose Voucher program. Traditional PHAs (N=3,673) exclude PHAs that joined the MTW demonstration at any time. PHAs are included as MTW agencies in the year their contract is executed.

Source: Urban Institute analysis of HUD Financial Data System data

A Picture of Moving to Work Agencies' Housing Assistance

Assistance Provided by Moving to Work Agencies and Comparison Traditional Public Housing Agencies

In 2016, about three-fourths of all housing assistance provided by the Moving to Work (MTW) and comparison traditional public housing agencies (PHAs) was through housing choice vouchers (HCVs; including tenant- and project-based vouchers), and the approximately one-fifth remaining was through public housing (exhibit 10).

MTW and comparison traditional PHAs provided similar shares of tenant-based vouchers (TBVs). MTW agencies administered more project-based vouchers (PBVs) compared with the traditional PHAs.

Between 2008 and 2016, the share of public housing assistance decreased among MTW agencies (from 30 percent to 21 percent), and the share of PBV housing assistance increased (from 4 percent to 12 percent). In comparison, the share of public housing (dropping from 29 to 27 percent) and PBV assistance (rising from 2 to 4 percent) remained fairly steady for the comparison traditional PHAs (exhibits 12 and 13).

A portion of the shift to voucher assistance for both MTW and traditional PHAs may be attributable to participation in the Rental Assistance Demonstration (RAD; see exhibit 11). The RAD program, authorized under the Consolidated and Further Continuing Appropriations Act of 2012, allows PHAs to convert units to either PBVs or to project-based rental assistance (PBRA). Between 2013 and 2016, more than 90,000 public housing units converted to PBVs or PBRAs through RAD; MTW agencies converted 11,327 units. Most of the MTW public housing units converted through RAD shifted to PBVs (77 percent). Among comparison traditional PHAs, about one-half of RAD conversions were to PBRAs.[6]

Exhibit 10: Share of Households Assisted by Moving to Work Agencies and Comparison Traditional Public Housing Agencies by Program, 2016

	MTW Agencies N=39	Comparison Traditional PHAs N=779
Public Housing	21%	27%
Tenant-Based Vouchers	66%	69%
Project-Based Vouchers	12%	4%

MTW = Moving to Work. PHA = public housing agency.

Note: The comparison traditional PHA column includes traditional PHAs with >750 assisted households in the year reported.

Source: Urban Institute analysis of HUD Public and Indian Housing Information Center data

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6   See Galvez et al. (2021) for a detailed assessment of MTW agencies' use of PBV assistance, including public housing conversions through RAD.

Exhibit 11: The Rental Assistance Demonstration

Congress authorized the Rental Assistance Demonstration (RAD) in 2012 to stem the loss of public housing units due to lack of funding for repairs to deteriorated properties. RAD allows public housing agencies (PHAs) to convert public housing properties to project-based Section 8 contracts; this provides a more predictable long-term funding stream and allows PHAs to use a wide range of financing from both public and private sources to pay for rehabilitation of the properties. PHAs using RAD choose Section 8 contracts that are project-based vouchers (PBV) or project-based rental assistance (PBRA). As of this writing, HUD reports 113,540 public housing units have been converted through RAD, and many more units are in the process of being approved for RAD.

Exhibit 12: Moving to Work Assistance by Program Type, 2008–2016
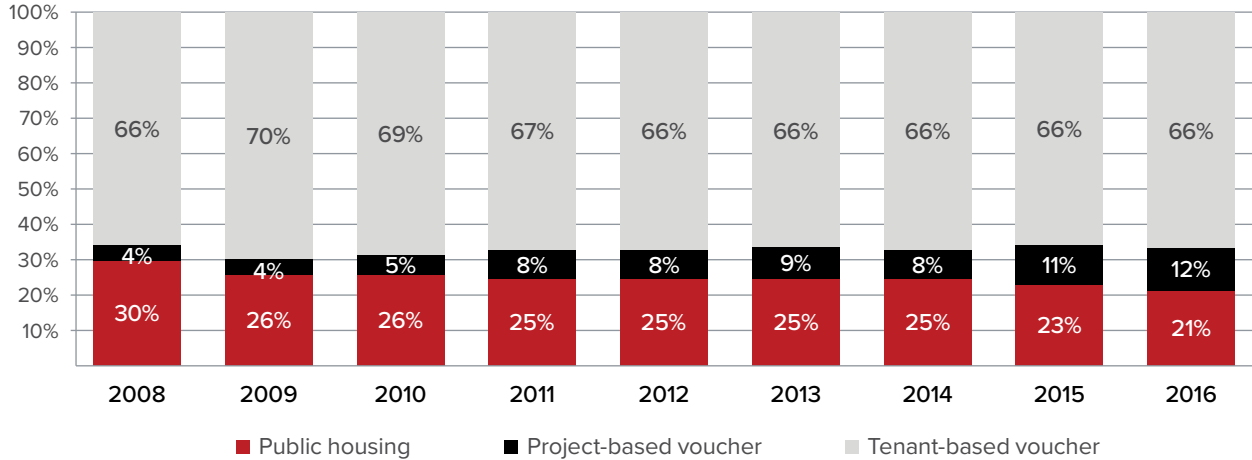
Note: N=39.

Source: Urban Institute analysis of HUD Public and Indian Housing Information Center data

Exhibit 13: Comparison Traditional Public Housing Agency Assistance by Program Type, 2008–2016
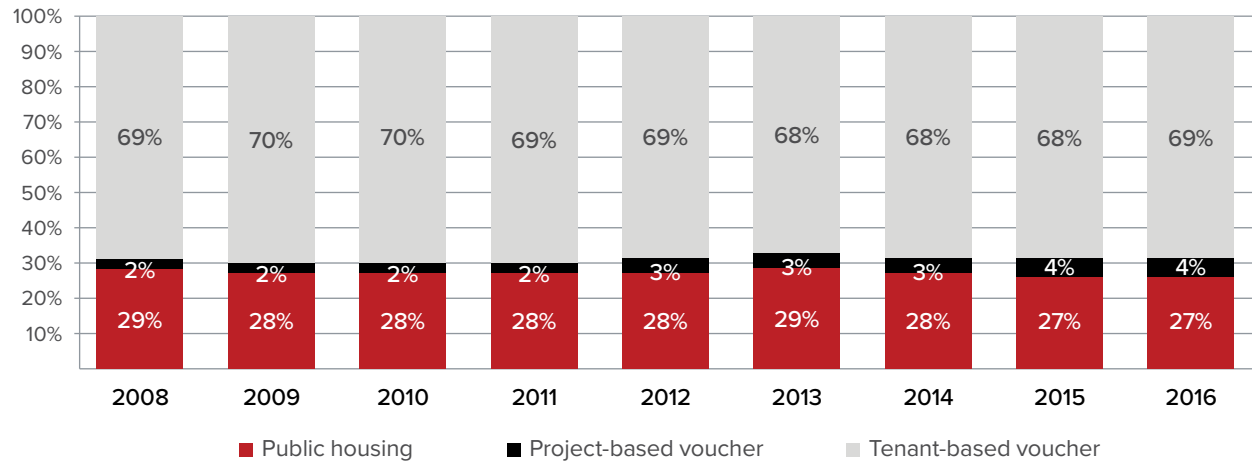
Notes: N=779. Includes traditional PHAs with more than 750 assisted households in the year reported.

Source: Urban Institute analysis of HUD Public and Indian Housing Information Center data

A Picture of Moving to Work Agencies' Housing Assistance

Local, Non-Traditional Program Assistance

MTW agencies can design unique housing assistance models known as local, non-traditional (LNT) programs. Traditional PHAs are not permitted to provide these types of assistance. LNT programs include both tenant- and property-based assistance (see exhibit 14). Examples include rental subsidies administered through third-party providers, homeownership programs, and services to people eligible for but not receiving public housing or HCV assistance (HUD PIH, 2011).

Both the number of PHAs administering LNT assistance and the number of households receiving this form of assistance have increased over time (exhibits 15 and 16). As of 2016, 23 MTW agencies served almost 10,000 households through LNT program assistance.

The extent to which MTW agencies use LNT program assistance varies. The Atlanta Housing Authority accounts for between 30 and 40 percent of all LNT assistance. Alternatively, MTW agencies in the District of Columbia and Lincoln, Nebraska do not provide any LNT assistance.

Exhibit 14: Local, Non-Traditional Program Assistance

Local, non-traditional (LNT) assistance is unique to Moving to Work (MTW) agencies and includes four forms of assistance: rental subsidy programs, including supportive housing programs; homeownership programs, such as programs where the public housing agency (PHA) acts as a mortgager; housing development programs, including gap financing and tax credit partnerships; and service provision, wherein the PHA provides self-sufficiency or supportive services. All four types of assistance target families with incomes at or below 80 percent of the area median and must meet the MTW program's statutory objectives.

LNT assistance can be property- or tenant-based. Property-based assistance can include investments in property development or acquisition or direct rental assistance for households residing in a property. Tenant-based LNT assistance is tied to individual households rather than a unit or property.

LNT assistance is not captured in administrative data systems. HUD's MTW office tracks a total number of households served annually by each MTW agency. For these counts, HUD considers any assistance to be linked to a household regardless of whether the subsidy provided is shallow or deep, property-based or tenant-based, tied to a unit or an investment in a property.

Exhibit 15: Households Served Through Moving to Work Local, Non-Traditional Program Assistance, 2010–2016
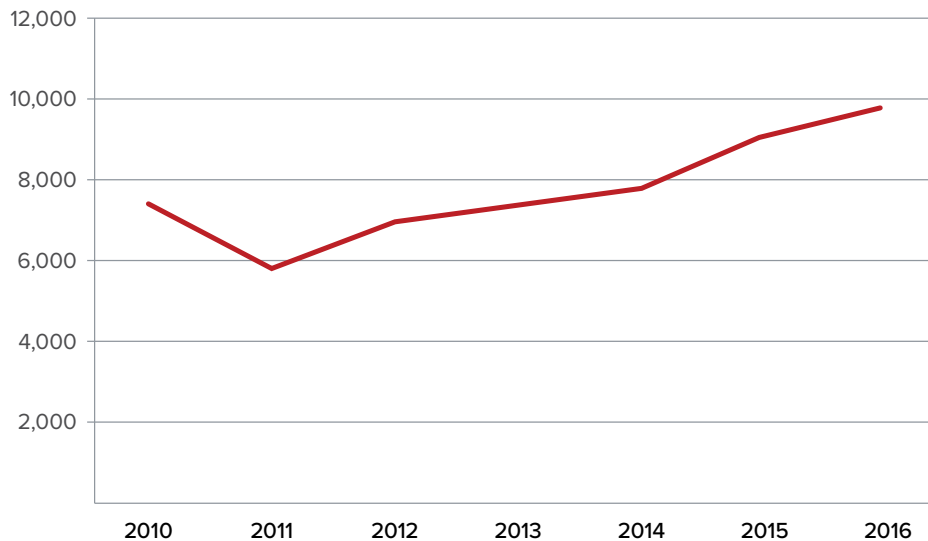
MTW = Moving to Work.
Note: N=39.
Source: Urban Institute analysis of HUD local, non-traditional program data (received March 2018)

A Picture of Moving to Work Agencies' Housing Assistance

Exhibit 16: Number of Moving to Work Agencies Reporting Local, Non-Traditional Programs, 2010–2016

MTW = Moving to Work.
Source: Urban Institute analysis of HUD local, non-traditional program data (received March 2018)

Characteristics of Moving to Work Households

Moving to Work (MTW) and comparison traditional public housing agencies (PHAs) serve similar populations, with minimal differences in household characteristics or trends in the types of households served over time. Exhibit 17 presents measures of

household composition, head of household characteristics, income, and rent burdens for households served by MTW agencies and traditional PHAs. In both 2008 and 2016, the two sets of agencies served households of similar size and composition, with similar incomes and similar rent burdens. MTW agencies served larger shares of Black households and fewer White and Hispanic/Latino households compared with the traditional PHAs. Measures are defined and discussed in this report's appendix.
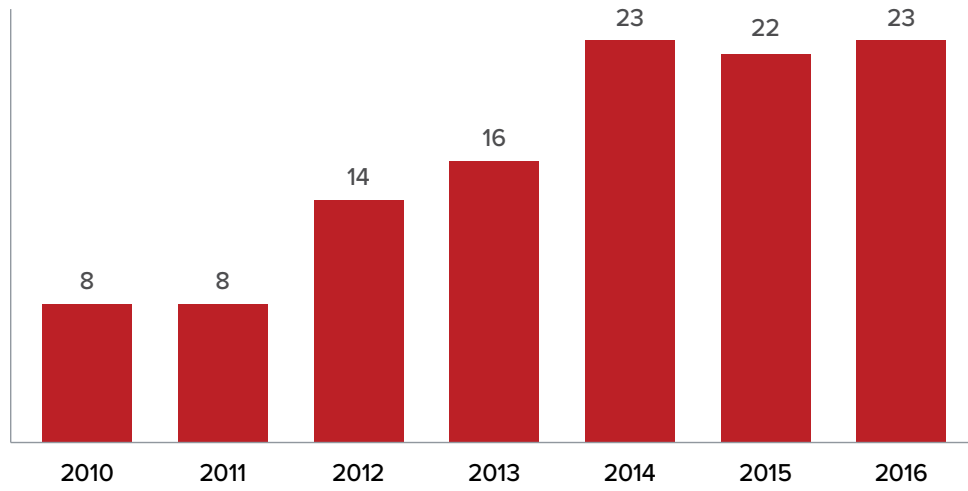
Exhibit 17: Household Characteristics for Moving to Work and Comparison Traditional Public Housing Agencies, 2008 and 2016

	MTW Agencies N=39		Traditional PHAs (>750 Households) N=779	
	2008	**2016**	**2008**	**2016**
Households with more than one adult and no children	10%	12%	9%	10%
Households with one adult and no children	41%	46%	40%	45%
Households with children	49%	43%	51%	45%
Households with children ages 0–5	46%	39%	48%	41%
Households with children ages 6–17	44%	37%	43%	38%
Average number of children in households with children	1.3	1.1	1.3	1.1
Households with a disabled head of household	37%	43%	35%	40%
Households headed by an elderly individual (62 or older)	21%	27%	21%	25%
Single-parent households	45%	36%	46%	40%
Households headed by a female	79%	75%	81%	78%
Households headed by a White, non-Hispanic/Latino	20%	19%	30%	28%
Households headed by a Black, non-Hispanic/Latino	62%	60%	46%	48%
Households headed by an Asian, non-Hispanic/Latino	3%	5%	3%	2%
Households headed by a non-Hispanic/Latino of another race	1%	1%	1%	1%
Households headed by a Hispanic/Latino individual, any race	13%	15%	21%	21%
Work-able head of household	54%	48%	55%	51%
Total average annual income	$13,093	$14,394	$12,935	$14,412
Households with extremely low incomes (L30)	-	78%	-	74%
Median rent burden	26%	29%	26%	29%

MTW = Moving to Work. PHA = public housing agency.

Notes: Data for households with extremely low incomes using HUD's income standards are only available for 2016 and exclude households that exited housing assistance in 2016. The measure of extremely low income used here is 30 percent of Area Median Income, labeled "L30." See Brandly (2019) for information on definitions of extremely low income.

Source: Urban Institute analysis of HUD Public and Indian Housing Information Center data

Household Composition and Characteristics

As shown in exhibit 17, in both 2008 and 2016, the MTW agencies and comparison traditional PHAs served households of similar size and served similar shares of households with children, with a disabled head of household, with a head of household over age 62 or older, and with a female head of household. Any differences between MTW agencies and comparison traditional PHAs for these measures in 2008 and 2016 tend to be within 1 to 3 percentage points.

We see some changes in household characteristics or composition over time for both sets of PHAs, with similar trends. For example, the shares of households with children declined over time for both MTW and traditional PHAs (by 8 percentage points for MTW agencies and 7 percentage points for traditional PHAs). The shares of single-parent households and work-able households have also declined slightly over time for both sets

of PHAs, with a marginally larger decline in both measures for the MTW agencies. Similarly, the share of households headed by an elderly person increased at a slightly faster rate for MTW agencies between 2008 and 2016 compared with the traditional PHAs but was only 2 percentage points larger for MTW agencies in 2016.

Household Income and Rent Burdens

MTW and comparison traditional PHA households had similar average total (unadjusted) incomes and median rent burdens in 2008 and 2016. The two sets of agencies also served similar shares of extremely low-income households.

Average household income increased over time for each set of agencies. The MTW households' incomes were slightly lower on average than those of the comparison traditional households in nearly every year in our analysis period (see exhibit 18).

Exhibit 18: Average Annual Income of Assisted Households for Moving to Work and Comparison Traditional Public Housing Agencies, by Year, 2008–2016
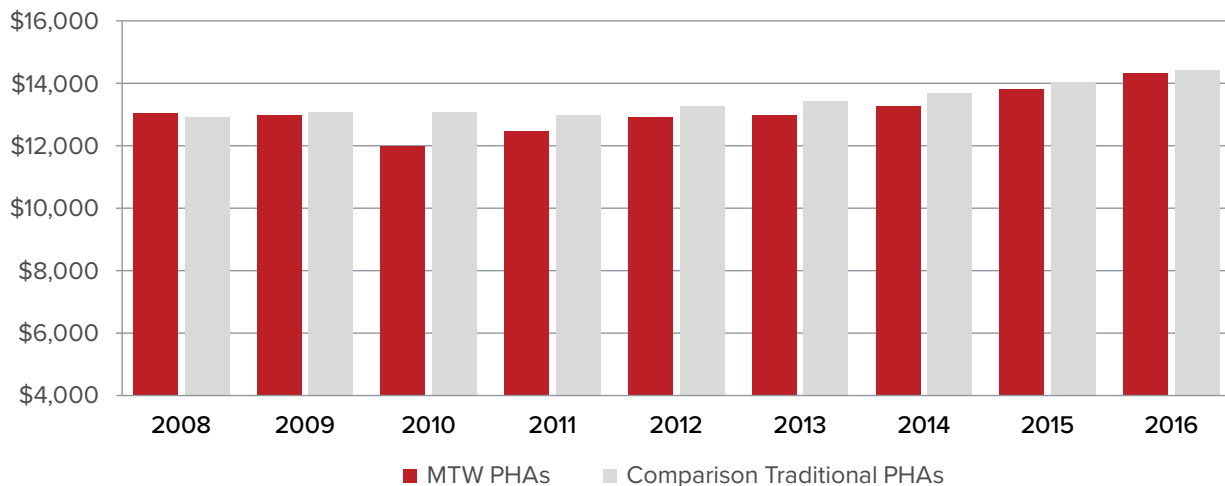
MTW = Moving to Work. PHA = public housing agency.

Notes: MTW agencies: N=39. Traditional PHAs: N=779. Income is total household income.

Source: Urban Institute analysis of HUD Public and Indian Housing Information Center data

A Picture of Moving to Work Agencies' Housing Assistance

Median rent burden for households served by both the MTW agencies and comparison traditional PHAs was about 29 percent between 2008 and 2016. A larger share of MTW-assisted households had rent burdens between 27 and 29 percent during this period, while a larger share of households served by comparison traditional PHAs had slightly higher rent burdens between 30 and 32 percent.

HUD calculates income limits annually that determine eligibility for assisted housing programs, based on median family income estimates and fair market rent definitions for metropolitan areas and at the county level for non-metropolitan areas. HUD's PIH (Office of Public and Indian Housing) Information Center (PIC) data indicate whether each assisted family's income meets local income limits of 30, 50, or 80 percent of area median income (AMI). In 2016, both MTW agencies and comparison traditional PHAs served mainly extremely low-income (ELI) households—defined as households with incomes at or below 30 percent of local AMI—with MTW agencies serving a slightly larger share of ELI households compared with comparison traditional PHAs (78 percent and 74 percent, respectively; see exhibit 19). The MTW and traditional PHAs served similar shares of very low-income households (30 to 50 percent of AMI), low-income households (up to 80 percent on AMI), and households with incomes above 80 percent of AMI.

Exhibit 19: Share of Assisted Households by Income Level for Moving to Work and Comparison Traditional Public Housing Agencies, 2016
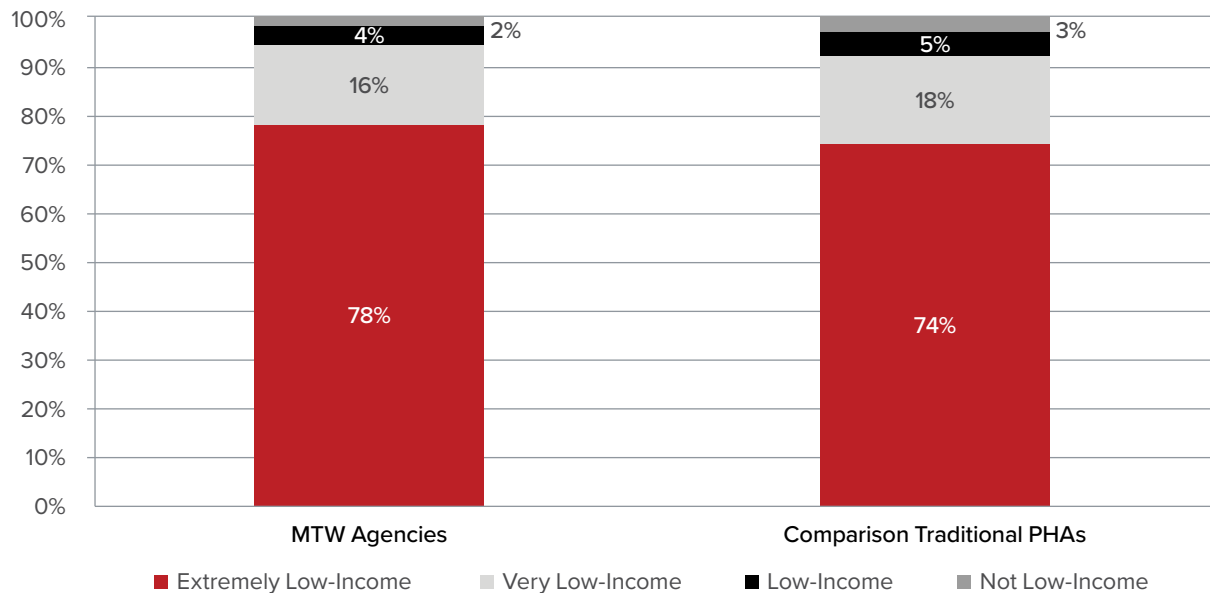
MTW = Moving to Work. PHA = public housing agency.

Notes: MTW agencies: N=39. Traditional PHAs: N=779. Data exclude households that exited assistance in 2016, as exiting households are missing income limits data. Income data reflect total household income. Income limits are based on Area Median Family Income estimates and Fair Market Rent area definitions at the metropolitan level, and the county level for non-metropolitan areas. Extremely Low Income = at or below 30 percent of Area Median Income (AMI) or the federal poverty threshold, whichever is greater; Very Low Income = 30 to 50 percent of AMI; Low income = 50 to 80 percent of AMI. Households with incomes above 80 percent of AMI are not considered to be low income. See www.huduser.gov/portal/datasets/il.html for more information on HUD income limits.

Source: Urban Institute analysis of HUD Public and Indian Housing Information Center data

Head of Household Race and Ethnicity

In 2016, approximately 80 percent of MTW agencies' household heads were Black, Hispanic/Latino, or Asian, with White household heads representing the remaining approximately 19 percent. For the comparison traditional PHAs, approximately 72 percent of all household heads were non-White (exhibit 20).

For both sets of PHAs, Black households represented the largest proportion of assisted households overall and in each program—although the racial and ethnic composition varied by assistance program (exhibit 21). Within MTW agencies, public housing residents are more likely to be Black

and less likely to be White compared with the populations of the TBV or PBV program participants. For the comparison traditional PHAs, TBV program participants are more likely to be Black compared with PBV and public housing residents. Public housing residents in traditional PHAs are more likely to be Hispanic/Latino than households served through other assistance programs or compared with MTW-assisted households.

Exhibit 20: Race and Ethnicity of Households Assisted by Moving to Work and Comparison Traditional Public Housing Agencies, 2016

MTW Agencies
N=39

Traditional PHAs
(>750 assisted households)
N=779 PHAs

■ White ■ Black ■ Asian ■ Hispanic ■ Other
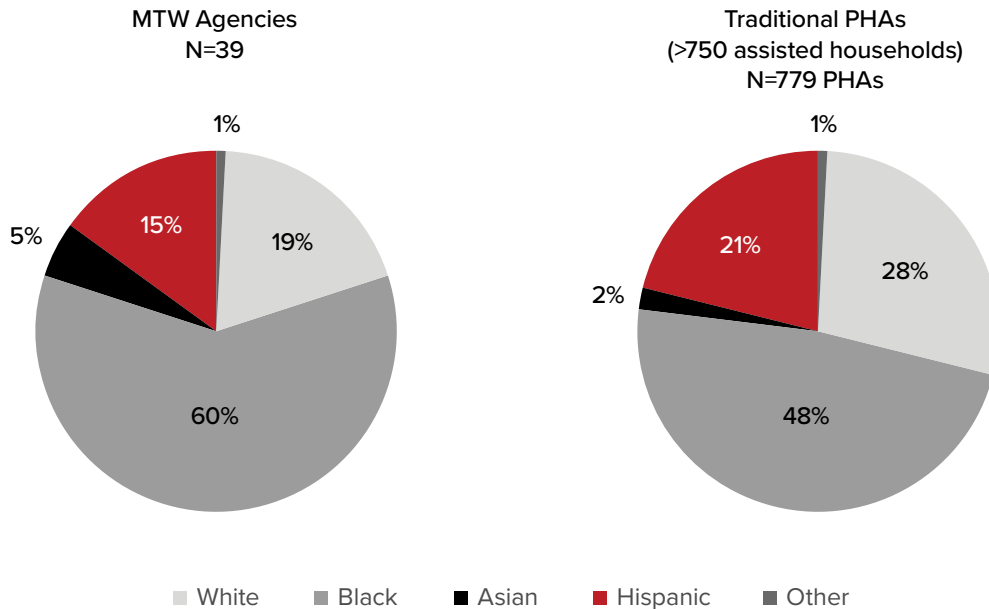
MTW = Moving to Work. PHA = public housing agency.

Notes: Race and ethnicity information corresponds to the head of the household. Households are identified in HUD Public and Indian Housing Information Center data as belonging to a single race category. White, Black, Asian, and other race categories are exclusive of Hispanic/Latino ethnicity. Hispanic/Latino household heads may be of any race.

Source: Urban Institute analysis of HUD Public and Indian Housing Information Center data

Exhibit 21: Race and Ethnicity by Program Type at Moving to Work and Comparison Traditional Public Housing Agencies, 2016
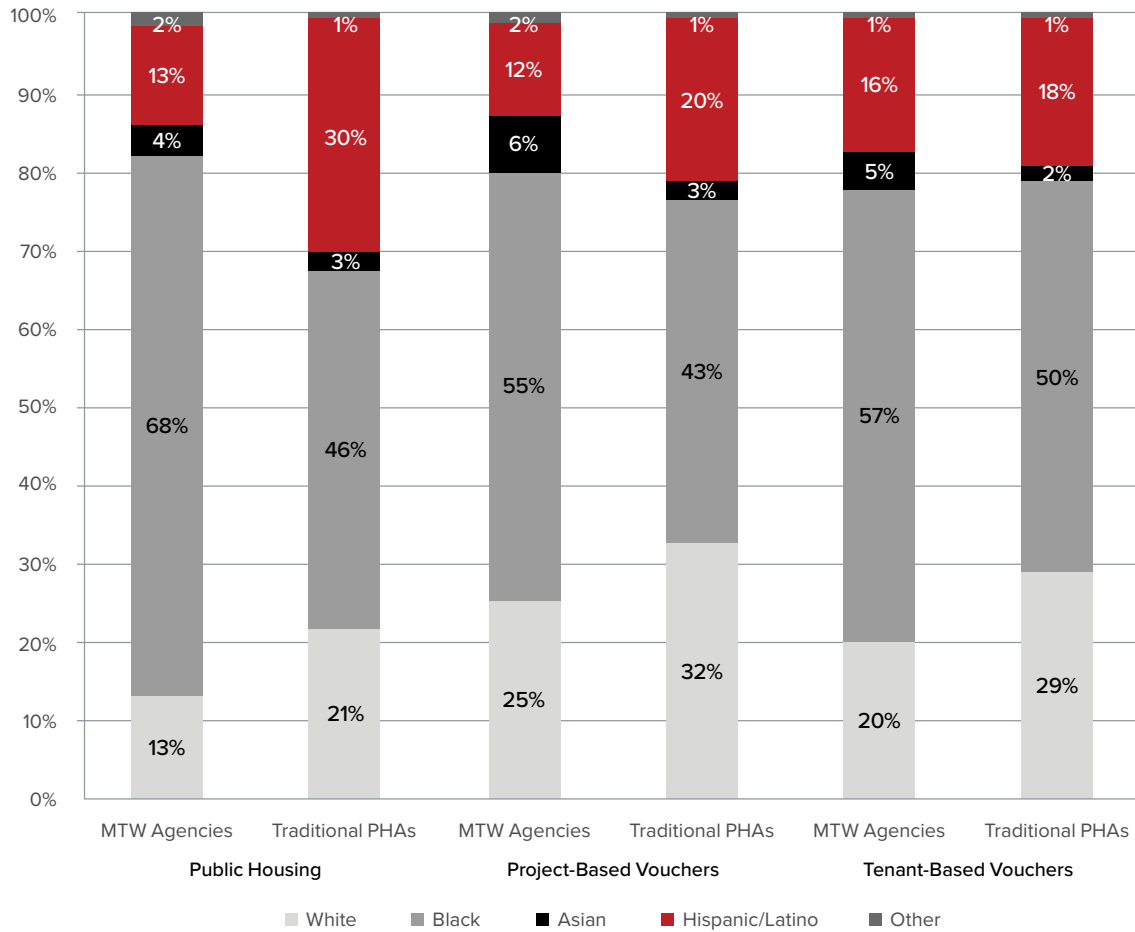
MTW = Moving to Work. PHA = public housing agency.

Notes: MTW agencies: N=39. Traditional PHAs: N=779. Race and ethnicity information corresponds to the head of the household. Households are identified in HUD Public and Indian Housing Information Center data as belonging to a single race category. White, Black, Asian, and other race categories are exclusive of Hispanic/Latino ethnicity. Hispanic/Latino household heads may be of any race.

Source: Urban Institute analysis of HUD Public and Indian Housing Information Center data

Access to Low-Poverty Neighborhoods

Previous research shows that neighborhoods influence wellbeing and long-term success (Chetty and Hendren, 2015; Turner and Gourevitch, 2017). To document the extent to which Moving to Work (MTW) assisted households access low-poverty neighborhoods, we looked at their census-tract locations in 2016 and calculated average tract-level poverty rates for all assisted households with 2011–2015 American Community Survey (ACS) data as a proxy for overall neighborhood quality.

In 2016, households assisted by MTW agencies lived in neighborhoods with an average poverty rate of 28 percent, which was nearly identical to the average for comparison traditional households' neighborhoods (see exhibit 22, first column). This is lower than the thresholds of 30 or 40 percent of residents living in poverty that the literature typically associates with neighborhood distress, but substantially higher than the 10-percent threshold typically considered to offer access to economic or educational opportunities (Galvez, 2010).

Average neighborhood poverty rates for MTW and traditional public housing agencies' households also were nearly identical for each housing assistance program (exhibit 22). Consistent with the literature on locations of PHA-assisted households (Devine et al.,

Exhibit 22: Average Poverty Rate of Census Tracts Containing Assisted Households by Program Type for Moving to Work and Comparison Traditional Public Housing Agencies, 2016
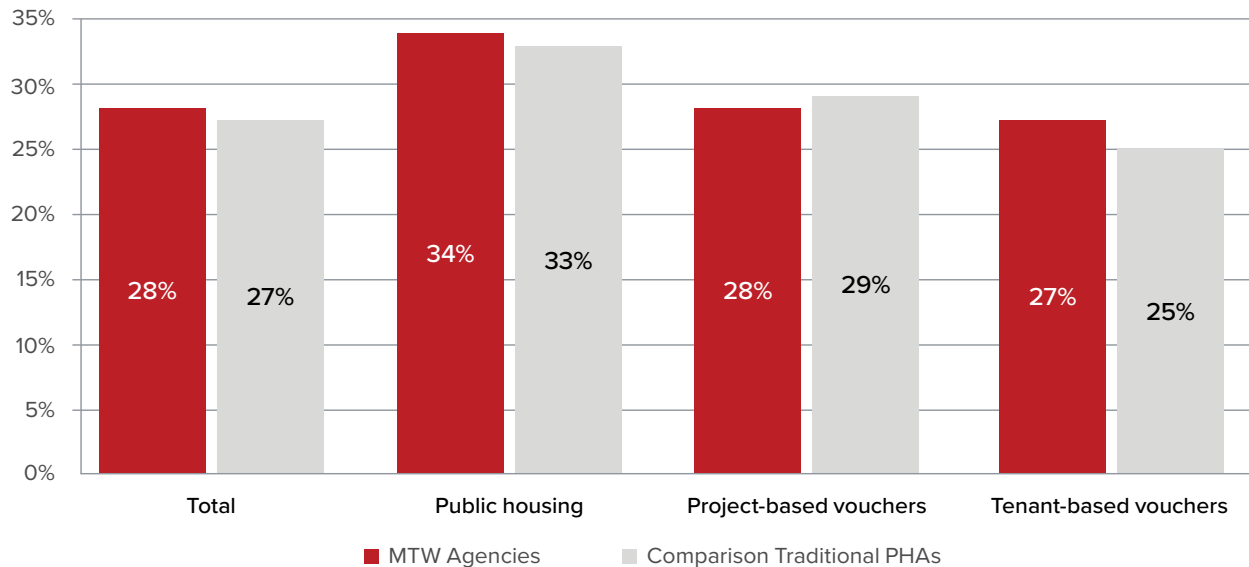
MTW = Moving to Work. PHA = public housing agency.

Notes: MTW Agencies: N=39. Traditional PHAs: N=779. Excludes households with missing geographic tract identifiers in HUD Public and Indian Housing Information Center data.

Sources: Urban Institute analysis of HUD Public and Indian Housing Information Center data; 2011–2015 American Community Survey, 5-year data

2003; McClure, Schwartz, and Taghavi, 2015; Pendall, 2000), public housing households lived in higher poverty neighborhoods compared with housing choice voucher (HCV) recipients (whether project-based vouchers or tenant-based vouchers). This was the case for both MTW agencies and the comparison traditional PHAs.

Nearly identical shares of households assisted by MTW and comparison traditional PHAs lived in low-poverty tracts in 2016, while a slightly higher share of MTW-assisted households lived in high-poverty census tracts. In 2016, only 15 percent of all MTW assisted households and 14 percent of comparison traditional agency assisted households lived in areas with census-tract poverty rates below 10 percent. Approximately 43 percent of all MTW households and 38 percent of households served by comparison traditional PHAs lived in areas with poverty rates above 30 percent. See exhibit 23 for the shares of MTW and comparison agency households living in low-, moderate-, and high-poverty census tracts.

Household Locations by Moving to Work Agency Characteristics

Among MTW-assisted households, residential locations varied based on city type, PHA size, and region of the country (exhibit 24). MTW agencies operating in central cities tend to have households located in census tracts with higher average poverty rates compared with other MTW agencies (average poverty rate of 30 percent compared to 23 percent). Large MTW agencies also tend to have households in census tracts with higher average poverty rates compared with smaller MTW agencies (average poverty rate of 29 percent for PHAs with 10,000 or more assisted households annually compared to 19 percent for PHAs with 1,250 or fewer households). MTW-assisted households in the Midwest experience the highest average neighborhood poverty rates (33 percent on average), while MTW households in the West experience the lowest (23 percent on average).

Exhibit 23: Share of Assisted Households by Census-Tract Poverty Level for Moving to Work and Comparison Traditional Public Housing Agencies, 2016

	MTW Agencies N=39	Comparison Traditional PHAs (>750 Households) N=739
Percent of households in low-poverty areas (<10%)	14%	15%
Percent of households in low-moderate poverty areas (10%–20%)	22%	24%
Percent of households in moderate-high poverty areas (21%–30%)	21%	23%
Percent of households in high-poverty areas (31%–40%)	19%	17%
Percent of households in extremely high-poverty areas (>40%)	24%	21%

MTW = Moving to Work. PHA = public housing agency.

Note: Excludes households that do not have geographic tract identifiers in the HUD Public and Indian Housing Information Center dataset.

Sources: Urban Institute analysis of HUD Public and Indian Housing Information Center data; 2011–2015 American Community Survey 5-year data

Exhibit 24: Average Poverty Rate of Census Tracts Containing Moving-to-Work-Assisted Households by Type of City, Size of Agency, and Region of Country, 2016
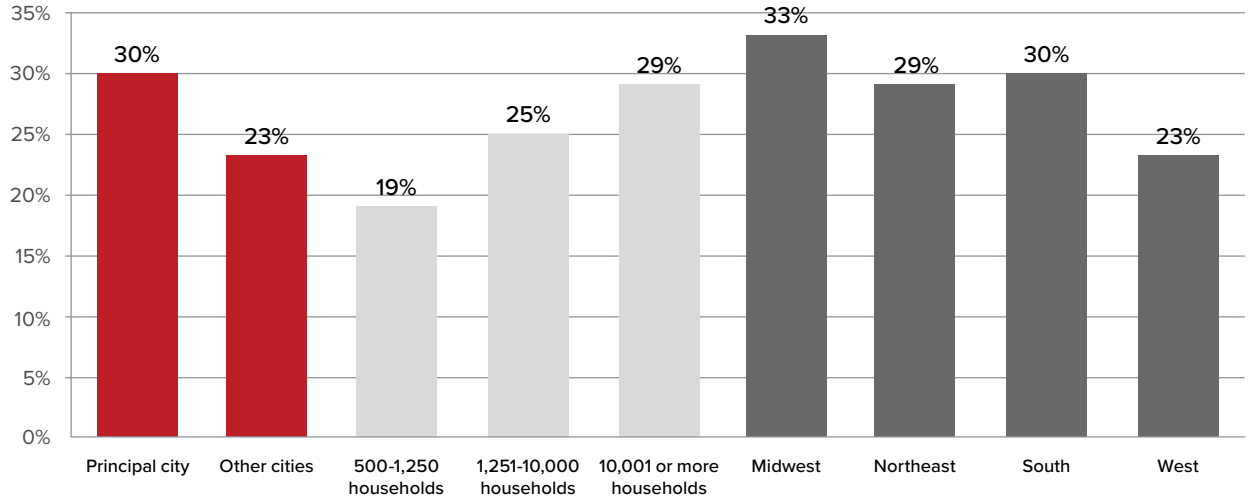
Notes: Principal city: N=24; Other cities: N=14. Size: 500–1,250 households: N=5; 1,251–10,000 households: N=19; 10,001 or more households: N=14. Regional designations are created by the U.S. Census Bureau. Regions: Midwest N=6; Northeast N=7; South N=11; West N=14. "Principal city" public housing agencies appear as the principal city in the Metropolitan Statistical Area name for 2015.

Sources: Urban Institute analysis of HUD Public and Indian Housing Information Center; 2011–2015 American Community Survey, 5-year data

Conclusion

This study provides a detailed descriptive analysis of restricted-use HUD administrative data for 2008 through 2016 to describe the housing assistance provided by the 39 public housing agencies (PHAs) with Moving to Work (MTW) designation as of 2016.

Considered together, findings show that MTW agencies are larger and more likely to be in dense urban areas than the typical traditional housing authority. When measures of MTW housing assistance are compared with those of a subset of comparably sized traditional PHAs, the MTW agencies provide a similar mix of housing assistance, serve similar populations, and have households located in areas with similar levels of poverty. Some characteristics, such as the share of single-adult households and the share of work-able households, have changed over time for both MTW and traditional PHAs. Some differences between MTW agencies and traditional PHAs do emerge in the data. MTW agencies provide more project-based housing choice voucher (HCV) assistance compared with traditional PHAs and appear to have added new households to their assistance portfolios between 2008 and 2016, whereas traditional PHAs did not. In addition, the comparison traditional PHAs served a larger proportion of White households compared with the MTW agencies. An accompanying online data feature provides MTW agency-level data for selected measures described in this report.

This study documents trends using HUD administrative data and does not examine how MTW agencies use their MTW flexibilities or the extent to which their activities meet the MTW program's housing choice, self-sufficiency, or cost-effectiveness goals. Five additional MTW retrospective evaluation studies examine MTW agencies' activities and outcomes in more detail (exhibit 2).

Appendix A

This appendix describes the data sources used to create this report and the accompanying online feature and summarizes the methods deployed to clean and analyze the data.

Data Sources

We primarily use restricted-use Public and Indian Housing (PIH) Information Center (PIC) data provided by HUD for the Moving to Work (MTW) retrospective evaluation, supplemented with additional HUD data for local, non-traditional (LNT) units and U.S. Census Bureau data.

Public and Indian Housing Information Center Data

Annual extracts of PIC data were provided in 2018 by HUD for the years 1995 through 2016. The poor data quality for years prior to 2008, however, led us to restrict our analyses to 2008 through 2016, when coverage and quality improved substantially.

PIC data are reported to HUD by individual PHA staff through HUD's "Family Report" Form 50058 or, for MTW agencies, Form 50058-MTW.[7] With some exceptions, traditional PHAs are expected to provide Form 50058 information for every household served on an annual basis from the point a household enters an assisted housing program to the point they exit—typically through annual income recertifications, but also periodically if households experience changes in household composition, housing unit/program, or income. A total of 15 different action codes available in the PIC 50058 data identify the specific reason for

data entry, such as annual recertification, change in household composition, or end of participation. MTW agencies may use their MTW flexibility to update records on some or all their assisted households less frequently (for example, conducting inspections and income recertifications biennially or up to every 3 years).

The PIC data extracts used for this study identify the PHA that provided housing assistance to each household, whether the household lived in public housing or received a Housing Choice Voucher (HCV), the specific type of HCV assistance received (project-based, tenant-based, homeownership, certificates, or mod-rehab), relevant dates of each action and other program milestones (for example, program admission date, exit date, dates of unit inspection), head of household demographics (age, race and ethnicity, income, and marital status of householders, disability status), income information for the households (monthly contributions toward rent, income, sources of income), and the household's census tract, and county and state Federal Information Processing Standards (FIPS) codes. The PIC extracts provided by HUD for the MTW evaluation do not reliably identify Special Purpose Vouchers (SPVs) for MTW agencies, which may be either tenant- or project-based HCVs. Households receiving SPVs are included in HCV program counts but are not described separately in this study.

Public and Indian Housing Information Center Data Quality

Data coverage and reporting. Prior to 2007, 50058 data were not consistently reported or captured in PIC for MTW agencies. Data quality improved in 2008 when all MTW agencies began using the newly implemented MTW version of Form 50058.

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[7]   See HUD's 50058 information center webpage for 50058 Family Report forms and reporting guidance: www.hud.gov/program_offices/public_indian_housing/systems/pic/50058. See Moving to Work Question and Answer Document for information on MTW agency reporting, www.hud.gov/sites/documents/MTW-QA-FORM50058.PDF.

Data quality and missing data. In any given year, records may be missing for households assisted by both MTW agencies and traditional PHAs. Most of the fields in the PIC data for our study period (2008 to 2016) are missing less than 1 percent of household data. Notable exceptions include the geographic identifiers provided for each household and information related to household income limits. In 2016, about 5 percent of households (172,589 households) were missing tract or county information altogether in any given year. An additional 3 percent of households (87,896 households) did not directly match U.S. Census Bureau census-tract codes and thus could not be matched to American Community Survey (ACS) data to identify the census-tract poverty rate.

An exception regarding potentially missing or incomplete data is for 2012, particularly for MTW households' gender and disability status. In 2012, MTW agencies are missing this information for between 5 and 8 percent of all households. In general, 2011 through 2013 data also show dips in total assisted households for many MTW and traditional PHAs, with a return to pre-2012 levels in 2014. Several HUD staff suggested this may be related to the effects of sequestration in those years, but underreporting is also possible. We do not exclude this period or interpolate missing data, and changes in assistance for the 2011-through-2013 period should be interpreted with caution.

One measure of data coverage is provided by the publicly available Picture of Subsidized Households (Picture) data—which is based on data from PIC and HUD's Tenant Rental Assistance Certification System (TRACS) data[8]—and includes a "reporting rate" measure that captures the percent of total households assisted that are included in any given annual data extract. Overall, the Picture reporting rate shows that between 97 and 99 percent of all assisted households were reported in Picture data during each year of our study period. MTW agencies tend to have lower reporting rates (between 86 and 90 percent annually) compared with traditional PHAs during our study period. Households may be omitted from PIC because of incomplete or inaccurate data entry or submission by PHAs, or possibly during data processing at HUD. Minor variations year to year must be interpreted with caution. As noted, in some cases, MTW agencies are not required to report on every household each year (for example, if they do bi- or triennial recertification), which may explain the relative underreporting in Picture annual data.

Local, Non-Traditional Data

Households in LNT housing units are not reported through MTW Form 50058. MTW agencies describe their LNT program efforts in MTW Annual Reports and directly to HUD's MTW office. HUD provided total counts of LNT units by MTW agency in March 2018, for 2000 through 2016. No unit- or tenant-level information is available describing the specific type of assistance provided, the households assisted through LNT housing, or their locations. HUD indicated that 2019 updates to the agency-level LNT counts include slight corrections for a small number of MTW agencies; these corrections are not included in this report.

U.S. Census Bureau American Community Survey Data

U.S. Census Bureau American Community Survey (ACS) data on census-tract level poverty rates, population density, median rents, rental housing stock, vacancy rates, and racial composition of residents were retrieved from the National Historical Geographic

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8   PIC contains data about households assisted through public housing and the HCV program; TRACS contains information on households assisted through HUD's Multifamily programs, such as the Section 202 Supportive Housing for the Elderly.

A Picture of Moving to Work Agencies' Housing Assistance

Information System (NHGIS) at the census tract level for the years 2011–2015 (ACS 5-year estimates).

Data Cleaning and Linking

The PIC data for 1995 through 2016 were provided by HUD in 32 annual extracts with information from 3,936 PHAs, including the 39 that signed an MTW contract with HUD and were still in the MTW program in 2016 (extracts of data prior to 2008 included MTW and traditional PHAs together; after 2008, extracts were split by agency designation). The separate files were appended to create a single household-level file for analysis, with a single record for each household in each year the household was assisted by a PHA. In total, the dataset contains information on 11,145,205 unique households across 21 years, representing 29,918,014 individuals. For 2016, the PIC data include 584,947 unique households assisted by MTW agencies (1,256,296 individuals) and 3,334,135 households assisted by traditional PHAs (6,991,320 individuals total).

Cleaning Public and Indian Housing Information Center Data

Identifying unique households and eliminating duplicate records. To gain an accurate total household count for each year, we trim the PIC data so that each household is counted only once in each year. PHAs may enter multiple records in PIC for a single household within a year if the household requires multiple PHA "actions." For example, PHAs may enter data into PIC if a household's income changes, they move or change assistance programs or their household composition changes. A total of 15 different PHA "action codes" are included in HUD data to identify household data updates (50058 field 2a). Occasionally, the PIC annual research extracts provided by HUD contained multiple records for the same household ID within

the same PHA, with different action codes. In these circumstances, we count the record and household information associated with the earliest action date for the household, to ensure we count each assisted household only once within a PHA in any given year. Multiple records for a household are rare and account for less than 1 percent of the data.

Assigning ported households to PHAs. Households may be recorded as receiving assistance from two PHAs in the same year. Most commonly, this occurs because households port out of one PHA's jurisdiction and into another and are reported to HUD by two PHAs. Where port codes were recorded, we assigned the household to the PHA that received the ported household. In a small number of cases where action codes did not explicitly indicate that the households with duplicate records ported to a different PHA, we coded the earlier action as an exit from the initial PHA and the later recorded action as an entry to a receiving PHA—with the households assigned to the new PHA for the calendar year. This results in a small number (less than 10 percent) of households from both MTW and traditional PHAs that may be counted twice in a single calendar year because they were served by more than one PHA.

Identifying net new admissions. We use the PIC action codes to determine if a household newly entered or exited housing assistance within a certain PHA. We consider a household as having entered PHA assistance in a year if they have an action code that denotes a new admission (action code 1), a portability move-in (action code 4), or (in cases where no entry code exists for a household) a historical readjustment (action code 14). In cases where the household's first appearance in the dataset does not have an action code associated with an entry, we consider that household to be newly assisted in that year.

We consider a household as having exited a PHA's assistance if they have an action code that denotes an end of participation (action code 6), a portability move-out of a PHA (action code 5), or an expiration of a voucher (action code 11). In cases where the household does not appear in our dataset for two or more consecutive years but does not have a record associated with an exit from assistance, we classify them as having left assistance. We do not present findings for 2016 because data necessary to assign missing exit dates are unavailable. HUD staff noted that a small number of MTW agencies may conduct recertifications every 3 years for some portion of their assisted households (for example, elderly or disabled participants with fixed incomes). If so, some portion of these MTW households may be inaccurately considered exited from assistance if they did not receive recertification within a 2-year period. This would result in an undercount of MTW households.

Linking Local, Non-Traditional and Census Data

We linked the LNT data to the PIC dataset using the PHA-level identifier. No household-level information is available for these households.

We downloaded publicly available 2011–2015 American Community Survey 5-year data and linked to MTW and traditional household records using the tract, county, and state geographic identifiers in the PIC datasets.

Data Analysis

We use HUD administrative data and U.S. Census Bureau data to describe the MTW agencies and traditional PHAs and their jurisdictions. For information included in the report and online feature (for example, total assisted households, number of households with a disabled head of household), we summarize or aggregate data reported in the PIC dataset.

Public Housing Agency Jurisdictions

HUD administrative data does not identify PHA jurisdictions. To determine the population density, poverty rate, median rent, share of rental housing, and vacancy rate for PHA jurisdictions, we use PIC geocodes to identify the county the PHA serves. In cases where PHAs operate in more than one county, we show characteristics for the county where the largest share of the PHA's assisted households lived in 2016. We use U.S. Census region designations. We define any PHA located in the named principal city in a Metropolitan Statistical Area (MSA) for 2015 as an urban/central city PHA.

Comparison Traditional Public Housing Agencies

MTW agencies appear to have more in common with the roughly 800 traditional PHAs that assisted 750 or more households in 2016 than with smaller traditional PHAs (see exhibit 5 for comparisons between MTW agencies and traditional PHAs that assist more than 750 households). We limit the traditional PHA comparison group to those PHAs that had more than 750 combined public housing and HCV households in any given year in the 8-year study period. For example, a PHA that served 750 households in 2010 but not in 2009 is included in counts and analyses for 2010 but excluded from analyses for 2009. For the most part, the comparison PHA group is constant over time.

Total Assisted Households

To calculate the number of assisted households by each PHA in each year, we summed all unique households in the dataset for each year. For MTW agencies, we present

the total number of households assisted by an MTW agency between 2008 and 2016 inclusive. MTW agencies are added to the MTW sample and removed from the traditional PHA sample in the calendar year after they executed an MTW agreement.

Housing Assistance Program Participation

We identify assisted households in each of the three primary assistance types—public housing, tenant-based HCVs, and project-based HCVs. We cannot identify households assisted through special purpose vouchers (for example, Family Unification Program or HUD-Veteran Affairs Supportive Housing).

PIC data indicate whether a household was served through public housing, project-based vouchers (PBVs), tenant-based vouchers (TBVs), Section 8 rental certificates, homeownership vouchers, or the moderate rehabilitation program. The specific type of program assistance is documented in PIC differently for MTW and traditional PHAs: MTW PIC data extracts include a single variable indicating the type of program assistance the household received (MTW Form 50058 field 1c); traditional PHA data include a variable identifying whether households received a voucher of any type or lived in a public housing unit, with a separate sub-code for the type of voucher each voucher-assisted household received (Form 50058 section 11 and section 12). We created a single program identification variable that reconciles the different reporting. For program-level counts, we classify Section 8 rental certificates as TBV assistance and the moderate rehabilitation program as PBVs.[9]

Household Composition and Demographic Characteristics

We describe assisted household composition, characteristics of the household head, and select household members' characteristics for each year between 2008 and 2016 for all MTW agencies and the comparison traditional PHAs, and for the three main assistance programs (public housing, TBVs, and PBVs).

As shown in exhibit A1, information on household demographic characteristics comes from 50058 data fields. In some cases, we report information as it appears in the PIC dataset. In other cases, we manipulate the data to produce measures not included in the PIC dataset. For simplicity, we refer mainly to the MTW 50058 fields in exhibit A1 and the detailed descriptions below. The MTW fields may differ from the traditional PHA version of Form 50058 in some cases.

Household Composition. We classify households as (1) single adult households (age 18 and over), (2) households with two or more adults 18 and over without children, and (3) households with children under 18. Composition is calculated based on the number of members in the household and their ages, through a combination of two variables provided by HUD in the PIC data that identify (1) the number of people in a household and (2) individual household members' ages.

To determine if household members are youth under 18 or adults, we use text analysis to parse the PIC data "other members" variable (MTW Form 50058 field 3f), which provides age by household member type (for example, youth, adult, elderly) for all non-head of household members residing in a unit. We create unique binary variables to identify whether households have any

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[9]   Per HUD's website, the "moderate rehabilitation program provides project-based rental assistance for low income families" (see https://www.hud.gov/hudprograms/sro). The Section 8 Rental Certificate program provides Section 8 certificates to PHAs, who use these funds to pay landlords the difference between a share of the household's adjusted income and the rent of a unit (https://www.hud.gov/programdescription/cert8).

children residing in the unit in each year and the age range of the children (ages 0–5 and 6–18). The indicator variables can be used to calculate the total number of households with children in MTW or traditional PHAs, by program, for every year of our study period.

Disabled head of household. We calculate the share of households at MTW and traditional PHAs headed by an individual who has a disability. Disability status comes from the MTW Form 50058 field 3j and from the head of household table (MTW 50058 field 3a=01, head of household).

Single-parent households. We calculate the share of single-parent households using MTW Form 50058 field 3h, which identifies household member relationships. We define single parents as household heads with a non-married marital status and youth in their household.

Head of Household Characteristics

We describe the trends in gender, age, race, and ethnicity of household heads over time for MTW and traditional households using the corresponding 50058 fields.

Age and gender. We describe head-of-household age as they are reported in the PIC dataset. Form 50058 classifies heads of household as male or female.

Race and Hispanic/Latino ethnicity. The PIC dataset has five racial categories and includes Hispanic or Latino ethnicity separately from race. We report four non-Hispanic race categories for household heads (White, non-Hispanic/Latino; Black, non-Hispanic/Latino; Asian, non-Hispanic/Latino; and "other race," non-Hispanic/Latino). The "other race" combines Native Hawaiian/Pacific Islander and American Indian/Alaska Native. We create a combined race and ethnicity measure, identifying Hispanics/Latinos of any race.

Household Income, Work-Able Status, and Rent Burden

This study identifies the share of work-able households, average annual total income, total household income relative to the area median income, and the median rent burden for households over time.

Work-able households. We define work-able households as those with an adult head of household who is under 62 years old on the date of the recertification and who does not have a disability.

Annual total household income. The PIC data contains a variable reporting total household income on an annual basis. The total income is calculated on Form 50058 (MTW field 19i and standard MTW form 7i). We re-code households with negative income reported in PIC to have zero income, as per HUD guidance that any negative income entry indicates a reporting error in the PIC dataset.

Household income relative to the income limits. The PIC dataset includes a variable with the extremely low-income (L30), very low-income (L50), and low-income limits (L80) for each household.[10] We identify the number and share of all households whose total income is below each income limit. Approximately 10 percent of income-limit data is partially missing for MTW agency households in any given year. Most of the households with missing income limit data are households that exited within the year (indicated by "end of participation" action codes). When a household exits in a year, their address data often is not entered, and so the geocoding mechanisms needed to link the household to the income limits information cannot be executed. To correct for missing data, we exclude households with end of participation action codes for the

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[10]   See Brandly (2019) for details on the definition of extremely low-income. In 2014, HUD changed the definition of extremely low-income to be below 30 percent of the area median income (AMI) or below the federal poverty threshold, whichever is greater. PIC data have an indicator for households with incomes below 30 percent of AMI (L30) for each year in our study, so we used the L30 measure to identify extremely low-income households.

analysis of income limits. As a robustness check, we also ran the income limits analysis using interpolated income limits data from 2015 for households with missing data and got similar results.

Rent burden. We calculate each household's rent burden as their total annual contribution toward rent divided by their total annual income. For MTW agencies, the family contribution toward rent variable is constructed by HUD and includes the family's contribution toward utilities when applicable. This variable is not included in the standard PIC data and was provided by HUD for the purposes of this study. To calculate the annual family contribution toward rent for traditional PHAs, we multiply the monthly contribution toward rent as reported in PIC by 12 and divide this by the total annual household income in PIC.

Neighborhood Quality for Assisted Households

We use the 2011–2015 ACS census-tract level poverty rates as a proxy for overall neighborhood quality. While poverty level does not capture the full extent to which a neighborhood may expose residents to crime, environmental hazards, high-quality amenities, or economic or educational opportunities, it remains a widely used proxy for understanding neighborhood quality and subsidized housing locations (see Talen and Koschinsky, 2014; Owens, 2014). We calculate the average poverty rate for MTW and traditional assisted households based on their census-tract locations.

Exhibit A1: Form 50058-Moving to Work Family Report Fields Used in Analysis

Measures	MTW 50058 Fields	Calculation
Household size	3t. Total number of people in the household	—
Household composition	3t. Total number of people in the household 3t. Household members age	Individual households: total number of people = 1 Adult households with no children: Total number of people >1; no members under age 18 Households with children: Total number of people >1; 1 or more members below age 18
Number of children in a household	3f. Age of household members	Total number of household members below age 18
Single-parent households	3h. Relation of household member	HUD generated a "marital status" variable that identifies whether there is a marital relation
Disabled household head	3j. Disability (Y/N)	The disability status of the head of household
Age of household head	3f. Age on effective date of action	—
Elderly household heads	3f. Age on effective date of action	Head of household is greater than or equal to 62 years old
Female-headed households	3g. Sex	Sex of household head is female
Head of household race/ethnicity	3k. Head of Household Race	Race is Black/African American, White, Asian, American Indian/Alaskan Native, or Hawaiian/Other Pacific Islander and ethnicity not Hispanic/Latino
	3m. Head of Household Ethnicity	Ethnicity is Hispanic or Latino (any race)
Work-able households	3j. Disability (Y/N) 3f. Age on effective date of action	Household heads who do not have a disability and are 18 to 61 years old
Annual income	19i. Total annual income	—
Household income limit	Line 4d.	Household income (8y) is below the income limit (4d)
Households with wage income	19b. Income code	Households with a wage income code (code B, F, HA, M, or W in 50058 Form)
Rent Burden	Total Tenant contribution 19a-f. Income 22h. The PHA's utility allowance for the unit	HUD-created total household contribution toward rent divided by household total annual income

MTW = Moving to Work. PHA = public housing agency.

Note: Codes are from the MTW Form 50058 and in some cases may differ from those used in the standard 50058 Form.

A Picture of Moving to Work Agencies' Housing Assistance

Appendix B: References

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