

Using Federal Data Sources for Housing Advocacy

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Data collected and disseminated by the U.S. federal government are critical to understanding the quantity and quality of our nation's housing stock and how well it meets our citizens' housing needs. Housing advocates have long used federal data, and their visual presentation, to influence policy at the national, state, and local levels. Data from the American Community Survey (ACS) and American Housing Survey (AHS), for example, allow us to quantify the critical housing shortage for extremely low income renters; while HUD's *A Picture of Subsidized Housing* gives us a look at the quantity and geographic distribution of subsidized housing for these households.

The following section provides a brief overview of federal data sources for housing advocacy. Members of Congress often threaten to cut financial resources for data collection and dissemination, making it imperative that advocates and organizations support, promote, and protect these programs. The Census Project for example is a network of organizations that fight against significant budget cuts to the planning of the 2020 U.S. Decennial Census and the implementation of the American Community Survey (ACS).

HOUSING NEED, SUPPLY, AND QUALITY

American Community Survey (ACS)

<https://www.census.gov/programs-surveys/acs/>
<http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>

The ACS is a nationwide mandatory survey of approximately 3.5 million housing units annually, conducted by the U.S. Census Bureau. The survey is distributed on a rolling basis, with approximately 295,000 housing units surveyed each month.

The annual data provide timely information on the demographic, social, economic, and housing characteristics of the nation, each state, the District

of Columbia, and other jurisdictions with at least 65,000 residents.

The sample size from one year of ACS data is not large enough to draw annual estimates for smaller populations. Therefore, multiple years of ACS data are combined to obtain accurate estimates for smaller areas. The Census Bureau releases five-year ACS data that provides a five-year moving average for all communities, down to census tracts. The annual data is more timely than the five-year data and available for large populations, while the five-year data is more reliable (because it is a larger sample) and available for communities across the country. ACS data are often used by federal agencies to determine how money is distributed across the country.

The ACS provides housing advocates with important information. The ACS for example captures data on housing costs and household income, allowing us to calculate the prevalence of housing cost burdens across communities. The data also allow us to measure the shortage (or surplus) of housing for various income groups. Other important variables in the ACS include race, household type, and employment.

The U.S. House of Representatives has voted in recent years to make participation in the ACS voluntary rather than mandatory of U.S. citizens by prohibiting enforcement. Research from the Census Bureau shows that a voluntary ACS would lower response rates by as much as twenty percentage points¹, forcing the Bureau to send surveys to a larger number of households and spend more time following up with them in-person and by telephone to encourage participation. These additional steps would add to the Bureau's expenses. If the ACS became voluntary and the Bureau did not take these additional steps, the survey's sample size would decline, resulting in less accurate data, especially for small communities and hard-to-reach populations.

1 Williams, Jennifer D. (2013.) *The American Community Survey: Development, Implementation, and Issues for Congress*. Washington, DC: Congressional Research Service.

Comprehensive Housing Affordability Strategy (CHAS) Data

<https://www.huduser.gov/portal/datasets/cp.html>

The U.S. Census Bureau provides HUD with custom tabulations of ACS data which allow users to gain a better understanding of the housing problems among households of different income levels. The CHAS data are primarily used by CDBG-entitled communities in their HUD-required Consolidated Plan, and can also be a useful tool for housing advocates in measuring the housing need in their community. The CHAS data use HUD-defined income limits to categorize households as extremely low, very low, low, and moderate income. It also counts the number of housing units affordable to each of these income groups. Therefore, the data provide a count of households at different income levels and the number of housing units affordable to them at the national, state, and local levels. The data also provide important information on cost burdens, overcrowding, and inadequate kitchen and plumbing by income level. The data can also be broken down by race, elderly/non-elderly status, household size, and disability status.

The most recent CHAS data are from the five-yr 2009-2013 ACS. HUD provides a web-based [table generator](#) that makes commonly used CHAS data readily available, particularly housing cost burdens. More advanced users can download the [CHAS raw data](#) for more detailed analyses.

HUD Point-in-Time (PIT) Count and Housing Inventory Count (HIC)

www.hudexchange.info/resource/3031/pit-and-hic-data-since-2007

<https://www.hudexchange.info/programs/hdx/guides/ahar/#reports>

HUD's Point-in-Time count is the primary tool for measuring the extent of homelessness in the nation. Continuums of Care (CoC) that provide housing and services to the homeless population must conduct a count each January of sheltered homeless persons in emergency shelter, transitional housing, and Safe Havens. A separate count is conducted every other January (every two years) of unsheltered homeless persons whose primary nighttime residence is not ordinarily used as a regular place to sleep, such as a car, park, abandoned building, or bus or train station. While

not required, HUD encourages CoCs to conduct an annual count of unsheltered homeless persons. The PIT count is a labor-intensive task coordinated at the local level. The end result is a point-in-time estimate of the number of homeless in the U.S. and among specific subpopulations, such as individuals, families with children, veterans, and the chronically homeless. These estimates are published in HUD's [Annual Homeless Assessment Report \(AHAR\) to Congress](#).

The HIC is an inventory of beds available for the homeless population by program, including emergency shelter, supportive housing, and rapid rehousing.

American Housing Survey (AHS)

<http://www.census.gov/programs-surveys/ahs.html>
www.huduser.gov/portal/datasets/ahs.html

The national AHS is a longitudinal survey of housing units. It is funded and directed by HUD and conducted by the U.S. Census Bureau every odd numbered year. The AHS is unique in that it follows the same housing units over time. The survey includes questions about the physical characteristics and quality of housing units, as well as their occupants, so users can identify how the price, quality, and occupants of units change over time. The same sample of housing units were followed from 1985 to 2013, with changes to the sample to account for new construction, demolitions, and conversions.

A new national sample of housing units was drawn for the 2015 AHS. The core national sample represents the nation plus its 15 largest metropolitan areas. For the first time, HUD-assisted units are identified through administrative data and oversampled, so comparisons between subsidized and unsubsidized housing will be more reliable than in the past. Supplemental samples in the 2015 AHS provide data for 10 additional metropolitan areas. Future metropolitan supplemental samples are contingent on HUD's budget. The 2015 AHS also included supplemental questions on food security, healthy homes, housing counseling, and neighborhood arts & culture. Supplemental questions typically change from survey-year to survey-year.

The 2013 AHS included supplemental questions on public transportation, emergency and disaster preparedness, community involvement,

neighborhood characteristics, and doubled-up households.

The AHS is the data source for HUD's Worst Case Housing Needs Report provided to Congress every two years. This report identifies the number of very low income households in the U.S. who either spend more than half of their income on housing or live in physically inadequate housing. HUD provides data from these reports, dating back to 2001, in its [Housing Affordability Data System](#). The AHS sample is not large enough to calculate estimates for specific states or smaller areas other than metropolitan areas for which HUD includes a supplemental sample.

Fair Market Rents

<https://www.huduser.gov/portal/datasets/fmr.html>

Fair Market Rents (FMRs) are published by HUD each year for every metropolitan area and nonmetropolitan county in the U.S. FMRs represent the estimated cost of a modest apartment for a household planning to move. They are used to determine payment standards for Housing Choice Vouchers (HCVs), initial renewal rents for some project-based Section 8 contracts, and initial rents in the Moderate Rehabilitation Single Room Occupancy program. FMRs also serve as rent ceilings for the HOME Investments Partnership program.

In most metropolitan areas and nonmetropolitan counties, FMRs are set at the 40th percentile of gross rent, which is the top end of the price range that movers could expect to pay for the cheapest 40% of apartments. In select metropolitan areas where voucher holders are concentrated in certain neighborhoods, FMRs are set at the 50th percentile for a three-year time period. FMRs are the maximum rent that a HCV will cover, so the 50th percentile FMRs are intended to expand the range of housing opportunities available to voucher households, enabling them to deconcentrate out of low opportunity areas. In FY17, there are 17 50th percentile FMR areas. Some research suggests that 50th percentile FMRs may not be the most effective approach to deconcentrate voucher holders. As a result, HUD is replacing them with Small Area FMRs.

HUD published a final rule on November 16, 2016 requiring local public housing agencies in 24 metropolitan areas to use Small Area FMRs to set

HCV payment standards. Small area FMRs reflect rents for U.S. Postal ZIP Codes, while traditional FMRs reflect a single rent standard for an entire metropolitan region. The intent of Small Area FMRs is to provide voucher payment standards that are better aligned with neighborhood-scale rental markets, resulting in relatively higher subsidies in higher opportunity neighborhoods with more expensive rents and lower subsidies in neighborhoods with lower rents. Small Area FMRs are expected to help households use vouchers in higher opportunity neighborhoods. HUD estimates Small Area FMRs for all metropolitan areas. Outside of the 24 metropolitan areas where Small Area FMRs are required, PHAs have to option to use them for their HCV program.

Affirmatively Furthering Fair Housing Data and Mapping Tool (AFFH-T)

<http://egis.hud.gov/affht/>

HUD's Affirmatively Furthering Fair Housing (AFFH) rule requires CDBG-entitled communities to conduct an Assessment of Fair Housing (AFH) as part of their five-year Consolidated Plan. The rule's intention is to encourage communities to plan for providing residents greater residential choice and access to high opportunity areas, such as those in close proximity to good schools and employment. HUD's AFFH Data and Mapping Tool (AFFH-T) provides some of the data HUD requires communities to include in their AFH. The AFFH-T provides maps and tables that provide census tract-level demographics, combined with job proximity, school proficiency, environmental health, poverty, transit, and housing burdens. The map data also include the location of publicly supported housing and Housing Choice Vouchers. A [User Guide](#) with instructions for using the AFFH-T is also available.

U.S. Decennial Census

<http://www.census.gov/programs-surveys/decennial-census/about.html>

The Decennial Census asks U.S. citizens a limited number of questions, but serves an important Constitutional and governmental function. Article 1, Section 2 of the U.S. Constitution mandates a full count of American residents every ten years, which is used to apportion seats in the U.S. House of Representatives among the states. The Census Bureau distributes a questionnaire to every U.S. household and group quarters, requesting basic

demographic information, such as age, sex, and race. The count is also used to help determine the distribution of billions of dollars in Federal money for infrastructure and other services.

President Obama's proposed FY17 budget included \$778.3 million for the Census Bureau's preparation work for the 2020 Decennial Census. The Census Bureau argues that adequate pre-planning will result in a more user-friendly Census conducted at lower (inflation-adjusted) cost than previous Decennial Censuses. These improvements include re-engineered address canvassing, improvements in outreach and support to hard-to-count and historically-undercounted populations, and an option for citizens to complete the Decennial Census on-line.

PUBLICLY-ASSISTED HOUSING

A Picture of Subsidized Households

<https://www.huduser.gov/portal/datasets/picture/yearlydata.html>

HUD's A Picture of Subsidized Households provides data on the location and occupants of HUD's federally subsidized housing stock. The programs represented in the dataset are Public Housing, Housing Choice Vouchers, Project Based Section 8, Section 236, Section 202, and Section 811. This dataset allows users to examine the income, age, household type, and racial distribution of occupants in subsidized housing at the national, state, metropolitan area, city, and project level. The data also include the poverty rate and percentage of minorities in census tracts of subsidized developments to examine the extent to which subsidized housing is concentrated in high poverty or high minority neighborhoods.

HUD Community Assessment Reporting Tool (CART)

<https://egis.hud.gov/cart/>

CART allows users to map and explore HUD investments in cities, counties, metropolitan areas, and states. The tool provides information about Community Planning and Development competitive and formula grants (e.g., HOME, CDBG, and Continuum of Care grants), rental programs (e.g. Housing Choice Vouchers, Public Housing, and Project Based Rental Assistance), mortgage insurance, housing counseling, and other HUD grants and programs. The tool also provides data on selected demographics and housing cost burdens.

National Housing Preservation Database (NHPD)

<http://www.preservationdatabase.org/>

NHPD was created in 2012 by the National Low Income Housing Coalition (NLIHC) and the Public and Affordable Housing Research Corporation (PAHRC) to provide communities and housing advocates with the information they need to effectively identify and preserve subsidized housing at risk of being lost from the affordable housing stock. NHPD is an on-line database of properties subsidized by federal housing programs, including HUD Project-Based Rental Assistance, Section 202, Low Income Housing Tax Credit, HOME, Public Housing, and USDA's Rural Housing Service programs. This unique dataset includes the earliest date at which a property's subsidies might expire and property characteristics significant in influencing whether the subsidized property might be at risk of leaving the subsidized housing stock, such as location and ownership information.

NHPD can also be a useful resource in light of HUD's Affirmatively Furthering Fair Housing (AFFH) rule. The new AFFH rule requires CDBG-entitled communities to conduct an Assessment of Fair Housing (AFH) as part of their five-year Consolidated Plan. The AFFH rule requires communities to consider the location of publicly-assisted housing relative to high opportunity areas, such as those in close proximity to good schools and employment. Subsidized units in these areas could be at greater risk of being lost from the affordable housing stock. NHPD can aid housing advocates and communities in identifying where efforts must be made to preserve this housing.

OTHER DATA SOURCES

CPD Maps

<http://egis.hud.gov/cpdmaps/>

<https://www.hudexchange.info/resource/2405/cpd-maps-desk-guide/>

CPD Maps is a mapping and data tool that allows users to identify housing needs and resources in their communities. Some of the tool's data include the location of CDBG and HOME activities, public housing, private HUD-assisted housing, and LIHTC; economic and demographic characteristics of the community; and the number and types of households experiencing a housing problem, such

as cost burden, overcrowding, or substandard housing.

HUD eGIS

<https://www.huduser.gov/portal/egis/index.html>

HUD eGIS is a mapping and data tool that provides users with access to multiple HUD datasets, including HOME activities, HUD-insured multifamily properties, LIHTC properties, and many others.

Home Mortgage Disclosure Act (HMDA) Data

<http://www.consumerfinance.gov/hmda/>

The Home Mortgage Disclosure Act requires many lending institutions to publicly report information about mortgage applications and their outcome. The information that institutions report includes whether the mortgage application was for a home purchase, home improvement, or refinancing; the type of loan (e.g. conventional vs. FHA); mortgage amount; the applicant's race, ethnicity, and gender; whether the application was approved; and census tract of the property's location. Lenders are also required to identify "high-priced" loans with high interest rates or fees. The data can be used to help identify discriminatory lending practices, as well as examine the extent to which lenders meet the mortgage investment needs of communities.

Each September, the previous year's HMDA data are released to the public. Small lenders and those with offices only in nonmetropolitan areas are not required to report data.

OTHER SURVEYS

Current Population Survey (CPS) (www.census.gov/cps) is a joint venture between the Department of Labor and the Census Bureau and is the primary source of labor force statistics for the U.S. population. The CPS' Annual Social and Economic (ASEC) Supplement provides official estimates of income, the poverty rate, and health insurance coverage of the non-institutionalized population.

Housing Vacancy Survey (www.census.gov/housing/hvs) is a supplement of the CPS that quantifies rental and homeowner vacancy rates, characteristics of vacant units, and the overall homeownership rate for states and the 75 largest metropolitan areas.

Survey of Market Absorption (www.census.gov/housing/soma) is a HUD-sponsored survey of newly constructed multifamily units conducted by the Census Bureau. Each month, a sample of new residential buildings containing five or more units is selected for the survey. The initial three-month survey collects data on amenities, rent or sales price levels, number of units, type of building, and the number of units taken off the market (absorbed). Follow-up surveys can be conducted at 6, 9, and 12 months. The data provide the absorption rate of new multifamily housing.

Survey of Income and Program Participation (www.census.gov/sipp) is a Census Bureau survey that tracks families for two to four years, investigating household members' sources of income, participation in government transfer programs, and basic demographic characteristics.

WHAT ADVOCATES SHOULD KNOW

High quality data that accurately reflect the population requires participation. Housing advocates should encourage everyone to fully participate in the Decennial Census and other federal surveys for which they are selected. The accuracy and reliability of the Census' products depend on it.

Advocacy organizations, such as NLIHC and its state partners, use a variety of federal data to quantify the scarcity of housing affordable to the lowest income families, which makes it easier to set specific and defensible goals for expanding the affordable housing stock. NLIHC for example provides [housing profiles](#) for each U.S. State and Congressional District.

WHAT TO SAY TO LEGISLATORS

Housing advocates should remind Members of Congress of the importance of reliable and unbiased data to understanding and addressing our housing needs. Specific issues that should be highlighted to Members of Congress include:

- Adequate funding for the U.S. Census Bureau to prepare for the 2020 Decennial Census. Appropriate planning and testing new technology, including an on-line option, now will allow the Census Bureau to save money in the long run.

- Adequate funding for the ACS and AHS ensure we have up-to-date and reliable data regarding the nation's housing supply and needs.
- Participation in the ACS needs to remain mandatory. Changing the ACS to a voluntary survey would lower response rates. The reliability of the survey's findings would decline unless the Census Bureau spent millions of dollars in additional money each year to send the survey to a larger number of households and to follow-up with them in-person or by phone to encourage participation.

FOR MORE INFORMATION

Association of Public Data Users, <http://apdu.org/>

HUD Office of Policy Development and Research, <https://www.huduser.gov/portal/home.html>

National Low Income Housing Coalition, 202-662-1530, <http://nlihc.org/library>

The Census Project, <http://censusprojectblog.org/>