Mixed-Income Development: Emerging Challenges and Implications for Policy and Practice

Mark L. Joseph
Case Western Reserve University

Federal Reserve Bank
Community Affairs Research Conference
April 29, 2011

CASE WESTERN RESERVE UNIVERSITY EST. 1826
think beyond the possible

Outline

1) Quick overview of research focus
2) Research findings
   - Qualitative case study research
   - Quantitative administrative data analysis
3) Policy implications

Policy Context

Poverty deconcentration: urban policy priority

1) Dispersal 2) Mixed-income development

<u>HOPE VI Program</u>

- 1992 - present, $6 billion dollars, 240 developments
- 112,000 units (54% public housing)

<u>Choice Neighborhoods</u>

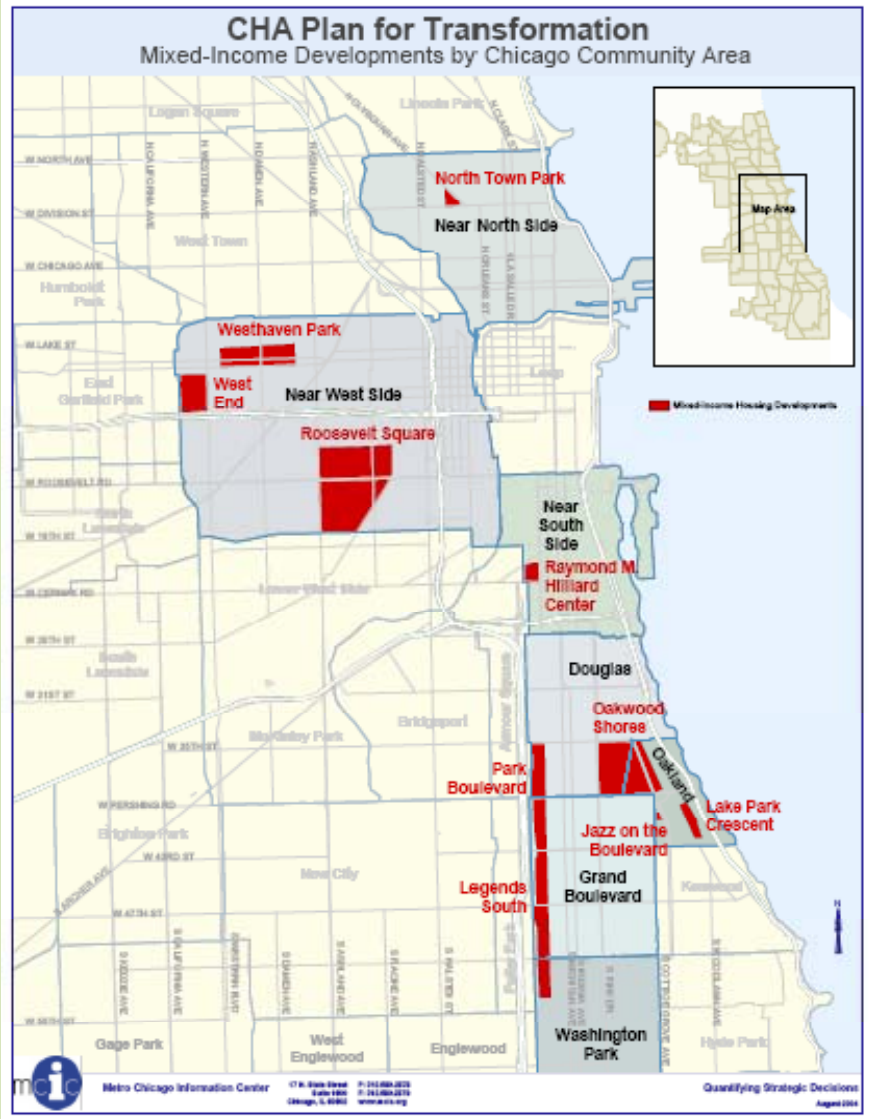
- $65 million for 17 plng. grants and 2-4 impl. grants

Context: Chicago

Plan for Transformation

(1999 - 2014)

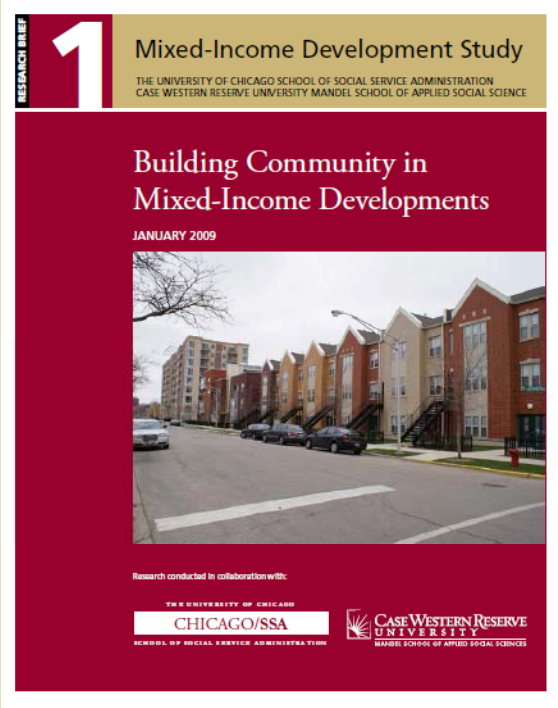
- 15 years, $1.5 billion plus
- Demolish 22,000 units
- Build or renovate 25,000
- 10 mixed-income developmts.
- 56,000 residents relocated in past 10 years



Research Studies and Publications

- Case study research on 5 mixed-income developments in Chicago
    - 10 academic articles available
    - 4 research briefs available

- Analysis of over 16,000 relocated families in Chicago



DATA AND METHODS

DETAILS EMAILED TO CONFERENCE PARTICIPANTS

Conclusions Preview

- Mixed-income development has unique promise as a poverty deconcentration strategy
- Implementation deeply complicated
- Benefits to residents exist, but not clear cut
- Physical revitalization is just the beginning
- Building community and changing life trajectories will require sustained, comprehensive, strategic effort
- More attention is needed to the challenges of the broader relocation effort, especially for voucher holders

Findings

1) Mixed-income implementation process

2) Resident experiences in mixed-income devs.

   - Benefits

   - Challenges

3) Overall public housing transformation process: Resident relocation sorting and well-being

Research on Implementation Process

- Complexity of development process
- Strength of early market demand
- Impact of current housing market crisis
- Challenge of relocating/recruiting public housing residents

Research on Resident Experiences

Benefits

- High satisfaction with physical environment
- Reductions in stress associated with safety and social disorder
- Some articulation of increased aspirations

Research on Resident Experiences

<u>Challenges</u>

- Increased stress: rules, monitoring, norms
- Low social interaction, some self-isolation
- Public space, unsupervised children
- Sense of stigma,

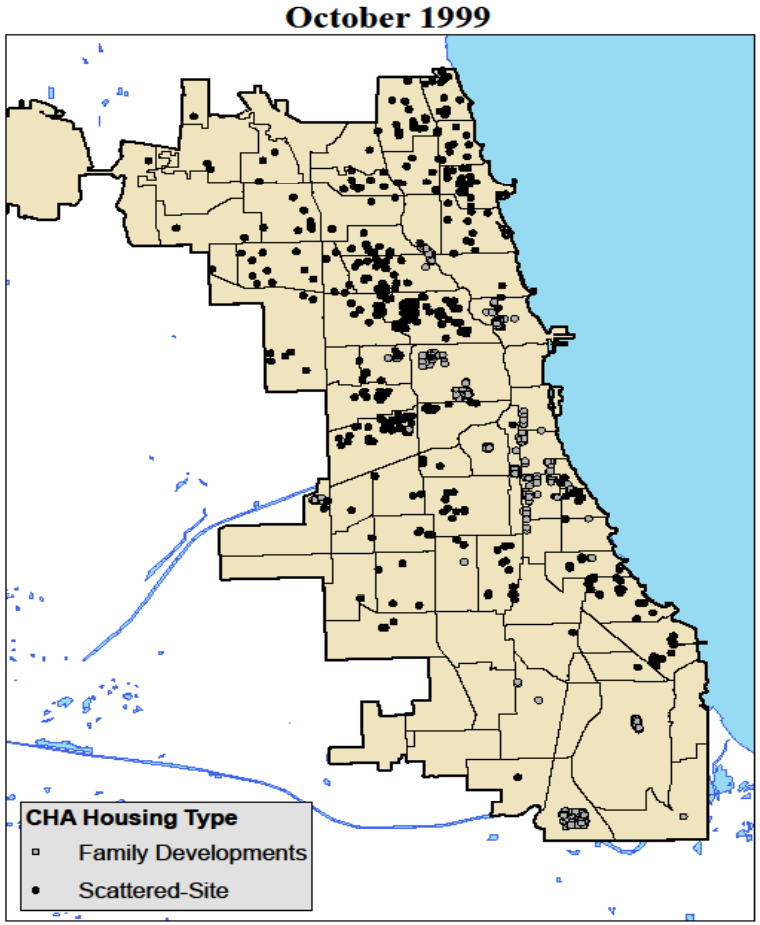
  perceptions of difference,

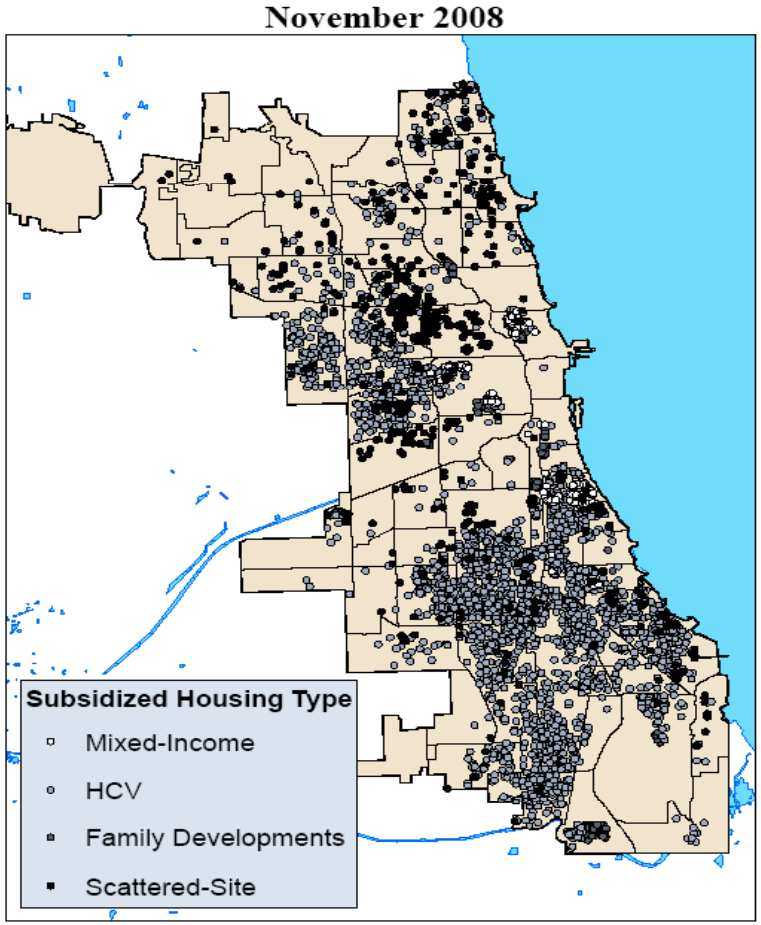
  “us vs. them dynamics”

Transformation-Wide Questions Raised by Mixed-Income Case Study Research

- What happened to everyone else?
- Aren't the highest-functioning families being "creamed" into mixed-income developments?
- Isn't mixed-income only a small part of the overall Transformation?
- Where are the most vulnerable families and what will happen to them?
- Who benefited most? Winners and losers?

10 Years of Resident Relocation in Chicago





Relocation Options

1999

Family Development

Scattered-Site Development

2008

Family Development

Scattered-Site Development

Housing Choice Voucher

Mixed-Income Development

OTHER???

2008 Locations
n = 16,552

3,978 (24%)	housing choice voucher
3,153 (19%)	traditional family development
1,571 (9%)	scattered-site public housing
1,278 (8%)	mixed-income developments
6,572 (40%)	not in CHA-subsidized housing

2010 updates on "missing" households n = 6,572

1,231	evicted from CHA
1,050	deceased
581	left CHA after relocation placement
439	temporary private market housing
273	returned to CHA-subsidized housing
14	moved to senior housing
2,984	unknown

Analyses of Housing Subgroups

1) Descriptive GIS mapping: dispersal patterns
2) Descriptive demographic comparison
3) Bivariate analyses
4) Multivariate analyses
5) Length of time in mixed-income analysis

Indicators of "Well-Being"

Labor force attachment: employment and earnings

TANF and food stamp receipt

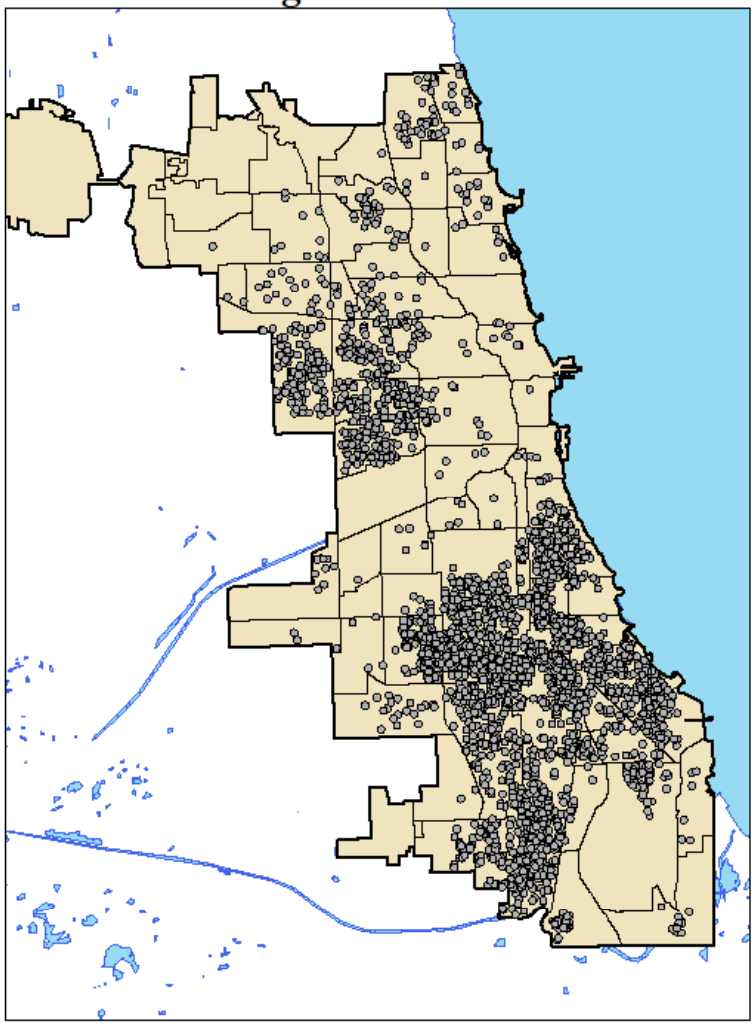
Child welfare and juvenile court involvement

2 Key Takeways

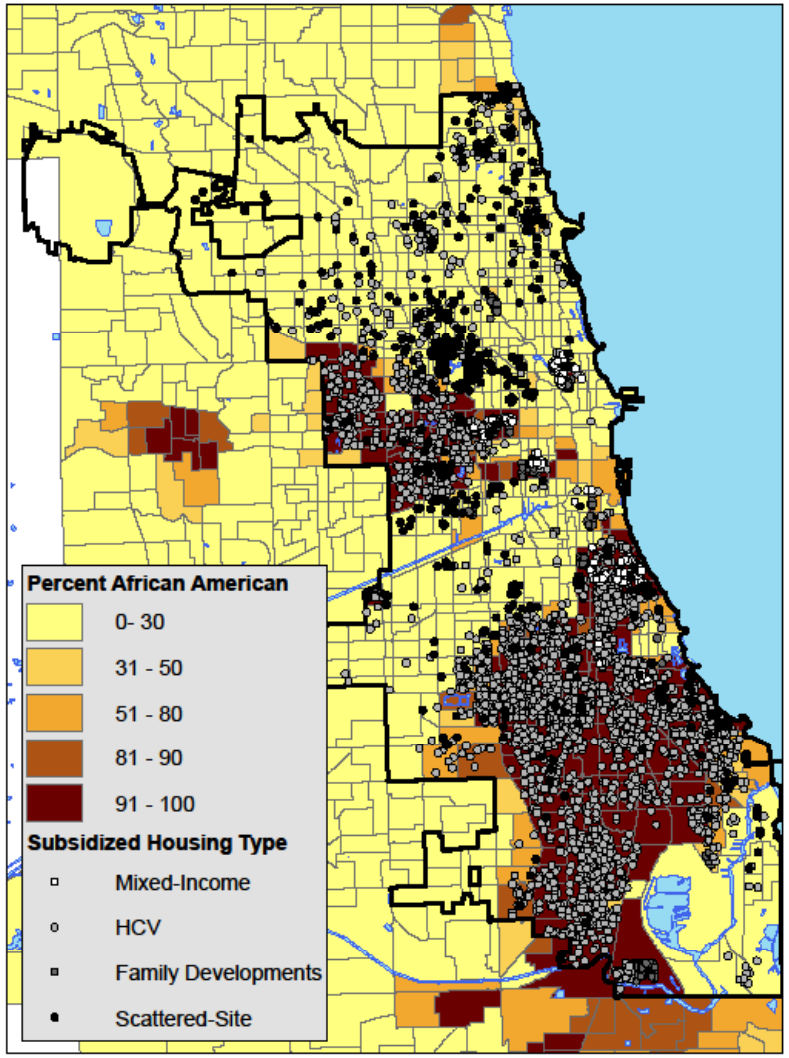
1) The apparent vulnerability of housing choice voucher holders

2) Apparent lack of distinction of residents relocating to mixed-income developments

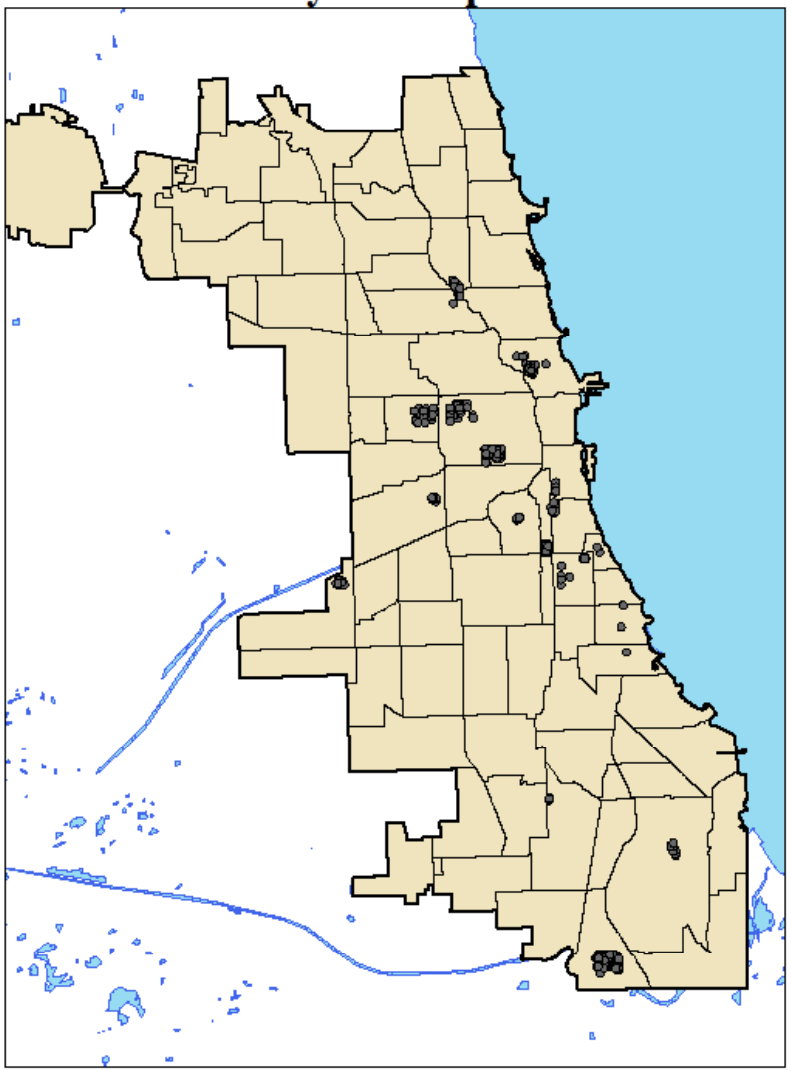
Housing Choice Vouchers



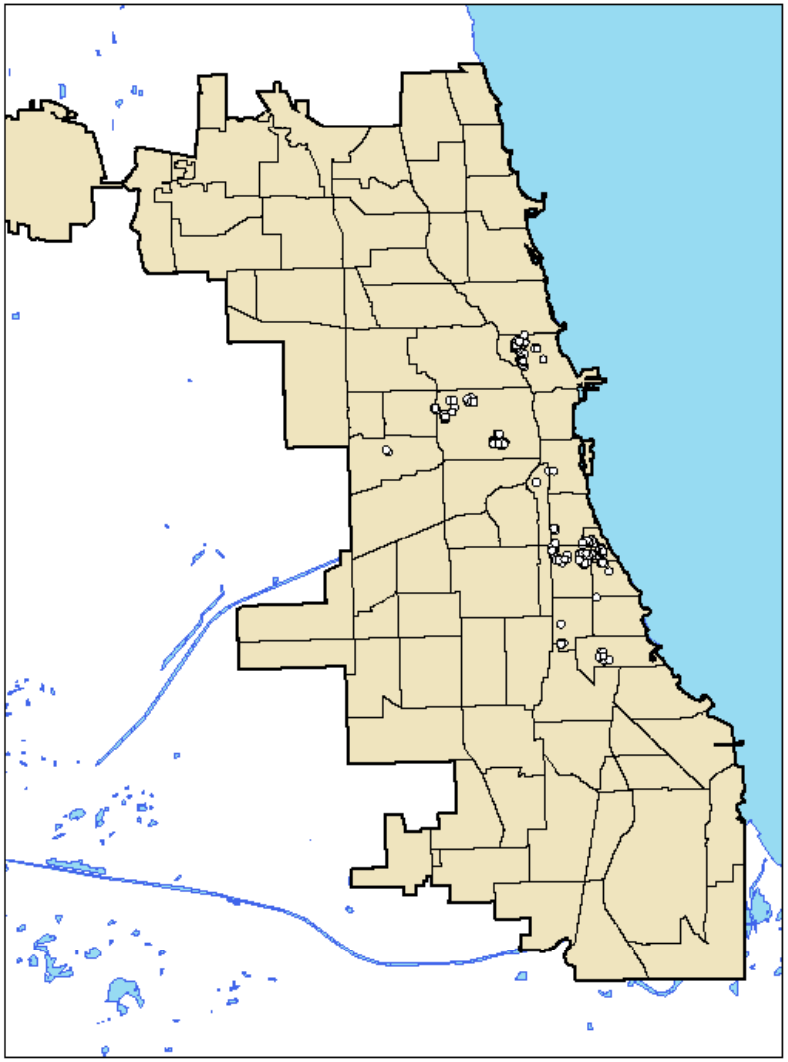
Percent African American



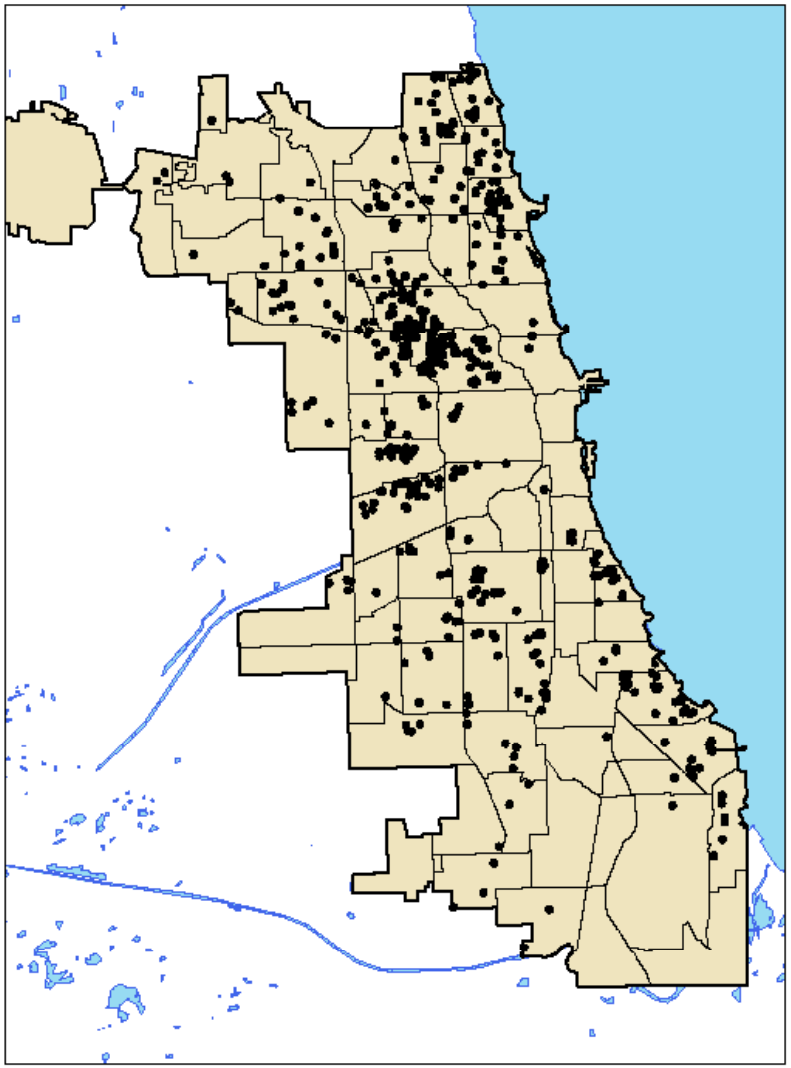
Family Developments



Mixed-Income



Scattered-Site



Housing Choice Voucher-Holders

- Only notably different group demographically
  - Larger HH size, youngest HHH, more teens
- Relatively worse employment indicators over time
- Higher public systems involvement

In Family Developments

- Not demographically different from groups other than HCV
- No notable differences from other groups

In Scattered-Sites

- Not demographically different from groups other than HCV
- Largest jump in employment
- No other notable differences from other groups

In Mixed-Income Developments

- Other than HCV, not demographically different nor different well-being indicators
- Length of time in mixed-income development: higher earnings, lower TANF receipt, but lower likelihood of employment

Implications

- Promoting social and economic mobility:
  - Housing plus long-term supports and services
- Who benefits? Screening v. inclusion
  - Is raising return rates a goal?

Implications

- Promoting and sustaining well-functioning developments
  - Stimulating market demand
  - Safety and social control
  - Neighborhood amenities
  - Inclusive governance
  - Community building: Countering us vs. them
    - Design, Property mgt, Positive neighboring

Implications

- Post-occupancy support for relocatees is critical
  - HCV voucher-holders
  - Mixed-income developments
- Replicating benefits of scattered-site strategy
  - place-based vouchers?