# HOUSING SECURITY IN THE WASHINGTON REGION


Commissioned by The Community Foundation for the National Capital Region with generous support from The Morris and Gwendolyn Cafritz Foundation.
Prepared by the Urban Institute and the Metropolitan Washington Council of Governments.

July 2014

# AUTHORS

Leah Hendey

Peter A. Tatian

Graham MacDonald

*With the assistance of*

Kassie Bertumen, Brittany Edens, Rebecca Grace, Brianna Losoya, and Elizabeth Oo from The Urban Institute; and Hilary Chapman and Sophie Mintier from the Metropolitan Washington Council of Governments.


Above and cover photos: Matt Johnson

# ACKNOWLEDGMENTS

The authors would like to thank The Community Foundation for the National Capital Region and The Morris and Gwendolyn Cafritz Foundation for their generous support in funding this study.

The authors would also like to thank and acknowledge the assistance and contributions of the following in completing this study:

Silvana Straw, The Community Foundation for the National Capital Region

Jacqueline Prior, The Morris and Gwendolyn Cafritz Foundation

Karen FitzGerald, The Eugene and Agnes E. Meyer Foundation

Alison McWilliams, Naomi and Nehemiah Cohen Foundation

Martin Mellett, Jubilee Housing

David Bowers, Enterprise Community Partners

Members of the Metropolitan Washington Council of Governments' Homeless Services Planning and Coordinating Committee and Housing Directors Advisory Committee

Public agency staff and key stakeholders from nonprofit housing advocates, service providers, and nonprofit developers who consented to be interviewed for this study.

# TABLE OF CONTENTS

# EXECUTIVE SUMMARY

The shortage of affordable housing in the Washington region is becoming increasingly clear. Without better information on the supply and demand for housing, however, it is extremely difficult for the public, private, and philanthropic sectors to make strategic investments or data-driven policy decisions to reduce homelessness and make housing more affordable. To address this information gap, The Community Foundation for the National Capital Region, with support from The Morris and Gwendolyn Cafritz Foundation, commissioned this study of housing affordability in the Washington region.[1]

This study, prepared by the Urban Institute and the Metropolitan Washington Council of Governments, examines the entire continuum of housing, from the emergency shelter system to affordable homeownership opportunities. It documents how housing patterns and policies to address needs across the continuum vary by local jurisdiction. This is the first study in many years to comprehensively examine the continuum of housing needs across the region. This study also uniquely examines how housing policies and programs are funded in the region, including the support they receive from both the philanthropic and public sectors.

## THE REGION'S INCOME DISTRIBUTION

Although the Washington region is home to some of the wealthiest counties in the country, many households are still struggling to get by on minimum- or low-wage jobs. In 2013, Washington, DC, had the second-highest costs for a four-person family among all cities, according to the Economic Policy Institute (2013).

**TABLE ES.1. HUD INCOME LIMITS BY HOUSEHOLD SIZE FOR THE WASHINGTON REGION, 2011**

| Income Category | 1-Person | 2-Person | 3-Person | 4-Person |
|---|---|---|---|---|
| Extremely low income (at or below 30% of AMI) | $22,300 | $25,500 | $28,700 | $31,850 |
| Very low income (at or below 50% of AMI) | $37,150 | $42,450 | $47,750 | $53,050 |
| Low income (at or below 80% of AMI) | $47,350 | $54,100 | $60,850 | $67,600 |
| Middle income (at or below 120% of AMI) | $89,200 | $102,000 | $114,800 | $127,400 |

Source: US Department of Housing and Urban Development Income Limits.

1 The following jurisdictions in the Washington region are included in the analysis: District of Columbia; Montgomery and Prince George's counties in Maryland; Arlington, Fairfax, Loudoun, and Prince William counties and the cities of Alexandria, Fairfax, Falls Church, Manassas, and Manassas Park in Virginia.

**TABLE ES.2. HOUSEHOLDS IN THE WASHINGTON REGION BY INCOME LEVEL, 2009–11**

| Income Level | Total | Percent |
|---|---|---|
| Extremely low | 229,500 | 13.0 |
| Very low | 201,300 | 11.4 |
| Low | 145,200 | 8.2 |
| Middle | 529,600 | 29.9 |
| High | 663,700 | 37.5 |
| **Total Households** | **1,769,400** | **100.0** |

Source: American Community Survey, 2009–11

In 2011, the area median income (AMI) was $106,100 for a family of four. Table ES.1 shows the income categories the US Department of Housing and Urban Development (HUD) uses in its subsidy programs to define affordability for different types of households.

In the Washington region, about one-third of households had low, very low, or extremely low incomes (table ES.2). Insufficient income is a significant barrier for many people in obtaining and remaining in affordable housing. The District of Columbia had the highest share of lower-income households in the region at 46 percent, while in Arlington, Fairfax, and Loudoun, fewer than 25 percent of all households were lower-income. (The data discussed throughout this study are available in summary profiles for the region and by jurisdiction in Appendix A and online at http://www.urban.org/publications/413161.html.)

## THE HOMELESS SYSTEM

Homelessness is the most extreme consequence of a lack of affordable housing and permanent supportive housing options in the region. People become homeless for many reasons, including insufficient income, job and health insurance loss, rising rents, physical and mental disabilities, and domestic violence. This study covers three categories of homeless: (1) the sheltered homeless, (2) the unsheltered homeless, and (3) the chronically homeless, who may be sheltered or unsheltered. Although most are homeless for a few months or less, a small group, the chronically homeless, has been homeless for years. Increasing the supply of affordable rental units and permanent supportive housing would reduce homelessness in the region.

Key findings on the homeless system include:

- In January 2013, 11,245 people were homeless in the Washington region, including 5,944 single adults and 5,301 people in families.[2]
- The District of Columbia had more homeless people than the other seven jurisdictions combined.
- Nearly three in four homeless single adults were male, while four in five homeless adults in families were female (and the majority were single parents). Single adult households were made up almost entirely of persons age 25 and older (85 percent), while 72 percent of all persons in family households were children or young adults (under age 25).
- Thirty-six percent of homeless adults in families in the region were employed. In Alexandria, Arlington, and Loudoun County, more than two-thirds of homeless adults in families

2 Data from the 2014 Point-in-Time Count of the homeless were not available when the analysis for this study was conducted. Findings based on 2013 data are consistent with conclusions that might be drawn from the 2014 data. The region's homeless population grew by 399 people, or 3.5 percent, between the 2013 and 2014 counts. The regional increase was largely attributable to a 13 percent rise in homelessness in the District of the Columbia. The 2014 homeless population included a slightly higher share of people in families—49 percent compared to 47 percent in 2013.

**TABLE ES.3. BEDS NEEDED TO MEET THE PERMANENT SUPPORTIVE HOUSING NEEDS OF THE CHRONICALLY HOMELESS IN THE WASHINGTON REGION BY JURISDICTION, 2013**

| | Single Adults | | | Persons in Families | | |
|---|---|---|---|---|---|---|
| | Chronically homeless | Available beds | Gap (surplus) | Chronically homeless | Available beds | Gap (surplus) |
| District of Columbia | 1,764 | 275 | 1,489 | 263 | 9 | 254 |
| Montgomery | 222 | 5 | 217 | 6 | 62 | (56) |
| Prince George's | 73 | 4 | 69 | 24 | 43 | (19) |
| Alexandria | 69 | 2 | 67 | 5 | 0 | 5 |
| Arlington | 156 | 68 | 88 | 0 | 0 | 0 |
| Fairfax | 243 | 26 | 217 | 10 | 12 | (2) |
| Loudoun County | 28 | 0 | 28 | 0 | 0 | 0 |
| Prince William | 47 | 3 | 44 | 2 | 4 | (2) |
| **Washington region** | **2,602** | **383** | **2,219** | **310** | **130** | **180** |

Source: Urban Institute analysis of Metropolitan Washington Council of Governments 2013 Point-in-Time Count of the homeless.

were employed. In the District of Columbia and Prince George's, less than one-third of homeless adults in families were employed.

- Most homeless people lived in emergency shelters or transitional housing. Approximately 11 percent (1,259) of the homeless population lived on the street—largely single adults. With the exception of Alexandria, no suburban jurisdiction could meet the immediate shelter needs of this group. Even if all available shelter beds were occupied, the region would still fall short of meeting the shelter needs of homeless single adults by 467 beds. One in four homeless persons was chronically homeless; an increase in permanent supportive housing would reduce homelessness among this population. The Washington region would need at least 2,219 additional permanent supportive housing beds for single adults and 180 for families to meet the needs of its chronically homeless population (table ES.3).[3] Almost all of the region's chronically home-

3 The 2,219 additional permanent supportive housing beds for single adults and 180 for families are minimum estimates of the need based on the 2013 data. Additional beds may be needed to accommodate the recent rise in homelessness, particularly in the District of Columbia, future demand, and the typically low turnover rate for occupants of permanent supportive housing.

### HOMELESS CATEGORIES

**Homeless**—People who are currently without permanent housing, including both sheltered and unsheltered homeless.

**Sheltered homeless**—People residing in shelters, safe havens, or transitional housing.

**Unsheltered homeless**—People living on the street or in places not meant for human habitation such as abandoned buildings, bridges, parks, and campsites.

**Chronically Homeless**—An adult with a disabling condition who has either been continuously homeless for at least a year, or has had at least four episodes of homelessness in the past three years. The chronically homeless may be sheltered or unsheltered.

**Household Types**

**Adult-only households**—Single, homeless adults.

**Family households**—Homeless families consisting of at least one adult and one child (under age 18).

less families were in the District of Columbia and Prince George's.

- Most homeless persons in families and single adults did not need permanent supportive housing, however. Rather, many just needed affordable rental housing and, in some cases, additional supports, such as assistance with securing child care, health insurance and employment, to help them hold a lease and maintain rent payments over time. Increasing the supply of rental housing affordable for extremely low income households would reduce homelessness in the region.

## AFFORDABLE RENTAL HOUSING

Rental housing must address the needs of a diverse range of households across all income levels, including, for example, elderly people on fixed incomes, lower-income working families, and young professionals just starting their careers. The recent housing crisis forced many households out of homeownership and brought about tighter lending standards that made home mortgages more difficult to obtain. This further strained an already overstretched rental sector in the Washington region. Renters with extremely low incomes are particularly challenged in finding affordable housing in the region, but affordability problems extend to very low, low, and even many middle income households. Lower-income renters frequently face enormous competition from higher-income households for scarce affordable units. In all jurisdictions, the median rental unit is unaffordable to workers with extremely low incomes, such as those earning minimum wage and low-wage workers.

Key findings on rental housing include:

- Although renter households accounted for only 37 percent of all households in the Washington region in 2009–11, they made up the majority of lower-income households, including 58 percent of very low income households and 70 percent of extremely low income households.
- Almost half of all renter households in the region have struggled with high housing costs, including more than 150,000 households with severe housing cost burden (i.e., households that pay more than half their income on rent and utilities).

- Eighty-six percent of extremely low income renter households were cost-burdened, paying more than 30 percent of their income on housing, including 72 percent who were severely cost-burdened. The most unaffordable rents were in Arlington, where 91 percent of extremely low income renters were cost burdened. Prince William (90 percent), Fairfax and Prince George's (88 percent) followed.
- Extremely low income renters faced enormous competition for affordable units. Higher-income households occupied 40 percent of the units that would have been affordable to the poorest tenants, producing a regional gap of more than 94,000 rental units for extremely low income households.
- No jurisdiction had enough affordable and available rental units to meet the demand by extremely low income households, with gaps ranging from 3,500 units in Loudoun to 22,100 units in the District of Columbia.
- Very low and low income households also faced competition for affordable units from higher-income renters. Forty-six percent of units affordable for very low income households and 50 percent of units affordable for low income households were rented by higher-income households. Consequently, 77 and 52 percent of very low and low income households, respectively, were cost-burdened.
- Montgomery and Fairfax had too few affordable and available units for very low income households. The District of Columbia, Prince George's, Prince William and Loudoun lacked sufficient numbers of units for low income households.
- The Washington region had only enough public housing units and vouchers to serve about one in three extremely low income households. The District of Columbia was home to nearly half of the region's HUD-subsidized units and more than one-third of the region's affordable units that were funded with low income housing tax credits.

## AFFORDABLE HOMEOWNERSHIP

Homeownership is an important part of the regional housing market because it helps support stable communities and allows households to build wealth. Despite the recent housing crisis, homeownership remains an important means for low and middle income households to save by building equity in their homes and to maintain stable housing in retirement. In most of the region, however, average sales prices are significantly higher than what is affordable for many households, causing homeownership to decline and presenting a significant barrier to many who would benefit from owning their home. At the time of the study, lower-income households made up only one-fifth of the region's homeowners. To respond to these challenges, jurisdictions throughout the Washington region have put in place different policies and programs to promote sustainable homeownership and to reduce the financial and other barriers to owning a home for lower-income buyers. These include home purchase assistance, home rehabilitation and repair, housing education and counseling, inclusionary zoning, and property tax credits.

Key findings on homeownership include:

- Sixty-three percent of households in the Washington region were homeowners in 2009–11. However, homeownership affordability in the region declined between 2000 and 2011 as housing prices increased by 32 percent, adjusted for inflation.

- For low income homebuyers, the average home sale price was 48 percent higher than what they could afford. Homeownership was most affordable for first-time homebuyers in Prince George's and Prince William and was least affordable in the District of Columbia, Montgomery, Arlington, Alexandria, and Fairfax.
- Almost one-third (31 percent) of owner-occupied households in the region paid more than 30 percent of their monthly income in housing costs, with cost burden rates that ranged from 88 percent for extremely low income households to 10 percent for high income households.
- There were approximately 1.14 million homes (owned or for sale) in the region, most of which were affordable only to middle or high income first-time buyers. For low income first-time homebuyers, 75 percent of these homes would not be affordable without assistance. Prince George's had the highest share of affordable units relative to its share of the region's homeownership stock, followed by Prince William.
- Lower-income households in the Washington region faced competition from higher-income households for affordable homes. Nearly seven in ten units affordable to very low income households and two-thirds affordable to low income households were occupied by someone in a higher income category. This competition contributed to a gap of 56,800 affordable units for very low income owner households and a gap of 22,600 affordable units for low income owners.

## FUNDING AFFORDABLE HOUSING AND HOMELESS SERVICES

In an increasingly resource-constrained environment, particularly at the federal level, it is important to understand the current sources of funding and identify where additional funding could be generated to address the affordable housing gaps in the region. While the Washington region finances many housing-related programs and services with funding from many federal programs, county and city money accounted for the majority of public funding for housing-related expenditures in all jurisdictions except for Prince George's, Fairfax, and the District of Columbia. In addition, the local philanthropic sector provided important support to housing-related nonprofits throughout the region. The loss of local charitable giving from Fannie Mae, Freddie Mac, and the Freddie Mac Foundation, however, further challenges already stretched budgets and funding streams.

Key findings on funding for affordable housing and homeless services include:

- Federal programs were an important source of funding for housing-related activities in the Washington region. In addition, most jurisdictions drew significantly on county and city funds, particularly Arlington, Alexandria, and Prince William where more than half of public funding for housing was from these sources.
- Federal spending on housing, such as the Community Development Block Grant and HOME program, is not likely to increase in the near term to fill the gaps in affordable

housing in the Washington region. Local jurisdictions will need to find innovative ways to produce more affordable housing through zoning ordinances and regulatory policies or by raising revenue to fill the gaps, potentially by leveraging local resources through housing trust funds or offering tax-exempt bonds.

- Overall, $1.3 billion was budgeted in FY 2013 for housing-related expenditures in the Washington region. The greatest expenditures were for rental assistance. The region collectively allocated nearly $637 million to Section 8, Housing Choice Vouchers, and other rental assistance programs in 2013. The second-largest budgeted item was housing production and preservation, followed by programs related to homelessness, senior housing, tenant services, and homebuyer assistance.

Photo: Matt Johnson

- The District of Columbia accounted for approximately 50 percent of all the housing-related expenditures in the region, with Montgomery spending the second-highest amount, followed by Fairfax.
- The private philanthropic sector in the Washington region awarded more than $33.4 million in grants to housing-related organizations, primarily nonprofit organizations, in 2012. Private philanthropic investment was relatively small compared with public spending on housing in FY 2013 ($1.3 billion). Three-quarters of philanthropic grants were for less than $50,000, and three in five grant dollars were for homeless prevention, shelter, or services and transitional or permanent supportive housing. Nearly half of the housing-related private funding went to organizations whose service area was the District of Columbia. Montgomery was next, receiving about 10 percent of the total.
- Of concern, nearly half of private grant funding, and the majority of grants larger than $100,000, were disbursed by Fannie Mae, Freddie Mac, and the Freddie Mac Foundation, which largely ceased charitable giving in 2013. The loss of their charitable giving leaves a large gap in funding for nonprofit organizations, particularly for those providing homeless prevention services, shelter, transitional and permanent supportive housing, or foreclosure prevention services.

## CONCLUSION

This study analyzes the supply of and gaps in affordable housing across many housing needs and household types. The continuum of housing needs—from basic shelter to supportive housing, from a subsidized apartment to an affordable home for sale—encompasses housing for homeless individuals and families, for renters, and for homeowners. To provide for households at different points along the continuum, the federal government, state and local jurisdictions, private investors, and philanthropic organizations have created several public and private programs and supports to promote the creation and preservation of affordable housing.

Despite the current efforts and investments, however, this study identifies many important gaps in the housing continuum that highlight the acute need for more affordable housing in the Washington region. The region has long been among the most expensive metropolitan areas nationally, and housing has become increasingly unaffordable for many households in recent years. Although the area has generally higher incomes and wages than most other places in the country, incomes are not keeping pace with rising housing costs.

As a result, homelessness remains a persistent problem; over 11,000 persons have been counted living on the streets or in homeless shelters, including many children and persons in families. The supply of permanent supportive housing needed to reduce chronic homelessness is insufficient to meet the current demand. The lack of affordable rental apartments across all income levels, and particularly for extremely low income households, contributed to the numbers of homeless people and also resulted in over half of the region's renters paying over 30 percent of their income on housing costs, which leaves them less money for food, medicine, and other essentials. Finally, homeownership, which is the path to savings and stability for most people living in the United States, is out of reach for many in the region. In many cases, homeownership is out of reach not for a lack of steady income, but because high prices fueled by excessive demand squeeze potential buyers out of the market.

Providing shelter and decent, affordable housing for persons at all income levels is a goal that a prosperous area like the Washington region should be able to achieve. Furthermore, to remain competitive, the region must address housing affordability to ensure that its workforce can continue to find housing without having to commute farther and farther to work. Without stable housing in a decent environment, it is difficult for many to secure a quality education, good health, and employment. Policymakers are paying increasing attention to affordable housing as a platform for connecting households with other supports and services that can help them achieve better outcomes. The region may bear additional costs down the road, such as higher incidences of social disruption, crime, and unemployment, if housing instability is not addressed.

Understanding the importance of affordable housing and the needs in this region, foundations commissioned this study to quantify the need for affordable housing and inform strategic investments by the philanthropic sector all along the housing continuum. This study contains a wealth of information that can also help jurisdictions better identify and address the nature of the affordable housing needs in their own communities and be used for evidence-based planning. The study documents the acute need for both permanent supportive housing for the chronically homeless and affordable housing across all income levels, particularly for extremely low income renters and low income homebuyers. These findings can be used to direct scarce public and private sector resources to the populations most in need of relief from high housing costs and to build and preserve affordable housing for these households over the long term.

Detailed data for each jurisdiction can be found in the summary and comparative profiles in the appendices of this study. These profiles and additional data are also available online at http://www.urban.org/publications/413161.html.

# 1. INTRODUCTION

Photo: E.L. Malvaney

The shortage of affordable housing in the Washington region is becoming increasingly clear. However, without better information on the supply and demand for housing, it is extremely difficult for the public, private, or philanthropic sectors to make strategic investments or data-driven policy decisions to reduce homelessness or improve housing affordability. To address this information gap, the Community Foundation for the National Capital Region, with support from The Morris and Gwendolyn Cafritz Foundation, commissioned the Urban Institute and the Metropolitan Washington Council of Governments to complete this comprehensive study of housing affordability in the Washington region.

While many studies cover individual housing issues, this is the first comprehensive study in many years to examine the entire continuum of housing from the emergency shelter system to affordable homeownership opportunities across the Washington region, including a review of housing policies and programs and sources of funding. It identifies, both at a regional and a jurisdictional level, the supply of and demand for emergency shelters, homeless prevention programs, transitional housing, permanent supportive housing, rental housing, and owner housing (see figure 1.1 for a map of the jurisdictions and the text box for more information). The study also looks at how housing patterns and policies to address needs across the continuum vary by local jurisdiction. This study uniquely examines how housing policies and programs are funded in the Washington region, quantifying the level of support they receive from both the public and the philanthropic sectors. The analyses use several quantitative and qualitative data sources including the American Community Survey, jurisdictions' budgets, an extensive scan of jurisdictions' websites, and interviews with public agency staff and key stakeholders, such as nonprofit housing advocates, service providers, and nonprofit developers.

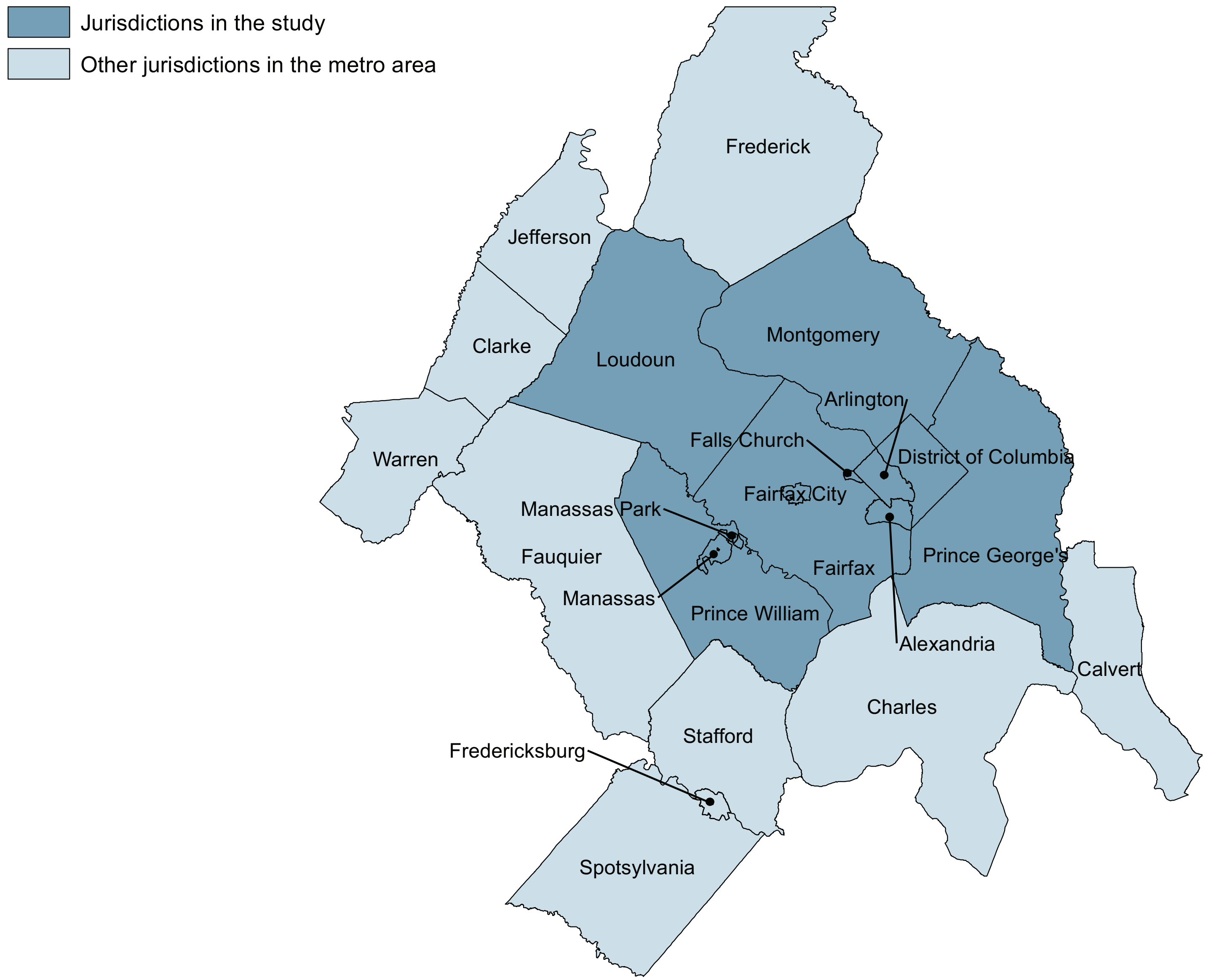
The study contains six sections. This first section describes household incomes in the region. Sections 2–4 discuss the homeless system, affordable rental housing, and affordable homeownership. These sections examine the gap or surplus of housing units and how policies and programs vary across jurisdictions. Section 5 examines how housing programs and services are funded in the region, including both public and philanthropic spending.

**JURISDICTIONS IN THE WASHINGTON, DC, METRO AREA INCLUDED IN STUDY**

- **District of Columbia**
- **Maryland:** Montgomery and Prince George's counties
- **Virginia:** Arlington, Fairfax, Loudoun, and Prince William counties and the cities of Alexandria, Fairfax, Falls Church, Manassas, and Manassas Park.

Where relevant, information on the independent housing policies of the following jurisdictions in Maryland is included: Gaithersburg, Rockville, Takoma Park, Bowie, College Park, and Greenbelt.

#### FIGURE 1.1. MAP OF THE WASHINGTON, DC, METROPOLITAN AREA AND THE JURISDICTIONS INCLUDED IN THE STUDY



## THE REGION'S INCOME DISTRIBUTION

Although the Washington region is home to some of the wealthiest counties in the country, many households are still struggling to get by on minimum or low-wage jobs.[4] In 2011, the area median income (AMI) was $106,100 for a family of four in the Washington, DC, metropolitan area (that is, 50 percent had incomes less than $106,100 and 50 percent had incomes that were higher). This study uses ranges based on AMI used by the US Department of Housing and Urban Development (HUD) (see table 1.1) to categorize households and the cost of housing units. Please note that upper income limit for low income (at or below 80 percent of AMI) is lower than one might expect. HUD caps the official 80 percent of AMI limit, which may not exceed the median income for the United States.[5] Therefore, although the AMI in 2011 was $106,100, the 80 percent limit for a family of four in the Washington region was $67,600, or about 64 percent of AMI, instead of $84,880, which would be the full 80 percent.

The study employs the following conventions when referring to income categories: *extremely low income* are households whose annual income falls between 0 and 30 percent of AMI, *very low income* are those between 30 and 50 percent of AMI, *low income* households are those between 50 and 80 percent of AMI; *middle income* households have incomes between 80 percent and 120 percent of AMI, and *high income* households are those earning more than 120 percent of AMI.

### TABLE 1.1. HUD INCOME LIMITS BY HOUSEHOLD SIZE FOR THE WASHINGTON REGION, 2011

| Income limit | 1-Person | 2-Person | 3-Person | 4-Person |
|---|---|---|---|---|
| Extremely low income (at or below 30% of AMI) | $22,300 | $25,500 | $28,700 | $31,850 |
| Very low income (at or below 50% of AMI) | $37,150 | $42,450 | $47,750 | $53,050 |
| Low income (at or below 80% of AMI) | $47,350 | $54,100 | $60,850 | $67,600 |
| Middle income (at or below 120% of AMI) | $89,200 | $102,000 | $114,800 | $127,400 |

Source: US Department of Housing and Urban Development Income Limits.

4 Because many programs that subsidize the cost of housing use the eligibility criteria of the US Department of Housing and Urban Development (HUD), those criteria from 2011 are used for this study. HUD's income limits are based on the AMI for a family living in the Washington, DC, metropolitan area. The Washington, DC, metropolitan area refers to the statistical area defined by the Office of Management and Budget, which in 2011 included 22 jurisdictions. All other references to the Washington region refer to the designated study jurisdictions as shown in figure 1.1.

5 For more detailed explanation, see http://www.huduser.org/portal/pdrdatas_landing.html.

## INCOME CATEGORIES

The income categories listed here are used throughout the study unless otherwise specified. Income limits vary based on household size; the ranges shown below represent the HUD income limits in 2011 for a household of four people.

- **Extremely low income:** households whose annual income falls between 0 and 30 percent of area median income (AMI) ($0–$31,850)
- **Very low income:** 30–50 percent of AMI ($31,850–$53,050)
- **Low income:** 50–80 percent of AMI ($53,050–$67,600)
- **Middle income:** 80–120 percent of AMI ($67,600–$127,400)
- **High income:** More than 120 percent of AMI (Above $127,400)

### TABLE 1.2. INCOME AND WAGES FOR THE WASHINGTON-ARLINGTON-ALEXANDRIA, DC-VA-MD-WV METROPOLITAN AREA, 2011

| | 2011 Income ($) | | Max. affordable monthly | |
|---|---|---|---|---|
| *2011 Area median income: $106,100* | Hourly | Annual | Rent ($) | Homeowner costs ($) |
| Extremely Low Income (at or below 30% of AMI) | 15.31 | 31,850 | 800 | 740 |
| Maryland and Virginia minimum wage | 7.25 | 15,080 | 380 | 350 |
| DC minimum wage | 8.25 | 17,160 | 430 | 400 |
| Parking lot attendants | 10.63 | 22,100 | 550 | 520 |
| *Poverty level* | *10.75* | *22,350* | *560* | *520* |
| Food preparation workers | 10.82 | 22,510 | 560 | 530 |
| Proposed DC, MD minimum wage[6] | 11.50 | 23,920 | 600 | 550 |
| Nursing aides, orderlies, and attendants | 13.80 | 28,700 | 720 | 670 |
| Receptionists | 14.55 | 30,260 | 760 | 710 |
| Very Low Income (at or below 50% of AMI) | 25.50 | 53,050 | 1,330 | 1,240 |
| Bookkeepers | 20.98 | 43,640 | 1,090 | 1,020 |
| Paramedics or emergency medical technicians | 22.31 | 46,400 | 1,160 | 1,080 |
| *200% of poverty level* | *21.49* | *44,700* | *1,120* | *1,040* |
| Postal service mail carriers | 25.10 | 52,210 | 1,310 | 1,220 |
| Low Income (at or below 80% of AMI) | 32.50 | 67,600 | 1,690 | 1,580 |
| Firefighters | 27.16 | 56,500 | 1,410 | 1,320 |
| Kindergarten teachers | 27.97 | 58,170 | 1,450 | 1,360 |
| Police and sheriff's patrol officers | 30.65 | 63,760 | 1,590 | 1,490 |
| Middle Income (at or below 120% of AMI) | 61.25 | 127,400 | 3,190 | 2,970 |
| Registered nurses | 36.30 | 75,500 | 1,890 | 1,760 |
| Firefighting supervisors | 40.57 | 84,380 | 2,110 | 1,970 |
| Dental hygienist | 43.49 | 90,460 | 2,260 | 2,110 |
| High school administrator | 49.93 | 103,850 | 2,600 | 2,420 |
| High Income (above 120% of AMI) | | | | |
| Human resources managers | 62.85 | 130,740 | 3,270 | 3,050 |
| Chief executives | 74.88 | 155,750 | 3,890 | 3,630 |
| Lawyers | 96.64 | 201,010 | 5,030 | 4,690 |

Note: Data are rounded to the nearest $10. All income limits and poverty levels used are those for a four-person family.

Source: Bureau of Labor Statistics, Occupational Employment and Wage Estimates; HUD Income Limits; US Department of Health and Human Services Poverty Guidelines; and Urban Institute calculations.

6 Under a joint proposal from officials in the District of Columbia and Montgomery and Prince George's counties, the minimum wage would increase to $11.50 by 2016 in these jurisdictions (Davis 2013).

Table 1.2 shows the maximum rent persons at the top of each income category could afford if they were paying 30 percent of their income in rent each month (30 percent is considered affordable by experts). The table also shows the maximum monthly homeowner costs, calculated at 28 percent of income (industry standard underwriting limit). However, within each income category, the maximum monthly payment list in the table is unaffordable for many families. For example, the maximum affordable rent for household at 30 percent of AMI ($31,850) is $800. A household that is extremely low income but is at 20 percent of AMI would only be able to afford rent of $530.

Using information on the wages of various occupations in the Washington, DC, metropolitan area, this study estimates the maximum affordable housing costs for families with workers employed in various occupations (see table 1.2).[7] For example, a family with a single worker earning minimum wage in Maryland and Virginia would be able to afford only about $380 in rent each month, while a firefighter in these states could afford $1,320 in homeowner costs each month.

In the Washington region, more than one in three households were high income in 2011, earning more than $127,400 annually (table 1.3). About one-third of the nearly 1.8 million households in the region had low, very low, or extremely low incomes. The District of Columbia had the highest share of lower-income households in the region at 46 percent, while in Arlington, Fairfax, and Loudoun, fewer than 25 percent of all households were lower-income.[8] (The data discussed throughout this study are available in summary profiles for the region and by jurisdiction in Appendix A and online at http://www.urban.org/publications/413161.html).

**TABLE 1.3. HOUSEHOLDS IN THE WASHINGTON REGION BY INCOME LEVEL, 2009–11**

| Income level | Total | Percent |
|---|---|---|
| Extremely low | 229,500 | 13.0 |
| Very low | 201,300 | 11.4 |
| Low | 145,200 | 8.2 |
| Middle | 529,600 | 29.9 |
| High | 663,700 | 37.5 |
| **Total households** | **1,769,400** | **100.0** |

Source: American Community Survey, 2009–11.

Lower-income households differed in several ways from those of middle and high income households (table 1.4). For example, across the region, 63 percent of all households were homeowners. Of those, only one-fifth were lower-income. Between 30 and 49 percent of lower-income households were homeowners. Lower-income households were also more likely to be made up of a single adult than were higher-income

7 Data on wages and occupations is from the Bureau of Labor Statistics' Occupational Employment and Wage Statistics program and reflects wages for all workers in a given occupation. See http://www.bls.gov/oes/.

8 This study uses analysis of 2009–11 American Community Survey Public Use Microdata from the University of Minnesota Integrated Public Use Microdata Series. It uses Public Use Microdata Areas (PUMA) as the geography of reference. The PUMA that includes Fairfax County also includes Fairfax and Falls Church cities. The PUMA that includes Prince William County also includes Manassas and Manassas Park cities and the PUMA that includes Loudoun County also includes Clarke, Fauquier, and Warren counties. All data using the American Community Survey in this study are based on these PUMA definitions.

**TABLE 1.4. HOUSEHOLD CHARACTERISTICS IN THE WASHINGTON REGION BY INCOME LEVEL, 2009–11**

| Category | Income Level: Extremely low | Very low | Low | Middle | High | Total |
|---|---|---|---|---|---|---|
| Homeownership rate | 30 | 42 | 49 | 63 | 83 | 63 |
| Percentage of household members: | | | | | | |
| With elderly member | 28 | 24 | 21 | 18 | 16 | 20 |
| With member with moderate or severe disabilities | 18 | 12 | 9 | 7 | 5 | 8 |
| With frail elderly member | 9 | 6 | 5 | 4 | 2 | 4 |
| With one or more full-time workers | 37 | 73 | 82 | 87 | 93 | 81 |
| With no full-time workers, one or more part-time worker | 19 | 10 | 6 | 4 | 3 | 6 |
| No one working (all adults are over 65) | 21 | 13 | 9 | 7 | 3 | 8 |
| Pct. no one in household working (at least one working-age member) | 23 | 5 | 3 | 2 | 1 | 5 |

Source: American Community Survey, 2009–11.

households. Nearly one-half of extremely low-income households had only one member compared with 18 percent of high-income households. Family households with children represented about one-third of all households in the region, a share that is roughly constant across income categories. Family households without children (consisting of two or more related adults) and nonfamily households (such as two unrelated adults) were more prevalent among higher-income than lower-income households.

Vulnerable individuals or those requiring special housing are more common among lower-income households. Lower-income households were more likely than higher-income households to have an elderly member or someone with moderate or severe disability (table 1.4).[9] In the Washington region, about 20 percent of households had a member age 65 or older, 4 percent had a frail elderly member, and 8 percent had a member with moderate or severe disabilities.[6] For extremely low income households, the percentages were approximately 1.5 to 2.0 times higher.

An important element of housing affordability in addition to rent levels or home prices is whether household members are working and the wages that they earn. Across all income groups, 81 percent of households had at least one member who was working full time. But again, extremely low income households are outliers. In those households, only

9 Moderate or severe disabilities are those that limit mobility or one's ability to care for oneself.

10 These data account only for the elderly in households and do not count elderly people who are living in group quarters, such as nursing homes. Frail elderly are those with moderate or severe disabilities.

37 percent had at least one person working full time. That rate is considerably lower than even very low income households (73 percent) and low income households (82 percent) (table 1.4). A higher share (21 percent) of extremely low income households had adults 65 or older who might be considered retired than other households. This also makes them more vulnerable to affordability issues. Most concerning, almost one-fourth of extremely low income households had no working household members even when family members were of working age. Higher disability rates for these households may partially explain this higher rate of nonworkers or non-full-time workers. Extremely low income households may also include individuals attending school or job training, thus temporarily forgoing employment.[11]

## CONTINUUM OF HOUSING

In its 2010 report, *An Affordable Continuum of Housing…Key to a Better City*, the Coalition for Nonprofit Housing and Economic Development (CNHED) describes the broad range of housing needs for different populations and income groups in the District of Columbia. Later, CNHED used this framework to launch the *Housing for All Campaign* to promote a "range of housing choices that are available to people.[12] The concept of the continuum of housing is relevant to housing security across the region, and it is applied here to analyze the supply and gaps across many housing needs and household types.

The continuum of housing needs encompasses the homeless, renters, and homeowners. At different points along the continuum, households need different types of housing, from emergency shelter to a market-rate home. To support households along the continuum, the federal government, state and local jurisdictions, private investors, and philanthropic organizations have created many public and private programs and supports. At the very lowest income levels (up to 50 percent of AMI), individuals and families very likely need a significant subsidy and support to be housed adequately. Housing at this end of the continuum includes emergency shelter and permanent supportive housing for those who are homeless or at risk of becoming homeless, and public housing and Housing Choice Vouchers for others. The latter substantially subsidize the costs of housing extremely low income households.

Households slightly higher on the income ladder also benefit from subsidy programs. Indeed, as the data in this study show, households with very low or low incomes can face severe housing cost burdens in the Washington region. In addition to public housing and Housing Choice Vouchers, subsidized options include privately-owned housing created though programs such as Section 8, Section 202 (supportive housing for the elderly), Section 811 (supportive housing for persons with disabilities), low income housing tax credits (LIHTC), and Federal Housing Administration financing.

As households move up the income spectrum, purchasing a home becomes an increasingly viable option. Because of the high housing prices in many parts of the Washington region, homeownership is out of reach for many households without additional financial and other supports. As with rental housing, federal, state, and local governments have created policies and programs to encourage homeownership and lower the barriers to purchasing a home for those with lower incomes. These include lower-cost mortgages, tax credits, homebuyer education and counseling programs, and home repair and rehabilitation assistance.

The next section examines the most vulnerable families on the continuum—those who are homeless or at risk of becoming homeless.

11 This only includes students living in households; students living in dormitories are counted as part of the "group quarters" population and are not reflected in this study.

12 CNHED. (2011, September 26). *Meet the Continuum of Housing*. Retrieved from http://www.cnhed.org/blog/2011/09/meet-the-continuum-of-housing

# 2. THE HOMELESS SYSTEM

- In January 2013, 11,245 people were homeless in the Washington region, including 5,944 single adults and 5,301 people in families.[13]
- The District of Columbia had more homeless people than the other seven jurisdictions combined.
- Nearly three in four homeless single adults were male, while four in five homeless adults in families were female (and the majority were single parents). Single adult households were made up almost entirely of persons age 25 and older (85 percent), while 72 percent of all persons in family households were children or young adults (under age 25).
- Thirty-six percent of homeless adults in families in the region were employed. In Alexandria, Arlington, and Loudoun County, more than two-thirds of homeless adults in families were employed. In the District of Columbia and Prince George's, less than one-third of homeless adults in families were employed.
- Most homeless people lived in emergency shelters or transitional housing. Approximately 11 percent (1,259) of the homeless population lived on the street—largely single adults. With the exception of Alexandria, no suburban jurisdiction could meet the immediate shelter needs of this group. Even if all available shelter beds were occupied, the region would still fall short of meeting the shelter needs of homeless single adults by 467 beds. One in four homeless persons was chronically homeless; an increase in permanent supportive housing would reduce homelessness among this population. The Washington region would need at least 2,219 additional permanent supportive housing beds for single adults and 180 for families to meet the needs of its chronically homeless population.[14] Almost all of the region's chronically homeless families were in the District of Columbia and Prince George's.
- Most homeless persons in families and single adults did not need permanent supportive housing, however. Rather, many just needed affordable rental housing and, in some cases, additional supports, such as assistance with securing child care, health insurance and employment, to help them hold a lease and maintain rent payments over time. Increasing the supply of rental housing affordable for extremely low

### HOMELESS CATEGORIES

**Homeless**–People who are currently without permanent housing, including both sheltered and unsheltered homeless.

**Sheltered homeless**–People residing in shelters, safe havens, or transitional housing.

**Unsheltered homeless**–People living on the street or in places not meant for human habitation such as abandoned buildings, bridges, parks, and campsites.

**Chronically Homeless**–An adult with a disabling condition who has either been continuously homeless for at least a year, or has had at least four episodes of homelessness in the past three years. The chronically homeless may be sheltered or unsheltered.

**Household Types**

**Adult-only households**–Single, homeless adults.

**Family households**–Homeless families consisting of at least one adult and one child (under age 18).

13 Data from the 2014 Point-in-Time Count of the homeless were not available when the analysis for this study was conducted. Findings based on 2013 data are consistent with conclusions that might be drawn from the 2014 data. The region's homeless population grew by 399 people, or 3.5 percent, between the 2013 and 2014 counts. The regional increase was largely attributable to a 13 percent rise in homelessness in the District of the Columbia. The 2014 homeless population included a slightly higher share of persons in families: 49 percent compared to 47 percent in 2013.

14 The 2,219 additional permanent supportive housing beds for single adults and 180 for families are minimum estimates of the need based on the 2013 data. Additional beds may be needed to accommodate the recent rise in homelessness, particularly in the District of Columbia, future demand, and the typically low turnover rate for occupants of permanent supportive housing.

income households would reduce homelessness in the region.

**SHELTER & HOUSING SYSTEM**

**Continuum of Care (CoC)**—A group of local government agencies and nonprofit service providers that administer programs to prevent and end homelessness in a particular jurisdiction. There are nine CoCs in the Washington region.

**Shelter**—Includes on-demand emergency and winter shelters for homeless people. Shelters are intended to be a temporary, short-term solution before transitioning to a more permanent housing option.

**Safe Haven**—A 24-hour residence that serves homeless individuals with severe mental illness who have been unable or unwilling to participate in supportive services. The facilities place no requirement of receiving social services or treatment on residents, but instead introduce services gradually as the residents are ready.

**Transitional Housing**—Short-to-medium-term accommodations (typically fewer than two years) for homeless individuals. May also include services to assist individuals and families with moving to permanent housing.

**Permanent Supportive Housing**—A model that provides permanent, fully-subsidized housing in combination with supportive services—such as substance abuse treatment, case management, and job training—to chronically homeless individuals and families with barriers to achieving independence such as mental illness, substance abuse, or HIV/AIDS.

**Housing First**—An approach to ending homelessness, pioneered in 1988, in which homeless individuals or families are moved immediately from a shelter or the streets to their own apartment. "Housing First programs' first priority is to stabilize people in the short-term and help them get housed immediately" (Lanzerotti 2004). Needed social services are provided after stable housing is in place and, unlike past approaches to solving episodes of homelessness, receipt of services is not required for individuals or families to remain in housing.

**Rapid Re-Housing**—A set of programs that grew out of the Housing First approach to provide housing search and temporary financial assistance to quickly end a period of homelessness by moving people into permanent housing. The National Alliance to End Homelessness (2014) identifies three core components of a Rapid Re-Housing program: housing identification; rent and move-in assistance; and case management and services. Rapid Re-Housing can also refer to a specific HUD grant program, The Homelessness Prevention and Rapid Re-Housing Program, which provides financial assistance and services to both prevent individuals and families from becoming homeless and to help those who are experiencing homelessness to be quickly re-housed and stabilized. Rapid Re-Housing can be a particularly effective strategy for persons who become homeless due to a short-term economic crisis. See http://portal.hud.gov/hudportal/HUD?src=/recovery/programs/homelessness.

Homelessness is the most extreme outcome caused by a lack of affordable housing and permanent supportive housing options in the region. People become homeless for many reasons, including insufficient income, job loss, rising rents, domestic violence, loss of health insurance, and physical and mental disabilities. They are also homeless for different lengths of time. Although most are homeless for less than six months, a small group, the chronically homeless, has been homeless for years (US Department of Housing and Urban Development 2013). Recent research shows that the most effective remedies target the root causes of an individual's homelessness and the length of time they have been homeless (Rog et al. 2014).

This chapter reviews shelter needs, the supply of beds, and the region's capacity to meet the needs of its homeless population. The study covers three categories of homeless (see the sidebars for definitions of the terms used in this section): (1) the sheltered homeless, (2) the unsheltered homeless, and (3) the chronically homeless, who may be sheltered or unsheltered.[15] Formerly homeless are not included in this study nor are youth living on their own; the latter because of the difficulty in counting homeless youth. The study also considers two distinct household types: adult-only households (referred to as single adults) and family households. For a discussion on youth homelessness please see the "Homeless Youth" box on page 12.

Addressing homelessness requires both temporary and permanent housing solutions. In the short term, unsheltered homeless individuals, for example, need immediate housing, and jurisdictions rely on emergency shelters or transitional housing that may include some supportive services to address their needs. Chronically homeless individuals, in contrast, need permanent supportive, subsidized housing with services such as case management, job training, and treatment for physical and mental health conditions. Both unsheltered and sheltered homeless adults and families who are not chronically homeless less often need more intensive services such as those provided in permanent supportive housing, but they can benefit from short-term services to help them keep up with rent payments in the long term or case management services to connect them to available benefits, job training, and other supports. More often they need affordable rental housing options, including rental subsidies such as public housing and Housing Choice Vouchers (discussed in Section 3 of this study).

Increasingly, jurisdictions are adopting a "Housing First" approach to homelessness, which moves individuals and families immediately or as quickly as possible into permanent housing. Once an individual or household is stably housed, the service provider offers supportive services, although participation is not required to maintain housing. In the Washington region, all jurisdictions take a Housing First approach, but they are in various stages of transitioning from more traditional models that focused on providing emergency shelter and services temporarily.

### HOMELESS DATA

Counting the Homeless—Given that the homeless often lack a fixed address, collecting accurate data on this population is challenging. This study conducted a web scan of area programs and interviews with key government stakeholders and nonprofit service providers, advocates, and nonprofit developers across the region. Researchers also analyzed data collected by jurisdictions using local Homeless Management Information Systems (HMIS) as well as street surveys conducted in late January 2013 as part of a national Point-in-Time (PIT) count of the homeless coordinated by HUD. In addition to the federally-mandated PIT count every two years, the Metropolitan Washington Council of Governments coordinates jurisdictions in the Washington region to conduct an annual count. Because the PIT count occurs on a single night, it serves as a "snapshot" of the homeless on that night only and therefore does not reflect the total number of people who experience homelessness over the course of the year.

Continuum of Care—To better coordinate funding and services, local homeless service providers are usually organized into a Continuum of Care (CoC), which is made up of local government agencies and nonprofit service providers. CoCs are responsible for collecting the data during the PIT count. In the Washington region, CoCs are organized by county except in a few cases. The independent cities of Fairfax City and Falls Church are included in the Fairfax County CoC (and labeled "Fairfax" in this study), and the cities of Manassas and Manassas Park are included in the Prince William County CoC (and labeled "Prince William").

15 This study classified people as homeless if they met the HUD definition of an "individual or family who lacks a fixed, regular, and adequate nighttime residence, meaning: (i) Has a primary nighttime residence that is a public or private place not meant for human habitation; (ii) Is living in a publicly or privately operated shelter designated to provide temporary living arrangements (including congregate shelters, transitional housing, and hotels and motels paid for by charitable organizations or by federal, state, and local government programs); or (iii) Is exiting an institution where (s)he has resided for 90 days or less and who resided in an emergency shelter or place not meant for human habitation immediately before entering that institution." (Retrieved from https://www.onecpd.info/resources/documents/HomelessDefinition_RecordkeepingRequirementsandCriteria.pdf on November 12, 2013.) While HUD does not include adults with children in its definition of chronic homelessness, it does include "either (1) an unaccompanied homeless individual with a disabling condition who has been continuously homeless for a year or more, OR (2) an unaccompanied individual with a disabling condition who has had at least four episodes of homelessness in the past three years" (HUD 2007). Homeless families were included in this study as "chronically homeless" if the adult in the family met the criteria. Research shows that the chronically homeless are best served by permanent supportive housing, which provides services along with an affordable housing unit (Culhane, Metraux, and Hadley 2002; Larimer et al. 2009; Martinez and Burt 2006).

Photo: K. Wags

## HOW MANY HOMELESS PEOPLE LIVE IN THE REGION?

**In January 2013, 11,245 persons were homeless in the Washington region. Of those, 5,944 were single adults and 5,301 were in families** (table 2.1).[16, 17] At 47 percent, the Washington region has a larger share of families among its homeless population than the national average (37 percent).[18]

The majority of homeless were sheltered on the night of the Point-in-Time (PIT) Count of the homeless (see box "Homeless Data" for more information). However, **11 percent (1,259 persons) were living on the street and not in emergency shelter or transitional housing.** Living on the street without shelter was more common among single adults than families. More than 20 percent of homeless single adults (1,250 persons) were unsheltered and living on the streets, compared with less than 1 percent of persons in families (9 persons).

**Approximately one-fourth of the homeless—or 2,912 people—were chronically homeless in 2013.** The incidence of chronic homelessness is much higher (44 percent) among single adults. In contrast, just 6 percent of homeless persons in families were chronically homeless. As noted earlier, the chronically homeless represent the group most in need of permanent supportive housing.

### HOMELESS YOUTH

Despite the importance of providing services and interventions to homeless youth living on their own, homeless youth are not included in this study because estimates of this population are so unreliable. National estimates vary from a low of 22,700 to a high of 1.67 million homeless children and youth under the age of 18 in households with no adults. Homeless single adults and persons in families are easier to count because they are more likely to be in shelters or connected to service programs. In contrast, child-only households are a transient population that often avoids mainstream services because of a distrust of authority, fear of being returned to their previous situation, or a desire to avoid foster care.

The Point-in-Time Count process—currently the most accurate national method of measuring homelessness—does not provide much information about the scope of homelessness among youth and which youth are most affected. To address this gap, the Obama administration has promised to end homelessness among families, children, and youth by 2020. Several federal agencies collaborated in 2012–13 to create the Youth Count! Program, a youth homeless count in nine sites across the country. Although a recent report detailed promising practices and potential improvements to the processes and some jurisdictions continue to conduct youth counts independently, these efforts remain uncoordinated and difficult to compare across jurisdictions.

Source: Pergamit et al. (2013).

16 Throughout this study, persons in adult-only households are referred to as single adults. Among the homeless, almost all adult-only households are single adults.

17 Data from the 2014 Point-in-Time count of the homeless were not available when the analysis for this study was conducted. Findings based on 2013 data are consistent with conclusions that might be drawn from the 2014 data. On January 29, 2014, 11,946 people were homeless in the Washington region, including 6,057 single adults and 5,880 persons in families.

18 This value includes Puerto Rico and other U.S. territories and is based on HUD's 2013 national Point-in-Time Count, the most recent data available. Data retrieved from https://www.onecpd.info/reports/CoC_PopSub_NatlTerrDC_2013.pdf on December 4, 2013.

## What is the size of the homeless population in each jurisdiction?

**The size of the homeless population varies widely by jurisdiction in the Washington region. The District of Columbia had the largest homeless population (6,859 persons), more than the other seven jurisdictions combined** (table 2.2). Most of the remaining homeless in the region were in the larger jurisdictions of Montgomery, Prince George's and Fairfax. Loudoun County, by comparison, had the smallest number of homeless (166).

**The share of unsheltered homeless single adults varies considerably by jurisdiction.** More than half of homeless single adults were unsheltered in Prince William (60 percent), Prince George's (56 percent), and Arlington (55 percent), while less than one-fourth were unsheltered in Montgomery (22 percent), Fairfax (17 percent), Alexandria (16 percent), and the District of Columbia (14 percent). Unsheltered homeless families are much less common. The only jurisdictions with any unsheltered homeless families were Prince William and Loudoun County. (For more detailed data on individual jurisdictions, please see the profiles in the Appendix A and online at http://www.urban.org/publications/413161.html.)

**Chronic homelessness also varied widely.** Among homeless single adults, rates for chronic homelessness ranged from 24 percent in Prince George's to 59 percent in Arlington. Among families, almost all chronically homeless were in the District of Columbia (263) and Prince George's (24).

### TABLE 2.1. SHELTERED AND UNSHELTERED HOMELESS SINGLE ADULTS AND PERSONS IN FAMILIES IN THE WASHINGTON REGION, 2013

| | Sheltered | Unsheltered | Total |
|---|---|---|---|
| Single adults | 4,694 | 1,250 | 5,944 |
| Chronically homeless | 1,772 | 830 | 2,602 |
| Not chronically homeless | 2,922 | 420 | 3,342 |
| Persons in families | 5,292 | 9 | 5,301 |
| Chronically homeless | 310 | 0 | 310 |
| Not chronically homeless | 4,982 | 9 | 4,991 |
| Total homeless persons | 9,986 | 1,259 | 11,245 |
| Chronically homeless | 2,082 | 830 | 2,912 |
| Not chronically homeless | 7,904 | 429 | 8,333 |

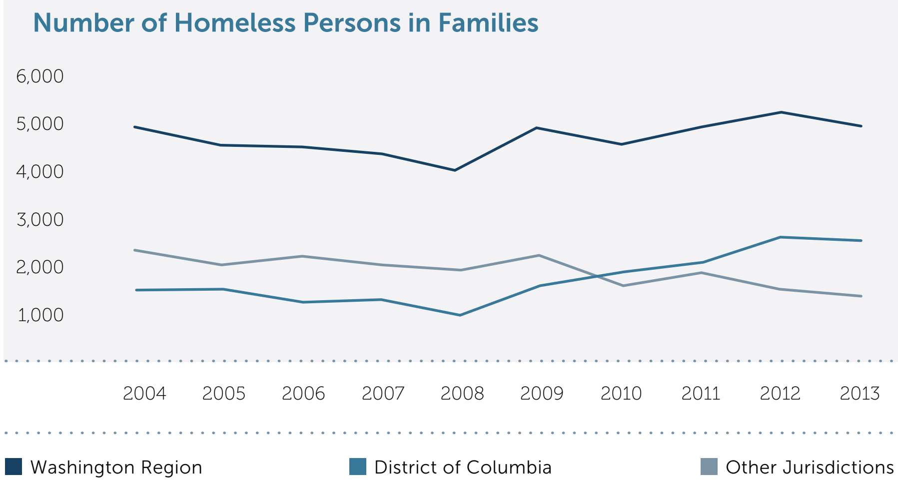
Source: Urban Institute analysis of Metropolitan Washington Council of Governments 2013 Point-in-Time Count of the homeless.

### TABLE 2.2. HOMELESS SINGLE ADULTS AND PERSONS IN FAMILIES IN THE WASHINGTON REGION BY JURISDICTION, 2013

| | Single adults | Persons in families | Total |
|---|---|---|---|
| District of Columbia | 3,690 | 3,169 | 6,859 |
| Montgomery | 638 | 366 | 1,004 |
| Prince George's | 298 | 370 | 668 |
| Alexandria | 185 | 90 | 275 |
| Arlington | 266 | 211 | 477 |
| Fairfax | 603 | 747 | 1,350 |
| Loudoun County | 81 | 85 | 166 |
| Prince William | 183 | 263 | 446 |
| **Washington region** | **5,944** | **5,301** | **11,245** |

Source: Urban Institute analysis of Metropolitan Washington Council of Governments 2013 Point-in-Time Count of the homeless.

HOMELESS TRENDS 2004-13




Note: Family homelessness in the District of Columbia has continued to rise over the past year. On January 29, 2014 there were 3,795 homeless persons in families in the District of Columbia, an increase of 20 percent from the 2013 count (3,169).

Source: Urban Institute analysis of Metropolitan Washington Council of Governments Point-in-Time Count of the homeless, 2004–13.

The number of homeless persons in families increased 20 percent in the Washington region between 2008 and 2013. As the figure shows, **this increase is driven primarily by a 73 percent increase in the District of Columbia.** Arlington was the only other jurisdiction to see the population of homeless persons in families increase between 2008 and 2013. As discussed above, most persons in families who are homeless are not chronically homeless, but need affordable permanent housing options and possibly rental subsidies.

## What is the gender and age composition of the homeless population?[19]

**Homeless single adults tend to be male.** Nearly three in four homeless single adults were male. **Homeless families are typically a single woman with one or two young children.** Four in five homeless adults in families were female (and the majority were single parents). This general pattern holds across all jurisdictions in the study. Overall, the homeless population had a higher proportion of children (28 percent) than the general population (23 percent).

**The adults in homeless families tend to be much younger than homeless single adults.** For example, in the District of Columbia, the median age of a homeless single adult was 51, while the median age of a homeless adult with children was 28.[20] In the Washington region, single adult households were made up almost entirely of persons 25 years and older (85 percent), while 72 percent of all persons in family households were children or young adults (under 25 years old). And although the Washington region's homeless population had approximately the same proportion of young adults as the population as a whole (9 percent), there was significant variation by jurisdiction. In the District of Columbia, young adults represented 3 percent of homeless single adults, while in Prince George's, 18 percent of homeless single adults were ages 18 to 24.

## How many homeless adults are employed and what is the most common source of income?

The need for support services to help some households hold and maintain leases and individuals' and families' length of stay in shelter are both affected by ongoing circumstances and reliable sources of income. Single adults are particularly vulnerable given their lower rates of employment and higher rates of no reported income at all.

19 In the following sections, data concerning the demographic and economic characteristics of the homeless population are reported without mentioning nonresponse rates, unless nonresponse is over 80 percent. Statistics that are reported represent the share of people asked the question. The sentence "Males made up 56 percent of the homeless population" can be interpreted as "56 percent of homeless people asked about their gender said they were male"—the remaining 44 percent self-identified as female or transgender or gave no response.

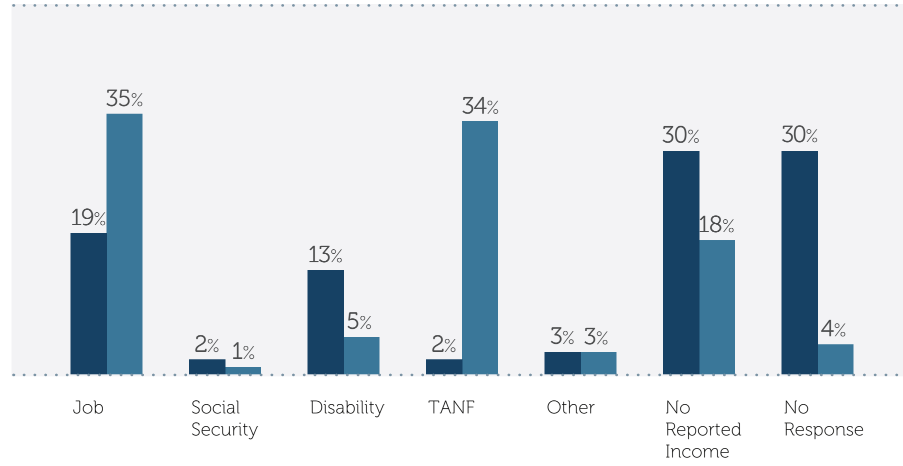
20 The Community Partnership for the Prevention of Homelessness. (2013). *Homelessness in the District of Columbia, the 2013 point-in-time enumeration*. Retrieved from http://miriamskitchen.org/sites/miriams/files/PIT-2013-Brief.pdf.

**TABLE 2.3. PERCENTAGE OF HOMELESS SINGLE ADULTS AND ADULTS IN FAMILIES EMPLOYED, 2013, BY JURISDICTION**

| | Percent Employed | |
|---|---|---|
| | Single adults | Adults in families |
| District of Columbia | 16 | 24 |
| Montgomery | 29 | 47 |
| Prince George's | 21 | 33 |
| Alexandria | 32 | 68 |
| Arlington | 21 | 73 |
| Fairfax | 23 | 58 |
| Loudoun County | 38 | 69 |
| Prince William | 21 | 58 |
| **Washington region** | **19** | **36** |

Source: Urban Institute analysis of Metropolitan Washington Council of Governments 2013 Point-in-Time Count of the homeless.

**FIGURE 2.1. PERCENTAGE OF HOMELESS SINGLE ADULTS AND ADULTS IN FAMILIES IN THE WASHINGTON REGION BY PRIMARY SOURCE OF INCOME, 2013**




Source: Urban Institute analysis of Metropolitan Washington Council of Governments 2013 Point-in-Time Count of the homeless.

**Thirty-six percent of homeless adults in families were employed** (table 2.3). Figures for the Washington region as a whole mask large disparities among jurisdictions in employment levels, particularly for those in families. **In Alexandria, Arlington, and Loudoun County, more than two-thirds of homeless adults in families were employed. In the District of Columbia and Prince George's, less than one-third of homeless adults in families were employed.** Only 19 percent of homeless single adults were employed in the region, ranging from 16 percent in the District of Columbia to 38 percent in Loudoun County.

Many homeless adults, especially those in families, reported income from sources other than a job (figure 2.1). About 43 percent of homeless adults in families were receiving income from a source other than wages, including 34 percent receiving Temporary Assistance for Needy Families (TANF) or other public assistance. Single adults were less likely to have income from sources other than wages (21 percent) but were more likely than adults in families to have disability income (13 percent). Still, many homeless in the region—30 percent of single adults and 18 percent of adults in families—reported having no income at all.

Sources of income for homeless adults varied across jurisdictions. For example, almost half of homeless adults in families in the District of Columbia received TANF or other public assistance, compared with 23 percent in

### TABLE 2.4. SUPPLY OF BEDS TO MEET TEMPORARY HOUSING NEEDS OF THE HOMELESS IN THE WASHINGTON REGION, 2013

| | Single Adults | | Persons in Families | |
|---|---|---|---|---|
| | Total | Pct. of beds | Total | Pct. of beds |
| Emergency shelter | 2,761 | 50 | 2,319 | 39 |
| Winter/hypothermia shelter | 1,306 | 24 | 284 | 5 |
| Transitional housing | 1,344 | 25 | 3,276 | 56 |
| Safe Haven | 66 | 1 | 0 | 0 |
| **Total beds** | **5,477** | **100** | **5,879** | **100** |

Source: Urban Institute analysis of Metropolitan Washington Council of Governments 2013 Point-in-Time Count of the homeless.

Montgomery (the second-highest rate) and only 6 percent in Arlington (the lowest rate). Rates of receiving disability payments were low across all jurisdictions for adults in families. Receipt of disability income among single adults varied by jurisdiction. Rates ranged from 6 percent in Loudoun County to 23 percent in Alexandria and 24 percent in Montgomery. Homeless single adults were most likely to have no income in Prince William (63 percent) and Prince George's (50 percent) and adults in families were most likely to have no income in Prince George's (41 percent), 20 percentage points higher than the next highest jurisdiction, Alexandria (24 percent).

## How Many Beds Are in the Region's Homeless Systems?

**In January 2013, the Washington region had 11,356 emergency shelter, winter or hypothermia shelter, transitional housing, or Safe Haven program beds.[21] Of these, 5,477 were intended for homeless single adults and 5,879 for homeless persons in families** (table 2.4). The majority of beds designated for single adults were in emergency or winter/hypothermia shelters, with another one-fourth of beds in transitional housing. However, transitional housing beds made up 56 percent of the beds designated for persons in families, with 44 percent of beds in emergency or winter/hypothermia shelters.

As might be expected given the distribution of the Washington region's homeless population, the District of Columbia had the majority of emergency shelter and transitional housing beds in the region, with 69 percent of beds for single adults and 57 percent of those for persons in families (table 2.5).

### TABLE 2.5. BEDS IN EMERGENCY SHELTER OR TRANSITIONAL HOUSING IN THE WASHINGTON REGION BY JURISDICTION, 2013

| | Shelter or Transitional Housing Beds for: | |
|---|---|---|
| | Single adults | Persons in families |
| District of Columbia | 3,778 | 3,350 |
| Montgomery | 608 | 420 |
| Prince George's | 115 | 353 |
| Alexandria | 187 | 150 |
| Arlington | 139 | 236 |
| Fairfax | 507 | 840 |
| Loudoun County | 41 | 148 |
| Prince William | 102 | 382 |
| **Washingtown region** | **5,477** | **5,879** |

Note: Emergency shelter and transitional housing beds include winter or hypothermia beds and Safe Haven beds.

Source: Urban Institute analysis of Metropolitan Washington Council of Governments 2013 Point-in-Time Count of the homeless.

21 "Beds" is the standard capacity measure used for shelters, transitional, and permanent supportive housing (rather than housing units or bedrooms), representing the number of people that can be accommodated.

**TABLE 2.6. AVAILABLE PERMANENT SUPPORTIVE HOUSING BEDS IN THE WASHINGTON REGION BY JURISDICTION, 2013**

| | Single adults | Persons in families |
|---|---|---|
| District of Columbia | 275 | 9 |
| Montgomery | 5 | 62 |
| Prince George's | 4 | 43 |
| Alexandria | 2 | 0 |
| Arlington | 68 | 0 |
| Fairfax | 26 | 12 |
| Loudoun County | 0 | 0 |
| Prince William | 3 | 4 |
| **Washington region** | **383** | **130** |

Source: Urban Institute analysis of Metropolitan Washington Council of Governments 2013 Point-in-Time Count of the homeless.

Tables 2.4 and 2.5 depict the total supply of beds as of January 2013, but not all beds were necessarily occupied. In the Washington region, 86 percent of shelter and transitional housing beds for adults and 90 percent of beds for persons in families were occupied. The majority of jurisdictions in the Washington region was at or near full capacity for beds meant for both single adults and persons in families. Several jurisdictions had occupancy rates for beds for families under 70 percent, including Prince William, Alexandria, and Loudoun County. Prince William also had a relatively low occupancy rate (72 percent) for single adults. Because this count is based on a single night, low occupancy rates do not necessarily mean there are too many beds. Low occupancy could be caused by unusually low emergency shelter occupancy for that night, for example due to warm weather or expanded capacity in advance of extreme weather. Indeed, the temperature on the night of the 2013 PIT count was a relatively warm 52 degrees in the District of Columbia.[22]

As discussed previously, homeless families and individuals also have permanent housing needs in addition to temporary housing needs that emergency shelters or transitional housing may meet. Those who are not chronically homeless need affordable housing such as subsidized rental housing (discussed in the next chapter). Chronically homeless single adults and persons in families may be best housed in permanent supportive housing.

**As of January 2013, there were 513 available permanent supportive housing beds in the Washington region, 383 of which were designated for single adults and 130 were designated for persons in families** (table 2.6). Several jurisdictions in the Washington region had few available permanent supportive housing beds for single adults, including Montgomery, Prince George's, Alexandra, Loudoun County, and Prince William. The District of Columbia, Alexandria, Arlington, Loudoun and Prince William also had little availability to house persons in families in this way.

The available supply of permanent supportive housing was determined by counting only non-occupied beds. Formerly homeless individuals and families currently in permanent supportive housing would not generally be expected to leave, so those beds were not considered to be "available."[23] Nevertheless, some formerly homeless may eventually be able to move out of permanent supportive housing and into affordable or standard rental housing once they have stabilized with case management and supportive services. Public Housing Authorities are beginning to experiment with "moving on" initiatives, which typically involve giving an individual or family moving out of permanent supportive housing preference for a Housing Choice Voucher.[24]

22 Data from http://www.weatherunderground.com, accessed 10/10/2013.

23 According to the 2013 PIT count, there were 9,476 formerly homeless people living in permanent supportive housing in the Washington region, 5,021 of whom were people in families. The formerly homeless represent a significant part of the population currently being served by the homeless assistance systems in the region.

24 For an example, see http://www.csh.org/toolkit/public-housing-agencies-toolkit/unique-pha-programs-initiatives/moving-on-initiatives/.

## ARE THERE ENOUGH BEDS TO MEET THE NEED?

Everyone needs stable, permanent housing, but the type of housing needed depends on the specific circumstances of the person or family. To determine if the Washington region is meeting the needs of the homeless population, this section first analyzes the immediate need for shelter for all unsheltered homeless people currently sleeping outside on the streets or in places not meant for human habitation who could use housing immediately, especially during hypothermia season. Ideally, shelter should only be a temporary, short-term solution before transitioning to a permanent housing option.

Second, this section examines chronically homeless single adults who would benefit from permanent supportive housing, and those who are not chronically homeless and may only need affordable housing subsidies and some services to find suitable housing. This approach highlights the need for permanent housing for all homeless residents in the area, whether they are on the streets, in shelter, or in transitional housing.

### Immediate need for shelter

Although the ideal is to provide permanent housing solutions to all of the region's homeless, in reality shelters and transitional housing are needed to meet the short-term needs of the unsheltered population and to help some homeless transition to permanent housing.

In January 2013, **467 homeless single adults had an immediate need for shelter that could not be met.** For the 1,250 homeless single adults in the Washington region, only 783 shelter beds were available, leaving a gap of 467 shelter beds (table 2.7). With the exception of Alexandria, the suburban jurisdictions in this region fell short in meeting the immediate shelter needs of their homeless single adult populations. The need for additional shelter beds ranged from 30 in Montgomery to 183 in Prince George's. (Because only nine persons in families were unsheltered in the PIT count on that particular night, they are not a focus of the study.)

**TABLE 2.7. BEDS NEEDED TO MEET THE IMMEDIATE HOUSING NEEDS OF UNSHELTERED SINGLE ADULTS IN THE WASHINGTON REGION BY JURISDICTION, 2013**

| | Unsheltered single adults | Available beds | Gap or (surplus) |
|---|---|---|---|
| District of Columbia | 512 | 600 | (88) |
| Montgomery | 143 | 113 | 30 |
| Prince George's | 168 | (15) | 183 |
| Alexandria | 29 | 31 | (2) |
| Arlington | 146 | 19 | 127 |
| Fairfax | 104 | 8 | 96 |
| Loudoun County | 38 | (2) | 40 |
| Prince William | 110 | 29 | 81 |
| **Washington region** | **1,250** | **783** | **467** |

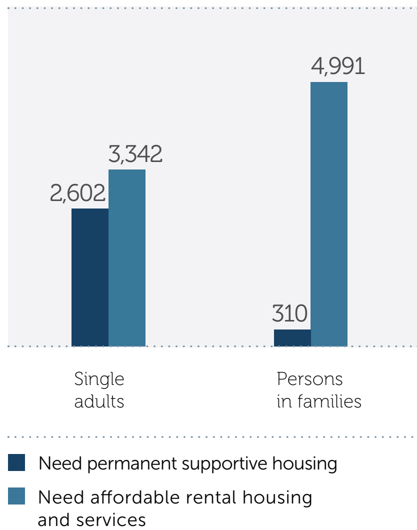
Notes: Available shelter beds include unoccupied emergency shelter, transitional housing, and winter or hypothermia beds. Occasionally jurisdictions may temporarily expand the number of beds available to accommodate extra persons seeking shelter. This study assumes that any temporary increases at the time of the Point-in-Time Count did not change the overall supply of beds. Consequently, two jurisdictions had fewer available beds than persons in shelter.

Source: Urban Institute analysis of Metropolitan Washington Council of Governments 2013 Point-in-Time Count of the homeless.

### Need for permanent housing

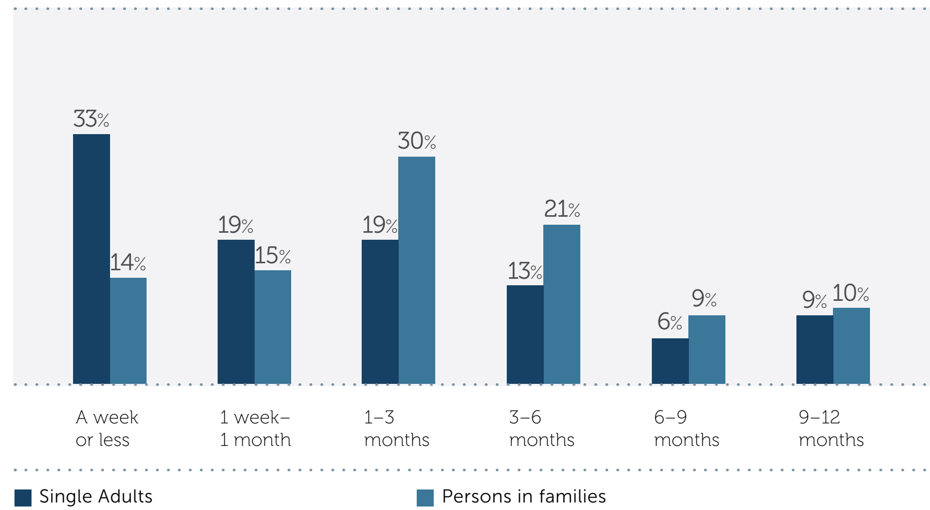
Figure 2.2 summarizes the current gap in permanent supportive housing and affordable rental housing subsidies and services to address the needs of the region's homeless population of single adults and persons in families. The supportive housing gap is calculated by subtracting any existing, available permanent supportive housing beds (513) from the number of chronically homeless people (2,912 single adults and persons in families) It is assumed that the nonchronically homeless (8,333 persons) need affordable rental housing and, in some cases, additional supports, such

## FIGURE 2.2. HOMELESS SINGLE ADULTS AND PERSONS IN FAMILIES IN THE WASHINGTON REGION BY PERMANENT HOUSING NEEDS, 2013




Source: Urban Institute analysis of Metropolitan Washington Council of Governments 2013 Point-in-Time Count of the homeless.

## LENGTH OF STAY IN SHELTER




Note: Data for Alexandria were not available for this analysis.

Source: Urban Institute analysis of HUD Annual Homeless Assessment Report, Community-Level Reports, 2011. Estimates based on a weighted average of component jurisdictions, excluding the city of Alexandria.

Shelter availability is affected by the length of stay of homeless people in shelter—longer stays mean fewer beds are available for the homeless entering the system. **Homeless persons in families were more likely to stay longer in emergency shelters than single adults.** Fifteen percent of homeless single adults in the region were staying in emergency shelters more than six months (considered a long-term stay), compared with 20 percent of persons in families. Fifty-three percent of single adults stayed less than one month in a shelter compared with 29 percent of persons in families. The District of Columbia had the highest share of people using emergency shelters for long-term stays, both for single adults (20 percent) and persons in families (44 percent). By prioritizing transitioning people with long-term shelter stays to stable permanent housing, homelessness is decreased and additional shelter beds can be freed up for new individuals and families with emergency needs.

**TABLE 2.8. BEDS NEEDED TO MEET THE PERMANENT SUPPORTIVE HOUSING NEEDS OF THE CHRONICALLY HOMELESS IN THE WASHINGTON REGION BY JURISDICTION, 2013**

| | Single Adults | | | Persons in Families | | |
|---|---|---|---|---|---|---|
| | Chronically homeless | Available beds | Gap or (surplus) | Chronically homeless | Available beds | Gap or (surplus) |
| District of Columbia | 1,764 | 275 | 1,489 | 263 | 9 | 254 |
| Montgomery | 222 | 5 | 217 | 6 | 62 | (56) |
| Prince George's | 73 | 4 | 69 | 24 | 43 | (19) |
| Alexandria | 69 | 2 | 67 | 5 | 0 | 5 |
| Arlington | 156 | 68 | 88 | 0 | 0 | 0 |
| Fairfax | 243 | 26 | 217 | 10 | 12 | (2) |
| Loudoun County | 28 | 0 | 28 | 0 | 0 | 0 |
| Prince William | 47 | 3 | 44 | 2 | 4 | (2) |
| **Washington region** | **2,602** | **383** | **2,219** | **310** | **130** | **180** |

Source: Urban Institute analysis of Metropolitan Washington Council of Governments 2013 Point-in-Time Count of the homeless.

as assistance with securing child care, health insurance and employment, to help them hold a lease and maintain rent payments over time.

The overwhelming majority of homeless persons in families were not chronically homeless and, therefore, **most persons in homeless families (4,991) required affordable housing, services, or some type of subsidy rather than permanent supportive housing**. Furthermore, 3,342 nonchronically homeless single adults had housing needs that could largely be met by providing additional affordable housing units.

**The Washington region had a gap of 2,219 permanent supportive housing beds for chronically homeless individuals and 180 beds for persons in families.** Approximately 2,602 chronically homeless single adults needed permanent supportive housing. However, only 383 beds were available in the entire region (table 2.8). The gap was apparent in all jurisdictions in the region, ranging from a minimum of 28 beds in Loudoun County to 1,489 beds in the District of Columbia.

**TABLE 2.9. GAP IN SHELTER BEDS FACTORING BEDS CURRENTLY OCCUPIED BY SHELTERED CHRONICALLY HOMELESS ADULTS IN THE WASHINGTON REGION BY JURISDICTION, 2013**

| | Unsheltered gap or (surplus) for single adults | Potentially available beds | New gap or (surplus) |
|---|---|---|---|
| District of Columbia | (88) | 1,303 | (1,391) |
| Montgomery | 30 | 155 | (125) |
| Prince George's | 183 | 24 | 159 |
| Alexandria | (2) | 48 | (50) |
| Arlington | 127 | 63 | 64 |
| Fairfax | 96 | 159 | (63) |
| Loudoun County | 40 | 12 | 28 |
| Prince William | 81 | 8 | 73 |
| **Washington region** | **467** | **1,772** | **(1,305)** |

Notes: Available shelter beds include unoccupied emergency shelter, transitional housing, and winter or hypothermia beds. Potentially available shelter beds are those currently occupied by chronically homeless persons that would become available if they were transitioned to permanent supportive housing.

Source: Urban Institute analysis of Metropolitan Washington Council of Governments 2013 Point-in-Time Count of the homeless.

In addition, the region needed 180 permanent supportive housing beds for chronically homeless persons in families. There were only 130 available permanent supportive housing beds for the region's 310 chronically homeless families. However, the total need masked an oversupply of beds primarily in Montgomery and Prince George's and an undersupply of beds in the District of Columbia.

### Providing permanent supportive housing decreases homelessness and eases the shortage of shelter beds

Increasing capacity in permanent supportive housing would decrease homelessness while strengthening the capacity of emergency shelters to serve the unsheltered homeless in the region.[25] **The majority of chronically homeless single adults (68 percent) in the Washington region stayed in emergency shelters because of a lack of permanent supportive housing. Providing more permanent supportive housing would free up 1,772 shelter beds**. Table 2.9 includes both available beds and shelter beds occupied by the chronically homeless in calculation of the potential supply of beds.

25 In this section, emergency shelter is broadly defined to include winter, hypothermia, or temporary beds, traditional emergency shelters and transitional housing.

These additional beds would more than fill the region's current gap of 467 shelter beds and leave the region with a surplus of 1,305 beds. Other cities, counties, and states have found that prioritizing supportive housing for chronically homeless adults with long-term shelter stays doubled shelter capacity. Utah, for example, found that for every chronically homeless person who was given supportive housing, the state saved $8,000 in total costs and served an additional 2.4 temporarily homeless persons through existing programs (Day et al. 2012).

In some areas, however, the gap would not disappear by shifting to permanent housing. For example, Prince George's has 24 chronically homeless adults who could potentially be moved out of emergency shelter and into permanent supportive housing, freeing up those 24 beds to unsheltered homeless adults. The current gap of 183 beds for unsheltered single adults would then be reduced by 24, leaving a new gap of 159 beds. Similarly, even if Arlington, Prince William, and Loudoun County could house all sheltered chronically homeless adults in permanent supportive housing, the shelter gap would remain for unsheltered homeless single adults. These jurisdictions may need to add additional shelter beds in addition to moving the chronically homeless to permanent supportive housing.

Many jurisdictions have signed on to the 100,000 Homes Campaign, a nationwide effort to find permanent housing solutions for 100,000 of the country's most vulnerable homeless single adults and families by July 2014.[26] Thus far, the District of Columbia, Montgomery, Arlington, Fairfax, and Prince William have all pledged to provide permanent homes as part of this movement.

## What Local Policies and Practices Might Address the Need?

As noted earlier, local homeless service providers are usually organized into a Continuum of Care (CoC), which is intended to promote community-wide strategic planning and to streamline and coordinate resources while allowing communities to tailor programs to local needs.[27] The administrative boundaries are defined by HUD, but providers decide how to organize themselves within each CoC. Although local homeless service providers receive funding from several different sources, HUD usually provides the majority of funding and providers in the CoC must be designated by the CoC lead agency to apply for HUD homeless assistance grants.

Given the recent requirements issued by HUD under the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act, many jurisdictions across the Washington region were operating or are working toward operating a central or coordinated intake system across service providers. Rather than

26 Learn more about the 100,000 Homes Campaign at http://100khomes.org/.

27 https://www.onecpd.info/coc/coc-program-eligibility-requirements/

allowing providers to work individually, which could cause duplication and lead to inefficiencies in service provision, central or coordinated intake systems ensure that residents are screened for the appropriate level of assistance and are referred to the best possible service provider for their needs. The District of Columbia has been operating a central intake system for families for more than 20 years and is currently in the process of creating one for single adults. Montgomery operates a separate coordinated intake system for both singles and families, but uses the same standard assessment tool for both. Both Arlington and Fairfax have a central intake system for families and are working to create a coordinated intake system for single adults, while Loudoun County is working to create a general coordinated intake model. Both Prince George's and Prince William currently operate a coordinated intake system.

Other local policies, such as data sharing, can help improve homeless service delivery. Homeless Management Information Systems have restricted access and many organizations, even within the same jurisdiction, restrict access due to privacy and confidentiality concerns.[29] Although these concerns are certainly

## CONTINUUM OF CARE LEAD AGENCIES IN THE WASHINGTON REGION

| Continuum of Care | Lead agency[28] |
|---|---|
| District of Columbia | The Community Partnership for the Prevention of Homelessness |
| Montgomery County | Montgomery County Department of Health and Human Services |
| Prince George's County | Prince George's County Department of Social Services, Community Services Division |
| Alexandria | City of Alexandria Department of Community and Human Services |
| Arlington County | Arlington County Department of Human Services, Economic Independence Division, Housing Assistance Bureau |
| Fairfax County | Fairfax County Office to Prevent and End Homelessness |
| Loudoun County | Loudoun County Department of Family Services |
| Prince William County | Prince William County Department of Social Services |

28 Data represents the lead agency of the primary CoC contact listed by HUD, as retrieved from http://www.hudhre.info/index.cfm?do=viewCocContacts on December 5, 2013.

29 Homeless Management Information Systems are databases required by HUD that store information on homeless people, which could include basic demographic information, service transactions, outcomes, and other pertinent information. The system is typically maintained by the CoC lead agency but is used by homeless service agencies throughout the CoC.

Photo: Matt Johnson

valid, increased data sharing among organizations in the same jurisdiction could help improve service delivery by helping providers identify open slots in programs, coordinate more effectively with other programs in the area, and learn more about clients' circumstances and past history. Doing so can contribute to a more nuanced package of assistance and service to meet clients' needs.

Several jurisdictions in the region have made changes that have improved operating efficiency or service delivery. Both Arlington and Fairfax have developed joint government-nonprofit service delivery models that call for strong oversight and coordination at the county or CoC level, with case management and service delivery provided by local nonprofits. Both of these counties also created a "housing locator" staff position; he or she works closely with landlords to help find suitable and affordable housing based on each client's needs.

The District of Columbia is in the process of shifting from a focus on transitional housing to Rapid Re-Housing, which it sees as a more effective tool to stabilize homelessness caused by purely economic difficulties, as opposed to homelessness caused by mental illness or disability. As discussed earlier, many jurisdictions also agree with or are shifting their policies to a Housing First approach—providing housing to the homeless before providing necessary services instead of requiring services as a prerequisite to subsidized housing. Research has shown that Housing First is a much more effective tool for reducing homelessness than providing services as a prerequisite to housing, as it treats homelessness as the primary barrier to improving self-sufficiency and quality of life (Rynearson, Barrett, and Clark 2010).

Policies such as data sharing and a centralized or coordinated intake system would help ensure that providers coordinate referrals and use common intake forms, and consequently speak a "common language," aiding communication across programs and agencies.

For nearly all the local stakeholders interviewed, housing affordability remains their top issue for homeless and other lower-income households alike. The next two sections move further along the housing continuum to examine regional renters and homeowners and the struggles they face in finding affordable housing.

# 3. AFFORDABLE RENTAL HOUSING

Photo: Dan Reed

- Although renter households accounted for only 37 percent of all households in the Washington region in 2009–11, they made up the majority of lower-income households, including 58 percent of very low income households and 70 percent of extremely low income households.
- Almost half of all renter households in the region have struggled with high housing costs, including more than 150,000 households with severe housing cost burden (i.e., households who pay more than half their income on rent and utilities).
- Eighty-six percent of extremely low income renter households were cost-burdened, paying more than 30 percent of their income on housing, including 72 percent who were severely cost-burdened. The most unaffordable rents were in Arlington, where 91 percent of extremely low income renters were cost burdened. Prince William (90 percent), Fairfax and Prince George's (88 percent) followed.
- Extremely low income renters faced enormous competition for affordable units. Higher-income households occupied 40 percent of the units that would have been affordable to the poorest tenants, producing a regional gap of more than 94,000 rental units for extremely low income households.
- No jurisdiction had enough affordable and available rental units to meet the demand by extremely low income households, with gaps ranging from 3,500 units in Loudoun to 22,100 units in the District of Columbia.
- Very low and low income households also faced competition for affordable units from higher-income renters. Forty-six percent of units affordable for very low income households and 50 percent of units affordable for low income households were rented by higher-income households. Consequently, 77 and 52 percent of very low and low income households, respectively, were cost burdened.
- Montgomery and Fairfax had too few affordable and available units for very low income households. The District of Columbia, Prince George's, Prince William and Loudoun lacked sufficient numbers of units for low income households.
- The region had only enough public housing units and vouchers to serve about one in three extremely low income households. The District of Columbia was home to nearly half of the region's HUD-subsidized units and more than one-third of the region's affordable units that were funded with low income housing tax credits.

This section explores the need for affordable rental housing as well as the local policy tools that jurisdictions might employ to increase the production and preservation of the affordable rental housing stock.

## HOW MANY HOUSEHOLDS NEED AFFORDABLE RENTAL HOUSING?

A widely-used affordability standard recommends a household should pay no more than 30 percent of its gross monthly income in housing costs, including rent or a mortgage, taxes, fees, and utilities.[30] Households paying more than 30 percent of their income in rent are considered to be cost-burdened and those that

30 See for example: http://www.census.gov/housing/census/publications/who-can-afford.pdf

## TABLE 3.1: RATIO BETWEEN MEDIAN GROSS RENT AND THE MAXIMUM AFFORDABLE RENT BY INCOME LEVEL, 2009–11

| | Minimum annual income | Minimum affordable monthly rent | Washington region | District of Columbia | Montgomery | Prince George's | Alexandria | Arlington | Fairfax | Loudoun County | Prince William |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Median Gross Rent | | | $1,320 | $1,160 | $1,423 | $1,118 | $1,342 | $1,570 | $1,500 | $1,311 | $1,311 |
| Middle income | $127,400 | $3,190 | 0.4 | 0.3 | 0.4 | 0.4 | 0.4 | 0.5 | 0.5 | 0.4 | 0.4 |
| Low income | $67,600 | $1,690 | 0.8 | 0.7 | 0.8 | 0.7 | 0.8 | 0.9 | 0.9 | 0.8 | 0.8 |
| Very low Income | $53,050 | $1,330 | 1.0 | 0.8 | 1.1 | 0.8 | 1.0 | 1.2 | 1.1 | 1.0 | 1.0 |
| 200% of poverty level | $44,700 | $1,120 | 1.2 | 1.0 | 1.3 | 1.0 | 1.2 | 1.4 | 1.3 | 1.2 | 1.2 |
| Extremely low income | $31,850 | $800 | 1.7 | 1.4 | 1.8 | 1.4 | 1.7 | 2.0 | 1.9 | 1.6 | 1.6 |
| Poverty level | $22,350 | $560 | 2.4 | 2.0 | 2.5 | 2.0 | 2.4 | 2.8 | 2.7 | 2.3 | 2.3 |
| District of Columbia minimum wage | $17,160 | $430 | 3.1 | 2.6 | 3.3 | 2.6 | 3.1 | 3.7 | 3.5 | 3.0 | 3.0 |
| Maryland and Virginia minimum wage | $15,080 | $380 | 3.5 | 2.9 | 3.7 | 2.9 | 3.5 | 4.1 | 3.9 | 3.5 | 3.5 |

Notes: Table displays the median gross rent for occupied- rental units of all sizes. Maximum annual income was defined by the income level at the top of the range for each category. For example the highest income level for extremely low income is 30 percent of AMI or $31,850.

Source: American Community Survey, 2009–11. Calculations by the Urban Institute.

pay more than 50 percent of their income in rent are severely cost-burdened. This standard is used here as well. To determine what rent levels would be affordable, the authors calculated the maximum amount a household with could pay in rent and still spend no more than 30 percent of their monthly income on rent.

Table 3.1 compares this maximum affordable rent with the median gross rent of all occupied rental units for each jurisdiction as a ratio. (The median is the point at which half the units charge rents above and half below.) The median rent in the region in 2009–11 was $1,320, ranging from $1,106 in the District of Columbia to $1,570 in Arlington. In the table, ratios higher than one indicate that rents were not affordable at the maximum income for each level in that jurisdiction. Jurisdictions that are unaffordable are shaded progressively darker brown as the level of unafford-ability rises. Likewise, ratios less than one indicate that the median gross rent

**TABLE 3.2. RENTER HOUSEHOLDS BY SHARE OF INCOME PAID IN RENT EACH MONTH AND COST BURDEN RATES BY JURISDICTION, 2009–11**

| | Number of Renter Households | | | | | |
|---|---|---|---|---|---|---|
| Jurisdiction | Less than 30% of income | 30-50% of income | 50% or more of income | Total | Cost-burdened (%) | Severely cost-burdened (%) |
| District of Columbia | 74,000 | 33,900 | 41,700 | 149,600 | 51 | 28 |
| Montgomery | 58,600 | 31,400 | 27,500 | 117,600 | 50 | 23 |
| Prince George's | 56,200 | 30,100 | 25,200 | 111,500 | 50 | 23 |
| Alexandria | 20,700 | 9,300 | 6,300 | 36,300 | 43 | 17 |
| Arlington | 29,800 | 10,500 | 8,900 | 49,300 | 39 | 18 |
| Fairfax | 66,800 | 29,900 | 24,500 | 121,200 | 45 | 20 |
| Loudoun | 18,400 | 7,700 | 6,600 | 32,700 | 44 | 20 |
| Prince William | 20,300 | 12,100 | 9,200 | 41,500 | 51 | 22 |
| **Washington region** | **344,800** | **164,900** | **150,000** | **659,700** | **48** | **23** |

Note: Data are rounded to the nearest 100. Cost-burdened households are those paying more than 30 percent of gross household income for gross rent; severely cost-burdened households are cost-burdened households paying more than 50 percent of gross income for gross rent.

Source: American Community Survey, 2009–11.

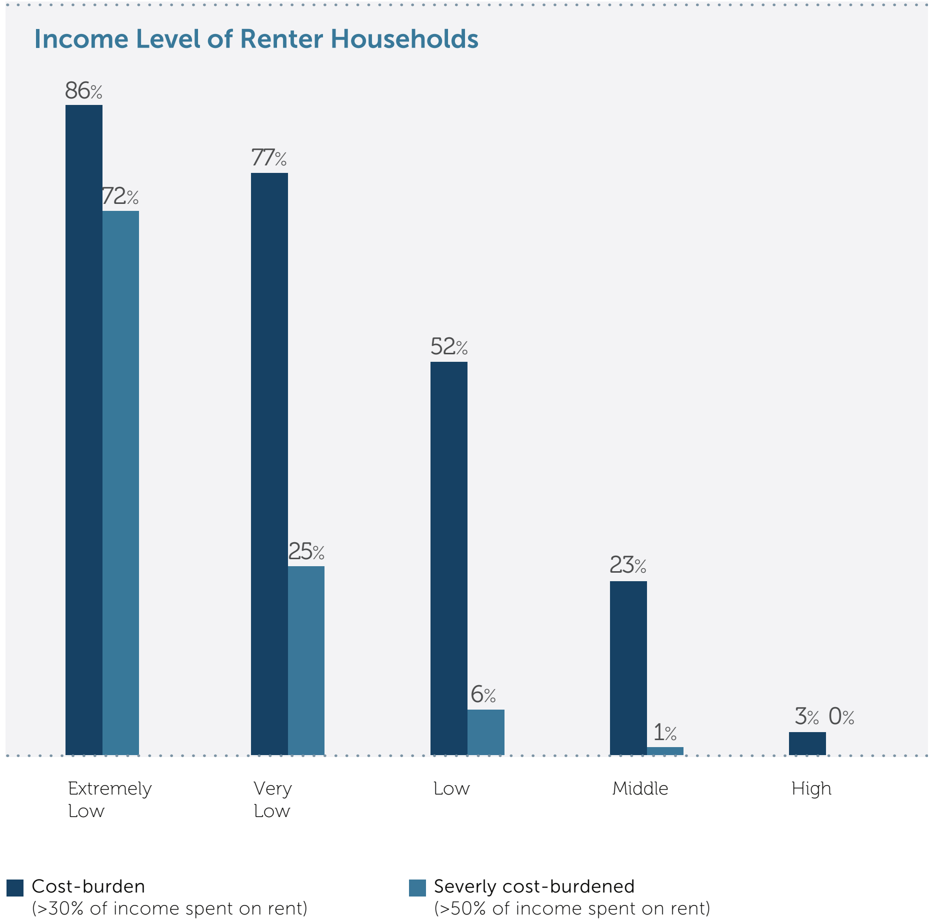
in the jurisdiction was affordable, and darker blue indicates greater affordability (0.3 is more affordable than 0.4, for example) at the specified income level.

**In all jurisdictions, the median rental unit was unaffordable to workers with extremely low incomes, such as those earning minimum wage.** For example, a person earning the minimum wage in Maryland or Virginia would need to work three to four full-time jobs to afford the median rental unit in jurisdictions in those states. A person earning the minimum wage in the District of Columbia would need to work 2.6 full-time jobs at the minimum wage.[31] Overall Montgomery, Arlington, and Fairfax were the most unaffordable jurisdictions; in these locations, no very low or extremely low income households could have afforded the median rent.

Digging deeper into the question of rent affordability, this study analyzes whether households in the region were paying more than 30 percent of their income in rent. **Significantly more affordable rental housing is needed in the region. Nearly half of all renter households (314,900 households) were renting at unaffordable rates, with 150,000 of these households facing severe housing cost burden** (paying more than half of their income to rent). As table 3.2 shows, the bulk of the need for additional

31 Proposals to raise the minimum wage in the District of Columbia, Montgomery, and Prince George's to $11.50 per hour would mean that an individual in the District of Columbia or Prince George's would need to work about 1.8 full-time jobs to afford the median rent in those jurisdictions, almost one job less than the current minimum wage. At the proposed minimum wage, an individual living in Montgomery would still need to work almost 2.4 full-time jobs to afford the median rent.

FIGURE 3.1. PERCENT OF RENTER HOUSEHOLDS IN THE WASHINGTON REGION WHO ARE COST-BURDENED, 2009–11




Note: Cost-burdened households are those paying more than 30 percent of gross household income for gross rent; severely cost-burdened households are cost-burdened households paying more than 50 percent of gross income for gross rent.

Source: American Community Survey, 2009–11.

affordable rental housing is in the four largest jurisdictions: the District of Columbia, Montgomery, Prince George's and Fairfax. Each jurisdiction had more than 50,000 households living in unaffordable units. The District of Columbia and Prince William had the highest rates of cost-burdened renters, followed by Montgomery and Prince George's. Severe cost burden rates were also highest in the District of Columbia and the Maryland suburbs.

Extremely low income households faced extraordinarily high rates of cost burden (see figure 3.1). Of extremely low income renters, 86 percent were cost-burdened and 72 percent were severely cost-burdened. Although burdens ease slightly with growing income, affordability remains a problem for many families. Next up the income ladder, for example, 25 percent of those with very low incomes were severely burdened. Nonetheless, three out of four were still cost-burdened. Even nearly one-fourth of middle income renters paid more than 30 percent of their income to rent (and thus were cost-burdened).

The most unaffordable rents were in Arlington, where 91 percent of extremely low income renters were cost-burdened. Prince William (90 percent), Fairfax (88 percent), and Prince George's (88 percent) follow. A clear sign of the extent of unaffordability in these jurisdictions, 82 percent of extremely low-income households paid more than half of their incomes for rent in Arlington. In Fairfax, the share was 77 percent. (For more detail by jurisdiction please see the profiles in Appendix A and online at http://www.urban.org/publications/413161.html.)

Extremely low income households were not the only ones shouldering high cost burdens in these areas. Higher-income households faced affordability issues as well. As reflected in the regional values in figure 3.1, 91 percent of very low income renters paid more than 30 percent of their income for rent in Arlington and in Fairfax, 83 percent were similarly cost-burdened. Two new areas made the list as well: in Montgomery, 85 percent of very low income renters were cost-burdened, and in Alexandria, 84 percent were struggling.

## HOW MANY AFFORDABLE RENTAL UNITS EXIST?

The previous section clearly demonstrated that many renters need more affordable housing in the Washington region. One reason for this high unmet need is a shortage in the supply of affordable units. But there's another challenge. As the analysis below revealed, many higher-income households were occupying lower-priced housing.

Table 3.3 shows the number of units in the region categorized by which households would be able to afford the units' rents. Of all the units, for example, extremely low income families would find 15 percent of the rental stock affordable. Among the rental stock, 107,000 units in the region were, or could be, rented for $800 or less per month, which would be affordable for extremely low income households. Many more units (37 percent) were affordable to very low income households. Together, **more than half of the Washington region's 714,500 rental units were potentially affordable to very low or extremely low income households**. However, a substantial share of affordable units were not available to very low or extremely low income renters because they were occupied by households with higher incomes (please see the discussion on page 47-48). The units also may have been affordable but may not be in neighborhoods of opportunity that were transit accessible, close to jobs, or had amenities like grocery stores. High income households face fewer constraints in the rental market and could afford to pay quite a bit more—$3,190 per month or more—and still spend 30 percent or less of their monthly income. However, although high-income renters made up 17 percent of renter households, only 2 percent of the region's rental stock was priced at this level, meaning that many higher-income families were

**TABLE 3.3. WASHINGTON REGION'S RENTAL SUPPLY BY AFFORDABILITY LEVEL, 2009–11**

| Unit affordability level | Annual income range | Affordable rent range | Units in range | Percentage of units |
|---|---|---|---|---|
| Extremely low income | $0-31,850 | $0-800 | 107,000 | 15 |
| Very low income | $31,850-53,050 | $800-1,330 | 263,000 | 37 |
| Low income | $53,050-67,600 | $1,330-1,690 | 152,200 | 21 |
| Middle income | $67,600-127,400 | $1,690-3,190 | 180,700 | 25 |
| High income | $127,400+ | $3,190+ | 11,600 | 2 |
| **Total rental units** | | | **714,500** | **100** |

Note: Data are rounded to the nearest 100.
Source: American Community Survey, 2009–11.

living in units with considerably lower rents than they could afford to pay.

## Programs that increase rental unit affordability

One component of the affordable rental supply is units that are "market-rate" affordable. This means that rents for those units are set based on the surrounding market conditions but are still low enough that low-income households can afford to live there. However, often the market alone does not provide enough affordable units, particularly for lower-income renters, and the private and public sectors must intervene to create more affordable units or preserve affordability in existing units as neighborhoods develop and housing and land prices rise.

These affordable rental interventions come in three main forms: rental subsidies that cover some or all of the rent for families; development subsidies or incentives for developers and building owners to build or preserve housing to be rented at affordable rates; and direct provision of housing by the government. An example of a rental subsidy is the Housing Choice Voucher program, which allows qualifying families to pay only 30 percent of their income for rent and covers the difference for landlords between a family's ability to pay and the market rate for rent. There are similar subsidies provided to the building owner rather than the family.[32] An example of a development subsidy or incentive to build affordable housing is the low income housing tax credit (LIHTC), a tax credit for private developers that offsets the costs of setting aside a certain number of units to rent at lower rates in a market-rate property. An example of the third form of affordable housing is public housing, which is administered by local housing authorities that receive operating subsidies from HUD.[33] In recent years, public policy has shifted to providing more affordable housing through rental and development subsidies rather than offering government-operated, public housing. (See box and Appendix B for more detail on these and other programs.)

The supply of affordable rental units is not fixed. Market-rate affordable units, for example, could become less affordable as neighborhoods gentrify. Even public-sector housing subsidies are affected by federal and local budget constraints.

### FOUR PROGRAMS AVAILABLE TO LOWER-INCOME HOUSEHOLDS

- The **Housing Choice Voucher Program** serves 2 million households (and more than 2.5 million children). It offers tenants subsidies in market-rate housing. The family is responsible for finding the unit and must pay 30 percent of monthly gross income for rent and utilities. If the unit rent is greater than the payment standard, the family is required to pay the additional amount.
- The **low income housing tax credit** serves approximately 2.5 million households. The credit is a dollar-for-dollar tax reduction to investors who develop affordable rental housing.
- **Project-based Section 8 units** serve 1.2 million households in privately owned housing that the federal government subsidizes. The subsidy stays with the building; when the family moves out, they lose the rental assistance.
- **Public housing** serves approximately 1.2 million households. The housing is owned and operated by local government authorities.

Source: U.S. Department of Housing and Urban Development.

32 Both types of subsidies are part of what is known as the Section 8 program.

33 Other programs operate by providing subsidies to reduce the interest rate that a building owner pays on a mortgage (Section 236) or loans for construction or rehabilitation of housing for special needs populations (Section 202/811).

**TABLE 3.4. FEDERALLY SUBSIDIZED UNITS IN THE WASHINGTON REGION BY JURISDICTION, 2012[36]**

| | Units in the Washington region | Percent of Region's Units: District of Columbia | Montgomery | Prince George's | Alexandria | Arlington | Fairfax | Loudoun County | Prince William |
|---|---|---|---|---|---|---|---|---|---|
| Low income housing tax credit | 48,200 | 34 | 12 | 16 | 3 | 6 | 13 | 6 | 11 |
| All HUD programs | 73,600 | 46 | 16 | 13 | 5 | 4 | 11 | 1 | 4 |
| Public housing | 12,400 | 67 | 13 | 4 | 6 | - | 9 | - | - |
| Housing Choice Vouchers | 36,100 | 39 | 18 | 15 | 5 | 4 | 10 | 2 | 6 |
| Section 8 moderate rehabilitation | 600 | 38 | 6 | 35 | 18 | 3 | - | - | - |
| Section 8 new construction or substantial rehabilitation | 13,700 | 37 | 16 | 13 | 7 | 7 | 16 | 1 | 3 |
| Section 236 | 1,500 | 37 | 22 | 16 | - | 3 | 22 | - | - |
| All other multifamily assisted projects | 9,300 | 61 | 12 | 16 | 1 | 1 | 7 | - | 1 |

Notes: Housing Choice Vouchers may include project-based vouchers. Data do not include units funded outside of these HUD programs, including those funded with Community Development Block Grant or HOME Investment Partnership funds. Data are rounded to the nearest 100.

Source: Picture of Subsidized Housing 2012, US Department of Housing and Urban Development.

The region as a whole had about 73,600 HUD-subsidized rental units in 2012. An additional 48,200 units used LIHTCs (see table 3.4).[34] The HUD-subsidized units included 12,400 public housing units and 36,100 Section 8 certificates and vouchers. Section 8 certificates represented nearly half of all HUD-subsidized units regionally.[35] Rental units that received subsidies from local governments and did not receive any federal subsidies were not included in the analysis in this subsection of the study. However, often local and federal subsidies are combined to make the development of an affordable property possible.

**The District of Columbia was home to nearly half of the region's HUD-subsidized units and more than one-third of the region's units that were funded with LIHTCs.** It also had two-thirds of all public housing units in the region and 61 percent of other multifamily projects, which are administered by

34 For jurisdictions whose PUMAs boundaries are not the same as their county or city boundaries, like Fairfax, Loudoun, and Prince William (see footnote 8), that PUMA is referred to by the shorter name just listed. When the study explicitly refers to the individual jurisdictions in the PUMA, the correct jurisdiction title, such as Fairfax County or Fairfax City, is used.

35 Most of the HUD-subsidized units are rental; a few jurisdictions have very small Homeownership Housing Choice voucher programs.

36 "Section 8 new construction or substantial rehabilitation" includes Section 202 and 811 financing. "All other multifamily assisted projects" include Federal Housing Administration programs including: Section 8 Loan Management, Rental Assistance Program (RAP), Rent Supplement, and Property Disposition.


Photo: Matt Johnson

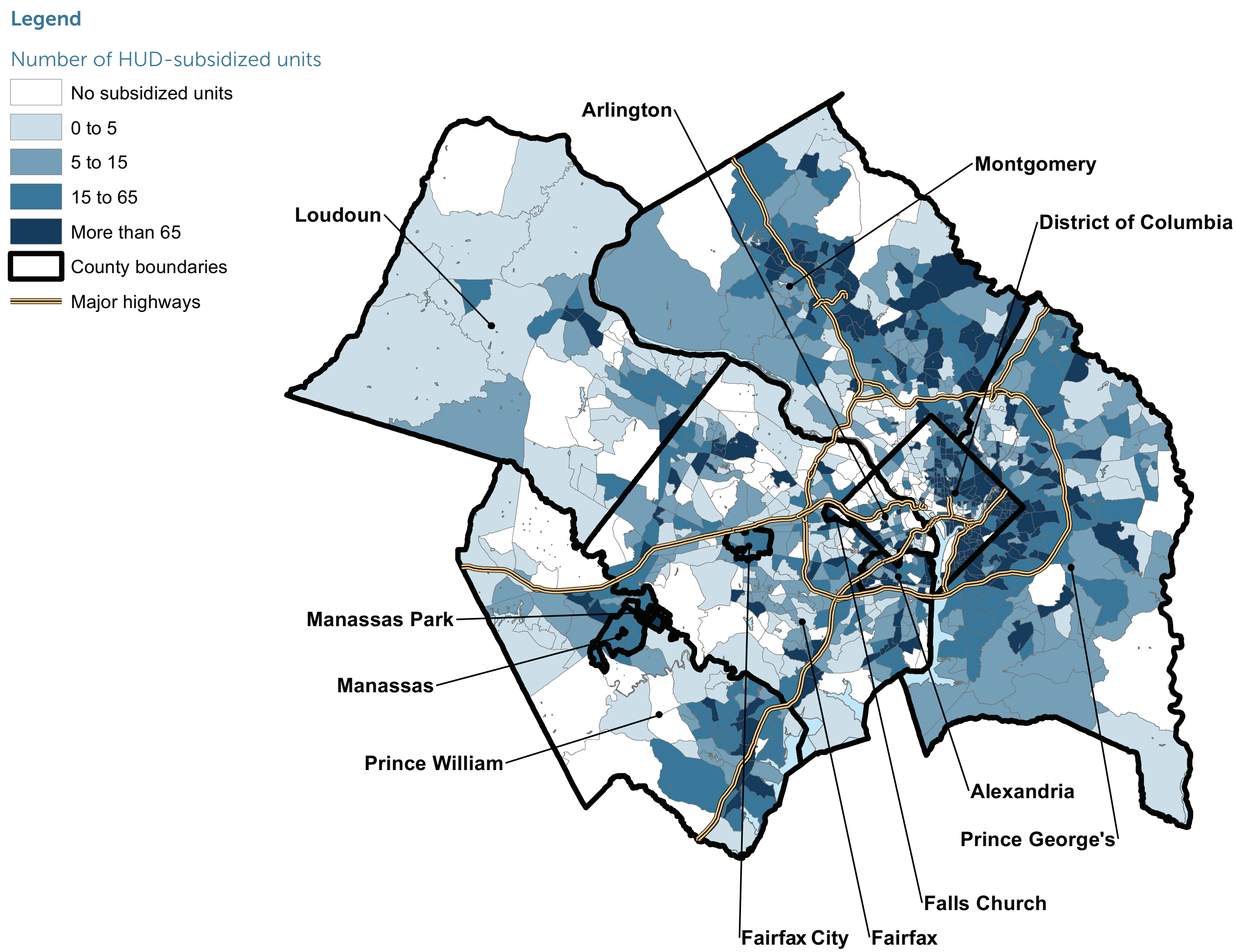
the Federal Housing Administration (FHA). Several jurisdictions—Arlington, Loudoun County, Prince William, Manassas and Manassas Park—have no public housing units.

Despite their importance, the affordable stock of rental housing was not dominated by these federally-subsidized units. **In fact, most affordable rental housing in the region was market-rate or unsubsidized. It is estimated that at most 23 percent of the region's 522,200 rental units that were affordably priced for lower-income households had federal subsidies to help reduce rents** such as public housing or Section 8 subsidies (see table 3.4). This estimate assumes there is no overlap between these subsidy programs (for example, a building could have project-based Section 8 assistance and have tenants with Housing Choice Vouchers) and therefore may overestimate the share of units that subsidized rental units made up.

Although some areas had more assisted housing than others, **few neighborhoods in the region had large concentrations of HUD-subsidized rental housing**. The top map in figure 3.2 shows the number of HUD-subsidized units in each census tract in the region (LIHTC units are excluded in the maps). On average, a census tract in the Washington region contained 1,650 housing units. Nearly half of the census tracts had fewer than 15 HUD-subsidized units, and about one-fourth had more than 65 units.

The bottom map shows the number of HUD-subsidized units per 100 housing units in the area. The majority (approximately 80 percent) of all census tracts contained fewer than five subsidized units per 100. About 1 in 10 had no subsidized units. Less than 5 percent of tracts in the region had 20 or more subsidized rental housing units per 100, a level that could be considered a large concentration. These tracts were located primarily in the District of Columbia where 25 percent of tracts had large concentrations of subsidized rental housing, compared with only 1 percent of tracts in Maryland and Virginia.

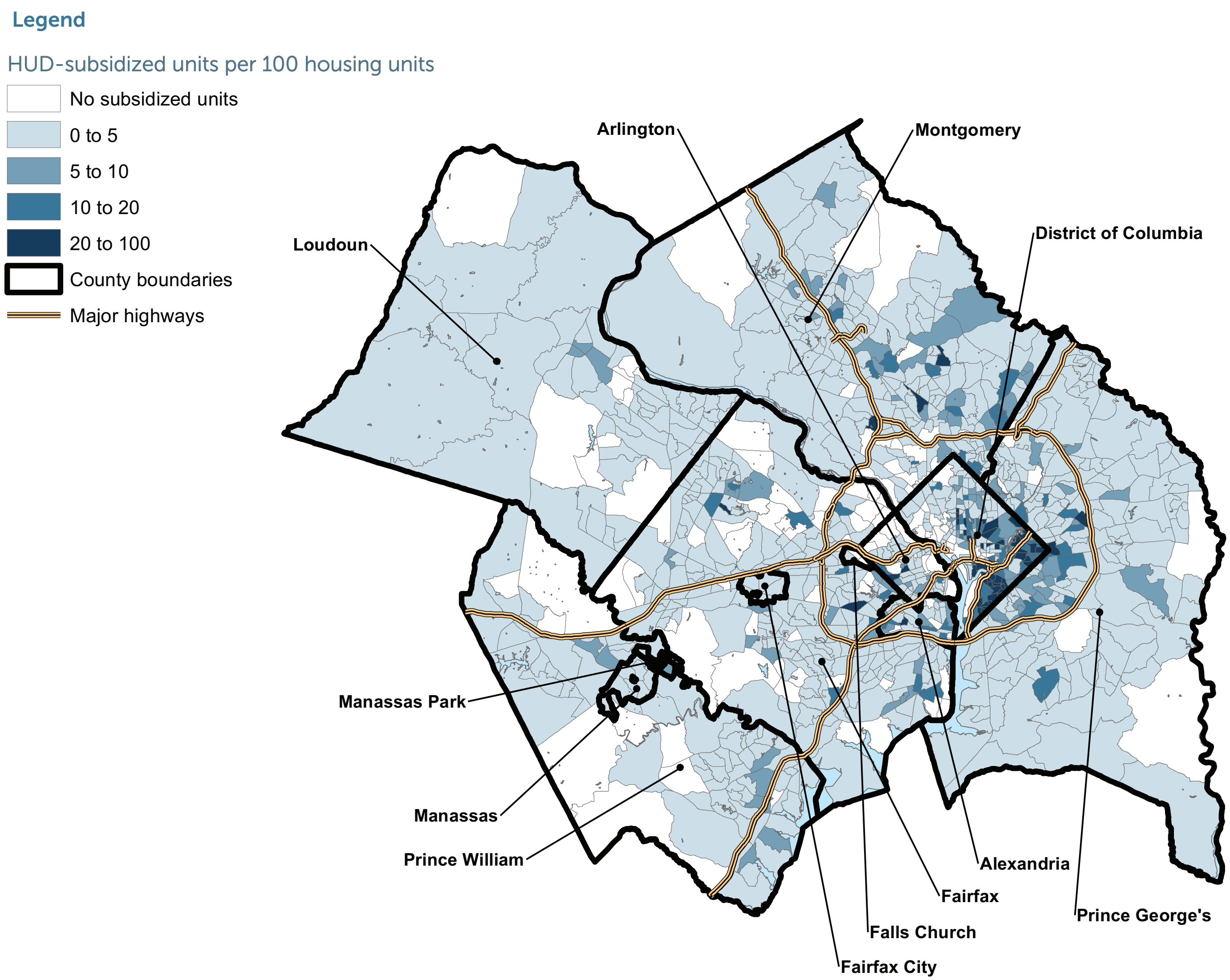
FIGURE 3.2. NUMBER OF HUD-SUBSIDIZED UNITS IN THE WASHINGTON REGION BY CENSUS TRACT, 2012




Note: Data do not include units funded outside of these HUD programs including those funded with Community Development Block Grant or HOME Investment Partnership funds, or only locally funded subsidies.

Source: Picture of Subsidized Housing 2012, US Department of Housing and Urban Development; 2010 Census for housing unit counts, US Census Bureau.

## FIGURE 3.3. HUD-SUBSIDIZED UNITS PER 100 HOUSING UNITS IN THE WASHINGTON REGION BY CENSUS TRACT, 2012




Note: Data do not include units funded outside of these HUD programs including those funded with Community Development Block Grant or HOME Investment Partnership funds, or only locally funded subsidies.

Source: Picture of Subsidized Housing 2012, US Department of Housing and Urban Development; 2010 Census for housing unit counts, US Census Bureau.

## ARE THERE ENOUGH RENTAL UNITS TO MEET THE NEED?

As the previous two sections illustrate, there are many potentially affordable housing units, yet demand remains very high, as evidenced by the significant cost burden on the majority of area households. Yet the question arises: how can there be both a fairly large supply and a large number of households paying burdensome rents?

The high level of cost burden despite a fairly large supply of potentially affordable units can be explained in part by the fact that **lower-income renters face competition from higher-income renters**. A large percentage of affordable units are therefore not available to those in need because they are occupied by higher-income renters. Landlords are likely to give preference to higher-income households over those with lower incomes, given the former's greater financial stability. When higher-income households rent lower-cost units, they inadvertently crowd out lower-income renters.

Table 3.5 shows the number of housing units in the region, by affordability level, that were occupied by higher-income renters and so were not available for lower-income renters. **Almost 40 percent of units with rents affordable to extremely low income renters were occupied by higher-income households (41,400 out of 107,000 units). Of units affordable to very low income renters, 119,900 (46 percent) were occupied by higher-income households, and 78,100 (51 percent) of the units affordable to those in the next rung up, low income families, were occupied by middle or high income households.**[37]

Table 3.6 compares available units and need.[38] In this case "available" means either vacant or not already occupied by someone who could afford higher rents.

The shortage is particularly acute for the extremely low income households. The Washington region needs **94,200 units to affordably house all extremely low income households in the Washington region.** Given that there were more than 114,000 extremely low income renter households who were severely cost-burdened, an affordability gap of this size is particularly concerning.

**TABLE 3.5. AVAILABLE AND NOT AVAILABLE RENTAL HOUSING UNITS BY AFFORDABILITY LEVEL AND INCOME OF CURRENT OCCUPANTS IN THE WASHINGTON REGION, 2009–11**

| | Income level unit's rent is affordable to | | | | | |
|---|---|---|---|---|---|---|
| Household living in the unit | Extremely low | Very low | Low | Middle | High | Total |
| Higher-income renters (not available) | 41,400 | 119,900 | 78,100 | 63,400 | 0 | 302,700 |
| Same or lower-income renters (available) | 58,100 | 117,200 | 63,800 | 107,000 | 10,900 | 357,000 |
| No one (vacant/available) | 7,500 | 25,900 | 10,300 | 10,400 | 700 | 54,800 |
| **Total** | **107,000** | **263,000** | **152,200** | **180,700** | **11,600** | **714,500** |

Note: Data are rounded to the nearest 100.

Source: American Community Survey, 2009–11.

**TABLE 3.6. UNITS NEEDED TO MEET NEEDS OF RENTER HOUSEHOLDS IN THE WASHINGTON REGION BY INCOME LEVEL, 2009–11**

| | Extremely Low | Very Low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available rental units (supply) | 65,600 | 143,100 | 74,100 | 117,400 | 11,600 |
| Renter households (demand) | 159,800 | 116,700 | 74,000 | 195,600 | 113,600 |
| Gap or (surplus) | 94,200 | (26,400) | (100) | 78,300 | 102,000 |

Note: Data are rounded to the nearest 100.

Source: American Community Survey, 2009–11.

37 Higher-income renters would not occupy units made affordable via subsidies but would be able to occupy market-rate affordable units.

38 When rental units are affordable to lower-income households but are occupied by higher-income households, unit to someone who could afford to pay a little more if a more affordable unit were available. See HUD's Worst Case Housing Needs Report for similar methodology and statistics (Steffen 2013). those units are categorized as "not available" to meet the needs of lower-income households. It is assumed they are unavailable because there is no financial incentive for higher-income families to leave a lower-cost unit. Units are considered "available" if they were vacant or occupied by renters paying rents affordable in their income range, or by those paying too much. Renters who were paying too much for a unit would, in theory, give up their unaffordable

Although the supply and availability were more balanced for very low and low income renter households overall, many households in these groups were still cost-burdened, suggesting a continued need for subsidies targeted to households up to 80 percent AMI. Furthermore, there was also a gap for middle income and high income units. An inadequate supply of affordable units for more affluent renters may be producing increased competition for lower cost units, which may be squeezing out lower-income households. Later in this section, local public policy tools that may help address the gap for lower-income units are explored. **While policy options to address gaps for higher-income households are not discussed, increased production of housing units at all cost levels will help alleviate the excess demand that is driving up rents and crowding out lower-income renters.**

The problem of availability persists in all jurisdictions. **No jurisdiction had enough affordable and available rental units to meet the demand by extremely low income households, ranging from a gap of 3,500 units in Loudoun to 22,100 units in the District of Columbia** (see table 3.7). A few jurisdictions also had too few units at the very low income level (Montgomery and Fairfax) and low income level (District of Columbia, Prince George's, Prince William, and Loudoun).

**TABLE 3.7. UNITS NEEDED TO MEET NEEDS OF RENTER HOUSEHOLDS IN THE WASHINGTON REGION BY JURISDICTION AND INCOME LEVEL, 2009–11**

| Jurisdiction | Extremely low | Very low | Low |
|---|---|---|---|
| District of Columbia | 22,100 | (8,400) | 2,500 |
| Montgomery | 18,200 | 1,100 | (4,500) |
| Prince George's | 18,400 | (12,200) | 5,800 |
| Alexandria | 4,800 | (2,400) | (1,700) |
| Arlington | 5,100 | (1,500) | (1,500) |
| Fairfax | 15,500 | 700 | (2,200) |
| Loudoun | 3,500 | (800) | 400 |
| Prince William | 6,600 | (2,900) | 1,000 |
| **Total Washington region gap (or surplus)** | **94,200** | **(26,400)** | **(100)** |

Note: Data are rounded to the nearest 100.
Source: American Community Survey, 2009–11.

Faced with high housing costs, many families turn to available subsidies. Housing Choice Vouchers and public housing in particular are designed to target the extremely low income and some very low income households. Jurisdictions may give preference for vouchers or public housing units to certain groups of people including the elderly, the disabled, or currently homeless people. Two jurisdictions stood out because they also offered locally funded voucher programs: the Local Rent Supplement Program in the District of Columbia and the Housing Grants Rental Assistance Program in Arlington. In the Washington region, there were about 36,100 federally and locally funded vouchers (table 3.8).

Table 3.8 shows the estimated relative size of jurisdictions' voucher and public housing programs and the proportion of extremely low income households the programs could potentially serve. **In the region as a whole, there were enough subsidies to serve only about one in three extremely low income households.**

**The District of Columbia had the highest number of vouchers or public housing units per 100 extremely low income households at 43 followed by Alexandria and Arlington at 39 and 36, respectively. Fairfax had the lowest rate with only 21 vouchers or public housing units per 100 extremely low income households.**

Faced with high housing costs, many families turn to available subsidies. Housing Choice Vouchers and public housing in particular are designed to target the extremely low income and some very low income households. Jurisdictions may give preference for vouchers or public housing units to certain groups of people including the elderly, the disabled, or currently homeless people. Two jurisdictions stood out because they also offered locally funded voucher programs: the Local Rent Supplement Program in the District of Columbia and the Housing Grants Rental Assistance Program in Arlington. In the Washington region, there were about 36,100 federally and locally funded vouchers (table 3.8).

Table 3.8 shows the estimated relative size of jurisdictions' voucher and public housing programs and the proportion of extremely low income households the programs could potentially serve. **In the region as a whole, there were enough subsidies to serve only about one in three extremely low income households. The District of Columbia had the highest number of vouchers or public housing units per 100 extremely low income households at 43 followed by Alexandria and Arlington at 39 and 36, respectively. Fairfax had the lowest rate with only 21 vouchers or public housing units per 100 extremely low income households.**

**TABLE 3.8. ESTIMATED NUMBER OF VOUCHERS AND PUBLIC HOUSING UNITS RELATIVE TO EXTREMELY LOW INCOME HOUSEHOLDS IN THE WASHINGTON REGION BY JURISDICTION, 2009–11**

| Jurisdiction | Housing Choice Vouchers | Local vouchers | Public housing units | Extremely low income households | Vouchers or units per 100 households |
|---|---|---|---|---|---|
| District of Columbia | 12,000 | 2,000 | 8,000 | 52,300 | 43 |
| Montgomery | 6,300 | - | 1,700 | 26,000 | 31 |
| Prince George's | 5,500 | - | 500 | 27,800 | 22 |
| Alexandria | 1,600 | - | 1,100 | 6,900 | 39 |
| Arlington | 1,500 | 1,200 | - | 7,500 | 36 |
| Fairfax | 3,600 | - | 1,100 | 22,900 | 21 |
| Prince William | 2,100 | - | - | 9,200 | 23 |
| **Washington region*** | **32,600** | **3,200** | **12,400** | **152,600** | **32** |

Notes: Housing Choice Vouchers and public housing numbers are estimates and rounded to the nearest 100. Housing Choice Voucher numbers may include project-based vouchers. Montgomery includes 400 vouchers and 105 public housing units administered by the City of Rockville. Fairfax includes 100 vouchers for Falls Church residents and an unknown quantity for Fairfax city residents.

*Loudoun County is excluded; the county has about 600 Housing Choice Vouchers and no public housing but was not included here because the number of extremely low income households was only available for the Loudoun PUMA.

Source: Scans of local agency websites and interviews with agency staff by Urban Institute and Metropolitan Washington Council of Governments staff. American Community Survey, 2009–11.

### NEW PROGRAM COULD HELP ADDRESS THE SHORTAGE OF AFFORDABLE UNITS

Several stakeholders interviewed suggested that a new program from HUD, the Rental Assistance Demonstration, may also help housing authorities raise capital funds to rehabilitate and preserve affordable units. This program allows housing authorities to convert distressed public housing units into privately subsidized units in the Section 8 program, which will allow access to private capital markets (including LIHTCs) for financing. A second part of the Rental Assistance Demonstration would allow private landlords participating in the moderate rehabilitation, rent supplement, or rental assistance payment programs to preserve their distressed properties.

## WHAT LOCAL POLICY TOOLS ARE AVAILABLE TO JURISDICTIONS TO INCREASE AFFORDABILITY?

The shortfall in housing assistance (e.g., tenant subsidies and subsidized units) leaves already precarious households in the difficult position of devoting up to half their income to rent every month, leaving little to pay for other household essentials, including food, clothing, health care, transportation costs, or child care, and possibly forcing households to double up or living in physically inadequate units (Lee et al. 2003; Meyers et al. 1995). In response to this need, local jurisdictions have created their own programs to provide additional affordable housing. In this section selected local policies that have been, or could be, implemented in jurisdictions in the Washington region to preserve or create affordable rental housing units are discussed. How jurisdictions implement and fund these programs (when funding is needed) varies substantially, which can affect program quality and effectiveness. While this study does not attempt to compare the effectiveness of programs, current and potential local funding mechanisms will be reviewed in more depth in Section 5. Several types of state and local policies provide support directly to low income renters, including emergency assistance programs, housing search services, and landlord-tenant resources and mediation services. Maryland, for example, operates a rental allowance program that can be used for up to 12 months to prevent homelessness, as can Montgomery's rental assistance program. Some jurisdictions provide targeted assistance to vulnerable populations such as seniors, people with disabilities, or persons living with HIV/AIDS, such as Alexandria's Rent Relief Program. Many jurisdictions—including Alexandria, Arlington, City of Rockville, the District of Columbia, Fairfax County, Falls Church, Manassas, and Montgomery—provide assistance to renters through mediation for landlord-tenant disputes.

Other locales help cover the costs of rehabilitating buildings, which can also help preserve the affordable housing stock. Two examples of local rehabilitation programs include Alexandria's Rental Accessibility Modification Program, which gives grants to landlords to make properties accessible for a low income disabled resident or Arlington's or Fairfax City's partial tax exemption for substantial rehabilitation on multifamily buildings.

### Inclusionary zoning

Montgomery's Inclusionary Zoning (IZ) policy, the Moderately Priced Dwelling Unit Program (MPDU), is the oldest in the country and has been in operation since 1974, albeit with several revisions.[39] (For more detail on IZ programs, see box.) Montgomery's IZ program has produced more units than any other IZ program in the United States. Between its inception and 2011, the program created 3,956 affordable housing units; nearly 1,000 of its rental units were developed since 2000 (Levy et al. 2012).

Fairfax County's IZ policy, the Affordable Dwelling Unit ordinance, has been in place since 1990.[40] The most recent version of program mandates that developers devote

39 The most recent version of the Montgomery's mandatory program requires that 12.5 percent of units in new buildings with 20 units or more be in the MPDU program. If developers exceed the minimum requirement and allocate 15 percent of the total units as MPDU, they can receive up to a 22 percent density bonus. Rental units built after the most recent amendment in 2005 must remain affordable for 99 years, effectively making the units created permanently affordable. This also reflects a significant increase to the original term limits, which was five years.

40 The local municipal governments with authority over their own zoning decisions (cities of Falls Church and Fairfax and the towns of Clifton, Herndon, and Vienna) are not affected.

## INCLUSIONARY ZONING

Inclusionary zoning (IZ), also referred to as affordable dwelling unit set-aside programs, does not require direct public subsidies. An inclusionary zoning policy typically asks that developers of new developments set aside a specific proportion of the new units to be either rented or sold at moderately affordable prices, usually around 50 to 80 percent of area median income, meant for low income households and not very low or extremely low income households. The affordability period for units varies by jurisdiction and is often set differently for for-sale units and rental units. These policies can be voluntary or mandatory, but mandatory policies typically lead to the production of more units. In some jurisdictions, developers may also receive density bonuses if they produce more than the minimum number of affordable units required, or may be allowed to make a monetary contribution to the jurisdiction in lieu of building units. Some policies specify whether the affordable units need to be built on-site or could be built elsewhere in the jurisdiction.

between 6.25 percent and 12.5 percent of the development to affordable units, depending on unit type and size.[41] Developers may opt out of the requirement if they can show that building such units would cause economic hardship. They must, however, contribute land or funds to the Fairfax County Redevelopment and Housing Authority. Two-thirds of the affordable dwelling rental units in a building must be rented to income households and the remaining one-third must house very low income households.

Rental units remain affordable for 30 years. However, if a new tenant moves in before the term expires, the price-control period does not restart. Developers can receive up to a 20 percent density bonus if they provide more than the minimum number of affordable dwelling units. Since this ordinance took effect, developers created 1,112 rental units as of 2011 (Levy et al. 2012).

The District of Columbia's IZ program uses zoning relief and tax incentives to spur development. It also provides public financing and the right to purchase or lease District-owned land as further incentives. Since the program's implementation in 2009, 211 rental units have been completed or are under construction. Alexandria also offers a density bonus that has produced 73 rental set-asides, with six more units under construction and an additional 136 units pledged. Arlington's IZ program requires that buildings with certain densities make a portion of the new total units affordable. Arlington also offers density bonuses for affordable housing units to low- and moderate-income households. The City of Gaithersburg has a mandatory MPDU program: any new residential developments with 20 or more units must lease 15 percent of the units to the program. Rockville also requires that developers building 50 units or more rent at least 12.5 percent of the units to households at or below 60 percent of AMI. Falls Church and Loudoun also have mandatory IZ programs. Takoma Park, Prince George's, Prince William, Manassas Park, and the City of Manassas do not have IZ policies.

### Accessory dwelling units

Another way to boost the supply of affordable housing at little cost to the government is to allow accessory dwelling units (ADUs), but they are not without controversy. ADUs are separate units from the main dwelling unit, either existing as a separate building such as a living unit above a detached garage or as a separate unit in the same building as the main dwelling unit, like an English basement. Though public subsidy is not needed, the presence of an ADU on a property

41 High-rise buildings that are more than four stories and include elevators are exempt from the Affordable Dwelling Unit requirement. In order to increase affordable housing in these units, Fairfax County passed a voluntary Workforce Dwelling Units (WDUs) program in 2007. Under this program, 12 percent of new housing units and 20 percent of new housing units in Tyson's Corner are to be set aside for affordable dwelling units and WDUs, respectively.

may increase the overall sales price and make homeownership less affordable. Many zoning requirements bar ADUs, and residents fear they may create congestion or too much density. Jurisdictions that allow ADUs frequently impose additional stipulations, such as lot size minimums, to mitigate impact.

All the study areas except Prince George's, Manassas, Manassas Park City, and Alexandria allow ADUs as separate living units.[42] Jurisdictions that permit ADUs recognize that these units can help meet the affordable housing needs or special needs housing of their jurisdiction. In September 2013, for example, Montgomery simplified the permitting process for ADU as a way to increase its affordable housing stock. Fairfax County and City both required that ADUs have at least one elderly or disabled occupant in either the ADU or primary dwelling unit with an ADU. While Alexandria does not currently allow ADUs, its housing master plan recommends a two-phase implementation strategy beginning with allowing ADUs in new construction and conducting extensive community outreach and analysis to learn how ADUs will affect parking, congestion, and other aspects of the community. Alexandria's *Strategic Plan on Aging* also recommends ADUs as a cost-effective and logical approach to allowing senior citizens to age in place in their community.

## Other regulatory policies

Although not widely used in the region, rent stabilization or rent control policies are another tactic to make housing more affordable. These policies cap the amount rent increases each year in specific types of buildings. The District of Columbia has had a rent control policy since 1985, with exemptions for landlords who own fewer than five units and subsidized properties, though other exemptions may be issued. Estimates put the number of potentially rent-controlled properties at 4,818, with 79,145 multifamily rental units, representing about two-thirds of all multifamily rental units potentially subject to rent control in the District of Columbia (Tatian and Williams 2011). However, if a tenant moves out, the rent for that unit is allowed to float up to the current market rate, at which point it is subject to regulated increases. This means that rent controlled properties likely have a mix of units that are affordable to lower-income households and units that are not affordable. Two communities in Maryland also have rent control policies, Takoma Park in Montgomery and College Park in Prince George's (for 1–4 unit properties).

A few other policies in the region stand out as unique in finding ways to preserve affordable housing. One of the most important tools in Montgomery is a policy that gives the Housing Opportunities Commission a right-of-first-refusal to purchase any multifamily rental building of more than 10 units that is for sale or undergoing condominium conversion. If funding is available to purchase, this policy can help preserve market-rate affordable units, particularly in high-demand areas. Although it has not been used, the District of Columbia has a similar program on its books called the District Opportunity to Purchase (DOPA) program. It allows the District to purchase buildings with five or more rental units if at least one-fourth are being rented at "affordable" levels (defined by the District). Through the District of Columbia's First Right Purchase Program under the Tenant Opportunity to Purchase Act (TOPA), the District offers tenants of any property the right-of-first-refusal on a sale of the property. In multi-family buildings, tenants may work with a developer to redevelop the property and turn it in to a cooperative or condominium building. From 2002 to 2013, about 1,400 units were preserved as affordable housing through this program and funding from the Housing Production Trust Fund (Reed 2013) (see section 5 of this study for more on the Housing Production Trust Fund). This policy is particularly important to preserving affordable housing for lower-income families in areas that are undergoing gentrification.

42 Owners in the District of Columbia, Montgomery, Prince George's, Fairfax County, Falls Church City, and Loudoun County who wish to add an ADU must obtain a special permit. Montgomery, Falls Church City, and Loudoun County require additional parking for ADUs. Some jurisdictions, such as Falls Church City or Loudoun County, only allow ADUs in certain zoning districts, such as low-density or medium-density residential. Prince William and Prince George's counties only permit ADUs for farm employees in Agricultural-Rural districts on lots greater than 10 acres. Many of these jurisdictions, including the District of Columbia, Alexandria, Falls Church City, Loudoun County, and Manassas City also permit certain types of home-based businesses in ADUs.

# 4. AFFORDABLE HOMEOWNERSHIP

Photo: Brett VA

- Sixty-three percent of households in the Washington region were homeowners in 2009–11. However, homeownership affordability in the region declined between 2000 and 2011, as housing prices increased by 32 percent, adjusted for inflation.
- For low income homebuyers, the average price was 48 percent higher than what they could afford. Homeownership was most affordable for first-time homebuyers in Prince George's and Prince William and was least affordable in the District of Columbia, Montgomery, Arlington, Alexandria, and Fairfax.
- Almost one-third (31 percent) of owner-occupied households in the region paid more than 30 percent of their monthly income in housing costs, with cost burden rates that ranged from 88 percent for extremely low income households to 10 percent for high income households.
- There were approximately 1.14 million homes (owned or for sale) in the region, most of which were affordable only to middle or high income first-time buyers. For low income first-time homebuyers, 75 percent of these homes would not be affordable without assistance. Prince George's had the highest share of affordable units relative to its share of the region's homeownership stock, followed by Prince William.
- Lower-income households in the Washington region faced competition from higher-income households for affordable homes. Nearly 7 in 10 units affordable to very low income households and two-thirds affordable to low income households were occupied by someone in a higher-income category. This competition contributed to a 56,800 gap between the supply of and demand for affordable units for very low income owner households and a gap of 22,600 units for low income owners.
- The biggest gaps overall in the region were for middle and high income homeowners, 83,100 and 155,100 units, respectively. However, this is in part because these groups were a much larger share of owner households (80 percent of homeowners in the region) than the lower-income groups, and many of these households were occupying more affordable units.

Homeownership is an important part of the regional housing market because it helps support stable communities and allows households to build wealth (DC Fiscal Policy Institute and DC Appleseed 2008). For-sale housing development also produces positive economic impacts and helps drive community revitalization (Higgins 2001). Despite the recent foreclosure crisis, homeownership remains an important means for households to save by building equity in their homes (Lerman, Steuerle, and Zhang 2012), while also providing stable housing for people in retirement.

**The region's overall homeownership rate was 63 percent in 2009–11, slightly lower than the national rate of 66 percent** (table 4.1).[43] Fairfax (280,100) and Montgomery

43 National statistics from the US Census Bureau's Housing Vacancy Survey available at: http://www.census.gov/housing/hvs/files/annual12/ann12t_14.xls.

(240,300) had the highest number of homeowners. The highest homeownership rate in the region was in Loudoun, where almost 8 in 10 housing units were owner-occupied. Montgomery and Fairfax also had homeownership rates above the regional and national averages. The homeownership rates were lowest in more urbanized areas such as the District of Columbia, Alexandria, and Arlington—all below 50 percent.

The vast majority of owner-occupied housing units in the region, 88 percent, were single-family homes (table 4.2). In Prince George's, Fairfax, Loudoun, and Prince William, the share was 90 percent or more. Alexandria, the District of Columbia, and Arlington had the highest shares of homeowner housing in multifamily properties, mostly properties with 10 units or more.

Throughout the region, a major challenge to affordable homeownership is the high level of demand for homes in certain places, which sometimes drives prices up to extreme levels. Areas that have good amenities (such as high-quality

### TABLE 4.1. OWNER-OCCUPIED HOUSING UNITS AND HOMEOWNERSHIP RATES IN THE WASHINGTON REGION, 2009–11

| Jurisdiction | Owner-occupied housing units | Homeownership rate (%) |
|---|---|---|
| District of Columbia | 109,900 | 42 |
| Montgomery | 240,300 | 67 |
| Prince George's | 189,900 | 63 |
| Alexandria | 28,300 | 44 |
| Arlington | 42,900 | 47 |
| Fairfax | 280,100 | 70 |
| Loudoun | 114,400 | 78 |
| Prince William | 104,000 | 72 |
| **Washington region** | **1,109,700** | **63** |

Note: Unit counts are rounded to the nearest 100.
Source: American Community Survey, 2009–11.

### TABLE 4.2. WASHINGTON REGION'S HOMEOWNER HOUSING SUPPLY BY TYPE OF STRUCTURE, 2009–11

| Jurisdiction | Owner-occupied housing units | Single-family (%) | Multifamily (%) |
|---|---|---|---|
| District of Columbia | 109,900 | 71 | 29 |
| Montgomery | 240,300 | 88 | 12 |
| Prince George's | 189,900 | 94 | 6 |
| Alexandria | 28,300 | 67 | 33 |
| Arlington | 42,900 | 72 | 28 |
| Fairfax | 280,100 | 90 | 10 |
| Loudoun | 114,400 | 95 | 5 |
| Prince William | 104,000 | 96 | 4 |
| **Washington region** | **1,109,700** | **88** | **12** |

Note: Data are rounded to the nearest 100.
Source: American Community Survey, 2009–11.

schools), convenient access to transportation, a safe environment, and attractive housing are typically among the highest-priced in the region. Even following the recent collapse of the housing market nationally, housing in much of the Washington region has retained most of its value and demand for homes here has begun to pick up again. Consequently, lower-income households are, in many cases, not able to support the costs of purchasing and maintaining a home without some form of subsidy or financial assistance.

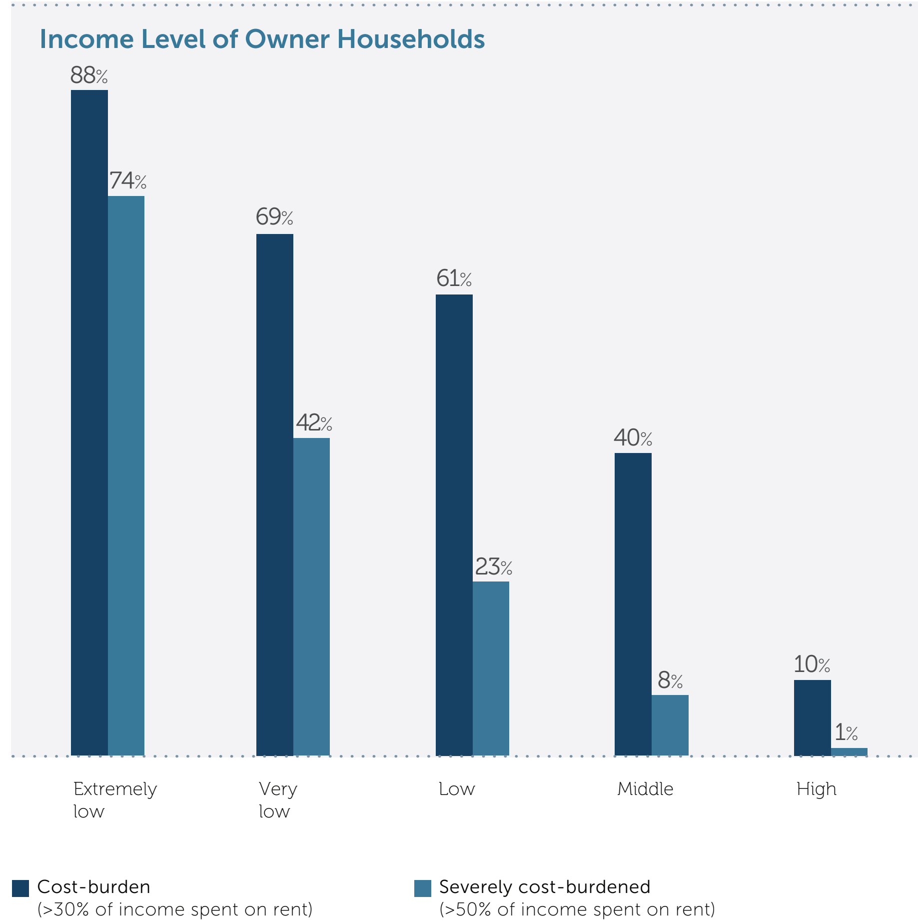
The remainder of this chapter examines data on the demand, supply, and gaps in affordable homeownership housing in the region in more detail and then discusses some of the policies and programs that local jurisdictions have adopted to help support homeownership. The analysis in the following sections looks at the number of households that need affordable homeowner housing (the demand), the number of existing homeowner housing units that are affordable at different income levels (the supply), and the difference between the demand and the supply (the gap).

## HOW MANY HOUSEHOLDS NEED AFFORDABLE HOMEOWNER HOUSING?

As mentioned previously, it is recommended that a household pay no more than 30 percent of its monthly income in housing costs, including rent or a mortgage, taxes, fees, and utilities. Households paying more than 30 percent of their income in rent are considered to be cost-burdened and those that pay more than 50 percent of their income in rent are severely cost-burdened. Applying these standards to current homeowner households provides an estimate of the need for more affordable homeownership units in the region.

**Almost one-third (31 percent) of homeowner households in the region were cost-burdened, meaning that the owners paid more than 30 percent of monthly household income on their housing costs.** About 12 percent were severely cost-burdened, paying more than 50 percent of their income. Not surprisingly, the cost burden grows with declining income. Among extremely low income homeowners, 88 percent were cost-burdened and 74 percent were severely cost-burdened (figure 4.1).

FIGURE 4.1. PERCENT OF OWNER HOUSEHOLDS IN THE WASHINGTON REGION WHO ARE COST-BURDENED, 2009–11




Note: Cost-burdened households are those paying more than 30 percent of gross household income in housing costs; severely cost-burdened households are cost-burdened households paying more than 50 percent of gross income in housing costs.

Source: American Community Survey, 2009–11.

**In most parts of the region, average sales prices were significantly higher than what was affordable for many income groups.** While the above analysis showed high cost burdens for many current homeowners; renters, new families, or households moving to this region face affordability challenges when looking to purchase a home. As was done with rental housing, the average sales price of homes can be compared with the maximum affordable payment for first-time homebuyers in different jurisdictions.[44] Table 4.3 shows the ratios of the average sales price to the affordable house price at various income levels in each jurisdiction. Ratios greater than one indicate that prices are unaffordable at the income level. Darker brown signals increasing unaffordability. Ratios less than one are shaded in blue and indicate that the average home price in that jurisdiction is affordable to homebuyers at that income level.

**For low income homebuyers in the Washington region, the average home price was 48 percent higher than what they could afford.** Low income homebuyers include registered nurses or high school administrators in the region. As incomes drop, affordability becomes even more elusive. For very low income homebuyers, the

**TABLE 4.3. RATIO BETWEEN AVERAGE SALES PRICE AND THE MAXIMUM AFFORDABLE PRICE FOR FIRST-TIME HOMEBUYERS BY INCOME LEVEL, 2011**

| | Maximum annual income | Maximum affordable sales price | Washington region | District of Columbia | Montgomery | Prince George's | Alexandria | Arlington | Fairfax | Loudoun County | Prince William |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Average sales price | | | $376,516 | $522,924 | $453,532 | $179,229 | $470,510 | $458,974 | $473,159 | $413,356 | $272,349 |
| Middle income | $127,400 | $478,680 | 0.79 | 1.09 | 0.95 | 0.37 | 0.98 | 1.15 | 0.99 | 0.86 | 0.57 |
| Low income | $67,600 | $253,990 | 1.48 | 2.06 | 1.79 | 0.71 | 1.85 | 2.16 | 1.86 | 1.63 | 1.07 |
| Very low Income | $53,050 | $199,320 | 1.89 | 2.62 | 2.28 | 0.90 | 2.36 | 2.75 | 2.37 | 2.07 | 1.37 |
| 200% of poverty level | $44,700 | $167,950 | 2.24 | 3.11 | 2.70 | 1.07 | 2.80 | 3.27 | 2.82 | 2.46 | 1.62 |
| Extremely low income | $31,850 | $119,670 | 3.15 | 4.37 | 3.79 | 1.50 | 3.93 | 4.59 | 3.95 | 3.45 | 2.28 |
| Poverty level | $22,350 | $83,970 | 4.48 | 6.23 | 5.40 | 2.13 | 5.60 | 6.54 | 5.63 | 4.92 | 3.24 |
| District of Columbia minimum wage | $17,160 | $64,470 | 5.84 | 8.11 | 7.03 | 2.78 | 7.30 | 8.52 | 7.34 | 6.41 | 4.22 |
| Maryland and Virginia minimum wage | $15,080 | $56,660 | 6.65 | 9.23 | 8.00 | 3.16 | 8.30 | 9.69 | 8.35 | 7.30 | 4.81 |

Note: PUMA definitions are used here for Fairfax, Loudoun, and Prince William. Maximum annual income was defined by the income level at the top of the range for each category. For example the highest income level for extremely low income is 30 percent of AMI, or $31,850 for a family of four.

Source: RealEstate Business Intelligence, LLC; calculations by the Urban Institute.

44 Affordability is based on a fixed-rate home purchase mortgage at current interest rates and standard estimates for insurance, taxes, and other housing costs. Average sale price is used here because the median price could not be calculated for the region or PUMAs like the one composed of Fairfax County, Fairfax City, and Falls Church City.

average price was 89 percent above what they can afford. For extremely low income households in the region, the average price was more than three times what they could afford. Persons earning the minimum wage in the District of Columbia ($17,160 per year) would have needed to work nearly six full-time jobs to afford the average house in the region, while those earning the Maryland or Virginia minimum wages would have needed to work nearly seven jobs.

**First-time homeownership was least affordable for a lower-income worker in the District of Columbia, Montgomery, Arlington, Alexandria, and Fairfax. In those jurisdictions, persons would have needed to work eight to nine minimum wage jobs to afford an average-priced home. In the District of Columbia and Arlington, even middle income families struggled to afford the average-priced home.**

**First-time homeownership was most affordable in Prince George's and Prince William, areas hard-hit by the foreclosure crisis.** A middle income homebuyer in Prince George's could have bought a home that was more than twice the average sales price in 2011. In Prince William, such a buyer could have paid 1.75 times more than the average sales price. However, even for someone with income twice the federal poverty level ($44,700 per year) the average price of a home in Prince George's was still seven percent above what they could have afforded.

Most of the increase in housing costs occurred between 2000 and 2006, the years of the housing boom, which caused prices to rise throughout the region. Housing prices more than doubled in Prince William and Prince George's during that span. Since the bubble burst, housing prices have declined in all jurisdictions, but some more than others. For example, housing prices were cut in half in Prince George's. Prince William and Loudoun also suffered sharp declines of 43 percent and 32 percent, respectively. Many homeowners in Prince George's and Prince William are still suffering from high unemployment rates and foreclosures that resulted from predatory lending that took place in the early to mid-2000s and the economic crisis that soon followed.

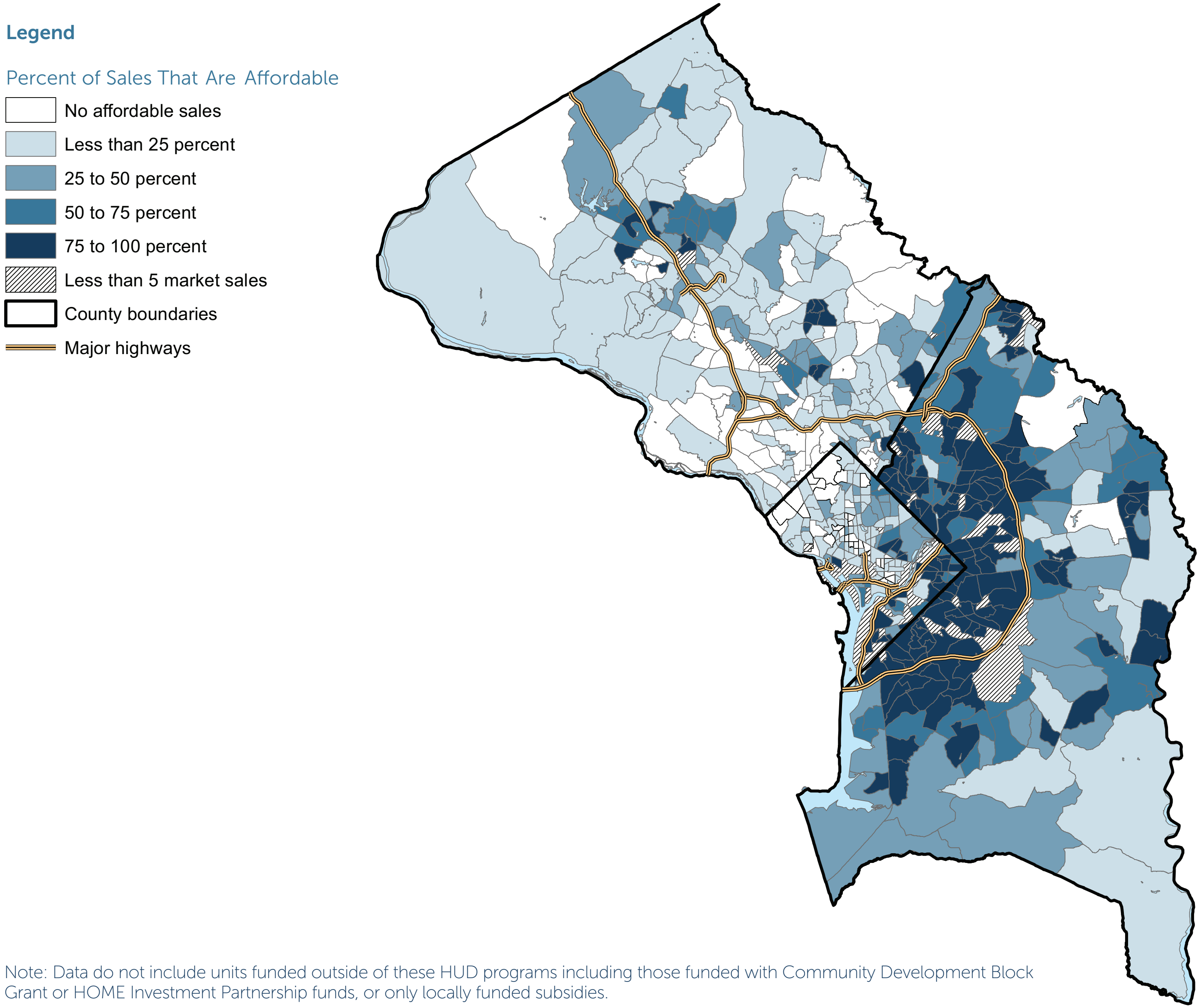
In addition to variations in homebuyer affordability across jurisdictions, affordability varies within jurisdictions. **Twenty-eight percent of the census tracts in Montgomery and 20 percent of the tracts in the District of Columbia had no homes sold in 2011 that were affordable to low income, first-time homebuyers** (table 4.4). In a choice of where to live, low income, first-time homebuyers in Prince George's could have chosen from 99 percent of the tracts in that jurisdiction; only 1 percent of tracts had no homes sold in 2011 that were not affordable to low income buyers. At least some of the homes purchased in 80 percent of the tracts in District of Columbia and 72 percent of tracts in Montgomery were affordable to a low income first-time homebuyer.

### TABLE 4.4. CENSUS TRACTS BY SHARE OF SINGLE-FAMILY HOMES SOLD IN 2011 AT PRICES AFFORDABLE TO LOW INCOME FIRST-TIME HOMEBUYERS

| | Percentage of Census Tracts | | |
|---|---|---|---|
| **Home sales in a tract that were affordable to low income first-time homebuyers** | **District of Columbia** | **Montgomery** | **Prince George's** |
| None | 20 | 28 | 1 |
| Less than 25 percent | 40 | 44 | 4 |
| 25 to 50 percent | 13 | 21 | 16 |
| 50 to 75 percent | 6 | 10 | 18 |
| More than 75 percent | 20 | 9 | 61 |
| **Total** | **100** | **100** | **100** |

Note: Census tracts with fewer than five market sales in 2011 were excluded.
Source: DC Office of Tax and Revenue and Maryland Department of Assessments and Taxation. Data tabulated by Urban Institute.

FIGURE 4.2. PERCENT OF SINGLE-FAMILY HOMES AND CONDOMINIUMS AFFORDABLE TO LOWINCOME, FIRST-TIME HOMEBUYERS IN PRINCE GEORGE'S, MONTGOMERY, AND THE DISTRICT OF COLUMBIA, 2011.




Note: Data do not include units funded outside of these HUD programs including those funded with Community Development Block Grant or HOME Investment Partnership funds, or only locally funded subsidies.

Source: Picture of Subsidized Housing 2012, US Department of Housing and Urban Development; 2010 Census for housing unit counts, US Census Bureau.

## HOW MANY AFFORDABLE HOMEOWNER UNITS EXIST?

The previous section documents the demand for more affordable homeowner housing in the region. This section quantifies the current supply of homeownership units for households at different income levels. A household with extremely low income (at 30 percent of AMI) can afford monthly housing costs of $740. Only 43,500 of the homeownership units (four percent) in the Washington region were affordable to households at or below this income level (table 4.5). Even moving up the income scale does not drastically increase the number of affordable units. **Twenty-five percent of units (284,300 homes) were affordable for low income families, meaning 75 percent of homes in the region were only affordable to middle or high income households.**

**Prince George's had the highest share of affordable units relative to the overall homeownership stock** (table 4.6). Fairfax (25 percent), Montgomery (21 percent), and Prince George's (17 percent) had the highest share of homeowner unit across the regions. Prince George's, however, had almost twice the share of units, 32 percent, affordable to low income first-time homebuyers. **The only other jurisdiction with a larger share of affordable homeowner housing compared to its share of homeowner housing overall was Prince William**, which had 9 percent of all homeowner housing but 15 percent of the region's affordable units.

## ARE THERE ENOUGH UNITS TO MEET THE NEED?

As was the case with renter households, many low-, very low-, and extremely low income homeowners in the region bore significant cost burdens and potential homebuyers faced steep prices. Unlike renters, however, **homeowners across all income levels faced affordability gaps**. The affordability gap for homeowners is calculated by looking only at units that were affordable and available (i.e., either vacant or not occupied by a higher-income homeowner).[45]

**As with rentals, higher-income owners were crowding out lower-income households.** Of the 43,500 units in the region affordable to an extremely low income, first-time homebuyer, 32,100, or 74 percent, were occupied by an owner with a higher household

**TABLE 4.5. WASHINGTON REGION'S HOMEOWNER HOUSING SUPPLY BY AFFORDABILITY LEVEL, 2009–11**

| Affordability level | Annual income range | Monthly payment range | Units in range | % of units |
|---|---|---|---|---|
| Extremely low income | $0-31,850 | $0-740 | 43,500 | 4 |
| Very low income | $31,850-53,050 | $740-1,240 | 90,800 | 8 |
| Low income | $53,050-67,600 | $1,240-1,580 | 150,000 | 13 |
| Middle income | $67,600-127,400 | $1,580-2,970 | 458,900 | 40 |
| High income | $127,400+ | $2,970+ | 395,000 | 35 |
| **Total homeownership units** | | | **1,138,300** | **100** |

Note: Data are rounded to the nearest 100.
Source: American Community Survey, 2009–11.

**TABLE 4.6. WASHINGTON REGION'S HOMEOWNER HOUSING SUPPLY AND AFFORDABLE SUPPLY BY JURISDICTION, 2009–11**

| Jurisdiction | % of all homeowner units | % affordable to low income first-time homebuyers |
|---|---|---|
| District of Columbia | 10 | 9 |
| Montgomery | 21 | 16 |
| Prince George's | 17 | 32 |
| Alexandria | 3 | 2 |
| Arlington | 4 | 1 |
| Fairfax | 25 | 15 |
| Loudoun | 10 | 10 |
| Prince William | 9 | 15 |
| **Washington region** | **100** | **100** |

Note: Affordable to low income first-time homebuyers includes units affordable at lower income levels.
Source: American Community Survey, 2009–11

45 As with renters, affordable and available units are those that were vacant or occupied by homeowners at the same or lower income level as the unit's affordability level. Units occupied by higher-income households are considered "not available." Please see footnote 38 for details. See also HUD's *Worst Case Housing Needs Report* (Steffen 2013).

### TABLE 4.7. AVAILABLE AND NOT AVAILABLE OWNER HOUSING UNITS BY AFFORDABILITY LEVEL AND INCOME OF CURRENT OWNERS IN THE WASHINGTON REGION, 2009–11

| | Income level unit's rent is affordable to | | | | | |
|---|---|---|---|---|---|---|
| Household living in the unit | Extremely low | Very low | Low | Middle | High | Total |
| Higher-income owners (not available) | 32,100 | 63,000 | 101,300 | 208,100 | - | 404,600 |
| Same or lower-income owners (available) | 9,500 | 22,900 | 43,600 | 240,800 | 388,300 | 705,100 |
| No one (vacant/available) | 1,900 | 4,900 | 5,100 | 10,000 | 6,700 | 28,600 |
| **Total** | **43,500** | **90,800** | **150,000** | **458,900** | **395,000** | **1,138,300** |

Note: Data are rounded to the nearest 100.
Source: American Community Survey, 2009–11.

### TABLE 4.8. UNITS NEEDED TO MEET NEEDS OF OWNER HOUSEHOLDS IN THE WASHINGTON REGION BY INCOME LEVEL, 2009–11

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available owner units (supply) | 11,400 | 27,800 | 48,700 | 250,800 | 395,000 |
| Owner households (demand) | 69,800 | 84,600 | 71,300 | 333,900 | 550,100 |
| **Gap** | **58,400** | **56,800** | **22,600** | **83,100** | **155,100** |

Note: Data are rounded to the nearest 100.
Source: American Community Survey, 2009–11.

income than was needed to afford the unit (table 4.7). **Higher-income households occupied approximately 69 percent of units affordable to the very low income and 66 percent of those affordable to the low income.** Crowding out by higher-income owners reduced the supply of affordable and available units for all lower-income groups.

Table 4.8 reports the affordability gap, that is, the supply of affordable and available units compared to the total demand (the number of owner households). The results show that lower-income households are hard-pressed to find an affordable home. As with rental properties, there was a sizable gap of 58,400 units between supply and demand for owner-occupied housing for extremely low income families in the Washington region. Homeownership is generally not considered to be a realistic option for buyers in this income category, however, given the need for a steady source of income to be able afford monthly mortgage payments and other housing costs, even with a subsidized loan or down payment assistance.

At higher income levels, homeownership becomes more viable. Even for higher-income groups, however, large gaps remained in the numbers of affordable and available homes in the region. As noted above, **nearly 7 in 10 units affordable to very low income households and two-thirds affordable to low income households were occupied by someone in a higher income category. This competition contributed to a gap of 56,800 units between the supply of and demand for affordable units for very low income owner households and a gap of 22,600 units for low income owners.** Middle and high income homeowners had the largest gaps, at 83,100 and 155,100 units, respectively, but this is in part because they were a much larger share of owner households (80 percent) than the lower-income groups.

By jurisdiction, the largest gaps were in Montgomery, Fairfax, and Prince George's (table 4.9). Given that Prince George's had much lower house prices than most jurisdictions in the region, its significant housing affordability gap is likely explained by the relatively lower incomes of homeowners there. In Montgomery, there were 13,200 too few affordable homes for extremely low income homeowners. The situation was even worse for very low income households, with a gap of 14,100 units.

Housing is clearly unaffordable for far too many in the region when one-third of owners pay more than 30 percent of their incomes on housing. But if higher-income owners are feeling the pinch, it is hard to imagine that lower-income families can manage the costs of homeownership without supports like down payment assistance and homebuyer counseling. The next section examines policies and programs that states and local jurisdictions in the Washington region have put in place to help ease these cost burdens for homeowners.

**TABLE 4.9. AFFORDABILITY GAPS IN HOMEOWNER UNITS FOR JURISDICTIONS IN THE WASHINGTON REGION BY INCOME LEVEL, 2009–11**

| Jurisdiction | Extremely low | Very low | Low |
|---|---|---|---|
| District of Columbia | 9,500 | 7,600 | 600 |
| Montgomery | 13,200 | 14,100 | 6,500 |
| Prince George's | 12,200 | 11,200 | 1,000 |
| Alexandria | 1,000 | 1,100 | 1,000 |
| Arlington | 1,400 | 1,300 | 900 |
| Fairfax | 12,400 | 12,800 | 8,600 |
| Loudoun | 4,500 | 4,500 | 2,900 |
| Prince William | 4,200 | 4,300 | 1,000 |
| **Total Washington region gap** | **58,400** | **56,800** | **22,600** |

Note: Data are rounded to the nearest 100.
Source: American Community Survey, 2009–11.

## TOOLS AND POLICIES AVAILABLE TO PROMOTE AFFORDABLE HOMEOWNERSHIP

Jurisdictions throughout the Washington region have put in place different policies and programs to promote sustainable homeownership and to reduce the financial and other barriers to owning a home for lower-income buyers. These include home purchase assistance, home rehabilitation and repair, housing education and counseling, inclusionary zoning, and property tax credits.

### Home purchase assistance

Home purchase assistance programs are available from the District of Columbia, Maryland, and Virginia. Many jurisdictions also have their own programs. These programs often provide lower-cost mortgage loans and down payment and closing cost assistance to help eligible buyers purchase a home. Some programs may offer, or even require, pre-purchase financial counseling or homebuyer education. Home purchase assistance programs are generally available to buyers below designated income levels, which can be as high as 120 percent of AMI. Certain programs may only serve first-time homebuyers or other specific populations. For example, the District of Columbia's Employee Homeownership Incentive Program provides home purchase assistance to eligible DC government employees, and Maryland's Veterans and Military Family Mortgage Program helps current and former military homebuyers.

Because many view promoting homeownership as a positive social goal, homebuyer programs often enjoy strong political and popular support. Most homebuyer programs have good results in terms of promoting sustainable homeownership, particularly if they are accompanied by high-quality homebuyer education and post-sale follow-up to help new owners cope with any unexpected issues.

### Home rehabilitation and repair

Home rehabilitation and repair programs provide financial assistance—either as loans or grants—to eligible homeowners to help them to improve or upgrade their existing homes. Typical repairs supported by these programs include weatherization, roof and window replacement, plumbing and electrical upgrades, furnace replacement, and kitchen and bathroom remodeling. Some programs are intended to help homeowners address health and safety issues, such as abating lead-based paint and other hazards.

Typically, home rehabilitation and repair programs are available to a broad range of homeowners, but certain initiatives, such as the Loudoun County Home Repair for the Elderly and Disabled program and the Maryland Accessible Homes for Seniors program, are focused on assisting senior or disabled homeowners who may be on limited incomes and lack resources for home repairs. Such programs can also help make needed accessibility modifications. More recently, jurisdictions have used Neighborhood Stabilization Program resources to rehabilitate homes that have been through foreclosure.

Home rehabilitation and repair programs generally offer modest assistance, but such initiatives can help keep the housing stock in good condition and avert longer-term problems caused by properties falling into more serious disrepair. By funding accessibility modifications, these programs can improve housing access for the disabled and allow seniors to age in place.

## Housing education and counseling

Some local jurisdictions, including the District of Columbia, Alexandria, Arlington, Montgomery, Fairfax, Loudoun, and Prince William, support housing education and counseling programs. Some of these efforts assist first-time home buyers. The objective is to help new homeowners prepare for and better understand the process involved in purchasing and owning a home, including finding a suitable house, obtaining mortgage financing, saving for a down payment, and planning for future costs and expenses.

Other housing counseling programs help current homeowners deal with any problems or challenges they may be having that could cause them to lose their home. This type of counseling grew substantially in the past several years in the wake of the housing market crisis. Housing counselors help homeowners assess their current financial situation and make informed decisions about the options for either remaining in or leaving their homes. Counselors also advise and assist homeowners in discussing options with their mortgage lenders, including loan modifications and short sales. In 2010, the Capital Area Foreclosure Network was created to help support the efforts of foreclosure prevention counselors in the region.

Housing counseling programs provide an important element of educational assistance to both future and current homeowners that can help promote more stable homeownership. Research has demonstrated that counseling is effective in helping new homebuyers be better prepared to become homeowners and in helping troubled homeowners avoid foreclosure (Turnham and Jefferson 2012; Jefferson et al. 2012; Mayer et al. 2012).

## Inclusionary zoning

Inclusionary zoning programs often include requirements or incentives for affordable owner-occupied units in addition to renter units (for more on IZ programs, see page 43). These units typically do not serve households at the lowest end of the income scale. MPDU, Montgomery's IZ program, includes homes of all types (detached, semidetached, townhouses, garden and high-rise condominiums, and apartments). In addition to the 12.5 to 15 percent of total units that must be allocated to the MPDU in new subdivisions with 20 or more units, the Housing Opportunities Commission or other nonprofit housing agencies may purchase up to 40 percent of the total MPDUs being offered. Currently, a three-bedroom townhouse in the MPDU program sells for $165,000. Except for single-person households, qualified homebuyers must make between 58 percent and 70 percent of the area's median income ($106,100 in 2011 for a family of four), adjusted for household size, and a minimum income of $35,000. Since 1976, the program has created 9,290 affordable for-sale units (Levy et al., 2012). Fairfax County's IZ program also includes a for-sale component for any new developments including 50 or more units, and as of 2011 had produced 1,336 units (Levy et al., 2012).

Other IZ programs in the area also contain affordable homeownership components, including those in the District of Columbia, Alexandria, Arlington, Gaithersburg, Rockville, Falls Church, and Loudoun County. Under the City of Gaithersburg's MPDU program, for example, new residential developments with 20 or more units must allocate 7.5 percent of units to be sold as "workforce housing," defined as households making 80 to 120 percent of AMI. Rockville's program requires that developments with 50 or more units sell 12.5 percent of units to households earning 60 percent or less of AMI. College Park and Greenbelt also have an affordable housing set-aside. In addition, Greenbelt offers additional density in exchange for affordable housing units.

Compared with other affordable homeownership programs, IZ programs are new and somewhat controversial. Key stakeholders interviewed by the research team agreed generally that IZ programs are a valuable policy for creating affordable homeownership, particularly in higher-cost areas where it may be difficult to produce lower-cost units directly. There remains some disagreement, however, over the specific design of these programs in some places. Some stakeholders want to see more robust programs that would produce more units. Others question the limits placed on the amount of equity that IZ homebuyers could accrue when they resell their homes. While discussion of these specific issues is outside of the scope of this study, IZ programs seem to have strong support in principle and appear to be a valuable affordable housing policy tool, both in this region and in many other areas around the country.

## Real property tax relief

Most homeowners must pay real property taxes to local jurisdictions, which are based on the current value of the property. Many jurisdictions in the region, including the District of Columbia, Arlington, Montgomery, Prince George's, Greenbelt, Fairfax County, Loudoun County, and Prince William County, have some form of tax relief to assist homeowners who may have difficulty paying the full amount of their property taxes.

The District of Columbia, through its homestead deduction, provides tax relief to all people who own their principal residence in the city by lowering the effective assessed value on which the property tax is calculated and by limiting the amount an owner's tax bill can increase from year to year. The amount of this relief is increased for senior citizen and disabled homeowners. The District of Columbia also provides a refundable property tax credit for lower-income homeowners and renters that can be claimed when filing income taxes.

Other jurisdictions, including Greenbelt, Fairfax and Prince William counties, limit their local property tax relief to seniors and the disabled. In 2010, Virginia passed a law exempting certain disabled veterans and their surviving spouses from paying local real estate taxes on their principal residence. Maryland also provides additional relief to lower-income homeowners through its Homeowners' Property Tax Credit.

For most homeowners, property taxes are a small share of overall housing costs. Nevertheless, lower-income homeowners can certainly benefit from property tax relief. The District of Columbia is notable for its policy of providing a refundable property tax credit for both lower-income homeowners and renters (an implicit property tax passed on through rents is calculated by a formula). Nevertheless, the impact of this credit is somewhat muted by the annual income eligibility threshold for the program, which was set at $20,000 per household for many years but was increased to $50,000 in 2013.

# 5. FUNDING FOR AFFORDABLE HOUSING AND HOMELESS SERVICES

Photo: Dan Reed

- Federal programs were an important source of funding for housing-related activities in the Washington region. In addition, most jurisdictions drew significantly on county and city funds, particularly Arlington, Alexandria, and Prince William where more than half of public funding for housing was from these sources.
- Federal spending on housing, such as the Community Development Block Grant and HOME program, is not likely to increase in the near term to fill the gaps in affordable housing in the Washington region. Local jurisdictions will need to find innovative ways to produce more affordable housing through zoning ordinances and regulatory policies or by raising revenue to fill the gaps, potentially by leveraging local resources through housing trust funds or offering tax-exempt bonds.
- Overall, $1.3 billion was budgeted in FY 2013 for housing-related expenditures in the Washington region. The greatest expenditures were for rental assistance. The region collectively allocated nearly $637 million to Section 8, Housing Choice Vouchers, and other rental assistance programs in 2013. The second largest budgeted item was housing production and preservation, followed by programs related to homelessness, senior housing, tenant services, and homebuyer assistance.
- The District of Columbia accounted for approximately 50 percent of all the housing-related expenditures in the region, with Montgomery spending the second highest amount, followed by Fairfax.
- The private philanthropic sector in the Washington region awarded more than $33.4 million in grants to housing-related organizations, primarily nonprofit organizations, in 2012. Private philanthropic investment was relatively small compared with public spending on housing in FY 2013 ($1.3 billion). Three-quarters of philanthropic grants were for less than $50,000, and three in five grant dollars were for homeless prevention, shelter, or services and transitional or permanent supportive housing. Nearly half of the housing-related private funding went to organizations whose service area was the District of Columbia. Montgomery was next, receiving about 10 percent of the total.
- Of concern, nearly half of private grant funding, and the majority of grants larger than $100,000, were disbursed by Fannie Mae, Freddie Mac, and the Freddie Mac Foundation, which largely ceased charitable giving in 2013. The loss of their charitable giving leaves a large gap in funding for nonprofit organizations, particularly for those providing homeless prevention services, shelter, transitional and permanent supportive housing, or foreclosure prevention services.

This section examines the public and philanthropic funding available in the region to support local and federal programs in providing emergency shelter, affordable rental housing, and affordable homeownership opportunities and looks at how those funds are being used across jurisdictions. In an increasingly resource-constrained environment, particularly at the federal level, it is important to understand the source of funding, and where additional funding could be generated to address the affordable housing gaps in the region. (For an analysis of the nonprofit sector that carries out many of the housing-related services that public and private funding support, please see Appendix C.)

## PUBLIC FUNDING SOURCES FOR HOUSING SERVICES

**While federal and state sources made up the majority of housing-related public funding in the region, at least one-third of public funding came from local sources. All jurisdictions, with the exception of Prince George's, made sizable local investments in housing.** Based on public funding that was attributable to federal, state, and local sources, over half (at least 57 percent) of public housing-related funding in the region for fiscal year (FY) 2013 was from federal or state sources (table 5.1), while a third (at least 33 percent) was from local funding. (Another 10 percent could not be attributed to a specific source.) Local funding was the majority of public resources in Arlington, Alexandria, and Prince William. The lowest share of local funding was in Prince George's, however, where only three percent of housing-related public funding was from local revenue sources.

As noted, jurisdictions finance many housing-related programs and services with funding from federal programs. **In FY 2013, four federal programs provided the Washington region with $57 million in funds.** These programs were the Community Development Block Grant (CDBG), HOME Investment Partnerships Program, Emergency Shelter Grants (ESG), and the Housing Opportunities for Persons with AIDS (HOPWA) program. The largest source of funding came from the CDBG program, which provided more than $33 million and supports a wide array of housing and community development activities, including affordable housing creation and rehabilitation. The District of Columbia alone received $14 million in CDBG funding in 2013. The second largest source of money ($12 million) was the HOPWA program, which offers housing assistance and related supportive services to people living with HIV/AIDS.

**All four federal programs saw reduced funding levels for the region between FYs 2011 and 2013.** Overall, regional funding for these

### TABLE 5.1. PERCENT OF HOUSING-RELATED PUBLIC FUNDING BY SOURCE AND JURISDICTION IN FY2013

| Source | Washington region | District of Columbia | Montgomery | Prince George's | Alexandria | Arlington | Fairfax County | Loudoun County | Prince William |
|---|---|---|---|---|---|---|---|---|---|
| Federal and state | 57 | 63 | 43 | 91 | 43 | 31 | 55 | 35 | 45 |
| Local | 33 | 24 | 44 | 3 | 57 | 69 | 45 | 45 | 55 |
| Unknown | 10 | 14 | 13 | 5 | 0 | 0 | 0 | 21 | 0 |

Notes: Percentages may not total 100 due to rounding. In some cases, the source of funding could not be determined from published budget documentation. The District of Columbia only has federal and local funding sources.

Sources: See the References section on budgets for a list of jurisdictional budgets used and Appendix D for a description of budget analysis categories.

four programs declined 20 percent, with a 46 percent decrease in HOME funds, 19 percent reduction in ESG funding, 12 percent decrease in CBDG, and 10 percent reduction in HOPWA funds. Alexandria and Arlington had the largest decreases in CBDG funding, 37 and 29 percent, respectively. Alexandria, Arlington, and the District of Columbia all saw 50 percent or more reductions in HOME funding between 2011 and 2013. [46] Not all jurisdictions experienced funding declines, however. Prince William had a five percent increase in ESG funding and Prince William, Loudoun County, and Bowie also saw increases in CDBG funding.

## Housing trust funds

Funds for affordable housing that come from a jurisdiction's general fund are also subject to the pressures of the budget overall. To circumvent the risk of both federal and local funding cuts, several jurisdictions have set up dedicated revenue streams and created local housing trust funds to produce and preserve affordable housing (table 5.2). Housing trust funds channel local revenue sources (such as a portion of the deed and recordation tax that is paid to the local government when real estate is sold) into a dedicated fund that can be used to pay for creating and preserving affordable housing. Trust fund dollars are most often leveraged with additional forms of financing, such as tax credits and private mortgages, to fill in revenue gaps and make affordable developments feasible. Trust funds have proven to be a

### TABLE 5.2. LOCAL HOUSING FUNDS BY JURISDICTION IN FY 2013

| Jurisdiction | Name of fund | FY 2013 Budget (millions) | Revenue stream |
|---|---|---|---|
| District of Columbia | Housing Production Trust Fund | $84.4 | Dedicated -Deed and recordation tax |
| Montgomery | Housing Initiative Fund | $20.0 | Dedicated-Property tax |
| Fairfax County | Penny for Affordable Housing Fund | $16.5 | Dedicated-Property tax |
| Arlington | Affordable Housing Investment Fund | $9.5 | Nondedicated - Local resources (i.e., voluntary developer contributions) |
| Alexandria | Housing Trust Fund | $1.5 | Nondedicated - Local resources (i.e., voluntary developer contributions) |

Sources: See the References section on budgets for a list of jurisdictional budgets used and Appendix D for description of budget analysis categories.

46 A portion of the decrease in CDBG and HOME funding can be explained by changing demographics as well as a revision to the grant calculations. The CDBG and HOME programs use formulas based on population, number of people in poverty, overcrowded housing units, and a population growth lag, among other variables, to calculate grant amounts. Prior to FY 2012, the programs relied on the decennial census data. Beginning that year, the programs began using data from the 2010 Census and the American Community Survey (ACS). A HUD study examining the impact of ACS data on funding calculations finds significant changes that can be attributed to differences in data, particularly for shares of poverty. For example, HUD calculates that using ACS data would have reduced the FY 2011 CDBG grant for the District of Columbia by 4.4 percent from its actual grant amount that year because the new formula found a smaller number of people in poverty. The new formula also calculates 15 percent fewer persons in poverty than the older formula in Prince George's, which would have decreased funding by 12 percent. Because ACS data is updated every year, it captures changes in socioeconomic trends and population more frequently than a decennial census. The decrease in funding, therefore, is also partially explained by the movement of people, particularly lower-income households.

key tool in local affordable housing policy and have been implemented in 471 cities, 51 counties, 47 states, and the District of Columbia.[47]

**The District of Columbia, Montgomery, and Fairfax County all had housing trust funds with dedicated local revenue streams**. The District of Columbia's Housing Production Trust Fund (HPTF), with an $84.4 million budget in FY 2013's revised budget, was funded with 15 percent of the Deed and Recordation Tax. Montgomery's Housing Initiative Fund, with almost $20 million in funds, was funded using 2.5 percent of property tax revenue. Fairfax County's Penny for Affordable Housing Fund, which before 2010 was funded with one cent of the real estate tax rate and in FY 2013 was funded at half that level, had $16.5 million in FY 2013.Arlington and Alexandria also had local housing funds, but the revenues to support them came from voluntary developer contributions rather than dedicated funding.

According to the Coalition for Nonprofit Housing and Economic Development's (CNHED) 2012 report, *A Decade of Progress: Investing in Lives and Neighborhoods through the Housing Production Trust Fund,* since 2002 more than 7,500 units have been produced or preserved through funding from the District of Columbia's HPTF. These units currently house about 15,000 people in the District of Columbia. Local trust funds are often used to leverage other available state and federal resources. CNHED estimated that $2.50 was leveraged for every $1.00 invested in the HPTF. Nevertheless, having a dedicated revenue stream does not always guarantee the funding needed for affordable housing. During the height of the foreclosure crisis, the revenue stream for the HPTF declined substantially as the volume of property sales fell and HPTF money was transferred by the District of Columbia City Council to the DC Housing Authority to fund the Local Rent Supplement Program. Ongoing advocacy and support for affordable housing through tools such as trust funds is necessary, particularly when local budgets are constrained.

One program funded through a city or state's general fund or voluntary developer contributions is Falls Church's Affordable Housing Fund. Local resources (loan repayments and developer contributions) fund Arlington's Affordable Housing Investment Fund, which is a revolving loan fund. The fund, which had approximately $9.5 million in its FY 2013 budget, has helped to create more than 6,500 affordable rental units. To create additional funds for affordable housing, the County Manager proposed a half-cent increase in the real property tax rate in the 2013 budget.[48] Alexandria, Gaithersburg, and Rockville also have housing funds for affordable housing funded through developer contributions in lieu of producing affordable units in their IZ programs. Developer contributions accounted for 57 percent of Alexandria's $1.5 million housing trust fund in FY 2013. [49] Alexandria has also dedicated 0.6 cents of real estate tax revenue to affordable housing.

47 See http://housingtrustfundproject.org/housing-trust-funds/ for more information on trust funds.

48 Please see http://www.arlingtonva.us/departments/cphd/housing/development/cphdhousingdevahif.aspx and http://www.arlingtonva.us/departments/ManagementAndFinance/budget/file84869.pdf.

49 The $1.5 million value includes carryover revenue from FY 2012.

## PUBLIC SPENDING ON HOUSING

The previous section discussed the public sources of funding for housing programs. This section analyzes how local jurisdictions allocated these funds across different housing-related activities. Jurisdictions in the region allocated a total of $1.3 billion in their FY 2013 budgets from federal, state, and local sources of revenue to a wide array of housing programs.

**Rental assistance subsidies and public housing accounted for the biggest expenditure among all housing-related uses.** Across the board, jurisdictions allocated most of their housing-related expenditures to providing payments to tenants and landlords in the form of Housing Choice Vouchers, local tenant voucher programs, rent supplements, emergency rental assistance, grants for rental assistance programs, or operating public housing.[50] In Prince George's, for example, rental assistance accounted for 85 percent of all housing-related spending. The share of housing spending devoted to rental assistance was also more than 50 percent in Fairfax County, Alexandria, Arlington, and Montgomery.

### METHODS OF DOCUMENTING HOUSING-RELATED SERVICES AND SPENDING

To compile data on local spending for , public budget documents were reviewed for individual jurisdictions and agencies and attempts were made to assign all housing-related spending into seven categories: rental assistance; planning and development; homeless prevention and assistance; tenant and owner services; elderly and special housing needs; homebuyer assistance; and regulatory and legal. (See Appendix D for more information about each category.) Tax expenditures and funding from housing finance agencies are excluded from the table.

"Nonspecified housing-related expenditures" include spending that could not be placed in any of the other categories because the use of funds was too general (such as administrative costs) or there was insufficient information to determine the proper category. For example, Fairfax County's Housing and Community Development program offers relocation and monitoring services and homeownership education, which fall under "tenant and owner services," but it is not known how much of the jurisdiction's budget was devoted to these specific activities. Therefore, even though the County does offer these services, they are included among the "nonspecified" expenditures in  and the "tenant and owner services" category is marked as "unknown/unclear."

Additional challenges include identifying all of the local agencies that provide housing services. For example, in the District of Columbia, while the majority of housing-related programs and services were under the Department of Housing and Community Development and the DC Housing Authority, there were six other city agencies that allocated a portion of their budget to housing-related activities.

In other cases, the amount the jurisdiction devoted to known programs was not identifiable because it was not listed in the budget and the information could not be obtained from other sources. Alexandria's Comprehensive Annual Financial Report does not include financial activities of the Alexandria Redevelopment and Housing Authority (ARHA), which performs a large amount of the jurisdiction's housing-related services, nor the Sheltered Homes of Alexandria. ARHA's budget information was obtained directly from the authority, but other departments did not have or were unable to share such information.

50 The one exception is Loudoun County. However, it is assumed that this exception is due to the inability to discern specific uses of funds, as reflected in the high amount of nonspecified housing related expenditures.

**TABLE 5.3. HOUSING-RELATED BUDGET EXPENDITURES BY JURISDICTION, FY 2013 (IN THOUSANDS OF DOLLARS)**

| Use type | Washington region | District of Columbia | Montgomery | Prince George's | Alexandria | Arlington | Fairfax | Loudoun County | Prince William |
|---|---|---|---|---|---|---|---|---|---|
| Rental assistance | $636,658 | $252,021 | $132,488 | $81,836 | $36,693 | $26,540 | $68,780 | $10,065 | $28,235 |
| Planning and development | $245,461 | $185,816 | $19,890 | $5,324 | $6,129 | $11,430 | $22,778 | $525 | $2,569 |
| Homeless prevention and assistance | $99,415 | $63,120 | $6,637 | $5,108 | $2,439 | $4,807 | $11,818 | $1,571 | $3,915 |
| Tenant and owner services | $71,520 | $53,456 | $1,315 | U | $886 | $1,200 | U | $34 | $14,629 |
| Elderly and Special Needs Housing | $55,470 | $23,413 | $10,194 | $571 | $11,204 | $4,084 | $4,219 | U | $1,965 |
| Homebuyer assistance | $26,673 | $14,269 | $2,411 | $1,499 | $310 | $309 | $6,294 | $669 | $912 |
| Regulatory and legal | $25,766 | $6,704 | $1,985 | U | $61 | $347 | U | $6,986 | $9,683 |
| Nonspecified housing related expenditures | $155,072 | $59,337 | $59,968 | $2,055 | $954 | $12 | $10,596 | $19,298 | $2,852 |
| **Total housing related funding** | **$1,325,035** | **$658,136** | **$234,888** | **$96,393** | **$58,496** | **$48,729** | **$124,485** | **$39,148** | **$64,760** |

Note: Prince William includes budget information for Manassas and Manassas Park. Fields marked "U" represent unknown or unclear.

Sources: See the References section on budgets for a list of jurisdictional budgets used and Appendix D for description of budget analysis categories.

**Sequestration of federal budgets in FY 2013 and reductions in HUD funding strained housing voucher programs for local housing authorities and agencies.** According to the Center on Budget and Policy Priorities, an estimated 2,000 vouchers in the region were at risk due to budget constraints.[51] Based on interviews with Metropolitan Washington Council of Governments Housing Directors Advisory Committee and Homeless Services Committee members in mid-2013, jurisdictions were cutting costs by reducing payment standards or instituting staff furloughs rather than terminating current voucher holders' contracts. Vouchers are likely to be lost through attrition rather than being reissued to a new household, which means that currently unassisted households, even those on a waiting list, may face even longer waits for assistance. Housing authorities and agencies were unsure whether they would be able to avoid cuts to vouchers in 2014 and beyond if the budget cuts were not restored.

**The second-largest housing-related expenditure was for developing new affordable housing or preserving existing affordable housing.** This "planning and development" category includes property acquisition and disposition and housing rehabilitation. As with most categories, the District of Columbia's budget for housing-related programs and activities was far higher than that of other jurisdictions. In FY 2013, the District of Columbia allocated almost $186 million for the planning and development of affordable housing. Fairfax County had the second-highest budget, allocating more than $22 million to constructing and preserving affordable homes, approximately 18 percent of its entire housing-related spending.

**The District of Columbia accounted for almost half of all the housing-related expenditure in the region.** Montgomery's budget had the second-highest amount of housing-related spending, allocating almost $235 million in FY 2013, and Fairfax County budgeted almost $125 million, the third-highest amount. Alexandria and Prince William's allocations toward housing were similar at $58–$65 million. This is notable because Prince William had over twice the number of households as Alexandria. Loudoun County allocated the least amount on housing, even though Alexandria and Arlington had relatively fewer households. Incomplete information may account for the small spending amount.

**The region averaged $749 per household on housing-related expenditures, though the rate varied widely by jurisdiction.** The District of Columbia allocated much more of its budget to housing-related expenditures than any other jurisdiction—nearly $2,536 per household. This rate was more than nine times the rate of Loudoun County and about eight times the rate of Fairfax County and Prince George's. Although Alexandria had one of the smallest total housing budgets in the region, its per-household budget for FY 2013 was $905, the second-highest per household budget for housing-related expenditures. Montgomery had the third-highest per household budget at $656. Arlington had the fourth-highest rate of housing-related budget per household, at $529. The remaining jurisdictions allocated between $266 and $445 per household on housing-related programs.

**The region as a whole allocated about eight percent ($99 million) of its combined housing budget of**

51 Estimates on vouchers at risk are from the Center on Budget and Policy Priorities as presented by Doug Rice at the Affordable Housing Conference of Montgomery County's annual housing conference on May 10, 2013, attended by Metropolitan Washington Council of Governments staff.

**$1.3 billion to programs intended to prevent homelessness or support homeless individuals and families**. These programs included shelters, homeless prevention programs, Rapid Re-Housing, and transitional housing grants. The region allocated nearly an additional $59 million to elderly and special needs programs and services, including the HOPWA program and assisted living residences.

Table 5.4 provides a snapshot of the area's homeless system: funding, people served, and planned capacity or additional new expenditures by jurisdiction. Although many organizations received the majority of their funding from the federal government, state governments, local governments, and philanthropies also provided money to fund local homeless initiatives. Federal programs include Emergency Solution Grant, CoC grants, Supportive Services for Veteran Families program, and HUD-Veterans Affairs Supportive Housing vouchers. One state program included here is the Virginia Homeless Prevention Program. Local programs include the District of Columbia's Rapid Re-housing program and Emergency Rental Assistance Program and Arlington's Homelessness Prevention and Rapid Rehousing Program 2.0.

**Capacity and funding for homeless services within each of the major program areas differ dramatically among jurisdictions. The District of Columbia and Montgomery served the vast majority of formerly homeless persons in permanent supportive housing in the Washington region**. Loudoun County housed approximately three people annually, although if examining per bed expenditures, Loudoun County and Arlington spent considerably more than the District of Columbia or Montgomery (see table 5.4). Arlington and Alexandria both had large funding streams and served a disproportionate number of people relative to their homeless populations. Montgomery spent nearly as much on homeless prevention as the District of Columbia (more than $6 million annually) despite having less than one-sixth the number of homeless people in the District of Columbia.

The District of Columbia, Montgomery, and Fairfax had strong, committed funding for homeless prevention programs, but other smaller jurisdictions also had significant commitments to homelessness prevention, including Arlington and Alexandria, which both spent at least $700,000 per year on such initiatives. In fact, no jurisdiction committed less than $280,000 annually. Funding for Rapid Re-Housing programs was lower, with the exception of the District of Columbia, which spent about $6.13 million. No jurisdiction other than Fairfax (at $622,220) dedicated more than $160,000 to Rapid Re-Housing programs in 2013.

### METHODS OF IDENTIFYING FUNDING FOR HOMELESS SERVICES

Funding for homeless services can be difficult to track. In some cases, several programs funded one large service provider, who in turn offered more than one type of service—homelessness prevention and Rapid Re-Housing, for example. At other times, a single program funded many smaller service providers, who may have also received other funding from private donations for additional staff and services.

In compiling the spending amounts in table 5.4, the research team relied on publicly available sources and experts in each jurisdiction, but invariably some data were missing or consolidated across categories. Assigning spending to proper categories required requesting additional information from agency staff, which was not always provided.

Although the size of many programs can be estimated from the total number of beds reported by each jurisdiction, no such reporting exists for prevention and Rapid Re-Housing programs, which are relatively new. Further complicating the count, prevention and Rapid Re-Housing programs may be operated as part of existing programs, such as shelter services in certain jurisdictions. In those cases, it may not be possible to separate funding for prevention and Rapid Re-Housing and, therefore, funding figures shown in table 5.4 may underrepresent the amount spent on these initiatives.

Finally, no official figures exist for the services jurisdictions plan to provide in the future for projects funded by the state, local governments, or private funders, which can be important information for private investors and philanthropic organizations to consider when deciding where to direct future investments.

**TABLE 5.4. HOMELESS SYSTEM FUNDING, PEOPLE SERVED, AND PLANNED CAPACITY/EXPENDITURES BY PROGRAM TYPE AND CONTINUUM OF CARE, 2013**

| | | Washington region | District of Columbia | Montgomery | Prince George's | Alexandria | Arlington | Fairfax | Loudoun County | Prince William |
|---|---|---|---|---|---|---|---|---|---|---|
| **Emergency/ winter shelter** | Local budget | $32,832,807 | $15,492,000 | $3,337,000 | $145,000 | $893,000 | $1,916,000 | $6,537,807 | $840,000 | $3,672,000 |
| | Beds | 6,418 | 4,352 | 635 | 236 | 229 | 192 | 507 | 45 | 222 |
| | Cost per bed | $5,100 | $3,600 | $5,300 | $600 | $3,900 | $10,000 | $12,900 | $18,700 | $16,500 |
| | Planned beds | U | U | U | U | U | 130 | U | U | U |
| **Transitional housing** | Local budget | $34,630,675 | $25,307,000 | $3,300,000 | $1,770,000 | $63,000 | $338,000 | $2,371,675 | $960,000 | $521,000 |
| | Beds | 4,199 | 2,782 | 353 | 232 | 96 | 179 | 328 | 90 | 139 |
| | Cost per bed | $8,200 | $9,100 | $9,300 | $7,600 | $700 | $1,900 | $7,200 | $10,700 | $3,700 |
| | Planned beds | U | U | U | U | U | 85 | U | U | 3 |
| **Permanent supportive housing** | Local budget | $38,188,487 | $28,376,650 | $2,070,000 | $732,700 | $377,327 | $1,676,000 | $4,776,810 | $45,000 | $134,000 |
| | Beds | 9,838 | 7,272 | 1,762 | 284 | 35 | 72 | 341 | 3 | 69 |
| | Cost per bed | $3,900 | $3,900 | $1,200 | $2,600 | $10,800 | $23,300 | $14,000 | $15,000 | $1,900 |
| | Planned beds | U | U | U | U | 2 | U | U | In Progress | 5 |
| **Prevention** | Local budget | $17,332,294 | $7,400,000 | $6,286,000 | $587,000 | $716,000 | $900,000 | $753,294 | $198,000 | $492,000 |
| | People served | 8,210 | 4,150 | 980 | 292 | 580 | 1,350 | 703 | 55 | 100 |
| | Cost per person | $2,100 | $1,800 | $6,400 | $2,000 | $1,200 | $700 | $1,100 | $3,600 | $4,900 |
| | Planned expenditures | U | $500,000 | U | U | U | U | U | U | U |
| **Rapid rehousing** | Local budget | $7,286,220 | $6,130,000 | $111,000 | $160,000 | U | $100,000 | $622,220 | $75,000 | $88,000 |
| | People served | 1,938 | 785 | 15 | 25 | U | 59 | 1,029 | 20 | 5 |
| | Cost per person | $3,800 | $7,800 | $7,400 | $6,400 | U | $1,700 | $600 | $3,800 | $17,600 |
| | Planned expenditures | U | $400,000 | U | U | $35,000 | U | U | U | U |

Notes: Number of beds represents a single point in time and may vary significantly throughout the year. Fields marked "U" represent unknown or unclear. "U" does not necessarily mean that continuums of care do not allocate any resources to these activities.

Source: Urban Institute analysis of the Metropolitan Washington Council of Governments 2013 Point-in-Time Count of the homeless, a web scan of agency and nonprofit web sites, and interviews with homeless service providers.

## PHILANTHROPIC SPENDING ON HOUSING

This section examines philanthropic contributions to Washington region organizations that provide housing-related services and ends with a focus on how the Federal Housing Finance Agency's directive to Fannie Mae and Freddie Mac to eliminate their charitable giving programs will impact housing nonprofits in the area.

### How much did funders contribute to housing-related organizations which provide services in the Washington region?

**In 2012, 29 private funders awarded more than $33.4 million dollars via 683 grants to housing organizations serving the Washington region.**

Grants were categorized by purpose:

- Advocacy/public policy analysis
- Affordable housing production/preservation
- Foreclosure prevention
- Homeless prevention , shelter or services, and transitional or permanent supportive housing
- Other or unspecified

**Nearly 60 percent of private funding ($19.8 million) was for grants for homeless prevention, shelter, or services, and transitional or permanent supportive housing** (table 5.5). Affordable housing production and preservation accounted for another 20 percent of private funding ($6.7 million). There was little variation in the median grant amount by category, ranging from $17,500 for other/unspecified to $25,000 for foreclosure prevention. Table 5.5 also shows that total funding by category was roughly proportionate to the share of grants in the category.

**Three-quarters of all housing-related grants were for less than $50,000** (table 5.6 shows that 29 percent of grants were for less than $10,000 and 47 percent of grants were for $10,000–$49,999). Grants for advocacy/public policy analysis (81 percent) or other purpose (83 percent) were slightly more likely to be less than $50,000 than grants for other purposes. Nearly one-quarter of grants for foreclosure prevention were more than $100,000, though it is likely that at least some of these grants were subsequently divided into subgrants for housing counseling organizations.

### METHOD OF DATA COLLECTION

For the analysis of private charitable giving related to housing, data was received from 29 of the 38 funders from whom information was requested. The data pertained to their 2012 grantmaking activities in the Washington region. Foundations' grant cycles varied; some used the calendar year, while others' fiscal year began in April. One foundation had not made housing-related grants in the year requested. It is assumed that each record shared represented one grant for an individual organization.

- Foundation refers to the private funder awarding the grant
- Organization refers to the housing nonprofit receiving the grant
- Service area refers to the jurisdiction(s) served by the grants

The project team, which includes funders of this study, constructed the list of funders that were most likely to have made housingrelated grants. The list included large foundations and large corporations (such as Fannie Mae and Freddie Mac), banks, and smaller family foundations. All but two funders who responded

### TABLE 5.5. HOUSING-RELATED GRANTS BY PURPOSE IN THE WASHINGTON REGION, 2012

| Grant purpose | Number | Percent | Dollars ($) | Percent of total funding |
|---|---|---|---|---|
| Homeless prevention, shelter or services and transitional or permanent supportive housing | 402 | 58.6 | 19,831,000 | 59.3 |
| Affordable housing production/preservation | 147 | 21.5 | 6,696,000 | 20.0 |
| Advocacy/public policy analysis | 64 | 9.4 | 1,943,000 | 5.8 |
| Foreclosure prevention | 46 | 6.7 | 2,372,000 | 7.1 |
| Other/Unspecified | 24 | 3.5 | 2,604,000 | 7.8 |
| **Total** | **683** | **100.0** | **33,446,000** | **100.0** |

Notes: Grant amounts have been rounded to the nearest one hundred dollars. If the primary purpose of the grant was for general support or unspecified the primary purpose of the organization was used where possible.

Source: Private foundation grant award data collected by Urban Institute.

### TABLE 5.6. PERCENT OF GRANTS BY PURPOSE AND SIZE, 2012

| Grant purpose | Less than $10,000 | $10,000 to $49,999 | $50,000 to $99,999 | $100,000+ | Total |
|---|---|---|---|---|---|
| Homeless prevention, shelter and services and transitional or permanent supportive housing | 29 | 47 | 10 | 14 | 100 |
| Affordable housing production/preservation | 32 | 43 | 10 | 15 | 100 |
| Advocacy/public policy analysis | 23 | 58 | 13 | 6 | 100 |
| Foreclosure prevention | 28 | 37 | 11 | 24 | 100 |
| Other/Unspecified | 33 | 50 | 8 | 8 | 100 |
| **Total** | **29** | **47** | **10** | **14** | **100** |

Note: If the primary purpose of the grant was for general support or unspecified the primary purpose of the organization was used where possible.

Source: Private foundation grant award data collected by Urban Institute.

## What is the distribution of housing-related funding by jurisdiction and type of service?

**Nearly half of the housing-related private funding ($16.3 million) in the Washington region went to 112 organizations whose service area was the District of Columbia** (table 5.7 and figure 5.1). (Figure 5.1 excludes organizations located in the District of Columbia whose service area was the entire Washington region.) Montgomery was next, receiving about 10 percent of the region's housing-related private funding. A separate analysis conducted using data from the National Center on Charitable Statistics confirmed that the District of Columbia and Montgomery were home to significantly greater numbers of housing-related nonprofits than other jurisdictions in the area. For organizations whose service area was "Northern Virginia" or the entire Washington region, the aggregate total of funding for the larger service areas was reported and was not parceled out into the individual jurisdictions.

**TABLE 5.7. GRANT FUNDING FOR HOUSING-RELATED ORGANIZATIONS BY SERVICE AREA IN THE WASHINGTON REGION, 2012**

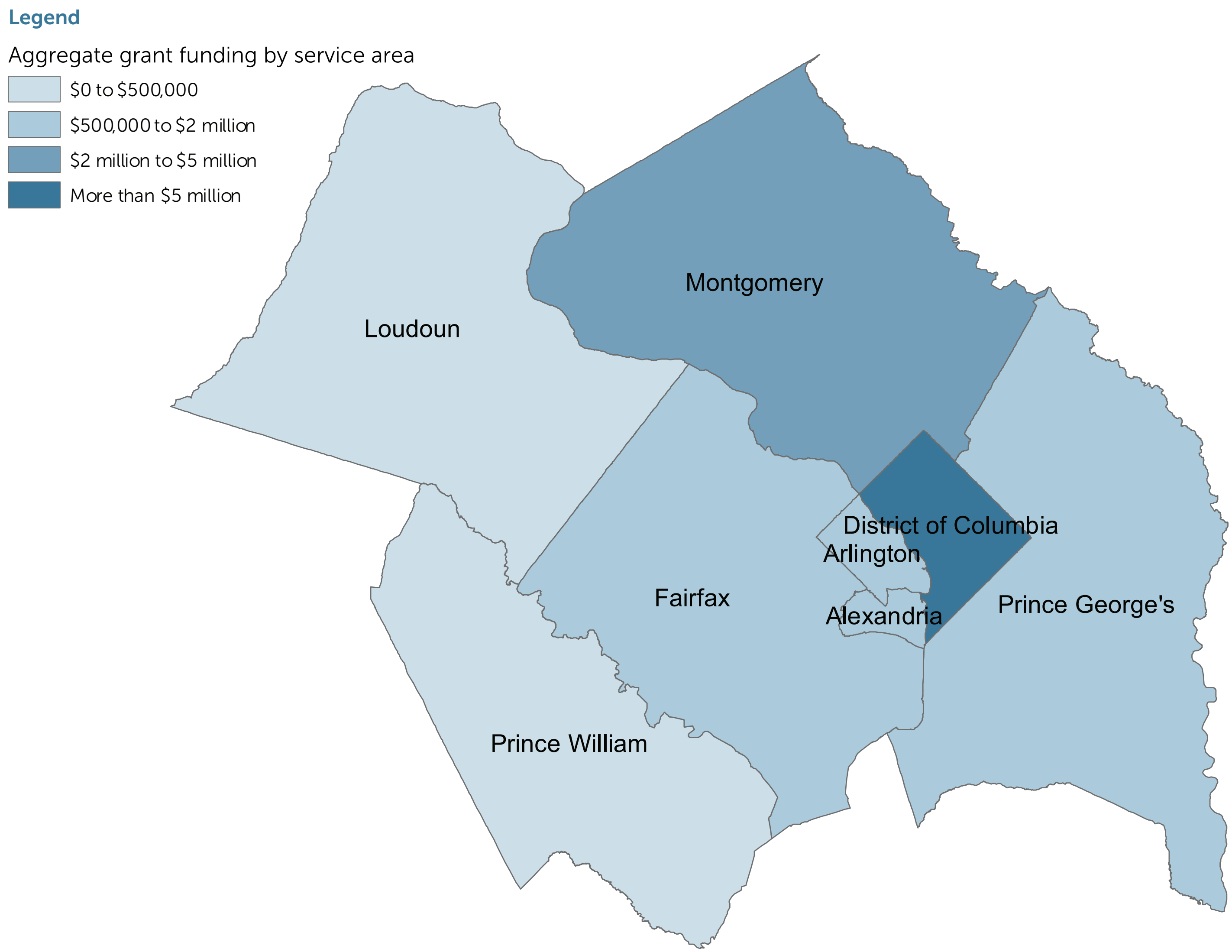
| Service area | Number of organizations | Percent of organizations | Total grant dollars | Percent of grant dollars |
|---|---|---|---|---|
| Entire Washington region | 28 | 11.0 | $2,563,000 | 7.7 |
| Northern Virginia | 23 | 9.0 | $2,344,000 | 7.0 |
| District of Columbia | 112 | 43.9 | $16,335,000 | 48.8 |
| Montgomery | 32 | 12.5 | $3,303,000 | 9.9 |
| Prince George's | 30 | 11.8 | $1,730,000 | 5.2 |
| Alexandria | 9 | 3.5 | $992,000 | 2.9 |
| Arlington | 12 | 4.7 | $1,209,000 | 3.0 |
| Fairfax | 11 | 4.3 | $1,247,000 | 3.7 |
| Loudoun County | 7 | 2.7 | $498,000 | 1.5 |
| Prince William | 9 | 3.5 | $360,000 | 1.1 |
| Washington region, unspecified* | 14 | 5.5 | $2,866,000 | 8.6 |

Notes: There were 255 organizations identified in the data. The service areas of the "entire Washington region" and "Northern Virginia" are mutually exclusive. If a grant served multiple jurisdictions, outside of the "entire Washington region" or "Northern Virginia" the grant amount was divided by the number of jurisdictions served and applied equally to each. The total number of organizations in this table sums to 287 because 19 organizations served multiple jurisdictions. Data rounded to the nearest thousand dollars.

* The funder did not specify location of grant recipient organization other than in the Washington region.

Source: Private foundation grant award data collected by Urban Institute.

**FIGURE 5.1. GRANT FUNDING FOR HOUSING-RELATED ORGANIZATIONS BY SERVICE AREA IN THE WASHINGTON REGION, 2012**




Notes: For detailed values, see table 5.7. Service area refers to the jurisdiction(s) that were served by the grants. Grants with a service area of the “entire Washington region,” “Northern Virginia,” and “Washington region, unspecified” area were excluded from the map.

Source: Private foundation grant award data collected by Urban Institute.

Table 5.8 shows the percent of private funding a service area captured in the Washington region by grant purpose in 2012. **In nearly every housing category, philanthropic giving was concentrated in organizations serving the District of Columbia, often reflecting greater need.** For giving related to homeless services, more than half of regional grant-making went to serve the District of Columbia, which had more than half of the region's homeless population. However, nearly three-quarters of the region's private giving related to affordable housing production and preservation was intended to serve the District of Columbia. While the District of Columbia did have affordable rental and homeowner gaps (see tables 3.7 and 4.9) other jurisdictions in region also had significant gaps and the need for nonprofits focused on affordable housing production and preservation. Foreclosure prevention funding was more likely to go to organizations that served the entire region (41 percent) and to Maryland, with 36 percent of funding targeted to Prince George's, the jurisdiction hardest hit by the foreclosure crisis. Advocacy and public policy analysis funding was also more likely to be

### TABLE 5.8. PERCENT OF HOUSING-RELATED GRANT FUNDING BY SERVICE AREA BY PURPOSE IN THE WASHINGTON REGION, 2012

| Service area | Total grant dollars | Homeless prevention, etc. | Affordable housing production, etc. | Advocacy/ public policy | Foreclosure prevention | Other/ unspecified |
|---|---|---|---|---|---|---|
| Entire Washington region | $2,563,000 | 3.6 | 5.5 | 23.5 | 41.1 | 1.5 |
| Northern Virginia | 2,344,000 | 10.0 | 2.5 | 9.3 | 0.2 | 0.4 |
| District of Columbia | 16,33,500 | 50.9 | 73.7 | 41.6 | 9.9 | 10.1 |
| Montgomery | 3,303,000 | 11.5 | 9.4 | 4.2 | 12.5 | 0.3 |
| Prince George's | 1,730,000 | 3.4 | 2.0 | 1.8 | 35.5 | 1.4 |
| Alexandria | 992,000 | 4.0 | 2.9 | - | 0.2 | - |
| Arlington | 1,209,000 | 5.8 | 0.4 | 1.9 | 0.2 | - |
| Fairfax | 1,247,000 | 6.2 | - | - | 0.2 | 0.4 |
| Loudoun County | 498,000 | 2.4 | 0.2 | - | - | - |
| Prince William | 360,000 | 1.7 | 0.2 | - | 0.2 | 0.4 |
| Washington region, unspecified* | 2,866,000 | 0.4 | 3.1 | 17.7 | - | 85.4 |
| | $33,446,000 | 100.0 | 100.0 | 100.0 | 100.0 | 100 |

Notes: Data rounded to the nearest thousand dollars.
* The funder did not specify location of recipient organization other than in the Washington region.
Source: Private foundation grant award data collected by Urban Institute.

52 Please see http://www.freddiemacfoundation.org/aboutus/letter_to_the_community.html.

spread over organizations serving the entire region (24 percent) or Northern Virginia (9 percent), aside from a significant amount intended to serve the District of Columbia (42 percent).

### What role did Fannie Mae and Freddie Mac play in the region?

Over the past decade, Fannie Mae (and previously the Fannie Mae Foundation), Freddie Mac, and the Freddie Mac Foundation were some of the largest funders in the Washington region. Estimates from 2007 put their total giving (including non-housing related services) to Washington area nonprofits at $47 million (Rucker 2008). However, after Fannie Mae and Freddie Mac corporations entered conservatorship under the Federal Housing Finance Agency in September 2008, their charitable giving began to decline. Both Fannie Mae and Freddie Mac concluded grantmaking in 2013. The Freddie Mac Foundation will only continue to fund grants at reduced levels to designated previous grantees via The Community Foundation for the National Capital Region through 2016.[52] The eventual loss of these funding sources is expected to have serious implications for housing nonprofits in the region.

**TABLE 5.9. FANNIE MAE, FREDDIE MAC AND FREDDIE MAC FOUNDATION HOUSING-RELATED GIVING BY GRANT PURPOSE IN THE WASHINGTON REGION, 2012**

| Funder | Fannie Mae | Freddie Mac | Freddie Mac Foundation | Total | Pct. of regional giving |
|---|---|---|---|---|---|
| Homeless prevention, shelter and services and transitional or permanent supportive housing | 1,275,000 | - | 10,562,600 | 11,837,600 | 60 |
| Affordable housing production/preservation | 1,600,000 | 345,000 | 175,000 | 2,120,000 | 32 |
| Advocacy/public policy analysis | 225,000 | - | 60,000 | 285,000 | 15 |
| Foreclosure prevention | 1,325,000 | 250,000 | - | 1,575,000 | 66 |
| Other/unspecified | - | - | 65,000 | 65,000 | 2 |
| **Total** | **4,425,000** | **595,000** | **10,862,600** | **15,882,600** | **47** |
| **Number of grants** | **33*** | **5** | **67** | **105** | |

* Fannie Mae made a grant of $1.1 million to The Community Foundation for the National Capital Region for the 2012 Help the Homeless Program. In previous tables, the assumption was that this funding was accounted for in the grants reported by The Community Foundation, but in this table Fannie Mae is credited with the contribution.

Source: Private foundation grant award data collected by Urban Institute.

**Together in 2012, Fannie Mae, Freddie Mac, and the Freddie Mac Foundation represented nearly half of the charitable giving funds for housing, totaling more than $15.9 million.**[53] Grants from these three funders were larger than grants from other private funders. The median grant was $100,000 for these three funders compared with $15,000 for all other funders of housing-related grants.

Several types of housing services in the region will be particularly hard hit when Fannie Mae and Freddie Mac cease giving. **Together Fannie Mae, Freddie Mac, and the Freddie Mac Foundation provided 66 percent of the foreclosure prevention grant funds and 60 percent of the funding for homeless prevention, shelter and services, and transitional or permanent supportive housing** (table 5.9)**.** In comparison, these funders only provided about 32 percent of the grant dollars for affordable housing production and preservation.

52 As with other foundations, grants to organizations with a national scope and purpose were not included for Fannie Mae, Freddie Mac and the Freddie Mac Foundation in this analysis.

# 6. CONCLUSION

Housing has become increasingly unaffordable for many people in the Washington region. This study analyzes the supply and gaps of affordable housing across a broad range of housing needs and household types. The continuum of housing needs—from basic shelter to supportive housing, from a subsidized apartment to an affordable home for sale—encompasses housing for homeless individuals and families, for renters, and for homeowners. To provide for households at different points along the continuum, the federal government, state and local jurisdictions, private investors, and philanthropic organizations have created a range of public and private programs and supports to promote the creation and preservation of affordable housing.

Despite the current efforts and investments, however, the analysis presented in this study identifies many critical gaps in the housing continuum that highlight the acute need for more affordable housing in the Washington region. The Washington region has long been among the most expensive metropolitan areas nationally. Although the area has generally higher incomes and wages than most other places in the country, incomes are not keeping pace with rising housing costs. The George Mason University Center for Regional Analysis finds that the Washington metropolitan area had the largest increase in rental costs among the 15 largest metropolitan areas and the third largest among all metropolitan areas between 2008 and 2012. Largely because of the increase in housing costs, real per capita incomes in the Washington metropolitan area fell by 4.1 percent during this period, the third-largest decline among the 15 biggest metropolitan areas.

As a result, homelessness remains a persistent problem, with over 11,000 persons being counted living on the streets or in homeless shelters, including many children and persons in families. The supply of permanent supportive housing, needed to reduce chronic homelessness, is insufficient to meet the current demand. The lack of affordable rental apartments across all income levels, and particularly for extremely low income households, contributed to the number of homeless people and also resulted in over half of the region's renters paying over 30 percent of their income on housing costs, which leaves them less money for food, medicine, and other essentials. Finally, homeownership, which is the path to savings and stability for most people living in the United States, is out of reach for many in the region. In many cases, homeownership is out of reach not due to a lack of steady income, but because high prices fueled by excessive demand squeeze potential buyers out of the market.

Providing shelter and decent, affordable housing for persons at all income levels is a goal that a prosperous area like the Washington region should be able to achieve. During the recent harsh winter of 2013–14, many people were shocked by the conditions facing homeless families as local providers struggled to keep up with increasing demand for shelter, especially in the District of Columbia. Creating more permanent supportive housing for chronically homeless persons and families coupled with intensive supports such as case-management to help them live independently, be good tenants, and manage their health conditions is critical to solving this problem. Many other homeless persons or those at risk of becoming homeless, such as lower-income workers who find rising rents difficult to bear, need access to affordable units and, in some cases, additional supports, such as assistance securing child care, health insurance, and employment, to help them hold a lease and maintain rent payments over time.

Furthermore, to remain competitive, the region must address housing affordability to ensure that its workforce can continue to find housing without having to commute farther and farther to work. If the only affordable housing is in areas that lack amenities, such as accessible transportation, quality schools, and retail options, that also detracts from the region's attractiveness. Without stable housing in a decent environment, it is difficult for many to secure a quality education, good health, and employment. Policymakers are paying increasing attention to affordable housing as a platform for connecting households with other supports and services, such as educational supports or job training, which can help them achieve better outcomes. The region may bear additional costs down the road, such as higher incidences of social disruption, crime, and unemployment, if housing instability is not addressed.

Understanding the importance of affordable housing and the needs in this region, foundations commissioned this study to quantify the need for affordable housing and to inform strategic investments by the philanthropic sector all along the housing continuum. The Community Foundation for the National Capital Region also recognized that the findings were essential for others working on these issues: government agencies, the general public, nonprofit service providers, and advocates for homeless and affordable housing issues.

This study contains a wealth of information that can help jurisdictions better identify the nature of the affordable housing needs in their own communities. The study documents the acute need for both permanent supportive housing for the chronically homeless and affordable housing across all income levels, particularly for extremely low income renters and low income homebuyers. These findings can be used to target scarce public and private sector resources to the populations most in need of relief from high housing costs and to build and preserve affordable housing for these households over the long term. The cross-jurisdictional information allows local communities to understand the regional context and to learn from the policies and funding approaches others are using to address affordable housing and homelessness. The authors and the project team are optimistic that housing, planning, and homeless services agencies can use this information to reflect on their current strategies and improve their program plans and actions.

Better public policy and local programs can evolve when not just government agencies have access to this type data but also when a broader array of individuals, service providers, foundations, and the business community have access to data as well. Many of the topics discussed in this study are complex, but the hope is that the information herein will help those new to or less familiar with housing issues understand the housing continuum, how the different systems interact, and where the gaps in the region are.

Detailed data for each jurisdiction can be found in the summary and comparative profiles in the appendices of this study. These profiles and additional data are also available online at http://www.urban.org/publications/413161.html.

# REFERENCES


Aratani, Lori. 2012. "DC, Montgomery County Look to Ease Rules on Adding Accessory Rental Units to Homes." *Washington Post,* June 6, 2012, http://www.washingtonpost.com/realestate/dc-montgomery-county-look-to-ease-rules-on-adding-accessory-rental-units-to-homes/2012/06/07/gJQAtJnxNV_story.html.

Blum, Agnes. 2013. "'Accessory Apartments' Law Jumps through Last Hurdle." *Gazette.net*, September 10, 2013, http://www.gazette.net/article/20130910/NEWS/130919910/1122/%E2%80%98Accessory-apartments%E2%80%99-law-jumps-through-last-hurdle&template=gazette.

Brunick, Nicholas J. 2004. "The Inclusionary Housing Debate: The Effectiveness of Mandatory Programs over Voluntary Programs." *Zoning Practice*, *9* (1), 1–7. http://www.urbanreinventors.net/3/apa.pdf.

Cadick, Emily. 2013. "Issue Background: Low-Income Housing Tax Credit." Washington, DC: Enterprise Community Partners. .

City of Alexandria. 2011. "The Alexandria of Our Future: A Livable Community for All Ages: Strategic Plan on Aging, 2012-2016." http://alexandriava.gov/uploadedFiles/dchs/AgingFullPlan%2010_12_2011.pdf.

City of Alexandria Office of Housing. 2013. "Draft Housing Master Plan." http://alexandriava.gov/uploadedFiles/housing/info/DraftHousingMasterPlanNovember2012.pdf.

Coalition for Nonprofit Housing and Economic Development. 2012. "A Decade of Progress: Investing in Lives and Neighborhoods through the Housing Production Trust Fund."

Culhane, Dennis P., Stephen Metraux, and Trevor Hadley. 2002. "Public Service Reductions Associated with Placement of Homeless Persons with Severe Mental Illness in Supportive Housing." *Housing Policy Debate* 13 (1): 107–63.

Davis, Aaron C. 2013. "Plan Would Raise Minimum Wage for Half of DC Region to $11.50 by 2016." *Washington Post*, 9 October 2013, http://www.washingtonpost.com/local/dc-politics/plan-would-give-dc-and-maryland-suburbs-the-nations-highest-minimum-wage-by-2016/2013/10/09/58ee4d6c-30f3-11e3-89ae-16e186e117d8_story.html.

Day, Jayme, Rachelle Brown, Patrick Frost, Christopher Gomez, Ashley Barker Tolman, and Nicholas Barker. 2012. "Comprehensive Report on Homelessness: State of Utah 2012." Salt Lake City: Utah Housing and Community Development Division; State Community Services Office. http://jobs.utah.gov/housing/documents/2012ComprehensiveReportonHomelessness.pdf

DC Appleseed and DC Fiscal Policy Institute. 2008. "Hometown Prosperity: Increasing Opportunity for DC's Low-Income Working Families." http://www.dcfpi.org/DC_Appleseed_sm.pdf.

George Mason University Center for Regional Analysis. 2014. *Real Per Capita Personal Income in the Washington Metro Area and 15 Largest Employment Metros, 2008-2012.* http://cra.gmu.edu/pdfs/studies_reports_presentations/Real_Per_Capita_Income_May2014.pdf.

Harkness, Joseph, and Sandra J. Newman. 2005. "Housing Affordability and Children's Well-Being: Evidence from the National Survey of America's Families." *Housing Policy Debate* 16 (2).

Higgins, Lindley R. 2001. "Measuring the Economic Impact of Community-Based Home Ownership Programs on Neighborhood Revitalization." Homeownership Issues Working Paper 1. New York: LISC.

Hoekman, Scott and John Griffith. 2013. "HUD's Rental Assistance Demonstration: A Bold Plan for Preserving Affordability in an Era of Austerity." *Policy Focus.* Washington, DC: Enterprise Community Partners.

Jefferson, Anna, Jonathan Spader, Jennifer Turnham, and Shawn Moulton. 2012. "Foreclosure Counseling Outcome Study: Final Report Housing Counseling Outcome Evaluation." Washington, DC: US Department of Housing and Urban Development. http://www.huduser.org/publications/pdf/foreclosure_counseling_v2.pdf.

Joice, Paul, Ben J. Winter, Heidi Johnson, and Abubakari Zuberi. 2011. "Redistribution Effect of Introducing 2010 Census and 2005-2009 ACS Data into the CDBG Formula." Washington, DC: US Department of Housing and Urban Development. http://www.huduser.org/publications/pdf/cdbg_redis_eff_v2.pdf.

Kautz, Barbara E. 2001. "In Defense of Inclusionary Zoning: Successfully Creating Affordable Housing." *University of San Francisco Law Review 36*, 971.

Lanzerotti, Laura. 2004. *Housing First For Families: Research to Support the Development of a Housing First for Families Training Curriculum.* Washington, DC: National Alliance to End Homelessness.

Larimer, Mary E., Daniel K. Malone, Michelle D. Garner, David C. Atkins, Bonnie Burlingham, Heather S. Lonczak, Kenneth Tanzer, Joshua Ginzler, Seema L. Clifasefi, William G. Hobson, and G. Alan Marlatt. 2009. "Health Care and Public Service Use and Costs Before and After Provision of Housing for Chronically Homeless Persons with Severe Alcohol Problems." *Journal of American Medical Association* 301 (13): 1349–57.

Lee, Wang, Eric Beecroft, Jill Khadduri, and Rhiannon Patterson. 2003. "Impacts of Welfare Reform on Housing Assistance Recipients: Evidence from Indiana and Delaware." Washington, DC: US Department of Housing and Urban Development, Office of Policy Development and Research.

Lerman, Robert I., C. Eugene Steuerle, and Sisi Zhang. 2012. "Homeownership Policy at a Critical Juncture: Are Policymakers Overreacting to the Great Recession?" Washington, DC: Urban Institute. *Opportunity and Ownership Project* No. 13.

Levy, Diane K. , Kaitlin Franks, Kassie Bertumen, Martin Abravanel, Gerrit J. Knaap, Jason K. Satori, and Mariela Garcie-Colberg. 2012. "Expanding Housing Opportunities through Inclusionary Zoning: Lessons From Two Counties." Washington, DC: US Department of Housing and Urban Development.

Martinez, Tia E. and Martha R. Burt. 2006. "Impact of Permanent Supportive Housing on the Use of Acute Care Health Services by Homeless Adults." *Psychiatric Services* 57 (7): 1–8.

Maryland Department of Housing and Community Development. 2013. "Fall 2013 Competitive Funding Round Update, Section 811 Rental Assistance Demonstration (PRA Demo)–Update." Multifamily Housing Notice 13-11. http://www.dhcd.maryland.gov/Website/programs/rhf/notices/notice_13_11.pdf

Maryland Department of Housing and Community Development. 2005. "Summary of Rental Housing Fund and Tax Credit Activity, 1995–2005." http://www.dhcd.maryland.gov/Website/Programs/lihtc/Documents/summary95-2005.pdf

Maryland Department of Housing and Community Development. 2013. "Maryland Qualified Allocation Plan for the Allocation of Federal Low Income Housing Tax Credits." http://www.dhcd.maryland.gov/Website/programs/rhf/Documents/QAP.pdf.

Maryland Department of Housing and Community Development. 2013. "Multifamily Rental Financing Program Guide." http://www.dhcd.maryland.gov/Website/Programs/rhf/Documents/Guide.pdf.

Mayer, Neil, Peter A. Tatian, Kenneth Temkin, and Charles A. Calhoun. 2012 "Has Foreclosure Counseling Helped Troubled Homeowners? Evidence from the Evaluation of the National Foreclosure Mitigation Counseling Program." Washington, DC: Urban Institute.

Meyers, Allan, Deborah Frank, Nicole Roos, Karen Peterson, Virginia Casey, Adrienne Cupples, and Suzette Levenson. 1995. "Housing Subsidies and Pediatric Undernutrition." *Archives of Pediatric and Adolescent Medicine* 149: 1079–84.

National Alliance to End Homelessness. 2014. *Rapid Re-Housing: A History and Core Components*. .

National Council of State Housing Agencies. 2013. *2011 State HFA Factbook*. Washington, DC: National Council of State Housing Agencies.

National Council of State Housing Agencies. 2012. *2010 State HFA Factbook*. Washington, DC: National Council of State Housing Agencies.

National Council of State Housing Agencies. 2011. *2009 State HFA Factbook*. Washington, DC: National Council of State Housing Agencies.

Novogradac. 2013. "2013 Low Income Housing Tax Credit Program, Reservation Applications." *Low Income Housing Tax Credit: QAPs and Applications*. 2013 Applications for Virginia. http://www.novoco.com/low_income_housing/resource_files/qap/2013/virginia/virginia_2013_applications_041813.pdf

Pergamit, Michael, Mary Cunningham, Martha Burt, Pamela Lee, Brent Howell, and Kassie Bertumen. 2013. "Youth Count! Process Study." Washington, DC: Urban Institute.

Reed, Jenny. 2013. "DC's First Right Purchase Program Helps to Preserve Affordable Housing and Is One of DC's Key Anti-Displacement Tools." Washington, DC: DC Fiscal Policy Institute. http://www.dcfpi.org/wp-content/uploads/2013/09/9-24-13-First_Right_Purchase_Paper-Final.pdf.

Rog, Debra J., Tina Marshall, Richard H. Dougherty, Preethy George, Allen S. Daniels, Sushmita Shoma Ghose, and Miriam E. Delphin-Rittmon. 2014. "Permanent Supportive Housing: Assessing the Evidence." *Psychiatric Services* 65 (3): 287.

Rucker, Philip. 2008. "Mortgage Giants' Fall May Hurt Nonprofits." *Washington Post*, September 14, 2008, http://www.washingtonpost.com/wp-dyn/content/article/2008/09/13/AR2008091302204.html.

Rynearson, S., B. Barrett, and C. Clark. 2010. *Housing First: A Review of The Literature*. Tampa, Florida: Louis de la Parte Florida Mental Health Institute.

Spellman, Brooke, Jill Khadduri, Brian Sokol, and Josh Leopold. 2010. "Costs Associated with First-Time Homelessness for Families and Individuals." Washington, DC: US Department of Housing and Urban Development. http://www.huduser.org/publications/pdf/Costs_Homeless.pdf.

Steffen, Barry, L. 2013. "Worst Case Housing Needs 2011: Report to Congress." Washington, DC: US Department of Housing and Urban Development.

Tatian, Peter A. and Ashley Williams. 2011. "A Rent Control Report for the District of Columbia." Washington, DC: Urban Institute.

The Harrison Institute for Public Law. 2006. "An Analysis of the Strengths and Deficiencies of Washington, DC's Tenant Opportunity to Purchase Act." Washington, DC: Georgetown University Law Center. .

Turnham, Jennifer and Anna Jefferson. 2012. "Pre-Purchase Counseling Outcome Study: Research Brief Housing Counseling Outcome Evaluation" Washington, DC: US Department of Housing and Urban Development. http://www.huduser.org/publications/pdf/pre_purchase_counseling.pdf.

US Department of Housing and Urban Development. 2007. "Defining Chronic Homelessness: A Technical Guide for HUD Programs." https://www.onecpd.info/resources/documents/DefiningChronicHomeless.pdf.

US Department of Housing and Urban Development and HUD User. 2012. "Likely Trends in the Distribution of CDBG Funds." *The Edge*. http://www.huduser.org/portal/pdredge/pdr_edge_featd_article_011312.html.

US Department of Housing and Urban Development. 2013. "The 2012 Annual Homeless Assessment Report (AHAR) to Congress." Washington, DC: US Department of Housing and Urban Development. https://www.onecpd.info/resources/documents/2012-AHAR-Volume-2.pdf.

US Department of Housing and Urban Development. Undated. "Changes to CDBG and HOME Formula: The Decennial Census, American Community Survey and FY 2012 Budget." Washington, DC: US Department of Housing and Urban Development. http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/about/budget/CDBGHOMEFormula.

Virginia Housing Development Authority. 2013. "2013 Low Income Housing Tax Credit Program: Final Rankings." *Low Income Housing Tax Credit Program.* Richmond, VA: Virginia Housing Development Authority. http://www.vhda.com/BusinessPartners/MFDevelopers/LIHTCProgram/LowIncome%20Housing%20Tax%20Credit%20Program/2013%20Final%20Rankings-Web.pdf.

## REFERENCES FOR PUBLIC FUNDING

Budget Division. 2012. *Adopted Fiscal Year 2013 Annual Operating Budget.* City of Manassas. Accessed October 1, 2013, http://www.manassascity.org/index.aspx?NID=249.

DC Fiscal Policy Institute. 2014. "Chstf Chart with Sources." Accessed June 23, 2014. https://docs.google.com/spreadsheet/ccc?key=0AvNDw_kwUYfTdG9JUTBsV2hWb0J0MWtzT2RHZ3dHMEE&usp=sharing#gid=0.

DC Fiscal Policy Institute. 2013. "What's in the FY2014 Budget for Affordable Housing?" Accessed June 17, Retrieved from http://www.dcfpi.org/wp-content/uploads/2013/03/7-18-13-FY-2014-Budget-Toolkit_Housing-Final-2nd-vote.pdf.

DC Fiscal Policy Institute. 2012. "What's in the FY2013 Budget for Affordable Housing?" Accessed December 3, 2013, http://www.dcfpi.org/wp-content/uploads/2012/03/FY-2013-Budget-Toolkit_Housing-FINAL-VOTE-Updated-11-20.pdf.

Fairfax County Department of Management and Budget. *FY 2013 Adopted Budget Plan.* Accessed on October 1, 2013 from http://www.fairfaxcounty.gov/dmb/fy2013/adopted/budget_narratives.htm.

Arlington County Department of Management and Finance. 2013. "Housing Summary." *FY2013 Budget.* Accessed October 1, 2013 from http://www.arlingtonva.us/departments/ManagementAndFinance/budget/file84869.pdf.

Loudoun County Department of Management and Financial Services. 2012. *FY 2013 Adopted Fiscal Plan*. Loudoun County Government. Accessed on October 1, 2013 from http://www.loudoun.gov/documents/13/10300/10302/FY%202013%20Adopted%20Fiscal%20Plan_201206290846556123.pdf.

City of Manassas Park Finance Department. 2012. *Manassas Park Fiscal Year: FY13 Adopted Budget*. City of Manassas Park. Accessed October 1, 2013 from http://www.cityofmanassaspark.us/index.php/about-manassas-park/city-departments/finance-department/manassas-park-fiscal.

Housing Opportunities Commission of Montgomery County, MD. 2012. *Adopted Budget Fiscal Year 2013.* Accessed October 1, 2013fromhttp://www.hocmc.org/data/files/ResourceDocs/HOC%20FY13%20Adopted%20Budget%20-%20Linked.pdf.

Loudoun County. 2013. "Housing Funds." Accessed from: http://www.loudoun.gov/index.aspx?NID=1792

District of Columbia Office of the Chief Financial Officer. 2013. "2014 UZ0 Housing Production Trust Fund." *Fiscal Year 2014 Operating Budget*. http://cfo.dc.gov/sites/default/files/dc/sites/ocfo/publication/attachments/uz_hptf_chapter_2014j_0.pdf.

Prince George's County Office of Management and Budget. 2012. *Approved Operating Budget FY 2013.*Accessed October 1, 2013, http://www.princegeorgescountymd.gov/sites/OMB/Resources/ApprovedBudget/Pages/default.aspx.

City of Alexandria Office of Management and Budget. (2012). *FY 2013 approved operating budget and capital improvement program.* Accessed October 1, 2013 from http://alexandriava.gov/budget/info/default.aspx?id=60300.

Prince William County Office of Management and Budget. 2012. *FY 2013 Budget.* Accessed October 1, 2013 from http://www.pwcgov.org/government/dept/budget/Pages/FY-2013-Budget.aspx.

Montgomery County Office of Management and Budget. 2012. "Volume 1: Operating Budget." *Approved FY13 Operating and Capital Budget.* Accessed October 1, 2013 from http://www.montgomerycountymd.gov/OMB/FY13/appr/psp_toc.html.

District of Columbia Office of the Chief Financial Officer. 2012. "Fiscal Year 2013 Operating Budget Chapters and Operating Appendix Tables and Capital Budgets by Agency." *Annual Operating Budget and Capital Plan.* Accessed October 1, 2013, http://cfo.dc.gov/page/annual-operating-budget-and-capital-plan-2013pdfs

# APPENDIX A

## COMPARATIVE PROFILE OF JURISDICTIONS

### PERCENT OF HOUSEHOLDS BY INCOME LEVEL, 2009–11

| | N | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|---|
| District of Columbia | 259,500 | 25 | 13 | 8 | 25 | 29 |
| Montgomery | 357,800 | 11 | 12 | 8 | 29 | 40 |
| Prince George's | 301,400 | 14 | 15 | 11 | 35 | 24 |
| Alexandria | 64,600 | 12 | 11 | 9 | 30 | 38 |
| Arlington | 92,100 | 10 | 8 | 5 | 30 | 47 |
| Fairfax | 401,300 | 9 | 8 | 7 | 28 | 47 |
| Loudoun | 147,000 | 9 | 9 | 7 | 32 | 43 |
| Prince William | 145,500 | 10 | 12 | 9 | 33 | 35 |
| **Washington region** | 1,769,400 | 13 | 11 | 8 | 30 | 38 |

### BEDS NEEDED TO MEET THE PERMANENT SUPPORTIVE HOUSING NEEDS OF THE CHRONICALLY HOMELESS, 2013

| | Single adults | | | Persons in families | | |
|---|---|---|---|---|---|---|
| | Available beds | Chronically homeless | Gap or (surplus) | Available beds | Chronically homeless | Gap or (surplus) |
| District of Columbia | 275 | 1,764 | 1,489 | 9 | 263 | 254 |
| Montgomery | 5 | 222 | 217 | 62 | 6 | (56) |
| Prince George's | 4 | 73 | 69 | 43 | 24 | (19) |
| Alexandria | 2 | 69 | 67 | - | 5 | 5 |
| Arlington | 68 | 156 | 88 | - | - | - |
| Fairfax | 26 | 243 | 217 | 12 | 10 | (2) |
| Loudoun County | - | 28 | 28 | - | - | - |
| Prince William | 3 | 47 | 44 | 4 | 2 | (2) |
| **Washington region** | **383** | **2,602** | **2,219** | **130** | **310** | **180** |

### BEDS NEEDED TO MEET THE IMMEDIATE HOUSING NEEDS OF UNSHELTERED SINGLE ADULTS, 2013

| | Available beds | Unsheltered homeless | Gap or (surplus) |
|---|---|---|---|
| District of Columbia | 600 | 512 | (88) |
| Montgomery | 113 | 143 | 30 |
| Prince George's | (15) | 168 | 183 |
| Alexandria | 31 | 29 | (2) |
| Arlington | 19 | 146 | 127 |
| Fairfax | 8 | 104 | 96 |
| Loudoun County | (2) | 38 | 40 |
| Prince William | 29 | 110 | 81 |
| **Washington region** | **783** | **1,250** | **467** |

Sources: Urban Institute analysis of 2009–11 American Community Survey Public Use Microdata from the University of Minnesota Integrated Public Use Microdata Series and of Metropolitan Washington Council of Governments 2013 Point-in-Time Enumeration of the homeless.

Notes: Extremely low income = 0–30% of HUD area median income (AMI); very low income = 30–50% of AMI; low income = 50–80% of AMI; middle income = 80–120% of AMI; and high income = 120% of AMI or higher. Jurisdictions in the table are defined by their Public Use Microdata Areas (PUMA), except where noted.

### PERCENT OF RENTER HOUSEHOLDS PAYING MORE THAN 30 PERCENT OF MONTHY INCOME IN RENT BY INCOME LEVEL, 2009–11

| | Extremely low | Very low | Low | Middle | High | Total |
|---|---|---|---|---|---|---|
| District of Columbia | 84 | 63 | 44 | 26 | 4 | 51 |
| Montgomery | 86 | 85 | 62 | 26 | 3 | 50 |
| Prince George's | 88 | 77 | 36 | 14 | - | 50 |
| Alexandria | 82 | 84 | 56 | 24 | 1 | 43 |
| Arlington | 91 | 91 | 63 | 29 | 3 | 39 |
| Fairfax | 88 | 83 | 63 | 26 | 1 | 45 |
| Loudoun | 81 | 74 | 51 | 20 | 4 | 44 |
| Prince William | 90 | 77 | 58 | 17 | 4 | 51 |
| **Washington region** | **86** | **77** | **52** | **23** | **3** | **48** |

### RENTER HOUSEHOLDS (DEMAND), 2009–11

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| District of Columbia | 52,300 | 24,000 | 13,800 | 36,000 | 23,500 |
| Montgomery | 26,000 | 21,900 | 12,000 | 37,200 | 20,300 |
| Prince George's | 27,800 | 27,000 | 16,600 | 31,200 | 8,800 |
| Alexandria | 6,900 | 5,700 | 3,900 | 12,200 | 7,700 |
| Arlington | 7,500 | 5,600 | 3,600 | 15,900 | 16,700 |
| Fairfax | 22,900 | 17,500 | 13,700 | 41,100 | 26,100 |
| Loudoun | 7,100 | 6,000 | 3,700 | 9,900 | 5,900 |
| Prince William | 9,200 | 9,000 | 6,600 | 12,100 | 4,600 |
| **Washington region** | **159,800** | **116,700** | **74,000** | **195,600** | **113,600** |

### AFFORDABLE AND AVAILABLE RENTAL HOUSING UNITS (SUPPLY) BY INCOME LEVEL, 2009–11

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| District of Columbia | 30,200 | 32,400 | 11,300 | 20,900 | 3,400 |
| Montgomery | 7,900 | 20,900 | 16,600 | 24,200 | 2,900 |
| Prince George's | 9,400 | 39,200 | 10,800 | 13,100 | 500 |
| Alexandria | 2,100 | 8,100 | 5,600 | 5,000 | 300 |
| Arlington | 2,400 | 7,100 | 5,100 | 11,000 | 1,200 |
| Fairfax | 7,500 | 16,700 | 15,800 | 29,300 | 2,500 |
| Loudoun | 3,600 | 6,800 | 3,300 | 5,800 | 300 |
| Prince William | 2,600 | 11,900 | 5,600 | 8,000 | 500 |
| **Washington region** | **65,600** | **143,100** | **74,100** | **117,400** | **11,600** |

Notes: Extremely low income = 0–30% of HUD area median income (AMI); very low income = 30–50% of AMI; low income = 50–80% of AMI; middle income = 80–120% of AMI; and high income = 120% of AMI or higher. Jurisdictions in the table are defined by their Public Use Microdata Areas (PUMA), except where noted.

Source: Urban Institute analysis of 2009–11 American Community Survey Public Use Microdata from the University of Minnesota Integrated Public Use Microdata Series.

### GAP OR (SURPLUS) IN UNITS NEEDED OF AFFORDABLE RENTAL HOUSING BY INCOME LEVEL, 2009–11

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| District of Columbia | 22,100 | (8,400) | 2,500 | 15,100 | 20,100 |
| Montgomery | 18,200 | 1,100 | (4,500) | 13,000 | 17,400 |
| Prince George's | 18,400 | (12,200) | 5,800 | 18,100 | 8,300 |
| Alexandria | 4,800 | (2,400) | (1,700) | 7,200 | 7,300 |
| Arlington | 5,100 | (1,500) | (1,500) | 4,900 | 15,500 |
| Fairfax | 15,500 | 700 | (2,200) | 11,800 | 23,600 |
| Loudoun | 3,500 | (800) | 400 | 4,100 | 5,600 |
| Prince William | 6,600 | (2,900) | 1,000 | 4,100 | 4,100 |
| **Washington region** | **94,200** | **(26,400)** | **(100)** | **78,300** | **102,000** |

### AFFORDABLE AND AVAILABLE OWNER HOUSING UNITS (SUPPLY) BY INCOME LEVEL, 2009–11

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| District of Columbia | 1,800 | 2,900 | 6,300 | 27,300 | 47,600 |
| Montgomery | 1,700 | 5,200 | 8,900 | 54,400 | 104,900 |
| Prince George's | 2,500 | 8,400 | 16,700 | 51,300 | 16,900 |
| Alexandria | 100 | 300 | 600 | 4,500 | 14,100 |
| Arlington | 200 | 300 | 600 | 6,100 | 27,200 |
| Fairfax | 1,800 | 3,600 | 6,300 | 57,600 | 130,600 |
| Loudoun | 1,400 | 2,900 | 3,600 | 26,100 | 39,000 |
| Prince William | 1,800 | 4,100 | 5,600 | 23,400 | 14,800 |
| **Washington region** | **11,400** | **27,800** | **48,700** | **250,800** | **395,000** |

### PERCENT OF OWNER HOUSEHOLDS PAYING MORE THAN 30 PERCENT OF MONTHY INCOME IN HOUSING COSTS BY INCOME LEVEL, 2009–11

| | Extremely low | Very low | Low | Middle | High | Total |
|---|---|---|---|---|---|---|
| District of Columbia | 82 | 61 | 53 | 36 | 10 | 32 |
| Montgomery | 92 | 70 | 60 | 41 | 9 | 31 |
| Prince George's | 93 | 77 | 69 | 43 | 11 | 42 |
| Alexandria | 90 | 64 | 42 | 36 | 12 | 25 |
| Arlington | 90 | 70 | 60 | 39 | 11 | 26 |
| Fairfax | 88 | 68 | 58 | 38 | 9 | 26 |
| Loudoun | 74 | 60 | 57 | 45 | 10 | 30 |
| Prince William | 87 | 68 | 61 | 35 | 8 | 30 |
| **Washington region** | **88** | **69** | **61** | **40** | **10** | **31** |

Notes: Extremely low income = 0–30% of HUD area median income (AMI); very low income = 30–50% of AMI; low income = 50–80% of AMI; middle income = 80–120% of AMI; and high income = 120% of AMI or higher. Jurisdictions in the table are defined by their Public Use Microdata Areas (PUMA), except where noted.

Source: Urban Institute analysis of 2009–11 American Community Survey Public Use Microdata from the University of Minnesota Integrated Public Use Microdata Series.

**OWNER HOUSEHOLDS (DEMAND), 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| District of Columbia | 11,400 | 10,500 | 6,900 | 28,100 | 53,000 |
| Montgomery | 15,000 | 19,300 | 15,400 | 67,800 | 122,700 |
| Prince George's | 14,700 | 19,600 | 17,800 | 73,800 | 64,100 |
| Alexandria | 1,100 | 1,400 | 1,600 | 7,400 | 16,700 |
| Arlington | 1,600 | 1,600 | 1,500 | 11,600 | 26,500 |
| Fairfax | 14,200 | 16,400 | 15,000 | 72,300 | 162,100 |
| Loudoun | 5,800 | 7,400 | 6,500 | 36,900 | 57,800 |
| Prince William | 5,900 | 8,400 | 6,600 | 36,100 | 47,000 |
| **Washington region** | **69,800** | **84,600** | **71,300** | **333,900** | **550,100** |

**GAP OR (SURPLUS) IN UNITS NEEDED OF AFFORDABLE OWNER HOUSING BY INCOME LEVEL, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| District of Columbia | 9,500 | 7,600 | 600 | 800 | 5,400 |
| Montgomery | 13,200 | 14,100 | 6,500 | 13,400 | 17,900 |
| Prince George's | 12,200 | 11,200 | 1,000 | 22,400 | 47,200 |
| Alexandria | 1,000 | 1,100 | 1,000 | 2,800 | 2,600 |
| Arlington | 1,400 | 1,300 | 900 | 5,500 | (600) |
| Fairfax | 12,400 | 12,800 | 8,600 | 14,800 | 31,600 |
| Loudoun | 4,500 | 4,500 | 2,900 | 10,700 | 18,800 |
| Prince William | 4,200 | 4,300 | 1,000 | 12,600 | 32,200 |
| **Washington region** | **58,400** | **56,800** | **22,600** | **83,100** | **155,100** |

Notes: Extremely low income = 0–30% of HUD area median income (AMI); very low income = 30–50% of AMI; low income = 50–80% of AMI; middle income = 80–120% of AMI; and high income = 120% of AMI or higher. Jurisdictions in the table are defined by their Public Use Microdata Areas (PUMA), except where noted.

Source: Urban Institute analysis of 2009–11 American Community Survey Public Use Microdata from the University of Minnesota Integrated Public Use Microdata Series.

## SUMMARY PROFILE

### WASHINGTON REGION

**Households by HUD Area Median Income Level, 2009–11**

| | N | % |
|---|---|---|
| Extremely low (0–30% AMI) | 229,500 | 13.0 |
| Very low (31–50% AMI) | 201,300 | 11.4 |
| Low (51–80%) | 145,200 | 8.2 |
| Middle (81–120%) | 529,600 | 29.9 |
| High (over 120%) | 663,700 | 37.5 |
| Total households | 1,769,400 | 100.0 |

**Beds Needed to Meet the Permanent Supportive Housing Needs of the Chronically Homeless, 2013**

| | |
|---|---|
| Single adults | |
| Available beds (supply) | 383 |
| Chronically homeless (demand) | 2,602 |
| Gap or (surplus) | 2,219 |
| Persons in families | |
| Available beds (supply) | 130 |
| Chronically homeless (demand) | 310 |
| Gap or (surplus) | 180 |

**Beds Needed to Meet the Immediate Housing Needs of Unsheltered Single Adults, 2013**

| | |
|---|---|
| Available beds (supply) | 783 |
| Unsheltered single adults (demand) | 1,250 |
| Gap or (surplus) | 467 |

**Units Needed of Affordable Rental Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available rental units (supply) | 65,600 | 143,100 | 74,100 | 117,400 | 11,600 |
| Renter households (demand) | 159,800 | 116,700 | 74,000 | 195,600 | 113,600 |
| Gap or (surplus) | 94,200 | (26,400) | (100) | 78,200 | 102,000 |

**Units Needed of Affordable Owner Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available owner units (supply) | 11,400 | 27,800 | 48,700 | 250,800 | 395,000 |
| Owner households (demand) | 69,800 | 84,600 | 71,300 | 333,900 | 550,100 |
| Gap or (surplus) | 58,400 | 56,800 | 22,600 | 83,100 | 155,100 |

Notes: Extremely low income = 0–30% of HUD area median income (AMI); very low income = 30–50% of AMI; low income = 50–80% of AMI; middle income = 80–120% of AMI; and high income = 120% of AMI or higher. Jurisdictions in the table are defined by their Public Use Microdata Areas (PUMA), except where noted.

Sources: Urban Institute analysis of 2009–11 American Community Survey Public Use Microdata from the University of Minnesota Integrated Public Use Microdata Series and of Metropolitan Washington Council of Governments 2013 Point-in-Time Enumeration of the homeless.

## SUMMARY PROFILE

### DISTRICT OF COLUMBIA

**Households by HUD Area Median Income Level, 2009–11**

| | N | % |
|---|---|---|
| Extremely low (0–30% AMI) | 63,700 | 24.5 |
| Very low (31–50% AMI) | 34,500 | 13.3 |
| Low (51–80%) | 20,700 | 8.0 |
| Middle (81–120%) | 64,100 | 24.7 |
| High (over 120%) | 76,500 | 29.5 |
| Total households | 259,500 | 100.0 |

**Beds Needed to Meet the Permanent Supportive Housing Needs of the Chronically Homeless, 2013**

| | |
|---|---|
| Single adults | |
| Available beds (supply) | 275 |
| Chronically homeless (demand) | 1,764 |
| Gap or (surplus) | 1,489 |
| Persons in families | |
| Available beds (supply) | 9 |
| Chronically homeless (demand) | 263 |
| Gap or (surplus) | 254 |

**Beds Needed to Meet the Immediate Housing Needs of Unsheltered Single Adults, 2013**

| | |
|---|---|
| Available beds (supply) | 600 |
| Unsheltered single adults (demand) | 512 |
| Gap or (surplus) | (88) |

**Units Needed of Affordable Rental Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available rental units (supply) | 30,200 | 32,300 | 11,300 | 20,900 | 3,400 |
| Renter households (demand) | 52,300 | 24,000 | 13,800 | 36,000 | 23,500 |
| Gap or (surplus) | 22,100 | (8,300) | 2,500 | 15,100 | 20,100 |

**Units Needed of Affordable Owner Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available owner units (supply) | 1,800 | 2,900 | 6,400 | 27,300 | 47,600 |
| Owner households (demand) | 11,400 | 10,500 | 6,900 | 28,100 | 53,000 |
| Gap or (surplus) | 9,600 | 7,600 | 500 | 800 | 5,400 |

Notes: Extremely low income = 0–30% of HUD area median income (AMI); very low income = 30–50% of AMI; low income = 50–80% of AMI; middle income = 80–120% of AMI; and high income = 120% of AMI or higher. Jurisdictions in the table are defined by their Public Use Microdata Areas (PUMA), except where noted.

Sources: Urban Institute analysis of 2009–11 American Community Survey Public Use Microdata from the University of Minnesota Integrated Public Use Microdata Series and of Metropolitan Washington Council of Governments 2013 Point-in-Time Enumeration of the homeless.

## SUMMARY PROFILE

### MONTGOMERY COUNTY

**Households by HUD Area Median Income Level, 2009–11**

| | N | % |
|---|---|---|
| Extremely low (0–30% AMI) | 41,000 | 11.5 |
| Very low (31–50% AMI) | 41,200 | 11.5 |
| Low (51–80%) | 27,500 | 7.7 |
| Middle (81–120%) | 105,100 | 29.4 |
| High (over 120%) | 143,100 | 40.0 |
| Total households | 357,800 | 100.0 |

**Beds Needed to Meet the Permanent Supportive Housing Needs of the Chronically Homeless, 2013**

| | |
|---|---|
| Single adults | |
| Available beds (supply) | 5 |
| Chronically homeless (demand) | 222 |
| Gap or (surplus | 217 |
| Persons in families | |
| Available beds (supply) | 62 |
| Chronically homeless (demand) | 62 |
| Gap or (surplus) | (56) |

**Beds Needed to Meet the Immediate Housing Needs of Unsheltered Single Adults, 2013**

| | |
|---|---|
| Available beds (supply) | 113 |
| Unsheltered single adults (demand) | 143 |
| Gap or (surplus) | 30 |

**Units Needed of Affordable Rental Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available rental units (supply) | 7,800 | 20,900 | 16,600 | 24,200 | 2,900 |
| Renter households (demand) | 26,000 | 21,900 | 12,000 | 37,200 | 20,300 |
| Gap or (surplus) | 18,200 | 1,000 | (4,600) | 13,000 | 17,400 |

**Units Needed of Affordable Owner Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available owner units (supply) | 1,800 | 5,300 | 8,900 | 54,400 | 104,900 |
| Owner households (demand) | 15,000 | 19,300 | 15,400 | 67,800 | 122,700 |
| Gap or (surplus) | 13,200 | 14,000 | 6,500 | 13,400 | 17,800 |

Notes: Extremely low income = 0–30% of HUD area median income (AMI); very low income = 30–50% of AMI; low income = 50–80% of AMI; middle income = 80–120% of AMI; and high income = 120% of AMI or higher. Jurisdictions in the table are defined by their Public Use Microdata Areas (PUMA), except where noted.

Sources: Urban Institute analysis of 2009–11 American Community Survey Public Use Microdata from the University of Minnesota Integrated Public Use Microdata Series and of Metropolitan Washington Council of Governments 2013 Point-in-Time Enumeration of the homeless.

## SUMMARY PROFILE

### PRINCE GEORGE'S COUNTY

**Households by HUD Area Median Income Level, 2009–11**

| | N | % |
|---|---|---|
| Extremely low (0–30% AMI) | 42,500 | 14.1 |
| Very low (31–50% AMI) | 46,600 | 15.4 |
| Low (51–80%) | 34,400 | 11.4 |
| Middle (81–120%) | 105,000 | 34.8 |
| High (over 120%) | 72,900 | 24.2 |
| Total households | 301,400 | 100.0 |

**Beds Needed to Meet the Permanent Supportive Housing Needs of the Chronically Homeless, 2013**

| | |
|---|---|
| Single adults | |
| Available beds (supply) | 4 |
| Chronically homeless (demand) | 73 |
| Gap or (surplus) | 69 |
| Persons in families | |
| Available beds (supply) | 43 |
| Chronically homeless (demand) | 24 |
| Gap or (surplus) | (19) |

**Beds Needed to Meet the Immediate Housing Needs of Unsheltered Single Adults, 2013**

| | |
|---|---|
| Available beds (supply) | (15) |
| Unsheltered single adults (demand) | 168 |
| Gap or (surplus) | 183 |

**Units Needed of Affordable Rental Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available rental units (supply) | 9,400 | 39,200 | 10,800 | 13,100 | 500 |
| Renter households (demand) | 27,800 | 27,000 | 16,600 | 31,200 | 8,800 |
| Gap or (surplus) | 18,400 | (12,200) | 5,800 | 18,100 | 8,300 |

**Units Needed of Affordable Owner Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available owner units (supply) | 2,500 | 8,300 | 16,700 | 51,300 | 16,900 |
| Owner households (demand) | 14,700 | 19,600 | 17,800 | 73,800 | 64,100 |
| Gap or (surplus) | 12,200 | 11,300 | 1,100 | 22,500 | 47,200 |

Notes: Extremely low income = 0–30% of HUD area median income (AMI); very low income = 30–50% of AMI; low income = 50–80% of AMI; middle income = 80–120% of AMI; and high income = 120% of AMI or higher. Jurisdictions in the table are defined by their Public Use Microdata Areas (PUMA), except where noted.

Sources: Urban Institute analysis of 2009–11 American Community Survey Public Use Microdata from the University of Minnesota Integrated Public Use Microdata Series and of Metropolitan Washington Council of Governments 2013 Point-in-Time Enumeration of the homeless.

## SUMMARY PROFILE

### ARLINGTON COUNTY

**Households by HUD Area Median Income Level, 2009–11**

| | N | % |
|---|---|---|
| Extremely low (0–30% AMI) | 9,100 | 9.9 |
| Very low (31–50% AMI) | 7,300 | 7.9 |
| Low (51–80%) | 5,100 | 5.5 |
| Middle (81–120%) | 27,500 | 29.9 |
| High (over 120%) | 43,200 | 46.9 |
| Total households | 92,100 | 100.0 |

**Beds Needed to Meet the Permanent Supportive Housing Needs of the Chronically Homeless, 2013**

| | |
|---|---|
| Single adults | |
| Available beds (supply) | 68 |
| Chronically homeless (demand) | 156 |
| Gap or (surplus) | 88 |
| Persons in families | |
| Available beds (supply) | - |
| Chronically homeless (demand) | - |
| Gap or (surplus) | - |

**Beds Needed to Meet the Immediate Housing Needs of Unsheltered Single Adults, 2013**

| | |
|---|---|
| Available beds (supply) | 19 |
| Unsheltered single adults (demand) | 146 |
| Gap or (surplus) | 127 |

**Units Needed of Affordable Rental Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available rental units (supply) | 2,400 | 7,200 | 5,100 | 11,000 | 1,200 |
| Renter households (demand) | 7,500 | 5,600 | 3,600 | 15,900 | 16,700 |
| Gap or (surplus) | 5,100 | (1,600) | (1,500) | 4,900 | 15,500 |

**Units Needed of Affordable Owner Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available owner units (supply) | 200 | 300 | 600 | 6,100 | 27,200 |
| Owner households (demand) | 1,600 | 1,600 | 1,500 | 11,600 | 26,500 |
| Gap or (surplus) | 1,400 | 1,300 | 900 | 5,500 | (700) |

Notes: Extremely low income = 0–30% of HUD area median income (AMI); very low income = 30–50% of AMI; low income = 50–80% of AMI; middle income = 80–120% of AMI; and high income = 120% of AMI or higher. Jurisdictions in the table are defined by their Public Use Microdata Areas (PUMA), except where noted.

Sources: Urban Institute analysis of 2009–11 American Community Survey Public Use Microdata from the University of Minnesota Integrated Public Use Microdata Series and of Metropolitan Washington Council of Governments 2013 Point-in-Time Enumeration of the homeless.

## SUMMARY PROFILE

### CITY OF ALEXANDRIA

**Households by HUD Area Median Income Level, 2009–11**

| | N | % |
|---|---|---|
| Extremely low (0–30% AMI) | 8,000 | 12.4 |
| Very low (31–50% AMI) | 7,100 | 11.0 |
| Low (51–80%) | 5,600 | 8.6 |
| Middle (81–120%) | 19,600 | 30.3 |
| High (over 120%) | 24,400 | 37.7 |
| Total households | 64,600 | 100.0 |

**Beds Needed to Meet the Permanent Supportive Housing Needs of the Chronically Homeless, 2013**

| | |
|---|---|
| Single adults | |
| Available beds (supply) | 2 |
| Chronically homeless (demand) | 69 |
| Gap or (surplus) | 67 |
| Persons in families | |
| Available beds (supply) | - |
| Chronically homeless (demand) | 5 |
| Gap or (surplus) | 5 |

**Beds Needed to Meet the Immediate Housing Needs of Unsheltered Single Adults, 2013**

| | |
|---|---|
| Available beds (supply) | 31 |
| Unsheltered single adults (demand) | 29 |
| Gap or (surplus) | (2) |

**Units Needed of Affordable Rental Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available rental units (supply) | 2,100 | 8,100 | 5,600 | 5,100 | 300 |
| Renter households (demand) | 6,900 | 5,700 | 3,900 | 12,200 | 7,700 |
| Gap or (surplus) | 4,800 | (2,400) | (1,700) | 7,100 | 7,400 |

**Units Needed of Affordable Owner Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available owner units (supply) | 100 | 300 | 600 | 4,600 | 14,100 |
| Owner households (demand) | 1,100 | 1,400 | 1,600 | 7,400 | 16,700 |
| Gap or (surplus) | 1,000 | 1,100 | 1,000 | 2,800 | 2,600 |

Notes: Extremely low income = 0–30% of HUD area median income (AMI); very low income = 30–50% of AMI; low income = 50–80% of AMI; middle income = 80–120% of AMI; and high income = 120% of AMI or higher. Jurisdictions in the table are defined by their Public Use Microdata Areas (PUMA), except where noted.

Sources: Urban Institute analysis of 2009–11 American Community Survey Public Use Microdata from the University of Minnesota Integrated Public Use Microdata Series and of Metropolitan Washington Council of Governments 2013 Point-in-Time Enumeration of the homeless.

## SUMMARY PROFILE

### FAIRFAX COUNTY, FAIRFAX CITY AND FALLS CHURCH CITIES

**Households by HUD Area Median Income Level, 2009–11**

| | N | % |
|---|---|---|
| Extremely low (0–30% AMI) | 37,200 | 9.3 |
| Very low (31–50% AMI) | 33,900 | 8.4 |
| Low (51–80%) | 28,600 | 7.1 |
| Middle (81–120%) | 113,400 | 28.3 |
| High (over 120%) | 188,200 | 46.9 |
| Total households | 401,300 | 100.0 |

**Beds Needed to Meet the Permanent Supportive Housing Needs of the Chronically Homeless, 2013**

| | |
|---|---|
| Single adults | |
| Available beds (supply) | 26 |
| Chronically homeless (demand) | 243 |
| Gap or (surplus) | 217 |
| Persons in families | |
| Available beds (supply) | 12 |
| Chronically homeless (demand) | 10 |
| Gap or (surplus) | (2) |

**Beds Needed to Meet the Immediate Housing Needs of Unsheltered Single Adults, 2013**

| | |
|---|---|
| Available beds (supply) | 8 |
| Unsheltered single adults (demand) | 104 |
| Gap or (surplus) | 96 |

**Units Needed of Affordable Rental Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available rental units (supply) | 7,500 | 16,800 | 15,800 | 29,300 | 2,500 |
| Renter households (demand) | 22,900 | 17,500 | 13,700 | 41,100 | 26,100 |
| Gap or (surplus) | 15,400 | 700 | (2,100) | 11,800 | 23,600 |

**Units Needed of Affordable Owner Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available owner units (supply) | 1,800 | 3,600 | 6,300 | 57,600 | 130,600 |
| Owner households (demand) | 14,200 | 16,400 | 15,000 | 72,300 | 162,100 |
| Gap or (surplus) | 12,400 | 12,800 | 8,700 | 14,700 | 31,500 |

Notes: Extremely low income = 0–30% of HUD area median income (AMI); very low income = 30–50% of AMI; low income = 50–80% of AMI; middle income = 80–120% of AMI; and high income = 120% of AMI or higher. Jurisdictions in the table are defined by their Public Use Microdata Areas (PUMA), except where noted.

Sources: Urban Institute analysis of 2009–11 American Community Survey Public Use Microdata from the University of Minnesota Integrated Public Use Microdata Series and of Metropolitan Washington Council of Governments 2013 Point-in-Time Enumeration of the homeless.

## SUMMARY PROFILE

### PRINCE WILLIAM COUNTY, MANASSAS AND MANASSAS PARK CITIES

**Households by HUD Area Median Income Level, 2009–11**

| | N | % |
|---|---|---|
| Extremely low (0–30% AMI) | 15,200 | 10.4 |
| Very low (31–50% AMI) | 17,400 | 11.9 |
| Low (51–80%) | 13,200 | 9.1 |
| Middle (81–120%) | 48,200 | 33.1 |
| High (over 120%) | 51,600 | 35.5 |
| Total households | 145,500 | 100.0 |

**Beds Needed to Meet the Permanent Supportive Housing Needs of the Chronically Homeless, 2013**

| | |
|---|---|
| Single adults | |
| Available beds (supply) | 3 |
| Chronically homeless (demand) | 47 |
| Gap or (surplus) | 44 |
| Persons in families | |
| Available beds (supply) | 4 |
| Chronically homeless (demand) | 2 |
| Gap or (surplus) | (2) |

**Beds Needed to Meet the Immediate Housing Needs of Unsheltered Single Adults, 2013**

| | |
|---|---|
| Available beds (supply) | 29 |
| Unsheltered single adults (demand) | 110 |
| Gap or (surplus) | 81 |

**Units Needed of Affordable Rental Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available rental units (supply) | 2,600 | 11,900 | 5,600 | 8,000 | 500 |
| Renter households (demand) | 9,200 | 9,000 | 6,600 | 12,100 | 4,600 |
| Gap or (surplus) | 6,600 | (2,900) | 1,000 | 4,100 | 4,100 |

**Units Needed of Affordable Owner Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available owner units (supply) | 1,700 | 4,100 | 5,600 | 23,400 | 14,700 |
| Owner households (demand) | 5,900 | 8,400 | 6,600 | 36,100 | 47,000 |
| Gap or (surplus) | 4,200 | 4,300 | 1,000 | 12,700 | 32,300 |

Notes: Extremely low income = 0–30% of HUD area median income (AMI); very low income = 30–50% of AMI; low income = 50–80% of AMI; middle income = 80–120% of AMI; and high income = 120% of AMI or higher. Jurisdictions in the table are defined by their Public Use Microdata Areas (PUMA), except where noted.

Sources: Urban Institute analysis of 2009–11 American Community Survey Public Use Microdata from the University of Minnesota Integrated Public Use Microdata Series and of Metropolitan Washington Council of Governments 2013 Point-in-Time Enumeration of the homeless.

## SUMMARY PROFILE

### LOUDOUN, FAUQUIER, CLARKE, & WARREN COUNTIES

**Households by HUD Area Median Income Level, 2009–11**

| | N | % |
|---|---|---|
| Extremely low (0–30% AMI) | 12,900 | 8.8 |
| Very low (31–50% AMI) | 13,400 | 9.1 |
| Low (51–80%) | 10,200 | 6.9 |
| Middle (81–120%) | 46,700 | 31.8 |
| High (over 120%) | 63,700 | 43.3 |
| Total households | 147,000 | 100.0 |

**Beds Needed to Meet the Permanent Supportive Housing Needs of the Chronically Homeless, 2013**

| | |
|---|---|
| Single adults (Loudoun County only) | |
| Available beds (supply) | - |
| Chronically homeless (demand) | 28 |
| Gap or (surplus) | 28 |
| Persons in families (Loudoun County only) | |
| Available beds (supply) | - |
| Chronically homeless (demand) | - |
| Gap or (surplus) | - |

**Beds Needed to Meet the Immediate Housing Needs of Unsheltered Single Adults (Loudoun County only), 2013**

| | |
|---|---|
| Available beds (supply) | (2) |
| Unsheltered single adults (demand) | 38 |
| Gap or (surplus) | 40 |

**Units Needed of Affordable Rental Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available rental units (supply) | 3,600 | 6,800 | 3,300 | 5,800 | 300 |
| Renter households (demand) | 7,100 | 6,000 | 3,700 | 9,900 | 5,900 |
| Gap or (surplus) | 3,500 | (800) | 400 | 4,100 | 5,600 |

**Units Needed of Affordable Owner Housing by HUD Area Median Income Level, 2009–11**

| | Extremely low | Very low | Low | Middle | High |
|---|---|---|---|---|---|
| Affordable and available owner units (supply) | 1,300 | 2,900 | 3,600 | 26,100 | 39,000 |
| Owner households (demand) | 5,800 | 7,400 | 6,500 | 36,900 | 57,800 |
| Gap or (surplus) | 4,500 | 4,500 | 2,900 | 10,800 | 18,800 |

Notes: Extremely low income = 0–30% of HUD area median income (AMI); very low income = 30–50% of AMI; low income = 50–80% of AMI; middle income = 80–120% of AMI; and high income = 120% of AMI or higher. Jurisdictions in the table are defined by their Public Use Microdata Areas (PUMA), except where noted.

Sources: Urban Institute analysis of 2009–11 American Community Survey Public Use Microdata from the University of Minnesota Integrated Public Use Microdata Series and of Metropolitan Washington Council of Governments 2013 Point-in-Time Enumeration of the homeless.

# APPENDIX B: GLOSSARY OF TERMS

**Adult-Only Household**—This term is used in the chapter on the homeless system; it refers to single homeless adults.

**Annual Homeless Assessment Report (AHAR) to Congress**—Released by the US Department of Housing and Urban Development on an annual basis, the AHAR provides an in-depth look at the characteristics of the homeless population in the US. Data collected for the AHAR comes from Homeless Management Information Systems data at the Continuum of Care (CoC) level and therefore characterizes the homeless population over a 12-month window and includes sheltered homeless people in emergency shelters and transitional housing. http://www.hudhdx.info/PublicReports.aspx

**Area Median Income (AMI)**—The median income for families in metropolitan and nonmetropolitan areas. Federal, state, and local policies and programs use income limits to determine eligibility for a number of housing assistance programs. Households with an AMI between 120 and 80 percent are considered moderate income; between 80 and 50 percent AMI are low income; between 50 and 30 percent AMI are very low income; and under 30 percent AMI are extremely low income. http://www.huduser.org/portal/datasets/il.html

**Central Intake System**—One system and/or place where people are screened and assessed for appropriate services and from which they are referred to the appropriate service providers. https://www.onecpd.info/resources/documents/HPRP_CentralizedIntake.pdf

**Child-Only Household**—This term is used in the chapter on the homeless system. A household composed of one or more persons under the age of 18 with no adults present. http://www.mwcog.org/uploads/pub-documents/qF5cX1w20130508134424.pdf

**Chronically Homeless**—People who are physically or mentally disabled and have been homeless for a long period of time. A "long period of time" is defined by the US Department of Housing and Urban Development as a continuous year or longer or as four separate incidents of homelessness over the last three years. https://www.onecpd.info/resources/documents/DefiningChronicHomeless.pdf. Our study includes adults with families who meet these criteria as well as unaccompanied adults.

**Community Development Block Grant (CDBG)**—A federal program administered by the US Department of Housing and Urban Development. The CDBG program provides grants to states and local governments to address community development needs including affordable housing, community revitalization, and economic development. http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/communitydevelopment/programs

**Continuum of Care (CoC)**—A group of local government agencies and nonprofit service providers that administer programs to prevent and end homelessness in a particular jurisdiction. There are nine CoCs in the Washington region.https://www.onecpd.info/coc/coc-program-eligibility-requirements/

**Coordinated Intake System**—A cooperative system among multiple service providers in a geographic area that uses the same intake and assessment procedures at every organization. http://www.gpo.gov/fdsys/pkg/FR-2012-07-31/html/2012-17546.htm

**Emergency Shelter/Winter Shelter**—Any facility providing on-demand beds to homeless people, with the hope that these are short-term stays. http://www.gpo.gov/fdsys/pkg/CFR-2006-title24-vol3/pdf/CFR-2006-title24-vol3-part576.pdf

**Emergency Solutions Grant (ESG)**—A US Department of Housing and Urban Development program that provides funds to operate or rehabilitate emergency shelters and provide homeless prevention services. http://www.gpo.gov/fdsys/pkg/CFR-2006-title24-vol3/pdf/CFR-2006-title24-vol3-part576.pdf

**Family Household**—This term is used in the chapter on the homeless system. A "household with at least one adult and one child." https://www.onecpd.info/reports/CoC_PopSub_NatlTerrDC_2013.pdf.pdf

**Federal Housing Administration (FHA)**—The FHA is a department within the US Department of Housing and Urban Development that insures mortgages on loans made by pre-approved lenders in the United States and its territories. http://portal.hud.gov/hudportal/HUD?src=/program_offices/housing/fhahistory

**Formerly Homeless**—People who were homeless but are currently living in permanent supportive housing. http://www.mwcog.org/uploads/pub-documents/qF5cX1w20130508134424.pdf

**HOME program**—A federal program under the US Department of Housing and Urban Development that provides approximately $2 billion in grants annually to states and local governments to create affordable housing for low-income households. http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/affordablehousing/programs/home/

**Homeless Person**—Those currently without permanent housing, including both sheltered and unsheltered homeless. See http://www.law.cornell.edu/uscode/text/42/11302 for full definition.

**Homeless Management Information System (HMIS)**—A database or other information system required by the US Department of Housing and Urban Development that is typically maintained by the lead agency in the Continuum of Care (see above) but used by homeless service agencies throughout the CoC. The database stores information on homeless people, which could include basic demographic information, service transactions, outcomes, and other pertinent information. https://www.onecpd.info/resources/documents/CoCProgramInterimRule.pdf

**Homeless Prevention**—Short-term financial assistance and services provided to housed families or individuals that would otherwise have become homeless without that assistance. http://www.gpo.gov/fdsys/pkg/CFR-2006-title24-vol3/pdf/CFR-2006-title24-vol3-part576.pdf

**Housing First**—An approach in which homeless individuals or families are moved immediately from a shelter or the streets to their own apartment. Needed wraparound social services would be provided after stable housing is in place and receipt of services is not required for individuals or families to remain in housing. http://www.huduser.org/portal/publications/hsgfirst.pdf

**Housing Opportunities for Persons with AIDS (HOPWA)**—A federal program under the US Department of Housing and Urban Development that provides funds to states, localities, and nonprofit organizations for housing assistance and supportive services for low income people with HIV/AIDS and their families. Housing assistance includes rental assistance, homeless prevention, and new construction as well as acquisition/rehabilitation. http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/aidshousing/programs

**Literally Homeless**—Homeless and not currently living in permanent supportive housing. In this study, the term "homeless" refers to those who are literally homeless. https://www.onecpd.info/resources/documents/HomelessDefinition_RecordkeepingRequirementsandCriteria.pdf

**Low Income Housing Tax Credit (LIHTC)**—The low income housing tax credit program is a federal program based on Section 42 of the Internal Revenue Code. Administered by the state tax credit allocating agencies, developers receive federal housing tax credits to reduce the cost of new construction or acquisition/rehabilitation. In exchange for tax credits, developers must allocate a portion of the units on their property for low income households. http://portal.hud.gov/hudportal/HUD?src=/program_offices/comm_planning/affordablehousing/training/web/lihtc/basics/work

**Permanent Supportive Housing**—A model that provides permanent, fully-subsidized housing in combination with supportive services, such as substance abuse treatment, case management, and job training to chronically homeless individuals and families with barriers to achieving independence such as mental illness, substance abuse, or HIV/AIDS. https://www.onecpd.info/resources/documents/CoCProgramInterimRule.pdf

**Point-in-Time (PIT) Count**—A count of homeless people in a CoC conducted on a single night every year or every other year, at a minimum. In addition to the raw count, the process gathers a number of other pieces of information, such as basic demographic information, mental and physical health status, and veteran status, to name a few. https://www.onecpd.info/resources/documents/2011PITYouthGuidance.pdf

**Property Disposition**—Federal program under US Department of Housing and Urban Development (HUD) that provides Section 8 assistance to multifamily rental housing projects owned or held by HUD that are being sold or foreclosed upon. The program assists with minimizing displacement and maintaining the stock of affordable housing for low-income households. http://www.hud.gov/sec2b.cfm

**Public Housing**—A federal program administered by the US Department of Housing and Urban Development through which local housing authorities manage rent-restricted affordable housing for low-income households. Income limits vary by area and family size. Approximately 1.2 million households live in public housing units. http://portal.hud.gov/hudportal/HUD?src=/topics/rental_assistance/phprog

**Rapid Re-housing**—A program that adheres to the Housing First approach by providing housing search and temporary financial assistance to quickly move the homeless into permanent housing options, such as scattered site apartments. http://b.3cdn.net/naeh/adc8b82e3d49a50252_7dm6bk8te.pdf

**Rent Supplement**—Federal program under the US Department of Housing and Urban Development (HUD) that provides rental assistance to households living in certain federally-financed properties. Qualified households pay 30 percent of their adjusted income or 30 percent of rent, whichever is greater. HUD pays the difference between that amount and the HUD-approved rent. http://portal.hud.gov/hudportal/HUD?src=/program_offices/housing/mfh/hsgrent

**Safe Haven—**A 24-hour residence that serves homeless individuals with severe mental illness who have been unable or unwilling to participate in supportive services. The facilities place no requirement of receiving social services or treatment on residents, but instead introduce services gradually, as the residents are ready. https://www.onecpd.info/resources/documents/safehavens.pdf

**Section 8 Program**—The US Department of Housing and Urban Development created the Section 8 program to provide rental assistance to families. http://www.hud.gov/sec2b.cfm

**Certificate Program and Voucher Program**—Very low income households apply for certificates to public housing authorities (PHAs) and pay 30 percent of their adjusted income. The program allows households to utilize certificates outside the PHA's jurisdictions in qualified housing. PHAs determine local preferences (e.g., homeless persons or households meeting income thresholds). Participating landlords cap rent at fair market rates. Public housing authorities pay the landlord the difference between the rent and 30 percent of a household's adjusted income. Certificates and vouchers may also be used for relocation assistance for public housing residents so that obsolete public housing may be demolished or rehabilitated. There are minor differences between the certificate and the voucher program. For example, a minimum of 75 percent of families in the voucher program must be extremely low income. Under the voucher program, tenants can select a unit of their choice, whereas under the project-based voucher program, a PHA refers families to property that has contracted with the PHA.

http://portal.hud.gov/hudportal/HUD?src=/programdescription/cert8

http://portal.hud.gov/hudportal/HUD?src=/topics/housing_choice_voucher_program_section_8

http://portal.hud.gov/hudportal/HUD?src=/programdescription/phrr

**Section 8 Loan Management Set Aside (LMSA)**—Federal program that helps HUD-insured or HUD-held projects facing financial difficulties by providing Section 8 assistance. http://www.hud.gov/sec2b.cfm http://www.hud.gov/offices/adm/hudclips/handbooks/hsgh/4350.2/43502c1HSGH.pdf

**Moderate Rehabilitation**—Administered by PHAs until it was repealed in 1991, the program helped to upgrade affordable housing stock and provide rental assistance to very low income and low income families who paid 30 percent of adjusted income towards rent. PHAs paid the difference between that amount and rent.

http://portal.hud.gov/hudportal/HUD?src=/program_offices/public_indian_housing/programs/ph/modrehab

**New Construction or Substantial Rehabilitation**—includes Section 202 and 811 financing

**Section 202**—This program provides nonprofit organizations with interest-free capital advances to develop or rehabilitate affordable housing for very low-income elderly residents. http://portal.hud.gov/hudportal/HUD?src=/program_offices/housing/mfh/mfinfo/sec202ptl

**Section 811**—This program provides nonprofit organizations with interest-free capital advances to develop or rehabilitate affordable housing with supportive services for very low income and extremely low income adults with disabilities. The program also provides funds to state housing agencies that partner with state health and human service agencies. These funds are used to provide rental assistance to projects with tax credits, HOME funds, or other funding sources. http://portal.hud.gov/hudportal/HUD?src=/program_offices/housing/mfh/grants/section811ptl

**Project-Based Rental Assistance**—Section 8 assistance that is limited to specific housing, such as housing provided by owners receiving a subsidy from HUD. Qualified households pay the owner 30 percent of their adjusted income or 10 percent of their gross annual income, and HUD pays the difference between that amount and the HUD-approved rent. Public housing authorities may use up to 20 percent of Housing Choice Vouchers for project-based vouchers. Under the voucher program, tenants can select a unit of their choice, whereas under the project-based voucher program, a PHA refers families to property that has contracted with the PHA. http://portal.hud.gov/hudportal/HUD?src=/program_offices/housing/mfh/rfp/s8bkinfo and http://portal.hud.gov/hudportal/HUD?src=/hudprograms/rs8pbra

**Section 236—**A federal program under HUD, the program provides interest subsidies to decrease a project's mortgage interest rate to 1 percent. HUD is not making new commitments under this program. Households in the program pay rent that is 30 percent of their adjusted income or the rent amount HUD has set for a participating property.

http://www.gao.gov/products/PAD-78-13

http://www.vhda.com/BUSINESSPARTNERS/PROPERTYOWNERSMANAGERS/SECTION8-SECTION236RAP/Pages/Section8-Section236.aspx#.UpTIh7Eo5ZQ

**Section 521 Rural Rental Assistance Program**—Administered by the US Department of Agriculture, the program assists very low and low income households, elderly persons, and persons with disabilities. Households in the program pay rent that is 30 percent of their adjusted income. Rental assistance can be applied towards housing in Rural Rental Housing or Farm Labor Housing. http://www.ct.gov/agingservices/lib/agingservices/manual/housing/ruralrentalassistancefinal.pdf

http://www.rurdev.usda.gov/rhs/mfh/brief_mfh_rra.htm

**Shelter Utilization Rate**—The share of all shelter beds that are occupied at the time of the PIT count.

**Sheltered Homeless—**Those homeless residing in shelters, safe havens, or transitional housing.

**Single Adult**—A household with no children present. This term is used in the homeless chapter of this report. https://www.onecpd.info/reports/CoC_PopSub_NatlTerrDC_2013.pdf.pdf

**Temporary Assistance for Needy Families (TANF)**—Time-limited assistance provided by the federal government to poor families, with the goal that they eventually become self-sufficient. Formerly known as "welfare." http://www.acf.hhs.gov/programs/ofa/programs/tanf

**Transitional Housing**—Short- to medium-term housing for homeless people, usually lasting less than two years, which provides services in order to graduate households to a more permanent housing situation. https://www.onecpd.info/resources/documents/CoCProgramInterimRule.pdf

**Unsheltered Homeless**—Living in "a place not meant for human habitation," such as abandoned buildings, bridges, parks, and campsites. https://www.onecpd.info/resources/documents/counting_unsheltered.pdf

# APPENDIX C: THE REGION'S HOUSING-RELATED NONPROFIT SECTOR

This study discussed many housing policies and programs that, even if funded with public dollars, are administered and carried out by nonprofit organizations dedicated to meeting the needs of lower-income households in the region. This appendix looks at the Washington region's nonprofit sector that advocates for better housing policies, builds affordable housing, and provides emergency shelter or other housing-related services. Although the units produced or the homeless people that each organization serves could not be measured from the available data, this analysis does look at nonprofit capacity in housing using four metrics: the number of nonprofits and their annual revenues, expenses, and assets. The majority of housing nonprofits in the region had revenues under $1 million, were located in the District of Columbia or Montgomery, and varied in size by jurisdiction.[1] The majority of housing-related nonprofits in the region provide housing development, construction, and management services, with at least three such organizations in every jurisdiction.

This analysis used data from the National Center for Charitable Statistics (NCCS), which collects information from the Form 990 that nonprofit organizations file with the Internal Revenue Service (IRS). To determine which organizations provided housing-related services, the definitions used by the IRS and NCCS to classify to nonprofits, the National Taxonomy of Exempt Entities (NTEE), were used.[2] The NTEE subcategories of Housing & Shelter, Community Improvement & Capacity Building, Human Services, and Religion-Related were combined to create classifications of nonprofits by the type of services they provided. Table C.5 shows how the NTEE codes were combined to create the categories used in this analysis. Using IRS Form 990 data from 2010 to 2012, 354 nonprofits with a focus on housing issues that primarily serve the Washington region were found.[3]

NTEE subcategories were collapsed into eight categories for use in the analysis that follows:

- **Advocacy, legal services, and professional associations**: Includes nonprofits who seek to influence public policy and educate the public on issues related to housing; those that provide legal aid (typically pro bono); and professional associations with an interest in housing.
- **Funding and other support for housing and shelter**: Includes nonprofits that raise or distribute funds to housing organizations or provide technical assistance to nonprofits.
- **Housing development, construction, and management:** Includes nonprofits involved in many activities related to affordable housing including development, rehabilitation, or the management of rental housing. This category would include subsidized developments that operate as nonprofits for low income, independent, or senior housing, as well as group homes.
- **Temporary housing and homeless shelters**: Includes nonprofits providing temporary housing, shelter, or services to homeless individuals and families.
- **Homeowners and tenants associations**: Includes nonprofit organizations formed to serve community needs and interests in a particular housing development, condominium, apartment complex, or community.
- **Housing support**: Includes nonprofits that provide housing counseling, assistance with home repairs, or assistance with rent or mortgage costs.
- **Human services with a focus on housing needs**: Include nonprofits operating crisis intervention programs, children and youth services, family services, and residential care programs.
- **Urban, community, and neighborhood development**: Includes nonprofits involved in community and neighborhood development or economic development.

1 Please note, following the convention used in the main text of the report, this appendix uses PUMA geographies, except where explicitly stated, as in "Loudoun County." Prince William refers to Prince William County, Manassas City and Manassas Park City. Location in this analysis is defined by the mailing address for the organization listed on IRS Form 990. In some cases this may represent the address of a third party such as an accountant or attorney.

2 The detailed NTEE definitions that guided the reclassification can be found at: http://nccsweb.urban.org/PubApps/nteeSearch.php?gQry=allMajor&codeType=NTEE.

3 These 354 organizations were registered with the IRS with a tax status of 501(c)3 and had reported revenue, expenses, and assets. Nonprofits that are not required to register with the IRS include organizations with less than $5,000 in annual revenue or religious congregations; however, many of these organizations still choose to register. We counted organizations based on individual Employer Identification Numbers (EINs). Observations with the same organization name, but with different EINs were counted as separate housing nonprofits and may fall under different housing categories. Organizations that provide services in the Washington region but also provide significant services elsewhere were excluded from this analysis if separate EINs did not exist for the Washington-based branches (e.g. Enterprise Community Partners and Local Support Initiatives Corporation).

**TABLE C.1. NUMBER OF HOUSING-SECTOR NONPROFITS AND THEIR AVERAGE REVENUE, EXPENSES, AND ASSETS (2012 DOLLARS) BY JURISDICTION**

| Jurisdiction | Number of nonprofits | Average revenue ($ thousands) | Average expenses ($ thousands) | Average assets ($ thousands) |
|---|---|---|---|---|
| District of Columbia | 141 | 2,377 | 2,038 | 6,130 |
| Montgomery | 83 | 1,702 | 1,677 | 7,342 |
| Prince George's | 40 | 865 | 829 | 1,513 |
| Alexandria | 10 | 639 | 679 | 4,415 |
| Arlington | 25 | 1,765 | 1,445 | 8,303 |
| Fairfax | 40 | 3,002 | 3,008 | 6,777 |
| Loudoun County | 5 | 1,448 | 1,095 | 2,992 |
| Prince William | 10 | 497 | 486 | 1,120 |
| **Washington region** | **354** | **1,959** | **1,789** | **5,885** |

Source: The Urban Institute, NCCS Core File (Public Charities, 2011).

**Nearly two-thirds of housing nonprofits in the Washington region were located in either the District of Columbia or Montgomery.** Thirty-nine percent of these nonprofits (141) were located in the District of Columbia and 23 percent (83) were in Montgomery (see table C.1). In contrast, Alexandria, Loudoun County, and Prince William had 10 or fewer housing nonprofits.

Housing nonprofits in the Washington region had combined revenue of $694 million, aggregate expenses of $633 million, and assets that totaled about $2.1 billion (in 2012 dollars).[4] In addition to these local nonprofits, two national nonprofits—Enterprise Community Partners and the DC office of the Local Initiatives Support Corporation (LISC)—both invested significantly in affordable housing and community development in the Washington region. In 2012, LISC invested about $13.2 million in equity, loans, grants, and recoverable grants in the District of Columbia. Enterprise Community Partners invested approximately $88 million in debt and equity in the District of Columbia and $6 million in Montgomery County in 2012, and distributed about $350,000 in grants in the Washington region in 2012 and 2013.[5]

As table C.1 shows, **there were substantial differences in the size of housing-sector nonprofits across jurisdictions in the region**[6] Nonprofits in Prince William, Alexandria, and Prince George's were smaller than others in the region, with average revenues and expenses under $1 million. Fairfax had the largest nonprofits in terms of average revenue and expenses (about $3 million) but nonprofits in Arlington and Montgomery had the highest average assets at more than $6.7 million.

Table C.2 shows nonprofits by the main type of housing services they provided. **The majority of the housing nonprofits in the Washington region focused on housing development, construction, and management**. This category included organizations that build affordable housing and those that operate affordable housing developments. Temporary housing and homeless shelters and housing support nonprofits made up another 11 percent of housing nonprofits in the region. Housing development, construction, and management nonprofits had lower average revenue and expenses than temporary housing shelters but higher average assets. Human services organizations that offer housing-related services had much higher average revenue and expenses than other housing-related nonprofits, likely reflecting the cost of providing supportive services.

4 Our analysis here is limited to the data available in the NCCS. For example, the size of an organization and true capacity for a nonprofit to offer and deliver services is not tabulated. It is important to note that some nonprofits may be more efficient, have fewer administrative costs, or reach more households.

5 Because the finances for the local Enterprise Community Partners and the DC office of the Local Initiatives Support Corporation (LISC) could not be separated out from the tax filings for their national offices, they were not included in this analysis.

6 For this portion of the analysis one organization that had negative revenues, expenses, or assets was excluded.

**The distribution of housing nonprofits across jurisdictions varied by the type of service they provided** (see table C.3). Housing development, construction, and management nonprofits were more widely spread throughout the region than other housing-related nonprofits, which tended to be in the District of Columbia or a handful in suburban jurisdictions. Of the 190 housing development, construction, and management nonprofits, 55 were located in Montgomery, 54 in the District of Columbia, and 27 in Fairfax. The 40 temporary housing and homeless shelter nonprofits were not distributed evenly throughout the Washington region. Sixty percent were located in the District of Columbia while only one each was in Prince George's, Alexandria, and Prince William and none were located in Loudoun County.

**The majority of housing nonprofits in the region were fairly small, with annual revenues below $1 million** (see table C.4). In fact, 20 percent (72) of these nonprofits were very small, with revenues less than $100,000. By service category, 82 percent of homeowners and tenants associations, 79 percent of community and neighborhood development nonprofits, and 76 percent of housing nonprofits offering funding and other support had revenues under $1 million. Only a few housing nonprofits were very large, with revenues of $10 million or greater. The majority of these very large nonprofits provided housing development, construction, and management services.

**TABLE C.2. NUMBER OF HOUSING-SECTOR NONPROFITS, AVERAGE REVENUE, EXPENSES, AND ASSETS (2012 DOLLARS) BY TYPE OF SERVICES PROVIDED IN THE WASHINGTON REGION**

| Types of services provided | Number of nonprofits | Average revenue ($ thousands) | Average expenses ($ thousands) | Average assets ($ thousands) |
|---|---|---|---|---|
| Advocacy, legal services, and professional associations | 11 | 1,362 | 1,346 | 2,349 |
| Funding and other support | 17 | 730 | 802 | 3,128 |
| Housing development, construction, and management | 190 | 1,939 | 1,764 | 7,079 |
| Temporary housing and homeless shelters | 40 | 2,698 | 2,517 | 3,138 |
| Homeowners and tenants associations | 17 | 783 | 582 | 4,399 |
| Housing support | 43 | 2,160 | 1,878 | 7,150 |
| Human services | 17 | 3,204 | 3,046 | 4,814 |
| Urban, community, and neighborhood development | 19 | 1,543 | 1,395 | 3,633 |

Source: The Urban Institute, NCCS Core File (Public Charities, 2011).

**TABLE C.3. NUMBER OF HOUSING-SECTOR NONPROFITS BY JURISDICTION BY TYPE OF HOUSING SERVICES PROVIDED**

| | District of Columbia | Montgomery | Prince George's | Alexandria | Arlington | Fairfax | Loudoun County | Prince William |
|---|---|---|---|---|---|---|---|---|
| Advocacy, legal services, and proffestional associations | 6 | 1 | 1 | 1 | 1 | 1 | - | - |
| Funding and other support | 9 | 4 | 1 | - | 1 | 2 | - | - |
| Housing development, construction, and management | 54 | 55 | 26 | 4 | 16 | 27 | 3 | 5 |
| Temporary housing and homeless shelters | 24 | 8 | 1 | 1 | 2 | 3 | - | 1 |
| Homeowners and tenants associations | 19 | 8 | 4 | 2 | 2 | 4 | 2 | 2 |
| Housing support | 11 | 3 | 2 | - | - | 1 | - | - |
| Human services | 11 | 1 | 3 | 1 | 2 | - | - | 1 |
| Urban, community and neighborhood development | 141 | 83 | 40 | 10 | 25 | 40 | 5 | 10 |

Source: The Urban Institute, NCCS Core File (Public Charities, 2011).

#### TABLE C.4. NUMBER OF HOUSING-SECTOR NONPROFITS BY TYPE BY REVENUE CATEGORY FOR THE WASHINGTON REGION

| | Annual revenue (in 2012 dollars) | | | | |
|---|---|---|---|---|---|
| Types of services provided | $0 to $99,999 | $100,000 to $499,999 | $500,000 to $999,999 | $1,000,000 to $9,999,999 | $10,000,000 or greater |
| Advocacy, legal services, and professional associations | 3 | 2 | 2 | 4 | 0 |
| Funding and other support | 3 | 6 | 4 | 4 | 0 |
| Housing development, construction, and management | 39 | 40 | 28 | 73 | 9 |
| Temporary housing and homeless shelters | 6 | 10 | 5 | 16 | 3 |
| Homeowners and tenants associations | 5 | 6 | 3 | 3 | 0 |
| Housing support | 8 | 7 | 8 | 17 | 3 |
| Human services | 3 | 3 | 2 | 8 | 1 |
| Urban, community and neighborhood development | 5 | 8 | 2 | 2 | 2 |
| Washington region | 72 | 82 | 54 | 127 | 18 |

Notes: Annual revenue was obtained from the most recent IRS Form 990 filing between 2010 and 2012. Only nonprofits with non-negative revenues were included in this portion of the analysis; one had negative revenue.

Source: The Urban Institute, NCCS Core File (Public Charities, 2011).

The next two tables provide additional background on nonprofits that were included in this analysis. Table C.5 displays the categories used in this analysis and how they correspond to the original NTEE codes used by the IRS to classify nonprofits (please see page 1 of this appendix for more details). Table C.6 lists the nonprofits included in the analysis and tables presented by the jurisdiction they are located in and the analysis category.

#### TABLE C.5. NTEE CODES USED FOR THE NONPROFIT ANALYSIS CATEGORIES

| Analysis Categories | Original NTEE code description | Original NTEE code |
|---|---|---|
| Advocacy, legal services, and professional associations | Legal Services | I80 |
| | Alliances & Advocacy | L01 |
| | Professional Societies & Associations | L03 |
| Homeowners & tenants associations | Homeowners & Tenants Associations | L50 |
| Housing development, construction, and management | Nursing Facilities | E91 |
| | Housing Development, Construction & Management | L20 |
| | Low-Income & Subsidized Rental Housing | L21 |
| | Senior Citizens Housing & Retirement Communities | L22 |
| | Independent Housing for People with Disabilities | L24 |
| | Housing Rehabilitation | L25 |
| | Group Homesw | P73 |
| Housing and shelter: Funding and other support | Single Organization Support | L11 |
| | Fund Raising & Fund Distribution | L12 |
| | Support N.E.C. | L19 |
| | Human Services: Support N.E.C. | P19 |
| | Nonprofit Management | S50 |
| | Community Improvement & Capacity Building N.E.C. | S99 |
| | Private Grantmaking Foundations | T20 |
| | Public Foundations | T30 |
| Housing support | Housing Support | L80 |
| | Home Improvement & Repairs | L81 |
| | Housing Expense Reduction Support | L82 |
| | Housing & Shelter N.E.C. | L99 |

| | | |
|---|---|---|
| Human services | Student Services | B80 |
| | Hot Lines & Crisis Intervention | F40 |
| | Vocational Rehabilitation | J30 |
| | Youth Development: Fund Raising & Fund Distribution | O12 |
| | Youth Development Programs | O50 |
| | Human Service Organizations | P20 |
| | Children & Youth Services | P30 |
| | Family Services | P40 |
| | Residential Care & Adult Day Programs | P70 |
| | Centers to Support the Independence of Specific Populations | P80 |
| | Developmentally Disabled Centers | P82 |
| | Women's Centers | P83 |
| Temporary housing and homeless shelters | Food Programs | K30 |
| | Congregate Meals | K34 |
| | Religion-Related: Professional Societies & Associations | X03 |
| | Temporary Housing | L40 |
| | Homeless Shelters | L41 |
| | Emergency Assistance | P60 |
| | Homeless Centers | P85 |
| Urban, community, and neighborhood development | Community & Neighborhood Development | S20 |
| | Urban & Community Economic Development | S31 |

Source: National Center for Charitable Statistics and Urban Institute.

Table C.6 lists the nonprofits included in the analysis presented by the jurisdiction of their mailing address and the analysis category. Please note that the categories below are based on the NTEE codes assigned by the IRS, with some refinements made by NCCS. The nonprofit organizations listed below may serve multiple purposes and in some cases the codes may not accurately describe the nonprofits activities.

**TABLE C.6. WASHINGTON REGION NONPROFITS INCLUDED IN ANALYSIS OF THE HOUSING-RELATED NONPROFIT SECTOR BY LOCATION**

| District of Columbia | | |
|---|---|---|
| Advocacy, legal services, and professional associations | Access Housing Inc. DC<br>Coalition for Nonprofit Housing and Economic Development<br>District Alliance for Safe Housing Inc. | NNA Fund<br>Transpire Inc.<br>University Legal Services Inc. |
| Homeowners and tenants associations | Bu-Gata<br>Colony House Non-Profit Housing Corp<br>Neighborhood Associates Corporation<br>Organizing Neighborhood Equity | Oromo Community Organization<br>Park Southern Neighborhood Corporation<br>Sibley Plaza Resident Association Inc. |
| Housing and shelter: Funding and other support | Buildable Hours<br>Community Council for the Homeless at Friendship Place<br>Cornerstone Inc.<br>Georgetown Ministry Center<br>Jubilee Support Alliance | L Arche Homes for Life Inc.<br>N Street Village Inc.<br>Washington Area Community Investment Fund Inc.<br>Winenterprise Fort Dupont<br>Nehemiah Homes Inc. |
| Housing development, construction, and management | Affordable Housing Opportunities Inc.<br>Asbury Dwellings Inc.<br>Asmara Affordable Housing Inc.<br>Benjamin Banneker Development Corporation<br>Benning Park Neighborhood Corporation<br>B'nai Brith Housing Inc.<br>Carolina Affordable Housing Inc.<br>CCS Housing Inc.<br>Community Preservation and Development Corporation<br>Continental Societies Inc.<br>Cornerstone Bayview Inc.<br>Cover 2 Foundation<br>Deaf-Reach Housing Inc.<br>Delta Housing Corporation of the District of Columbia<br>Development Corporation of Columbia Heights Inc.<br>Edgewood Seniors Preservation Corporation<br>Edgewood Terrace Preservation Corporation<br>Elizabeth Ministry<br>Family Matters Empowerment Center Inc.<br>First Rising Mt Zion Baptist Church Housing Corporation Inc.<br>Four Walls Development Inc.<br>Foxwood Affordable Housing Inc.<br>Golden Rule Apartments Inc.<br>Golden Rule Plaza Inc.<br>Green Door Housing<br>Habitat for Humanity International Inc. | Hollybush Affordable Housing Inc.<br>Homes for Hope Inc.<br>Josephs House Inc. Financial Office<br>Kenilworth Parkside Resident Management Corporation<br>National Hispanic Council on Aging Housing of District of Columbia Inc.<br>NCBA Housing Development Corporation of the District of Columbia<br>New Bethel Baptist Church Housing Corporation<br>NHP Foundation<br>Orange Affordable Housing Inc.<br>Sinai Assisted Housing Foundation Inc.<br>Springvale Terrace Inc.<br>St Mary's Court Housing Development Corporation<br>Stewards of Affordable Housing for the Future<br>Stoddard Baptist Global Care<br>Stoddard Baptist Home Foundation Inc.<br>Tekakwitha Housing Corp<br>Terrific Inc.<br>THC Affordable Housing Inc.<br>The Robert L Walls Senior Citizens Center of the New Macedonia Baptist<br>The Washington Center for Internships and Academic Seminars<br>Transitional Housing Corporation<br>Trinity Landholding Corporation<br>Upper Room Housing Corporation<br>Walnut Affordable Housing Inc. |

| | | |
|---|---|---|
| Housing support | Bethany Inc.<br>Bridging Resources in Communities Inc.<br>Carrie Simon House Inc.<br>Greenspace NCR Inc.<br>Home for the Hatchet Inc.<br>Hope and A Home-Inc.<br>Housing Assistance Council<br>Housing Counseling Services Inc.<br>Jubilee Housing Inc.<br>Manna Inc. | Manna Mortgage Corp<br>Meadowwood I Preservation Corporation<br>Meadowwood II Preservation Corporation<br>Micah House Inc.<br>Rainy Day Foundation Inc.<br>Rebuilding Together Inc.<br>Rebuilding Together of Washington DC Inc.<br>Robert L Walker House Corporation<br>Suburbia Fairfax Preservation Corporation |
| Human services | Community Family Life Services Inc.<br>Covenant House Washington DC<br>District of Columbia Law Students in Court Program Inc.<br>Lydia's House in Southeast<br>Open Arms Housing Inc. | Project Create<br>Rachael's Women's Center<br>Ready Willing & Working Inc.<br>Sasha Bruce Youthwork Inc.<br>St Johns Community Services<br>Yachad Inc. |
| Temporary housing and homeless shelters | Calvary Women's Services Inc.<br>Capital Interfaith Hospitality<br>Central Union Mission<br>Christ House<br>Community for Creative Non-Violence<br>Cornerstone Community DC Inc.<br>DC Central Kitchen Inc.<br>Downtown Cluster of Congregations Inc.<br>Homeless Children's Playtime Project Inc.<br>Hope House<br>House of Help City of Hope<br>House of Ruth | Life Building Mission<br>MI Casa My House Inc.<br>Miriam's Kitchen<br>New Endeavors By Women<br>Pathways To Housing DC<br>Riley-Checks House Inc.<br>Samaritan Ministry of Greater Washington<br>Some Inc.<br>Street Sense Inc.<br>Thrive DC<br>Urban Family's House of Hope Inc.<br>Young Woman's Christian Home |
| Urban, community, and neighborhood development | Be the Change Development Corporation<br>Community of Hope Inc.<br>District of Columbia Grassroots Empowerment Project Incorporated<br>Far South West-Southeast Community Development Corporation<br>Greater Shaw Community Development Corporation<br>H Street Main Street Inc. | Latino Economic Development Corporation of Washington DC<br>Mission First Housing Development Corporation<br>Mount Lebanon Community Development Corporation<br>Shaw Coalition Redevelopment Corporation<br>The Non-Profit Community Development Corporation of Washington, DC |

| Montgomery County, MD | | |
|---|---|---|
| Advocacy, legal services, and professional associations | Silver Spring Interfaith Housing Coalition Inc. | |
| Homeowners and tenants associations | Korean Community Senior Housing Corporation of Maryland II | Neighborhood Capital Corporation<br>SG Housing Corporation |
| Housing and shelter: Funding and other support | Home Builders Care Foundation Inc.<br>Housing Opportunities Community Partners Inc. | Impact Silver Spring<br>Opendoor Housing Fund |
| Housing development, construction, and management | Affordable Housing Conference of Montgomery County<br>American Homes Creation Services Inc.<br>Andrew Kim House Inc.<br>Ashmore Homes Inc.<br>Aurora Homes Inc.<br>Avondale Park Apartments Inc.<br>Banor Housing Inc.<br>Byron House Inc.<br>Cambridge Apts Inc.<br>Camp Hill Square Development Corporation<br>Chemung View Housing Inc.<br>Cheval Court Inc.<br>Christian Church Facilities for the Aging Inc.<br>Coalition Homes Incorporated<br>Crossway Community Inc.<br>Foresight Affordable Housing Inc.<br>Foresight Affordable Housing of Maryland Inc.<br>Friends House<br>Friends Non-Profit Housing Inc.<br>Glenarden Housing of Maryland Inc.<br>MHP DRHC Inc.<br>MHP Landings Edge Inc. | MHP Scattered Site Inc.<br>MHP Scattered Site Inc. (second EIN)<br>MHP Town Center Inc.<br>Montgomery Housing Partnership Inc.<br>Mount Carmel Housing Inc.<br>New Hampshire Housing Development Corporation<br>Next Step Housing Inc.<br>Palmer Park Seniors Housing Inc.<br>Revitz House Corporation<br>Ring House Corporation<br>Rosaria Communities Inc.<br>Saint Albans Housing Corporation<br>Thomas Housing Development Corporation<br>Town Center Apartments Inc.<br>Trinity Terrace Inc.<br>University Housing Corporation<br>Victory Heights Inc.<br>Victory Housing Inc.<br>Washington McLaughlin Apartments for Senior Citizens Inc.<br>Waterside Homes Inc.<br>Willow Creek Housing Inc. |

| | |
|---|---|
| Housing support | Asian-American Homeownership Counseling Inc.<br>Claiborne Housing Inc.<br>Grace House Inc.<br>Hebron Associates for Community<br>Hughes Neighborhood Housing Inc.<br>Londonderry Housing Inc.<br>Oxford House Inc.<br>Rebuilding Together Montgomery County Inc.<br>Habitat for Humanity of Montgomery Housing Unlimited Inc.<br>Immanuel Senior Living Homes Inc.<br>Joy House Inc.<br>King Farm Presbyterian Retirement<br>Kish Housing Inc.<br>Korean Community Senior Housing Corp of Maryland<br>Landow House Inc.<br>Latvian Evangelical Lutheran Church Home for the Elderly Inc.<br>Manor Apartments Inc.<br>Masonic and Eastern Star Home of the District of Columbia Charities<br>Montgomery Housing Inc. |
| Human services | Hearts & Homes for Youth Foundation Inc.<br>Interfaith Works Inc.<br>Jewish Foundation for Group Homes |
| Temporary housing and homeless shelters | Dwelling Place Inc.<br>House of Hope Maryland Incorporated<br>Housing & Community Initiatives Inc.<br>Montgomery County Coalition for the Homeless Inc.<br>Neighbors Consejo<br>Operation Fly Inc.<br>Stepping Stones Shelter Inc.<br>The Shepherds Table Inc. |
| Urban, community, and neighborhood development | Scotland Community Development Inc. |

| Prince George's County, MD | | |
|---|---|---|
| Advocacy, legal services, and professional associations | Community Legal Services of Prince Georges County Inc. | |
| Homeowners and tenants associations | Coalition for Home Ownership Preservation in Prince Georges County<br>Vesta Forest Inc. | |
| Housing and shelter: Funding and other support | Laurel Advocacy and Referral Services Inc. | |
| Housing development, construction, and management | Associated Community Services Inc.<br>Bucksville Inc.<br>Camile First Solutions<br>Castleton Homes Inc.<br>Chillum Oaks Adventist Apts Inc.<br>Ft Washington Adventist Apartments Inc.<br>Fuller Center for Housing Inc.<br>Guide Marywood House Inc.<br>Guide Nashville Homes Inc.<br>Guide Trexler House Inc.<br>Housing Initiative Partnership Inc.<br>Karios Development Corporation Inc.<br>KCE Inc. | Melwood-Werner Housing Inc.<br>Melwood-Dolly Housing Inc.<br>Mrs. Phillipine's Home for Senior Citizens Inc.<br>Regeneration Development Group Inc.<br>Sager Homes Inc.<br>Vesta Charles Inc.<br>Vesta Enteka<br>Vesta Four Inc.<br>Vesta Housing Inc.<br>Vesta Pelden Inc.<br>Vesta Riverdale Inc.<br>Vesta Three Inc.<br>Vesta Twelve Inc. |
| Housing support | Alec Education and Housing Inc.<br>Christmas in April-Prince Georges County Inc. | Laurel Quality of Life Inc.<br>Lincoln-Westmoreland Housing Inc. |
| Human services | Community Crisis Service Inc.<br>St Ann's Center for Children Youth and Families | |
| Temporary housing and homeless shelters | Choices Transitional Housing for Men | |
| Urban, community, and neighborhood development | Avonridge Community Development Corporation<br>Prince Georges County Economic | Development Corporation<br>Reid Community Development Corporation |

| | | |
|---|---|---|
| **Alexandria City, VA** | | |
| Advocacy, legal services, and professional associations | Northern Virginia Affordable Housing Alliance | |
| Homeowners and tenants associations | Tenants and Workers United<br>Inquilinos Y Trabajadores Unidos | |
| Housing development, construction, and management | Arlington VOA Living Centers Inc.<br>Beth El House Inc. | Community Lodgings Inc.<br>Senior House VOA Elderly Housing |
| Housing support | Assisting Children in Need Inc.<br>Rebuilding Together Alexandria | |
| Temporary housing and homeless shelters | Carpenters Shelter Inc. | |
| Urban, community, and neighborhood development | Alexandria Housing Development Corporation | |
| **Arlington County, VA** | | |
| Advocacy, legal services, and professional associations | Alliance for Housing Solutions | |
| Homeowners and tenants associations | Buyers and Renters Arlington Voice | |
| Housing and shelter: Funding and other support | Alliance for Arlington Senior Programs Corp | |
| Housing development, construction, and management | Arlington Home Ownership Made Easier Inc.<br>Arlington Partnership for Affordable Housing Inc.<br>Arlington Retirement Housing Corporation Inc.<br>Borromeo Housing Inc.<br>Cameron Commons Development Corporation<br>Carlyn Springs-Foxcroft Terrace Development Corporation<br>Culpepper Garden I Incorporated | Culpepper Garden II Inc.<br>Fisher House III & Iv Development Corporation<br>George Mason Univ. Habitat for Humanity<br>Key Boulevard Housing Development Corporation<br>Lee Gardens Housing Corporation<br>Robert Pierre Johnson Housing Development Corp Nat'l. Capital Area<br>Views at Clarendon<br>Village To Village Network LLC<br>Westover Housing Association Inc. |
| Housing support | AHC Inc.<br>Queens Court Development Corporation | |
| Temporary housing and homeless shelters | Arlington Alexandria Coalition for the Homeless Inc.<br>Doorways for Women & Families Inc. | |
| Urban, community, and neighborhood development | Bonder & Amanda Johnson Community Development Corporation | Columbia Pike Revitalization Organization Inc. |

| Fairfax County, Fairfax City, Falls Church City, VA | | |
|---|---|---|
| Advocacy, legal services, and professional associations | Legal Services of Northern Virginia Inc. | |
| Homeowners and tenants associations | City of Fairfax Renaissance Housing Corporation<br>Wesley Rydell Housing Corporation | |
| Housing and shelter: Funding and other support | Friends of Falls Church Homeless Shelter Inc.<br>Housing Trust Fund of Northern Virginia Inc. | |
| Housing development, construction, and management | Act V Inc.<br>Affordable Housing Corporation<br>American Village Communities Inc.<br>Arlington Assembly of God Housing Corp<br>Beacon Light Civic League<br>Inc. Bell Diamond Apts<br>Christian Relief Services Charities Inc.<br>CLA Homes II Corp<br>Community Havens Inc.<br>Emerson House Apartments<br>Falls Church Housing Corporation<br>Fellowship Square Foundation Incorporated<br>Gabriel Homes Incorporated<br>Gateway Communities Inc.<br>Good Shepherd Housing and Family Services Inc. | Greater New Hope Baptist Church Towers Inc.<br>Hartwood Group Homes Incorporated<br>Hunters Woods Elderly Developments Inc.<br>Largo Landing Elderly Developments<br>Lewinsville Retirement Residence<br>Marian Homes<br>Perry S Hall Inc.<br>Shepherds Center of Oakton-Vienna<br>Suitland Housing Corporation A<br>Community Housing Development Org<br>The Temple Foundation Inc.<br>Wesley ASI of Northern Virginia<br>Wesley Housing Development Corporation of Northern Virginia<br>William Watters Inc. |
| Housing support | Housing and Community Services of Northern Virginia Inc. | Reston Interfaith Housing Corporation<br>Shelter House Inc.<br>The Community Housing Trust |
| Human services | United Community Ministries Inc. | |
| Temporary housing and homeless shelters | Keys for the Homeless Foundation Inc.<br>New Hope Housing Inc.<br>Virginia Coalition for the Homeless Inc. | |

| | |
|---|---|
| **Loudoun County, VA** | |
| Housing development, construction, and management | Green Meadow Homes Inc.<br>Loudoun Habitat for Humanity<br>Windy Hill Foundation Inc. |
| Housing support | Good Shepherd Alliance Inc.<br>Operation Homefront Inc. |
| **Prince William County, Manassas City, Manassas Park City, VA** | |
| Homeowners and tenants associations | First Home Alliance Inc. |
| Housing development, construction, and management | Brethren Housing Corporation<br>Catholics for Housing Inc.<br>Good Shepherd Housing Foundation<br>Final Salute Inc.<br>Prince William County-Man and Man Habitat for Humanity |
| Housing support | Community Apartments<br>Borrower Corporation<br>House Inc. |
| Temporary housing and homeless shelters | Transitional Housing Barn Inc. |
| Urban, community, and neighborhood development | Project Mend-A-House Incorporated |

# APPENDIX D: BUDGET ANALYSIS CATEGORIES

This appendix details the types of program expenditures included under each category in the analysis of local jurisdictions' housing budgets. Tax expenditures are not included as part of this analysis, nor are expenditures by housing finance agencies.

**Rental Assistance**—*Payments to tenants and landlords for affordable rental housing.*

- Emergency rental assistance
- Housing Choice Voucher rental assistance (Section 8 program)
- Locally funded rental assistance or housing voucher programs
- Public housing (operating only)

**Homebuyer Assistance**—*Grants, loans, and other services for persons becoming homeowners.*

- Down payment assistance
- First-time homebuyer programs
- Tenant purchase programs

**Homelessness Prevention & Assistance**—*Programs intended to prevent homelessness and support previously homeless individuals and families or those at risk of becoming homeless.*

- Homeless shelter programs
- Homeless prevention
- Homeless services
- Supportive housing for homeless
- Rapid Re-Housing
- Transitional housing

**Elderly and Special Needs Housing**—*Housing investments and supportive services for the elderly, people with disabilities, and other special populations.*

- Assisted-living residences
- Housing Opportunities for Persons With AIDS (HOPWA)
- Permanent supportive housing (if not primarily for homeless)

**Regulatory and Legal**—*Programs intended to provide regulatory or enforcement oversight of housing.*

- Code enforcement
- Fair housing
- Lead abatement

**Planning and Development**—*Efforts to plan for or develop new and rehabilitated housing. Includes only pricing that is clearly for housing.*[1]

- Energy retrofits
- Housing commissions and task forces
- Housing development
- Housing planning
- Neighborhood revitalization
- Property acquisition and disposition
- Single family rehabilitation
- Tax credits (Low Income Housing Tax Credits)

**Tenant and Owner Services**—*Information, education, and services provided to existing homeowners and tenants.*

- Energy retrofits (including weatherization)
- Homeownership services
- Housing counseling
- Housing services, e.g., housing information centers, housing search services, or tenant-landlord services
- Lead safety programs
- Neighborhood and community improvement programs
- Residential and community services
- Home repair programs

**Nonspecified Housing-Related Expenditures**—*Other expenditures that cannot be placed in any of the above categories either because they are too general or there is insufficient information to determine the proper category.*

- Financial operations
- Management
- Other nonspecific expenditures

1 Expenditures by municipal planning agencies were not included, such as comprehensive plans and land use plans, unless activities or programs explicitly dealt with housing-centric or housing-focused activities.

URBAN INSTITUTE

METROPOLITAN WASHINGTON
Council of Governments

THE COMMUNITY FOUNDATION
FOR THE NATIONAL CAPITAL REGION
dc | montgomery co. | northern va | prince george's co.