

RAPID CYCLE EVALUATION REPORT

AN EARLY LOOK AT THE
COMMUNITY CHOICE
DEMONSTRATION



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Rapid Cycle Evaluation Report:

An Early Look at the Community Choice Demonstration

Prepared for:

U.S. Department of Housing and Urban Development
Office of Policy Development and Research

Prepared by:

Jeffrey Lubell
Daniel Gubits
Laura Paulen
Samuel Dastrup
Adam Travis
Debi McInnis
Lianne Fisman
Zoe Greenwood
Nikitha Reddy
Abt Global

Diane K. Levy
Lydia Lo
Urban Institute

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DISCLAIMER

The contents of this report are the views of the authors and do not necessarily reflect the views or policies of the U.S. Department of Housing and Urban Development or the U.S. Government.

Foreword

The 2019 and 2020 Appropriations Acts authorized HUD to implement the Community Choice Demonstration (CCD), formerly known as the Housing Choice Voucher Mobility Demonstration. Congress provided \$40 million for housing mobility-related services and up to \$10 million for new vouchers for families with children to help voucher-assisted families move to and expand their access to low-poverty, high opportunity neighborhoods. The CCD builds on prior research showing that growing up in lower-poverty neighborhoods increases children's academic achievement, long-term earnings as adults, and selected improved health outcomes for children and adults.

HUD designed the CCD as a large, multi-site, randomized control trial to assess the efficacy of offering housing mobility-related services to families with children in the Housing Choice Voucher (HCV) program in eight regions across the United States.

This Rapid Cycle Evaluation is the first report detailing the early implementation of the demonstration. The report provides preliminary findings on the locational outcomes for 596 HCV families with children who enrolled in the first 8 months of the 6-year Demonstration through March 2023.

An analysis of 12 months of data indicates that the Demonstration is having a statistically significant, positive impact on moves to opportunity areas. Almost 24 percent of HCV families with children who received comprehensive housing mobility-related services (CMRS) moved to an opportunity area, compared to 4 percent of HCV families in the control group. The offer of CMRS resulted in a nearly 20 percentage point increase in the share of families moving to an opportunity area within 12 months of study enrollment.

These early findings are preliminary, but they are encouraging. If the findings hold for the remainder of the demonstration, they will have wide-reaching policy implications for the HCV program's ability to help families with children access better neighborhoods and improve their outcomes.



Solomon J. Greene

Principal Deputy Assistant Secretary for Policy Development and Research
U.S. Department of Housing and Urban Development

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Executive Summary

This Rapid Cycle Evaluation Report documents early learning from Phase 1 of the Community Choice Demonstration (Demonstration). The Demonstration is a large randomized controlled trial funded by the U.S. Department of Housing and Urban Development (HUD) that is assessing the efficacy of offering housing mobility-related services to families with Housing Choice Vouchers (HCVs) in eight regions across the United States. This is the first of a series of reports expected over the next eight years detailing progress of the Demonstration.

Background

Nationwide, about 2.4 million families participate in the HCV program, HUD's largest rental assistance program. Approximately 910,000 of these families have children (HUD, 2023). Most families in the HCV program (HCV families) have tenant-based vouchers and can choose to live in any qualifying rental unit they find on the private market, as long as the owner is willing to participate in the HCV program. In light of evidence that the neighborhood in which a child grows up affects the child's earnings and educational attainment as a young adult (Chetty and Hendren, 2018), significant policy attention has focused on whether families with children participating in the HCV program can be assisted to move to areas (often called "opportunity areas") that will provide a strong foundation for children's future economic and educational achievement.

This Demonstration is testing whether and to what extent programs that offer HCV families services and financial assistance to help them locate and afford housing in opportunity areas are effective in facilitating such moves. In Phase 1, expected to extend into 2025, families who enroll in the Demonstration are assigned to be offered either comprehensive housing mobility-related services (CMRS) (the treatment group) or the business-as-usual services available to all HCV families served by the public housing agency (PHA) (the control group). Families assigned to be offered CMRS are invited to meet with a coach, who works with families to help them better understand how to successfully search for housing in opportunity areas and to learn the families' residential preferences. For CMRS families, a leasing coordinator conducts proactive outreach to landlords and identifies available rental units in opportunity areas whose landlords are open to renting to HCV families. The leasing coordinator then refers participating families to the available units based on the families' preferences. Once families find a unit in an opportunity area and are accepted as a tenant, the program expedites the leasing process and provides a range of financial benefits, including assistance paying a security deposit, and a landlord bonus; coaches also have discretion to provide each family with up to \$750 in flexible funding to cover family needs such as application fees and transportation.

The study team defined the boundaries of opportunity areas for each of the participating sites based on a range of factors, including poverty rate, the percentage of units already occupied by HUD-assisted families, school performance, and the Child Opportunity and Opportunity Atlas indices. Participating PHAs were responsible for building the capacity to administer the program and making the administrative policy changes, including changes to the payment standards that determine the rent levels accessible through the HCV program, which is needed to ensure that rental units in opportunity areas would be affordable to participating families.

Data Sources

This Rapid Cycle Evaluation Report provides a look at early impacts and experiences in the Demonstration using the following data sources:

- **HUD administrative data.** To estimate the impact of the program on moves to an opportunity area, the study team analyzed administrative data collected by the PHAs and reported to HUD through the PIH Information Center (PIC) data system.

- **Baseline survey and web-based Enrollment Tool and Service Tool data.** To describe the study sample and the use of services by families in the treatment group, the study team analyzed data collected from a baseline survey that heads of household completed when they enrolled in the study, data collected through an Enrollment Tool, and data about the services provided to families collected through a Service Tool.
- **Cost data.** The analysis of the costs of providing CMRS uses data on program costs periodically submitted by PHAs to HUD, as well as data from the Enrollment and Service Tools on the number of families assigned to CMRS and the frequency and duration of services delivered to them. The study team also interviewed service providers and PHA staff at 9 of the 10 PHAs involved in the Demonstration to better understand the costs.
- **Qualitative interviews.** To assess fidelity to the intervention and describe the experiences of families and landlords and the challenges faced by PHAs and service providers, the study team conducted 233 qualitative interviews, including 30 interviews with PHA staff, 30 interviews with service provider staff, 27 interviews with landlords, 110 interviews with household heads of families assigned to the treatment group, and 36 interviews with household heads of families assigned to the control group.¹
- **Other data sources.** Other data on the successes and challenges of implementing the program include observations of the study team site liaisons who work with each site, FirstPic (the technical assistance provider), and HUD staff.

Most of the data gathered for and synthesized in this report focus on families who enrolled during the pilot period, during which the sites were working on refining their delivery of housing mobility-related services. These early results should therefore be considered preliminary, with more robust results for a larger sample to follow in the Phase 1 Final Report.

Implementation Progress

After a competitive process, HUD selected sites for the Demonstration in April 2021. The sites completed their Demonstration planning and began Phase 1 enrollment at different times, starting in August 2022 and continuing through December 2022. Between August 2022 and the end of August 2024, the study's eight sites have enrolled 3,187 families into the Demonstration and report that 285 families offered CMRS have leased up in an Opportunity Area. Enrollments are expected to continue through 2028, with an ambitious goal of enrolling about 15,000 families in total. Each of the sites has worked hard and successfully to conduct outreach to and enroll eligible HCV families and provide CMRS to help families access housing in opportunity areas.

Early Impact Findings

The impact analysis prepared for this report focuses on locational outcomes for 596 families who enrolled in the Demonstration through March 2023. This ensures the availability of at least 12 months of follow-up data through HUD administrative records for all families in the impact sample.

Analysis of administrative data for these 596 families indicates that the Demonstration is having a statistically significant impact on moves to opportunity areas. Among families assigned to the control group, 4.1 percent moved to an opportunity area within 12 months of random assignment. Among

¹ Consistent with the rapid cycle nature of this report, the analysis of qualitative interviews provided in this report represents a preliminary examination based on site memos prepared by interview staff. A complete analysis, grounded in a full coding of interview transcripts, will be included in the Phase 1 Final Report.

families offered CMRS, 23.7 percent moved to an opportunity area, representing a 19.6 percentage point increase in the share of families moving to an opportunity area within 12 months of study enrollment.

Costs of Services

An initial examination of program costs to date indicates that providing CMRS costs approximately \$5,423 per treatment group member above and beyond the costs of the “business-as-usual” services HCV holders usually receive. This cost estimate is preliminary. As enrollment in the Demonstration increases and programs build experience helping families access opportunity areas, both the total program costs and the distribution of program costs across categories are likely to change.

Most Effective CMRS Components

In qualitative interviews conducted by the study team, both families and service providers identified having a coach to help families troubleshoot obstacles and provide motivation to continue searching and financial assistance to families as important components of the CMRS. Families also appreciated referrals to available units in opportunity areas. Landlords appreciated the expedited lease-up procedures, damage mitigation fund, and having a point of contact at the PHA.

Implementation Challenges

Although the full report documents a number of challenges associated with implementing the Demonstration during this initial start-up period, the study team found that, for the most part, services are being implemented with fidelity to the model and implementation has been robust. As reflected in the qualitative interviews, credit issues, landlord refusal to participate in the HCV program, and the limited supply of rental units within program guidelines in opportunities areas were key obstacles to families’ success in leasing up in an opportunity area.

Phase 2 of the Demonstration

In 2025, it is expected that sites will begin offering two different treatments, the CMRS and a less expensive and less service-intensive set of selected housing mobility-related services (SMRS) as part of Phase 2 of the Demonstration. During this phase, families will be randomized into three groups: a group offered CMRS, a group offered SMRS, and the control group, which is offered business-as-usual services. The research design calls for one, two, or three SMRS interventions to be tested during Phase 2. To ease implementation, each participating site is expected to test only one SMRS intervention.

Based on the lessons learned from Phase 1 documented in this report, and additional analyses, the study team is preparing recommendations for Phase 2 of the Demonstration. HUD will consider these recommendations along with input from participating sites and the study’s expert panel before finalizing the SMRS intervention(s) to be tested in Phase 2.

Reporting

This report provides preliminary findings on early experiences with and impacts of the Demonstration. A final evaluation report on Phase 1 of the Demonstration is expected to be released in the Summer of 2026. It will provide insight into a more mature implementation of CMRS, include a larger impact sample and a longer period of time over which to assess program costs, and include a more robust and rigorous qualitative analysis. An interim report on the evaluation of Phase 2 is planned for 2028, with a final comprehensive evaluation report on both phases planned for 2031, subject to funding availability.

1. Introduction

This Rapid Cycle Evaluation Report documents early learning from Phase 1 of the Community Choice Demonstration (Demonstration), a large randomized controlled trial funded by the U.S. Department of Housing and Urban Development (HUD) to assess the efficacy of offering housing mobility-related services to families with Housing Choice Vouchers (HCVs) in eight regions across the United States. The report focuses primarily on documenting the progress of implementing the first study intervention, comprehensive housing mobility-related services (CMRS), and identifying lessons that can help inform the design of the second study intervention, selected housing mobility-related services (SMRS), which is scheduled to be offered alongside CMRS during Phase 2 of the Demonstration.

HUD selected sites for the Demonstration in April 2021. The sites completed planning for Phase 1 of the Demonstration and began enrollment at different times, ranging from August 2022 through December 2022. HUD expects to begin Phase 2 of the Demonstration in 2025. Enrollment will end by April 2028 with a final comprehensive report planned for 2031, subject to funding availability.

This report provides an initial high-level summary of evidence developed through analysis of—

- HUD administrative data on moves.
- Baseline surveys with families in the treatment and control groups who enrolled in the Demonstration.
- Data compiled through web-based Enrollment and Service tools the study team created to capture data about program implementation.
- Cost data submitted by public housing agencies (PHAs) to HUD and costs estimated from the Enrollment and Service tools data and interviews with PHA and service provider staff.
- 233 qualitative interviews with families in the treatment and control groups, PHAs administering the program, service providers delivering CMRS, and landlords.
- Other data on the successes and challenges of implementing the program, including observations of the study team site liaisons who work with each site, FirstPic (the technical assistance provider), and HUD staff.

Because families can take up to 6 months or more to search for a new housing unit, the sample used to calculate initial impacts is only about one-quarter the size of the full study population of 2,311 families that had enrolled through February 29, 2024. In all, the Demonstration aims to enroll about 15,000 families over the course of its roughly 6-year enrollment period.

A more complete analysis of these data, along with updated and expanded impact and cost estimates, will be included in the Phase 1 Final Report expected in late 2025. An interim report on Phase 2 is expected in 2028, and a final comprehensive report on both phases is expected in 2031, subject to funding availability.

1.1 Policy Context

Nationwide, about 2.4 million families participate in the HCV program, HUD's largest rental assistance program. Approximately 910,000 of these families (about 38 percent) include children (HUD, 2023). Most families in the HCV program (HCV families) have tenant-based vouchers and can choose to live in any qualifying rental unit they find on the private market, as long as the owner is willing to participate in the HCV program.

With research showing that the neighborhood in which a child grows up affects the child's earnings and educational attainment as a young adult (Chetty and Hendren, 2018), significant policy attention has focused on whether families with children participating in the HCV program can be assisted to move to areas that will positively influence children's future economic and educational achievement. This interest is grounded in research suggesting that, without this help, HCV families are unlikely to lease housing in areas that have low poverty rates or are associated with economic mobility. A 2019 study of the neighborhoods in which HCV families with children lived in the 50 largest metropolitan areas illustrates this challenge. The study found that only 14 percent of HCV families with children leased housing in census tracts with poverty rates below 10 percent; by contrast, about 25 percent of the rental units affordable to HCV families were located in such neighborhoods. The study also found that only 5 percent of HCV families found housing in areas identified as "high opportunity" on the Opportunity Atlas scale derived from the Chetty and Hendren research noted above; by contrast, about 18 percent of the rental units affordable to HCV families were located in such neighborhoods (Mazzara and Knudsen, 2019).

HUD's interest in using vouchers to maximize the life opportunities of participating families is longstanding and was explored in an earlier demonstration, the Moving to Opportunity (MTO) Demonstration, launched in 1994. MTO provided important evidence about the effects on public housing residents living in high-poverty areas of being offered a voucher that could only be used in a low-poverty area on a range of child and adult outcomes; these outcomes included reductions in adult obesity (Ludwig et al., 2011) and improvements in mental health (Sanbonmatsu et al., 2012). More recently, Chetty, Hendren, and Katz (2016) found that the MTO treatment had a positive effect on the future earnings and educational achievement of children who were younger than 13 when they moved with an MTO voucher to a low-poverty area.

The evidence that MTO generated about the potential effects of neighborhood on child and adult outcomes raises the question of whether and to what extent the provision of housing mobility-related services on a voluntary basis to interested families could lead families to move to areas with low poverty rates and other characteristics associated with educational and economic opportunity. That is the focus of the current Demonstration, which is the largest randomized controlled trial to date to assess the effects of providing housing mobility-related services to HCV families.

This Demonstration builds on several earlier studies of housing mobility-related services. For example, research on the Baltimore Housing Mobility Program (DeLuca and Rosenblatt, 2017) identified comprehensive services as key to facilitating mobility, and the Creating Moves to Opportunity (CMTO) Demonstration, a randomized controlled trial in Seattle and King County, Washington, demonstrated that a comprehensive approach could have a large impact in facilitating voluntary moves to opportunity areas (Bergman et al., 2023).

CMTO provided housing mobility-related services only to families selected from the HCV waitlist who newly receive a voucher (waiting list families). This Demonstration, on the other hand, examines the effects of providing housing mobility-related services to both existing HCV program participants (existing voucher families) and waiting list families. This Demonstration will also provide evidence on whether and to what extent the findings of CMTO are replicable in a similar study conducted in other regions. Among other factors that may affect the likelihood and extent of success in facilitating moves to opportunity areas are—

- The nature and quality of the housing mobility-related services provided to participating families.
- The quality of HCV program administration.
- The racial and ethnic composition of participating families and the extent of racial and ethnic segregation and discrimination in the rental market.

- The tightness of the rental market, and the willingness of landlords to rent to voucher families.
- The way in which opportunity areas are defined.

In addition to assessing the effectiveness of offering housing mobility-related services in facilitating moves to opportunity areas, this study will lay the groundwork for examining whether the offer of housing mobility-related services leads to improvements in child or adult outcomes in such domains as health, education, and economic mobility. These outcomes will take time to emerge and will be studied in future phases of this research.

1.2 Demonstration Overview

In the Consolidated Appropriations Act, 2019, Congress authorized and funded the Demonstration to enable PHAs to administer HCVs for families with children “in a manner designed to encourage families receiving such voucher assistance to move to lower-poverty areas and expand access to opportunity areas.”² Congress required a report evaluating the effectiveness of the strategies employed in the Demonstration within 5 years of initial implementation. Applying a mix of qualitative methods and a randomized controlled trial, a study team led by Abt Global, in partnership with the Urban Institute and supported by evaluation partners, outside consultants, and an Expert Panel, is studying the effectiveness of the housing mobility-related services provided as part of the Demonstration in facilitating moves to and retention in specifically designated “areas of opportunity.”³

HUD administered a competitive process in 2020–21 to select PHAs to participate in the Demonstration. Ten PHAs in eight sites across the United States now participate in the Demonstration.⁴ As shown in [Exhibit 1.1](#) two PHAs are participating in both the Minneapolis and Pittsburgh metropolitan areas—one PHA focuses on the principal city and a second PHA focuses on surrounding areas. One PHA participates in each of the other six metropolitan areas.

Exhibit 1.1: Demonstration Sites

Metropolitan Area	Lead PHA (Acronym; PHA code)	Partner PHA (Acronym; PHA code)
Cleveland, OH	Cuyahoga Metropolitan Housing Authority (CMHA; OH003)	
Los Angeles, CA	Housing Authority of the City of Los Angeles (HACLA; CA004)	
Minneapolis, MN	Minneapolis Public Housing Authority (MPHA; MN002)	Metropolitan Council's Housing and Redevelopment Authority (Metro HRA; MN163)
Nashville, TN	Metropolitan Development and Housing Agency (MDHA; TN005)	
New Orleans, LA	Housing Authority of New Orleans (HANO; LA001)	

² The “Community Choice Demonstration” is the name that HUD has adopted to describe the Housing Choice Voucher Mobility Demonstration that was authorized and funded by Congress. Additional funding for the Demonstration was provided in the Further Consolidated Appropriations Act, 2020.

³ The study team includes Abt Global, the Urban Institute, MEF Associates, Sage Computing, and Social Policy Research Associates. Outside consultants to the study team include Stefanie DeLuca, Ingrid Gould Ellen, Jennifer O’Neil, Sarah Oppenheimer, and Katherine O’Regan. Appendix 4 of the Research Design, Data Collection, and Analysis Plan lists the Expert Panel members who provided guidance during the first part of Phase 1 (Lubell et al., 2023).

⁴ Three other PHAs—the Los Angeles County Development Authority, the Housing Authority of Chester County, and the Chester Housing Authority—were originally selected by HUD to participate, but they subsequently withdrew from the Demonstration.

Metropolitan Area	Lead PHA (Acronym; PHA code)	Partner PHA (Acronym; PHA code)
New York City, NY	New York City Department of Housing Preservation and Development (HPD; NY110)	
Pittsburgh, PA	Allegheny County Housing Authority (ACHA; PA006)	Housing Authority of the City of Pittsburgh (HACP; PA001)
Rochester, NY	Rochester Housing Authority (RHA; NY041)	

The Demonstration, which is focused on HCV families with one or more children under age 18,5 has two main phases: During Phase 1 enrollment, which began in August 2022 and is expected to extend through sometime in 2025, families who enroll in the Demonstration are randomly assigned to either (1) be offered CMRS or (2) remain in the business-as-usual control condition. In this report, the term “treatment group” refers to families offered CMRS and the term “control group” refers to families offered business-as-usual services. CMRS provides a comprehensive set of services that aims to address all of the principal obstacles that HCV participants experience accessing lower-poverty areas, including financial barriers, knowledge gaps, hesitancy on the part of families to move to opportunity areas, hesitancy on the part of property owners in opportunity areas to participate in the HCV program, and challenges that affect families’ ability to remain in opportunity areas after initial move-in. HUD developed the parameters for CMRS based on a review of existing programs and available research, recommendations from HUD’s Demonstration technical assistance provider, FirstPic, and input from the study team, the sites, and the Expert Panel. As described more fully below, participating PHAs were also required to adopt a range of administrative policies designed to facilitate housing mobility.

During Phase 2 enrollment, which is expected to start in 2025 and run through April 2028, families will be assigned to one of three groups: (1) a group offered CMRS, (2) a group offered SMRS, or (3) a control group that receives business-as-usual HCV services. The parameters for SMRS have not yet been finalized, but generally SMRS is intended to represent a subset of services selected from the broader CMRS that HUD hopes can effectively help families access opportunity areas at a lower cost.

A key goal of this report is to build knowledge about early experience with the Demonstration to help facilitate decisions about the number and composition of SMRS interventions to test in Phase 2. The Demonstration design accommodates a choice of testing one, two, or three SMRS interventions in Phase 2.

Both phases have a built-in pilot period to provide the participating PHAs with time to build the capacity needed to effectively administer the intervention(s). The Phase 1 pilots were scheduled to last 6 months, with an opportunity to extend if needed. As discussed below, these pilots have lasted at least 9 months in all sites. As of March 1, 2024, all but one of the eight sites have exited the pilot and begun full-scale operations. The Phase 2 pilot is scheduled to last 4 months, with an opportunity to extend it if needed.

The research design specifies an enrollment target of 1,800 existing voucher families and 111 waiting list families per site, for a total of 1,911 families per site and 15,288 families across all eight sites. “Existing families” are already receiving rental assistance through the HCV program as of the date they enroll in the Demonstration. “Waiting list families” have newly received a housing voucher from the HCV waiting list as of the date they enroll in the Demonstration. This Demonstration focuses primarily on offering housing mobility-related assistance to existing families. This contrasts with CMTO, which focused enrollment on waiting list families. The enrollment targets are designed to facilitate site-level and subgroup analysis; the

⁵ Most of the families who enroll in the Demonstration already have an HCV. A small number of families enroll off of the waiting list. In selecting families from the waiting list for the special Mobility Demonstration Vouchers awarded by HUD, PHAs in the Demonstration are required to give a preference for families living in census tracts with poverty rates of 30 percent or higher who have a child age 13 or younger.

Demonstration expects to have sufficient power to detect significant Demonstration-wide impacts at lower enrollment levels.

1.3 Site Characteristics

[Exhibit 1.2](#) provides information about poverty rates and racial and ethnic composition in the region served by each of the eight sites participating in the Demonstration. The estimates are for the service areas of the participating PHAs using American Community Survey Data for the 5-year period ending in 2022.⁶ The New Orleans site has the highest family poverty rate (16.5 percent); all other sites have family poverty rates between 6 and 13 percent. The share of residents who are Black is fairly close to the 11.9 percent national average in three sites (Minneapolis, Pittsburgh, and Rochester), substantially higher than the national average in four sites (Cuyahoga, Nashville, New Orleans, and New York City), and lower than the national average in one site (Los Angeles). Two sites (Los Angeles and New York City) have Hispanic / Latino populations that are substantially higher than the 19.1 percent national average, and the other six sites have rates that are substantially lower than the national average. The share of residents who are Asian substantially exceeds the 5.8 percent national average in two sites (Los Angeles and New York City).

Exhibit 1.2: Demographics of Site Service Areas

Site*	Population	Family Poverty Rate (%)	Hispanic / Latino, All Races (%)	White, Not Hispanic / Latino(%)	Black, Not Hispanic / Latino(%)	Asian, Not Hispanic / Latino (%)	Multiple Races, Not Hispanic / Latino (%)
Cuyahoga	1,256,620	12.9	6.5	57.6	28.7	3.2	3.5
Los Angeles	8,575,415	9.9	49.1	24.6	7.5	14.9	3.0
Minneapolis Region	1,730,142	5.9	6.3	70.3	11.3	6.9	4.4
Nashville	709,153	10.2	10.6	55.6	26.0	3.6	3.6
New Orleans	378,864	16.5	5.7	30.9	56.5	2.8	3.1
New York City	8,617,592	13.1	29.0	31.2	21.0	14.4	3.1
Pittsburgh Region	1,237,703	7.4	2.4	77.2	12.3	4.1	3.6
Rochester	1,061,328	9.0	8.2	74.4	10.7	3.0	3.4
United States	331 Million	8.8	19.1	57.7	11.9	5.8	4.3

* = The information in this table focuses on the demographics of the service areas served by the public housing agency(ies) (PHA(s)) in each site, rather than the demographics of the families served by the site PHA(s).

Source: 2022 American Community Survey, 5-Year Estimates.

The first two columns of [Exhibit 1.3](#) provide information about the rental markets in each site, using the same data source (2022 American Community Survey, 5-year Estimates). Lower vacancy rates have been found to be associated with lower rates of success in using an HCV to lease up (Finkel and Buron, 2001). Los Angeles and New York City both have rental vacancy rates below 4 percent. Vacancy rates in the Minneapolis region (4.3 percent) and Cuyahoga (4.6 percent) are only slightly higher. All four have vacancy rates below the national rental vacancy rate of 5.1 percent from the same data source (U.S. Census Bureau 2024). Rochester (5.1 percent) and the Pittsburgh Region (5.4 percent) have vacancy rates at or slightly higher than the national rental vacancy rate, while Nashville (7.1 percent) and New Orleans (6.7 percent) have vacancy rates that are modestly higher. Median gross rents for two-bedroom units in six of the eight sites are between \$1,029 and \$1,524 per month but exceed \$1,700 per month in Los

⁶ Each PHA provided information about its service area during the process of identifying opportunity areas. The Los Angeles service area includes the service areas for both the City and County housing agencies, because this is the geographical area in which the Los Angeles Demonstration site operates.

Angeles and New York City. Unless matched by higher incomes of HCV families, the higher rents in these sites will likely lead to higher rent subsidy costs.

Column 3 of [Exhibit 1.3](#) provides data on Black-White segregation, as measured by the Black-White Dissimilarity index, an index in which higher values represent higher levels of segregation. It shows moderate levels of Black-White segregation in the Nashville and the Minneapolis Region sites and high levels in all other sites. Column 4 shows low levels of Hispanic-White segregation in New Orleans, moderate levels in the Minneapolis Region, the Pittsburgh Region, Nashville, Rochester, and Cuyahoga, and high levels in Los Angeles and New York City.⁷ A future report will examine whether locations with higher levels of segregation have lower rates of opportunity moves.

Exhibit 1.3: Site Housing Market Characteristics

Site	Rental Vacancy Rate (%)	2-Bedroom Median Gross Rent, Avg. (\$)	Black-White Segregation Index	Hispanic / Latino-White Segregation Index	Number of Affordable Rental Units in OAs Per Families Targeted for Enrollment
Cuyahoga	4.6	1,029	0.71	0.47	34.3
Los Angeles	3.8	1,997	0.65	0.60	333.3
Minneapolis Region	4.3	1,524	0.54	0.44	43.7
Nashville	7.1	1,415	0.49	0.52	21.5
New Orleans	6.7	1,300	0.66	0.39	8.5
New York City	3.4	1,716	0.78	0.62	324.1
Pittsburgh Region	5.4	1,168	0.62	0.40	46.5
Rochester	5.1	1,160	0.66	0.49	28.3

OA = opportunity area.

Source: 2022 American Community Survey, 5-Year Estimates (Rental Vacancy Rate, Median Gross Rent, Segregation Indices); 2019 American Community Survey, 5-Year Estimates (Number of Affordable Rental Units in OAs).

The Segregation indices referenced in columns 4 and 5 are more formally known as “Dissimilarity Indices.” For each site, we calculate the Black-White Segregation Index as: $Y = \frac{1}{2} \sum_{i=1}^I \left| \frac{w_i}{W} - \frac{b_i}{B} \right|$, where w_i represents the number of White residents in census tract i , W represents the total number of White residents in the site, b_i represents the number of Black residents in census tract i , and B represents the total number of Black residents in the site. The Hispanic/Latino-White Segregation Index is calculated using the same approach. The rightmost column shows the number of units renting at or below 120 percent of the Small Area Fair Market Rent within opportunity areas divided by the number of families targeted for enrollment in comprehensive or selected housing mobility-related services. Estimates for the number of affordable rental units in opportunity areas per family targeted for enrollment use data from the 2019 American Community Survey, since opportunity area boundaries were defined using 2010 census tract boundaries for Phase 1 of the Demonstration. Opportunity area boundaries will be updated during Phase 2 of the Demonstration.

Finally, the last column of [Exhibit 1.3](#) shows the number of units renting at or below 120 percent of the Small Area Fair Market Rent (SAFMR) in the opportunity areas identified for each site, divided by the number of families targeted for enrollment into the treatment group across the life of the study.⁸ This

⁷ The Thresholds for high, medium, and low levels of segregation are based on Affirmatively Furthering Fair Housing Data and Mapping Tool (AFFH-T): Data Documentation. Per this source, a dissimilarity index below 40 is considered low, a dissimilarity index between 40 and 54 is considered moderate, and a dissimilarity index at or more than 55 is considered high. <https://www.hud.gov/sites/dfiles/FHEO/documents/AFFH-T-Data-Documentation-AFFHT0006-July-2020.pdf>

⁸ The number of units renting at or less than 120 percent of the SAFMR represents an approximation of the number of rental units affordable to an HCV family with their voucher. The SAFMR is an estimate of typical rents for a modest-cost rental unit in each ZIP Code. It is designed to represent costs for rent and utilities of the 40th percentile of newly available rental units. Whether they use the SAFMR or the more traditional Fair Market Rent (FMR) set for the entire metropolitan area or nonmetropolitan county, PHAs have discretion to set the payment standard used to determine the rental subsidy to owners between 90 and 110 percent of FMR or SAFMR. Under 24 CFR §982.503, field offices may approve payment standards up to 120 percent of the FMR or SAFMR, and HUD has discretion to approve payment standards above 120 percent of the FMR or

number provides a measure of the relative ease of finding enough units that rent at levels affordable to HCV families in an opportunity area to house all of the families projected to enroll in the Demonstration. It shows two sites—Los Angeles and New York City—with very large numbers of affordable rental units in opportunity areas per treatment group family (more than 300). This suggests an ample supply of rental units within opportunity areas that rent at levels accessible to HCV families, assuming families are willing to live throughout the service area. By contrast, New Orleans has only 8.5 affordable units in opportunity areas per treatment group family, which suggests a very low supply of rental units in opportunity areas that are affordable to HCV families. All other sites have between 21 and 47 affordable units in opportunity areas per treatment group family, which suggests a moderate number of rental units available at rents potentially accessible to HCV families. Even within this range, the differences can be large. For example, there are more than twice as many rental units with rents accessible to HCV families in opportunity areas in the Minneapolis Region and the Pittsburgh Region as there are in opportunity areas in Nashville.

The sites also differ in whether they serve jurisdictions that have adopted source-of-income protections that make it unlawful to refuse to rent to an HCV family on account of their participation in the HCV program. Three sites—Los Angeles, New York City, and Rochester—serve jurisdictions that have source-of-income protections for HCV families. Two other sites—the Minneapolis Region and Cuyahoga—serve jurisdictions that are partly covered by source-of-income protections. In the Minneapolis region, the City of Minneapolis has source-of-income protections, but other jurisdictions do not; in Cuyahoga County, Cleveland Heights, Linndale, Warrensville Heights, South Euclid, and University Heights have source-of-income protections, while others jurisdictions do not. The remaining sites—Nashville, New Orleans, and the Pittsburgh Region—do not serve jurisdictions that have adopted these protections. Note that source-of-income protections are not always strongly enforced, so the presence of a source-of-income protection does not guarantee that landlords will adhere to the protections.

In interpreting the American Community Survey summarized in [Exhibit 1.2](#) and [Exhibit 1.3](#), it is important to remember that the 2018–22 period covered by the data includes several years of the COVID-19 pandemic, which affected rent levels, incomes, and other housing variables. While the Demonstration pilots began after the COVID-19 vaccines had been introduced and pandemic-related eviction moratoria had ended, the pandemic may still have created unusual market conditions for the Demonstration’s implementation. For example, median rents rose sharply between 2020 and 2022 and remained elevated thereafter (JCHS 2024).

SAFMR for purposes of the Demonstration. Families may also contribute up to an additional 10 percent of their income to rent in a unit above the applicable FMR or SAFMR.

2. Description of Key Demonstration Parameters

This chapter describes which families were eligible for the Community Choice Demonstration (Demonstration), the services included in the comprehensive housing mobility-related services (CMRS) and how they contrast with the business-as-usual services available to families in the control group. The chapter also describes how opportunity areas were defined and reviews their basic characteristics.

2.1 Family Eligibility and Targeting

All existing voucher families with a child under 18 in participating public housing agencies (PHAs) are eligible to enroll in the Demonstration. However, to target families at the right time in their lease cycle—providing enough time for families to learn about the search process and search for units by the time their lease expires—PHAs conduct outreach to existing voucher families based on the date of their annual recertification, which is a proxy for the ending date of their lease. (This proxy is not perfect, but is the best available option given the data available in the PHA’s data reporting systems.) Many PHAs reach out to families about 6 months prior to their recertification date.

The Demonstration received funding to enroll only a small number of waiting list families. To ensure a minimum number of waitlist families, HUD and sites agreed to enroll at least 111 families from the waiting list into the Demonstration. Per HUD requirements, PHAs must give a preference in selecting families to be offered these vouchers for families living in census tracts with poverty rates of 30 percent or higher who have a child age 13 or younger. Families offered a Mobility Demonstration voucher must agree to participate in the Demonstration in order to receive the voucher. If they decide not to participate in the Demonstration, they may stay on the waiting list until another type of voucher becomes available.

2.2 Opportunity Areas

The study team worked with HUD and each of the Demonstration sites to determine which census tracts and block groups would be considered opportunity areas for purposes of the Demonstration. This process involved identifying census tracts that met specific minimum criteria and then working with the sites to refine the list based on local knowledge. The minimum criteria for defining a tract as an opportunity area included criteria related to the poverty rate, the percentage of units already occupied by HUD-assisted families, school performance, the Child Opportunity Index, and the Opportunity Atlas (Lubell et al., 2023).⁹

This approach to selecting opportunity areas was designed to ensure that—

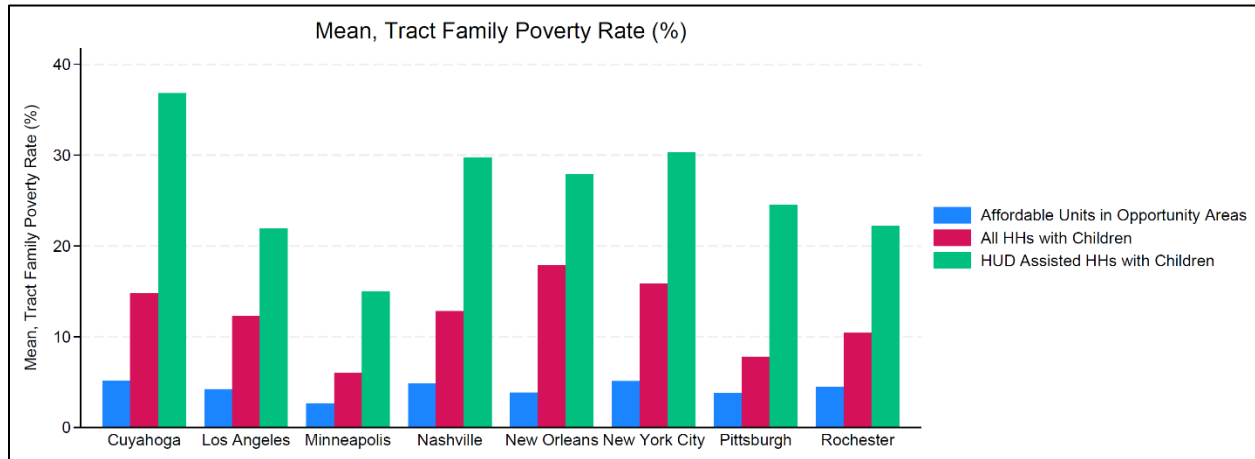
- Each tract provides a reasonable level of opportunity.
- Taken together, the tracts identified as opportunity tracts perform well on standard opportunity measures.
- Taken together, the tracts identified as opportunity tracts include enough rental units for the program to be reasonably successful.
- PHAs retain some flexibility to add or exclude tracts based on local knowledge and data.

One way to better understand the differences between opportunity areas and other parts of the PHAs’ jurisdictions is to examine differences in neighborhood poverty rates. As shown in [Exhibit 2.1](#), in the aggregate, affordable rental units in the census tracts and block groups identified as opportunity areas have average neighborhood family poverty rates of less than 5 percent in each site. In all eight sites, the

⁹ More detailed information on how these criteria were applied can be found in Section 2.3 of the evaluation’s Research Design, Data Collection, and Analysis Plan (RDDCAP) (Lubell et al., 2023).

average neighborhood family poverty rate for affordable units in opportunity areas is substantially lower than the neighborhood family poverty rates experienced by all households with children and by HUD-assisted households with children.

Exhibit 2.1: Poverty Rates in Opportunity Areas vs. PHA Service Areas

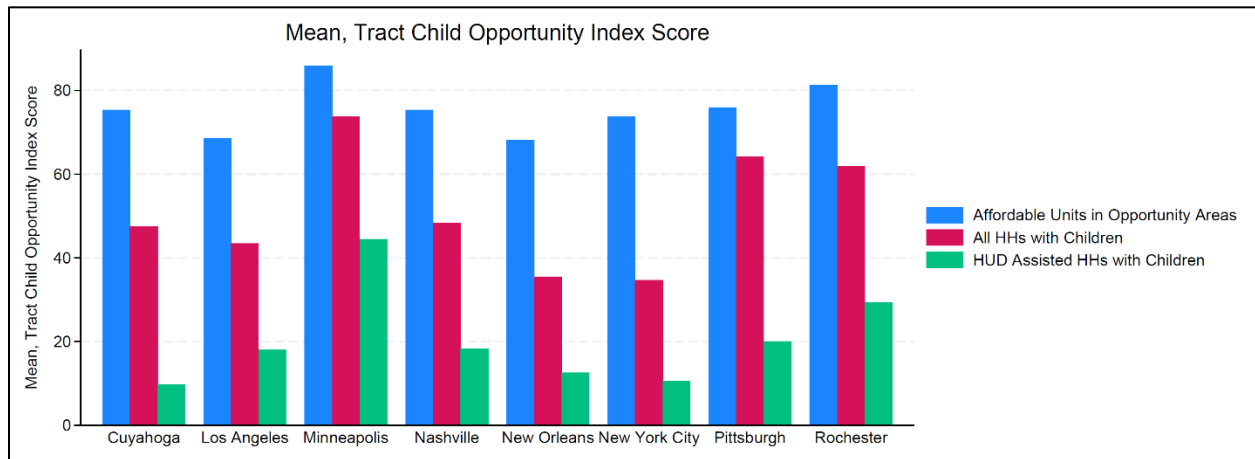


Note: Because opportunity area boundaries for Phase 1 of the Demonstration were defined using 2010 census tract boundaries, comparisons of tract family poverty use data from the 2019 American Community Survey. Opportunity area boundaries will be updated during Phase 2 of the Demonstration.

Source: 2019 American Community Survey, 5-Year Estimates.

In all eight sites, on average, affordable rental units in opportunity areas were located in census tracts with higher Child Opportunity Index scores—a composite measure of opportunity—than the units occupied by all families with children ([Exhibit 2.2](#)).¹⁰ Affordable units in opportunity areas were located in neighborhoods with a mean Child Opportunity Index score that exceeded 60 in all eight sites. In contrast, average Child Opportunity Index scores for all families with children were less than 50 in five of the eight sites, and average Child Opportunity Index scores for HUD assisted families with children were less than 20 in six of the eight sites. This comparison suggests that, on average, HUD-assisted households with children who moved to an affordable unit in an opportunity area would experience a substantial increase in their neighborhood’s Child Opportunity Index score.

¹⁰ These “scores” are percentiles of the distribution of child opportunity scores within each metropolitan area, so a 60 represents a tract that scores higher than roughly 60 percent of other tracts in the metropolitan area on the Child Opportunity Index.

Exhibit 2.2: Opportunity Area vs. Site Child Opportunity Index Scores

Source: Child Opportunity Index 2.0, 2015.

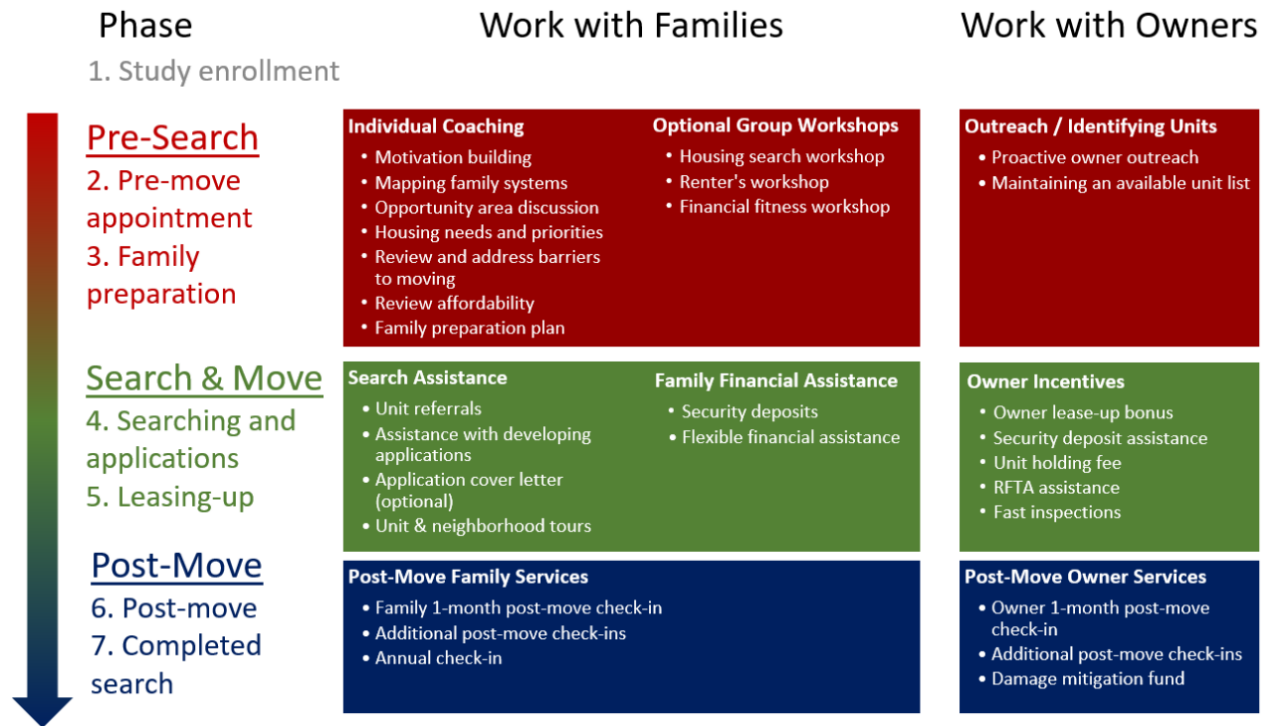
2.3 CMRS

During Phase 1, all families in the treatment group are offered CMRS. During Phase 2, half of treatment group families will be offered CMRS, and the others are expected to be offered selected housing mobility-related services (SMRS). HUD's technical assistance provider, FirstPic, led the development of a definitive list and description of CMRS, under HUD's direction and with input from the study team. A full description of CMRS is provided in the "CMRS Guide," which was reviewed by the sites and the Expert Panel for feedback before being finalized. An abbreviated description of CMRS is discussed in this section.

HUD gave sites the option to provide CMRS directly through PHA staff or through a contracted third-party provider. Five sites chose to contract with an external provider (Cuyahoga, Los Angeles, New Orleans, Pittsburgh Region, and Rochester) and three sites chose to use PHA staff (Minneapolis Region, Nashville, and New York City). Regardless of which staffing model a site chose, the staff assigned to provide CMRS are referred to as housing mobility service providers in this report. At each site, the service provider team implementing CMRS in Phase 1 includes one team lead, two coaches, and a leasing coordinator.

The CMRS has seven phases illustrated in [Exhibit 2.3](#).¹¹ Each phase after the initial study enrollment phase (Phase 1) involves work with both families and property owners.

¹¹ The phase names come from the CMRS Guide. Families in Phase 7 are no longer actively searching for a new housing unit. This does not imply that all families in Phase 7 have successfully completed a search for a new housing unit as some families in this phase may have elected to pause their search and may resume searching in the future.

Exhibit 2.3: Seven Phases of CMRS

Two CMRS phases occur before the family begins searching: the pre-move appointment (Phase 2) and family preparation (Phase 3), both shown in red in [Exhibit 2.3](#). During these phases, coaches work with families to help them better understand how to successfully search for housing in an opportunity area and with owners to identify units they have available and would be open to leasing to a Housing Choice Voucher (HCV) family. During Phase 4, shown in green, a leasing coordinator provides unit referrals to families and helps them prepare applications for housing. Coaches have the discretion to provide each family up to \$750 in flexible financial assistance to cover costs such as unit application fees, transportation to units, move-in fees, utility arrears, or other items deemed necessary (e.g., renting a moving truck). Families receiving CMRS are also eligible for financial assistance to cover a security deposit.

In Phase 5, also shown in green, service providers help the family lease a unit by coordinating with the PHA's HCV team to expedite the unit inspection and other administrative processes associated with the lease-up process. During this phase, owners receive a signing bonus each time they lease-up a property in an opportunity area to a family receiving CMRS. The bonus equals 50 percent of 1 month's rent.¹² Where needed, owners may also receive a holding fee for units equal to up to half the deposit amount at the time of a family's application, or after the application has been accepted, but before the lease signing. The fee is designed to protect owners in the event that a family chooses not to finalize the lease. Owners must accept responsibility for making needed repairs and can only keep the holding fee if the family is at fault for not finalizing the lease (otherwise the holding fee is rolled into the deposit amount).

In the post-move period (Phase 6) shown in blue, service providers conduct post-move check-ins with both owners and families soon after families move to an opportunity area. Leasing coordinators check in

¹² The signing bonus at the Housing Authority of the City of Pittsburgh was modified to be a flat \$1,000 because this is what the PHA offers landlords as part of a landlord bonus program it has implemented with HCV administrative fee funds through the flexibilities that accompany its participation in HUD's Moving to Work program.

with owners to discuss any concerns the owner may have and to assure owners that program staff are available to assist with any future issues that may arise. Coaches offer families a neighborhood welcome packet and assistance with things like enrolling children in school and switching utilities to the new unit. Coaches also work with families to ensure that they can keep or reestablish appropriate social supports and activities in their new community and to help them address challenging situations they may encounter such as passive hostility from neighbors and overt discrimination. Additional post-move check-ins with the coach can be scheduled if a family requests further support.

Families transition to Phase 7, completed search also shown in blue, when they (1) have not moved to an opportunity area and are no longer actively searching for a housing unit or (2) have moved to an opportunity area but completed their one-month post-move check-in with no further check-ins scheduled. Service providers engage with families during this time only if a need is identified by the family or the owner. Damage mitigation funds may also be accessed by owners at this stage for families who moved to an opportunity area. In addition, each year, around 3 months before the lease period ends, the coach conducts a check-in to determine whether a family is satisfied with their current unit and neighborhood or if they want to move at the end of their lease. For families who want to move again, the coach sets up another pre-move appointment, and the search process starts over.

2.4 Administrative Policy Changes

To enter the pilot and begin administering the Demonstration, HUD required the sites to implement four administrative policy changes to increase housing mobility for Demonstration families and ensure consistency between sites for the evaluation.¹³ The first and second policies described below apply to both treatment and control group families, whereas the third and fourth policies apply only to treatment group families.

(1) Adequate payment standards. HUD required PHAs to implement adequate payment standards to ensure Demonstration families can afford housing in opportunity areas. Sites set payment standards according to HUD estimates of the rent levels within the ZIP Codes or census tracts that correspond to the opportunity areas rather than based on the broader metropolitan area, which is the basis for standard Fair Market Rents. Six sites implemented Small Area Fair Market Rents (SAFMRs)—either for their entire jurisdiction (one site) or for selected locations—as exception payment standards (five sites). SAFMRs are ZIP Code-level estimates developed by HUD of the 40th percentile gross rents for standard quality units. Two sites implemented exception payment standards that applied methods similar to SAFMRs but for customized geographies built from census tracts. See [Appendix G](#) for more detail on the payment standards adopted by the PHAs for 2023.

(2) Adequate voucher search time. PHAs had to implement extended voucher search times. PHAs had to adopt an initial search time of at least 90 days, with the possibility of a 30-day extension.

Several PHAs had voucher search times that were already 90 days or longer, but others had a 60-day voucher search time that they extended for the Demonstration, and some already had the possibility of an extension lasting beyond 30 days. Some PHAs chose to adopt more generous initial search times for the Demonstration than 90 days. Initial search times adopted for the Demonstration ranged from 120 to 180 days across the sites with extensions ranging from 60 to 180 additional days for extenuating circumstances.

(3) Expedited lease-up process. PHAs had to adopt an expedited lease-up process, including helping the owner submit the Request for Tenancy Approval (RFTA) for treatment group families. Expedited RFTAs

¹³ PHAs were also encouraged to implement streamlined portability processes with other regional PHAs. These processes included aligning their screening policies and procedures with the receiving PHA and implementing expedited processes for sharing paperwork between PHAs.

help reduce the time between an owner's acceptance of a family's application and scheduling the HUD-required housing inspection. The exact nature of the expedited process was up to each site but could include one-on-one assistance to property owners by the services team to complete the RFTA or setting a goal for how fast PHA staff must review RFTAs.

Participating PHAs implemented this change by having a dedicated landlord liaison, contracting specialist, or service provider help owners complete the RFTA and other PHA forms. Sites had varying timelines for expedited RFTA reviews.

(4) Expedited inspections. PHAs had to implement expedited housing inspections for treatment group families to reduce the time it takes for lease-up. The faster timeline better mirrors the private market and reduces the amount of rent lost by owners while waiting for a housing assistance payment contract from the PHA. The exact nature of the process for expediting inspections was up to the PHA's discretion but could include certifying the service provider so they could inspect units themselves, dedicating PHA inspection staff for inspections for treatment group families, and establishing timelines for completing inspections.

Sites varied in how they defined expedited inspections and how they implemented them. Some PHAs required inspections for treatment group families to be faster than standard inspections, whereas others just required that inspections be "timely." The timelines PHAs adopted for the period between receiving a RFTA and completing an inspection ranged across the sites from 3 days to 3 weeks. In one site that trained service providers in inspections, the site specified in its administrative policy that the service provider would accompany participants to units and help identify potential issues that might cause a unit to fail inspection.

2.5 Business-as-Usual Services

Demonstration sites are not typically offering services similar to CMRS as part of their business-as-usual services available to families participating in the general HCV program or in the control group for the Demonstration. Demonstration sites reported offering some CMRS-like services to families with special purpose vouchers such as the HUD-VASH (Veterans' Affairs Supportive Housing) vouchers that provide supportive services to veterans leaving homelessness, the Family Unification Program vouchers for families and young adults involved in the child welfare system, and the Emergency Housing Vouchers for people experiencing homelessness or fleeing domestic violence. However, families with specialized vouchers are typically excluded from the general outreach pool for the Demonstration and are unlikely to make up a sizable portion of Demonstration participants.¹⁴

In some cases, PHAs offer services similar to one of the CMRS components, but, no site is regularly offering anything close to the full package of CMRS to families not in the Demonstration.¹⁵ For example, during the qualitative interviews, one PHA reported offering referrals to financial counseling for families with low credit scores, one PHA reported offering workshops on moving and the housing search process, and another PHA described a partnership with a volunteer group that offers families some "light" housing

¹⁴ Although families with specialized vouchers are typically excluded from the general outreach pool, if they inquire about enrolling in the Demonstration and are eligible, sites are required to enroll them.

¹⁵ One site (New York City) has been operating a housing mobility program with services that overlap more considerably with CMRS, particularly including robust financial assistance services. Based on initial information provided by the site, there appears to be minimal overlap between participants in this site's existing housing mobility program and Demonstration participants. The final Phase 1 report will provide an updated assessment on the extent of overlap and any resulting confoundment of impact results.

search assistance.¹⁶ These are illustrations of the kinds of light-touch assistance provided by some PHAs as part of their business-as-usual services, rather than a complete inventory of what all sites are doing.

Some PHAs provide financial assistance as part of their business-as-usual services. Two PHAs provide security deposit assistance. In one PHA, the assistance provided by the county is only available within certain suburban communities. In the other PHA, the assistance is only available to new families coming off the HCV waitlist. Staff at three PHAs reported offering landlord incentives, one using flexible federal funds (through HUD's Moving to Work program), one from a state program, and a third from city government (not the PHA) for units newly leasing in an HCV program. Some of these services are being offered on a time-limited basis and will end before the Demonstration concludes, while others have no known end date at this time.

Although the control group is unlikely to have access to most of the CMRS, some PHAs have implemented the Demonstration in a way that may either diminish or enhance the service differential between study participants in the treatment and control groups. One site provides the CMRS participant binder to both treatment and control families so that control families receive some of the same information as treatment group families. The CMRS participant binder contains maps that display where opportunity areas are in the community and affordability by neighborhood, and a document on how to search for units online.

¹⁶ HUD has required sites to notify it about any services similar to CMRS prior to pilot launch; HUD also requires sites to make HUD aware of any plans to implement new services similar to CMRS. One site (the Minneapolis Region) reported running a small program focused on helping families afford the costs of living in school districts where their children attend school, but families participating in this existing program have been excluded from the Demonstration.

3. Research Questions and Data Sources

3.1 Research Questions

The following research questions motivate this report:

Confirmatory Research Question

- For voucher families with children, what is the effect of offering comprehensive housing mobility-related services (CMRS) on moves to an opportunity area during the 12 months following random assignment?

Secondary Research Question

- What are the costs associated with CMRS?

Exploratory Research Questions

- Which services within the CMRS appear most effective in facilitating moves to opportunity areas?
- What successes and challenges do—
 - Public housing agencies (PHAs) and housing mobility service providers’ experience implementing CMRS?
 - Existing and waiting list voucher families experience accessing CMRS or making moves to opportunity areas?
 - Landlords report with CMRS?
- To what extent are services being delivered with fidelity to the CMRS model?

These questions are adapted from a larger list of research questions found in appendix 5 of the Research Design, Data Collection, and Analysis Plan (RDDCAP) (Lubell et al., 2023).¹⁷ The Phase 1 Final Report will address the full set of research questions.

3.2 Data Sources

The following is a summary of the data sources for this report and the composition of the sample used for each of the report’s analyses. Because this is an early analysis of the Community Choice Demonstration (Demonstration) outcomes, no single sample can be defined that meets the needs of all of the different study analyses. Instead, the study team selected different samples for each analysis as described below:

- **HUD administrative data.** To estimate the impact of the program on moves to an opportunity area, the study team analyzed administrative data collected by the PHAs and reported to HUD through the PIH Information Center (PIC) data system about specific transactions that involve families participating in the study, such as records of new admissions to the HCV program, reexaminations of income, and moves to new locations with vouchers. This impact analysis focuses on the **596 families who enrolled in the Demonstration through March 31, 2023** and could be identified in the June 30, 2024 HUD administrative data extract. This cut-off ensured that the study team had adequate time (at least one year) to observe families’ moves through data in the extract. These families represent early enrollees into the Demonstration, mostly during the site pilots.

¹⁷ Per the RDDCAP: “Confirmatory research questions are pre-determined questions that will be assigned the most importance in the research reports and will have quantitative results that are subjected to a multiple comparison adjustment. . . Secondary research questions are other policy-relevant questions on which the study expects to be able to provide quantitative evidence and for which the study should have adequate power to measure. Exploratory research questions are policy-relevant questions for which the study is expected to provide useful evidence but not necessarily a definitive answer.”

- **Baseline Survey and web-based Enrollment Tool and Service Tool data.** To describe the study sample, the study team analyzed data collected from a baseline survey that heads of household completed when they enrolled in the study and other data collected at the time of enrollment by each PHA through an Enrollment Tool created by the study team. The analysis also used data about the services provided to families by services staff collected through a Service Tool created by the study team. The report presents Enrollment Tool and Service Tool data for two samples:
 - To describe the characteristics of enrolled families, the report uses Enrollment Tool data for the **2,311 families who enrolled in the Demonstration through February 29, 2024**—the most recent Enrollment Tool extract available as of the time of the analysis conducted for the draft Rapid Cycle Evaluation Report.
 - To describe the services that families received, the report uses Service Tool data for the **498 families who enrolled in the Demonstration through May 31, 2023 and were assigned to CMRS**. The study team selected this cut-off because it allowed for the largest possible CMRS sample with adequate time to allow most families to complete services by March 4, 2024, the date of the most recent Service Tool data extract available as of the time of the analysis conducted for the draft Rapid Cycle Evaluation Report.
- **Cost data.** The analysis of the costs of providing CMRS uses data on program costs periodically submitted by PHAs to HUD, as well as data from the Enrollment Tool and Service Tool on the number of families assigned to CMRS and the frequency and duration of services delivered to them. The study team also interviewed service providers and PHA staff at 9 of the 10 PHAs involved in the Demonstration to better understand the costs incurred. (Data from Los Angeles was not included in the cost analysis because of the site's late start and service provider transition.) The study team used invoices submitted by participating PHAs for the **spring and summer of 2023** to inform an estimation of program costs other than financial assistance receipt. For estimates of average financial assistance received per participant family, the study team calculated average assistance receipt for families that enrolled in the early quarters of the Demonstration (**through March or June 2023**, depending on the site).
- **Qualitative interviews.** To assess fidelity to the intervention and describe the experiences of families and landlords and the challenges faced by PHAs and service providers, the study team conducted 233 qualitative interviews, including 30 interviews with PHA staff, 30 interviews with service provider staff, 27 interviews with landlords, 110 interviews with household heads of families assigned to the treatment group, and 36 interviews with household heads of families assigned to the control group. In order to produce results quickly, in time to inform a decision about how to structure Phase 2 of the Demonstration, the study team developed memos summarizing interview findings that formed the basis for the analysis included in this report. Since the research questions for this report focus largely on CMRS, the interviews with families in the control group do not factor significantly into this analysis. Nearly all of the families interviewed were existing voucher holders, since very few waiting families had been enrolled as of the time of the interviews. All of the qualitative interviews will be coded along with interviews conducted during the second round of qualitative interviews to inform a more comprehensive analysis of qualitative data for the Phase 1 Final Report.
- **Other data sources.** Other data on the successes and challenges of implementing the program include observations of the study team site liaisons who work with each site, FirstPic (the technical assistance provider), and HUD staff.

4. Outreach, Recruitment, and Enrollment

4.1 General Approach to Outreach and Recruitment

To implement the study, the sites needed to develop and implement procedures for outreach, recruitment, and enrollment of participants; the study's enrollment procedures include the use of random assignment, which added complexity to this process. The study team worked with each site to develop procedures that included a common set of core site responsibilities adjusted to reflect the specific organizational context and preferences of each site. The procedures were outlined in a training manual and a recruitment and enrollment plan template that was then used to customize plans for each site. The study team trained sites on how to implement each step of the outreach, recruitment, and enrollment procedures in accordance with standards for human subjects' research. Sites were also required to learn and use the study's online Enrollment tool that facilitated enrollment into the Demonstration and captured baseline information on each enrolled family. Participating public housing agency (PHA) staff invested a considerable amount of time and effort planning for outreach, recruitment, and enrollment and then implementing their strategies during the pilot and early implementation of the Demonstration.

Following the outreach and recruitment procedures they developed to recruit existing voucher families into the study, most PHAs target monthly outreach efforts to families whose annual recertification date is in approximately 6 months. One site conducts outreach to families further out, 10 months prior to their annual recertification date. The PHAs send a letter to all eligible families who meet this criterion at the start of each month or to a random selection of such families. Letters are usually sent via regular mail or electronically through a family portal. The type and frequency of follow-up varies across the sites. Some sites send fewer letters with more customized follow-up efforts, and other sites send more letters to increase the numbers of families who respond, so less intensive follow-up is required. Sites use a variety of follow-up methods including personal phone calls, robocalls, SMS text messaging, email, and additional letters.

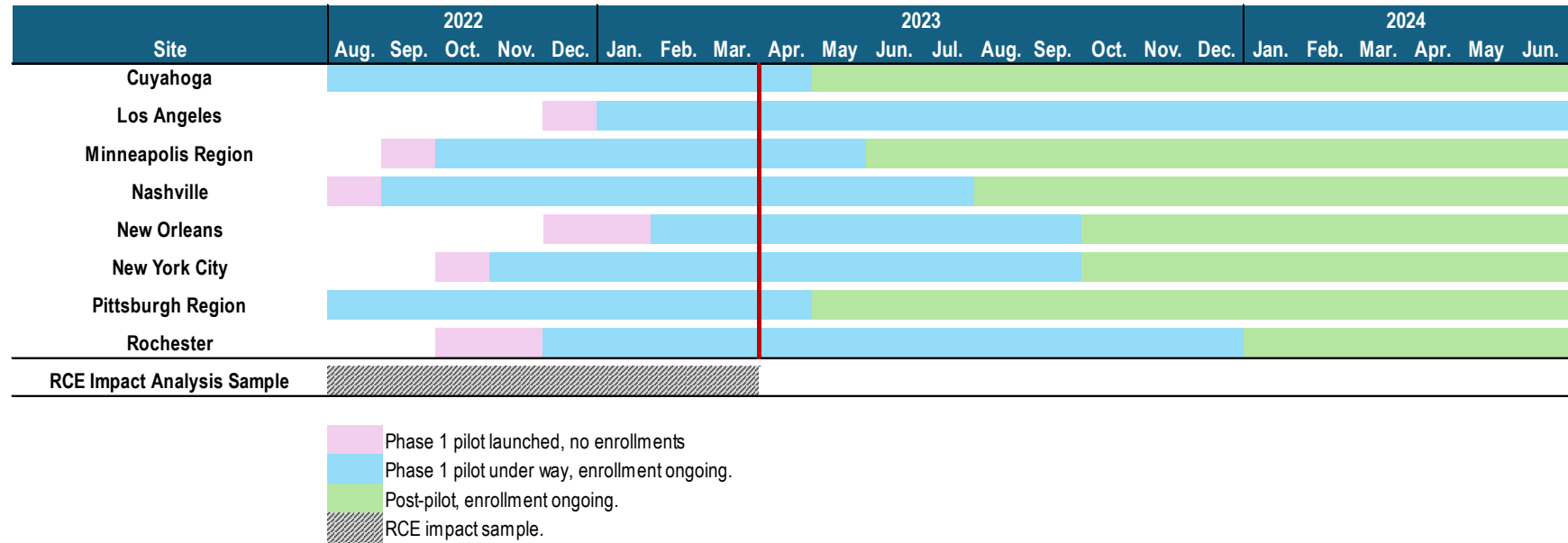
The outreach materials and follow-up efforts encourage families who are interested in learning more about the Community Choice Demonstration (Demonstration) to attend a Demonstration Briefing. Once a family expresses interest in participating in the Demonstration, an individual enrollment meeting is scheduled.

All enrollment meetings are conducted one-on-one with the family and the PHA enrollment staff member, either in-person at the PHA or virtually. PHA staff obtain informed consent from the head of household to enroll in the study as well as permission from the parent or guardian of at least one child living in the household for the child to participate in the study. Once consent is obtained, the head of household completes a baseline survey on their own. The enrollment staff then conduct random assignment, notify the family of their result, describe next steps, and provide an incentive payment for survey completion.

4.2 Program Launch and Pilot Exit Dates

[Exhibit 4.1](#) shows, for each site, the month the Demonstration was launched, the month of the first enrollment into the program, the earliest possible pilot exit month (6 months after launch), and the actual pilot exit month. These dates are important for interpreting the Rapid Cycle Evaluation (RCE) impact results, as they show that two sites (Los Angeles and New Orleans) only began enrolling families a few months before the cut-off for the RCE impact sample, and that all of the families included in the RCE impact sample enrolled during the pilot phase of the Demonstration.

Exhibit 4.1: Key Implementation Dates by Site



Whereas the Phase 1 pilot was initially expected to last 6 months, with the possibility of a 3 month- extension if needed, all sites ended up needing the full 9 months to satisfy pilot exit criteria.¹⁸ Four sites (Nashville, New York City, Rochester, and Los Angeles) needed more than 9 months. For most sites, the time needed to establish and implement the required preference for waiting list families (prioritizing families living in higher poverty areas and with children 13 and younger) and start outreach to these families was a key reason sites needed additional time during the pilot. Extra time was also often required for sites to meet some of the comprehensive housing mobility-related services (CMRS) pilot exit requirements, such as adequate staffing levels, the number of moves to an opportunity area, or the number of Requests for Tenancy Approval. Sites also initially struggled to complete some of the administrative requirements for HUD, such as invoicing, administrative plan changes, or having credit report vendor agreements in place.

4.3 Enrollment as of February 2024

[Exhibit 4.2](#) shows the number of families that have been assigned in each site to the CMRS and the control group and the total number of enrolled families through February 29, 2024. Overall, the random assignment distribution between treatment and control groups across sites is very close to 50/50 (as planned).

Exhibit 4.2: Demonstration Enrollment Through February 2024

Site	CMRS	Control	Total Enrolled
Cuyahoga	187	188	375
Los Angeles	73	68	141
Minneapolis Region	139	137	276
Nashville	148	149	297
New Orleans	122	120	242
New York City	163	162	325
Pittsburgh Region	206	199	405
Rochester	126	124	250
All Sites	1,164	1,147	2,311

Notes: Enrollment counts include all Demonstration participants who enrolled through February 29, 2024, including those who later withdrew from the study. As of March 4, 2024, 7 CMRS families and 56 control families had withdrawn from the study. Disaggregated enrollment counts for existing voucher families and new families are presented in appendix D.

Source: Enrollment Tool.

With 2,311 families enrolled in the Demonstration through February 2024, the Demonstration already represents one of the largest HUD demonstrations ever funded.¹⁹ (As a point of comparison, the Family Options Study enrolled 2,282 families, the Moving to Opportunity Demonstration enrolled 4,604 families (Katz 2001), the First-Time Homebuyer Education and Counseling Demonstration enrolled 5,854 prospective homebuyers (U.S. Department of Housing and Urban Development 2020), and the Rent Reform Demonstration enrolled 6,665 households (MDRC n.d.).) However, the Demonstration has a way to go to reach its ambitious target of enrolling more than 15,000 families. Enrollment through February 2024 has fallen short of initial projections. A key reason is the length of the pilot period, which lasted longer than the originally planned 6 months. Sites had modest enrollment targets during the pilot period and an expectation for higher targets after exiting the pilot and transitioning to full implementation status. Additional time spent in the pilot period delayed sites' adoption of increased enrollment levels and

¹⁸ The list of criteria required for sites to exit the pilot phase after initial launch of the Demonstration is found in appendix H.

¹⁹ Another 1,076 families enrolled in the Demonstration in the subsequent 6 months, for a total of 3,187 families enrolled through the end of August 2024.

contributed to enrollment progressing more slowly than planned. Staffing constraints have also played a role at most PHAs.

4.4 Findings from Qualitative Interviews About Outreach, Recruitment, and Enrollment

The study team interviewed heads of household of families assigned to both the treatment and control groups to learn about families' experiences with these processes. These interviewees generally had positive perceptions of the recruitment and enrollment requirements and processes. Very few expressed concerns about data sharing, but some heads of household told the study Help Desk that the long period of data sharing (up to 30 years) described in the study consent forms led them to want to withdraw from the study. Some heads of household assigned to the control group said they did not see any benefit to their family from remaining in the study.

PHA staff interviewed by the study team identified a number of challenges that negatively affected enrollment. One commonly cited issue was the number of staff PHAs had available to work on enrollment in the Demonstration. Several PHAs described high staff turnover and longstanding challenges related to hiring PHA staff, unrelated to the Demonstration. At all sites, PHA staff reported that these challenges reduced their capacity to implement outreach, recruitment, and enrollment at planned levels.

Housing mobility service providers at several sites expressed concerns that the recruitment team may have oversold the level of support or types of services families assigned to CMRS would receive for their housing search. A number of families reported unmet expectations for the structure, continuity, and amount of coaching support provided, as detailed in Chapter 6.

As of late 2023, enrollment across the sites focused mainly on existing voucher families rather than families on the voucher waiting lists. When PHAs began to conduct outreach to waiting list families, some sites found it difficult to operationalize the waiting list preference established for the Demonstration. Because PHAs had enrolled so few families from the waiting list into the Demonstration at the time of the qualitative interviews, only a small number of waiting list families were interviewed in the interviews conducted to inform this report.

5. Families Participating in the Demonstration

This section summarizes the characteristics of the 2,248 families who had enrolled in, and not withdrawn from, the Community Choice Demonstration (Demonstration) as of February 29, 2024.²⁰ The source of this information is the baseline survey for both treatment and control families.

5.1 Family Composition

The overwhelming majority of Demonstration household heads were female (97 percent), with an average age of 39 years at enrollment. On average, Demonstration families consisted of one adult and two children. At the time of enrollment, 33 percent of families included one child, 32 percent two children, 20 percent three children, and 16 percent of families included four or more children. Just 29 percent of families had two or more adults present. When a family had two or more adults present, more than 75 percent included an adult child of the household head, and fewer than 20 percent included a spouse or partner.

Nearly three-quarters of families (71 percent) included at least one child between the ages of 5 and 12, just over half (55 percent) had at least one child between the ages of 13 and 17, and just over a third (34 percent) had at least one child between the ages of 0 and 4. More than half of household heads (52 percent) reported that at least one child in the family had a disability.

5.2 Race and Ethnicity

More than three-quarters of household heads (76 percent) identified as Black and non-Hispanic/Latino. Another 12 percent identified as Hispanic or Latino, regardless of race. About 4 percent identified as White and non-Hispanic/Latino, and about 7 percent identified as another race (or multiple races) and non-Hispanic/Latino. Nearly all families (95 percent) reported that English was the primary language spoken within the home, and 91 percent reported being born in the United States.²¹

Demographic characteristics varied across study sites. The share of household heads who identified as Hispanic or Latino was notably larger in New York City (50 percent) and Los Angeles (26 percent) compared to the other six sites, where the share of Hispanic or Latino household heads ranged from 1 to 17 percent. The share who reported that they were born outside of the United States was highest in New York City (35 percent), the Minneapolis Region (15 percent), and Los Angeles (12 percent). In the other five sites, the share of household heads born outside the United States ranged from 0 to 5 percent. Comparatively fewer families in New York City (79 percent) and the Minneapolis Region (89 percent) reported that English was the primary language spoken in the home, compared to rates of over 94 percent in the other six sites.²²

²⁰ Exhibits providing more detailed descriptions of the characteristics of families enrolled through February 2024 are presented in appendix D. Families that withdrew from the Demonstration are not included among the 2,248 families described in Section 5.

²¹ As a point of comparison, nationally, 48 percent of Housing Choice Voucher (HCV) heads of household identify as Black and non-Hispanic or Latino, 18 percent identify as Hispanic or Latino, and 30 percent identify as White and non-Hispanic or Latino. National data on HCV families are from HUD's Picture of Subsidized Households Database 2023 (Accessed 3/24/2024).

²² Across all sites, 3 percent of Demonstration families reported that Spanish was the primary language spoken in the home. The share of Demonstration families that reported that Spanish was the primary language spoken in the home was substantially higher in New York City (19 percent) and Los Angeles (6 percent). In the Minneapolis Region, 10 percent of Demonstration families Selected "Other" as the primary language spoken in the home. Of these families, 38 percent requested to complete the Baseline Survey in Somali.

5.3 Income and Finances

Demonstration families reported an average total income of \$17,313 per year, with 12 percent of families reported having no income whatsoever.²³ The median family had an income of \$14,124. When asked about their end-of-month finances, 40 percent of families reported that they did not have enough money to make ends meet, 48 percent said that they had just enough money to make ends meet, and another 12 percent indicated that they had some money left over after accounting for their monthly expenses. More than half of household heads (56 percent) reported that they were working for pay at the time of enrollment, and nearly three-quarters (72 percent) indicated that they had access to a working vehicle.

5.4 Move Factors and Baseline Neighborhood Perceptions

Families provided information about several factors that might impede successful moves to opportunity areas. Although only 6 percent of household heads reported experiencing an eviction in the past 7 years, 44 percent said they had had a previous rental application denied because of their credit score. About two in five household heads (41 percent) reported that they did not have a savings or checking account at the time of enrollment.

On average, families had been living in their baseline neighborhood for just under 7 years at the time of enrollment. Fewer than 4 percent of families were living in an opportunity area, and just over two-thirds (68 percent) expressed dissatisfaction with their baseline neighborhood. Concerns about neighborhood safety were especially widespread, with 91 percent reporting that they felt their neighborhood streets were unsafe during the day or night, and 95 percent indicating that they were concerned about gun violence in their neighborhood. Approximately one in five household heads (19 percent) indicated that they were very dissatisfied with the school situation of at least one child.

Consistent with reported neighborhood dissatisfaction, 92 percent of household heads said that they felt pressure to find a new unit, and 83 percent reported they were very certain that they wanted to move to a different neighborhood. When asked to rank their top-three factors when deciding where to move, 92 percent indicated safety, 82 percent school quality, and 67 percent unit quality. More than four in five families (83 percent) said that they would feel comfortable moving to a neighborhood where residents were of a different race or ethnicity. Only 28 percent reported that they were at least somewhat sure they could cover the costs of a move without assistance.

Families' relationships with their baseline neighborhoods varied somewhat by study site. For example, families in New York City reported having lived in their baseline neighborhood for nearly 12 years on average, substantially longer than the average neighborhood stays reported by families in the other seven sites (4 to 9 years). The share of household heads who reported dissatisfaction with their current neighborhood ranged from 60 percent (the Minneapolis Region) to 83 percent (Los Angeles). The share who reported dissatisfaction with the school of at least one child was lowest in the Minneapolis Region (13 percent) and highest in Rochester (24 percent). More than 90 percent of household heads in seven sites perceived their neighborhood streets as unsafe and reported concerns about gun violence. Ratings were somewhat lower but still high in the Minneapolis Region, where 77 percent of households heads perceived their neighborhood streets as unsafe and 83 percent reported concerns about gun violence.

²³ Family income is measured using a HUD administrative data extract prepared in connection with the impact analysis, which includes Demonstration families enrolled through April 2023. Data on household income prior to enrollment was available for 745 Housing Choice Voucher families. To measure income at baseline, we rely on the total income amount reported in the administrative record that most immediately preceded the family's enrollment date.

6. Delivery of CMRS

This chapter describes the experience of participating families and service providers with the delivery of comprehensive housing mobility-related services (CMRS); most of this experience took place during the site pilots, which were learning experiences for the sites. The first section provides data on the progression of families through the CMRS phases and their receipt of financial assistance, referrals to outside services, and referrals to units located in opportunity areas. The second section describes the study team's preliminary findings regarding the extent to which the sites provided services with fidelity to the CMRS model. The third section describes the specific elements of the CMRS that families, service providers, and landlords found to be most effective, and the final section summarizes the study team's findings on implementation successes and challenges.

6.1 Services Received by Families

This section summarizes the services received by Community Choice Demonstration (Demonstration) families assigned to the CMRS intervention.²⁴ Information about family contacts and services received are recorded on an ongoing basis in the Service Tool. The information provided in Exhibits 6.1 reflects contacts with families and services provided through March 4, 2024, for families who had enrolled in the Demonstration through May 2023. Focusing on families enrolled through May 2023 provides a snapshot of the services provided to a sample of families who have been enrolled in the Demonstration for at least 9 months and who are likely to have had an opportunity to complete most or all of the CMRS activities.²⁵

6.1.1 Frequency of Contacts between Mobility Coaches and Families

Interactions between mobility coaches and household heads are a key mechanism through which the CMRS intervention is delivered. Coach contacts with household heads can occur through a variety of modalities, including intensive contacts, which include in-person meetings, video sessions, or telephone calls, as well as less intensive outreach and communication efforts that occur via voicemail messages, text messages, emails, and hardcopy mailings. As of March 4, 2024, the median CMRS family that had enrolled through May 2023 had received a total of 31 contacts, including 12 intensive contacts.²⁶ There was considerable variation in contact frequency rates. At the 25th percentile of the contact frequency distribution, families had received a total of 19 contacts, including 7 intensive contacts. At the 75th percentile, families had received a total of 50 contacts, including 20 intensive contacts.

6.1.2 Progression of Families through the Phases of CMRS

As of March 4, 2024, 498 families enrolled through May 2023 had been assigned to the CMRS intervention. [Exhibit 6.1A](#) summarizes the status of these families as of March 4, 2024. In total, 246 families (49 percent) had completed services, while 163 families (33 percent) were still actively in the process of preparing for a move, searching for a unit, or receiving post-move services. Another

²⁴ The study team chose to present a snapshot of CMRS for families enrolled through May 2023 rather than the March 2023 cut-off used for the Rapid Cycle Evaluation (RCE) impact sample in order to have a larger sample on which to report that included a significant number of families from all eight sites. This is consistent with the RCE Report's focus on learning about Demonstration implementation. Exhibits providing more detailed information about the CMRS received by families enrolled through May 2023 are presented in appendix E.

²⁵ Readers might also want to understand the total volume of CMRS provided at this stage of the Demonstration, including services provided to Demonstration families who are still at early stages of the CMRS intervention. Appendix E includes exhibits summarizing CMRS received by all families enrolled in the Demonstration through February 2024.

²⁶ The user interface of the Service Tool requires that CMRS staff create a contact whenever they create or update an activity record for a CMRS family. Thus, some of the contacts measured by the Service Tool reflect data entry and administrative work carried out by CMRS staff on behalf of families, rather than real interactions between CMRS staff and Demonstration families. The number of real interactions between CMRS staff and families might thus be somewhat lower than the contact frequencies obtained from the Service Tool.

89 families (18 percent) were recorded as inactive, meaning that they had either fallen out of contact with CMRS staff, had requested to no longer be contacted by program staff, or exited the Housing Choice Voucher (HCV) program.

Exhibit 6.1A: Status of CMRS Families Enrolled Through May 2023

Family Status	Number of Families (N)	Share of Families (%)
Completed Services	246	49.4
Still Active	163	32.7
Inactive	89	17.9

Note: Exhibit 6.1A records the status as of March 4, 2024, for the N = 498 CMRS families that enrolled in the Demonstration through May 2023. Source: Service Tool.

Exhibit 6.1B summarizes the CMRS phase for the 163 CMRS families who were still actively receiving CMRS as of March 4, 2024. Of these families, 15 percent were preparing for their housing search (Phase 3), 67 percent were actively searching for a unit (Phase 4), 4 percent were in the process of leasing up a new unit in an opportunity area (Phase 5), and 14 percent were receiving post-move check-in services following an opportunity area move (Phase 6).

Exhibit 6.1B: CMRS Phase for Still-Active CMRS Families Enrolled Through May 2023

Current Phase Number	Number of Active Families (N)	Share of Active Families (%)
All Phases	163	100.0
Phase 1: Study Enrollment	0	0.0
Phase 2: Pre-Move Appointment	1	0.6
Phase 3: Family Preparation	24	14.7
Phase 4: Owner Outreach, Searching, and Applications	109	66.9
Phase 5: Leasing-Up	6	3.7
Phase 6: Post-Move Check-Ins	22	13.5
Phase 7: Completed Search	1	0.6

Note: Exhibit 6.1B records the CMRS phase as of March 4, 2024, for the N = 163 CMRS families that enrolled in the Demonstration through May 2023 and who were still actively in the process of preparing for a move, searching for a unit, or receiving post-move services. Source: Service Tool.

Exhibit 6.1C summarizes the average amount of time spent in each phase by those families that have completed that phase. The number of families completing each phase can provide additional insight regarding progression through the intervention to date. For example, 99 percent of CMRS families who had enrolled through May 2023 had completed Phase 2, 89 percent had completed Phase 3, 46 percent had completed Phase 4, 24 percent had completed Phase 5, and 16 percent had completed Phase 6.

On average, families that completed Phase 2 took about 16 days to do so. Families that completed Phase 3 took 83 days to do so, on average. Families that completed Phase 4 took 103 days to do so, on average. These average phase completion times should be interpreted with some caution as they omit those families who are likely to ultimately have the longest preparation and search durations (i.e., the still-active families in Phases 3 and 4).

Exhibit 6.1C: Average Time to Complete CMRS Phases, CMRS Families Enrolled Through May 2023

Current Phase Number	Avg. Days to Complete Phase	Number of Families that Completed Phase (N)	Share of Families that Completed Phase (%)
Phase 1: Study Enrollment	-	498	100.0
Phase 2: Pre-Move Appointment	15.9	492	98.8
Phase 3: Family Preparation	82.6	443	89.0
Phase 4: Owner Outreach, Searching, and Applications	102.5	227	45.6
Phase 5: Leasing-Up	39.1	119	23.9
Phase 6: Post-Move Check-Ins	57.0	78	15.7

Note: Exhibit 6.1C reports the average number of days needed to complete each CMRS phase among the N = 498 CMRS families enrolled through May 2023, for the families that had completed that phase as of March 4, 2024.

Source: Service Tool.

6.1.3 Completed Owner Activities

CMRS staff also undertake various activities with property owners on behalf of CMRS families. For example, on behalf of the 443 families enrolled through May 2023 who reached Phase 4 or higher, CMRS staff provided help with 125 Requests for Tenancy Approval with 61 unique owners. Likewise, CMRS staff facilitated 103 expedited inspections (with 64 owners) and arranged for the payment of 78 holding fees (with 50 owners), 115 security deposits (with 91 owners), and 97 lease-up bonuses (with 85 owners). CMRS staff completed 46 owner 1--month post-move check-in meetings (with 45 owners) and 13 additional owner post-move check-in meetings (with 5 owners).

6.1.4 Family Disbursements

As part of the CMRS intervention, participating families have access to financial assistance paid on their behalf to cover certain expenses for moving and transitions related to moves to opportunity areas. Disbursements of financial assistance fall into two categories – payments made to households directly to cover search- and move-related expenses and payments made to landlords on their behalf. Flexible financial assistance, up to \$750 per family, can be used to cover costs such as application fees, a moving stipend (e.g., for a moving truck), or those deemed appropriate at the coach's discretion.²⁷ Larger disbursements made to landlords for more substantial moving-related costs, such as security deposits, holding fees, and landlord lease-up bonuses, do not count against a family's \$750 budget for flexible financial assistance.

About 37 percent of CMRS families had received or benefitted from a disbursement of some sort. On average, families that received disbursements or had a disbursement made to a landlord on their behalf (i.e., to cover a security deposit) had benefited from approximately four disbursements worth a total of \$2,200. Disbursements to cover application fees (30 percent of families), security deposits (21 percent of families), and landlord lease-up bonuses (18 percent of families) were the most common disbursement types. In contrast, public transportation stipends (1 percent of families) were hardly ever issued, and disbursements for damage mitigation funds were never used.

²⁷ A moving stipend was added as an allowable expense under flexible financial assistance in April 2023. Expenses that do not have a discrete end date (i.e., ongoing financial obligations) or that are not related to an opportunity area move are not eligible under flexible financial assistance.

6.1.5 Referrals to Workshops and Outside Services

Families who reach CMRS Phase 3 (Family Preparation) may receive referrals to various workshops and/or outside services.²⁸ The CMRS includes three workshops: a housing search workshop, a renter's workshop, and a money management workshop; the first two are standard parts of the CMRS, and the money management workshop is an optional activity that sites may or may not offer. Of the 492 families who had reached Phase 3, the Service Tool records 95 percent as receiving at least one referral to a workshop and 67 percent as completing at least one workshop to which they were referred. The Tool records that 444 families (90 percent) were referred to the housing search workshop, with 281 attending. The Tool records that 200 families (41 percent) were referred to the renter's workshop, with 167 attending. The Tool records that 167 families (36 percent) were referred to a money management workshop but shows only 8 families as attending this workshop. (Note: only half of sites chose to offer the money management workshop.)

The Service Tool records that about 75 percent of families who had reached Phase 3 received at least one referral to an outside service, with 47 percent completing at least one outside service to which they were referred. Credit coaching services were the most commonly reported referral to an outside service (70 percent of families), with the largest take-up (148 families). Only about 13 percent of families were referred to outside legal services, and only 11 families took up these services. As noted above, it is possible that service providers did not always know or remember to record whether a household completed an outside service to which they are referred.

6.1.6 Opportunity Area Unit Referrals

CMRS families may identify prospective units in opportunity areas via referrals made by CMRS staff or from their own independent search efforts ("self-referrals").²⁹ Eighty-nine percent of CMRS families who reached CMRS Phase 4 (Owner Outreach, Searching, and Applications) had received at least one opportunity area unit referral from CMRS staff, and 35 percent had found at least one opportunity area unit via a self-referral. For families who received any referrals from CMRS staff, the average number of referrals was six. Eleven percent of families that have been in CMRS Phase 4 for ten days or more had yet to receive a CMRS unit referral.

6.2 Fidelity to the CMRS Model

This section of the report examines whether and to what extent families selected to be offered CMRS received the services that HUD intended. There are two main categories of issues that can lead families to not receive the services intended by a Demonstration. One category involves the provision of services using protocols that differ from those specified by the Demonstration. The second category involves implementation issues such as challenges hiring and maintaining the services staff who deliver the services. The study team considered both sets of issues in examining fidelity to the CMRS model.

The study team assessed fidelity to the CMRS model using a combination of assessments by the study's site liaisons, a review of monthly notes from the technical assistance provider, and qualitative interviews. Demonstration sites received training and technical assistance on how to implement the CMRS model during the planning and pilot stages of the Demonstration and will continue to receive these supports through the end of the Demonstration. With this assistance, sites have dedicated a substantial amount of time and effort to learn and adhere to the service model. Qualitative interviews and regular monitoring activities indicate that, for the most part, services were administered with fidelity to the CMRS model.

²⁸ In addition to receiving referrals to workshops and outside services, CMRS families may also receive assistance drafting application cover letters during Phase 3. Among CMRS families who completed Phase 3, 34.4 percent had received application cover letter assistance as part of this phase.

²⁹ CMRS staff recorded self-referrals only when reported by CMRS families. Thus, this information about the independent search efforts of CMRS families is incomplete and might underestimate the extent of self-referrals.

However, in some cases families did not receive the CMRS as intended, and some sites required intensive technical assistance to ensure that quality services were being delivered with fidelity to the model. Challenges with fidelity to the CMRS model were experienced by sites that had contracted service providers as well as by sites that delivered services in-house.

One of the biggest factors contributing to families in the CMRS group not receiving the intended services was the implementation challenge of maintaining adequate staffing levels. Six of eight sites reported insufficient staffing levels (i.e., fewer staff than the CMRS model outlined) for a period of time during early implementation of CMRS. Vacancies among coaches led to higher caseloads for remaining staff. Vacancies among leasing coordinators meant that not all families got the customized referrals to available units that the model contemplated.

Staffing issues may also have contributed to inconsistencies in how effectively sites are expediting inspections. Three sites specifically mentioned inspections were not occurring on a faster timeline than normal. Public housing agency (PHA) staff reported vacancies among the HCV staff who perform these activities and turnover in key leadership positions responsible for monitoring expedited lease-ups.

As shown by the data collected in the Service Tool, families had a large number of contacts with coaches on average. During the qualitative interviews at four sites, coaches described providing a deeper level of case management support to help solve non-mobility issues than originally anticipated in the CMRS model. For example, service providers reported that some families were dealing with trauma that made it difficult or impossible for them to focus on mobility moves, thus requiring more work with the coach during the pre-search phase of CMRS.

The family interviews identified some variation in the level and quality of services provided to families. Since the CMRS model calls for all families to be offered the full suite of services but does not require families to take up all service elements, it is difficult to know if these variations represent a fidelity issue or are simply a natural result of differences in families' needs or requests for services. In at least some cases, however, families reported not receiving services they expected to receive. For example, some families indicated that they had not received any unit referrals. Others said that the information they received about unit affordability was inadequate or inaccurate. Even within the same site, some families reported getting a full suite of services while others reported not being offered key services such as unit referrals.

At three sites, concerns about fidelity have underscored a need for intensive technical assistance. In one site, pilot implementation shed light on several areas of concern with regard to staffing and compliance with the CMRS Guide. These issues included a lack of clearly delineated staffing roles, a lack of proper documentation in the Service Tool, a lack of plans to accommodate people with limited English proficiency, and confusion about the policies for paying financial incentives to families and landlords. Because this site needed to work on addressing their fidelity issues, it temporarily suspended enrollment of additional families for a period of time while they received technical assistance; enrollment has since resumed.

Another site experienced a range of challenges, including not knowing what information to provide to families with credit problems, not knowing how to discuss difficult situations like whether or not a family is ready to transition from the preparation to the search phase, ensuring that only CMRS were being provided (and not a broader set of case management services addressing other needs), and the need to work with HCV program staff to streamline procedures and timing for providing families with a moving

voucher.³⁰ A third site was not able to meet all of the pilot exit criteria by their sixth month in the pilot because of challenges staffing the CMRS positions, complexities related to the enrollment procedures for waiting list families, and challenges with securing a vendor for credit reporting. This site also needed to strengthen their documentation of unit referrals. Both of these sites received additional technical assistance to help them strengthen their ability to deliver CMRS with fidelity.³¹

As noted earlier, five sites provide CMRS through a third-party contractor, while three sites provide services with in-house staff. Early implementation experience has not shown that one model is preferable to another. Some sites with contracted providers have had a largely successful experience implementing CMRS whereas other sites have encountered significant challenges. One site experienced challenges with their third-party provider during the period examined for this report, and subsequently transitioned to working with another provider. As of the date of the final version of this report, a second site was experiencing problems with an outside provider related to administrative issues (rather than the quality of service provision). Sites implementing CMRS with in-house staff have also had mixed experiences, ranging from generally successful implementation to requiring additional technical assistance to remedy concerns.

Finally, all sites made some program adaptations to the CMRS model to adjust to implementation realities they encountered. Since CMRS was structured to accommodate these types of adjustments, they do not represent a fidelity issue. For example, while the standard CMRS model envisions the leasing coordinator working directly with families during the housing search phase to provide services such as unit referrals, at least one site chose a staffing arrangement where families worked only with the coach during the search phase. Other adaptations included providing workshop content to families individually in addition to offering a group workshop format. Strategies for working with landlords also evolved throughout early implementation. Two sites reported negotiating with landlords on behalf of individual applicants—in one case negotiating lower rents and in the other providing higher security deposits to landlords concerned about residents' credit history. The CMRS Guide does not discuss this role, though it is arguably consistent with the spirit of the Demonstration.

6.3 Perceived Effectiveness of CMRS

The qualitative interviews explored which of the CMRS elements treatment group families, service providers, and landlords perceived as most effective in helping families successfully lease up in opportunity areas. The aspects of services offered to families that consistently were perceived as most impactful were: (1) the relationship between service providers and families that developed through “coaching,” (2) financial assistance, especially security deposit assistance and flexible financial assistance, and (3) unit referrals. The services offered to landlords that mobility staff and landlords highlighted as most useful were: (1) post-move check-ins, (2) expedited inspections, and (3) damage mitigation funds. Many service providers and some landlords also reported that the holding fee and lease-up bonus effectively incentivized landlords to lease to Demonstration families, though there were exceptions.

In interpreting these findings, it is important to bear in mind that the qualitative interviews were conducted at a time when most sites had recently transitioned from the pilot phase to full implementation

³⁰ The Demonstration includes a detailed guide and service provider trainings addressing all these areas. It may be possible that the staff person or the site was still getting oriented to the Demonstration. Generally, when challenges like these are identified, HUD provides additional technical assistance and refresher trainings.

³¹ A fourth site remained in the pilot while they worked out administrative procedures, particularly around invoicing and reporting. Although the CMRS they delivered were generally with fidelity, they never fully staffed up—having just one instead of two coaches.

status and reflect services that were provided during the pilot, when sites were working through implementation challenges and not yet operating a mature service program.

6.3.1 Family-focused Services

Coaching. Both families and housing mobility service providers reported that the relationships formed over the course of CMRS activities are an important contributor to the efficacy of CMRS.

When families responded to questions about the CMRS they viewed as most effective, they tended to bundle them together as “coaching.” Coaching included discussions about housing needs and priorities and help using the affordability calculator³², submitting rental applications, and negotiating lease terms with landlords. A particular coaching activity or set of activities did not emerge from the data. Rather, analysis of the interview data highlights the importance of the relationships that occurred as a result of myriad coaching activities.

When discussing the ways in which coaching has been helpful, families’ responses indicate the value placed on having someone to turn to for support throughout the housing search process. Families spoke about coaches’ help navigating PHA paperwork requirements and the practicalities of searching for housing in opportunity areas. Families said that when they felt discouraged by rejections of rental applications, discrimination against voucher holders, and few usable unit recommendations, their coaches’ willingness to listen and offer support motivated them to continue their housing search. Finally, families in several sites indicated that they valued highly the role of their coaches in helping them communicate with landlords, including explaining the Demonstration and endorsing them as viable tenants.

Housing mobility service providers’ perceptions about the value of coaching relationships aligned with the responses provided by families. Across sites, staff talked about the difficulties many families faced during their search process, especially the toll it took on families that experienced frequent rejection of rental applications that many viewed as discriminatory. A number of families and service providers perceived landlords’ requirements that families have a high credit score and/or a specific income level (such as income equal to three times the total rent) as mechanisms for discriminating against families with housing vouchers. One service provider suggested that coaching mitigated some of the emotional barriers to leasing up that emerged during the search process, including the stress from searching for housing while balancing other life demands.

Financial assistance. Treatment group families and housing mobility service providers consistently identified financial assistance as a valuable component of CMRS. Both groups highlighted, in particular, the value of security deposit assistance. Families often noted that saving for a rental security deposit in a costlier area, together with other moving costs, presents a barrier. Service providers said that limited finances can present daunting barriers for families trying to use housing vouchers to move to a new unit.

Both families and housing mobility service providers also named the flexible financial assistance as an important component of CMRS. The reported uses of this assistance varied, ranging from covering rental application fees, paying off utility arrears, and covering at least a portion of moving costs, to utility hookups and fees for children’s activities.³³

³² The affordability calculator is a tool used to help families determine how much they can afford to pay toward gross rent based on their income.

³³ Among other eligible uses, flexible financial assistance funds may be used to cover expenses that families incur when they move to an opportunity area that would not have been incurred had they not moved to that area and for which there is no referral partner available to cover the expense. Such eligible expenses include school enrollment fees or community center

Unit referrals. Families consistently identified leasing coordinators' provision of referrals to available housing units as an important part of CMRS. In cases where the leasing coordinator's referrals resulted in a leased apartment in an opportunity area, families attributed this success entirely to this support, saying they could not have gotten the unit without it. Some families reported that the unit referral services had not met their expectations. These families had anticipated more unit referral assistance than they were offered. Some reported that they had to press to get a response from their leasing coordinator, and others reported disappointment that they did not receive a list of housing units in opportunity areas vetted for voucher acceptance.³⁴

Limited information on post-move services. Relatively few families discussed experiences with post-move services. Among those who did, some reported that they had found some of the post-move check-in services valuable, including guidance on how to apply flexible funds to resolve outstanding debts with former landlords or cover expenses related to a new lease. Other families said they wished they had gotten help developing a plan for adapting to higher costs of living in opportunity areas.

Least helpful services. During the interviews, families reported that the least useful CMRS elements were the application cover letter and the renters' workshop. Interviewees indicated that the letter did little to sway landlords' decision-making. This is aligned with data collected from landlords; none of the landlords interviewed identified the cover letter as incentivizing them to rent to a Demonstration family. Service providers in two sites also expressed skepticism about the value of the cover letters.

Families consistently reported that the renters' workshop was not a valuable service. They indicated that these workshops did not expand on what they already knew about renting a home. Service providers in four of the sites also reported that the workshops were among the least helpful service components. In interpreting this finding, it is important to bear in mind that nearly all families interviewed for this report were existing voucher holders with experience renting through the HCV program. Families coming off the HCV waiting list and renting with a voucher for the first time could have different views.

6.3.2 Landlord-focused Services

Expedited inspections. Landlords and mobility staff consistently identified timely housing inspections as an important benefit offered to landlords that participate in the Demonstration. However, in practice, sites varied in how quickly they were able to conduct inspections and process lease-up/housing assistance payment paperwork, with housing mobility services staff in some sites reporting that the PHA had struggled to shorten or offer a smooth inspection process.

Point of contact. During the qualitative interviews, landlords consistently highlighted the value of having a point of contact at the PHA to explain HCV paperwork and help expedite processes and at the housing mobility service provider to explain the Demonstration and address concerns. The service provider's post-move check-in with landlords helped to reinforce for landlords that there would be someone to contact if they experienced a problem.

Damage mitigation fund. Landlords across sites identified the damage mitigation fund as an important feature of CMRS. They reported that this fund minimized risks associated with leasing to tenants with a voucher. In contrast, the value of this fund was not frequently elevated by housing mobility service providers during their interviews. In fact, housing mobility service providers in five sites explicitly noted that the damage mitigation fund was not a helpful feature of CMRS, with some citing the 18-month time

registration fees but do not include expenses related to moving in general (e.g., furniture) or to ongoing financial obligations (e.g., childcare).

³⁴ Appendix Exhibit E.5 provides data on the number of unit referrals provided to CMRS families who enrolled through May 2023. Some 88.8 percent of these families received at least one referral and 53.2 percent received four or more referrals; 12.3 percent of these families received only one referral and 12.6 percent received two referrals.

limit as the reason for its limited utility. (This is a reference to the fact that, under the terms of the CMRS Guide, landlords must place a claim against the damage mitigation fund in the first 18 months of tenancy in an opportunity area unit). Staff at some sites did not mention the damage mitigation fund at all during their interviews. This may be more a reflection of the timing of the site visits than the potential value of this feature. At the time of the visits, few landlords had been renting to Demonstration families for very long, making it unlikely that requests for these funds had yet been needed.

Holding fee and lease-up bonus. Housing mobility service providers and landlords at most sites reported that holding fees and lease-up bonuses are an important component of CMRS. In most sites, housing mobility services providers indicated that these services counteract factors that can make renting to families with a voucher less attractive to landlords, namely the time it takes to get a lease signed, the uncertainty of inspections passing or being completed in a timely manner, and the below-market rents landlords receive in many cases. Some landlords reported that these financial incentives served as compensation for the lower rents and the lengthier lease-up process with voucher holders.

However, housing mobility service providers in a few sites did not view holding fees and lease-up bonuses as important. Housing mobility service providers in one site reported that the holding fees and lease-up bonuses did not incentivize landlords to participate in the Demonstration. This is because other city or state housing programs offer qualifying landlords a bonus of 1 month's rent, which is a greater value than the half-month's rent bonus offered by the Demonstration. In one site, service providers said that another housing authority that serves the same jurisdiction offered higher bonuses than those associated with the Demonstration, which eliminated the value of the bonuses associated with the Demonstration. Service providers in one site also indicated that the holding fee and lease-up bonus were not effective incentives for landlord participation in the Demonstration. At this site, most of the participating landlords are large real estate firms that do not have the necessary mechanism to enter a bonus into their accounting systems.

6.4 Implementation Successes and Challenges

The qualitative interviews and observations of the study's site liaisons show that all sites have been largely successful in standing up their CMRS programs. The sites have established rhythms for communication between recruitment and enrollment teams and processes for shepherding families through the Demonstration. All sites are delivering CMRS to the treatment group families. At the same time, the qualitative interviews surfaced some implementation challenges that were common across sites as well as some site-specific challenges.

Staff procedures and capacity. Almost all PHA and service provider staff reported satisfaction with their established procedures for managing families' progression through service phases and for providing those services. These procedures included established ways of handing off families who had been assigned to the treatment group, liaising with broader HCV and inspections teams at the PHAs, transitioning families between mobility coaches and leasing coordinators, and documenting interactions in the Service Tool. In the Minneapolis Region and the Pittsburgh Region, procedures included coordinating across two PHAs.

Despite having these procedures established, most of the Demonstration sites suggested that staffing shortages and turnover have contributed to implementation challenges. Nearly every site within the first year of implementation experienced turnover in their recruitment or housing mobility services team, which meant they had to hire and train new staff on Demonstration requirements while it was underway. These kinds of staffing challenges are not uncommon in social programs. The qualitative interview data and site liaison reports indicate that staff shortages and turnover among service providers led to what they described as high caseloads. (Since enrollments were slower than expected, caseloads may not in fact have been higher than HUD expected over extended periods.)

The complex needs of some families appear to have contributed to sites' perceptions of high caseloads. Many service provider staff slipped into providing case management and counselor support on non-mobility issues to prepare families for a move, which led them to offer more intensive services than the Demonstration intended. Service providers at half the sites raised this as an issue. Families also took longer than anticipated to move through the service phases to program completion. Spending more time with families through the service phases and with some families in particular to address higher needs, coupled with periodic staff turnover, reduced the time staff had to work with each family on average and to recruit landlords.

Family satisfaction with service quality and consistency. The majority of families across all sites reported gratitude for and satisfaction with the CMRS. As noted in Section 6.3, families found coaching and the financial support especially helpful. However, results from the qualitative interviews suggest variation in the level of satisfaction with the CMRS program. Complaints centered mainly around dissatisfaction with the level of support provided during the search process. The interviews revealed a misalignment between some families' understanding of CMRS and what it actually provides. For example, in four sites, some families said they had understood that most of the housing search activities would be carried out by the service provider. Other families reported that their expectations for the types of housing they would be able to rent through the Demonstration were not met—for example, whether single family units would be available and whether they could have pets. As noted in Section 4.4, the mismatch between family expectations and what CMRS actually provides may be attributable, in some cases, to how PHA staff present the program at the recruitment stage. Some families may also have held unrealistic expectations about the kinds of units they would be able to access in opportunity areas; a component of CMRS involves discussing families' housing priorities and the fact that families may not be able to find units that meet all of their desires.

The level of services families reported receiving varied within individual sites. Families at the same site reported different levels of responsiveness from mobility coaches and leasing coordinators. There was no obvious correlation between the intensity of services provided and families' level of satisfaction.

Landlord recruitment. Housing mobility services staff in at least four sites indicated that landlord recruitment was a significant implementation challenge. Some attributed this issue to a lack of mobility staff capacity to engage with landlords. In one site, the leasing coordinator position was vacant for a time and staff in two other sites said that staff turnover negatively affected landlord recruitment. But even when the leasing coordinator position was staffed, the time leasing coordinators spent explaining the HCV program and working to overcome landlords' reluctance to rent to families with an HCV reduced the time they have available to recruit additional landlords. Both families and service providers reported that some landlords refused to accept applications from Demonstration families because they perceived the families as high risk or thought that they would need to lower their asking rents.

Rent levels. Although landlords in some markets reported that the enhanced payment standards enabled them to rent to tenants with housing vouchers, some landlords declined to participate because they would still need to reduce their asking rents despite the enhanced payment standards. Housing mobility services staff in three sites cited a low payment standard compared with market rents as a challenge to landlord participation. Some other, potentially idiosyncratic, issues were also identified. In one site, a family identified a unit that fell within an opportunity area census tract but did not fall within a ZIP Code where the PHA had elevated the payment standards to promote access to opportunity areas. In another site, a unit was identified in an opportunity area that rented below the applicable payment standard but failed to satisfy HUD's requirement that the unit rent be reasonable in comparison to other comparable units. It is impossible to determine from the interview whether the rent reasonableness policy was applied appropriately, but the interviewee expressed concern that two units in non-opportunity areas were identified through the rent reasonableness algorithm as comparable units, leading the unit to fail the rent reasonableness check.

In nearly all sites, some families reported not being able to find any units in opportunity areas that met their voucher affordability limits.

Lease-up successes and challenges. Interviewees included families who had successfully leased up in opportunity areas and who reported gratitude and satisfaction for the program for having helped them find and secure their new homes. Twenty-six percent of the treatment group families interviewed for this report had moved to an opportunity area.

Housing mobility service providers across sites also noted that participating families' low credit scores present a challenge to implementing CMRS. In most sites, housing mobility service providers reported that poor or moderate credit scores kept families in the preparation phases of the Demonstration longer than anticipated. Although credit counseling services are part of CMRS, mobility staff reported that there is not enough time for families to substantially increase low credit scores. Instead, CMRS offers alternative strategies to address low credit scores such as an application cover letter to convey a family's current ability to be a responsible tenant. In addition, some staff and households said they felt that credit and income requirements set by some landlords appeared to be used to avoid renting to families with a voucher, even in areas with protections against source-of-income discrimination. These qualitative findings are aligned with the observation of site liaisons, who report that the housing mobility service providers have told them that participants have struggled to find available units and willing landlords.

Timing issue with receiving a “moving” voucher. To search for a new unit, an existing voucher family must request a “moving voucher” from the PHA before beginning a search. This “moving voucher” provides evidence that the family has housing assistance and shows the number of bedrooms for which they are eligible. Most PHAs in the Demonstration, as part of standard HCV procedures, require that the family must give notice to their current landlord that they plan to vacate their unit before receiving a moving voucher. This has posed a serious implementation challenge at some sites. Mobility staff in two sites reported that the requirement of a notice to vacate their current unit put families at risk of experiencing a period of housing instability in which they were “in between” voucher units. Families had only 30 days in the first site and up to 60 days in the second site to secure a new rental unit or risk losing their current housing if they could not do so. A similar issue emerged in a third site before the PHA changed its policy to no longer require notice to the current landlord before receiving a moving voucher. While timing issues with being “in between” units occur for HCV families not in the Demonstration, and for families renting without an HCV, the challenge may be more acute for CMRS families who are taking on the additional challenges associated with finding a unit in an opportunity area in the time-limited period between providing the notice to vacate and the end of their current lease.

Five of the families interviewed for the process study reported experiencing a period of housing instability that appears to be related to the families having given notice before finding a new unit to rent. In some of these instances, other factors may also have contributed to this issue, such as families feeling a pressing need to vacate their current unit or landlords being unwilling to temporarily extend families' current leases because of unresolved issues or because the landlord had already established a lease with a new tenant. (These situations had been resolved and the families were in stable housing at the time of the interviews.) In addition, more than two dozen of the interviewed families reported either re-signing leases with their current landlord or moving to another unit in a non-opportunity area to avoid being “in between” units. At PHAs where families were not required to give notice before conducting a housing search, staff and families reported significantly less stress in the search process.

Opportunity areas. A number of issues emerged related to how opportunity areas are defined. In several sites, families experienced confusion understanding the boundaries of opportunities areas. Commonly, this occurred in situations where part of a neighborhood is considered an opportunity area but other parts of the neighborhood—even across the street—are not because they are in a different census tract. In one site, some opportunity areas were reported to be too hard to access via public transportation. In another

site, limited opportunity areas within city limits resulted in families needing to expand their search to the suburbs to increase the likelihood of finding a unit in an opportunity area. In one additional site, relatively few neighborhoods qualified as opportunity areas and neighboring jurisdictions declined to allow the PHA to administer vouchers in the neighborhoods within their jurisdiction in order to expand the opportunity areas available to families within proximity of the PHA's boundaries; this problem appears confined to this one site.

7. Impact Evaluation Results

7.1 Sample and Outcomes

The impact analyses presented in this section focus on families who enrolled in the Community Choice Demonstration (Demonstration) through March 2023 (the Rapid Cycle Evaluation (RCE) impact analysis sample). Impact outcomes are measured using HUD administrative records through June 2024, which include complete records through April 2024 and partial records for May and June 2024.³⁵ Imposing a March 2023 enrollment cut-off for the RCE impact analysis sample ensures that at least 12 months of complete follow-up data following random assignment are available for all families in the sample.³⁶

The impact analysis reported in this chapter examines the impact of being offered comprehensive housing mobility-related services (CMRS) relative to being assigned to the business-as-usual control condition on two of the Demonstration's study outcomes³⁷:

- **Having a new lease-up in an opportunity area within 12 months of random assignment.** This confirmatory³⁸ outcome measures the percentage of families that moved to an opportunity area within 12 months of random assignment. For waiting list families, this measures any use of their voucher to lease a rental unit in an opportunity area. For existing voucher families (all but one of the families in the RCE impact analysis sample), this outcome measures any use of their voucher to lease a new rental unit in an opportunity area (i.e., not the same unit they were living in at enrollment). This outcome measure is based on geocoded address information obtained from HUD Form-50058 administrative records.
- **Having moved with a voucher within 12 months of random assignment.** This outcome measures the percentage of existing voucher families who moved with their voucher within 12 months of random assignment, regardless of whether the move was to an opportunity area. This outcome measure also is based on geocoded address information obtained from HUD Form-50058 administrative records.

Additional information about how outcomes were measured using information available in the Form-50058 records is provided in appendix B.

7.2 Impact Results

The first row of [Exhibit 7.1](#) shows that relative to the business-as-usual control condition, CMRS increased the proportion of families with a new lease-up in an opportunity area. About 4 percent of

³⁵ There were 624 total families who enrolled in the Demonstration by the end of March 2023. Of these families, 20 had withdrawn from further data collection at the time that families were matched to HUD records. Of the remaining 604 families who had not withdrawn, the study team was able to match 596 families to HUD records.

³⁶ In choosing the length of follow-up for this report, the study team needed to balance the desire for as long a follow-up as possible (which implies restricting the sample to those enrolled through a relatively early date) with the desire for as large an analysis sample as possible (which implies restricting the sample to those enrolled through a relatively late date). Appendix F presents impact estimates using two alternative enrollment cut-off dates for the RCE impact analysis sample.

³⁷ The planned-for analysis of a third outcome focused exclusively on initial lease-ups for waiting list families was not possible, given the small number of waiting list families enrolled in the Demonstration. Only one waiting list family had enrolled in the Demonstration by the end of March 2023 and only four of these families had enrolled in the Demonstration by the end of April 2023. Additional information about the sample and outcome measurement is provided in appendix B.

³⁸ In Lubell et al., 2023, the study team pre-specified a small set of confirmatory statistical tests based on two outcomes (new lease-up in an opportunity area within 12 months of random assignment and the number of months residing within an opportunity area within 24 months of random assignment). These confirmatory statistical tests will be reported as the main results of the study. In later study reports, the statistical significance of these tests will be adjusted for multiple comparisons. In this early report, we are conducting only one confirmatory statistical test, so no adjustment is needed.

families assigned to the control condition moved to an opportunity area within 12 months of random assignment. Among families offered CMRS, about 24 percent moved to an opportunity area, representing a 19.6 percentage point increase in the share of families moving to an opportunity area within 12 months of study enrollment.³⁹ (These proportions are adjusted for covariates in the impact model as described in appendix B. Exhibit F.11 in appendix F shows the unadjusted proportions, which are similar.)

The second row of [Exhibit 7.1](#) shows that CMRS, relative to the control condition, increased the proportion of existing voucher holders making any residence move, whether to an opportunity area or not. Among existing voucher families assigned to the control condition, about 22 percent moved to a new unit within 12 months of random assignment. Among existing voucher families offered CMRS, about 38 percent of families moved to a new unit within 12 months of random assignment, representing a 16.3 percentage point increase in the share of families who used their voucher to move to a new unit within 12 months of study enrollment.

Exhibit 7.1: Impact Estimates

Sample	CMRS		Control		ITT Impact		p-Value	
	N	Mean	N	Mean	Impact	(SE)		
Outcome: New Lease-Up in an Opportunity Area in First 12 Months After Random Assignment [Confirmatory]								
All Sites, All Families	313	23.7	283	4.1	19.6	2.6	0.000	***
Outcome: Any Move in First 12 Months After Random Assignment								
All Sites, Existing Voucher Families	312	38.4	283	22.0	16.3	3.7	0.000	***

ITT = Intention-to-treat. SE = Standard error.

*/**/*** Impact estimate is significantly different from 0 at the .10/.05/.01 levels, respectively, using a two-tailed t-test.

Notes: Sample is Demonstration families enrolled through March 2023. Impact estimates and outcome means are regression adjusted for baseline characteristics. See appendix B for additional details about outcome measurement and model specification.

Source: HUD Administrative Records.

7.3 Discussion of Impact Results

The key takeaway from these impact results is that CMRS had a statistically significant positive effect of 19.6 percentage points on new lease-ups in an opportunity area within 12 months of random assignment. This result is robust in the two sensitivity analyses conducted, one for alternative samples and a second for use of covariates. The main result is based on a sample of families enrolled through March 2023. As shown in appendix F, statistically significant and similarly sized results are seen for the same outcome for the smaller sample enrolled through February 2023 and the larger sample enrolled through April 2023. Per appendix F, impacts for all three samples when the impact estimation is conducted without covariates are statistically significant and similarly sized to the impacts with covariates shown in appendix [Exhibit F.10](#).

It is important to recall that this early sample of families is almost entirely (except for one family) made up of families who already had a housing voucher prior to study enrollment. This differs from the Creating Moves to Opportunity study (Bergman et al., 2023), which delivered housing mobility services to families from public housing agency waiting lists and so were not yet using housing vouchers at study enrollment. Existing voucher holders may not experience the same urgency to move as new voucher holders who may need to do so in order to use their voucher. Most of the Demonstration families did not move their residence during the first 12 months after random assignment (78.0 percent of existing

³⁹ The study team observed additional opportunity area moves that occurred more than 12 months after random assignment. Future Demonstration reports may capture these moves through an examination of whether families are living in opportunity areas at 24 months.

voucher families assigned to the control condition did not move during this time), even though they presumably had some interest in potentially moving when they enrolled in the Demonstration.

The results for the outcome of any move in the first 12 months after random assignment make it clear that CMRS is not just changing where families move but also inducing moves that would not have happened otherwise. Among other things, this means there will be an increase in the total number of inspections and requests for tenancy approvals submitted when implementing a mobility program, resulting in increases in Housing Choice Voucher administrative costs.

Looking at the two impact results in [Exhibit 7.1](#) together also allows us to ponder what underlies the positive effect of CMRS on new lease-ups in opportunity areas. We are interested in knowing whether the additional opportunity area lease-ups caused by CMRS are occurring among families who otherwise would have not moved, among families who would have moved to non-opportunity areas, or among both of these types of families. Two different general scenarios seem plausible. In the first scenario, most additional new lease-ups in opportunity areas are occurring among families who would not have moved at all with business-as-usual services. In the second scenario, CMRS facilitates lease-ups in opportunity areas among families who would have moved to non-opportunity areas. Under this scenario, CMRS additionally encourages some families who otherwise would have not moved to attempt to move to opportunity areas, but these families end up moving to non-opportunity areas rather than to opportunity areas. We cannot determine from the impact analysis alone which scenario is a better explanation of the results; this topic that can be explored further in the qualitative analysis.

Two caveats to the impact results are worth noting. First, these early impact results are for a sample of families who were enrolled during the study pilot, and thus a substantial proportion of housing mobility services delivered to the CMRS group in this sample were delivered during a time before programs had fully matured. Second, although this sample includes families from all eight sites, some sites have relatively few families in the sample because they began enrolling families into the study at a later time.⁴⁰

⁴⁰ The 596 families in the impact analysis sample are from all eight sites, though some sites contribute more families than others: Cuyahoga (146 families); Los Angeles (31 families); the Minneapolis Region (63 families); Nashville (87 families); New Orleans (42 families); New York City (55 families); the Pittsburgh Region (102 families); and Rochester (70 families).

8. Cost Study Results

This chapter reports on the costs of delivering services to families in the Community Choice Demonstration (Demonstration) during the initial months of implementation. It first documents the estimated total incremental cost per treatment group member of the comprehensive housing mobility-related services (CMRS). Next, it reports estimates for the costs of specific categories of services within the overall CMRS. The chapter concludes with discussions of how cost estimates might evolve over time and with feedback on costs derived from qualitative interviews with public housing agency (PHA) and service provider staff.

8.1 *Estimating Costs in the Rapid Cycle Evaluation*

This Rapid Cycle Evaluation (RCE) reports initial estimates of the costs of delivering the CMRS intervention. These estimates are “initial” because, although they rely on the best information available, they focus on the formative months of the Demonstration. This includes the pilot period during which sites were ramping up enrollments (and thus serving fewer families than they could likely support with the same number of staff during full implementation), and staff were learning to implement the intervention, including using data entry tools that were being refined based on site feedback. As detailed in prior sections, a number of sites experienced staffing disruptions that resulted in fluctuations in staffing costs, and only two sites had exited the pilot by May 2023, so much of the data used for the cost analysis are based on the pilot period. The estimates of program costs in this chapter are based on seven of the eight sites.⁴¹

Appendix C details the data sources used for the cost analysis and how cost measures are constructed. There are three main data sources used for the cost analysis. The first data source is the invoices that sites send to HUD, which provide itemized amounts for site-level costs (primarily staffing, but also overhead and supplies). The invoices used for the cost analysis cover 2 to 6 months, depending on the site, from spring and summer 2023.⁴² The second data source is the Service Tool, which provides data on individual families, including counts of families receiving services and duration of service receipt that are needed to estimate the average cost per family of services received. Service Tool data also provide average amounts of financial assistance and landlord incentives.⁴³ The third data source is the set of interviews that the study team conducted with site leadership in charge of staffing and program finances to review and provide context to the invoices and to provide context to estimates from service delivery tool data. Appendix C provides more detail on the data sources used for the cost analysis and how cost measures are constructed.

The reported costs are “incremental,” meaning they are the costs for additional services received by treatment group families beyond what is available as business-as-usual services to the comparison group, which are described in Chapter 2. In practice, business-as-usual costs were relatively small (less than \$250 per control group member). They consisted largely of security deposit assistance available for low-income families that many voucher holders access when moving. In one site, the county government

⁴¹ Los Angeles was not included in the cost analysis because program implementation was not yet mature enough for reliable cost and service delivery data collection.

⁴² The invoices were selected based on consultation with site leadership about which months were most representative of a staffed and functioning program.

⁴³ For estimates of average financial assistance received per participant family, the study team calculated average assistance receipt for families that enrolled in early quarters of the Demonstration (through March or June 2023, depending on the site). Because these families had completed program service receipt, this average is more representative of program costs than an average that includes families that enrolled more recently who may still be receiving services and may yet receive financial assistance.

administers a security deposit assistance program that assists lower-income families who lease up in their jurisdiction.

Measuring costs at this initial stage of the evaluation involves some degree of uncertainty due to staffing and enrollment fluctuations and the small share of the sample that has completed service receipt. However, the best available cost estimates for the CMRS services as experienced in Demonstration sites are an important input to designing the selected housing mobility-related services (SMRS) to be evaluated in Phase 2 of the Demonstration; the initial cost estimates also provide context for the initial impact estimates reported in Chapter 7. The study team anticipates providing more robust cost estimates in future reports when programs have stabilized staffing, more participants have experienced all CMRS components, and multiple years of administrative data are available for analysis.

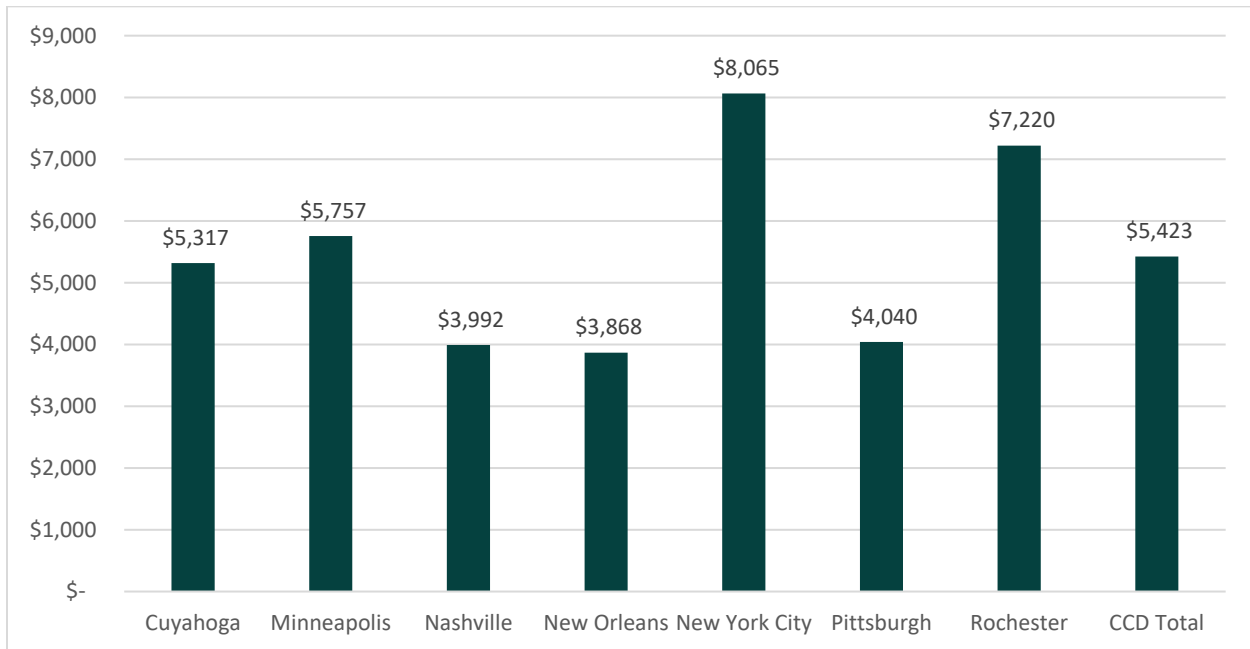
8.2 Cost per Treatment Group Member

This section reports initial estimates of the costs of the CMRS intervention. The estimates approximate the costs of providing CMRS to the families included in the impact analysis reported in Chapter 7.

We estimate that the average incremental cost (per treatment group member) of CMRS is \$5,423.

This estimate includes a full cost of services from the pre-move appointment to the initial follow-up portion of post-move services, even though many families had not yet completed a housing search. The cost is “incremental”—that is, the cost of CMRS above a modest estimated cost for the business-as-usual control group (\$244 per control group member on average). [Exhibit 8.1](#) reports the per treatment group member total incremental cost of CMRS for each site included in the cost analysis. Costs range from a low of just under \$4,000 to a high of about \$8,000. Variation in costs is a result of a variety of factors. Because costs are calculated per treatment group member receiving services, increases in enrollment rates will result in lower costs for the services provided by staff when the number of staff is fixed (i.e., the same number of staff serve more participants). Of course, other factors may increase per participant costs. For example, if a site has an increased share of participants receiving financial assistance, per-participant costs would increase. Staff salaries are the largest input cost to CMRS, with security deposit assistance a distant second. Sites in metro areas with higher labor costs and rents will thus have higher average costs. And sites with higher security deposits, and where participants have higher utilization of security deposit assistance to date in the Demonstration, will also have higher average costs.

This cost estimate is similar in magnitude to estimates of costs of other mobility programs. The Creating Moves to Opportunity mobility program (Bergman et al., 2020) estimated a cost per family issued a mobility voucher of \$3,227 (adjusted for inflation to 2023 dollars). Similarly, a hypothetical voucher mobility program proposed in Sard, Cunningham, and Greenstein (2018) is estimated to cost about \$5,450 (in 2023 dollars). So far, the costs of CMRS are in line with expectations.

Exhibit 8.1: Cost per Treatment Group Member by Site

Source: Cost study data, which include invoices of program expenditures, cost interviews with site leadership, and Service Tool data.

Moving forward, improved site capacity to handle more enrollments will likely result in lower average costs per treatment group member. At the same time, greater use of services, particularly financial assistance, as families progress through the phases of service delivery will likely result in higher average costs for financial assistance per treatment group member. So estimated costs for a more mature CMRS program could be more or less than these initial estimates.

8.3 Component-Level Cost Estimates per Treatment Group Member

To aid in designing SMRS and provide greater detail for the cost estimates, the study team estimated costs separately for eight categories of CMRS. The service categories are the pre-move appointment, workshops, other pre-move services, search assistance, family financial assistance, owner incentives, owner outreach, and post-move services.

[Exhibit 8.2](#) lists the estimated component-level incremental costs per treatment group member of the service components along with a list of the services included in each category. Search assistance makes up the highest share of costs among the components, at 22 percent of the total. The pre-move appointment and other pre-move services make up 18 and 13 percent of costs. Financial assistance to families (including security deposits) represents 16 percent of costs, while owner incentives and assistance contributes 10 percent of costs. The three components contributing the least to costs are the workshops, owner outreach, and post-move services.

Exhibit 8.2: Component-Level Incremental Costs per Treatment Group Member of CMRS

Service Category	Included Services	Incremental Cost per Treatment Group Member (% of total)
Pre-move appointment	<ul style="list-style-type: none"> Intake and introduction Mapping family systems Opportunity area discussion Housing needs Barriers to moving 	\$958 (18%)
Workshops	<ul style="list-style-type: none"> Housing search Renter Money management 	\$408 (8%)
Other pre-move services	<ul style="list-style-type: none"> Family preparation plan Referrals to address barriers Final family preparation check-in 	\$719 (13%)
Search assistance	<ul style="list-style-type: none"> Application cover letters Move voucher requests Unit referrals, tours, applications Ongoing check-ins 	\$1,175 (22%)
Family financial assistance	<ul style="list-style-type: none"> Flexible financial support Security deposit applications 	\$882 (16%)
Owner incentives and assistance	<ul style="list-style-type: none"> RFTA filing assistance Expediting inspections Holding fee Lease-up bonus Damage mitigation fund 	\$539 (10%)
Owner outreach	<ul style="list-style-type: none"> Initial contacts Relationship building Outreach events 	\$371 (7%)
Post-move services ^a	<ul style="list-style-type: none"> 1-month post-move check-in (home visit) Additional post-move check-ins “Open door” check-ins Annual check-in Owner 1-month post-move check-in Additional owner post-move check-ins 	\$371 (7%)
Total		\$5,423

RFTA = Request for Tenancy Approval.

^a Few families (and owners) have had more post-move services than a 1-month post-move check-in.

Note: Totals do not add up to 100% due to rounding.

Source: Cost study data, which include invoices of program expenditures, cost interviews with site leadership, and Service Tool data.

Moving forward, post-move services is the most likely component to increase as a share of costs of CMRS, as more families receive support to maintain their residence after opportunity moves. The costs of family financial assistance may also increase, particularly as more families receive security deposit assistance to make opportunity moves.

8.4 Component-Level Cost per Component User (Unit Cost)

Detailed data in the Service Tool allow us to consider costs per user of each component service ([Exhibit 8.3](#)). Unlike the cost per treatment group member, these cost estimates are *not* comparable to impact estimates. Not all treatment group families receive each of the services—whether a family receives services depends on how far along the search process they progress and whether the service is applicable to their situation. While the impact estimates and costs per treatment group member describe outcomes averaged over all treatment group families, these cost-per-user estimates describe the costs of services receipt only for families receiving each service component. However, these estimates provide context as a measure of the intensity of services received by those families. Additionally, these estimates are *not* adjusted for comparison group cost estimates (i.e., they are not incremental).⁴⁴

⁴⁴ Estimates of take-up rates used for these calculations differ from those reported in earlier sections. Take-up rates in this section were selected for early enrollment cohorts in each site that aligned with cost data available in each site.

Exhibit 8.3: Component-Level Costs per User of Each Component Service

Service Category	Estimated per User Cost (% of total)	Percent of Treatment Group Families Receiving Component
Pre-move appointment	\$1,023 (9%)	96
Workshops	\$535 (5%)	81
Other pre-move services	\$844 (8%)	97
Search assistance	\$1,286 (12%)	98
Family financial assistance	\$2,852 (26%)	36
Owner incentives and assistance	\$2,691 (24%)	21
Owner outreach	\$420 (4%)	98 ^a
Post-move services	\$1,506 (13%)	25
Sum over categories	\$11,158	48 ^b

^a Owner outreach costs are attributed to families receiving search assistance services. ^b Number of participants for total is calculated as the weighted average (based on the per treatment group cost) of the number of participants using each component service.

Source: Cost study data, which include invoices of program expenditures, cost interviews with site leadership, and Service Tool data.

These results show that, when families offered CMRS receive a specific service, family financial assistance (including security deposits) has the greatest cost per recipient, followed by owner incentives. These amounts include coordination and administration associated with financial assistance. About 35 percent of the family financial assistance costs represent payments made to or on behalf of families and 32 percent of owner incentives and assistance are incentive payments made to landlords. This analysis also shows that post-move services are relatively resource intensive for the one-in-four families in the treatment group (in the cost analysis sample) that has received post-move services.

8.5 Potential for Change in Costs of CMRS

These are initial estimates of CMRS costs. As discussed in Section 4.3, much of the time period covered in this analysis includes the Phase 1 pilot in which sites had modest enrollment targets. With sites out of the pilot period and staff having more experience providing CMRS, enrollments will likely increase. At sites where staffing levels stay constant, this should result in many component costs decreasing on a per-family basis, and likely a decrease on total cost per family.⁴⁵ On the other hand, increases in the number of staff may lead to increases in average costs. Additionally, some service components may potentially be over- or underrepresented in cost estimates because much of the sample being served when cost data were collected for this report was in earlier phases of service receipt. For example, if a higher fraction of families were in an active search phase during the period used to assess costs for this study, the costs of search assistance may be overrepresented in the current analysis relative to other categories. Similarly, if the share of enrolled families who move to an opportunity area increases over time, the share of costs attributable to direct financial assistance for security deposits and other financial expenses will increase. The share of costs attributable to post-move services should also increase over time as more families reach the point of receiving such services. Workshops do not take a significant amount of staff time relative to other activities, because they can be provided to multiple families at once. Owner outreach is also not occupying as much staff time as might be expected, potentially because sites faced with staffing challenges prioritized tenant interactions and completing lease-up interactions with owners over finding

⁴⁵ One example of how increased experience by sites and in the Demonstration generally may result in reduced costs is the Service Tool. Site staff gained familiarity with the Service Tool during the pilot period, and improvements to the tool capabilities (e.g., ability to generate tracking reports) were implemented through the period included in the cost analysis. Sites are likely to spend less time becoming familiar with the tool and finding workarounds for capabilities that were not yet available moving forward.

new owners and units. Similarly, during the pilot period, sites may have prioritized tenant interactions over cultivating owner referrals.

8.6 Costs not Included in RCE Cost Study

Costs associated with research activities (such as briefing participants on the study and meeting with researchers) are not included in these estimates. The time and resources spent recruiting participants is also not included in the cost estimates. In the absence of a research study, a mobility program would still contain some recruiting element.

The estimates reported in this section include only the costs of CMRS program services. Opportunity moves also result in other costs. In the short term, a move generates administrative actions for PHAs (e.g., Request for Tenancy Approval and a unit inspection), so an increase in the number of moves will increase voucher administrative costs. In the long term, rents are expected to be higher in opportunity areas, resulting in higher housing assistance payment costs over time. These “induced” costs are important considerations that will be included in future, longer-term cost-effectiveness analyses.

In addition to providing CMRS, sites have implemented a number of administrative policy changes as discussed in Section 2.4. These changes may result in one-time administrative costs related to enacting the change. They may also result in changes to the costs of administering vouchers outside of the mobility program. For example, expediting lease-ups and other administrative actions for CMRS families leasing up in opportunity areas may increase administrative costs or disrupt a PHA’s service provision. Some PHAs did not believe this was happening to date. Others said that prioritizing a Demonstration transaction could result in a delay in non-expedited transactions, but that disruptions had so far been minimal because opportunity moves were a relatively small share of overall administrative activities for the PHA.

Lastly, costs to families of housing search, such as the value of families’ time and any out-of-pocket expenses, are not included in the RCE cost study.

8.7 Qualitative Feedback on Costs from Site Cost Interviews

During the cost interviews, PHA staff and service provider staff also provided qualitative feedback on the costs of services. Housing mobility service provider staff at multiple sites recommended adding additional staff—in particular, adding another leasing coordinator who could help with owner outreach and the search process. Staff at one site said that the program would be more effective if there were resources to hire one or two housing specialists at their PHA specifically for the Demonstration. This role would be a specific point of contact and support for coaches and the families that are in the process of making an opportunity area move.

9. Conclusion

Between August 2022 and the end of August 2024, the study's eight sites have enrolled 3,187 families into the Community Choice Demonstration (Demonstration) and report that 285 families offered comprehensive housing mobility-related services (CMRS) have moved to an opportunity area. Enrollments are expected to continue through 2028, with an ambitious goal of enrolling about 15,000 families in total. Each of the sites has worked hard and successfully to conduct outreach to and enroll eligible Housing Choice Voucher (HCV) families and provide CMRS to help families learn about and access housing in opportunity areas.

The analysis of early program experiences conducted for this Rapid Cycle Evaluation Report indicates that, for the most part, services are being implemented with fidelity to the CMRS model and implementation has been robust. As would be expected in a new program being implemented across multiple sites, however, the sites have experienced a number of challenges, including staff vacancies due to staff turnover. Service providers at some sites also said they provided a deeper level of services than envisioned by the model to some families to address social challenges that are not directly related to the housing search process but interfere with families' ability to focus on their housing search. Credit issues, the refusal of landlords to participate in the HCV program, and the limited number of units renting within program guidelines in opportunities areas were cited as key obstacles to families' success in leasing up in an opportunity area.

Families and service providers both identified having a coach to help families troubleshoot obstacles and provide motivation to continue searching and financial assistance to families as important components of the CMRS. Families also appreciated referrals to available units in opportunity areas. Landlords appreciated the expedited lease-up procedures, damage mitigation fund, and having a point of contact at the PHA.

Analysis of data on the families who enrolled in the Demonstration through March 2023 indicate that the program is having a statistically significant impact, increasing the share of families who move to an opportunity area within 12 months by 19.6 percentage points. This is a large and meaningful impact that will significantly increase the exposure of children to opportunity areas.

An initial examination of program costs to date indicates that the program costs approximately \$5,423 per treatment group member. These cost estimates are preliminary. As enrollment in the Demonstration increases and programs become more experienced in helping families access opportunity areas, both the total program costs and the distribution of program costs across categories are likely to change.

In 2025, sites are expected to begin offering two different treatments, the CMRS and a selected set of services called selected housing mobility-related services (SMRS) as part of Phase 2 of the Demonstration. During this phase, families will be randomized into three groups: a group offered CMRS, a group offered SMRS, and the control group, which is offered business-as-usual services. The research design calls for one, two, or three SMRS interventions to be tested during Phase 2. To facilitate implementation, each participating site will test only one SMRS intervention.

The study team is preparing recommendations for Phase 2 of the Demonstration based on the lessons learned from Phase 1 that are documented in this report. These recommendations will be considered by HUD and the expert panel, and input will be obtained from the sites, before finalizing the SMRS intervention(s) to be tested in Phase 2.

As noted above, this report provides preliminary findings on early experiences with and impacts of the Demonstration. A final evaluation report on Phase 1 of the Demonstration is expected in the coming year. It will provide insight into a more mature implementation of CMRS, include a larger impact sample and a

longer period of time over which to assess program costs, and include a more robust and rigorous qualitative analysis. An interim report on the evaluation of Phase 2 is expected in 2028, with a final comprehensive evaluation report on both phases expected in 2031.

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Appendix A. Qualitative Data Collection and Analysis Methods

Between August 21 and December 12, 2023, the study team conducted qualitative interviews at all eight Community Choice Demonstration (Demonstration) sites, the first of two rounds of interviews for the Process Study of the first phase of the Demonstration. The study team interviewed four types of respondents: (1) public housing agency (PHA) staff; (2) housing mobility service providers; (3) participating households; and (4) landlords. Within each of these groups, the study teams targeted individuals with the following characteristics:

- **PHA staff.** For each PHA,⁴⁶ the team aimed to interview staff in three roles: the PHA lead for the Demonstration; a director-level staff member with insight into prior housing mobility services, Housing Choice Voucher (HCV) administrative policies, and the interface between the Community Choice Demonstration and HCV teams; and one staff member in charge of recruitment and enrollment.
- **Housing mobility service providers.** At each Demonstration site, the study team sought to interview four staff: the comprehensive housing mobility-related services (CMRS) team lead, two mobility or household coaches, and the leasing coordinator. In some sites, these staff worked for the PHA, whereas in other sites, they worked for contracted service providers.
- **Families.** The team sought to interview a total of 20 household heads at each site: 15 from the treatment group families and 5 from the control group. Among the treatment group, the team aimed to interview 10 existing and 5 new voucher families, with 11 of the 15 newly leased up and 4 still searching. The study team offered \$40 gift cards to families that agreed to participate.
- **Landlords.** The teams aimed to interview 4 landlords reflecting a mix of small and large landlords with Demonstration and/or HCV experience. The study team offered \$30 gift cards to participating landlords.

Recruitment Process and Results

Site visit staff attended a training session (remotely or in person) in preparation for data collection. The study team designed this training to ensure consistency across the site visit teams. The training covered preparation and fieldwork expectations, including review of background materials for each site, outreach plans and scheduling protocols, data collection and interview protocols, respondent confidentiality requirements, post-visit analysis and reporting requirements, and all data collection and storage-related logistics. Once the site visit staff completed the training, staff assigned to each site contacted respondents to introduce the Process Study and the site team, answer any questions about the Process Study, and schedule interviews.

Each site visit team began their recruitment process with a call to the PHA lead to determine dates for the site visit, collect the names and contact information of all staff associated with the Demonstration, and coordinate a space for hosting in-person interviews. Following this call, each team received a list of 10 families from the control group and 30 families from the treatment group. Three sites had fewer than 30 eligible families in the treatment group, so site visit teams received lists with as many families as were eligible (Los Angeles had 22 eligible treatment families, Minneapolis had 27, and New York had 28). The site visit teams then moved to interview scheduling, beginning with the Demonstration PHA lead and

⁴⁶ In the Minneapolis and Pittsburgh regions, where two PHAs are implementing the Demonstration jointly, the teams interviewed staff in these three roles at both PHAs.

then to the in-person interviews planned for PHA and service provider staff. The PHA and service provider staff generally preferred, and were more available for, in-person interviews.

The study team initially planned for each site visit to take place over a 2-week period—1 week onsite and 1 week of virtual data collection. However, at many of the sites, the virtual data collection extended beyond 1 week due to recruitment and scheduling challenges. [Exhibit A.1](#) shows the data collection windows and onsite dates for each site.

Exhibit A.1: Process Study Data Collection, Round 1

Site	Data Collection Window (all in 2023)	Onsite Dates
Cuyahoga	August 21–September 1	August 21–25
Pittsburgh Region	October 5–December 1	October 16–20
Minneapolis Region	October 9–24	October 9–13
Nashville	October 9–November 6	October 16–20
Rochester	October 16–November 8	October 16–20
New York	November 27–December 12	November 27–30
Los Angeles	December 4–19	December 4–8
New Orleans	December 4–20	December 4–6

Few sites had begun enrolling waiting list families at the time of the site visits, which meant the site teams had few families to recruit from this portion of the treatment-group sample. Teams attempted to interview as many families as possible who had newly received a voucher but did not impose the planned 66/33 percent mix of existing to new voucher family recruitment within the treatment group. Family samples also included fewer leased-up families than the originally planned 75/25 percent mix of leased to searching families, so more searching families were interviewed than leased-up families.

In addition to the challenges with family recruitment noted above, it was difficult to meet the planned number of landlord interviews. Teams requested landlord contacts from PHAs, but many of the lists provided included fewer than the eight requested names. Furthermore, many landlords were not responsive to outreach.

Two members of the study team conducted each interview (both remote and in-person). During interviews, one team member typed detailed notes on an encrypted laptop and audio recorded the interview. [Exhibit A.2](#) shows the number of qualitative interviews by respondent type that the study team completed at each site.

Exhibit A.2: Number of Interviews Completed at Each Site

	PHA Staff	Housing Mobility Service Providers	Household (Treatment: Leased-Up)	Household (Treatment: Searching)	Household (Treatment: OA Movers)	Household (Treatment: Total)	Households (Control)	Landlords	Total
Cuyahoga	3	4	4	11	3	15	5	4	31
Los Angeles	4	4	3	8	3	11	4	4	27
Nashville	2	3	7	8	4	15	5	3	28
New Orleans	4	4	9	3	7	12	4	3	27
New York	3	4	5	8	2	13	5	2	27
Minneapolis	6	3	10	5	4	15	4	4	32
Pittsburgh	5	4	8	6	5	14	4	3	30
Rochester	3	4	2	13	2	15	5	4	31
Total	30	30	48	62	29	110	36	27	233

OA = opportunity area

Note: OA movers are a subset of Leased-Up households.

Interview Analysis

There was insufficient time between the interviews and this early Rapid Cycle Evaluation (RCE) Report to code and fully analyze the interview transcripts. Accordingly, an abbreviated process was used for this report, with full analysis planned for the final Phase 1 Process and Impact Evaluation Report. Upon completion of the interviews during the data collection window for each site, the site visit teams recorded their findings in a site visit summary memo template. The resulting summary memos were used to support data analysis for this RCE Report. The summary memos included summaries of interview findings related to—

- Program services provided and impressions about their relative effectiveness.
- Challenges families faced accessing CMRS and/or making moves to opportunity areas, and challenges landlords and program staff experienced with the Demonstration.
- Site-specific factors perceived to be affecting the success of CMRS.
- Program implementation status and fidelity to CMRS.

Each site visit team submitted their site summary memos roughly 2–3 weeks after concluding their final interviews. From there, the Process Study leads identified key information and themes that surfaced across sites and drew out similarities and differences in perspectives and experiences by respondent type related to each memo topic. The leads then developed a cross-site summary of findings. This summary was shared with the full site visit team for review in advance of a team meeting, during which the team provided additional clarifying input and site-specific examples for sections of the draft RCE Report. While drafting the report, the leads engaged site team staff to clarify details, verify facts, and ensure the accuracy of findings based on the quick analysis, returning to the site memos and interview notes, as necessary.

- In preparation for the Phase 1 Process and Impact Evaluation Report, audio interview files from the first round of data collection will be transferred securely to a transcription service and the Process Study leads will develop a codebook, with input from the site team staff. Once all interviews are transcribed, staff will import files into NVivo and code them. The results of this in-depth analysis will be included in the final Phase 1 Process and Impact Evaluation Report.

Appendix B. Impact Data Collection and Analysis Methods

Collection of HUD Records

Needed Information

The study team required several types of information from HUD administrative records for the CCD impact evaluation. These types of information included:

- Address of each residence from baseline through the follow-up period for each CCD family;
- Start and end dates for each residence spell for each CCD family;
- Disability status and sex of the head of household; and
- Baseline income for the CCD family.

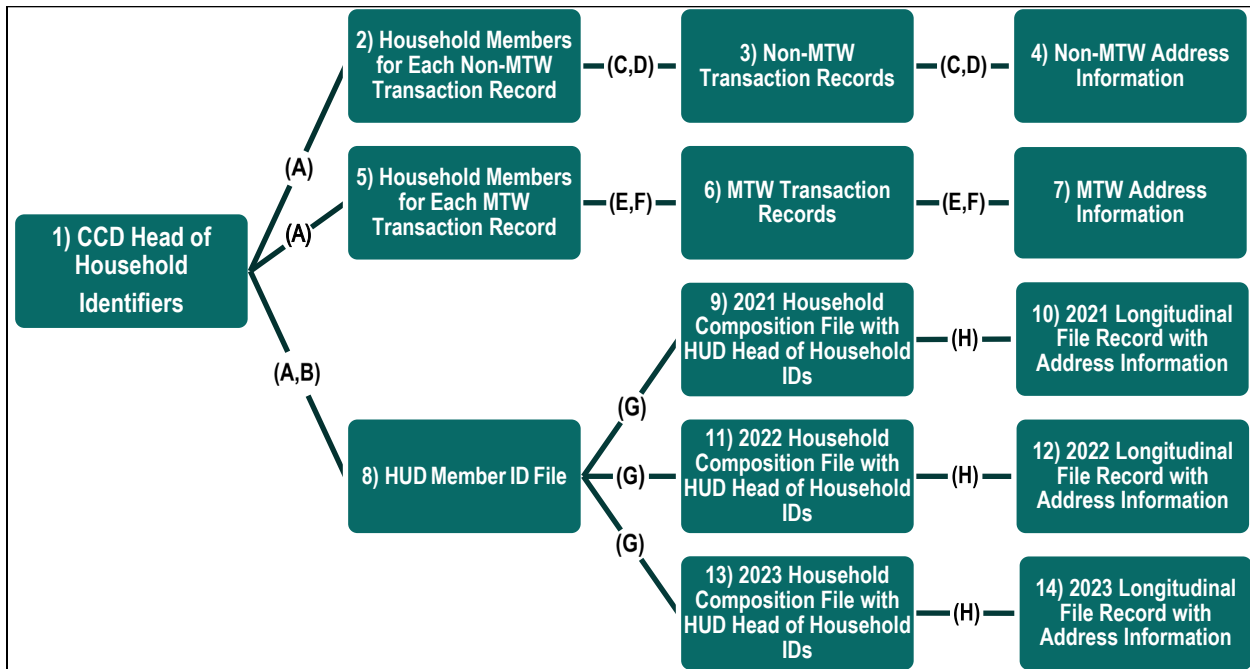
Data Sources

To measure the neighborhood locations and residential moves of Demonstration families, the study team collected Form-50058 administrative records from HUD for Demonstration household heads based on data linkages made using Social Security number (SSN), name, and date-of-birth information. Public housing agencies (PHAs) use HUD's Form-50058 to report to HUD information about families receiving assistance through the Public and Indian Housing (PIH) Inventory Management System/PIH Information Center (IMS/PIC) system. Form-50058 collects information on all household members, assets, income sources and amounts, housing assistance payments and, critically, residential address. PHAs submit this form upon each programmatic action for a household (such as new admission, reexamination, a move to a new unit, portability move-in or move-out, and end of participation).

The study team collected the full set of Form-50058 records available for Demonstration families, in addition to annual snapshot records found in the Office of Policy Development and Research's longitudinal file.⁴⁷ [Exhibit B.1](#) provides an overview of the relational structure of the HUD data files that were provided to the study team for the Rapid Cycle Evaluation (RCE) analysis. [Exhibit B.2](#) provides additional details about the key information contained in each data file. Because Demonstration household heads are not always recorded as household heads in the HUD administrative data, the study team linked address information to Demonstration household heads via household composition files that provided information about the household members present at the time a transaction occurred.

⁴⁷ The longitudinal file also includes records from Form 50059 that are collected in HUD's Tenant Rental Assistance Certification System (TRACS), in cases where Demonstration families have received rental assistance via other HUD multifamily programs, such as Section 8 Project-Based Rental Assistance (PBRA) or Section 236 Interest Reduction and Rental Assistance Payments. All Form 50058 records in the longitudinal file originate from Form 50058 records present in the full-set transactions files. However, for some records, data in the longitudinal file are cleaned compared to the original transaction record, and therefore are more correct or complete.

Exhibit B.1: Relational Data Structure, HUD Administrative Records



CCD = Community Choice Demonstration. MTW = Moving to Work Program.

Note. A = Member SSN; B = Member Name + Date of Birth; C = Transaction Record Date-Time Stamp; D = HUD Head-of-Household SSN; E = MTW Transaction ID; F = MTW Household ID; G = HUD Member ID; H = HUD Head-of-Household ID.

Exhibit B.2: Relational Data Files, HUD Administrative Records

File Name	File Description	Link(s) In	Link(s) Out
CCD Finder File			
1) CCD Head-of-Household Identifiers	One record per CCD HOH containing Demonstration ID, full name, date of birth, and SSN.	N/A	<ul style="list-style-type: none"> CCD HOH SSN CCD HOH name and date of birth (for longitudinal file records)
Transaction Extract Data Files (Non-MTW)			
2) Household Members for Each Non-MTW Transaction Record	For each non-MTW transaction, includes one record per household member. Records include both the HUD HOH SSN and the SSN for each household member at the date and time of the transaction record, as well as additional member-level characteristics.	<ul style="list-style-type: none"> CCD HOH SSN 	<ul style="list-style-type: none"> HUD HOH SSN and transaction record update date (i.e., 01JAN2020:01:01:01).
3) Non-MTW Transaction Records	One record per non-MTW transaction. Records include information about the effective date and action type of the transaction, as well as additional household-level characteristics. Records in this file do not include address information.	<ul style="list-style-type: none"> HUD HOH SSN and transaction record update date (i.e., 01JAN2020:01:01:01). 	<ul style="list-style-type: none"> HUD HOH SSN and transaction record update date (i.e., 01JAN2020:01:01:01).

File Name	File Description	Link(s) In	Link(s) Out
4) Non-MTW Address Information	One record per non-MTW transaction. Records include street-level address information associated with the transaction.	<ul style="list-style-type: none"> HUD HOH SSN and transaction record update date (i.e., 01JAN2020:01:01:01). 	N/A
Transaction Extract Data Files (MTW)			
5) Household Members for Each MTW Transaction Record	For each MTW transaction, includes one record per household member. Records include the SSNs for all household members, the MTW household ID and a MTW transaction ID.	<ul style="list-style-type: none"> CCD HOH SSN 	<ul style="list-style-type: none"> HUD MTW household ID and HUD MTW transaction ID.
6) MTW Transaction Records	One record per MTW transaction. Records include information about the effective date and action type of the transaction, as well as additional household-level characteristics. Records in this file do not include address information.	<ul style="list-style-type: none"> HUD MTW household ID and HUD MTW transaction ID. 	<ul style="list-style-type: none"> HUD MTW household ID and HUD MTW transaction ID.
7) MTW Address Information	One record per MTW transaction. Records include street-level address information associated with the transaction.	<ul style="list-style-type: none"> HUD MTW household ID and HUD MTW transaction ID. 	N/A
Longitudinal Extract Data Files			
8) HUD Member ID File	One record per CCD HOH, containing both the CCD HOH SSN, and their HUD member ID.	<ul style="list-style-type: none"> CCD HOH SSN 	<ul style="list-style-type: none"> HUD Member ID
9) 2021 Household Composition File	One record per household member, linking HUD member IDs to HUD HOH IDs in the 2021 extract. The HUD HOH ID is the HUD Member ID of the identified HOH. Not all CCD HOHs are necessarily HUD HOHs. Member records also have information on the disability status and sex of CCD HOHs.	<ul style="list-style-type: none"> HUD Member ID 	<ul style="list-style-type: none"> HUD HOH ID
10) 2021 Longitudinal File Record with Address Information	One record per CCD HOH ID (except in cases where a household appeared in both IMS/PIC and TRACS in the same year) that includes information about address, record effective date, record action type, household income, and HAP payments.	<ul style="list-style-type: none"> HUD HOH ID 	N/A
11) 2022 Household Composition File	One record per household member, linking HUD member IDs to HUD HOH IDs in the 2022 longitudinal extract. The HUD HOH ID is the HUD Member ID of the identified HOH. Not all CCD HOHs are necessarily HUD HOHs. Member records also have information on the disability status and sex of CCD HOHs.	<ul style="list-style-type: none"> HUD Member ID 	<ul style="list-style-type: none"> HUD HOH ID

File Name	File Description	Link(s) In	Link(s) Out
12) 2022 Longitudinal File Record with Address Information	One record per CCD HOH ID (except in cases where a household appeared in both IMS/PIC and TRACS in the same year) that includes information about address, record effective date, record action type, household income, and HAP payments.	• HUD HOH ID	N/A
13) 2023 Household Composition File	One record per household member, linking HUD member IDs to HUD HOH IDs in the 2023 longitudinal extract. The HUD HOH ID is the HUD Member ID of the identified HOH. Not all CCD HOHs are necessarily HUD HOHs. Member records also have information on the disability status and sex of CCD HOHs.	• HUD Member ID	• HUD HOH ID
14) 2023 Longitudinal File Record with Address Information	One record per CCD HOH ID (except in cases where a household appeared in both IMS/PIC and TRACS in the same year) that includes information about address, record effective date, record action type, household income, and HAP payments.	• HUD HOH ID	N/A

CCD = Community Choice Demonstration. HOH = head of household. N/A = not available, IMS/PIC = Inventory Management System/PIH Information Center. HAP = housing assistance payment. SSN = Social Security number. MTW = Moving to Work Program.

Impact Analysis Sample

To identify Form-50058 records for Demonstration families, the study team provided HUD with a file containing the name, date of birth, and SSN for the head of each household. This file contained information for 760 household heads who had enrolled in the Demonstration through April 2023 (including 604 household heads who had enrolled in the Demonstration through March 2023).

HUD provided the study team with all Form-50058 records linked to these 760 individuals for the period from January 2020 through June 2024. When more than one 50058 record had the same effective date for a family, the study team used the most recently updated record under the assumption that the most recently updated record would have the most correct and complete information. The study team geocoded street-level address information to link each address record to a 2010 and 2020 census block group FIPS (Federal Information Processing Standards) code.⁴⁸ For the impact analysis sample used to generate impact estimates in the RCE Report (i.e., families enrolled through March 2023), HUD data had address information for 596 of 604 families, a match rate of 98.7 percent.

⁴⁸ Addresses were cleaned and geocoded in SAS. Of the 9,636 records with street address information, the study team successfully geocoded 9,622 to a census block group (a success rate of 99.9 percent). FIPS codes were then used to identify whether the address was located in an opportunity area. For the 596 families enrolled through March 2023 that were linked to HUD records, the study team observed 1,305 unique addresses and successfully geocoded 1,298 of these addresses (99.5 percent of addresses). For these 596 families, all unique, post-enrollment addresses were successfully geocoded for 596 families (100 percent of families).

Exhibit B.3: Match Rate for Demonstration Families in HUD Administrative Records, Families Enrolled Through February, March, and April 2023

Enrollment Through	Total Families Enrolled	Families Still Active (i.e., Not Withdrawn) as of Extract Date	Families Linked to HUD Records	Families Linked to HUD Records Containing Address Information	Families Linked to HUD Records that were Successfully Geocoded	Match Rate (Families with Geocoded Addresses as Share of Families Still Active at Extract Date) (%)
February 2023	449	437	436	436	436	99.8
March 2023	624	604	596	596	596	98.7
April 2023	784	760	752	752	752	98.9

Cleaning and Construction of Outcomes

Using information from successfully geocoded HUD records, the study team assembled a data file that contained information about each residence spell observed for Demonstration families. [Exhibit B.4](#) provides an overview of select data elements using fictitious data.

The data records the effective dates of the first and most recent records that link a family to a given address. For each family, unique addresses are sequenced by date, with the address observed at the time of enrollment in the Demonstration given a residence spell sequence value of zero. This indicates the household’s address at the date they enrolled in the Demonstration.⁴⁹ In cases where families are linked to multiple addresses, periods of residence at a new address are considered to begin on the effective date of the first record observed for the household-address pair. The end date for the preceding spell is then inferred to have taken place one day prior.⁵⁰

For example, in the fictitious data presented in [Exhibit B.4](#), Family A enrolled in the Demonstration on February 25, 2023, and moved to a new unit in an opportunity area on October 1, 2023. Because this move occurred within 12 months of random assignment, Family A would be recorded as having both moved and experienced a new lease-up in an opportunity area within 12 months of enrollment. In contrast, Family B was only observed during the period for which data are available at their baseline address. Thus, this family would be recorded as having neither moved nor experienced an opportunity area lease-up within 12 months of random assignment.

Family C also moved within 12 months of random assignment. However, their new address was not located in an opportunity area. The timing of Family C’s available records also presents a special case. Here, the family’s enrollment date fell *between* two HUD records with different addresses (i.e., the latest HUD record with the first of the two addresses had an effective date before the random assignment date). In such cases, the study team compared both HUD records to the address collected in the Baseline Survey. If either of the HUD records that “sandwiched” the enrollment date matched the Baseline

⁴⁹ For existing voucher families, baseline address is measured using HUD records. For new families, HUD records do not capture their address at the time of enrollment. Thus, for new families, information collected from the Community Choice Demonstration (CCD) Baseline Survey is used to measure baseline address.

⁵⁰ This approach avoids gaps in the data in which families are not linked to an address. In cases where the last observed record for an address includes an end of participation code, that date is taken as the end date for that residence spell. Additional rules assign end dates to residence spells based on extended periods of non-observation in the HUD data.

Survey address, the matching address was assigned a spell sequence value of zero (i.e., was coded as the baseline address).⁵¹

Exhibit B.4: Measuring RCE Outcomes

CCD ID	HH Type	Residence Spell Sequence	Address	Phase I OA	First Record Effective Date	Most Recent Record Effective Date	End Date (Inferred)	RA Date
A	Existing	0	1 Maple Street	No	4-01-2021	4-01-2023	9-30-2023	02/25/23
A	Existing	1	2 Linden Street	Yes	10-01-2023	10-01-2023	.	02/25/23
B	Existing	0	101 Main Street	No	6-15-2020	6-15-2023	.	03/11/23
C	Existing	0	2001 Center Street	No	12-01-2020	12-01-2022	10-31-2023	04/01/23
C	Existing	1	2002 Broadway	No	11-01-2023	11-01-2023	.	04/01/23

CCD = Community Choice Demonstration. HH = household. OA = opportunity area. RA = random assignment

Note: These are fictitious data used for illustrative purposes.

Analysis Methods

Impact Estimation Model

All impact analyses use an intent-to-treat impact estimation model that takes the form—

$$Y_i = \alpha + \beta CMRS_i + \gamma X_i + \sum_{k=1}^7 \phi_k I_{k,i} + e_i$$

Here, Y_i is an outcome for family i , β is the estimated impact of being offered CMRS rather than the control condition, X_i is a vector of family-level characteristics measured at baseline including whether the household was already living in an opportunity area, I_k are seven site-level dummies (fixed effects; with the eighth site serving as the reference group), e_i is a family-level residual, and α , γ , and ϕ_k are other parameters to be estimated.

The estimation model was estimated using ordinary least squares (OLS), which assumes that outcome data have a normal distribution (i.e., form a bell-shaped curve) with a common variance (i.e., are homoscedastic). There is no reason a priori to expect homoscedasticity, however, because some types of families could have higher variability in their outcomes than other families. Additionally, both of the impact analysis outcomes examined in the RCE Report are binary. Applying OLS to such binary outcomes (i.e., using the linear probability model) induces heteroscedasticity (Angrist and Pischke, 2008). To address the potential of heteroscedasticity, the analysis team used robust standard errors (i.e., Eicker-White robust standard errors; Angrist and Pischke, 2008) for hypothesis testing.

Impact Estimation Covariates

[Exhibit B.5](#) lists the covariates included in the impact estimation model and the data source for each measure.

⁵¹ In cases where neither of the HUD records matched the address recorded in the CCD Baseline Survey, the study team identified the baseline address using the logic for inferring spell end dates described above (e.g., the date that is one day prior to the first observed record of the subsequent residence spell).

Exhibit B.5: Covariates Included in the RCE Impact Analysis Estimation Model

Covariate	Data Source
Head of Household / Family Characteristics	
Head of Household, Age (categorical) <ul style="list-style-type: none"> Less than 21 Years Old (reference category) 21–24 Years Old 25–29 Years Old 30–34 Years Old 35–44 Years Old More than 44 Years Old 	CCD Baseline Survey
Head of Household, Female (binary indicator)	HUD Admin. Records
<ul style="list-style-type: none"> Head of Household, Race/Ethnicity (categorical) Hispanic / Latino, All Races Black, Non-Hispanic / Latino (reference category) White, Non-Hispanic / Latino Multiple or Other Races, Non-Hispanic / Latino^a 	CCD Baseline Survey
Head of Household, Born Outside the U.S. (binary indicator)	CCD Baseline Survey
Household, Total Income (two measures) <ul style="list-style-type: none"> Binary indicator for households where total income is equal to zero. Total household income divided by the median household income for the MSA.^b 	HUD Admin. Records
Household, End-of-Month Finances (categorical) <ul style="list-style-type: none"> Some money left over at the end of the month. Just enough money to make ends meet. (reference category) Not enough money to make ends meet. 	CCD Baseline Survey
Head of Household, Currently Working at Baseline (binary indicator)	CCD Baseline Survey
Household, Has Access to a Working Vehicle (binary indicator)	CCD Baseline Survey
Household, Child Age 0-5 Present (binary indicator)	CCD Baseline Survey
Household, Child Age 6-12 Present (binary indicator)	CCD Baseline Survey
Household, Child Age 13-17 Present (binary indicator)	CCD Baseline Survey
Household Size, Total Number of Adults + Children	CCD Baseline Survey
Household, Head of Household or Child in Household has a Disability (binary indicator)	CCD Baseline Survey, HUD Admin. Records
Neighborhood-Related Characteristics	
Living in Opportunity Area at Baseline (binary indicator)	HUD Admin. Records, CCD Baseline Survey
Somewhat or Very Dissatisfied with Neighborhood, Overall (binary indicator)	CCD Baseline Survey
Very Dissatisfied with School for at Least One Child (binary indicator)	CCD Baseline Survey
Perceive Neighborhood Streets as Unsafe (binary indicator)	CCD Baseline Survey
Concerned about Gun Violence in Neighborhood (binary indicator)	CCD Baseline Survey
Head of Household Felt Pressure to Find New Unit (binary indicator)	CCD Baseline Survey
Head of Household Very Certain They Want to Move to Different Neighborhood (binary indicator)	CCD Baseline Survey

CCD = Community Choice Demonstration. MSA = Metropolitan Statistical Area.

^a Fewer than 1 percent of household heads identified as Asian or Pacific Islander, non-Hispanic/Latino. For the impact analyses, this category is collapsed into the Multiple or Other Races, Non-Hispanic/Latino category.

^b Computed using MSA-level estimates of median income from the 2022 American Community Survey and published via the Census Reporter website.

Missing Covariate Data

Some amount of baseline covariate data is missing because some heads of household did not provide responses to certain items on the Baseline Survey, or because the relevant information was not available for heads of household via linked HUD administrative records.⁵² Single stochastic imputation is used to impute missing covariate data based on the values of non-missing covariates. This procedure adds random perturbations (randomly drawn from estimated distributions of residual variance) to the predicted values of missing covariates. Single stochastic imputation has the virtue of superior statistical power (through preservation of degrees of freedom) over the alternative method of imputation of artificial values and addition of dummy variables to indicate the presence of missing data. Single stochastic imputation also has the virtue of simplicity compared to the alternative method of multiple imputation (which involves the creation of multiple sets of data for analysis).

As noted above, in a very small number of cases, the study team was unable to link families to any geocoded address records in the HUD administrative data (N=8 for the sample of 604 families enrolled through March 2023). Missing information for study outcomes is not imputed, and these households are thus omitted from the impact analysis. These cases represent less than 2 percent of households enrolled through March 2023. It is also possible that future administrative records collected for these households will make it possible to link them to addresses and measure study outcomes.

⁵² No baseline covariate had missing values for more than 8 percent of the RCE impact analysis sample. The characteristic with the highest rate of missing values was head-of-household race/ethnicity, which was missing in 7.6 percent of cases. The vast majority of missingness resulted from responses of “Prefer not to answer” to baseline survey questions. The remainder of missingness results from enrollment tool malfunctions. Of the 624 participants who enrolled through March 2023, 72 had at least one missing response due to an enrollment tool malfunction. The covariate with the most missing values from this source, “Has Access to a Working Vehicle”, had 10 missing values (1.6 percent). The covariate with the second most, head-of-household race/ethnicity, had 7 missing values (1.1 percent, or about one-seventh of the total 7.6 percent missing for race/ethnicity). No other covariate had more than 5 missing values due to enrollment tool malfunction.

Appendix C. Cost Data Collection and Analysis Methods

Collection of Cost Data

As reflected in appendix [Exhibit C.1](#), the study team blended information from multiple data sources to estimate the costs of providing both comprehensive housing mobility-related services (CMRS) overall and individual CMRS components, respectively, during early implementation of the Demonstration. In developing the methodology for these cost estimates, the study team sought to balance two priorities: (1) a desire to estimate program costs for a program that was as close to complete staffing and full service provision as possible and (2) a desire for estimates of financial assistance to reflect the experience of families who had largely completed their housing search.

The study team developed estimates of costs for each site and then aggregated these estimates together to develop a program-wide estimate of per-participant costs. The cost analysis builds up cost estimates from several input categories:

- The study team estimated staffing costs largely from itemized expenditure invoices that sites submit to HUD. During cost interviews, the study team confirmed staffing expenditures and then allocated them across the CMRS service categories listed in [Exhibit C.2](#) based on the assessment of each site staff manager of how much of staff time was spent on included services. The study team converted staffing costs from site-level costs to per-participant costs using the average number of participants enrolled and receiving services each month during a 6-month period that overlapped with the timing of the invoices.
- Financial assistance and incentives costs are itemized at the site level in expenditure invoices and are also available at the individual level in Service Tool administrative data for each instance of assistance or owner incentive. The study team determined that the invoice data were reported with a delay, while the Service Tool data allowed more robust and reliable estimates of average assistance amounts per participant. Specifically, the Service Tool data allowed the Rapid Cycle Evaluation (RCE) estimates of per-participant financial assistance and owner incentives to be based on early enrolled cohorts that had completed their program participation. The study team therefore used the Service Tool for these cost items.

The study team estimated other direct program costs, materials and incidental costs, and organization indirect and overhead costs based on expenditure invoices. Like other input categories, these costs are allocated across CMRS service categories ([Exhibit C.2](#)). Allocation shares for each CMRS service category are derived as the share of staffing and financial expenditures that are allocated to the CMRS service category as described in the prior two bullets.⁵³

⁵³ For example, suppose a site has 25 percent of staffing and financial assistance costs allocated to the pre-move appointment service category. In this site, 25 percent of direct program costs, materials and incidental costs, and organizational indirect and overhead costs would also be allocated to the pre-move appointment service category.

Exhibit C.1: Data Elements Used for the Cost Analysis

Data Element(s)	Source	Uses	Collection	Timing for Cost Estimates
<ul style="list-style-type: none"> • Total expenditures • Expenditures by category, (i.e., staffing, financial assistance, landlord incentives, admin, other) 	<ul style="list-style-type: none"> • Itemized expenditure reports and monthly invoices to HUD 	<ul style="list-style-type: none"> • Provide total expenditures on staffing, materials, and overhead costs 	<ul style="list-style-type: none"> • HUD shared expenditure invoices through Fall 2023 	<ul style="list-style-type: none"> • 4-6 months for 5 sites, 2 months for 2 sites • Starting as early as February 2023 and as late as May 2023
<ul style="list-style-type: none"> • Study enrollment counts over time • Frequency and approximate duration of specific services • Amount, purpose, and expenditure date of each financial assistance amount 	<ul style="list-style-type: none"> • Study enrollment and Service Tool records 	<ul style="list-style-type: none"> • Estimate financial and owner assistance costs • Develop preliminary estimate share of staff time and other inputs used to provide each service • Determine counts of families using each service 	<ul style="list-style-type: none"> • Study enrollment database export • Direct data exports and analysis of study tool data through early 2024 	<ul style="list-style-type: none"> • Average number of participants receiving services over a 6-month period, starting as early as May 2023 (2 sites) and as late as July 2023 (3 sites) • Duration of assistance estimated for participants enrolled during three or four early enrollment quarters, starting as early as Q3 2022 (2 sites) and as late as Q1 2023 (one site) • Average amount of financial assistance disbursements for participants enrolled during three or four of the early quarters of enrollment, starting as early as Q3 2022 (3 sites) and as late as Q1 2023 (1 site)
<ul style="list-style-type: none"> • Confirmation and contextual review of data elements from financial records, study Enrollment Tool, and Service Tool • Allocation of staff time and other inputs across CMRS components • Any inputs not included in administrative data source • Any similar services accessed by study members 	<ul style="list-style-type: none"> • Interviews and documentation from interviews (e.g., staff lists) 	<ul style="list-style-type: none"> • Confirm and contextualize information from financial records and administrative data • How best to split costs across services • Determine control group service receipt and inputs (or relative intensity) of business-as-usual condition • Understand relationships among partners providing housing mobility-related services • Fill in any gaps in identifying and valuing inputs used to provide housing mobility-related services 	<ul style="list-style-type: none"> • Videoconference interviews from October 2023 to January 2024 	<ul style="list-style-type: none"> • Discussed time periods covered by expenditure invoices and Summer to Fall 2023

Exhibit C.2: Service Categories Defined for the Cost Analysis

Service Category	Included services	
Pre-move appointment	<ul style="list-style-type: none"> • Intake and introduction • Mapping family systems • Opportunity area discussion 	<ul style="list-style-type: none"> • Housing needs • Barriers to moving
Workshops	<ul style="list-style-type: none"> • Housing search • Renter 	<ul style="list-style-type: none"> • Money management
Other pre-move services	<ul style="list-style-type: none"> • Family preparation plan • Referrals to address barriers 	<ul style="list-style-type: none"> • Family preparation plan
Search assistance	<ul style="list-style-type: none"> • Application cover letters • Move voucher requests 	<ul style="list-style-type: none"> • Unit referrals, tours, applications • Ongoing check-ins
Family financial assistance	<ul style="list-style-type: none"> • Flexible financial support 	<ul style="list-style-type: none"> • Security deposit applications
Owner incentives and assistance	<ul style="list-style-type: none"> • Request for Tenancy Approval filing assistance • Expediting inspections 	<ul style="list-style-type: none"> • Holding fee • Lease-up bonus • Damage mitigation fund
Owner outreach	<ul style="list-style-type: none"> • Initial contacts • Relationship building 	<ul style="list-style-type: none"> • Outreach events
Post-Move Services	<ul style="list-style-type: none"> • 1-month post-move check-in (home visit) • Additional post-move check-ins • “Open door” check-ins 	<ul style="list-style-type: none"> • Annual check-in • Owner 1-month post-move check-in • Additional owner post-move check-ins

At each site, the study team estimated the average cost to serve a participant over the course of a month and then converted this to a total per-participant cost by multiplying this average monthly cost by an estimate of the number of months families participate in CMRS. The study team estimated the number of months for early enrolled cohorts that had completed their program participation using Service Tool administrative data.

The site-level data were combined into an overall average for the seven sites in the cost analysis by weighting by the number of participants served during the 6-month period that overlapped with the invoices used to calculate per participant costs for staffing (and other invoice-based costs).

The *Timing for Cost Estimates* column of [Exhibit C.1](#) notes the time period used as a sample of participants to analyze the data element. The time period was selected for each site based on site-specific factors. For itemized expense reports and the count of participants receiving services during the period represented by expense reports, the timing was based on a discussion with sites about which of the recently available invoices best represented the fullest implementation of the program that had been achieved during the Demonstration. For duration and financial assistance, the judgement call of which early enrollment quarters to use as a sample to estimate averages was based on when the site began enrolling participants and at how average duration estimates for the site indicated that most participants enrolled in those quarters had completed program active participation.

Additional discussion of these data sources may be found in the Research Design, Data Collection, and Analysis Plan.

Construction of Cost Measures

Defining Service Categories

As per the CMRS Guide, several activities are included in the package of services that Demonstration families are offered. For the cost study, the study team classified each CMRS activity into one of seven “services categories.” Doing so allowed the study team to estimate the average cost per family for each

service category and to aid in the discussion of which service categories are more or less costly to provide.

The Pre-Move Services category is divided into three subcategories. The first is the Pre-move appointment, which includes the five activities designed to be completed within the pre-move appointment. The second subcategory is Workshops, which include the three workshops that families can be referred to prior to beginning their housing search.

The Search Assistance category characterizes CMRS activities providing support to families while they search for a unit. This includes cover letter assistance, help requesting a move voucher, unit referrals, and ongoing check-ins throughout the search process.

Financial Assistance refers to the several types of financial aid, or “disbursements,” available as part of CMRS. Families can receive financial assistance for moving expenses, public transportation, application fees, and security deposits.

The Owner Outreach category characterizes the landlord recruitment elements of CMRS. As part of CMRS, service providers reach out to landlords to try to get them to rent units to Demonstration families. They work to establish owner relationships and sometimes hold recruitment events.

The Owner Incentives category refers to the CMRS activities that facilitate and reward landlord participation. This includes assistance with Request for Tenancy Approval filing, expedited inspections, holding fee issuance, lease-up bonuses, and damage mitigation.

The Post-Move Services category includes all of the post-move support offered as part of CMRS. Service providers check in with families after they have completed a move and evaluate how the family is adjusting and whether any additional support is needed. Service providers also check in with owners of any unit where a family has moved to make sure the situation is also working well for the owner.

Estimating Average Costs

Costs for the Treatment Group

The cost analysis combined an “ingredients method” approach that builds up cost estimates for each site by identifying all inputs used to provide CMRS, with a monetary value attached to each input with an “average costs” approach that relies on observed expenditures to value and measure the inputs. The input-level costs are summed to relevant sub-totals, in this case to service category cost estimates and to an overall total cost. Inputs are typically grouped by category to aid data collection and to provide context when presenting costs. High-level input categories used in the data collection and analysis are as follows:

- Staffing
- Financial assistance and incentives
- Other direct program costs
- Materials and incidental costs
- Organizational indirect and overhead costs

Costs are expressed as per unit costs in two distinct ways: per treatment group member and per household receiving services (per user). Per treatment group member costs are allocated across all families that are eligible to receive services, whether or not they receive any. Per treatment group member costs are comparable to impact estimates that include the whole sample of Demonstration families. The per household receiving services (per user) cost of a particular service are allocated across only families that actually receive that service. These costs are useful for estimating costs of expanding access to services and for characterizing the intensity of the intervention.

To estimate costs within service categories, the study team developed allocation shares for each input (for each site). For staffing, the study team asked CMRS site leadership to allocate staff time across the service categories. Financial assistance and incentives were allocated directly to the relevant categories. Materials and incidental costs and organizational indirect and overhead costs were allocated across categories proportionally to the cost shares for the categories summed of the other inputs.

The final adjustment needed to estimate costs was to align the timing of various data sources to estimate a cost per treatment group member of receiving CMRS. To do so, costs were estimated on a per month basis. For costs based on expenditure invoices, the total expenditure amount over the period covered by the invoices was divided by the number of months covered by the invoices (as described in [Exhibit C.1](#)), and then divided by the average number of participants enrolled or still receiving services during a month. To arrive at a total cost per treatment group member of CMRS, the per month costs are then multiplied by the average duration—the number of months that participants receive services in each site. Because the RCE is occurring early in the Demonstration, many households enrolled in the study are still in the early phases of their search and (for some) move process, so average duration for the entire sample would be too short. For this reason, the study team reviewed time from initial study enrollment to the last service delivery date for participants enrolled in early quarters of the Demonstration to estimate the average duration of service receipt for each site. These participants have completed program participation. This duration was then used to estimate an average cost of service receipt for a family that completes their participation in the study (whether or not they ultimately move).

To estimate the cost per treatment group member, the study team added all input costs of providing CMRS and divided by the average number of treatment group members who were receiving CMRS over the approximate 6-month period for which expenditure invoice data was available. Each household assigned to receive CMRS is counted as a single treatment group member for this analysis.

$$\text{Cost per treatment group member of CMRS} = \frac{\text{Monthly Cost of CMRS}}{N_T} * \text{Duration}$$

Where N_T is the average number of treatment group members enrolled or still receiving any CMRS services per month and *Duration* is the average months of participation in the CMRS program. The N_T used is the number of participants receiving services over a 6-month period overlapping the months of the expenditure invoices. To calculate the total monthly cost of CMRS numerator, these participants are assumed to have average per participant expenditures and durations estimated using the early enrolled participant samples indicated in [Exhibit C.2](#).⁵⁴

The cost per treatment group member of each service category is estimated by replacing the costs allocated to that service category in the numerator of this calculation. These component-level cost estimates are important inputs to comparing the various services and designing a selected housing mobility-related services bundle.

In addition, the study team estimates costs per family receiving services for each component. For this calculation, the numerator is again the costs allocated to that service category, but now the denominator N_T is replaced by the average number of participants receiving each specific service during the same 6-month window used to determine N_T .

⁵⁴ We do not anticipate that this approach of using different samples to construct the various components of the costs estimates will be needed for subsequent cost analyses where a significant sample of participants will have completed program participation during a period for which invoice data represent full program implementation.

Costs for the Control Group

The RCE cost analysis section focuses on incremental costs of CMRS—the additional cost of services received by the treatment group relative to any similar services accessed by the control group. This added approach makes cost estimates comparable to impact estimates, which measure the effect of the additional services provided to the treatment group member. Estimating incremental costs allows the analysis to calculate the costs to achieve the observed impact.

The PHAs or other community organizations sometimes provide assistance similar to some CMRS components that is available to all voucher families, including to control group members. For example, security deposit assistance for some moves is available to voucher holders—including to comparison group members—from sources other than the Demonstration in some sites. Some provide move-related assistance to non-CMRS participants, though presumably at a lower level. During the cost interviews with PHA finance and program staff discussed above and in the main text, the study team specifically asked about these services and relied on site staff and leadership familiarity with local service providers to understand any such services. For each site, the costs of any such services are estimated using an ingredients method. The study team relied on each site's understanding of assistance amounts and staffing inputs to develop a cost per family served, which is multiplied by an estimate (provided by the site) of the number of control group members that typically access the service. The study team focused on services that more than 10 percent of voucher holders contemplating a move might receive. All of the services discussed in Section 2.5 of the RCE Report to which control group members had access were considered in the analysis. The study team conducted one supplementary interview with a financial education provider to determine an estimate of the cost of financial education received by both treatment and comparison group members.

The net cost per program group member is equal to the cost per treatment group member less the cost per control group member (for services similar to CMRS that they receive). Net costs are important to calculate in a cost analysis because they are required when comparing costs to impact estimates. This is because the impact estimate reveals the effect of the intervention relative to the status quo. The net cost estimates the cost of the intervention relative to the status quo.

Aggregating Site-level Costs to Demonstration-level Estimates

To estimate a single average cost across all seven sites, site-level estimates are averaged using weights of the number of participants receiving services in the site. For per participant services, the number of participants is the average number of participants enrolled or receiving services each month during the 6-month period overlapping the period of expenditure invoices (i.e., spring/summer 2023). For estimates of costs per participant receiving services, the weights are based on the average number of participants receiving each service in each site in each of the same 6 months.

Appendix D. Supplemental Results for Chapter 5, Demonstration Family Characteristics

Enrollment by Study Arm and Household Type

[Exhibit D.1](#) and [Exhibit D.2](#) show Demonstration enrollment through February 2024 for existing and waiting list families, respectively.

Exhibit D.1: Demonstration Enrollment for Existing Voucher Families, Families Enrolled Through February 2024

Site	CMRS	Control	Total Enrolled
Cuyahoga	186	186	372
Los Angeles	72	66	138
Minneapolis	138	136	274
New Orleans	111	110	221
Nashville	144	146	290
New York City	162	161	323
Pittsburgh	199	194	393
Rochester	122	121	243
All Sites	1,134	1,120	2,254

CMRS = comprehensive housing mobility-related services.

Source: Community Choice Demonstration (CCD) Baseline Survey. Enrollment counts include all existing voucher families who enrolled through February 2024, including those who later withdrew from the study.

Exhibit D.2: Demonstration Enrollment for Waiting List Families, Families Enrolled Through February 2024

Site	CMRS	Control	Total Enrolled
Cuyahoga	1	2	3
Los Angeles	1	2	3
New Orleans	11	10	21
Minneapolis	1	1	2
Nashville	4	3	7
New York City	1	1	2
Pittsburgh	7	5	12
Rochester	4	3	7
All Sites	30	27	57

CMRS = comprehensive housing mobility-related services.

Source: CCD Baseline Survey. Enrollment counts include all waiting list voucher families who enrolled through February 2024, including those who later withdrew from the study.

Descriptive Statistics for Families Enrolled Through February 2024

[Exhibits D.3](#) through [D.9](#) describe the baseline characteristics of Demonstration families enrolled through February 2024. Key findings from these exhibits are described in Chapter 5 of the Rapid Cycle Evaluation Report.

Exhibit D.3: Age and Household Composition, Families Enrolled Through February 2024

Baseline Characteristic	Proportion of Families / Sample Mean	N
Adults		
Female, Head of Household (%)	96.7	752
Avg. Age, Head of Household	38.8	2,248
Head of Household Age, Less than 21 (%)	0.2	2,248
Head of Household Age, 21-24 (%)	1.3	2,248
Head of Household Age, 25-29 (%)	8.8	2,248
Head of Household Age, 30-34 (%)	23.4	2,248
Head of Household Age, 35-44 (%)	44.9	2,248
Head of Household Age, 45+ (%)	21.4	2,248
Avg. Number of Adults in Household	1.4	2,248
Two or More Adults in Household (%)	29.2	2,248
Any Other Adult is Spouse/Partner (%)	5.2	2,248
Any Other Adult is Adult Child (%)	22.7	2,248
Children		
Avg. Number of Children in Household	2.3	2,248
One Child in Household (%)	32.8	2,248
Two Children in Household (%)	31.7	2,248
Three Children in Household (%)	19.5	2,248
Four or More Children in Household (%)	16.0	2,248
Any Children Age 0-4 (%)	34.2	2,248
Any Children Age 5-12 (%)	71.4	2,248
Any Children Age 13-17 (%)	55.8	2,248

Source: CCD Baseline Survey; HUD Administrative Records. Sample size = 2,248. Measures derived from HUD Administrative Records (Female, Head of Household) were obtained only for those Demonstration household heads enrolled through April 2023.

Exhibit D.4: Demographics, Families Enrolled Through February 2024

Baseline Characteristic	Proportion of Families	N
Hispanic/Latino, All Races, Head of Household (%)	12.0	2,143
White, Non-Hispanic/Latino, Head of Household (%)	4.2	2,143
Black, Non-Hispanic/Latino, Head of Household (%)	76.1	2,143
Asian/Pacific Islander, Non-Hispanic/Latino, Head of Household (%)	0.4	2,143
Multiple or Other Races, Non-Hispanic/Latino, Head of Household (%)	7.2	2,143
Born Outside of the United States, Head of Household (%)	8.6	2,228
Primary Language Spoken in the Home is English (%)	95.0	2,248

Source: CCD Baseline Survey. Sample size = 2,248.

Exhibit D.5: Other Household Baseline Characteristics, Families Enrolled Through February 2024

Baseline Characteristic	Proportion of Families / Sample Mean	N
Highest Level of Education Completed, Head of Household		
Less than High School Diploma (%)	17.7	2,198
High School Diploma (%)	20.2	2,198
GED Certificate (%)	10.6	2,198
More than High School / GED Certificate (%)	51.5	2,198
Employment		
Currently Working for Pay, Head of Household (%)	56.8	2,161
One Adult Working for Pay (%)	60.5	2,169
Two or More Adults Working for Pay (%)	6.2	2,223
Disability Status		
Has a Disability, Head of Household (%)	13.8	752
Has a Disability, Any Child (%)	51.5	2,205
Household Income		
Avg. Household Income (\$)	\$17,313	745
Zero Household Income (%)	11.9	745
End-of-Month Finances		
Some Money Left Over (%)	11.8	2,136
Just Enough to Make Ends Meet (%)	48.0	2,136
Not Enough Money to Make Ends Meet (%)	40.2	2,136
Transportation		
Household Has Access to Working Vehicle (%)	72.3	2,191

Source: CCD Baseline Survey; HUD Administrative Records. Sample size = 2,248. Measures derived from HUD Administrative Records (Has a Disability, Head of Household; Household Income) were obtained only for those Demonstration household heads who enrolled through April 2023.

Exhibit D.6: Move Factors and Baseline Neighborhood Perceptions, Families Enrolled Through February 2024

Baseline Characteristic	Proportion of Families / Sample Mean	N
Housing History / Housing Application Factors		
Has Experienced an Eviction in the Past Seven Years (%)	5.7	2,191
Has Had Rental Application Denied Due to Credit Score (%)	44.0	2,199
No Savings or Checking Account (%)	41.4	2,070
Baseline Neighborhood Characteristics and Perceptions		
Living in Opportunity Area at Baseline (%)	3.6	750
Number of Years Living in Current Neighborhood	6.8	2,230
Somewhat or Very Dissatisfied with Neighborhood, Overall (%)	67.8	2,238
Very Dissatisfied with School for at Least One Child (%)	19.2	2,163
Perceive Neighborhood Streets as Unsafe (%)	90.8	2,238
Concerned about Gun Violence in Neighborhood (%)	94.8	2,227

**APPENDIX D. SUPPLEMENTAL RESULTS FOR CHAPTER 5,
DEMONSTRATION FAMILY CHARACTERISTICS**

Baseline Characteristic	Proportion of Families / Sample Mean	N
Move and Relocation Preferences		
Head of Household Felt Pressure to Find New Unit (%)	92.2	2,232
Head of Household Very Certain They Want to Move to Different Neighborhood (%)	82.8	2,226
Top Three Factor When Deciding Where to Move:		
School Quality (%)	81.3	2,201
Safety (%)	91.9	2,201
Friendly Neighbors (%)	24.0	2,201
Convenient Location for Work (%)	24.2	2,201
Close to Public Transportation (%)	25.6	2,201
Neighborhood Appearance (%)	38.8	2,201
Neighborhood Amenities (%)	31.1	2,201
Proximity to Family and Friends (%)	20.4	2,201
Size or Quality of Home (%)	66.5	2,201
Other (%)	3.3	2,201
Comfortable Moving to Neighborhood Where Residents are of a Different Race / Ethnicity (%)	83.4	2,221
Very or Fairly Sure that Household Could Cover Moving Expenses Without Assistance (%)	27.5	2,207

Source: CCD Baseline Survey; HUD Administrative Records. Sample size = 2,248. Measures derived from HUD Administrative Records (Living in Opportunity Area at Baseline) were obtained only for those Demonstration household heads who enrolled through April 2023.

Exhibit D.7: Household Demographics by Site, Families Enrolled Through February 2024

Baseline Characteristic	Cuyahoga	Los Angeles	Minneapolis Region	Nashville	New Orleans	New York City	Pittsburgh Region	Rochester
Hispanic/Latino, All Races, Head of Household (%)	3.7	25.8	2.4	1.0	1.3	49.7	4.3	16.7
White, Non-Hispanic/Latino, Head of Household (%)	2.3	0.0	8.4	3.1	0.9	1.0	9.1	5.9
Black, Non-Hispanic/Latino, Head of Household (%)	88.9	68.0	73.9	88.2	93.4	43.1	75.6	73.6
Asian/Pacific Islander, Non-Hispanic/Latino, Head of Household (%)	0.0	0.0	0.8	0.3	0.0	1.0	0.5	0.4
Multiple or Other Races, Non-Hispanic/Latino, Head of Household (%)	5.1	6.2	14.5	7.3	4.4	5.2	10.5	3.3
Born Outside of the United States, Head of Household (%)	0.3	11.5	14.8	2.4	1.3	34.8	2.3	5.2
Primary Language Spoken in the Home is English (%)	100.0	94.3	89.2	99.3	100.0	79.2	99.5	96.4
Number of Families	371	140	260	295	230	307	396	249

Source: CCD Baseline Survey

Exhibit D.8: Baseline Neighborhood Perceptions by Site, Families Enrolled through February 2024

Baseline Characteristic	Cuyahoga	Los Angeles	Minneapolis Region	Nashville	New Orleans	New York City	Pittsburgh Region	Rochester
Number of Years Living in Current Neighborhood	5.9	8.9	5.7	4.3	4.8	11.7	6.7	6.8
Somewhat or Very Dissatisfied with Neighborhood, Overall (%)	68.4	82.9	60.2	63.3	74.2	69.3	64.3	69.4
Very Dissatisfied with School for at Least One Child (%)	20.9	17.9	12.7	20.1	17.9	16.5	21.4	24.4
Perceive Neighborhood Streets as Unsafe (%)	93.2	97.1	77.4	90.1	96.1	91.5	91.6	90.7
Concerned about Gun Violence in Neighborhood (%)	97.6	100.0	82.8	95.2	99.1	96.4	95.1	93.1
Number of Families	371	140	260	295	230	307	396	249

Source: CCD Baseline Survey

Exhibit D.9: Select Household Characteristics from HUD Records by Site, Families Enrolled Through April 2023

Baseline Characteristic	Cuyahoga	Los Angeles	Minneapolis Region	Nashville	New Orleans	New York City	Pittsburgh Region	Rochester
Avg. Household Income	13,960	23,323	22,812	17,261	13,332	23,057	14,026	17,911
Zero Household Income (%)	17.0	0.0	5.7	16.3	7.1	1.5	19.2	10.6
Living in Opportunity Area at Baseline (%)	1.2	0.0	11.5	0.0	3.6	6.0	4.0	4.3
Number of Families	174	48	87	107	56	70	124	94

Source: HUD Administrative Records. Measures derived from HUD Administrative Records (Avg. Household Income, Zero Household Income, Living in Opportunity Area at Baseline) were obtained only for those Demonstration household heads who enrolled through April 2023.

Appendix E. Supplemental Results for Chapter 6, Service Delivery

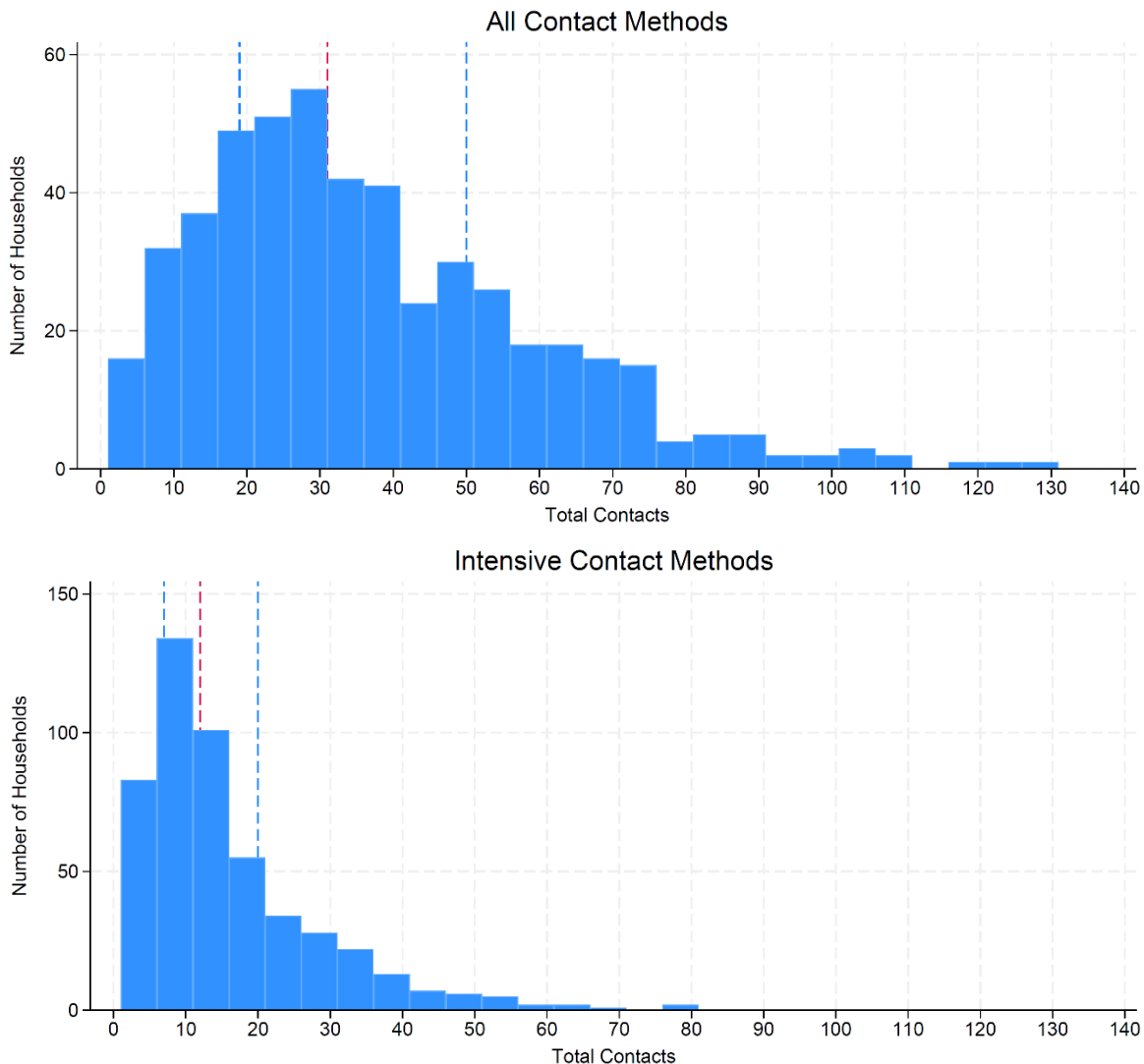
This appendix includes two sets of figures and tables about the delivery of comprehensive housing mobility-related services (CMRS). The first set describes services provided to families who enrolled in the Demonstration through May 2023. This provides insight into the scope of services provided to households who have mostly completed receipt of initial CMRS. The second set describes services provided to families regardless of their enrollment date. This provides insight into the total amount of services provided by participating public housing agencies (PHAs) to date. Both sets include data recorded in the Service Tool through February 2024.

Service Delivery Statistics for CMRS Families Enrolled Through May 2023

Key findings from the exhibits included in this subsection are summarized in Section 6 of the Rapid Cycle Evaluation (RCE) Report.

Household Contact Frequencies

Exhibit E.1: Contact Frequencies, CMRS Families Enrolled Through May 2023



Note: Intensive contacts are conducted via in-person meetings, video sessions, or telephone calls. The red dashed line indicates the median number of contacts per family (All Contacts, Median = 31; Intensive Contacts, Median = 12). The blue dashed lines represent the 25th and 75th percentile values for contacts per family (All Contacts, 25th Percentile = 19; All Contacts, 75th Percentile = 50; Intensive Contacts, 25th Percentile = 7; Intensive Contacts, 75th Percentile = 20)
Source: Service Tool.

Completed Owner Activities

Exhibit E.2: Counts of Completed Owner Activities for Families Enrolled Through May 2023

Owner Activity Name	Count of Owners with Completed Activity at Least Once	Count of Times Activity Completed
Request for Tenancy Approval filing assistance	61	125
Expedited inspections	64	103
Holding fee	50	78
Security deposit	91	115
Lease-up bonus	85	97
Owner 1-month post-move check-in	45	46
Additional owner post-move check-ins	5	13
Damage mitigation fund	0	.

Note: This exhibit only includes contacts with owners associated with families enrolled through May 2023. For information on all owner contacts, including owner contacts not linked to specific families, see [Exhibit E.7](#).
Source: Service Tool

Household Disbursements

Exhibit E.3: Disbursements for CMRS Families for Families Enrolled Through May 2023

Type of Disbursement	Number of Families Enrolled	Number of Families with Disbursement	Percent of Families Enrolled	Average Number of Disbursements per Family (for those with at least one disbursement)	Average Total Amount Disbursed per Family (for those with at least one disbursement)	Average Total Amount Disbursed per Family (all families)
Any disbursement	498	184	36.9	3.7	\$2,200	\$813
Any disbursement that counts against \$750 budget	498	166	33.3	2.3	\$154	\$51
Any disbursement that does not count against \$750 budget	498	117	23.5	2.6	\$3,242	\$762
Disbursements that Count Against \$750 Budget						
Application fee	498	149	29.9	1.7	\$67	\$20
Administrative fee	498	30	6.0	1.2	\$78	\$5
Public transportation stipend	498	4	0.8	1.0	\$24	\$0
Flexible financial assistance	498	59	11.8	1.3	\$223	\$26
Disbursements not Included in \$750 Budget						
Security deposit	498	102	20.5	1.1	\$1,999	\$409
Damage mitigation fund	498	0	0.0	.	.	\$0
Lease-up bonus	498	90	18.1	1.1	\$1,162	\$210
Holding fee	498	62	12.4	1.4	\$1,143	\$142

Type of Disbursement	Number of Families Enrolled	Number of Families with Disbursement	Percent of Families Enrolled	Average Number of Disbursements per Family (for those with at least one disbursement)	Average Total Amount Disbursed per Family (for those with at least one disbursement)	Average Total Amount Disbursed per Family (all families)
Exceeding Budget						
Household disbursements exceed \$750 budget	498	1	0.2	.	.	.
Flexible financial assistance disbursements exceed \$500 budget	498	3	0.6	.	.	.

Note: CMRS has an overall household disbursement limit of \$750 and, within that amount, a \$500 limit for flexible financial assistance (for expenses such as utility arrears, moving fees, deposits, etc.).

Source: Service Tool

Referrals to Workshops and Outside Services

Exhibit E.4: Family Referrals to Workshops and Outside Services for CMRS Families, Families Enrolled Through May 2023

Type of Workshop or Referral	Families Who Have Completed Phase 2	Number of Families Referred to Workshop or Outside Service	Percent of Families Referred to Workshop or Outside Service	Number of Families Known to have Completed Workshop or Service	Percent of Families Completed of those Referred
Workshops					
Housing search workshop	492	444	90.2	281	63.3
Renter's workshop	492	200	40.7	167	83.5
Money management workshop	492	177	36.0	8	4.5
At least one workshop	492	467	94.9	311	66.6
Referrals to Outside Services					
Credit coaching	492	345	70.1	148	42.9
Legal services	492	63	12.8	11	17.5
Other services	492	78	15.9	53	67.9
At least one referral	492	368	74.8	174	47.3

Source: Service Tool

Opportunity Area Unit Referrals

Exhibit E.5: Number of Unit Referrals in Opportunity Areas for CMRS Families, Families Enrolled Through May 2023

Measure	Number of Families with at least 10 Days in Phase 4	Number of Families with Unit Referrals	Percent of Families	Average Number of Referrals per Household if Received at Least One Referral
Unit Referrals from CMRS				
Received at least one referral	365	324	88.8	5.7
Received 0 referrals	365	41	11.2	.
Received exactly 1 referral	365	45	12.3	.

Measure	Number of Families with at least 10 Days in Phase 4	Number of Families with Unit Referrals	Percent of Families	Average Number of Referrals per Household if Received at Least One Referral
Received exactly 2 referrals	365	46	12.6	.
Received exactly 3 referrals	365	39	10.7	.
Received 4 or more referrals	365	194	53.2	.
Self-Referrals				
Made at least one self-referral	365	128	35.1	2.5
Made 0 self-referrals	365	237	64.9	.
Made exactly 1 self-referral	365	57	15.6	.
Made exactly 2 self-referrals	365	33	9.0	.
Made exactly 3 self-referrals	365	15	4.1	.
Made 4 or more self-referrals	365	23	6.3	.

Note: Coaches recorded self-referrals only when reported by CMRS families. Thus, this information about the independent search efforts of CMRS families is incomplete and might underestimate the extent of self-referrals.

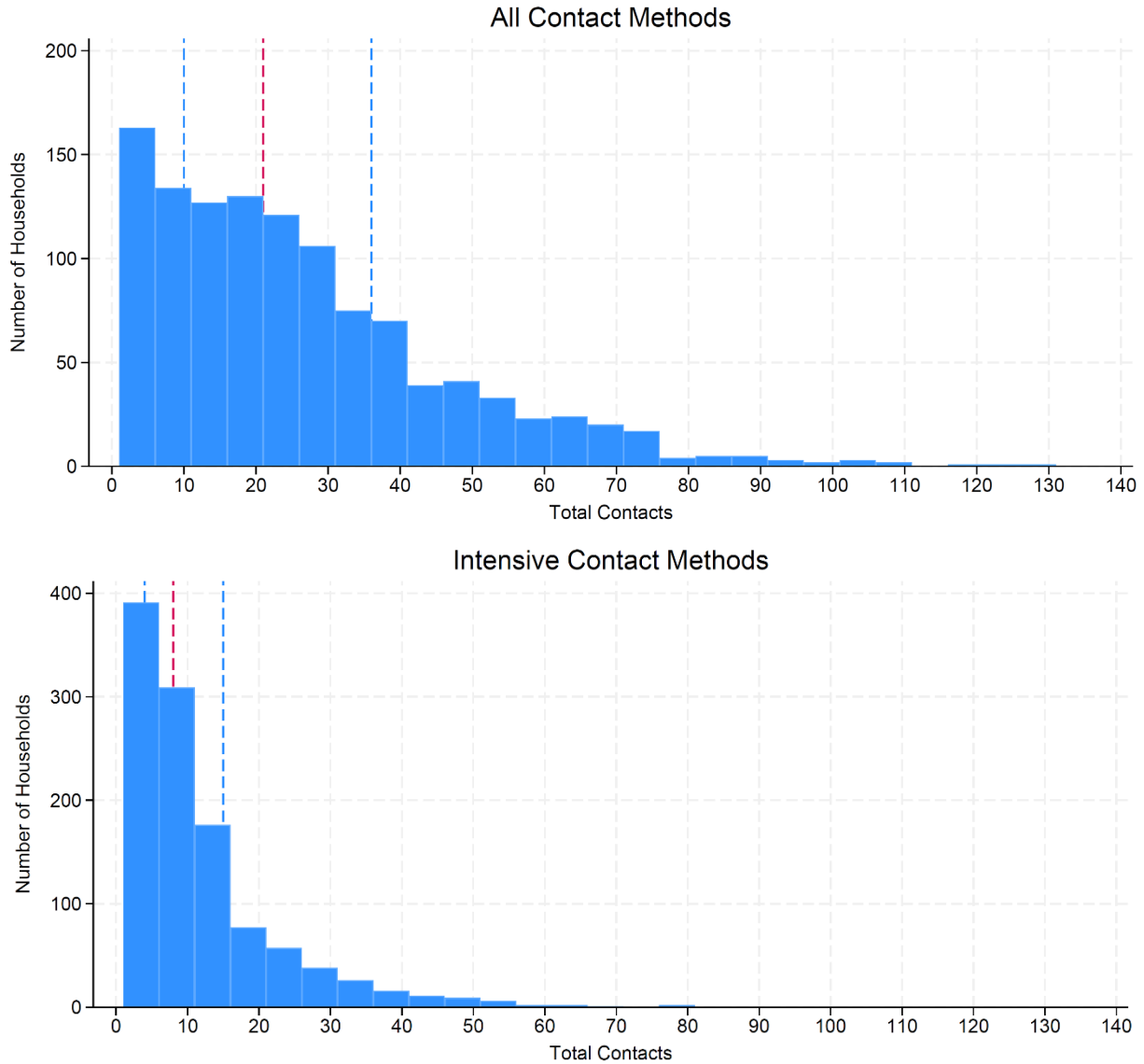
Source: Service Tool

Service Delivery Statistics for CMRS Families Enrolled Through February 2024

While identical in form to the exhibits included in the prior subsection, these exhibits serve a different purpose, providing an overview of the total *volume* of services provided to CMRS families as of March 4, 2024, rather than an overview of the services received by households that have completed the CMRS intervention. These exhibits include information from families at various stages of the CMRS intervention.

Household Contact Frequencies

Exhibit E.6: Contact Frequencies, CMRS Families Enrolled Through February 2024



Note: Intensive contacts are conducted via in-person meetings, video sessions, or telephone calls. The red dashed line indicates the median number of contacts per family (All Contacts, Median = 21; Intensive Contacts, Median = 8). The blue dashed lines represent the 25th and 75th percentile values for contacts per family (All Contacts, 25th Percentile = 10; All Contacts, 75th Percentile = 36; Intensive Contacts, 25th Percentile = 4; Intensive Contacts, 75th Percentile = 15).

Source: Service Tool.

Completed Owner Activities

Exhibit E.7: Counts of Completed Owner Activities for Families Enrolled Through February 2024

Owner Activity Name	Count of Owners Completing Activity at Least Once	Count of Times Activity Completed
Initial contact	537	678
Request for Tenancy Approval filing assistance	83	165
Expedited inspections	83	136

Owner Activity Name	Count of Owners Completing Activity at Least Once	Count of Times Activity Completed
Holding fee	70	117
Security deposit	131	170
Lease-up bonus	120	147
Owner 1-month post-move check-in	59	63
Additional owner post-move check-ins	7	16
Damage mitigation fund	0	.

Note: This exhibit differs from Exhibit E.2 in including initial owner contact activities not linked to specific Demonstration families. Those contacts were not included in Exhibit E.2, since that exhibit focused only on contacts for households enrolled through May 2023.
Source: Service Tool.

Household Disbursements

Exhibit E.8: Disbursements for CMRS Families, Families Enrolled Through February 2024

Type of Disbursement	Number of Families Enrolled	Number of Families with Disbursement	Percent of Families Enrolled	Average Number of Disbursements per Family (for those with at least one disbursement)	Average Total Amount Disbursed per Family (for those with at least one disbursement)	Average Total Amount Disbursed per Family (all families)
Any disbursement	1164	293	25.2	3.3	\$2,065	\$520
Any disbursement that counts against \$750 budget	1164	260	22.3	2.0	\$138	\$31
Any disbursement that does not count against \$750 budget	1164	175	15.0	2.5	\$3,251	\$489
Disbursements that Count Against \$750 Budget						
Application fee	1164	230	19.8	1.6	\$63	\$12
Administrative fee	1164	39	3.4	1.2	\$88	\$3
Public transportation stipend	1164	12	1.0	1.0	\$13	\$0
Flexible financial assistance	1164	85	7.3	1.2	\$211	\$15
Disbursements not Included in \$750 Budget						
Security deposit	1166	154	13.2	1.1	\$2,066	\$273
Damage mitigation fund	1166	0	0.0	.	.	\$0
Lease-up bonus	1166	137	11.7	1.1	\$1,136	\$133
Holding fee	1166	94	8.1	1.4	\$1,079	\$87
Exceeding Budget						
Household disbursements exceed \$750 budget	1164	1	0.1	.	.	.
Flexible financial assistance disbursements exceed \$500 budget	1164	3	0.3	.	.	.

Source: Service Tool.

Referrals to Workshops and Outside Services

Exhibit E.9: Referrals to Workshops and Outside Services for CMRS Families, Families Enrolled Through February 2024

Type of Workshop or Referral	Families Who Have Completed Phase 2	Number of Families Referred to Workshop or Outside Service	Percent of Families Referred to Workshop or Outside Service	Number of Families Known to have Completed Workshop or Service	Percent of Families Completed of those Referred
Workshops					
Housing search workshop	1064	938	88.2	531	56.6
Renter's workshop	1064	369	34.7	304	82.4
Money management workshop	1064	364	34.2	12	3.3
At least one workshop	1064	974	91.5	596	61.2
Referrals to Outside Services					
Credit coaching	1064	726	68.2	300	41.3
Legal services	1064	93	8.7	22	23.7
Other services	1064	137	12.9	92	67.2
At least one referral	1064	759	71.3	347	45.7

Source: Service Tool.

Opportunity Area Unit Referrals

Exhibit E.10: Number of Unit Referrals in Opportunity Areas for CMRS Families, Families Enrolled Through February 2024

Measure	Number of Families with at least 10 Days in Phase 4	Number of Families with Unit Referrals	Percent of Families	Average Number of Referrals per Household if Received at Least One Referral
Unit Referrals from CMRS				
Received at least one referral	638	541	84.8	4.8
Received 0 referrals	638	97	15.2	.
Received exactly 1 referral	638	104	16.3	.
Received exactly 2 referrals	638	93	14.6	.
Received exactly 3 referrals	638	70	11.0	.
Received 4 or more referrals	638	274	42.9	.
Self-Referrals				
Made at least one self-referral	638	197	30.9	2.3
Made 0 self-referrals	638	441	69.1	.
Made exactly 1 self-referral	638	99	15.5	.
Made exactly 2 self-referrals	638	50	7.8	.
Made exactly 3 self-referrals	638	16	2.5	.
Made 4 or more self-referrals	638	32	5.0	.

Source: Service Tool.

Appendix F. Supplemental Results for Chapter 7, Impact Sample and Estimates

Description of RCE Impact Analysis Sample

To provide an up-to-date picture of the characteristics of families who have enrolled in the Demonstration, Chapter 5 of the Rapid Cycle Evaluation (RCE) Report describes the characteristics of families that enrolled in the Demonstration through February 2024. However, the impact analysis relies on data for the subset of families who had enrolled in the Demonstration through March 2023. Exhibits F.1 through F.7 describe the characteristics of the 596 families included in the RCE impact analysis sample.⁵⁵ The characteristics of the impact analysis sample are generally similar to those of the larger sample shown in appendix D. (The sole notable exception is seen in [Exhibit F.4](#), where the top three factors named by sample members for deciding to move are somewhat different for the impact analysis sample than for the larger sample shown in [Exhibit D.6](#).)

Exhibit F.1: Age and Household Composition, RCE Impact Analysis Sample

Baseline Characteristic	Proportion of Households / Sample Mean	N
Adults		
Female, Head of Household (%)	96.3	596
Avg. Age, Head of Household	38.0	596
Head of Household Age, Less than 21 (%)	0.3	596
Head of Household Age, 21-24 (%)	2.0	596
Head of Household Age, 25-29 (%)	10.7	596
Head of Household Age, 30-34 (%)	23.7	596
Head of Household Age, 35-44 (%)	45.5	596
Head of Household Age, 45+ (%)	17.8	596
Avg. Number of Adults in Household	1.3	596
Two or More Adults in Household (%)	27.0	596
Any Other Adult is Spouse/Partner (%)	4.5	596
Any Other Adult is Adult Child (%)	20.3	596
Children		
Avg. Number of Children in Household	2.3	596
One Child in Household (%)	30.4	596
Two Children in Household (%)	32.2	596
Three Children in Household (%)	20.0	596
Four or More Children in Household (%)	17.4	596
Any Children Age 0-4 (%)	38.8	596
Any Children Age 5-12 (%)	72.7	596
Any Children Age 13-17 (%)	55.9	596

Source: CCD Baseline Survey; HUD Administrative Records. Sample size = 596.

⁵⁵ The descriptive statistics for the characteristics of the impact sample presented in Exhibits F.1 to F.7 do not include imputed values for missing observations.

Exhibit F.2: Demographics, RCE Impact Analysis Sample

Baseline Characteristic	Proportion of Households	N
Hispanic/Latino, All Races, Head of Household (%)	9.8	551
White, Non-Hispanic/Latino, Head of Household (%)	3.3	551
Black, Non-Hispanic/Latino, Head of Household (%)	78.4	551
Asian/Pacific Islander, Non-Hispanic/Latino, Head of Household (%)	0.4	551
Multiple or Other Races, Non-Hispanic/Latino, Head of Household (%)	8.2	551
Born Outside of the United States, Head of Household (%)	7.0	587
Primary Language Spoken in the Home is English (%)	96.0	596

Source: CCD Baseline Survey. Sample size = 596.

Exhibit F.3: Other Family Baseline Characteristics, RCE Impact Analysis Sample

Baseline Characteristic	Proportion of Households / Sample Mean	N
Highest Level of Education Completed, Head of Household		
Less than High School Diploma (%)	18.7	572
High School Diploma (%)	17.7	572
GED Certificate (%)	11.5	572
More than High School / GED Certificate (%)	52.1	572
Employment		
Currently Working for Pay, Head of Household (%)	59.3	558
One Adult Working for Pay (%)	61.9	561
Two or More Adults Working for Pay (%)	5.8	590
Disability Status		
Has a Disability, Head of Household (%)	13.3	596
Has a Disability, Any Child (%)	52.2	582
Household Income		
Avg. Household Income (\$)	17,352.8	594
Zero Household Income (%)	12.3	594
End-of-Month Finances		
Some Money Left Over (%)	10.3	565
Just Enough to Make Ends Meet (%)	46.0	565
Not Enough Money to Make Ends Meet (%)	43.7	565
Transportation		
Household Has Access to Working Vehicle (%)	74.8	572

Source: CCD Baseline Survey; HUD Administrative Data. Sample size = 596.

Exhibit F.4: Move Factors and Baseline Neighborhood Perceptions, RCE Impact Analysis Sample

Baseline Characteristic	Proportion of Households / Sample Mean	N
Housing History / Housing Application Factors		
Has Experienced an Eviction in the Past Seven Years (%)	5.7	578
Has Had Rental Application Denied Due to Credit Score (%)	49.8	580
No Savings or Checking Account (%)	40.0	540
Baseline Neighborhood Characteristics and Perceptions		
Living in Opportunity Area at Baseline (%)	3.0	596
Number of Years Living in Current Neighborhood	6.0	590
Somewhat or Very Dissatisfied with Neighborhood, Overall (%)	72.1	592
Very Dissatisfied with School for at Least One Child (%)	16.9	579
Perceive Neighborhood Streets as Unsafe (%)	91.3	589
Concerned about Gun Violence in Neighborhood (%)	94.4	591
Move and Relocation Preferences		
Head of Household Felt Pressure to Find New Unit (%)	94.1	589
Head of Household Very Certain They Want to Move to Different Neighborhood (%)	86.4	587
Top Three Factor When Deciding Where to Move		
School Quality (%)	83.8	580
Safety (%)	92.2	580
Friendly Neighbors (%)	13.1	580
Convenient Location for Work (%)	11.2	580
Close to Public Transportation (%)	12.2	580
Neighborhood Appearance (%)	26.6	580
Neighborhood Amenities (%)	18.4	580
Proximity to Family and Friends (%)	8.1	580
Size or Quality of Home (%)	62.8	580
Other (%)	1.2	580
Comfortable Moving to Neighborhood Where Residents are of a Different Race / Ethnicity (%)	83.5	589
Very or Fairly Sure that Household Could Cover Moving Expenses Without Assistance (%)	28.4	581

Source: CCD Baseline Survey; HUD Administrative Records. Sample size = 596.

Exhibit F.5: Demographics by Site, RCE Impact Analysis Sample

Baseline Characteristic	Cuyahoga	Los Angeles	Minneapolis Region	Nashville	New Orleans	New York City	Pittsburgh Region	Rochester
Hispanic/Latino, All Races, Head of Household (%)	3.0	22.2	3.2	0.0	4.8	53.2	1.1	21.2
White, Non-Hispanic/Latino, Head of Household (%)	1.5	0.0	9.7	1.2	0.0	2.1	6.7	3.0
Black, Non-Hispanic/Latino, Head of Household (%)	88.8	70.4	69.4	89.2	88.1	42.6	78.9	74.2
Asian/Pacific Islander, Non-Hispanic/Latino, Head of Household (%)	0.0	0.0	1.6	0.0	0.0	0.0	1.1	0.0
Multiple or Other Races, Non-Hispanic/Latino, Head of Household (%)	6.7	7.4	16.1	9.6	7.1	2.1	12.2	1.5
Born Outside of the United States, Head of Household (%)	0.0	12.9	14.5	2.3	2.4	36.5	2.0	5.8
Primary Language Spoken in the Home is English (%)	100.0	93.5	90.5	100.0	100.0	76.4	100.0	95.7
Number of Households	146	31	63	87	42	55	102	70

Exhibit F.6: Baseline Neighborhood Perceptions by Site, RCE Impact Analysis Sample

Baseline Characteristic	Cuyahoga	Los Angeles	Minneapolis Region	Nashville	New Orleans	New York City	Pittsburgh Region	Rochester
Number of Years Living in Current Neighborhood	6.2	7.4	5.3	3.9	3.7	10.7	5.5	6.3
Somewhat or Very Dissatisfied with Neighborhood, Overall (%)	73.1	90.3	54.0	70.9	81.0	80.0	68.3	73.9
Very Dissatisfied with School for at Least One Child (%)	14.8	20.0	9.5	16.5	25.0	13.2	14.4	29.0
Perceive Neighborhood Streets as Unsafe (%)	93.8	96.8	69.4	93.0	97.6	96.4	95.0	88.4
Concerned about Gun Violence in Neighborhood (%)	97.2	100.0	77.8	97.7	100.0	92.7	97.0	91.3
Number of Households	146	31	63	87	42	55	102	70

Source: CCD Baseline Survey.

Exhibit F.7: Select Family Characteristics from HUD Records by Site, RCE Impact Analysis Sample

Baseline Characteristic	Cuyahoga	Los Angeles	Minneapolis Region	Nashville	New Orleans	New York City	Pittsburgh Region	Rochester
Avg. Household Income (\$)	14,349	22,707	21,667	17,708.8	14,567	22,959	14,819	17,563
Zero Household Income (%)	18.5	0.0	4.8	17.4	7.1	0.0	16.0	12.9
Living in Opportunity Area at Baseline (%)	0.7	0.0	11.1	2.3	2.4	7.3	4.9	2.9
Number of Households	146	31	63	87	42	55	102	70

Balance Tables for RCE Impact Analysis Sample

Exhibit F.8: CMRS vs. Control Baseline Balance Comparisons, RCE Impact Analysis Sample

Baseline Characteristic	CMRS	Control	Difference (CMRS vs. Control)	p-Value (CMRS vs. Control)
Living in Opportunity Area at Baseline (%)	3.5	2.5	1.0	0.459
Household Demographics and Composition				
Hispanic/Latino, All Races, Head of Household (%)	8.6	11.0	-2.3	0.175
White, Non-Hispanic/Latino, Head of Household (%)	2.6	4.2	-1.7	
Black, Non-Hispanic/Latino, Head of Household (%)	78.0	78.1	-0.1	
Multiple or Other Races, Non-Hispanic/Latino, Head of Household (%)	10.9	6.7	4.1	
Born Outside of the United States, Head of Household (%)	6.7	8.1	-1.4	0.509
Female, Head of Household (%)	96.2	96.5	-0.3	0.846
Head of Household Age, Less than 21 (%)	0.3	0.4	-0.0	0.507
Head of Household Age, 21-24 (%)	1.9	2.1	-0.2	
Head of Household Age, 25-29 (%)	1.9	2.1	-0.2	
Head of Household Age, 30-34 (%)	9.6	12.0	-2.4	
Head of Household Age, 35-44 (%)	21.4	26.1	-4.7	
Head of Household Age, 45+ (%)	49.2	41.3	7.9	
Other Household Characteristics				
Any Children Age 0-4 (%)	38.0	39.6	-1.6	0.697
Any Children Age 5-12 (%)	73.8	71.4	2.4	0.508
Any Children Age 13-17 (%)	54.6	57.2	-2.6	0.522
Has a Disability, Head of Household (%)	13.4	13.1	0.3	0.902
Has a Disability, Any Child (%)	50.5	54.1	-3.6	0.383
Currently Working for Pay, Head of Household (%)	58.8	57.6	1.2	0.769
Avg. Household Income (\$)	17,502.6	17,142.4	360.2	0.759
End of Month Finances, Not Enough Money to Make Ends Meet (%)	44.4	44.5	-0.1	0.991
End of Month Finances, Just Enough to Make Ends Meet (%)	45.4	45.6	-0.2	
End of Month Finances, Some Money Left Over (%)	10.2	9.9	0.3	
Household Has Access to Working Vehicle (%)	75.7	72.8	2.9	0.415

Baseline Characteristic	CMRS	Control	Difference (CMRS vs. Control)	p-Value (CMRS vs. Control)
Neighborhood Perceptions and Move Preferences				
Very Dissatisfied with School for at Least One Child (%)	14.4	21.6	-7.2	0.022**
Somewhat or Very Dissatisfied with Neighborhood, Overall (%)	69.6	74.6	-4.9	0.183
Perceive Neighborhood Streets as Unsafe (%)	91.1	91.5	-0.5	0.841
Concerned about Gun Violence in Neighborhood (%)	94.2	94.7	-0.5	0.811
Head of Household Felt Pressure to Find New Unit (%)	93.3	94.0	-0.7	0.727
Head of Household Very Certain They Want to Move to Different Neighborhood (%)	87.9	84.5	3.4	0.229

*/**/** indicates a mean difference that is statistically different from 0 at the .10/.05/.01 levels, respectively, using a two-tailed t-test. For multi-level categorical variables, statistical tests are conducted using chi-squared tests of independence, and the test result is shown in the row of the first level.

Source: CCD Baseline Survey. Sample sizes: CMRS = 313; Control = 283. For balance testing and impact analyses, the race and ethnicity category Asian or Pacific Islander, Non-Hispanic/Latino is collapsed into the Other or Multiple Races, Non-Hispanic/Latino category. Less than 1 percent of household heads enrolled through March 2023 had identified as Asian or Pacific Islander.

[Exhibit F.8](#) compares select family characteristics by treatment arm (CMRS vs. control) for the 596 families enrolled through March 2023 included in the RCE impact analysis sample.⁵⁶ In general, differences between CMRS and control group families were small and not statistically significant.

One family characteristic did exhibit statistically significant mean differences at the $p < .05$ level. The share of household heads who reported being very dissatisfied with school for at least one child was higher in the control group (CMRS 14.4% vs. control 21.6%, $p = 0.022$).

However, the observed rate of statistically significant tests at the $p < .05$ level (1 out of 20 tests) in [Exhibit F.8](#) is consistent with the rate of statistically significant tests at this level that might occur due to random chance. Omnibus test results presented in [Exhibit F.9](#) suggest no systematic differences between the CMRS and control groups that might pose a threat to the internal validity of the impact comparisons.

Exhibit F.9: Summary of CMRS vs. Control Balance Comparisons, RCE Impact Analysis Sample

Impact Comparison	Number of Tests with No Significant Differences	Number of Tests with Significant Differences	Characteristic(s) with Significant Difference	p-Value of Omnibus F-test
CMRS vs. Control	19	1	Very Dissatisfied with School for at Least One Child (%)	0.592

Note: The omnibus F-test is a test of difference across all characteristics shown in Exhibit F.8.

Sensitivity Analyses

Impact Estimates by Enrollment Date Cut-Off

Impact analysis estimates presented in the main text were generated using a sample of families who had enrolled in the Demonstration through March 2023. [Exhibit F.10](#) compares impact estimates for each study outcome, varying the enrollment date cut-off for the estimation sample between February and April 2023. Estimates are similar in the three samples.

⁵⁶ The CMRS vs. control comparisons presented in Exhibit F.8 and summarized in Exhibit F.9 include the imputed values for missing observations generated using the approach described in appendix B.

Exhibit F.10: Impact Estimates by Enrollment Cut-Off Date

Sample	CMRS		Control		ITT Impact			
	N	Mean	N	Mean	Impact	(SE)	p-Value	
Outcome: New Lease-Up in an Opportunity Area in First 12 Months After Random Assignment								
Enrolled through Feb. 2023	224	22.7	207	4.4	18.3	3.1	0.000	***
Enrolled through Mar. 2023	313	23.7	283	4.1	19.6	2.6	0.000	***
Enrolled through Apr. 2023	391	22.9	361	4.5	18.4	2.4	0.000	***
Outcome: Any Move in First 12 Months After Random Assignment [Existing Voucher Households]								
Enrolled through Feb. 2023	224	36.1	207	20.8	15.3	4.3	0.000	***
Enrolled through Mar. 2023	312	38.4	283	22.0	16.3	3.7	0.000	***
Enrolled through Apr. 2023	389	35.8	359	21.6	14.2	3.2	0.000	***

CMRS = comprehensive housing mobility-related services. ITT = Intention-to-treat. SE = standard error.

*/**/*** Impact estimate is significantly different from 0 at the .10/.05/.01 levels, respectively, using a two-tailed t-test.

Notes: Impact estimates and outcome means are regression adjusted for baseline characteristics. See appendix B for additional details about outcome measurement and model specification.

Source: HUD Administrative Records.

Unadjusted Impact Estimates by Enrollment Date Cut-Off

[Exhibit F.11](#) presents unadjusted impact estimates (e.g., raw mean comparisons) for the RCE Report outcomes by enrollment date cut-off.

Exhibit F.11: Unadjusted Impact Estimates (Based on Unadjusted Means) by Enrollment Cut-Off Date

Sample	CMRS		Control		ITT Impact		
	N	Mean	N	Mean	Impact	(SE)	p-Value
Outcome: New Lease-Up in an Opportunity Area in First 12 Months After Random Assignment							
Enrolled through Feb. 2023	224	22.3	207	4.8	17.5	3.2	0.000
Enrolled through Mar. 2023	313	23.6	283	4.2	19.4	2.7	0.000
Enrolled through Apr. 2023	391	23.0	361	4.4	18.6	2.4	0.000
Outcome: Any Move in First 12 Months After Random Assignment							
Enrolled through Feb. 2023	224	35.3	207	21.7	13.5	4.3	0.002
Enrolled through Mar. 2023	312	37.5	283	23.0	14.5	3.7	0.000
Enrolled through Apr. 2023	389	35.5	359	22.0	13.5	3.3	0.000

CMRS = comprehensive housing mobility-related services. ITT = Intention-to-treat. SE = standard error.

*/**/*** Impact estimate is significantly different from 0 at the .10/.05/.01 levels, respectively, using a two-tailed t-test.

Notes: This exhibit presents raw means and impact estimates.

Source: HUD Administrative Records.

Appendix G. Payment Standard Methodologies Applicable to Opportunity Areas

Payment Standard Methodologies Applicable to Opportunity Areas in Community Choice Demonstration Sites for CY 2023

HUD requires that Public Housing Agencies (PHAs) with Housing Choice Voucher (HCV) programs adopt voucher payment standards that are used to calculate the maximum payments that may be received by participating landlords. These payment standards, which can vary by area within a PHA's jurisdiction, affect the rents of units that HCV families can afford with their vouchers. Most PHAs base their voucher payment standards on Fair Market Rents (FMRs), which are estimates developed by HUD of the 40th percentile gross rents for standard quality units within a metropolitan area or nonmetropolitan county. However, some PHAs base their voucher payment standards on Small Area Fair Market Rents (SAFMRs), which represent Fair Market Rents calculated for Zip Codes within a metropolitan area.

As specified in the initial Federal Register Notice about the Demonstration, HUD required Demonstration PHAs to adopt “high enough payment standards in opportunity areas to ensure that families have access to rental units in opportunity areas.” (85 FR 42896, July 15, 2020). Most Demonstration PHAs met this requirement by adopting exception payment standards specific to their opportunity areas based on SAFMRs, which more accurately reflect neighborhood rents than metropolitan-wide FMRs, or a similar methodology. One PHA also considers success-rate payment standards, a metropolitan-wide estimate of the 50th percentile gross rents for standard quality units.

The approaches adopted by Demonstration sites for CY 2023 are summarized below:

Cuyahoga

- Adopted exception payment standards for opportunity areas set at the higher of 120 percent of the SAFMR or FMR.

New York City

Adopted exception payment standards for opportunity areas set at 110 percent of the SAFMR.

Los Angeles

Grouped opportunity areas into tiers and adopted exception payment standards within each tier set between 103 and 120 percent of the SAFMR.

Minneapolis Region

- Metro HRA fully adopted SAFMRs for its entire jurisdiction. Within each Zip Code, they set payment standards between 98% and 101% of the applicable SAFMR.

MPHA is using Metro HRA's payment standards for the Demonstration.

Nashville

- Nashville implemented a unique payment standard system, approved by HUD, in which they calculated payment standards for opportunity area census tracts using a SAFMR methodology, but at the census tract level, rather than the more typical Zip Code level.

Nashville has grouped opportunity area census tracts together into “tiers;” all areas within a specific tier have the same payment standards.

New Orleans

Adopted exception payment standards for opportunity areas set at 110 percent of the SAFMR.

Pittsburgh Region

- Implemented a unique payment standard system via waiver, in which they set payment standards for opportunity areas at the census-tract level, grouped together into “tiers”

Higher payment standards are available at HACP for recently updated units through its MTW flexibility; more info available [here](#).

Rochester

Adopted exception payment standards based on SAFMRs, grouped together into “tiers,” set at 104 to 120 percent of the applicable SAFMR.

Appendix H. Pilot Exit Readiness Criteria Checklist

PHA Pilot Exit Readiness Checklist

PHA name	
Checklist date	
Checklist type – preliminary, interim, or final	
Pilot start date	
6-month pilot end date	
Pilot extension end date (if applicable)	
Site liaison	
TA lead	

#	Exit Criteria	Status	Projected completion date	Assigned party making determination	Primary data source
1	Enrollment procedures operational and with fidelity to model and REP (or any approved modifications to REP)			Abt	Site liaison monitoring – calls, fidelity monitoring assessments, pilot site visit
2	Mobility-related services operational and with fidelity to model			HUD (PIH)	HUD (PIH) monitoring
3	Meeting all elements of Statement of Responsibilities			HUD (PIH and PDR)	HUD (PIH and PDR) monitoring
4	Invited at least 245 existing voucher families			Abt	PHA tracker submitted to site liaison
5	Invited at least 10 or enrolled at least 4 new admission families ⁵⁷			Abt	PHA tracker submitted to site liaison or enrollment tool monitoring report
6	Enrolled at least 70 existing voucher families			Abt	Enrollment tool monitoring report

⁵⁷ This is now an either/or criteria. The original criteria in the Statement of Responsibilities was “invited at least 10 new admission families.” Another option has been added to include “enrolled at least 4 new admission families.” Fulfilling either one of these criteria will suffice to receive a satisfactory status.

APPENDIX H. PILOT EXIT READINESS CRITERIA CHECKLIST

#	Exit Criteria	Status	Projected completion date	Assigned party making determination	Primary data source
7	Enrolled at least 35 existing voucher families in treatment group			Abt	Enrollment tool monitoring report
8	At least 30 treatment group families completed pre-move appointment			Abt	Families in Phase 3 and beyond have completed their pre-move appointments. Service tool monitoring report (Family Activities)
9	At least 15 families are actively searching or have searched for housing, with referrals provided			Abt	Service tool monitoring report (Unit Referrals)
10	At least 5 families have turned in an RFTA packet for a unit in an opportunity area			Abt/PHA documentation	At least 5 moves to units in opportunity areas will satisfy the requirement. PHAs will provide RFTA documentation if they have fewer than 5 moves to opportunity areas.
11	At least 3 families received a payment for family financial assistance			Abt	Service tool monitoring report (Disbursements)
12	At least 2 property owners have received a payment for owner incentives			Abt	Service tool monitoring report (Incentives)
13	PHA submitted at least one invoice for mobility-related services			HUD (PIH)	HUD (PIH) records
14	Enrollment staff have completed all required trainings			Abt	Abt records
15	Services staff have completed all required trainings			HUD (PIH)	HUD (PIH) records
16	PHA is properly entering data into VMS			HUD (PIH)	HUD (PIH) records
17	PHA is properly entering data into PIC			HUD (PIH)	HUD (PIH) records
18	PHA is properly entering data into enrollment tool			Abt	Abt assessment of the quality of data entry and documentation in the tool
19	Services staff are properly entering data into service delivery tool			Abt	Abt assessment of the quality of data entry and documentation in the tool

#	Exit Criteria	Status	Projected completion date	Assigned party making determination	Primary data source
20	Waiting list preference is included in Administrative Plan			HUD (PIH)	HUD (PIH) review of PHA admin plan
21	Waiting list preference has been applied to families on the waiting list			HUD (PIH)	PHA self-report
22	PHA is able to select families with waiting list preference from the waiting list			HUD (PIH)	PHA self-report or Enrollment tool monitoring report
23	Pilot Milestone Weekly Checklist activities have been completed or site has a PIH plan approved			HUD (PIH)	HUD (PIH) records
24	Any major planned changes to the REP process (staffing, procedures, etc.) have been documented in a memo and tentatively agreed to by Abt and HUD			Abt/HUD (PD&R and PIH)	HUD (PD&R) records
25	Updated enrollment targets for full implementation have been established			Abt/HUD (PD&R and PIH)	HUD (PD&R) records

Full text from Statement of Responsibilities

The pilot is expected to last approximately six months. The pilot period will be considered over, and the PHA may begin full implementation of the demonstration, upon a determination by HUD and the evaluation team. The PHA's enrollment procedures and mobility-related services will need to be operational and shown to be implemented with fidelity to the CMRS Guide, Recruitment and Enrollment Plan, and Statement of Responsibilities before the full demonstration is launched at the PHA site. In general, the PHA site is required to achieve the following to exit the pilot, but these conditions may be adjusted in collaboration with and upon approval of the evaluation team:

- Invited at least 245 existing voucher families and 10 new admission families to participate in the study.
- Enrolled at least 70 existing voucher families into the demonstration, including 35 families into the treatment group.
- For those enrolled in the treatment group, at least 30 families must have participated in at least the first meeting with their assigned mobility services staff, with fidelity to the model.
- At least 15 families must have progressed to the stage of actively searching for housing, with referrals provided by the mobility services staff, with fidelity to the model.

- At least 5 families have turned in a RFTA packet for a unit in an opportunity area to provide an opportunity to test the expedited leasing protocols.
- At least 3 families have received a payment from the PHA or mobility services provider for family financial assistance.
- At least 2 property owners have received a payment from the PHA or mobility services provider for property owner incentives.
- Have submitted at least one invoice for mobility-related services to HUD.
- Have completed all required trainings.
- Are properly entering data into VMS and PIC.
- Are properly entering data into the service delivery tool or the PHA equivalent tool.
- Have implemented the required waiting list preference, meaning the PHA has updated their Administrative Plan with the preference and is able to select families from the waiting list that meet the preference.

In the event the pilot shows the PHA site is not yet able to meet a significant number of the targets noted above within the initial six months, HUD may extend the pilot for up to three months to give the site time to work through the challenges and be ready to administer the intervention effectively. If the PHA site is unable to exit the pilot within six months, or any approved extension period, HUD may take corrective action, including, but not limited to: providing the site with technical assistance, issuing a corrective action plan, requiring additional data reporting or other activities, and/or recapturing funds from the PHA site. HUD will issue a subsequent PIH Notice describing recapture and reallocation terms.

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