
Findings from the Evaluation of the Non-Elderly Disabled (NED) Housing Choice Voucher Program

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Overview

- **NED-2 voucher program background**
- **Study questions**
- **Process analysis—methods and findings**
- **Impact analysis—methods and descriptive statistics**

Background & Context

- **People with disabilities are entitled to a choice of receiving services in “the most integrated setting appropriate”**
- **Federal and state efforts attempt to transition people with disabilities out of institutions and into the community**
- **Lack of affordable, accessible housing cited as one of the biggest barriers to community placement**

NED-2 Program Design: April 2010

- **Rental assistance for non-elderly disabled (NED) individuals living in an institution (NED-2)**
- **Public housing authorities (PHAs) required to partner with Money Follows the Person (MFP) program or Health and Human Services (HHS) agency to arrange community support services for voucher recipients**

NED-2 Program Design: January 2011

- **Awarded 948 vouchers to 28 PHAs in 15 states**
- **Expected vouchers to be used within one year**
- **Technical assistance by New Editions and the Technical Assistance Collaborative (TAC)**

Study Questions (1)

- **Process and implementation**
 - 1. What were the voucher issue and lease rates over time and across sites?**
 - 2. How did key design and implementation processes vary across sites?**
 - 3. Are there specific procedures associated with faster or higher rates of voucher issue and lease?**

Study Questions (2)

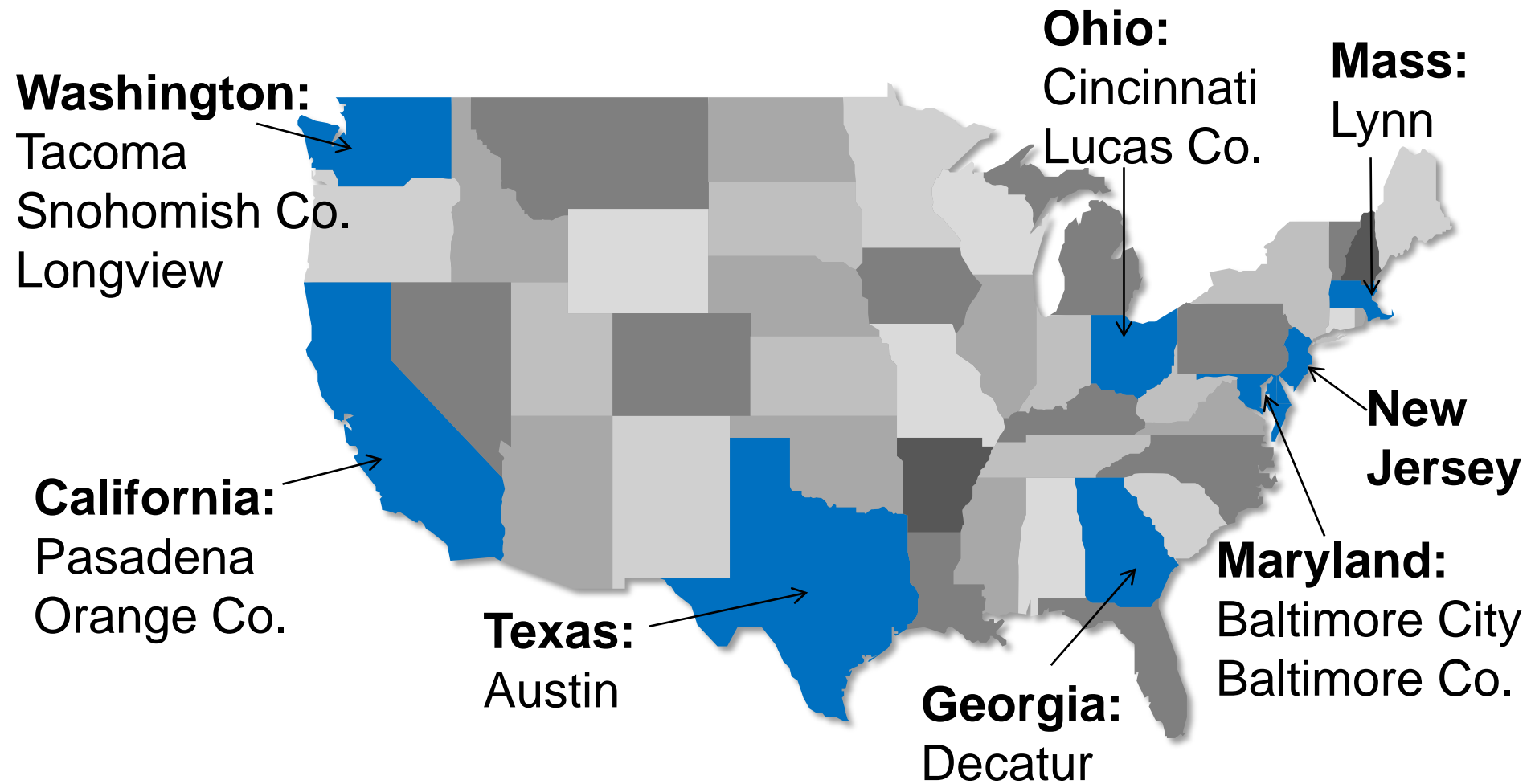
- **Impact**

- 4. Do NED-2 vouchers affect the rate of transitions from nursing facilities to community residences overall or by site?**

NED-2 Process and Implementation

Process Analysis: Selected PHAs

13 PHAs (8 states) that received at least 35 vouchers



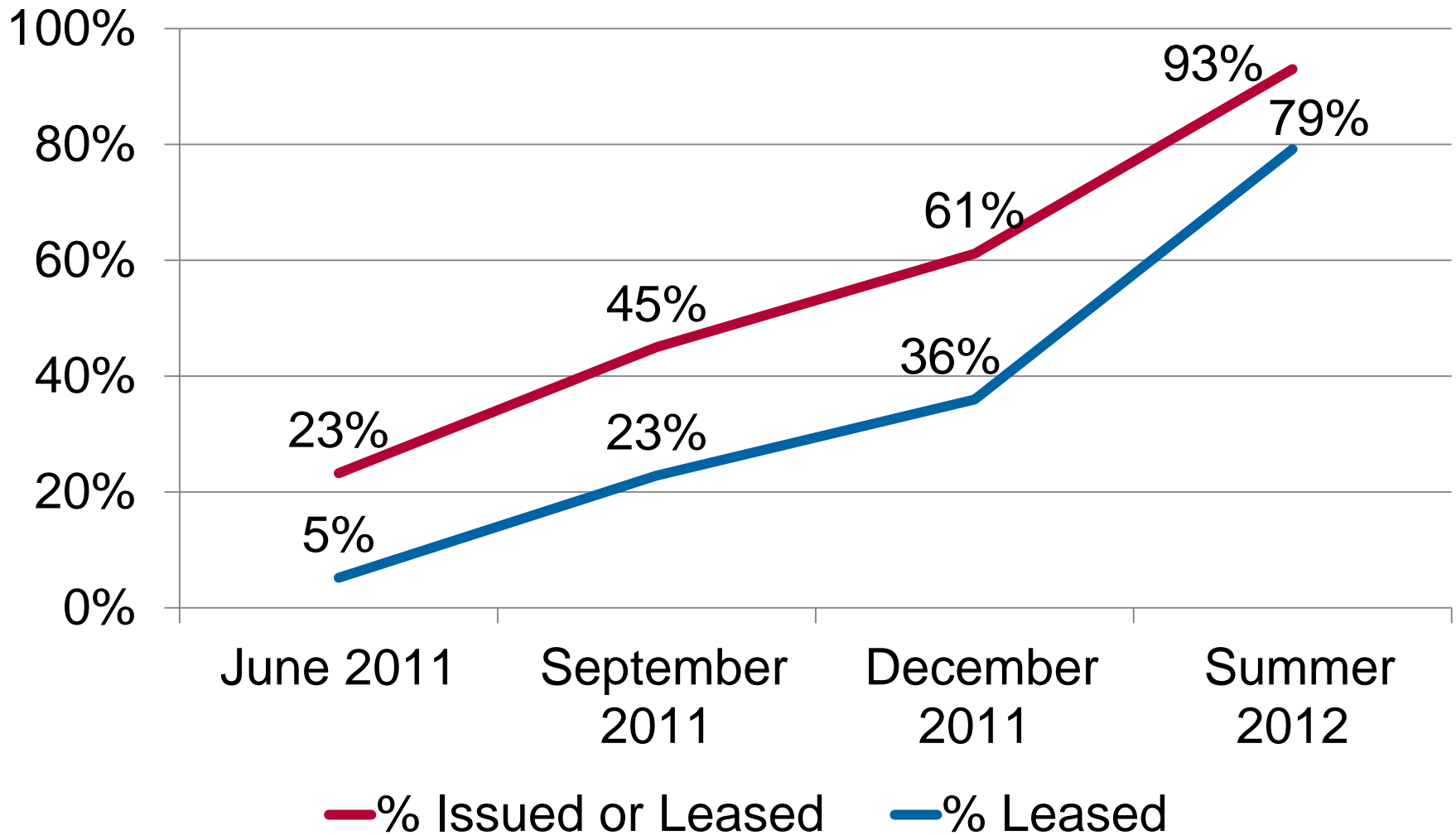
Process Analysis: Data Sources

- **Distribution data collected by TAC in June 2011, September 2011, and December 2011**
- **Phone discussions with PHA and partners in summer of 2012**

Process Analysis: Topics in Discussions

- **Collaboration between PHA and HHS/MFP staff**
- **Process for identifying and referring participants**
- **Level and type of assistance provided to applicants**
- **Modification of PHA policies for NED-2 program**

Aggregate Issue/Lease Rates (13 PHAs)



Variation in Progress

- **Most vouchers issued and leased within first year**
 - **NJ, Baltimore City, and Snohomish County**
- **Few vouchers issued and leased within first year, but all by summer 2012**
 - **Baltimore County, Lynn, Cincinnati, Lucas County, Tacoma, and Longview**
- **Fewest vouchers issued and leased**
 - **Orange County, Pasadena, Decatur, and Austin**

Variation in Implementation (1)

- HUD granted flexibility to PHAs and their partners, resulting in variation in several areas, including:
- Length and nature of prior relationships and involvement of HHS/MFP staff in the application process
- Outreach to and recruitment of NED-2 eligible individuals

Variation in Implementation (2)

- **How referrals were tracked**
- **Amount of assistance offered to applicants on forms and housing searches**
- **PHA policies to accommodate the special needs of NED-2 voucher recipients**
 - **For example, portability, voucher expiration, applicant briefings**

Factors that Lead to Higher Voucher Use

- **Communication between PHA and HHS/MFP staff during application and after award**
- **Centralized, coordinated referral and tracking**
- **Involvement of HHS/MFP housing specialist**
- **Relaxed PHA rules governing portability**

Common Implementation Challenges

- **Challenges in leasing issued vouchers**
 - **Lack of affordable and accessible housing**
 - **Landlords sometimes unwilling to hold unit**
 - **PHA rules restricting portability**
- **Challenges for eligible population**
 - **Criminal background**
 - **Missing documentation**
 - **Poor credit history**

Conclusions and Lessons (1)

- **Significant coordination between housing and health agencies helps NED-2 eligible individuals navigate the complex application processes**
- **In communities with a shortage of affordable, accessible housing, flexible portability policies are important**

Conclusions and Lessons (2)

- **Program expansion would likely be more effective if the vouchers were targeted to communities that show evidence of staff capacity and strong PHA—MFP/HHS partnerships**

Impact Analysis Plan

Impact Analysis: Methodology

- **Identify comparison regions**
- **Identify people residing in nursing facilities in NED-2 and comparison areas**
- **Narrow the sample to only those eligible and likely to use vouchers**
- **Generate a difference-in-difference estimate of probability of transition**

Impact Analysis: Data

- **HUD administrative data: identify NED-2 participants**
- **Minimum Data Set (MDS): individual characteristics and institutional information**
- **National Provider Identifier (NPI) registry: zip codes for providers in the MDS**

NED-2 and Comparison Regions

| NED-2 Region | Comparison Region |
|---|--|
| Baltimore City and Baltimore County, MD | Prince George's, Montgomery, and Anne Arundel Counties, MD |
| Cincinnati, OH | Akron and Dayton, OH |
| Snohomish County, WA | Spokane County, WA |
| Tacoma, WA | Vancouver and Bellingham, WA |

See supplementary slides for more details.

Sample Size and Statistical Power

| | Number of NED-2 Vouchers Used by Dec 11 | Maximum Number of Eligibles to be Included |
|---------------------------|---|--|
| Baltimore City and County | 39 | 479 |
| Cincinnati | 20 | 147 |
| Snohomish Co. | 29 | 241 |
| Tacoma | 30 | 216 |

Descriptive Statistics: Untrimmed Sample

| | NED-2 Voucher Users | Treatment Area Subjects | Comparison Area Subjects |
|-------------------------|------------------------------------|--|-------------------------------------|
| N | 118 | 6,389 | 6,082 |
| Difficulty walking (%) | 36.4 | 62.0 | 62.4 |
| Difficulty dressing (%) | 28.0 | 67.7 | 68.9 |
| Difficulty eating (%) | 3.4 | 27.3 | 29.2 |

Next Steps

- **Narrow the sample and conduct difference-in-difference analysis**
- **Future research**
 - **Extend the analysis to include 2012 voucher users**
 - **Compare nursing facility readmission rates**

For More Information

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Supplemental Slides

NED-2 and Potential Comparison Regions

| | Population | Transition Rate | Rental Vacancy Rate | Fair Market Rent |
|----------------|------------|-----------------|---------------------|------------------|
| Baltimore City | 619,000 | 18.2% | 7.4% | \$1,263 |
| P.G. Co. | 841,000 | 13.1% | 7.0% | \$1,461 |
| Baltimore Co. | 787,000 | 19.4% | 5.5% | \$1,263 |
| Montgomery Co. | 932,000 | 13.5% | 3.6% | \$1,461 |
| A. Arundel Co. | 538,000 | 22.8% | 5.6% | \$1,263 |
| Cincinnati | 300,000 | 15.7% | 17.1% | \$752 |
| Dayton | 141,000 | 22.0% | 10.1% | \$714 |
| Akron | 199,000 | 21.8% | 12.4% | \$745 |

NED-2 and Potential Comparison Regions

| | Population | Transition Rate | Rental Vacancy Rate | Fair Market Rent |
|---------------|------------|-----------------|---------------------|------------------|
| Snohomish Co. | 722,000 | 28.1% | 4.6% | \$1,176 |
| Spokane Co. | 471,000 | 26.8% | 8.0% | \$731 |
| Tacoma | 200,000 | 34.4% | 7.7% | \$1,018 |
| Vancouver | 162,000 | 31.1% | 3.5% | \$905 |
| Bellingham | 82,000 | 26.8% | 2.8% | \$848 |