
Cambridge Rent Control Study

Phase I - Existing Data

**Status Report
March 1987**

Prepared by
Abt Associates Inc.
Cambridge, Massachusetts

Prepared for
The City of Cambridge

Cambridge Rent Control Study

Phase I - Existing Data

**Status Report
March 1987**

Prepared by
Abt Associates Inc.
Cambridge, Massachusetts

Prepared for
The City of Cambridge

Abstract

This rent control study conducted by Abt Associates for the City of Cambridge used existing data to address the question, "What are the characteristics of households living in rent controlled units in Cambridge?". The simple answer is that one cannot answer this question because there are no reliable data containing both an identification of the rent control status of housing units and data on household characteristics, such as income, age, family size, or occupation.

Previous attempts to deal with this question have relied upon three major sources--City Street Listings of residents, information on tenants provided by owners of rent controlled property, and the U.S. Census. The Street Listings are inappropriate to this purpose, even when rent-controlled buildings are identified on the listings, because the listings do not accurately reflect the number or composition of current residents, because "occupation" is simply the verbatim entry by those who respond to the City census, and because age (year of birth) data are quite often missing. Information provided by landlords of rent controlled buildings is inadequate because such records are not maintained by many landlords. Those who do have such records maintain them at the point of application, not updated to reflect current status, and furthermore often are unwilling to release this information.

This study uses housing characteristics data from the U.S. Census, which divides the City into 95 Block Groups. Records maintained by the Rent Control Board were used to identify the number of rent controlled units in each of these Block Groups. Unlike a previous study, this one distinguishes renter characteristics from homeowner characteristics and also makes a correction for the presence and characteristics of subsidized households in those Block Groups with subsidized housing properties.

The essential finding from this investigation is that one cannot use existing data to describe the characteristics of Cambridge residents in rent controlled housing. While there are some Block Groups in which practically all rental units are rent controlled and others in which practically all units are non rent-controlled and there are some systematic differences in household characteristics for these contrasting Block Groups, one cannot be sure that

these characteristics hold for other Block Groups in which the rental stock is more mixed.

We have performed a correlation analysis, however, to observe the extent to which mean, or average, household characteristics of renters in the Block Groups appear to be related to the relative concentration of rent controlled units among the rental stock in that Block Group. The finding from the correlation analysis is that only weak correlations exist between rent controlled unit concentration and average household characteristics of concern. Although the correlations are weak, they suggest that areas with high concentrations of rent controlled rental units tend to be areas of lower mean household income, lower percentages of renter households with incomes of \$20,000 or more (1979 income), higher mean household size, higher ratios of mean household size to mean number of bedrooms and higher percentages of the population living in non-family households. None of these correlations are strong, and they cannot address the question of distribution of household characteristics according to whether a household is in a rent controlled unit.

In addition to showing that existing data not answer the question posed, this study obtained detailed data on the distribution of rent controlled units that are needed to design the sampling approach for a direct survey.

Acknowledgements

Principal authors for this report were Dr. James Wallace, Dr. Meryl Finkel, and Ms. Barbara Kessner of Abt Associates. The authors wish to acknowledge the valuable assistance provided by a number of other staff, including data assembly tasks performed by Betty Hansen, Elisabeth Rogers, and Elisabeth Griffin; microcomputer applications and programming by Cara Barton; computer graphics work by Louise Hadden, and report production by Elisabeth Griffin.

We are also deeply appreciative of the cooperative spirit of the City of Cambridge staff who assembled available data for us. In particular, we wish to acknowledge Betty Hepner of Community Development, Peter Helwig of the Assessor's Office, Laura Getz of the Rent Control Board, the staff of the Cambridge Election Commission, and Judie Feins of the Cambridge Housing Authority.

Contents

Abstract.....	i
Acknowledgements.....	iii
Table of Contents.....	iv
List of Maps.....	v
List of Tables.....	v
1.0 Summary.....	1
2.0 Data Sources.....	3
2.1 Rent Controlled Units.....	3
2.2 Tenant Characteristics.....	4
2.3 Planning Neighborhood Tabulations.....	6
2.4 Block Group Tabulations.....	7
3.0 Methodology.....	13
4.0 Findings.....	17
5.0 Next Steps.....	20
 Appendix A: Subsidized Housing Properties.....	 21
Appendix B: Rent Control and Census Household Statistics by Neighborhood.....	 23
Appendix C: Block Group Map and Data on Rental Households by Block Group	 28
Appendix D: Literature Review.....	32

Maps

City of Cambridge Neighborhoods.....	8
City of Cambridge, Housing Stock Concentration by Neighborhood.....	9
City of Cambridge, Median Rent Control Rents and Number of Units in 1987, by Cambridge Neighborhood.....	10
City of Cambridge, Poverty and Rent Control.....	11
City of Cambridge, Age Statistics.....	12
Cambridge Census Tracts and Block, 1980.....	31

Tables

Subsidized Housing Properties.....	22
Neighborhood Median Rent Control Rent & Number of Units by Neighborhood, 1987.....	24
Housing Stock Concentration by Neighborhood.....	25
Poverty and Rent Control.....	26
Age Statistics.....	27
Data on Rental Households.....	29

1.0 SUMMARY

On May 5, 1986 the Cambridge City Council adopted an order that the City Manager arrange to provide the City Council "with any available statistics as [to] the kind of people (i.e., age, economic level, etc.) living in rent controlled units, 2-3 family and larger buildings, etc., and if such information is not presently available, to have the proper agency conduct such a study and report back to the City Council as soon as possible." This status report is in fulfillment of the first part of that order.

In the search conducted by the Community Development Department for available data, it became clear that direct answers to the question were not already available. Such information is not kept as part of the records of the Rent Control Board or by any other agency. The Community Development Department assembled some basic facts on the numbers of rent controlled units and their distribution by size of building in the City as well as some basic data on population and housing characteristics from the 1980 U.S. Census.

Because these data were not refined enough to address the original question, the City solicited proposals for a further study of existing data and consideration of a direct survey to obtain the information needed. The solicitation for the proposals (that were submitted October 24, 1986) called for an analysis of 1980 U.S. Census data, combined with statistics from the Rent Control Board and the Cambridge Housing Authority, "to compare tenants in rent-controlled units to (a) tenants in non-rent controlled private housing, and (b) tenants in subsidized housing in Cambridge." Abt Associates, in a contract effective December 22, 1986, has performed the required study and the results are summarized in this report.

In addition to the data sources named above, we have also used the Valuation File of the Assessor's Office for buildings classified in that file as subject to rent control (to which we appended the Census Block Group identification as a function of building address) and have supplemented the data from the Cambridge Housing Authority by telephone inquiries to the owners and managers of privately owned subsidized housing (using a listing and map provided by the Community Development Department). We also have made

reference to a street listing (City census) from the Cambridge Election Commission, and a file of rent controlled properties from the Cambridge Rent Control Board.

The basic methodology used has been to disaggregate statistics first to the 13 planning districts in the City, then to the level of the 95 Block Groups into which the U.S. Census has divided the City. This does not permit exact identification of the characteristics of households in rent controlled units, but it does permit a statistical analysis of the way in which aggregate household characteristics at the Block Group level vary with the relative concentration of rent controlled units at the Block Group level.

Across 95 Block Groups we find a negative correlation of -0.140 between mean incomes of renter households and the proportion of rent controlled rental units in the Block Group. For the 66 Block Groups with no subsidized housing properties the cleaner analysis (one not requiring any correction for these households) yields a correlation of -0.284 . For the 66 Block Groups with no subsidized properties we also found a negative correlation (-0.39) between the percentage of renter households with 1979 incomes of \$20,000 or more and the percentage of rent controlled rental stock. These results indicate that, on average, rent controlled units tend to be occupied by lower income households and that very high income households tend to live in areas with low concentrations of rent controlled households.

2.0 DATA SOURCES

The objective of this study is to examine existing data in order to determine the characteristics of tenants in rent controlled units. The available data, however, do not separate tenant characteristics in rent controlled units from non rent-controlled units. Therefore, we had to use available data to approximate the information we were seeking. First we identified all rent controlled units. Then we examined a range of data sources in an attempt to approximate the characteristics of tenants living in rent-controlled housing. The following descriptions indicate the data we examined and the degree of usefulness of each data source.

2.1 Rent Controlled Units

Rent Control Board

Data from the Rent Control Board provided information on location and maximum rent for each current rent controlled unit. Units on the rent control data file are listed by address and assessor's block and lot number. We used statistics provided by the Rent Control Board to identify the total number of rent controlled units in each census tract and in each of Cambridge's thirteen neighborhoods and to indicate household characteristics provided by the 1980 Census at those geographic levels.

We have not attempted to adjust the current data on rent controlled property to approximate the 1980 situation in congruence with the 1980 U.S. Census. The Rent Control Board does not keep such historic files, so such adjustments would be quite subjective in any case, if they were made. Also we have not attempted to subtract from the counts of rent controlled units those which show as subject to rent control in the City records but which actually are now exempt because they are in owner occupied buildings of 3 or fewer units. Because a large number of purchases creating such situations have occurred since 1980, our not correcting for this change may actually improve the correspondence of the counts of rent controlled units by Block Group from current rent control records with the situation obtaining in 1980, the year for which we have the most complete household characteristics from the U.S. Census.

Assessor's Office

The Assessor's Office provided a Valuation File for all rent controlled buildings, listing the street address, lot and block number, and number of units in each building. A Billing File indicating which units receive residential exemptions also is available from the Assessor's Office. By matching the billing file to the valuation file we could have identified all 1, 2, and 3-family buildings that are now exempt from rent control due to owner occupancy and removed these units from the listing of rent controlled units obtained in the Valuation File. However, because a large number of purchases creating such situations occurred after 1980, and 1980 is the base year for our analysis, we elected not to try to make this correction in the current files.

2.2 Tenant Characteristics

Election Commission

The Election Commission is responsible for compiling the annual Street Listings. The Street Listings include information on profession, age, and number of occupants in each unit in the entire city. An appealing possibility would be to match rent controlled units with the street listings by address and use this City census information on household characteristics. On closer examination, it became clear that the information is not appropriate for the purposes of this study. The most fundamental problem was we found many cases where former tenants were not removed from the street listings while new tenants were not added to the list. Also, the professions listed were not categorized and were often abbreviated. This made it difficult to be sure exactly what profession or type of job was indicated. This in turn made it impossible to estimate incomes based on profession. Additionally, the year of birth listed frequently was omitted; missing year of birth is simply coded as 1900. We could not use this information as we had hoped, to estimate the proportion of elderly tenants in rent controlled units. Another fundamental lack, of course, is income information. For all these reasons it was impossible to identify the tenants in rent controlled units and their characteristics by using the street listings.

Property Owners

We interviewed several owners of the largest numbers of rent controlled apartments as a test of the availability of data on tenants from owners. These owners hold approximately 10 percent of all rent controlled units in the City. Some owners were unwilling to release any information about residents or the applicant pool. Other owners were more cooperative, but, informed us that the data was inconsistent. For example, in all cases income data was only available for the most recent tenants. In other cases, unverified income data was available from applications. Using such data would skew the results to represent only the most recent tenants. It would not provide information on long-term tenants which include many elderly tenants. Even if data from large owners were available and reliable, such data would bias our information towards tenants in the larger apartment buildings unless we incurred the considerable expense of seeking information also from the smaller buildings and landlords. We decided that this approach was not adequate for our purposes and did not pursue it further.

The 1980 Census

The source of data which provided the most complete information on tenant characteristics was the 1980 U.S. Census. Although this information is several years old, the data are consistent and reliable. We were able to obtain housing and population statistics at the city and at the block group level. The Community Development Department also provided us with 1980 Census data for each of the thirteen neighborhoods in Cambridge. The methodology discussion indicates which Census data we used.

Street Address/Census Tract and Block Group Listings

The Community Development Department provided us with a listing of addresses included in each of the 95 Census block groups in Cambridge. Using this listing as a guide we were able to match each rent controlled building to the Census block group. This link formed the basis of our analysis of tenant characteristics by block group.

Cambridge Housing Authority

We obtained a current printout of tenant characteristics for each public housing project in Cambridge. We were able to match each project to the Census block group and subtract out the tenant characteristics of those people in public housing from the remaining residents in the block group.

Other Subsidized Housing Properties

We obtained a listing of all other subsidized properties in Cambridge (MHFA, Section 236, etc.) from the Community Development Department. We conducted telephone interviews with the managers of these buildings to get estimates of tenant characteristics. Although we could not reach every manager and the information we did receive was rough estimates, the consistency of the information enabled us to make some assumptions about the characteristics of tenants in these buildings. We then subtracted out this information from the remaining residents in the block group. Appendix A provides the listing of the 40 public housing and subsidized private properties.

Massachusetts Department of Public Welfare

The income data from the CHA and the subsidized housing projects was current, 1987 data. In order to use this information with the 1980 Census data we had to deflate income to 1980. The Welfare Department gave us their standard factor that they use to inflate public assistance from 1980 to 1987. We used this factor to deflate income in these projects so that the income figures for subsidized housing tenants would be consistent with 1980 Census data.

2.3 Planning Neighborhood Tabulations

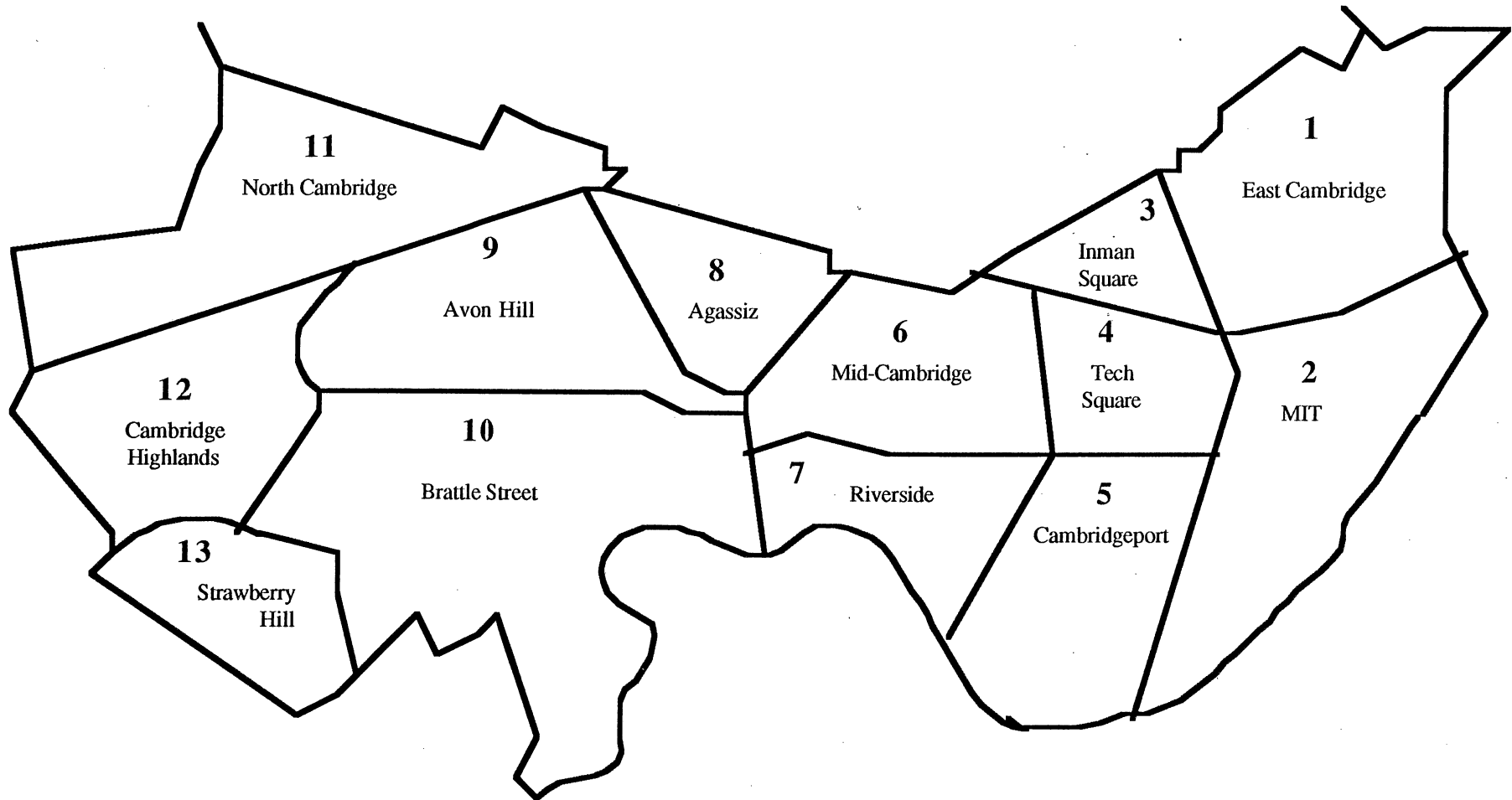
The Cambridge Rent Control Board provided us with tabulations on rent controlled units at the Cambridge Planning Neighborhood level as well as a special run the Board had made by the U.S. Department of Commerce on the 1980 census data at the planning neighborhood level. These provided the first level of geographic disaggregation of data and are presented by planning

neighborhood on the Maps following. Appendix B provides the tabulations of the data presented in the maps.

2.4 Block Group Tabulations

Appendix C provides a tabulation of the Census data used, by Block Group, and a map of the City locating Block Groups.

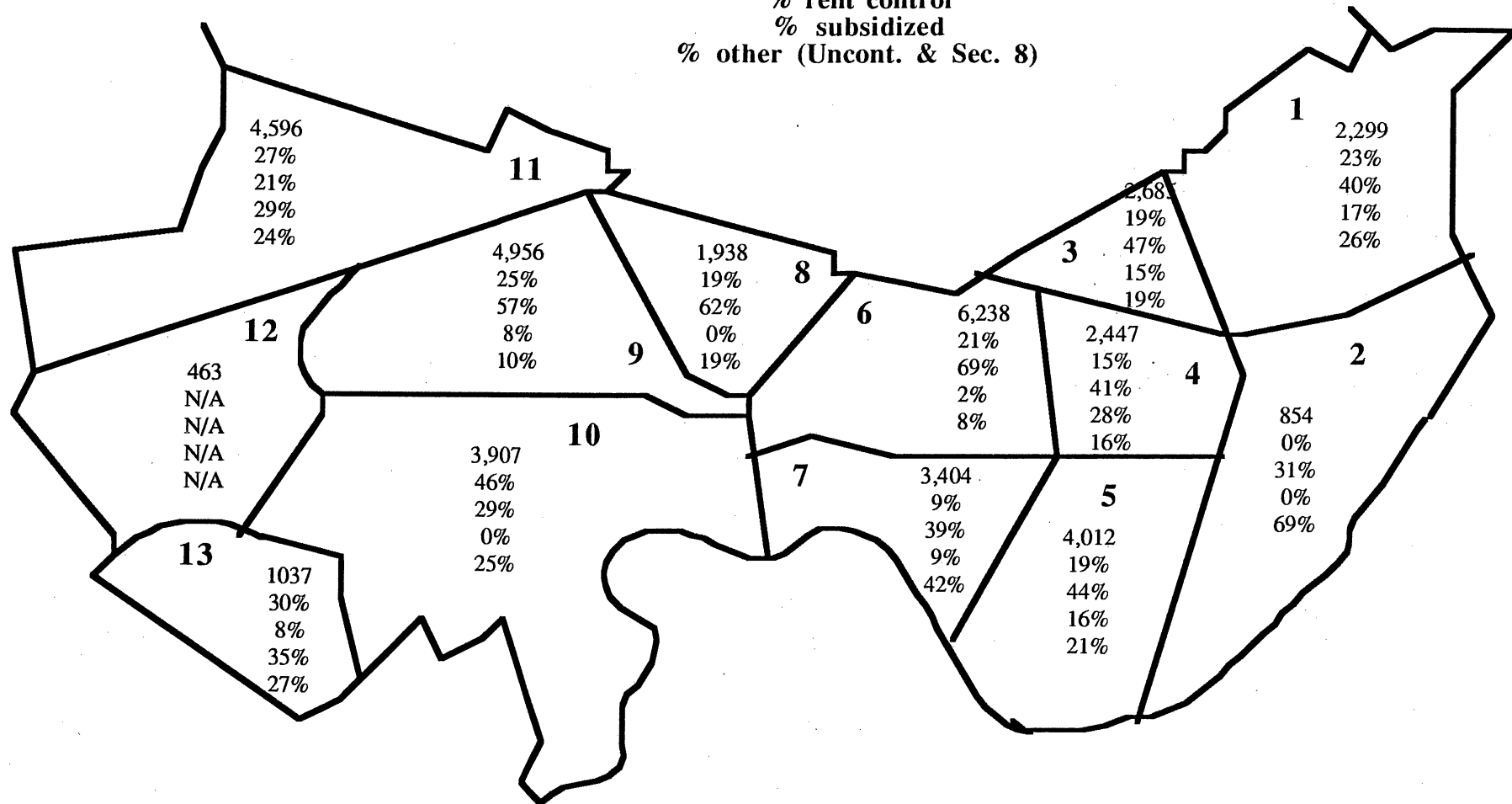
City of Cambridge Neighborhoods



City of Cambridge

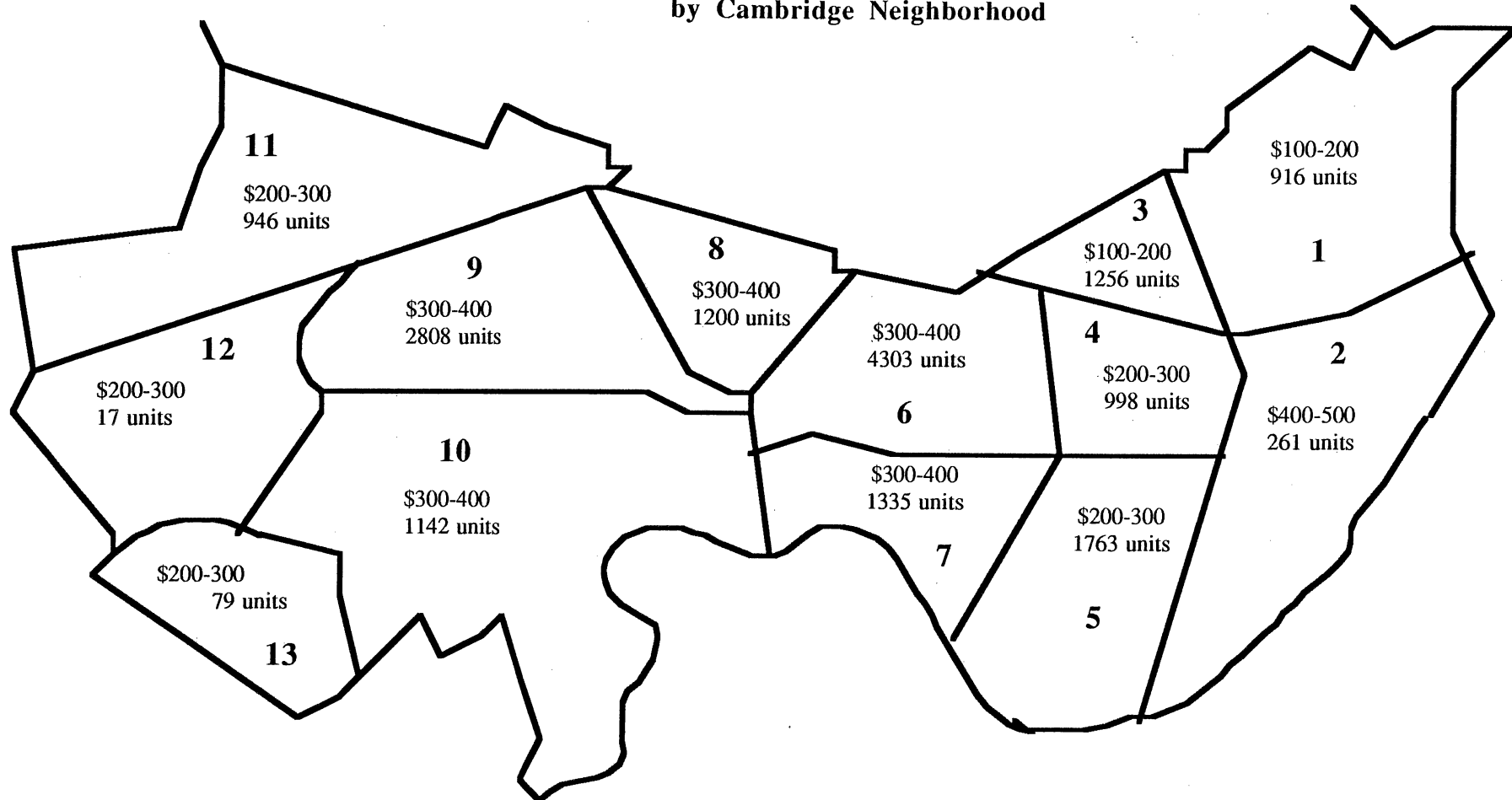
Housing Stock Concentration by Neighborhood

Number of households
% owner occupied
% rent control
% subsidized
% other (Uncont. & Sec. 8)



City of Cambridge

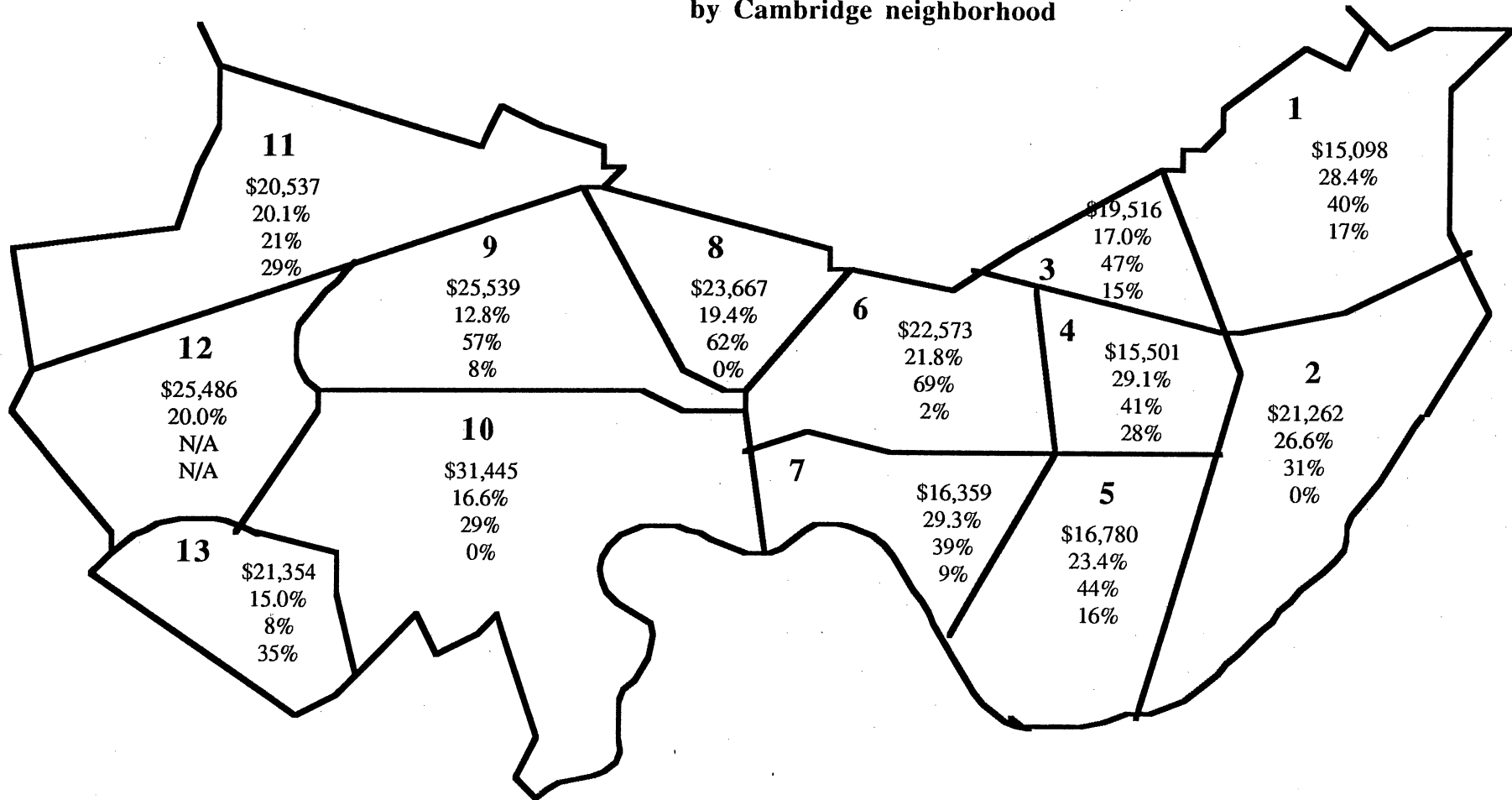
Median Rent Control Rents and Number of Units in 1987,
by Cambridge Neighborhood



City of Cambridge

Poverty and Rent Control

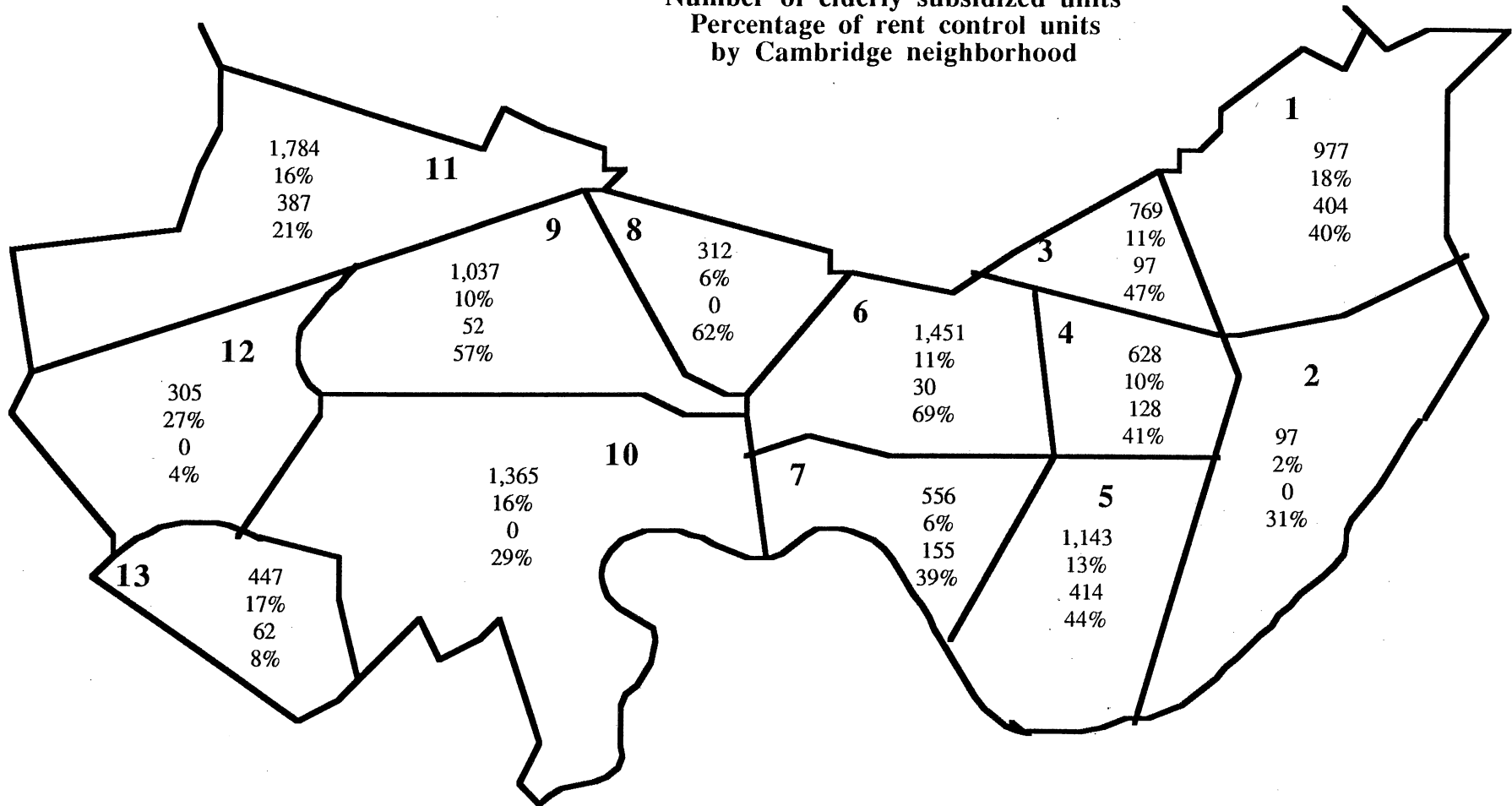
Median Household Income
% below poverty
% rent control
% subsidized
by Cambridge neighborhood



City of Cambridge

Age Statistics

People over 65 years of age
% of population over 65 years of age
Number of elderly subsidized units
Percentage of rent control units
by Cambridge neighborhood



3.0 METHODOLOGY

In order to determine the characteristics of the population residing in rent controlled housing units one would ideally like information on each household in all types of units. Direct data from the 1980 U.S. Census do not distinguish households according to whether their unit is rent controlled, and the data on rent controlled units maintained by the rent Control Board do not contain information on household characteristics. The smallest geographic grouping for which statistical data on households are available is Census Block Group.

The total number of households, the number of rental units, of housing units in subsidized properties and of rent controlled units are available for each Block Group. (Actually the file we obtained from the City indicated addresses of rent controlled buildings, and we had to attach the appropriate Block Group to each of the 4400 records). The number of "non rent-controlled" units can be calculated for each Block Group of the City as the residual after rent controlled units and units in subsidized housing properties are subtracted from the total number of rental units.

Units in subsidized housing properties include households in both privately and publicly owned subsidized housing properties; both family units and elderly housing units. The 40 properties included are detailed in Appendix A.

"Non rent-controlled" units include all rental units that are neither under rent control or in subsidized housing properties. Thus the non rent-controlled housing stock includes not only units rented at market rates but also some units in which the household receives rental assistance through the Section 8 Existing Housing program or the State Chapter 707 program. The Cambridge Housing Authority currently administers a total of 1017 additional housing subsidies in privately owned housing other than subsidized properties.

Each census Block Group contains data on approximately 405 households. The City of Cambridge has 95 census Blocks, accounting for 38,836 households. According to the 1980 census, approximately 23 percent of the housing units in the city were owner occupied. Thus each Block Group included on average 405 households of which 312 were renter occupied. Data from the Cambridge Housing Authority provide units of in subsidized housing properties,

both low income and elderly: 4663 units. The Rent Control Board data show that in 1987 there are 17116 rent controlled units distributed throughout the city. Applying these numbers to the 1980 census data on housing stock (without trying to make corrections for changes in the housing stock or the rent control status of units since 1980) gives an approximate measure of the non rent-controlled rental housing stock: 8144 units.

In summary, the City's occupied rental housing stock of 29,923 units was divided for analysis as follows:

-	Number of rent controlled units (1987)	17,116
-	Number of subsidized units in subsidized properties (1987)	4,663
-	Number of non rent-controlled rental units (the residual, including approximately 1,000 households with other forms of rental assistance	8,144

Our approach was to make this allocation for each of the 95 Block Groups for the city. The methodology used to characterize rent control households was to relate the proportion of rent control households among renters for each Block Group with economic and demographic characteristics of interest for rental households such as age and income, at the Block Group level. For three of the Block Groups there is no census data so that the analysis was done on the 92 Block Groups for which census data are available.

To obtain estimates of income for nonsubsidized renters in Block Groups containing subsidized properties, total renter income for each Block Group was adjusted to account for subsidized housing properties' tenants. Cambridge Housing Authority and managers of several privately owned subsidized housing properties provided current income ranges for each housing project. These were deflated to 1980 levels using the ratio of 1980 to 1987 welfare payment levels. Thus incomes of subsidized housing project tenants were subtracted from total incomes of all renters in that Block Group to provide total income for non-subsidized housing renters. From this, mean household income for each Block Group is obtained by dividing the total income of non-subsidized renters by the number of such households. Other characteristics of the subsidized housing properties such as age of occupants, number of occupants and number of

bedrooms per unit are not available for 1980, so that income was the only household characteristic we could analyze across all 92 Block Groups.

Sixty-six census Block Groups have no subsidized housing properties, so that no adjustment for subsidized housing is necessary. The rental stock in those 66 Block Groups divides into rent controlled and non rent-controlled units. The analysis can then focus on how 1980 census renter characteristics at the Block Group level vary with the proportion of the rental stock that is rent controlled without having to adjust for households in subsidized properties.

The methodology for analysis of characteristics of rent control households consists of estimating correlations between the percentage of rental stock that is under rent control for each Block Group with household characteristics of interest such as age and income. By doing so we look at a Block Group as a unit and the mean value for the Block as its characteristic. For example if 80 percent of the residents of Block Group A live in rent controlled housing and the mean income for that Block Group was \$10,000, we would call that Block Group a unit with 80 percent rent control and mean income \$10,000. The analysis takes advantage of the fact that there are 95 Block Groups each with different percentages of renters living in rent controlled units and with different mean values for the household characteristics of interest. This method, of course, does not account for the distribution of income, or other characteristics within Block Groups.

Correlations measure the degree of association between two variables; in other words, do the two variables "move" together. If two variables have no relationship at all the correlation equals 0. If as one variable grows, the other grows at the same rate we have "perfect correlation" which equals one. (If the variables change in the opposite direction the correlation will be negative). Thus correlation coefficients vary from -1 to 1. The determination of what level of correlation is "meaningful" is somewhat arbitrary; for example if the correlation coefficient is 0.30, we can not be sure what that means (whereas a correlation of 0.8 seems strong). The level of correlation beyond which two variables can be considered related, depends on the degree of significance (certainty that we are correct in assuming a relationship) we

want and on the number of observations. A higher degree of significance raises the necessary correlation and the number of observations lowers it.

For example, we would expect a negative correlation between rent control status and rent (rent controlled apartments have lower rent). Using the Block Groups as our observations, we would therefore expect a negative correlation between percent of renters in rent control units and mean contract rent for the Block Group. The correlation between the two is -0.21519 for the 66 Block Groups with no subsidized properties. -0.21519 is significant at the 95 percent confidence level.

Our goal is therefore to measure the association of the percentage of households in a Block Group that are under rent control with demographic and economic characteristics of renters in that Block Group. Mean values of these characteristics were obtained from the Census for each of the Block Groups in the city. The characteristics of interest include:

- Total number of rental units.
- Number of people and number of people over 65.
- Mean household size.
- Mean number of bedrooms per housing unit.
- Number of renter households.
- Mean household crowding (mean household size/ mean bedrooms per unit).
- Mean income for renters.
- Percent of renters with household income over \$20,000.

As noted above, because data on people and units sizes are not available for the subsidized properties, most of the correlations will include only the 66 Block Groups that have no subsidized housing properties and require no adjustments on these data for subsidized housing.

4.0 FINDINGS

Because data on individual households are not available, we used Census Block Groups as our unit of analysis. In order to measure the relationship between the percentage of rental units in a given Block and other characteristics, correlation analysis was used. Using the technique described earlier to subtract the income of residents in subsidized housing properties, we were able to measure mean household income for the combined group of rent control and non rent-control households.

To test whether there is a relationship between income and the portion of the population living in rent controlled units, the correlation between the two is calculated. A high positive level of correlation implies that Blocks where incomes are high, have high percentages of people in rent controlled units. On the other hand, a negative correlation implies that for higher income Block Groups, fewer people live in rent controlled units. The measure of correlation between mean income and rent controlled units across all the Block Groups in the city is -0.140 . With 92 records, that level of correlation is significant at the 90 percent level. That is, there is a 90 percent chance of there being a relationship between the variables. (There is a 10 percent chance that this correlation level can be reached through chance rather than a real relationship between the variables).

The remainder of the tests of correlations between the percent of the rental housing stock that is under rent control and other characteristics is presented only for the 66 Block Groups that have no subsidized housing properties. The income characteristics available include mean renter household income for each Block Group, per capita income for renters, and percentage of renters with household income over \$20,000.

To test whether elderly people are more likely to be living in rent controlled units, the correlation between percent of the population over 65 and the percent of the rental stock that is rent controlled is calculated. A positive correlation would imply that areas that have high concentrations of elderly people also have high concentrations of rent controlled units.

Other demographic measures of interest include household size, where a positive correlation implies that areas where the mean household size is high have a high proportion of rent controlled units. The correlation of crowding and percentage of rent control units gives an indication of whether rent control units are more or less crowded than other units.

The results are as follows:

Correlation Between Household Characteristics and Proportion
of Rent Controlled Units across Block Groups
(without Subsidized Properties)

<u>Characteristic</u>	<u>Correlation with Percentage of Rentals that are Rent Controlled</u>
Mean renter income	-0.284 **
% of renter household with income over \$20,000	-0.390 **
Per Capita renter income	0.006
Mean renter Household size	0.431 **
Mean renter occupants per bedroom	0.306 **
 % of population over 65	 0.110
% of population living in non-family households	0.413 **
	 <u>Correlation with Percentage of Total Housing Units that are Rent Controlled</u>
% of population over 65	-0.280 **
% of population living in non-family households	0.536 **

** significant at the 95% level.

The results presented above show that there is a negative relationship between mean household income and percent of rental stock that is rent controlled. In other words, in higher income areas, fewer renters rent controlled units. There is also a significant negative correlation between percent of renters with incomes over \$20,000 (the highest income bracket reported) and percent of rental units that are rent controlled. This means that in Block Groups that have more high income people there tend to be fewer

rent controlled apartments. Note that these figures do not mean that the lower income people in each Block Group are those who are renting controlled units. The per capita figures show no relationship between per capita income and concentration of rent controlled units.

The correlation between percent of the population over 65 and the percent of rentals that are rent controlled is positive, but not significant. On the other hand, the correlation between percent of the population over 65 and percent of the total housing stock that is subject to rent control is negative. Thus areas with high concentrations of elderly people have lower concentrations of rent control units out of the total housing stock. One possible explanation for the change in sign could be that many older people own their own homes so that the relationship between elderly and rent control stock out of the total housing stock is negative. However, as noted above, this does not say within each Block who lives in the controlled units. It only talks about AVERAGES.

The remaining correlations indicate that non-family households, larger households, and households with larger averages of persons per bedroom in the unit-- all are associated with higher concentrations of rent controlled units in the rental stock at the Block Group level.

In summary, using existing data we can characterize Block Groups by the correlation between rent controlled units and the mean values of demographic and economic characteristics of interest. However, within Block Groups we cannot examine the distribution of characteristics according to type of rental housing. The only way to accomplish that is through a direct household survey.

5.0 NEXT STEPS

At the outset of the work with existing data it became apparent that the original questions posed could not be answered short of direct data collection and that some form of household survey could and should be performed. Accordingly, as of February 12, 1986, the City modified the study contract to include the design of a survey questionnaire and of the survey sample.

A separate Design Report will indicate the major items of data to be collected through a household survey, consider alternative forms of survey (in-person or telephone), indicate the sample groups and sample sizes needed based upon the choice of objectives of the survey, and provide costs for performing the survey of the recommended sample as well as feasible alternative samples. The survey questionnaire will be designed to answer directly the questions about household characteristics. The survey sample design will indicate the type of sample and number of responses needed in order to characterize rent controlled households as a whole (at the City level), to compare them with other households, and to provide estimates of these characteristics disaggregated geographically.

Appendix A
Subsidized Housing Properties

	Type of Unit		Number of Subsidized Units (1980)	Estimated Mean Household Income**
	Subsidized Elderly	Moderate-Low Income Family		
1. Briston Arms	20	32	85	12,307
2. Corcoran Park	29	123	152	17,108
3. Close Building	-	60	60	7,665
4. Daniel Burns	199	-	199	5,717
5. 808 Memorial Drive	34	101	135	12,259
6. Fairmont Village	-	10	10	4,318
7. 411 Franklin Street	61	-	61	9,000
8. Frank Manning	199	-	199	5,659
9. Harwell Homes	16	40	56	7,793
10. Huron Towers	62	155	217	12,264
11. Inman Square	81	24	116	12,228
12. Jackson Gardens	3	43	46	7,818
13. 115 Jackson Street	-	10	10	7,187
14. Jefferson Park	5	244	309*	4,327
15. John F. Kennedy	88	-	88	4,835
16. Linnaean Street	24	-	24	4,350
17. Lincoln Way	2	58	60	2,754
18. Linwood Court	1	44	45	13,444
19. 35-45 Lopez Street	-	12	12	6,827
20. Lyndon Johnson	181	-	181	8,125
21. Miller's River	304	-	304	5,054
22. Newtowne Court	50	164	294*	5,484
23. 929 Mass. Ave	30	3	66	9,000
24. 116 Norfolk Street	39	-	39	4,388
25. 120 Pleasant Street	-	6	6	6,827
26. 12 Prince Street	-	12	12	6,827
27. Putnam Gardens	25	98	123	5,865
28. Putnam-Mt. Auburn	94	-	94	9,000
29. Putnam School	29	-	29	7,451
30. Rindge Towers	117	626	777*	11,479
31. River Howard	-	32	32	4,387
32. Robert Weaver	20	-	20	6,000
33. Roosevelt Towers	21	104	228*	3,381
34. Truman Apts.	67	-	67	6,068
35. 21 Valentine Street	-	6	6	4,000
36. Walden Square	8	133	240	15,000
37. Washington Elms	18	190	324*	8,890
38. Willow Street	-	15	15	4,000
39. Woodrow Wilson	12	57	69	5,528

* Totals include vacant units.

** Income figures are in current dollars. For analysis they were deflated to 1979 dollars by the average change in welfare incomes since 1979: 40 percent.

Data Sources: Number of Units -- Cambridge Housing Authority
Incomes -- Cambridge Housing Authority and Project Managers

Appendix B

Rent Control and Census Household Statistics by Neighborhood

Neighborhood Median Rent Control Rent & Number of Units by Neighborhood, 1987

<u>Neighborhood</u>	<u>Median Rent Control Rent</u>	<u>Units</u>
Total	200-300	17,116
1	100-200	916
2	400-500	261
3	100-200	1,256
4	200-300	998
5	200-300	1,763
6	300-400	4,303
7	300-400	1,335
8	300-400	1,200
9	300-400	2,808
10	300-400	1,142
11	200-300	946
12	200-300	17
13	200-300	250

0.213 = correlation between median rent control rent and percent below poverty

0.349 = correlation median rent control rent - median household income

Data Sources: Rent Control Board -- Median Rents & Units

Housing Stock Concentration by Neighborhood

Neighborhood	Households	% Owner Occupied	% Rent Control	% Subsidized	% Other
Total	38,836	23	44	12	21
1	2,299	23	40	17	26
2	854	0	31	0	69
3	2,685	19	47	15	19
4	2,447	15	41	28	16
5	4,012	19	44	16	21
6	6,238	21	69	2	8
7	3,404	9	39	9	42
8	1,938	19	62	0	19
9	4,956	25	57	8	10
10	3,907	46	29	0	25
11	4,596	27	21	29	24
12	463				
13	1,037	30	8	35	27

Data Sources: 1980 Census -- Households and Owner Occupancy; Rent Control Board -- Rent Control Occupancy; Cambridge Housing Authority -- Subsidized Units

Poverty and Rent Control

Neighborhood Total	Median Household Income (1979 Data Converted to 1985 dollars)	Percent Below Poverty (1979)	% Rent Control (1987)	% Subsidized (1987)
Total	21,062	21.1	44	12
1	15,098	28.4	40	17
2	21,262	26.6	31	0
3	19,516	17.0	47	15
4	15,501	29.1	41	28
5	16,780	23.4	44	16
6	22,573	21.8	69	2
7	16,359	29.3	39	9
8	23,667	19.4	62	0
9	25,539	12.8	57	8
10	31,445	16.6	29	0
11	20,537	20.1	21	29
12	25,486	20.0		
13	21,354	15.0	8	35

Sources: 1980 Census -- Median Income by Neighborhood; 1986 Statistical Abstract of the United States -- 1979, 1985; CPI Cambridge Rent Control Board -- Rent Control Units; Cambridge Housing Authority -- Subsidized Housing Units

0.044 = correlation between percent below poverty and some subsidy (rent control or subsidy)

0.008 = correlation between percent below poverty and percent subsidized

- 0.494 = correlation between median income and percent subsidized

0.610 = correlation between median income and percent homeowners

0.373 = correlation between median income and percent rent control of non-subsidized rental stock

Age Statistics

Neighborhood	People Over 65	Percent of Population Over 65	Elderly Subsidized Units	% of Housing Units that are Elderly- Subsidized	% Rent Control of Units Unsubsidized Rental Stock
Total	10,871	11%	1,729	4.4%	79%
1	977	18	404	17.6	67
2	97	2	0	0	31
3	769	11	97	11.4	71
4	628	10	128	4.8	72
5	1,143	13	414	10.8	68
6	1,451	11	30	0.4	89
7	556	6	155	4.6	48
8	312	6	0	0	77
9	1,032	10	52	1.0	85
10	1,365	16	0	0	54
11	1,784	16	387	8.4	44
12	305	27	0	0	NA
13	447	17	62	6.0	22

0.216 = correlation between percent elderly and percent of stock that is elderly subsidized

-0.067 = correlation between percent of elderly and percent rent control of unsubsidized rental stock

Data Sources: 1980 Census -- Population Over Age 65 by Neighborhood; Cambridge Housing Authority -- Subsidized Units for Elderly; Rent Control Board -- Rent Control Units.

Appendix C

Data on Rental Households by Block Group
and
Block Group Map

DATA ON RENTAL HOUSEHOLDS, BY BLOCK GROUP

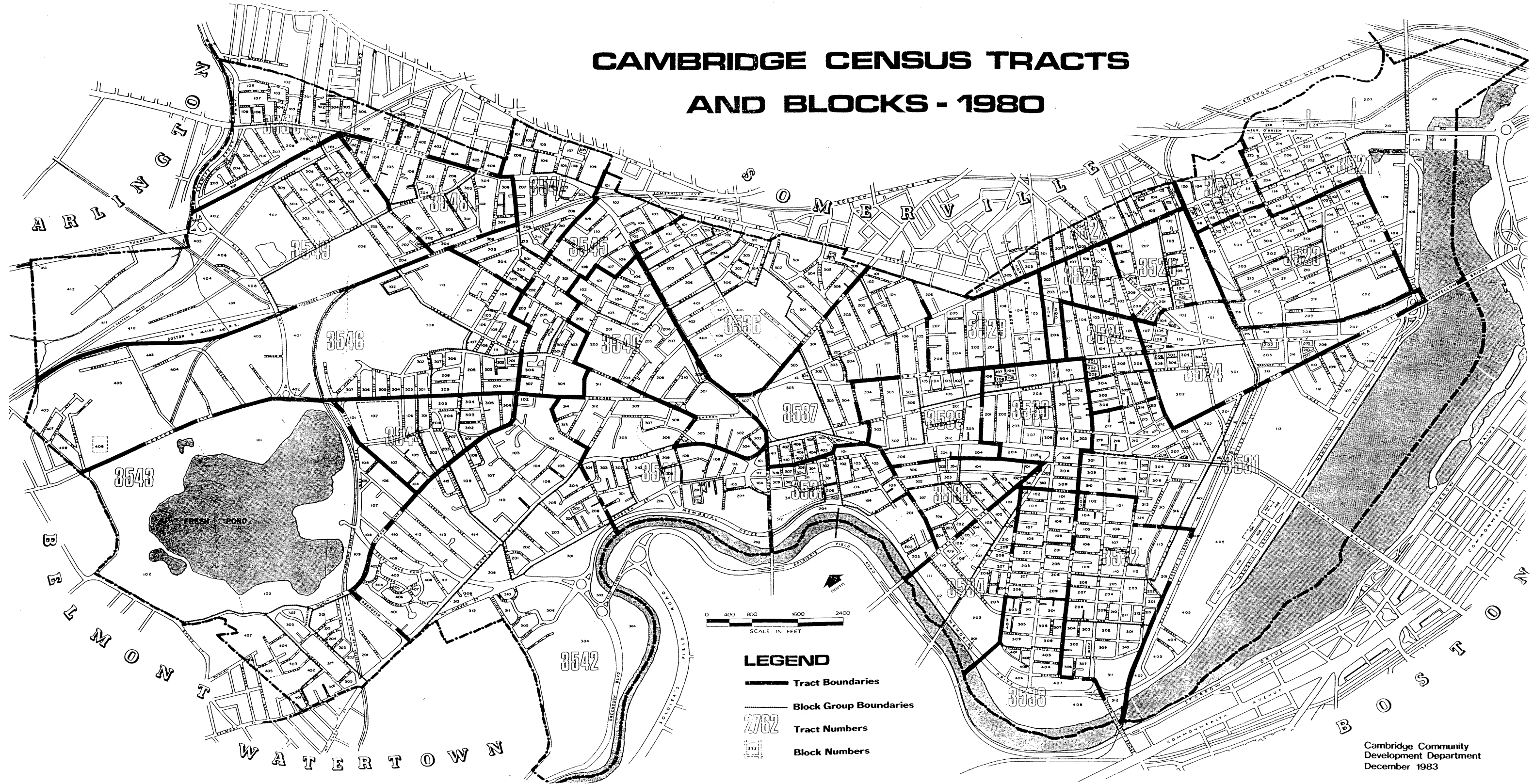
TRACT/BG	RENTER HHS	RENTER PEOPLE	UNITS % RNTCL	UNITS % SUBS	PEOPLE % OVER 65	MEAN HH INCOME	% HH INC >20K	MEAN RENT	MEAN HH SIZE	CROWDING
35211	106	234	74.03%	27.36%	10.41%	14955	28.30%	173	2.21	0.97
35212	319	721	100.00%	0.00%	22.37%	11089	10.97%	146	2.26	1.46
35221	804	1417	63.74%	46.14%	28.34%	8372	11.07%	110	1.76	1.31
35231	181	357	55.25%	0.00%	23.90%	9981	13.26%	128	1.97	1.49
35233	401	1089	55.61%	0.00%	8.92%	13858	24.69%	141	2.72	1.88
35241	156	410	80.77%	0.00%	12.20%	14277	21.15%	175	2.63	0.92
35243	430	1276	95.12%	90.47%	4.74%	0	1.16%	93	2.97	2.21
35251	357	982	46.47%	12.61%	11.15%	12985	15.69%	170	2.75	1.46
35252	179	435	64.25%	0.00%	0.00%	0	34.08%	193	2.43	1.20
35253	331	745	69.18%	11.78%	12.35%	13680	16.92%	136	2.25	1.11
35261	361	1043	54.85%	0.00%	9.43%	14619	20.78%	146	2.89	2.40
35262	396	1030	47.77%	3.79%	8.46%	15242	26.52%	148	2.60	1.92
35271	279	702	51.25%	0.00%	10.47%	10985	12.90%	135	2.52	3.99
35272	240	816	97.78%	43.75%	9.86%	10358	6.67%	95	3.40	0.68
35273	306	682	61.58%	37.91%	19.89%	11042	16.01%	166	2.23	1.66
35281	364	1002	100.00%	32.14%	9.17%	12176	17.03%	163	2.75	2.72
35282	232	513	90.52%	0.00%	11.42%	14721	24.14%	164	2.21	1.42
35291	312	669	56.41%	0.00%	15.05%	13819	25.00%	213	2.14	1.07
35292	611	1099	46.48%	0.00%	14.41%	16501	28.64%	272	1.80	1.14
35301	315	560	100.00%	14.60%	18.01%	15940	30.48%	274	1.78	1.17
35302	707	1158	71.85%	0.00%	7.10%	13515	23.20%	258	1.64	1.18
35303	657	946	79.73%	43.68%	33.70%	7639	5.18%	148	1.44	1.16
35311	406	845	0.00%	0.00%	10.06%	19750	36.45%	330	2.08	1.39
35312	344	908	82.56%	0.00%	7.49%	11670	10.76%	198	2.64	1.79
35313	172	386	100.00%	0.00%	13.37%	11490	18.02%	167	2.24	1.27
35314	387	983	0.00%	0.00%	0.00%	14921	18.60%	276	2.54	1.61
35321	301	553	100.00%	63.46%	12.73%	12907	19.93%	189	1.84	1.58
35322	378	688	32.54%	0.00%	24.12%	8969	11.64%	150	1.82	1.69
35323	231	473	65.80%	0.00%	12.06%	18651	34.63%	231	2.05	1.28
35331	434	847	80.41%	0.00%	10.63%	11075	12.90%	211	1.95	1.52
35332	361	733	66.67%	26.87%	6.86%	14482	24.38%	191	2.03	1.98
35333	412	887	59.47%	0.00%	12.79%	15723	30.10%	221	2.15	2.15
35334	122	249	53.28%	0.00%	9.48%	12090	16.39%	221	2.04	0.61
35341	275	604	80.25%	11.64%	6.45%	12690	17.09%	171	2.20	0.90
35342	519	1145	34.38%	26.01%	6.71%	12174	19.65%	282	2.21	1.54
35351	459	804	62.31%	13.29%	13.39%	13090	20.48%	219	1.75	1.21
35352	317	766	68.04%	38.80%	8.58%	13962	24.29%	159	2.42	1.42
35353	178	415	60.11%	0.00%	1.95%	14903	17.42%	236	2.33	1.66
35361	327	497	92.35%	0.00%	8.67%	16770	29.97%	270	1.52	0.57
35362	289	466	94.46%	0.00%	8.25%	13208	23.18%	251	1.61	0.84
35363	219	415	79.91%	0.00%	7.10%	18137	34.25%	283	1.89	1.34
35364	252	356	96.83%	0.00%	6.94%	13454	9.52%	255	1.41	0.56
35365	223	515	10.76%	0.00%	8.82%	18070	28.25%	277	2.31	1.58
35371	386	643	49.48%	0.00%	29.46%	13414	25.91%	247	1.67	1.43
35372	497	785	75.65%	0.00%	7.66%	15013	27.36%	267	1.58	1.53
35373	439	612	99.32%	0.00%	12.88%	14825	22.10%	237	1.39	0.92
35374	248	331	91.13%	0.00%	8.76%	10015	12.10%	217	1.33	0.62
35381	375	578	71.73%	0.00%	9.35%	16467	27.47%	260	1.54	0.78
35382	916	1339	89.65%	7.21%	13.24%	16675	31.00%	289	1.46	1.04
35383	870	1374	86.90%	0.00%	7.85%	17341	31.95%	312	1.58	1.24
35391	355	584	71.65%	26.48%	22.84%	13097	18.31%	182	1.65	0.94

DATA ON RENTAL HOUSEHOLDS, BY BLOCK GROUP

TRACT/BG	RENTER HHS	RENTER PEOPLE	UNITS % RNTCL	UNITS % SUBS	PEOPLE % OVER 65	MEAN HH INCOME	% HH INC >20K	MEAN RENT	MEAN HH SIZE	CROWDING
35392	630	1303	16.98%	0.00%	1.04%	11143	13.49%	284	2.07	1.22
35393	68	154	4.41%	0.00%	16.23%	28520	42.65%	241	2.26	0.42
35401	365	541	100.00%	0.00%	7.23%	17659	35.07%	274	1.48	0.76
35402	1199	1695	94.30%	2.00%	14.31%	19658	34.11%	312	1.41	1.15
35403	35	49	22.86%	0.00%	12.24%	7695	0.00%	188	1.40	0.11
35411	171	248	100.00%	0.00%	12.12%	12830	14.04%	266	1.45	1.45
35412	128	192	82.03%	0.00%	17.27%	23157	39.84%	317	1.50	0.38
35413	679	1011	90.13%	0.00%	15.29%	19695	37.56%	322	1.49	1.18
35421	117	223	16.24%	0.00%	11.80%	30492	75.21%	345	1.91	0.55
35422	146	264	29.45%	0.00%	15.30%	20024	32.19%	317	1.81	1.23
35423	48	98	62.50%	0.00%	37.94%	37169	58.33%	434	2.04	0.34
35424	214	424	27.57%	0.00%	16.94%	22034	54.67%	318	1.98	0.82
35431	116	251	21.55%	0.00%	43.81%	19407	43.97%	346	2.16	0.98
35432	215	478	45.58%	0.00%	17.66%	20124	41.86%	238	2.22	0.76
35433	116	329	31.90%	0.00%	12.48%	18726	33.62%	247	2.84	0.97
35434	515	1168	27.40%	71.65%	17.65%	11428	14.17%	254	2.27	2.27
35441	155	338	34.19%	0.00%	13.60%	21436	53.55%	277	2.18	0.50
35442	197	404	27.92%	0.00%	16.96%	15379	34.52%	232	2.05	2.05
35443	130	294	33.85%	0.00%	14.62%	18146	31.54%	290	2.26	1.14
35451	702	1062	94.30%	0.00%	10.98%	19287	25.21%	276	1.51	1.13
35452	40	110	40.00%	0.00%	11.03%	19843	50.00%	355	2.75	0.69
35453	196	427	19.90%	0.00%	8.30%	21792	54.59%	360	2.18	1.18
35461	729	1645	41.03%	41.15%	7.67%	19447	32.65%	257	2.26	1.78
35462	204	361	17.16%	0.00%	13.98%	16468	46.08%	226	1.77	1.77
35463	252	556	23.95%	33.73%	12.07%	16899	34.52%	268	2.21	1.46
35464	159	282	7.55%	0.00%	30.26%	19227	49.06%	283	1.77	0.78
35471	117	214	74.36%	0.00%	9.14%	14902	18.80%	278	1.83	0.91
35472	401	812	41.90%	0.00%	8.33%	15735	26.43%	237	2.02	1.59
35473	156	365	12.82%	0.00%	9.17%	19885	57.05%	255	2.34	1.13
35481	227	529	43.17%	0.00%	19.55%	16055	28.19%	215	2.33	1.31
35482	133	245	64.66%	0.00%	31.68%	10706	0.00%	209	1.84	0.42
35483	225	385	64.37%	22.67%	11.53%	15906	35.11%	240	1.71	0.97
35491	166	344	75.30%	0.00%	17.80%	15327	27.11%	203	2.07	1.40
35492	1097	2992	88.89%	96.72%	6.20%	10751	15.31%	169	2.73	2.40
35493	219	449	26.98%	13.70%	13.20%	15936	28.77%	212	2.05	1.58
35494	49	87	51.02%	0.00%	39.10%	10778	12.24%	185	1.78	0.47
35501	328	422	7.75%	60.67%	64.54%	7144	3.96%	130	1.29	0.74
35502	102	231	31.37%	0.00%	16.43%	16985	39.22%	199	2.26	0.94
35503	221	506	32.58%	0.00%	13.53%	14875	16.29%	280	2.29	1.12
35504	238	415	34.87%	0.00%	35.54%	17778	23.11%	241	1.74	1.02

Note: Percent elderly is as a percent of the whole population.
All other variables are only for renters.

CAMBRIDGE CENSUS TRACTS AND BLOCKS - 1980



Appendix D
Literature Review

Literature Review

Because direct data on characteristics of individual households according to their housing status are not available, several researchers have used other indirect methods to try to determine who lives in rent controlled units in Cambridge.

In 1977 Kirk McClure used Mid-Decade census data to try to characterize residents of rent controlled housing units. His methodology (as described in Leonard, 1981) was similar to that used in our study--correlating mean values of characteristics for blocks with the proportion of housing units in the block that were rent controlled. His findings were that there are no significant differences between tenants of rent controlled units and the general Cambridge population. In addition to the drawbacks of correlations described in our study (notably not being able to distinguish among residents of a Block Group), the McClure study also did not separate subsidized housing and home owners for the analysis.

Herman Leonard (1981) and Ann Jarosiewicz (1984) used data from the Street Listing records to characterize the age and occupation of residents of rent controlled units. As described in our Data Source section, the occupation listings are verbatim entries-- as recorded by the respondent-- and are often abbreviated and imprecise. This makes it difficult to determine people's exact occupations and the associated incomes. Further, age (year of birth) information is quite often missing (coded as year of birth of 1900). In addition, the Street Listing records keep an original occupation entry until it is updated (often never) so that "student" is an over-represented occupation.

By not accounting for the distribution of people in subsidized properties and privately owned houses, the above mentioned studies may over or under estimate the true representation of elderly, families and low income people in rent controlled units (depending on how these groups are distributed in the owner occupied and subsidized housing stocks). One should compare the proportion of elderly, families and low income households who do not own their homes or live in subsidized projects with the proportion of those groups in rent controlled units. The studies described above compare the assumed proportion of these groups in rent controlled units with reported proportion in the population.

The Leonard study also looked at tenant application files for several Cambridge owners with large holdings of rent controlled properties, such as Harvard University, to determine the income of new tenants in rent controlled units. Leonard stated that this method may be flawed in that it is unclear whether tenants in buildings owned by Harvard and other large landlords are representative of the general population.

We believe that the study described in the main body of this report addresses the flaws and avoids the pitfalls of these previous analyses. Nevertheless the inescapable conclusion to be drawn is that existing data simply do not suffice to address the basic question, "What are the characteristics of households living in rent controlled units in Cambridge?". There is no substitute for direct data collection from households to obtain this information.

References:

Jarosiewicz, Ann "Rent Control in Cambridge: Who Really Benefits?" (M.I.T. Masters Thesis; 1984)

Leonard, Herman "Regulation of the Cambridge Housing Market: Its Goals and Effects" (Cambridge Chamber of Commerce; 1981)

McClure, Kirk "Report to the Research Team of the City Council Committee on Rent Control" (Mimeo, Dec. 1977)

(Amended)

CITY COUNCIL
CITY OF CAMBRIDGE

AGENDA ITEM NO. 5

March 30, 1987

INTRODUCED BY CITY MANAGER ROBERT W. HEALY

AN ORDER CONCERNING APPROPRIATIONS FOR THE FISCAL YEAR BEGINNING JULY 1, 1986

ORDERED: That in addition to sums previously appropriated by the City Council for the fiscal period 1986-87 the following sum is hereby appropriated in the General Fund of the City of Cambridge:

FUNCTION	DEPARTMENT OR PROGRAM	SALARIES & WAGES	OTHER ORDINARY MAINTENANCE	TRAVEL & TRAINING	EXTRAORDINARY EXPENDITURES	APPROPRIATIONS
Community Maintenance & Development	Community Development		\$69,325.00			\$69,325.00

BE IT FURTHER ORDERED: That the above appropriations in the General Fund to be financed by estimated revenues drawn from the following sources:

In City Council March 30, 1987.

Adopted as amended by a yeas and nays vote:-

Yeas 9; Nays 0; Absent 0.

Attest:- John E. Flynn, Acting City Clerk.

A true copy;

FINANCING PLAN

REVENUE

Property Taxes

\$69,325.00

ATTEST:

John E. Flynn

(Original)

CITY COUNCIL
CITY OF CAMBRIDGE

AGENDA ITEM NO. 5

March 30, 1987

INTRODUCED BY CITY MANAGER ROBERT W. HEALY

AN ORDER CONCERNING APPROPRIATIONS FOR THE FISCAL YEAR BEGINNING JULY 1, 1986

ORDERED: That in addition to sums previously appropriated by the City Council for the fiscal period 1986-87 the following sum is hereby appropriated in the General Fund of the City of Cambridge:

FUNCTION	DEPARTMENT OR PROGRAM	SALARIES & WAGES	OTHER ORDINARY MAINTENANCE	TRAVEL & TRAINING	EXTRAORDINARY EXPENDITURES	APPROPRIATIONS
Community Maintenance & Development	Community Development		\$68,325.00			\$68,325.00

BE IT FURTHER ORDERED: That the above appropriations in the General Fund to be financed by estimated revenues drawn from the following sources:

FINANCING PLAN	REVENUE
Property Taxes	\$68,325.00

City of Cambridge

MASSACHUSETTS

In City Council March 30, 198 7

AGENDA ITEM NO. 5

RE: APPROPRIATION OF \$68,325. TO THE COMMUNITY DEVELOPMENT DEPT. TO COVER THE COST OF THE SURVEY OF PERSONS LIVING IN RENT-CONTROLLED UNITS

Amend to \$69,325. (By C. Graham on recommendation of City Manager)

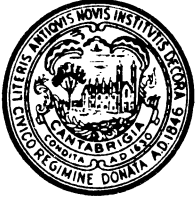
	YEA	NAY	ABSENT	PRESENT
Mr. Thomas W. Danehy	✓			
Mr. Francis H. Duehay	✓			
Ms. Saundra Graham	✓			
Mrs. Sheila T. Russell	✓			
Mr. David E. Sullivan	✓			
Mr. Alfred Vellucci	✓			
Mr. William H. Walsh	✓			
Ms. Alice K. Wolf	✓			
Mayor Walter J. Sullivan	✓			

9

0

0

C. Danehy
Mare J. J.
Recon. Section
File.



CITY OF CAMBRIDGE

CAMBRIDGE, MASSACHUSETTS 02139

TEL. 498-9011

EXECUTIVE DEPARTMENT
ROBERT W. HEALY
City Manager

RICHARD C. ROSSI
Deputy City Manager

March 30, 1987

To the Honorable, the City Council:

Attached you will find Phase I and Phase II of the Rent Control Study prepared by Abt Associates for the City of Cambridge. Phase I contains an analysis of existing data including the U. S. Census and records from the Rent Control Board, Assessors Office and Housing Authority. The report concludes that the existing data sources are, ultimately, inadequate to assist in determining the income and household characteristics of those residing in rent-controlled units. Therefore, Abt Associates has proposed in Phase II a direct sample survey to learn about those residing in controlled and non-controlled rental housing. This approach will provide the City with useful information on the characteristics and incomes of households residing in rent controlled units and a basis for comparison with rental households in non-controlled units. I recommend that we have Abt Associates, Inc. conduct this survey.

Also enclosed is an order requesting the appropriation of \$68,325.00 to the Community Development Other Ordinary Maintenance account to cover the cost of this survey.

Very truly yours,

Robert W. Healy
City Manager

RWH/mbf
Encs.

Re: appropriation of \$68,325. for the Rent Control Survey & enclosing Phase I of the Rent Control Study as prepared by Abt Associates & the Phase II Design Report.

In City Council,

March 30, 1987

Order Adopted
9-0-0-0

Phase I referred
to Rent Control
Committee

Copy sent of Phase I to Councilor
Welsh, Rent Control Committee Chair
4/3/87 wh