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## **Framing the Bigger Picture: How Housing Matters**

Bryan P. Grady, Ph.D., Chief Research Officer  
South Carolina Housing Forum – August 11, 2020

## Who Are We?

- SC Housing is a state agency founded in 1971 to serve housing needs of low- and moderate-income residents.
- We administer homeownership, rental development, and rental assistance and compliance programs.
- The Authority receives no general fund appropriations.
- Our mission is to create quality affordable housing opportunities for the citizens of South Carolina.

## Background

- As CRO, assessing South Carolina's housing markets is essential to my role at SC Housing for two reasons:
  - Helps Authority staff design evidence-based programs
  - Better informs public, private, and nonprofit stakeholders about housing affordability and availability
- This is very hard to do right now, since most publicly available housing data have substantial reporting lags, while the economic impacts of the COVID-19 pandemic and the policy responses to it are rapidly evolving.

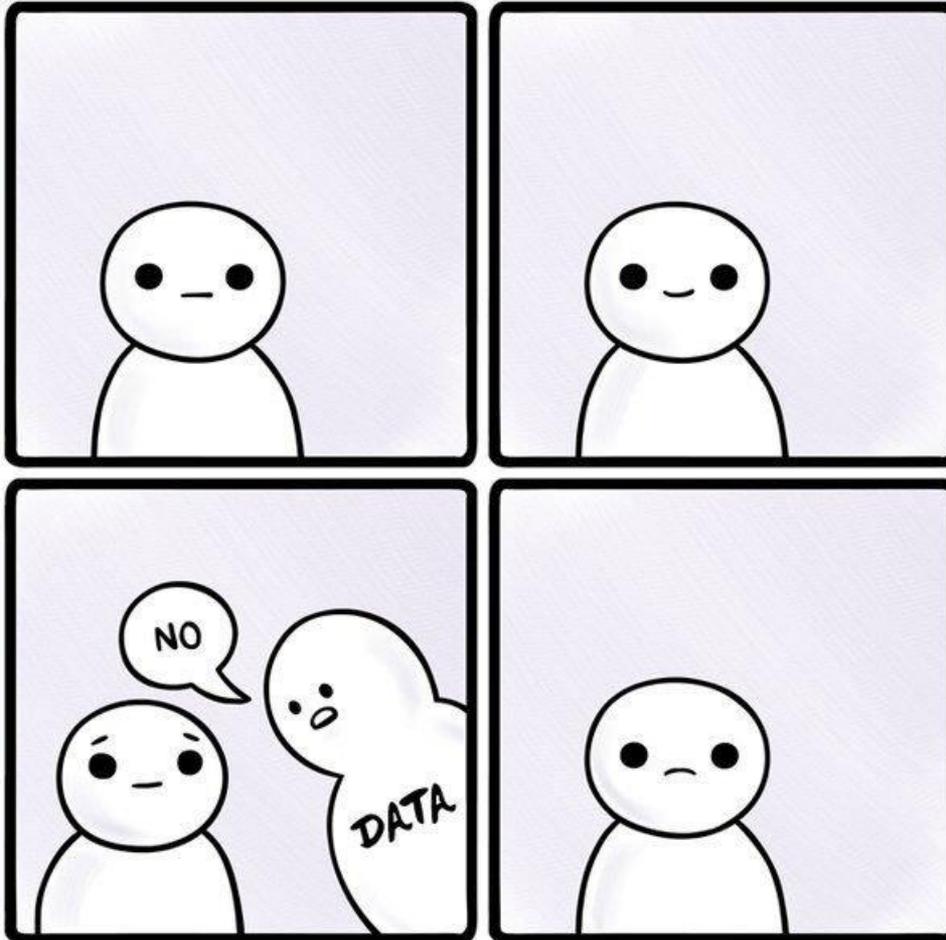
## COVID-19 Impacts

- Census Bureau reports that **28 percent** of SC adults described themselves as “housing insecure” in mid-July
- According to Stout Risius Ross, **52 percent** of SC renters (273,000 households!) are at risk of eviction this year
  - Job losses were concentrated among low-wage service workers who disproportionately rent their homes
  - Moratorium on removals from federally funded housing and supplemental unemployment compensation expired
- As a result, a Columbia University economist projects that homelessness will go up **40 percent** nationally this year

# Housing Needs Assessment

<https://schousing.com/home/Housing-Needs-Assessment>

- Volume 1 of the Housing Needs Assessment, published last August, was the first comprehensive analysis of the state's housing conditions since 2002.
- Based on feedback, additional analysis has been done to further clarify housing conditions and the connections to other policy challenges.
- Just remember, if the numbers look bad to you, they are now almost certainly substantially worse.



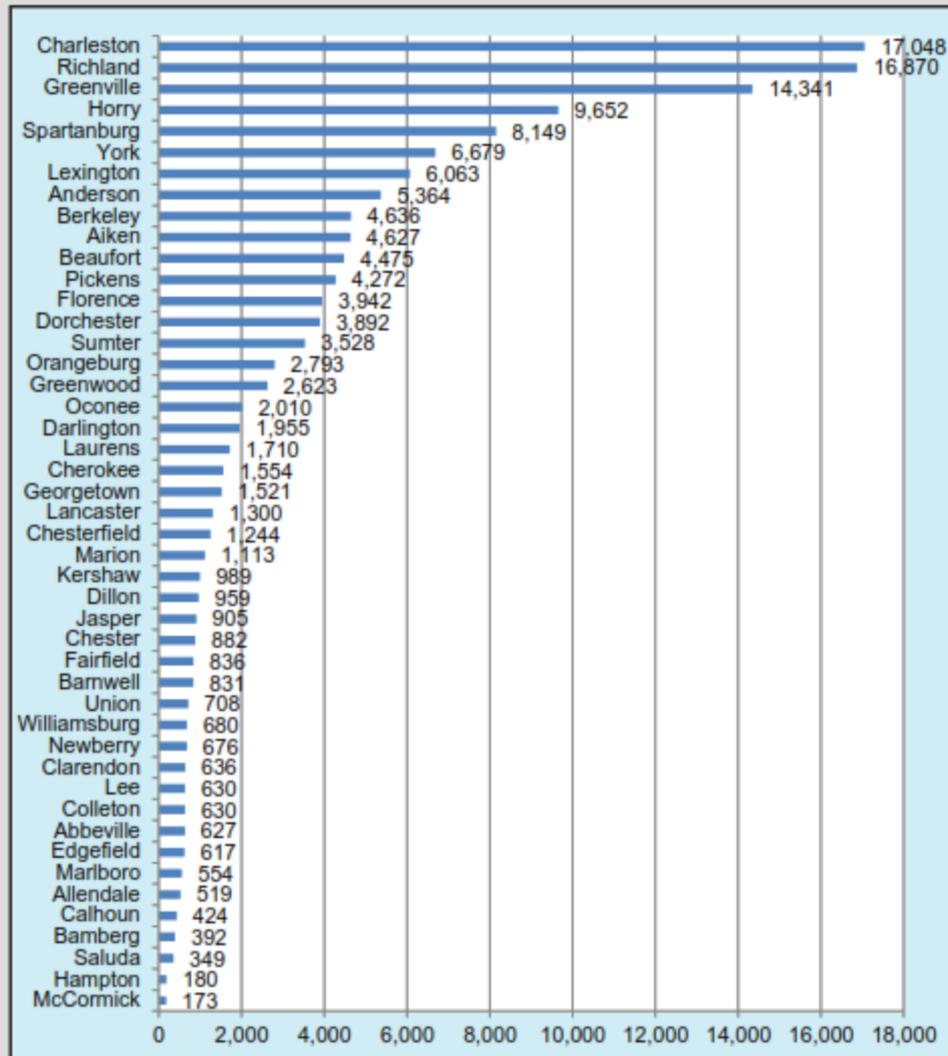
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## Key Takeaways: Volume 1

- One in four SC renters experiences severe cost burden.

## Exhibit 2: Number of Severely Cost Burdened Renter Households by County

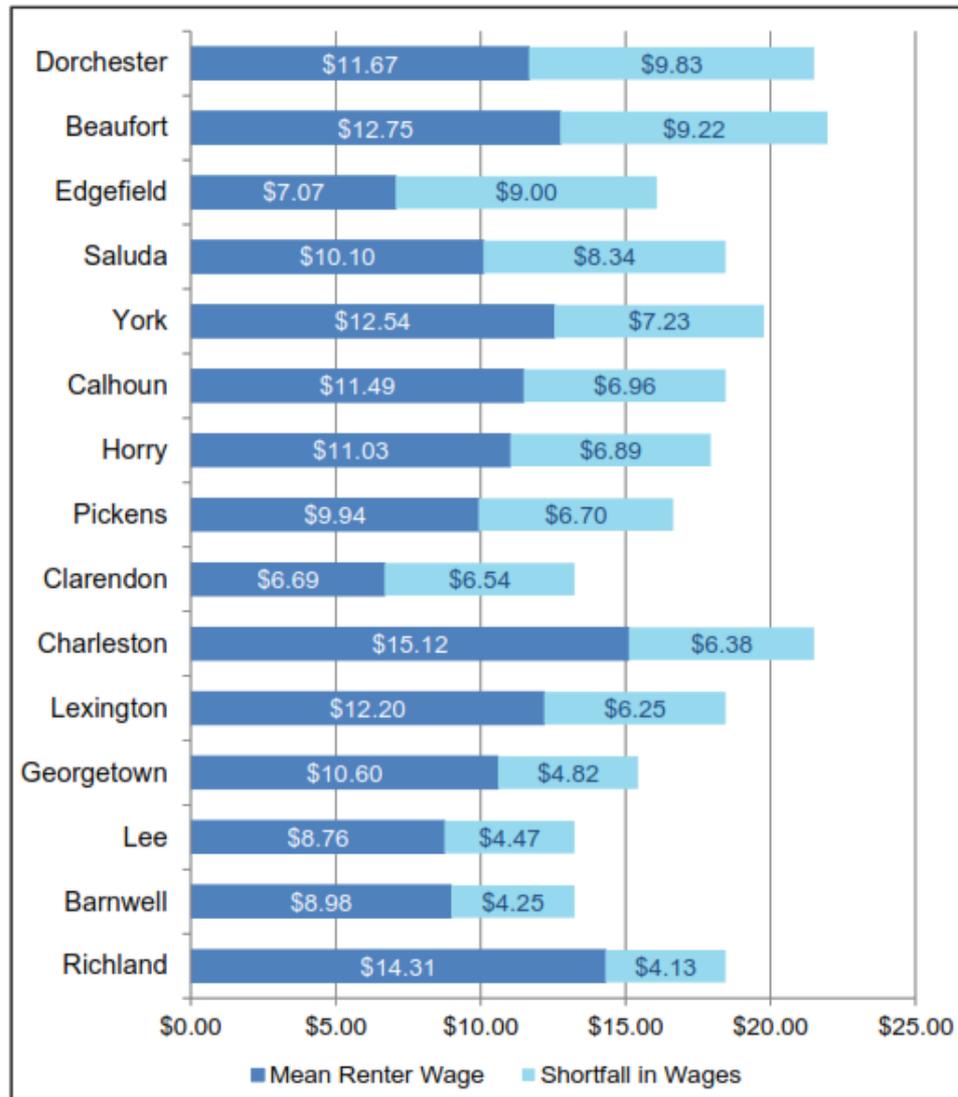


Source: U.S. Census Bureau American Community Survey (2013-2017 Five-Year Estimates)

## Key Takeaways: Volume 1

- One in four SC renters experiences severe cost burden.
- The average renter cannot afford a basic two-bedroom apartment in 41 of 46 counties statewide.

Exhibit 5: Chart of Average Wages and Housing Wages, Selected Counties

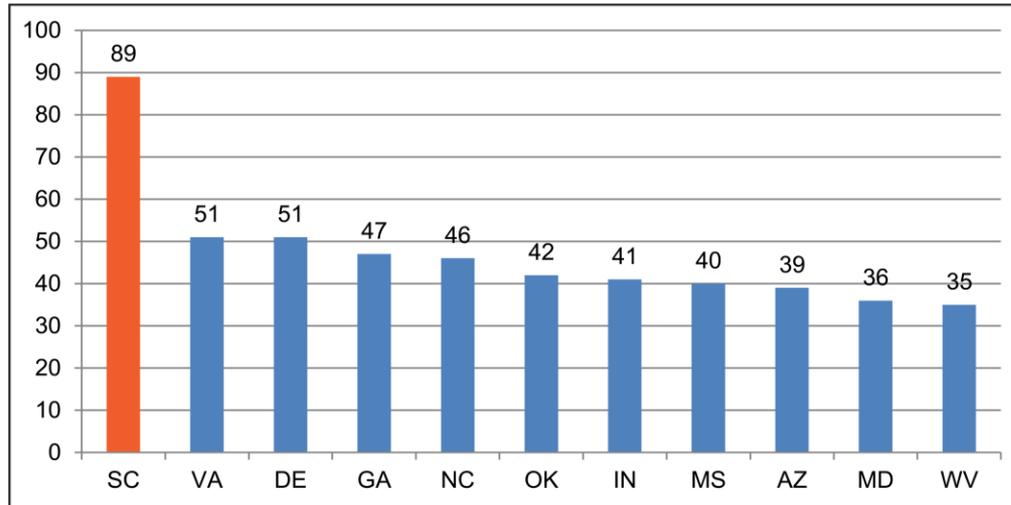


Source: National Low Income Housing Coalition (NLIHC) Out of Reach Report, 2019

## Key Takeaways: Volume 1

- One in four SC renters experiences severe cost burden.
- The average renter cannot afford a basic two-bedroom apartment in 41 of 46 counties statewide.
- We have, by far, the highest eviction rate in the nation.

Exhibit 7: Evictions per 1,000 Renter Households by State (Top 10)



Source: Eviction Lab, Princeton University (2016 data)  
 Note: Data are incomplete or missing in many jurisdictions.

Exhibit 8: Evictions per 1,000 Renter Households by City or Place (Top 10)

Large (>100K people)		Medium (20-99K people)		Small (<20K people)	
Name	Rate	Name	Rate	Name	Rate
<b>North Charleston, SC</b>	<b>165</b>	<b>St. Andrews, SC</b>	<b>207</b>	Robin Glen-Indiantown, MI	407
Richmond, VA	114	Petersburg, VA	176	West Monroe, MI	372
Hampton, VA	105	<b>Florence, SC</b>	<b>167</b>	Homestead Base, FL	292
Newport News, VA	102	Hopewell, VA	157	<b>East Gaffney, SC</b>	<b>286</b>
Jackson, MS	88	Portsmouth, VA	151	Wolf Lake, MI	272
Norfolk, VA	87	Redan, GA	140	<b>Promised Land, SC</b>	<b>263</b>
Greensboro, NC	84	Horn Lake, MS	119	Aetna Estates, CO	260
<b>Columbia, SC</b>	<b>82</b>	Union City, GA	117	Falkland, NC	257
Warren, MI	81	East Point, GA	113	Waterloo, IN	244
Chesapeake, VA	79	<b>Anderson, SC</b>	<b>112</b>	<b>Ladson, SC</b>	<b>240</b>

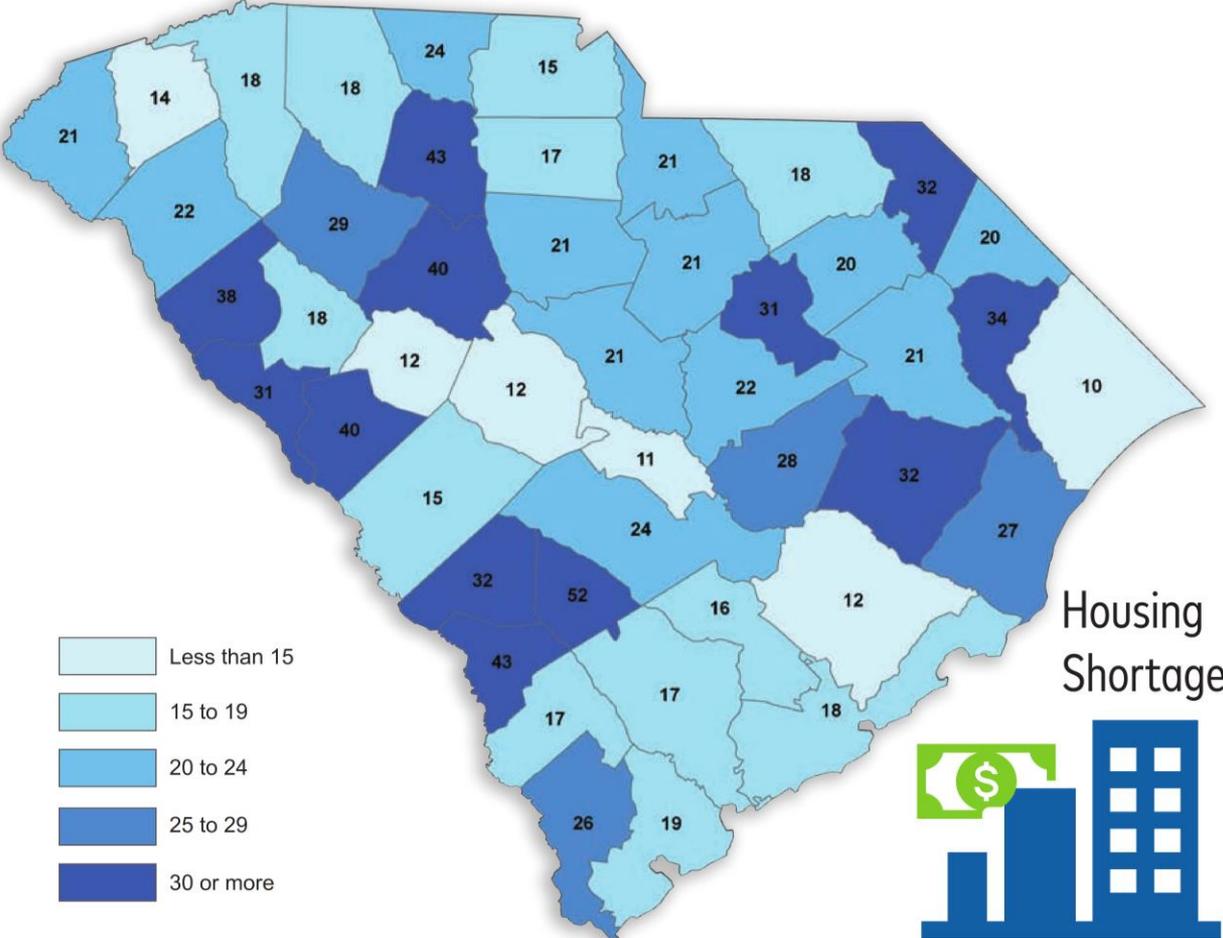
In total, 29 of the 50 highest small place eviction rates are found in South Carolina.

Source: Eviction Lab, Princeton University (2016 data)  
 Note: Data are incomplete or missing in many jurisdictions.

## Key Takeaways: Volume 1

- One in four SC renters experiences severe cost burden.
- The average renter cannot afford a basic two-bedroom apartment in 41 of 46 counties statewide.
- We have, by far, the highest eviction rate in the nation.
- There are only enough subsidized rental units to serve one in five low-income renter households.

Exhibit 9: Subsidized Rental Housing Units per 100 Low-Income Renters by County



Sources: National Housing Preservation Database, HUD CHAS data (2011-2015)

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- Thousands of people experience homelessness nightly.

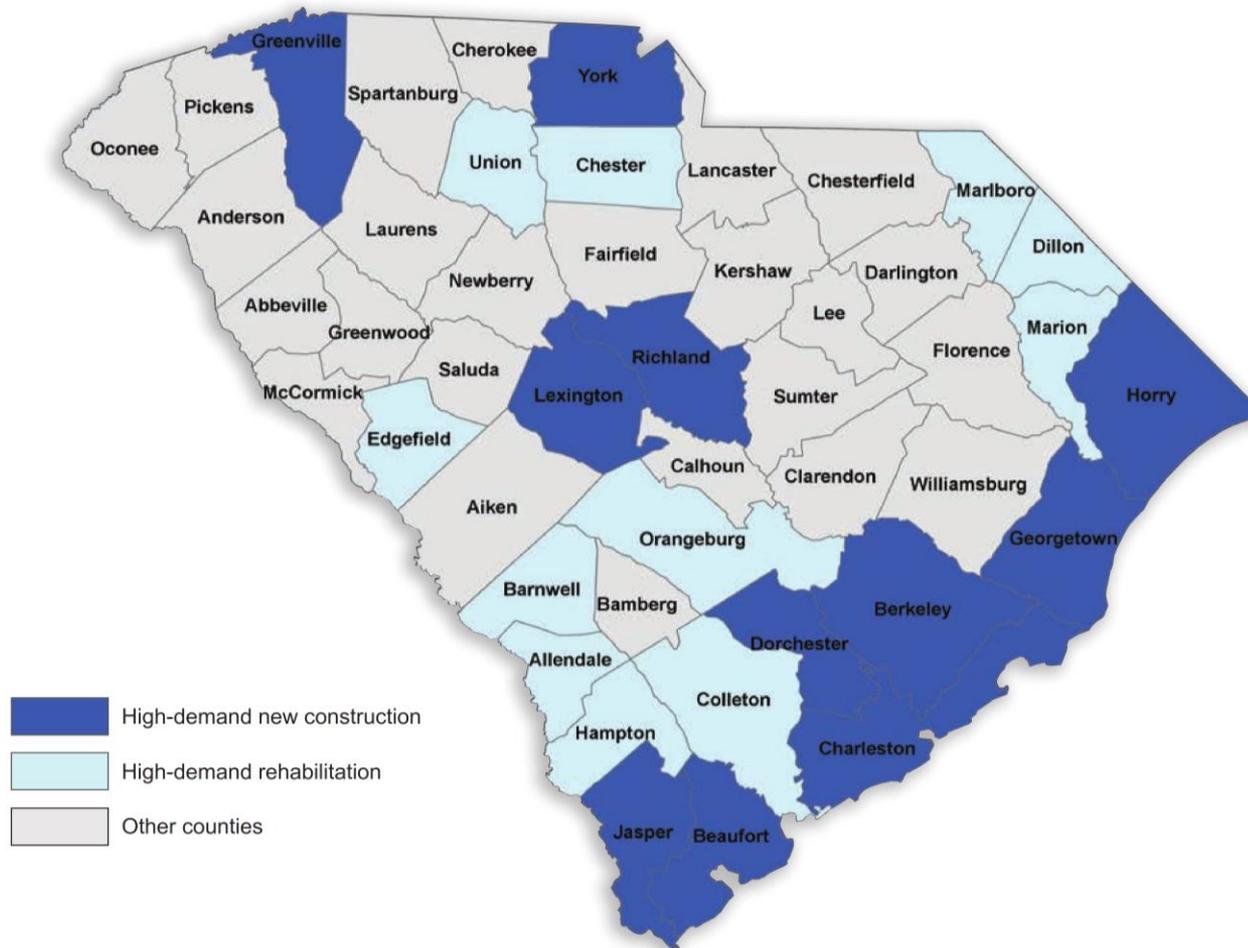
## Key Takeaways: Volume 1

- Thousands of people experience homelessness nightly.
  - In the annual Point-in-Time Count held on January 23, 2019, 4,172 individuals were identified as experiencing homeless.
  - 11,338 persons were served by federally funded homeless service providers in the year ending September 30, 2017.
  - 12,660 public school students (or 1 in 61) were identified in the 2017-18 academic year as lacking a permanent home.
  - Source: 2019 South Carolina State of Homelessness Report

## Market Analysis

- To help SC Housing staff craft policies to meet the needs of the state, an empirical analysis considered six factors:
  - Current rent, recent change in rent, rental vacancy rate
  - Homelessness, population change, age of housing stock
- After crunching the numbers, the state's counties were assigned to one of three groups:
  - High-demand new construction (11)
  - High-demand rehabilitation (11)
  - Typical/balance of state (24)

## Exhibit 12: Map of South Carolina Market Conditions



Source: Author's calculations and analysis

## Shelter Poverty

- By combining federal data with a report commissioned by the United Way Association of SC, it is possible to estimate the overall impact of unaffordable housing.
- Excessively high housing costs cause 32 percent of SC households, including over half of renters, to come up short in meeting their most basic needs (food, fuel, etc.).
- This imposes a cost on the state of **\$8.4 billion** borne by public assistance, private charity, or personal deprivation.
- The scale of this shortfall will only increase as the state's metropolitan and coastal areas continue to grow in size.

# Exhibit 13: State Overview of Shelter Poverty

Tenure	Count of Households	Shelter Poor Households		Depth of Shelter Poverty	
		Number	Rate	Total	Average
Renters	588,828	297,619	50.5%	\$4,738,603,150	\$15,922
Mortgagors	744,271	143,980	19.3%	\$2,146,854,288	\$14,911
Other Owners	525,228	143,701	27.4%	\$1,501,790,059	\$10,451
<b>Total</b>	<b>1,858,327</b>	<b>585,300</b>	<b>31.5%</b>	<b>\$8,387,247,497</b>	<b>\$14,330</b>

HOUSING POLICY DEBATE  
https://doi.org/10.1080/10511482.2019.1639065

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### Shelter Poverty in Ohio: An Alternative Analysis of Rental Housing Affordability

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**ABSTRACT**  
In the United States, housing is most commonly considered unaffordable when a household spends more than 30% of income on housing and utilities. Although easy to calculate, it fails to account for how other categories of essential expenses affect income available to spend on housing. This article compares the ratio-based approach with shelter poverty, a measure that accounts for these elements, evaluating differences in results between the two methods among renters in Ohio. Shelter poverty identifies a higher rate of households in economic distress due to housing market conditions. Further, the average "affordability gap" is four times higher using the shelter poverty than with the 30% threshold. Relative to shelter poverty, the ratio method underestimates the unaffordability of rental housing in economically distressed areas, as measured by median household income, and modestly overestimates it in high-income areas.

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**KEYWORDS**  
Affordability; data; rental housing

**Introduction**

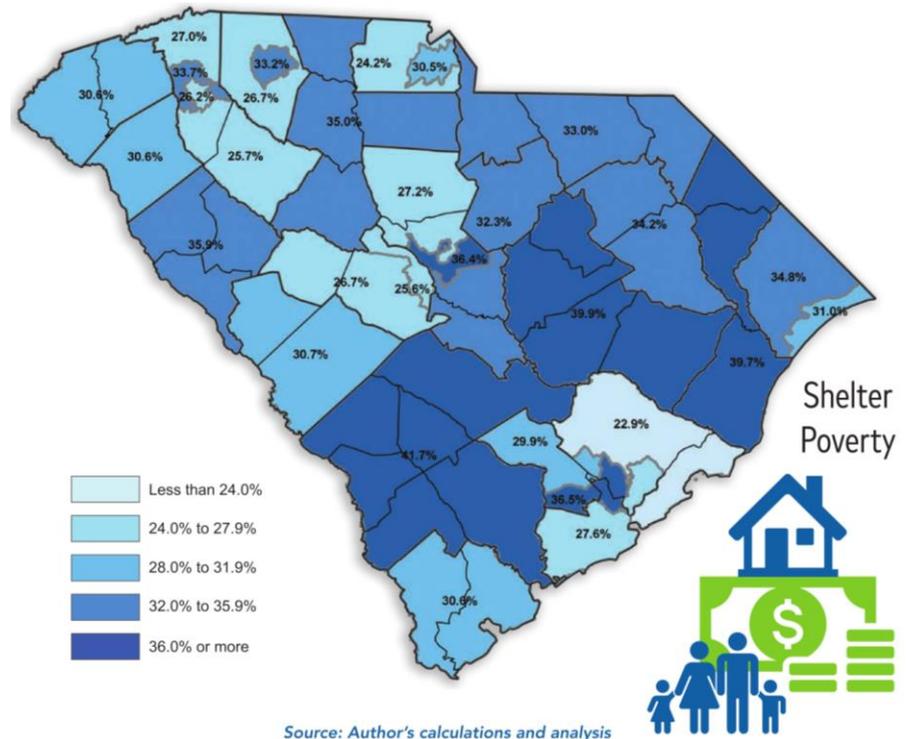
The most common approach for evaluating housing need is a ratio-based measurement of housing affordability. Households spending more than 30% of income on gross rent (i.e., including utilities) are classified as cost burdened. This threshold has been adopted in many governmental and academic studies (e.g., Bolton, Bravve, Miller, Crowley, & Errico, 2015; Joint Center for Housing Studies of Harvard University, 2018; Watson, Steffen, Martin, & Vandembroucke, 2017).

Whereas the ratio's simplicity has propelled its widespread appeal, underlying issues compromise its accuracy and usefulness. Although easily quantifiable, the 30% threshold does not correspond to any specific theoretical definition. A ratio fails to account for the fact that expenses are often not scalable to income and vary based on geography and household configuration. A wealthy household can elect to pay a large amount of money for rent out of choice, whereas a poor one may be unable to afford any rent at all if its necessary nonhousing expenses exceed its income. Housing cost burden, tautologically, should measure whether (and how much) a household is burdened by its housing costs; there is reason, both conceptually and in extant literature, to think that the most widespread methods do not meet this challenge.

Stone (1993) and Kutty (2005) highlighted these challenges and proposed a residual approach, called shelter poverty, which evaluates housing affordability after accounting for the minimum costs for other essentials. These works were largely theoretical, however, in that they were more focused on theory and potential methods than on quantitative results. This article builds on their approach by empirically evaluating both measures, starting from the premise that housing need can be defined as the degree to which housing costs compromise the ability of households to

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## Nagging Questions

- How do rates of severe cost burden vary by municipality?
- How prevalent is substandard and overcrowded housing?
- How do extremely low-income (ELI) households fare, i.e., those earning 30 percent of area median income or less?
- Where is the shortage of affordable housing most severe among the state's municipalities?

## Housing Affordability

- 13 percent of South Carolina households, including 24 percent of renters, fall into the ELI category.
- 15 percent of households spend over half their income on housing costs, including 70 percent of ELI households.
- These households are disproportionately likely to see such conditions in coastal areas and suburban communities in the Lowcountry.

# Cost Burden for ELI Households by Municipality, Top 25

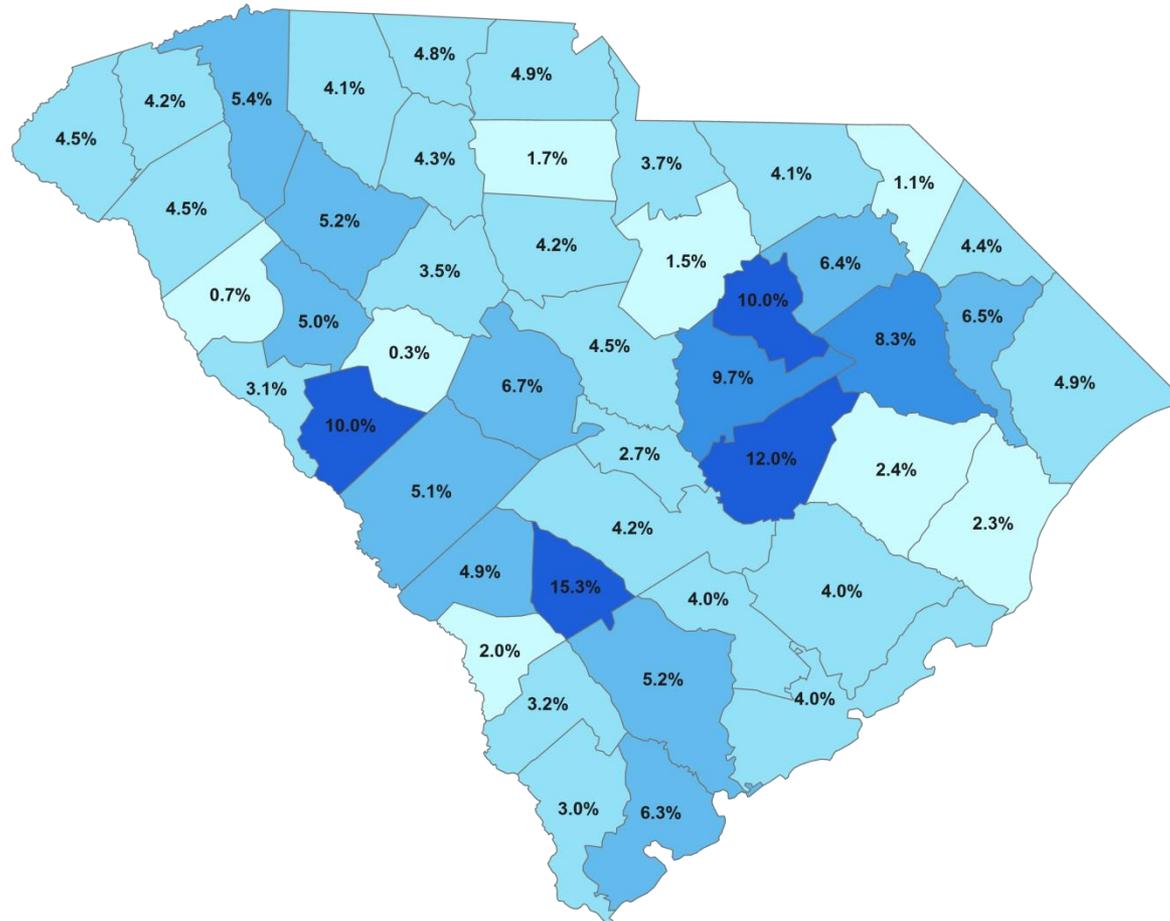
Municipality	Households	Extremely Low-Income		Severely Burdened ELI	
		Households	Share	Households	Share
Aiken	12,569	1,695	13.5%	1,375	81.1%
Anderson	10,965	1,980	18.1%	1,310	66.2%
Bluffton	5,509	339	6.2%	325	<b>95.9%</b>
Charleston	53,350	7,600	14.2%	5,890	77.5%
Columbia	45,260	8,695	19.2%	6,750	77.6%
Conway	7,080	1,250	17.7%	835	66.8%
Easley	8,650	975	11.3%	570	58.5%
Florence	15,405	2,120	13.8%	1,400	66.0%
Goose Creek	13,740	1,235	9.0%	1,140	<b>92.7%</b>
Greenville	27,105	4,655	17.2%	3,235	69.5%
Greenwood	8,605	1,560	18.1%	1,115	71.5%
Greer	10,600	1,540	14.5%	1,065	69.2%
Hanahan	7,663	744	9.7%	575	77.3%
Hilton Head Island	16,910	1,675	9.9%	1,390	<b>83.0%</b>
Lexington	7,925	745	9.4%	560	75.2%
Mauldin	9,584	540	5.6%	395	73.1%
Mount Pleasant	31,020	1,840	5.9%	1,635	<b>88.9%</b>
Myrtle Beach	12,965	1,660	12.8%	1,460	<b>88.0%</b>
North Augusta	9,250	870	9.4%	625	71.8%
North Charleston	39,160	7,210	18.4%	5,535	76.8%
Rock Hill	27,610	5,760	20.9%	4,565	79.3%
Simpsonville	7,720	335	4.3%	235	70.1%
Spartanburg	15,465	2,865	18.5%	1,790	62.5%
Summerville	17,210	1,790	10.4%	1,510	<b>84.4%</b>
Sumter	16,235	2,030	12.5%	1,485	73.2%

Source: 2012-2016 Comprehensive Housing Affordability Strategy (CHAS) data, U.S. Department of Housing and Urban Development

## Housing Quality

- Nearly 50,000 families and individuals statewide live in homes that either lack kitchen or plumbing facilities or are overcrowded. This represents one in 38 homes statewide.
- Among ELI households, one in 20 homes are inadequate. Beachfront towns are worst off, as is the Pee Dee region.
- Data on other housing quality challenges, such as structural defects or broken heating and air conditioning systems, are not available at the state or local level.

# Inadequate Conditions Among ELI Households by County



Source: 2012-2016 Comprehensive Housing Affordability Strategy (CHAS) data, U.S. Department of Housing and Urban Development

## Housing Subsidies

- As mentioned earlier, only about one in five low-income renters can access subsidized rental housing statewide.
- Mount Pleasant has only eight subsidized homes for its 3,300 low-income renter households. Of these families and individuals, 92 percent are cost burdened.
- Many other suburbs (Forest Acres, Hanahan, North Myrtle Beach, Simpsonville, and Summerville) also have severe deficits of subsidized housing for existing residents.

# Analysis of Subsidized Housing by Municipality, Top 25

Municipality	Subsidized Units	Low-Income Renters	Units per 100
Aiken	913	2,305	40
Anderson	1,349	3,980	34
Bluffton	152	590	26
Charleston	3,904	13,455	29
Columbia	6,083	16,605	37
Conway	724	2,135	34
Easley	597	2,215	27
Florence	1,256	4,180	30
Goose Creek	362	2,360	15
Greenville	2,753	9,625	29
Greenwood	689	3,475	20
Greer	871	2,970	29
Hanahan	<b>96</b>	<b>1,675</b>	<b>6</b>
Hilton Head Island	347	2,090	17
Lexington	593	1,390	43
Mauldin	191	1,270	15
Mount Pleasant	<b>8</b>	<b>3,300</b>	<b>&lt;1</b>
Myrtle Beach	745	4,070	18
North Augusta	360	2,400	15
North Charleston	2,233	13,820	16
Rock Hill	1,516	10,445	15
Simpsonville	<b>83</b>	<b>1,470</b>	<b>6</b>
Spartanburg	2,141	5,515	39
Summerville	<b>372</b>	<b>3,645</b>	<b>10</b>
Sumter	1,388	4,530	31

Source: Analysis of 2012-2016 Comprehensive Housing Affordability Strategy (CHAS) data and National Housing Preservation Database

## Widening the Picture

- Residential choice is inherently connected to economic and workforce development and transportation policy.
- An efficient local labor market requires employers to have a qualified pool of workers within a reasonable distance of their workplace, as well as workers to have a number of employers willing to hire them within the same distance.
- When these conditions are not met, economic growth and productivity suffer and traffic congestion results, negative impacts on our communities that are self-reinforcing.

## Spatial Mismatch

- This problem is even more acute for people without reliable transportation, which in SC usually means a car.
  - Households experiencing poverty
  - Individuals with physical or mental disabilities
  - Others marginally attached to the labor force
- These issues are exacerbated by local land use policies that can require large lots and restrict mixed-use projects, artificially distancing homes from workplaces and pushing housing development out to the edges of metro areas.

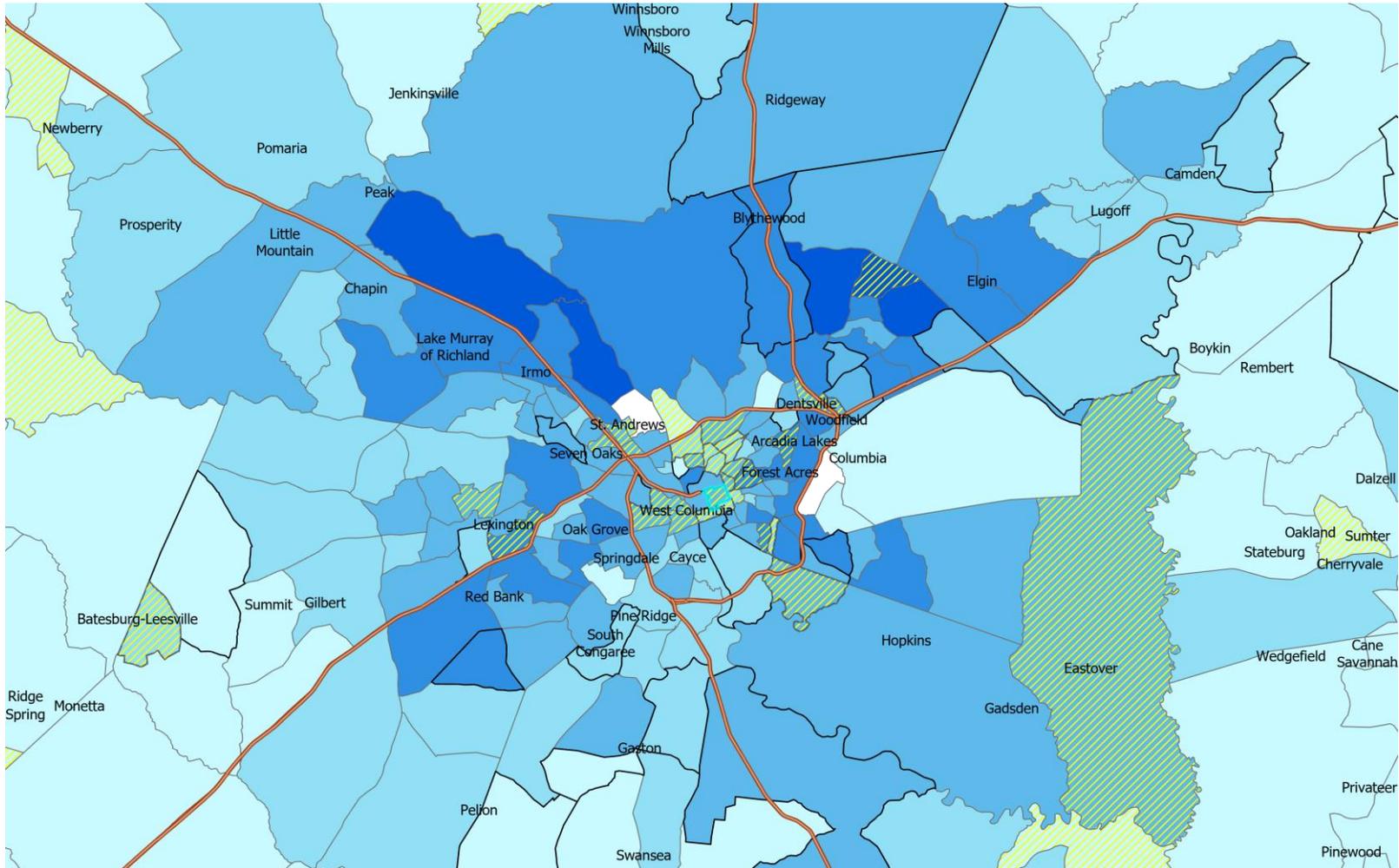
## Case Studies

- The census tracts with the most jobs in South Carolina, according to the most recent data available, are:
  1. Richland County, Tract 31 (Downtown Columbia)
  2. Charleston County, Tract 31.11 (CHS and environs)
  3. Greenville County, Tract 28.08 (Pelham Road area)
- Where do these workers live, can they afford housing, and do they have access to a private vehicle?

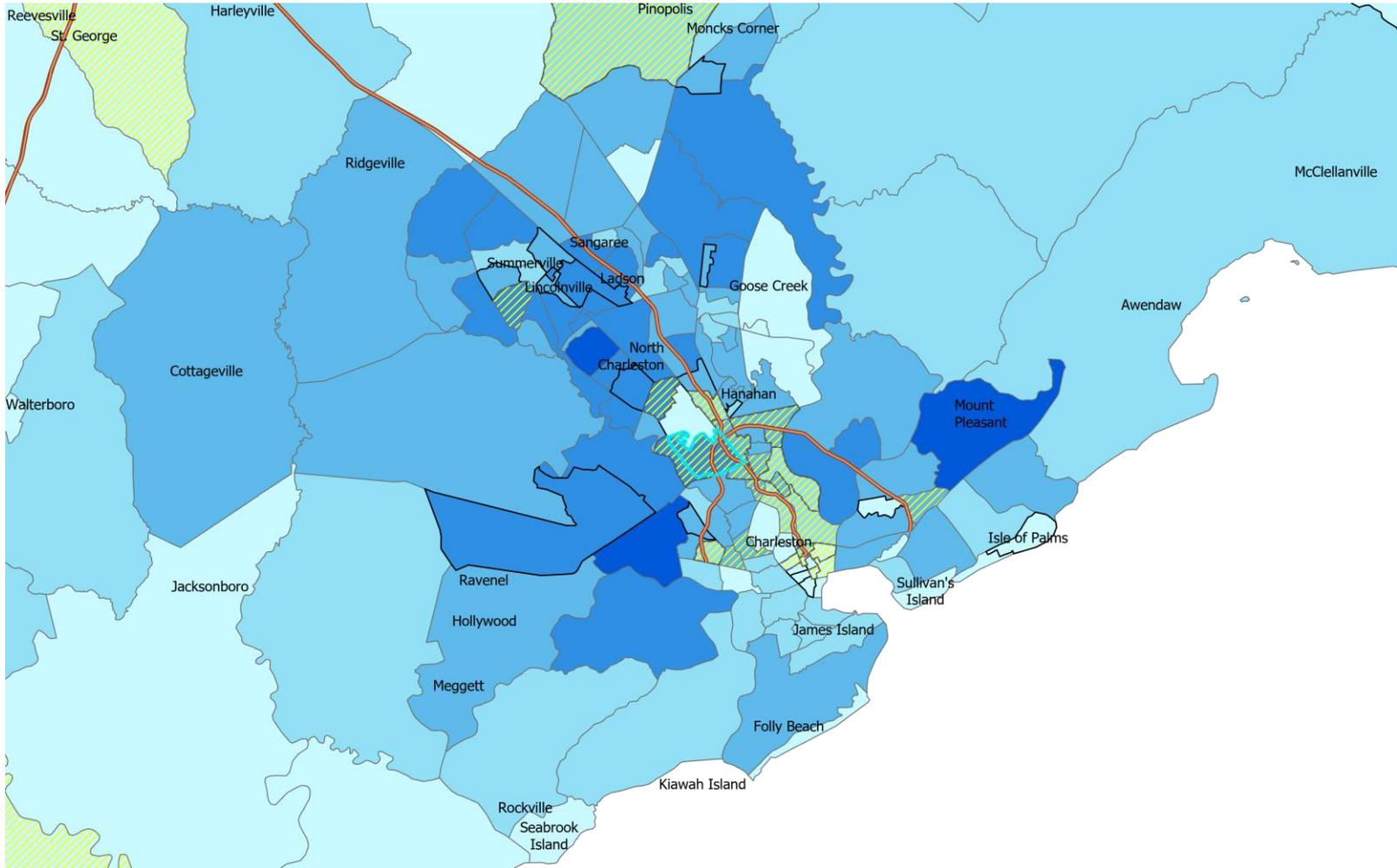
## How to Read the Maps

- The tract being evaluated is highlighted in light blue
- Darker shades of blue indicate higher worker counts
- Tracts outlined in black are where over a third of renters are severely cost burdened (state average: 24.4 percent)
- Tracts hatched in yellow are where over 5 percent of workers do not have a car (state average: 2.3 percent)
- Taken together, you can get a sense of the geographic distribution of the workforce and potential imbalances
- Sources: 2017 LEHD and 2014-18 ACS, Census Bureau

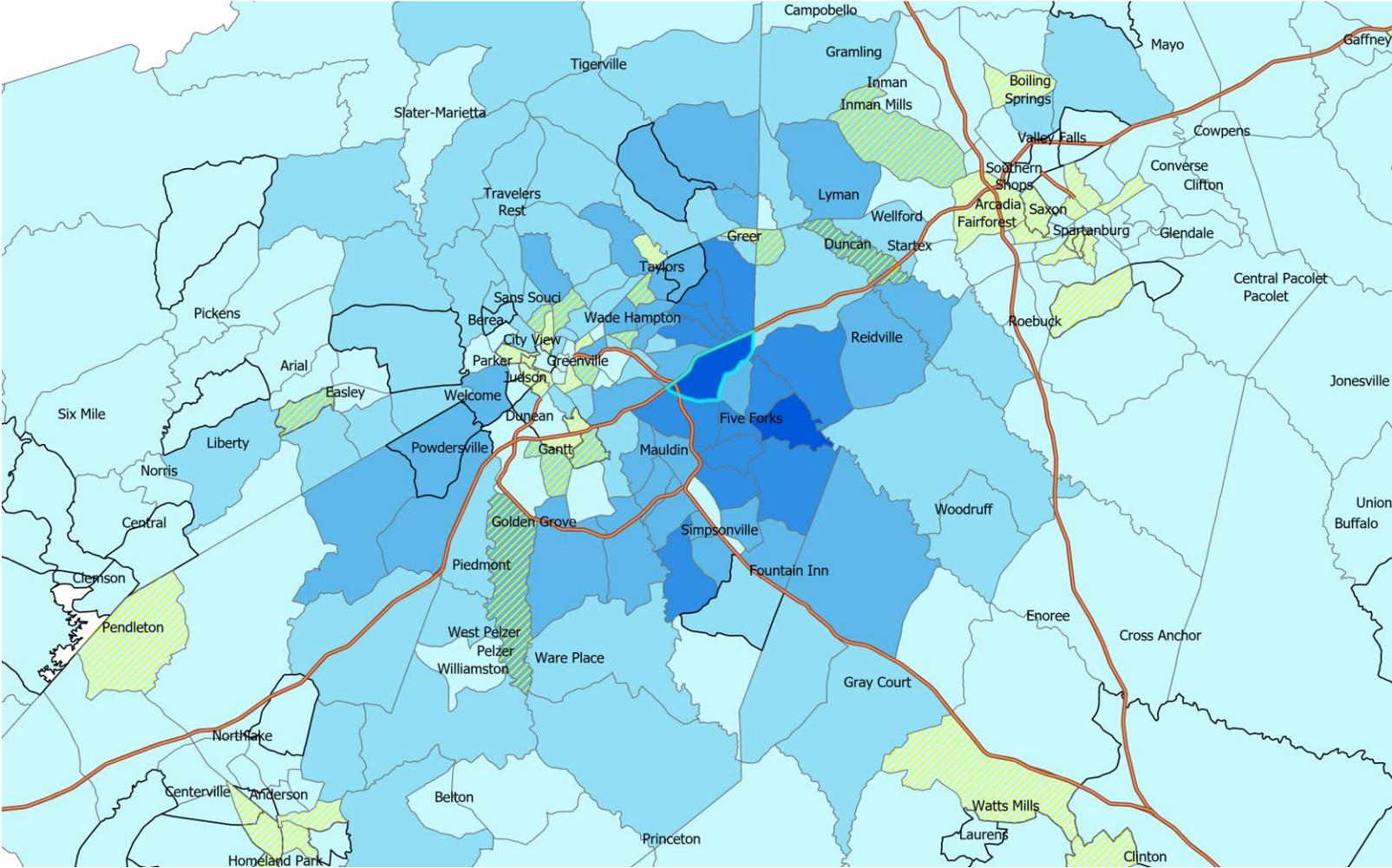
# Richland County, Tract 31



# Charleston County, Tract 31.11



# Greenville County, Tract 28.08



## Commute Map Takeaways

- This is a preliminary analysis that only focuses on three census tracts, but the following statements seem true:
- Residents are widely distributed across our major metros, far more than employers, and not always affordably so
- The ability to live close to work is greatly constrained by a lack of housing affordability, particularly in Charleston
- The state's metropolitan areas have substantial numbers of potential workers without reliable transportation options

## Putting It All Together

- State and local government, nonprofit organizations, and the private sector must work together on these issues.
- Ask these questions about where you live or work:
  - Can your workforce afford to live in your community?
  - Does available housing stock match the population?
  - Is there enough public transit infrastructure for workers?
  - Are local rules preventing needed housing development?
- Have ideas? Want to partner? Get in touch with us!