# SELF-SUFFICIENCY PROGRAMS IN HAMPTON PUBLIC HOUSING

by

TAMARA L. CONKLIN

Thesis submitted to the Faculty of the

Virginia Polytechnic Institute and state University

in partial fulfillment of the requirements for the degree of

Master of Science

in

Housing, Interior Design, and Resource Management

APPROVED:

Julia O. Beamish, Ph.D., Chair

Kathleen Parrott, Ph.D.

C. Theodore Koebel, Ph.D.

1994

Blacksburg, Virginia

# SELF-SUFFICIENCY PROGRAMS IN HAMPTON PUBLIC HOUSING

by

Tamara L. Conklin

Committee Chairperson: Julia O. Beamish

Housing, Interior Design, and Resource Management

(ABSTRACT)

The purpose of this study was to examine tenant participation in self-sufficiency programs in Hampton Public Housing and to explore relationships that might exist between participation in programs, demographic factors, and housing values. A theoretical framework was developed based on the human needs theory and an adaptation of the home values test.

Programs offered to the Pine Chapel community of Hampton, Virginia were ranked by HUD administrators to determine programs most likely to assist residents in achieving self-sufficiency. Higher ranked programs were related to education for adults and children.

Data was collected from 42 residents. The sample consisted, primarily of black female single parents between 19 and 25 years old. Chi Square analysis was performed to test three hypotheses. Marital status, number of dependents, and household type were found to be significantly related to level of program participation. Findings indicate that households most likely to be involved in higher

level programs were married couple households, households with two dependents, or dual-parent and multi-generational households.

Most respondents had lower level housing values. However, marital status was significantly related to housing values. Households most likely to have higher level housing values were those where respondents were separated, widowed, or divorced. No significant relationship was found between level of program participation and level of housing values.

Conclusions reached were that households with two adults present may have offered more opportunities for respondents' participation in educational programs. Most participant households included children and their program involvement often centered around children.

ACKNOWLEDGEMENTS

Writing a thesis can be a difficult task when one is trying to save the world. Fortunately, we have advisors to reason with us and help us see that it is enough to save a small corner of Virginia and graduate, whereupon opportunities for grander amounts of saving are always available. I am so grateful to my advisor, Julia Beamish, for her patience, understanding, reasoning, and for being more stubborn than I am. She not only advised me academically, but she often just listened to my many ramblings and crises, and waited for me to get on with things.

My committee also played an important role in this process. Kathy Parrott was not only an insightful and constructive critic of my work, but also provided me with moral support. Her own life example often kept me going even when she didn't know it. Unfortunately, I did not have the opportunity to get to know my third committee member as closely as the other two, however, the comments and perspectives of Ted Koebel were exactly what I needed: challenging. I appreciate that.

I am indebted to Pat Anderson, Resident Initiatives Coordinator, at the HUD state office for putting me in touch with the Hampton Redevelopment and Housing Authority, and pulling a string or two to get things going. She also provided me with much information about the FSS program and with contacts at all levels of HUD for my program rankings.

Ethel Livingston-Nyembe, and her staff at the Resident Services Office went beyond the call of duty to provide assistance with this study. She met with me in spite of back injuries, coordinated volunteers to conduct interviews, found people for the pilot study, allowed me to use office space and much more. Her staff, Patricia, Hazel, Barbara, and Dale were endless sources of information, assistance, and encouragement.

Particular thanks go to the volunteers who helped me conduct the interviews; Shelly, Louise, and Lillian. These are the women for whom research like this must continue; the single mothers who raise children, go to school, work, and church, yet still find time to help a student conduct research that may not make a difference in their own lives. Without Lillian the interviews may never have been completed. She volunteered without a clue as to what she would be doing and stuck with me through heat and humidity that would have daunted any ordinary mortal! She gave up time with her children to assist me but in return gained an ardent admirer and friend. I will always look back with fondness on our wonderful lunches and educational conversations.

Without my friends and family to see me through crises and boost my morale I couldn't have gone any further than coursework. I am eternally grateful to my parents for academic advice, formatting assistance, encouragement, kleenex, and so many things that they already know. To my sister, Quri and to the California bunch for just putting up with me. To Troy and Roxanne for having the lights of my life,

Nicholas and Olyvia; who provided endless joy and amusement when my writing was exasperating.

Thanks to Don, Tricia, Daniel, and Michael for giving hospitality to a stranger and making her feel like family. Thanks to Pat, Melissa, and Elizabeth, for your hospitality, good food and moral support! Thanks to Liz and Ginger for the things that go with cappucino and whole wheat pancakes.

There are so many friends, relations and members of the department who could never be named but who did so much; people like Rosemary Goss, Joyce Bandy, Dianne Perfater, Zap, Barbara, Aunt Irene and so many more. Thanks to all of you.

TABLE OF CONTENTS

## LIST OF FIGURES



## LIST OF TABLES

# CHAPTER I

## INTRODUCTION

Since the 1970s there has been an increase in the percentage of Americans living in poverty. In 1974, 11.2% of the population was poor; however, by 1991, 35.7 million people or 14.2% of the population was living in poverty (Associated Press, 1992).

Many of these people are caught in a cycle of poverty. They live in poor housing, have difficulty meeting basic living costs, and often have no employable skills which will earn more than minimum wage; money which comes into the household is used to pay basic living costs. Being constantly occupied with day to day living expenses, combined with other societal and personal barriers[1] seemingly inherent in poverty, makes it unlikely that these people will ameliorate their poverty level. The population of public housing in the United States consists of people who are often caught in the cycle of poverty because they are unable to overcome these barriers.

Public housing, a program designed to assist low income households to achieve a better position in life has been faced with difficulties since its inception. The public housing program involves a combination of federal funds and local management and provides housing that costs residents only 30% of their incomes. Initially, it was built to provide low cost transitional housing for people who needed a respite so that they

[1] For more details on barriers to breaking the cycle of poverty, see Hayes (1991) and Pines (1991).

could get back on their feet during the depression of the 1930s. After more than fifty years, problems of either inadequate housing or a lack of housing still exist and public housing has become permanent housing for the very poor.

Historically, federal housing laws have not met all of their expected goals. For example, the Housing Act of 1949 set the goal of "a decent home and suitable living environment for every American family" (Nenno & Brophy, 1982, p. 24). This goal has not been achieved through public housing since adequate funding was not provided. Hays (1985) recounts:

> The Housing Act of 1949 authorized a major new commitment to the public housing program in the form of 810,000 units to be completed over the following six years, or 135,000 units per year. However, the actual appropriations in the ensuing years never exceeded a peak of 90,000 units - in Fiscal Year (FY) 1950 - and reached a low point of zero in FY 1954...by 1960...less than one-quarter of these had been built (p. 93).

In addition, legislators have not always focused on providing funding for appropriate programs. The majority of funding has been for the provision or maintenance of physical units. Typically housing programs have not been designed to provide services or programs that extend beyond the provision of shelter. Nor have they served the intent of public housing as a transitional program.

Recently programs have been implemented that might assist residents in government assisted housing in breaking out of poverty. These programs focus on self-sufficiency and provide not only a place to live but also attempt to create support

for the residents to learn the skills needed to develop and maintain resources that will enable them to live independently of government services.

Federal recognition of this program concept was passed in the Cranston/Gonzalez Act of 1990 which provides for the mandatory installation of Family Investment Centers and self-sufficiency programs within all public housing authorities which desire new units in both public housing and Section 8[2] housing by 1993 (United States General Accounting Office [GAO], 1992).

The goals behind such programs are to improve self-sufficiency by providing education, job training, child care and to improve the self-esteem of participants (National Association of Housing and Redevelopment Officials [NAHRO] & the American Public Welfare Association [APWA], 1991). With an increased sense of security and self-esteem which can be brought about by formal support networks, it is likely that residents of public housing who participate in self-sufficiency programs will have a greater chance of improving their quality of life. If these programs are implemented effectively then public housing may again be viewed as transitional, as was its original intent.

---

[2] Section 8 housing is also known as subsidized housing. There are different sub-programs within Section 8 but the main difference from Public Housing is that housing units are not necessarily in a given location and can be a part of the private market (Roske, 1983).

## Theoretical Framework

The basic framework of this study is an adaptation of a housing values framework by McCray and Day (1977). McCray and Day (1977) explored Maslow's (1970) theory of human motivation in relation to human needs and housing values. Maslow's hierarchy of human needs (Figure 1) has been utilized in housing research to help explain the role of needs and motivation in housing satisfaction and aspirations (McCray & Day, 1977). The main concept behind Maslow's theory is that people must fulfill each need level before moving on to the next with the end result being self-actualization. McCray and Day (1977) indicated that an individual's values and concerns should reflect the level of need on the hierarchy which they have achieved.

The values framework chosen by McCray and Day (1977) is a modification of the home values test developed by Cutler (1947). Cutler (1947) used the results of the values scale to show respondents in her study what their own priorities were in terms of their values. The objective of using the human needs theory in the study by McCray and Day (1977) was to try to gain an understanding of human needs in housing through:

> ...an understanding of basic human motivation. It was further believed that an integration of the facts assembled into an existing theory could point the way to a systematic approach for defining housing needs (p. 251).

Findings from McCray and Day (1977) divide the hierarchy of needs into a higher and a lower level according to how respondents in their study ranked certain housing values. The lower level consisted of the physiological and safety needs while the

higher level included belonging and self-esteem needs. The values which were used to determine where on the hierarchy respondents could be placed were comfort, health and safety, and privacy for the lower level and social interaction, beauty, and prestige for the higher level. Other values which were included in McCray and Day's (1977) study were personal and family, convenience, location, and economy; these values will not be included in the current study because they were not shown to have significance in relation to the dichotomized hierarchy.

In a study of public housing residents, McCray and Day (1977) found that, in general, Maslow's theory held true. They found that "public housing complexes did little to provide need satisfaction beyond the protection and security levels" (McCray & Day, 1977, p. 253). They observed that low-income respondents in public housing centered their housing needs around security and safety. In other words, they were primarily concerned with the basic needs in the hierarchy. The higher level needs were not easily satisfied among public housing residents because of "deficiencies in environmental factors such as location, community services, and social aspects of the milieu..." (McCray & Day, 1977, p. 244). They also found that as the quality of the lower level needs of respondents improved, the expectations and aspirations leading to the higher level needs became more apparent.

This framework could contribute to an understanding of the relationship between self-sufficiency programs and the housing values of residents. For example, Residents who are participating in higher-level self-sufficiency programs may have

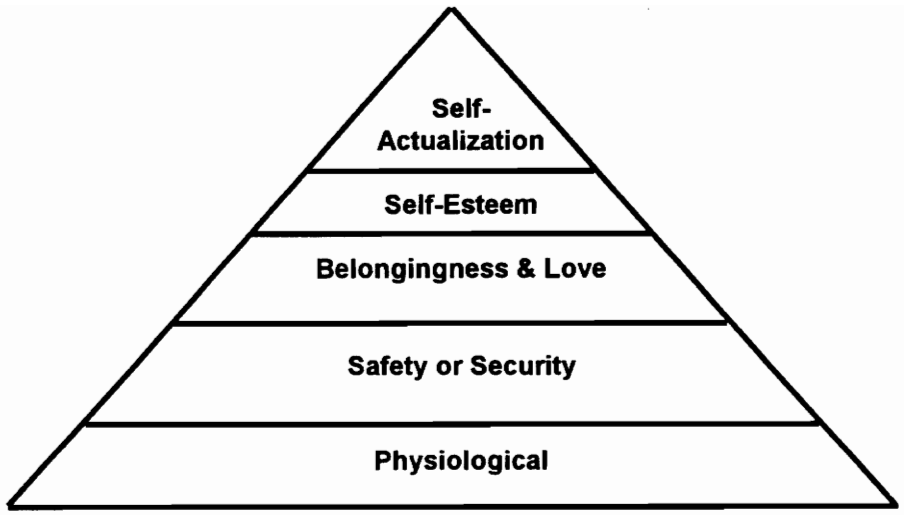



**FIGURE 1 Maslow's Hierarchy of Needs**

opportunities to build their self-esteem which will, in turn, reflect higher level needs and values.

## Statement of the Problem

The Housing Act of 1990 requires that:

> ...starting in fiscal year 1993, each public housing agency (PHA) receiving funds for new public housing units or for additional section 8 certificates or vouchers must, unless exempted by HUD, operate an FSS (Family Self-Sufficiency) program for at least the number of families that is equal to the cumulative number of new public housing units, certificates, or vouchers that the PHA makes available annually. (GAO, 1992, p. 2)

Even though PHAs will be utilizing these programs, there is little empirical evidence indicating which programs might be the most effective or how various programs might be designed to fit the needs of each community. Although many programs may have a direct economic impact for residents, other programs may provide services and supports that help develop security and self-esteem. The utilization of programs that are suited to the specific needs of residents might help these individuals to be successful in achieving self-sufficiency.

## Purpose of the Study

The purpose of this study was to examine tenant participation in self-sufficiency programs which have been established by the Hampton Redevelopment and Housing Authority (HRHA) and to explore the relationships that might exist between

participation in the programs and tenant characteristics. These characteristics include demographic factors and housing values. The study also ranked programs which could contribute towards self-sufficiency and compared this to the housing values of respondents.

## Specific Objectives

The specific objectives of the study were:

1. To determine which programs offered by the HRHA are most likely to lead to self-sufficiency according to rankings by HUD administrators.
2. To determine the personal characteristics of residents utilizing the various types of self-sufficiency programs.
3. To determine the housing values of residents utilizing the various types of self-sufficiency programs.
4. To determine if relationships exist between participation in various types of self-sufficiency programs and housing values.

## Delimitations

The study was conducted in the form of a door to door survey in the Pine Chapel community of Hampton, Virginia. This community is the largest public housing community in Hampton. Residents in Pine Chapel have access to the majority of programs offered by the HRHA.

The requirement for self-sufficiency programs in public housing is fairly recent therefore a study of programs under the actual FSS program was not feasible because these programs were just being implemented. Therefore, the study looked at an area where programs which could have the same effect as FSS had been in operation for some time. The state Resident Initiatives Coordinator was consulted as to which housing authorities in Virginia had been offering programs similar to those which were expected to be implemented under FSS. Three housing authorities in Virginia had been offering such programs for several years; the Hampton RHA agreed to participate in this study.

## Limitations

Each housing authority is different and the needs of the residents may differ, therefore it cannot be assumed that the same programs may be applicable in every location. Even though the results of this study will not be generalized to other PHAs it is likely that some similarities will occur.

Due to time constraints a limited population was measured. Another limitation regarding the sample population is the low literacy rate of public housing residents; which determined the orally administered format of the survey.

The study was conducted with the support of the HRHA which may contribute some bias to the results of the study, although this Authority purports to have a high

level of trust among residents (personal communication with Ethel Livingston-Nyembe, Resident Services Coordinator, 30 October 1992).

## Operational Definitions

Housing Authorities. Administrative bodies at the local level that are responsible for the administration of public housing programs.

Housing Values. "Refers to an estimate of the worth of a concept that guides decision making about housing. The estimate of worth may be conscious and/or subconscious, while features indicative of the concept may be tangible or intangible" (McCray & Day, 1977, p. 245).

Public Housing Community. A development of housing units specifically for participants in the public housing program.

Self-Sufficiency. A household will be considered to have achieved self-sufficiency when it needs neither housing assistance nor welfare assistance (GAO, 1992).

Self-Sufficiency Programs. Any program offered which will help residents to achieve self-sufficiency (eg. job training). These do not necessarily refer to programs offered under either Family Self-Sufficiency or Project Self-Sufficiency.

Tenants/Residents. Residents of public housing.

## CHAPTER 2

## REVIEW OF LITERATURE

The concept of self-sufficiency programs in public housing is not entirely new; however, the widespread acceptance and use of such programs is just beginning. The review of literature will discuss each component of the research study from the theoretical basis to the actual programs. It will begin with a brief overview of the theoretical basis for the study. Then it will discuss the population group under study and the need that this group has for formal support. Next it will discuss public housing, its history and its problems. Finally, it will explore formal support programs with a goal of self-sufficiency that are designed to help participants to leave public housing.

### Theoretical Basis

The foundation of the theoretical basis of this study is Maslow's (1970) theory of human motivation. Comprehension of Maslow's theory will augment an understanding of the dichotomy of human needs which were used in conjunction with McCray and Day's (1977) values scale.

The first level of Maslow's hierarchy of needs is physiological, which includes food and shelter (Hilgard, Atkinson, & Atkinson, 1979; Newmark & Thompson, 1977; Maslow, 1970). The physiological needs must be filled before one can go through the other levels in order to ultimately achieve self-actualization. According to

Maslow (1970) "consciousness is almost completely preempted by hunger" (p. 37). Therefore, until the first level is fulfilled it is not possible for people to achieve other aspects of life which many of us take for granted.

Once these basic needs have been met other aspects of life can be attained beginning with fulfilling the need for safety or security. This entails ensuring that one will be free from harm. For example, a sense of security might be achieved by buying an insurance policy (Maslow, 1970). Newmark and Thompson (1977) define security as "...predictability - that is, [people] know there is some continuity and stability in what is happening to and around them, and they know they will be safe from harm" (p. 9). Having a place to live which is free from violence creates a sense of stability and safety.

The third level of the hierarchy is social in orientation. Maslow (1970) calls it the level of "belongingness and love needs" (p. 43). This is the fulfillment of a need to belong to a group, to love and be loved, and to accept and be accepted by others (Maslow, 1970; Hilgard, et al., 1979; Newmark & Thompson, 1977). Newmark and Thompson (1977) note that housing is an important element of this level, particularly in American culture because it gives people a place to be a family unit and to entertain their social groups. This is the level where support networks can begin to provide an individual with an improved self-concept, leading to the next level of self-esteem.

The achievement of self-esteem leads to "self-confidence, achievement, competence, and independence" (Newmark & Thompson, 1977, p. 9). Maslow (1970) points out the results if the need for self-esteem has not been met:

> ...thwarting of these needs produces feelings of inferiority, of weakness, and of helplessness. These feelings in turn give rise to either basic discouragement or else compensatory or neurotic trends. (p. 45)

Housing can play an important role in society with regard to fulfilling needs at this level because social status is often defined by the housing unit which is occupied and one's sense of status is often related to one's sense of self-esteem (Newmark & Thompson, 1977). Newmark and Thompson (1977) state that "the home may be a reflection, in fact a symbol, of self-expression and self-realization" (p. 12). Homes are where people can be creative and express themselves through the ways they utilize and decorate the spaces within their homes.

The need for self-actualization or the achievement of one's full potential is at the top of the hierarchy. Maslow (1970) states:

> Even if all these needs are satisfied, we may still often (if not always) expect that a new discontent and restlessness will soon develop, unless the individual is doing what *he*, individually, is fitted for. A musician must make music, an artist must paint, a poet must write, if he is to be ultimately at peace with himself. What a man *can* be, he *must* be. He must be true to his own nature. This need we may call self-actualization (p. 46, his emphases).

The hierarchy is not always fixed (Maslow, 1970). Changes in the direct ascent of the hierarchy can be dependent on the situations in which individuals find themselves. It may be possible for a person who has fulfilled the first level of needs

but who has not filled the safety need, to achieve the sense of belonging or to improve their self-esteem. People who live in public housing, which is notorious for its crime, may have to find ways to deal with not having a feeling of complete safety in order to improve other aspects of their lives. For example, a single mother in a particularly crime-ridden public housing community may find it more difficult to concentrate, but it might still be possible for her to participate in a self-sufficiency program to help her pass the General Educational Development [GED] test (a high school equivalency exam). She may be willing to take this step out of order because it will, eventually lead to moving to a safer environment. However, in the meantime she may also gain an improvement in self-esteem by virtue of the fact that she is actually trying to improve the living conditions of her family.

The difficulty in placing people in a particular spot on the hierarchy makes it an inappropriate tool for this thesis. However its basic premises help to create a valuable tool in assessing housing needs on higher and lower levels as per McCray and Day (1977).

McCray and Day (1977) state that the intent of their study is not to:

> provide empirical evidence of the usefulness of the Maslow theory to the study of housing, but rather to investigate the potential usefulness of this theory to an understanding and assessment of human needs in housing (p. 251).

This they achieve by interpreting the results of their study of housing values among public housing residents according to Maslow's theory. Since values are a reflection of human needs, if they are placed within a hierarchy such as that of the human needs

theory, then these values can explain where individuals lie in terms of need. Findings from McCray and Day (1977) divide the hierarchy of needs into a higher and a lower level according to how respondents in their study ranked certain housing values. By determining the types of values people had it was possible to see where they might fall on the hierarchy of needs. The lower level consisted of the physiological and safety needs while the higher level included belonging and self-esteem needs. By assessing housing satisfaction and preferences among residents of both urban and rural public housing, and relating this information to Maslow, they were able to gain a better understanding not only of the needs of the residents but also of the reasons behind those needs.

## The Population in Poverty

Financial status plays a role in determining quality of life; it determines where on the hierarchy of needs an individual is and what kind of lifestyle one is able to lead. It is also a key to determining the amount of homogeneity within the environment. In this study all of the participants were low-income public housing residents in the same neighborhood. It is necessary to understand the situation of low-income people in this country in order to see why it is important that this particular population group be given consideration in current housing research.

The poverty rate fluctuates constantly in the U.S. depending on economic conditions and other factors. According to Fullwood (1991), recent census

information states that one in seven people in the United States are living in poverty; approximately 33.6 million people. The national poverty line as of September, 1991 was $6,652 for an individual and $13,359 for a family of four (Fullwood, 1991).

There have always been people in poverty in the United States but in recent years there have been major changes in this population. The change is not so much the number of people in poverty as it is the composition of this population. Today the fastest growing subgroup in poverty consists of female-headed single parent households. For example, the poverty rate for families in 1990 was 10.7%. Of these, 53.1% were female-headed households (United States Department of Commerce, 1991). In 1970, the poverty rate for families was 10.1%, but only 37.1% of these families were female-headed households (United States Department of Commerce, 1991).

Duncan (1984) found that family composition was the most significant factor with regard to economic status. Female-headed households are far more likely to be in poverty than dual-parent households (Rohe & Stegman, 1991). For example, in 1988 the poverty rate for married-couple families with children was 7.2%, but the rate for like families maintained by women was 44.7% (Wetzel, 1990).

There are a number of reasons why there has been a rise in the number of female-headed households; these are directly related to many social changes that have occurred in our society over the last thirty years. One result of these changes has been the dramatic rise in the divorce rate. "The latest annual figures show almost one

divorce for every two marriages since the mid-1970s" (Wetzel, 1990, p. 7). And as Duncan (1984) states: "The economic status of young children and adult women is particularly sensitive to the effects of divorce and remarriage" (p. 28). Another is the rise in out-of-wedlock childbirths (25% of all births in 1987) (Wetzel, 1990).

Since men, generally, have higher pay and work more hours than women, the loss, or absence, of a man's income is a contributing factor to the likelihood of female-headed households being in poverty (Duncan, 1984). In a society where most married-couple households need two paychecks to sustain a moderate lifestyle, the result of such an absence can be striking. Many of the women in these households appear to have limited qualifications and must work for the minimum wage or slightly more.[3] However, the minimum wage is barely enough to support an individual, let alone a family.[4]

Sarri (1988), in a study of Michigan and Georgia households headed by women, found that the average job earnings of respondents in 1982 was $687 in Michigan and $446 in Georgia. The median household size was four people. She also found that "expenses for these families...[rose] because of inflation, especially in utilities and housing costs" (p. 221). These expenses, including "housing, utilities, food, child care, transportation, medical care, and clothing exceeded their monthly household

---

[3] According to Leavitt, 55% of black female heads have not completed high school and 37% of white female heads have not completed high school (cited in Kwon, 1990). A lack of adequate education among these household heads was also confirmed in Sarri (1988).

[4] Consider that the minimum wage in Virginia, of $4.25, amounts to $680 a month before taxes (or $8160 per year). Usually minimum wage jobs do not include benefits such as health insurance.

income by 105% in Michigan and 110% in Georgia, leaving almost nothing for school and other necessary expenses" (Sarri, 1988, p.221).

The continuing growth of these household types combined with factors which contribute to their lower financial standing, means that not only is there a growing number of new family units which need to be housed but also that many of them need some form of assistance for both day to day living expenses and housing. As Mulroy (1990) illustrates: "By the mid-1980s, the Section 8 Rental Assistance Program had become the primary federal housing program used to meet the shelter needs of low-income families" (p. 42). According to Mulroy (1990):

> In the 1970s and 1980s, the population of low-income families, primarily single mothers and their children, grew to become the highest subgroup in poverty, increasing the demand for affordable housing at a time when the supply was significantly reduced by decisions in the private market and in the public sector (p. 42).

A large proportion of poor households receive a portion of their income from public assistance programs, including food stamps, Supplemental Security Income, Women with Infants and Children (WIC), and Medicaid. Another source of income is Aid to Families with Dependent Children (AFDC), the purpose of which is to provide temporary help, so the benefits are not high. Historically, benefit levels have actually deteriorated over time because they have not kept pace with inflation. For example, benefit levels rose only 10% between 1970 and 1981. Over the same period, the cost of living went up 134%, therefore <u>real</u> benefit levels fell by 40%. (Bane, 1984)

There are some who feel that recipients of public assistance programs should find jobs and support themselves or that if the poor would get jobs then they could get out of poverty. Sarri (1988) found that many women on AFDC did have jobs but still could not manage financially. Rohe and Stegman (1991) state that:

> ...a combination of low wages, temporary unemployment, limited work hours and large families have kept many families from moving out of poverty. Close to half of the 6.8 million family heads who were poor in 1988 held jobs. (p. 46)

Half of all poor female heads are mothers of children under six. Even when they qualify for jobs they have to find and pay for daycare. Those with appropriate formal or informal support networks may be able to reduce the cost associated with generating an income. Unfortunately, too few women have these networks in place; therefore the cost of generating an income is virtually equal to that income.

## Need for Support

People need support systems. According to Weiss (1969):

> ...people have a number of needs or requirements which only relationships can satisfy, and that without appropriate relationships the individual will suffer. These needs are intrinsic to the individual, and are not formed by the society in which he lives. They may include needs for recognition, for affection, for power, for prestige, for belonging, and many more. (p. 37)

A support network is defined as the various individuals and institutions which provide both tangible and intangible forms of support to a person. Tolsdorf (1976) defines support as "any action or behavior that functions to assist the focal person in

meeting his personal goals or in dealing with the demands of any particular situation" (p. 410). There are various types of networks available to a person at any given time and each provides a different function (Weiss, 1969; Procidano & Heller, 1983; Litwin & Auslander, 1990). Actors within each network can also serve different functions (Weiss, 1969).

Support networks can take the form of either formal or informal systems. Formal systems include those set up by either institutions or a group for the express purpose of providing support. According to Mead-Fox (1990) formal supports should:

> ...impart specialized knowledge or skills to participants...facilitate the development of informal supports through relationship building; and...meet emotional needs...not met through existing relationships. (p. 84)

The formal systems include those set up by institutions, like the Family Investment Centers proposed for public housing in the 1990 Housing Act or counselling services provided in homeless shelters. The FSS program could also be considered a formal support system.

Informal support is different from formal support in that "such assistance derives from normative or voluntary interpersonal association, and not from formal legal mandates or publicly mediated financing mechanisms" (Litwin & Auslander, 1990, p. 43). Informal systems usually consist of friends and family.

When considering the population of very low-income people, with a predominance of single mothers; it seems obvious that without adequate support few of these individuals will be able to overcome the many obstacles facing them in their struggle

to break out of poverty. This need becomes particularly apparent when one considers that these people are not always able to meet the needs of each level of Maslow's hierarchy in order.

As has already been discussed, a large percentage of the low-income population are single mothers; therefore some of the difficulties faced will be specific to this population. The breakdown of the traditional family means that in a single-parent household the responsibility is on one person for everything, resulting in higher levels of stress and depression for the single parent (Baillie, 1986). Baillie (1986) cites a study by Pearlin and Johnson in which they found that unmarried parents were more likely to experience depression, economic deprivation, and to live in more socially isolated circumstances than married people. They found that:

> The burdens and responsibilities of parenthood were believed to impose persistent strains with depressive consequences. The proportion of unmarried parents who were highly depressed increased, with a substantial difference between the married and unmarried. Depression was most likely to exist among unmarried parents of very young children. (cited in Baillie, 1986, p. 27)

Stress was also found to be increased by work overload, such as the responsibility of working a regular job coupled with full domestic responsibility (Baillie, 1986). Other sources of strain on mother-only families can be loss of income and social status after divorce (McLanahan & Booth, 1991). For example, Baillie (1986) states that perceived quality of the neighborhood played a role in a person's well-being (Baillie, 1986). High rates of mobility among this group means adjustment to new

neighborhoods and living conditions, but more importantly, the loss of social networks which are often based on years of trust (McLanahan & Booth, 1991).

Additionally, some basic difficulties for single parents are of a practical nature. For example, not only is the cost of child care prohibitive, but there may also be problems coordinating transportation to work, child care, and school. This problem can be enhanced if the family does not have personal transportation (Hayes, 1991). Times that the child care might be available can also lead to problems.

Many poor families may experience housing conditions which lead to stress. Booth and Edwards (cited in Baillie, 1986) found that in housing with crowded conditions where stress levels were high, parents hit their children more often.

Without a spouse to act as a buffer against stress the alternative is the support network (Flaherty, Gaviria, & Pathak, 1983). In a study of support networks for single mothers, Conklin (1991) found that the respondents identified support in several ways. Each of them recognized that there were various types of support networks, ranging from formal to informal, which seemed to be divided into two major areas: financial and emotional or moral. The most important conclusion to be drawn from this particular study is that the women interviewed agreed that they would not be doing well without the aid of their support networks. One way single-parent and other poor families can work towards overcoming problems related to their circumstances is through support networks.

Studies of homogeneity of neighborhoods have shown that being in a community with one's peers provides a sense of security and a set of informal networks which, in turn, provide stability and support (Gans, 1980; Michelson, 1970). However, public housing does not always provide circumstances which are conducive to building such informal networks. Therefore, a need exists for formal supports in these communities which will facilitate, among other things, the growth of informal networks. It is hoped that much of the needed support will be found in the FSS programs.

## Public Housing

Public housing is a federally funded, locally managed program which provides housing to very low-income people. Public housing residents pay only 30% of their income (after various deductions) in rent. The basis for public housing is that the public housing authority (PHA) is a local administration which manages and builds public housing. The PHA reports to the United States Department of Housing and Urban Development (HUD). All public housing must meet HUD standards which include building materials, design of units, space allocation for parking and playgrounds, etc. HUD also provides the financing for the construction of public housing (Roske, 1983).

The Housing Act of 1937 created the public housing program. Initially public housing was built with the idea of "creating better living conditions for the poor" and of building "decent, safe and sanitary" places to live on a transitional basis (Roske,

1983, p. 249). The people housed at this time were poor as a result of the depression and were given the opportunity they needed to live in a decent environment while working to gain what they had lost. Federal programs and the attitude of the nation in general were aimed at getting the country back on its feet economically and much assistance became available to these people.

By the 1950s, the temporarily poor of the depression were gone (Roske, 1983). Public housing tenants were now the permanently poor. This was due to the strict income limitations of public housing. Once people had passed a certain level of income, they were required to move out (Mandelker & Montgomery, 1973). Unfortunately, their incomes were not always sufficient to provide adequate affordable housing elsewhere. Major migration patterns were emerging and minorities such as blacks from the South and coal-miners from the Appalachian regions were moving into the larger cities with the hope of working hard and achieving a better life (Roske, 1983). This was not an easy goal to achieve with poor educational backgrounds and other social disadvantages.

Roske (1983) refers to the "not in my backyard" syndrome which developed at that time:

> Some [of the tenants] were on welfare, and the cultural deprivations of these new urban poor led to problems within public housing. As the influx changed the nature of public housing, public resistance to its location, and indeed its very existence, built up. (p. 249)

Had the federal government played a more direct role in decision-making at the local level this might not have happened. However, with public housing administered at the local level it was easier for communities to put pressure on local politicians not to build public housing (Hays, 1985).

As a result most public housing projects were put in inferior neighborhoods. Hays (1985) comments on the results of this situation in which the stigma of public housing was worsened by putting new projects in slum neighborhoods:

> This stigma tended to be self-fulfilling, insofar as it influenced the behavior of the poor themselves. Families with dreams of upward mobility gradually came to avoid "the projects," even when the low rent would have been a great financial boon. This left a greater concentration of the most desperate, down-and-out poor who had no place else to go. In addition, those among the poor who responded to its pressures with sociopathic behavior tended to be attracted to the huge projects as fertile ground on which to practice criminal activity. (p. 91)

The crime rate in public housing has been notoriously high. In 1972, the Journal of Housing published an article in which the use of armed security guards was advocated for public housing in order to ensure the safety of tenants (Gulinello, 1972).

Often crime was encouraged by the design of the communities which did not take into consideration the human need to be community oriented and the location of projects. Common areas, intended for residents to socialize in, became key areas for gangs and drug dealing. Dark stairwells and poorly lit hallways were not safe for residents. Many projects such as Pruitt-Igoe, a 33 building project, were high rise

nightmares (Rainwater, 1970). There was no way that a mother could look after children playing outside from a twelfth floor apartment (Roske, 1983). People were confined in small spaces. Cost saving items like inadequate outside lighting and elevators which stopped only on every other floor contributed to the problem.

Pruitt-Igoe is no longer in existence but other developments suffer similarly. Of particular concern in recent years is the drug-selling problem which is encouraged by the low-income level of tenants (Nenno, 1989). It is difficult to "just say no" to such a profitable venture.

Making structural changes can make a difference. This has been proved in a few communities where localities have taken it upon themselves to improve conditions by changing things like the facades on the buildings, entranceways and stairwells (Cooper, 1988; Tell, 1990). These changes helped to improve not only the look of the neighborhood, which gives residents pride, but also safety elements were added. One example is limiting the number of entrances to a building and making sure they are well-lit.

Many problems with public housing also lie within the structure of the system. Management, funding, and policy issues have been major stumbling blocks in providing for the needs of public housing developments (Kuhn, 1988; Struyk, Mayer, & Tucillo, 1983).

The combination of all of the problematic aspects of public housing reflects society's general attitudes towards the poor. Had an effort been made to provide

more support, other than just minimal housing units, perhaps public housing would not be in the condition it is now.

## Self-sufficiency Programs

The ongoing concern of how to improve the situation of people in public housing has become a major issue in the '90s. One proposed solution is that of self-sufficiency programs. A self-sufficiency program is one that provides some kind of support or assistance to low income households with the objective of helping them to achieve economic independence. The types of assistance may range from daycare to education and job training. There are varying opportunities within these programs, depending on the objectives of the local administration, ranging from job attainment to homeownership.

One of the main problems with the concept of a self-sufficiency program is that there is not a widely accepted definition. The GAO, (1992) defines self-sufficiency as "independence from housing assistance" (p. 3). The Gateway housing program in Charlotte, North Carolina defines self-sufficiency as the achievement of homeownership (Rohe & Stegman, 1991). Greenstein (1991) discusses the difficulties of defining self-sufficiency. He points out, for example, that even people who are not members of the lower income class receive a large housing subsidy through mortgage interest tax deductions, without which many of them would not be able to afford their homes; so one cannot make a blanket definition such as the GAO's. Essentially, in

defining self-sufficiency one must first determine what the goals of the various elements of a particular self-sufficiency program actually are, before defining the term, and create a definition accordingly. This study is concerned with the general aspects of self-sufficiency programs and will use the definition of the GAO.

There are a wide variety of self-sufficiency programs being offered to people in both Section 8 and Public Housing. Some of these programs, such as the ones being offered in Hampton, Virginia, have been initiated by the housing authority for many years. During the 1980s, HUD sponsored Project Self-Sufficiency and Operation Bootstrap as demonstration projects primarily in Section 8 housing (Rohe & Stegman, 1991). More recently, as the result of the 1990 National Affordable Housing Act, there have been a number of public housing authorities which have initiated programs under the auspices of the act.

Section 554 of the National Affordable Housing Act of 1990 (also known as the Cranston/Gonzalez Act) established the FSS program within HUD, "to coordinate federal and private resources to enable families to achieve economic independence and self-sufficiency" (GAO, 1992, p. 11). By 1993, any housing authority that wanted to increase its Section 8 or public housing units would have to implement an FSS program.

Self-sufficiency as a program concept has been defined as an integration of services (Greenstein, 1991). These services could consist of a number of things from

daycare to educational programs to support groups. According to Rohe and Stegman (1991):

> Self-sufficiency programs are designed to reduce the incentives to remain in public welfare programs. They provide poor, unemployed and under-employed households with a coordinated package of services designed to enable them to become self-sufficient.

A central location may be established to implement various services. The housing act of 1990 provided for Family Investment Centers and this was reinforced in the amendments to the McKinney Act (NAHRO & APWA, 1991). These centers are to be built in a public housing development and are to be used for provision of supportive services.

The success of self-sufficiency programs is hard to measure or to discuss at this time because most of the programs have not been in existence long enough to exhibit results. Some evaluations have been made of experimental and other programs that are essentially the same as the FSS programs although they were not initiated under the auspices of the act.

The Charlotte Gateway housing program has served as a model for the FSS program (Rohe & Stegman, 1991). Initially, a study was conducted asking residents what they felt would help them to break the cycle of poverty and the results showed that many of them feared failure and lacked self-confidence (Hayes, 1991). The program appears to have been designed with this as a central concern.

The Gateway program, as described by Hayes (1991) and Rohe and Stegman (1991), has two stages: a remedial stage and a transitional stage. During the first stage, which lasts about two years, rents are frozen. In addition, employment and educational testing and counselling, as well as family and personal counselling are provided. Daycare assistance is also available. During the second stage, which lasts up to five years, the emphasis is on strengthening the skills of the participants and on helping them make the transition from public housing to homeownership.

It is still too early to tell how successful the Gateway program will be. But Hayes (1991) mentions that the area in which participants in the program reside has the lowest crime rate of all public housing in Charlotte. By October of 1991, the average income of participants increased after 18 months. The education level and the number of people with part-time jobs also increased (Rohe & Stegman, 1991).

One thing which causes people to fall into poverty is a major life crisis. Duncan (1984), in compiling the results of a longitudinal study of 5,000 American families, found that while attitudes did not appear to play a significant role in breaking the cycle of poverty, education may be an important factor. Although many of the families in the study suffered an undesirable event during the course of the study such as divorce, job loss, or disability, it was found that education played a key role in surviving such crises.

> It is not because education leads to greater financial success...Apparently something about the skills acquired in school or possibly about the other characteristics of those who completed more schooling (e.g. perseverance or

> IQ) makes better-educated people more successful at avoiding undesirable life events. We tend to favor the skills explanation, since the beneficial effects of education tend to persist even after IQ and other personality differences have been taken into account. (Duncan, 1984, p. 27)

Some of the barriers to success in the Gateway program are recounted by Hayes (1991) as follows and seem to support Duncan's findings. The public housing residents in Charlotte read at the 5th grade level. Female heads of households who applied to participate in the program aspired to occupations which would be "dead-end" jobs. Counselors had difficulty convincing women to pursue what might be a non-traditional profession with a good salary and possible career. Many of the families were in considerable debt.

An important barrier which Hayes (1991) notes lies in "...the socio-emotional development of and support structure for the families in the program. Most of the families do not know how to deal with conflict and fear success/failure" (p.74). Rohe and Stegman (1992) have considered this particular barrier to self-sufficiency and are measuring self-esteem extensively in their current study of the Gateway program (Rohe & Stegman, 1992; personal communication with William Rohe on 9 June, 1992).

The final barrier which Hayes (1991) points out is "...that 95 percent of the families in the programs are single-parent families" (p. 75). The difficulties of being a single parent were identified in the previous section of this literature review.

Another aspect of self-sufficiency is participation in programs and activities. The programs just described have been experimental and require screening and an initially exhibited personal motivation in order to become a participant. Not all self-sufficiency oriented programs will be so structured. In Hampton, Virginia, for example, a variety of programs are available and open to any member of the community.

Blackford and LeBrasseur (1992) measured tenant participation in the management process in subsidized housing in Canada. They developed a model in which housing-related values, goals and understanding were key factors in attaining housing satisfaction. Although, in this case, the model was used to test the influence of these key factors on tenant participation, Blackford and LeBrasseur (1992) state: "By applying the instrument, planners and managers should be able to identify areas within any public housing organization that promote or discourage tenant participation" (p. 86).

Blackford and LeBrasseur (1992) found that tenant participation was dependent upon the understanding of its meaning based on an individual's background and values. Discrepancies were found between satisfaction and participation. One explanation for this by the researchers is that satisfaction measures may show what tenants think they ought to be satisfied with while measures of participation "...may reflect what tenants actually experience and perceive within their own everyday lives" (p. 93). Finally, certain demographic characteristics, such as number of children,

also affected participation. Although the instrument in the current study does not use the extensive model of Blackford and LeBrasseur, certain of its variables and concepts provide a valuable tool for this research. For example, some variables in the current study were taken from the model, while others such as number of children and single/couple were modified.

## Summary

The issues surrounding the need for self-sufficiency programs have been explored in this chapter. Maslow's theory of human motivation shows how people are driven by their needs according to where they lie upon the hierarchy at a given point. Formal and informal support networks can provide a means to meet these needs. McCray and Day (1970) used housing values as a means to dichotomize these needs and to estimate on which half of the hierarchy people fell.

While public housing may be an affordable housing alternative for many people in poverty, there are many things lacking which could help residents to break the cycle. Self-sufficiency programs can offer formal support and training to help people develop the tools they will need in order to become less dependent on public assistance. Past studies have found that self-sufficiency programs have focussed on educational attainment and job training. There is evidence that family composition, particularly the presence of children, had an impact on participation. Some comprehensive self-sufficiency programs have used screening methods to select participants who have

demonstrated the ability and motivation to complete program requirements. Understanding who utilizes such programs when screening is not employed, who might be successful in these programs, and reasons for participation can help in their implementation.

# CHAPTER 3

# METHODOLOGY

The purpose of this study was to examine resident participation in self-sufficiency oriented programs in public housing in Hampton, Virginia and to explore the relationships that might exist between participation in the programs and tenant characteristics.

## Ranking of Self-Sufficiency Programs

The self-sufficiency programs were initially ranked in order of which ones would be most likely to help participants to achieve self-sufficiency. This helped to determine which of the many programs currently being offered in Hampton should be investigated in the resident survey. The programs considered were those which were either currently being offered or supported through the HRHA Community Resources Department or that had been offered in the past year. Some of the programs considered included Adult Basic Education classes, Literacy in Family Experiences, Resident Training and Economic Initiatives programs (A description of each program included in the ranking study can be found in Appendix A).

Programs were ranked by administrators at the HRHA and by HUD officials in the state office in Virginia, the regional office in Pennsylvania, and the head office in Washington, DC (Appendix B). These people have worked with the programs for a number of years so they were considered to have the best idea as to which programs

would be most likely to help people achieve self-sufficiency. At least two rankings were requested from each level of HUD. Three requests were sent to the national Office of Resident Initiatives and one to the Office of Public Housing. At the regional level, two requests were sent to the Public Housing Development Division in Philadelphia. The state Resident Initiatives Coordinator was sent three ranking forms and asked to have two additional people in her office, who she felt were qualified, complete the ranking as well. In Hampton, the Resident Services Supervisor received the same request. A total of seven usable rankings were returned, with at least one from each level. These responses were the basis for a rank ordering to determine the level of each program during the data analysis of the study.

## Development of the Resident Survey Instrument

An interview schedule was used to gather data from the participants in the selected programs (Appendix C). The schedule consisted of three sections. The first section addressed questions related to participation in the various programs. The questions asked about current and past participation in programs and an overall evaluation of the most useful programs from the respondent's perspective.

The second section contained the elements with which to rank respondents according to their housing values and their place on the hierarchy of needs, as used by McCray and Day (1977). Based on the assumption that no participants in the study would have reached a level of self-actualization, the hierarchy of needs was

dichotomized into higher and lower level needs. An adaptation of McCray and Day's (1977) instrument was used to determine where respondents in this study fell on the hierarchy. The values which were used by McCray and Day (1977) are comfort, health and safety, and privacy for the lower level and social interaction, beauty, and prestige for the higher level. The same values were used in this study and were assumed to correspond with the same general levels specified by McCray and Day (1977). The lower level values consisted of the basic physiological and safety values. The higher level consisted of the belonging and self-esteem values. Copies of the questions in this section were printed in a large font on 8" x 11" paper. The copies were placed in plastic protective covers and put in a three ring binder which respondents could flip through with ease as the questions were being asked and recorded (Appendix D).

The final section of the interview schedule consisted primarily of demographic questions. Consideration was given to the length of time respondents had been living in public housing. The demographic profile was used primarily to determine the familial status and household composition of respondents. Other variables included age, sex, education, and race.

Pilot Tests

The survey was pilot tested twice for errors and general understandability in Lincoln Park, a neighboring public housing community in Hampton which has access to many of the same programs. Interviews for the pilot test were organized by the

Resident Services Supervisor. Certain Lincoln Park residents known to be active in community activities were asked to come to a designated meeting place to be interviewed.

The first time the pilot test was conducted five residents were interviewed. An explanation of the purpose of the test was given and their comments and suggestions were requested. Overall, respondents were pleased with the length of the survey and the lack of "personal" questions. Some respondent comments dealt with wording and comprehension. Errors related to coding and consistency were also discovered.

Once all of the corrections were made another pilot test was conducted with a different set of Lincoln Park residents. Initially, six residents agreed to come to the interview, but only three participated. The three respondents were given the same explanation of the pilot test as the first group. No suggestions or criticism were given. However, the researcher was able to detect some areas in the interview schedule which could be improved upon and revised the schedule accordingly.

The pilot test provided an opportunity to interact with public housing residents and to get their input on the study. In addition, the researcher gained valuable experience in practicing interviews and gained more familiarity with the interview schedule.

## Sampling Selection

A list of residential addresses was provided by the HRHA Resident Services Office so that an appropriate random procedure for sample selection could be

initiated. There were 435 occupied units in the Pine Chapel community, each household was numbered and a table of random numbers was used to select households where interviews would take place.

The random table was used to generate three lists of addresses. The first list consisted of 60 addresses (the original goal was to obtain 60 completed surveys, or if this was not possible, then at least 10 percent of the population within four weeks of interviewing). As addresses were eliminated from the first list, backups from a second list of 25 units were added. Eventually, a third backup list of 14 units was used. A total of 99 units were on the three lists. Addresses were eliminated for the following reasons:

1. a unit proved to be unoccupied or part of a special program (7% of all three lists)[5];
2. respondents refused to complete the survey (10% of all three lists);
3. it was not possible to complete the survey within three visits to the residence because respondents were either not home or requested a visit at another time (35% of all three lists);
4. during the last week of the study three units were eliminated from the second list after only two returns because of time constraints (3% of the three lists).

[5] Certain units were set aside for a special housing program for deaf and mentally ill residents. The error in the list of residential addresses was not discovered until interviews were begun.

In all 55% of units on the three randomly generated address lists had to be eliminated and 45% of all units approached completed the interview schedule. A total of 42 households completed the interview schedule; representing just under 10% of the population. Three additional surveys were incomplete and could not be used for analysis. All respondents were heads of household; defined as people who held the lease in each unit.

## Data Collection

The interview schedule and data collection procedures were exempted by the human services review board on the condition that a consent letter be signed by participants in the study (Appendix C). In the case of illiteracy, the researcher read the letter out loud to the respondent and carefully explained it before it was signed. All surveys were administered, in person, by a team consisting of the researcher and a volunteer.

The first day of data collection respondents were called on "cold". However, it was felt that a better response rate might be achieved if some credibility was added to the study in the form of support by the Community Resources Department. A short note was distributed to approximately 70 households, from the first two lists, informing them that a study was being conducted in the neighborhood and that interviewers would be approaching them in the following weeks. This note did seem

to help in a few situations but in most cases it appeared to make no difference with regard to survey completion.

Interviews were conducted during the last two weeks of the month in May and June, 1993. The interview team went out both during the day and in the early evening in order to reach respondents who might be working during the day. Each interview took an average of 30 minutes to complete.

## Hypotheses

The hypotheses which were tested are as follows:

1. There will be a significant relationship between participation in types of self-sufficiency programs and
   a. age;
   b. sex;
   c. race;
   d. marital status;
   e. current employment status;
   f. number of dependents;
   g. length of time lived in public housing;
   h. education;
   i. household type;
   j. informal support.

2. There will be a significant relationship between level of housing values and

   a. age;

   b. sex;

   c. race;

   d. marital status;

   e. current employment status;

   f. number of dependents;

   g. length of time lived in public housing;

   h. education;

   i. household type;

3. There will be a significant relationship between participation in types of self-sufficiency programs and residents' level of housing values.

## Dependent Variables

The dependent variables for the study were level of participation in programs and residents' level of housing values. Each of these were tested for a relationship with the independent variables, which were primarily demographic. The variable of level of program participation was divided into three categories for analysis:

Higher level - determined by participation in at least one program above the mean of 7.04 in the list of ranked programs;

Lower level - determined by participation only in programs which fell below the mean of 7.04 in the list of ranked programs;

Non-participants - determined by lack of involvement in any of the ranked programs.

The variable level of housing values was dichotomized into a higher (consisting of social interaction, beauty, and prestige) and a lower (consisting of health and safety, comfort, and privacy) level.

## Independent Variables

A detailed explanation of the independent variables used in the study follows. Some variables were restructured because of coding or collapsing of categories. In some cases, where a characteristic was unique, categories were collapsed in order to preserve the anonymity of respondents.

Age - determined by asking each respondent to report their age in years. Four categories were derived: (a) 19 to 25 years of age, (b) 26 to 30 years of age, (c) 31 to 36 years of age, and (d) 36 years of age or older.

Sex - determined by circling gender category, either M or F, on a demographic chart in cooperation with interviewers.

Race - determined by asking each respondent which race they considered themselves to be. Results were coded into two categories: black and non-black[6].

Marital Status - determined by asking respondents to indicate which of five possible categories best described their current marital status. Results were collapsed into three categories for analysis: (a) married, (b) separated, widowed, divorced, and (c) never married.

Employment Status - determined by asking respondents to indicate whether they were employed (either full or part time) or not.

Dependents - determined by counting the number people living with the respondent who were unemployed adults, other than the respondent, and the number of people under the age of 18.

Public Housing - determined by asking respondents the total number of years they had lived in any public housing since they turned 18. This variable was collapsed into groups by five year increments.

Education - determined by asking respondents the last year they completed in school or college. This variable was collapsed into four categories for analysis: (a) Elementary (8th grade or less), (b) some high school (9th to 11th completed), (c) high school (12th grade or GED completed), and (d) some college (1 to 3 years completed).

---

[6] Responses of black and African-American were combined into one category. Since the majority of respondents used the term "black" that is what is used here.

Household Type - was determined by coding the demographic table in the survey as follows: single parent, dual parent, multi-generational, and adults.

Support - informal support of the respondent was determined by using two questions in the survey for program participant and non-participant households. Participants were asked if they had attended programs with another person. Non-participants were asked if they would attend programs if they had someone to go with them. The results were coded into five categories: (a) participants who went with someone, (b) participants who went alone, (c) participant households where respondent was not participant, (d) non-participants who said they would attend programs with someone, and (e) non-participants who said if they had someone to go with them it would not affect their program participation.

## Analysis of Data

Hypotheses 1, 2, and 3 were analyzed using Chi Square. An alpha level of .1 was used to test for significance because of the exploratory nature of the research (Nunnally, 1978).

# CHAPTER 4

## RESULTS AND ANALYSIS

This chapter discusses the program rankings and the results of the resident interview schedule including characteristics of the sample population. Each hypothesis is discussed in depth and a brief discussion of the findings is also included.

### Analysis of Rankings

The self-sufficiency programs were initially ranked in order of which ones would be most likely to help participants to achieve self-sufficiency by administrators at all levels of HUD. Seven usable questionnaires were returned. The resulting sets of rankings were combined through a rank-ordering procedure, thus achieving a degree of inter-rater reliability.

Each respondent ranked what they considered to be the top 10 programs. Programs which received no score were given a dummy ranking of 11. Mean scores were used to determine the rank ordering of programs. Table 1 shows the fourteen programs which were mentioned by all respondents, respondent scores, and program mean scores, in order of rank. This data was used to determine which programs would be on the survey. It should be noted that, other than the ABE/GED program, there appears to be little similarity in the prioritizing of programs by each respondent.

For analysis of data, programs were divided into two groups of either higher or lower ranking. The mean of the program mean scores (7.04) was calculated and used

# TABLE 1 RANKINGS OF SELF-SUFFICIENCY PROGRAMS BY HUD OFFICIALS

| Programs | Rankings (each column represents one respondent)* | | | | | | | Mean |
|---|---|---|---|---|---|---|---|---|
| ABE/GED | 3 | 1 | 1 | 2 | 1 | 1 | 1 | 1.429 |
| HEAD START | 5 | 7 | 3 | 8 | 2 | 5 | 2 | 4.571 |
| YOUTH EMPLOYMENT | 6 | 4 | 5 | 4 | 5 | 3 | 6 | 4.714 |
| GET SET | 4 | 8 | 2 | 7 | 9 | 6 | 2 | 5.429 |
| ECONOMIC INITIATIVES | 8 | 2 | 10 | 11 | 8 | 2 | 3 | 6.286 |
| RESIDENT TRAINING | 2 | 3 | 11 | 11 | 4 | 8 | 5 | 6.286 |
| RENTAL ASSISTANCE | 1 | 11 | 7 | 11 | 11 | 4 | 7 | 7.429 |
| CLUB CO-OP | 7 | 5 | 11 | 5 | 11 | 11 | 4 | 7.714 |
| LIFE | 11 | 10 | 11 | 1 | 3 | 7 | 11 | 7.714 |
| YOUTH ADVOCACY | 10 | 9 | 6 | 3 | 7 | 11 | 11 | 8.143 |
| PARENT/CHILD WORKSHOP | 9 | 11 | 4 | 6 | 11 | 9 | 11 | 8.714 |
| HOMEWORK CENTERS | 11 | 6 | 11 | 9 | 10 | 10 | 11 | 9.714 |
| STUDENT ASSISTANCE | 11 | 11 | 8 | 10 | 6 | 11 | 11 | 9.714 |
| PEOPLE IN HARMONY | 11 | 11 | 9 | 11 | 11 | 11 | 11 | 10.714 |

* Higher and lower level programs are determined by where they fall according to the mean (7.04).

as the dividing point. The ABE/GED, Head Start, Youth Employment, Get Set, Economic Initiatives, and Resident Training programs were in the higher level.The Rental Assistance, Club Co-op, Life, Youth Advocacy, Parent/Child Workshop, Homework Centers, Student Support, and People in Harmony programs were all lower level programs. Many of the programs are oriented towards education for all age groups. Among the higher ranked programs half of the programs are for children. Some, such as the Economic Initiatives and Resident Training programs provide direct and indirect job related training. Many of the programs are also directed towards youth intervention. For more information on these programs see Appendix A.

## Description of the Sample Population

Selected characteristics analyzed in this study were age, sex, race, marital status, employment status, education, length of time lived in public housing, number of dependents, and household type (Table 2). The support variable is discussed separately (Table 3).

Age. The age of the respondents ranged from 19 to 69 with the highest percentage (31%) in the range of 19 to 25 years. It is interesting to note that 26.2% of all respondents were 19 to 23, indicating a very young sample. Only 28.5% of the respondents were 36 years old or older. The median age was 29.5.

Sex. The majority of the sample was female (90.5%).

**TABLE 2 DEMOGRAPHIC CHARACTERISTICS OF RESPONDENTS**

| Characteristics | n | %* |
|---|---|---|
| Age | | |
| 19 to 25 | 13 | 31.0 |
| 26 to 30 | 11 | 26.2 |
| 31 to 35 | 6 | 14.3 |
| 36 or older | 12 | 28.5 |
| | 42 | 100.0 |
| Sex | | |
| Male | 4 | 9.5 |
| Female | 38 | 90.5 |
| | 42 | 100.0 |
| Race | | |
| African American | 38 | 90.5 |
| Other | 4 | 9.5 |
| | 42 | 100.0 |
| Marriage | | |
| Married | 7 | 16.7 |
| Separated, Widowed, Divorced | 11 | 26.2 |
| Never Married | 24 | 57.1 |
| | 42 | 100.0 |
| Employment | | |
| Employed (full or part time) | 10 | 23.8 |
| Unemployed | 32 | 76.2 |
| | 42 | 100.0 |
| Dependents | | |
| No Dependents | 3 | 7.1 |
| 1 dependent | 19 | 45.2 |
| 2 dependents | 10 | 23.8 |
| 3 dependents | 8 | 19.1 |
| 4 or more dependents | 2 | 4.8 |
| | 42 | 100.0 |
| Public Housing | | |
| 0 to 5 years | 29 | 69.1 |
| 6 to 10 years | 6 | 14.3 |
| 11 to 15 years | 3 | 7.1 |
| 16 to 20 years | 2 | 4.8 |
| 21 or more years | 2 | 4.8 |
| | 42 | 100.1 |

*Totals may not be exact due to rounding of decimal places.

**TABLE 2 DEMOGRAPHIC CHARACTERISTICS OF RESPONDENTS (Continued)**

| Characteristics | n | %* |
|---|---|---|
| Education | | |
| Elementary (8th Grade or less completed) | 4 | 9.5 |
| Some High School (9th to 11th completed) | 10 | 23.8 |
| High School (12th or GED completed) | 13 | 31.0 |
| Some College (1 to 3 years completed) | 15 | 35.7 |
| | 42 | 100.1 |
| Household Type | | |
| Single Parent | 28 | 66.7 |
| Dual Parent | 6 | 14.3 |
| Adult | 6 | 14.3 |
| Multigenerational | 2 | 4.8 |
| | 42 | 100.1 |

*Totals may not be exact due to rounding of decimal places.

Race. The majority of the respondents were black (90.5%).

Marital Status. The majority of respondents were unmarried, only 16% were married. Of the unmarried, 57.1% had never been married, and 26.2% were either separated, divorced or widowed. It is possible that there were unreported significant others in the households who may have filled a spousal role, but were not identified by the survey.

Employment Status. Only 23.8% of the respondents were employed either full or part-time.

Dependents. The number of dependents was defined as any unemployed adult, other than the respondent, and any person under the age of 18. The majority of respondents had one to three dependents. The greatest proportion of respondents (45.2%) had one dependent. Households with 2 dependents were the second largest group (23.8%).

Public Housing. The length of time lived in public housing in adulthood (18 years of age) ranged from less than one year to 27 years. The majority of respondents had lived in public housing from less than one to 3 years (42.9%). Sixty-nine percent of all respondents fell in the range of 5 years or less. Only two respondents had lived in public housing for 20 or more years. This variable includes the length of time respondents had lived in any public housing, not just in Pine Chapel.

Education. The range of completed education levels was from the second grade to three years of college. The mean education level was 11.57 years of school and the

median was 12 years. Results were divided into four categories: elementary (K-8), some high school (9-11), high school (12 or GED), and some college (1 to 3 years)[7]. Only four respondents (9.5%) had an education of 8th grade or less. High school was divided into two categories to show how the majority of respondents fell around the mean. Almost one-fourth of respondents (23.8%) had some high school education, while almost a third (31%) had completed high school. The highest proportion of respondents were in the last category (35.7%) although none of the respondents had completed a four year degree.

Household Type. This variable was divided into four categories: single parent, dual parent, multi-generational, and adults with no children. More than half of all households (66.7%) were headed by a single parent. Dual parent and multigenerational households were each 14.3% while the adults without children were only 4.8% of the sample. Households without children present tended to be elderly.

Support

In addition to the above mentioned variables, informal support was also examined. This variable is broken into two categories. The first category is for participants in the ranked programs and the second for non-participants.

Participants are divided into three categories: those who attended programs alone (38.1%), those who attended programs with a friend or relative (9.5%), and those who attended programs both alone and with someone else (9.5%). In addition, out of

[7] "Some college" includes any education beyond high school including trade or vocational school.

the participating households, 11.9% of respondents were not the person who actually attended the programs and therefore could not answer the question.

Non-participants are defined as those households where no one had participated in any of the ranked programs. Non-participants were asked whether or not they would attend programs if they had someone to go with them (see survey, Appendix C). Of the 30.9% of respondents who were from non-participating households, 7.1% said it would make a difference if they had someone to go with them, while 23.8% said that having someone to go with them would not affect their program participation. See Table 3 for further details.

## Dependent Variables

### Program Use

Respondents were divided into three groups with regard to program participation (Table 4). The first group consisted of respondents who had participated in any of the higher level programs, as identified in the rankings. No distinction was made if participants were involved in both lower and higher level programs; they were coded as higher level participants. The second group consisted of people who had participated in lower level programs only. The third group consisted of people who had not participated in any of the ranked programs.

The majority of respondents were in the higher level (57%). Only 12% of all respondents were involved in lower level programs only. Thirty one percent were

## TABLE 3 SUPPORT CHARACTERISTICS OF RESPONDENTS

| Support Characteristics | n | %* |
|---|---|---|
| Participants | | |
| Attended with friend/relative | 4 | 9.5 |
| Attended alone | 16 | 38.1 |
| Attended both with friend and alone | 4 | 9.5 |
| | 24 | 57.1 |
| Respondent not participant | 5 | 11.9 |
| Non-participants | | |
| Would participate with friend | 3 | 7.1 |
| Friend would not affect decision | 10 | 23.8 |
| | 13 | 30.9 |

*Totals may not be exact due to rounding of decimal places.

non-participants. Non-participants may have participated in other HRHA or outside programs which were not ranked on the interview schedule.

Of the 29 participant households, Table 5 shows the level of participation by program. The most popular programs were Get Set, ABE/GED, and the Homework Centers. These three programs are educationally oriented towards three different age groups: young children, adults, and school-age children and youth. The Economic Initiatives and Youth Advocacy programs had no participation by respondents. The programs in Table 5 are listed in the order in which they were ranked by HUD administrators. It is interesting to note the differences in actual participation level compared to program rank. While residents were participating in some of the higher ranked programs there was no participation in one, and limited participation in another. All other higher ranked programs had modest participation by this sample.

Housing Values Levels

Housing values were dichotomized into higher and lower levels through an adaptation of McCray and Day's (1977) instrument. The values used were social interaction (a home to bring your friends), beauty, and prestige (a home of which you can be proud) for the higher level and comfort, health and safety, and privacy for the lower level. Each answer was coded as either a higher or lower level category. The mode of the total answers for each respondent determined the level. For example, if the majority of answers in this section, for a respondent, were in the lower level then the respondent was placed in the lower level of values. Table 4 shows that the

**TABLE 4 DEPENDENT VARIABLE CHARACTERISTICS**

| | n | % |
|---|---|---|
| Program Participation | | |
| Higher Level | 24 | 57.0 |
| Lower Level | 5 | 12.0 |
| Non-Participants | 13 | 31.0 |
| | 42 | 100.0 |
| Housing Values | | |
| Higher Level | 4 | 9.5 |
| Lower Level | 38 | 90.5 |
| | 42 | 100.0 |

**TABLE 5 AMOUNT OF PROGRAM PARTICIPATION BY RESPONDENTS**

| Programs | Number of Participant Households | Percentage of Total number of Participants (N = 29) |
|---|---|---|
| ABE/GED | 9 | 31.0 |
| HEAD START | 6 | 20.7 |
| YOUTH EMPLOYMENT | 2 | 6.9 |
| GET SET | 14 | 48.3 |
| ECONOMIC INITIATIVES | 0 | 0.0 |
| RESIDENT TRAINING | 8 | 27.6 |
| RENTAL ASSISTANCE | 1 | 3.5 |
| CLUB CO-OP | 2 | 6.9 |
| LIFE | 2 | 6.9 |
| YOUTH ADVOCACY | 0 | 0.0 |
| PARENT/CHILD WORKSHOP | 6 | 20.7 |
| HOMEWORK CENTERS | 9 | 31.0 |
| STUDENT SUPPORT | 2 | 6.9 |
| PEOPLE IN HARMONY | 4 | 13.8 |

majority of respondents, 90.5%, were in the lower level of housing values while only 9.5% were in the higher level.

## Hypothesis One: Program Participation

The first hypothesis was to determine if program participation was associated with the following variables: age, sex, race, marital status, employment status, number of dependents, length of time in public housing, education, household type, and support. Hypothesis One was tested using Chi Square. The alpha level was set at .10.

The results of the Chi Square can be found in Table 6, which indicates that three variables were statistically significant. The significant variables resulting from the Chi Square were Marital Status, Number of Dependents, and Household Type.

Cross tabulations of these results can also be seen in Table 6. This table shows the total number of respondents and where they fit in each category and program level. When looking at marital status, it can be seen that all of the married couple households were involved in higher level programs. Of the separated, divorced, or widowed category more than half (54%) were non-participants. Of those who were participants, however, more than half were involved in higher level programs. In the never married category, 30% were non-participants; while 58% of all respondents in this category were involved in higher level programs. From this it is possible to state that married couple households are the most likely to be involved

## TABLE 6 CROSS TABULATIONS OF CHI-SQUARE RESULTS BY LEVEL OF PROGRAM PARTICIPATION

| Characteristics | Higher level n | Higher level % | Lower level n | Lower level % | Non-Participant n | Non-Participant % |
|---|---|---|---|---|---|---|
| Age | | | | | | |
| 19 to 25 | 6 | 14.3 | 1 | 2.4 | 6 | 14.3 |
| 26 to 30 | 8 | 19.0 | 1 | 2.4 | 2 | 5.0 |
| 31 to 35 | 3 | 7.1 | 2 | 5.0 | 1 | 2.4 |
| 36 or older | 7 | 17.0 | 1 | 2.4 | 4 | 9.5 |
| | 24 | 57.4 | 5 | 12.2 | 13 | 31.2 |
| N = 42 | $\chi^2$ = 5.4763 | | df = 6 | | p = .4843 | |
| Sex | | | | | | |
| Male | 3 | 7.1 | 0 | 0.0 | 1 | 2.4 |
| Female | 21 | 50.0 | 5 | 12.0 | 12 | 28.6 |
| | 24 | 57.1 | 5 | 12.0 | 13 | 31.0 |
| N = 42 | $\chi^2$ = .8236 | | df = 2 | | p = .6624 | |
| Race | | | | | | |
| Black | 21 | 50.0 | 4 | 9.5 | 13 | 31.0 |
| Other | 3 | 7.1 | 1 | 2.4 | 0 | 0.0 |
| | 24 | 57.1 | 5 | 11.9 | 13 | 31.0 |
| N = 42 | $\chi^2$ = 2.2520 | | df = 2 | | p = .3243 | |
| Marital Status | | | | | | |
| Married | 7 | 17.0 | 0 | 0.0 | 0 | 0.0 |
| Separated, Widowed, Divorced | 3 | 7.1 | 2 | 5.0 | 6 | 14.3 |
| Never Married | 14 | 33.0 | 3 | 7.1 | 7 | 17.0 |
| | 24 | 57.1 | 5 | 12.1 | 13 | 31.3 |
| N = 42 | $\chi^2$ = 9.3476 | | df = 4 | | p = .0530** | |
| Employment | | | | | | |
| Employed (full or part time) | 7 | 16.7 | 0 | 0.0 | 3 | 7.1 |
| Unemployed | 17 | 40.5 | 5 | 12.0 | 10 | 24.0 |
| | 24 | 57.2 | 5 | 12.0 | 13 | 31.1 |
| N = 42 | $\chi^2$ = 1.9460 | | df = 2 | | p = .3779 | |
| Dependents | | | | | | |
| No Dependents | 1 | 2.4 | 0 | 0.0 | 2 | 5.0 |
| 1 dependent | 6 | 14.3 | 3 | 7.1 | 10 | 24.0 |
| 2 dependents | 7 | 17.0 | 2 | 5.0 | 1 | 2.4 |
| 3 dependents | 8 | 19.0 | 0 | 0.0 | 0 | 0.0 |
| 4 or more dependents | 2 | 5.0 | 0 | 0.0 | 0 | 0.0 |
| | 24 | 57.7 | 5 | 12.1 | 13 | 31.4 |
| N = 42 | $\chi^2$ = 16.9479 | | df = 8 | | p = .0307** | |

*Totals may not be exact due to rounding of decimal places.
**Denotes significance at below .1 alpha level.

## TABLE 6 CROSS TABULATIONS OF CHI SQUARE RESULTS BY LEVEL OF PROGRAM PARTICIPATION (Continued...)

| Characteristics | Higher level n | Higher level % | Lower level n | Lower level % | Non-Participant n | Non-Participant % |
|---|---|---|---|---|---|---|
| Public Housing | | | | | | |
| 0 to 5 years | 15 | 36.0 | 4 | 9.5 | 10 | 24.0 |
| 6 to 10 years | 5 | 12.0 | 0 | 0.0 | 1 | 2.4 |
| 11 to 15 years | 1 | 2.4 | 1 | 2.4 | 1 | 2.4 |
| 16 to 20 years | 2 | 5.0 | 0 | 0.0 | 0 | 0.0 |
| 21 or more years | 1 | 2.4 | 0 | 0.0 | 1 | 2.4 |
| | 24 | 57.8 | 5 | 11.9 | 13 | 31.2 |
| N = 42 | $\chi^2$ = 5.6334 | | df = 8 | | p = .6882 | |
| Education | | | | | | |
| Elementary (K-8) | 3 | 7.1 | 0 | 0.0 | 1 | 2.4 |
| Some High School (9-11) | 7 | 17.0 | 0 | 0.0 | 3 | 7.1 |
| High School (12 or GED) | 5 | 12.0 | 3 | 7.1 | 5 | 12.0 |
| Some College (1-3 yrs) | 9 | 21.4 | 2 | 5.0 | 4 | 9.5 |
| | 24 | 57.5 | 5 | 12.1 | 13 | 31.0 |
| N = 42 | $\chi^2$ = 4.7578 | | df = 6 | | p = .5752 | |
| Household Type | | | | | | |
| Single Parent | 14 | 33.0 | 5 | 12.0 | 9 | 21.4 |
| Dual Parent | 6 | 14.3 | 0 | 0.0 | 0 | 0.0 |
| Adult | 2 | 5.0 | 0 | 0.0 | 4 | 9.5 |
| Multigenerational | 2 | 5.0 | 0 | 0.0 | 0 | 0.0 |
| | 24 | 57.3 | 5 | 12.0 | 13 | 30.9 |
| N = 42 | $\chi^2$= 10.8782 | | df = 6 | | p = .0922** | |
| Support | | | | | | |
| Attended with friend/relative | 2 | 5.0 | 2 | 5.0 | | |
| Attended alone | 14 | 33.0 | 2 | 5.0 | | |
| Attended both with friend/relative and alone | 3 | 7.1 | 1 | 2.4 | | |
| | 19 | 45.1 | 5 | 12.4 | | |
| N = 24 | $\chi^2$ = 2.7789 | | df = 2 | | p = .2492 | |

Non-participants = 13 (31.0%)
Respondent not participant = 5 (12.0%)

*Totals may not be exact due to rounding of decimal places.
**Denotes significance at below .1 alpha level.

in higher level programs. Households where respondents had never married are most likely to be involved either in higher level programs or no programs at all. Finally, the category of separated, divorced, or widowed respondents is the most likely to be non-participants.

Number of Dependents was divided into 5 categories, as shown in Table 6. An examination of each category shows that those with no dependents or one dependent were the most likely to be non-participants. Sixty-eight percent of all respondents in the no dependents category were non-participants and 53% of respondents in the one dependent category were non-participants. The largest group of respondents for this variable are those households with only one dependent. Surprisingly, those households with two or more dependents are most likely to be involved in the higher ranked programs.

Household type was divided into four categories. The first category, single parent, had a total of 66% of all respondents in it. Half of these respondents were involved in higher level programs and 32% of respondents within the category were non-participants. The second category, dual parent households, consisted of 14.3% of all respondents in the study and all of these were involved in higher level programs. The next category, adults with no children, is the most likely to have non-participants. The last category is multigenerational households, all households in this category were in the higher level of program participation.

In summary of hypothesis one, it can be stated that there is a relationship between the level of programs in which respondent households participated and their marital status, number of dependents, and household type. The remainder of the variables for this hypothesis did not have any association to level of program participation as can be seen in Table 6.

## Hypothesis Two: Housing Values

The second hypothesis was to determine if housing values were associated with the following variables: age, sex, race, marital status, employment status, number of dependents, length of time in public housing, education, and household type. Hypothesis Two was tested using Chi Square. The dependent variable was Values, this was tested against each of the independent variables.

Respondents were divided into two groups with regard to housing values. The first group consisted of respondents whose housing values were on the higher level of the dichotomy of needs. The second group consisted of people whose housing values were in the lower level of the dichotomy. Level of values was determined by a count of answers to the survey questions. If a respondent indicated more than half of their answers to be in the lower category then that is where they were placed. There was not much variability among the groups, 90.5% of the respondents were in the lower level. However, there was still some significance among variables.

The results of the Chi Square can be found in Table 7. Table 7 shows that Marital Status was the only variable found to be statistically significant. Marital Status was coded with three categories: (a) married, (b) separated, widowed, divorced, and (c) never married. The first category, married, had 16.7% of all respondents in it and all of them were in the lower level of values. So being married does not appear to be related to higher housing values. In the separated, divorced, widowed, category, 19.1%of all respondents were in the lower level and 7.1% were in the higher level; 27.3% of the respondents within this category had higher level housing values. In the never married category 54.8% of all respondents were in the lower level and 2.4% were in the higher level. So those who are no longer married are most likely to have higher level housing values.

In summary of hypothesis two, it can be stated that there is a relationship between the level of housing values of respondents and their marital status. Those who are separated, divorced or widowed are most likely to have higher level housing values. The remainder of the variables for this hypothesis did not prove to have any association to level of program participation as can be seen in Table 7. It is also important to note that there was little variability among the sample population with regard to housing values, therefore the relevance of the results of the Chi Square is limited.

## TABLE 7 CROSS TABULATIONS OF CHI SQUARE RESULTS BY LEVEL OF HOUSING VALUES

| Characteristics | Higher level n | % | Lower level n | % |
|---|---|---|---|---|
| Age | | | | |
| 19 to 25 | 1 | 2.4 | 12 | 28.6 |
| 26 to 30 | 0 | 0.0 | 11 | 26.2 |
| 31 to 35 | 0 | 0.0 | 6 | 14.3 |
| 36 or older | 3 | 7.1 | 9 | 21.4 |
| | 4 | 9.4 | 38 | 90.5 |
| N = 42 | $\chi^2$ = 5.1756 | df = 3 | | p = .1594 |
| Sex | | | | |
| Male | 0 | 0.0 | 4 | 9.5 |
| Female | 4 | 9.5 | 34 | 81.0 |
| | 4 | 9.5 | 38 | 90.5 |
| N = 42 | $\chi^2$ = .4951 | df = 1 | | p = .4654 |
| Race | | | | |
| Black | 3 | 7.1 | 35 | 83.3 |
| Other | 1 | 2.4 | 3 | 7.1 |
| | 4 | 9.5 | 38 | 90.4 |
| N = 42 | $\chi^2$ = 1.2289 | df = 1 | | p = .2676 |
| Marital Status | | | | |
| Married | 0 | 0.0 | 7 | 16.7 |
| Separated, Widowed, Divorced | 3 | 7.1 | 8 | 19.1 |
| Never Married | 1 | 2.4 | 23 | 54.8 |
| | 4 | 9.5 | 38 | 90.6 |
| N = 42 | $\chi^2$ = 5.5580 | df = 2 | | p = .0621** |
| Employment | | | | |
| Employed (full or part time) | 2 | 5.0 | 8 | 19.1 |
| Unemployed | 2 | 5.0 | 30 | 71.4 |
| | 4 | 10.0 | 38 | 90.5 |
| N = 42 | $\chi^2$ = 1.6717 | df = 1 | | p = .1960 |
| Dependents | | | | |
| No Dependents | 0 | 0.0 | 3 | 7.1 |
| 1 dependent | 3 | 7.1 | 16 | 38.1 |
| 2 dependents | 0 | 0.0 | 10 | 23.8 |
| 3 dependents | 1 | 2.4 | 7 | 16.7 |
| 4 or more dependents | 0 | 0.0 | 2 | 5.0 |
| | 4 | 9.5 | 38 | 90.7 |
| N = 42 | $\chi^2$ = 2.5268 | df = 4 | | p = .6398 |

*Totals may not be exact due to rounding of decimal places.
**Denotes significance at below .1 alpha level.

## TABLE 7 CROSS TABULATIONS OF CHI SQUARE RESULTS BY LEVEL OF HOUSING VALUES (Continued...)

| Characteristics | Higher level n | % | Lower level n | % |
|---|---|---|---|---|
| Public Housing | | | | |
| 0 to 5 years | 3 | 7.1 | 26 | 61.9 |
| 6 to 10 years | 0 | 0.0 | 6 | 14.3 |
| 11 to 15 years | 1 | 2.4 | 2 | 5.0 |
| 16 to 20 years | 0 | 0.0 | 2 | 5.0 |
| 21 or more years | 0 | 0.0 | 2 | 5.0 |
| | 4 | 9.5 | 38 | 91.2 |
| N = 42 | $\chi^2$ = 3.0490 | df = 4 | | p = .5497 |
| Education | | | | |
| Elementary (K-8) | 0 | 0.0 | 4 | 9.4 |
| Some High School (9-12) | 2 | 5.0 | 8 | 19.1 |
| High School (12 or GED) | 1 | 2.4 | 12 | 28.6 |
| Some College (1-3 yrs) | 1 | 2.4 | 14 | 33.3 |
| | 4 | 9.8 | 38 | 90.4 |
| N = 42 | $\chi^2$ = 1.8874 | df = 3 | | p = .5961 |
| Household Type | | | | |
| Single Parent | 2 | 5.0 | 26 | 61.9 |
| Dual Parent | 0 | 0.0 | 6 | 14.3 |
| Adult | 2 | 5.0 | 4 | 9.5 |
| Multigenerational | 0 | 0.0 | 2 | 5.0 |
| | 4 | 10.0 | 38 | 90.7 |
| N = 42 | $\chi^2$ = 4.9737 | df = 3 | | p = .1737 |

*Totals may not be exact due to rounding of decimal places.
**Denotes significance at below .1 alpha level.

## Hypothesis Three

The final hypothesis was to test for a relationship between housing values and program levels. Hypothesis 3 was tested using a Chi square. The results of the Chi square, as shown in Table 8, were 1.084, with 2 degrees of freedom and a probability level of .5816. No statistical significance was found using the Chi square test, therefore there was no relationship between level of housing values and level of program participation.

## Discussion of Analysis

The statistical analysis shows that there were limited relationships between the stated variables in the hypotheses. However, of those variables that were found to have statistical significance, some discussion follows.

With regard to program participation, it was found that marital status, number of dependents, and household type did have some relation. Households which are most likely to be involved in higher level programs are those with married couples, households with two or more dependents, and dual parent households. The majority of all participants were involved in higher level programs.

Housing values were not found to have much variability among respondents. The respondents most likely to have higher level housing values were those who were separated, widowed, or divorced.

**TABLE 8 CROSS TABULATIONS OF CHI SQUARE RESULTS BY PROGRAM PARTICIPATION AND HOUSING VALUES**

| | HOUSING VALUES | | | | | |
|---|---|---|---|---|---|---|
| PROGRAMS | Lower level | | Higher level | | Total | |
| | n | % | n | % | n | % |
| Higher level | 22 | 52.0 | 2 | 5.0 | 24 | 57.0 |
| Lower level | 5 | 12.0 | 0 | 0.0 | 5 | 12.0 |
| Non-participants | 11 | 26.0 | 2 | 5.0 | 13 | 31.0 |
| Total | 38 | 90.0 | 4 | 10.0 | 42 | 100.0 |

N = 42 $\chi^2 = 1.084$ df = 2 p = .5816*

*Denotes Significance at below .1 alpha level.

No relationship was found between level of housing values and level of program participation.

Although few of the hypotheses tested were found to be significant, it is important to note that the population sampled was very homogeneous. It is possible that given a larger sample size, there would be a greater chance for variation among respondents, and among results.

# CHAPTER 5

# DISCUSSION OF RESULTS

A summary of the methodology and results of the study is presented in this chapter. Conclusions and implications are discussed and recommendations for further study are also included.

## Summary

The objectives of this study were to (a) determine which programs offered by the HRHA were most likely to lead to self-sufficiency according to HUD administrators, (b) determine the personal characteristics of residents utilizing the various types of self-sufficiency programs, (c) determine the housing values of residents utilizing the various types of self-sufficiency programs, and (d) determine if relationships exist between participation in various types of self-sufficiency programs and housing values.

The Hampton community of Pine Chapel was chosen because of its size (it is the largest public housing community in Hampton) and because Pine Chapel is where the community center and Resident Services Office are located. It was felt that residents of Pine Chapel had the most immediate access to the majority of programs offered through the HRHA and that the types of programs offered could be used as a model for other housing authorities implementing FSS programs in the near future.

Initial program rankings were obtained through a mail questionnaire (Appendix B) which was sent to HUD administrators at the national, regional, state and local levels. Programs were ranked using the mean scores of the results of these questionnaires. They were then divided into a higher and a lower level using the mean score of all the individual means as a dividing point for analysis of the hypotheses.

Data was obtained through an orally administered interview schedule by a team consisting of the researcher and volunteers. The sample was chosen through random selection. Respondents were all heads of households, defined as any leaseholder for a unit. Ten percent of the population was interviewed resulting in 42 usable surveys.

A pilot test of the survey was conducted with the assistance of the HRHA in Lincoln Park (a neighboring public housing community) to check for problems with the survey instrument, particular attention was given to level of understanding and cultural sensitivity. Eight people were interviewed in Lincoln Park.

The highest proportion of respondents interviewed in the study were black, female, unemployed single parents with a high school education and one or two dependents. The majority of respondents were between 19 and 25 years old. The programs in which participants were most involved were Get Set, ABE/GED, Homework Centers, and Resident Training; all education oriented programs. The pattern of participation in programs did not correspond to the rank order of the

programs. There was little variability in the population and most of the sample population participated in a high level program but were still in the lower level of values.

The first hypothesis tested stated that there would be a significant relationship between participation in types (as ranked levels) of self-sufficiency programs and various demographic characteristics. Significance was tested at the .10 level of probability. Using chi square analysis, only three variables were found to be significant: marital status, number of dependents, and household type. The findings show that households most likely to be involved in higher level programs are those which are married, have more than two dependents, or are dual parent or multigenerational households. The second hypothesis stated that there would be a significant relationship between level of housing values and various demographic characteristics. The data showed that most of the respondents were in the lower level of housing values. Marital status was the only variable found to have a significant relationship with regard to housing values. Households most likely to have higher level housing values were those where respondents were separated, widowed, or divorced. The third hypothesis stated that there would be a significant relationship between level of housing values and program participation. No significance was found when the data was tested, therefore this hypothesis was rejected.

## Conclusions

Based on the descriptive results of the study, respondents were found to be black, unemployed, single mothers between the ages of 19 and 30. This description of the sample is in accordance with the findings of the review of the literature. Program participants were found to be primarily young, black, single mothers in both high and low level programs. The demographic results of the study also show that in spite of the fact that a growing number of white and Hispanic people are living in poverty and make use of government programs, the majority in Hampton public housing is still black women.

Since the majority of participants seem to be involved in higher level programs it would appear that the HRHA is marketing the programs well, although there were some higher ranked programs that had little or no participation by respondents. There was also a discrepancy between the overall levels of participation in programs and their order in the ranking. This indicates that HUD administrators and residents may have different goals and perceptions with regard to the programs.

Respondents who participated in higher level programs tended to be married, to have two or more dependents, and to be either a multigenerational or a dual parent household. Having two adults present in a household may have offered the stability needed to participate in these programs. Although the support variable was not significant, other aspects of support were not measured.

Some of the most frequently used programs, such as Get Set, Head Start, and Homework Centers, were targeted towards children and would explain why families with two dependents would participate. Sending children to programs may be a way to relieve stress, which would be amplified by having more than one child in a single parent household. It is also likely that households with only one dependent may have a child that is too young to participate in programs; which would also make it difficult for a single parent to participate themselves.

Those who had no dependents and those who were separated, divorced, or widowed, had a higher chance of being non-participants. Some respondents who were never married were also non-participants. Programs were directed, in large part, towards family units with children and since non-participants tended not to have children this could be another reason for non-participation. It is likely that many of those who were separated, divorced, or widowed are older than respondent households involved in programs and may no longer have dependents who would participate in programs.

Respondents who had higher level housing values were most likely to be separated, widowed, or divorced. The lack of variability among respondents makes it difficult to reach any conclusions about this finding. However, the lack of life experience, as exhibited by the young age of the sample population, which formerly married people have gained, may explain this low variability rate.

There was no relationship between level of housing values and program participation. It was initially assumed that non-participants would have the lowest housing values because they would not care about moving on. However, the data shows that those with the highest housing values were almost evenly distributed throughout all three levels of program participation. Since there was such a large number of respondents with low housing values and high program levels, it may be concluded that people with the highest housing values do not live in, or have moved out of public housing regardless of programs and that the reasons may have been motivated by other forces. The implication here is that either the population is too homogeneous for such a simplistic study or an additional variable besides housing values is the motivator for program participation.

This study was a good way to find out about the types of people involved in the various self-sufficiency programs in Pine Chapel. It also provided confirmations of previously understood demographic profiles of public housing residents. Other common beliefs about public housing residents were refuted. For example, most respondents had completed high school, and some had attended college.

## Implications

Three out of the top four ranked programs were oriented towards education. The most popular programs among participants, regardless of ranking, were educationally oriented towards children, youth and adults. This leads to a sense of

the importance of the role of education in achieving self-sufficiency among both administrators and residents. Further development of FSS programs should include investigation into which education programs should be pursued further since one of the more popular programs, the Homework Centers, was on the lower end of the ranking. Since many of the respondents had completed some college, it might also be worthwhile for FSS program developers to target completion of higher education.

Since the majority of households in the study had children, programs being offered are targeted appropriately. However, some effort needs to be made to involve those with only one dependent who seem to have lower levels of involvement. Those with only one dependent may have younger heads of household than the rest of the respondents and may need more guidance than older heads of household with more life experience. Additionally, the stability or support which seems to allow higher level participation in households where two adults are present may mean programs should be designed with assistance to single parents in mind.

Local program developers should also question whether or not programs can be better targeted towards adults in order to produce more immediate results. The one program which might provide more immediate financial self-sufficiency, Economic Initiatives, had no participants from the sample. Basic job training and placement programs would probably be more effective than entrepreneurial programs. Additionally, providing budgeting and general counseling could provide residents with the skills and support needed to obtain and then maintain self-sufficiency.

The individual responses to the ranking of HRHA programs by HUD administrators shows that the experts cannot agree on which programs are most likely to assist public housing residents in becoming self-sufficient. Other than the ABE/GED program there was little agreement among the responses from HUD. In addition, if programs were to be ranked according to levels of participation by residents the result would be completely different from the rank ordering by HUD administrators. This indicates that HUD administrators and residents probably have different views about the programs.

It seems likely, from an examination of program ranking versus participation, that residents do not view programs specifically as a way to achieve self-sufficiency, but rather as an opportunity to give parents a break while keeping children off the streets, in a positive environment. Although education of children is an essential element of self-sufficiency, it is a long-term process with long range results. At this rate, self-sufficiency of households currently living in public housing will not be achieved for 10 to 15 years, when the children reach adulthood.

Recent federal policy initiatives are for a quick fix welfare reform program. In his 1994 State of the Union Address, President Clinton said he is proposing a package where support, job training, and child care would only be offered to welfare recipients for two years. However, FSS programs appear to be targeting long term solutions with a gradual progression towards total self-sufficiency. Thus the goals of these two federal initiatives are conflicting. Policy development for residents of

federally subsidized housing needs to consider the ultimate goals of welfare reform and develop programs consistent with these goals.

## Recommendations for Further Study

This study provides a good demographic profile of program participants and a gauge of the success in reaching the community by the HRHA. However, the hypotheses, analysis of data, and survey instrument were too simplistic to reach adequate conclusions regarding motivation behind program participation and significance of informal support networks. Information regarding these two factors would provide an important background for both improvements to existing programs in Hampton and for assistance to other housing authorities who may wish to set up their own self-sufficiency programs.

The support variable should be designed to provide more detailed information. Examples would be better worded questions, a category for households where the respondent is not the participant, and questions about frequency of attendance with others.

Tracking of program participants could yield valuable information for housing authorities. The best way to determine the success of any programs designed for the achievement of self-sufficiency is on a longitudinal basis. A longitudinal study would provide the means for achieving a more accurate measure of level of program participation, the measure of program involvement used in this analysis did not give

much attention to length of time involved in each program and whether programs were completed. A longitudinal study would also be able to show the effects of program participation upon individual households and success in reducing the need for assistance.

Housing values may prove to have more significance if they are measured on a scale rather than a dichotomy. An instrument would need to be specially designed and carefully tested before such a study could be considered valid. However, a ranking of values would probably be far more accurate than the method used in this study. Other measures of self-esteem might be substituted for the housing values variable.

Due to the homogeneity of this sample a larger population size should be interviewed in order to ensure that an appropriate representation of other types of residents is included. A larger sample would also lend more confidence to the results. Measuring Section 8 and Public Housing respondents in the same study could provide more diversity within the sample population.

Further analysis should include the length of time participants were involved in programs and the reasons why people are not involved in any programs at all. This would help other housing authorities to design appropriate programs in their localities.

Additionally, further research should include more in-depth investigation of certain demographic characteristics. This could provide valuable information for program development, for example, questions asking what subject majors respondents

with a college background are studying might help administrators develop programs for assisting with job searches. An open-ended question directly asking what respondents feel they need in order to become self-sufficient would also help in program development.

## REFERENCES


Associated Press. (1992). Number of U.S. poor at 27-year high. Roanoke Times & World-News, September 4, p. A1.

Baillie, S. T. (1986). Housing-and neighborhood-related stress of female heads of single-parent households. Unpublished doctoral dissertation, Virginia Polytechnic Institute and State University, Blacksburg, VA.

Bane, M. J. (1984). Income transfers and the poor. In M. Carballo & M. J. Bane (Eds.), The state and the poor in the 1980s (pp. 117-142). Boston: Auburn House.

Bassuk, E. L. (Ed.). (1990). Community care for homeless families: A program design manual/The Better Homes Foundation. Rockville, MD: National Institute of Mental Health.

Blackford, K. A., & LeBrasseur, R. (1992). First test of a tenant-centered instrument for measuring tenant participation in subsidized housing projects. Journal of Planning Education and Research, (11), 85-95.

Booth, A. (Ed.). (1991). Contemporary families: Looking forward, looking back. Minneapolis: National Council on Family Relations.

Carballo, M., & Bane, M. J. (Eds.). (1984). The state and the poor in the 1980s. Boston: Auburn House.

Clinton, W. (1994, January 26). The State of the Union Address. The Washington Post, p. A 12.

Conklin, T. L. (1991). A qualitative study of support networks of three single mothers. Unpublished paper. Virginia Tech.

Cooper, T. K. (1988). Public housing architecture: Concept, compromise, & challenge. Journal of Housing, 45(4), 179-187.

Cutler, V. F. (1947). Personal and family values in the choice of a home. Cornell University Agricultural Experiment Station Bulletin 840, November.

Duncan, G. J. (1984). Years of poverty years of plenty: The changing economic fortunes of American workers and families. Ann Arbor: University of Michigan, Institute for Social Research.

Flaherty, J. A., Gaviria, F. M., & Pathak, Dev. S. (1983). The measurement of social support: The Social Support Network Inventory. Comprehensive Psychiatry, 24(6), 521-529.

Fullwood, S., III. (1991, September 27). Census Bureau says 1 in 7 are now living in poverty. The Los Angeles Times, pp. A1, A26.

Gans, H. J. (1980). The balanced community: Homogeneity or heterogeneity in residential areas? In J. Pynoos, R. Schafer, & C. W. Hartman (Eds.), Housing urban America (pp.141-176). New York: Aldine.

Greenstein, R. (1991). We need safety nets and ladders both: Issues raised by the conference. In National Association of Housing and Redevelopment Officials (NAHRO) & The American Public Welfare Association (APWA), Family self-sufficiency: Linking housing, public welfare and human services: Papers and perspectives from a joint conference (pp. 27-40). Washington DC: NAHRO.

Gulinello, L. J. (1972). What is the responsibility of local housing authorities for the safety and security of their residents? Journal of Housing, 29(2), 72-77.

Hays, J. G. (1991). The Charlotte transitional families program. In National Association of Housing and Redevelopment Officials (NAHRO) & The American Public Welfare Association (APWA), Family self-sufficiency: Linking housing, public welfare and human services: Papers and perspectives from a joint conference (pp. 55-86). Washington DC: NAHRO.

Hays, R. A. (1985). The federal government & urban housing ideology and change in public policy. New York: State University of New York Press.

Hilgard, E. R., Atkinson, R. L., & Atkinson, R. C. (1979). Introduction to psychology. New York: Harcourt Brace Jovanovich.

Kuhn, A. W. (1988). PHA management: Are the critics right? Journal of Housing, 45(2), 67-74.

Leonard, P. A., Dolbeare, C. N., & Lazere, E. B. (1989). A place to call home: The crisis in housing for the poor. Washington DC: Center on Budget and Policy Priorities.

Litwin, H., & Auslander, G. K. (1990). Evaluating informal support. Evaluation Review, 14(1), 42-56.

Mandelker, D. R., & Montgomery, R. (1973). Housing in America: Problems and perspectives. New York: Bobbs-Merrill Company.

Maslow, A. (1970). Motivation and personality. New York: Harper & Row.

McCray, J. W., & Day, S. S. (1977). Housing values, aspirations, and satisfactions as indicators of housing needs. Home Economics Research Journal, 5(4), 244-254.

McLanahan, S., & Booth, K. (1991). Mother-only families. In A. Booth (Ed.), Contemporary families: Looking forward, looking back (pp. 405-428). Minneapolis: National Council on Family Relations.

Mead-Fox, D. (1990). Supports to community and family: Family support centers. In E. L. Bassuk (Ed.), Community care for homeless families: A program design manual/The Better Homes Foundation (pp. 83-89). Rockville, MD: National Institute of Mental Health.

Michelson, W. H. (1970). Man and his urban environment: A sociological approach. Reading, MA: Addison-Wesley.

Mulroy, E. (1990). Single-parent families and the housing crisis: Implications for macropractice. Journal of the National Association of Social Workers, 35, 542-546.

National Association of Housing and Redevelopment Officials (NAHRO) & The American Public Welfare Association (APWA). (1991). Family self-sufficiency: Linking housing, public welfare and human services: Papers and perspectives from a joint conference/consultation of the National Association of Housing and Redevelopment Officials (NAHRO) and The American Public Welfare Association (APWA) September 6-8, 1990. Washington DC: NAHRO.

Nenno, M. K., & Brophy, P. C. (1982). Housing and local government. Washington D.C.: International City Management Association.

Nenno, M. K. (1989). H/CD after Reagan: A new cycle of policies and partners. Journal of Housing, 46(2), 75-81.

Newmark, N. L., & Thompson, P. J. (1977). Self, space, and shelter: An introduction to housing. San Francisco: Canfield Press.

Nunnally, J. C. (1978). Psychometric theory. New York: McGraw-Hill.

Pines, M. (1991). Investing in self-sufficiency for poor families: Putting it all together. In National Association of Housing and Redevelopment Officials (NAHRO) & The American Public Welfare Association (APWA), Family self-sufficiency: Linking housing, public welfare and human services: Papers and perspectives from a joint conference (pp. 91-100). Washington DC: NAHRO.

Procidano, M. E., & Heller, K. (1983). Measures of perceived social support from friends and from family: Three validation studies. American Journal of Community Psychology, 11(1), 1-24.

Pynoos, J., Schafer, R., & Hartman, C. W. (Eds.). (1980). Housing urban America. New York: Aldine.

Rainwater, L. (1970). Behind ghetto walls. Chicago: Aldine.

Rohe, W., & Stegman, M. (1991). Coordinating housing and social services: The new imperative. Carolina Planning, Fall, 46-50.

Roske, M. D. (1983). Housing in transition. New York: Holt, Rinehart & Winston.

Sarri, R. C. (1988). The impact of federal policy change on the well-being of poor women and children. In P. Voydanoff & L. C. Majka (Eds.), Families and economic distress: Coping strategies and social policy (pp. 209-231). Beverly Hills: Sage Publications.

Struyk, J., Mayer, N., & Tucillo, J. A. (1983). Federal housing policy at President Reagan's midterm. Washington D.C.: The Urban Institute Press.

Tell, R. (1990). Fighting crime: An architectural approach. Journal of Housing, 47(4), 207-212.

Tolsdorf, C. C. (1976). Social networks, support, and coping: An exploratory study. Family Process, 15(4), 407-417.

United States General Accounting Office (GAO). (1992). Public and assisted housing: Linking housing and supportive services to promote self-sufficiency (GAO/RCED-92-142BR). Washington DC: U.S. Government Printing Office.

United States Department of Commerce. (1991). Poverty in the United States: 1990 (Series P-60, No. 175). Washington DC: U.S. Government Printing Office.

Voydanoff, P., & Majka L. C. (Eds.). (1988). Families and economic distress: Coping strategies and social policy. Beverly Hills: Sage Publications.

Sternlieb, G., & Hughes, J. W. (1986). Demographics and housing in America. Population Bulletin, 41, 2-34.

Weiss, R. S. (1969). The fund of sociability. Trans-Action, July/August, 36-43.

Wetzel, J. R. (1990). American families: 75 years of change. Monthly Labor Review, 113(3), 4-14.

Zopf, P. E., Jr. (1989). American women in poverty. Westport, CT: Greenwood.

# APPENDIX A

## Programs Oriented Toward Self-Sufficiency

ABE/GED Educational Programs. Prepares adults and youth over 16, who have dropped out of school, for the General Education Development Test (GED). The GED is considered to be the equivalent of a high school diploma.

Club Co-op Program. An educational summer work program for youth, ages 14 and 15. Provides a total learning experience combined with fun by utilizing the participants in beautification and community service projects in their neighborhoods. The youth attend Educational/Awareness and cultural enrichment activities. Half of the participant's earnings are deposited in a personal savings account to be used for back-to-school expenses and clothes. This program teaches responsibility, budgeting and work ethics. It also helps youth to gain an appreciation for themselves and their community.

Economic Initiatives Program. Designed to assist residents in becoming entrepreneurs. Technical assistance is provided by various organizations in the community such as Hampton University's Small Business Administration Program, and Virginia Tech. Some areas of assistance are setting up accounting systems, marketing, purchasing, and pricing. The program also provides assistance to residents who are interested in on-the-job training.

Emergency Pamper/Formula Bank. Provides parents with diapers and baby formula in emergency situations.

Get Set Program. A volunteer operated pre-school program that assists pre-schoolers 2 to 5 years of age to prepare to enter kindergarten.

Head Start Program. A federally funded pre-school program for children, 3 to 4 years of age. This program helps children to develop socialization skills, provides educational development, and also includes parental involvement.

Homework Centers. These centers provide youth with a structured environment where they can complete their homework and work with tutors.

Junior/Senior Miss HRHA Pageant. A year-round program composed of four components: education, recreation, the arts, and cultural enrichment. It is designed to be a total learning experience that will enhance personal development.

LIFE (Literacy in Family Experiences) Program. This program is designed to educate adults who are experiencing literacy problems, while simultaneously educating their children.

Mass Communications. Activities include circulation of a quarterly publication, preparing annual reports, designing brochures, setting up displays and promoting housing programs.

Parent/Child Workshop. Addresses the development of positive parenting skills.

The People in Harmony Theatrical 4-H Citizenship Group. The purpose of this program is to promote visibility and to create a positive image for HRHA residents. It assists members in developing self-respect and confidence while serving as role models for HRHA youth. This program also develops and cultivates an understanding and appreciation of all phases of the arts. It allows the members to begin career training and provides an opportunity to develop leadership and citizenship qualities.

Rental Assistance. Designed to provide families with a one-time rental assistance supplement. Families are screened to determine whether or not their financial situation has been caused by legitimate circumstances. This program is administered by the Pine Chapel Resident Council.

Resident Training Program. Designed to train residents in minor maintenance repair and how to paint their apartments. An eight week training program prepares residents to acquire the basic skills that will prepare them to enter on-the-job training slots with the Housing Authority.

Story Time. The purpose of this program is to give children a structured fun-filled activity which simultaneously allows parents free time to pursue other activities.

Student Support. Provides assistance or funds to students to assist in the purchase of shoes, coats and bus tickets.

Youth Advocacy Program. Focuses on the Total Family Concept, and its entrance into the family is through youth members who have been identified as likely to drop out of school due to the following reasons: truancy, unacceptable behavior in school, low academic standing, and poor school attendance. The program works with the youth along with family members, school staff, and/or other appropriate programs and agencies to get the youth redirected; and concentrates on assisting youth to stay in school, set future goals, and prepare them to become positive productive citizens.

Youth Employment Program. Provides training and work experience to youth between the ages of 16-21. As a result of the training some of the participants have been hired by the Housing Authority in positions such as receptionist, clerk-typist, eligibility aide, groundskeeper, and maintenance mechanic trainee.

# APPENDIX B

1401 Canterbury Rd
Tarboro, NC 27886
(919) 823-1385
FAX: (919) 826-3252

18 November 1992

Dear ,

Self-sufficiency programs are becoming a major component of many publicly assisted housing programs. A better understanding of who is utilizing such programs and the impact that they have on people's lives is important for planning and implementing programs in the future.

I am investigating self-sufficiency oriented programs that are currently, or were recently, in place in Hampton, Virginia. I will be asking public housing residents about their participation in these programs. However, since there are many programs offered I would like to receive an expert's opinion about which programs are really important in helping a resident to achieve self-sufficiency and no longer be dependent on housing or welfare assistance.

Your name was provided to me by Pat Anderson, Resident Initiatives Coordinator at the HUD state office in Virginia, as someone who would know about self-sufficiency programs. I have been working with Ms. Anderson and with Ethel Livingston-Nyembe, Resident Services Supervisor, at the Hampton Redevelopment and Housing Authority, to complete this study as part of the requirements for a Master's thesis in Housing in the Department of Housing, Interior Design and Resource Management at Virginia Tech.

Enclosed you will find a list of programs which are offered through the Hampton Community Resources Department and the Pine Chapel Resident Council in Hampton. Please review the list and the descriptions of the programs. Then please select and prioritize ten of the programs which you anticipate would be in a model self-sufficiency program because they would be the most likely to help people to achieve self-sufficiency. Write these in order on the attached form. Return the completed form to me in the enclosed self-addressed envelope. You can also fax a completed form to me at (919) 826-3252.

I look forward to receiving this information from you. Because I would like to interview the residents in December, I would appreciate receiving your responses by the 27th of November.

Thank-you for your assistance.

Sincerely,

Tamara Conklin
Graduate Student, Virginia Tech

Enclosures (3)

1401 Canterbury Rd
Tarboro NC 27886
(919) 823-1385
FAX: (919) 826-3252

Ms. Pat Anderson
Resident Initiatives Coordinator, HUD
400 N. Eighth Street
Richmond, VA 23240-0170

18 November 1992

Dear Ms. Anderson,

Thank-you for all of your assistance with my research so far. I have sent the attached letter to the people whose names you gave me in both the Regional and National offices.

I would appreciate it if you and Linda Done would fill out the enclosed forms and return them to me as soon as possible. If you can think of any other people in your office who have the background to rank the programs please ask them to fill out one of the enclosed forms too. All of the instructions can be found by reviewing the enclosed material.

I am also enclosing a rough draft of my survey. Please understand that it is a draft, the programs listed will not be finalized until all of the ranking forms are returned. If you have time I would appreciate any comments or suggestions you may have regarding the survey, particularly with regard to the reading level.

Feel free to call me if there is anything you would like to discuss. I will be in New York from 21st to the 27th of November, otherwise you will find me at the phone number listed above.

Thank-you for your assistance. I look forward to hearing from you.

Sincerely,

Tamara Conklin
Graduate Student, Virginia Tech

Enclosures

## Self-Sufficiency Ranking

Please review the attached list and the descriptions of the programs. Then select and prioritize ten of the programs which you anticipate would be in a model self-sufficiency program because they would be the most likely to help people to achieve self-sufficiency (i.e. they would no longer need welfare or housing assistance). Write these in order on the attached form.

Programs:

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____
9. _____
10. _____

Thank-you for taking the time to complete this form. Please return this form either by mailing it in the enclosed self-addressed envelope or by faxing it to (919) 826-3252.

# APPENDIX C

# SELF-SUFFICIENCY PROGRAM

# INTERVIEW SCHEDULE

Department of Housing, Interior Design, and Resource Management
Virginia Polytechnic Institute and State University

Hello, my name is _____. I am conducting a survey about self-sufficiency programs in Pine Chapel as part of a research project at Virginia Tech. Are you the person who holds the lease for this housing unit?

**[If no, ask to speak to that person, when they arrive begin again. If they are not home find out a good time to come back.]**

**[If they refuse, thank them politely and leave.]**

Time to return:
1st visit_____
2nd visit_____
3rd visit_____

Refused to complete:_____

Code:_____

Thank you for taking the time to answer these questions. It should only take about 15 minutes of your time. Through your help with this study, we hope that we will learn more about self-sufficiency programs and the people who are involved in them. Hopefully, this information will help other communities to run successful programs too. I would like to begin by assuring you that all of your answers will be kept strictly confidential and none of the findings from this study will identify you personally in any way. Before we go any further, please read and sign this consent form **[GIVE THEM CONSENT FORM, ONCE IT IS SIGNED, CONTINUE].**

**[Hand respondent CARD 1]**

This card has a list of programs which are supported by your Community Resources Department. We are going to go through each program and I would like you to tell me if you or a member of your household are involved in that program or have been involved in that program in the past. By household I mean anyone who lives in your home full time.

**[For each program ask the following questions:]**

The first/next program is the _____ program. Are you familiar with that program?

**[If they are unfamiliar with the name of the program describe it to them]**

**1.** Has anyone in your household been participated in the _____ program?

**[If YES, ask QUESTION 2. If NO ask about next program.]**

**2.** How long have/were you or your household members been involved in the ____ program?

**[Fill in the appropriate responses below]**

| | QUESTION 1 (Involved now or previously) | QUESTION 2 (Length of time) |
|---|---|---|
| Economic Initiatives | _____ | _____ |
| Homework Centers | _____ | _____ |
| LIFE | _____ | _____ |
| Parent/Child Workshop | _____ | _____ |
| Rental Assistance | _____ | _____ |
| ABE/GED | _____ | _____ |

**[If YES to question 1 for ABE/GED, then ask:]**

3. Have you\has that person completed the program? **[Circle one]** yes no

**[If YES then ask:]**

4. When did you\that person get your\their GED?_____

**[Ask QUESTIONS 1 and 2 for Resident Training.]**

Resident Training _____ _____

**[If YES to QUESTION 1 for resident training then ask:]**

5. Did you\that person complete the training program? **[Circle one]** yes no

The next set of programs are for children and youth. **[Show respondent CARD 2 and proceed as with Card 1.]**

6. Has anyone in your household participated in the _____ program?

7. How long have they been involved in that program?

| | QUESTION 6 (Involved now or previously) | QUESTION 7 (Length of time) |
|---|---|---|
| Club Co-op | _____ | _____ |
| Get Set | _____ | _____ |
| Head Start | _____ | _____ |
| People in Harmony | _____ | _____ |
| Student Support | _____ | _____ |
| Youth Advocacy | _____ | _____ |
| Youth Employment | _____ | _____ |

8. Have you or anyone else in your household participated in any programs that are not on this list? **[Circle one]** Yes No

**[If NO, SKIP to QUESTION 10, UNLESS respondent did NOT attend ANY programs then go to QUESTION 12]**

9. Which programs were they?_____

_____

**10.** Of the programs that you attend or have attended do/did you (check all that apply)

____ go by yourself? ____ go with a friend? ____ go with your husband or wife?

**11.** Which of the programs **that you have been involved in**, both now and in the past, do you believe will be the most useful in helping you to become independent of government assistance such as public housing, ADC, food stamps, etc. Please tell me the top three in order of importance.

**[First list programs and then ask why each program will help the respondent become independent of government assistance. Try to write exactly what they say and probe. Be sure the only programs on this list are those which they have participated in as previously indicated.]**

Program 1:_____

_____

_____

Program 2:_____

_____

_____

Program 3:_____

_____

_____

**[Skip to QUESTION 14]**

**12.** Why hasn't your household participated in any of these programs? **[Write down word for word what respondent says and probe]**_____

_____

_____

**13.** If you had someone to go with you do you think you would participate in any of these programs? **[Circle one]** YES NO

**14.** Do you know anyone who participated in any of these programs and who you believe has moved out of public housing as a result? YES NO **[Circle one]**

**15.** Are you familiar with the Family Self-Sufficiency Program? YES NO **[Circle one]**

**[If NO SKIP to QUESTION 17]**

**16.** Have you applied to participate in the Family Self-Sufficiency Program? YES NO

**17.** Now I would like to know what kind of home you would like to live in the most. I am going to give you a series of cards. Each card will have two questions on it. Please look through the descriptions given for each type of home and tell me whether question 1 or question 2 is the home you would like to live in the most, in each pair. It might be difficult to decide, but it is important that you make a choice in each case.

**[Give respondent CARDS 3-17. Go through cards one at a time, in order, and circle appropriate answer below]**

**[SAY:]** Would you like to read these yourself or would you like us to go through them together?

**17a. [CARD 3]**
The home I would prefer to live in

1 is the comfortable home. You will be able to rest and relax and feel at ease.
OR
2 is the home built for health and safety. It is clean and there is lots of sunshine and fresh air. There will not be much danger of fire, accidents, or threats from people and things.

**17b. [CARD 4]**
The home I would prefer to live in

1 is the home that will give you some privacy. You can do the things you want to do without being bothered by neighbors and outsiders.
OR
2 is the home to bring your friends. You will be able to have many good times here. There is space for various social activities.

**17c. [CARD 5]**
The home I would prefer to live in

1 is the beautiful home. It has nice colors and good design. It is good to look at both inside and outside.
OR
2 is the home of which you can be proud. It will attract the attention and respect of other people.

**17d. [CARD 6]**
The home I would prefer to live in

1 is the home that will give you some privacy. You can do the things you want to do without being bothered by neighbors and outsiders.

OR

2 is the comfortable home. You will be able to rest and relax and feel at ease.

**17e. [CARD 7]**
The home I would prefer to live in

1 is the home built for health and safety. It is clean and there is lots of sunshine and fresh air. There will not be much danger of fire, accidents, or threats from people and things.

OR

2 is the home to bring your friends. You will be able to have many good times here. There is space for various social activities.

**17f. [CARD 8]**
The home I would prefer to live in

1 is the comfortable home. You will be able to rest and relax and feel at ease.

OR

2 is the home of which you can be proud. It will attract the attention and respect of other people.

**17g. [CARD 9]**
The home I would prefer to live in

1 is the beautiful home. It has nice colors and good design. It is good to look at both inside and outside.

OR

2 is the home built for health and safety. It is clean and there is lots of sunshine and fresh air. There will not be much danger of fire, accidents, or threats from people and things.

**17h. [CARD 10]**
The home I would prefer to live in

1 is the home of which you can be proud. It will attract the attention and respect of other people.

OR

2 is the home that will give you some privacy. You can do the things you want to do without being bothered by neighbors and outsiders.

**17i. [CARD 11]**
The home I would prefer to live in

1 is the home to bring your friends. You will be able to have many good times here. There is space for various social activities.

OR

2 is the beautiful home. It has nice colors and good design. It is good to look at both inside and outside.

**17j. [CARD 12]**
The home I would prefer to live in

1 is the home built for health and safety. It is clean and there is lots of sunshine and fresh air. There will not be much danger of fire, accidents, or threats from people and things.

OR

2 is the home that will give you some privacy. You can do the things you want to do without being bothered by neighbors and outsiders.

**17k. [CARD 13]**
The home I would prefer to live in

1 is the home to bring your friends. You will be able to have many good times here. There is space for various social activities.

OR

2 is the comfortable home. You will be able to rest and relax and feel at ease.

**17l. [CARD 14]**
The home I would prefer to live in

1 is the home that will give you some privacy. You can do the things you want to do without being bothered by neighbors and outsiders.

OR

2 is the beautiful home. It has nice colors and good design. It is good to look at both inside and outside.

**17m. [CARD 15]**
The home I would prefer to live in

1 is the home of which you can be proud. It will attract the attention and respect of other people.

OR

2 is the home built for health and safety. It is clean and there is lots of sunshine and fresh air. There will not be much danger of fire, accidents, or threats from people and things.

**17n. [CARD 16]**
The home I would prefer to live in

1 is the comfortable home. You will be able to rest and relax and feel at ease.

OR

2 is the beautiful home. It has nice colors and good design. It is good to look at both inside and outside.

**17o. [CARD 17]**
The home I would prefer to live in

1 is the home to bring your friends. You will be able to have many good times here. There is space for various social activities.

OR

2 is the home of which you can be proud. It will attract the attention and respect of other people.

The next set of questions is about yourself. Please remember that all of your answers will be kept strictly confidential. Neither your name nor any other information which could be used to identify you will be used in the findings from this survey.

**18.** How long have lived in public housing since you turned 18?
_____months _____years

**19.** When you were growing up did you ever live in public housing?
**[Circle one]** Yes No

**20.** How many people live in your household? _____

**21.** What is your current marital status? **[read all options and check appropriate response]**

____married ____never married
____separated ____widowed
____divorced

**22.** Now I am going to ask you about the members of your household, by that I mean people who are living at home with you. Here is a chart which I would like you to help me fill out **[CARD 18].**

**[Show respondent CARD 18 and ask them about each member of their household. Fill in answers on corresponding chart here.]**

| | | **Age** | **Sex (circle one)** | **Currently Employed? (circle one)** | **What was the last grade completed in School or College?** |
|---|---|---|---|---|---|
| Self: | ___ | ___ | M F | yes no | _____ |
| Spouse: | ___ | ___ | M F | yes no | _____ |
| Others: | ___ | ___ | M F | yes no | _____ |
| | ___ | ___ | M F | yes no | _____ |
| | ___ | ___ | M F | yes no | _____ |
| | ___ | ___ | M F | yes no | _____ |
| | ___ | ___ | M F | yes no | _____ |
| | ___ | ___ | M F | yes no | _____ |

**[Make sure number in QUESTION 20 is the same as the number of people on the chart]**

**23.** What kinds of income do you receive other than your job? **[eg. ADC, WIC, Child Support, etc.]**_____

_____

**24.** What race do you consider yourself to be?_____

Those are all of my questions. I want to thank-you very much for your time.

**VIRGINIA POLYTECHNIC INSTITUTE AND STATE UNIVERSITY**

**Informed Consent for Participants of Investigative Projects**

**Title of Project:** Self-Sufficiency Programs in Hampton Public Housing

**Principal Investigator:** Tamara Conklin

You are invited to participate in a study about self-sufficiency programs in public housing. This study involves 60 people in addition to yourself.

The procedures to be used in this research are an interview. The time required for you to participate in this project is approximately 15 minutes.

Your participation in this project will provide a better understanding of programs offered to help people gain self-sufficiency. The results of the study will be shared with the housing authority. No guarantee of benefits can be made to encourage you to participate.

You may receive a synopsis or summary of this research when completed. Please let me know if you would like these results. The results of this study will be kept strictly confidential. At no time will the researchers release the results of the study to anyone other than individuals working on the project without your written consent. The information you provide will have your name removed and only a subject number will identify you during analyses and any written reports of the research.

You are free to withdraw from this study at any time without penalty.

This research project has been approved, as required, by the Institutional Review Board for projects involving human subjects at Virginia Polytechnic Institute and State University and by the Department of Housing, Interior Design and Resource Management.

I have read and understand the informed consent and conditions of this project. I have had all my questions answered. I hereby acknowledge the above and give my voluntary consent for participation in this project.

If I participate, I may withdraw at any time without penalty. I agree to abide by the rules of this project.

_____ _____

Signature Date

**VIRGINIA POLYTECHNIC INSTITUTE AND STATE UNIVERSITY**

**Title of Project:** Self-Sufficiency Programs in Hampton Public Housing

Should I have any questions about this research or its conduct, I will contact:

| | |
|---|---|
| Tamara Conklin | (919) 823-1385 |
| Investigator | Phone |
| Julia Beamish | (703) 231-8881 |
| Faculty Advisor | Phone |
| Janet Johnson | (703) 231-6077 |
| Chair, IRB | Phone |
| Research Division | |

# APPENDIX D

**Economic Initiatives**

**Homework Centers**

**LIFE**

**Parent/Child Workshop**

**Rental Assistance**

**ABE/GED**

**Resident Training**



[CARD 1]

**Club Co-op**

**Get Set**

**Head Start**

**People in Harmony**

**Student Support**

**Youth Advocacy**

**Youth Employment**



[CARD 2]

**The home I would prefer to live in**

1 is the ***comfortable home***. You will be able to rest and relax and feel at ease.

OR

2 is the home built for ***health and safety***. It is clean and there is lots of sunshine and fresh air. There will not be much danger of fire, accidents, or threats from people and things.



[CARD 3]

**The home I would prefer to live in**

1 is the home that will give you some ***privacy***. You can do the things you want to do without being bothered by neighbors and outsiders.

OR

2 is the home to ***bring your friends***. You will be able to have many good times here. There is space for various social activities.



[CARD 4]

**The home I would prefer to live in**

1 is the ***beautiful home***. It has nice colors and good design. It is good to look at both inside and outside.

OR

2 is the home of which you can be ***proud***. It will attract the attention and respect of other people.



[CARD 5]

**The home I would prefer to live in**

1 is the home that will give you some ***privacy***. You can do the things you want to do without being bothered by neighbors and outsiders.

OR

2 is the ***comfortable home***. You will be able to rest and relax and feel at ease.



[CARD 6]

**The home I would prefer to live in**

1 is the home built for ***health and safety***. It is clean and there is lots of sunshine and fresh air. There will not be much danger of fire, accidents, or threats from people and things.

OR

2 is the home to ***bring your friends***. You will be able to have many good times here. There is space for various social activities.



[CARD 7]

**The home I would prefer to live in**

1 is the ***comfortable home***. You will be able to rest and relax and feel at ease.

OR

2 is the home of which you can be ***proud***. It will attract the attention and respect of other people.



[CARD 8]

**The home I would prefer to live in**

1 is the ***beautiful home***. It has nice colors and good design. It is good to look at both inside and outside.

OR

2 is the home built for ***health and safety***. It is clean and there is lots of sunshine and fresh air. There will not be much danger of fire, accidents, or threats from people and things.



[CARD 9]

**The home I would prefer to live in**

1 is the home of which you can be ***proud***. It will attract the attention and respect of other people.

OR

2 is the home that will give you some ***privacy***. You can do the things you want to do without being bothered by neighbors and outsiders.



[CARD 10]

**The home I would prefer to live in**

1 is the home to ***bring your friends***. You will be able to have many good times here. There is space for various social activities.

OR

2 is the ***beautiful home***. It has nice colors and good design. It is good to look at both inside and outside.



[CARD 11]

**The home I would prefer to live in**

1 is the home built for ***health and safety***. It is clean and there is lots of sunshine and fresh air. There will not be much danger of fire, accidents, or threats from people and things.

OR

2 is the home that will give you some ***privacy***. You can do the things you want to do without being bothered by neighbors and outsiders.



[CARD 12]

**The home I would prefer to live in**

1 is the home to ***bring your friends***. You will be able to have many good times here. There is space for various social activities.

OR

2 is the ***comfortable home***. You will be able to rest and relax and feel at ease.



[CARD 13]

**The home I would prefer to live in**

1 is the home that will give you some ***privacy***. You can do the things you want to do without being bothered by neighbors and outsiders.

OR

2 is the ***beautiful home***. It has nice colors and good design. It is good to look at both inside and outside.



[CARD 14]

**The home I would prefer to live in**

1 is the home of which you can be ***proud***. It will attract the attention and respect of other people.

OR

2 is the home built for ***health and safety***. It is clean and there is lots of sunshine and fresh air. There will not be much danger of fire, accidents, or threats from people and things.



[CARD 15]

**The home I would prefer to live in**

1 is the ***comfortable home***. You will be able to rest and relax and feel at ease.

OR

2 is the ***beautiful home***. It has nice colors and good design. It is good to look at both inside and outside.



[CARD 16]

**The home I would prefer to live in**

1 is the home to ***bring your friends***. You will be able to have many good times here. There is space for various social activities.

OR

2 is the home of which you can be ***proud***. It will attract the attention and respect of other people.



[CARD 17]

| | Age | Sex (Circle One) | Currently Employed? (Circle One) | What was the last grade completed in School or College? |
|---|---|---|---|---|
| **Self:** | ____ | **M F** | **yes no** | _____ |
| **Spouse:** | ____ | **M F** | **yes no** | _____ |
| **Others:** | ____ | **M F** | **yes no** | _____ |
| | ____ | **M F** | **yes no** | _____ |
| | ____ | **M F** | **yes no** | _____ |
| | ____ | **M F** | **yes no** | _____ |
| | ____ | **M F** | **yes no** | _____ |
| | ____ | **M F** | **yes no** | _____ |



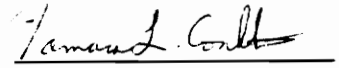
[CARD 18]

## VITA

Tamara Conklin was born in Panorama City, a suburb of Los Angeles, California, in 1966. She has lived and travelled extensively around the world in an effort to learn about other cultures and to promote understanding among diverse peoples.

She received her GED in 1983 in Johannesburg, South Africa. In 1989, she received her Bachelor of Journalism Degree from Rhodes University, Grahamstown, South Africa. While at Rhodes University she pursued a dual major in Journalism and Speech & Drama, specializing in radio, television, directing, and stage management. Her vacation jobs and internships included working for the South African Broadcasting Corporation as an output reporter and for the Standard Bank National Festival of the Arts in Grahamstown.

When she returned to the United States in 1988, she worked as a residential counselor for learning different children and youth until she began her graduate program at Virginia Tech. Upon completion of her degree, she hopes to work at the grass roots level in a developing country.



Tamara L. Conklin