LOCKED OUT:
Low Wages and Affordable Housing in Alabama
April 2008
Arise Citizens’ Policy Project
Acknowledgements

This report was prepared by Arise Citizens’ Policy Project, which is totally responsible for its content. Financial support for the development of the report was provided by United Cerebral Palsy of Greater Birmingham through its grant from the Alabama Council for Developmental Disabilities. The content of this report, however, does not necessarily represent the views of the Council.

Arise Citizens’ Policy Project (ACPP), founded in 1994, is a statewide citizens’ organization composed of 152 congregations and community groups and some 1,400 individuals representing much of the state’s racial, economic, religious and geographic diversity. Arise members are united in their belief that low-income people are suffering because of state policy decisions. Through ACPP, groups and individuals join together to promote state policies that improve the lives of low-income Alabamians. In a state that by many measures is the worst place for poor people to live in the United States, Arise believes acts of charity are vital, but they are not enough; we also must engage in advocacy on policy issues. Arise provides the structure for Alabamians to participate in the democratic process, exercising their rights as citizens to engage in public debates with the goal of improving the welfare of all Alabamians.

Founded in 1948, United Cerebral Palsy of Greater Birmingham provides services and programs for children and adults with disabilities, addressing physical and health needs, encouraging their educational development and offering opportunities for true integration into the community. UCP envisions a world where disability is understood to be a common part of the human experience, neither defining nor limiting.

Serving over 2,000 children and adults statewide, UCP offers a variety of programs, including Early Intervention, Early Learning, Adult Day Services, Supported Employment, Community Living, HEARTS Respite and a comprehensive Health and Wellness Center. The Adult Day Program provides on-site work opportunities, including Silk Screen Arts and Gone for Good, a secured document destruction company.

UCP is a leader in the area of advocacy for safe affordable accessible housing. It has developed unique housing opportunities and has created training programs for persons with disabilities who wish to live independently, either through renting or the purchase of their own home. UCP’s mission is to provide innovative services connecting people with disabilities to their communities and empowering individuals to live full and meaningful lives.
Summary of findings:

- In Alabama, there are almost 1.3 million owner-occupied housing units and more than 500,000 renter-occupied units.
- The median purchase price of a single-family home in Alabama in the final quarter of 2007 was $130,260. This represented a slight decrease from the previous year, but an overall increase of 31.4 percent since 2002.
- Between 2002 and 2006, Alabama’s median household income increased less than 1 percent, when adjusted for inflation.
- In 2006, an Alabama household needed an annual income of $33,515 to purchase a median-priced home. In that year, 45.9 percent of all Alabama households had an income of less than $35,000.
- The average Fair Market Rent for a modest two-bedroom apartment in Alabama reached $595 a month in 2008. An estimated 48 percent of Alabama’s renters lacked sufficient income to afford such an apartment.
- Alabama’s Housing Wage – the earnings necessary to afford the average two-bedroom apartment – reached $11.44 an hour in 2008. Approximately 68,000 Alabamians had hourly earnings of $5.85 or less in 2007.
- More than 93,000 Alabamians are dependent on Supplemental Security Income (SSI) benefits to meet their basic needs. An SSI recipient in Alabama could afford a monthly rental rate of only $191; the average Fair Market Rent for a one-bedroom apartment is $512 monthly.
- Working Alabamians with disabilities have a median income of approximately 70 percent of that of workers with no disability. With a median income of $17,780, these workers lack the income necessary to afford a two-bedroom apartment in any county in the state.
- Alabama’s renters consistently spend more on their housing costs than homeowners with a mortgage. Forty-one percent of all Alabama renters spend more than 30 percent of their income on housing costs.
It seems each day brings worsening news related to the housing market, with declining home values and increasing foreclosure rates. The median sales price of a home in Alabama during the fourth quarter of 2007 was $130,260, a decrease of 5.25 percent from the previous quarter. According to RealtyTrac, a national real estate research firm, Alabama experienced a foreclosure rate considerably lower than the national average, with one out of approximately 3,000 mortgages in foreclosure compared to a national rate of 1 for every 557 mortgages. But Alabama’s February 2008 foreclosure rate reflected an increase of almost 60 percent from the previous year and an increase of 21.54 percent from January 2008, at a time when the national rate actually declined by more than 4 percent.

But these dramatic figures tend to obscure the fact that for many Alabamians, the ability to provide a decent place to live for themselves and their families has been a long-standing challenge. And the rising number of foreclosures, tighter underwriting standards and the erosion of credit are likely to make that situation only worse.

*What do we mean by “affordable housing?”*

Since 1982, the U. S. Department of Housing and Urban Development has defined housing as “affordable” if the household is paying no more than 30 percent of its income for rent and utilities or for mortgage, taxes and insurance. Given the sharply rising costs of other necessities, such as health care, energy and child care, the 30 percent standard may be too high, but it remains the basis for defining “affordable housing.”
Two factors determine affordability: the cost of housing and the ability of consumers to pay that cost. As home prices and rents increase at a faster rate than wages, housing becomes less affordable for an increasing number of people.

In Alabama, the saying “The rich get richer while the poor get poorer” has been a fact of life for many years. Between the periods 1998-2000 and 2004-06, the wealthiest 20 percent of Alabama families saw their incomes rise by 9.6 percent; during the same period, those in the lowest quintile saw their incomes decrease by 17.4 percent, while the middle quintile incomes dropped 2.8 percent. Among all states, only New York had a greater rate of income disparity between the wealthiest and poorest wage earners.iv

Alabama’s median household income in recent years has been virtually flat, as shown in the chart below. Between 2002 and 2006, median household incomes increased by less than 1 percent when annual figures are adjusted by the Consumer Price Index.v
During the same five-year period, Alabama homeowners benefitted from low interest rates and a variety of financing options, which resulted in a decline in their monthly housing costs from $1000 per month in 2002 to a low of $931 in 2004, followed by an increase to $988 in 2006.\textsuperscript{vi}

![Median Gross Monthly Housing Costs for Owners of Mortgaged Property](chart.png)

Renters, on the other hand, faced additional challenges in meeting monthly rental costs that grew at a rate of five percent during the 2002-06 period. Median rental costs in Alabama were $546 per month (adjusted for inflation) in 2002, rising to $573 monthly in 2006.\textsuperscript{vii} Alabama renters consistently paid more of their income in housing costs than did homeowners, with median housing costs consuming approximately 30 percent of the income of renters as opposed to 20-22 percent of the income of homeowners with a mortgage.\textsuperscript{viii}
LOCKED OUT: Low Wages and Affordable Housing In Alabama

**MEDIAN GROSS MONTHLY RENT BY YEAR**

adjusted to 2006 dollars

Source: American Community Surveys 2002-06

**PERCENTAGE OF INCOME SPENT FOR MEDIAN HOUSING COSTS**

Source: American Community Surveys 2002-06
The Cost of Housing

Homeownership

Making the step to homeownership, an important part of long-term financial security for most people, has long been an achievable goal for many of Alabama’s families. An estimated 71.8 percent of all homes in Alabama were owner-occupied in 2006, compared to a national rate of 67.3 percent. Similarly, Alabama’s costs for homeownership continue to be very affordable in comparison to housing costs in other parts of the country. While the median price of homes sold in Alabama increased from $102,186 in the fourth quarter of 2002 to $134,289 in the fourth quarter of 2006, an increase of 31.4 percent, home prices increased nationwide almost 60 percent during that same period.

ALABAMA HOUSING PRICES

<table>
<thead>
<tr>
<th>Quarter/Year</th>
<th>Median Sales Price</th>
<th>Required Income for 80% Mortgage</th>
</tr>
</thead>
<tbody>
<tr>
<td>4th quarter 2002</td>
<td>$102,186</td>
<td>$23,799</td>
</tr>
<tr>
<td>4th quarter 2003</td>
<td>$105,798</td>
<td>$23,915</td>
</tr>
<tr>
<td>4th quarter 2004</td>
<td>$117,434</td>
<td>$26,373</td>
</tr>
<tr>
<td>4th quarter 2005</td>
<td>$135,063</td>
<td>$31,799</td>
</tr>
<tr>
<td>4th quarter 2006</td>
<td>$134,289</td>
<td>$33,515</td>
</tr>
</tbody>
</table>

Source: Alabama Housing Affordability Index, 2002-06, Alabama Center for Real Estate
These figures suggest that the median-income household in Alabama can afford the median-priced home; but for many lower-income Alabamians, homeownership continues to be an unreachable goal. And even for median-income households, rising home prices have greatly eclipsed the increase in income, making these homes less affordable in 2006 than they were in 2002.

**Rental housing**

Alabama’s half-a-million renter households continue to face a wide gap between rent levels and what they can afford to pay.\textsuperscript{xii}

The average 2008 Fair Market Rent (FMR) for a modest two-bedroom apartment, as calculated by the U.S. Department of Housing and Urban Development (HUD), ranged from $481 per month in rural counties to a high of $690 per month in the Birmingham-Hoover Metropolitan Statistical Area (MSA). The FMR for a two-bedroom apartment in a rural county increased by 38 percent between 2000 and 2008 and by 33 percent in Jefferson County during the same period.\textsuperscript{xiii} According to the 2006 American Community Survey, 41 percent of all renter households in Alabama spend more of their income on housing costs than the 30 percent that is considered affordable.\textsuperscript{xiii}

**The ability to pay**

HUD data show that in no county in the U.S. can a minimum-wage worker afford the rent on a two-bedroom apartment; in 2007, sixty-eight thousand Alabama workers were earning at or below the federal minimum wage of $5.85 an hour.\textsuperscript{xiv} According to the
standard that affordable housing costs do not exceed 30 percent of gross income, these workers could afford an apartment that costs a maximum of $304 per month – less than the FMR of a one-bedroom apartment anywhere in the state.

To afford a modest two-bedroom apartment in the Birmingham-Hoover MSA requires an average hourly wage of $13.27.\textsuperscript{xv} Of the five occupations in Alabama that are expected to have the greatest number of job openings from 2004 through 2014, only one occupation would provide an income sufficient to meet that cost.\textsuperscript{xvi}

Not surprisingly, Alabama’s rental housing environment is particularly difficult for the 93,397 citizens who live on Supplemental Security Income. SSI is a federally funded benefit program that provides a cash payment for basic needs such as food, shelter and
locking out: low wages and affordable housing in Alabama

clothing for elderly or disabled individuals who have little or no income. The maximum SSI benefit for an individual in 2008 is $637 per month,\textsuperscript{xvii} or $53 less than the monthly FMR for a two-bedroom apartment in the Birmingham area. The average FMR for a one-bedroom apartment in Birmingham – $619 – would consume 97 percent of the maximum monthly SSI benefit. An SSI recipient in Alabama can afford a monthly rental cost of a little more than $190 – much less than the state’s lowest FMR of $365 for a one-bedroom apartment in Marion County.\textsuperscript{xviii}

Workers with disabilities face similar challenges in the state’s housing market. Working Alabamians with disabilities have a median income of approximately 70 percent of that of workers with no disability.\textsuperscript{xix} With a median income of $17,780, persons with a disability could afford a monthly rental cost of $445 – less than the FMR for a two-bedroom apartment anywhere in Alabama.

For many working Alabamians, homeownership remains beyond their means. In 2006, an income of $33,515 was necessary to purchase a median-priced home with an 80 percent mortgage.\textsuperscript{xx} For the same year, 45.9 percent of all Alabama households had an income of less than $35,000.\textsuperscript{xxi}

As it does in many areas of public policy, Alabama has relied primarily upon federal funding sources to address housing needs in the state. But in the last 30 years, there has been an overall decline in funding for HUD, which is responsible for most of the nation’s significant housing programs. From the high-water mark of 1978, the HUD budget has declined by 66 percent, adjusted for inflation.\textsuperscript{xxii}
What can be done?

Rising housing costs, relatively modest wage gains and the state’s sizeable number of low-wage jobs place accessible, adequate and affordable housing out of reach for many Alabamians. The state has not played a traditionally strong role in public policy related to housing issues, instead depending upon federal requirements to define the state’s response to housing needs. There has not been a comprehensive, statewide assessment of housing needs and the current capacity of the state’s housing stock to meet those needs. The Alabama Housing Finance Authority released a report in 2003\textsuperscript{xxiii} that merely reports U.S. Census data on a county-specific basis. While certain conclusions can be drawn from the available data elements, the report is not the comprehensive assessment that many advocates feel is needed.

**Recommendation:** Alabama should undertake a comprehensive evaluation of the available housing stock across the state to determine whether accessible, adequate and affordable housing is available to its citizens.

With increasing federal deficits, it is unlikely that federal housing programs will be sufficient to meet the needs of Alabama’s low-income citizens. The state should immediately begin an evaluation of options that would provide adequate financial resources to address these pressing needs.

Over the last 25 years, nearly 600 cities and counties and 38 states have looked to housing trust funds to generate $1.6 billion a year to support critical housing needs.\textsuperscript{xxiv} Housing trust funds generally have a dedicated revenue source and utilize those funds for...
a wide range of eligible activities, including new construction, rehabilitation/preservation, acquisition, serving special populations and providing permanently supportive housing. In the current legislative session, House Joint Resolution 183 by Rep. Laura Hall (D-Huntsville) would establish the Interim Alabama Housing Trust Fund Task Force, with a charge to “study housing trust funds created in other jurisdictions and their potential application within Alabama.” The resolution has passed the House of Representatives but has not yet seen action in the Alabama Senate.

Recommendation: The Alabama Senate should approve the resolution establishing the Interim Alabama Housing Trust Fund Task Force.

In 1991, the Alabama Legislature approved Act 91-675, in which “the necessity for the provision of such homeless shelters, halfway houses and emergency housing and such single- and multi-family dwelling accommodations for low- and moderate- income persons and the taking of related actions provided for in this chapter is hereby declared as a matter of legislative determination to be in the public interest.” Now codified as Section 11-96A, Code of Alabama (1973), this act provides municipal and county governments with broad authority to address housing needs within their communities.

Recommendation: Based upon the authority provided by the Alabama Legislature, local officials should work to ensure that their communities encourage, rather than discourage, affordable housing development through planning, zoning and financial incentives for construction and/or rehabilitation of affordable housing.
<table>
<thead>
<tr>
<th>COUNTY/METRO</th>
<th>HMR 1 bedroom</th>
<th>HMR 1 - 2 bedroom</th>
<th>HMR 2 - 3 bedroom</th>
<th>HMR 3 - 4 bedroom</th>
<th>Housing Wage for 1 bedroom</th>
<th>Housing Wage for 2 bedroom</th>
<th>Housing Wage for 3 bedroom</th>
<th>Housing Wage for 4 bedroom</th>
<th>Percentage of renters unable to afford bedroom rent</th>
</tr>
</thead>
</table>
| Low Wages and Affordable Housing In Alabama From Out of Reach 2007-08

Appendix

Rental Housing Costs and Wages in Alabama from Out of Reach 2007-08

Endnotes


iii The State of the Nation’s Housing: 2007, Joint Center for Housing Studies, Harvard University.


vi U.S. Census Bureau, 2002-06 American Community Surveys, Median Selected Monthly Housing Costs by Mortgage Status, figures adjusted to 2006 Consumer Price Index.

vii U.S. Census Bureau, 2002-06 American Community Surveys, Median Gross Rent (Dollars), figures adjusted to 2006 Consumer Price Index.

viii U.S. Census Bureau, 2002-06 American Community Surveys, Gross Rent as a Percentage of Household Income and Mortgage Status by Selected Monthly Owner Costs as a Percentage of Household Income.

ix U.S. Census Bureau, 2006 American Community Survey,

x Alabama Center for Real Estate, University of Alabama, Alabama Housing Affordability Index, 4th quarter 2002 through 4th quarter 2006.

xi U.S. Census Bureau, 2006 American Community Survey, Occupied Housing Units.


xiii U.S. Census Bureau, 2006 American Community Survey, Percent of Renter-Occupied Units Spending 30 Percent or More of Household Income on Rent and Utilities: 2006.


U.S. Census Bureau, 2006 American Community Survey, Median Earnings in the Past 12 Months by Disability Status by Sex for the Civilian Noninstitutionalized Population 16 Years and Over with Earnings.

Alabama Center for Real Estate, University of Alabama, Alabama Housing Affordability Index, 4<sup>th</sup> quarter 2002 through 4<sup>th</sup> quarter 2006.


