DRAFT

The City of

San Diego

Geographic Targeting

Excerpt of Findings

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HUD Programs Administration Office

INTRODUCTION

Geographic Targeting is a way for the City to help stabilize and inprove communities by directing CDBG Program funds, including capital improvement, economic development, and community services, to specific areas identified by analysis. The City of San Diego FY 2015-2019 Consolidated Plan (Con Plan) for the U.S. Department of Housing and Urban Development (HUD) Programs identified Geographic Targeting in a list of Year-1 recommendations to implement HUD Program goals by assessing and identifying the highest priority needs to which CDBG entitlement funds should be directed. These areas may experience higher unemployment, lower income levels, and other such economic and demographic indicators that demonstrate a higher level of need than surrounding areas. The analysis would also take into account existing conditions such as housing stock, public infrastructure, and community facilities. While CDBG Programs are primarily intended to serve individuals and areas that are low to moderate income as defined by HUD, the City's Geographic Targeting strategy will use data to create impact in geographic areas with the most need.

As outlined in the Con Plan, HPA formed a working group of practitioners to develop a sustainable approach to geographic targeting by:

1. Convening a group of practitioners with expertise in areas such as data analysis, community indicators, demography, geographic analysis, and/or programs and grants administration to advise the City on the most effective methodologies for a sustainable approach to geographic targeting.
2. Identifying accessible, readily available, and recurring data that focus on geographic areas (such as census tracts and/or census blocks).
3. Provide opportunity for public participation throughout the process.

The ultimate goal of this Geographic Targeting exercise is twofold:

1. Target resources to areas of need.

2. Promote collaboration of efforts to create and sustain economically prosperous neighborhoods.

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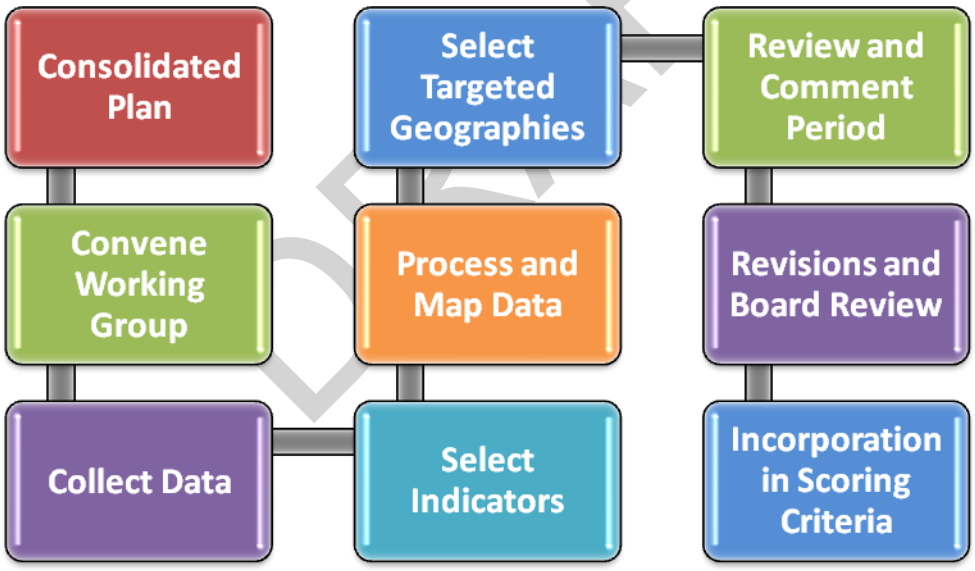
EXECUTIVE SUMMARY

BACKGROUND

The City of San Diego (City) is an entitlement jurisdiction for federal funds from the U.S. Department of Housing and Urban Development (HUD) to invest in local communities. The City's HUD Programs Administration (HPA) Office, in the Economic Development Department is responsible for the administration of HUD entitlement grants, including the Community Development Block Grant (CDBG) Program, which provides the City with resources to address a wide range of community development needs.

The CDBG Program aims to develop viable communities through the provision of safe and affordable housing, a suitable living environment, and by expanding economic opportunities, principally for low- and moderate-income (LMI) persons. Since 1995 the City of San Diego's Community Development Block Grant (CDBG) entitlement allocation has decreased by 42% from roughly $19.5 million in 1995 to $11.4 million in 2013. The City recognizes the need to ensure that federal resources are used to maximize impact where it is needed most. In order to meet this need, the City is undergoing an effort to identify communities where need is most prevalent. This effort is being guided by a working group, composed of practitioners in fields ranging from economics to nonprofit management. The ultimate goal of this effort is to identify specific communities within San Diego where need is most prominent.

Figure 1 - Geographic Targeting Workflow



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EXECUTIVE SUMMARY

METHODOLOGY

1. Convening the Working Group

As prescribed by the Consolidated Plan, HPA reached out to local experts in order to form a working group to help guide the process. This group consists of representatives from the Consolidated Plan Advisory Board (CPAB), the City of San Diego's Planning Department, nonprofit agencies, geographers, technicians, and planners. The working group met throughout the process in order to set priorities, identify geographic and implementation parameters, approve data sources and analytical methodology, and review draft materials, including statistical analyses and maps.

2. Data Selection and Geography

Community data is monitored and archived in a number of methods, primarily by government agencies. These methods vary widely in the level of geography used to create records. Geographic levels include County, City, Zip Code, Census Tract, Census Block Group, and Census Block. Generally, as the size of the geographic unit is reduced, the frequency and reliability of the data collected is also reduced.

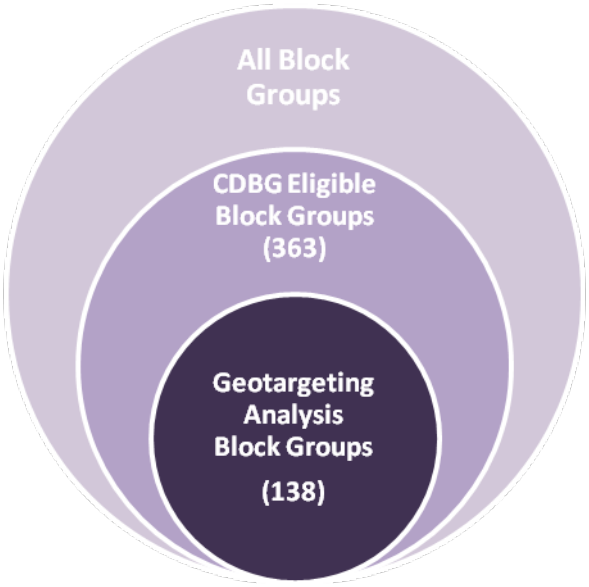
To remain consistent with HUD's various programmatic and regulatory references to census block groups, the block group level was determined to be the best combination of geographic scale, data integrity and reliability.

Fulfilling the need to for "accessible, readily available, and recurring data", the bulk of the data used is sourced from the American Community Survey (ACS) 5-Year Estimates and from the SANDAG Healthy Communities Atlas. Both sources offered up to date, reliable data that was available at the appropriate census block group level.

2-1. Starting Point

The city of San Diego, as a HUD entitlement district, contains 276 Census Block Groups that are designated as eligible recipients for Community Development Block Grant (CDBG) assistance. Of these block groups, income is the single most significant indicator of community need. A strong positive correlation exits between indicators of low household income and a wide variety of other social, communal, and individual social problems. For this reason, along with time and staff constraints, only block groups with greater than 50 percent of households reporting low income were selected as a starting point for analysis. This initial geography selection of 138 block groups emulates HUD's own criteria that 51 percent or greater of area households must be low or moderate income to be eligible for CDBG funding.

Figure 2 – Block Group Selection



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EXECUTIVE SUMMARY

2-2. Mapping Indicators of Need

The purpose of this exercise is to identify the areas with the City that are *most* in need. To accomplish this, the 138 block groups were ranked for each indicator, (1-138). Rankings were then sorted into five quantiles (quintiles) and mapped. The composite map (otherwise known as the Total Profile map) uses these ranked scores (1-5) to compile final scores for each block group. These scores ranged from 6-30 and block groups were again sorted into quintiles and mapped. Ranking block groups into only five scoring categories for each indicator (and for the final composite scores) has two drawbacks. First, it eliminates some amount of nuance in making distinctions between those block groups. More importantly, it sometimes asserts distinctions between block groups more strongly than the statistical reality. For example, the actual difference in score between a block group receiving a 'four' ranking and a 'five' ranking may be very small in terms of the original 'native' data collected. One block group may have a median household income of only a few dollars less than its neighbor, but because of the ranking system it receives a score of 'five' and the neighbor a score of 'four'. Although this was an observable effect of the process, it was infrequent and not severe enough reduce the integrity of the exercise. Compensating for the effect would require the introduction of more complicated statistical modeling that would greatly increase complexity and yield only small gains in accuracy. The process described above was purposely chosen for its simplicity and transparency over other proposed methodologies.

3. Final Indicators

Although all data was sourced from only two agencies, there was a wealth of information available. Categories of available data included (but were not limited to): educational attainment, demographic, socioeconomic, income and poverty, transportation, public health, crime, and land use. Over one hundred potential indicators were considered for inclusion and various combinations were analyzed to gain a holistic perspective of community need. The above mentioned criteria were also considered in order to ensure that the data used would be continue to be readily available and reliable so as to be useful in the future, regardless of unforeseen constraints. Finally, six indicators of community need were selected. They were strategically chosen to concisely provide the greatest amount of insight into the need of San Diego's low-income communities, while simultaneously taking into account the stated goals of funding assistance provided. The final indicators selected as criteria for geographic targeting include:

1. **Poverty** - As measured by the federal poverty line
2. **Rent Burden** – Expending over 30% of household income on housing
3. **Severe Overcrowding** – Greater than 1.51 persons per room (PPR)
4. **Unemployment** – Persons 16 years of age or older, without a job, who were seeking employment
5. **Violent Crime** – Annual incidence of robbery, homicide, rape, and assault per 1,000 residents
6. **Sidewalk Coverage** – Neighborhoods that lack sidewalk infrastructure on established road networks

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4. Public Participation

As outlined in the Con Plan, HPA seeks to get feedback on the geographic targeting tool and will conduct public meetings for input. These meetings may include:

- Consolidated Plan Advisory Group (CPAB)
- Community Planners Committee (CPC)
- Public Safety & Livable Neighborhoods (PS&LN) Committee
- Others

Public input from the community will be received and recorded as public record and contributions and concerns will be addressed as needed.

5. Recommendations

Based on an analysis of the above indicators, the following recommendations for final designation of Geographically Targeted Areas are being put forward.

a. Areas should be based on existing Community Planning Areas (CPA). Using CPA boundaries yields several significant advantages over creating new boundaries. These include but are not limited to:

- Pre-existing community infrastructure (Community Planning Groups, Development Corporations, Etc.)
- Conformance of need characteristics with CPA boundaries – dimensions of need have a strong tendency to express themselves through their respective communities, making differentiation between communities easily identifiable
- Reliable and readily accessible community information in the form of Community Plan Updates
- Ease of reference and recognition
- Avoiding the creation of competing or arbitrary boundaries
- Characteristics and needs of targeted areas are best understood in the context of CPAs

b. When possible, identified areas of inclusion should be geographically contiguous. The purpose of geographic targeting is to create a small number of focus areas, rather than a large number of ‘hot-spots’ throughout the city. This is done so the targeted areas can be clearly prioritized and assistance can be strategically leveraged.

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5-1. Final Geography

Based on the community need expressed through mapping of the six targeted indicators, as well as the composite maps, which drew from those indicators, six of the City's 52 Community Planning Areas are being recommended for designation as geographically targeted areas.

- City Heights
- Barrio Logan
- Southeastern San Diego
- Encanto Neighborhoods
- San Ysidro
- Linda Vista

6. Next Steps

This draft document will be circulated among the listed Geographic Targeting Working Group. The document and comments will be presented to the Consolidated Plan Advisory Board (CPAB) for consideration and public input. Staff continue to seek public input as listed in Section 4.

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POVERTY

In strict economic terms, poverty is when a family's income fails to meet the federally established threshold. It can also be viewed as a lack of means necessary to meet basic needs including food, clothing and shelter. The official threshold is adjusted for inflation using the consumer price index and is based on total income received, minus public assistance. This definition of poverty is based on the federal poverty guidelines.

DATA DEFINITION

(excerpt from American Community Survey and Puerto Rico Survey – 2012 Subject Definition)

The data on poverty status of households were derived from answers to the income questions. Since poverty is defined at the family level and not the household level, the poverty status of the household is determined by the poverty status of the householder. Households are classified as poor when total income of the householder's family is below the appropriate poverty threshold—for nonfamily householders, their own income is compared with the appropriate threshold. The income of people living in the household who are unrelated to the householder is not considered when determining the poverty status of a household, nor does their presence affect the family size in determining the appropriate threshold. The poverty thresholds vary depending on three criteria:

1. Size of family,
2. Number of unrelated children, and
3. For 1- and 2-person families, age of householder.

Poverty statistics presented in the American Community Survey (ACS) reports and tables adhere to the standards specified by the Office of Management and Budget in Statistical Policy Directive 14. The Census Bureau uses a set of dollar value thresholds that vary by family size and composition to determine who is in poverty. Further, poverty thresholds for people living alone or with nonrelatives (unrelated individuals) vary by age (under 65 years or 65 years and older). The poverty thresholds for two-person families also vary by the age of the householder. If a family's total income is less than the dollar value of the appropriate threshold, then that family and every individual in it are considered to be in poverty. Similarly, if an unrelated individual's total income is less than the appropriate threshold, then that individual is considered to be in poverty.

To determine a person's poverty status, one compares the person's total family income in the last 12 months with the poverty threshold appropriate for that person's family size and composition. If the total family income is less than the threshold appropriate for that family, then the person is considered "below poverty level," together with every member of his or her family. If a person is not living with anyone related by birth, marriage, or adoption, then the person's own income is compared with his or her poverty threshold. The total number of people below the poverty level is the sum of people in families and the number of unrelated individuals with incomes in the last 12 months below the poverty threshold.

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SOURCES: ACS 5-Year Estimates (2008-2012); Poverty Status Of Individuals In The Past 12 Months By Living Arrangement; 2012 Subject Definitions, American Community Survey; Poverty, United Nations Educational, Scientific and Cultural Organization (UNESCO)

POVERTY

NOTE: Individuals for Whom Poverty Status is Determined – According to ACS, poverty status was determined for all people except institutionalized people, people in military group quarters, people in college dormitories, and unrelated individuals under 15 years old. These groups were excluded from the numerator and denominator when calculating poverty rates.

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MAPS

Poverty (Citywide): Displays the percentage of households that fall below the poverty line for each block group in question.

Poverty (Focus Areas): Displays poverty rates for each block group in the southern (south of I-8) region within the City's majority low-income area.

POVERTY DISTRIBUTION

The Poverty (Citywide) and Poverty (Focus Areas) maps display 138 block groups separated five roughly equal classes (quintiles). Each class (quantile) within the City's majority low-income area contains 27 or 28 block groups. The quintiles are displayed (right) by the range of poverty rates.

NOTE: The quantile distribution has been rounded to the nearest hundredth which may cause a small shift in the number of block groups per quantile.

Poverty		
Quintile	**Scores**	**No. of Block Groups**
1	**0.00% - 19.21%**	**28**
2	**19.22% - 31.82%**	**27**
3	**31.83% - 43.38%**	**27**
4	**43.39% - 57.42%**	**28**
5	**57.43% - 90.55%**	**28**

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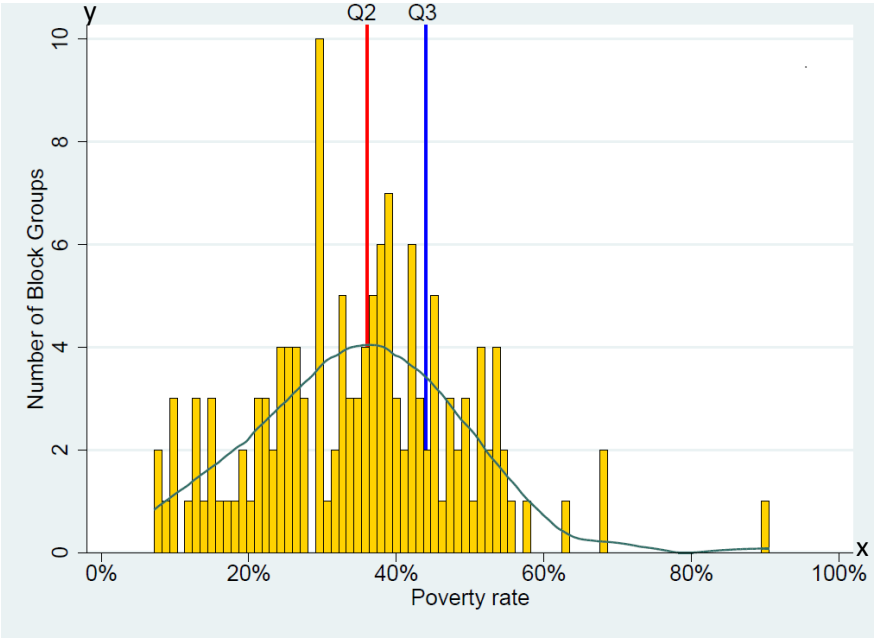
SOURCES: ACS 5-Year Estimates (2008-2012); Poverty Status Of Individuals In The Past 12 Months By Living Arrangement; 2012 Subject Definitions, American Community Survey; Poverty, United Nations Educational, Scientific and Cultural Organization (UNESCO)

POVERTY

Poverty Distribution by Block Group

The histogram displays the distribution of block groups. The x axis represents the cumulative score assigned to block groups. All possible scores are represented (1-10). The y axis represents the number of block groups that received each score. The red line represents the median score. Meaning half of the block groups scored higher than the red line (falling to the right on the graph) and half of the block groups received a lower score (falling to the left on the graph) The top quarter (Q3/third quartile) of the block group distribution line is in blue. Only one third of block groups scored higher than the blue line (falling to the right), while two thirds scored lower (falling to the left). The green line represents the overall trend of distribution (mean).



The table below lists the mean, median, mode, standard deviation, and minimum/maximum values of poverty for the 138 block groups that were analyzed.

	Mean	Median	Mode	S.D.	Min	Max
	Average Value	Middle Value	Most Common	Amount of Variance	Lowest Value	Highest Value
Poverty	35%	36%	39%	14%	7%	91%

NOTE: The reported Census Tract and Block Group with the highest poverty rate of 90.56% is located in Council District 9 (Census Tract 28.01, Block Group 2).

SOURCES: ACS 5-Year Estimates (2008-2012); Poverty Status Of Individuals In The Past 12 Months By Living Arrangement; 2012 Subject Definitions, American Community Survey; Poverty, United Nations Educational, Scientific and Cultural Organization (UNESCO)

Draft: HUD Programs - CDBG

Poverty (Citywide)

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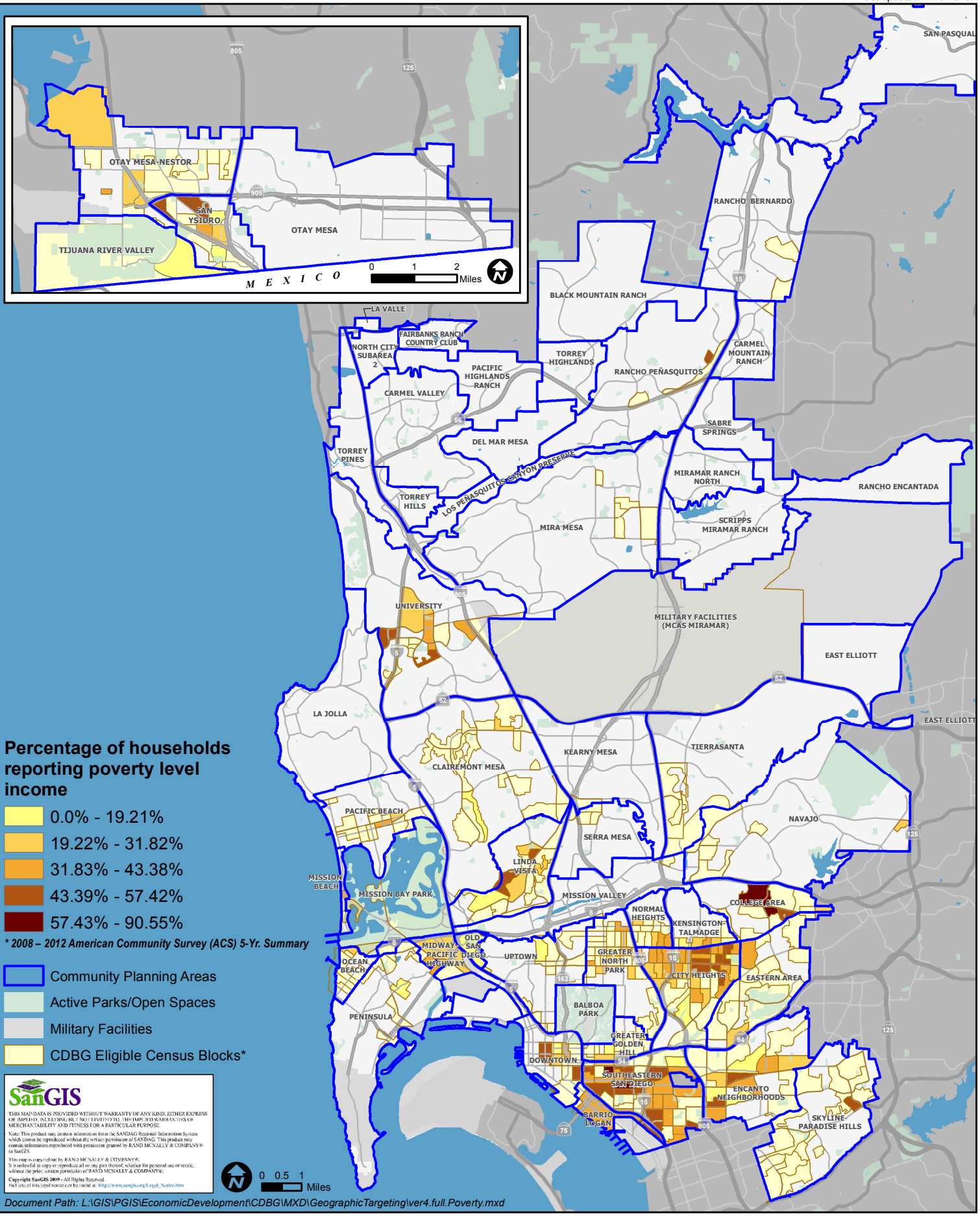
Last updated: 4/16/2015



Percentage of households reporting poverty level income

- 0.0% - 19.21%
- 19.22% - 31.82%
- 31.83% - 43.38%
- 43.39% - 57.42%
- 57.43% - 90.55%

** 2008 – 2012 American Community Survey (ACS) 5-Yr. Summary*

- Community Planning Areas
- Active Parks/Open Spaces
- Military Facilities
- CDBG Eligible Census Blocks*

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Draft: HUD Programs - CDBG

Poverty (Focus Areas)

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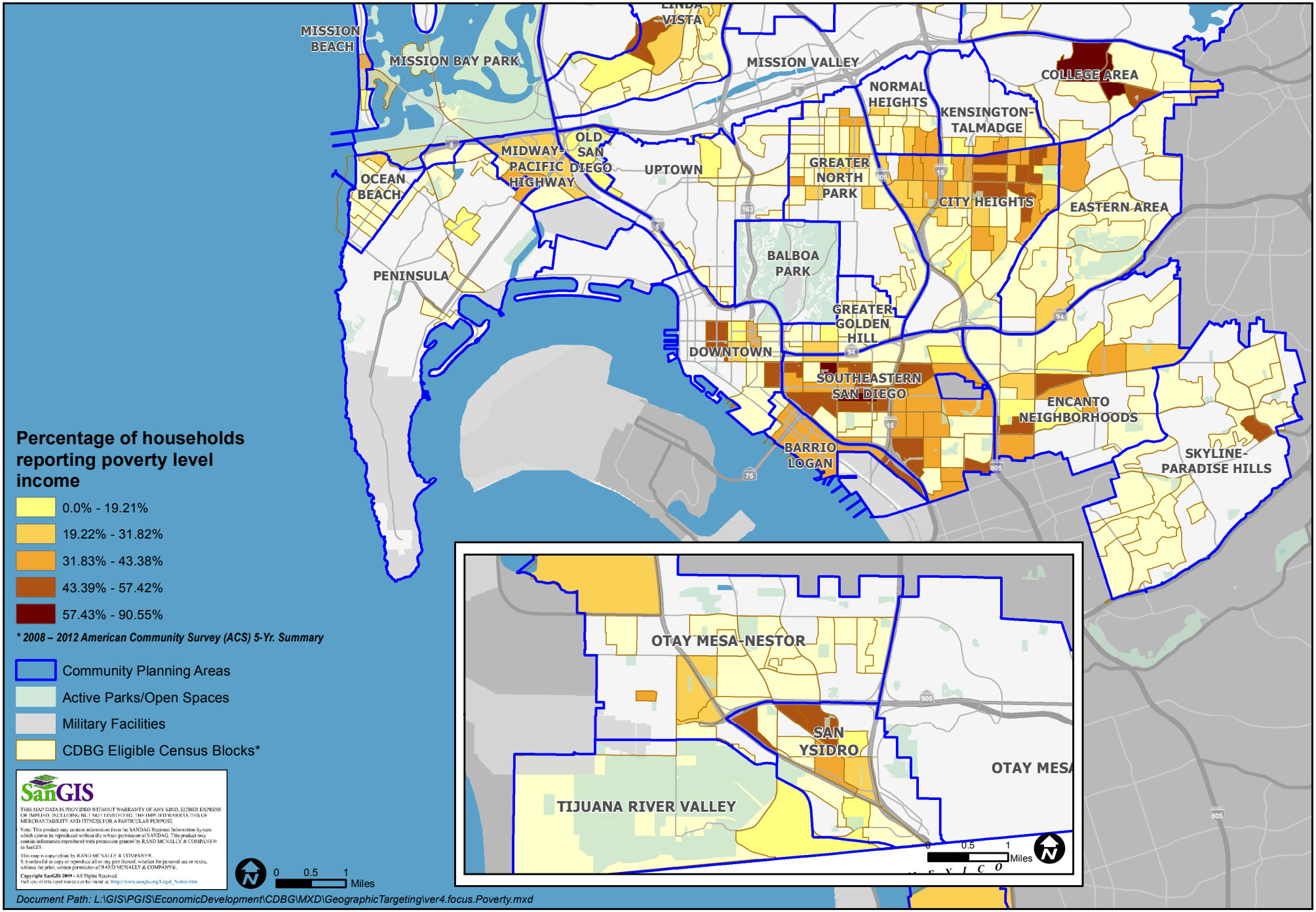
Last updated: 4/16/2015



Percentage of households reporting poverty level income

- 0.0% - 19.21%
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GEOGRAPHIC TARGETING – AREAS OF NEED

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A vibrant and thriving community presents opportunities that foster successful individuals and families. Yet many communities face challenges of housing instability, concentrated poverty, unemployment, dilapidated infrastructure, neighborhood violence and underperforming schools. These interconnected challenges are often the result of disinvestment in the community or the ineffectiveness of investment. In order to counter such challenges, a place-based strategy (or Geographic Targeting) is necessary to help stabilize and improve communities most in need of development funding assistance.

DATA DEFINITION

There are numerous economic and social indicators that could be used, as well as several methodologies to identify areas of most need. These areas may experience higher unemployment, lower income levels, and other such economic and demographic indicators at rates that demonstrate a higher level of need in contrast to other areas.

Total profile considers the following variables:

1. Poverty – As measure by the federal poverty line
2. Rent Burden – Expending over 30% of household income on housing
3. Severe Overcrowding – Greater than 1.51 persons per room
4. Sidewalk Coverage – Communities that lack sidewalk infrastructure on established road networks
5. Unemployment – Persons 16 years of age or older, without a job, who were seeking employment
6. Violent Crime – Annual incidence of robbery, homicide, rape and assault per 1,000 residents

NOTE: Community data is monitored and archived in a number of methods, primarily by government agencies. These methods vary widely in the level of geography used to create records. Geographic levels include County, City, Zip Code, Census Tract, Census Block Group and Census Block. Generally, as the size of the geographic unit is reduced, the frequency and reliability of the data collected is also reduced. For the purposes of this effort, the Census Block Group level was determined to be the best combination of geographic scale and data integrity and reliability. Fulfilling the need to for "accessible, readily available, and recurring data", the bulk of the data used is sourced from the American Community Survey (ACS) 5-Year Estimates and from the SANDAG Healthy Communities Atlas. Both sources offered up to date, reliable data that was available at the appropriate census block group level.

MAPS

Cumulative Score (Citywide): Displays the cumulative score (*a composite score on the scale of 1-10 over all of the variables: poverty, rent burden, sidewalks, crowding, unemployment, and violent crime*) for each block group within the City's majority low-income area. Higher scores should roughly correspond with greater hardship.

Cumulative Score (Focus Areas): Displays the cumulative score for each block group in the southern (south of I-8) region within the City's majority low-income area.

GEOGRAPHIC TARGETING – AREAS OF NEED

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TOTAL PROFILE DISTRIBUTION:

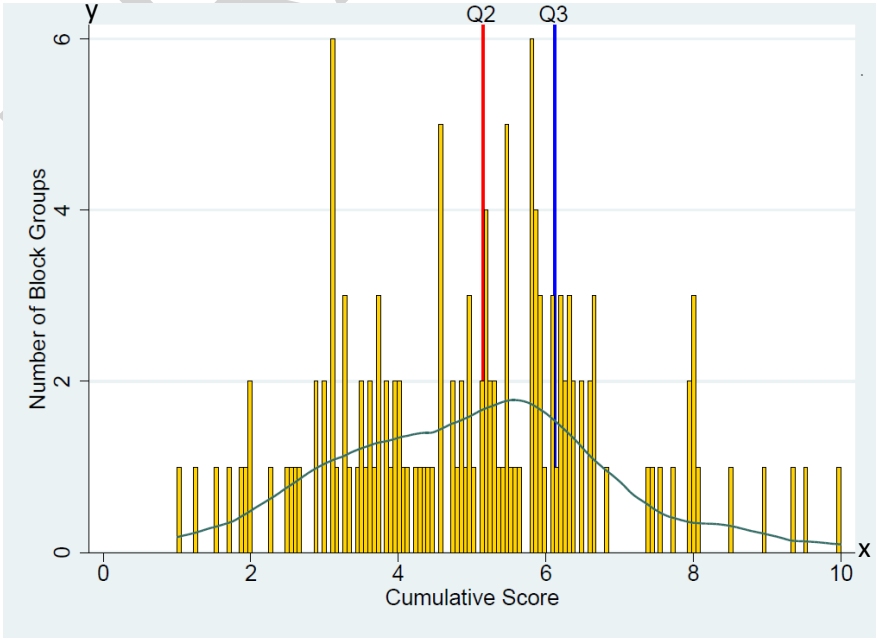
The Cumulative Score (Citywide) and Cumulative Score (Focus Areas) maps display 138 block groups separated into five roughly equal classes (quintiles). Each class (quantile) within the City's majority low-income area contains 20% of the 138 analyzed block groups (27 or 28 block groups). The quintiles are displayed below by the range of cumulative scores.

Total Profile		
Quintile	**Scores**	**No. of Block Groups**
1	**1.00 – 3.31**	**28**
2	**3.32 – 4.59**	**27**
3	**4.60 – 5.47**	**28**
4	**5.48 – 6.29**	**28**
5	**6.30 – 10.0**	**27**

NOTE: The quantile distribution has been rounded to the nearest hundredth which may cause a small shift in the number of block groups per quantile.

Cumulative Score Distribution by Block Group

The histogram displays the distribution of block groups. The x axis represents the cumulative score assigned to block groups. All possible scores are represented (1-10). The y axis represents the number of block groups that received each score. The red line represents the median score. Meaning half of the block groups scored higher than the red line (falling to the right on the graph) and half of the block groups received a lower score (falling to the left on the graph) The top quarter (Q3/third quartile) of the block group distribution line is in blue. Only one third of block groups scored higher than the blue line (falling to the right), while two thirds scored lower (falling to the left). The green line represents the overall trend of distribution (mean).



The table below lists the mean, median, mode, standard deviation, and minimum/maximum cumulative scores for the 138 block groups that were analyzed.

	Mean	Median	Mode	S.D.	Min	Max
	Average Value	Middle Value	Most Common	Amount of Variance	Lowest Value	Highest Value
Cumulative Score	5.01	5.15	5.46	1.78	1	10

NOTE: The reported Census Tract, Block Group with the maximum cumulative score of 10 is located in Council District 3 (Census Tract 48, Block Group 1).

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Draft: HUD Programs - CDBG

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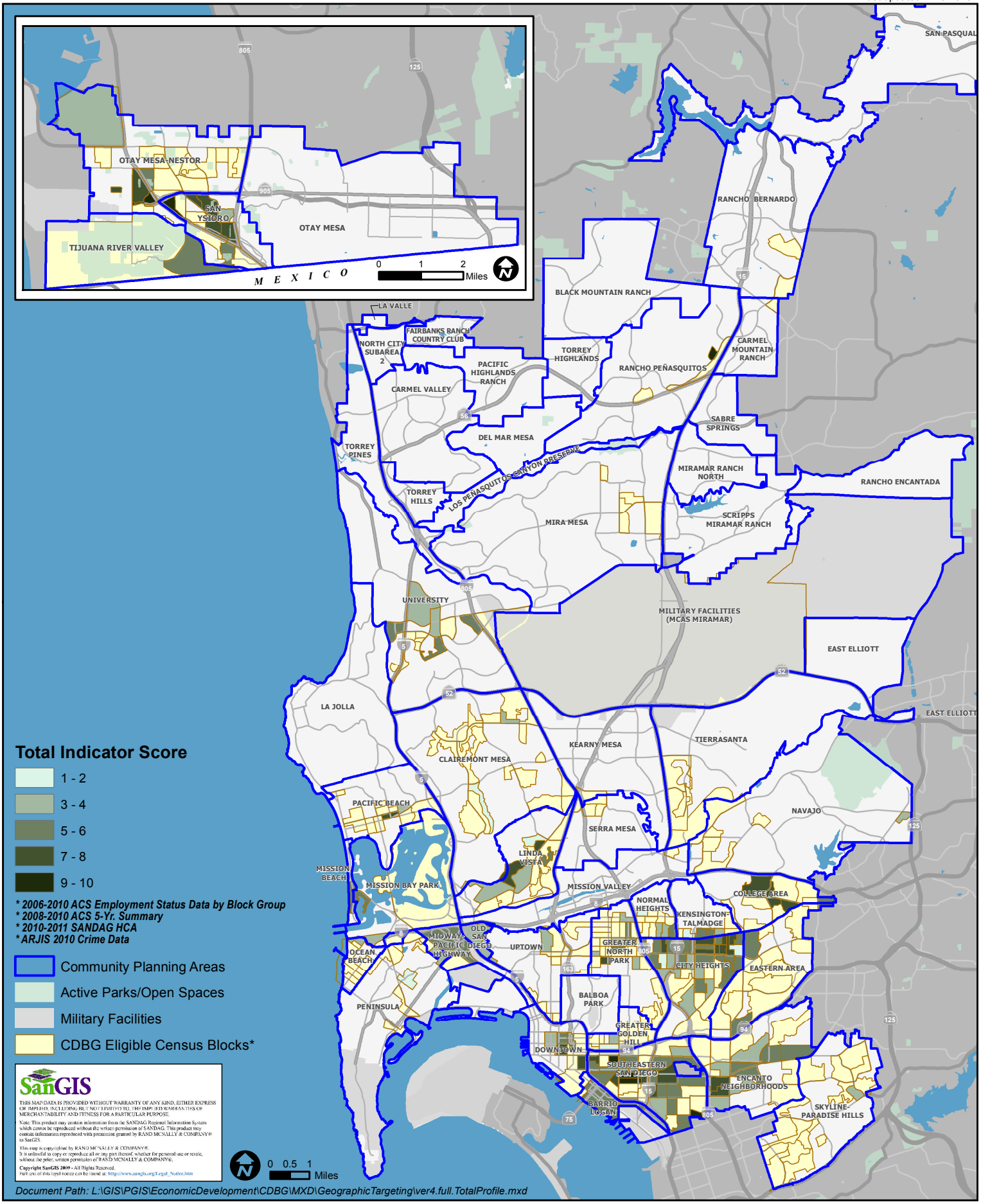
Geographic Targeting Areas of Need - Based on Composite Indicators

Last updated: 4/16/2015



Total Indicator Score

- 1 - 2
- 3 - 4
- 5 - 6
- 7 - 8
- 9 - 10

** 2006-2010 ACS Employment Status Data by Block Group*
** 2008-2010 ACS 5-Yr. Summary*
** 2010-2011 SANDAG HCA*
** ARJIS 2010 Crime Data*

- Community Planning Areas
- Active Parks/Open Spaces
- Military Facilities
- CDBG Eligible Census Blocks*

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Geographic Targeting Areas of Need - Based on Composite Indicators

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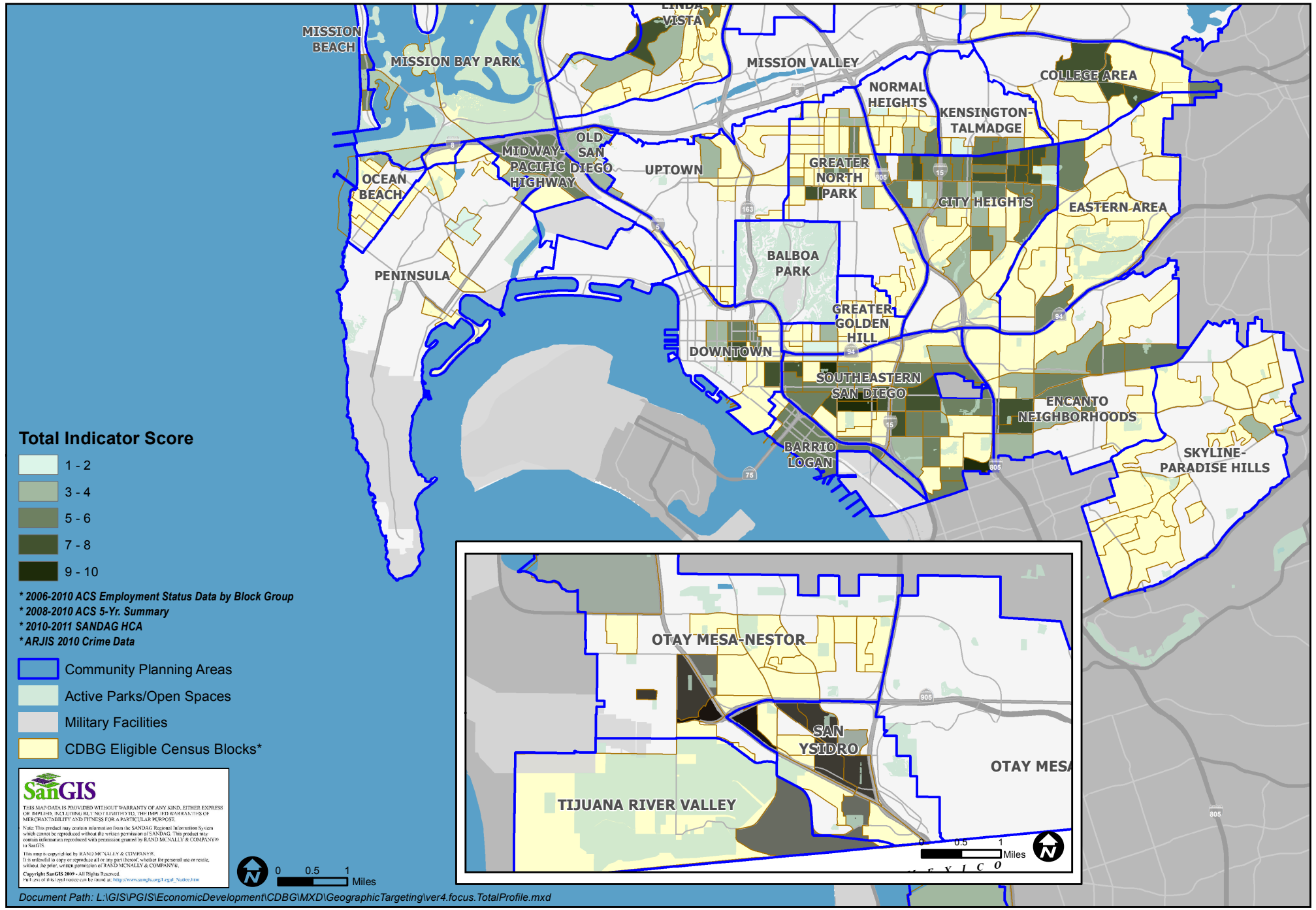
Last updated: 4/16/2015



Total Indicator Score

- 1 - 2
- 3 - 4
- 5 - 6
- 7 - 8
- 9 - 10

** 2006-2010 ACS Employment Status Data by Block Group*
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Geographic Targeting

Focus Community Block Group Characteristics

BARRIO LOGAN
4 Block Groups - 4,893 People

SAN YSIDRO
16 Block Groups - 27,962 People

LINDA VISTA
16 Block Groups - 24,770 People

ENCANTO
25 Five Block Groups - 47,062 People

SOUTHEASTERN
41 Block Groups - 56,592 People

CITY HEIGHTS
42 Block Groups - 73,696 People

SOURCE | American Community Survey 5-Year Estimates, Ending December 31, 2013

51% of households low-income

51% of households low or moderate income

Non LMI eligible block group