

# Neighborhoods Matter: Assessing the Evidence for Place Effects

Eric Chyn and Lawrence F. Katz

**I**n 1966, Dorothy Gautreaux and three other Chicago residents sued the Chicago Housing Authority (CHA) in the first major public housing desegregation lawsuit in the United States. Their case highlighted the fact that only 63 of the more than 10,000 public housing units the CHA had built in the previous decade were outside of low-income and racially segregated areas. The resulting settlement reached in 1976 between the CHA and the US Department of Housing and Urban Development created the Gautreaux Assisted Housing Program, which provided housing vouchers and mobility assistance to a limited number of African-American residents from public housing projects in Chicago. From 1976 to 1998, the Gautreaux program helped around 7,100 families move to private rental housing in areas ranging from inner-city neighborhoods to upper-middle-class suburbs.

The Gautreaux program provided a promising opportunity for researchers to study the importance of neighborhoods. Social scientists have long hypothesized that living in a disadvantaged area directly affects the outcomes of adults and life courses of children. Descriptive research has supported this idea by showing that individuals living in high-poverty areas fare worse both contemporaneously and over the long-run in terms of important outcomes such as education, criminal involvement, health, and earnings (Wilson 1987; Jencks and Mayer 1990; Brooks-Gunn

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et al. 1993; Sampson, Morenoff, and Gannon-Rowley 2002; Sharkey and Faber 2014). Yet a lingering concern is that such correlations between individual outcomes and neighborhood characteristics may reflect unmeasured differences in individual characteristics that affect both outcomes and selection into living in a disadvantaged area. After all, under everyday circumstances, a household's decision concerning where to live is not random. Prior observational studies suggest that the magnitude of estimated neighborhood effects is often reduced when researchers control for detailed family background measures (Solon 1999).

A crucial feature in the Gautreaux setting was what appeared to be a substantial degree of randomness in the process by which households were matched to available rental units in different neighborhoods. Housing counselors identified rental units—regardless of whether the units were in the city or a suburb of Chicago—and offered them to families based on their position on a waiting list. This process potentially limited the extent to which difficult-to-measure household advantages and disadvantages drove the neighborhood choices of Gautreaux families. Indeed, influential early work on Gautreaux strongly suggested that place of residence mattered: families who moved to the more advantaged suburbs had better outcomes. Popkin, Rosenbaum, and Meaden (1993) studied a survey of female household heads from Gautreaux, finding substantially higher employment rates for the suburban movers compared with their counterparts who stayed in the city. Children from Gautreaux households that moved to the suburbs were less likely to drop out from high school, were more likely to attend a four-year college, and had higher rates of employment relative to those whose families moved within the city of Chicago (Kaufman and Rosenbaum 1992; Rosenbaum 1995).

But the Gautreaux results became less clear as further evidence accumulated. When Mendenhall, DeLuca, and Duncan (2006) conducted a longer-term and more comprehensive follow-up analysis, they found little systematic effects of suburban (versus city) relocation on employment or welfare receipt for the female household heads. Their work and subsequent studies provide evidence that the placement type (specifically, a suburban or city rental unit) was systematically related to pre-move household characteristics, suggesting that the Gautreaux setting may not approximate a randomized experiment (Votruba and Kling 2009; Deluca et al. 2010).

Inspired by the early promising findings from Gautreaux as well as by its methodological limitations, the subsequent generation of neighborhood-effects studies have addressed selection bias by relying on randomized field experiments and on quasi-experimental sources of variation. For example, several studies use data from the US Department of Housing and Urban Development's Moving to Opportunity randomized housing mobility demonstration, which helped a treatment group of public housing families move to lower-poverty areas by providing them with housing vouchers and mobility counseling. Other studies have relied on quasi-experimental research designs including comparisons of children who moved to new areas at different ages and examinations of individuals forced to relocate due to plausibly exogenous events such as natural disasters or public housing demolitions.

In this essay, we summarize what has been learned about the causal impact of neighborhoods in the two decades since the early research on Gautreaux. Our discussion is motivated by new findings that have reshaped how scholars understand the importance of neighborhood environments for adults and children. We concentrate on empirical studies and do not attempt a comprehensive review of the methodological and econometric issues covered in prior reviews such as Durlauf (2004) and Graham (2018). Our work complements and extends other recent reviews of neighborhood-effects research such as Sharkey and Faber (2014) and Galster and Sharkey (2017). Although our focus is on evidence from high-income countries, we believe that lessons regarding neighborhood effects in developed countries may have relevance for understanding neighborhood influences in developing countries as well.

We begin with descriptive evidence indicating that key outcomes of adults and children are strongly correlated with neighborhood poverty rates. Such patterns have motivated the search for compelling approaches to estimate the causal effects of neighborhoods on a range of outcomes. We then sketch a conceptual model that highlights the potential influences of *current* neighborhoods through contemporaneous (or situational) effects and of *past* neighborhoods through exposure (or developmental) effects that accumulate during childhood. The hypothesis that neighborhood effects on socioeconomic and health outcomes operate through the length of exposure to different neighborhood environments has been emphasized by Wilson (1987), Jencks and Mayer (1990), and Sampson (2012). A key prediction of the exposure hypothesis is that the gains to moving to neighborhoods with beneficial attributes will be larger for children who are younger at the time of a move and thus exposed for a longer period.

Next, we discuss the findings from recent experimental and quasi-experimental studies for adults and children separately. Our review of the evidence can be summarized in two main points. First, the findings for adults require a nuanced interpretation. Recent work provides little evidence that changing neighborhoods *within* a city (or commuting zone) has impacts on contemporaneous economic outcomes (at least for adult heads of low-income households). The within-city pattern contrasts with several studies that show longer-distance relocations by adults to higher-wage labor markets (cities or regions) can improve their economic outcomes. The evidence for health outcomes and health-related behaviors (like smoking) is more consistent and suggests that adults benefit from both local and longer-distance moves to higher-opportunity areas. Second, studies of children strongly support the existence of effects in which longer exposure to “better” neighborhood environments during childhood leads to improved long-run outcomes.

We also assess the evidence for different mechanisms that could drive the observed neighborhood impacts. For adults, we discuss how the evidence on the effects of within-city relocation is at least superficially inconsistent with the influential spatial mismatch hypothesis of Kain (1968). The analysis of adult health outcomes suggests that neighborhood stressors and health-related behaviors (like smoking) are key channels. For children, at least five factors appear to be mediators

of place effects: school quality, peer influences, pollution, exposure to violence, and criminal justice policies.

Finally, we discuss the implications of recent studies of neighborhood effects for the design of housing policies and conclude by raising outstanding research questions. Open issues include understanding the relative importance of different mechanisms behind neighborhood effects, assessing the general equilibrium impacts of housing mobility policies and other low-income housing assistance programs, and examining the impacts of place-based neighborhood revitalization policies on the preexisting residents of targeted areas.

## Background on Neighborhoods and Outcomes

In this section, we use publicly available US data to conduct descriptive analyses that motivate the idea that place of residence matters. For the unit of analysis, we focus on several geographies analyzed in prior studies of neighborhood effects. The largest units of geography that we consider are commuting zones, which are aggregations of counties based on commuting patterns in the 1990 Census and can be viewed as approximating a local labor market. There are 741 US commuting zones. We also examine relationships at more granular levels such as school districts and census tracts. There are over 12,000 school districts and about 72,000 census tracts in the United States. Census tracts typically have a few thousand residents and come closer to what most people commonly refer to as a “neighborhood.” To classify these geographic areas by economic opportunity, we use the poverty rate from the 2000 Decennial Census.<sup>1</sup> Poverty rates are a widely used measure in the neighborhood-effects literature (Sampson and Sharkey 2008) and can be broadly interpreted as a summary index of the bundle of characteristics associated with a neighborhood (Kling, Liebman, and Katz 2007).

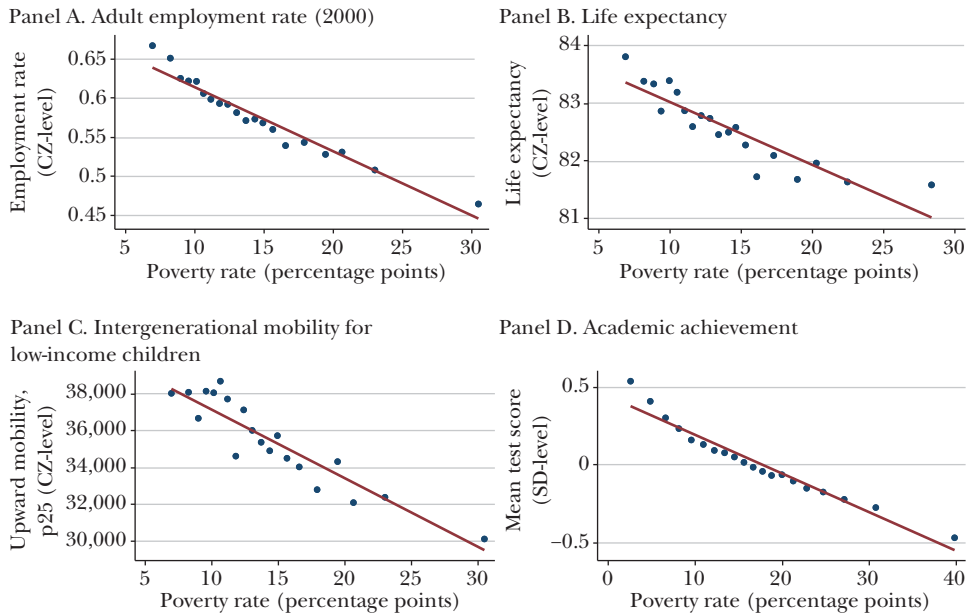
Figure 1 illustrates a strong association between an area’s poverty rate and various outcomes for adults and children. Each panel plots averages based on grouping commuting zones (in panels A, B, and C) or school districts (in panel D) into one of 20 “bins” by poverty rate. The results in panel A show that a one percentage point increase in the poverty rate in a commuting zone is associated with a 0.8 percentage point decline in the adult employment rate using data from the 2000 US Census. Panel B shows that adult health (as measured by life expectancy at age 40) also decreases with the poverty rate. Life expectancy is measured using data from Chetty et al. (2016a) and is based on mortality records from the Social Security Administration.

The results in Figure 1 also show that upward mobility and academic achievement of children both decrease with the poverty rate. The measure of upward mobility is the mean household income (measured at ages 31–37) for children who

<sup>1</sup>For our analysis of school district test scores, we rely on poverty rates using measures from the American Community Survey for the years 2007–2011 and 2012–2016.

Figure 1

**Associations between Adult and Child Outcomes and Neighborhood Poverty**



Source: Details on data sources are provided in the notes to Table 1.

Note: This figure provides binned scatter plots of the relationship between the poverty rate and the following measures of average resident outcomes: employment rates, life expectancy, upward mobility, and test scores. The unit of analysis in panels A, B, and C is a commuting zone. In panel D, the unit of analysis is a school district.

grew up in each commuting zone and were born to low-income parents (those at the 25th percentile of the income distribution) from the Opportunity Atlas (Chetty et al. 2020a).<sup>2</sup> The measure of achievement is based on the mean of standardized test scores for school districts from the Stanford Education Data Archive. Panels C and D of Figure 1 show that a one percentage point increase in the poverty rate is associated with declines of \$371 in a child’s expected adult income and 0.025 standard deviations in academic achievement, respectively. All the relationships in Figure 1 are statistically significant at the 1 percent level, as indicated in the regression results reported in columns 1–4 of Table 1.

<sup>2</sup>Chetty et al. (2020a) created the Opportunity Atlas using data from the US Census and federal income tax returns. They study a sample of 20.5 million children born between 1978 and 1983 who are in their mid-30s in 2014–2015. Children are mapped back to Census tracts where they lived until age 23. They construct a measure of average outcomes by measuring parent and child percentile ranks in the national distribution. The Opportunity Atlas contains measures of the average percentile for children in each area. To aid interpretation of this outcome, we converted their rank outcomes into real 2015 US dollars using the national income distribution.

Table 1

**Associations between Adult and Child Outcomes and Neighborhood Poverty**

Dependent variables:	Adult employment rate (2000) (1)	Life expectancy (2)	Upward mobility, p25 parents (3)	Test-based achievement (4)	Adult employment rate (2000) (5)	Upward mobility, p25 parents (6)
Poverty rate (percentage points)	-0.00821 (0.000)	-0.109 (0.011)	-371.5 (39.907)	-0.0248 (0.0003)	-0.00524 (0.0001)	-384.3 (9.875)
Observations	741	595	741	12,601	72,416	71,923
Level of analysis	CZ	CZ	CZ	School district	Tract	Tract
Controls	None	None	None	None	County FE	County FE
Mean	0.578	82.58	35,469	0.0245	0.594	34,455
R <sup>2</sup>	0.533	0.241	0.096	0.456	0.537	0.539

*Note:* This table reports estimates from a regression model where the dependent variable is a measure of adult or child outcomes (specified in each column header) in a geographic area. Geographic areas are commuting zones (CZ), school districts, or Census tracts. The independent variable of interest is a location specific measure of the poverty rate (the fraction of residents living below the poverty line). Columns 1, 2, 3, 5, and 6 use poverty rates from the 2000 Decennial Census. Column 4 uses poverty rates averaged over 2007–2016 from the American Community Survey (the combined files for the years 2007–2011 and 2012–2016). The dependent variables in columns 1 and 5 are measures from the 2000 Decennial Census. Column 2 uses the life expectancy measure from Chetty et al. (2016a,b) based on mortality data from Social Security Administration death records. Columns 3 and 6 use the “Upward Mobility” measure from the Opportunity Atlas (Chetty et al. 2020a,b) which is the mean later-life household income rank (measured at ages 31–37) for children whose parents were at the twenty-fifth percentile of the national income distribution. Column 4 uses the test-based achievement measure from the Stanford Education Data Archive (SEDA) which is an estimate of mean test scores on a cohort standardized scale. The test score means are constructed using data from the National Assessment of Educational Progress (NAEP) as detailed in Fahle et al. (2019). Standard errors are clustered at the county level in columns 5 and 6.

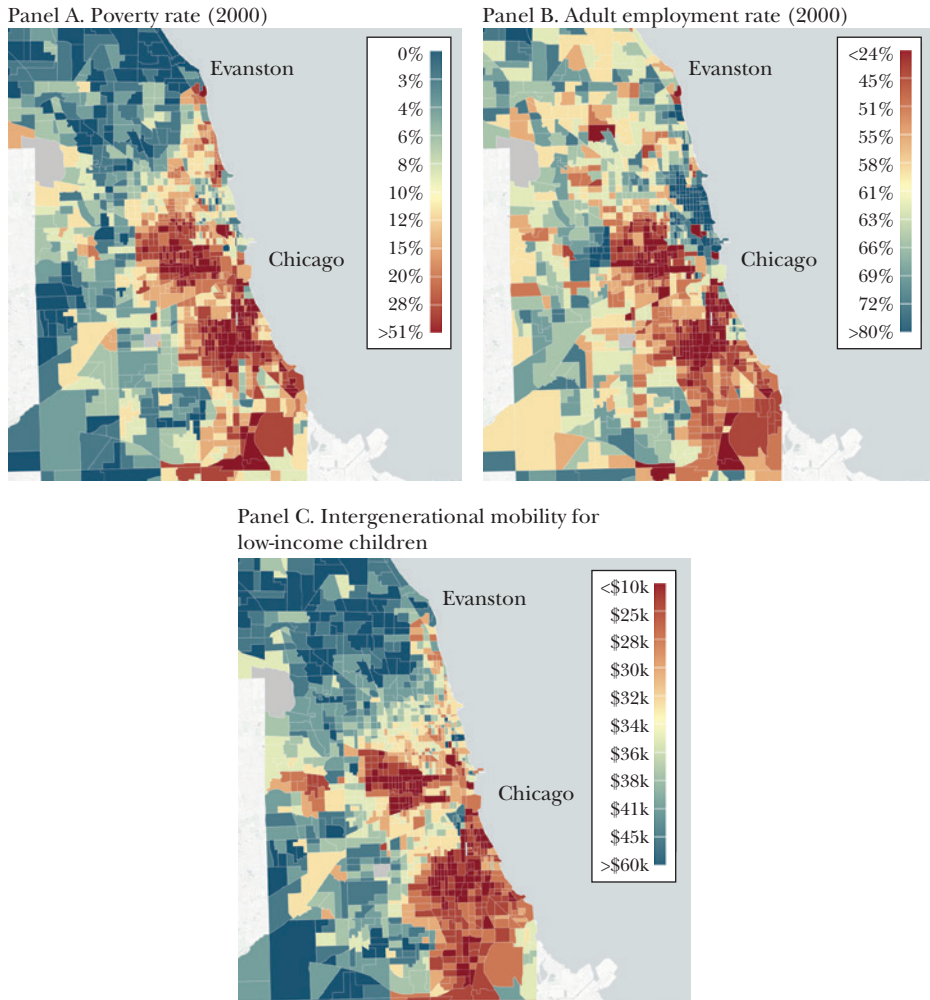
The correlations between the poverty rate and outcomes are not simply due to broad differences across metropolitan areas. Columns 5 and 6 of Table 1 present correlations between poverty rates and resident outcomes at the census-tract level using data on all US tracts and specifications that control for county fixed effects. These within-county results generate estimates similar to what we observe in the commuting-zone level analysis.

Figure 2 provides another illustration of within-city patterns using Chicago as an example and provides maps of tract-level poverty rates, adult employment, and child outcomes. Dark red indicates areas with relatively worse outcomes (for example, higher poverty) while dark blue areas have better outcomes (like lower poverty). Panel A shows substantial variation in poverty rates within the city. The high poverty tracts are predominately located in the western and southern areas. In line with the results from Table 1, panels B and C show that these high-poverty areas are also those where adults have the lowest employment rates and low-income children have the least upward mobility.

Associations between neighborhood poverty and individual contemporaneous and longer-term outcomes could be driven by two very different sources. One possibility is that neighborhood environments have causal impacts on adults and

Figure 2

**Within-City Associations between Adult and Child Outcomes and Neighborhood Poverty, by Census Tract in Chicago**



*Source:* Details on data sources are provided in the notes to Table 1.

*Note:* This figure provides maps of tract-level poverty rates in 2000 (panel A), mean adult employment rates in 2000 (panel B), and upward mobility for low-income children (panel C) in Chicago.

children. Another possibility is that the observed patterns reflect the non-random sorting of the types of people who end up living in disadvantaged areas. In the next section, we sketch a model of neighborhood effects and use it to illuminate the need for experimental or quasi-experimental approaches to estimate causal neighborhood effects.

## Conceptual Framework for Neighborhood Effects

Models in economics and sociology postulate a “production function” relationship in which the outcomes for an individual (such as earnings, health status, or academic achievement) are influenced by both contemporaneous and developmental neighborhood effects in addition to family inputs.<sup>3</sup> Developmental neighborhood effects (also called “exposure effects”) are typically hypothesized to depend on the length of past exposure to neighborhoods of different quality, especially during childhood. In addition, neighborhood environments might also have larger and long-lasting impacts at certain ages, like early childhood or the start of adolescence, as embodied in the “critical age effects” hypothesis (Almond and Currie 2011; Heckman and Mosso 2014). Note that neighborhood effects can operate through multiple channels including peer influences, neighborhood safety and exposure to violence, school quality, the physical environment, and access to employment and criminal opportunities (Kain 1968; Wilson 1987; Jencks and Mayer 1990; Glaeser, Sacerdote, and Scheinkman 1996).

A prominent approach to analyzing neighborhood effects is the canonical linear-in-means model of social interactions that features only contemporaneous effects (Manski 1993; Brock and Durlauf 2001). In this model, the impact of neighborhoods stems from three sources. First, endogenous (peer) effects arise due to the propensity for individual behavior to depend on the expected (mean) behavior of their neighborhood peers. Second, exogenous effects represent the possibility that individual behavior is shaped by the average characteristics of neighbors (such as their income and education). Third, correlated effects refer to the fact that individuals within a neighborhood face the same institutional and physical environments including schools, law enforcement policies, and levels of pollution.

In this canonical model, it is typically not possible to identify endogenous effects separately either from exogenous effects or from unmeasured correlated effects (Manski 1993). However, a reduced form can be estimated to provide evidence of contemporaneous neighborhood effects by regressing the outcome of interest on an individual’s own characteristics, the mean characteristics of current residential neighbors (like their socioeconomic background), and other current neighborhood characteristics (like school resources). The reduced form estimates can provide suggestive evidence for the presence of peer effects (from the impacts of mean neighbor background characteristics) and effects of neighborhood attributes (from the impacts of specific neighborhood characteristics). Experimental or quasi-experimental variation in peer behavior is needed to estimate causal endogenous peer effects as in the randomized field experiments analyzed by Duflo and Saez (2003) and Bursztyn et al. (2014).

<sup>3</sup>For a formal exposition of the model behind our thinking in this paper and how it leads to some of the prominent equations that are estimated in empirical work, see online Appendix A available with this paper at the *JEP* website. Topa and Zenou (2015) provide a more detailed overview of theoretical models of neighborhood effects.

More recently, much attention has focused on models that center solely on developmental neighborhood effects for children. For example, Chetty and Hendren (2018) study the impacts of moving a child to a new neighborhood where other children typically do well. They characterize neighborhoods by measuring the mean adult outcomes of children who spend their entire childhood in an area (“permanent residents”). Their approach studies children who moved at different ages and examines how their later-life adult outcomes vary with the duration of childhood exposure to more advantaged neighborhoods. The idea that neighborhoods have exposure effects also has been examined in observational studies in sociology (Wodtke, Harding, and Elwert 2011; Sharkey and Faber 2014) and is closely related to models of social capital in economics (Loury 1977; Glaeser, Laibson, and Sacerdote 2002).

Persuasive statistical identification of contemporaneous or developmental neighborhood effects can be challenging due to non-random selection of people into neighborhoods. The neighborhood-effects literature has followed broader trends in economics to address self-selection bias by using experimental and quasi-experimental approaches. The key feature is that the analysts study settings in which there is substantial random (exogenous) variation in exposure to different neighborhood environments. Such an approach is clearest in research using the experimental data from the Moving to Opportunity demonstration. Other studies that rely on quasi-experimental methods address concerns over selection bias by comparing groups where the variation in neighborhood exposure approximates random assignment.

## **Evidence on Neighborhood Effects for Adults**

Beginning in 1994, the Moving to Opportunity housing mobility demonstration randomized access to housing vouchers and assistance in moving to less-distressed communities to about 4,600 families living in public housing projects located in deeply impoverished neighborhoods in five cities: Baltimore, Boston, Chicago, Los Angeles, and New York. The program randomized families into three groups: 1) a low-poverty voucher group (also called the “experimental group”) that was offered housing-mobility counseling and restricted housing vouchers that could only be used to move to low-poverty areas (Census tracts with 1990 poverty rates below 10 percent); 2) a traditional voucher group that was offered regular Section 8 housing vouchers that had no additional locational constraints (also called the Section 8 group); and 3) a control group that received no assistance through the program.

The Moving to Opportunity experiment generated large changes in neighborhood environments. One year after baseline, the average adult in the control group was living in a neighborhood with a tract poverty rate of 50 percent. Moving with a low poverty or traditional voucher reduced average tract poverty rates by 35 and 21 percentage points, respectively (Ludwig et al. 2013). At the time of the final follow-up survey conducted 10 to 15 years after random assignment, the Moving

to Opportunity groups showed large differences in duration-weighted average neighborhood poverty rates since program entry. Also, families in the experimental voucher group reported feeling safer in their neighborhoods and less likely to have observed conditions of local disorder such as drug activity.

Policymakers had hoped that moves through Moving to Opportunity would generate gains in work and reductions in welfare participation for the adult household heads, but there is little evidence of improved economic self-sufficiency from moves to lower-poverty neighborhoods for adults. For example, Kling, Liebman, and Katz (2007) find no detectable impacts on economic self-sufficiency four to seven years after random assignment, and Ludwig et al. (2013) find a similar pattern 10 to 15 years after random assignment. Chetty, Hendren, and Katz (2016) use administrative Internal Revenue Service records to conduct a longer-term analysis and similarly find no statistically significant effects of Moving to Opportunity vouchers on earnings or employment of adults.

At the same time, the Moving to Opportunity program did generate statistically significant improvements in physical and mental health as well as subjective well-being for adults. Specifically, the low-poverty voucher group experienced a decreased incidence of extreme obesity and diabetes (Ludwig et al. 2011), a reduction in psychological stress and increase in calmness and tranquility (Katz, Kling, and Liebman 2001; Kling, Liebman, and Katz 2007), and an increase in subjective well-being (Ludwig et al. 2012) in the short-run (one to three years after random assignment), interim (four to seven years after random assignment), and final (10 to 15 years after random assignment) follow-up surveys.

Since the launch of the Moving to Opportunity demonstration experiment, studies of natural experiments generated by housing assistance policies have provided further evidence on neighborhood effects for adults.<sup>4</sup> Chyn (2018) examined neighborhood effects for adults by studying public housing demolitions in Chicago during the 1990s. To estimate causal impacts, Chyn compared displaced and non-displaced public housing residents who appear similar before some were displaced by the demolition. This approach revealed that demolition notably improved residential outcomes, as displaced households typically relocated to areas with less poverty and lower crime rates. Despite improvements in neighborhood quality, there were no statistically significant impacts on employment, earnings, or participation in social assistance programs for the displaced adults who had children. In line with these results from Chicago, Haltiwanger et al. (2020) study a broader national set of public housing demolitions and find that displaced adult household heads experience no employment or earnings gains over the next ten years even when moving to neighborhoods with greater nearby job accessibility.

<sup>4</sup>In the context of a low-income country, Barnhardt, Field, and Pande (2017) studied an urban housing lottery in India that provided winning residents of slums with the opportunity to move to improved housing in a new neighborhood. They found that 14 years after the housing allocation, lottery winners lived in safer and cleaner locations, but there was no evidence of improvements in other socioeconomic outcomes such as income or labor force participation.

Recent studies of within-country regional migration provide additional evidence on the importance of place effects for adults.<sup>5</sup> Deryugina, Kawano, and Levitt (2018) and Deryugina and Molitor (2020) use a quasi-experimental approach to estimate impacts of relocation due to Hurricane Katrina on income and health, respectively: specifically, they compare outcomes for displaced New Orleans residents with a comparison group living in similar US cities using a difference-in-difference framework. They find long-run improvements in labor market outcomes and reductions in mortality for the elderly, which were likely driven by the fact that Hurricane Katrina victims typically moved to areas with stronger labor markets and better health outcomes. Collins and Wanamaker (2014) and Boustan (2016) study the Great Migration—the massive movement of African-Americans from the rural South to urban areas in the North—and find large increases in earnings based on a sibling fixed effects approach. Finally, Black et al. (2015) and Johnson and Taylor (2019) study historical US rural–urban migration using instrumental variable strategies. Their results show that moving to urban areas was damaging for health and that this impact may have been mediated by changes in migrant health-related behaviors.

Overall, the experimental and quasi-experimental evidence on adults suggests two main findings. First, relocation *within* a city or commuting zone does not seem to improve earnings or other economic outcomes for adults, but long-distance migration to higher-wage areas or stronger labor markets generates notable economic gains. The significant negative cross-sectional relationship for adult employment and neighborhood poverty within a commuting zone (column 5 of Table 1) appears to largely reflect selection and residential sorting. Place effects on contemporaneous adult labor market outcomes appear to operate at a broader geographic level (the local labor market, commuting zone, region, or country) than one’s residential neighborhood within a commuting zone. Second, place of residence has large impacts on physical and mental health outcomes for adults in studies of both within-city and cross-city moves.

## Mechanisms for Adults

What do the empirical findings for adults imply for theories of neighborhood effects? The conclusion that within-commuting-zone moves into areas with higher employment have little impact on economic outcomes for low-income minority household heads superficially appears to be inconsistent with the “spatial mismatch

<sup>5</sup>Studies of international immigration also provide evidence on the impacts of place of residence. Abramitzky, Boustan, and Eriksson (2012) estimate large economic returns to immigration from Norway to the United States during the late nineteenth century. Clemens (2013) shows that Indian software workers who win a US visa lottery to immigrate earn substantially more than their coworkers who perform similar duties but lost the lottery. McKenzie, Stillman, and Gibson (2010) find large earnings gains for Tongans who randomly win the opportunity to migrate to New Zealand.

hypothesis” (Kain 1968; Wilson 1987; Holzer 1991).<sup>6</sup> This hypothesis posits that racial economic disparities have resulted in part from unequal access to suburban job opportunities: that is, as a large number of jobs and white residents shifted from urban to suburban areas in the post-1950s period, a combination of housing market discrimination and poor public transportation options limited the access of racial and ethnic minorities to those jobs. A contributing factor could be greater discrimination against minority job applicants by employers in more affluent and mostly white neighborhoods, as found by Agan and Starr (2020) in a recent randomized audit study. An augmented spatial mismatch model potentially consistent with the findings in mobility studies is one in which housing market discrimination coupled with high commuting costs could reduce the labor market options for minority workers, effectively increasing employer monopsony power in the low-wage labor market, and thereby serving to reduce employment rates and wages for less advantaged minorities throughout a metropolitan area.

For adult health, recent studies are consistent with two broad conclusions regarding theory and mechanisms. First, exposure to community disorder and violence has adverse impacts on mental health. Participants in the Moving to Opportunity demonstration stated that concerns about neighborhood violence and crime were the primary motivations for their desire to move out of public housing, and the moves to lower-poverty areas were associated with reductions in neighborhood crime rates and increases in neighborhood collective efficacy. These moves to higher-opportunity neighborhoods also led to lower self-reports of criminal victimization and improved perceptions of neighborhood safety (Katz, Kling, and Liebman 2001; Kling, Liebman, and Katz 2007; Ludwig et al. 2013). Second, place of residence may help to shape health behaviors. For example, Black et al. (2015) and Johnson and Taylor (2019) provide suggestive evidence that historical US rural–urban migration increased mortality due to changes in smoking behavior and alcohol consumption. Moreover, Kling, Liebman, and Katz (2007) find that the reductions in obesity and the mental health gains for the low-poverty voucher treatment group in Moving to Opportunity were modestly associated in the medium-term with increases in physical exercise and dietary shifts toward fruits and vegetables.

## **Evidence on Neighborhood Effects for Children**

In the initial Moving to Opportunity studies, researchers focused on older children and found mixed evidence on the effects of moving to low-poverty neighborhoods. For example, Kling, Liebman, and Katz (2007) found beneficial effects on education, risky behaviors, and physical health for female youth in the five-year post-enrollment survey. However, the beneficial impacts for teenage girls stood in

<sup>6</sup>In contrast, the finding of Haltiwanger et al. (2020) that labor market outcomes at age 26 for children displaced in public housing demolitions are positively related to neighborhood job accessibility is consistent with the traditional spatial mismatch hypothesis playing a role for young minority adults.

contrast to adverse effects of moving for teenage boys. To study these gender differences in effects, Clampet-Lundquist et al. (2011) collected in-depth interviews for a subsample of children in the experiment. They found that gender differences in daily routines, the ability to fit in with neighborhood norms, and neighborhood navigation strategies may have contributed to how girls appeared to benefit more than boys from moves to lower-poverty neighborhoods.

Only recently has enough time passed to study long-run outcomes for the younger children in the Moving to Opportunity demonstration. Chetty, Hendren, and Katz (2016) linked the Moving to Opportunity sample to administrative tax records to study impacts for children of all ages. A major goal of their analysis was to study whether the duration of childhood exposure to new neighborhood environments matters. They do this by comparing program impacts on younger children (those younger than age 13 at random assignment) to older children (those who were 13 to 18 years old at random assignment). They found substantial positive effects on adult earnings and the likelihood of attending college for younger children in the experimental treatment group.<sup>7</sup> However, Chetty, Hendren, and Katz found no detectable effects (or even negative impacts) on longer-run measures of adult earnings and college attendance for older children in the experimental treatment group. The long-run economic gains from moves to lower-poverty areas for the younger children and, if anything, the adverse effects for the older children in Moving to Opportunity are apparent and similar in magnitude for both male and female children, despite the observed gender differences in short-run adjustments to new neighborhood environments.

The differential pattern of treatment effects on economic outcomes for younger and older children in the Moving to Opportunity experiment are consistent with a model that contains a disruption cost for moving to a different type of neighborhood and allows the benefits from relocating to lower poverty areas to be proportional to the duration of exposure during childhood. Exposure effects can be sufficiently large to outweigh a disruption cost when moves occur at early ages. Disruption effects may occur because moving to a different environment in childhood, especially during adolescence, could have negative impacts on social ties or other adverse effects on development (Wood et al. 1993).

Chyn (2018) provides further evidence on the importance of childhood neighborhoods by exploiting the vagaries of timing and choice of units impacted by public housing demolitions. He finds that public housing demolitions in Chicago led to relocations to lower-poverty neighborhoods and significantly improved the later-life labor market and criminal justice outcomes for children.<sup>8</sup> Notably, he found

<sup>7</sup>Other studies have considered long-run impacts of Moving to Opportunity on additional outcomes. Pollack et al. (2019) find that moving led to reductions in annual hospital spending for younger children. Miller and Soo (2021) detect increases in credit scores and credit use for those making Moving to Opportunity moves as young children.

<sup>8</sup>Additional work by Chyn and Haggag (2020) shows that children displaced by public housing demolitions were much more likely to be politically active relative to their non-displaced counterparts.

the long-run positive impacts are larger for children displaced before age 13.<sup>9</sup> In a similar vein, Nakamura, Sigurdsson, and Steinsson (2021) study long-term effects of forced relocation due to a 1973 volcanic eruption in Iceland. They find increased earnings and educational outcomes for the displaced, but only for those who were younger than age 25 at the time of the eruption. Overall, the results from these two quasi-experimental settings are in line with the childhood exposure evidence in Chetty, Hendren, and Katz (2016).

Some of the most compelling evidence of neighborhood exposure effects for children can be found in Chetty and Hendren (2018). They use quasi-experimental methods and tax records to study US children (born from 1980 to 1988) from seven million families that moved across commuting zones. They compared outcomes for children whose families moved when they were different ages to understand how effects vary with the duration of time spent living in more-advantaged areas (those where the children of permanent residents have higher average outcomes). Their approach identifies childhood neighborhood exposure effects under the assumption that selection effects do not vary with the child's age at move among families moving across the same types of locations. Chetty and Hendren used three primary approaches to support the reasonableness of this assumption: 1) their results are robust to controlling for family fixed effects (thereby relying only on the variation in neighborhood exposure among siblings); 2) their findings are robust to controlling for time-varying observable family characteristics reflecting changes in parental economic circumstances; and 3) they obtain similar results when focusing on a subset of moves that are likely to be driven by plausibly exogenous regional shocks such as natural disasters.

The findings of Chetty and Hendren (2018) reveal significant neighborhood exposure effects on intergenerational mobility: the adult incomes of children who moved converge to the adult incomes of children of permanent residents in the destination at a rate of 4 percent per year of childhood exposure. In other words, this estimate suggests that a young child who moves at birth to a better area and stays there for 15 years would pick up 60 percent of the difference in permanent resident adult economic outcomes between their origin and destinations. Additional work has shown that there are similarly large exposure effects for other long-term outcomes such as college attendance, marriage, teenage birth rates, and incarceration (Chetty and Hendren 2018; Chetty et al. 2020a).

Several recent papers have used the same empirical framework from Chetty and Hendren (2018) and replicated their findings using data from other countries. Deutscher (2020) finds evidence of exposure effects on labor market outcomes using tax records from Australia. Notably, his analysis estimated exposure effects

<sup>9</sup>Jacob (2004) similarly provides evidence of the short-run effects on children of public housing demolitions in Chicago. He used data from Chicago Public Schools and found no beneficial impacts of relocation due to demolition on high school graduation or academic achievement. Haltiwanger et al. (2020) study a national sample of public housing demolitions and find large long-run labor market gains from public housing demolition for children at ages 10 to 18 years at the time of the demolition.

from infancy onward and showed that exposure effects in his setting are largest in the teenage years. Laliberté (2021) detect exposure effects on educational attainment in Canada using academic records from Montreal. His estimates are of similar magnitude in Chetty and Hendren (2018): educational attainment of movers converges linearly at a rate of 4.5 percent per year.

Broadly speaking, these recent experimental and quasi-experimental studies provide robust evidence that childhood neighborhood of residence matters for long-run outcomes.<sup>10</sup> In particular, the effects of moving at early ages to more advantaged neighborhoods seem positive for labor market outcomes (Chetty, Hendren, and Katz 2016; Chyn 2018; Chetty and Hendren 2018; Nakamura, Sigurdsson, and Steinsson 2021; Deutscher 2020) and long-run schooling (Chetty, Hendren, and Katz 2016; Chyn 2018; Chetty and Hendren 2018; Laliberté 2021). In terms of adverse outcomes, the effects of moving at early ages to higher opportunity neighborhoods is negative for teenage pregnancy (Chetty and Hendren 2018), incarcerations (Chetty et al. 2020c), and hospitalizations (Pollack et al. 2019). Thus, increased childhood exposure to better neighborhood environments generates beneficial impacts on long-run economic, schooling, social, and health outcomes.

## Mechanisms for Children

This section discusses the evidence on several mechanisms thought to mediate the impacts of childhood neighborhoods on long-run outcomes: school quality, peer influences, pollution, exposure to violence, and criminal justice policies. Each of these channels varies substantially across US cities and neighborhoods due to socioeconomic and race-based residential segregation. Recent studies provide compelling causal evidence in support of each of these mechanisms. In contrast, the recent evidence suggests the causal component of childhood neighborhood exposure effects is *not* mediated by improvements in parental income.

First, lower poverty neighborhoods might also have greater school resources and better-performing schools. During the past decade or so, many studies have used lottery-based admissions to estimate, using experimental methods, the effect of attending schools with higher levels of teacher quality or school value-added. These studies have found that attending higher-quality schools improves academic achievement (as measured by standardized exams) increases postsecondary education attendance, and reduces the incidence of risky behaviors such as criminal

<sup>10</sup>In contrast, Oreopoulos (2003) is a compelling quasi-experimental study that finds no evidence of childhood neighborhoods affecting adult economic outcomes. Specifically, he compares long-run outcomes for children who were assigned to live in different public housing projects in Toronto and finds that the children's long-run labor market outcomes are not systematically related to the neighborhood environments surrounding their residential public housing projects. One possible explanation is that neighborhood effects operate at a hyperlocal level (limited to the area within the public housing project), and the environment within public housing projects is similar across projects despite substantial variation in the broader surrounding neighborhood environments.

activity or teenage pregnancy (Hastings and Weinstein 2008; Deming 2011; Dobbie and Fryer 2015). In addition, research using quasi-experimental methods has shown that increases in school funding have large impacts on academic achievement, educational attainment, and adult earnings and health outcomes for students from low-income families (Jackson, Johnson, and Persico 2016; Jackson and Mackevicius 2021). In this vein, Laliberté (2021) finds that 50 percent or more of the gains in educational attainment from moving to a better neighborhood in Montreal is driven by increased access to higher-quality schools.

However, the findings from the Moving to Opportunity experiment and the Chicago public housing demolitions indicate that increased academic achievement as measured by standardized test scores was not a mediating factor that led to the realized increases in college attendance and improved adult incomes for younger children moving to lower-poverty areas (Ludwig et al. 2013; Jacob 2004; Chyn 2018). One possibility is that schools in more affluent neighborhoods may still play a role for less advantaged students through improvements in non-cognitive skills and non-academic schooling outcomes such as disciplinary infractions. Jackson (2018) finds strong evidence that teacher value-added in non-cognitive skills as measured by non-test score behaviors (absences, suspensions, course grades, and grade repetition) is distinct from test score effects and has substantial impacts on longer-run student outcomes. Childhood exposure effects from schools and broader neighborhood environments could also partially be mediated by factors associated with cultural adaptability, as suggested by the finding that moves to lower-poverty areas for younger Black children in Moving to Opportunity increased the use of Standard American English as compared to African-American Vernacular English (Rickford et al. 2015).

Second, strong evidence on the impact of the influence of peers in one's community comes from studies of criminal behavior. Damm and Dustmann (2014) study a Danish natural experiment generated by a policy that quasi-randomly assigned refugee households to municipalities throughout the country: refugee children assigned to areas with higher shares of youth criminals are significantly more likely to have later-life criminal convictions. Billings, Deming, and Ross (2019) study children within small neighborhood areas in North Carolina and show that their likelihood of being arrested together (that is, being criminal partners) is higher when they attend the same school, especially for neighborhood peers who are the same race and gender.

Third, high-poverty neighborhoods typically have the greatest exposure to air pollution, water quality problems, and lead (Bernard and McGeehin 2003; Colmer et al. 2020). For children, greater exposure to air pollution has negative impacts on early-life health (Chay and Greenstone 2003; Currie and Walker 2011), human capital (Heissel, Persico, and Simon forthcoming), and labor market outcomes (Isen, Rossin-Slater, and Walker 2017). Childhood exposure to lead has negative effects on a wide range of outcomes (Aizer et al. 2018; Aizer and Currie 2019). High-poverty and high-minority share neighborhoods (especially historically redlined areas) also have land surface features leading to higher temperatures and more extreme heat exposure for residents than more advantaged (and non-redlined)

neighborhoods (Hoffman, Shandas, and Pendleton 2020). A growing literature indicates adverse impacts on children's learning and school performance from cumulative heat exposure (Park et al. 2020).

Fourth, exposure to neighborhood violence affects children. Sharkey (2010) studies the impact of local homicides using a difference-in-difference approach that relies on variation in the location and timing of homicides. He finds notable short-run effects for minority children: African-American children recently exposed to homicides in their block group have lower scores on vocabulary and reading assessments. Ang (2021) uses a similar research design and shows hyperlocal exposure to violence in the form of killings by police during adolescence has longer-lasting impacts in the form of reduced rates of high school graduation and college enrollment.

Fifth, local public goods related to the criminal justice system have important impacts on long-run child outcomes. Derenoncourt (2020) finds that Northern cities that received more Black migrants during the twentieth century had lower rates of upward mobility for Black children born in the 1980s. As potential mediators driving this negative impact on mobility, she shows that Black migration also resulted in greater spending on police and higher rates of incarceration. Similarly, Baran, Chyn, and Stuart (2020) provide complementary evidence suggesting that increases in county-level incarceration rates reduced rates of Black economic opportunity between 1940 and 1990. More aggressive local policing behavior and increased incarceration risk could negatively affect children by reducing the incentive to invest in human capital (Lochner 2004).

Finally, an important implication of recent housing mobility research is that causal childhood exposure effects from moving to higher opportunity areas are not driven by parental income gains. Studies of the Moving to Opportunity demonstration and Chicago public housing demolitions found no evidence that relocating to less distressed areas had impacts on the economic outcomes of adults, but both settings revealed large long-run gains for younger children (Ludwig et al. 2013; Chetty, Hendren, and Katz 2016; Chyn 2018).

## **Some Implications for the Design of Housing Voucher Policies**

Policymakers have become increasingly concerned about the effects of neighborhoods, given persistently high and rising levels of residential segregation by income—particularly for households with children (Owens 2016; Reardon et al. 2018). Rental vouchers and housing allowance programs for low-income households are major forms of assistance provided in developed countries (Priemus, Kemp, and Varady 2005). The Housing Choice Voucher program (previously known as the Section 8 program) is the largest form of housing aid for US disadvantaged households and aids approximately 2.3 million low-income families annually (Collinson, Ellen, and Ludwig 2015). There are similarly large housing subsidy programs in the United Kingdom and Chile.

The latest generation of neighborhood-effects studies suggest three lessons for housing voucher policies that provide portable rental support to low-income families. First, designing vouchers so that families are encouraged and helped to move to low-poverty or otherwise more advantaged areas is a crucial program feature. US housing voucher recipients typically do not use their vouchers to move to high-opportunity areas (Collinson and Ganong 2018). Evidence from the Moving to Opportunity demonstration, the Baltimore Regional Housing Program (DeLuca and Rosenblatt 2017), and the more recent Creating Moves to Opportunity program in Seattle (Bergman et al. 2020) indicates that housing mobility counseling services that provide customized assistance and encouragement can notably increase the rate at which voucher recipients move to higher-opportunity areas.<sup>11</sup>

Second, the social benefit–cost ratio (or the marginal value of public funds) for housing voucher programs are likely highest if the vouchers are targeted to families with young children (Hendren and Sprung-Keyser 2020). Children who move to higher-opportunity areas at younger ages have longer potential childhood exposure, which consistently leads to improved long-run outcomes. This implies that the common use of voucher waitlists—where eligible families may wait years while their children age—may be ineffective relative to prioritizing families with younger children.

What are the estimated benefits and costs to targeting housing vouchers to families with young children and encouraging moves to better neighborhoods? Chetty, Hendren, and Katz (2016) provide an assessment of this question from the perspective of the public housing families that participated in the Moving to Opportunity experiment. They find that the experimental vouchers increased annual earnings by \$3,477 for children whose families moved before they were age 13. Using relatively conservative assumptions, they estimate that using a voucher to move to a high-opportunity neighborhood for a typical public housing family with two young children would increase the children’s lifetime earnings by \$198,000 and tax revenue by \$22,400 (in present value). On the cost side, their estimate is based on the cost of providing housing mobility counseling because the fiscal costs of housing vouchers are equivalent to or less than those of providing place-based public housing (Olsen 2000). In the Moving to Opportunity program, the average cost of mobility counseling was \$3,789 per family who took up a voucher (Goering et al. 1999). The findings suggest that the benefits substantially exceed the cost of providing a targeted voucher with mobility counseling instead of traditional public

<sup>11</sup> Recent studies show that several alternatives to intensive mobility counseling (such as financial incentives or low-intensity counseling) are much less effective in increasing the share of voucher holders moving to high-opportunity neighborhoods (Bergman et al. 2020; Schwartz, Mihaly, and Gala 2017). For example, one prominent approach, termed Small Area Fair Market Rents (SAFMRs), is to encourage families to move to higher-opportunity areas by offering higher voucher payment standards in high-rent ZIP codes. Collinson and Ganong (2018) and Bergman et al. (2020) find that SAFMRs induced modest increases in moves to higher-quality neighborhoods in Dallas and in Seattle-King County, but not nearly as large an impact as when SAFMRs are combined with customized mobility counseling as in the Creating Moves to Opportunity demonstration.

housing support, both for taxpayers and for the low-income families with young children themselves.

Finally, a third lesson is that using vouchers to facilitate low-income households to move to higher-opportunity neighborhoods within the same metropolitan area is unlikely on its own to improve the economic outcomes of adults in the relocating households. Macroeconomic or regional policies that increase overall local economic activity and labor market tightness appear more promising. Much research has found that economic conditions at the commuting zone (or state) level have strong impacts on the employment outcomes of minorities and those with less education (Hoynes, Miller, and Schaller 2012). Recent literature also uncovers persistent effects on employment outcomes from commuting zone-level recession shocks (Yagan 2019), declines in manufacturing (Charles, Hurst, and Schwartz 2019), and international trade shocks (Autor, Dorn, and Hanson 2013). Policies that improve the human capital, occupational skills, and connections to employers of low-wage workers living in high-poverty areas also have potential. An experimental evaluation of the Jobs Plus program, an employment program operating in high-poverty public housing projects, found long-lasting positive impacts on earnings (Riccio 2010).<sup>12</sup> In addition, some combination of better access to public transportation and housing opportunities could lower job search and commuting costs, thereby improving work outcomes for residents of disadvantaged neighborhoods. Holzer, Quigley, and Raphael (2003) found such a pattern in the case of the expansion of the Bay Area Rapid Transit (BART) system in the San Francisco Bay Area.

## **Discussion and Conclusion**

In the past two decades, new experimental and quasi-experimental studies have pushed the frontier of research on neighborhood effects. The work surveyed indicates that residential neighborhoods within a metropolitan area matter for adult health and well-being but have little causal impact on contemporaneous adult labor market outcomes (at least for the heads of low-income households). Adult economic outcomes are shaped more by overall commuting zone or regional labor market opportunities. In contrast, the emerging consensus for children is that living in a higher-opportunity neighborhood has substantial beneficial causal impacts on a number of socioeconomic outcomes.

How do the results from the recent studies discussed in this essay change the interpretation of previous studies of neighborhood effects? There are two main implications. First, the findings strongly imply that traditional observational studies of the neighborhood effects are likely to suffer from substantial selection bias leading to overestimates of neighborhood influences on adult economic outcomes within a

<sup>12</sup>Sectoral employment programs also appear particularly promising for disadvantaged workers. Evidence from the WorkAdvance demonstration and the Year Up program show that providing training and placement into higher-wage occupations notably improves worker outcomes (Katz et al. 2020).

metropolitan area. For example, several studies have used non-experimental methods to study adult movers and found large effects on labor market outcomes (Fauth, Leventhal, and Brooks-Gunn 2004; Weinberg, Reagan, and Yankow 2004; Clampet-Lundquist and Massey 2008). Although selection bias is not the only explanation for the discrepancy between earlier observational studies and more recent work based on experiments and plausible quasi-experiments, Harding et al. (2021) provide evidence suggesting that selection bias plays a large role in driving the findings of traditional non-experimental studies of neighborhood effects on adult economic outcomes.

Second, recent findings reshape our understanding of the nature of neighborhood effects for children. Specifically, the analyses by Chetty and Hendren (2018), Chetty, Hendren, and Katz (2016), and Chyn (2018) provide strong evidence that neighborhoods affect outcomes through childhood exposure effects. The Moving to Opportunity experiment generated beneficial impacts on long-run economic outcomes of moves to higher-opportunity areas only for younger children who received a larger “dosage” of childhood exposure to improved neighborhood environments relative to their older counterparts. Disruption costs of moves across different types of neighborhoods could potentially outweigh the small exposure gains for older children.

We conclude by discussing several directions for further research. Future work related to mechanisms remains an ongoing research issue. For example, we know little about the relative importance of the different mechanisms that are typically “bundled” together within a neighborhood. In other words, how much does school quality matter relative to other characteristics of a local area such as peers or neighborhood safety? A better understanding of the weight of each of these neighborhood factors may improve policy responses. The deep integration of qualitative (ethnographic) research into experimental and quasi-experimental research designs, as in the Moving to Opportunity and the Creating Moves to Opportunity projects, also represents a promising direction to generate more nuanced and realistic insights into the mechanisms behind neighborhood effects (Clampet-Lundquist et al. 2011; Bergman et al. 2020).

More work is also needed to understand both the general equilibrium effects of scaling-up housing mobility policies and the impact of other policies that shape residential choice. For example, increases in the share of low-income to high-income residents in high-opportunity neighborhoods could generate aggregate gains, because neighborhoods appear to matter less for outcomes of high-income children (Chetty et al. 2020a) and may be desirable on distributional grounds. Changes in the supply of housing might also occur in the long-run from shifts in housing demand across neighborhoods due to housing mobility programs. These general equilibrium effects could be quantified through research methods combining experimental and quasi-experimental sources of variation in neighborhood choices with more structural approaches as in Galiani, Murphy, and Pantano (2015), Davis, Gregory, and Hartley (2019), Diamond and McQuade (2019), and Chyn and Daruich (2021). In addition, understanding the effects of local land-use regulations (like restrictions on multi-family housing) and housing market discrimination on

access to high-opportunity neighborhoods for low-income and minority families remains a crucial related research area (Glaeser 2017; Rothstein 2017).

A final frontier research area involves the estimation of the impact of place-based policies to improve low-income neighborhoods on the intended beneficiaries—the incumbent (preexisting) adult residents and their children. Place-based policies focusing on business tax incentives such as Enterprise Zones and Opportunity Zones do not appear to be effective in improving job creation and economic opportunities in low-income areas (Bartik 2020). Public housing redevelopment efforts via the federal HOPE VI program have improved the trajectories of high-poverty and racially segregated neighborhoods—but possibly by displacing poorer and non-white residents (Tach and Emory 2017). More comprehensive and community-driven, place-based investment policies such as the federal Empowerment Zones appear to have improved area economic outcomes in repeated cross-section analyses (Busso, Gregory, and Kline 2013), but it is less clear if the gains accrue to preexisting residents or reflect changes in neighborhood sorting and accrue to in-migrants.

Newly available longitudinal administrative data sets should allow future research to examine effects of place-based policies on preexisting residents. Haltiwanger et al. (2020) is a start in this direction, specifically for understanding the impacts of place-based urban renewal programs such as the HOPE VI public housing demolitions. Similarly, Garin and Rothbaum (2020) link individuals from the 1940 Census of Population to their economic outcomes many years later in Social Security earnings data. They exploit quasi-experimental variation across counties in the construction of government-financed manufacturing plants for World War II, finding substantial positive impacts on local economic development and persistent gains in the adult earnings of children who lived in treated counties prior to the war. Further analyses of contemporary place-based policies and community development programs using linked administrative data sets (from the US Census Bureau and for many European countries) would be a valuable addition.

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