

An Evaluation of the Hennepin County Emergency
Assistance Program's Relationship with Family Shelter
Use

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1 Executive Summary

This report examines the relationship between the Emergency Assistance program and the prevention of family homelessness in Hennepin County. This analysis concentrations on the policy window between June 2009 and December 2010, when Hennepin County modified client eligibility requirements to meet an increase in demand for emergency support resulting from the economic crisis. This change in policy allowed families in crisis to utilize Emergency Assistance twice in a 12-month period rather than once, as the program's typical eligibility schedule permits. This policy change allows for an analysis comparing the single- and dual-disbursement periods and their suggested effect on family homelessness.

This study draws upon administrative data provided by Hennepin County, including information on Emergency Assistance receipt, shelter entry, demographics and household income as well as a review of relevant national literature on homelessness prevention. Through logistic regression, the interaction between Emergency Assistance, shelter entry and a wide set of demographic characteristics are analyzed.

Six key findings of this report were:

- From June 2009 to December 2010, around 14 percent of individuals who received a second EA payment subsequently entered shelter. Likewise, around 5 percent of those who received a first EA payment and not a second EA payment entered shelter within the following 12 months.
- Second Emergency Assistance payments were targeted to families with higher ex ante probabilities of entering shelter than other EA recipients.
- There is no clear evidence that the policy that allows for a second EA payment within 12 months reduces relative rates of shelter entry for groups with a higher probability of receiving a second EA payment.
- The average family who enters shelter following EA is more disadvantaged than the average EA recipient.
- Families with shelter episodes in the past three years are 3.5 to 3.8 times more likely to enter shelter than families with no history of shelter entry in the past three years.
- Families with higher levels of income are less likely to enter shelter. Families with quarterly incomes between \$1 and \$2,300 are more likely to enter shelter, and families with quarterly earned income higher than \$5,600 are less likely to enter shelter than

families earning no income.

An in-depth discussion of these findings, as well as subsequent recommendations for Emergency Assistance policy and further research, are included in the following report.

2 Introduction

Hennepin County's Emergency Assistance (EA) program is a vital part of the County's social services apparatus. EA is the County's primary program to assist families experiencing economic emergencies. EA helps to stabilize these families via targeted financial assistance, allowing families, and children in particular, to either remain in or access permanent stable housing. An important specific goal of the EA program relates to how EA helps families in financial crises maintain stable housing, thus acting to prevent homelessness. More recently, EA has been used to assist families experiencing homelessness exit the shelter system and secure permanent housing.

Since the introduction of the Rapid Exit program in 1993, Hennepin County has garnered national attention as a model for homelessness prevention and re-housing. The County has an ambitious set of homelessness policies, among them the goal of ending homelessness by 2016. Yet despite these targeted efforts, homelessness rates continue to rise and the County's shelters operate at full capacity for most of the year. The length of an average shelter stay for families has grown as well, indicating that families are finding it increasingly difficult to maintain secure permanent housing.

Hennepin County depends on the efficacy of EA and other programs, such as Continuum of Care transitional housing and the Stable Families initiative, to counteract these trends and achieve its objective for 2016. Due to its flexibility and ability to assist families in crisis with swift, targeted aid, EA is particularly well positioned to address homelessness prevention and rapid re-housing. If positive program outcomes can be demonstrated, expanding Emergency Assistance may provide an additional approach to reducing the number of families who depend on the County's shelter system each year, creating a more efficient use of public resources and improving the quality of life for Hennepin County families.

This report will:

- Determine the frequency of Emergency Assistance use by families in Hennepin County
- Identify demographic characteristics associated with families who utilized a Second

Emergency Assistance payment in a 12 month cycle

- Analyze the association between the availability of a second Emergency Assistance payment, Emergency Assistance payments, and shelter entry
- Determine how changes to Emergency Assistance disbursement policies affect shelter entry.

3 Program Description

Hennepin County Emergency Assistance Program (HCEAP) provides assistance to families with minor children experiencing a financial crisis that poses a direct threat to the physical health or safety of a child. HCEAP is a short-term assistance program (Hennepin County, 2013).

The Emergency Assistance program is funded by the Minnesota Family Investment Program (MFIP), Minnesota's version of Temporary Assistance to Needy Families (TANF). Emergency Assistance enables counties to provide assistance to families in crisis who are homeless or at risk of becoming homeless. In Hennepin County, Minnesota, Emergency Assistance (EA) provides damage deposit, first month's rent, payment for utility arrears, transportation payments, shelter payments, and other cash or near-cash assistance directly to vendors, landlords and utility companies. The program does not provide direct payments to clients and is therefore considered near-cash assistance. EA staff also maintain lists of landlords with whom they have had positive or negative experiences in order to refer clients to high-quality permanent housing, when possible. (EA staff interview, March 2013). The EA program also has established housing quality standards that rental units must meet to be eligible to receive funds. Beyond these basic protocols, EA staff leave the specific provisions of the program open-ended to maintain programmatic flexibility and ensure they are able to help families through a variety of crises as they arise (EA staff interview, March 2013).

To be eligible for the EA program, families must have a household income less than 200% of the Federal Poverty Guidelines. In 2013, this figure is \$47,100 for a family of four (US Department of Health and Human Services, 2013). EA does not have explicit asset limits. But staff indicated during an interview that liquid assets must be spent before EA will provide assistance (EA staff interview, March 2013). To be eligible for EA, a family must include at least one parent with at least one minor child, and one or more children in the family must be eligible for TANF funds.

Generally, families may receive EA only once per year. However, from July 2009 to December 2010 this rule was amended to allow two payments within the same 12-month period as a response to an increase in homeless families following the recent economic recession. Other versions of the second EA payment became available in June 2011, for tornado related victims, and then for families that were trying to exit shelter. However, the only time that it was open to all eligible families was from June 2009 to December 2010.

To ensure that families are capable of maintaining permanent housing after receiving EA, they must have a source of income to be eligible for the program. Furthermore, the situation that put the family at risk of homelessness must be resolvable and related expenses must be verifiable. To access EA, among other services, most families must complete Hennepin County's screening tool (Appendix D).

EA operates on a fixed annual budget of \$12.5 million-except in 2009-2010, when the budget increased to \$16 million due to additional funding by the federal Homelessness Prevention and Rapid Rehousing Program, part of the American Recovery and Reinvestment Act (see Appendix C). The amount each EA applicant receives is based both on need and availability of program funds. In 2012, on average each family received \$1,307 in EA payments (Heading Home Hennepin staff interview February, 2013). By balancing payments with overall demand, the program is able to remain operational throughout the entire budget year.

Demand for the program is also variable, with significant increases occurring during certain periods throughout the year. For example, utility assistance payments are most common in April because Minnesota Statute 216B.096, which prohibits utility companies from shutting off heat and electricity due to delinquency in payments during the state's coldest months, expires on April 15th (Minnesota Office of the Revisor of Statutes, 2012). Another spike in demand occurs in September and October. This is thought to be because families have exhausted most of their resources in the spring to avoid entering shelter during the school year. They typically enter shelter in the early summer months and remain until fall, when they exit shelter.

According to staff at Heading Home Hennepin, around 9,000 families used EA in 2012. Of these, 4,500 requested shelter services, and 1,700 of 4,500 applicants actually entered shelter (Heading Home Hennepin staff interview February, 2013). Most of the families that did not enter shelter were directed to other programs, or were able to resolve their housing instability via means other than entering shelter.

4 Overview of Relevant Literature

Relevant literature surrounding homelessness prevention through EA-style programs provides a context in which to evaluate Hennepin County's Emergency Assistance program. Many have outlined specific reasons for preventing family homelessness (Burt et al., 2006). Perhaps the most important reason is the demonstrated physical, psychological and developmental effects homelessness and housing instability have on children. Children who experience homelessness or housing instability show lower achievement in school than those who do not (Burt et al., 2006). The effects on parents are strikingly similar (Burt et al., 2006).

There is little literature explicitly evaluating EA outcomes. To complete this review, literature was examined on social services agencies in other areas that utilize program components similar to those of Hennepin County's Emergency Assistance program. EA-like programs that included utility arrears payments, damage deposits, and payments for permanent housing as well as national data on characteristics on homeless families were reviewed. Two case studies that examine EA-like programs in Montgomery County, Maryland and the State of Massachusetts provide some idea of how EA programming and homelessness prevention have interacted. Hennepin County-specific data on EA use and characteristics of homeless families are also explored.

4.1 Homelessness Prevention

Prevention-Focused Approaches in the U.S. and Europe

There is a wealth of literature that recommends EA or EA-like practices as a means of reducing family homelessness. For example, the National Alliance to End Homelessness (National Alliance to End Homelessness, 2006) identified emergency assistance-related services such as utility arrears, rent payments and landlord mediation as a promising practice to end homelessness. Providing assistance early in a crisis was also found to be associated with higher rates of success (Culhane et al., 2011). Some have called for responses to "immediate safety needs" of families (Bassuk, 2010). Among other things these needs included addressing safety, housing and financial assistance needs, before attempting to provide more long-term support. Effective homelessness programs in Europe during the recent financial crisis have favored access to cash assistance that was flexible enough to fill gaps a family may encounter (Culhane et al., 2011). Flexible cash assistance programs are opposed to the more rigid U.S. cash assistance systems. The one fault with the European system is that emergency assis-

tance payments are not delivered in a coordinated way, which can hinder success (Culhane et al., 2011). A more recent article by the (National Alliance to End Homelessness, 2013) recommended the expansion of TANF funds to prevent family homelessness.

Connecticut piloted a program that provided rental and utility arrears, as well as landlord negotiation to families on welfare who were at risk of homelessness (Shinn et al., 2001) and found that the costs of providing those services were far less than the costs of providing shelter. However, there were a number of measurement issues to note in comparing the Connecticut pilot that provided homelessness prevention to Hennepin County, such as Connecticut's exclusion of administrative costs and the assumption of 100 days of shelter use. Though this study was not an evaluation of the pilot and assumed that family shelter use is preventable, its findings do support the practice of prioritizing the preservation of current housing for families at risk of losing their homes.

In a study of three EA-like programs (including Hennepin County and Montgomery County, Maryland), the use of cash and near-cash assistance to reduce family homelessness showed that only between two and five percent of families that received assistance experienced homelessness the following year versus the 20 percent that typically face eviction without such interventions (Burt et al., 2006). Previous studies of a New York City program found that 80% of homeless families who receive assistance will find other ways to prevent homelessness, and therefore do not need it. Only 20% will actually become homeless (Burt et al. (2006), and Shinn et al. (1998)).

4.2 Case Studies

Two case studies illustrate the use Emergency Assistance or similar programs in homelessness prevention. Several criteria indicate the applicability of these EA-like programs to the situation in Hennepin County. First, the EA programs are from geographic regions similar to Hennepin County, which controls for the effects that a colder climate may have on homelessness patterns.

Montgomery County, Maryland adheres to the ideal that entering shelter should be the last resort for a family. As such, the County's human services department and other organizations provide an array of homeless prevention services from landlord negotiation to housing assessment periods. Though homelessness prevention strategies have evolved, the County benefits widely from an inclusionary zoning policy enacted in the 1970s. The human services department also carefully tracks clients through several databases, which were analyzed in

2006. Initial evaluations indicate that EA and other emergency services are effective, though the evaluation lacks a comparison group that mirrors the homeless population but does not receive homelessness prevention services.

Massachusetts has spent the past five years redesigning its EA program to better fit its homeless and at risk populations. The recently adopted HomeBASE program targets aid to families experiencing financial crises that threaten their ability to retain stable housing. While imperfect, the HomeBASE program provides a study of prevention-oriented programming from which Hennepin County can develop methods for approaching the reduction of its shelter population.

Montgomery County, Maryland

Montgomery County at a Glance

Montgomery County is an affluent suburban county on the outskirts of Washington D.C. Its 2010 population was 971,777 (US Census Bureau, 2010). Its racial distribution as of 2010 is as follows: 49.3% White (non-Hispanic), 16.6% Black or African American (non-Hispanic), 13.9% Asian, 17% Hispanic, and the rest are other or two or more races (US Census Bureau, 2010). That year's rental vacancy rate was 5.4%. The 2011 mean household earnings were \$128,746, with a median of \$95,660 and a 5.7% unemployment rate (US Census Bureau, 2011). In 2011, only 4.2% of families were in poverty (US Census Bureau, 2011).

Though Montgomery County's rental market is relatively strong now, the rental vacancy rate was below 4% in 2005. As part of its shelter all policy, Montgomery County provides extensive services to prevent eviction (Burt et al., 2006). Declining rental unit vacancy may also contribute to Montgomery County's disproportionately high rates of shelter use among its population in poverty (Metraux et al., 2001). Another quality unique to Montgomery County is that its family homelessness rate (9.9% of families) is higher than its homelessness rate among single adults (5.9% of adults) (Metraux et al., 2001).

Homelessness Prevention

Montgomery County's homeless prevention programs were born not only from a need to address the societal problems posed by homelessness, but also from a commitment to developing mixed income communities that originated in the 1970s (Shubert & Thresher, 1996). A progressive county, Montgomery instituted inclusionary zoning -a provision that requires a given number of homes in each neighborhood be affordable to those of low to moderate

incomes-which was carried out both by private developers and county contractors (Shubert & Thresher, 1996). The mandate was successful, as Shubert and Thresher (1996) describe in their account of the productive relationship between the County and the Housing Opportunities Commission (HOC), Maryland's nonprofit housing authority.

In 1987, when the Department of Social Services took control of both eviction prevention services and the contractors providing emergency shelters, it established triage, screening criteria, and a protocol for assignment of families to shelter or homelessness prevention services. The Emergency Assistance Coalition was created in 1995 as a public-private partnership, including 40 nonprofits, to distribute resources (Burt et al., 2006). At the same time, Montgomery County consolidated its human service agencies into one Montgomery County Department of Health and Human Services (MCDHHS), a one-stop location for families in need of assistance (Burt et al., 2006). In this way, MCDHHS provides a highly coordinated system to provide public assistance to families.

To access services, families must visit the MCDHHS to develop and adhere to a plan for recovering from crisis (Burt et al., 2006). Contrary to popular practice, families undergo more rigorous screening for shelter than for crisis assistance (Burt et al., 2006). This way, shelter is reserved as a "last resort to those families with the most serious barriers to housing" (Burt et al., 2006). MCDHHS has a strong relationship with the HOC and with landlords to provide housing and negotiate rent as a third party in order to house families in crisis (Burt et al., 2006). If families' needs exceed the authority of MCDHHS, they are referred to the Emergency Assistance Coalition, which can provide eviction prevention funds, utility assistance, food, clothing, transportation, etc (Burt et al., 2006).

Montgomery County has an extensive data collection and tracking procedure, using three systems to track clients, distribute payments, and manage contracted services, such as shelters (Burt et al., 2006). The county also tracks EA and other service users and determines the outcomes of those who enter shelters as well as those who do not (Burt et al., 2006). To track those who do not enter shelters, the county uses the Sheriff's eviction database (Burt et al., 2006).

Evaluation

In the early 2000s, Montgomery County experienced a shortage of housing and shelter units, and depended on hotels to shelter some families (Burt et al., 2006). This complicated MCDHHS's ability to conduct family assessments. In response, it instituted a 14-day assessment period, where families first developed a plan with action steps to re-establish stability, lived

in shelter for two weeks until they were assessed, and then were placed in appropriate housing, be it a motel, shelter, apartment, etc (Burt et al., 2006)). This pilot was successful in reducing the duration families spent in shelter. After 2003, the pilot was expanded to all family shelter providers in the county (Burt et al., 2006).

Burt et al. (2006) analyzed 2002-2004 data provided by Montgomery County to better understand the outcomes of families who received emergency services. Specifically, the analysis tracked all families across three databases that received services, including those that received services and subsequently became homeless. This would include families who received emergency services before the Housing Assessment pilot was implemented as well as after. The initial findings are in Table 1. From the data, Burt et al. (2006) found that 99% of emergency service users received either an EA payment or an eviction prevention payment and nothing else. Less than 1% of those who received a payment entered shelter in the period studied (2002-2004).

Table 1: Analysis of Montgomery County Emergency Services*

Outcome Measure of Families	Number	Percent
Recipients of Emergency Assistance only	2,788	80%
Recipients of a payment** only	663	19%
Recipients for shelter only	40	2%
Recipients for a payment followed by shelter	13	0%
Total recipients of homelessness preventions services	3,504	100%

* Table adapted from Burt et al. (2006).

** Payment refers to an eviction prevention payment

Of families who requested assistance, only 2% entered shelter. There was a very small number of families who received payments and entered shelter, but this figure rounds to 0%. This analysis has several caveats. First, there is no method of determining how many of the emergency service recipients would have become homeless had they not received such services. It could be that Montgomery County is sacrificing efficiency for effectiveness. Further, there is no data to track families who did not receive services (Burt et al., 2006). There are also some technical issues with the data, including the matching of recipients among datasets and dropping incomplete variables (Burt et al., 2006).

Best Practices

There are several factors that contribute to the success of Montgomery County's homelessness and prevention services. First, MCDHHS acts as a third party mediator between tenants and landlords rather than as a tenant advocate. This creates a lasting relationship with landlords, as they are able to avoid court and other costs associated with evictions (Burt et al., 2006).

Because families who lose their subsidies are often the most difficult to permanently re-house, MCDHHS works extensively with landlords and clients to come to a payment agreement, providing as well for more dependable rent payments (Burt et al., 2006). The housing subsidy program provided by the HOC, which in 2005 included 6,000 subsidized units, extends permanent housing to those who otherwise could not afford it. MCDHHS provides county-administered EA funds and contract with the HOC to provide similar services to HOC housing residents (Burt et al., 2006).

MCDHHS ensures its programs are adequately staffed so that families are served with minimal administrative confusion (Burt et al., 2006). The staff—who typically have bachelors or sometimes masters degrees—are trained to assess the holistic needs of a family and “compile a package of resources” using several funding streams according to the family’s needs and eligibility criteria, as well as the eligibility criteria and flexibility of the funding stream (Burt et al., 2006). This contributes to MCDHHS’s financial stability while ensuring that all families are helped in a way that best suits their needs (Burt et al., 2006).

Montgomery County differs from Hennepin County in several ways. First, Montgomery County’s commitment to affordable housing is unique. Montgomery County also enjoys a very high standard of living, coupled with a very low poverty rate. Finally, Montgomery County does not have a shelter all policy. Nonetheless, Hennepin County can learn from Montgomery County’s relationship with the housing authority as well as its extremely well-coordinated system and data collection practices. Similarly, Montgomery County utilizes a unique assessment system in times of low housing vacancy that may prove valuable in establishing permanent housing for Hennepin County families.

Massachusetts

Massachusetts at a Glance

The population of Massachusetts is 6,646,144. Seventy-six percent of the population identifies as non-Hispanic White, 10% as Hispanic and 8% as African American. The median household income is \$65,981 (\$35,051 for individuals), and 11% of residents live below the poverty line. Thirty-six percent live in rental housing, and the median monthly rent in the state is \$1,037. This is substantially higher than the national median rent of \$871. Forty percent of residents report that paying rent requires at least 35% of their total household income for the month. Massachusetts’s rental vacancy rate as of the 2010 Census was 5.4%, roughly the same as that of Hennepin County (5.8%), but lower than that of the nation as a whole (7.8%) (US

Census Bureau, 2010).

Emergency Assistance Program

Massachusetts employs a line item entitlement in the state budget which ensures all homeless families that meet the eligibility requirements are admitted into emergency shelter, irrespective of shelter capacity or past shelter use, via the state's EA program. This distinctive funding mechanism has encouraged policymakers to design one of the most comprehensive homeless service systems in the country. Yet this robust system also presents its own challenges (Culhane & Byrne, 2010). The EA system serves nearly 20,000 families per year throughout the state (Ward 2012), at an annual cost of \$115.3 million (FY2011 Governor's Budget). These figures represent a precipitous increase over the previous decade in both the number of people served and the cost of the EA program.

While the growing cost of the program is in part a product of increased demand attributable to the poor economic environment, there are other factors driving growth as well. The state's focus on shelter rather than prevention is also an issue. A 2003 study commissioned by the Paul and Phyllis Fireman Charitable Family Foundation revealed that Massachusetts allocated 80% of its homeless resources to shelter, and only 20% to prevention (Friedman & Zulfiqar, 2009). Prevention measures such as rental subsidies and emergency cash assistance are believed to be cost-effective alternatives to shelter. Yet the state's 80/20 apportionment remained largely static until 2007, when the Massachusetts Commission to End Homelessness announced a new approach to treating homelessness called the "Housing First" model, part of a broader national effort to promote long-term housing stability through rental subsidies and other techniques focused on making housing affordable to low-income families. Yet the Housing First approach failed to curb the growth in the state's homelessness, and the number of residents who depend on emergency shelter has continued to increase, as has the cost to the state of providing such services (Ward, 2012).

HomeBASE

The most recent overhaul of the EA system occurred in August 2011, when the state announced a new homelessness prevention initiative called HomeBASE. The program addresses prevention through two mechanisms. The first is a 12-month rental assistance provision for eligible families. The second is a household expense subsidy of up to \$4,000 over a 12-months period of eligibility. HomeBASE case managers determine which subsidy best fits a family's specific individual needs, as eligibility is limited to only one of the programs.

Both provisions are aimed at families in danger of losing their housing. In general, the rental

assistance benefit is intended for families who are either already in shelter, or in imminent risk of entering shelter. The household subsidy is a more broad-based benefit intended to assist housed families in retaining their current living arrangement, or to help move them to stable housing. The rental assistance subsidy requires families to cover 35% of their monthly rent. HomeBASE pays the remainder for up to 12 months. Families that receive the household assistance subsidy-which includes help with paying utility bills, rental arrears, outstanding medical bill, car repairs, or any other expense deemed to be necessary to stabilize existing housing-are eligible for a total of \$4,000 in direct-to-vendor payments over the course of 12 months.

Prior to implementation of HomeBASE, the Massachusetts Department of Housing and Community Development (DHCD) estimated that the rental assistance subsidy would cost an average of \$8,849 per family, and the household assistance subsidy would cost an average of \$3,630 per family. Using projections that predicted that 70% to 80% of families would receive rental assistance and the remainder would receive household assistance, DHCD estimated per family cost to be \$8,000 across the entire HomeBASE client population. In comparison, the average length of a shelter stay by a family in 2010 was 253 days, which translates into a roughly \$29,000-expenditure (Ward, 2012). Based on these estimates, DHCD anticipated savings of more than \$36 million annually (see Table 2).

Table 2: EA and HomeBASE Costs

Usage Type	Number of Families	Average Length of Stay	Average Daily Rate	Cost per Family
Shelter	2,017	253	117	\$29,601
Hotel / Motel	970	121	80	\$9,680
Total EA Shelter Budget	2,987			\$69,094,817
HomeBase Household Assistance	1,920			\$3,630
HomeBase Rental Assistance	2,880			\$8,849
Total HomeBase Budget	4,800			\$32,451,720

Source: September 2010 Quarterly EA Legislative Report

Within the first three months of full implementation of HomeBASE, however, it became apparent that the program was costing far more than expected. In November 2011, DHCD put a hold on the rental assistance portion, keeping only the household assistance provision intact. As Table 3 illustrates, the excess cost of the program was a result of three main factors: greater than expected total demand, a greater than expected reliance on the rental assistance benefit, and higher than expected per family costs. Forty percent more families signed up for the program than DHCD had projected; less than 5% of those families were

Table 3: Projected vs. Actual Enrollment and Costs

	Projected Enroll- ment	Actual Enroll- ment	Projected Per-Family Costs	Actual Per- Family Costs
Rental Assistance	1,490	2,468	\$8,849	\$11,173
Household Assistance	330	105	\$3,630	\$4,638
Total	1,820	2,573		
Total HomeBase Budget	4,800			\$32,451,720

Source: DHCD, 2012

assigned the more modest household assistance benefit of \$4,000; and per family costs were over 25% higher than projected.

Lessons

Evaluation of HomeBASE supports the program’s practice of longer-term rental assistance for families with more barriers to housing stability (Ward, 2012). However, such intensive and costly interventions should be made judiciously, and only when a family can demonstrate an imminent risk of losing housing (Ward, 2012). Because 95% of HomeBASE families were given 12 months of rental assistance, the program went over budget. If the program had been allotted as planned, with only 70% to 80% of families receiving rental assistance, HomeBASE would have actually saved funds. Relying on more modest expenditures like the household benefit whenever possible can serve as a stopgap until families are able to find an alternative method of maintaining current housing (Ward, 2012).

HomeBASE could benefit from a progressive engagement model-whereby initial assistance to families is quite limited both in duration and scope, and is ramped up only after a more in-depth needs assessment is performed (Culhane & Byrne, 2010). The rental assistance portion of HomeBASE could be structured such that assistance is approved and provided in three-month increments for up to 18 months, with eligibility changing for each progressive increment (Culhane & Byrne, 2010). Such a system requires an intensive level of case management, which HomeBASE was not sufficiently staffed to provide. DHCD had contracted for a 60 to 1 caseworker ratio. For a well-tailored progressive engagement model to be effective, that ratio would need to be closer to 12 to 1 (Ward, 2012). This would represent a significant up-front investment on the part of DHCD. However, if the projected savings from HomeBASE had ever been realized, they would have more than offset the added staffing costs. A progressive engagement model, paired with a monitoring system to guard against other drivers of program costs not already identified by the HomeBASE evaluation, could

result in a more efficiently administered program.

4.3 Challenges of EA

Effectiveness vs. Efficiency Challenges

As observed in the literature and both case studies, the design of homelessness programs creates a significant challenge: how to maximize both effectiveness and efficiency (Culhane et al., 2007). To ensure that most families at risk of homelessness are served by preventative programs such as EA, the program must us targeting to be accessible and flexible. Yet a program that is highly accessible may also attract a large number of families that may appear to be at risk but will never actually face homelessness (Burt et al., 2006).

Thus, assessment in targeting homelessness prevention is important. Using data on 270,000 families receiving welfare in New York City, researchers applied a multivariate model to experiment with 20 different factors to predict the risk of becoming homeless (Shinn et al., 1998).The best model used 10 risk factors for families on welfare to accurately predict homelessness in 66% of cases. The model also falsely predicted homelessness in 10% of its predictions (Shinn et al., 2001). To reach two thirds of the families that will actually become homeless, it is estimated that 75% of services would go to families that will not otherwise become homeless (Shinn et al., 1998).

Housing Market

Shelter stays appear dependent upon the housing market, though the relationship between the two has not been sufficiently researched (Culhane et al., 2007). EA and TANF in particular have been regarded as programs needed to bridge the gap between a low housing vacancy rate and affordable housing. Others have found that housing vacancy rates are less important than household composition or social supports when it comes to averting homelessness (Fertig & Reingold, 2008).

Literature Summary

Though it is evident that cash and near cash assistance for rent payments, utility arrears and other need of families in crisis may be effective in preventing homelessness, the magnitude of that effectiveness is difficult to prove. Previous research shows that even if EA and EA-like payments are effective, there is a theoretical possibility that such programs could target

too broad a population, thereby increasing costs. Targeting services to those most in need, while serving everyone who faces homelessness needs to be informed by both the barriers to housing a family experiences as well as the risk factors for becoming homeless. Because there have been few formal evaluations of EA, it is unknown the extent to which EA prevents homelessness.

This highlights the need to analyze the effectiveness of EA in preventing homelessness in Hennepin County. By reviewing EA, the availability of a second EA payment, and shelter entry together, information can be compiled to inform policies. With more information, current policy and its effectiveness may describe a way to target the policy to meet the needs of the most vulnerable families.

4.4 Demographics

Hennepin County Emergency Assistance Use.

Previous research in Hennepin County found that 50.9% of a cohort of families in county-funded shelters had utilized EA at some point before entering shelter. Of those that were repeat shelter users, 56.5% had used EA, compared to 49.4% EA use for those who stayed in shelter only once Barnett et al. (2011). This difference in prior EA use, however, was not statistically significant. This could merely been illustrative of the intense service use of episodic shelter users (Culhane et al., 2007).

Wilder Research conducts a triennial point-in-time survey of the homeless population in Minnesota. This survey is conducted in October and therefore is limited to illustrating homelessness during that month. Among other items, the Wilder Study asks questions regarding use of Emergency Assistance. From 2006 to 2009, the proportion of homeless people in Hennepin County that reported having received Emergency Assistance during the study month (October) increased one percentage point, from 9% to 10%, which, in both years was a greater percentage than reported by the rest of the Twin Cities metropolitan area or the state as a whole.

The biggest increase came in the proportion of men in emergency shelter receiving EA (9.2% to 13.9%), followed by women in informal shelter (0.0% to 13.9%). The proportion of people in transitional housing receiving EA in October fell from 6.0% to 4.5% for men and from 10.5% to 6.1% for women. Because EA eligibility criteria require at least one TANF-eligible child and information on family service was not available, the figures for men and women

are assumed to represent families as defined by EA. However there may be some duplication of two-parent homeless families. In 2012, couples with children accounted for 141 of the 739 families counted in Hennepin County.

The proportion of respondents that reported Emergency Assistance payments as their main source of income in October nearly doubled, from 1.0% in 2006 to 1.8% in 2009. Similar increases were reflected among respondents in emergency shelters, transitional housing, informal housing and those who were unsheltered. It is important to note here that because the Wilder Survey focuses on homeless families and individuals, it does not capture the broader population potentially eligible for EA. Thus, these trends may not be representative of the trends in overall EA use.

National Studies of At-Risk Populations

Several studies of varying scope have identified characteristics of families that indicate their risk of experiencing homelessness. Research supports the idea that homeless families generally mirror the characteristics of poor, housed families more than single homeless adults (Shinn et al. (2005), Cunningham (2009)). Specifically, homeless families have fewer mental health and substance abuse issues than single homeless adults (Rog & Buckner, 2007). Female homeless heads-of-household with children have been found to be less likely than single homeless adults to have Alcohol, Drug or Mental Illness (ADM) issues, with 50% having none at all (Burt et al 2001). The only category in which homeless families exceed poor housed families is in mental health problems (21% versus 15%).

Low income, female-headed households are particularly at risk of homelessness (Cunningham (2009), Culhane et al. (2007)). Eighty-five percent of homeless women with children are either unmarried or divorced (Burt, 2001). Homeless female clients with children are significantly younger than individuals from all other groups, with the median age between 25 and 34 years old. Only 2% are over 44 years (Burt, 2001).

Female homeless clients with children are less likely to be White and non-Hispanic. While 34% of female clients with children are white and non-Hispanic, 52% of the poor adult population and 41% of the aggregate homeless population are white, non-Hispanic (Burt, 2001). Homeless families are more likely to be African American and non-Hispanic (45% of female clients with children) than both of the aggregate groups (Burt, 2001). Female clients with children are more likely to be Hispanic (16%) than the aggregate homeless population (11%), though Hispanic clients comprise a larger proportion of the poor, housed population (20%) (Burt, 2001). Native Americans comprise only 2% of the poor housed population,

but they account for 6% of homeless female clients with children and 8% of the aggregate homeless population (Burt, 2001).

Homeless Families in Hennepin County

According to Wilder Research Study (2010), there was a 1.6 percentage point increase from 2006 in parents who had minor children in Hennepin County. In 2009, Wilder counted 659 homeless families in Hennepin County. This includes a 25% increase in the number of children with parents in shelters, from 1,287 in 2009 to 1,607 in 2012. Further, homeless families accounted for nearly all of the three-year increase in homeless subjects (Wilder Research Study, 2010).

Connell et al. (2012) found that homelessness was correlated with both prior mental health and chemical dependency services. Families whose head-of-household accessed mental health services at some point in the past are more likely to become homeless (Connell et al., 2012).

In 2012, 69% of homeless families in Hennepin County were headed by women, 27.5% of families had two parents, and the remaining 3.5% were headed by men. The average number of children per family decreased from 2.4 in 2006 to 2.1 in 2009 (Wilder Research Study, 2010). In 2011, the average homeless family had 1.9 children, with at least one child under the age of six (Connell et al., 2012). Though Connell and Wilder studied different populations, according to Wilder Research, the size of homeless families appears to be gradually decreasing in size.

A recent study of Hennepin County homelessness found that families with a head of household under the age of 21 are 30% more likely to enter a county funded shelter than other families on food support (Connell et al., 2012). Additionally, the average homeless parent has her first child before age 19.

Level of education was not significantly related to family shelter entry in Hennepin County (Connell et al., 2012). Similarly, having a child under the age of 2 was not found to have an effect on the probability of entering a family homeless shelter in Hennepin County (Connell et al., 2012). Race, however, was a strong predicting factor, with African Americans and Native American families in Hennepin County being 3 times as likely as Caucasian families to enter shelter (Connell et al., 2012).

Perhaps the most distinguishing factor that separates homeless families from other low-income families is a history of housing instability (Connell et al., 2012). This is consistent with other research that finds that heads of household that experienced housing instability in

any form as children, such as foster care, running away, child protective services, homelessness or other transience, are more likely to become homeless as adults (Wilder Research Study (2010), Rog and Buckner (2007)).

5 Methodology

Analytical Approach

The purpose of this document is to analyze trends in Emergency Assistance use in Hennepin County from January 2004 to August 2012. Using the information available, this study attempts to establish the characteristics of the families who receive a second EA payment, the type(s) of EA payments used, and usage changes across time. Finally, the study attempts to establish who is more likely to receive a second EA payment, and how changes in EA policy have affected the probability of entering shelter. The latter is of particular interest, since the estimation of who receives a second EA payment will be used to analyze the relation between the probability of receiving a second EA payment and shelter entry.

Logistic regression analysis will be used to estimate the relationship between family characteristics and receipt of a second EA during the period when the policy window was open (June 2009 - December 2010). Then, knowing these characteristics, the analysis will use the predicted probability of receiving a second EA payment to estimate how the availability of a second EA payment might have affected shelter entry from January 2004 - August 2012. An additional analysis of the possible effect of a second EA payment considering January 2008 through August 2012 only, to test for the possible effect of economic cycles on EA usage and shelter entry.

The purpose of this approach is to isolate the joint effects of the characteristics of the families that receive a second EA payment and the availability of a second EA payment on shelter entry. The central focus of this analysis tries to answer the following question: If a second EA payment were available and open for all eligible families, what would be the impact on shelter entry?

Probability of receiving a second Emergency Assistance Payment

The probability of receiving a second EA payment was estimated using a logit model as a function of demographic characteristics, medical assistance information, emergency assistance information, shelter information, and earned income between June 2009 and December 2010.

$$\text{Second EA Payment}_{it} = f(D_{it}, MA_{it}, EA_{it}, S_{it}, QE_{it-4}),$$

where D_{it} includes demographic characteristics like gender, race, and citizenship; MA_{it} includes information for mental health and chemical dependency treatments today and in previous years; EA_{it} includes variables related to Emergency Assistance-including total net payments, type of EA payments, and the number of EA payments in the last three years. S_{it} measures the number of shelter spells in the previous 3 years and QE_{it-4} measures the level of earnings that families had a year before their first EA payment of the period.

Probability of entering shelter, with and without a second EA payment

After running the models for the second EA payment when the policy window was available, the probability of obtaining a second EA payment was estimated. The fitted model was used to estimate the predicted probability that a family would have received a second EA payment if the second EA policy had been in operation for all families from 2004 through August 2012. These predicted probabilities are then used to estimate the following model:

$$\text{Shelter Entry}_{it} = f(EA2_{it}, D_{it}, MA_{it}, EA_{it}, S_{it}, EC_t, QE_{it-4})$$

$\text{Shelter Entry}_{it}$ is the dependent variable. It indicates whether the family entered shelter within twelve months of their first EA payment. The $EA2_{it}$ variables are intended to measure the impact of the second EA policy. They include the predicted probability that a family would receive a second EA payment if the second EA policy were in place and an interaction between the predicted probability of receiving a second EA payment and an indicator for the time period when the second EA policy window was open. This interaction term is the key variable intended to measure the impact of the EA2 policy. It measures whether families with a greater likelihood of receiving a second EA payment were also less likely to enter shelter during the period when the EA2 policy was in effect. Finally, the EC_t variables include controls for the economic cycle, such as yearly vacancy rates in Hennepin County or year effects. All other variables are similar to the ones included in the estimation of the second EA payment.

Data

Hennepin County provided the majority of data used in the study. This data includes information on a cohort of families that received food support at some point between January 2004 and August 2012. Information on EA use by type of service for all months was obtained from MAXIS, a computer system used by state and counties in Minnesota to obtain individual information on public assistance, health care, food support and cash assistance¹. MAXIS uses case numbers for each family to organize information on Emergency Assistance use, shelter entry and exit, and the demographic characteristics of families. Family demographic characteristics (age of household head, race, education of household head, citizenship and immigration status) were measured up to two times, once in 2004-2006 and once 2008-2011. Information on quarterly earnings was obtained from the Department of Employment and Economic Development (DEED), and matched with county data based on the head of household's Social Security Number. Income information included different sources of income such as Food Support, the Minnesota Family Investment Program (MFIP), General Assistance, SSI and SSDI for families receiving food support from the third quarter of 2003 through second quarter of 2012. Information on family use of mental health, chemical dependency, and disability services was obtained for all months from January 2000 to August 2012 using Medicaid Management Information System (MMIS²) data, and later merged on the basis of MAXIS case numbers. To measure the effect of the economic cycle, annual vacancy rates for Hennepin County published by the US Census Bureau were used.

5.1 Data Analysis

This analysis estimates the number of families that are receiving Emergency Assistance payments and the type of payments they are receiving for a sample of families that received food support at some point in time from January 2004 until August 2012 in Hennepin County.

Emergency Assistance data included information on the date of every transaction made on behalf of each family. The analysis grouped these transactions into periods of EA eligibility. The eligibility period to receive EA payments is 30 days, but is extendable for another 30 days depending on the characteristics of each individual case. However, the data did not include information that established the beginning or end of the eligibility period, it was

¹More information on MAXIS, the programs it supports and how it is used is available at Minnesota Department of Human Services.

²MMIS is a system that includes information on payments for medical claims and payments for Minnesota Health Care Programs (MHCP).

necessary for the purpose of this analysis to assume that all payments occurring in a 60-day period constituted payments within a single eligibility period. Everything after that 60-days³ period was considered as a new EA episode⁴.

Once the eligibility period was selected, payments were grouped by type of payment, family and EA eligibility period. For example, if there were multiple utility payments in one eligibility period, those payments were regrouped into one aggregated utility payment. At the end, four categories of payments were created, three categories including the primary types of payments: Utility Shut-off, Damage Deposit, and Permanent housing, and one category that collapsed all other⁵ categories. Shelter related payments from the EA budget were a relevant category, and at some points in time over 20% of all EA payments were related to shelter. Since the point of interest is the impact that EA might have on shelter usage, including EA payments used for shelter stays would bias the analysis results. Therefore all shelter related payments were dropped from the data.

To determine the relationship between Emergency Assistance and shelter entry, the EA database was merged by family case ID with county data on shelter use. The aggregated data allowed for the separation of families into the following categories: families that had shelter spells without ever receiving EA payments; families that receive EA payments only; and the families that have both EA payments and shelter spells. Since the focus of this analysis is the impact that repeated EA payments have on shelter usage, the families that only had shelter spells were excluded from this analysis.⁶

This new database allowed for the identification of families that had received EA and had a shelter episode within 12 months of receiving EA. The number of cases where families received a second EA payment within 12 months was also identified. The latter is of particular interest, given the structure of EA payments. According to Hennepin County, EA payments can only be authorized during the 60-day eligibility period, and families can receive EA once per year. However, in 2009-2010 the rule was modified to allow families to get two payments within 12 months, in response to an increase in homeless families due to the effects of the slow economy (Figure 1).

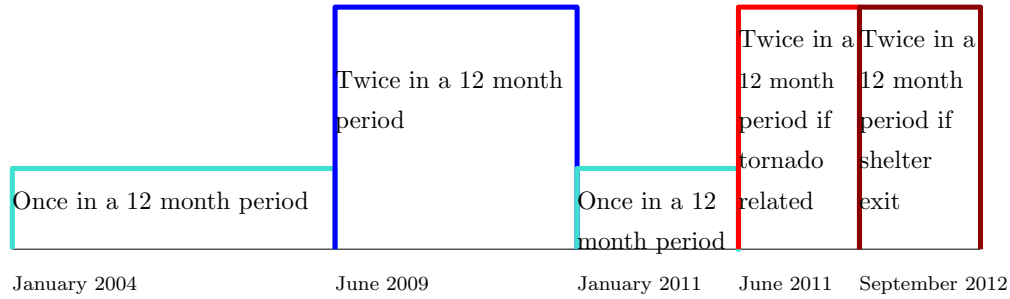
³For sensitivity analysis purposes, eligibility periods of 59 and 61 days were considered. The results were statistically the same.

⁴Sometimes, if payments were delayed or any other external reason affected the payment, checks would be issued outside the eligibility period. In our sample this payment would be considered a new EA payment, however we don't believe the error is going to be significant, around 5% of payments were considered as double payments.

⁵Other includes child assistance co-pays, transportation expenses, assistance with care repairs, and past-due car insurance, among others.

⁶This decision reduced the sample size by approximately 3200 observations, or close to 2.5% of the sample.

Figure 1: Emergency Assistance Eligibility Periods



Source: Hennepin County Emergency Assistance Program Overview.

This policy change, temporarily allowing all eligible families two EA payments per year, provides an opportunity to evaluate whether a second EA payment is successful in reducing the likelihood of shelter entry. This second EA payment was included in the models for two reasons: first, to determine who is more likely to receive a second payment for emergency assistance during the period when the second EA policy was in place. Second, it is used to analyze whether families with a greater propensity to use the second EA payment were relatively less likely to enter shelter during the period the second EA policy was in place. This information assists in analyzing whether this second EA payment actually helps families reduce the possibility of shelter entry within 12 months of the first EA payment. The analysis will be divided in two different periods. First, an analysis includes the complete period of analysis (2004-2012). Second, an analysis particular to the crisis period (2008-2012) will allow for an analysis of the impact of the second EA policy on shelter entry during difficult economic conditions.

5.2 Limitations

It is important that the limitations of this study are understood, both in the interest of analytic transparency and also as a means of highlighting areas to consider when conducting future research.

First, both the timing and the duration of the dual-payment EA policy window posed limitations on this analysis. A second EA payment within one year was only available to a broad population of recipients for 18 months, from June 2009 to December 2010. This policy was in direct response to particularly severe economic conditions in Hennepin County. Such conditions make it difficult to isolate macroeconomic trends from the effects EA had on shelter entry during the policy window. Furthermore, the 18-month policy window was a relatively brief period of study, given the delayed effect policy interventions can have on homelessness.

To control for the impact of the economic cycle when measuring the impact of receiving a second EA payment on shelter entry, the analysis assumes that families with low probabilities of receiving a second EA payment could be an effective comparison group for those with high probabilities of receiving a second EA payment. Thus, the analysis assumes that without the second EA policy intervention, the recession would have had similar impacts on shelter entry by both groups.

However, the analysis might underestimate the extent to which EA2 prevents shelter entry if families with high probability of receiving a second payment are also more vulnerable families that would have been more negatively affected by the recession. For these families, even after receiving a second EA payment, their probability of entering shelter may still be relatively high as compared to other less vulnerable families.

It is important to remember, this analysis may not be measuring the full effect of immigrant shelter entry, due missing information on shelter entry at non-county shelters such as Mary's Place. This lack of data could underestimate shelter entry for families where the head of household is an immigrant.

Finally, this report is limited by the data available for analysis. While information on shelter use was available through December 2012, information on EA use was only available for families who entered EA prior to August 31, 2012. Furthermore, what can be deduced about the characteristics and experiences of families in need in Hennepin County is constrained by gaps in the data. EA payment information used here only encompassed those EA users who received Food Support from January 2004 to August 2012. This analysis may have missed some families that received EA but did not have access to food support. The effect of EA payments on shelter entry at intervals different intervals (i.e. intervals greater than 12 months after receipt of EA) may be an important, yet is unobserved by this research. It is not possible to determine the characteristics of some families that did not receive EA before entering shelter.

Family composition was not easy to determine from the MAXIS data. Families receive food support for their dependents. Dependents in this database were coded as a child of the head of household, a child living with a legal guardian, a grandchild, or any other minor for whom the head of household is responsible. However, MAXIS system limitations did not allow for more than one family to be coded in each household. It is conceivable that the sample contained households with multiple families that lived in the same home and received food support. The relationships for individuals were anchored on a single head of household and did not describe the number of families or which children were associated with individual

families. It is not possible to capture how many families within the home were receiving food support and how many parents of individual families might be living in a household. Although family structure is expected to play a large role in the probability of receiving an EA payment and shelter entry, the variable for number of children does not capture the family structure precisely.

6 Results

6.1 Descriptive Statistics

To examine the relation between EA payments and shelter use, the proportion of people who received Emergency Assistance and subsequently entered shelter within 12 months was analyzed (Table 4). The first row of Table 4 shows the number of unduplicated families⁷ that only received EA, and did not enter shelter 12 months after that payment. An overwhelming 91.9% of families receiving EA did not enter shelter within 12 months, while 8.1% entered shelter within 12 months after receiving an EA payment.

Table 4: Families that received EA and enter shelter within 12 months

	2004-2012*	
	Number of Families	Percentage
EA Only	21,862	91.92%
EA + Shelter	1,921	8.08%
Total Families**	23,783	

* Unduplicated Families

** Data for Jan 2004 - Aug 2012

Source: Authors' calculations using Hennepin County Administrative Data.

Table 5 includes information on the number of families that entered shelter after 12 months of receiving EA broken down by the year in which they received EA. These numbers differ from those presented in Table 4 because families may appear more than once if they received EA in more than one year.

Table 5 then shows that the percentage of families who entered shelter within 12 months of receiving EA was relatively stable from 2004 to 2009 (an average of 1.81%), though it increased in 2010 (4.12%) as a consequence of the rough economic conditions.

⁷Some families appear more than once in the data set over the years, and double counting them will provide different calculations.

Table 5: Families that received EA and enter shelter within 12 months*

Year	2004	2005	2006	2007	2008	2009	2010	2011	2012 **
EA Only	98.23%	98.28%	98.29%	98.14%	98.15%	98.07%	95.88%	96.93%	98.77%
EA + Shelter	1.77%	1.72%	1.71%	1.86%	1.85%	1.93%	4.12%	3.07%	1.23%
# of Families	8,489	9,161	10,285	11,007	10,514	10,442	11,132	10,157	5,296

* Unduplicated Families

**Data until Aug 2012

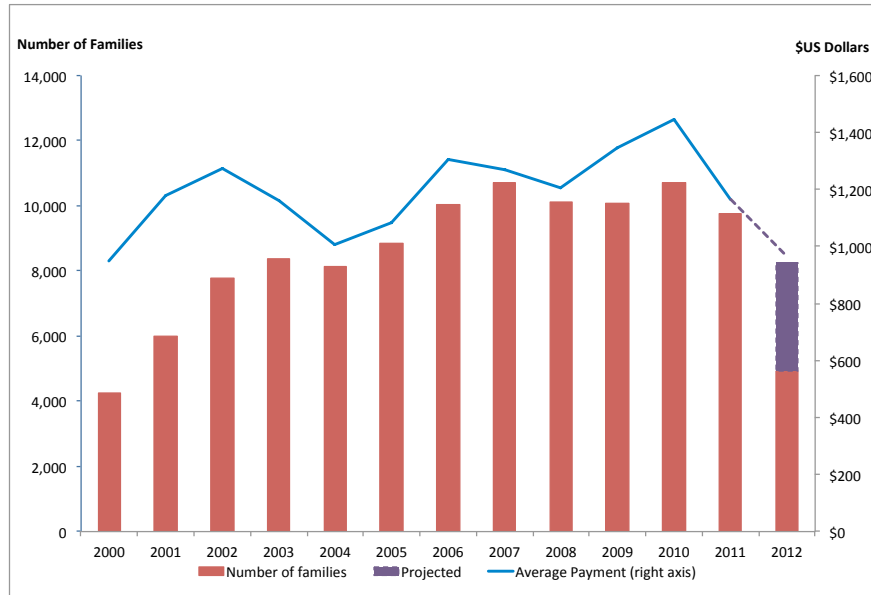
Source: Authors' calculations using Hennepin County Administrative Data.

From January 2004 to August 2012, EA information was available for an average of 9,254 families per year, and an average payment of \$1,228 per family. It is worth noting that the number of families receiving EA payments has increased since 2004, as well as the average payment per family, reaching a maximum in 2010 when funds coming from HPRP of \$4 million were assigned to the Emergency Assistance fund. After this year, the number of families served as well as the average payments has decreased (Figure 2).

As is shown in Figure 3, net payments have increased since 2004 and payments tend to increase from August to November-the period in which permanent housing and damage deposit payments tend to occur.

Figure 4 compares EA spending distributions by type of payment at different points in time, including shelter related payments. Shelter payments were included to properly show the share of shelter payments to the total amount of the emergency assistance. As shown, the most common payments for EA during the period were Permanent Housing, Utility Shut-off, Damage Deposit, and Shelter Not-FV. Shelter Not-FV payments correspond to shelter payments that go to shelters not serving families that have suffered from family violence. As of 2011 the three largest payment types represented over 74% of total payments, followed by Shelter Not-FV with 21%. All other EA payments have constituted less than 5% of the overall budget. Over time, Damage Deposit payments have decreased while Shelter Not-FV and Utility shut-off payments have increased as a percent of the total budget. Recent studies indicate that shelter entry, shelter re-entry, and length of shelter spells have increased in recent years. This research could explain the substantial increases in shelter budget expenses.

Figure 2: Number of sample families receiving Emergency Assistance and average net EA payment per family



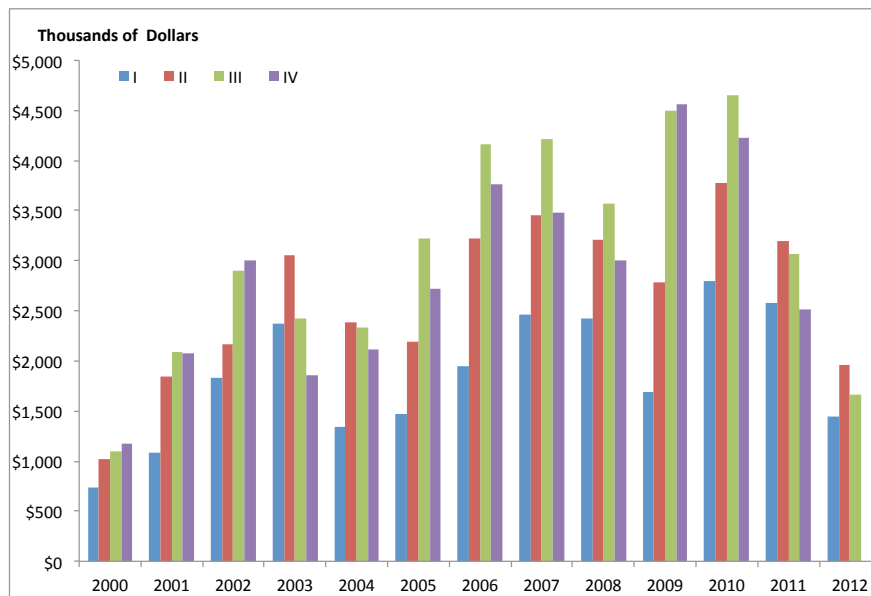
Source: Authors' calculations using Hennepin County Administrative Data.

Notes: Data does not include shelter related payments.

The projection assumes the same behavior of Sep-Dec 2011 in 2012.

The sample includes all families with children who received food support in Hennepin County from 2004 to August 2012.

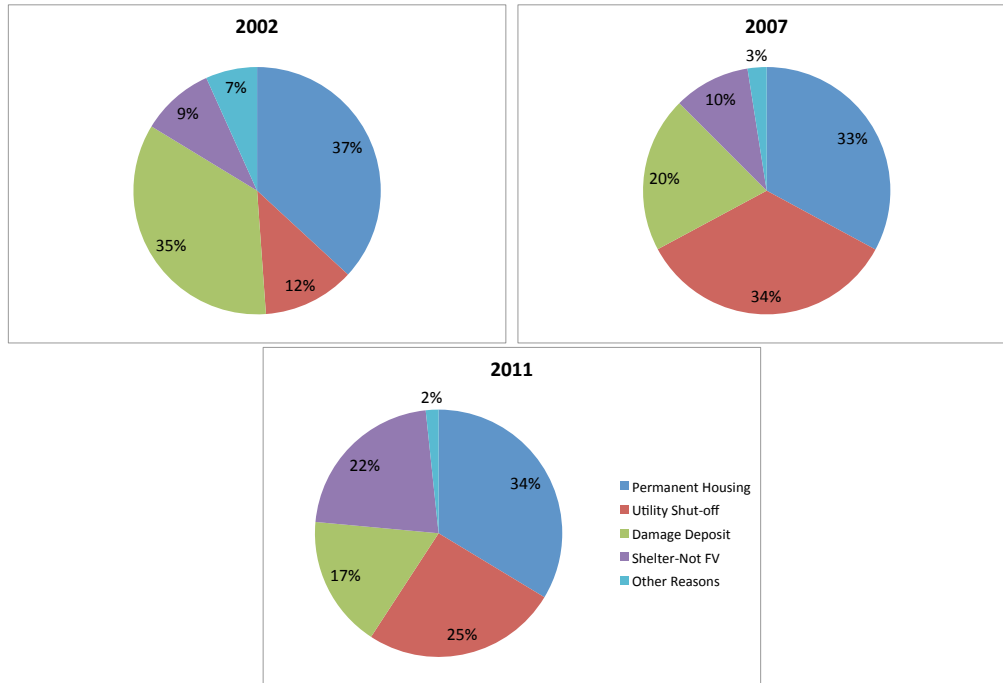
Figure 3: Total EA Net Payment by Quarter



Source: Authors' calculations using Hennepin County Administrative Data.

Notes: Data does not include shelter related payments.

Figure 4: Emergency Assistance Payments by type for selected years



Source: Authors' calculations using Hennepin County Administrative Data.
Notes: Data does include shelter related payments.

Demographics

Second Emergency Assistance Payment

As previously mentioned, from June 2009 to December 2010 a policy was adopted to allow families to receive two EA payments within 12 months. Table 6 compares the characteristics of the heads of households that received a second EA payment within 12 months, with the characteristics of those who only had one Emergency Assistance payment between June 2009 and December 2010.

According to the calculations not included in this report, during the period of 2009-2010, when the second EA option was available, the percentage of families that used that option increased by about 20 percentage points (pp) from 5% to 25%, showing that only some families, and not all families that receive EA also received a second EA payment.

In terms of the type of EA payment that families received during the period of analysis, a higher share of families receiving a second EA payment received that second Emergency Assistance payments for Damage Deposit, Permanent Housing, and Other type of payments as compared to families that received only one EA payment (see "Type of EA Payment" section

Table 6: Demographic Characteristics for Families Receiving EA within 12 months

June-2009 to Dec-2010

Type of EA payment	One EA payment	Two EA payments
Other	8.37%	9.23%
Utility Shut-off	40.09%	37.31%
Damage Deposit	35.64%	37.38%
Permanent Housing	52.48%	60.20%
Number of obs.	14,688	4,203
Gender		
Female	94.35%	95.68%
Male	5.65%	4.32%
Number of obs.	13,430	4,097
Race		
African American	63.92%	76.10%
American Indian or Alaskan Native	5.17%	3.42%
White	20.32%	12.99%
Hispanic	5.96%	4.42%
Mixed	1.79%	1.42%
Asian	2.66%	1.59%
NA	0.19%	0.07%
Number of obs.	13,430	4,097
Children in the family		
1 Child	32.34%	27.89%
2 Children	30.01%	29.22%
3 Children	19.60%	20.95%
4 Children	10.09%	12.21%
More than 4 Children	7.96%	9.73%
Number of obs.	12,994	3,915
Family composition		
Single Adult Households	67.47%	63.52%
Households with dependents over 18 years of age	32.53%	36.48%
Number of obs.	12,994	3,915
Citizenship		
Citizen	88.39%	92.19%
Non-citizen	11.61%	7.81%
Number of obs.	13,430	4,097
Years of Education		
8 years or less	10.02%	7.07%
9 to 12 years	79.67%	83.19%
More than 12 years	10.32%	9.74%
Number of obs.	12,994	3,915
Average Quarterly Earned Income in the previous year		
No earned income	41.94%	38.49%
Earned Income between \$1 and \$2,300	17.01%	19.40%
Earned Income between \$2,300 and \$5,600	18.70%	20.07%
Earned Income higher than \$5,600	22.36%	22.04%
Number of obs.	12,895	3,712

Source: Authors' calculations using Hennepin County Administrative Data for a sample of families that received food support at some point in time between January 2004 and August 2012.

in Table 6). On the other hand, the families that received only one EA payment received a higher number of payments for Utility Shut-off (40.09% vs. 37.31%). It is important to mention that the difference between these ratios might not be statistically significant across groups, given that families in both groups tend to be fairly similar⁸.

Table 6 also shows that most of EA recipients have a female head of household (94.35%), and for families that receive a second EA payment this number is even higher (95.68%). In terms of race and ethnicity, the highest share of families had an African-American head of household when they received their first EA payment (63.92%), followed by Whites (20.32%), Hispanic (5.17%), and American Indian or Alaskan Native (5.17%). The level of participation for the second EA payment increases substantially for African-American heads of households, while the participation for all other ethnic groups decreased. The majority of families in the sample that received one EA payment only had one child (32.34%), followed by families with two children (30.01%). Interestingly, the families that increased their participation in the group of two EA payments were the families with 3 children or more.

For those in the sample who received only one EA payment, the majority of households were single adult households⁹ (67.47%), compared to 63.52% in the group of families that received a second EA payment within 12 months. Additionally, those households that had other dependents in addition to children increased their participation in the second group of EA. Finally, the participation rate of families where the head of household was a citizen increased for the second EA payment, as well as the share of families where the head of household had between 9 and 12 years of education. These particular results may show that the second EA payment is granted to families that are relatively more stable than others, but that still experience crises more frequently. Results are compatible with the information for earned income.

The information on earned income in the previous year was divided between quintiles¹⁰. Earned income in the previous year was selected in favor of the hypothesis that most housing emergencies are generated after a sudden decrease in income, but after families have exhausted other sources of savings and income. Earned income in the previous year was selected in favor of the hypothesis that most housing emergencies are generated after a sudden

⁸These shares do not sum to one. Families can receive more than one type of payment during an eligibility period.

⁹Single adult households are households with a single parent who heads the household. This compares to households with other dependents where the dependents were 18 years of age or older.

¹⁰The first and second quintiles include families with no earnings, so they were collapsed into one group called no earned income.

decrease in income, but after families have exhausted other sources of savings and income¹¹. The analysis of earned income by quintiles shows that the families that increased their share between the first EA payment and their second EA payment are the families that have some income, but this income is not large enough to avoid housing instability. The families in the lowest quintiles and the ones in the highest quintile are less likely to receive a second EA payment, either because the possibility for stabilizing their housing situation is too low, or because their income level is high enough to avoid the house instability situation.

In conclusion, this analysis shows that families where the head of household is African-American, with more than 2 children receiving food support, with 9 to 12 years of education, and with average earned income in the previous year between \$1 and \$2,300, were more likely to receive a second EA payment. However, in many cases the differences in characteristics between those receiving and not receiving a second EA payment were not large.

7 Multivariate Analysis

Probability of receiving a second Emergency Assistance Payment

The first set of results presented in Table 7 includes four different logit models¹² that estimate the impact of family characteristics on the probability of receiving a second EA payment. The results are presented as odds ratios. An odds ratio below 1 indicates that a family characteristic decreases the odds of receiving a second EA payment, while numbers above 1 express the percent increase in the odds of receiving a second EA payment for families with a given characteristic. For example, in Table 7 the odds ratio in Model 1 shows that being African American increases the odds of receiving a second EA payment by around 83 percent, or 0.83.

The models were estimated for the period where the option to receive a second EA payment within twelve months was open for all eligible families, between June 2009 and December 2010. Demographic characteristics, medical assistance information, particular characteristics of initial Emergency Assistance payments, and income data were incorporated.

All models in Table 7 show that families where the head of household is African American are more likely to receive a second EA payment, compared to other racial and ethnic groups.

¹¹A sensitivity analysis using the current level of income was performed and the results are fairly similar. As expected, the large difference comes from the lower thresholds for the earned income quintiles.

¹²This section is based on Greene (2003) and Wooldridge (2002).

Table 7: Estimation Results for Second EA payment, odds ratios

Determinant	June-2009 to Dec-2010			
	Model 1	Model 2	Model 3	Model 4
Demographics				
African American	1.835***	1.776***	1.743***	1.638***
Hispanic	1.37**	1.358**	1.408**	1.399**
Female	1.378**	1.33**	1.318*	1.229
Citizen	1.616***	1.532***	1.573***	1.461***
Number of children	1.113***	1.086***	1.068***	1.061***
Years of Education	1.013	1.007	1.009	1.005
Medical Assistance				
Mental Health (1 year)	0.86**	0.843***	0.835***	0.844***
Chemical Dependency	0.999			0.975
Initial Emergency Assistance Payments				
Other	1.307**	1.342***		
Utility shut-off	0.954	0.903*		
Permanent Housing	1.407***	1.382***		
Damage Deposit	0.931	0.925		
Net Amount of EA		1.019***	1.018***	1.007*
Previous EA episodes (3 years)				1.383***
Previous shelter episodes (3 years)				1.114**
Average Quarterly Earned Income in the Previous year				
EI between \$1 and \$2,300				1.202**
EI between \$2,300 and \$5,600				1.176**
EI higher than \$5,600				1.122
Number of observations	13,364	13634	13634	13634

Notes: Significance levels: * p<0.05; ** p<0.01; *** p<0.001

Logit model estimation with odd ratios and robust standard errors.

Source: Authors' calculations using Hennepin County Administrative Data

African American families are 0.6 to 0.8 times more likely to receive a second EA payment than other groups. Similarly, families where the head of household is Hispanic are 0.3 to 0.4 times more likely to receive a second EA payment than other groups. If the head of household is female, the odds of receiving a second EA payment is higher, between 0.2 and 0.4 times more likely than families where the head of household is male.

The odds of receiving a second EA payment was also 45 to 61 percent higher for citizens than non-citizens head of households, which may be because immigrant families have lower awareness of the Emergency Assistance program because they have recently moved to Hennepin County. It is also possible that immigrant families are not eligible to access EA, given their immigration status.

Each additional dependent that receives food support increases the likelihood of receiving a second EA payment between 5 and 11%. Years of education do not seem to play an important role in predicting receipt of a second EA payment, regardless of how it is measured. For the models presented above, an additional year of education does not have a significant effect on the probability of receiving a second EA payment. The same effect was found when the level of education was aggregated between the families where the head of household had more or less than a high school education. These particular results could reflect the homogeneity of the population, where 89.69% of individuals that received EA have less than 12 years of education.

The likelihood of receiving a second EA payment decreased around 15% when someone in the family received an inpatient or outpatient mental health treatment in the previous year. The correlation between a second EA payment and mental health treatment needs to be considered carefully. First, it is a measure of families that received treatment, not the families that have had issues with mental health. There might be some families requiring services that have not received mental health treatment or that may have not even been diagnosed. Second, if the mental health issues are affecting job conditions for some of these families, then they may have less or no income and therefore be ineligible for a second EA payment.

Results show that receipt of a first EA payment for permanent housing increases the odds of receiving a second EA payment by 40%. Families that received payments for Utility shut-off or damage deposit are not expected to have an increased likelihood of receiving a second EA payment as compared to the families who did not receive that type of payment. Finally, families that received a payment for other reasons are more likely to receive a second EA payment. The significance of these variables could be explained by at least two

important facts. First, as was shown before, the largest share of EA payments are dedicated to permanent housing, confirming that housing payments are the most common reason why families ask for emergency assistance. Second, there are multiple options for assistance to pay for utilities arrears available to families aside from Hennepin County's EA Program, and utility companies offer different options to finance past due payments. The net amount of EA received before the second EA payment is statistically significant and increases the odds of receiving a second EA payment. The amount of EA received in the previous eligibility period is also significant. If the amount received in the previous period increases by \$100, then the likelihood of receiving a second EA payment increases between 0.6% and 1.9%.

To be able to measure the effect of previous EA payments, the number of EA episodes in the previous 3 years was used. EA use in the past three years proved to be a statistically significant determinant of the receipt of a second EA payment. Every additional episode of EA in the last 3 years increases the odds of receiving a second EA payment by 38%. In a similar fashion, the families with a higher number of shelter spells in the past three years are more likely to receive a second EA payment. Every additional previous shelter episode within three years increases the odds of receiving a second EA payment by 11%.

The level of income is relatively important for the estimation of the probability of receiving a second EA payment. To begin with, families that do not have earned income at that moment are not eligible to receive Emergency Assistance. This is because a family without income will not be able to cover future housing costs, thereby rendering EA's attempt to establish or maintain permanent housing useless. In addition, families with relatively high income levels may be less likely to have a crisis that qualifies them for an additional EA payment. To measure the effect of income on the likelihood of receiving a second EA payment, the level of average quarterly earned income in the previous year was used. This is because family emergencies often do not materialize the moment families see their income being reduced.

Table 7 shows the impact of quarterly earnings in the previous year, divided into quintiles, where the bottom two quintiles include families with zero earnings, the third quintile includes families with earnings between \$1 and \$2300, the fourth quintile includes families with earnings between \$2300 and \$5600 and the top quintile includes families with earnings over \$5600. Table 7 shows that families with earnings between \$1 and 2,300 are more likely to receive a second EA payment than those families with no earnings in the previous year. Families in the fourth quintile are also more likely to receive a second EA payment. Additionally, families in the fifth quintile have the same likelihood of receiving a second EA payment than those with no earnings. Therefore, families with some income, but not the

highest income, are the ones with higher odds of receiving a second EA payment. Their odds of receiving a second EA payment increase between 17% and 20% when compared to families in the other income categories, showing that for this level of income the first EA payment might not be enough to cover all needs.

Probability of entering shelter, with and without a second EA payment

Table 8 includes estimated models predicting the likelihood of going to shelter within twelve months of the initial EA payment. These models were estimated for the whole period of analysis 2004-2012, and a second period from 2008-2012. The purpose of estimating the model for a second period is to establish whether during the economic recession some families were more prone to enter shelter.

The first section of Table 8 includes two variables that are intended to capture the effect of a second EA policy. The first variable is a measure of the predicted probability that a family would receive EA2 if the second EA policy were in effect. The second variable interacts the predicted EA2 probability with a variable that indicates whether the EA2 policy was in place. It captures the extent to which the second EA policy affected shelter entry more among families who were more likely to receive a second EA payment.

The probability of receiving a second EA payment, if the second EA policy was in place, does appear to increase the likelihood of entering shelter slightly. If the probability of receiving a second EA payment increases by one percentage point, then the probability of entering shelter increases between 2.9% and 4.2%. It is probable that the vulnerabilities that likely caused the families to receive the second EA payment also caused them to have higher odds of entering shelter. This suggests that the EA-2 policy targeted families who were more likely to enter shelter.

The policy window captures the point in time when the possibility of a second EA payment within 12 months was available for families, as a response to hard economic conditions among families. This interaction term was a key test for the second EA payment policy, as it controls for the moment when the policy window was available and families were more vulnerable. It is plausible to think that during that period of time, families that received a second EA payment were more vulnerable, and therefore more likely to enter shelter even after receiving that second EA payment.

Results in Table 8 show that the interaction term was not significantly less than zero, implying that there is no evidence that the second EA payment reduced shelter entry more

Table 8: Estimation Results for Shelter Entry, odds ratio

Determinant	2004-2012			2008-2012		
	Model 1	Model 2	Model 3	Model 4	Model 5	Model 6
Measures of second EA payment policy change						
Probability of receiving a second EA	1.041***	1.033***	1.042***	1.029***	1.037***	1.039***
Interaction	1.006	1.003	1.008*	1.004	1.000	1.004
Demographics						
African American	0.758**	0.796*	0.748**	0.843	0.835	0.799
Female	0.648**	0.666**	0.644**	0.638*	0.627**	0.619**
Citizen	4.325***	4.433***	4.281***	3.719***	3.664***	3.626***
Number of children	0.856***	0.848***	0.854***	0.838***	0.855***	0.849***
Years of Education	0.969	0.968*	0.968*	0.960*	0.964*	0.962*
Medical Assistance						
Mental Health	1.256	1.273	1.266	2.209*	2.007*	2.121*
Mental Health (1 year)	0.932	0.908	0.938	0.822	0.825	0.854
Chemical Dependency	0.911	0.89	0.898	0.509	0.572	0.529
Initial Emergency Assistance Payments						
Net Amount of EA	0.985*		0.985*		0.982*	0.981*
Number of previous EA payments (3 years)	0.918		0.919		0.924	0.926
Number of previous shelter episodes (3 years)	4.819***	4.846***	4.820***	4.580***	4.507***	4.540***
Economic cycle						
Years 2008-2012	1.211*					
Year 2007		1.266				
Years 2008-2010		1.434**		1.113		1.152
Years 2011-2012		1.275*				
Hennepin Vacancy Rate			0.950		1.959***	
Average Quarterly Earned Income in the previous year						
EI between \$1 and \$2,300	1.271*	1.245*	1.261*	1.223	1.302*	1.25
EI between \$2,300 and \$5,600	0.971	0.941	0.964	0.859	0.929	0.89
EI higher than \$5,600	0.696*	0.663**	0.694*	0.6006**	0.660*	0.633*
Number of observations	52511	52511	52511	30996	30996	30996

Notes: Significance levels: * p<0.05; ** p<0.01; *** p<0.001

Source: Author's calculations using Hennepin County Administrative Data

for those who were most likely to take advantage of the policy. In other words, the families that received a second EA payment when the policy window was open and the ones that didn't had the same probability of entering shelter. The interaction term was statistically significant for model 3 only, showing that if the probability of receiving a second EA payment increases by 1 pp. when the policy window is open, then families will be 0.8% more likely to enter shelter.

In reviewing the probability of shelter entry, the second EA payment was typically given to families that were the most vulnerable and had the most housing instability. Having a higher previous EA payment, previous episodes of shelter entry and EA in the last three years, as well as having an income from \$1 to \$2,300 all increased the likelihood of receiving a second EA payment. In analyzing the effect of EA on shelter entry, it is important to note that the vulnerabilities characteristic of those receiving a second EA payment are also vulnerabilities associated with increased odds of shelter entry. It is apparent that a large portion of families that received a second EA payment was successful, as 85% of families receiving the second EA did not enter shelter within the next 12 months.

It is difficult to interpret the measured impacts of demographic characteristics on shelter entry, because the analysis also includes the predicted EA2 variable, which is a non-linear function of these demographics. Controlling for the propensity to receive a second EA payment, the demographic characteristics that increase a family's probability of entering shelter from 2004-2012 are different than the characteristics of those with increased odds of a second EA payment. First, families where the head of household is African American or a woman, have a lower probability of going to shelter, once the predicted EA2 variable is included. Citizens are between 2.6 to 3.4 times more likely to enter shelter, than non citizens. The number of children as well as years of education decreases the likelihood of entering shelter when the predicted EA2 variable is included.

A variety of possible policy and medical treatments are shown to have an effect on shelter entry, but only during the crisis period (2008-2012) where families receiving mental health treatments at the time of receiving the first EA payment are 1.2 times more likely to enter shelter than families that didn't receive treatment services. In terms of the initial Emergency Assistance payment, an increase in the amount of the initial EA payment of \$100 was associated with a decrease in the probability of entering shelter of less than 2%, while the number of previous EA episodes was not statistically significant. However, the number of previous shelter episodes in the last 3 years was associated with an increase in a family's likelihood of entering shelter by 380%. This finding mirrors findings in the wider body of

literature on homelessness and supports the idea that previous housing instability is a large contributor to the likelihood of future shelter entry.

Five variables that attempt to control for the economic cycle were included, specifically the Hennepin vacancy rate, published by the US Census Bureau (2011), and different time trend dummies including the period of crisis (2008-2012), and a dummy for 2007. The vacancy rate was not statistically significant between 2004 and 2012, but it was positive during the crisis period which is different than expected since an increase in vacancy rates were associated with increases in the probability of entering shelter. Incomplete information for 2012 might have biased the results, if more recent information were available with low vacancy rates and high shelter entry, then the coefficient would probably had the opposite direction. The time trend variables show that during economic crisis periods all families are more likely to enter shelter than during good times (2004-2006), especially when the period between 2008 and 2010 is considered. On average, the probability of entering shelter increased between 20% and 40% during the crisis period.

Not surprisingly, earned income between \$1 and \$2,300 per quarter increases one's likelihood of entering shelter by 22 to 27%. Additionally, having a family with earned income of \$5,600 or higher decreases the likelihood of entering shelter by around 34%. Families earning between \$2,300 and \$5,600 in quarterly income are as likely as families earning \$0 to enter shelter, controlling for the probability of receiving a second EA payment.

The analysis that restricts the sample to between 2008 and August of 2012 produces very similar results. Most importantly, the poor economy and economic after-effects seem to have greatly increased the odds of everyone in our sample entering shelter. Two other major changes should be noted. First, being a citizen only increases one's odds of entering shelter by 260%. Also, the effect of earning between \$1 and \$2,300 in quarterly income is not significant in Models 4 and 6 of Table 8. These observations are likely true because the likelihood of everyone to enter shelter increased from 2008 to 2012.

8 Recommendations

The Emergency Assistance program is the first line of defense in preventing homelessness for many of Hennepin County's most vulnerable families. The intent of this study was to identify the characteristics of EA users to improve program targeting and explore the relationship between EA and homelessness prevention to guide future policy decisions.

Homelessness is a complex issue, and any analysis of preventative interventions is confounded by environmental factors. Changes in the housing market, macroeconomic trends and individual risk factors all play an important role in shaping the context surrounding homelessness and prevention practices. This report attempted to consider a wide array of relevant environmental factors in developing the following recommendations.

1. **Families with multiple barriers to stable housing may need different or more intensive services.** The majority of EA users experienced successful outcomes following receipt of EA funds. Yet a small portion of users captured by this analysis about 14% went to shelter even after receiving a second EA payment within a 12-month period.
2. **The estimation results provided by this analysis can serve as lead indicators for shelter entry.** The odds ratios and risk analysis allow for better targeting, and can be used to develop a system of early intervention for at-risk families.

Further research into the target population is needed. Determining why some families entered shelter without ever receiving EA would strengthen this analysis. Establishing why other families that received only one EA payment during the dual-payment policy window and subsequently entered shelter entry would be similarly beneficial. Additionally, it is evident that 14% of families that received a second EA payment did not receive interventions that prevented shelter entry. Further research into those who received extra interventions and were not successful could help target policies to serve the county's most vulnerable families.

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A Appendix: The Model

The Model¹³

The purpose of this section is to present the theory behind the model that is going to be estimated. The objective of the model is to determine who is more likely to receive a second payment of EA, and who is more likely to go to shelter after receiving an EA payment. In this case, our dependent variable is a limited dependent variable that can only take two values: 1 if the individual received the treatment or 0 if the individual didn't receive the treatment. In other words, it would be 1 if the family received a second payment of EA within 12 months (or entered shelter), and 0 otherwise.

With dependent variables that are limited to either zero or one, the method of Ordinary Least Squares (OLS) is no longer reliable; therefore other methods need to be used. Some of these limited dependent variable models are called logit and probit.

Logit and Probit Models

The objective of these methods is to estimate the probability of being 1 or 0, after controlling for characteristics that affect the result. The model can be written as:

$$\begin{aligned} Y^* &= X'\beta + \varepsilon \\ Y &= 1 \text{ if } Y^* > 0 \\ Y &= 0 \text{ Otherwise} \end{aligned}$$

where Y^* is a non-observable variable, usually the true value of the variable for the population; Y is a variable that shows whether the individuals received the treatment, X is a matrix of explanatory variables, β is the vector coefficient, and ε captures the errors of the model.

The purpose of the model is to find the probability of $Y=1$ given the set of information, that is

$$\begin{aligned} P(Y = 1|X) &= \mathcal{F}(X, \beta) \\ P(Y = 0|X) &= 1 - \mathcal{F}(X, \beta) \end{aligned}$$

¹³This section is based on (Greene, 2003) and (Wooldridge, 2002).

where \mathcal{F} is the transformation function that guarantees that the estimated values of the dependent variable are within the interval of 0 to 1. In other words, we want to make sure that model is not estimating negative values or values higher than 1. The key to determine the transformation function is the assumption made on the error ε . If we assume that the errors are distributed normally, then the function to be used is a probit; if we assume that the errors are distributed according to a logistic function, and then we will use a logit function¹⁴. Regardless of the transformation choice function, the model will be estimated using the maximum likelihood method.

The likelihood function of a logit is given by:

$$\begin{aligned} P(Y = 1|X) &= P(Y^* > 0) = \Lambda(X'\beta) \\ P(Y = 1|X) &= \frac{\exp(X'\beta)}{1 + \exp(X'\beta)} \end{aligned}$$

where $\Lambda(X'\beta)$ is the logistic function.

It is important to notice, that given the structure of the transformation function, the estimated parameters of the model ($\hat{\beta}$) are not the traditional marginal effects, therefore if we want to analyze the impact of an additional unit of the independent variables on the dependent variable; we need to transform the estimated parameters. For the logit model:

$$\frac{\partial E[Y|X]}{\partial X} = \Lambda(X'\beta)[1 - \Lambda(X'\beta)]\beta$$

Since these values will change with the levels of X, the mean of the observations can be used to calculate the marginal effects. It is worth noting that in cases where the independent variables are dummy variables, like the ones we have, the calculation of the marginal effects needs to be adapted to this characteristic.

$$\text{Marginal Effect} = \text{Prob}[Y = 1|X_d, d = 1] - \text{Prob}[Y = 1|X_d, d = 0],$$

where X_d denotes the mean of other variables included in the model aside from the dummy (d).

¹⁴Both the logistic and normal distribution are symmetric distributions, however the first one has fatter tails that assign higher probabilities to extreme values of Y when is smaller or larger, compared to the probabilities assigned by the normal distribution.

B Appendix: Emergency Assistance and Shelter Use

The analysis of the demographics of the families that received EA and entered shelter within 12 months is presented in Table 9. Here, families that entered shelter had a higher proportion of EA payments for permanent housing (60.12%), damage deposit (45.49%), and other type (22.38%), than families that did not enter shelter. Similar to the analysis for the second EA payment, the share of households headed by females was higher in the EA + shelter group, but the difference is not considerable, especially given that an overwhelming majority of the families in the sample are headed by women.

In terms of race and ethnicity, the participation of African-American families increased for the groups of families that enter shelter after receiving their EA payment (75.75% compared to 62.23%), while for the majority of other ethnic and racial groups, the share in the shelter group decreased. For the families with one child, their participation in the groups decreased from 38.47% in EA only to 34.41% in the EA plus shelter group, while the participation for the families with more than once child increased slightly.

Similar to the behavior for the families receiving a second EA payment, single headed families that enter shelter within 12 months of receiving their EA payment decreased their participation rate considerably from 70.30% to 58.25%. Families where the head of household is a citizen or where the head of household has between 9 and 12 years of education increased their participation in the shelter group. Finally for shelter entry, families in the lowest three quintiles increased their participation, while the higher income quintiles reduced their participation sharply. This result could be related to the behavior of the families that received a second EA payment in the sense that those who are more stable and more likely to avoid entering shelter are those that receive the second EA payment. Those who are more vulnerable to housing instability are less prone to receive a second EA payment and more likely to enter shelter.

Table 9: Demographic Characteristics for Families Receiving EA and going to shelter within 12 months

Jan 2004 - Aug 2012		
Type of EA payment	EA Only	EA + Shelter
Other	4.33%	22.38%
Utility Shut-off	29.75%	20.85%
Damage Deposit	37.82%	45.49%
Permanent Housing	51.07%	60.12%
Number of obs.	35,082	1,640
Gender		
Female	92.95%	93.69%
Male	7.05%	6.25%
Number of obs.	32,442	1,633
Race		
Black	62.23%	75.75%
American Indian or Alaskan Native	5.08%	6.67%
White	21.96%	13.47%
Hispanic	5.58%	1.41%
Mixed	1.46%	1.84%
Asian	3.35%	0.73%
NA	0.33%	0.12%
Number of obs.	32,442	1,633
Children in the family		
1 Child	38.47%	34.41%
2 Children	28.56%	30.11%
3 Children	17.20%	18.53%
4 Children	8.63%	9.80%
More than 4 Children	7.14%	7.15%
Number of obs.	30,082	1,581
Family composition		
Single Adult Households	70.30%	58.25%
Other Dependents Over 18 years	29.70%	41.75%
Number of obs.	30,082	1,581
Citizenship		
Citizen	86.97%	98.59%
Non-citizen	13.03%	1.46%
Number of obs.	32,434	1,633
Years of Education		
8 years or less	11.24%	5.94%
9 to 12 years	77.42%	87.16%
More than 12 years	11.34%	6.90%
Number of obs.	30,074	1,581
Quarterly Earned Income in the previous year		
No earned income	37.00%	47.82%
Earned Income between \$1 and \$2,300	21.25%	27.25%
Earned Income between \$2,300 and \$5,600	20.29%	16.74%
Earned Income higher than \$5,600	21.46%	8.18%
Number of obs.	27,040	1,332

C Appendix: Emergency Assistance Eligibility Criteria

The following section includes information on Emergency Assistance Eligibility Criteria from 2004 to August 2012, provided by Hennepin County (Table 10).

Table 10: Emergency Assistance Eligibility Criteria

Effective date	Income limit?	County residency req?	Maximum EA payment?	Frequency of eligibility?	Cap on utility payments?	Cap on foreclosure payments?	Can EGA and HCEAP both be used?	Comments
Prior to 06/01/09	200% FPG	No	No overall cap. See utilities and foreclosures.	Once in a 12 month period	\$1,800	4 times the MFIP transitional standard for the household size.	Yes, not concurrently. Eligibility is determined separately.	
6/1/09	200% FPG	No	No overall cap. See utilities and foreclosures.	Twice in a 12 month period	\$5,000	4 times the MFIP transitional standard for the household size.	Yes, rarely due to HCEAP available twice in 12 month period.	
8/1/09	200% FPG	No	No overall cap. See utilities and foreclosures.	Twice in a 12 month period	\$10,000	\$10,000	Yes, rarely due to HCEAP available twice in 12 month period.	Added Childcare Assistance co-pays and transportation expenses

Effective date	Income limit?	County residency req?	Maximum EA payment?	Frequency of eligibility?	Cap on utility payments?	Cap on foreclosure payments?	Can EGA and HCEAP both be used?	Comments
10/7/09								Changed max rent/ dd to 3 months rent or 2 month rent and dd
0/31/09	200% FPG	No	No overall cap. See utilities and foreclosures	Twice in a 12 month period	\$10,000	\$10,000	EGA Unal- lotted	
7/1/10							EGA funds available	
1/1/11	200% FPG	No	No overall cap. See utilities and foreclosures	Once in a 12 month period	\$1,800	\$5,000	Yes	Removed Childcare Assistance co-pays, assistance with car repairs and/or past due insurance and EA extensions are 30 days instead of 90 days.
4/12/11	200% FPG	No	No overall cap. See utilities and foreclosures	Once in a 12 month period	\$1,800	\$5,000	Yes	Must apply and be denied for Energy Assistance /Power On/GAP
6/9/11	200% FPG	No	No overall cap. See utilities and foreclosures	Twice in a 12 month pe- riod if tor- nado related	\$1,800	\$5,000	Yes	

Effective date	Income limit?	County residency req?	Maximum EA payment?	Frequency of eligibility?	Cap on utility payments?	Cap on foreclosure payments?	Can EGA and HCEAP both be used?	Comments
8/8/11	200% FPG	No	No overall cap. See utilities and foreclosures	Twice in a 12 month period if tornado related	\$1,800	\$5,000	Yes	Changed max rent/ dd to 2 months rent or 1 month rent and dd
11/1/11							No	Due to state policy changes stating that the maximum income is 200% FPG FAD clients will rarely ever qualify for EGA
9/15/12	200% FPG	No	No overall cap. See utilities and foreclosures	Twice in a 12 month period if shelter exit	\$3,000	\$5,000	No	
9/1/2012 approved 10/18/12	200% FPG	No	No overall cap. See utilities and foreclosures	Twice in a 12 month period if shelter exit	\$3,000	\$5,000	No	Added 60 day extensions for clients in HC contracted shelters. Added EA2 to pay damage dep/rent to exit HC shelter
10/1/12	200% FPG	No	No overall cap. See utilities and foreclosures	Twice in a 12 month period if shelter exit	\$3,000	\$5,000	No	Added EA2 for shelter expense

Source: Hennepin County Office to Emergency Assistance Office. **Policy changes appear in bold**

D Appendix: Screening Tool

UP-FRONT TRIAGE

Caretaker Name: _____ Maxis Case Number _____

Hi, I'm here to help you decide the best option for you and your children.

1. Is there anywhere you can stay tonight? ___ Yes ___ No

2. Where did you stay last night? (Address) _____
Can I have the name and phone number to contact them to see if you can stay there tonight?

Contact made and can stay: Y or N. If no phone # then need written statement.

3. What steps have you taken to resolve the situation?

___ Gone to court ___ Talked with LL ___ Talked w/friends & family ___ Talked w/legal advisor
___ Nothing ___ Other: _____

4. Has anyone in your family received medical attention in the last 48 hours? ___ Yes ___ No

* If yes, have family provide a release so we can call and verify medical services and needs.

5. Are you or any of your children currently involved in a domestic abuse situation?

___ Yes: If yes give the hotline number to the family (1-866-223-1111). ___ No

6. Is anyone in your family pregnant? ___ Yes ___ No

* If yes have family provide a release so we can call and verify medical services and needs.

7. Do you or any of your children receive SSI? ___ Yes ___ No

* If yes, who and what is the disability? _____

8. Do you have any children who are 12 months or younger? ___ Yes, age's ___ No ___

9. What do you and your children need from Hennepin County? Check all the family indicates.

___ a place to stay ___ Housing ___ rent ___ Legal help ___ Medical help ___ A social worker
___ Treatment ___ Counseling ___ Other: _____

10. What can you contribute to the plan? Check all the family indicates.

___ I have some money ___ I can stay one more nights at friends
___ I work and get paid on _____ ___ No ___ Other

11. Who else are you and your family working with?

Social worker Advocate Counselor Doctor Other No one

12. To be given a room in Hennepin County shelter means you need to use all the money you get to pay for your room. Do you understand the policy? (Review the shelter policy and have adults sign the form)

13. Shelter is a temporary stay until you can make other arrangements: _____ (intl.)

A. You will need to see the Rapid Exit Coordinator to be screened to see if you are eligible to have an advocate assigned to you. The advocate will help you find employment and housing. You will need to be working to be able to pay the rent and utilities.

B. After you see the Rapid Exit Coordinator you will need to meet with a shelter team worker to Develop a plan to exit shelter. The shelter team worker will talk with the Rapid Exit screener and the advocate about your case.

14. You will be able to stay at _____ for tonight through _____. You will need to complete the intake screening at the shelter and follow all the rules the shelter has for families. If you are asked to leave the shelter Hennepin County will not find another place for your family.

The above information has been explained to me and I understand my responsibilities to be shelter on a temporary basis.

Family signature _____ Date _____

2nd Adult: _____ Date _____

Up-Front Staff person signature _____ Date _____

Data use only **completed by up-front worker:** Resolution

Family Okayed to a shelter: Yes -REC appointment date: _____ or No

Family has alternatives w/friends or family

Family refused contracted shelter

Family not eligible due to previous restriction

Family had available resources to provide own shelter

Case # _____

Explanation of Shelter Policy

(This information is available in other forms to people with disabilities by calling the county worker on this form or 612-348-TDD)

- As of _____, you will be responsible for paying for your family's shelter needs. Any CASH benefits issued during your shelter stay will be vendored to pay shelter costs. If you receive income such as wages, SSI, RSDI, etc., this money also has to be paid toward your shelter costs.
- If all of your benefits and income are used to pay shelter costs an emergency assistance program will cover any more time spent in shelter during that month.
- If you are still homeless on the 1st of the next month your CASH benefits will again be used to pay shelter costs for your family and you. If you have no other income other than MFIP, 10% of the cash portion of one month's grant will be available for personal needs. **This will be issued only once during your shelter stay and will not be available again.**
- **If you have DWP income only you will not receive 10% of the cash portion of one month's grant due to different program rules.**
- If you find permanent, affordable housing, any money left from your CASH benefits and other income will need to be used toward the rent and deposit and we will look at helping you with the balance.
- If you find other housing, please contact the shelter team as soon as possible. Your team will explain what will happen to your benefits at that time.

Your food support or food portion of assistance will still be available while you are in shelter.

If you have any other questions about this policy please ask your team.

THIS POLICY HAS BEEN EXPLAINED TO ME AND I UNDERSTAND IT.

1st adult signature

date

2nd adult signature

date

SHELTER PLAN/APPOINTMENTS CHECKLIST

Case Name _____ Case Number _____

Number of Adults _____ Number of Children _____

You are being vouchered at: (circle one)

PSP: 614 S. 3rd Street Minneapolis: (612) 332-4500

St. Anne: 2634 Russell Ave. N. Minneapolis: (612) 521-2128

Drake Hotel: 416 South 10th Street, Minneapolis: (612) 359-0947

You can stay there for _____ (day/s) from _____ (dates)

On _____ at _____ (time) you have an appointment to see the Rapid Exit Coordinator.

Go directly to waiting area G, sign in at your appointment time for screening, have a seat in the G waiting area and the Rapid Exit Screener to call you.

Once done return to the greeter and get a number starting with the letter "C" to see shelter team for re-voucher and shelter plan.

If you miss this appointment it could jeopardize shelter. Please call the shelter team as soon as you know you cannot make it.

YOU MUST SEE THE RAPID EXIT COORDINATOR BEFORE YOU REVOUCHER

.....
To register your children in school you must call MARGO HUREL immediately, at 612-332-4500 Ext. 210. You need to tell her what shelter you are staying at, room number and the phone number where you can be reached.

.....
You need to call your Employment Service Worker or anyone who helps you with things such as Probation Officer, Social Worker, Child Support Worker, etc., to let them know you are homeless.

Additional Comments: _____

Up-Front staff must copy this and attach to the "Up-Front" information gathering form along with all signed releases. (white-04/08)

1. Job search: MFIP/DWP WS weekly JS activity log + 2 proofs and/or E-mail printouts if job applications were conducted on line OR (Dr. Statement/unable to work)
2. Housing search list _____
3. Call Simpson lottery each Tues. 12-2 pm (874-8683)
4. Call Rapid Exit worker weekly _____
5. Attend PSP Clinic Orientation within 2-3 days (in case of emergency) _____
6. Apply for WIC 348-6100 _____
7. _____
8. _____

****Stay in compliance with all programs (see bottom of page)**

YOU MUST BRING IN HOUSING and JOB LOGS EVERY REVOUCHER

HOUSING SEARCH LIST

List where you have been and who you spoke with and their phone # below:

Address of apt.	rent	deposit	Landlord/Manager	phone #	Result

Shelter team phone # 612-348-9410 -----Shelter team fax # 612-596-1366

****If you do not provide a list of housing or job search or if you are not in compliance with a plan to exit shelter Hennepin County may not provide continued shelter. This includes working with Rapid exit, Employment services, Probation services, Social services, etc. The after hours unit will be informed that you are not cooperating with housing and job search.**

You must look at rental housing that you can afford. You must verify you can afford the housing when you find it. This agency may contact the interviewers listed to verify that you have contacted them about a job or housing.

Hennepin county may check our computer to verify the address and Landlord listed on the property tax systems and contact local housing inspections about licensing and violations.
5/11(white)



Minnesota Department of Human Services



DHS-5784-ENG

8-10

MFIP/DWP Employment Services Weekly Job Search Activity Log

PARTICIPANT'S NAME _____

MAXIS CASE NUMBER _____

EMPLOYMENT COUNSELOR'S NAME _____

Activity and contacts for the week of:

From Sunday: ____ / ____ / ____ to Saturday: ____ / ____ / ____

Total required job search hours for the week: _____

Part One: Record of Job Search Activities (See back side for examples of how to complete this section.)

Date	Time spent	Activity/Position of interest	Employer/Contact information	Purpose of contact	Result

For office use:

DATE RECEIVED

Important: You must sign this form at the bottom of page 2 before turning it in to your employment counselor.

Examples of how to complete job search activity record (page one)

Date	Time spent	Activity/Position of interest	Employer/Contact information	Purpose of contact	Result
6/9	1 1/2 hours	Seasonal park job	Dakota County Parks Department	On-line application	Submitted application-waiting
6/10	2 hours	Drafter	Rockwell Automation - Duluth (218) 555-3000	Job interview	Waiting to hear back
6/10	45 minutes	Check-out cashier	Cub Foods, Apple Valley (952) 555-6060	Applied for job	Scheduled interview with Bob

Part two: Record of On-Site Job Club and Job Search activities

Date	Time spent	On-Site Activity
		<input type="checkbox"/> Job Club <input type="checkbox"/> Job Search <input type="checkbox"/> Other (specify) _____
		<input type="checkbox"/> Job Club <input type="checkbox"/> Job Search <input type="checkbox"/> Other (specify) _____
		<input type="checkbox"/> Job Club <input type="checkbox"/> Job Search <input type="checkbox"/> Other (specify) _____
		<input type="checkbox"/> Job Club <input type="checkbox"/> Job Search <input type="checkbox"/> Other (specify) _____
		<input type="checkbox"/> Job Club <input type="checkbox"/> Job Search <input type="checkbox"/> Other (specify) _____
		<input type="checkbox"/> Job Club <input type="checkbox"/> Job Search <input type="checkbox"/> Other (specify) _____
		<input type="checkbox"/> Job Club <input type="checkbox"/> Job Search <input type="checkbox"/> Other (specify) _____
		<input type="checkbox"/> Job Club <input type="checkbox"/> Job Search <input type="checkbox"/> Other (specify) _____

Participant job search certification statement:

I certify that the job search activities and the time I spent on them are true and correct. I understand:

- My Employment Counselor will verify the activities and employment contacts I have listed on this activity log.
- I must complete the activities and hourly requirements in my employment plan.
- Failure to complete and report these activities and time spent in each activity may result in a sanction.
- Providing false information may result in a fraud investigation referral.

PARTICIPANT SIGNATURE _____ DATE _____

Important: Participant signature is required above.

For agency use only:

Page one: Regular JS/JRA hours (Sunday through Saturday) _____ Total Hours _____

Page two: Additional on-site JS/JRA hours (Sunday through Saturday) _____

JS/JRA holiday hours _____

Other excused absence JS/JRA hours _____

CD/LMH treatment; Rehab services hours (requires separate documentation/verification) _____

Total JS/JRA hours for the week _____

Weekly check-in held on: _____

In-person By phone By email

Other (specify): _____

Bi-weekly Job Contact verified? Yes No

List job contact verified: _____

Method used to verify job contact: _____

On-line application receipt Copy of application

Interview with participant Business card

Other (specify): _____

COUNSELOR SIGNATURE _____

PHONE NUMBER _____ DATE _____

HC Emergency Assistance Application

Name: (Print) _____ Phone # _____ Case # _____

Address: _____

List the people that live in your home: (include self)

Name	Date of birth	Relationship
1. _____	_____	SELF _____
2. _____	_____	_____
3. _____	_____	_____
4. _____	_____	_____
5. _____	_____	_____
6. _____	_____	_____

Office Use Only

ID _____

Relationship _____

MN Resident? _____

Date Residency Met _____

- 1) Is anyone in the home currently receiving assistance? Yes Type: MFIP/DWP FS MA No
 If yes, is anyone currently in sanction? Yes No
- 2) Has anyone refused work or training? Yes No
- 3) Why are you applying for Emergency Assistance? (check all that apply)

	<u>Amount Needed</u>
___ Damage Deposit	\$ _____
___ Current month's rent	\$ _____
___ Previous month's rent (list months)	\$ _____
___ Utility payments (circle all that apply)	\$ _____
heat electric water	\$ _____
___ Mortgage foreclosure prevention	\$ _____
___ Other _____	\$ _____

4) What income and resources do you have?

<u>Income</u>	<u>Monthly Amount</u>	<u>Income</u>	<u>Monthly Amt</u>
___ Work	_____	___ Pensions	_____
___ Foster Care	_____	___ Family/Friends	_____
___ SSI/RSDI	_____	___ Child Support	_____
___ MFIP/DWP	_____	___ Veterans Pay	_____
___ UC/WC	_____	___ Other (specify)	_____

Total Monthly Income \$ _____ Amount of cash on hand \$ _____

- 5) Does anyone have any bank accounts? Yes ___ No ___ If yes, amount in bank accounts _____
- 6) Monthly expenses: Housing \$ _____ Utilities \$ _____ Food \$ _____ Other \$ _____
- 7) Do you have to move because your landlord did not pay the mortgage for your residence? YES NO
- 8) The interviewer has explained that 100% of income I receive from the date of application to the date a determination is made needs to be used for this emergency. Initial here _____

Applicant's Signature: _____ Agency Signature: _____

Date: _____

Shelter Referral Questionnaire re: Foreclosure

Complete this questionnaire on each person that requests shelter.
Ask the client the following questions:

Case Name: _____ Case#: _____ Date: _____

Are you currently homeless because of a foreclosure? _____ (yes/no)

If answer to above question is "No", skip to last question

If answer to above question is "Yes", answer the following questions:

- Street address of the foreclosed property: _____
- County of foreclosed property: _____
- State of foreclosed property: _____
- Were you a renter at the foreclosed property? _____ (yes/no)
- Did you own the foreclosed property? _____ (yes/no)
- When did the foreclosure happen? _____ (month/year)
- Was this the last address you were staying at before requesting shelter today? _____ (yes/no)
- If no, what is the address of the place you were staying at before requesting shelter today? (Street Address/County/State)

Was client authorized for shelter? _____ (yes/no)

When complete put questionnaire in the basket labeled "Shelter Referral Questionnaire Re: Foreclosure" in Gail's office.



Hennepin County Human Services & Public Health Department

Eligibility Support Services
Century Plaza Shelter Team
330 s 12th street
Minneapolis, Mn. 55404

612-348-9410, Phone
612-288-2981, Fax
www.hennepin.us

DATE: _____

NAME _____ CASE #: _____

You were seen by the Shelter Team today with questions about housing and/or shelter.

Today you have alternatives to entering and emergency homeless shelter.

The phone number to the Shelter Team is 612-348-9410.

The Shelter Team hours are 8:00 am to 5:00 pm, Monday through Friday.

Please call if your situation changes.

We have a weekly "Housing List" that you can pick up and the Information Desk on

the 3rd Avenue side of the building near the door every Tuesday. The list has apartments

that are available to rent. If you find an apartment please ask the landlord to complete

a shelter form. Bring the form to Century Plaza.

Attached to this memo is a packet of other resources that you may find helpful.

If you have any questions about any of these resources please call the Shelter Team

at 612-348-9410.

Contact your Financial Worker and Job Counselor to update them on your current

situation. Your workers may have resources to assist you.

There are phones on the 2nd floor of Century Plaza that you can use to call your

workers and/or Shelter Team.

For housing and/or shelter emergencies that happen in the evening or on weekends

you may call 1st Call for Help at 651-291-0211 or just 211.

MP/S

**MINNEAPOLIS
PUBLIC SCHOOLS**

SPECIAL SCHOOL DISTRICT NO. 1

SHELTER EDUCATIONAL PROGRAM

614 South 3rd Street

Minneapolis, Mn 55415

Telephone 612-332-4500

My name is Margo, I work for Minneapolis Public Schools.

I am here to help your child/ren get in school and stay in school no matter where you are going to live. Not having a place of your own should not prevent your child/ren from going to school if we can help it.

Please call me if you are moving to a shelter, a motel, a friends house or if there is anything that I can do for you.

I will help with:

School Supplies
School Bus Services
Call to your child/ren's schools
Registering New Students
Helping with Attendance Issues

Your children's school attendance is important – call me if I can help with anything!

My daytime office is in PSP Shelter, you can also come over and see me there anytime.

612-332-4500 ext. 210

To Be Completed by Owner, Manager, or Caretaker Only.

Complete all appropriate items below.

Return to requesting agency.

NOTE: Completing this form does not guarantee rent payment.

General Information						
Tenant name			Address			Apt #
City		County	State	ZIP code	Phone	
Date moved in	#Adults in unit	# Children in unit	Are you related to tenant?	<input type="checkbox"/> Yes <input type="checkbox"/> No	Relationship	
Dwelling type		<input type="checkbox"/> Mobile home	<input type="checkbox"/> Room (w/kitchen privileges)	<input type="checkbox"/> Room & board	(Complete section below)	
<input type="checkbox"/> House	<input type="checkbox"/> Duplex	<input type="checkbox"/> Apartment	<input type="checkbox"/> Room only	<input type="checkbox"/> Other	Specify _____	
Is the rent or room and board reduced by caretaking or other such tenant responsibilities?			<input type="checkbox"/> Yes <input type="checkbox"/> No	\$ _____ per	<input type="checkbox"/> day	<input type="checkbox"/> week <input type="checkbox"/> month <input type="checkbox"/> other _____

Rental Information (Complete for All Dwelling Types Except Room and Board.)

Amount of rent <i>paid by tenant</i> \$ _____		Per <input type="checkbox"/> Week <input type="checkbox"/> Month	Effective date _____
Is the current rent paid?	<input type="checkbox"/> No	Amount due \$ _____	<input type="checkbox"/> Yes Through _____
Is any portion of the rent <i>paid by rental subsidy</i> ?	<input type="checkbox"/> No <input type="checkbox"/> Yes	Amount \$ _____	Total rent for unit? \$ _____ Damage deposit paid? \$ _____
Check (x) any of the following <i>included</i> in rent payments.		Is there an air conditioner in the unit? <input type="checkbox"/> Yes <input type="checkbox"/> No	
<input type="checkbox"/> Cooking stove	<input type="checkbox"/> Trash removal	<input type="checkbox"/> Water/sewer	Does <i>tenant pay</i> for A/C on their electric bill? <input type="checkbox"/> Yes <input type="checkbox"/> No
<input type="checkbox"/> Electricity	<input type="checkbox"/> Telephone	<input type="checkbox"/> Garage/plug-in	
<input type="checkbox"/> Heat (Type) _____	Is Garage or plug-in optional? <input type="checkbox"/> No <input type="checkbox"/> Yes		Amount \$ _____

Room and Board

Amount of room and board paid by tenant? \$ _____		Per <input type="checkbox"/> Week <input type="checkbox"/> Month	Effective date _____
Laundry included	<input type="checkbox"/> No <input type="checkbox"/> Yes	Phone included	<input type="checkbox"/> No <input type="checkbox"/> Yes
Is the current room and board paid?	<input type="checkbox"/> No	Amount due \$ _____	<input type="checkbox"/> Yes Through _____
Meals included in room and board? <input type="checkbox"/> Breakfast <input type="checkbox"/> Lunch <input type="checkbox"/> Dinner <input type="checkbox"/> All			

Owner Data

Owner name (Please print)		Day phone		
Street address		City	County	State ZIP code
Name of landlord/manager completing form (Please print)		Title	Phone	

I hereby certify that the information above is complete, true and correct.

Signature of landlord/manager completing form <i>Z</i>	Date
--	------

UTILITY ASSISTANCE

PR (prevention funds for residents of specific communities)

Energy Assistance Programs: open October to May every year

Minneapolis (Capsh) 612-335-5837

Suburbs (CAPSH) 952-930-3541

Heat Share: April to August only (Must call Capsh 1st) 612-522-6581

To use resources below you must apply for Energy Assistance and EA first

CES (1901- 11th Ave. S) water only 612-870-1125

IOCP (Wayzata, Orono, SW Plymouth, Long Lake, Hamel, Maple Plain, Medina and
Medicine Lake) (110 Grand Ave S., Wayzata) 952-473-2436

PR-CEAP (Brooklyn Park, Brooklyn Center, NW Champlin) 763-566-9600

(7231 Brooklyn Blvd.)(NW suburbs) April 15 to October 15

Must have shut off and bill under \$200.00

CROSS (Maple Grove, Osseo, Dayton, Rogers, Corcoran)*need income 763-425-1050

Must have shut off and bill under \$50.00

ICA (Hopkins, Minnetonka, Shorewood, Excelsior, Deephaven, Greenwood and
Woodland) 952-938-0729

PR- WECAN (SW suburbs) Must have used Fuel assistance, EA
and have good payment history 952-472-0742

PR-VEAP (9728 Irving Ave S, Bloomington) (Richf; Blmgtn; Edina) 952-888-9616

PR- PROP (Eden Prairie & Chanhassan) M-F 9am-12:30 952-937-9120

NEAR (Crystal) Go to PRISM first for referral 763-533-2836

HOUSING AND RENTAL PROBLEMS

CALL 311 call center for all of the following departments::

Rental Licensing 612-673-5856

Housing Services (105 5th ave s. rm. 200)M-F 8-3:30 (info/hot line) 612-673-3003

Volunteer Attny. Network with forms and asst. 8-10:45 am- 3rd fl. Gov. Ctr-court Side

Housing Complaints/Inspectors/work orders/condemned/bugs, rodents) 311

Lead hazard control and outdoor environmental (not trash) 612-673-3733

Housing Discrimination (hot line) 1-800-669-9777

Public Utilities Commission (oct 15-april 15) 651-296-0406

LEGAL ASSISTANCE FOR RENTERS

Volunteer Lawyers Network – 3rd floor Govt. Center court side 8-10:45 am

help with rent escrow/illegal eviction/lockouts/can go to court

UD court 1743 A GC courtroom 1730 A GC (expungement court 2nd wed. 1:30 pm)

Unlawful Detainers 612-348-5186 Sheriff (writ) 612-348-3800

UD and criminal background checks- computers in court document area level A GC

PR- Legal Aide Society (Intake 9:30-11:30 am; 1:30-3:30 pm) 612-334-5970

430 N 1st ave #300 General info. 612-332-1441 TDD 612-332-4668

PR- Homeline (Suburbs only) 612-728-5767

Legal Rights Center 1611 Park Ave. S. (walk in clinic Tues. 10-12) 612-337-0030

Mpls. Mediation Services (Landlord/tenant disputes) 2101 S. Hennepin 612-822-9883

Lead Paint reduction – Dan Weinsgalla 612-872-3287

**** Call First Call for Help to locate other resources 651-291-0211 or 211

HOUSING RESOURCES

PR- Housing Resource (2400 Park ave s) Computer room (9-12 & 1-4)
to look up HousingLink.org
St. Stephens- Families 870-2298 Singles 767-4446
HUD Subsidized housing (8am-4:30 pm M_F) listings 612-370-3087
Mn. Indian Women's Resource center (2300 S 15th ave) 612-728-2000
Mpls. Public Housing Authority (MPHA) (1001 Washington ave N) 612-342-1400
Mpls. Sec 8./Subsidized housing (1001 Washington ave N) 612-342-1480
St. Paul Public Housing 651-298-5158
Metro Council Area Housing (HRA info. Line) 651-602-1880
Accessible Space.org (disability housing) 651-645-7271
National Handicapped Housing Institute 651-639-9799
Zoom House 612-825-2825
PPL (can have sec. 8 voucher or certificate) 612-455-5100
HIV (Mn. Aids Project) resource line 373- 2437 (1-800-248-2437)

RENT-Deposit-MORTGAGE ASSISTANCE

PR= Prevention of Housing Loss Programs

North Point Center (Pilot City -1315 Penn N) (no deposits) 612-767-9500
Must have minor children- Mondays 8-10 am
PR - Elim Transitional Housing 763-788-1546
FACT - Father's Resource (EMERGE) 612-588-0487 / 612-435-1529
CES (1900 S 11th ave) must have minor children/live in S. and SE Mpls. 612-870-1069
PR- PRISM (n/ Suburbs:GV; Robbinsdale; New Hope/prt Plymouth) 763-529-1350
Pregnant women:
Birthright for HCounty (need EA denial letter) 612-338-2353
City Life Center (rent only for crisis caused by pregnancy- no Deposits) 612-874-1808
Salvation Army social services / rental assistance 612-522-6581

Suburban Residents (v)

PR- CEAP (Brooklyn Park/Center) 763-566-9600 (Need EA denial)
PR- PROP(Eden Prairie& Chnhssn)952-937-9120 ICA (Mtka/Hopkins) 952-938-0729
PR- STEP (St. Louis Prk)952-925-4899 IOCP (SW Suburbs) 952-743-2436
PR- VEAP (Richfield; Blgtn; Edina) 952-888-9616 WECAN(SWsuburbs)952-472-0742
CROSS (Maple Grove {must have income}Interest free loans only) 763-425-1050

TRANSITIONAL HOUSING FOR WOMEN AND CHILDREN

Incarnation House(c/d-c/p)612-871-0099 Simpson Hsg. 612-874-8683
RS Eden programs (c/d) 612-338-0723 Lottery Tues. 12-2
Elim Transitional (referral) 763-788-1546 Turning Point (c/d) 612-520-4004
Passage Program (2 ad) 612-870-7781 Our Savior's Housing 612-872-4021
Lutheran Social Services 612-879-5200 Perspectives (sober 90 days) 952-926-2600
Caroline Family Services (Tues 8:30-11 am) 651-772-1344
Theresa Living Center (child must be under age 1) 651-774-5594
******SCRAPPY'S MOVERS** 612-235-0167

Common Bond: homeless due to Disability, Aged and children with Lead Poisoning
(Lead poisoning only with medical proof) 651-291-1750

**** **Call First Call for Help to locate other resources 651-291-0211 or 211**

*HOT LINES AND ABUSE SERVICES

* 24 Hr. Crisis Phone Counseling	612-379-6363	TDD 612-379-6377
* Acute Psychiatric Services (HCMC near ER)		612-873-3161
* Adult Protection		612-348-8526
Aging and Disability		612-348-4500
Bridge for Runaway Youth		612-377-8800
* Child Protection (reporting line)		612-348-3552
Domestic Abuse Project		612-673-3526
Domestic Abuse Service Center (orders for protection)		612-348-5073
Hennepin County Family & Adult Services (Front Door)		612-348-4111
* Harriet Tubman 24 Hr. Hotline		612-825-0000
* Minnesota Aids Project (MAP) resources hotline		612-373-2437
* Missing Children	1-800-843-5678	
* National Runaway Switchboard	1-800-786-2929	
* Poison Control Center	1-800-222-1222	
* Rape, Assault and Abuse Center		612-825-4357
* Suicide Hotline (Acute Psych. at HCMC)		612-873-2222
National Domestic Violence Hotline 24 hrs.	1-800-799-7233	
Up Front Minnesota (GLBT) 24 hrs.		612-822-0127
Victim Services Hotline		612-340-5400

BATTERED WOMEN'S SHELTERS

Metro Area Crisis Hotline for Battered Women's Shelters	651-646-0994
Alexandra House (Blaine)	763-780-2332
Lewis House (Dakota co)	651-452-7288
Hennepin County: Cornerstone Advocacy	952-884-0330
Harriet Tubman	612-825-0000
Home Free	763-559-9008
Sojourners' Project	952-933-7433
Casa De Esperanza (Ramsey co) (Bilingual/Spanish)	651-772-1723
Women's Advocates (Ramsey co)	651-227-9966
Women of Nations- Eagles Nest (Ramsey co)	651-222-5830
Doris and Stan Hill Home (White Bear Lake)	651-653-6305
Ann Rogers (Washington co)	651-768-0216
House of Peace (24 hr, crisis line)	612-724-8823

CHEMICAL AND ALCOHOL ABUSE SERVICES

AA Central Office (find out where the meetings are)	952-922-0880
Hennepin County Chemical Health 612-879-3501 Detox	612-879-3646
Tubman-Chysalis for Women	612-871-0118
CLUES (hispanic)(2700 E. Lake Street)	612-871-0200
Hispanos en Minnesota (Spanish and English)	651-227-0831
African-American Family Services (2616 Nicollet ave)	612-871-7878
Narcotics Anonymous (find out where meetings are)	952-939-3939

For additional resources Call First Call for Help 651-291-0211

SOCIAL SERVICES

Aging and Disability Services	612-348-4500
Birth & Death Certificates; Drivers Lisc. renewal	Gov. Ctr.- A level
Burial assistance (probation unit) by last names	612-348-7984
Native American Funerals (3045 Park ave S)	
Child Support and Collections (110 S. 4 th st)	612-348-3600
Crisis Nursery (5400 Glenwood N)	763-591-0100
Day Care: subsidized/access (Front door)	612-348-5937
EPSDT (child and teen checkup)	612-348-5131
Resources for Childcaring (provider list)	651-641-0332

Family & Adult Social Service (Front door 300 S 6th st; 1400 A Govt. Ctr 612-348-4111)

Financial Counseling(LSS) ask for appt. in Mpls.	1-888-577-2227
Minnesota. Human Services	651-431-2000
Hennepin County Medical Center (HCMC) 714 Park ave S	612-873-3000
Acute Psychiatric Services (next to ER at HCMC)	612-873-3161
Outpatient Mental Health (1801 Nicollet Ave. S)	612-596-9438
Immigration (USCIS)	1-800-375-5283
DVR (777 E Lake street)(Rehabilitation services)	612-821-4003
Minneapolis Public Schools (807 NE Broadway)	612-668-0000
GED and ESL adults classes 612-668-3800	ELL K-12 register at 612-668-3700
Motor Vehicles, Dept. of	651-296-6911
Property Taxes	612-348-3011
Railroad Retirement Board	1-877-772-5772
Salvation Army Harbor Lights Downtown	612-338-0113
North	612-522-6581
South	612-721-6462
Social Security Administration	1-800-772-1213
State Bureau of Criminal Background	651-296-3971
Tax information and services	
Public Assistance payment histories	612-348-2244
Federal (IRS)	1-800-829-1040
State Dept. of Revenue (free tax help)	651-296-3781
Telephone Assistance Plan (Qwest)	1-800-244-1111
Veteran's services (Government. Center)	612-348-3300
Eligibility services at VA Hospital	612-725-2000

LEGAL SERVICES

** Divorce services

**Legal Aide Society (9:30-11:30 am; 1:30-3:30 pm)	612-334-5970
(general info: 612-332-1441)	TDD 612-332-4668
Tubman- Chrysalis Center for Women(information and advice)	612-871-0118
Hennepin County Family Justice Self Help Center/attorneys	612-596-8519
Volunteer Lawyers Network	612-752-6677
RSDI/SSI apps. & appeals (NOSCR) Referral to private attorney	1-800-431-2804
Chamberlin Edmonds 1800 Chicago Ave. S. RSDI/SSI	612-872- 2080
(No fee if open on Public Assistance)	fax# 612-870-0239

For additional resources Call First Call for Help 651-291-0211

**PRIVATE SHELTERS (*wheelchair access @ s/v)
HC= Health care available**

WOMEN AND CHILDREN:

Mary's Place (425 N 7th st {Sharing and Caring hands})
bring kids and their birth records 612-338-4640 **HC**

MINORS / YOUTH

Hope Street for Runaway and Homeless Youth (1121 E 46th St) ages 16-20 612-827-9372
Offstreets/Youthlink (41 N 12th st.) ages 16-21 (M-F 3-8:30) 612-252-1200 **HC**
Bridge for Runaways (2200 Emerson ave s) ages 10-17 612-377-8800
LSS Safe house ages 16-21 (opens 7 pm & wed. 7:30 pm) 651- 644-3446
Questions before 7 pm call 651-644-7739
Crisis Nursery (5400 Glenwood N) ages 0-6 763-591-0100
Pillsbury Crisis Nursery Network (ages 6 wks - 12) 612-302-3500
1st Response 24 hrs.(endangered children) 612-348-3552 (1)

SINGLE ADULTS

Harbor Light Center (1010 Currie Ave N) 612-338-0113 **HC**
Booth Housing \$6/night (Women and Men)
CC- RSH (510 S 8th st) Women and Men 612-594-2025
* Simpson United Church (2740 S 1st ave) Lottery system 7 pm 612-874-8683 **HC**
* Our Savior's Shelter (2219 Chicago Ave s)Women and Men 612-872-4193
(accessed via Lottery at Simpson on Mondays)

SINGLE ADULT MEN

St. Stephen's (2211 Clinton ave s) Lottery at Simpson Mondays 7 pm 612-874-9292 **HC**
Homeless Veteran's Outreach programs 725-2000 x 1771# **HC**
Branch II (1000 Currie Ave N) – Men only 612-338-8093 **HC**
Drake (416 s 10th st) \$160. 1st week; \$150/wk after that 612-359-0947
House of Charity (510 S 8th St) 612-594-2000

First Call for Help to locate other resources 651-291-0211

AFTER HOURS SHELTER:

Ramsey and Washington County 651-291-6795 call after 5 pm (ESS contracted)
Dakota Co. Woodlands 651-456-9110
Anoka County Stepping Stone/Ferry St. Shelter 763-323-7006
All other counties call 211

MEALS

*= Weekends B = Breakfast L = Lunch

HC= Health care

NORTH:

- Pastor Paul's Mission (1000 Oliver ave N) 612-521-4665
Food Shelf Mon. - Fri. 9:30-11:20 am (call to register 1-3 pm 1 day prior)
* B- L - Sharing and Caring Hands (525 N 7th st) 612-338-4640 HC
M-Thurs. 10 am; 12 noon; 3:30 pm Sat & Sun. 9 am - 12 noon
Harbor Lights (1010 Currie ave N) 6:00-6:30 pm every day 612-338-0113 HC
River of Life Lutheran Church (2200 Fremont N) 5:30-6:15 (M-F) 612-521-7655

SOUTH:

- * B-L- Branch III (1632 Chicago) 7-8am; 11:30-12:30 pm (Mon-Sat.) 612-375-9372 HC
* B - House of Charity (Women with children only) 8:00-8:30 am (M-F)
* L - House of Charity (714 Park Ave S) 12-1:00 pm (Mon-Fri) 612-594-2000
10:15- 11:30 (Sat-Sun)
* Marie Sandvik Ctr. (1112 E Franklin Ave) 4:30- before 7 pm: Sun/Tu/Fri 612-870-9617
Ladies Day Thurs. 11- 1 pm and Kids Club Sat. 10 am and Thurs 5:45-7:30 pm
* L - Pillsbury Waite House (2529 S. 13th Ave) 11am -12:30 Mon-Fri. 612-721-1681
Tickets at 10:30; Noon Meal served at 11:30
* Cathedral of St. Mark's (519 Oak Grove) 5:00-6:30 pm (2nd Sunday only) 612-870-7800
* Hennepin Avenue Methodist (511 Groveland) 4:45-6 pm (1st & 5th Sunday) 612-871-5303
* Plymouth Congregational Ch. (1900 Nicollet Ave) 5-6 pm (3rd Sunday only) 871-7400
* Westminster Presbyterian (12th and Marquette Ave) 5-6 pm (4th Sunday only) 332- 3421
* B-L Aliveness Project Inc. (HIV+ only) 730 E 38th St (M-F 12-2; M-Th- 5-7 pm Sat 11-1)
Must complete and intake 612-822-7946 + Food shelf one a month by appt. only

Loaves and Fishes Too:

952-948-0746

- Creekside (9801 Penn Ave s) 5:30-6:30pm (Mon.-Fri.) (952-563-4944)
Holy Rosary (2424 S 18th Ave) 5:15-6:15pm (Mon - Thurs) (612-724-3651)
St Stephens Church (2123 Clinton Ave S) 5:30-6:30 pm (Mon- Fri.) (871-2981)
Hope Presbyterian (7132 Portland Ave.) Richfield 5-6 (Tue, Wed ,Thurs) 612-866-4055

FOOD RESOURCES

- Emergency Food Shelf Network Infant formula available at some food shelves
(need picture ID and proof of address and Social security number) 763-450-3860
FARE FOR ALL for food pkgs. prepay; pre-register or on site 763-450-3880
WIC (Mothers and Infants in Hennepin County) 612-348-6100
MAC (Mothers & Seniors) has a waiting list 651-484-8241
Meals on Wheels 612-623-3363

First Call for Help to locate other resources 651-291-0211

DIAPERS- sometimes available via Food shelves

- Birthright (825 Nicollet Mall; ste 702) 612-338-2353 CROSS 763-425-1050
CEAP 763-566-9600
CES 612-870-1125 ICA 952-938-0729
Salvation Army (call day before) 612-721-6462
Branch III (Hygiene products too) 612-375-9372

Handbook of the Streets 330 E. 22nd st; St. Stephen's 870-0529

JOB SEARCH – TRAINING – EDUCATION
Child care resources- Transportation

If you are involved with any Employment and Training program ask about Childcare and Transportation

SCHOOLS and EDUCATION

Adult Literacy Hotline 651-645-3723

GED, ESL (ELL) 1-800-222-1990
Resource line for adults

Centro Cultural Chicano 612-874-1412 ESL
1915 Chicago ave s

The City Inc.
920 E. 34th st (grades 9- 12) **612-877-6720**
1315 – 12th Ave. N. (grades 9-12) **612-377-7559**

Community Education Center 612-668-3800
Lehmann Education Center
1006 W. Lake St.
ABE, GED and ESL (ELL)

Loring Nicollet Center 612-871-2031
1925 Nicollet Ave. S.
Alternative school age 14-20

Minneapolis Public Schools 612-668-0000
250 Upton ave. S
GED, ESL and public education **612-668-3800**
ELL (ESL) for K-12 **612-668-3700**

On Line HighSchool - free
Minnesotavirtualhighschool.com

The Pacer Center for disabled children who want to
access educational opportunities 952-838-9000

CHILD CARE RESOURCES

Subsidized Day Care 612-348-5937

Lists of Daycare providers 651-641-0332
Day, 2nd shift, overnight
Resources for Child caring

TRANSPORTATION

Metro Transit information 612-373-3333

Store: 719 Nicollet Mall M-F 7:30-5:30
Mall of America T- Sat. 11:30-7 pm

Metro Commuter Services
To arrange car pool

Transportation Solutions Program
CEAP 763-566-9600

- Must have a child in the home 17 or under
- **Must have held a job for a full 6 mo. at least 20 hrs./wk.; Work 20 hrs & attend School 20 hrs/wk.**
- Must have a valid drivers' License
- Must have lived in your current address for at least 6 months and verify rent and utility bills are paid up to date (No car repair loans)

Metro Mobility: 651-602-1111
Disability only

FREE TRANSPORTATION FOR VETERANS

To qualify for the free rides, disabled veterans must show a Veterans Identification Card, or VIC issued by a VA Medical Center with the words "Service Connected" or the initials "SC" below the photo. The cards are available at the VA medical centers in Minneapolis and St. Cloud.

<http://www.va.gov/healtheligibility/application/IDCard.asp>
[http://www.va.gov/healtheligibility/application/IDCard](http://www.va.gov/healtheligibility/application/IDCard.asp)
[.asp](http://www.va.gov/healtheligibility/application/IDCard.asp)[http://www.va.gov/healtheligibility/application/IDCard](http://www.va.gov/healtheligibility/application/IDCard.asp)
[asp](http://www.va.gov/healtheligibility/application/IDCard.asp)
<http://www.va.gov/healtheligibility/application/IDCard.aspf>

MNET Non- Emergency for MA clients

1-866-467-1724 M-F 7am-6 pm

Must be unable to use public transportation

***Call 1st Call for Help at 651-291-0211 or 211 for more resources

JOB SEARCH – TRAINING – EDUCATION
Child care resources- Transportation

If you are involved with any Employment and Training program ask about Childcare and Transportation

American Indian OIC 612-341-3358

1845 E. Franklin Ave.
Employment search services
GED, ABE programs

Catholic Charities Branch III – 612-375-9372

740 E 17th St. (open 7:30-3 M-Sat)
Job Bank 1 am-2 pm T-F
Resource Room and Job Club

Chicano Latino Unidos en Services (CLUES)
In El Milagro Church

720 E. Lake St. **612-746-3500**
Computer Lab 9-1 and 2- 4 pm Show up at 8:30 am to
see if volunteer available to help with computer
(4 spots/day) Vocational Counseling
797 E 7th st. St. Paul **651-379-4200**

Hennepin County Children and Family Services

Daycare Licensing **612- 348-2882**
2 hr orientation

HIRED at Sabathani 612-822-9071

310 E 38th street room 101
Job search in resource room

Jewish Vocational Services 612-692-8920

401 N 3rd Street room 605 (M-F 8:30-5)
Job counseling and placement
Vocational and Career counseling

HHH Job Corp. ages 16-24 651-642-1133

Residential programs
Off campus spots for single parents
Vocational training, GED & Trades

Minneapolis Urban League

2100 Plymouth Ave N. **612-302-3100**
Job search services and postings

Mn. Workforce Central 1-888-438-5627

Customer service hotline to locate Workforce Ctr.

Workforce Centers

777 E. Lake St. **612-821-4000**
1200 Plymouth Ave. N **612-520-3500**
Both offices have computers and phone resources
For job search

Opportunity Partners Employment 952-938-5511

Job opportunities and placement services for the
Developmentally Disabled, TBI, waived services

Resource Room- Century Plaza 1st floor

330 S. 12th street M-F Drop in only

Summit Academy Opportunities Industrial Ctr.

612-377-0150 SAOIC- 935 Olson Hwy. (#19 bus)
Vocational training then Job placement
Need GED or High School Diploma
or be in 11th grade with 11th grade # of credits

Urban Communities Association of MN. (UCAN)

GED- ESL-Tutoring and Daycare trg. **612-767-9241**
Computer Lab 8:15-9:15

Women Ventures.org 651-646-3808

Employment training; classes, career consultations
Can help with resume reviews and interview
assessments related to getting a job
Small business classes and consulting

Un-Employment applications:

www.uimn.org
Or phone 651-296-3644

VA Medical Center 612-725-2000

1 Veterans' Drive
Has a resource room with computers and phones

****Call 1st Call for Help at 651-291-0211 or 211 for more resources