East Side Housing Opportunity Program evaluation report

Results through December 2005

MAY 2006

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Summary

Key accomplishments

The East Side Housing Opportunity Program has been serving residents from the Johnson Achievement Plus Elementary School neighborhood since January 2002. Although the program experienced some staff turnover, program staff were successful in meeting most of the four-year projected outcomes. Key accomplishments for the program during the four-year period between January 1, 2002 and December 31, 2005 include the following:

- A total of 409 families developed housing plans during the four-year period.
- Program staff provided assistance to 269 families who live in rental housing and helped to place or stabilize housing for 88 families.
- The Opportunity Housing Investment Fund raised \$686,987 through December 31, 2005, mainly from individual contributions.
- The housing specialist maintained working relationships with 47 landlords in the Johnson area.
- Clients reported satisfaction with the program overall and the services provided by the staff. However, almost a third of clients rated how their housing needs were being met as "fair" or "poor."
- The student stability index at Johnson increased from 79 percent in 2003-04 to 83 percent in 2004-05. (The stability index was 82% in 2002-03).

Although the program was on track for many of the outcomes, a few areas did not meet the four-year projected outcome numbers:

- Fewer families were referred to either home ownership or home improvement programs than was originally projected. However, this goal was dropped for the 2005-07 time period.
- The development of new rental units and the rehab of existing units was somewhat behind schedule, with fewer units completed in four years than was originally projected. This goal was changed for the 2005-07 time period.

Implications for future programming

The following insights may help to inform and improve future programming efforts:

- In light of the finding that 58 percent of program participants spend more than half their income on housing, the program should continue its efforts to raise funds for the Opportunity Housing Investment Fund so that more affordable housing units are available for rent. It may also be important to explore additional funding options to expand the new Housing Trust Fund subsidy in order to reach more families and/or be continued beyond the initial two-year period.
- Despite the increase in student stability from 79 percent in 2003-04 to 83 percent in 2004-05, the student stability index at Johnson Elementary continues to be lower than many elementary schools in the district. It would be useful to gain greater understanding of why children stay and leave Johnson. Such understanding could help target services to families in ways that will make the most difference for mobility/stability.
- Feedback from both clients and program staff indicate that residents in the Johnson neighborhood are in need of more extensive services than was originally anticipated. Many more clients are requiring intensive service than was expected, and their needs extend beyond finding affordable housing to education, employment, and social services. It may be beneficial for the program to consider seeking funding to allow for the addition of a second case manager both to increase the number of clients served and to be able to better serve their needs.

Introduction

Program information

The East Side Housing Opportunity Program is a joint venture between the Amherst H. Wilder Foundation and East Side Neighborhood Development Company (ESNDC) to demonstrate that neighborhoods, foundations, landlords, schools, businesses, government, private investors, and non-profit developers and service organizations can work together to create family and neighborhood stability and vitality. The program is based upon the theory that family and neighborhood stability would be improved by addressing the quality and affordability of neighborhood housing and strengthening family functioning (ESNDC website).

The primary goal of the program is to increase the number of students that stay at John A. Johnson Achievement Plus Elementary School (Johnson) throughout the school year (and year to year) by providing assistance to families in finding, keeping, and maintaining decent, safe, and affordable rental and owner-occupied housing. Program staff work to accomplish the following:

- Accelerate and support neighborhood revitalization efforts.
- Improve the housing conditions in the neighborhood and create quality, affordable rental and owner-occupied housing.
- Reduce family and student mobility for families in the Johnson attendance area.
- Support Johnson in promoting academic achievement by reducing student mobility and family instability.

Service goals

Initial 2002 - 2006 goals

In order to determine the progress of the program, service goals were initially set over a five-year period (from 2002 through 2006), including:

- Develop family housing plans for 260 families.
- Provide assistance to 170 families who live in rental housing.

- Contact landlords of families with family housing plans and work with them to resolve rental issues.
- Develop or rehab 75 housing units in the Johnson area.
- Of the families that live in rental units, 50 percent will attend home ownership seminars and counseling. Of those, 12 percent will purchase their own homes.
- Of the families who own their homes, 60 percent will participate in Home Rehab loan programs and make improvements to their homes.
- Over the five years, at least 15 families participating in the program or Johnson staff members will purchase a new or rehabbed vacant home in the neighborhood.

Revised goals for 2005-2007

Several of the goals were revised to incorporate the impact of local and statewide economic issues and policy changes. Specific goals set for the East Side Housing Opportunity Program over the 2005 -2007 time period include the following:

- Increase the student stability index at Johnson to 91% by 2007.
- Stabilize housing for 51 Johnson families over three years (2005-2007).
- Build or rehab 35 units of affordable housing (32 rental units and 3 owner-occupied units) for families with children at Johnson elementary.
- Develop housing plans for 75 new families and have an additional 90 families actively working on accomplishing their housing plan goals.
- Motivate 90 families to participate in Home Ownership Training and/or Life Skills Training programs.
- Maintain working relationships with 35 landlords in the Johnson area.

Research methods

ESNDC contracted with Wilder Research to evaluate the impact and effectiveness of the East Side Housing Opportunity Program. The evaluation assessed the achievement of key service goals by program staff. The stability of students enrolled at Johnson was also documented. Client satisfaction and the impact of the program on families were measured through postcard surveys and brief phone interviews with participating families. During the past two years, program staff completed self-reliance assessments for clients who were receiving intensive services. Results from the assessments will be used by evaluators to measure changes in participant self-reliance over time.

Activities

Development of family housing plans

The East Side Housing Opportunity Program staff request that each client who wants to improve their housing situation complete a Family Housing Plan. The housing plan form includes questions regarding family financial information and current housing concerns. Families in the Johnson neighborhood complete this form as the first step towards receiving services from the program.

Assistance with rental housing

The Housing Opportunity Program works to reduce mobility of families who rent. Program staff address issues of rental housing quality, affordability, availability, and landlord and tenant issues. After receiving a Family Housing Plan, the case manager completes a formal intake and designates the client for either moderate or intensive assistance, depending on the client needs. Program staff then work with families to improve the quality and affordability of their rental situations and provide training to help tenants understand their rights and responsibilities.

Program staff also work directly with landlords in the area. Landlords who are supportive of the program are asked to help place program clients in stable and positive housing situations. In situations where tenants are having difficulties with their landlords, program staff work to resolve the issue through direct communication with the landlords, code enforcement, legal remedies, and also through encouraging other, more supportive landlords to purchase the properties in question. Finally, with the Opportunity Housing Investment Fund (OHIF), program staff work with developers and landlords to create new rental housing units and rehab older units in need of repair.

Assistance with home ownership

Housing Opportunity Program staff originally planned to provide clients with referrals to home ownership classes, either in-house or outside classes. However, program staff found that almost none of the participating families were in a position to explore home ownership, and this goal was changed at the end of 2004, stipulating that clients should attend home ownership and/or other Life Skills Training programs.

Opportunity Housing Investment Fund

ESNDC, The Saint Paul Foundation, and the Wilder Foundation have worked in partnership to create a revolving investment fund. A total of \$686,987 has been donated or pledged through December 31, 2005. Fund stakeholders are currently planning a fundraising drive in order to raise an additional \$400,000.

With the fund, program staff are able to act more quickly and cost-effectively to accomplish the objective of developing stable housing options for the Johnson neighborhood. The fund manager coordinates the purchasing and rehabilitation of existing properties and works with contractors to create new housing units in the Johnson neighborhood. The fund manager also works with landlords in the area and offers the incentive of a low-interest loan for property improvements in exchange for placing program clients with problem rental histories.

Housing Trust Fund

The Housing Opportunity Program was awarded a \$170,000 grant from the Minnesota Housing Finance Agency to provide rental subsidies for up to seven families in the Johnson area. This Housing Trust Fund functions similarly to the Section 8 program, ensuring that participating families will not have to pay more than 30 percent of their income on rent. Families are eligible to be considered for this subsidy if they live in the Johnson area, have at least one child attending Johnson, and have been homeless four or more times in the past three years. All seven of the subsidies were in place at the time of the report.

Results

Service goal accomplishment

Five-year goals were initially set in 2001 for the 2002-06 time period. They included goals for family housing plans, service to families who rent, work with landlords, and owner-occupied housing. Several of the goals were revised to incorporate the impact of local and statewide economic issues and policy changes. At the end of 2004, a new set of goals were set for the 2005-07 time period and are included in the tables below.

Family Housing Plans

Families in the Johnson neighborhood have the opportunity to complete a Family Housing Plan form as the first step towards receiving services from the Housing Opportunity Program. As the chart indicates, a total of 409 families had developed housing plans by the end of 2005 (i.e., filled out the housing plan form), far exceeding the projected four-year outcome. Within that result, 90 families developed housing plans in 2005, exceeding the new goal of 25 for that year. The percentage of families who developed housing plans who had students attending Johnson was 100 percent in 2005, due to a change in program policy requiring that all families served have at least one student attending Johnson. In addition, there were fewer homeowners participating in the program than was originally projected. None of the families who developed Family Housing Plans in 2005 owned their own homes, and overall, only 9 percent were owners across the four years.

1. Goal accomplishment for Family Housing Plans

Four-year goals (2002- 2005)	Four-year results (2002-2005)	Three-year goals (2005-07)	2005 results
208 families develop Family Housing Plans	409 families developed housing plans	75 families developed housing plans (25 in 2005)	90 families developed housing plans
60% of families who develop housing plans will have students attending Johnson	66% have students attending Johnson ^a	All families will have students attending Johnson	100% have students attending Johnson
35% of families who develop housing plans will own their own homes; 65% will rent	9% own their own homes; 91% rent ^a	No projected rates of rent vs. home-ownership	No families own their own homes. All families rent or are homeless.

This is the percentage(s) across the past three years, since information was not available in 2002.

Source: Housing Opportunity Program Staff correspondence, January 2006.

Services to families who rent

Since mobility is common among low-income renters, program staff work with families who rent to help stabilize their living situations. Through the end of December 2005, program staff provided assistance to 269 families, exceeding the projected four-year outcome of 136 families.¹ Due to staff turnover and record keeping issues, information on the level of assistance provided was not available for 2002, but 2003 through 2005 results indicate that more families were in need of intensive services than was originally projected.² A total of 88 families were assisted with stabilizing existing housing or securing new housing from 2002 through 2005. Although there was no specific goal set for this four-year time period, the 18 families placed in 2005 indicates that the program is on track for meeting the new three-year goal.

2. Goal accomplishment for services to tenants

Four-year goals (2002- 2005)	Four-year results (2002-2005)	Three-year goals (2005-07)	2005 results
Provide assistance to 136 families who live in rental housing			69 families assisted
Provide moderate assistance to 91 families (projected 67% of clients)	105 families (44%) received moderate assistance ^a	Provide brief assistance to 60 families (20 in 2005)	33 received brief assistance
Provide intensive assistance to 45 families (projected 33% of clients)	131 families (56%) received intensive assistance ^a	Provide case management to 30 families (10 in 2005)	36 received intensive assistance
Families assisted with stabilizing existing housing or securing new housing (no goal set)	88 families placed	Stabilize housing for 51 Johnson families (17 in 2005)	18 families placed

Percentage calculated using 2003 - 2005 totals only.

Source: Housing Opportunity Program Staff interview, January 2006.

Due to limitations with the data from 2002, it is not clear if some of the clients were carried over from 2002 to 2003. If so, the total number of clients may include some duplicates that were served in both years. However, client numbers are not duplicated between 2003, 2004 or 2005.

Moderate assistance was originally defined as less than three hours of service, and intensive service was defined as three or more hours of service. Due to the greater needs of program clients than was originally expected, this definition shifted in 2004. Moderate assistance is now called "brief assistance" and is defined as clients who receive only brief assistance and/or work only with the housing specialist. Intensive assistance is now called "case management" and refers to all clients who are receiving services from the case manager.

Working with landlords

Program staff worked with landlords to help them identify resources to improve the quality of their housing and make more housing available to families with students who attend Johnson. As noted below, the number of staff contacts and direct connections with landlords exceeded the four-year projected outcomes. The housing specialist maintained active working relationships with 47 area landlords in 2005.

3. Goal accomplishment for work with landlords

Four-year goals (2002- 2005)	Four-year results (2002-2005)	Three-year goals (2005-07)	2005 results
Contact and inform landlords in the Johnson neighborhood	Information was sent to more than 150 landlords	N/A	No general mailing, focus on existing relationships
Directly contact and work with 40 landlords; maintain active working relationships	Made direct contact with more than 40 landlords	Maintain a working relationship with 35 landlords	Maintained active relationships with 47 landlords

Source: Housing Opportunity Housing Specialist interview, January 2006.

Housing rehab and development

Through the Opportunity Housing Investment Fund, ESNDC works to increase the availability of rental housing in the Johnson neighborhood. The OHIF program manager works to develop positive relationships with landlords and assists them with securing loans to improve their properties. The manager also works with local contractors to develop new properties and increase the number of housing units available in the Johnson neighborhood.

The original four-year goal was to rehab or build 60 units of owner-occupied and rental housing during the period of 2002-2005. By the end of December 2005, 12 rental units had been completed. In addition, three single family homes and one duplex were completed for a total of five owner-occupied units available for purchase.

Part of the reason for the production shortfall was a delay in the Opportunity Row Home project (20 rental units) that is part of the Payne-Phalen Boulevard project. Staff has been unable to submit a tax credit application for the row home project to date due to an inability to fully assemble the site and secure financing. Changing market conditions slowed down an earlier phase of the Payne-Phalen project causing delays. Staff plans to submit the tax credit application in 2007 and will continue to pursue other strategies to meet rental housing production objectives.

The revised program goal beginning in 2005 is to develop or rehab a total of 35 more units over the next three years (through 2007). These units, once completed, will be available at a rate that is affordable to program participants. It is expected that 32 of the units will be available for rent and three will be owner-occupied.

4. Goal accomplishment for housing rehab or development

Four-year goals	Four-year results	Three-year goals	2005 results
(2002- 2005)	(2002-2005)	(2005-07)	
Rehab or build 60 housing units	12 rental units and 5 owner occupied units	Build or rehab 35 units of affordable housing (32 rental/ 3 owner-occupied)	Predevelopment work is in progress

Source: Housing Opportunity Program Staff interview, January 2006.

Owner-occupied housing services

In addition to working with families who rent, program staff also worked to help families to own and maintain their homes. The original five-year outcomes projected that 85 families who participate in the program and live in rental housing will attend home ownership seminars and 10 families will go on to purchase their own home.

The proportion of families who were home owners and participated in the Housing Opportunity Program was much lower than was originally predicted. The program originally offered assistance with home improvements, but this was discontinued at the end of 2004. None of the new clients in 2005 and few clients in the existing caseload owned their own homes. Referrals to home ownership classes were also lower than was expected. The case manager reported that, due to financial limitations, few families were in the financial position where they could consider home ownership as an option. New goals for the 2005-07 time period focus on encouraging families to attend home ownership Training or other Life Skill Training programs. No goal was set for home ownership for the three-year time period.

5. Goal accomplishment for owner-occupied housing

Four-year goals (2002- 2005)	Four-year results (2002-2005)	Three-year goals (2005-07)	2005 results
68 families will be referred to home improvement loan programs	28 families referred	Goal dropped	N/A
33 homeowners will make improvements to their homes 44 home Goal dropped improvements completed		Goal dropped	N/A
Fifty percent of families who rent will be referred to home ownership training classes	24 families referred (12% of families who rent)	90 families will be referred to home ownership training and/or Life Skill Training programs	No home ownership training programs offered during 2005; see Life Skills section below

Source: Housing Opportunity Program Staff interview, January 2006.

Life Skills Education program

The Life Skills Education program partners with the case manager and the housing specialist present educational trainings that provide clients with tools to stabilize their housing. Topics offered in 2005 included two Employment Skills workshops, Basic Home and Yard Maintenance, Dinner on Discount, The Basics of Banking, Weatherize Your Home, and Holiday Budgeting (Figure 6).

6. Life Skills Education Program attendance

		Number	
Workshops offered	Date	registered	Attendance
Employment Skills (4 sessions)	Jan 11 – Feb 1, 2005	13	Average of 10 per session
Basic Home and Yard Maintenance	Apr 12, 2005	5	5 families
Dinner on a Discount	Apr 19, 2005	8	7 families
The Basics of Banking	May 17, 2005	5	1 family
Weatherize Your Home	Oct 13, 2005	16	13 families
Holiday Budgeting Workshop	Nov 3, 2005	23	15 families
Employment Skills (4 sessions)	Nov 29 – Dec 8, 2005	24	Average of 12 per session

Source: Interview with Life Skills Coordinator, Feb 2006.

At the end of each program offered in the fall, participants were asked to report on their satisfaction with each workshop. All of those who completed the survey from both the Employment Skills workshop (9) and the Holiday Budgeting workshop (15) rated the program as "very useful." Of the 12 respondents from the Weatherize Your Home workshop, 10 rated it "very useful," and 2 rated it "somewhat useful." Recommended improvements that were suggested included "more role playing and examples," "Spanish speaker," and "more time." Suggestions for future workshops included nutrition, resume writing, and job search skills.

Student stability

The primary goal of the Housing Opportunity Program is to increase the number of students who stay at Johnson throughout the school year (and year-to-year). The project is using the stability index used by the Saint Paul Public Schools as the broadest measure of its impact. The stability index is defined as the number of students enrolled at the school over 160 days during the school year divided by the official enrollment count at the school on October 1. This is essentially a measure of the proportion of students who stay at the school the whole school year. Higher percentages indicate greater stability. Johnson's stability index score for the baseline year 2001-02 was 81 percent, and the citywide average for elementary schools was 88 percent (see Figures 7 and 8). The original goal set for Johnson was to increase the stability index score to 88 percent by the 2005-06 school year. At the end of 2004, a new goal was set to increase the student stability index at Johnson to 91 percent by the end of 2007.

Figure 7 indicates that the stability index improved from 80.9 percent in 2001-02 to 82.4 percent in 2002-03, dropped in 2003-04 to 78.6 percent, and improved again in 2004-05 to 83.4 percent, the highest rate during the four years. For comparison purposes, Figure 8 shows the stability rates over the past four years for selected Saint Paul elementary schools. These include other Achievement Plus schools, other East Side neighborhood schools, some other neighborhood schools, and some magnet schools. Changes in stability rates vary across the schools during the four-year period. On the average for all elementary schools, the stability rate rose from 88 to 91 percent from 2001-02 to 2002-03 and has leveled off at 90 percent during the past two school years (see the bottom row of Figure 8).

7. Johnson Elementary School stability index

Indicator	2001-02	2002-03	2003-04	2004-05
Enrollment (October 1 official count)	304	319	322	265
Students enrolled over 160 days	246	263	253	221
Stability index ^a	80.9%	82.4%	78.6%	83.4%

Stability index: Students enrolled over 160 days divided by enrollment on October 1.

Saint Paul Public Schools. Source:

Student stability during the school year: Saint Paul Public Schools 8.

		Stability Index*			
	School	2001-02	2002-03	2003-04	2004-05
Achievement Plus	John A. Johnson	81%	82%	79%	83%
	Dayton's Bluff	81%	82%	75%	80%
	Monroe	86%	89%	86%	85%
East Side neighborhood	Bruce Vento	72%	83%	79%	78%
schools	Phalen Lake	85%	88%	88%	85%
	Farnsworth	96%	95%	94%	93%
	Ames	83%	81%	79%	82%
	Parkway	79%	86%	86%	83%
	Sheridan	87%	88%	89%	89%
	Hayden Heights	89%	93%	88%	90%
	Eastern Heights	84%	88%	89%	83%
	Prosperity Heights	85%	85%	84%	91%
Some other neighborhood schools	North End	81%	82%	82%	76%
	Como Park	84%	80%	80%	80%
	Chelsea Heights	92%	90%	94%	92%
	Groveland Park	90%	91%	93%	91%
	Mann	89%	94%	98%	96%
	Hancock-Hamline	87%	92%	93%	93%
Some Magnet Schools	Battle Creek				
	Elementary	87%	93%	94%	94%
	Jackson	94%	90%	94%	89%
	Nokomis	92%	96%	93%	94%
	Capitol Hill	97%	95%	97%	97%
All elementary schools		88%	91%	90%	90%

Source: Saint Paul Public School records.

Note: * Stability index: students enrolled at the school over 160 days during the school year divided by the official enrollment count at the school on October 1.

Client satisfaction

Families who participated in the East Side Housing Opportunity Program were asked to complete a brief postcard survey in December 2005 regarding their experiences and level of satisfaction with the housing program. Of the 24 families who were asked to participate, a total of 13 completed the interview, for a response rate of 54 percent.³

Most respondents offered positive ratings in response to questions about speed of services, ease of working with staff, and staff knowledge. Nearly all rated their overall satisfaction with the services positively, with 93 percent giving ratings of "good" or "outstanding." Although most respondents (69%) responded with "good" or "outstanding" to a question about how well their housing needs are getting met, it was the lowest rated of the five questions, with 31 percent rating it as fair or poor (Figure 9).

9. Client ratings of services (n=13)

How would you rate:	Poor	Fair	Good	Outstanding
How quickly you were able to get help?	8%	15%	31%	46%
The ease of working with program staff?	0%	15%	46%	39%
The knowledge and skills of program staff?	0%	15%	46%	39%
How well your housing needs are getting met?	8%	23%	23%	46%
Your overall satisfaction with the services provided?	0%	8%	39%	54%

Source: EHOP Participant Satisfaction Postcard Survey, Dec 2005.

Respondents were also asked how the program could improve its services. Of the seven respondents who answered the question, four reported no improvements were needed. The three other respondents offered several suggestions, including more assistance for single parents, more bilingual services including additional languages, additional help with employment, and more follow-up after housing has been secured.

Only clients who received intensive services (3 or more hours) in 2005 and who were still active in December were asked to complete the feedback survey.

Client self-reliance

Program staff were asked to complete a self-reliance assessment for their current intensive-services clients. This scale was created by staff at Wilder Research and helps to assess several key components of self-reliance in clients. Program staff planned to complete assessments for all active clients who were receiving intensive services. However, due to staff turnover, assessments were not completed from May through August 2005. A new case manager was hired in August and was able to complete self-reliance assessments for 19 intensive clients but she could not complete any for clients who had ended their participation prior to that time.

After an initial assessment when the client enters the program, repeat assessments will occur every six months, for as long as the client is in the program. Once evaluators have more than one assessment per client, the results will be analyzed to report changes in client self-reliance over time. Since only one rating of client self-reliance was available for nearly all of the clients, results provide a profile of new clients in 2005 who received intensive services from the housing program.⁴

Demographics

Of the 19 clients who were assessed, most were identified as female (79%). In regard to racial/ethnic background, more than half were Black or African American (53%), 32 percent were White, and 16 percent were not identified. Four of the clients (21%) were identified as having a Hispanic origin. More than half of the households had just one adult (58%), 26 percent had two adults, and 16 percent had three adults. The number of children ranged from one to six, with an average of three children per household.

An assessment of adult education status indicated that 53 percent of the adults had an adequate level of education to meet current employment needs but not for job advancement, and 21 percent did not have adequate education to meet their current employment needs.

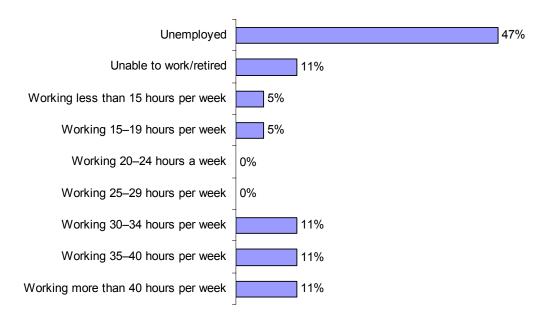
Financial issues

Financial concerns were a serious issue for many clients. According to program staff, slightly more than half (53%) of the clients assessed derive all of their income from

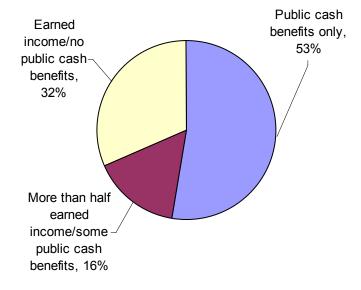
Program staff indicated that some parts of the assessment may not apply to all of their clients. For example, while their most intensive clients met the low income requirements to receive state funded health care and a child care subsidy, many other clients did not. Those other clients face a difficult predicament of not making enough money to be able to afford health care or child care, but yet their income is deemed too high to receive state-funded services.

public sources and almost half (47%) were unable to meet their food or housing expenses. More than three-quarters of the clients (79%) have a poor credit rating or no credit at all.

10. Employment status (n=19)



11. Income source (n=19)

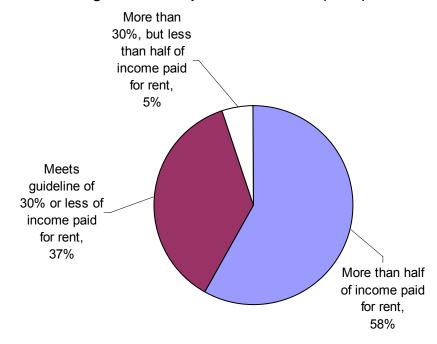


Housing issues

Nearly all of the clients who were assessed live in rental housing (89%) and the remaining two families were homeless. Fifty-three percent live in market-rate housing and only 16 percent have a Section 8 voucher. According to program staff, 58 percent of their intensive clients who were assessed are spending more than half of their income on housing costs (see Figure 12).

Twelve of the clients (63%) needed program assistance with their tenant/landlord relationship more than once in the assessment quarter, and seven (37%) had their most recent tenant/landlord relationship fail. Tenant training was recommended for all of the clients, but only 21 percent had completed the class by the end of 2005.

12. Percentage of income paid towards rent (n=19)



Child well-being

The case manager assessed several aspects of child well-being. Of the 19 assessed families, 26 percent had a closed child protection case and another 11 percent still had open cases. All of the children were up to date in their immunizations, and 90 percent of all school-aged children were attending school. None of the five clients with eligible children had their children enrolled in pre-school. Seventy-nine percent of families had a regular pediatrician or clinic for all of their children. Of the six clients who were identified as needing a child-care subsidy, four had access to a subsidy that met their need. Of the nine clients identified as eligible for child support, only one was receiving it at the time of the assessment.

Other issues

In addition to financial and housing issues, most intensive clients had limited access to both transportation and social support. Seventy-four percent were identified as not having sufficient transportation to meet their daily needs. Further, only 26 percent were identified as having adequate social support. Slightly more than three-quarters of the clients who were assessed receive public health care.

Other issues faced by some intensive-service clients include mental health issues, chemical dependency, and domestic abuse. Twenty-six percent of the clients were identified by program staff as needing mental health assessment and an additional 26 percent were currently receiving mental health services. Four of the clients were identified by program staff as needing chemical dependency assessment and/or referral, and one client was currently receiving chemical dependency support services. Domestic abuse issues were identified as present and not being addressed in 2 of the 19 clients.

Community credentials

Program staff asked participants about a variety of community credentials including ID cards, phone access, voter registration, etc. Most clients had a social security card, but few had a Minnesota Driver's License. Less than a quarter of clients assessed had an open bank account, slightly less than half were registered voters. Complete findings can be found in Figure 13.

13. Community credentials (n=19)

At intake, does participant have:	Yes	No*	Don't know
Social Security Card?	90%	5%	5%
MN Driver's License?	37%	63%	-
MN ID Card?	32%	68%	-
Voter Registration?	47%	53%	_
Birth Certificate?	74%	21%	5%
Medical ID Card	63%	37%	-
Telephone or Voicemail?	63%	37%	_
Library Card?	37%	63%	_
Bank Account?	21%	79%	-
Alien Registration Card (green card)?	11%	89%	-

Source: EHOP Self-Reliance Survey, 2005.

Note: * It was not indicated whether or not these credentials were needed or obtainable, so in some cases a "no" answer is still satisfactory. For example, US Citizens would not need a green card, and clients with a MN Driver's License would not need a MN ID Card.

Discussion

Although the program has been successful in securing or stabilizing housing for many families with students attending Johnson Elementary, this accomplishment has not yet proven to be significant enough to consistently increase student stability at the school. Program staff indicated that providing access to market rate rental housing may not be sufficient to keep families in the area. Other factors that may impact whether a family remains in the area include employment opportunities and access to public transportation.

One issue identified by program staff as affecting their clients' ability to keep their children at Johnson Elementary is the limited access to student bussing. In some cases, this would mean that elementary students would need to walk almost one mile to school each way. Program staff indicated this was a factor for some parents who decided to move or enroll their students in another school.

Financial limitations also continue to be a primary issue for many clients, and most indicated difficulty in meeting food and/or housing expenses. While nearly all of the clients qualify for Public Housing and Housing Choice Vouchers (Section 8), only 16 percent have a Section 8 voucher. According to program staff, 58 percent of their intensive clients who were assessed are spending more than half of their income on housing costs. The creation of the Housing Trust Fund subsidy has been an important step towards alleviating this concern, providing subsidized housing for seven families.

Financial issues faced by clients impacted goal accomplishment in the area of home ownership. Fewer clients than projected were interested in home ownership classes and most were financially unable to consider purchasing a home, so the home ownership goals were dropped at the end of 2004.

Another important issue faced by the program is many more clients are requiring intensive service than was expected, and their needs extend beyond finding affordable housing. Given the needs of clients, there are plans to explore funding options in order to secure a second case manager. An additional manager would allow the program to reach a greater number of families and provide additional services. Furthermore, interviews with program staff suggest that a second case manager would be helpful in providing more opportunities for peer feedback and support among staff.

References

- East Side Neighborhood Development Corporation, Inc. (2004). Eastside Housing Opportunity Program: Outcome Work Plan.
- East Side Neighborhood Development Corporation, Inc. (2005). East Side Housing Opportunity Program Advisory Committee Meeting Minutes, December 16, 2005.
- East Side Neighborhood Development Corporation, Inc. (2005). Program Description. Retrieved from the Internet December 2005, http://www.esndc.org/community.htm
- Johnson Achievement Plus Housing Opportunity Program evaluation report: Results through December 2004. (2005). Wilder Research Center.

Appendix

Self-Reliance instrument

Self-Reliance instrument

Self-Reliance Progress Form

Pro	gram Name					
Par	ticipant Info	rmation				
Last name, First Name, MI Participant ID#						ate
	cial/Ethnic Bac	_	2. Black or African American □ 3. Asi			
	. White or Cau					
,	panic origin?	Gender	Number of adults in household (18 +)		n household	l (17 or
	□ 1. Yes □ 1. Male younger)					
	2. No	☐ 2. Female				
			liance progress form is designed to rec			
		•	The time period between ratings sho		30 days. 11	ne last entry
			lless of the length of time from previous termine the level that best describes the		n Entert	·he
			x on the right, (in the column marked "			
			sure of the time interval between rating		01 1110 10	
	ployment Sta					
						D (
1	Employment				Score	Date
	1 = Unemploy		a als			
		< 15 hours per w 15 –19 hours per		1	//	
	_			2	/ /	
	4 = Working 20 – 24 hours a week 5 = Working 25 – 29 hours per week					<u></u>
	_	30 - 34 hours per		3	//	
	7 =Working 3		4	//		
	_	> 40 hours per w			5	//
	9 = Unable to	work/retired				, ,
					6	//
	Retention ar	•				D 4
2		and Stability S	Scale		Score	Date
	1 = Unemploy		th at aurrant ich		1	//
	2 = Worked less than one month at current job 3 = Worked one month but less than three months at current job				2	//
			2	1 1		
	4 = Worked three months but less than six months at current job 5 = Worked six months or longer at current job					
		work or retired	5-1 at tarrent 100		4	//
					5	
					6	

Inc	ome Source		
3	Income Sources Scale	Score	Date
	1 = No income	1	//
	2 = Public cash benefits/no earned income	2	1 1
	3 = More than 50% public cash benefits/some earned income		
	4 = More than 50% earned income/some public cash benefits	3	/ /
	5 = Earned income/no public cash benefits		<u>'</u> '
		4	//
		5	//
		6	//
	NOTE: Public cash benefits include MFIP, GA & SSI.		
	Earned income includes employment income, SSDI, Veterans benefits, Retirement be	nefits, Soc	cial Security
Chi	ild Support Income		
4	Child Support Income Scale	Score	Date
	1 = Eligible for child support, no income benefit	1	/ /
	2 = Eligible for child support, partial benefit		
	3 = Eligible for child support, full benefit 9 = Not applicable	2	//
	7 Tvot applicable	3	/ /
		4	
		5	
		6	1 1
4.4.	equacy of Income for Food and Shelter	6	
5	Adequacy of Income for Food and Shelter Scale	Score	Date
3	1 = Unable to meet food AND housing expenses during the last month	1	/ /
	2 = Able to meet food OR housing expenses during last month		
	3 = Able to meet BOTH food and housing expenses during the last month	2	//
		3	//
		4	/ /
		5	
		6	
On	ality of Credit		
Qu	unty of Creat		
6	Quality of Credit Scale	Score	Date
	1 = No credit	1	//
	2 = Poor credit	2	/ /
	3 = Restoring credit or beginning to establish credit 4 = Good credit or credit restored		
	4 – Good credit of credit restored	3	//
		4	
		5	
		6	

1 = Homeless 1/	/
2 = Emergency shelter, doubled up, or notice of eviction or foreclosure 3 = Transitional housing (time limited) 4 = Subsidized rental housing 5 = Market rate rental housing 6 = Home ownership Section 8 Status 8 Section 8 Status Scale 1 = Has Section 8 Voucher but can't find housing 1/	// /
3 = Transitional housing (time limited) 4 = Subsidized rental housing 5 = Market rate rental housing 6 = Home ownership Section 8 Status 8 Section 8 Status Scale 1 = Has Section 8 Voucher but can't find housing 1/	//
4 = Subsidized rental housing 4/	/
5 = Market rate rental housing 5/_ 6 = Home ownership 6/_ Section 8 Status 8 Section 8 Status Scale Score I 1 = Has Section 8 Voucher but can't find housing 1/_	/
6 = Home ownership 3/	/
Section 8 Status 8 Section 8 Status Scale 1 = Has Section 8 Voucher but can't find housing 1/_	/
8 Section 8 Status Scale 1 = Has Section 8 Voucher but can't find housing 1 = Las Section 8 Voucher but can't find housing	
1 = Has Section 8 Voucher but can't find housing 1/_	
	Date
2 = Has Section 8 Voucher but needs to move because of inappropriate housing for example	/
substandard conditions, not large enough, safety concerns, etc.	
3 = Has Section 8 Voucher but needs to move because tenant/landlord issues	
4 = Has Section 8 Voucher and no need to move from the housing	<u>—'—</u>
9 = Does not have a Section 8 Voucher 6 /	<u>—'—</u>
Housing Affordability Soons I	2040
, control grant of the control of th	Date /
1 = Pays more than 50% of income for housing 2 = Pays loss than 50% but > 20% of income for housing	
$2 = \text{Pays less than } 50\% \text{ but } > 30\% \text{ of income for housing}$ $3 = \text{Pays} \le 30\% \text{ of income for housing}$ $3 = \text{Pays} = 30\% \text{ of income for housing}$	'
$3 - \text{Fays} \le 50\%$ of income for nousing	
<u>4</u>	_/
<u>5/_</u>	/
6	/
Household Health Care Coverage	
10 Household Health Care Coverage Scale Score	Date
1 = No insurance for any household members 1/_	/
2 = Public health insurance benefits for some household members 2/_	/
3 = Public health insurance benefits for all household members 3	/
4 = Mix of public and private insurance for some household members 4	
5 = Mix of public and private insurance all household members 5 /	
6 = Private insurance benefits for some household members	
7 = Private insurance for all household members 6 /_	_/
NOTE: Public insurance includes Medicaid (MA), Minnesota Care, Medicare, etc	

Ch	ild Care	
11	Child Care Scale	Score Date
	1 = No child care available	1//
	2 = Child care available but inadequate to meet need	2 / /
	3 = Child care is available & adequate with subsidy	
	4 = Child care is available & adequate without subsidy	3
	9 = No child care needed	4 / /
		5 / /
		6 / /
Ed	ucation	
12	Education Scale	Score Date
	1 = Formal education not adequate to meet employment needs	1
	2 = Formal education adequate for current employment but not for work advancement	2 / /
	3 = Formal education adequate for current employment and advancement	
		3
		4
		5 / /
		6 / /
Tra	nnsportation	
13	Transportation Scale	Score Date
	1 = Transportation not adequate to meet daily needs	1
	2 = Transportation adequate to meet some but not all daily needs	2 / /
	3 = Transportation adequate to meet daily needs	
		3/
		4//
		5
		6 / /
Soc	ial Support	
~ ~ ~ ~	au Support	
14	Social Support Scale	Score Date
	Social Support Scale 1 = Little or no support from family, friends, or community support groups	Score Date
	Social Support Scale 1 = Little or no support from family, friends, or community support groups 2 = Some social support, not usually adequate	Score Date 1 // 2 /_/_
	Social Support Scale 1 = Little or no support from family, friends, or community support groups	Score Date 1 /_ /_ 2 /_ /_
	Social Support Scale 1 = Little or no support from family, friends, or community support groups 2 = Some social support, not usually adequate	Score Date 1 /_ /_ 2 /_ /_ 3 /_ /_
	Social Support Scale 1 = Little or no support from family, friends, or community support groups 2 = Some social support, not usually adequate	Score Date 1 // 2 //_ 3 //_ 4 //_
	Social Support Scale 1 = Little or no support from family, friends, or community support groups 2 = Some social support, not usually adequate	Score Date 1 /_/ 2 /_/_ 3 /_/_ 4 /_/_ 5 /_/_

Ter	nant/Landlord Relationship	
15	Tenant/Landlord Relationship Scale	Score Date
	1 = Most recent tenant/landlord relationship failed – tenant evicted or lease not renewed	1
	2 = Program needed to prevent or resolve tenant/landlord dispute more than once in current quarter	2
	3 = Program needed to prevent or resolve tenant/landlord dispute only once in current quarter	3//
	4 = Program not needed to prevent or resolve tenant/landlord dispute in current quarter	4
		5//
		6//
Chi	ld Protection Case	
16	Child Protection Scale	Score Date
	1 = Child protection case open-child/children not with parent	1//
	2 = Child protection case open-child/children with parent	2 / /
	3 = Child protection case closed	
	4 = Family does not have a child protection case (open or closed)	3/
		4//
		5//
		6//
Chi	ld's Immunization Scale	
17	Child's Immunization Scale	Score Date
	1 = Immunizations (age appropriate) are not up-to-date for any of the children in the household	1
	2 = Immunizations (age appropriate) are up-to-date for some but not all of the children in the household	2
	3 = Immunizations (age appropriate) are up-to-date for all of the children in the household	3//
		4//
		5
		6//
_	ld's Medical Needs	
18	Child's Medical Needs Scale	Score Date
	1 = None of the children in the household have a regular pediatrician or clinic	1//
	2 = Some but not all of the children in the household have a regular pediatrician or clinic 3 = All of the children in the household have a regular pediatrician or clinic	2
	r 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1	3/
		4/
		5
		6

Enrollment in Pre-school programs					
19	Enrollment in Pre-school Programs Scale	Score Date			
	1 = None of the eligible children are enrolled in pre-school services	1/			
	2 = Some but not all of the eligible children are enrolled in pre-school services	2 / /			
	3 = All eligible children are enrolled in pre-school services				
	9 = No children in need of pre-school services	3			
		4//			
		5			
		6//			
Sch	ool attendance				
20	School Attendance Scale	Score Date			
	1 = None of the school-age children attending school on a regular basis *	1 / /			
	2 = Some but not all of the school-age children attending school on a regular basis *	2 / /			
	2 = Some but not all of the school-age children attending school on a regular basis * 3 = All of the school age children attending school on a regular basis *	2			
		3/			
	3 = All of the school age children attending school on a regular basis * 9 = No school-aged children				
	3 = All of the school age children attending school on a regular basis *				

ASSESSMENT SECTION

Mental Health Assessment					
21	Mental Health Scale	Score Date			
	1 = Mental health assessment recommended	1			
	2 = Mental health assessment completed and appropriate referral made	2 / /			
	3 = Mental health services being provided				
	9 = No mental health services needed	3//			
		4//			
		5			
		6//			
Ch	emical Dependency Assessment				
22	Chemical Dependency Scale	Score Date			
	1 = Chemical dependency assessment recommended	1			
	2 = Chemical dependency assessment completed and appropriate referral made	2 / /			
	3 = Chemical dependency support services being provided				
	9 = No chemical dependency support services needed	3//			
		4//			
		5//			
		6 / /			

Domestic Abuse					
23	Domestic Abuse Scale	Score Date			
	1 = Domestic abuse issues present in family – not currently addressed	1/			
	2 = Referral made for supportive services	2 / /			
	3 = Domestic abuse services being provided				
	9 = No domestic abuse services are needed	3			
		4 / /			
		5//			
		6//			
Tei	nant Training	•			
24	Tenant Training Scale	Score Date			
	1 = Tenant training class recommended	1/			
	2 = Participant not attending recommended tenant training class	2 / /			
	3 = Participant attended $1 - 4$ tenant training classes to date				
	4 = Participant completed tenant training class	3			
		4//			
1					
		5			

This page is to be completed at program INTAKE and program EXIT ONLY

Community Credentials						
25 Community Credentials Scale						
1 = Participant does not have credential 2 = Participant in process of obtaining credential 3 = Participant has credential 9 = Credential not necessary						
At intake does participant have:		Status at intak	e	Status at exit		
Social Security Card	☐ 1. Yes	□ 2. No	☐ 8. Don't know	□ 1. Yes □ 2. No □ 3. In process □ 8. Don't know		
	☐ 9. Credent	tial not needed or obta	ainable	☐ 9. Credential not needed or obtainable		
Minnesota driver's license	☐ 1. Yes	☐ 2. No	☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 3. In process ☐ 8. Don't know		
	☐ 9. Credent	tial not needed or obta	ainable	☐ 9. Credential not needed or obtainable		
Minnesota identification card	☐ 1. Yes	☐ 2. No	☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 3. In process ☐ 8. Don't know		
	☐ 9. Credent	tial not needed or obta	ainable	9. Credential not needed or obtainable		
Voter registration	☐ 1. Yes	☐ 2. No	☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 3. In process ☐ 8. Don't know		
	☐ 9. Credent	tial not needed or obta	ainable	9. Credential not needed or obtainable		
Birth certificate	☐ 1. Yes	☐ 2. No	☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 3. In process ☐ 8. Don't know		
	9. Credential not needed or obtainable			9. Credential not needed or obtainable		
Medical ID card	☐ 1. Yes	☐ 2. No	☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 3. In process ☐ 8. Don't know		
	☐ 9. Credent	tial not needed or obta	ainable	9. Credential not needed or obtainable		
Telephone or voice mail access	□ 1. Yes	□ 2. No	□ 8. Don't know	□ 1. Yes □ 2. No □ 3. In process □ 8. Don't know		
_	_	ial not needed or obta		9. Credential not needed or obtainable		
T '1 1						
Library card	☐ 1. Yes	☐ 2. No	☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 3. In process ☐ 8. Don't know		
	9. Credential not needed or obtainable		9. Credential not needed or obtainable			
Bank account	☐ 1. Yes	□ 2. No	☐ 8. Don't know	□ 1. Yes □ 2. No □ 3. In process □ 8. Don't know		
	☐ 9. Credential not needed or obtainable			☐ 9. Credential not needed or obtainable		
Alien registration card (green card)	☐ 1. Yes	☐ 2. No	☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 3. In process ☐ 8. Don't know		
	☐ 9. Credent	tial not needed or obta	ainable	☐ 9. Credential not needed or obtainable		

This page is to be completed ONLY at program exit.

Supportive Services						
26 Supportive Services Scale						
Did the participant	RATING SCALE					
receive or get a referral to support services for:	1 = Referred to other agency for services	2 = Received program services	3 = Did not need this service			
Case management	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know			
Life skills (not case management)	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know			
Alcohol or drug services	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know			
Mental health services	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know			
Health care services	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know			
Domestic abuse services	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know			
Education	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know			
Housing placement	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know			
Employment assistance	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know			
Child care	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know			
Transportation	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know			
Legal	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know			
Child protection	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know			
Other (specify)	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know	☐ 1. Yes ☐ 2. No ☐ 8. Don't know			