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Emergency Shelters,
Transitional Housing, and
Battered Women's Shelters

Data Collection Project
Seventh Annual Report

**EMERGENCY SHELTERS, TRANSITIONAL HOUSING,
AND BATTERED WOMEN'S SHELTERS
DATA COLLECTION PROJECT
SEVENTH ANNUAL REPORT
(Based on Data Collected During 1991 – 1997)**

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INTRODUCTION

BACKGROUND AND PURPOSE

This is the seventh annual report of an ongoing community project to collect data about homeless adults and their children who use emergency shelters and transitional housing in Ramsey County. The purpose of the project is to help funders, policymakers, and providers make decisions about homelessness by providing reliable and useful information. The community organizations listed in the Acknowledgements have demonstrated strong and continuous support for the project since it began in 1991, and next year there will be an eighth annual report of data collected during 1998.

Policy changes in service delivery since the project started include Ramsey County's investment in a Central Intake office (1992), a diversion program (1993) and a 30-day residency requirement (1997).

DATA COLLECTION METHODS

Common data elements, collectively defined, are used across sites to ensure data comparability. The data set was modified slightly in 1994 to reflect changing reporting needs. Data is collected at intake for all persons entering emergency shelter, transitional housing, and battered women's shelters. Additional data are collected for all persons exiting transitional housing and, starting in July 1994, for persons exiting emergency shelter through Central Intake. Data are collected via self-administered forms at the Union Gospel Mission and by staff at other sites.

Manual or computerized data are submitted to Wilder Research Center each quarter. After being loaded into a common data base, the data are aggregated and unduplicated for reporting. Unless otherwise noted, descriptive data is reported for the most current stay. There was a major effort during 1994 and 1995 to improve the quality of existing data and establish mechanisms to maintain data integrity. One result was a slight difference in counts and numbers between this and previous reports for 1991 to 1993 data.

SOURCES OF INFORMATION FOR THIS REPORT

The information in this report is based on data collected for all of 1997 by Catholic Charities, Ramsey County, and the Union Gospel Mission, for emergency shelter; by Juel Fairbanks, RoseCenter, Theresa Living Center, Union Gospel Mission, Wellsprings Living Center, the St. Paul YWCA, and the Wilder ROOF project, which includes East Metro Women's Council, Emma Norton Residence, and Jendayi Place for transitional housing; and by Casa de Esperanza, Eagle's Nest, Family Violence Network-Hillhome, and Women's Advocates, for battered women's shelter. (Refer to Appendix I on page 47 for a list of all data sources since 1991, including the addition of new programs for existing providers and the discontinuation of programs and/or project participation.)

ORGANIZATION OF THIS REPORT

This report begins with a summary of key findings for 1991 through 1997 focusing on usage, shifts, and repeat patterns. A new section this year reports on the families who were diverted from shelter. The report then describes persons who use emergency shelter and/or transitional housing, including their exit status, and it concludes with a brief look at the women who use battered women's shelters. Throughout the report, results from comparable questions in the 1997 statewide survey of homeless persons (for Ramsey County shelters only) are also discussed.

SUMMARY AND IMPLICATIONS

Unduplicated counts

The unduplicated number of persons who have used shelter in Ramsey County between 1991 and 1997 is estimated at about 30,000, including:

- Over 17,000 adults (mostly single men), and over 6,000 children, in emergency shelter.
- About 1,500 adults (mostly females), and over 500 children, in transitional housing.
- About 3,500 females, and 5,500 children, in battered women's shelters.

(An estimated third of the women and children who have stayed in transitional housing and battered women's shelters are included in the count for emergency shelter, where they have also stayed.)

Usage patterns in these different settings have changed dramatically since this project began in 1991. There has been a significant reduction in the number of persons using emergency shelters, and a significant increase in the number of women and children using transitional housing and battered women's shelters. It appears that these shifts correspond directly to, and are most likely caused by, corresponding changes in capacity.

- From 1995 to 1997, the number of *persons* using emergency shelter decreased by one third. During this time, the number of *stays* decreased by one fourth, as the return rate for single men—by far, the largest segment of the emergency shelter population—increased from 38 to 44 percent.
- Since 1991, the number of persons using transitional housing (primarily women and children) has increased each year and more than doubled since 1992. For every person in transitional housing in 1992, there were 14 persons in emergency shelter, compared to 3-4 in 1997.
- The number of women and children using battered women's shelters has also increased each year and almost doubled since 1992. The ratio of adults in emergency and battered women's shelters was almost one-to-one in 1997, and if the trends continue, the number of persons using battered women's shelters will exceed the number of persons using emergency shelters in 1998.

Children

Children represent a substantial proportion of all persons in different types of sheltered settings in Ramsey County, including 60 percent in battered women's shelters, 40 percent in transitional housing, and 25 percent in emergency shelters (consistent with a recent national estimate). Roughly seven in ten children sheltered in Ramsey County are African-American and more than half are school age.

Stable and Changing Characteristics of Shelter Users

Throughout these shifts in shelter usage in Ramsey County, some characteristics of the sheltered populations remain fairly constant, while others change over time.

- In emergency shelter, the make-up of the overall population remains at slightly over half single men, about one fourth children, and the rest single women or women with children. The racial composition has been unchanged since 1994, including that of adults with children, among whom about three in four are African-American. A relatively small percentage (4%) of all adults are recently steadily employed and are, compared to the general shelter population, receiving or earning almost double the average monthly income, more likely to have completed high school or a GED, and less likely to return to shelter.

Compared to earlier this decade, last year's emergency shelter population overall is: older, by 2-3 years; receiving or earning slightly more income but still averaging under \$400 a month; and more than twice as likely to find the lack of affordable housing a barrier to having their own place.

- In transitional housing, the vast majority is women and children who stay an average of 5-6 months. About three in ten are steadily employed when they exit transitional housing, a slight increase over the proportion who are steadily employed upon entering.

Although the proportion of all women in transitional housing who self-report problems with drinking/drug use has not changed since 1991, reports of staying at a treatment facility within a month of entering transitional housing have increased six-fold, from 3 percent in 1991 to 19 percent in 1997.

- In battered women's shelters, 80-85 percent of the women served since 1991 are in their 20s or 30s.

Compared to the early 1990s, a greater proportion of women who stay in battered women's shelters are 30 years or older and a greater proportion are African-American. It also appears that a growing number of these women enter battered women's shelters unaccompanied by children.

Another noteworthy shift has been where emergency shelter users are from and where they last lived. Between 1993 and 1997 there was a gradual decrease in the proportion of adults from outside Minnesota (from 44 to 34 percent) and last living outside Minnesota (from 34 to 21 percent). In 1997, these proportions were at their lowest levels since the project began in 1991.

The results of a 30-day residency requirement that went into effect in the middle of 1997 indicate there was not a subsequent change in the percentage of shelter users *last living* in Ramsey County, but there was a subsequent and significant increase in the percentage of shelter users *from* Ramsey County.

Repeat Use of Emergency Shelter

From 1991 to 1997, the proportion of adults returning to emergency shelter, and the average total number of days in emergency shelter, has increased for single men, decreased for single women, and stayed about the same for families with children. In 1997:

- Over four in ten single men, a one-third increase since 1991, returned to shelter, increasing their average total time in shelter from about two weeks to three weeks.
- One in ten single women, half that in 1991, returned to shelter, decreasing their average total time in shelter from about two weeks to one week.
- Slightly more than one in ten families with children, about the same as in previous years, returned to shelter and stayed a total of two weeks.

Men return to shelter sooner than do women (3 months and 6 months, respectively). One in four single men stay in emergency shelter more than a total of four weeks, compared to one in ten families and only a few single females.

Housing Have-nots

In a recent study of homeless women at the University of Massachusetts, the majority of women cited domestic violence as the root cause of their homelessness, with lack of affordable housing a contributing factor. Having left homes they would not return to, and unable to afford other housing, these women became what the study calls “urban nomads.” Although this project cannot determine the root causes of homelessness among the persons sheltered in Ramsey County, the concept of a nomadic lifestyle is apparent for some women sheltered in Ramsey County. For example:

- About 10 percent of the persons (mostly women and families) diverted from shelter eventually return to enter shelter.
- About 14 percent of all females who were in emergency shelter or transitional housing in Ramsey County in 1997 moved to another form of temporary housing—with friends or family, a motel or hotel, treatment, or another shelter—upon exit.
- Women in transitional housing who have been in “the system” for 5-6 years, compared to all users of transitional housing, are twice as likely to have moved from their own place due to eviction, stayed with friends or family, and had problems finding affordable housing on their available income, and they are much more likely to have been in treatment for drinking/drug use.

Implications

Since this project began in 1991, the lack of affordable housing continues to be a strong factor in the reason why persons seek shelter in Ramsey County. These users appear to fall into one of two groups: those who stay a relatively short period of time and do not return, and those who return, some after an extended period of time.

- Most adults who use emergency shelter stay only once or twice, and most of those who stay in transitional housing leave in good standing and do not return to emergency shelter. Based on these findings, shelter programs in Ramsey County appear to serve their intended purposes for the majority of persons served.
- In addition to chronic users of emergency shelter (roughly 50-100 single men), there also appears to be a sub-population of female users of emergency shelter and transitional housing for whom long-term stable housing may be unattainable due to a complex set of problems. Selected case studies show that some women who eventually enter transitional housing do so after years of being in and out of emergency shelter and are not always successful in living independently after leaving transitional housing. These cases may be better suited for long-term programs such as supportive housing, which offers a permanent place to live combined with on-going support services.

Results from the most recent statewide homeless survey indicate problems with drinking/drug use and domestic violence continue to be underreported for this project. There are two areas—battered women’s shelters and men in emergency shelter—for which this project continues to be unable to provide useful information to providers, policy-makers, funders, and other interested in homelessness in Ramsey County:

- Since about half of the women who are homeless and sheltered in Ramsey County stay in battered women’s shelters, it would be helpful to know how many return to that setting, and how often, as well as how many also use emergency shelter and/or transitional housing. Data that would allow cross-referencing of records and datasets is not reported for this project.
- Among users of emergency shelter, single men represent the largest segment but are, at the same time, the least well-defined in terms of where they come from, their reasons for seeking shelter, and their status upon leaving transitional housing. Data that would answer these types of questions is consistently missing.

Additional in-depth analysis of individual cases, such as was done for this report for a selected sample, may be helpful in providing further insights into the nature and complexity of problems faced by the chronic users of shelter in Ramsey County.

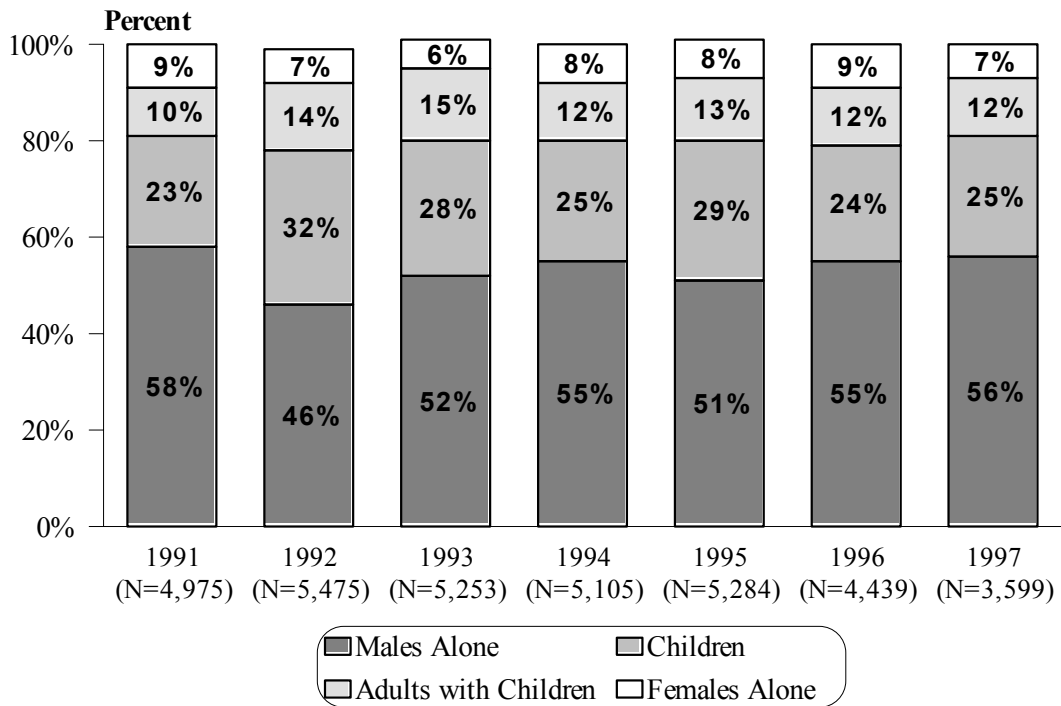
USAGE SUMMARY

EMERGENCY SHELTERS

In 1997, for the second consecutive year, the number of persons staying in emergency shelters was over 800 less than the previous year, and at the lowest level since reporting began in 1991.

- The decreases are largely attributable to reduced capacity at the predominant men's shelter, and a new 30-day residency requirement for families entering shelter.
- The proportions of single men, single women, adults with children, and children were the same in 1997 as in 1996.

Altogether, 17,000 different adults, and over 6,000 different children, have stayed in Ramsey County emergency shelters since 1991.



Year	Total	Males Alone	Females Alone	Adults w/Children	Children	Families*
1991	4,975	2,886	448	497	1,144	479
1992	5,475	2,544	386	775	1,770	642
1993	5,253	2,711	316	773	1,453	627
1994	5,105	2,808	408	613	1,276	421
1995	5,284	2,678	415	671	1,520	520
1996	4,439	2,452	378	522	1,087	440
1997	3,599	2,022	238	427	912	358

* One or more adults plus one or more children identified as a family unit.

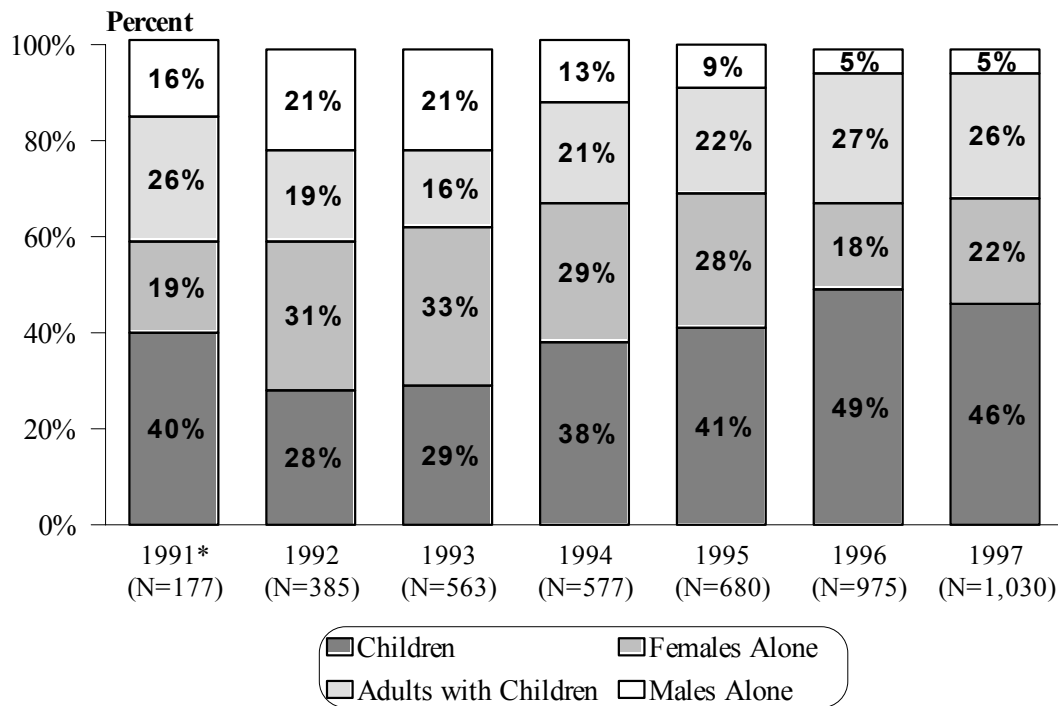
In any given year, less than 5 percent of adult shelter users stayed alone and at other times stayed with children; they are counted only as "in families."

The unduplicated count for 1991 is less complete than for 1992 to 1997, and comparisons using 1991 should be interpreted cautiously.

TRANSITIONAL HOUSING

Each year since 1991, the total number of persons staying in transitional housing has increased.

- There were significant increases in capacity between 1992 and 1995. In addition, the Wilder Roof Project was added to this report in 1996.
- The majority of individuals using transitional housing since 1994 have been women and their children.



Altogether, over 1,600 different adults, and over 500 different children, used transitional housing in Ramsey County between 1991 and 1997.

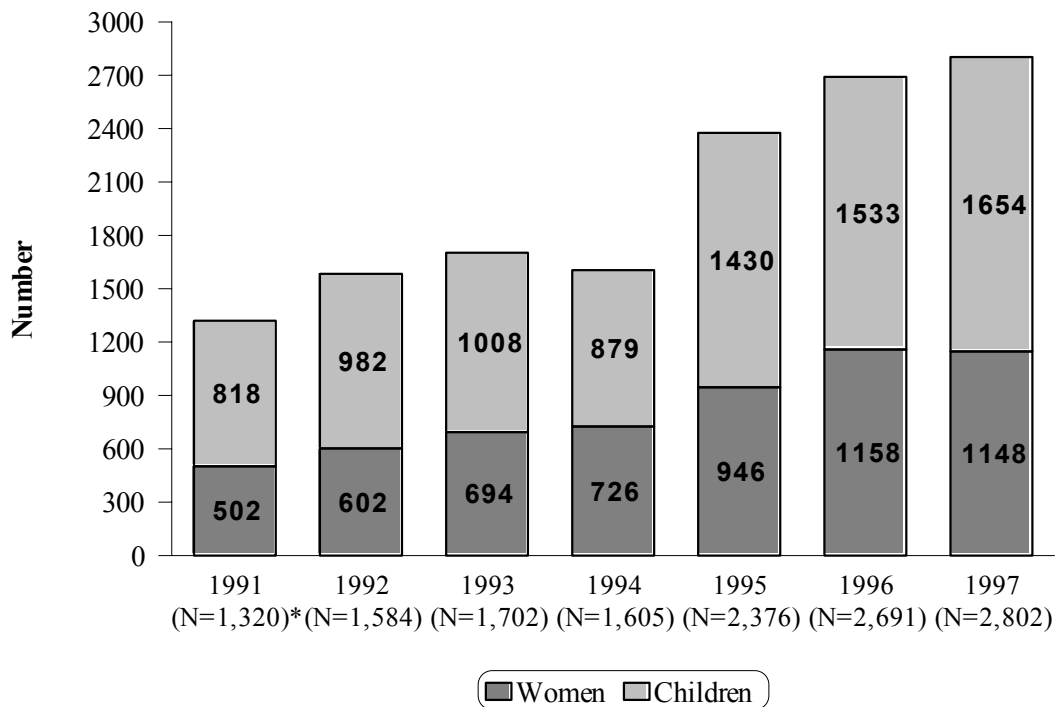
- Notes:
- 1) 1991 is the number of adults and children who entered transitional housing. All other years are number served.
 - 2) 1996 and 1997 include counts provided by Naomi Family Center for its transitional housing program; data on individual women and children were not collected and submitted for this report. Previous reports for 1996 did not include the count for Naomi.

BATTERED WOMEN'S SHELTERS

About 2,800 individuals exited battered women's shelters in Ramsey County in 1997, a slight increase over 1996.

The number of women and children staying in battered women's shelters has more than doubled since 1991.

- There was a significant increase in capacity in 1995, and a small increase in 1996.
- About 55-60 percent of all persons staying in battered women's shelters are children.



* Estimates for the entire year based on data for three to six months for two shelters. Some previous years' reports included actual submitted data only.

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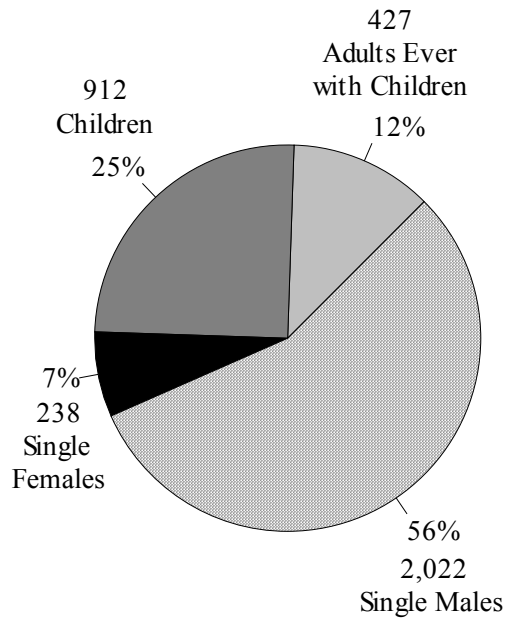
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EMERGENCY SHELTERS

COUNT OF INDIVIDUALS

In 1997, over 3,000 individuals used emergency shelters in Ramsey County. Over half were men staying alone, and over a third were individuals in families.

Figure 1 **Individuals Entering Emergency Shelters, Ramsey County, 1997**
(N=3,599)*



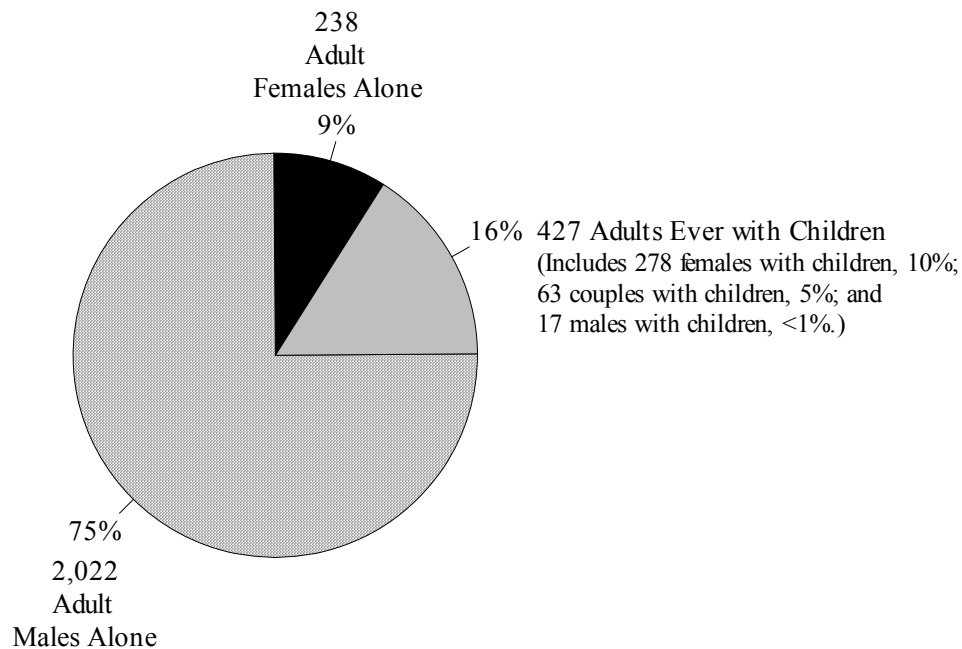
* Adults who entered shelters both alone and with children during the year are counted only as "in families."

COUNT OF ADULTS

Almost 2,700 different adults used emergency shelters in Ramsey County in 1997. Over 70 percent were men staying in shelter alone, and 9 percent were women alone. The remaining 16 percent were adults bringing with them over 900 children. These proportions are roughly the same as 1996.¹

These unduplicated counts include emergency shelter stays at Catholic Charities' Mary Hall, Lowry Family Shelter, Union Gospel Mission, and overflow sites, all located in Saint Paul (see Appendix I for a complete list of shelters and populations served).

Figure 2 **Adults Entering Emergency Shelters, Ramsey County, 1997**
Family Status While at Shelter (N=2,687)*

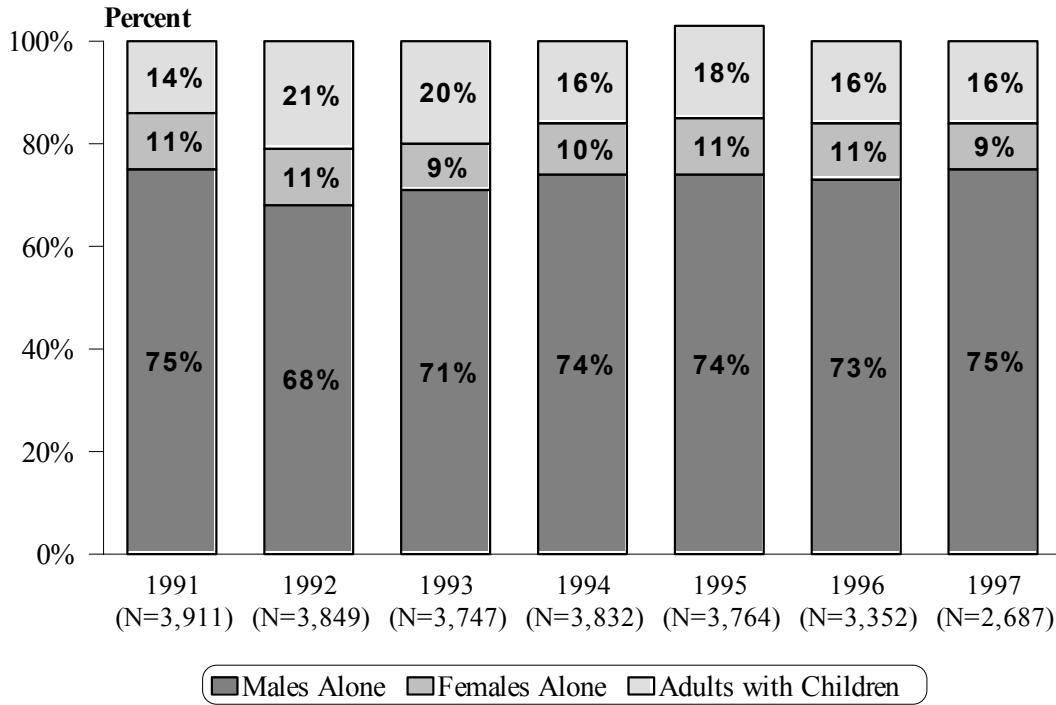


* Adults who entered shelters both alone and with children during the year are counted only as "in families."

¹ Males and females staying alone in shelter may be referred to as "singles," "single men," or "single women" throughout this report. This is a descriptor of their status while staying in shelter, not necessarily their marital status or typical living situation.

A significantly smaller number of adults stayed in emergency shelter in 1997 than in each of the previous six years.

Figure 3 Adults Entering Emergency Shelters, Ramsey County, 1991 to 1997
Family Status While at Shelter*



* Adults who entered shelters alone and, at other times, stayed with children during a year are counted only as “in families” for that year.

See page viii for the number of males alone, females alone, and adults with children, by year.

PROFILE OF EMERGENCY SHELTER USERS

SEX AND AGE OF ADULTS USING EMERGENCY SHELTERS

Over three-quarters of adult shelter users are male (78%).

Two-thirds are between ages 30 and 49. On average, single adults are 36-38 years old and adults with children are 30.

- The proportion of adults between ages 40 and 49 has increased from 17-19 percent in the early 1990's to 27 percent in 1997.
- Since 1994, the average age for adults alone has increased from 33 to 36, and for adults with children from 28 to 30.

RACE/ETHNICITY OF ADULTS USING EMERGENCY SHELTERS

The proportion of African-Americans among all adults in shelter increased from 1991 to 1994 and has remained level since then.

Table 1 Characteristics of Adults Who Entered Ramsey County Emergency Shelters in 1991 to 1997

	1991*	1992	1993	1994	1995	1996	1997
Sex	(N=3,911)	(N=3,849)	(N=3,747)	(N=3,832)	(N=3,764)	(N=3,352)	(N=2,687)
Female	23%	27%	25%	23%	26%	24%	22%
Male	78%	73%	75%	77%	74%	76%	78%
Age	(N=3,507)	(N=3,655)	(N=3,622)	(N=3,504)	(N=3,546)	(N=3,188)	(N=2,525)
<20	3%	4%	4%	4%	4%	4%	3%
20-29	31%	32%	30%	30%	29%	24%	22%
30-39	37%	37%	38%	40%	39%	41%	39%
40-49	19%	17%	19%	17%	21%	22%	27%
50-59	7%	7%	7%	6%	6%	7%	8%
60+	3%	2%	2%	2%	2%	2%	3%
Race/Ethnicity	(N=3,905)	(N=3,816)	(N=3,762)	(N=3,730)	(N=3,757)	(N=3,342)	(N=2,681)
White	49%	40%	36%	32%	31%	32%	33%
African American	30%	39%	42%	50%	51%	51%	50%
Hispanic	15%	16%	16%	12%	14%	12%	12%
American Indian	5%	4%	4%	4%	4%	4%	4%
Other	<1%	1%	1%	1%	1%	1%	1%

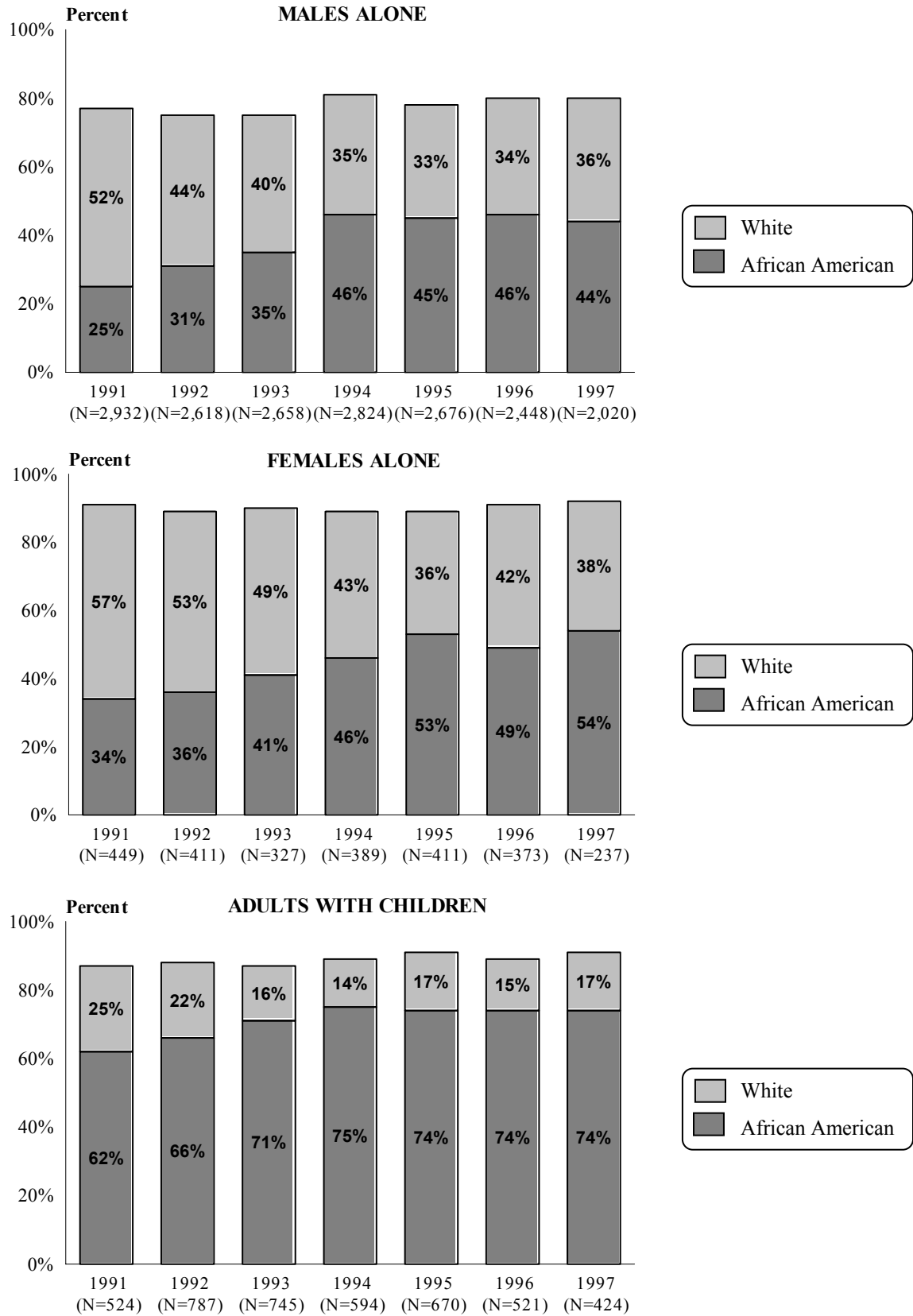
* Includes emergency motel stays for July through December only.

As Figure 4 shows, roughly two-thirds to three-quarters of all adults with children, compared to less than half of single adults, are African-American. About 15-20 percent of males alone in shelter are Hispanic, consistent since 1991.

Table 2 **Adults Entering Emergency Shelters, Ramsey County, 1997**
Race/Ethnicity

	All Adults (N=2,681)	Males Alone (N=2,020)	Females Alone (N=237)	Adults with Children (N=424)
White	33%	36%	38%	17%
African American	50%	44%	54%	74%
Hispanic	12%	16%	1%	3%
American Indian	4%	3%	4%	4%
Other	1%	<1%	2%	2%

Figure 4 Adults Entering Emergency Shelters, Ramsey County, 1991 to 1997
African Americans and Whites



CHILDREN IN EMERGENCY SHELTERS

Altogether, 912 different children used emergency shelters in Ramsey County in 1997, almost 200 less than last year.

- Over a third (39%) are pre-school age, four or younger, and the remainder are school age, 5 to 17.
- Over three-fourths are African American.
- Families have two or three children, on average, about the same since 1991.

Table 3 **Characteristics of Children With Adults in Emergency Shelters, Ramsey County, 1991 to 1997**

	1991* (N=1,064)	1992 (N=1,874)	1993 (N=1,447)	1994 (N=1,273)	1995 (N=1,520)	1996 (N=1,087)	1997 (N=912)
Sex							
Boys	49%	49%	50%	50%	48%	51%	52%
Girls	51%	51%	50%	50%	52%	49%	48%
Age							(N=908)
2 or younger	31%	30%	23%	29%	29%	29%	24%
3-4	14%	17%	17%	17%	19%	17%	15%
5-9	32%	30%	33%	32%	30%	30%	32%
10-12	14%	13%	14%	13%	13%	13%	14%
13-14	5%	5%	7%	5%	5%	7%	8%
15-17	5%	4%	5%	3%	4%	5%	7%
Race/Ethnicity							(N=900)
African American	69%	76%	77%	82%	82%	76%	76%
White	16%	14%	10%	9%	10%	11%	13%
Hispanic	6%	5%	6%	5%	6%	4%	3%
American Indian	6%	3%	4%	2%	1%	5%	4%
Other groups	3%	2%	4%	2%	2%	4%	4%
Number of Children Per Family	(N=479 Families)	(N=642 Families)	(N=627 Families)	(N=421 Families)	(N=520 Families)	(N=440 Families)	(N=358 Families)
1	37%	27%	29%	35%	33%	40%	35%
2	31%	28%	30%	28%	31%	28%	30%
3	19%	22%	19%	18%	20%	17%	17%
4	7%	12%	10%	11%	10%	9%	10%
5	2%	4%	6%	4%	4%	4%	6%
6	4%	4%	4%	1%	2%	1%	1%
7 or more	1%	4%	2%	2%	1%	1%	1%
Mean	2.2	2.7	2.5	2.3	2.3	2.2	2.3
Median	2	2	2	2	2	2	2

LIVING ARRANGEMENTS OF ADULTS BEFORE ENTERING EMERGENCY SHELTERS

Adults were asked to report all of their living arrangements during the month before entering shelter. In 1997:

- Two-thirds or more of females alone and families with children stay with friends or relatives.
- Almost a fourth of males alone stay at another shelter.*

Table 4 Adults Entering Emergency Shelters, Ramsey County, 1997
Previous Living Arrangements by Family Status (Multiple Responses)

	All Adults (N=1,037)	Males Alone* (N=434)	Females Alone (N=217)	Adults with Children (N=386)
Friends or relatives	59%	43%	67%	71%
Own place	18%	11%	16%	26%
On the streets	14%	23%	14%	5%
Another shelter	14%	24%	8%	6%
Treatment facility	3%	4%	5%	1%
Correctional facility	2%	3%	1%	<1%
Other	9%	10%	7%	8%

* These figures should be interpreted cautiously because they are based on a 21 percent sample.

Since 1992, proportionately more adults with children report doubling up before coming to shelter, and more single females report living on the street.

PREVIOUS ADDRESSES OF ADULTS BEFORE ENTERING EMERGENCY SHELTERS

Less than half of the adults entering emergency shelters in 1996 reported their last permanent address and where they lived most of the five years (reported as "from"). Among them:

- A higher proportion than last year report Ramsey County as where they last lived with a permanent address (71% vs. 63%) and are "from" (57% vs. 47%).
- The proportions of adult with children last living or "from" outside Minnesota were significantly less than in any previous year reported by this project.
- Over 90 percent who last lived in Ramsey County are also "from" Ramsey County and over three-fourths (77%) who are "from" Ramsey County last lived in Ramsey County.

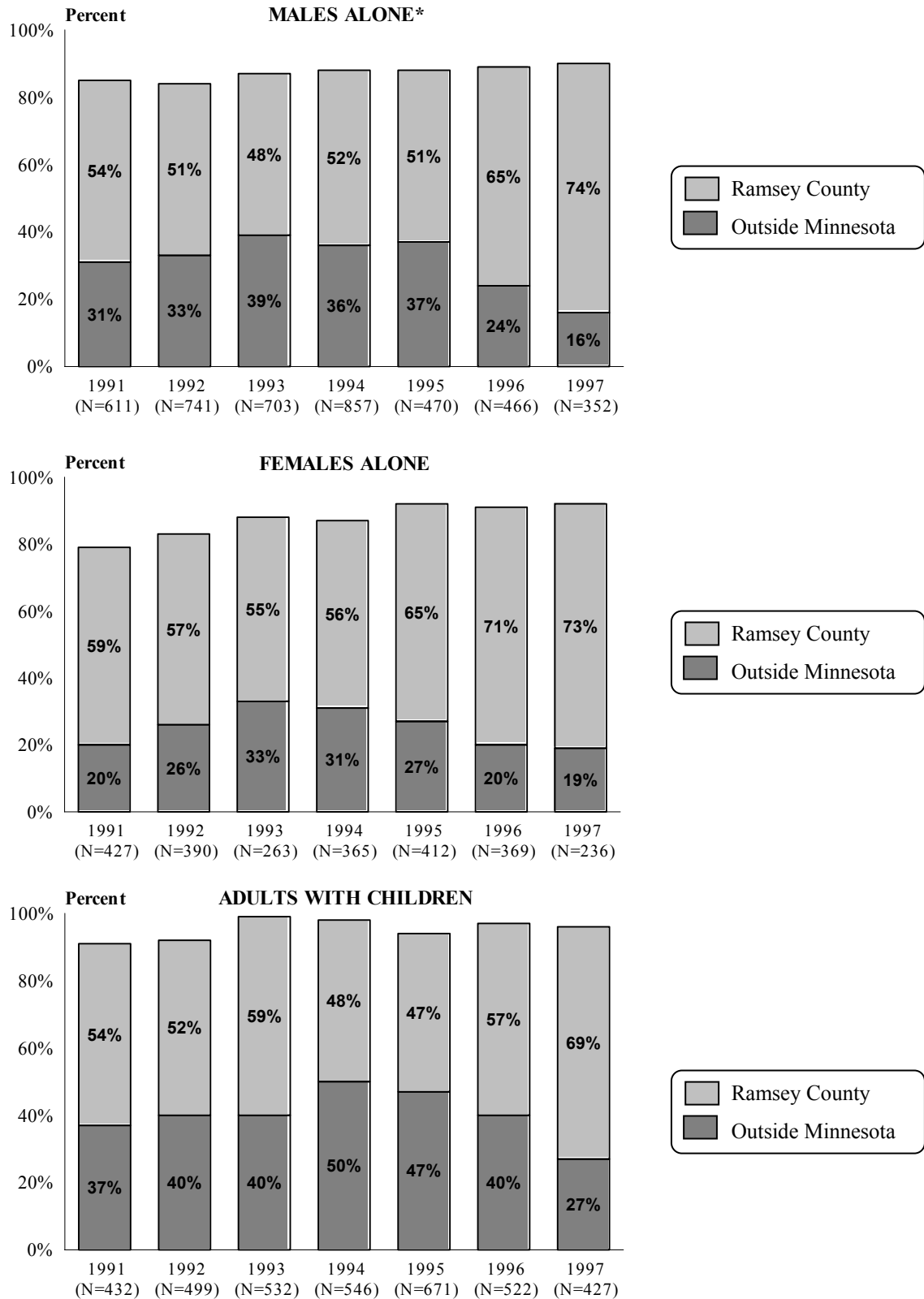
**Table 5 Adults Entering Emergency Shelters, Ramsey County, 1997
Last Permanent Address and Where From**

	Last Permanent Address (N=1,015)	Where Lived Most of Last Five Years (N=967)
Ramsey County	71%	57%
Other Twin Cities Metro	6%	6%
Other Minnesota	2%	3%
Outside Minnesota	21%	34%

Figures on pages 10 and 11 show comparisons of previous locations by family status for 1991 to 1997.

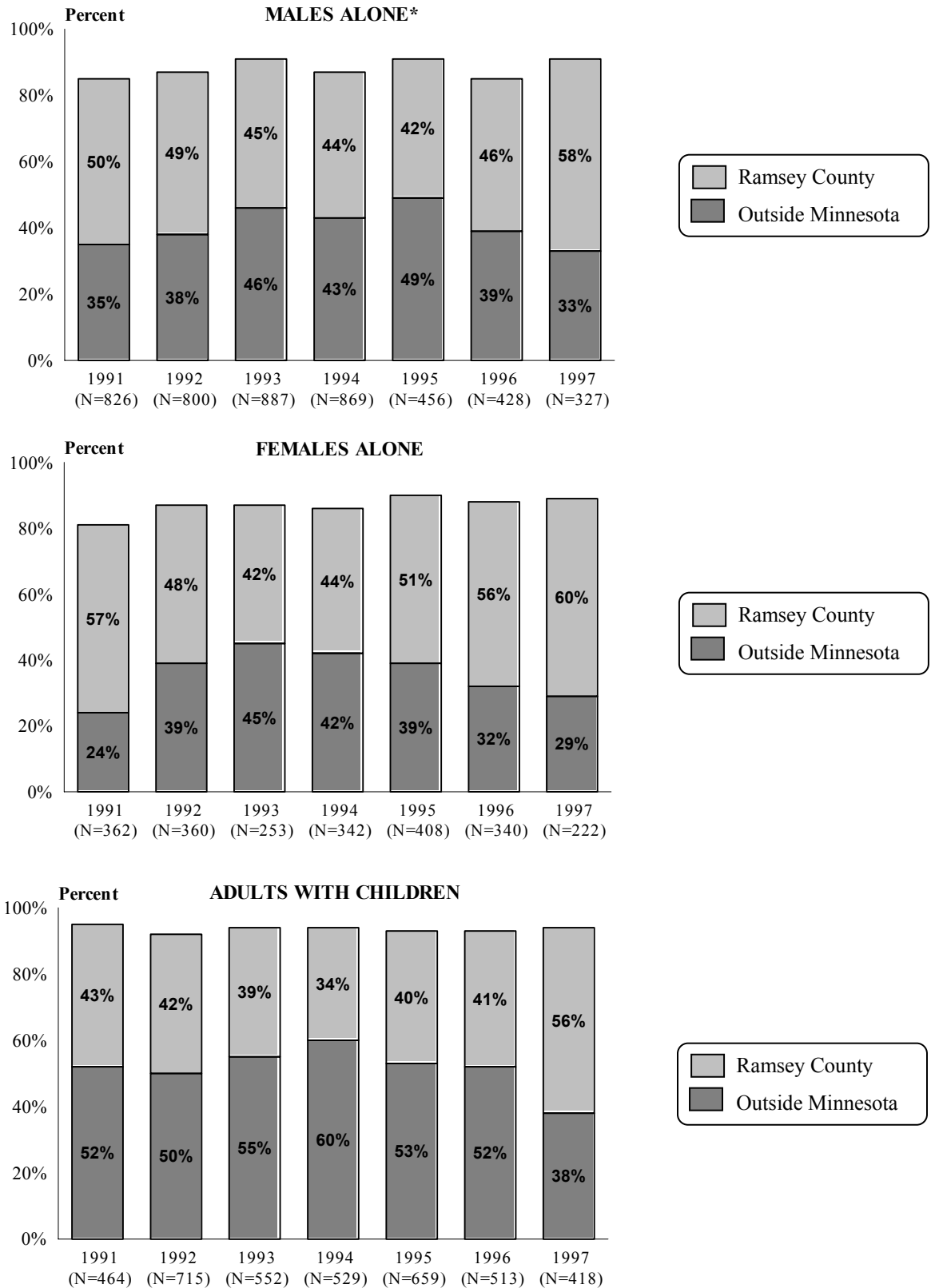
In the second half of 1997, after a new 30-day residency requirement went into effect, compared to the first six months of the year, the proportion of shelter users “from” outside Ramsey County increased from about half to almost two-thirds. The proportion who last lived in Ramsey County stayed about the same.

**Figure 5 Adults Entering Emergency Shelters, Ramsey County, 1991 to 1997
Last Permanent Address**



* These figures should be interpreted cautiously because they are based on a 16-30 percent sample.

Figure 6 Adults Entering Emergency Shelters, Ramsey County, 1991 to 1997
Where Lived Most of Last Five Years



* These figures should be interpreted cautiously because they are based on a 16-30 percent sample.

EDUCATIONAL LEVEL OF ADULTS IN EMERGENCY SHELTERS

Among adults using emergency shelters in 1997, two-thirds (65%) report completing high school or having a GED. Educational levels have been about the same since 1994.

Figure 7 Adults Entering Emergency Shelters, Ramsey County, 1997
Highest Educational Level (N=975)

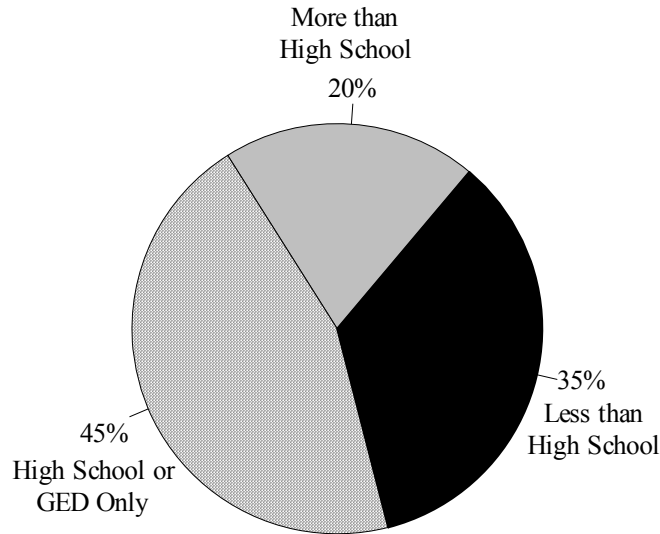


Table 6 Adults Entering Emergency Shelters, Ramsey County, 1991 to 1997
Proportion Completing High School or GED

Year	All Adults	Males Alone*	Females Alone	Adults with Children
1991	(N=1593) 64%	(N=702) 66%	(N=448) 69%	(N=443) 55%
1992	(N=1870) 61%	(N=880) 63%	(N=409) 67%	(N=581) 54%
1993	(N=2094) 53%	(N=989) 67%	(N=319) 54%	(N=786) 36%
1994	(N=1923) 68%	(N=953) 75%	(N=382) 66%	(N=588) 57%
1995	(N=1430) 64%	(N=358) 70%	(N=412) 66%	(N=660) 59%
1996	(N=1312) 67%	(N=445) 73%	(N=358) 66%	(N=509) 62%
1997	(N=975) 65%	(N=334) 74%	(N=226) 66%	(N=415) 57%

* These figures should be interpreted cautiously because they are based on reports from 13-37 percent of the total population of adult males alone in emergency shelters.

INCOME SOURCES OF ADULTS IN THE MONTH BEFORE ENTERING EMERGENCY SHELTERS

Adults entering shelter were asked to report all of their income sources for the prior month.

About one in four of all adults report having no source of income all or part of the month before entering shelter. Reports of no income source were higher for adults with children in 1997, compared to previous years, but continue to be much more frequent among singles than families.

- About one in four single women report income from SSI, a slight increase compared to the previous two years.
- One in four single males report wages from steady work and/or day labor, the same as 1996.*
- Less than half of adults with children receive AFDC, significantly less than in 1996 and the lowest level reported since 1991.

Table 7 Adults Entering Emergency Shelters, Ramsey County, 1997
Income Sources in the Month Before Entering Shelter (Multiple Response)

	All Adults (N=1,099)	Males Alone* (N=456)	Females Alone (N=229)	Adults with Children (N=414)
No income	44%	51%	46%	36%
AFDC	19%	<1%	3%	45%
SSI	16%	15%	24%	12%
Steady work	11%	15%	10%	8%
Day labor	5%	10%	3%	2%
GA	5%	6%	12%	1%
SSD	4%	6%	6%	<1%
Unemployment	2%	3%	<1%	<1%
Work readiness	<1%	<1%	<1%	<1%
Other	3%	2%	3%	4%

* These figures should be interpreted cautiously because they are based on a 23 percent sample.

Steadily Employed Shelter Users

In 1997, there were 126 persons who reported steady work within one month of entering shelter. Compared to all adults in shelter, a higher proportion are females, with or without children (45% vs. 25%), and persons of color (87% vs. 77%). In addition, these adults are:

- More likely to have a high school education (81% vs. 65%), and they report much higher average incomes (\$674 vs. \$349).
- Less likely to return to shelter (16% vs. 35%).
- Less likely to report as reasons for seeking shelter, employment/income (22% vs. 37%) and lack of affordable housing (38% vs. 51%).

HOUSEHOLD INCOME OF ADULTS IN THE MONTH BEFORE ENTERING EMERGENCY SHELTERS

The overall average household monthly income when entering shelter is \$349, about the same as in 1996. Zero income is reported by one in three adult shelter users.

- Compared to 1996, average income was unchanged for adults receiving GA/AFDC and higher by 17-18 percent for adults working steady jobs or day labor.
- Average income is highest for adults reporting income from steady work (\$674), followed by GA/AFDC (\$474), and day labor (\$323).

Table 8 Adults in Emergency Shelters, Ramsey County, 1997
Household Income Last Month

	All Adults (N=805)	Males Alone* (N=323)	Females Alone (N=186)	Adults with Children (N=296)**
0	33%	43%	39%	19%
<\$200	4%	7%	3%	2%
\$200-399	15%	13%	16%	16%
\$400-599	27%	21%	29%	32%
\$600-799	12%	7%	10%	19%
\$800-999	5%	4%	2%	5%
\$1,000+	5%	5%	2%	7%
Mean	\$349	\$293	\$288	\$459
Median	\$337	\$200	\$203	\$437

* These figures should be interpreted cautiously because they are based on a 16 percent sample.

** Unduplicated number of families with 344 adults.

After being at decreased levels from 1993 to 1995, mean and median income in 1996 returned to levels reported four years earlier in 1992.

Table 9 Adults In Emergency Shelters, Ramsey County, 1991-1997
Average Household income Last Month

	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>
Mean	\$271	\$384	\$307	\$308	\$280	\$352	\$349
Median	N/A	\$400	\$268	\$270	\$197	\$400	\$337

REASONS LEADING ADULTS TO ENTER EMERGENCY SHELTERS

Adults entering shelters are given a checklist of possible reasons leading them to need shelter and are asked to check all of the reasons that apply to them. Based on their reports in 1997:

- About half of all adults report seeking shelter because of the lack of affordable housing and about half do so because of personal/family crisis.
- Over a third cite employment/income, and almost a third had been evicted.
- The only significant change from 1996 was that more females alone reported personal/family crisis (59% vs. 47%).

Reports of physical abuse were similar (less than one in ten) to the most recent statewide homeless survey² for females in the Twin Cities metropolitan area when asked if they had, in the past 12 months, sought health care because of an injury or illness resulting from violence. However, a much higher percentage—one in three—indicated through the survey that they had, during that same time, been in a personal relationship with someone who had slapped them, pushed them around, or threatened to do so.

² Minnesota Statewide Survey of Persons Without Permanent Shelter: Volume I: Adults and Their Children (Wilder Research Center, June, 1998)

**Table 10 Adults In Emergency Shelters, Ramsey County, 1997
Self-Reported Reasons Leading to Shelter (Multiple Responses)***

	All Adults (N=1,018)	Males Alone* (N=425)	Females Alone (N=209)	Adults with Children (N=384)
Personal/family crisis	52%	45%	59%	57%
Lack of affordable housing	51%*	54%	47%	50%
Employment/income	37%	34%	38%	39%
Eviction	30%*	17%	32%	43%
Mental Illness	6%	11%	7%	2%
Drinking/drug use	6%	9%	6%	2%
Physical abuse	3%	1%	7%	4%
Fear of crime/violence	3%	2%	6%	2%
Displaced from housing	2%	2%	2%	2%

* Percents are based on an unduplicated number of reasons ever reported per person during any stay. There were no reasons reported for 79 percent of males alone.

Comparisons With The One-Night Statewide Homeless Survey³

This on-going project, now in its seventh year, provides useful data on the number of persons who use emergency shelter in Ramsey County, including when and how often they return. However:

- Responses to a set of common questions, intended to further describe the sheltered segment of the homeless population are not, however, reported for the majority of males alone.
- Aside from age and race/ethnicity, little is known about the single men who stay in shelters in Ramsey County.

This year, the results of the most recent statewide homeless survey—conducted on one night in October 1997—can help provide a more complete profile of the male shelter users. The men interviewed for the survey are about the same age as those served throughout the year, averaging 36-38 years old. They are also similar in racial/ethnic composition (36-38 percent White and 44 percent Black) and high school/GED completion rates (74-84%).

As in past years, the findings from the statewide survey, compared to this longitudinal study, indicated a higher proportion of males have problems with chemical dependency. Among males alone for this project who report what led them to seek shelter (about one in five, a very low response rate), 2 percent report drinking/drug use and 2 percent report mental illness. By comparison, among males in the one-night survey:

- Almost a third (32%) consider themselves to be alcoholic or chemically dependent and 17-18 percent report having been told by a doctor or nurse, during the past two years, that they have an alcohol abuse disorder or a drug abuse disorder (two separate questions).

³ Ibid.

- Almost a third (32%) have been in an outpatient alcohol or drug program and about one in five (22%) have been in detox.
- Eight to sixteen percent have been told by a doctor or nurse, in the past two years, that they have a specific mental illness and about one in five (21%) have received outpatient care for mental problems.

SERVICES PROVIDED TO ADULTS EXITING RAMSEY COUNTY FUNDED EMERGENCY SHELTERS

Over 200 adults with children were reported to receive additional services during their shelter stays in 1997 (Ramsey County-funded shelters only):

- 47 percent were provided with information;
- 44 percent were referred to apartments;
- 23 percent were referred to other agencies;
- 7 percent were given cash assistance for rent or mortgage;
- 4 percent had appointments moved up.

HOUSING OUTCOME OF ADULTS EXITING RAMSEY COUNTY FUNDED EMERGENCY SHELTERS

Housing outcome upon exit from shelter was reported for almost 400 adults with children and over 200 single females. (Outcome was reported for only 17 percent of males alone; of these, the outcome was unknown for 91 percent.)

- Over 40 percent of the adults with children exited to new housing.
- Over 20 percent of the adults with children moved to some form of temporary housing.
- Four out of five single females had an unknown outcome.

**Table 11 Housing Status of Adults Exiting Ramsey County Funded
Emergency Shelters, 1997**

	Females Alone (N=236)	Adults With Children (N=379)
New housing	10%	44%
With friends/relatives	1%	12%
Return to current housing	3%	8%
Transitional housing	3%	5%
Motel/hotel	0%	4%
Another shelter	<1%	2%
Other	3%	2%
Unknown	81%	23%

ADULTS DIVERTED FROM EMERGENCY SHELTER

Altogether, 94 adults (all with children) seeking emergency shelter in Ramsey County in 1997 were diverted elsewhere. They are mostly females (95%), with an average of two children. Their median gross income is about \$600 per month, compared to \$437 for adults with children in shelter. Over a third (37%) of these adults report being homeless when they come to shelter.

- Almost two-thirds (63%) receive cash assistance for rent, mortgage, or damage deposit.
- One in five (21%) move to new housing.
- Almost half (45%) return to their current housing.

Since the diversion program began in mid-1993, 375 families have been served, 10 percent of whom have eventually returned to stay in shelter.

EMERGENCY SHELTER USE PATTERNS

NUMBER OF STAYS IN EMERGENCY SHELTERS

A shelter stay can include an absence of up to 3 nights between uses. New stays are counted only when a person has been out of shelter more than 3 nights before returning.

There were 5,079 separate stays reported for 1997, 85 percent of which were by single men, 5 percent by single women and 10 percent by adults with children.

The number of stays reported, which had been fairly consistent from 1991 to 1995, decreased by about 600 in 1996, and almost 1,100 in 1997. There was however, little change in the distribution of stays within and across family status.

- About two-thirds of all adults, and proportionately more females than males, continue to have just one stay.
- The highest number of stays for single men is 21, compared to 11 for adults with children, and 3 for females alone.

Table 12 Adults In Emergency Shelters, Ramsey County, 1997
Number of Separate Stays (with More Than 3 Nights Between Uses)*

<u>Number of Stays</u>	<u>All Adults (N=2,670)</u>	<u>Males Alone (N=2,008)</u>	<u>Females Alone (N=238)</u>	<u>Adults with Children (N=424)</u>
1	65%	57%	91%	87%
2	16%	19%	8%	10%
3	7%	9%	1%	1%
4	4%	5%	0%	<1%
5	2%	3%	0%	<1%
6	2%	2%	0%	<1%
7 or more	5%	6%	0%	<1%
Mean	1.9	2.1	1.1	1.2

* Based on exited stays only.

TOTAL NUMBER OF DAYS ADULTS STAYED IN EMERGENCY SHELTERS IN 1997

For all adults entering and exiting emergency shelters in 1997, about one in five (20%) stayed just one day. Another 10 percent stayed just two days.

The total number of days in shelters for about half of all adults is a week or less, about the same as for the past two years.

- The median number of total days in shelter is 12 for families, 6 for males alone, and 6 for females alone.
- The highest number of total days in shelter in 1997 is 312 days for males alone, 200 days for families, and 41 days for females alone.

Table 13 Adults in Emergency Shelters, Ramsey County, 1997
Total Number of Days in Shelters*

	Males Alone (N=2,008)	Females Alone (N=238)	Adults with Children (N=424)
1 – 7 days	54%	58%	32%
8 – 14 days	11%	24%	26%
15 – 21 days	7%	13%	20%
22 – 28 days	5%	3%	11%
29+ days	23%	2%	12%

On average, in 1997:

- Males alone spent about 3 weeks in shelter.
- Families with children spent about 2 weeks in shelter.
- Females alone spent about 1 week in shelter.

Shelter users from outside Minnesota, compared to those from Minnesota, stay, on average:

- 3 days longer for any given stay (12 vs. 9).
- 2 days longer in total (14 vs. 12).

Table 14 **Adults in Emergency Shelters, Ramsey County, 1991 to 1997**
Mean and Median Total Number of Days in Shelters*

	1991 (N=3,791)	1992 (N=3,639)	1993 (N=3,676)	1994 (N=3,762)	1995 (N=3,715)	1996 (N=3,330)	1997 (N=2,670)
Males Alone							
Mean	16	16	18	16	17	20	20
Median	4	5	7	6	4	6	6
Females Alone							
Mean	11	13	15	13	12	9	8
Median	6	8	13	9	8	4	6
Adults With Children							
Mean	13	15	14	14	15	14	14
Median	11	11	10	12	14	12	12

* Based on exited stays only.

REPEAT USE OF EMERGENCY SHELTERS

Re-entering shelter after being gone for four or more nights is considered a new shelter stay. In 1997, repeat use (having more than one stay) was similar to previous years. About a third (35%) of the adults in shelter had more than one stay and accounted for two-thirds (66%) of the total number of stays.

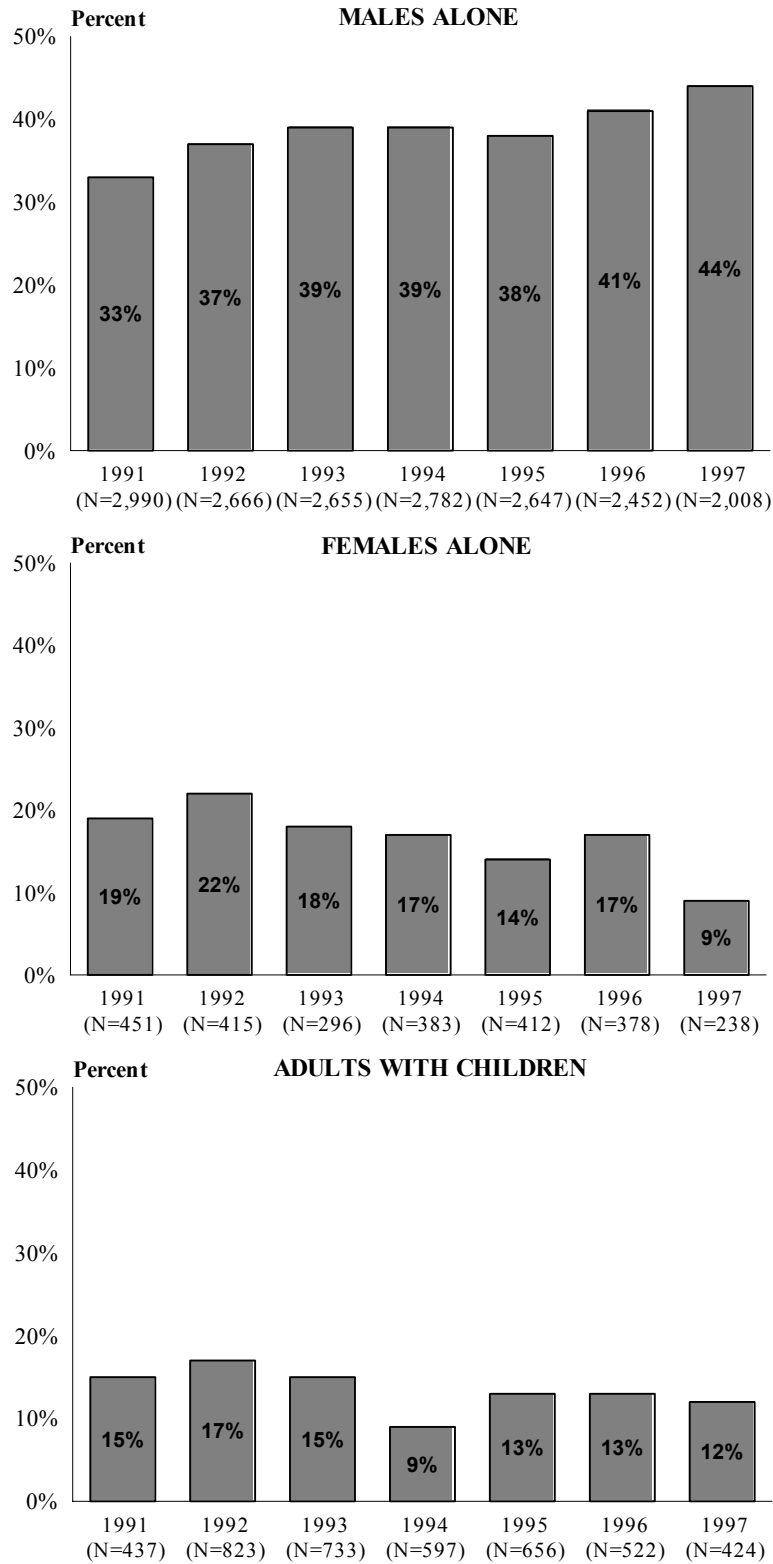
- Repeat use remains more common for males than females (44% vs. 11%).
- Compared to 1996, repeat use increased slightly for males alone, remained constant for adults with children, and decreased for females alone.

Figure 9 shows the proportion of adults who had more than one stay in 1997. Each bar is divided between those who spent a total of two weeks or more in shelters and those who spent less than two weeks. Among these repeat shelter users:

- Males alone are more likely to stay a total of two weeks or longer.
- Most females alone who return stay a total of less than two weeks.
- Most families with children who return stay two or more weeks altogether.

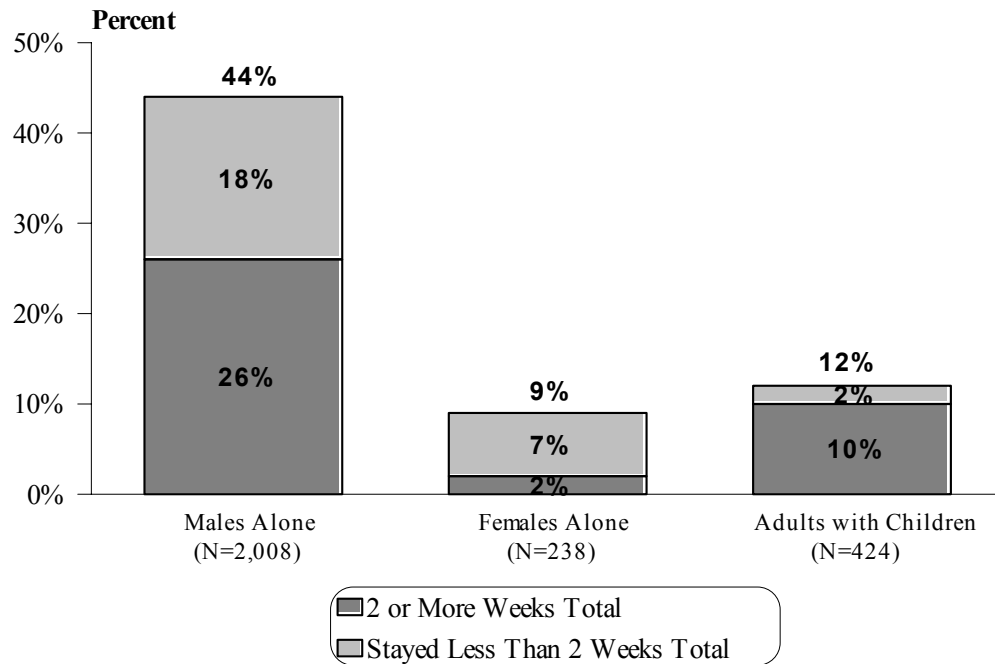
For all adults who stay in shelter more than one time, the average length of time in shelter is two months (60 days).

Figure 8 Adults Re-Entering Shelter Within The Same Year, Ramsey County, 1991-1997*



* Previously reported percentages for 1991 to 1993 are different due to changes in the definition of a stay and data cleaning.

Figure 9 Adults in Emergency Shelters, Ramsey County, 1997
 Repeat Users by Family Status (Percent Reporting More Than One Shelter Stay Spaced by 3 or Fewer Days in 1997)*



The average time between stays:

- Within 1997, is about 1 month for males alone and families with children, and 2 months for females alone.
- Across years (1991-1997) is about 3 months for males alone, 6-7 months for females alone, and 7 months for families with children.

CHRONIC USE OF EMERGENCY SHELTERS

Chronic shelter users stay in shelters at least one night every quarter or eight or more days per quarter for three out of four quarters. This population has been fairly stable since 1991, making up 2-3 percent of all adults in shelter.

Over 90 percent of chronic users are single men, and they are slightly older than shelter users in general. There is little other descriptive data reported for chronic individuals. Their use of shelter in 1997 averaged:

- 9 stays during the year;
- 113 total days for the entire year, about the same as in 1996.

EMERGENCY SHELTER STAYS IN 1991 TO 1997

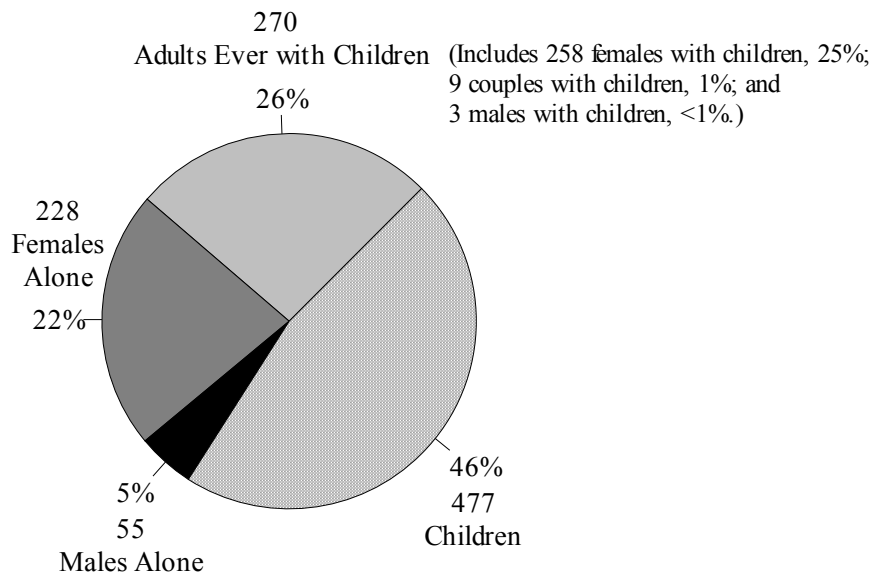
Unduplicating 1991 to 1997 stays, over 17,000 different adults used emergency shelters in Ramsey County, including over 11,000 males alone; over 2,000 females alone; and over 3,500 adults with children.

TRANSITIONAL HOUSING PROGRAMS

COUNT OF INDIVIDUALS

Over 1,000 individuals lived in transitional housing in Ramsey County in 1997. Compared to the proportions in 1996, there were slightly more females alone and slightly fewer families with children.

Figure 10 **Individuals Using Transitional Housing, Ramsey County, 1997**
(N=1,030)



COUNT OF ADULTS

Of the 553 adults who used transitional housing in 1997, 49 percent are adults with children, 41 percent are females alone, and 10 percent are single males. There were proportionately more adults with children in 1997 than in 1996.

These counts are based on adults staying in transitional housing programs at RoseCenter, Theresa Living Center, Union Gospel Mission and its Naomi Family Center, St. Paul YWCA, Wellsprings Living Center, and the Wilder ROOF Project, which also includes Emma Norton Residence, East Metro Women's Council, and Jendayi Place (for youth).

Figure 11 **Adults Using Transitional Housing, Ramsey County, 1997**
Family Status While in Transitional Housing (N=553)

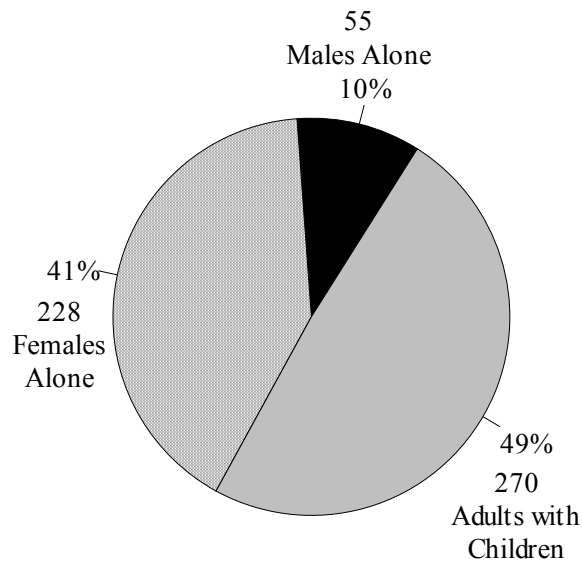
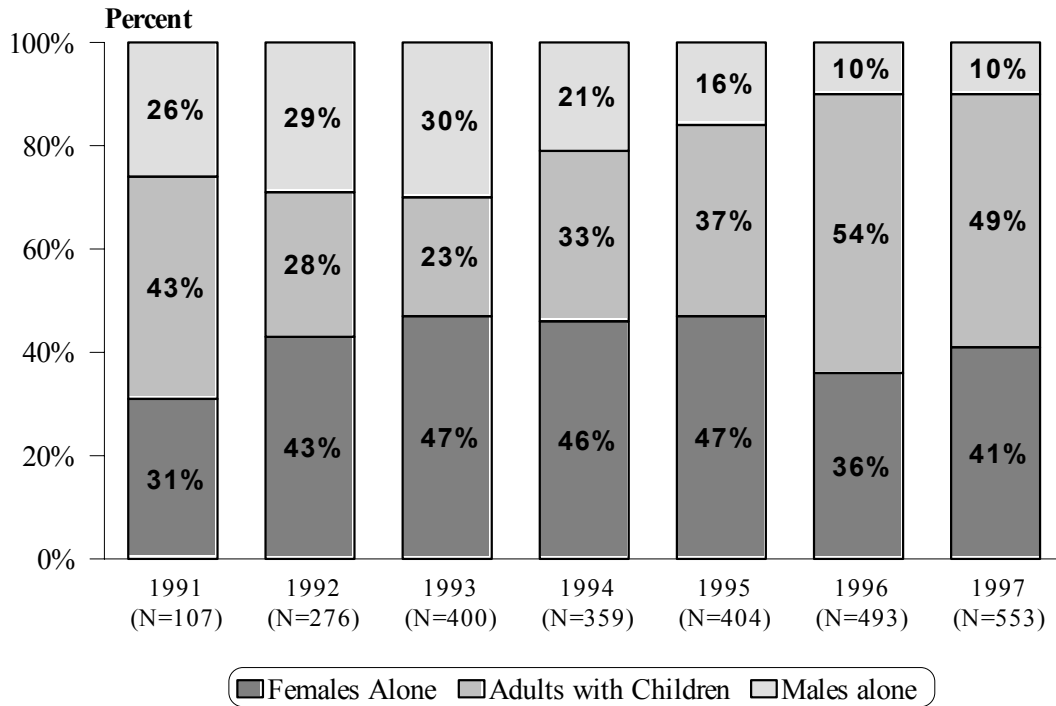


Figure 12 Adults Using Transitional Housing, Ramsey County, 1992 to 1997, Family Status While in Transitional Housing.



Notes: 1) 1991 is the number of adults and children who entered transitional housing. All other years are number served.
 2) 1996 and 1997 include counts provided by Naomi Family Center for its transitional housing program; data on individual women and children were not collected and submitted for this report. Previous reports for 1996 did not include the count for Naomi.

Since 1992, the proportion of females alone has been fairly steady, while the proportion of adults with children has increased and males alone has decreased.

- From 1992 to 1996, the proportion of adults with children increased from 28 to 54 percent, and the proportion of single males decreased from 29 to 10 percent.
- Much of this shift was due to three programs serving adults with children which joined the project in 1994 (East Metro Women's Council), in 1995 (Union Gospel Mission's Naomi Family Center), and in 1996 (Wilder ROOF Project, which includes Jendayi Place and additional beds through Emma Norton Residence and East Metro Women's Council).
- The number of available programs and beds for single men also decreased during this time.

PROFILE OF PERSONS USING TRANSITIONAL HOUSING PROGRAMS

GENDER AND AGE OF ADULTS USING TRANSITIONAL HOUSING

Eighty-nine percent of adults staying in transitional housing are female, about the same as 1996.

Two-thirds are between ages 20 and 39.

Compared to emergency shelters, transitional housing serves proportionately more females (89% vs. 24%). Also, a higher proportion are under age 30 (46% vs. 28%).

RACE AND ETHNICITY OF ADULTS USING TRANSITIONAL HOUSING

In 1997, Whites account for almost half (48%) of all adults in transitional housing; however, two-thirds of adults with children are African American, compared to about one in five singles.

Table 15 **Characteristics of Adults Using Transitional Housing
Ramsey County, 1991 to 1997**

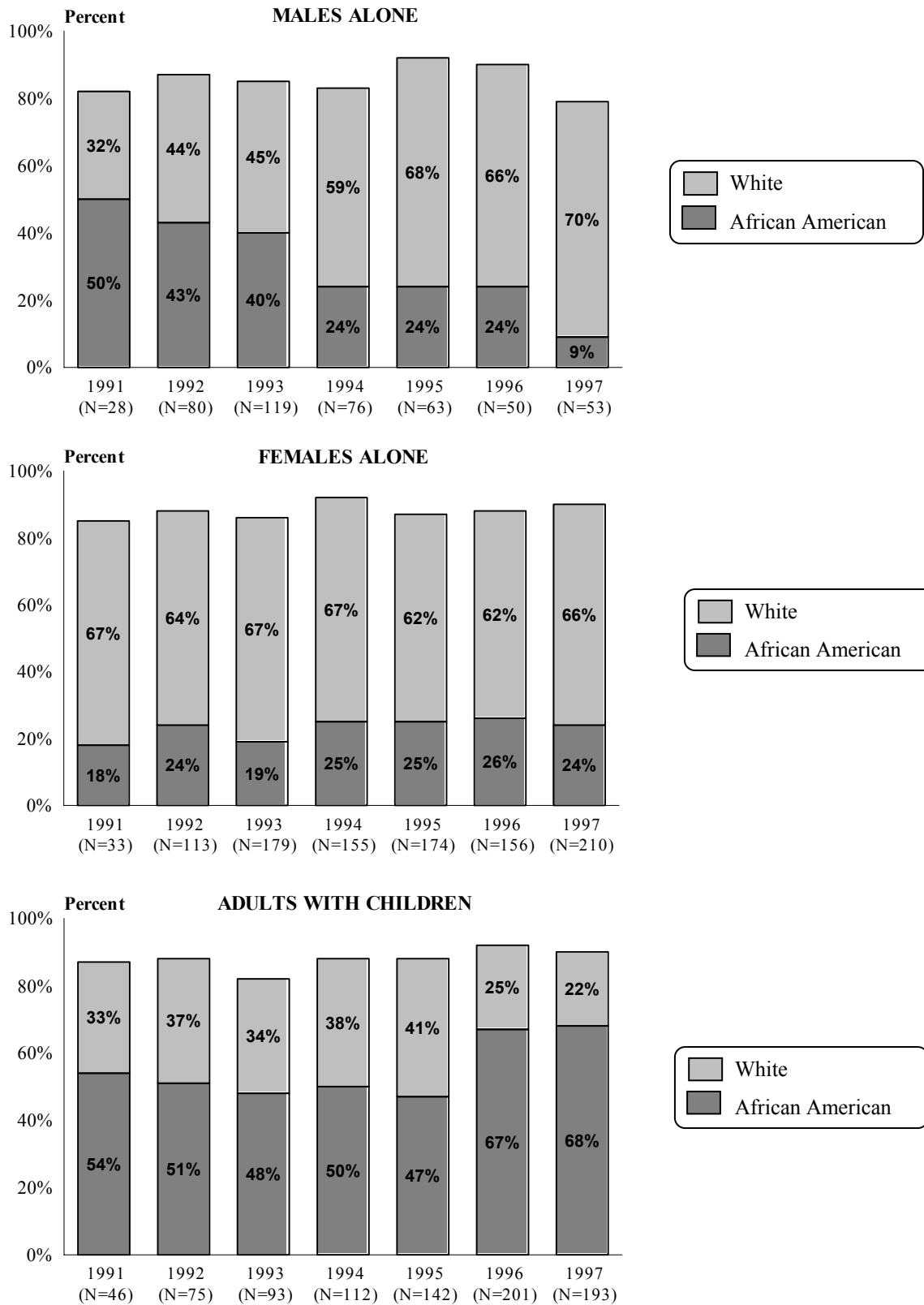
	1991 (N=107)	1992 (N=276)	1993 (N=400)	1994 (N=359)	1995 (N=404)	1996 (N=420)	1997 (N=471)
Sex							
Female	74%	70%	71%	78%	84%	87%	89%
Male	26%	30%	30%	22%	16%	13%	12%
Age				(N=354)	(N=392)	(N=413)	(N=469)
≤18	2%	2%	2%	1%	<1%	3%	3%
18-19	7%	8%	6%	6%	8%	9%	9%
20-29	41%	38%	38%	37%	35%	35%	34%
30-39	33%	33%	33%	34%	35%	31%	31%
40-49	16%	15%	17%	17%	17%	17%	19%
50-59	2%	5%	4%	5%	4%	4%	3%
60+	0%	0%	<1%	<1%	<1%	<1%	<1%
Race/Ethnicity				(N=343)	(N=379)	(N=406)	(N=457)
White	43%	50%	52%	55%	55%	44%	48%
African American	42%	37%	32%	33%	33%	46%	41%
American Indian	5%	6%	7%	4%	3%	5%	6%
Hispanic	5%	4%	4%	4%	3%	2%	2%
Asian	5%	2%	3%	2%	2%	1%	1%
Other	1%	2%	3%	2%	5%	2%	3%

Table 16 **Adults Using Transitional Housing, Ramsey County, 1997**
Race/Ethnicity

	All Adults (N=457)	Males Alone (N=53)	Females Alone (N=210)	Adults with Children (N=193)
White	48%	70%	66%	22%
African American	41%	9%	24%	68%
Hispanic	2%	6%	<1%	2%
American Indian	6%	13%	4%	5%
Asian	1%	0%	1%	2%
Other	3%	2%	5%	<1%

The proportion of African American families in transitional housing increased from 47 percent in 1995 to 67 percent in 1996, largely due to the addition of the Wilder ROOF project, in which 90 percent of the families are African American. This proportion remained stable in 1997.

Figure 13 Adults Using Transitional Housing, Ramsey County, 1992-1997
African Americans and Whites



CHILDREN IN TRANSITIONAL HOUSING

Altogether, 477 children lived in transitional housing with their parents in 1997, a slight increase over last year. Over half were 4 or younger. The number of children per family averages about 2, ranging from 1 to 5.

Table 17 Characteristics of Children with their Parents in Transitional Housing (Upon entering), Ramsey County, 1991 to 1997

	1991 (N=70)	1992 (N=109)	1993 (N=163)	1994 (N=218)	1995 (N=276)	1996 (N=341)	1997 (N=363)
<u>Sex</u>							
Boys	50%	50%	53%	52%	55%	51%	50%
Girls	50%	50%	47%	48%	46%	49%	50%
<u>Age</u>							(N=365)
2 or younger	33%	38%	30%	29%	33%	37%	35%
3 – 4	14%	13%	16%	20%	20%	18%	16%
5 – 9	33%	29%	32%	33%	27%	29%	30%
10 – 12	9%	13%	15%	10%	13%	11%	11%
13 – 17	13%	7%	8%	7%	7%	6%	9%
<u>Race/Ethnicity</u>							(N=237)
African American	69%	60%	66%	62%	59%	64%	71%
White	18%	22%	17%	23%	27%	19%	16%
American Indian	0%	6%	8%	1%	2%	3%	4%
Hispanic	7%	9%	4%	4%	3%	4%	3%
Asian	0%	3%	4%	4%	3%	2%	3%
Other Groups	6%	0%	2%	6%	7%	8%	3%
<u>Number of Children Per Family</u>							(N=178 Families)
1	47%	43%	48%	50%	48%	47%	48%
2	29%	30%	22%	21%	25%	27%	24%
3	13%	16%	18%	20%	22%	20%	19%
4 or more	11%	10%	11%	8%	5%	6%	10%
Mean	1.9	1.9	1.9	1.9	1.9	1.9	2.0
Median	2	2	2	1	2	2	2

- Notes: 1) 1991 is the number of adults and children who entered transitional housing. All other years are number served.
 2) 1996 and 1997 include counts provided by Naomi Family Center for its transitional housing program; data on individual women and children were not collected and submitted for this report. Previous reports for 1996 did not include the count for Naomi.

LIVING ARRANGEMENTS OF ADULTS BEFORE ENTERING TRANSITIONAL HOUSING

In the month before entering transitional housing, almost one in three adults (31%) lived with friends or relatives.

- Adults with children are much more likely than females alone to have stayed at another shelter (49% vs. 17%).
- Conversely, females alone are much more likely than adults with children to have stayed at a treatment facility (40% vs. <1%) or a hospital (9% vs. <1%).

Table 18 **Adults Using Transitional Housing, Ramsey County, 1997**
Previous Living Arrangements Before Entering (Multiple Responses)

	All (N=471)	Females Alone (N=218)	Adults with Children (N=197)
Friends/relative	31%	29%	38%
Another shelter	29%	17%	49%
Treatment facility	19%	40%	<1%
Own residence	9%	9%	11%
Hospital	4%	9%	<1%
On street	2%	3%	<1%
Correctional facility	1%	3%	0%
Other	5%	7%	4%

In 1997, compared to 1996, a larger proportion of families with children reported staying with friends or relatives before entering shelter. About the same proportion—roughly half—of the families also reported staying at another shelter.

Altogether, 85 adults—or about one in five—in transitional housing in 1997 previously stayed in emergency shelter in Ramsey County, some as far back as 1991.

PREVIOUS ADDRESSES OF ADULTS BEFORE ENTERING TRANSITIONAL HOUSING

In 1997, 45 percent of the adults in transitional housing report a last permanent address in Ramsey County, slightly more than in 1996. Another 34 percent report a last permanent address elsewhere in the Metro Area.

- In 1997, about one in four adults with children (26%) report a last permanent address outside Minnesota, the smallest proportion since 1993.

Table 19 **Adults Using Transitional Housing, Ramsey County, 1997**
Last Permanent Address

	All (N=337)	Females Alone (N=207)	Adults with Children (N=120)
Ramsey County	45%	46%	43%
Other Twin Cities Metro	34%	38%	28%
Other Minnesota	6%	7%	3%
Outside Minnesota	15%	8%	26%

In 1997, compared to 1996, slightly more adults are “from” Ramsey County (57% vs. 51%), and the same proportion are from other metro-area locations (31%).

In 1997, the proportion of adults with children “from” outside Minnesota was at an all-time low (8%).

Table 20 **Adults Using Transitional Housing, Ramsey County, 1997**
Where Lived Most of Last Five Years

	All (N=425)	Females Alone (N=216)	Adults with Children (N=195)
Ramsey County	57%	48%	67%
Other Twin Cities Metro	31%	40%	22%
Other Minnesota	4%	6%	1%
Outside Minnesota	8%	7%	10%

In 1997, a higher proportion of adults in transitional housing were “from” Ramsey County than last lived there (57% vs. 45%), and a smaller proportion were “from” outside Minnesota than last lived there (8% vs. 15%).

Figure 14 Adults Using Transitional Housing, Ramsey County, 1991 to 1997
Last Permanent Address

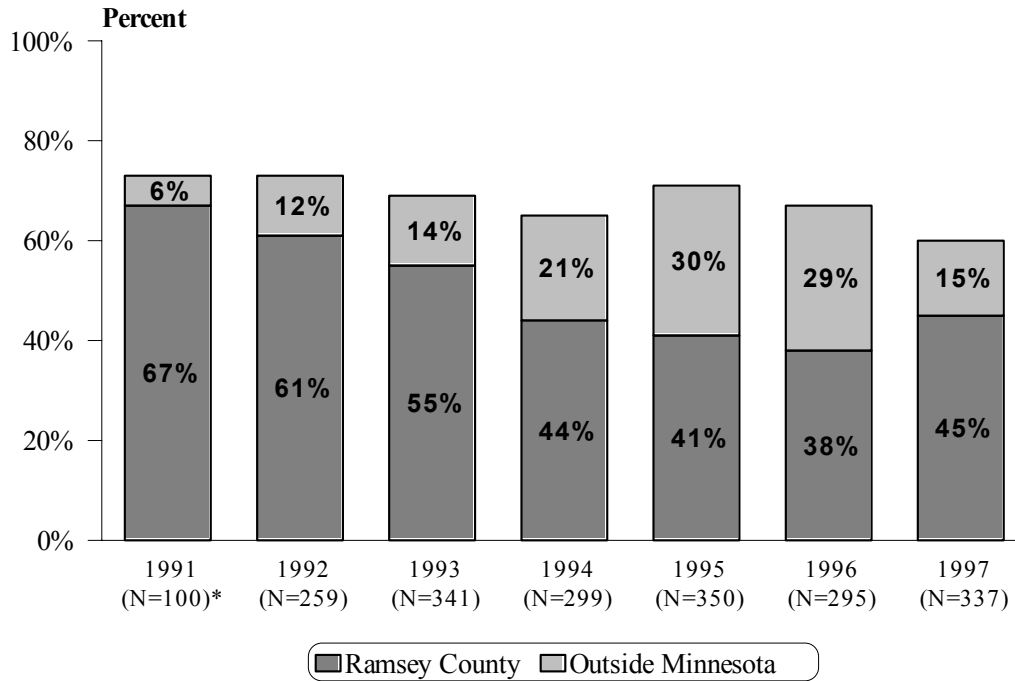
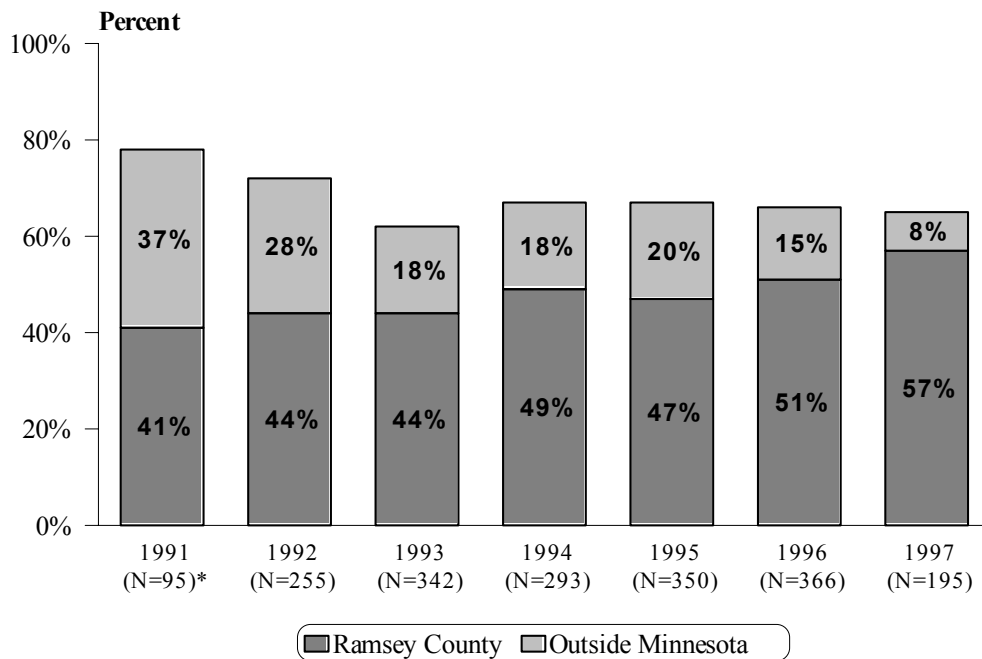


Figure 15 Adults Using Transitional Housing, Ramsey County, 1991 to 1997
Where Lived Most of the Last Five Year



* Number of adults who entered transitional housing; other years are number of adults served in transitional housing.

EDUCATIONAL LEVEL OF ADULTS UPON ENTERING TRANSITIONAL HOUSING

Among adults using transitional housing programs in 1997, 66 percent reported having a high school level education when they first entered the program, down from 78 percent in 1995 and 70 percent in 1996, and the lowest level reported in seven years.

Figure 16 Adults Using Transitional Housing, Ramsey County, 1997
Highest Educational Level Upon Entering Transitional Housing (N=394)

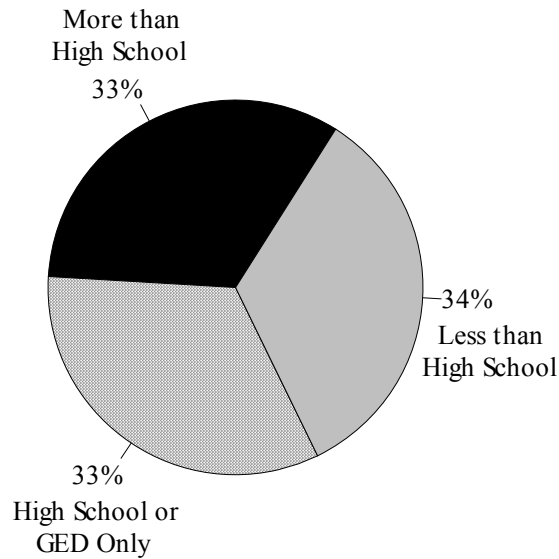
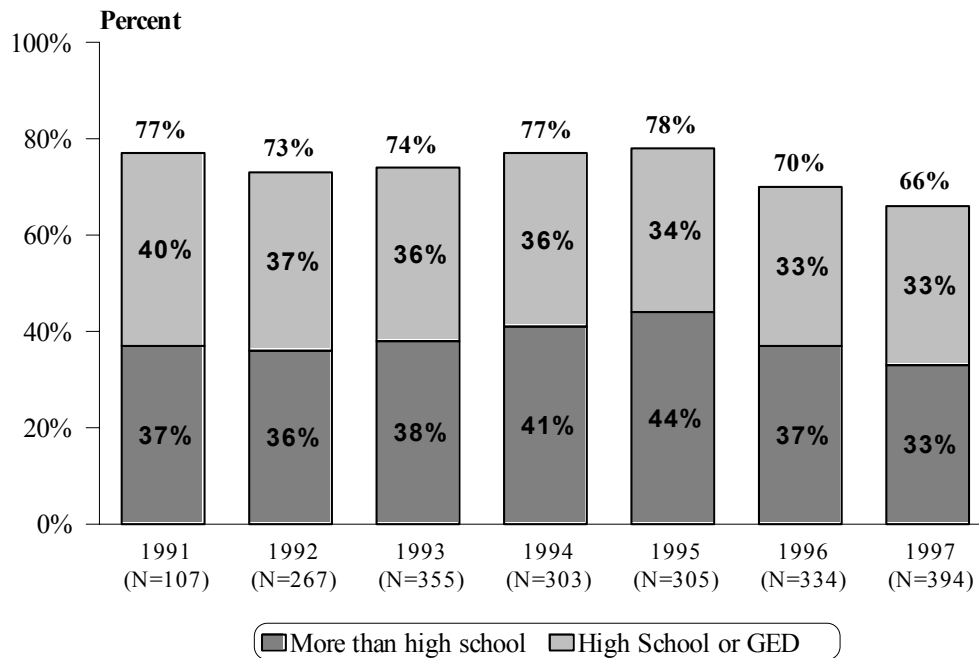


Figure 17 Adults Using Transitional Housing, Ramsey County, 1997
Proportion Completing High School or GED at the Time of Entry



EMPLOYMENT STATUS OF ADULTS UPON ENTERING TRANSITIONAL HOUSING

Nineteen percent of all adults entering transitional housing in 1997 reported income from steady work in the previous month, slightly more than in 1996.

- Females alone are three times as likely as those with children to be working.

HOUSEHOLD INCOME OF ADULTS IN MONTH BEFORE ENTERING TRANSITIONAL HOUSING

The average household monthly income (in the month before entering transitional housing) is \$496, higher for females with children (\$590) than for single females (\$377).

- The vast majority (84%) of adults with children receive AFDC.
- Over one in four single females (27%) receive GA.
- Over 15 percent of single females receive SSI and/or SSD.

Table 21 **Adults Entering Transitional Housing, Ramsey County, 1997**
Income Services in the Month Before Entering Shelter (Multiple Responses)

	All (N=400)	Females Alone (N=206)	Adults With Children (N=194)
Steady work	20%	30%	9%
Day Labor	2%	3%	1%
Unemployment	2%	3%	0%
GA	15%	27%	2%
Work Readiness	<1%	<1%	0%
AFDC	43%	4%	84%
SSI	8%	8%	8%
SSD	6%	10%	1%
Other	22%	8%	36%
None	8%	13%	3%

REASONS LEADING ADULTS TO ENTER TRANSITIONAL HOUSING

Persons entering transitional housing are given a checklist of reasons leading them to need transitional housing and are asked to report all that apply to them.

- Lack of affordable housing remains the most frequently reported reason among families with children.
- Drinking and drug use is reported by four in ten (41%) of single females and one in four (26%) of adults with children.
- Reports of physical abuse, which have fluctuated over the years, decreased from 28 percent in 1995 to 18 percent in 1996 and remained constant in 1997.
- Reports of physical abuse were similar (almost one in five) to the most recent statewide homeless survey⁴ for females in the Twin Cities metropolitan area when asked if they had, in the past 12 months, sought health care because of an injury or illness resulting from violence. A higher percentage—almost one in three—indicated through the survey that they had, during that same time, been in a personal relationship with someone who had slapped them, pushed them around, or threatened to do so.
- Over 40 percent of females alone report mental illness, up from 26 percent in 1996.

From 1991 to 1996, reports of employment/income as a problem, or as a reason for seeking transitional housing, decreased from 36 percent to 17 percent, then increased to 31 percent in 1997.

Table 22 **Adults Using Transitional Housing, Ramsey County, 1997**
Self-Reported Reasons Leading to Transitional Housing (Multiple Response)*

	All (N=332)	Females Alone (N=207)	Adults with Children (N=125)
Lack of affordable housing	48%	37%	67%
Drinking, drug use	39%	58%	9%
Personal/family crisis	36%	41%	26%
Employment/income	31%	29%	34%
Mental illness	29%	44%	3%
Physical abuse	19%	14%	26%
Eviction	16%	15%	17%
Fear of crime/violence	8%	6%	10%
Displaced from housing	1%	<1%	2%

* Percents are based on an unduplicated number of problems ever reported per person during one or more stays.

⁴ Ibid.

STATUS OF ADULTS AT EXIT FROM TRANSITIONAL HOUSING

Last year, 286 adults exited transitional housing in Ramsey County. There is no exit data for 46 of the 51 males alone who left transitional housing in 1997. Among the 234 other adults:

- Over one in four moved to renal housing.
- One in five moved in with friends or relatives.
- One in ten moved to public housing.

Where adults move to when they leave transitional housing is:

- Unknown for half.
- Ramsey County for almost a third.
- Metro area for 13 percent.
- Outstate Minnesota or outside Minnesota for the remaining 5 percent.

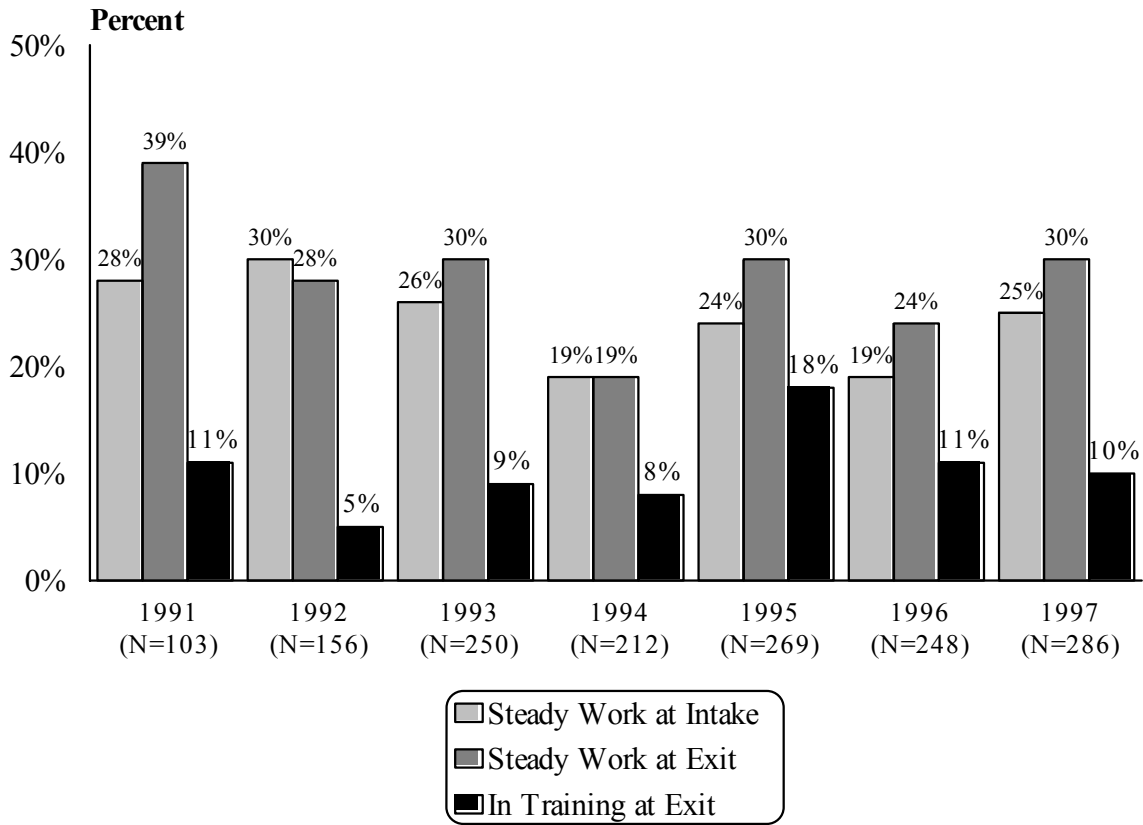
Table 23 Adults Using Transitional Housing, Ramsey County, 1997
Housing Status at Exit

	All (N=234)	Females Alone (N=142)	Adults with Children (N=92)
Rental housing	29%	23%	37%
With friends/relatives	20%	17%	25%
Public housing	10%	8%	14%
Section 8 housing	6%	9%	7%
Treatment	10%	1%	6%
SRO housing	2%	0%	1%

About two-thirds of the females who exited transitional housing in 1997 left in good standing.

Among adults who left transitional housing in 1997, a slightly larger proportion were steadily employed at exit than at intake. This pattern has held in four of the past five years.

Figure 18 Adults Exiting Transitional Housing, Ramsey County, 1997
Steady Work in the Month Before Entering, and Steady Work and In Training at Exit from Transitional Housing



ADULTS RETURNING TO EMERGENCY SHELTER AFTER LEAVING TRANSITIONAL HOUSING

Altogether, 235 adults of the 1,457 adults (16%) who exited transitional housing between 1991 and 1997 later entered emergency shelters.

CASE STUDIES

This section includes case studies of persons in transitional housing in 1997 who first stayed in emergency shelter in 1991 or 1992. These studies are based solely on data available through this project. Except where noted, these persons are either still in transitional housing or their exit data has not yet been reported.

These long term chronic “shelter system” users may illustrate the pervasive and persistent barriers encountered by some individuals for whom housing stability is particularly challenging. Compared to all persons in transitional housing in 1997, they are:

- Twice as likely to have had their own place, been evicted, and stayed with friends or family.
- Twice as likely to have had problems finding affordable housing on their available income.
- Twice as likely to report a personal or family crisis as a factor contributing to their use of shelter.
- Much more likely to have been in treatment for drinking/drug use.

Table 24 Housing History and Barriers for Adults Using Transitional Housing, 1997

Previous living arrangements and problems/reasons for seeking shelter	Sample* (N=18)	All* (N=471)
Doubled up	83%	40%
Lack of affordable housing	78%	41%
Employment/income	72%	29%
Personal/family crisis	67%	37%
Drinking/drug use	56%	33%
Eviction	50%	20%
Own place	44%	13%
Another shelter	44%	30%
Treatment facility	33%	21%

* Persons whose first emergency shelter stay was in 1991 or 1992.

Note: Previous living arrangements and problems/reasons for seeking shelter unduplicated across years since 1991 for emergency shelter and transitional housing.

Families with children

Note: Except for #7, these cases are all Black females. The number in parentheses is the female's age when she first entered emergency shelter in 1991 or 1992.

Female #1 (31) and her four children left a living arrangement with friends or relatives. After their initial stay, they did not return to shelter until 1997 after again, or still, doubling up. They stayed for one night and received information and referrals before moving to new housing. A few months later, they stayed in transitional housing for six months before moving to rental housing.

Female #2 (23) and her three children moved from their own place to emergency shelter. After a later eviction and stay with friends or relatives, she returned to shelter in 1997 with five children. After receiving information and referrals, she moved to transitional housing with seven children.

Female #3 (23) and her three children entered emergency housing after being evicted and doubling up. They returned to emergency shelter six years later, in 1997, after doubling up again. They received referrals and information, and soon thereafter entered transitional housing.

Female #4, a 21-year old Hispanic who had been doubled up, first entered shelter alone. She again lived doubled up before returning to shelter more than three years later with three children. Referrals, information, and moved-up appointments were among the services provided before she and her children entered a transitional housing program in late 1995.

Female #5 (26), a victim of abuse with five children, entered shelter after being evicted and unable to find affordable housing. With the addition of a sixth child, they returned to shelter later that year. Their next shelter stay was three years later, after they had their own place and doubled up; after receiving information, referrals, and mediation assistance, they moved to new housing. In 1997, after another eviction, they moved into transitional housing but without the youngest child, then six years old.

Female #6 (37) and her three children entered shelter after being doubled up. Following an eviction three years later, she returned to shelter with her two younger children (her older child was by then 20 years old). She received cash, information and referrals, and mediation assistance to help the family return to their previous housing. Over two years later, in 1997, after another eviction and problems with drinking and drugs, the family entered transitional housing.

Female #7 (25), along with her two children and a partner, first entered emergency shelter after having had her own place. She returned to shelter two years later, in 1994, as the only adult and with only one child. After being evicted two years later, she and both children returned to shelter and were referred to a transitional housing program.

Females alone

Note: Except for #4, these cases are all White females. The number in parentheses is the female's age when she first entered emergency shelter in 1991 or 1992.

Female #1 (28), after an eviction and episode of being doubled up, entered emergency shelter. Later the same year, and after serving jailtime, she moved into transitional housing and reported having problems with mental illness. She left after about a year, although no exit data were reported. In 1997, after staying at a treatment facility, having her own place, and being doubled up, she entered a different transitional housing program with drinking/drug use problems and stayed for less than two weeks.

Female #2 (41) first stayed in shelter for one night after doubling up. She entered transitional housing five years later, in 1997, but stayed for only three days.

Female #3 (35) had experienced abuse and eviction. Over six years later, after her initial stay in shelter, she entered transitional housing after again being abused and evicted.

Female #4, a 36-year old Black, reported problems with mental illness. Two years later, also citing chemical dependency issues, she moved to transitional housing after leaving treatment. She stayed in the program for 18 months and, upon leaving, was steadily employed and moved to rental housing. She re-entered transitional housing two years later and has not yet exited.

Males alone

Note: Except for #4, these cases are all White males. The number in parentheses is the male's age when she first entered emergency shelter in 1991 or 1992.

Male #1 (34) initially entered emergency shelter after being discharged from a treatment facility. He returned to shelter about a year later. Shortly thereafter he entered transitional housing and stayed in that program for about one month before moving to SRO housing. Three months later, he returned to the same transitional housing program, stayed for about two months, and was working steadily and full-time when he left. After subsequently being hospitalized, doubling up, and experiencing a crisis, he returned to shelter once in 1996 and once in 1997.

Male #2 (36) reported problems with drinking and drug use when he first stayed in shelter. He returned once the following year (1992), twice in 1994, and once in 1996. Following his last stay in shelter, he stayed in transitional housing for about three months.

Male #3 (27), reporting problems with chemical dependency, first entered emergency shelter after leaving a treatment facility. The following year, after another episode in treatment, he returned to shelter. Four years later, in 1997, he stayed in transitional housing for one month but no exit data were reported.

Male #4, 41-years old and multi-racial, provided no background clues during his first shelter stay. He returned two years later for one night. In 1997, after doubling up and dealing with chemical dependency issues, he entered transitional housing. After about two months in the program, he returned to live with friends or relatives.

Families divided

Note: These cases all involve Black females who were between the ages of 28 and 33 when they first stayed in emergency shelter in 1991 or 1992. They had children with them during their initial shelter stay and later entered transitional housing by themselves. It is not known if the families remained divided or were reunited upon leaving transitional housing.

Female #1 was living in her own place when she experienced a crisis that prompted her to seek shelter for herself and her four children. After her initial stay, she returned to shelter over a year later, without her children. Three years later, after staying in a treatment facility, she alone moved into transitional housing. In addition to problems with chemical dependency, mental illness was noted. Upon exiting, she was steadily employed and moved to Section 8 housing.

Female #2 and her four children, after leaving a condemned unit, stayed in emergency shelter three different times during a six-month period in 1992. Along with a partner, she and the children returned to shelter once each in 1993 and 1994. Almost two years later, after spending time in a treatment facility, she alone entered transitional housing, citing drinking/drug use as a reason for needing shelter. She stayed for less than two months; no other exit data were reported.

Female #3, having previously doubled up, initially stayed in emergency shelter for only one night with one child. However, they returned to shelter two more times that year, after being evicted from their own place and again doubling up. They returned to shelter once each in 1993 and 1994. Later in 1994, she alone entered transitional housing after experiencing abuse and chemical dependency problems. Her exit date and other pertinent data have not been reported.

TRANSITIONAL HOUSING USE PATTERNS

LENGTH OF STAY IN TRANSITIONAL HOUSING

Based on 285 reported exits during 1997, adults stayed in transitional housing, on average, about six months, the same as in 1996.

- Families stay the longest (about 8 months).
- Females alone stay about 6 months and males alone stay about 2 months.

Table 24 **Adults Exiting Transitional Housing, Ramsey County, 1997**
Length of Stay in Transitional Housing

	All (N=285)	Males Alone (N=51)	Females Alone (N=142)	Adults with Children (N=92)
<1 month	18%	27%	23%	4%
1 – 3 months	27%	57%	24%	15%
4 – 6 months	25%	16%	25%	30%
7 – 9 months	11%	0%	6%	22%
10 – 12 months	4%	0%	4%	7%
13 – 18 months	8%	0%	9%	12%
19 – 24 months	4%	0%	4%	7%
>2 years	3%	0%	4%	3%
Mean number of days	177	63	178	237
Median number of days	108	60	101	185

BATTERED WOMEN SHELTERS

This profile is based on exit information provided by Casa de Esperanza, Women's Advocates, Eagle's Nest, and Family Violence Network-Hillhome.

In 1997, 1,148 women and 1,654 children exited battered women shelters in Ramsey County.

- Over half (58%) are African American, and one in five is White.
- Their average age is 30. The youngest is 17, the oldest 55.
- Sixty-three percent have a high school education, including one in five with post-secondary schooling.
- Over half come from Ramsey County (55%) and over a third from Hennepin County (35%).
- About two-thirds (65%) of the women had children with them at the shelter, the same as in 1996. About 15 percent of these women had four or more children with them. The average number of children was two.
- Of the 1,654 children exiting battered women shelters in 1997, about half are under age 6, and half are school age.
- The mean length of stay is 15 days.

Results from the latest statewide homeless survey indicate that among users of battered women shelters in the metro area:⁵

- Half have previously stayed at an emergency shelter.
- One in ten previously stayed in housing combined with support services, either time-limited transitional housing or permanent supportive housing.
- Over half have held a job in the past six months, but 20 percent have not held a job in over four years.

⁵ Ibid.

Table 25 Profile of Women and Children Who Exited Battered Women Shelters, Ramsey County, 1997

<u>Age</u>	<u>(N=1,148)</u>
17-19	7%
20-29	44%
30-39	40%
40+	10%
<u>Race/Ethnicity</u>	<u>(N=1,106)</u>
African American	58%
White	21%
American Indian	11%
Hispanic	5%
Asian	2%
Other groups	3%
<u>Highest Education Level</u>	<u>(N=1,046)</u>
Grade school	38%
High school	42%
Vocational/Technical	11%
College	10%
<u>Last Permanent Address</u>	<u>(N=1,041)</u>
Ramsey County	55%
Hennepin County	35%
Washington County	3%
Dakota County	2%
Other Minnesota	4%
Other State	2%
<u>Has Children Along</u>	<u>(N=743)</u>
	65%
Number of Children Per Family at Shelter	
1	33%
2	33%
3	19%
4	10%
5+	5%
Mean	2.2
<u>Ages of Children</u>	<u>(N=1,622)</u>
0-2	25%
3-5	26%
6-10	33%
11-18	16%
<u>Length of Stay (in days)</u>	
Mean	15
Median	7

APPENDIX I
Data Sources

**Data Sources For Aggregate Reporting Of
Emergency Shelters, Transitional Housing, And Battered Women's Shelters
In Ramsey County**

Date Started with Project	Agency/Program	Male Alone	Female Alone	Couples with Children	Male with Children	Female with Children	Youth
<i>Battered Women's Shelters</i>							
10/01/91	Casa de Esperanza		X			X	
04/01/92	Women of Nations/ Eagle's Nest		X			X	
07/01/91	Women's Advocates		X			X	
10/01/94	Family Violence Network/Hill Home		X			X	
<i>Emergency Shelters</i>							
01/01/91	Catholic Charities and Central Intake	X	X	X	X	X	
01/01/91	Union Gospel Mission	X				X ⁽¹⁾	
<i>Transitional Housing</i>							
01/01/91	Catholic Charities	X ⁽²⁾					
01/01/94	East Metro Women's Council			X	X	X	
07/01/91	Emma Norton Residence		X				
07/01/92	Juel Fairbanks	X	X		X	X	
01/01/96	Jendayi Place					X	X
07/0/191	Rose Center		X				
07/01/92	Sarah Family ⁽³⁾					X	
07/01/91	Theresa Living Center		X			X	
07/01/92	Union Gospel Mission	X	X ⁽⁴⁾			X ⁽⁴⁾	
07/01/92	Wellsprings Living Center		X				
01/01/96	Wilder ROOF			X	X	X	
01/01/91	YWCA (St. Paul)		X			X	

- (1) Naomi Family Center's emergency shelter as of September 1, 1993.
(2) Catholic Charities' transitional housing program closed in the fall of 1993.
(3) Sarah Family discontinued project participation as of April 1, 1993.
(4) Naomi Family Center's transitional housing program as of July 1, 1995.

APPENDIX II

Emergency, Battered Women, and Transitional Shelter Summary

St. Paul Housing Information Office

**EMERGENCY, TRANSITIONAL AND
BATTERED WOMEN SHELTER SUMMARY
TYPES AND CAPACITIES**

In Saint Paul the direct service residential providers are the following:

	Bed Capacity
<u>Youth Shelters</u>	
Ain Dah Yung	10
Safe House	<u>6</u>
	16
<u>Adult Shelters</u>	
Lowry Family Shelter	55
Mary Hall Shelter for Men (October to April)	20
Naomi's Residence (On space available basis)	(32) as overflow
Union Gospel Mission	70
Church Basement Use	<u>13</u>
	158
<u>Battered Women Shelters</u>	
Casa De Esperanza	15
Eagles Nest	26
Womens Advocates	<u>45</u>
	86
<u>Transitional Housing</u>	
Emma Norton Residence	30
Juel Fairbanks	24
Rose Center	7
Sarah Family	24
Theresa Living Center	12
YWCA Transitional Housing	126
Naomi Family Center	65
ROOF (excl. Emma Norton)	<u>150</u>
	421

**EMERGENCY, TRANSITIONAL AND
BATTERED WOMEN SHELTER SUMMARY
TYPES AND CAPACITIES**

YOUTH SHELTERS

Ain Dah Yung: 1089 Portland

Ain Dah Yung is a shelter and counseling center for 10 runaway and homeless youth; most specifically, American Indian. They provide transportation to schooling and provide counseling for both youths and their families.

Cross Streets: 1167 Arcade (offices)

A crisis intervention program for youth on an "in home basis" well as a diversion program. This program offers services to youth in crisis and run-away youth (ages 8-18). The goals of this program are to intervene early and provide services directed towards reunification with their family, if in the best interest of the youth. If not, the program provides shelter referrals and schooling/employment counseling. They work closely with the police departments and Ramsey County Children's Mental Health.

Safe House: 1696 Dayton

Operated by Lutheran Social Services, this program is designed to provide emergency overnight lodging for homeless youth who are connected to daytime service programs. This program can accommodate up to six youth. They refer youths to outreach workers and other agencies which can facilitate their needs.

ADULT SHELTERS

Mary Hall "Safe Waiting for Men" 438 Main

Offers 20 beds for October through April 15 in the former nurses' residence (known as Mary Hall) which sits north of St. Joseph's Hospital. Occupants are sober adult males who are eligible for "Emergency Assistance." Intake is on-site by a county worker and is available between the hours of 9 A.M. until 9 P.M. A man may stay for no more than a total of 30 days per quarter. Accommodations are cots in former office space. On nights of excess demand, referrals are made to the Union Gospel Mission.

Lowry Family Shelter, 345 No. Wabasha

This agency offers 55 beds of emergency shelter to family groupings. Ten of the beds are held in reserve for single women. The length of stay is 30 days per quarter (county policy). Shelter guests are required to pay for their own stays as soon as they receive income from work or the MFIP program. The rate is approximately \$30 per day per family member. The accommodations are small 1 bedroom and efficiency apartments with their own bathrooms. Meals are offered in a common dining room. There is day care space where the children can play. School bus pickup is available for school age children. Intake occurs from 9:00 a.m. to 9:00 p.m. daily from the "Central Intake" office of the county located in Mary Hall.

The Union Gospel Mission: 435 E. University

Offered 70 dormitory style bunk beds (increased to 82 beds in December 1997) The beds are available free to those adult men who attend the evening chapel service. Fifty-two (52) beds are reserved for paying customers (\$4.50/night paid in advance for up to 14 days). The remaining 30 are free and distributed by a daily lottery. Those that do not win a bed are offered one of the additional 25 sleeping mats in the lobby. Those who are unable to obtain a sleeping mat or who arrive after evening services are offered a chair for the night.

On bitter cold nights this shelter is committed to not turning away adult men (even though they had been previously banned). Residents are required to leave in the morning with their possessions unless they rent one of the 45 lockers. Two free meals are available with the bed.

If a shelter guest has income such as General Assistance (\$203), Social Security, or work, he is expected to pay a modest amount (\$4.50/night). He is also put on a list to obtain a private room in the attached 142 unit, single room occupancy hotel.

The Union Gospel Mission hotel space rents for \$130- \$150/month. In addition, they offer a recovery program for alcoholics. Participants share a room and after a couple of months have the opportunity to graduate to the single room occupancy apartments also on site.

The Mission hosts a medical clinic (in cooperation with the City of St Paul and Ramsey County Public Health Departments) and a dental clinic.

Naomi's Family Center (The Union Gospel Mission Emergency Family Shelter) (old Capp Towers site) 84 units of mixed shelter and transitional housing for women with children.

The facility is primarily transitional housing. Emergency shelter may occur on a space available basis. The program offers on-site day care and the option of "transitional housing and job training." for those there on an emergency basis. Placement will be voluntary by the shelter applicant.

BATTERED WOMEN SHELTERS

Casa De Esperanza: (Address withheld)

Offers 15 beds to battered women and their children (if any). Length of stay may be as short as few hours or as long as 30 days. Meals are provided. Intake occurs at any time day or night. This agency provides weekly visits by a physician and on-site support groups. Casa conducts an aftercare program for former shelter residents which includes assistance applying for welfare and finding housing. Shelter users may remain throughout the day.

Eagles Nest (Leach and McBoal)

Offers 26 beds to battered women and their children. The primary focus group is Native American families but in practice includes all ethnic groupings. They have a community advocacy program providing assistance obtaining Orders for Protection, housing and food. Children's programs are also available.

Womens Advocates: 584 Grand

Offers 53 beds to battered women and their children. Length of stay may be several hours to over two months. All meals and personal items are provided. Intake occurs at any time day or night. Shelter users may remain throughout the day. Safety and protection planning is provided. A 24-Hour Information and Referral and Crisis Telephone Line is available. Support groups for both residents and community members are provided. Pro se divorce clinic monthly by appointment. Health Care for the Homeless staff provides an Acute Care Clinic weekly and a Chemical Health Education Group once a week. Women's Advocates staff Family Court twice weekly to assist community women in obtaining Orders for Protection. On-site services include support, advocacy, assistance in pressing criminal charges, in obtaining an Order for Protection and in obtaining housing.

TRANSITIONAL HOUSING

Emma Norton 670 North Robert Street

This residence has set aside 45 of its 60 rooms to work with women without children who are homeless or at risk of being homeless. They may be in recovery from chemical dependence, coping with mental health challenges, or coming from a battered situation. Others will be restabilizing their lives after having experienced a personal loss. The agency provides affordable housing (\$225/mo shared room, \$325/mo single room) in a secure setting, meals, assistance in goal setting, advocacy and referrals. Residents must be engaged in some effort that will move them beyond their state of transition to more permanency. Emma Norton also offers off-site family reunification, which reunites homeless women and their children. An additional eight families were enrolled in this program in 1997.

Juel Fairbanks Ed La Fromboise Residence, 816 North Albert

This duplex structure with its two units can serve up to 8 people in a variety of men, women, and children combinations. On a space available and individual need basis, this facility functions as either a transitional facility or as an emergency shelter. Adult residents must demonstrate a willingness to follow a recovery program (if applicable). Case management services and short term counseling are provided. Length of stay can be 6 months. Intake is independent of the adjacent halfway house program and the outpatient program. The general program format is connection to services, then employment, followed by permanent housing.

RoseCenter Home of the Good Shepherd 1435 Grand Ave.

RoseCenter is a transitional housing project for single women 18- 24 years old. They house, educate and help the women to find jobs. The average stay is 9 to 12 months, however some stay for up to two years. Those women with mental health problems, chemical dependency and/or children are not eligible.

Sarah Family 919 W Armstrong

Sarah Family is transitional housing for single parent homeless mothers with dependent children. They must be in recovery from chemical dependency. It provides a safe appropriate housing for women where they can be reunited with their children. After reunification with their families,

counselors continue to help clients re-adjust to parenting responsibilities. Length of stay can be 24 months but in fact works out to be 6-9 months on average. Agency goals for residents include maintaining a drug free lifestyle and seeking permanent appropriate and affordable housing.

Theresa Living Center 917 E. Jessamine

"TLC" is a 12 unit transitional housing facility. They serve single women, or those who are pregnant, or have one child with them and help them to re-establish themselves. Residents are required to set and pursue goals. Intake is either direct or via referrals from other agencies. The women have four to eighteen months to become self-sufficient.

YWCA 198 Western

The YWCA operates transitional housing for women (both single women and single parents) in six buildings on three sites. Residents have their own independent and complete apartments and benefit from subsidized rent. Program goals include job training and other educational activities and, when necessary, chemical dependency programs. Program participants receive extensive life skills counseling. When ready, the YWCA helps to establish and acclimate the woman into independent living.