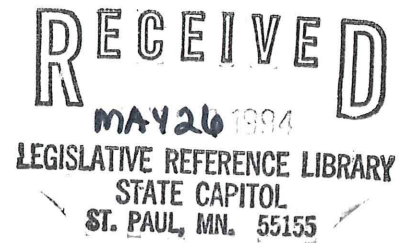


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TRANSITIONAL HOUSING PROGRAM

**Report to the Legislature
State Fiscal Year 1991**

**MINNESOTA DEPARTMENT OF JOBS AND TRAINING
COMMUNITY BASED SERVICES DIVISION
March, 1992**

**IN ACCORDANCE WITH
MINNESOTA STATUTES CHAPTER 268.38**

**Transitional Housing Program Grantees
State Fiscal Year 1991**

PROGRAM	LOCATION	FUNDING LEVEL
Alexandra House, Inc.	Circle Pines	\$7,500
Ascension Place	Minneapolis	\$5,000
Catholic Charities	Minneapolis	\$12,500
Community Action Council Transitional Housing	Burnsville	\$7,500
Domus Transitional Housing Program	St. Cloud	\$12,500
Elim Transitional Housing Program	Anoka County	\$12,500
Heartland Transition House	Willmar	\$5,000
Home of the Good Shepherd	St. Paul	\$8,000
Incarnation House	Minneapolis	\$5,000
Juel Fairbanks	St. Paul	\$5,000
Lutheran Social Services	Minneapolis/Anoka County	\$5,000
Minnesota AIDS Project	Minneapolis	\$7,500
Mother Cabrini House	Minneapolis	\$5,000
PRIDE Transitional Housing	Minneapolis	\$7,500
RISE McKinney Men's Transitional Housing	Spring Lake Park	\$5,000
St. Paul YWCA	St. Paul	\$12,500
Salvation Army Harbor Lights Center	Minneapolis	\$12,500
Salvation Army Transitional Housing	Duluth	\$10,000
Sarah Family Programs	St. Paul	\$5,000
Simpson Transitional Housing	Minneapolis	\$12,500
Welcome Home Transitional Living Program	Mankato	\$7,500
Welcome Inn Transitional Living Center	Mankato	\$7,500
Women's Shelter	Rochester	\$12,500
Western Community Action Agency	Marshall	\$7,500
Women's Community Housing	Minneapolis	\$7,000
Women's Transitional Housing Coalition	Duluth	\$12,500
YWCA Transitional Housing	Moorhead	\$5,000
	TOTAL	\$220,000

DESCRIPTION OF TRANSITIONAL HOUSING

Transitional housing provides housing and supportive services for homeless persons to enable them to move to independent living in stable, permanent housing.

A wide variety of services are included in the service aspect of the program depending on the individual needs of the participants. While some programs are structured specifically for a certain population, others serve a general population of homeless people with a diversity of needs.

The housing component is generally provided in one of two ways. The first type of housing involves the use of a congregate facility. The second type is scattered-site transitional housing which places people in houses or apartments "scattered" throughout the community. With the scattered-site model, programs may own housing or choose to utilize rental housing in the community and enable participants to continue living in the housing after they have completed the program.

Funding for transitional housing programs comes from a number of state, local, federal and private resources including the **State Transitional Housing Program**.

LEGISLATIVE HISTORY

In May 1984, the Minnesota Legislature established the Temporary Housing Demonstration Program to assist homeless individuals in the progression towards securing stabilized housing. In 1989, the Legislature recognized the effectiveness of the program and changed the name from the Temporary Housing Demonstration Program to the Transitional Housing Program (THP).

Transitional housing is currently defined under state law as housing designed for independent living and provided to a homeless person or family at a rental rate of at least 25 percent of the family income for a period of up to twenty-four months. The Minnesota DJT assists transitional housing programs in meeting operational costs such as rent, utilities, supportive services, transportation, or program administration.

STATUTORY AUTHORITY

The purpose of this report is to provide information on the State Transitional Housing Program as required by Minnesota Statutes Chapter 268.38. The report includes the following required information:

- (A) The number of programs funded;
- (B) the results of the evaluation of those programs;
- (C) the evaluation of data collected on the programs funded; and
- (D) recommendations for future action to be taken by the Legislature.

Table 1**FUNDING BY YEAR**

Fiscal Year	Appropriation Level	Supplemental Funding (DJT-CSBG)	Total Funding	Number of Agencies Funded	Average Grant Amount
1985	\$250,000	\$ 28,425	\$278,425	9	\$30,936
1986	\$170,000	\$ 0	\$170,000	10	\$17,000
1987	\$170,000	\$ 52,000	\$222,000	13	\$17,076
1988	\$170,000	\$ 47,000	\$217,000	16	\$13,502
1989	\$170,000	\$ 12,500	\$182,500	21	\$ 8,690
1990	\$220,000*	\$ 10,000	\$230,000	27	\$ 8,518
1991	\$220,000*	\$ 0	\$220,000	27	\$ 8,148

* Includes \$50,000 transfer from the Minnesota Housing Finance Agency's capital component of the Transitional Housing Program.

Table 2**GEOGRAPHIC DISTRIBUTION OF FUNDS**

	Total Number of Programs	Number of Programs Funded	Number of Beds	% of State's Capacity	Total Funding Received	% of State's Funding
Anoka County	6	3.5*	64	6.6	\$25,000	11.4
Crookston	1	0	29	3.0	0	0.0
Detroit Lakes	1	0	2	0.2	0	2.2
Duluth	4	2	109	11.3	\$22,500	9.8
Grand Rapids	1	0	15	1.6	0	0.0
Inter. Falls	1	0	3	0.3	0	0.0
Kimball	1	0	6	0.6	0	2.2
Leech Lake	1	0	10	1.0	0	0.0
Mankato	2	2	64	6.6	\$15,000	7.6
Marshall	1	1	6	0.7	\$ 7,500	4.3
Minneapolis	15	9.5*	350	36.3	\$92,000	42.0
Moorhead	1	1	14	1.5	\$ 5,000	2.2
Rochester	1	1	11	1.1	\$12,500	5.6
St. Cloud	1	1	38	3.9	\$12,500	5.4
St. Paul	8	4	159	21.8	\$30,500	11.9
Twin City Suburbs	1	1	20	2.1	\$ 5,000	2.3
Willmar	1	1	12	1.2	\$ 5,000	2.2
TOTAL	47	27	963	100.0	220,000	100.0

* Lutheran Social Services operates programs in Anoka County and Minneapolis.

August, 1990, Quarterly Shelter Survey

(A) Number of Programs Funded

The DJT was first granted an appropriation of \$250,000 in fiscal year 1985. **Table 1** indicates the award levels for the subsequent years and also shows the supplemental funding that the Transitional Housing Program has received in certain years from Community Services Block Grant Discretionary funding. In FY 1991, thirty-three programs requested funding totalling \$513,000. Twenty-seven programs received funding averaging \$8,148 per program.

There were forty-seven transitional housing programs located throughout the state in FY 1991, and currently in FY 1992, there are 59 programs in operation. The capacity of the total number of programs operating in the state in FY 1991 was 963 beds, and the capacity of the twenty-seven grantees was 716. **[Table 2]**

(B) Results of the Evaluation of the Programs

Follow-up data on transitional housing has proven difficult to obtain. Once a resident leaves a program, continued contact is voluntary. With program resources being scarce, efforts to collect systematic follow-up data compete with general program functioning. Most follow-up efforts take place on an informal basis.

(C) Evaluation of the Data Collected on the Programs Funded

Section 268.38, Subdivision 8, Program Information, requires:

In order to collect uniform data to better measure the nature and extent of the need for transitional housing, grant recipients shall collect and make available to the Commissioner the following information:

- the number of requests received for transitional housing including the number of persons requiring assistance;
- number of persons for whom services are provided;
- reasons for seeking assistance;
- length of stay;
- reasons for leaving the housing program;
- demand for support services;
- follow-up information on the status of persons assisted;
- source of income on entering the program, prior residence, race and sex of persons assisted.

The following findings result from data collected from the programs funded by the Department of Jobs and Training for State Fiscal Year 1991. Data is collected monthly from each grantee who in turn provide detailed information on each individual served in their program.

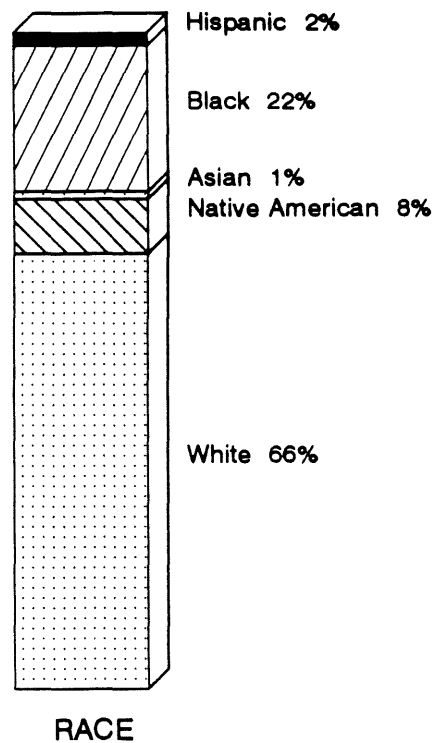
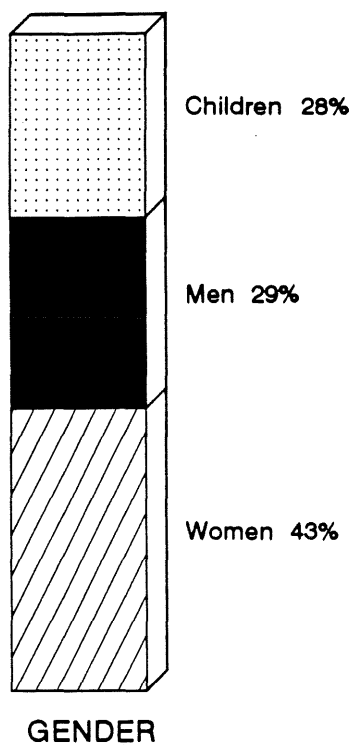


Table 3

PREVIOUS HOUSING STATUS

	FY90	FY91	FY90 % of Households	FY91 % of Households
Emergency Shelter	99	136	17.0	19.7
Friends/Relatives (temp)	111	130	19.1	18.8
Market Rate Rental	87	122	14.9	18.0
Half-way House	49	81	8.4	11.7
Treatment	95	72	16.3	10.4
Friends/Relatives (perm)	29	41	4.9	6.0
Transitional Housing	18	23	3.1	3.3
Section 8	12	17	2.1	2.5
Incarcerated	27	16	4.6	2.3
NPA Outside	7	16	1.2	2.3
Owner Occupied	13	11	2.2	1.6
No Nightly Permanent Address	12	9	2.1	1.3
NPA - Vehicle	2	4	0.3	0.5
Hospitalized - physical	4	3	0.7	0.4

Number of Requests and Number of Persons Served

In FY 1991, over **4,566** requests for assistance were made to Transitional Housing grantees. Of these requests, **965 individuals** from **690 households** were provided with transitional housing services.

Client Characteristics

Twenty-nine percent (**29%**) of the individuals served were men, **43%** were women, and **28%** were children. Of the households, **60%** were headed by women and **40%** were headed by men. The racial composition of the households served was as follows: **66%** White, **22%** Black, **9%** Native American, **2%** Hispanic, and **1%** Asian.

Status and Service Needs of Clients upon Entering the Program

Previous Residency: The majority of transitional housing clients, **62%**, enter programs in the same city or area as they were living before entering transitional housing. Eighteen percent (**18%**) are from another area within Minnesota, and **19%** are from outside of Minnesota (1% unknown).

Previous Housing: Clients reported their housing status prior to entering transitional housing as emergency shelter (**20%**), temporarily staying with friends or relatives (**19%**), rental housing (**18%**), a halfway house (**12%**), or a treatment facility (**10%**). Four percent (**4%**) of the households served in transitional housing reported that their previous housing status was in a vehicle, outside, or another non-permanent place of shelter.

In comparison to FY 1990, more clients reported market rate rental housing (FY 1990 **14.9%**; FY 1991 **18%**), and emergency shelter as their previous housing status (FY 1990 **17%**; FY 1991 **19.7%**). Fewer clients reported treatment as their previous housing status (FY 1990 **16.3%**; FY 1991 **10.4%**). [Table 3]

Reasons for Seeking Transitional Housing: Clients gave a variety of reasons for seeking transitional housing services. The main reported reasons were as follows: chemical dependency problems (**28%**), relocation in the area (**19%**), spouse/child abuse (**16%**), family friction (**14%**), mental health problems (**11%**), and friction with friends/roommate (**7%**).

In comparison to FY 1990, an increased number of people reported chemical dependency problems as their reason for seeking transitional housing (FY 1990 **14.1%**; FY 1991 **28%**), and fewer people reported mental health problems as their reason for seeking transitional housing (FY 1990 **23%**; FY 1991 **11.4%**). An increased number of people also reported spouse/child abuse as their reason for seeking transitional housing (FY 1990 **11.3%**; FY 1991 **16.2%**).

Table 4**REASONS FOR SEEKING ASSISTANCE**

	FY90	FY91	FY90 % of Households	FY91 % of Households
Chemical Dependency	82	191	14.1	28.0
Relocated in Area	119	129	20.4	18.7
Spouse/Child Abuse	66	112	11.3	16.2
Family Friction	36	97	6.2	14.0
Mental Health Problems	134	79	23.0	11.4
Friend/Roommate Friction	45	51	7.7	7.4
Stranded in Area	18	44	3.1	6.4
Loss of Jobs	31	38	5.3	5.5
Eviction - Other Reasons	34	34	5.8	4.9
Other, N/A	15	33	2.6	4.8
Eviction - Non-Pay	11	30	1.4	4.3
Substandard Housing	9	18	1.5	2.6
Overcrowding	23	17	3.9	2.5
Leaving Correctional Facility	17	15	2.9	2.1
Leaving State Hospital	51	15	8.8	2.1
Loss of Benefits	30	15	5.1	2.1
Disaster	5	8	0.9	1.2

Table 5**SOURCES OF INCOME**

	Income Upon Entering		Income Upon Exiting	
	FY90	FY91	FY90	FY91
General Assistance	34.2	35.0	30.9	28.0
AFDC	19.4	21.0	21.9	23.0
Full-time Employment	11.9	12.0	19.8	18.0
Part-time Employment	9.6	10.0	10.3	10.4
SSI	7.4	4.5	8.4	5.6
Food Stamps	1.2	7.2	1.9	5.0
Social Security	1.5	5.0	0.7	4.3
Disability Payments	1.0	1.3	1.2	2.0
Unemployment Compensation	1.4	1.4	1.9	1.3
MSA	0.3	1.2	0.7	1.1
Savings	1.5	1.0	1.2	1.1
Loans	2.2	1.7	1.0	0.9
Veterans Benefits	0.3	0.6	0.2	0.8
Pension	0.5	0.0	0.5	0.4
Unknown/Other	0.5	11.0	0.2	0.4
Child Support	0.3	0.9	0.5	0.3
WIC	0.5	1.4	0	0.1
Alimony	0.5	0.3	0	0.1
Shelter Workshop	1.0	0.3	1.0	0.1

A number of transitional housing programs focus their services for people with special needs so the frequency of responses such as chemical dependency, mental health, and abuse issues will be affected by the number of grantees that deal specifically with these issues. **[Table 4]**

Income Upon Entrance: The main source of income for clients upon entering transitional housing was public assistance benefits. Thirty-five percent (**35%**) of clients received General Assistance (GA) and **21%** received Aid for Families with Dependent Children (AFDC). Twenty-two percent (**22%**) of clients were employed upon entering transitional housing. Twelve percent (**12%**) were employed full-time and **10%** had part-time employment. **[Table 5]**

Services Needed: Transitional housing clients reported a number of support services that they needed when they entered transitional housing. The main service needs reported were as follows: counseling, food shelf, employment, Section 8 Certificate, sobriety support, education, financial assistance, medical assistance, clothing, furnishings, job training, moving assistance, and security deposit.

In comparison to FY 1990, the number of clients reporting a need for a Section 8 Certificate increased from **18.5%** to **30.4%**. The number of clients reporting a need for sobriety support increased from **11.5%** to **27.9%**. **[Table 6]**

Status of Clients upon Exiting the Program

Length of Stay: The maximum length of stay allowed by the Transitional Housing Program statute is twenty-four (24) months; however, many programs limit stays to a shorter period of time. The average length of stay for clients in the twenty-seven programs was **119 days**.

Reasons for Leaving: The main reported reason for clients leaving transitional housing was for private housing (**29%**), a **3.5%** increase from FY 1990. A significant percentage were asked to leave the program (**23%**), received a Section 8 Certificate (**15%**), stayed as long as the policy allowed (**9%**), or left the program for an unknown reason (**12%**). **[Table 7]**

Income at Exit: The number of clients receiving GA when exiting transitional housing was **28%**, a decrease from **35%** who received it when entering transitional housing. A slight increase, **21%** to **23%**, was reported in the number of households receiving AFDC. Clients with income from full-time employment increased from **12%** to **18%**, and the percentage of clients employed part-time remained approximately the same (**10%**). **[Table 5]**

Services Accessed: Clients accessed a number of services by the time they exited transitional housing. The main services accessed include the following: counseling, food

Table 6**SUPPORT SERVICES NEEDED UPON INTAKE**

	# of Households		% of Households	
	FY90	FY91	FY90	FY91
Counseling	259	315	44.5	46.0
Employment	147	229	25.0	33.1
Food Shelf	200	227	34.3	32.8
Section 8 Certificate	108	210	18.5	30.4
Sobriety Support	67	193	11.5	27.9
Education	142	183	24.4	26.5
Financial Assistance	121	169	20.1	24.5
Medical Assistance	93	149	15.9	21.2
Furniture	106	148	18.2	21.4
Clothing	98	143	16.8	20.7
Job Training	87	137	14.9	19.8
Moving Assistance	91	137	15.6	19.8
Deposit Insurance	105	133	18.0	19.3
Social Services Agency	113	123	19.4	17.8
Utility Assistance	77	86	13.2	12.4
Child Care	58	78	9.9	11.3
Other	45	69	7.7	10.0
Legal Assistance	33	53	5.7	7.7
Unknown	61	42	10.5	6.1
Head Start	1	10	0.2	1.4

Individuals could provide more than one response.

Table 7**REASONS FOR LEAVING**

	FY90	FY91	FY90 % of households	FY91 % of households
Private Housing	157	200	25.4	28.9
Asked to Leave	146	160	23.6	23.1
Section 8/Public Housing	83	103	13.4	14.9
Unknown	53	81	8.6	11.7
Stayed as Long as Policy Allows	48	60	7.8	8.7
Other	35	51	5.7	7.4
Living with Friends/Relatives	32	34	5.2	4.9
Treatment	41	23	6.6	3.3
Dissatisfied with the Program	12	15	1.9	2.2
Institutional Care	11	15	1.8	2.2

shelf services, sobriety support, financial assistance, clothing, medical assistance, employment, furnishings, social services agency, and a Section 8 Certificate. [Table 6]

Of the services clients indicated they needed when they entered transitional housing, those that were accessed with the least amount of success include job training, education, Section 8 Certificates, and employment (the rate of accessing these services ranged from 61% to 68%). Transitional housing programs generally must address the very basic needs of clients before beginning to address issues such as job training, education and employment. The low access rate for Section 8 Certificates may be explained by the long waiting lists that exist for the certificates. [Table 8]

(D) Recommendations for Future Action to be Taken by the Legislature

The number of transitional housing programs in Minnesota is steadily increasing. In 1985, the year the Transitional Housing Program was initiated, there were nine programs in Minnesota. As of the date of this writing, there are fifty-nine programs in operation, with twenty-five more in the planning stages. The State should maximize the impact of current funding by way of the following recommendations:

Recommendation #1 The State's Interagency Task Force on Homelessness should continue to assist transitional housing providers with identifying and accessing all available funding sources.

Recommendation #2 The current statute requires that all Transitional Housing Program grantees conduct follow-up. The State should consider removing this from the statute and replacing it with a requirement for a more focused evaluation of a smaller percentage of the programs.

Recommendation #3 The State should consider mandating the abatement of local property taxes on Transitional Housing Programs. Funds not paid in property taxes could be used to meet other operational expenses.

For further information contact:

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Table 8

SUPPORT SERVICES ACCESSED

	FY91 # of Households That Requested	FY91 # of Households That Accessed	% of Households That Accessed Services
Social Services Agency	123	147	119.5
Food Shelf	227	253	111.5
Clothing	143	159	111.2
Financial Assistance	169	188	111.2
Head Start	10	11	110.0
Legal Assistance	53	57	107.5
Sobriety Support	193	203	105.1
Medical Assistance	149	155	104.0
Furniture	148	146	98.6
Counseling	315	310	98.4
Moving Assistance	137	133	97.1
Utility Assistance	86	82	95.3
Deposit Insurance	133	116	87.2
Child Care	78	64	82.1
Education	183	125	68.3
Employment	229	151	65.9
Section 8 Certificate	210	136	64.8
Job Training	137	84	61.3

* Percentages greater than 100% indicate services were accessed by households that did not originally request them.