



**Interim Assessment Report 4 to Community Shelter Board:
Evaluation of Central Ohio's Stable Families Program**

May 6, 2010

3805 N. High Street | Columbus OH 43214
614.447.8844
E-mail: orie@strategyteam.com

Orie V. Kristel, Ph.D.
Alison M. Pfent, Ph.D.
Amanda L. Scott, Ph.D.

Table of Contents

I. Executive Summary	1
A. <i>Who did Stable Families serve during the fourth period of program operation?.....</i>	<i>1</i>
B. <i>Why did these families need the assistance of Stable Families?</i>	<i>3</i>
C. <i>What impact did Stable Families have on the families enrolled?.....</i>	<i>3</i>
D. <i>Conclusion.....</i>	<i>4</i>
II. Background and overview of Stable Families.....	6
III. How has CSB and its partners implemented Stable Families?.....	6
IV. Who has Stable Families served in Central Ohio?.....	9
A. <i>Demographic characteristics of individuals and families</i>	<i>9</i>
B. <i>Reasons for the current housing crisis.....</i>	<i>11</i>
C. <i>Families' Housing Concerns</i>	<i>12</i>
D. <i>Barriers to Housing Stability Assessment</i>	<i>13</i>
E. <i>Self Sufficiency Matrix Assessment.....</i>	<i>20</i>
V. What services and interventions were provided to enrolled families?	23
VI. How successful was Stable Families at preventing family homelessness?.....	27
A. <i>Households that completed the Stable Families program.....</i>	<i>27</i>
B. <i>Estimates of Stable Families' impact on emergency shelter system</i>	<i>28</i>
VII. How successful was Stable Families at reducing school mobility?	29
VIII. What effect has Stable Families had on other variables related to school mobility, such as school attendance, achievement, and behavioral issues?	32
IX. Program costs.....	35
X. Conclusion	37

I. Executive Summary

The Community Shelter Board (CSB) and its partners, Communities In Schools (CIS), Gladden Community House and Central Community House, began implementing the Stable Families Pilot Program (Stable Families) in 2008 and will continue to do so through 2010. The primary mission of Stable Families is to help families who are at imminent risk of becoming homeless to remain in their homes or to find stable housing and not enter the family emergency shelter system. Stable Families is designed to be a relatively short but intensive program, providing families with case management, supportive services, and cash assistance to maintain housing and promote school stability for children in enrolled families.

In order to be eligible for enrollment into Stable Families, a household must contain at least one child under age 18, have a family income at or below 200% of the Federal Poverty level,¹ and be at imminent risk of homelessness. Priority may be given to families that have a history of high residential moves (and associated student mobility) and families that have a history of involvement with Franklin County Children Services.

This report presents results from the first four periods of Stable Families' implementation, from April 7, 2008 through December 31, 2009. This report uses primary data from three sources in an effort to present an accurate, comprehensive evaluation of the Stable Families program:

- Program activity and psychographic data for each family referred, assessed, and enrolled (source: Communities in Schools);
- Data from Columbus ServicePoint (source: Community Shelter Board);
- School mobility, achievement, and absence data (source: Columbus City Schools).

The full report is comprised of multiple sections, each headed by a particular evaluation question. In order to present a concise summary of the baseline findings to date, the Executive Summary focuses on three critical questions:

- A. Who did Stable Families serve?
- B. Why did these families need the assistance of Stable Families?
- C. What impact did Stable Families have on the families enrolled?

A. Who did Stable Families serve during the fourth period of program operation?

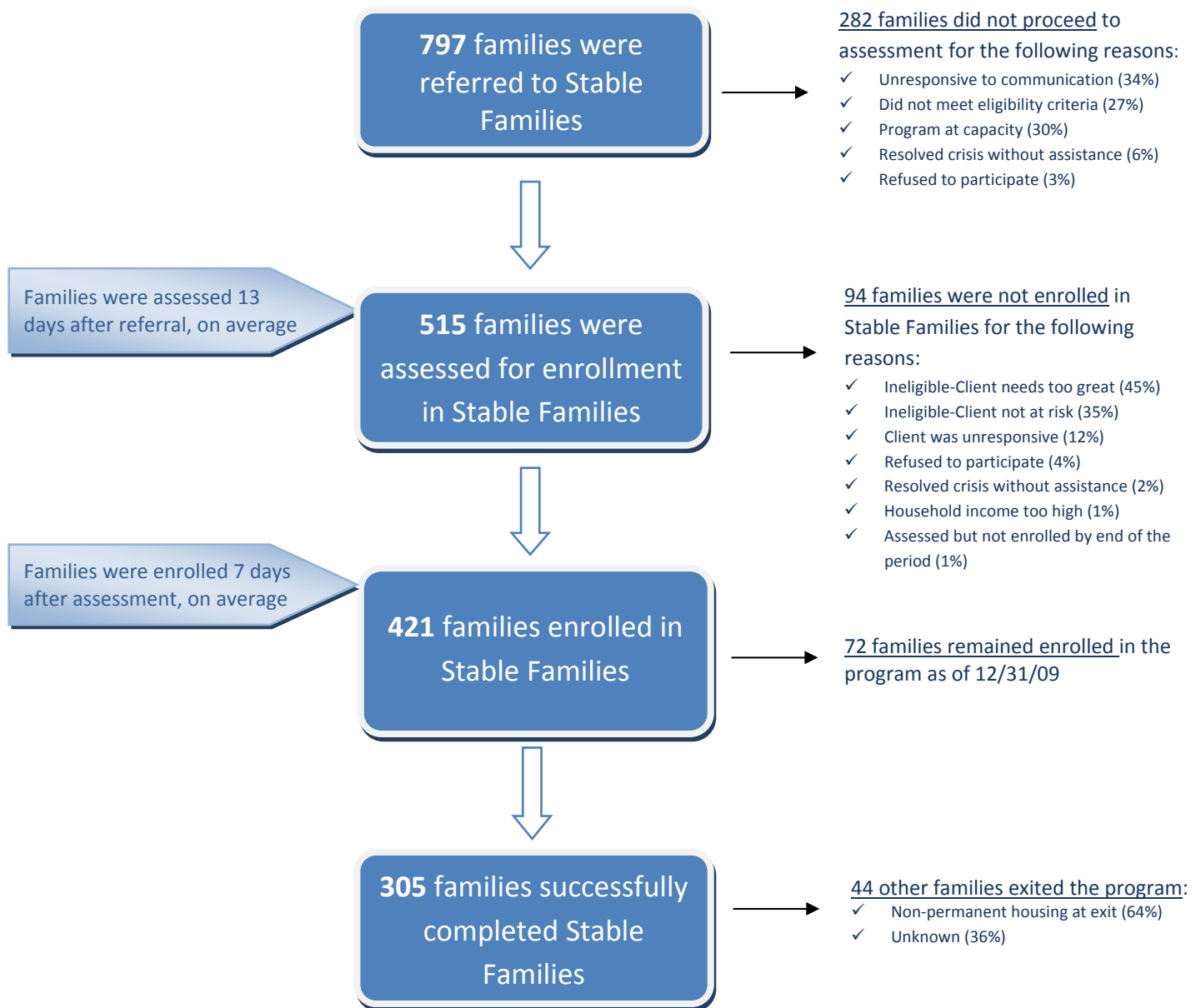
During its fourth period of operation (July 1, 2009 – December 31, 2009), 244 households were referred to Stable Families. Of these, 164 (67%) were assessed for enrollment, 139 (57%) enrolled, and 126 (52%) successfully completed the program (i.e., entered permanent housing) by the end of this evaluation period.

Of the 797 families referred to Stable Families from April 7, 2008 through December 31, 2009, 515 (65%) were assessed for entry, 421 (53%) actually enrolled, and 305 (38%) successfully completed the program by the end of this evaluation period. Note that 44 clients exited the program unsuccessfully. For a cumulative view of program operations since implementation, see Figure ES-1. The figure appears later in the report, but is reproduced here for emphasis.

¹ As of 11/16/2009, the family income requirement changed to "at or below 50% of the Area Median Income (AMI)."

Figure ES-1: Stable Families’ Activity Flow

[Period: April 7, 2008 – December 31, 2009]



At the close of the fourth evaluation period, 72 families remained enrolled in the program. Cumulatively, most enrolled families were headed by single adults (60%); among these heads of household, three-fourths were African American (75%) and almost 40% had been involved with child protective services in their youth.

B. Why did these families need the assistance of Stable Families?

Several tools were used to screen and assess families for enrollment in the program. Perhaps the most striking findings from these various assessments are the extent to which they reinforce the same basic fact: participating families want stable housing but are struggling to provide for this basic need. Of the families enrolled through December 31, 2009:

- Families' top housing concerns focus on maintaining safe, affordable housing, and paying utility bills.
- Income issues are critical for families enrolled in the program. At program entry, the majority of those with housing (80%) spent more than a third of their income on housing; the average housing cost burden was 67%. Over two-thirds did not have full-time employment, 32% lacked a high school diploma or GED, and 39% did not have access to reliable transportation.
- Tenant issues are also significant for families in this program, with the majority of families reporting at least one previous eviction (53%) or at least one unpaid utility bill (61%). Additionally, over a quarter (27%) of the families' heads of household lacked a credit history.
- A self sufficiency assessment confirms these findings: families were rated close to the "vulnerable" level on economic factors, including food, employment, shelter and income.

In general, it appears that families are primarily seeking assistance to help them overcome economic obstacles to stable housing. Most families enrolled in the program from April 7, 2009 through December 31, 2009 were assessed as having "moderate" barriers to housing (65%). This is appropriate – families with minor or major obstacles to stable housing are not the focus of this intense but relatively short homelessness prevention program.

C. What impact did Stable Families have on the families enrolled?

From April 7, 2008 through December 31, 2009:

- Direct client assistance. \$316,228 in direct client assistance (DCA) was provided to enrolled families, with families receiving (on average and from all sources) \$944. Assistance with rent was the most common form of direct client assistance, with 74% of enrolled households receiving these funds. Utility assistance was the second most frequent type of DCA provided, with 16% of families receiving this help. Communities in Schools also provided case management to enrolled families, with 93% of families receiving this by the end of the evaluation period.
- Successful exits from the program. Overall, 349 families exited the program by December 31, 2009, 305 (87%) of them successfully (i.e., transitioning to permanent housing). Most families that successfully completed the program continued to live in Columbus, Ohio (98%), usually in a rental property (80%). All families that successfully completed the program had secured permanent housing, with a fifth receiving a housing subsidy. Also, 22% of the families that completed the program relocated to more affordable housing. As may be expected, families that entered the program with more severe income barriers were less likely to exit the program successfully.
- Changes in perceived self-sufficiency. From program entry to program exit, enrolled families reported statistically significant increases in their perceived ability to meet many basic needs, such as shelter, income, safety, among others. Among those who completed the program and received a follow-up assessment six months later, these positive changes were still present.

- Effect on the emergency shelter system. A range of estimates for Stable Families' likely effect on Franklin County's Emergency Shelter System is presented in the main report. Assuming program operations continue at current funding levels, the most liberal estimate of program impact suggests it could assist approximately 54% of the families who are projected to access the family emergency shelter system in FY2010. The most conservative estimate, however, indicates the program could help approximately 9% of families who may access the emergency shelter system.
- School mobility. After enrolling in the Stable Families pilot program, 85% of families' dependent children remained stable in school, surpassing the expected program outcome of 75%. However, 86% of families' dependent children remained stable in school before enrolling in the Stable Families pilot program. Further, the average mobility rate increased from pre- to post-enrollment. As of October, 2009, CIS created a new case manager position stationed at Weinland Park Elementary School, and data for the 22 children involved in this pilot were examined separately. Current data suggest mobility rates slightly decreased from pre- to post-enrollment. Due to the small number of children involved and short period of time to observe mobility patterns, these data should be interpreted with caution.

D. Conclusion

From a process perspective:

Overall, Stable Families' program activities appear to be occurring in a manner consistent with the program's design. For example, more families with moderately severe tenant screening and income barriers (e.g. poor references from landlords, lack of credit history, and need for financial assistance for housing) are being enrolled as compared to prior evaluation periods. However, two of the referral sources that were expected to be primary ones for the program (e.g., the YWCA Family Center, schools) continue to refer fewer families than originally anticipated.

From a client outcomes perspective:

Almost all program participants have received case management services from Communities in Schools' homelessness prevention specialists, and most program participants have received financial assistance as well. From program entry to program exit, respondents' self-rated ability to meet many of their basic economic, social-emotional, and parenting needs increased significantly. And most families that participate in the program exit to a permanent housing destination, oftentimes one that is more affordable.

From a system outcomes perspective:

It is unclear what effects, if any, these program activities have had on Franklin County's emergency shelter system. On one hand, the pilot program's logic model established an expected outcome that of all families served, 90% would not become homeless during the service period. This outcome has been met, considering that by the end of evaluation period three, 89.5% of families either exited the program successfully or were still engaged in the program.

On the other hand, given the lower than expected number of referrals to Stable Families from the YWCA Family Center or schools, it is difficult to determine whether families diverted to the program are any

less likely than families diverted elsewhere to re-contact the YWCA Family Center with additional housing crises.

The relationship between Stable Families participation and school mobility is similarly complex. The pilot program's logic model established an expected outcome that of all families served, 75% of dependent children would remain stable in school. This outcome was met, considering that after participating in the Stable Families program, 85% of children who were enrolled in Columbus City Schools did not change schools. However, 86% of these children did not change schools before their families entered the program. Further, a hypothesized relationship between Stable Families participation and school mobility was not observed. Indeed, on average the mobility rate appears to increase slightly from a pre-Stable Families observation period to a post-Stable Families observation period. It is unclear why this pattern is occurring, but three possible explanations (from the researchers' perspective) are the following:

- The Stable Families program has been wholly ineffective in helping families keep their children enrolled in one school during the academic year;
- The Stable Families program has been somewhat effective in helping families keep their children enrolled in one school during the academic year, but any program effectiveness was countered by powerful economic pressures affecting the region and nation over the past years;
- The Stable Families program has been somewhat effective in helping children of enrolled families make more *planned* moves during the school year. Because the available mobility data do not indicate whether a change in school enrollment was “planned” or “unplanned”, only whether or not a move happened, analyses consider *any* change in school enrollment during the traditional school year as a disruptive one, even if it was coordinated with community, school district, or CIS support / resources. In other words, our definition of a “disruptive move” may ignore meaningful variation in the extent to which a move was truly disruptive.

Overall, the Stable Families pilot program appears to have been implemented (mostly) as intended and clients appear to be reaping benefits from their participation in the program. However, it is not at all clear that the Stable Families pilot program is delivering the expected or hypothesized systemic outcomes.

Although the case cannot yet be made that the Stable Families intervention produces superior outcomes compared to other programmatic interventions, the Stable Families intervention is more cost-effective than the intervention these families would have likely received if the program was not present - staying in emergency shelter. CSB's average intervention cost per family served by Stable Families was \$2,019, whereas for the 718 households served by Franklin County's family emergency shelter system in FY09, CSB's average cost per household served was \$2,252. Considering this and the fact that the Stable Families intervention leveraged over \$7,000 in additional support for its families from other community resources, Stable Families seems to be delivering reasonably good outcomes in a cost-effective manner.

II. Background and overview of Stable Families

The primary focus of Franklin County’s Family Emergency Shelter System is to help families who have lost their homes make their way back to stable housing. Emergency shelter, however, is not the only option for families experiencing a housing crisis. As an organization leading efforts to prevent and eliminate homelessness in Central Ohio, the Community Shelter Board (CSB) sees great value in helping families who are at imminent risk of homelessness *gain access* to community resources and services so their residential situation may stabilize.

To this end, CSB and its partners, Communities In Schools (CIS), Gladden Community House and Central Community House, are implementing the Stable Families Pilot Program (Stable Families) in Franklin County over a three year period. The primary mission of Stable Families is to help families who are at imminent risk of becoming homeless to remain in their homes or to find stable housing and not enter the family emergency shelter system. This project is funded by The Ohio Department of Development, the United Way of Central Ohio (UWCO), and the Franklin County Board of Commissioners.

As part of the pilot program, CSB contracted with The Strategy Team, Ltd. to provide a comprehensive evaluation of Stable Families. This report presents the evaluation data regarding the program for the period from April 7, 2008 to December 31, 2009, focusing on the following key questions:

- How has Stable Families been implemented by CSB and its partners?
- Who has Stable Families served in Central Ohio?
- What services and interventions were provided to families in the program?
- How successful was Stable Families at preventing family homelessness in Central Ohio?
- How successful was Stable Families at reducing unplanned school mobility due to imminent homelessness?
- What effect has Stable Families had on other variables related to school mobility such as school achievement, school attendance, and behavioral issues?
- What have been the program costs to this point?

The remainder of the report presents evaluation results for these key questions.

III. How has CSB and its partners implemented Stable Families?

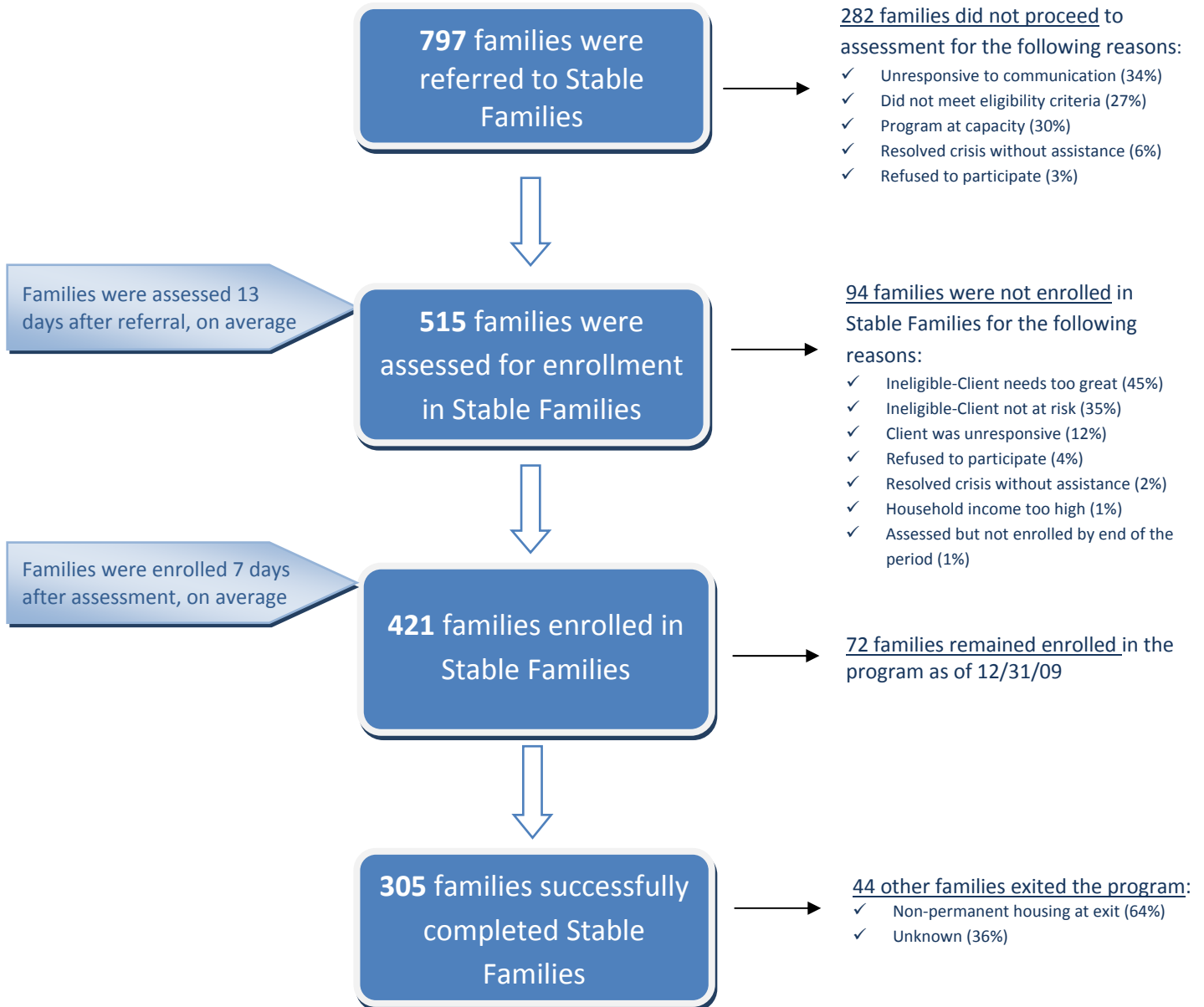
The Stable Families Program is implemented by CIS, through a contract with the Community Shelter Board. At the end of the current evaluation period (December 31, 2009) CIS employed nine staff members to administer the Stable Families program. This includes one team leader, six case managers, one part-time person to administer intake, and one part-time person to enter data. Two case managers are stationed at each of the two CIS partner sites (Gladden Community House, Central Community House), one is stationed at Weinland Park Elementary School, and the sixth works as a floating case manager. Case managers work directly with families² to link them to community resources and provide other assistance to help manage their housing crisis and avoid becoming homeless. During this evaluation period, the case managers had between 15 and 18 family clients “active” at any one point in time, and 100% of case managers’ time was dedicated to clients.

² Throughout, the term “family” is used to refer to a household.

Stable Families’ activity flow (April 7, 2008 – December 31, 2009). From April 7, 2008 to December 31, 2009, a total of 797 families containing over 3,000 individuals³ were referred to Stable Families during the period. After being referred to the program, a number of outcomes were possible, the most important of which are shown below in Figure 1. Of the 797 families referred to Stable Families, 515 (65%) were assessed for entry, 421 (53%) actually enrolled, and 305 (38%) successfully exited.⁴ At the close of the evaluation period, 72 families remained enrolled in the program.

Figure 1: Stable Families’ Activity Flow

[Period: April 7, 2008 – December 31, 2009]



³ The average household size of the 421 families enrolled in Stable Families during this period was 3.85.

⁴ “Successful exits” were defined as families that transitioned to a permanent (e.g., stable) housing situation. The average number of days these families were enrolled in the program was 101 (minimum=19, maximum=241, median=98).

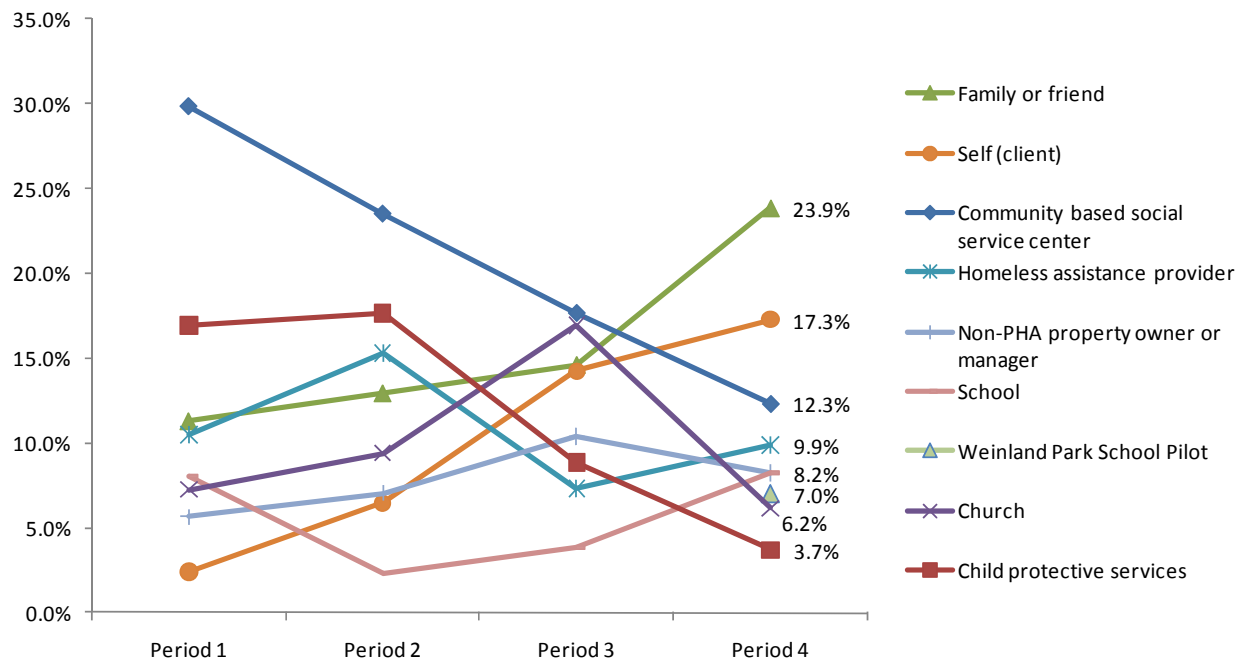
For more information about Stable Families’ activity flow, see Table A1 in Appendix A.

Primary referral sources. During program implementation, CIS partnered with a host of agencies, including the Public Housing Authority (e.g., CMHA), Franklin County Department of Job and Family Services, local legal aid, alcohol, drug and mental health service providers, school districts, emergency shelters, children’s services, property managers and landlords, city or neighborhood community centers/resource centers, immigrant services, local organizations that provide emergency needs such as food and clothing, medical/health services, and education, life skills, or employment services. Many of these partners served as referral sources for families who need more help than the program can provide as well as resources for enrolled families who needed assistance in specific areas.

As shown in Figure 2, the proportion of households referred to Stable Families by child protective services or a church decreased from evaluation Period 3 to evaluation Period 4. These decreases were statistically significant.⁵ Additionally, the proportion of households that were referred by family or friends, or a child’s school increased significantly from Period 3 to Period 4.⁶ Finally, 7% of referrals were made via outreach through Weinland Park School initiated during Period 4. For more information about Stable Families’ referral sources, see Table A2 in Appendix A.

Figure 2: Most frequent referral sources to Stable Families

[Period: April 7, 2008 – December 31, 2009]



⁵ Statistical significance refers to the outcome of a statistical test. If a difference or trend is statistically significant, it is unlikely to have occurred due to chance alone (i.e., $p < .05$). To test whether these differences were statistically significant, the following chi-square statistics were calculated: [evaluation period and referral source-child protective services, $X^2=5.58$, $p < .05$]; [evaluation period and referral source-church, $X^2=14.02$, $p < .01$].

⁶ To test whether these differences were statistically significant, the following chi-square statistics were calculated: [evaluation period and referral source-family or friend, $X^2=6.96$, $p < .01$]; and [evaluation period and referral source-school, $X^2=4.31$, $p < .05$].

IV. Who has Stable Families served in Central Ohio?

As part of the assessment and enrollment process, CIS staff collects a wealth of information about the families served by the program. This information includes basic demographic characteristics of the household and the individuals within it, along with information designed to help target families who are most likely to benefit from the services Stable Families provides. CIS used several assessment tools to determine which families to enroll and how to best serve them:

- The “Barriers to Housing Stability Assessment” probed on a family’s rental, credit and criminal history; chemical and mental health; domestic issues; and income, employment, and education. This assessment tool was administered before families entered the program.
- The “Self Sufficiency Matrix Assessment” documented clients’ ability to provide for themselves in three critical domains: economic, socio-emotional and parenting. This tool was provided to the pilot grantees by the Ohio Department of Development and administered at program entry, exit, three months after exit, and six months after exit.
- CIS’ “Stable Families Program Assessment” captured additional information of interest to this pilot, including families’ top housing concerns. This tool was administered before entry into the program.

These three tools can be found in Appendix B.

A. Demographic characteristics of individuals and families

Cumulatively, who were the families that were enrolled into Stable Families? As shown in Table 1, of the households enrolled in Stable Families, more than three-fourths were single parent ones (80%). Among the enrolled families’ heads of household, three-fourths were African American (75%).

Only four enrolled households were headed by a veteran, 40% of enrolled heads of household had been involved with child protective services in their youth, and 12% reported having had a disability of “long duration.”

Of those clients who were housed when entering Stable Families, 79.5% reported spending more than 35% of their monthly income on housing. Looking at this from a different perspective, the average housing cost burden – the percentage of monthly income spent on housing – among those housed at program entry was 66.5%.⁷

⁷ Responses of “\$0”, or no housing cost burden, were excluded from these calculations.

Table 1: Demographic characteristics of enrolled families

[Period: April 7, 2008 – December 31, 2009]

	Period 4 (July 1 - Dec 31, 2009) Enrolled (n=139)		Cumulative (April 7, 2008 – Dec 31, 2009) Enrolled (n=421)	
Family Type				
<i>Single parent with children</i>	110	82.7%	331	79.6%
<i>Two adults, at least 1 parent, with children</i>	16	12.0%	73	17.5%
<i>Grandparent(s) with grandchild(ren)</i>	2	1.5%	5	1.2%
<i>Other</i>	5	3.8%	7	1.7%
Head of household - race				
<i>American Indian or Alaskan Native</i>	0	0.0%	2	0.5%
<i>Black or African American</i>	114	82.0%	316	75.1%
<i>White</i>	25	18.0%	103	24.5%
Head of household - ethnicity				
<i>Hispanic</i>	3	2.2%	17	4.0%
<i>Non-Hispanic</i>	135	97.8%	403	95.7%
Head of household - gender				
<i>Female</i>	133	95.7%	398	94.5%
<i>Male</i>	6	4.3%	23	5.5%
Head of household - educational attainment				
<i>No high school diploma</i>	29	20.9%	136	32.3%
<i>High school diploma or GED</i>	77	55.4%	185	43.9%
<i>Post-secondary school</i>	33	23.7%	100	23.8%
Current living situation				
<i>Room, house, or apartment w/o subsidy</i>	98	70.5%	285	67.7%
<i>Room, house, or apartment with subsidy (nonproject-based)</i>	9	6.5%	33	7.8%
<i>Room, house, or apartment with subsidy (project-based)</i>	11	7.9%	33	7.8%
<i>Staying with family or friends</i>	21	15.1%	68	16.2%
<i>Hotel or motel (non-homeless stay)</i>	0	0.0%	2	0.5%
Head of household - other characteristics				
<i>Headed by veteran? (Yes)</i>	1	0.7%	4	1.0%
<i>Involved in child protective services as youth? (Yes)</i>	42	30.2%	170	40.4%
<i>Have disability of long duration? (Yes)</i>	13	9.4%	51	12.1%
Currently housed - percent of income spent on housing		(n = 103)	(n = 302)	
<i>35% or less</i>	12	11.7%	62	20.5%
<i>36-50%</i>	22	21.4%	75	24.8%
<i>51-65%</i>	24	23.3%	63	20.9%
<i>66-80%</i>	19	18.4%	42	13.9%
<i>More than 80%</i>	26	25.2%	60	19.9%
Currently housed - average housing cost burden		(n = 107)	(n = 272)	
		69.2%		66.5%
Average monthly income (all sources)		(n = 121)	(n = 311)	
		\$1,234		\$1,232

The cumulative demographics of the families served by Stable Families are quite different from the demographics of those served by Gladden Community House's homelessness prevention program during a similar time period. Compared to the Gladden program, the Stable Families program served:

- More families with a Black or African-American head of household;
- More families with a female head of household;
- Larger size families.

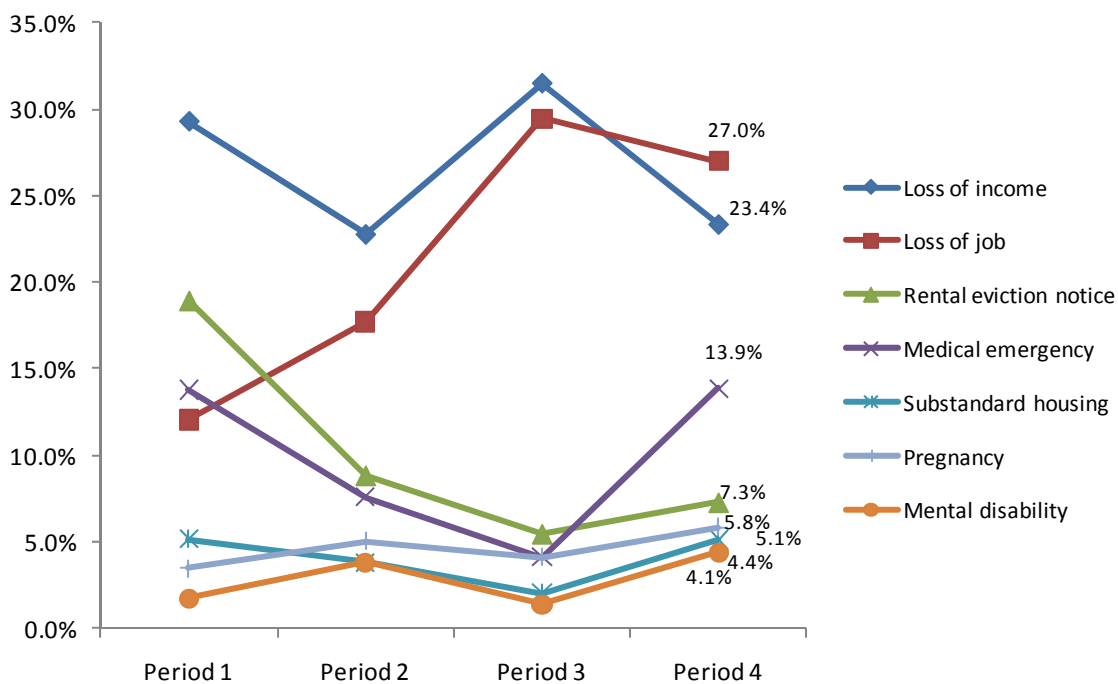
For more information about these comparisons, please see Appendix C.

B. Reasons for the current housing crisis

During the assessment process, CIS collected information regarding reasons for potential participants’ current housing crisis as well as critical barriers to securing and maintaining a stable housing situation. What were the main reasons for the current housing crisis faced by households enrolled in Stable Families? “Loss of job” was the most frequently reported primary reason for families’ housing crisis, with “loss of income” a close second. From Period 3 to Period 4, the proportion of families reporting “medical emergency” increased significantly (i.e., from 4.1% to 13.9%).

Figure 3: Most frequent “primary” reasons for housing crisis (enrolled families)

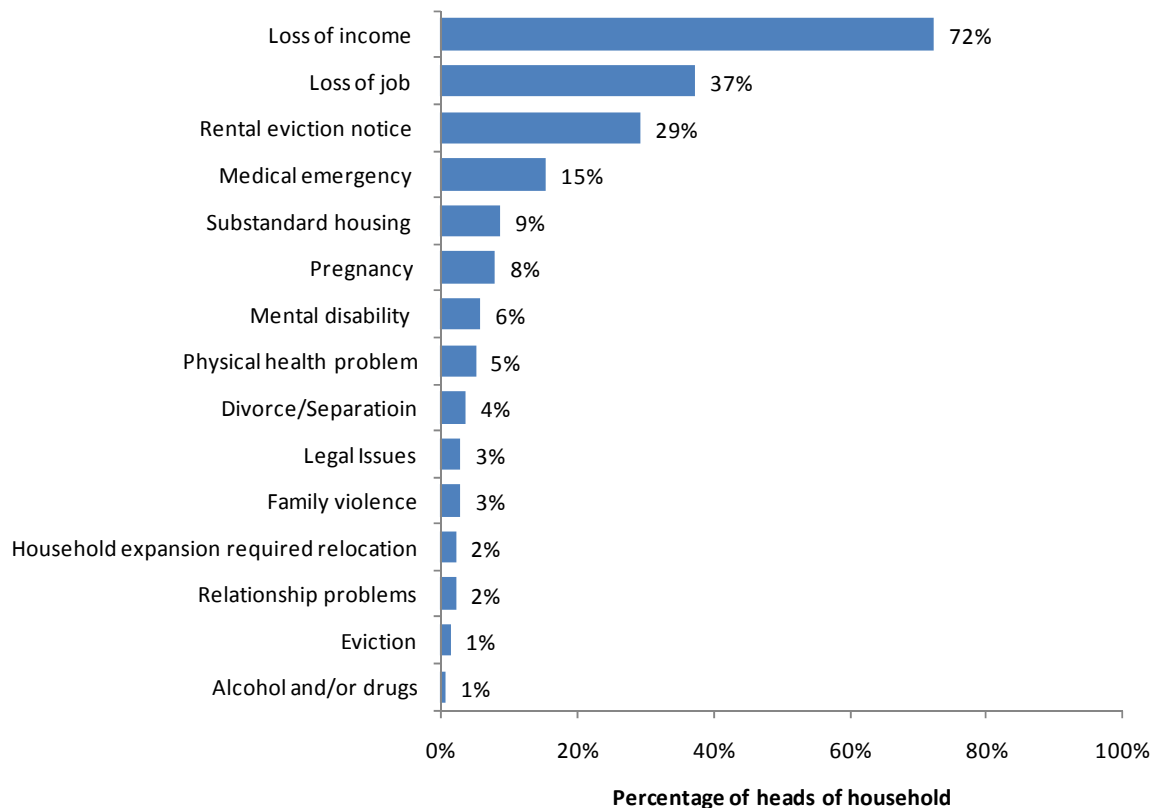
[Period: April 7, 2008 – December 31, 2009]



Looking at primary and secondary reasons for housing crises during this fourth evaluation period (July 1, 2009 – December 31, 2009), what reasons did families identify for their housing crises? As shown in Figure 4 (next page), the three most frequently reported reasons – grouping primary and secondary ones together – were “Loss of income”, “Loss of job”, and “Rental eviction notices” (72%, 37%, and 29% of enrolled families, respectively).

Figure 4: “Primary” and “secondary” reasons for housing crisis (enrolled families)

[Period: July 1 – December 31, 2009]



For more about the primary and secondary reasons for families’ housing crises, please see Table A3 in Appendix A.

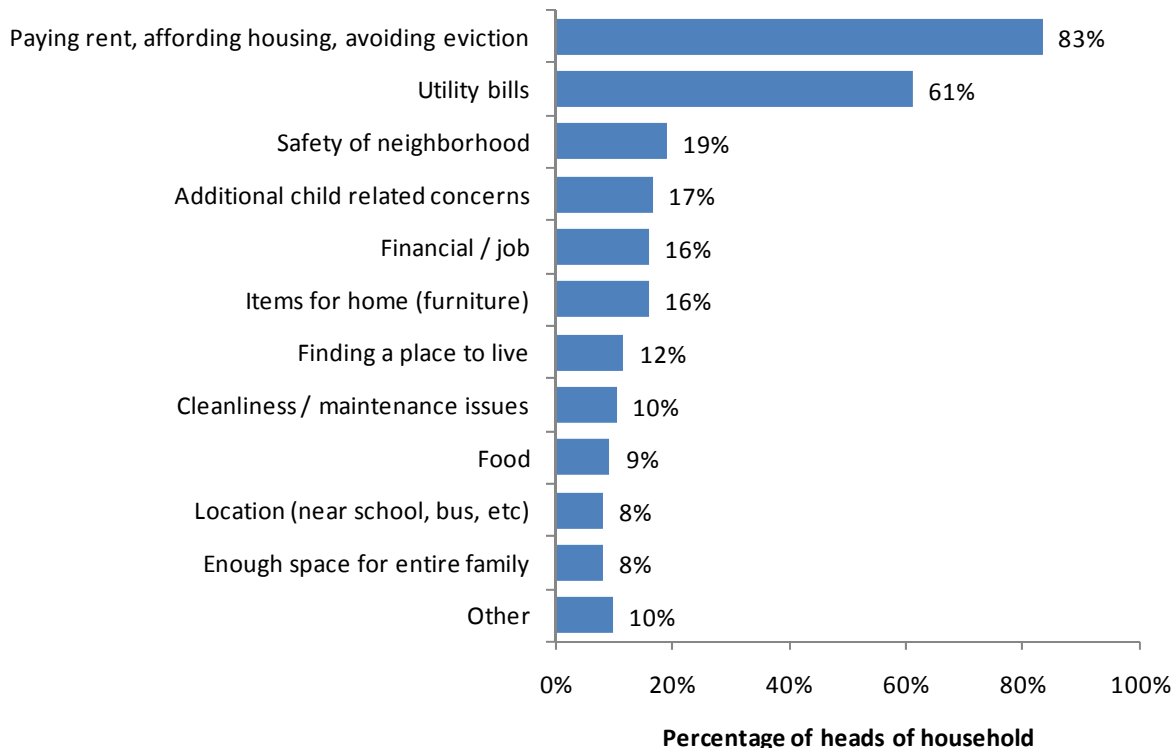
C. Families’ Housing Concerns

In addition to the data elements required by ODOD and CSB, CIS also identified each family’s top three housing concerns, ranked in order of importance to the family. These data were collected via CIS’ Stable Families Assessment tool and entered into an electronic database for analysis. These data were then coded by TST staff into the categories shown in Figure 5, which shows the percentage of assessed families indicating an issue as one of their top three housing concerns. Not surprisingly, the majority of families indicated that maintaining one’s current shelter (e.g., paying rent, affording housing, avoiding eviction) was one of their top three housing concerns (83%). Over half of assessed families reported “utility bills” as one of their top three housing concerns (61%).

Note that because multiple responses were allowed to this question, the percentages will sum to >100%. For more information about the housing concerns among those assessed by Stable Families, please see Table A4 in Appendix A.

Figure 5: Housing concerns (assessed families)

[Period: July 1, 2009 – December 31, 2009]



D. Barriers to Housing Stability Assessment

The Barriers to Housing Stability Assessment was designed to help case managers focus on the unique needs facing families experiencing housing instability. CIS also used this tool to identify families that may have needs beyond what Stable Families could meet. The tool assesses families in three domains: tenant screening barriers, personal barriers and income barriers. For more about how this instrument is used (and barriers calculated), please see Appendix B. Families' perceived barriers to stable housing were recorded both at program entry and program exit.⁸

Tenant screening barriers to stable housing. Tenant screening barriers are those that prohibit families from being able to pass the screening process required by potential landlords, including previous rental history, criminal history and credit history. Table 2 presents the number and percentage of families facing each type of tenant screening barrier, focusing on the evaluation period from July 1, 2009 – December 31, 2009. More than half of the families assessed for entry into Stable Families during Period 4 reported having had at least one eviction

⁸ Inadvertently, exit data was entered in the same file as entry data through early 2009. As a result, exit barrier data overrode entry barriers data for 56 individuals who both entered and exited Stable Families during period 2 and early in period 3. CSB referenced earlier data and compiled a new file with data entered at quarterly intervals. As a result, the final file likely includes entry data for some of the 56 individuals whose data was overridden, but it is unclear how many. The following barriers to stable housing should be considered in light of this issue, which mainly affects data from Period 2.

(54%) or at least one eviction notice (81%). Also, three-fourths of assessed families reported having had at least one unpaid utility bill in the recent past (75%). Poor references from current landlords, lack of credit history and one or more misdemeanors also represented potential barriers faced by many families assessed for entry into Stable Families (46%, 24% and 24%, respectively).

Table 2: Tenant screening barriers to stable housing (assessed and enrolled families)

[Period: July 1, 2009 – December 31, 2009]

	Period 4 (July 1 - Dec 31, 2009)				CUMULATIVE (April 7, 2008 - Dec 31, 2009)			
	ASSESSED n=164		ENROLLED n=138		ASSESSED n=506		ENROLLED n=414	
# of evictions or unlawful detainers								
0	75	45.7%	65	47.1%	237	46.8%	195	47.1%
1	57	34.8%	47	34.1%	163	32.2%	136	32.9%
2-3	28	17.1%	23	16.7%	87	17.2%	70	16.9%
More than 3	4	2.4%	3	2.2%	19	3.8%	13	3.1%
# of eviction notices								
	ASSESSED n=164		ENROLLED n=138		ASSESSED n=508		ENROLLED n=415	
0	31	18.9%	27	19.6%	155	30.5%	124	29.9%
1	81	49.4%	68	49.3%	196	38.6%	163	39.3%
2-3	44	26.8%	37	26.8%	126	24.8%	105	25.3%
More than 3	8	4.9%	6	4.3%	31	6.1%	23	5.5%
# of unpaid utility bills								
	ASSESSED n=162		ENROLLED n=136		ASSESSED n=504		ENROLLED n=411	
0	41	25.3%	35	25.7%	187	37.1%	159	38.7%
1	55	34.0%	47	34.6%	135	26.8%	111	27.0%
2-3	66	40.7%	54	39.7%	180	35.7%	139	33.8%
More than 3	0	0.0%	0	0.0%	2	0.4%	2	0.5%
Other screening barriers present								
	ASSESSED n=164		ENROLLED n=138		ASSESSED n=508		ENROLLED n=415	
Poor reference from landlords	75	45.7%	64	46.4%	277	54.5%	219	52.8%
Lack of rental history	6	3.7%	4	2.9%	14	2.8%	11	2.7%
Lack of credit history	39	23.8%	31	22.5%	150	29.5%	112	27.0%
One or more misdemeanors	40	24.4%	30	21.7%	131	25.8%	104	25.1%
Critical felony	11	6.7%	6	4.3%	30	5.9%	22	5.3%
Other felony	0	0.0%	5	3.6%	30	5.9%	29	7.0%

	Period 4 (July 1 - Dec 31, 2009)				CUMULATIVE (April 7, 2008 - June 30, 2009)			
	ASSESSED n=164		ENROLLED n=138		ASSESSED n=508		ENROLLED n=415	
At least one tenant screening barrier	162	98.8%	136	98.6%	490	96.5%	397	95.7%

Finally, 98.6% of the families enrolled into Stable Families had at least one tenant screening barrier to housing stability. For more about these tenant screening barriers, please see Table A5 in Appendix A.

Personal barriers to stable housing. The second category of housing barriers, “personal barriers”, references those characteristics of individual family members that may prevent families from attaining stable housing situations. These barriers include chemical dependency, mental health and domestic violence issues. Table 3 presents the number and percentage of

families facing each type of personal barrier. Compared to the tenant screening barriers reviewed previously, the incidence of these personal barriers was lower. However, some severe threats to housing stability were reported. For example, 15.4% of enrolled families reported that domestic violence contributed to their housing instability.

Table 3: Personal barriers to stable housing (assessed and enrolled families)

[Period: July 1, 2009 – December 31, 2009]

	Period 4 (July 1 - Dec 31, 2009)				Cumulative (Apr 7, 2008- Dec 31, 2009)			
	ASSESSED n=164		ENROLLED n=138		ASSESSED n=508		ENROLLED n=415	
<i>Mental health resulted in housing loss</i>	5	3.0%	4	2.9%	22	4.3%	16	3.9%
<i>Mental health currently affects housing</i>	11	6.7%	10	7.2%	37	7.3%	25	6.0%
<i>Domestic violence resulted in housing loss</i>	27	16.5%	22	15.9%	77	15.2%	64	15.4%
<i>Domestic violence currently affects housing</i>	1	0.6%	1	0.7%	9	1.8%	9	2.2%
<i>Chemical use resulted in housing loss</i>	8	4.9%	9	6.5%	21	4.1%	18	4.3%
<i>Chemical use currently affects housing</i>	0	0.0%	0	0.0%	2	0.4%	2	0.5%
	Period 4 (July 1 - December 31, 2009)				Cumulative (Apr 7, 2008- Dec 31, 2009)			
	ASSESSED n=164		ENROLLED n=138		ASSESSED n=508		ENROLLED n=415	
At least one personal barrier	41	25.0%	35	25.4%	122	24.0%	97	23.4%

Overall, during the evaluation period of July 1, 2009 to December 31, 2009, 25% of the families assessed by and enrolled into Stable Families had at least one personal barrier to housing stability. For more about these personal barriers, please see Table A6 in Appendix A.

Income barriers to stable housing. Income barriers include the cost of current housing, lack of income and difficulties in finding and maintaining stable employment. Table 4 presents the number and percentage of families facing each type of income barrier, focusing on the evaluation period from July 1, 2009 to December 31, 2009.

Table 4: Income barriers to stable housing (assessed and enrolled families)

[Period: July 1, 2009 – December 31, 2009]

	Period 4 (July 1 - Dec 31, 2009)				Cumulative (Apr 7, 2008 - Dec 31, 2009)			
Currently housed: Percent of income spent on housing	ASSESSED n=125		ENROLLED n=106		ASSESSED n=352		ENROLLED n=302	
35% or less	15	12.0%	14	13.2%	67	19.0%	62	20.5%
36-50%	23	18.4%	22	20.8%	79	22.4%	75	24.8%
51-65%	29	23.2%	25	23.6%	70	19.9%	63	20.9%
66-80%	21	16.8%	19	17.9%	52	14.8%	42	13.9%
More than 80%	37	29.6%	26	24.5%	84	23.9%	60	19.9%
Not currently housed: Amount available to spend on housing	ASSESSED n=27		ENROLLED n=19		ASSESSED n=69		ENROLLED n=51	
\$0-200	3	11.1%	3	15.8%	13	18.8%	11	21.6%
\$201-300	1	3.7%	0	0.0%	7	10.1%	4	7.8%
\$301-400	6	22.2%	4	21.1%	10	14.5%	7	13.7%
\$401-500	6	22.2%	5	26.3%	19	27.5%	15	29.4%
\$501-600	5	18.5%	3	15.8%	12	17.4%	9	17.6%
\$601-700	4	14.8%	3	15.8%	6	8.7%	4	7.8%
\$701-800	2	7.4%	1	5.3%	2	2.9%	1	2.0%
Other indicators of income barriers	ASSESSED n=164		ENROLLED n=138		ASSESSED n=508		ENROLLED n=415	
Needs financial assistance for housing	163	99.4%	136	98.6%	470	92.5%	378	91.1%
Lacks permanent housing subsidy	134	81.7%	111	80.4%	417	82.1%	335	80.7%
Lacks steady, full-time employment	116	70.7%	95	68.8%	362	71.3%	283	68.2%
Lacks HS diploma or GED	39	23.8%	34	24.6%	162	31.9%	131	31.6%
Lack of reliable transportation	54	32.9%	47	34.1%	200	39.4%	160	38.6%
Lacks affordable / reliable childcare	44	26.8%	40	29.0%	146	28.7%	120	28.9%
Limited English proficiency	1	0.6%	0	0.0%	3	0.6%	2	0.5%
	Period 4 (July 1 - Dec 31, 2009)		Cumulative (Apr 7, 2008 - Dec 31, 2009)		ASSESSED n=508		ENROLLED n=415	
At least one income barrier	164	100.0%	138	100.0%	505	99.4%	412	99.3%

Almost all (99%) families enrolled in Period 4 reported needing financial assistance for housing. Consistent with this, a large majority of households enrolled in Period 4 lacked a permanent housing subsidy (80%) or lacked steady, full-time employment (69%). Most enrolled families during this time period spent more than 35% of their monthly income on housing costs (87%), suggesting the population referred to and served by Stable Families is appropriately targeted.

Overall, during the evaluation period of July 1, 2009 to December 31, 2009, 100% of the families assessed by and enrolled into Stable Families had at least one income barrier to housing stability. For more about these income barriers, please see Table A7 in Appendix A.

Summary effects of tenant screening, personal and income barriers. The Barriers to Housing Stability Assessment tool combined each of the specific indicators just reviewed into one summary rating for each type of housing barrier (tenant screening, personal, and income). This summary rating has a four point scale, ranging from “No effect” to “Major effect.” Table 5 provides the assessment of the level of each type of barrier faced by Stable Families households.

Table 5: Summary effects of barriers to stable housing (assessed and enrolled families)

[Period: July 1, 2009 – December 31, 2009]

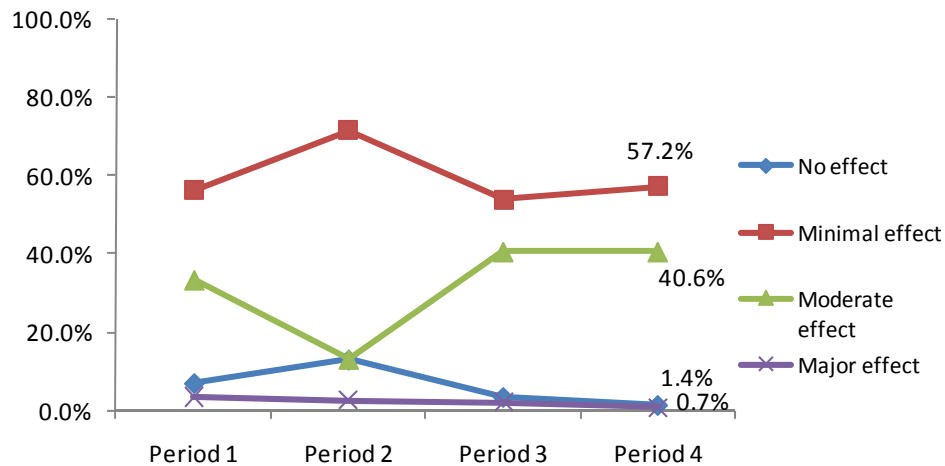
	Period 4 (July 1 - Dec 31, 2009)				Cumulative (Apr 7, 2008 - Dec 31, 2009)			
	ASSESSED n=164		ENROLLED n=138		ASSESSED n=508		ENROLLED n=415	
Impact of tenant screening barriers								
<i>No effect</i>	2	1.2%	2	1.4%	21	4.1%	21	5.1%
<i>Minimal effect</i>	88	53.7%	79	57.2%	290	57.1%	243	58.6%
<i>Moderate effect</i>	73	44.5%	56	40.6%	187	36.8%	143	34.5%
<i>Major effect</i>	1	0.6%	1	0.7%	10	2.0%	8	1.9%
Impact of personal barriers								
<i>No effect</i>	122	74.4%	102	73.9%	384	75.6%	316	76.1%
<i>Minimal effect</i>	33	20.1%	28	20.3%	81	15.9%	68	16.4%
<i>Moderate effect</i>	8	4.9%	7	5.1%	40	7.9%	28	6.7%
<i>Major effect</i>	1	0.6%	1	0.7%	3	0.6%	3	0.7%
Impact of income barriers								
<i>No effect</i>	0	0.0%	0	0.0%	5	1.0%	5	1.2%
<i>Minimal effect</i>	61	37.2%	54	39.1%	205	40.4%	185	44.6%
<i>Moderate effect</i>	74	45.1%	63	45.7%	181	35.6%	146	35.2%
<i>Major effect</i>	29	17.7%	21	15.2%	117	23.0%	79	19.0%
Overall barrier level								
<i>Level 1: Zero to minimal barriers</i>	23	14.0%	23	16.7%	129	25.4%	123	29.6%
<i>Level 2: Moderate barriers</i>	133	81.1%	109	79.0%	344	67.7%	272	65.5%
<i>Level 3: Serious barriers</i>	8	4.9%	6	4.3%	34	6.7%	20	4.8%
<i>Level 4: Long-term barriers</i>	0	0.0%	0	0.0%	1	0.2%	0	0.0%
<i>Level 5: Severe barriers</i>	0	0.0%	0	0.0%	0	0.0%	0	0.0%

Tenant screening barrier levels. From April 7, 2008 to December 31, 2009, an overwhelming majority of families enrolled in the program had a tenant screening barrier or income barrier that had a minimal, moderate, or major effect on the ability to acquire and maintain housing. Families most commonly reported having tenant screening barriers or income barriers that present “minimal effects” on their ability to obtain and maintain stable housing. Personal barriers, on the other hand, were reported less frequently – this type of barrier had *no effect* on 76% of enrolled families.

As shown in Figure 6, enrolled families faced similar levels of tenant screening barriers in Period 4 (July 1, 2009 – December 31, 2009) compared to Period 3 (January 1, 2009 – June 30, 2009).

Figure 6: Summary effect of tenant screening barriers (enrolled families)

[Period: April 7, 2008 to December 31, 2009]



Personal barrier levels. As was the case in Period 3, personal barriers had no effect on almost three-fourths (73.9%) of families' perceived ability to acquire housing. Therefore, personal barriers are not discussed further.

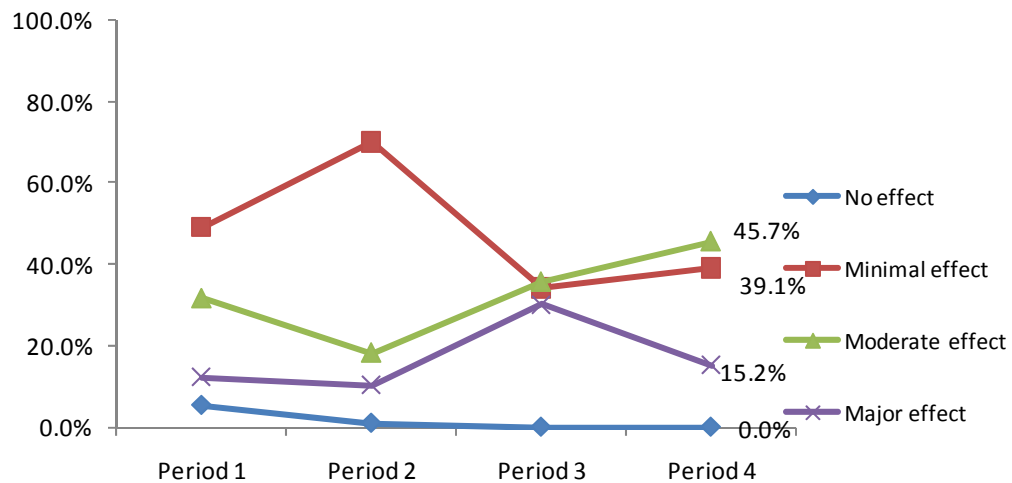
Income barrier levels. As shown in Figure 7, from Period 3 to Period 4, there was a statistically significant *decrease* in the proportion of families with income barriers that could have "major effects"⁹ on the ability to acquire stable housing (i.e., from 30.1% to 15.2%). Consistent with this pattern were *increases* in the proportion of families with income barriers that could have "moderate effects"¹⁰ on the ability to acquire stable housing.

⁹ To test whether the difference was statistically significant, the following chi-square statistic was calculated: [evaluation period and impact of income barrier-major effect, $X^2=8.81$, $p<.01$].

¹⁰ To test whether the difference was statistically significant, the following chi-square statistic was calculated: [evaluation period and impact of income barrier-moderate effect, $X^2=2.91$, $p<.10$].

Figure 7: Summary effect of income barriers (enrolled families)

[Period: April 1, 2008 to December 31, 2009]



For more about the summary effects of these barriers to stable housing, please see Table A8 in Appendix A.

Overall levels of barriers to stable housing

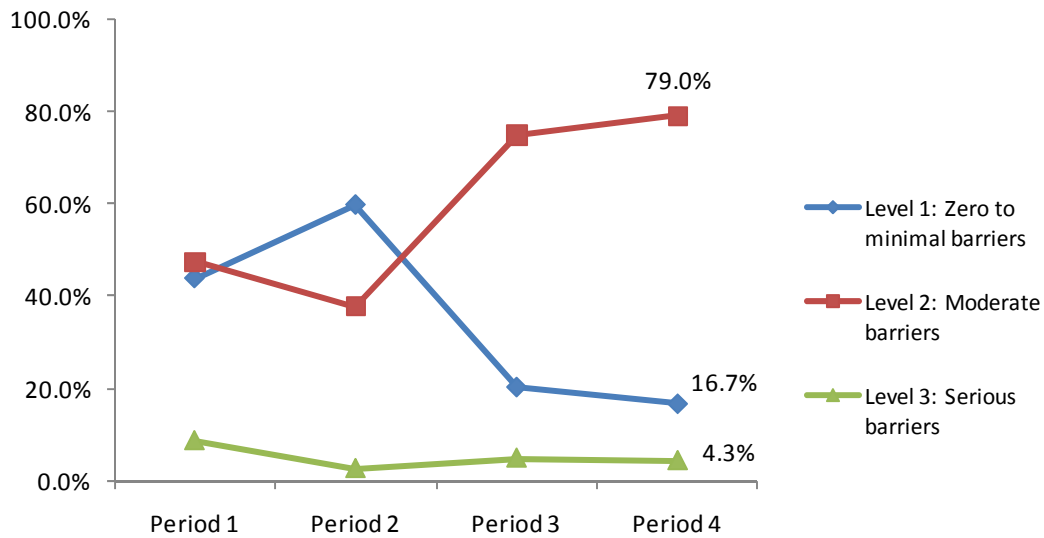
The final step of the Barriers to Housing Stability Assessment considers all three types of barriers: tenant screening, personal, and income. The level of difficulty families are likely to face when attempting to acquire and maintain stable housing is expressed via the following scale:

- Level 1: Zero to minimal barriers – able to obtain/maintain housing with no or minimal support.
- Level 2: Moderate barriers – able to obtain/maintain housing with moderate one-time or brief transitional supports.
- Level 3: Serious barriers – able to obtain/maintain housing with significant, intensive transitional supports.
- Level 4: Long-term barriers – able to obtain/maintain housing with significant, intensive transitional or ongoing supports.
- Level 5: Severe barriers – able to obtain/maintain housing with significant, intensive and ongoing supports.

Figure 8 shows the overall level of barriers faced by enrolled families.

Figure 8: Overall level of barriers to stable housing (enrolled families)

[Period: April 7, 2008 – December 31, 2009]



Overall, most enrolled families were classified as having either “Moderate barriers” (79%) or “Zero to minimal barriers” (16.7%). These proportions were similar to the previous period.

E. Self Sufficiency Matrix Assessment

The final tool used to evaluate the ability of enrolled families to meet basic needs was a Self Sufficiency Matrix (SSM) assessment, completed at enrollment into the program, at exit from the program, at 3 months post-exit, and at 6 months post-exit. This matrix assesses each family across 17 different domains using the following five point scale:

1	2	3	4	5
In crisis	Vulnerable	Safe	Building Capacity	Empowered

The 17 domains were grouped into three conceptually related factors – Economic, Social-emotional, and Parenting – as shown in Table 6. From program entry to program exit, the respondents assessed by this tool reported a number of statistically significant increases in their rated ability to meet many of these basic needs.¹¹

¹¹ SSM data were collected from 322 households that exited the program by the end of this evaluation period. 28 of these households did not successfully exit the program by establishing permanent housing (22 entered transitional housing and we “don’t know” about 6 others). 11 households did not complete the SSM upon exiting, though are considered “successful” exits.

Table 6: Self Sufficiency Matrix ratings (enrolled families)

[Period: April 7, 2008 – December 31, 2009]

		At Entry (n=340)		At Exit (n=321)		At Three Months Post Exit (n=233)		At Six Months Post Exit (n=165)
Economic Factor	<i>Food</i>	2.1	↑	2.2	↑	2.6		2.3
	<i>Employment</i>	1.9	↑	2.3	↑	3.1	↓	2.1
	<i>Shelter</i>	2.5	↑	4.1	↓	3.2	↑	4.2
	<i>Income</i>	2.3	↑	2.8		2.8		2.8
	<i>Mobility</i>	3.1	↑	3.3	↓	3.0	↑	3.6
	<i>Family Relations</i>	2.9	↑	3.1		3.2	↓	3.0
	<i>Health Care</i>	4.3		4.3	↓	3.7	↑	4.3
	Overall mean	2.7	↑	3.2	↓	3.1		3.2
Social-emotional Factor	<i>Adult education</i>	3.3	↑	3.5	↑	4.1	↓	3.6
	<i>Community Involvement</i>	2.8		2.9	↑	3.8	↓	2.9
	<i>Life skills</i>	3.2	↑	3.4	↑	3.9	↓	3.2
	<i>Mental health</i>	4.4		4.4	↑	4.7	↓	4.4
	<i>Safety</i>	4.3	↑	4.6		4.6		4.6
	<i>Legal</i>	4.6	↑	4.7	↓	4.6	↑	4.8
	<i>Substance abuse</i>	4.9		4.9	↓	3.9	↑	4.9
	Overall mean	3.9	↑	4.1	↑	4.2	↓	4.1
Parenting Factor	<i>Daycare</i>	2.9		3.2	↑	4.4		3.9
	<i>Child's education</i>	4.8		4.8	↓	4.3	↑	4.9
	<i>Parenting skills</i>	4.5		4.5		4.5		4.6
	Overall mean	4.3	↑	4.4		4.3	↑	4.6

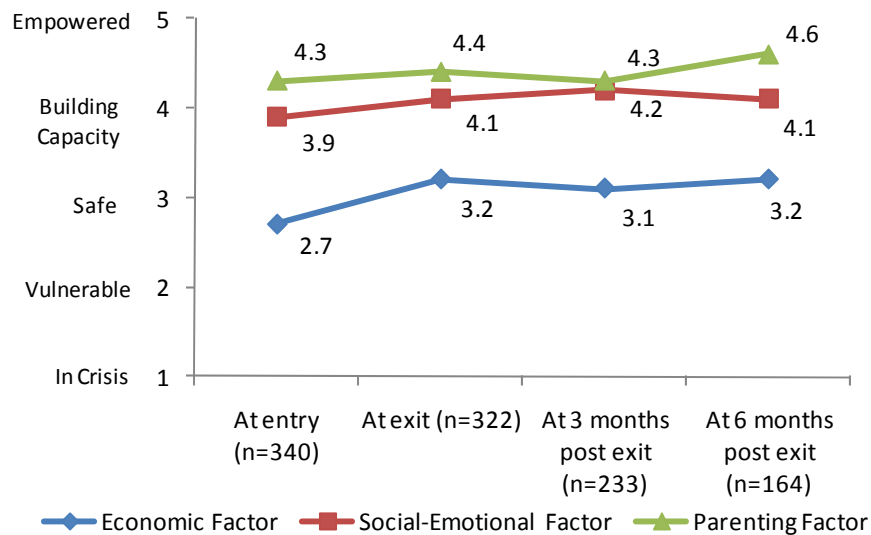
↑ Represents a statistically significant increase ($p < .05$), and ↓ represents a statistically significant decrease ($p < .05$), as indicated by a paired t-test

Figure 9 presents the overall means for each of these three groupings at program entry, at exit, at 3 months post-exit and at 6 months post-exit. Paired t-tests indicated that the average ratings for each of the three factors increased statistically from program entry to exit. Six months later all three remained significantly higher compared to program entry.¹²

¹² This pattern was verified with repeated measures analysis of variance, confirming that families maintained their increased levels of self-sufficiency even 6 months after exiting for the economic factor [$F = 54.3$, $p < .05$], social-emotional factor [$F = 15.3$, $p < .05$], and the parenting factor [$F = 20.7$, $p < .05$].

Figure 9: Self Sufficiency Matrix summary ratings (enrolled families)

[Period: April 7, 2008 – December 31, 2009]



Interestingly, a number of individual SSM ratings (as measured at head of households' entry to the program) are significantly associated with the length of time households are served by the Stable Families program. When the number of days each household was served by Stable Families is regressed onto the 17 SSM domains, the following patterns were noted:

- **INCOME:** Each 1 unit increase in this SSM rating (e.g., “vulnerable” vs. “safe” or “safe” vs. “building capacity”) was significantly associated with a 15 day decrease in the length of time households were served by Stable Families.
 - In other words, families that entered with higher self-rated income self-sufficiency exited the program more quickly than families with lower self-rated income self-sufficiency.
- **CHILDCARE:** Each 1 unit increase in this SSM rating (e.g., “vulnerable” vs. “safe” or “safe” vs. “building capacity”) was significantly associated with a 10 day decrease in the length of time households were served by Stable Families.
 - In other words, families that entered with higher self-rated childcare self-sufficiency exited the program more quickly than families with lower self-rated childcare self-sufficiency.
- **ADULT EDUCATION:** Each 1 unit increase in this SSM rating (e.g., “vulnerable” vs. “safe” or “safe” vs. “building capacity”) was associated with a 5 day decrease in the length of time households were served by Stable Families (this pattern approached statistical significance).
- **PARENTING:** Each 1 unit increase in this SSM rating (e.g., “vulnerable” vs. “safe” or “safe” vs. “building capacity”) was associated with a 9 day decrease in the length of time households were served by Stable Families (this pattern approached statistical significance).

Many of the areas in which self-sufficiency gains have been made (e.g., shelter, income) correspond to focus areas of the Stable Families program, either in the direct client assistance granted (e.g., money) or the case management provided by the social workers. The next section of the report, then, reviews the various modes of assistance provided to Stable Families participants.

V. What services and interventions were provided to enrolled families?

Stable Families case managers help families resolve their immediate housing crisis by linking families to a wide range of supportive services, community supports, and direct client assistance. This section of the report focuses on the types and amounts of services and interventions provided to enrolled families.

Direct client assistance (DCA) from Stable Families. Table 7 breaks down the direct client assistance provided to participating households between April 7, 2009 and December 31, 2009. Assistance with rent was the most common form of direct client assistance provided, with 74% of enrolled households receiving these funds through the end of the evaluation period; this assistance comprised 87.9% of all DCA provided (considering both Stable Families and other sources). Utility assistance from Stable Families was the second most frequent type of DCA provided, with 16% of enrolled families receiving this help. Overall, 335 (or 80% of enrolled families) received direct client assistance by the end of this evaluation period.

Table 7: Types and amounts of Direct Client Assistance

[Period: April 7, 2008 – December 31, 2009]

	Total \$ provided	# of times assistance was provided	# of families who received assistance (n=335)	% of enrolled families who received assistance (n = 421)	Avg. \$ provided (per assistance)	Avg. \$ provided (per family)
Overall	\$316,228		335	80%		\$944
Assistance from Stable Families						
Overall	\$306,231		330	78%		\$928
Rent	\$277,956	331	312	74%	\$840	\$891
Utilities	\$28,275	90	66	16%	\$314	\$428
Assistance from Other Sources						
Overall	\$9,996		19	6%		\$526
PRC-Housing	\$3,568	6	6	1%	\$595	\$595
PRC-Non Housing	\$0	0	0	0%	\$0	\$0
Other local funding - Housing	\$4,799	11	11	3%	\$436	\$436
Direct Client Assistance (other)	\$1,629	10	10	2%	\$163	\$163

Other assistance (HPP services) provided by Stable Families. Of course, CIS and Stable Families did more than just provide enrolled families with direct client assistance. To document the full range of services provided to enrolled families, CIS caseworkers recorded all instances of case-related activity requiring more than 15 minutes of their professional time. Table 8 reviews these additional Homelessness Prevention Pilot (HPP) services, all of which were directly provided by CIS and Stable Families. As expected, the most frequent service provided by Stable Families was “Case / care management”, with 93% of enrolled families receiving this by the end of this evaluation period. “Personal enrichment”, “Transportation”, and “Material goods” were also reported frequently.

Table 8: HPP services provided (by Stable Families) to enrolled families

[Period: April 7, 2008 – December 31, 2009]

	# of times assistance was provided	# of families who received assistance	Avg. # of times a family received assistance	% of enrolled families who received assistance (n = 421)
CASE MANAGEMENT				
<i>Case/Care Management (unspecified)</i>	3848	393	9.8	93.3%
<i>Personal Enrichment (unspecified)</i>	1026	189	5.4	44.9%
<i>Personal Finances/Budget Counseling</i>	59	52	1.1	12.4%
<i>Organizational Budgeting Assistance</i>	5	5	1.0	1.2%
EMPLOYMENT ASSISTANCE				
<i>Employment (unspecified)</i>	15	12	1.3	2.9%
<i>Resume Preparation Assistance</i>	8	6	1.3	1.4%
<i>Job Search/Placement</i>	4	4	1.0	1.0%
<i>Job Search Resource Centers</i>	2	2	1.0	0.5%
<i>Job Finding Assistance</i>	1	1	1.0	0.2%
<i>Job Search Techniques</i>	1	1	1.0	0.2%
HOUSING ASSISTANCE				
<i>Landlord/Tenant Dispute Resolution</i>	127	69	1.8	16.4%
<i>Housing Search Assistance</i>	15	11	1.4	2.6%
<i>Housing Search and Information</i>	18	15	1.2	3.6%
<i>Mail Handling Organizations/Services</i>	2	2	1.0	0.5%
<i>Landlord/Tenant Assistance</i>	2	2	1.0	0.5%
<i>Home Rental Listings</i>	1	1	1.0	0.2%
UTILITY ASSISTANCE				
<i>Utility Assistance</i>	2	2	1.0	0.5%
<i>Local Electric Utility Companies</i>	1	1	1.0	0.2%
<i>Utility Bill Payment Assistance</i>	1	1	1.0	0.2%
<i>Utility Bill Payment Plan Negotiation Assistance</i>	1	1	1.0	0.2%
<i>Utility Company Complaints</i>	1	1	1.0	0.2%
CHILD/FAMILY CARE ASSISTANCE				
<i>Day Care</i>	2	2	1.0	0.5%
<i>Children's Protective Services</i>	1	1	1.0	0.2%
<i>Child Support Assistance/Enforcement</i>	1	1	1.0	0.2%
<i>Family Support Centers/Outreach</i>	1	1	1.0	0.2%
<i>Child Care Subsidies</i>	1	1	1.0	0.2%
MEDICAL/MENTAL HEALTH ASSISTANCE				
<i>Health Care</i>	1	1	1.0	0.2%
<i>Substance Abuse Services</i>	1	1	1.0	0.2%
<i>Physician Referrals</i>	1	1	1.0	0.2%
<i>Dental Care</i>	1	1	1.0	0.2%
<i>Medicaid Applications</i>	1	1	1.0	0.2%

Table 8, continued: HPP services provided (by Stable Families) to enrolled families

[Period: April 7, 2008 – December 31, 2009]

	# of times assistance was provided	# of families who received assistance	Avg. # of times a family received assistance	% of enrolled families who received assistance (n = 421)
OTHER FORMS OF ASSISTANCE				
<i>Transportation</i>	492	186	2.6	44.2%
<i>Material Goods</i>	250	151	1.7	35.9%
<i>Basic Needs</i>	89	36	2.5	8.6%
<i>Advocacy</i>	49	34	1.4	8.1%
<i>Food</i>	26	23	1.1	5.5%
<i>Criminal Justice and Legal Services</i>	6	5	1.2	1.2%
<i>School Supplies</i>	6	6	1.0	1.4%
<i>Consumer Assistance and Protection</i>	5	5	1.0	1.2%
<i>Outreach Programs</i>	5	5	1.0	1.2%
<i>Holiday Gifts/Toys</i>	4	4	1.0	1.0%
<i>Temporary Financial Assistance</i>	3	3	1.0	0.7%
<i>Certificates/Forms Assistance</i>	3	2	1.5	0.5%
<i>Tickets/Reservations</i>	2	2	1.0	0.5%
<i>Birth Certificates</i>	2	2	1.0	0.5%
<i>Education</i>	2	2	1.0	0.5%
<i>WIC</i>	2	1	2.0	0.2%
<i>TANF Applications</i>	2	2	1.0	0.5%
<i>Reference/Information</i>	2	2	1.0	0.5%
<i>Funeral Services</i>	1	1	1.0	0.2%
<i>Gift Card Donation Programs</i>	1	1	1.0	0.2%
<i>Thanksgiving Programs</i>	1	1	1.0	0.2%
<i>Benefits Assistance</i>	1	1	1.0	0.2%
<i>Computer and Related Technology Classes</i>	1	1	1.0	0.2%
<i>Copy Machines</i>	1	1	1.0	0.2%
<i>General Clothing Donation Programs</i>	1	1	1.0	0.2%
<i>Anger Management</i>	1	1	1.0	0.2%
<i>Automotive Repair</i>	1	1	1.0	0.2%
<i>Community Services</i>	1	1	1.0	0.2%
<i>Credit Reports</i>	1	1	1.0	0.2%
<i>Food Stamp Applications</i>	1	1	1.0	0.2%
<i>Holiday Donations</i>	1	1	1.0	0.2%
<i>Merchandise/Services Discount Cards</i>	1	1	1.0	0.2%

Other assistance (non-HPP services) coordinated by Stable Families. In addition to the services provided directly by Stable Families, CIS also worked to help families receive assistance from other community organizations. As shown in Table 9, the most frequent service provided by community resources outside of the Stable Families program was “Material Goods”, with 70% of enrolled families receiving this service by the end of this evaluation period. “Food assistance” was also reported frequently.

Table 9: Non-HPP services provided (by the larger community) to enrolled families

[Period: April 7, 2008 – December 31, 2009]

	# of times assistance was provided	# of families who received assistance	Avg. # of times a family received assistance	% of enrolled families who received assistance (n = 421)
<i>Material Goods</i>	296	200	1.5	47.5%
<i>Food Assistance</i>	186	152	1.2	36.1%
<i>Other (financial assistance, utility assistance, etc.)</i>	100	60	1.7	14.3%
<i>Employment (Job Search, Counseling)</i>	33	24	1.4	5.7%
<i>Housing Search and/or Placement Assistance</i>	29	24	1.2	5.7%
<i>Mental Health Services (Counseling, Treatment)</i>	22	18	1.2	4.3%
<i>Day Care (Child Care)</i>	11	11	1.0	2.6%
<i>Education (GED, Training, Literacy)</i>	10	9	1.1	2.1%
<i>Case Management (Case Planning, Treatment, Arranging)</i>	10	10	1.0	2.4%
<i>Criminal Justice/Legal (Legal Counsel)</i>	8	8	1.0	1.9%
<i>Health Care (Health Screening, Education, Counseling)</i>	5	5	1.0	1.2%
<i>Consumer Assistance and Protection (Budgeting Assistance)</i>	5	4	1.3	1.0%
<i>Personal Enrichment (Life Skills, Stress Management, etc.)</i>	3	3	1.0	0.7%
<i>Transportation</i>	2	2	1.0	0.5%

Table 10 indicates the sources of these services provided by the community. Consistent with the fact that “material goods” was one of the most common services (either HPP or non-HPP) received by those enrolled in Stable Families, community sources such as Project Welcome Home and the Mid-Ohio Food Bank were most frequently mentioned as sources of these non-HPP services.

Table 10: Sources of non-HPP services

[Period: April 7, 2008 – December 31, 2009]

	# of times source provided assistance	# of families who received assistance	Avg. # of times a family received assistance	% of enrolled families who received assistance (n = 421)
<i>Other (Project Welcome Home, Mid-Ohio Food Bank, etc.)</i>	480	207	2.3	49.2%
<i>Community-based social service center</i>	120	77	1.6	18.3%
<i>Self (Client)</i>	43	35	1.2	8.3%
<i>Church</i>	25	18	1.4	4.3%
<i>Job and Family Service Department (TANF office)</i>	21	15	1.4	3.6%
<i>School</i>	8	6	1.3	1.4%
<i>Non-PHA property owner or manager</i>	7	6	1.2	1.4%
<i>Legal Services</i>	5	5	1.0	1.2%
<i>Child Protective Services</i>	5	5	1.0	1.2%
<i>Homeless Assistance Provider</i>	4	2	2.0	0.5%
<i>Public Housing Authority</i>	2	2	1.0	0.5%

VI. How successful was Stable Families at preventing family homelessness?

A. Households that completed the Stable Families program

The overarching goal of Stable Families is to prevent family homelessness. The pilot program's logic model established an expected outcome that of all families served, 90% would not become homeless during the service period. This outcome has almost been met, considering that by the end of evaluation period four, 89.5% of all enrolled families either exited the program successfully or were still engaged in the program.

Of those families who exited the program successfully, what were their housing situations upon exit? By definition, all families that successfully completed the program had secured permanent housing. As shown in Table 11, most families that successfully completed the program continued to live in Columbus, Ohio (98%), usually in a rental property (80%). Note that 21.6% of the families that successfully completed the program relocated to more affordable housing.

Table 11: Households that completed the Stable Families program

[Period: April 7, 2008 – December 31, 2009]

Exit Destination	Cumulative (Apr 7, 2008 - Dec 31, 2009)	
	n = 305	%
<i>Rental House / Apartment (no subsidy)</i>	244	80.0%
<i>Section 8</i>	33	10.8%
<i>Public Housing</i>	25	8.2%
<i>Other Subsidized Housing</i>	3	1.0%
General Location of Exit Destination		
<i>Franklin County - Within Columbus</i>	299	98.0%
<i>Franklin County - Outside Columbus</i>	4	1.3%
<i>Outside Franklin County - Outside Columbus</i>	1	0.3%
<i>Don't Know / Not Reported</i>	1	0.3%
Was Household Relocated to More Affordable Housing?		
<i>Yes</i>	66	21.6%
<i>No</i>	238	78.0%
<i>Don't Know / Not Reported</i>	1	0.3%

Cumulatively (through December 31, 2009), 44 families (or, 10.5% of enrolled families) exited the program unsuccessfully, meaning their household's destination at exit was temporary or unknown.

Overall, 15 families that participated in and exited the Stable Families program during Periods 1 – 4 subsequently entered emergency shelter. Seven of these fifteen families had exited the program successfully, which indicates a 2.3% rate of recidivism over the nearly two years of program operations.

Are there any characteristics of families that predict unsuccessful exits from Stable Families?¹³ Families who entered the program with more severe income barriers were more likely to exit the program unsuccessfully.¹⁴ Age and gender were also associated with type of exit such that younger heads of households and male heads of households were more likely to unsuccessfully exit Stable Families.¹⁵

B. Estimates of Stable Families' impact on emergency shelter system

For a broader perspective on Stable Families' effectiveness as a homelessness prevention initiative, one can attempt to estimate the number of families who *could* become homeless and therefore enter the emergency shelter system in FY2010 if Stable Families was no longer operating. To calculate this, it is necessary to estimate the overall demand placed on the family emergency shelter system as well as the program's effectiveness in helping stabilize households, thereby preventing their entry into the emergency shelter system.

To estimate overall demand for shelter, two primary data sources were consulted: U.S. Department of Housing and Urban Development's 2008 Annual Homeless Assessment Report, published in July 2009,¹⁶ and CSB's FY2009 System & Program Level Indicator Report (Families System), which provided longitudinal data regarding the number of families served by the shelter system in Central Ohio. After consultation with CSB, a value of 774 families was identified as the overall projected demand for family emergency shelter in FY2010. This number represents the households served by the family emergency shelter system in FY2009, and assumes there is no unmet / latent need for shelter among Central Ohio families.

To estimate the program's effectiveness in helping stabilize households, a number of effectiveness measures were calculated, ranging from more conservative to more liberal. These effectiveness measures were derived from the most recent program evaluation data available for Stable Families, and assume program funding and activities remain the same during FY2010.

As shown in Table 12, the most liberal estimate of program impact suggests it could assist approximately 54% of the families who are projected to access the family emergency shelter system in FY2010. At the other end of the continuum, the most conservative estimate indicates the program could help approximately 9% of these families. The researchers suspect that the percentage of families one could reasonably expect to be diverted from the emergency shelter system as a function of Stable Families' activities is between the 9% estimate (*Families who successfully completed the program and relocated to more affordable housing*) and the 39%

¹³ To determine what, if any, characteristics of families predict successful exits, a binary logistic regression was conducted that included the following variables: level of personal barriers, level of tenant screening barriers, level of income barriers, age, employment status, gender, and enrollment period. Enrollment period was a statistically significant predictor of successful exits [$\beta = -.58$, Wald stat = 9.85, $p < .05$].

¹⁴ Level of income barriers was a statistically significant predictor of successful exits [$\beta = .64$, Wald stat = 6.79, $p < .05$].

¹⁵ Gender [$\beta = -1.6$, Wald stat = 8.2, $p < .05$] and age approached statistical significance [$\beta = -.04$, Wald stat = 3.5, $p < .10$].

¹⁶ See <http://www.hudhre.info/documents/4thHomelessAssessmentReport.pdf>.

estimate (*Families who successfully completed the program*). This argument, of course, goes beyond the available data and therefore is open to critique.

Table 12: Projected Effects on Central Ohio’s Family Emergency Shelter System (FY2010)

	Number of families	% of projected demand in FY2010 (n = 774)
<i>Families who successfully completed the program and relocated to more affordable housing</i>	66	9%
<i>Families who entered the program with no income or inadequate income (SSM income = 1 or 2)</i>	236	30%
<i>Families who entered the program homeless or threatened with eviction or in transitional / unsafe housing (SSM shelter = 1 or 2)</i>	256	33%
<i>Families who successfully completed the program</i>	305	39%
<i>Families who entered the program</i>	421	54%

VII. How successful was Stable Families at reducing school mobility?

One of the primary goals of Stable Families is to reduce unplanned school mobility among the children of participating families. To track school mobility, TST worked with Columbus City Schools (CCS) to gather data regarding current and historical enrollment trends for all school age children in families enrolled in the program.

A list of all individuals (ages 3-20) in families served by the program through December 31, 2009 (n=852) was provided to CCS for the purposes of obtaining data regarding school mobility, attendance and achievement. After matching this list to CCS’ internal databases, CCS supplied a complete enrollment history (including moves, both disruptive and otherwise) for 567 children, from each child’s first enrollment into CCS through March 2010.¹⁷ After cleaning the data and identifying which moves were disruptive (i.e., occurring during the months from September – May), the students’ mobility patterns were reviewed, beginning with an overall assessment of the students’ mobility.¹⁸ As shown in Table 13, 43% of the students for whom data were available did not have any disruptive moves since first entering the CCS district.

Table 13: School mobility (# of disruptive moves) among children in enrolled families

Overall School Mobility (n=428)	#	%
<i>No moves since first entry into CCS</i>	183	42.8%
<i>1 move since first entry</i>	83	19.4%
<i>2 moves since first entry</i>	68	15.9%
<i>3 or more moves since first entry</i>	94	22.0%
<i>Average moves per year since first entry into CCS</i>	0.32	

¹⁷ Mobility analyses conducted through the end of the fourth evaluation period (December 31, 2009).

¹⁸ Mobility analyses include only students enrolled in CCS as of December 31, 2009. As a caveat, because this research design was non-experimental, other factors (beyond involvement with Stable Families) may affect changes in school mobility, which means any observed changes in school mobility should be interpreted cautiously.

On average, since first entering the CCS district, the average number of disruptive moves per year was .32.¹⁹ This calculation, however, includes time students spent out of the Columbus City Schools district, which may artificially deflate the mobility rate because an unknown number of disruptive moves may have occurred while outside the Columbus City Schools district. When one only focuses on the time students were enrolled in Columbus City Schools (factoring out all non-CCS time), the average number of moves per year increases to .41.

So, did Stable Families affect school mobility rates? To answer this question, it was necessary to create school mobility variables for the periods before and after each household entered Stable Families. Steps were taken to ensure the counts of disruptive moves were restricted to the time children were enrolled in CCS during this evaluation period.²⁰ For each child for whom data were available, the number of disruptive moves during the pre-SF period was divided by the number of years the student was enrolled in CCS. An average of these rates was then computed. A similar procedure was followed for the post-SF period.²¹

As shown in Table 14, pre SF-entry mobility – the average number of disruptive moves in the time period before the household entered Stable Families, controlling for the time the household’s child was enrolled in the CCS district – was .37, and post-SF entry mobility was .55. A paired-samples t-test comparing the 319 CCS students (with both pre-SF and post-SF entry data available) indicated this increase was not statistically significant (pre-SF entry rate=.37 and post-SF entry rate=.49).²²

Note that the pilot program’s logic model established an expected outcome that of all families served, 75% of dependent children would remain stable in school. This outcome was met, considering that after participating in the Stable Families program, 85% of children who were enrolled in Columbus City Schools did not change schools. However, 86% of these children did not change schools before their families entered the program, either.

¹⁹ A child who moved once during the course of a twelve-year school career would have a mobility rate of approximately .08; therefore, a mobility rate of .32 translates roughly to 4 moves over a twelve-year school career.

²⁰ A conservative analytic approach was taken, beginning with the creation of a reasonable observation window into each student’s mobility patterns. First, the total number of months from the date the household entered SF until the end of the current evaluation period (12/31/09) was calculated for each student. This established an “upper boundary” for the length of time each student’s mobility would be assessed. The reciprocal of this calculation was subtracted from the date the household entered SF, thereby identifying the “lower boundary.” Within this observation window, only those data pertaining to the time each student was enrolled in CCS were included for analysis. (The CCS database does not include information on the number of disruptive moves that may have occurred while students were enrolled outside the CCS district.) After cleaning and correcting the mobility data, they were then submitted to the analyses reviewed above.

²¹ The maximum number of months a student’s enrollment data was considered was 20, which is equal to the number of months from the first possible enrollment date to the end of the current school year (e.g., April 2008 through December 2009).

²² This pattern is corroborated by the results from a random-effects negative binomial regression. In this panel analysis, “number of moves” was the dependent variable, the “observation period” (either pre-SF or post-SF) was the independent/predictor variable, and the exposure variable was the “number of months in each observation period”. No statistically significant relationship was observed.

Table 14: School mobility (# of disruptive moves), before and after families enrolled

School Mobility (CCS district) Before Entering Stable Families (n=324)	#	%
<i>No moves before entering SF</i>	278	85.8%
<i>1 move before entering SF</i>	37	11.4%
<i>2 moves before entering SF</i>	5	1.5%
<i>3 or more moves before entering SF</i>	4	1.2%
<i>Average moves per year before entering SF</i>	0.37	

School Mobility (CCS district) After Entering Stable Families (n=388)	#	%
<i>No moves after entering SF</i>	331	85.3%
<i>1 move after entering SF</i>	50	12.9%
<i>2 moves after entering SF</i>	7	1.8%
<i>3 or more moves after entering SF</i>	0	0.0%
<i>Average moves per year after entering SF</i>	0.55	

There are at least three possible explanations for the slightly increased mobility rate observed here.

- The Stable Families program has been wholly ineffective in helping families keep their children enrolled in one school during the academic year; or
- The Stable Families program has been somewhat effective in helping families keep their children enrolled in one school during the academic year, but any program effectiveness was countered by powerful economic pressures affecting the region and nation over the past year and a half.
- The CCS mobility data do not indicate whether a change in school enrollment was “planned” or “unplanned”, only whether or not a move happened. As such, these analyses consider *any* change in school enrollment during the traditional school year as a disruptive one, even if it was coordinated with community, school district, or CIS support / resources. It may be the case that there has been an increase in *planned* moves among households participating in Stable Families. In other words, our definition of a “disruptive move” may ignore meaningful variation in the extent to which a move was truly disruptive.

Some data exist that allow us to explore the latter explanation. If the child of an enrolled family was reported to caseworkers as having changed schools, caseworkers recorded the reason for the move as best they understood it. Of the 121 school changes experienced by children in families served by Stable Families,²³ CIS records indicate 46 (38%) resulted from a local housing move or relocation.²⁴ All 46 of these school changes were reportedly planned with the assistance of Stable Families caseworkers and/or other community resources, which in theory means these school changes were possibly less disruptive to the student and his/her academic performance than otherwise could have been.

²³ This tally of post-program entry school changes is greater than those described on the previous pages because the Stable Families data reference other school districts in addition to CCS, as well as non-disruptive school changes (e.g. June – Sept.).

²⁴ The other 75 school changes were driven by a parent’s / student’s desire for a better education, a natural progression from primary to elementary school, movement out of state, etc.

Additionally, CIS records indicate that for the majority of the CCS students it had recorded as changing schools, the reasons for these changes appeared unrelated to housing concerns (e.g., 35 changes were natural, such as progressing from middle school to high school).

Weinland Park Pilot Program. CIS created a new case manager position stationed at Weinland Park Elementary School as of 10/1/2009. By the end of the current evaluation period, 11 families enrolled in Stable Families via this outreach. Enrollment patterns of these 22 children were closely examined to determine whether the program has positively affected mobility rates in its first few months.

Before entering the Weinland Pilot Program, these children had an average mobility rate of .46 during all of their time enrolled in the CCS district before entering Stable Families. From program entry in the fall of 2009 through mid-March, 2010,²⁵ the average mobility rate was .13.²⁶ Due to the small number of children involved and short period of time to observe mobility patterns, these should be interpreted with caution.

VIII. What effect has Stable Families had on other variables related to school mobility, such as school attendance, achievement, and behavioral issues?

Residential stability should improve school attendance, which is linked to a host of educational variables. Working with CCS, TST obtained historical data to look at the impact of Stable Families on these crucial educational variables that are related to school mobility. Specifically, Columbus City Schools provided the following information for each child who was a member of a household that entered the Stable Families before December, 2009 and who was enrolled in CCS at some point during the 2007-2008 or 2008-2009 school year:

- Attendance rate and number of unexcused absences;
- Achievement test data; and
- Behavioral incidents.

Data in this section are presented, as available, for children enrolled in the 2007-2008 school year and children enrolled in the 2008-2009 school year. Generally, these should be considered baseline data and not necessarily comparable because these children could have entered Stable Families at any point between April 7, 2008 and December 31, 2009.

Attendance rate and unexcused absences. In 2007-2008, attendance rates ranged from 52.3% and 100%, with an average of 95.1%, and in 2008-2009, attendance rates ranged from 57.1% to 100%, with an average of 95.3%.²⁷ The number of unexcused absences per student varied greatly, with unexcused

²⁵ These children's mobility patterns were examined through mid-March, 2010. Mobility rates provided previously were only examined through the end of this evaluation period (12/31/2009).

²⁶ One child experienced a disruptive move after this child's family enrolled in this program. One additional child was excluded from post-Stable Families analyses because it was unclear whether this child returned for 10 days after being expelled and then refused to attend, or if this child never returned to CCS. If this child did return for 10 days and then refused to attend it would be considered a disruptive move, and because of the short time period inflate the post-enrollment mobility rate from 0.13 to 9.70.

²⁷ CCS' district-wide attendance rate for both the 2007-2008 and 2008-2009 school years was 94%, www.reportcard.ohio.gov.

absences in 2007-2008 ranging from 0 to 52.5 days, and in 2008-2009 ranging from 0 to 67 days. Table 15 presents data for children enrolled in Columbus City Schools for one or both academic school years.

Table 15: Attendance rates and unexcused absences (2007–2008 and 2008-2009 school years)

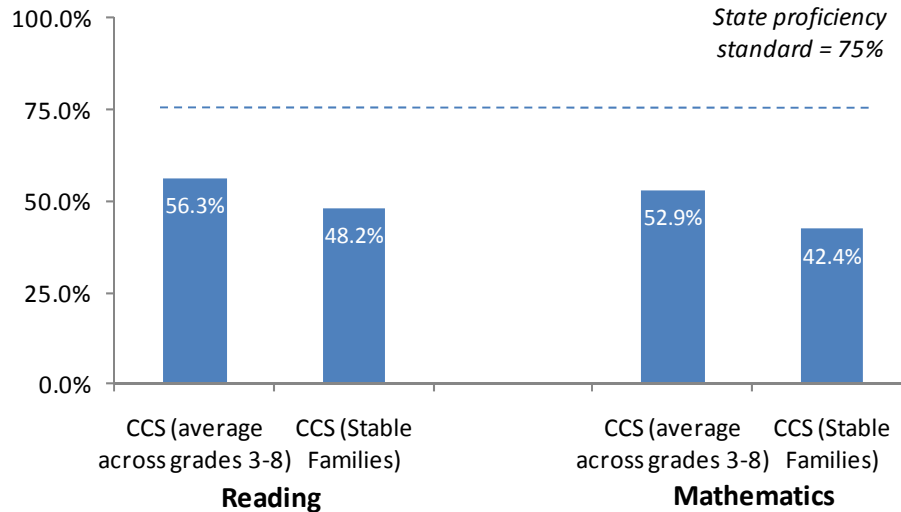
Attendance Rate	2007-2008 (n=366)		2008-2009 (n=411)	
	#	%	#	%
<i>Below 85%</i>	24	6.4%	22	5.4%
<i>85% - 95%</i>	112	29.9%	125	30.4%
<i>Greater than 95%</i>	236	63.1%	264	64.2%
<i>Average Attendance Rate</i>	95.1%		95.3%	
Unexcused Absences				
<i>0</i>	56	15.3%	67	16.3%
<i>1</i>	28	7.7%	49	11.9%
<i>2-4</i>	99	27.0%	103	25.1%
<i>5-10</i>	99	27.0%	97	23.6%
<i>11 or more</i>	84	23.0%	95	23.1%
<i>Average number of unexcused absences</i>	7.15		6.75	

Students who consistently attend school should perform better as they are exposed to additional instructional time and attention from their teachers. They should feel more comfortable in the classroom environment and improved relationships with peers and instructional staff may lead to fewer problems managing their classroom behavior. If Stable Families improves school attendance by preventing unplanned moves, does this facilitate better academic achievement and fewer incidences of behavioral intervention?

Academic achievement tests. School achievement tests are only given on specified days and at certain grade levels so not all children have available achievement data. Although there is some variability between tests and grade levels, scores of 400 or better generally indicate proficiency, while scores of 440 or better indicate accelerated achievement in a given domain. The 173 students for whom CCS could provide 2008-2009 data had an average Ohio Achievement Test score of 395 for reading and 395 for mathematics, and the 191 students for whom CCS could provide 2008-2009 data for had an average score of 395 for reading and 394 for math.

These numbers suggest that the average student whose family was enrolled in Stable Families was in the proficient range in both reading and math. However, a slightly different story emerges when one compares the “Stable Families” students to the overall population of CCS students. For both reading and mathematics, the percentage of CCS students from families enrolled in the program and who achieved a “proficient” rating or higher was less than the percentage of CCS students (overall) who achieved a similar rating. See Figure 10.

Figure 10: Percentage of students rated as “proficient” or higher on Ohio Achievement Tests (2008-2009 school year)



If Stable Families helps prevent unplanned moves, children should benefit by performing better in school. Data currently available indicate that the more disruptive moves children experienced during the 2008-2009 school year, the lower they scored on the 2009 OAT reading test. This correlation is statistically significant ($r=-.19$, $p<.05$),²⁸ suggesting that experiencing a disruptive move has a negative relationship with test scores. Future data will hopefully provide more information on whether Stable Families is positively influencing academic achievement.

Behavioral incidents. If Stable Families does promote school stability and stronger relationships with educational partners, the number of behavioral incidents may decline over time for children whose families are enrolled in the program. For this variable, CCS behavioral incidence data were available for 366 children for the 2007-2008 school year, 411 children for the 2008-2009 school year, and 419 children for the 2009-2010 school year, approximately through February 2010. Over half (57%) of students for whom data were available had zero behavioral incidents during the 2007-2008 school year, and two-thirds of students had zero behavioral incidents during the 2008-2009 school year. Two-thirds of students had zero behavioral incidents during the 2009-2010 school year but data are only available through February. Although 43% of enrolled students during the 2007-2008 school year, and 35% of enrolled students during the 2008-2009 school year had at least one behavioral incident, these data include any form of behavioral incident recorded by CCS, from mild to severe. As shown in Table 16, the number of behavioral incidents among these children ranged from 0 – 37.

²⁸ Number of disruptive moves during the 2008-2009 school year was also negatively correlated with 2009 OAT math scores ($r=-.10$), but this correlation was not statistically significant ($p=.18$).

Table 16: Behavioral incidents (2007-2008, 2008-2009, and part of 2009-2010)

Behavioral incidents - all children enrolled	2007-2008 (n=366)	2008-2009 (n=411)	2009-Feb 2010 (n=419)
<i># of students with zero behavioral incidents</i>	208 (57%)	267 (65%)	278 (66%)
<i># of students with at least one behavioral incident</i>	158 (43%)	144 (35%)	141 (34%)
<i>Total # of incidents (all students)</i>	755	624	506
<i>Average # of incidents (per students)</i>	2.06	1.52	1.21
<i>Minimum # of incidents (per student)</i>	0	0	0
<i>Maximum # of incidents (per student)</i>	23	37	31

Behavioral incidences were compared among the students who enrolled in Stable Families during the summer months between the 2007-2008 and 2008-2009 school years, and that were still enrolled in the CCS district. As shown in Table 17, the percentage of students with at least one behavioral incident decreased from 2007-2008 to 2008-2009 (53% and 36%, respectively), as did the average number of incidents per student (2.35 to 1.92, respectively). 42% of these children have had at least one behavioral incident thus far in the 2009-2010 school year.

Table 17: Behavioral incidents (2007-2008, 2008-2009, and 2009 – Feb. 2010) among students whose families enrolled in the pilot program in the summer months between 2007-2008 and 2008-2009

Behavioral incidents - children enrolled all 3 years and entered SF between 2007-08 and 2008-09 year years (n=74)	2007-2008	2008-2009	2009-Feb 2010
<i># of students with zero behavioral incidents</i>	35 (47%)	47 (64%)	43 (58%)
<i># of students with at least one behavioral incident</i>	39 (53%)	27 (36%)	31 (42%)
<i>Total # of incidents (all students)</i>	174	142	125
<i>Average # of incidents (per students)</i>	2.35	1.92	1.69
<i>Minimum # of incidents (per student)</i>	0	0	0
<i>Maximum # of incidents (per student)</i>	11	17	31

Although this pattern suggests students' behavior in school improved after their families enrolled in Stable Families,²⁹ this difference observed over time should be interpreted with caution.³⁰

IX. Program costs

From program inception in early 2008 through December 31, 2009, \$849,975 was spent on the Stable Families program. Approximately 63% of this amount has paid for program implementation and case management costs and approximately 37% of this amount has provided direct client assistance to enrolled families (e.g., money to help clients pay rent and/or utilities). As shown in Table 18, the program's average case management cost (per client served) was \$934; CSB's average intervention cost (per client served) was \$2,019.³¹ On a per diem basis, CSB's average intervention cost (per client served) to support families via the Stable Families program was \$20, while its average intervention cost (per client served) to support families via the emergency shelter system was nearly double this amount.

²⁹ The decrease in the percentage of children with at least one behavioral incident was significant [$\chi^2=3.94$, $p<.05$].

³⁰ The percentage of children with at least one behavioral incident thus far in 2009-2010 was not significantly different than 2007-2008 or 2008-2009.

³¹ CIS' "case management costs" based on CSB's accounting records of salary and wages payments to CIS from program inception through 12/31/09; "other program costs" represent the remaining payments.

Table 18: Program costs
[April 7, 2008 –December 31, 2009]

Program Costs	
CIS' case management costs (i.e., salaries & wages of 6 SF case managers and 1 team leader from 4/08 through 12/09)	\$393,303
CIS' other program costs (i.e., administration and non-case management costs from inception through 12/09)	\$140,444
Sum of Direct Client Assistance (all sources) provided to 335 families from 4/7/08 through 12/31/09	\$316,228
Case Managers	
Stable Families caseload (i.e., enrolled families from 4/07/08 through 12/31/09)	421
FTE - case managers working the Stable Families caseload	6
Average # of 'active' clients per case manager (at any one point in time)	16.5
Sum of case management hours worked (i.e., total hours worked by the case managers from 4/7/08 through 12/31/09)	21,792
Average # of case management hours per client served (i.e., sum of case management hours worked / caseload)	51.8
Team Leader	
FTE - team leader	1
Sum of team leader hours worked (i.e., total hours worked by team leader from 4/7/08 through 6/30/09)	3,632
Average # of team leader hours per client served (i.e., sum of team leader hours worked / caseload)	8.6
Total Costs	
Average cost per FTE hour (i.e., CIS' case management costs / average # of case management hours per client served)	\$15.47
Average case management cost per client served (i.e., CIS' case management costs / caseload)	\$934
Average direct client assistance (all sources) per family	\$944
Average intervention cost per client served (i.e., (CIS' case management costs + CIS' other program costs + DCA)/caseload)	\$2,019
Average intervention cost per client served PER DIEM (i.e., (CIS' case management costs + CIS' other program costs + DCA)/caseload)	\$20
Comparative Costs	
Average CSB cost per household served by Franklin County's family emergency shelter system in FY09 (n=718)	\$2,252
Average CSB cost per household served by Franklin County's family emergency shelter system in FY09 PER DIEM (n=718)	\$38
Average TOTAL system cost per household served by Franklin County's family emergency shelter system in FY09 (n=718)	\$5,749
Average TOTAL system cost per household served by Franklin County's family emergency shelter system in FY09 PER DIEM (n=718)	\$97

X. Conclusion

From a process perspective:

Overall, Stable Families' program activities appear to be occurring in a manner consistent with the program's design. For example, more families with moderately severe tenant screening and income barriers (e.g. poor references from landlords, lack of credit history, and need for financial assistance for housing) are being enrolled as compared to prior evaluation periods. However, two of the referral sources that were expected to be primary ones for the program (e.g., the YWCA Family Center, schools) continue to refer fewer families than originally anticipated.

From a client outcomes perspective:

Almost all program participants have received case management services from Communities in Schools' homelessness prevention specialists, and most program participants have received financial assistance as well. From program entry to program exit, respondents' self-rated ability to meet many of their basic economic, social-emotional, and parenting needs increased significantly. And most families that participate in the program exit to a permanent housing destination, oftentimes one that is more affordable.

From a system outcomes perspective:

It is unclear what effects, if any, these program activities have had on Franklin County's emergency shelter system. On one hand, the pilot program's logic model established an expected outcome that of all families served, 90% would not become homeless during the service period. This outcome has been met, considering that by the end of evaluation period three, 89.5% of families either exited the program successfully or were still engaged in the program.

On the other hand, given the lower than expected number of referrals to Stable Families from the YWCA Family Center or schools, it is difficult to determine whether families diverted to the program are any less likely than families diverted elsewhere to re-contact the YWCA Family Center with additional housing crises.

The relationship between Stable Families participation and school mobility is similarly complex. The pilot program's logic model established an expected outcome that of all families served, 75% of dependent children would remain stable in school. This outcome was met, considering that after participating in the Stable Families program, 85% of children who were enrolled in Columbus City Schools did not change schools. However, 86% of these children did not change schools before their families entered the program. Further, a hypothesized relationship between Stable Families participation and school mobility was not observed. Indeed, on average the mobility rate appears to increase slightly from a pre-Stable Families observation period to a post-Stable Families observation period. It is unclear why this pattern is occurring, but three possible explanations (from the researchers' perspective) are the following:

- The Stable Families program has been wholly ineffective in helping families keep their children enrolled in one school during the academic year;

- The Stable Families program has been somewhat effective in helping families keep their children enrolled in one school during the academic year, but any program effectiveness was countered by powerful economic pressures affecting the region and nation over the past year;
- The Stable Families program has been somewhat effective in helping children of enrolled families make more *planned* moves during the school year. Because the available mobility data do not indicate whether a change in school enrollment was “planned” or “unplanned”, only whether or not a move happened, analyses consider *any* change in school enrollment during the traditional school year as a disruptive one, even if it was coordinated with community, school district, or CIS support / resources. In other words, our definition of a “disruptive move” may ignore meaningful variation in the extent to which a move was truly disruptive.

Overall, the Stable Families pilot program appears to have been implemented (mostly) as intended and clients appear to be reaping benefits from their participation in the program. However, it is not at all clear that the Stable Families pilot program is delivering the expected or hypothesized systemic outcomes.

Although the case cannot yet be made that the Stable Families intervention produces superior outcomes compared to other programmatic interventions, the Stable Families intervention is more cost-effective than the intervention these families would have likely received if the program was not present - staying in emergency shelter. CSB’s average intervention cost per family served by Stable Families was \$2,019, whereas for the 718 households served by Franklin County's family emergency shelter system in FY09, CSB’s average cost per household served was \$2,252. Considering this and the fact that the Stable Families intervention leveraged over \$7,000 in additional support for its families from other community resources, Stable Families seems to be delivering reasonably good outcomes in a cost-effective manner.