



# Solid Ground Year One

*A Process Evaluation of Solid Ground, a Family Homelessness Prevention Program Piloted by New Economics for Women in Van Nuys, California 91405*

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# 1. Introduction and Background

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## A. Homelessness in Los Angeles County and Van Nuys

On any given night, nearly 60,000 people experience homelessness in Los Angeles County.<sup>1</sup> Although the County has successfully navigated homeless individuals into available housing and other services in recent years, inflows have outpaced exits to permanent housing. Between 2018 and 2019, despite the influx of Measure H-funded<sup>2</sup> services, the homeless population in Los Angeles County grew by 12%.<sup>3</sup> Although Van Nuys contains a relatively small portion of the overall population experiencing homelessness in Los Angeles County, Van Nuys has also experienced an increase in homelessness in recent years. In 2017, 589 people in Van Nuys experienced homelessness.<sup>4</sup> In 2019, that number increased by nearly 30% to 765 people.<sup>2</sup> In addition, compared to Los Angeles County as a whole, Van Nuys has a higher percentage of rent-burdened individuals. In 2017, 66.8% of individuals in Van Nuys were rent burdened (*i.e.*, spent more than 30% of their monthly income on rent and utilities). In Los Angeles County as a whole, 56.1% of individuals were rent burdened in 2017. In 2017, 35.9% of individuals in Van Nuys were *severely* rent burdened (*i.e.*, spent more than 50% of their monthly income on rent and utilities). In Los Angeles County as a whole, 30.1% of individuals were severely rent burdened in 2017.<sup>5</sup> Moreover, the San Fernando Valley has a relatively high eviction rate compared to Los Angeles County as a whole. In 2016, 1.23 of every 100 rental homes had an eviction filed against the tenants in the San Fernando Valley. In Los Angeles, an average 0.58 of every 100 rental homes had an eviction filed against the tenants.<sup>6</sup>

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<sup>1</sup> 2019 Greater Los Angeles Homeless Count (2019). Retrieved from <https://www.lahsa.org/documents?id=3423-2019-greater-los-angeles-homeless-count-los-angeles-county.pdf>.

<sup>2</sup> In response to the homelessness crisis, voters in Los Angeles County passed Measure H, which increases taxes to add an estimated \$355 million in homeless services each year. In the 2018-19 Measure H funding year, 9,635 individuals entered permanent housing due to Measure H funding; 18,714 people entered crisis, bridge and interim housing funded in part or in whole by Measure H; 4,165 clients were linked to intensive case management services; and approximately 3,300 have been assigned to either a federal or local rental subsidy for permanent supportive housing. *See* Measure H Citizens' Oversight Advisory Board Meeting Minutes, March 2, 2019. Retrieved from [http://homeless.laCounty.gov/wp-content/uploads/2019/03/03.07.19-COAB-Mtg-Documents\\_FINAL2-2.pdf](http://homeless.laCounty.gov/wp-content/uploads/2019/03/03.07.19-COAB-Mtg-Documents_FINAL2-2.pdf).

<sup>3</sup> LAHSA: "Greater Los Angeles Homeless Count Shows 12% Rise in Homelessness." (June 4, 2019). Retrieved from <https://www.lahsa.org/news?article=558-greater-los-angeles-homeless-count-shows-12-rise-in-homelessness>.

<sup>4</sup> 2019 Homeless Count by Community/City (2019). Retrieved from <https://www.lahsa.org/dashboards?id=13-2019-homeless-count-by-community-city&ref=hc>.

<sup>5</sup> The USC Price Center for Social Innovation (2017). Neighborhood Data for Social Change (using American Community Survey, 5 year estimates, Table B25070). Retrieved from <https://ldata.myneighborhooddata.org/>.

<sup>6</sup> The Eviction Lab at Princeton University (n.d.). Eviction Map & Data. Retrieved from <https://evictionlab.org/map/#/2016?geography=states&bounds=-190.672,14.32,->

In response to these conditions, with support from Los Angeles County Supervisor Sheila Kuehl, the Los Angeles Homelessness Services Authority (LAHSA) and a non-profit, New Economics for Women, collaborated to pilot a new family homelessness prevention pilot called “Solid Ground.” This process evaluation provides an overview of the Solid Ground program and client outcomes for the first year of the pilot (September 2018-September 2019).

## **B. What we know about homelessness prevention**

Nationally, programs designed to prevent homelessness are relatively new, so there is scarce evidence to inform policy design. However, studies of two prevention programs in Chicago and New York provided insight and inspiration for Solid Ground. We know from the literature that homelessness prevention programs should be both *effective* and *efficient*.<sup>7</sup> *Effective* programs prevent people at-risk of homelessness from becoming homeless. *Efficient* programs target individuals and families who are at high risk of homelessness, *i.e.*, those who would become homeless without prevention assistance, rather than those who could resolve a housing crisis without assistance. The Chicago and New York studies demonstrate the effectiveness of homelessness prevention programs in those cities, but the studies also underscore the need to ensure that prevention programs are efficient, *i.e.*, target the highest risk families.

A prevention program in Chicago provided one-time cash assistance to families who called a hotline and self-identified as being at-risk of homelessness. Callers who demonstrated a minimum level of financial self-sufficiency and were experiencing an eligible crisis were eligible for one-time financial assistance up to \$1,500. An evaluation of the program found that in the six months following the call, one-time financial assistance reduced shelter entry by 76% for program recipients compared to a comparable control group who were eligible but happened to call on a day when funds were not available. While the program succeeded at reducing shelter entry, homelessness remained a rare outcome among both individuals who received cash assistance (treatment group) and individuals who did not receive cash assistance (control group). 99.5% of the individuals in the treatment group never entered shelter, but 98% of the control group also never entered a shelter despite the fact that they were eligible for, but did not receive, financial assistance. While this finding demonstrates that the vast majority of eligible callers were able to resolve their housing crisis by themselves, the prevention program was still cost effective because cost savings to the shelter system exceeded the cost of running the

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44.648,69.408&locations=0666140,-118.436,34.289%2B06037,-118.489,32.902%2B5363000,-122.327,47.615.

<sup>7</sup> Shinn, M. & Cohen, R. (Jan. 2019). “Homelessness Prevention: A Review of the Literature.” Center for Evidence-Based Solutions to Homelessness. Retrieved from [http://www.evidenceonhomelessness.com/wp-content/uploads/2019/02/Homelessness\\_Prevention\\_Literature\\_Synthesis.pdf](http://www.evidenceonhomelessness.com/wp-content/uploads/2019/02/Homelessness_Prevention_Literature_Synthesis.pdf).

program. However, study authors noted that the program would be more efficient and cost beneficial if it were more effectively targeted to higher-risk callers.<sup>8</sup>

A study in New York offers insight into how prevention services may be more effectively targeted to enhance their efficiency. The Homebase prevention program offers a variety of homelessness prevention services in community-based settings, including cash assistance, benefits counseling, case management, legal assistance, job placement, and other services. (Homebase is more fully described below in *Section 1.C.iii.a – New York City’s Homebase Community Prevention Program*.) Shinn *et al.* (2013) developed and evaluated a screening model for families in New York City who applied to the Homebase program, though service providers could override the tool and exercise their own judgment. This model used demographic, employment, education, housing, disability, criminal justice history, domestic violence history data and other administrative data to predict risk of shelter entry for individuals who applied to Homebase.

An evaluation of Homebase found that during a 27-month follow-up period, Homebase reduced the average length of shelter stays by an estimated 22.6 nights when compared to a control group. The average number of nights in a shelter for all Homebase participants (including those with no nights in a shelter) was 9.6 nights and the average number of nights in a shelter for all individuals in the control group (including those with no nights in a shelter) was 32.2 nights. In addition, Homebase reduced the percentage of families who spent at least one night in a shelter from 14.5% to 8.0%.<sup>9</sup> Like the Chicago prevention program, the Homebase program was cost effective even though it had relatively modest effects. The evaluators of Homebase did, however, conclude that the program would have been even more effective had it been more efficiently targeted. Shinn *et al.* compared the families that the model identified as being at the greatest risk of homelessness with the families that Homebase program staff judged to be eligible for the program. As compared to program staff judgment, the Shinn *et al.* model had substantially higher precision (*i.e.*, correctly predicting shelter entry) at the same level of false alarms (*i.e.*, family that did not enter shelters in the absence of prevention services).<sup>10</sup> Greer *et al.* created a similar model to target individuals for Homebase. Greer *et al.* found that their model increased correct predictions by 77% (the model correctly predicted over 90% of shelter entry) and reduced missed cases of future homelessness by 85%.<sup>11</sup>

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<sup>8</sup> Evans, W. N., Sullivan, J. X., & Wallskog, M. (2016). The impact of homelessness prevention programs on homelessness. *Science*, 353(6300), 694-699.

<sup>9</sup> Rolston, H., Geyer, J., Locke, G., Metraux, S., & Treglia, D. (2013). Evaluation of Homebase community prevention program. *Final Report, Abt Associates Inc., June, 6, 2013*.

<sup>10</sup> Shinn, M., Greer, A. L., Bainbridge, J., Kwon, J., & Zuiderveen, S. (2013). Efficient targeting of homelessness prevention services for families. *American journal of public health*, 103(S2), S324-S330.

<sup>11</sup> Greer, A. L., Shinn, M., Kwon, J., & Zuiderveen, S. (2016). Targeting services to individuals most likely to enter shelter: Evaluating the efficiency of homelessness prevention. *Social Service Review*, 90(1), 130-155.

Both the Chicago and the New York programs demonstrate that short-term, relatively modest cash assistance and other temporary services can prevent homelessness and reduce inflows by keeping individuals and families out of the emergency shelter system. That said, both programs also demonstrate the difficulty of efficiently targeting prevention programs.

### **C. Traditional Homelessness Prevention in Los Angeles County and Solid Ground**

As detailed below, stakeholders within Los Angeles County have launched homeless prevention initiatives in order to stem homelessness inflows. These initiatives include a Countywide prevention program that the Los Angeles Homeless Services Authority (LAHSA) administers through its Coordinated Entry System (CES). CES is an integrated network of organizations that serve the homeless community in Los Angeles County. Solid Ground is a prevention program that is separate from the broader Countywide prevention program administered through the CES. Solid Ground aims to serve families with less severe housing issues who are not eligible for traditional prevention services.

#### **i. Traditional Prevention and Problem-Solving Services in Los Angeles County**

The Los Angeles County Board of Supervisors (“the Board”) launched the Homeless Initiative on August 17, 2015, to combat the homeless crisis in the County. The initial objective of the Homeless Initiative was to develop and present recommended strategies to address the homelessness crisis to the Board. Two of the Homeless Initiative’s recommended strategies relate to homelessness prevention: Strategy A1 includes homeless prevention programs for families and Strategy A5 includes homeless prevention programs for individuals. In order to implement prevention under Strategies A1 and A5, LAHSA contracts with homeless services providers in its CES to deliver short-term assistance to low-income individuals and families who are imminently at-risk of homelessness. Common forms of prevention assistance are short-term financial assistance; housing-conflict resolution and mediation with landlords and/or property managers; housing stabilization planning; legal assistance, and/or planning for exit from the program. As a short-term intervention, prevention services can be provided for up to six months. The goal of prevention is to secure permanent housing placement through assisted self-resolution of a housing crisis where the participant remains in their current housing or, if needed, re-location.

Currently, LAHSA administers family homelessness prevention services through Family Solution Centers within the CES. Family Solution Centers were originally established to connect individuals and families who are already homeless to shelters, permanent housing, and other assistance and services. The Family Solution Center in Service Planning Area 2 (SPA 2), the SPA in which Van Nuys is located, is LA Family Housing. Thus, LA Family Housing serves families in SPA 2 who seek assistance under LAHSA’s traditional prevention program.

Staff at Family Solution Centers like LA Family Housing screen families with the CES for Families Screening Tool. In order to qualify for traditional prevention service in Los Angeles County, the family must:

- Meet the definition of a family.
- Be at or below 50% area median income.
- Be imminently at-risk of homelessness (will imminently lose their primary nighttime residence within 30 days AND has no subsequent residence identified AND lacks the resources or support networks needed to obtain other permanent housing).

Families who are imminently at-risk and meet the initial eligibility criteria are scored with a targeting tool, the “Prevention Targeting Tool” (PTT)<sup>12</sup> and assigned to service groups based on their score:

- If  $score < 21$  the family is eligible for light touch services
- If  $21 \leq score$  the family is eligible for prevention services

“Light touch” services include referral and linkage to other services in another program within the CES area. “Light touch” services will never be the provision of a name and number, but rather a “warm hand off” (*i.e.*, contacting the provider in the presence of the client in order to facilitate the referral) from the prevention program to the new program that will provide assistance.

Families who are not imminently at-risk of homelessness are not eligible for prevention services, and therefore are not scored with the PTT. These ineligible families may instead be provided with problem-solving services (formerly referred to as “diversion”). The goal of problem-solving is to stabilize a participant’s current (or new) housing arrangement (either where the participant is currently located, or an alternate, safe and stable housing arrangement) and remove the immediate need for additional homeless services including emergency shelter, rapid re-housing, or transitional housing.<sup>13</sup> During the problem-solving conversation, staff use guided conversation to help individuals and families identify connections within their own networks and outside the homeless system that can assist them in stabilizing their housing situation. For example, an individual who is being evicted might have a relative who could provide them with housing.

## **ii. Need for the Solid Ground Program**

Prior to Solid Ground, families with less severe housing issues were not eligible for traditional prevention services. Furthermore, Family Solution Centers only serve eligible families who proactively seek prevention services. In an effort to address these issues in

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<sup>12</sup> LAHSA uses three targeting tools – specific to families, adult individuals, and transition-age youth - to determine eligibility for prevention services. The Family Prevention Targeting Tool is available here: <https://www.lahsa.org/documents?id=1438-form-1438-ces-for-families-homelessness-prevention-targeting-tool.pdf>.

<sup>13</sup> LAHSA, CES for Families Operations Manual 2017-2018, version 2.0 (last updated Oct. 23, 2017).



SPA 2, Los Angeles County Supervisor Sheila Kuehl invested \$300,000 in discretionary funding in Solid Ground. Solid Ground has three primary objectives:

- to make homelessness prevention services available to a wider range of families at-risk of homelessness;
- to precisely allocate financial assistance as a homelessness prevention service to only the at-risk families who would, without it, become homeless; and
- to reach at-risk families in a specific geographic region by conducting targeted outreach of the program's services.

The Solid Ground two-year pilot aims to test the Solid Ground model in a limited geographic area. LAHSA chose zip code 91405 based on zip code-level eviction data. The program is currently limited to residents of zip code 91405.

### **iii. Solid Ground Program Design**

#### ***a. New York City's Homebase Community Prevention Program***

Solid Ground was initially inspired by the Homebase Community Prevention Program in New York City (Homebase). Homebase is a network of neighborhood-based homelessness prevention centers that offer services to families who are at-risk of becoming homeless. Services are designed to stabilize families' housing and prevent them from falling into homelessness. These services may include financial assistance, financial counseling, housing search and placement, referrals for legal aid, and other supportive resources. The intervention may be long-term, in which case a case manager provides the necessary support over time to stabilize a family with high needs, or it may be short-term, in which families with lesser needs receive one-time guidance to resolve their housing crisis. More information about Homebase is included in ***Appendix A***.

While Homebase inspired the Solid Ground pilot, it was ultimately adapted to the Los Angeles context, and there are differences between the two programs. For example, Solid Ground provides services for a longer duration of time than Homebase (up to six months for the former, up to four months for the latter). As noted above, the Homebase eligibility targeting tool was based on statistical modeling that used demographic, employment, education, housing, disability, criminal justice history, domestic violence history data and other administrative data to predict risk of shelter entry for individuals who applied to Homebase. Shinn *et al.* evaluated the Homebase eligibility targeting tool and found that as compared to program staff judgment, the model had substantially higher precision at the same level of false alarms.<sup>14</sup> By contrast, LAHSA's Prevention Targeting Tool (PTT) has not been evaluated and the cut-off score is typically determined on an

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<sup>14</sup> Shinn, M., Greer, A. L., Bainbridge, J., Kwon, J., & Zuiderveen, S. (2013). Efficient targeting of homelessness prevention services for families. *American journal of public health*, 103(S2), S324-S330. Retrieved from <https://ajph.aphapublications.org/doi/pdfplus/10.2105/AJPH.2013.301468>.

annual basis by LAHSA. In addition, the risk factors included in the Homebase tool are different from those in the PTT. The PTT does not include a number of risk factors identified in the Homebase tool (*e.g.*, discord between client and landlord or client and primary tenant). In addition, possibly because Homebase is more established, it has a more robust staffing model. While Homebase providers have case managers, housing navigators, outreach workers, and support staff, during Year One, Solid Ground had one Systems Navigator and one Case Manager who were responsible for outreach, screening, and serving clients. **Appendix B** details the differences between Homebase and Solid Ground.

### ***b. Solid Ground Pilot***

As noted above, Solid Ground aims to serve families with less severe housing issues who are not eligible for traditional prevention services. Solid Ground is a separate prevention program that operates outside of the CES network. A FamilySource Center in Van Nuys, New Economics for Women (NEW), operates Solid Ground. FamilySource Centers are located in high-need areas and provide a continuum of services designed to assist low to moderate-income families, *e.g.*, financial counseling and referrals to community resources. While FamilySource Centers serve low and moderate-income clients, Family Solution Centers – which administer traditional prevention programs – typically serve individuals experiencing homelessness.

Year One of the Solid Ground pilot program began on September 1, 2018. Year Two of the Solid Ground Program began on October 1, 2019. Year Two of Solid Ground was delayed by a month in order to revise the impact evaluation research design. (For the reasons detailed in *Section 2.A* below, an impact evaluation was not feasible in Year One.) At the program’s inception, NEW aimed to enroll 160 persons in Solid Ground over a two-year period, into two service streams – “Full” (30 enrollments per year) and “Brief” (50 families per year).

### ***c. Eligibility***

In Year One, all Solid Ground participants were required to meet the following eligibility requirements:

- **Meet the definition of a family**
  - Households consisting of one or more minor children (17 or under) in legal custody of one or two adults who are living together
  - Households currently without minor children, in which the mother is in her second trimester of pregnancy
  - Household with qualified dependent over the age of 18 who is (a) incapable of self-sustaining employment by reason of mental or physical disability, and (b) is dependent upon the head of household for support and maintenance
- **Currently residing in zip code 91405**
- **At or below 50% of the Area Median Income (AMI) for Los Angeles County**

- If the head of household is in subsidized housing AND currently or formerly under a homeless housing assistance program (*i.e.*, Homeless Section 8), they can also qualify with income up to 80% AMI.
- **Experiencing a housing crisis that may result in loss of housing**
  - At-risk of homelessness: Facing a financial hardship that could result in homelessness but NOT imminently at-risk of becoming homeless (*e.g.*, have not become delinquent on rent, but are able to show financial hardship that will lead to them becoming delinquent on rent) OR
  - Imminently at-risk of becoming homeless: Family will imminently lose their primary nighttime residence within 30 days AND has no subsequent residence identified AND lacks the resources or support networks needed to obtain other permanent housing.

In Year One, during intake for any NEW client, NEW completed a FamilySource intake form. This form allows NEW staff to determine where the client resides, whether they are part of a family, what their income is, and whether they are experiencing a housing crisis.

If a client met all of the eligibility criteria for Solid Ground, NEW administered the CES Screening Tool and PTT to the client to assess their risk level. As noted above, the PTT is also administered to clients seeking traditional prevention services through the CES, but—in contrast to what happens in Solid Ground—only to those who are at imminent risk of homelessness. In Year One of Solid Ground, the family’s acuity was used to determine the treatment group in which they would be placed:

- **At-risk of becoming homeless:** These households were assigned to one of two Solid Ground treatment groups depending on their score.
  - If  $score < 16$  the family was assigned to the Brief Solid Ground treatment and was served by NEW.
  - If  $16 \leq score$  the family was assigned to the Full Solid Ground treatment and was served by NEW.
- **Imminently at-risk of becoming homelessness:** These households were assigned to one of two Solid Ground treatment groups depending on if they scored above or below 16 points on the PTT. There was an additional cutoff of 21 points, which served as the cutoff for referral to the CES for traditional prevention services (families at highest risk of falling into homelessness).
  - If  $s < 16$  the family was assigned to the Brief Solid Ground treatment and was served by NEW.
  - If  $16 \leq score < 20$  the family was assigned to the Full Solid Ground treatment and was served by NEW.
  - If  $21 \leq score$  the family was assigned to traditional homelessness prevention and was served by LA Family Housing.

Clients who did not reside in 91405 but who also faced a housing crisis were referred to FamilySource services and/or other community resources (*e.g.*, Van Nuys Self-Help Resource Center for eviction assistance).

**Table 1.1. Solid Ground Eligibility Criteria vs. Traditional Prevention Services Eligibility Criteria**

<b>Eligibility Criteria</b>	<b>Solid Ground</b>	<b>Traditional Prevention</b>
Household is below 50% AMI	Required	Required
Household meets the definition of a family	Required	Required
Household is at-risk of homelessness	Required	Required
Household is imminently at-risk of homelessness	<b>Not required</b>	Required
PTT score is greater than or equal to 21	<b>Not required</b>	Required

***d. Staffing***

In Year One, two NEW staff were responsible for day-to-day program operation: the Systems Navigator and the Case Manager. The Systems Navigator is the first point of contact for a family. The Systems Navigator screens families to determine whether they qualify for Brief or Full Solid Ground. The Systems Navigator also provides day-to-day supervision of the program and is responsible for data input and management. The Systems Navigator enters information about Full and Brief participants’ demographics and housing situations into the Homeless Management Information System<sup>15</sup> (HMIS) upon program enrollment and also enters information about referrals and services that participants receive through the program into the HMIS after a family enrolls in Solid Ground. If a participant is assigned to Brief Solid Ground, the Systems Navigator provides services to the participant on the same day as intake (*Section 1.C.iii.g – Solid Ground Services* below details Brief Solid Ground services.) The Systems Navigator is a full-time NEW employee who devotes 90% of her time to Solid Ground. She reports to a Program Manager at NEW.

The Case Manager works with Full program participants to create a housing stability plan and a budget. The Case Manager provides these participants with tools to achieve goals set in their housing stability plan. More details about the housing stability plan and Full Solid Ground services can be found in *Section 1.C.iii.g – Solid Ground Services*

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<sup>15</sup> HMIS is a web-based application designed to collect information on the characteristics and service needs of recipients of homelessness or homelessness prevention services.

below. In Year One, the Case Manager worked six hours per day and all of her time was devoted to Solid Ground.

### ***e. Outreach and In-Referral Process***

In Year One, most of the referrals to Solid Ground came from the FamilySource Center system itself. In other words, people at-risk of homelessness who came to NEW seeking general FamilySource services were referred to Solid Ground. In order to establish other referral sources, NEW staff conducted presentations on Solid Ground at other organizations within the community (*e.g.*, schools, food banks, churches) to ensure that staff as well as clients at these organizations are aware of Solid Ground.

### ***f. Intake and Enrollment***

After a potential participant is referred to Solid Ground, the Systems Navigator intakes the participant. The eligibility screening process is described in detail above in *Section 1.C.iii.c*. Solid Ground staff report that during Year One, intake typically took around an hour and a half. Once intake is complete, the Systems Navigator has an understanding of the family's housing situation and the types of services and support that the family needs. If the Systems Navigator determines that a family qualifies for Brief Solid Ground services, then she provides them with referrals and other Brief program services further detailed in the *Solid Ground Services* section below. If the Systems Navigator determines that the family qualifies for Full Services, then she writes up referral recommendations to provide to the Case Manager and schedules an appointment for the participant to meet with the Case Manager for the first time. During the first meeting with Full participants, the Case Manager and participant work to create a housing stability plan and budget. The Case Manager provides Full participants with the assistance and services detailed in the *Solid Ground Services* section below.

### ***g. Solid Ground Services***

Brief Solid Ground (administered by the Systems Navigator) includes one day of the following services, as needed:

- brief case management services
- mediation and/or landlord dispute resolution services;
- referrals to mainstream benefits and/or other community resources;
- referral and linkage to legal services;
- referral and linkage to other services; and
- limited financial assistance (transportation and grocery cards).

Full Solid Ground (administered by the Case Manager) includes six months of the following services, as needed:

- case management services (Full Solid Ground participants meet with the Case Manager once a month at minimum);
- mediation and/or landlord dispute resolution services;
- referrals to mainstream benefits and/or other community resources;
- referral and linkage to legal services;
- referral and linkage to other services;
- direct financial assistance;<sup>16</sup>
- housing stabilization services; and
- housing location services.

One important component of Solid Ground is the linkage to legal services. Inner City Law Center (ICLC) provides legal services to Solid Ground participants.<sup>17</sup> Upon identification of a Brief or Full participant’s legal issue, NEW contacts ICLC and provides basic information about the legal issue. If the issue is a time-sensitive housing issue, ICLC immediately schedules a meeting with the participant to address the urgent issue. For issues that are not time-sensitive, ICLC has a Solid Ground intake day once a month. ICLC handles a wide range of legal issues including housing issues (*e.g.*, eviction prevention, unlawful detainers) and consumer law. However, ICLC does not handle family law (with the exception of domestic violence restraining orders) or criminal law.

In addition, because NEW is a FamilySource Center, Solid Ground participants also receive general FamilySource Center services offered to all NEW clients such as afterschool programs for children and benefits enrollment. Solid Ground participants also receive financial capability coaching (*i.e.*, assistance with creating spending plans, building savings and credit, and debt management) from a FamilySource Prosperity Coach.

The primary differences between Solid Ground and traditional prevention services offered at FamilySource Centers are summarized in Table 1.2 below.

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<sup>16</sup> Not all Full service participants receive financial assistance. The Case Manager might deem budgeting and case management to be sufficient to serve a family enrolled in the Full program.

<sup>17</sup> In Year One, ICLC served 14 Solid Ground participants.

**Table 1.2. Primary Differences between Solid Ground and Traditional Prevention Services**

	<b>Solid Ground - Brief (NEW)</b>	<b>Traditional Prevention Services - Light Touch (LA Family Housing)</b>	<b>Solid Ground - Full (NEW)</b>	<b>Traditional Prevention Services - Full (LA Family Housing)</b>
<b>Length of program</b>	1 day	1 day	Up to 6 months	Up to 6 months
<b>Mediation and/or landlord dispute resolution services</b>	Yes	No	Yes	Yes
<b>Referrals to mainstream benefits and/or other community resources</b>	Yes	Yes	Yes	Yes
<b>Financial assistance</b>	Limited financial assistance: <i>e.g.</i> , transportation and/or grocery cards	Limited financial assistance: <i>e.g.</i> , grocery card	Direct financial assistance	Direct financial assistance
<b>Ongoing case management services</b>	No	No	Yes, intensive case management including budgeting assistance and support with securing employment	Yes, but may be less intensive than case management offered under Solid Ground - Full Services due to higher caseloads at Family Solutions Centers
<b>Housing stabilization services</b>	No	No	Yes	Yes
<b>Housing location services</b>	No	No	Yes	Yes
<b>Legal services linkage</b>	Yes	No	Yes	Yes
<b>FamilySource Center services</b>	Yes	No	Yes	No

## ***h. Program Exits***

Brief participants receive one day of services. Full participants receive six months of services unless they move out of the 91405 zip code or Solid Ground Staff is unable to contact the participant for two months. (If a family does not show up for an appointment and the Case Manager is not able to contact the family via telephone or email, the Case Manager sends the family a letter asking them to contact her because NEW will close the family's case if they are out of contact for two months.) Even if a Full participant attains all the goals in their initial housing stability plan prior to being in the program for six months, the family remains in the program and the Case Manager assists the family in creating and attaining new housing stabilization and financial goals.

As noted above, Solid Ground participants are connected with a FamilySource Prosperity Coach who helps them build their financial capabilities. After a family exits Solid Ground, they may continue to work with their Prosperity Coach. The Solid Ground Case Manager provides each participant's Prosperity Coach with a written report detailing the families' vulnerabilities, needs, interventions received, short-term outcomes, and recommended next steps.

## ***i. Participant Goals***

The primary function of Solid Ground is to prevent family homelessness. In order to meet this long-term goal, the Solid Ground case manager works with families to achieve short-term outcomes such as:

- connections with benefits, resources, and services that meet each family's specific needs;
- budgets and prioritization of expenses;
- increased savings (the typical goal is to have enough savings to cover three months of expenses);
- improved employment outcomes (gaining a new or second job, increasing hours worked, credential attainment, and/or increased participation in job-seeking activities); and
- payment of rental arrears.

By achieving these short-term outcomes, families can attain housing stability and financial stability in the medium term and avoid homelessness in the longer term. Housing stability means that participants can consistently make rental payments, do not face severe rent burden, and create an emergency fund to cover rent in the event of a crisis. With respect to financial stability, the program's intensive case management heavily emphasizes budgeting and financial management. Financial stability is measured by one or more of the following metrics: increased income (earnings and/or benefits uptake), reduced rent burden, reduced outstanding debt, and increased savings. Program inputs; outputs/activities; and



short-, medium-, and long-term outcomes are detailed in the Logic Model, Figure 1.1, below.

**Figure 1.1. Logic Model.**

Inputs	Outputs/Activities	Short-Term Outcomes	Medium-Term Outcomes	Long-Term Outcomes
<p>Funding from LAHSA</p> <p>FamilySource Center-New Economics for Women (NEW) staff:</p> <ul style="list-style-type: none"> <li>● Systems Navigator</li> <li>● Case Manager</li> </ul> <p>Eligible participants (80 per year – 30 Full and 50 Brief):</p> <p>Data collection:</p> <ul style="list-style-type: none"> <li>● Internal spreadsheet</li> <li>● Case files</li> <li>● HMIS</li> <li>● Surveys</li> </ul> <p>Screening and eligibility tools:</p> <ul style="list-style-type: none"> <li>● CES Screening Tool</li> <li>● Families Prevention Targeting Tool</li> </ul> <p>Legal services:</p> <ul style="list-style-type: none"> <li>● Inner City Law Center</li> <li>● Referrals to Van Nuys Self-Help Center</li> </ul>	<p>Outreach by NEW staff at:</p> <ul style="list-style-type: none"> <li>● Healthcare facilities</li> <li>● Schools</li> <li>● Social services (food banks, resource centers, <i>etc.</i>)</li> <li>● Religious institutions</li> <li>● Direct community outreach (<i>e.g.</i>, flyer)ing)</li> </ul> <p>Referrals and intake by Solid Ground staff:</p> <ul style="list-style-type: none"> <li>● HMIS enrollment</li> <li>● Screening and eligibility assessments (<i>e.g.</i>, PTT)</li> <li>● Referrals to LAFH</li> </ul> <p>Solid Ground services for all eligible participants:</p> <ul style="list-style-type: none"> <li>● Case management</li> <li>● Mediation and/or landlord dispute resolution</li> <li>● Referrals to benefits and community resources and service</li> <li>● Referrals to employment support</li> <li>● Limited financial assistance (transportation, grocery cards)</li> </ul> <p>Solid Ground services for Full participants:</p> <ul style="list-style-type: none"> <li>● Housing stabilization services</li> <li>● Housing location services</li> <li>● Direct financial assistance</li> <li>● Referral to legal services</li> </ul> <p>Access to NEW FamilySource Center services:</p> <ul style="list-style-type: none"> <li>● Financial coaches</li> <li>● Workshops</li> <li>● Afterschool programs for children</li> <li>● Benefits enrollment</li> </ul>	<p>Participants connected to benefits, resources, and services specific to each family's needs</p> <p>Development of a budget and savings plan/prioritizing expenses</p> <p>Increase in number of participants employed</p> <p>Participants identify and move into permanent housing and/or complete payment of rental arrears</p>	<p><u>Financial Stability:</u> Increase in annual income, decrease in debt, increase savings (ideally 3 months of rent saved), and/or receive tax return</p> <p><u>Housing Sustainability:</u> Continue to make housing payments and/or resolve current housing issues to remain in residence</p>	<p>Prevent family homelessness in Solid Ground service area</p>

## 2. Methodology and Data Sources

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### A. Impact Evaluation Not Feasible in Year One

Although the California Policy Lab originally planned to complete an impact evaluation of Year One of Solid Ground, an impact evaluation was not feasible at the end of Year One because of difficulties in recruiting a control group and collecting data on outcomes. In Year One, the California Policy Lab worked with LA Family Housing to recruit a control group. In principle, the control group could be recruited from families who sought services at LA Family Housing but who were outside the Solid Ground zip code and who did not qualify for prevention because they (1) did not meet the definition of imminently at-risk and/or (2) did not score 21+ on the PTT (the cutoff score for traditional prevention services). However, families who meet these criteria do not typically go to LA Family Housing for services. Instead, it is more likely that families who show up at LA Family Housing are either currently homeless or have a history of working with LAFH and tend to have riskier profiles. Ultimately, only three households were recruited into the control group.

In addition, because the final program design was intended to serve clients whose outcomes would not typically be observable in administrative data sources such as the HMIS, the California Policy Lab created a survey to support original data collection on outcomes for both program participants and the potential control group. In Year One, NEW screened potential participants, collected participant information, and administered survey consents. The California Policy Lab contacted participants, scheduled the surveys, and conducted the surveys on a *pro bono* basis. At the same time, enrollments in Solid Ground during this period were slow due to the newness of the program. As a result, the cost of retaining personnel to conduct surveys became prohibitive, and the California Policy Lab stopped conducting baseline surveys of all participants in May 2019. (Surveys have resumed in Year 2).

These types of issues are not uncommon for the pilot year of a new program. In Year Two, to support an impact evaluation, these issues will be resolved in the following ways:

1. Rather than recruiting a control group at a separate agency in a different location, NEW will identify a control group from NEW intakes who do not currently live in 91405, and
2. NEW will conduct baseline and exit surveys for Solid Ground participants and control group households.

**Appendix C** details these programmatic changes.

Although an impact evaluation was not feasible in Year One, the California Policy Lab used the data sources summarized below to complete a process evaluation of Year One of the Solid Ground pilot program.

## **B. Process Evaluation Methodology and Data Sources**

### **i. Homeless Management Information System (HMIS)**

The HMIS is a web-based application designed to collect information on the characteristics and service needs of recipients of homelessness or homelessness prevention services. The system allows agency users and LAHSA to use collected information for reporting and decision-making. Using the following HMIS data domains, the California Policy Lab generated descriptive summary statistics for program participants: household composition, client demographics, project characteristics, income and benefits, living situation at enrollment, destination at exit, services received, and financial assistance or monetary value of services. Descriptive summary statistics can be found below in *Section 3* below.

### **ii. NEW Internal Tracking Spreadsheet**

NEW maintains an internal spreadsheet that tracks outreach and referrals. NEW tracks enrollments (name, date of enrollment, Brief or Full program participant, HMIS/Clarity ID, and consent to be surveyed) and exits on a separate internal spreadsheet. The California Policy Lab generated descriptive summary statistics on outreach, referrals, enrollment, and exits, which can be found in *Section 3* below.

### **iii. Surveys**

The California Policy Lab created a baseline survey and a six-month follow up survey with the intent of administering the surveys to all Solid Ground Brief and Full participants, as well as a comparison group. The surveys were intended to measure changes in housing stability, financial stability, and other outcome measures from baseline to six-months after enrollment (*i.e.*, program exit) for individuals enrolled in the Full program and for a comparison group. The surveys were also designed to allow the California Policy Lab to compare how these outcome measures differed between Brief and Full participants at baseline. Outcome measures that the surveys were designed to measure at baseline and at six-months post enrollment include:

- **Perception of housing stability**: The surveys asks at baseline and six months post enrollment if the respondent considers themselves to be homeless or at-risk of homelessness. The surveys also ask the respondent if they are concerned they will not have stable housing during the next two months.

- Housing independence: The surveys were designed to measure the extent to which respondents improve housing independence (*e.g.*, moving from a doubled-up situation to a lease of their own).
- Housing quality: The surveys were designed to measure the extent to which housing quality has improved through a measure of overcrowding that is compared longitudinally.
- Housing barriers: The surveys ask about a wide range of factors that make finding a place to live difficult.
- Employment: The surveys were designed to collect detailed employment information. For employed participants, the survey asks about the hours worked and if the respondent has a work history (*i.e.*, have they worked in the past six months). At follow-up, the surveys ask if the respondent found new employment or lost employment in the past six months. For individuals who do not work, the survey asks for the reason they are not working, if they want to work, what they did to find work, and if they could have started a job if they were offered one.
- Benefits: The surveys ask at baseline and follow up if respondents receive different types of benefits and if not, if they had applied and if so, if they were denied.

As a result of the difficulties with survey administration and recruiting a control group from LA Family Housing (detailed above in this section), few surveys were conducted:

- Baseline survey respondents:
  - 14 Solid Ground participants (out of a total 80 Solid Ground participants enrolled in Year 1)
    - 7 Full Solid Ground participants (out of a total 30 Full Solid Ground participants enrolled in Year 1)
    - 7 Brief Solid Ground participants (out of a total 50 Brief Solid Ground participants enrolled in Year 1)
  - 3 control group individuals
- Six-month follow up survey respondents:
  - 3 Full Solid Ground participants
  - 1 control group individual

Because of the lack of control group, the California Policy Lab is unable to rigorously evaluate whether Solid Ground causally impacted housing stability, financial stability, and other outcome measures from baseline to six-months after enrollment as originally planned. However, some insights gleaned from the 14 Solid Ground participant surveys are included in *Section 3*, below. In addition, baseline survey data for the fourteen Solid Ground participants is summarized in ***Appendix D***.

#### **iv. Interviews with NEW Staff and Legal Service Provider**

The California Policy Lab interviewed NEW staff responsible for administering Solid Ground to better understand the Solid Ground process (outreach; referral/recruitment; enrollment; services, financial assistance, linkage to legal services; exit) and to identify potential ways to improve the process and program overall. The California Policy Lab also interviewed an attorney at Inner City Law Center, the legal service provider with whom NEW partnered to serve Solid Ground participants. Details about the Solid Ground program process that the California Policy Lab learned from these interviews is included above in *Section 1.C.iii – Solid Ground Program Design*. Potential programmatic improvements are included below in *Section 3.H – Recommendations*.

### 3. Results and Recommendations

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#### A. Outreach

NEW conducted outreach to other local organizations in order to encourage referrals to the Solid Ground Program. NEW also distributed flyers at bus stops and other locations in order to outreach directly to potential participants. NEW conducted 67 outreach sessions in Year One. Although Year One began on August 2018, outreach to other organizations began in February 2019. Table 3.1 lists the total outreach sessions conducted in Year One, by month. Table 3.2 includes total outreach sessions conducted in Year One, by category of targeted third-party organization.

**Table 3.1. Total outreach sessions conducted in Year One from February 2019 until September 2019, by month**

February 2019	12
March 2019	10
April 2019	0
May 2019	5
June 2019	16
July 2019	8
August 2019	9
September 2019	7

**Table 3.2. Total outreach sessions conducted in Year One, by category of targeted third-party organization**

Los Angeles Unified School District/Education Organizations	14
Affordable Housing/Housing Rights Organization	12
Healthcare Organizations	7
Food/Clothing Providers	5
Churches	5
Street Outreach Sessions	5
LA County Department of Social Services	3
FamilySource Center	2
Neighborhood Grocery/Restaurant	2
Job Fair/Employment Support	2
Other Nonprofit	10

During interviews with NEW staff, they noted that outreach was most successful when they talked directly to community members by providing information about the program on-site at schools, bus stops, and other locations. Solid Ground staff reported that connecting with potential participants directly, rather than connecting with staff at the

target organizations, allowed Solid Ground staff to start building comfort and trust from day one. Solid Ground staff reported that some individuals with whom they connected at outreach sessions came to NEW on the same day as the outreach sessions in order to be screened for Solid Ground. Solid Ground staff also noted that being located within NEW, a FamilySource Center, has been key to the referral process. As noted above, in Year One, the FamilySource Center system was the primary source of in-referrals to Solid Ground. Solid Ground staff reported that a challenging aspect of the outreach and referral process in Year One was establishing connections with large organizations such as the Los Angeles County Department of Social Services.



## B. In-Referrals

Beginning in April 2019, NEW tracked in-referral sources and success each month. A summary of referrals from April 2019 to September 2019 is below.

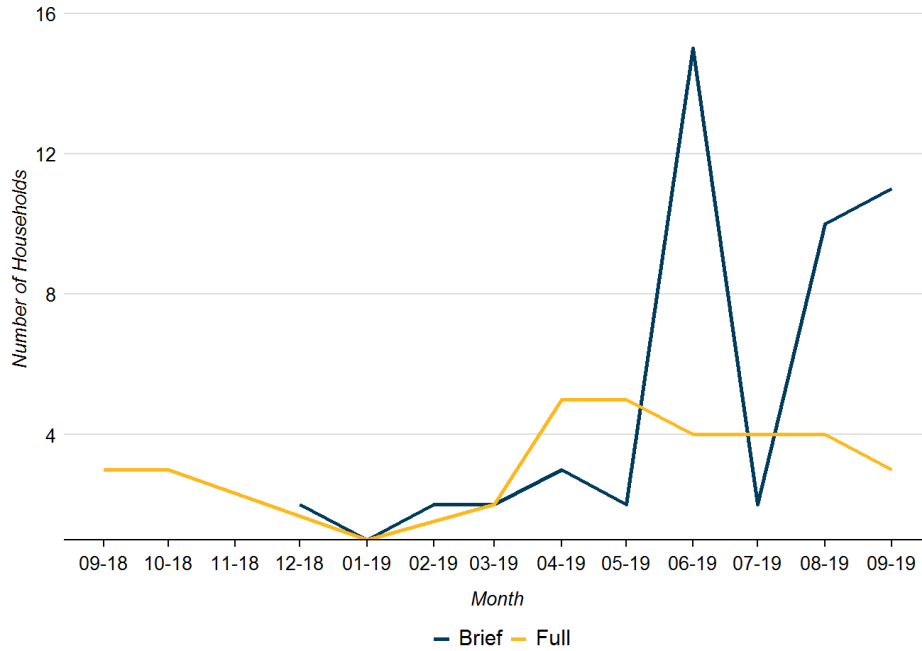
	All Referrals		Family Source Centers		Affordable Housing		Participants		Food Pantries		LAUSD		Family Source Back to School Event		Street Outreach		Job Fair	
	✓	X	✓	X	✓	X	✓	X	✓	X	✓	X	✓	X	✓	X	✓	X
<b>Apr 2019</b>	7	5	7	5	0	0	0	0	0	0	0	0	0	0	0	0	0	0
<b>May 2019</b>	7	4	7	4	0	0	0	0	0	0	0	0	0	0	0	0	0	0
<b>Jun 2019</b>	17	3	5	0	5	1	4	0	0	0	2	0	0	0	0	0	1	2
<b>Jul 2019</b>	2	4	1	3	1	0	0	1	0	0	0	0	0	0	0	0	0	0
<b>Aug 2019</b>	14	19	5	2	1	1	2	1	3	0	0	0	3	15	0	0	0	0
<b>Sep 2019</b>	13	1	5	0	2	0	1	0	0	0	4	1	0	0	1	0	0	0
<b>Apr-Sep 19</b>	<b>60</b>	<b>36</b>	<b>30</b>	<b>14</b>	<b>9</b>	<b>2</b>	<b>7</b>	<b>2</b>	<b>3</b>	<b>0</b>	<b>6</b>	<b>1</b>	<b>3</b>	<b>15</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>2</b>

**Notes:** ✓ indicates that the referral was successful (*i.e.*, the participant who was referred from the referral source listed enrolled in the program) and X indicates that the referral was not successful. The “Participants” column includes referrals made by current or former participants.

NEW estimates that from August 2018 to March 2019, prior to implementation of the referral tracking spreadsheet, NEW received 99 total referrals. NEW does not track the reasons that some referrals are unsuccessful, but estimates that in Year One, around 80 households that came through intake would have qualified for Solid Ground *but for* the 91405 zip code requirement.

### C. Enrollments (HMIS)

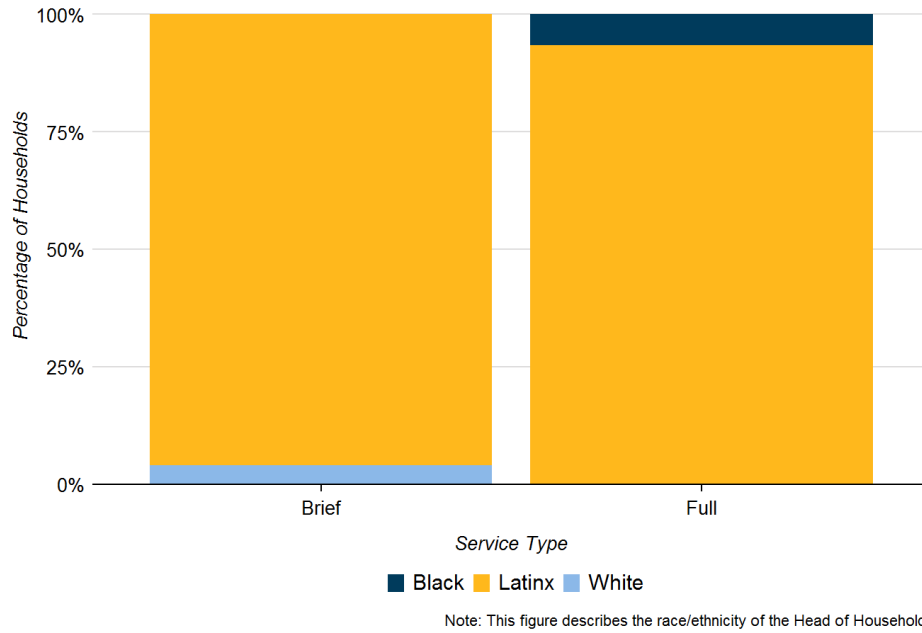
Figure 3.1. Year One Enrollments, by month (September 2018 to September 2019).



As reflected in HMIS data, in Year One, Solid Ground met its goal of enrolling 30 Full and 50 Brief households.<sup>18</sup> Figure 3.1 below details household enrollments in Year One by month. The program served 165 children within those 80 households. With spouses and other household members added, Solid Ground served 284 total people. Solid Ground increased enrollments in the spring and maintained a higher level of enrollments for the remainder of Year One.

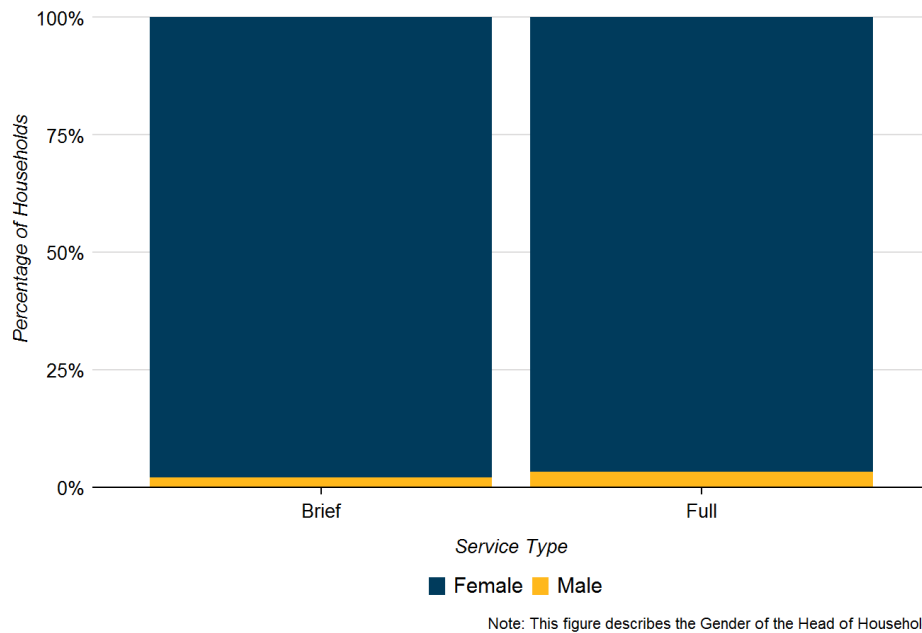
<sup>18</sup> Note that one participant counted towards the totals for both Brief and Full enrollments. This participant participated in the Brief program and then later qualified for and received the Full program.

**Figure 3.2. Households by Race/Ethnicity and Service Type**



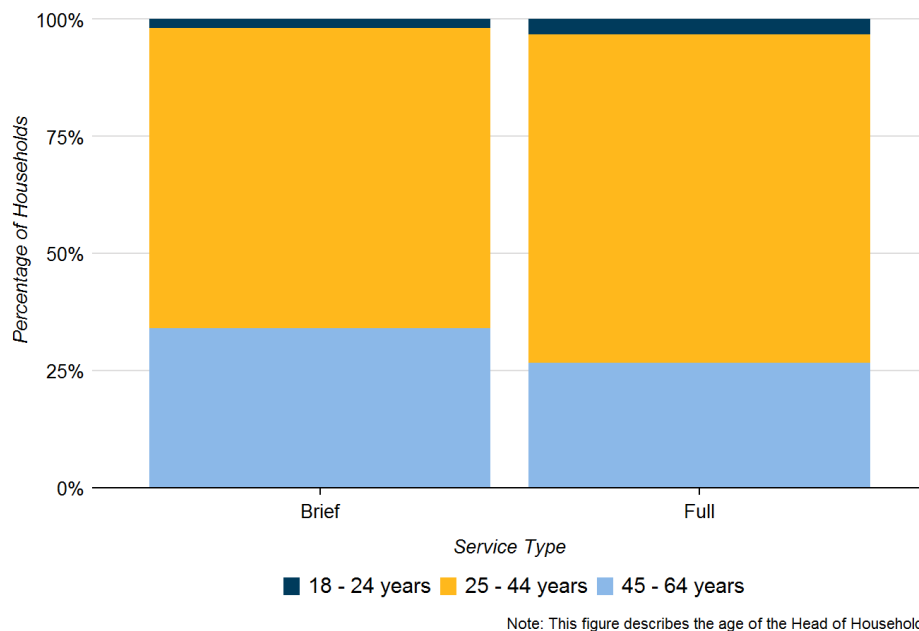
Solid Ground served mostly Latino-headed households in both Brief and Full enrollments (Figure 3.2). Overall the program served 76 Latino households, 2 white households, and 2 Black households.

**Figure 3.3. Households by Gender and Service Type**



Solid Ground served almost entirely female-headed households in both Brief and Full enrollments (Figure 3.3). Only two male-headed households participated—resulting in one male-headed household per Service type.

**Figure 3.4. Households by Age Category and Service Type**



Household heads were typically between the ages of 25 and 44 years, with a median age of 37.5 (Figure 3.4). Older households—those aged 45-64—were slightly less likely to receive Full (versus Brief) Solid Ground services, whereas younger households—those aged 25-44—were more likely to receive Full Solid Ground services.

**Table 3.3. Typical Family Size**

Service Type	Median Family Size	Mean Family Size
Brief	4	3.62
Full	3	3.43

Solid Ground served families that contained between 3 and 4 members on average (Table 3.3). Families who received Full (versus Brief) enrollments are smaller.

**Table 3.4. Solid Ground Household Living Situations at Enrollment**

Living Situation	Number	Pct.	Cumulative Pct.
Rental	37	46.2%	46.2%
Permanently with family	29	36.2%	82.5%
Rental with subsidy	9	11.2%	93.8%
Temporarily with family	5	6.2%	100.0%

At the time of their enrollment, nearly half (46%) of Solid Ground households lived in a market-rate rental property (Table 3.4). 42% lived in a doubled-up situation—living with family and either reporting permanent or temporary tenure. Nine households (11%) lived in a subsidized rental property.

Compared to A1 and A5 prevention clients (“traditional” prevention clients),<sup>19</sup> Solid Ground clients were less likely to be living in a doubled-up situation (42% versus 66%) or in a subsidized rental (11% versus 25%) (Table 3.5). In A1 and A5 prevention, HMIS data indicates no households were living in a market rate rental, a stark difference from the plurality of Solid Ground households in market rate rental properties. These different living situations are suggestive of Solid Ground households’ lower risk profile.

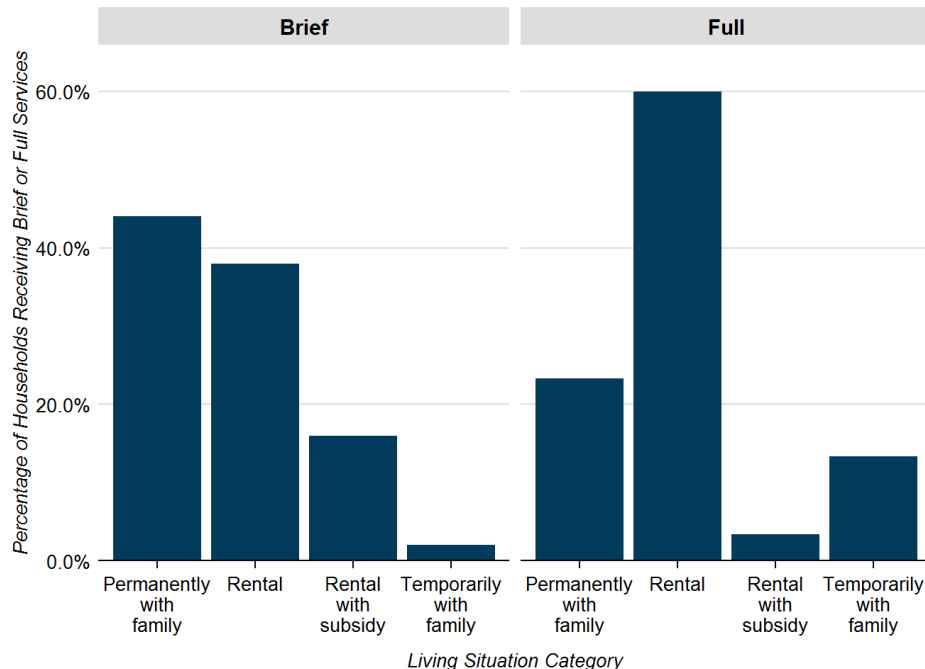
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<sup>19</sup> As noted above in Section 1.C.i, Strategy A1 includes “traditional” homeless prevention programs for families and Strategy A5 includes “traditional” homeless prevention programs for individuals.

**Table 3.5. A1 and A5 Prevention Household Living Situations at Enrollment**

<b>Living Situation</b>	<b>Number</b>	<b>Pct.</b>	<b>Cumulative Pct.</b>
Permanently with family	1591	56.8%	56.8%
Rental with subsidy	707	25.2%	82.0%
Temporarily with family	103	3.7%	85.7%
Permanent Housing	74	2.6%	88.4%
Permanently with friends	72	2.6%	90.9%
Shelter/Homeless	70	2.5%	93.4%
Temporarily with friends	67	2.4%	95.8%
Hotel	47	1.7%	97.5%
Home with subsidy	26	0.9%	98.4%
Institution	19	0.7%	99.1%
Not Collected	10	0.4%	99.5%
Transitional Housing	10	0.4%	99.8%
N/A	5	0.2%	100.0%

**Figure 3.5. Household Living Situations at Enrollment by Service Type**



Dividing Solid Ground living situations by Full versus Brief services reveals households living in market rate rentals were more likely to receive Full services (Figure 3.5). In contrast, households living in subsidized rentals mostly received Brief services.

**Table 3.6. Solid Ground Households’ HMIS Homelessness in Prior Five Years**

Service Type	Pct. All HMIS	Pct. Interim Housing or Street Outreach	Pct. Housing	Pct. Other
Brief	2.0%	0.0%	2.0%	0.0%
Full	3.3%	0.0%	3.3%	0.0%

<sup>a</sup> Note: Households can belong to multiple categories.

Households enrolled in Solid Ground had very low rates of prior homelessness (Table 3.6). Only two households had any prior HMIS contact in the five years before enrollment. Both households had previously participated in an HMIS housing project (*e.g.*, Rapid Rehousing or Permanent Supportive Housing).

Comparing these rates of prior homelessness to households enrolled in A1 and A5 prevention underscores the risk differences in Solid Ground and A1 and A5 clients (Table 3.7). A1 and A5 clients were around 14 times more likely to have experienced homelessness.

**Table 3.7. A1 and A5 Households' HMIS Homelessness in Prior Five Years**

Pct. All HMIS	Pct. Interim Housing or Street Outreach	Pct. Housing	Pct. Other
36.0%	20.2%	25.4%	16.2%

<sup>a</sup> Note: Households can belong to multiple categories.

#### **D. Participant Surveys**

As noted above, only fourteen Solid Ground participants were surveyed at baseline. Below are notable results from the baseline surveys completed by 14 of the 80 total Year One Solid Ground enrollees (7 Full participants and 7 Brief participants):

#### **Housing Status**

Half of the Solid Ground participants who were surveyed reported risk of homelessness, slightly over a third reported that they had been asked to leave their current residence, and none had been homeless in the past 6 months:

- 50.0% of all Solid Ground participants (85.7% of Full participants and 14.3% of Brief participants) considered themselves to be at-risk of homelessness.
- 35.7% of all Solid Ground participants (57.1% of Full participants and 14.3% of Brief participants) were being asked to leave the place that they were staying.
- No Solid Ground participant had been literally homeless on any night in the past 6 months.
- 28.6% of all Solid Ground participants (42.9% of Full participants and 14.3% of Brief participants) had been literally homeless over the course of their adult life (since age 18). (As noted above, only two Solid Ground households had any prior HMIS contact that would indicate homelessness in the five years before enrollment. The survey asked about prevalence *over the course of one's life* rather than *during the past five years* and the survey results only include data from 14 participants.)

#### **Income and Employment**

The majority of the Solid Ground participants who were surveyed do not work for pay or payment-in-kind and family responsibilities were reported to be the primary barrier to employment. The majority of participants reported that their household experienced a significant loss of income in the six months preceding Solid Ground enrollment:

- 21.4% of all Solid Ground participants (28.6% of Full participants and 14.3% of Brief participants) worked for either pay or payment-in-kind in the week preceding the survey.



- “Family responsibilities” was the most common reason for not working in the week preceding Solid Ground enrollment.
- 50.0% of all Solid Ground participants (57.1% of Full participants and 42.9% of Brief participants) reported they could have started a job if one had been offered in the week preceding Solid Ground enrollment.
- “Household/family duties” was the most common barrier to starting a job.<sup>20</sup>
- 85.7% of all Solid Ground participants (85.7% of Full participants and 85.7% of Brief participants) reported that someone in the family received income from a job in the month preceding Solid Ground enrollment.
- 71.4% of all Solid Ground participants (85.7% of Full participants and 57.1% of Brief participants) reported that their household experienced a significant loss of income in the six months preceding Solid Ground enrollment. Of the 10 Solid Ground participants who reported that their household experienced a significant loss of income, 5 reported that the loss in income was due to “loss of a job by a breadwinner because of staff reduction, dismissal from work, *etc.*”

## Housing Barriers

Solid Ground participants reported that major barriers to finding housing are:

- not enough income to pay rent,
- inability to pay a security deposit, and
- not being currently employed.

Overall results of these 14 baseline surveys suggest that this sample of Solid Ground participants is less at-risk of homelessness than traditional prevention clients (who must be imminently at-risk of homelessness in order to receive traditional prevention services). However, these Solid Ground participants have a low rate of employment, primarily due to household and family duties preventing them from working. In addition, the vast majority of participants reported that their families experienced a significant loss of income in the six months preceding Solid Ground enrollment. These participants also reported struggling with major barriers to finding housing including lack of income and unemployment. A complete summary of the baseline survey data for the 14 Solid Ground participants is summarized in **Appendix D**.

Along with the surveys, interviews with Solid Ground staff provided some insights into the needs and characteristics of participants. Solid Ground Staff reported that biggest challenges that all participants face are difficulties paying rent, sudden loss in income, employment barriers such as immigration status, maintaining consistent savings, and finding affordable day care. Solid Ground Staff report that categories of need (*e.g.*, high rent,

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<sup>20</sup> The question was: “If you had been offered a job or had an opportunity to work during last week which of the following reasons would have prevented you?” and response options were: (1) in school, training; (2) retired; (3) long term illness/disability; (4) household/family duties; (5) short-term illness; (6) other (please specify); (7) nothing.

loss of income) are similar across the Brief and Full participant groups, but that families that qualify for Brief services tend to be two-parent households with more stable employment. Full participants are more likely to be single parents with less stable employment. Inner City Law Center observed that compared to traditional prevention clients, Solid Ground participants appear to be less at-risk of homelessness (*i.e.*, it is more likely that these clients are facing consumer law issues, such as credit card debt, rather than eviction cases).

## E. Financial Assistance and Services Received (HMIS)

**Table 3.8. Services Received During Enrollments**

Service	Number of Households	Pct. of Households
<b>Brief</b>		
Case Management	50	100.0%
Food and Drink Items	47	94.0%
Material Goods	13	26.0%
Credit Counseling and Financial Literacy	1	2.0%
Other	1	2.0%
Referral - Other Health Care Services	1	2.0%
<b>Full</b>		
Case Management	27	93.1%
Rental Assistance	13	44.8%
Food and Drink Items	12	41.4%
Material Goods	9	31.0%
Transportation	3	10.3%
Credit Counseling and Financial Literacy	2	6.9%
Landlord Mediation	2	6.9%
Utility Payments	2	6.9%
Document Assistance	1	3.4%
Employment	1	3.4%
Legal	1	3.4%
Other	1	3.4%
Referral - Legal Services	1	3.4%

<sup>a</sup> Note: One household receiving Full services had no service record and is excluded from percentage calculations.

Solid Ground enrollments involved a mix of recorded services that correspond to many activities outlined in the program’s logic model (Table 3.8). Regardless of Full or Brief services, HMIS data reflects that almost all households received case management (most likely, all households received case management and the lack of case management recorded for 3 households is due to data entry errors). Brief enrollment households nearly

universally received food and drink assistance in the form of grocery cards, and a fourth (26%) of households received other material goods such as baby supplies. All other services during Brief enrollments occur infrequently or are not recorded in the HMIS.

A little under half (45%) of Full enrollment households received Rental Assistance (including arrears). As with Brief enrollments, Solid Ground offered Full participants food and drink items like grocery cards and other material goods at high rates. The remaining Full service categories appear to have occurred in 3 or fewer households (or are not recorded in the HMIS).

The services described above often involved documented financial assistance to households (*e.g.*, grocery cards) or landlords (*e.g.*, rental assistance). In Brief enrollments, Solid Ground expended an average of \$96 per household and 94% of households had financial assistance records. During Full enrollments, Solid Ground unsurprisingly expended much greater amounts per household—an average of \$823 per household—yet only 79% of households had financial assistance records.<sup>21</sup> When households did receive some form of rental assistance, the average amount expended per households was \$1,647.

**Table 3.9. Household Median Enrollment Duration and Service Days by Service Type**

Service Type	Median Enrollment Duration in Days	Median Distinct Days of Recorded Services
Brief	0	1
Full	176	7

Enrollments for Full services typically lasted just under 6 months (or 176 days) and involved 7 days in which households received services—a proxy for service intensity (Table 3.9). Brief enrollments mostly appear to last a single day, though several enrollments are slightly longer (*i.e.*, a week), and one enrollment appears to have lasted 60 days, though this is likely a data entry error given the constraints imposed on Brief enrollments.

<sup>21</sup> Households who have not yet completed the program may partially drive this relatively smaller proportion.

## F. Program Staff Commentary on Financial Assistance and Services Received

Solid Ground staff reported that the most common out-referrals include Caracen for immigration issues, Inner City Law Center for other legal issues, the Los Angeles Unified School District pupil services counseling program for school attendance and/or school achievement issues, local nonprofits for uniforms and other free clothing, Baby2Baby for baby-related items such as diapers, food banks, and mental health services.<sup>22</sup> NEW staff reported that they believe the most important forms of assistance provided to the Solid Ground Participants are financial assistance, legal assistance through Inner City Law Center, and landlord mediation.

Solid Ground Staff noted that not all Full service participants receive financial assistance. The Case Manager might deem budgeting and case management to be sufficient to serve a family enrolled in the Full program. In Year One, NEW reserved financial assistance primarily for families who were imminently at-risk of homelessness (*e.g.*, families who have received a three-day notice). Solid Ground staff report that one of the service provision challenges in Year One was a misconception by some families that Solid Ground is a rental assistance program that provides rental assistance for all families who qualify for Full Solid Ground.

With respect to case management, one attorney at Inner City Law Center commented that the individualized and intensive case management provided by Solid Ground is “incredibly powerful” and believes this type of case management is likely to prevent homelessness in the medium- and long-term.

With respect to legal services provided to Solid Ground participants, Inner City Law Center reports that compared to traditional prevention clients, Solid Ground clients are less at-risk of homelessness and often need help with more “upstream” issues such like debt and credit issues rather than with eviction cases. With respect to housing issues, Solid Ground clients are less likely to have issues like three-day notices or eviction cases, and more likely to have questions about how to address housing conditions. Thus, Inner City Law estimates that there were only a few instances in Year One in which lack of access to legal services would have likely led to homelessness in the short-term. However, Inner City Law center notes that helping Solid Ground participants with consumer debt issues can help to prevent homelessness in the long run because credit reports can affect job and housing opportunities. Inner City Law Center and NEW report that their partnership is “very strong.” Inner City Law Center and NEW staff communicate frequently about which issues Inner City Law Center can assist with and Inner City Law Center reports that the Systems Navigator and Case Manager assess every client with an awareness of whether referring the client to Inner City Law Center’s legal services can improve the client’s outcomes.

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<sup>22</sup> Although Solid Ground staff record service receipt and referrals in HMIS case notes, the California Policy Lab was not able to obtain HMIS case notes for this evaluation.

## G. Outcomes at Exit and After Exit from Solid Ground (HMIS)

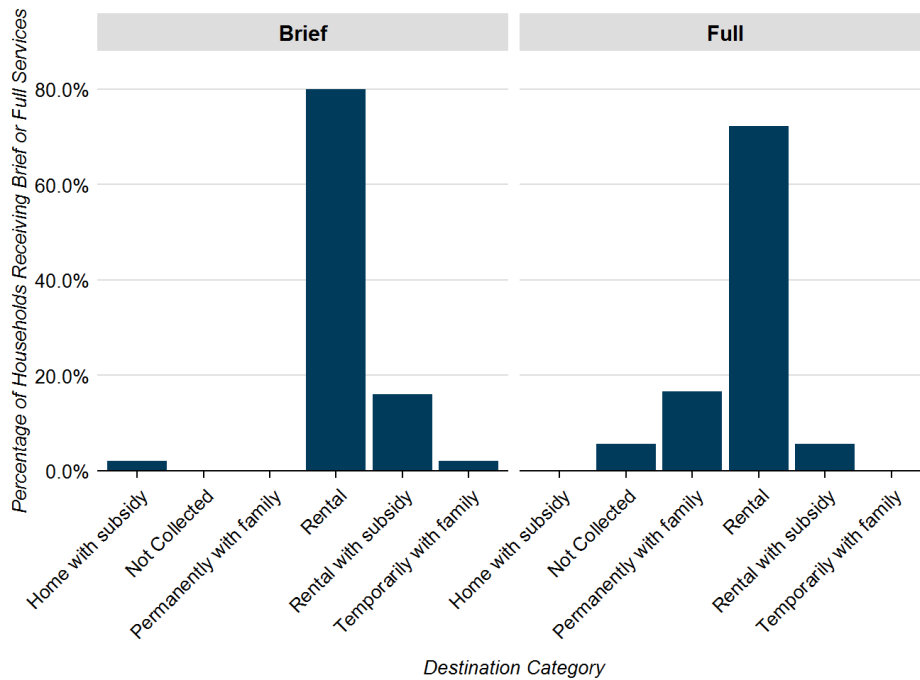
Table 3.10. Household Living Situations at Exit

Destination	Number	Pct.	Cumulative Pct.
Rental	53	77.9%	77.9%
Rental with subsidy	9	13.2%	91.2%
Permanently with family	3	4.4%	95.6%
Home with subsidy	1	1.5%	97.1%
Not Collected	1	1.5%	98.5%
Temporarily with family	1	1.5%	100.0%

<sup>a</sup> Note: 12 Households with missing destinations are excluded. These households entered the full service program within 6 months of the end of the study period (9/30/19) and may be missing an exit destination because they have not yet completed the program.

When examining exit destination by service type, we observe slightly higher proportions of Brief service households exiting to market rate rentals and much higher proportions exiting to subsidized rentals. Very few households exited to a doubled-up situation, though full service households were more likely to exit to this situation than households enrolled in the brief program (3 households compared to 1).

Figure 3.6. Household Living Situations at Exit by Service Type



**Table 3.11. Overall Living Situation Pathways**

Prior Living Situation	Destination	Number	Pct.	Cumulative Pct.
Rental	Rental	27	39.7%	39.7%
Permanently with family	Rental	25	36.8%	76.5%
Rental with subsidy	Rental with subsidy	7	10.3%	86.8%
Permanently with family	Permanently with family	1	1.5%	88.2%
Permanently with family	Rental with subsidy	1	1.5%	89.7%
Rental	Not Collected	1	1.5%	91.2%
Rental	Permanently with family	1	1.5%	92.6%
Rental	Rental with subsidy	1	1.5%	94.1%
Rental with subsidy	Home with subsidy	1	1.5%	95.6%
Rental with subsidy	Rental	1	1.5%	97.1%
Temporarily with family	Permanently with family	1	1.5%	98.5%
Temporarily with family	Temporarily with family	1	1.5%	100.0%

<sup>a</sup> Note: 12 Households with missing destinations are excluded. These households entered the full service program within 6 months of the end of the study period (9/30/19) and may be missing an exit destination because they have not yet completed the program.

Combining living situation at enrollment and destination at exit, we see several common pathways. Almost 40% of households report living in a market rate rental at enrollment and exit. Though we cannot confirm that a household retained the same housing unit, this is nonetheless evidence in favor of retention. The second most common pathway runs from households being doubled-up with family to a market rate rental. This pathway suggests Solid Ground services may have helped households relocate from living with family into their own housing. The third most common pathway—subsidized rental to subsidized rental—is suggestive of households retaining their subsidized rental units, and it accounts for 10% of households. All remaining pathways represent only single households.

**Table 3.12. Living Situation Pathways by Service Type**

Prior Living Situation	Destination	Number	Pct.	Cumulative Pct.
<b>Brief</b>				
Permanently with family	Rental	21	42.0%	42.0%
Rental	Rental	18	36.0%	78.0%
Rental with subsidy	Rental with subsidy	6	12.0%	90.0%
Permanently with family	Rental with subsidy	1	2.0%	92.0%
Rental	Rental with subsidy	1	2.0%	94.0%
Rental with subsidy	Home with subsidy	1	2.0%	96.0%
Rental with subsidy	Rental	1	2.0%	98.0%
Temporarily with family	Temporarily with family	1	2.0%	100.0%
<b>Full</b>				
Rental	Rental	9	50.0%	50.0%
Permanently with family	Rental	4	22.2%	72.2%
Permanently with family	Permanently with family	1	5.6%	77.8%
Rental	Not Collected	1	5.6%	83.3%
Rental	Permanently with family	1	5.6%	88.9%
Rental with subsidy	Rental with subsidy	1	5.6%	94.4%
Temporarily with family	Permanently with family	1	5.6%	100.0%

<sup>a</sup> Note: 12 Households with missing destinations are excluded. These households entered the full service program within 6 months of the end of the study period (9/30/19) and may be missing an exit destination because they have not yet completed the program.

When we chart pathways by Full or Brief services, we observe different top pathways for each service type. For Brief enrollments, the most common pathway (42%) is from doubled-up with family to a market rate rental. (Brief services do not technically include housing location services. However, Solid Ground staff reported that when they see Brief families who are doubled-up, the Systems Navigator provides the family with an



affordable housing roster and teaches them how to utilize the roster and how to search for an apartment. Solid Ground staff believe that Brief families are using the roster to find apartments on their own or with the help of the FamilySource Center.) For Full enrollments, the most common pathway (50%) is from market rate rental to market rate rental.

**Table 3.13. Household HMIS Homelessness in Six Months After Solid Ground**

Pct. All HMIS	Pct. Interim Housing or Street Outreach	Pct. Housing	Pct. Other
0.0%	0.0%	0.0%	0.0%

<sup>a</sup> Note: Households can belong to multiple categories.

Of the 80 households Solid Ground served, none experienced homelessness in the 6-months from their participation. This is an encouraging outcome, but it also likely reflects the low-risk profile of Solid Ground clients. As discussed in *Section 2.A* in this report, without a comparison group of similar untreated individuals, we cannot say whether Solid Ground services help prevent homelessness.

### Other Outcomes

During Full<sup>23</sup> enrollments, there are signs of household improvements in employment, earned income, and total income, though these findings are based on only 17 households (18 Full households have a recorded HMIS exit, but one has no final income information entered). At program entry, 6 households (35%) reported earned income (*e.g.*, employment income), and at exit the number increased to 8 (47%). These employment changes helped drive average monthly household earned income among those with earned income from \$1,369 to \$1,680. We observed similar changes in total income, which consists of earned income and benefit income. At entry, 13 (76%) households reported income from any source, and this increased by one at program exit. More impressively, average total household income among households with income grew from \$1,093 to \$1,765. Taken together, these results suggest a change in employment and benefits take-up in the right direction, but they may not generalize to other households and the association between Solid Ground and these outcomes cannot be considered causal without further data collection and analysis.

<sup>23</sup> We observe no changes in these domains during Brief enrollments. However, HMIS data entry theoretically only occurs on the single day of entry/exit during Brief enrollments, and these outcomes would take time to materialize.

## H. Reasons for Full Program Exits in Year One

As detailed in *Section 1.C.iii – Solid Ground Program Design*, participants in Full Solid Ground remain in the program for six months, unless NEW is unable to contact the participant or the participants moved out of the service area (91405). If either of the latter two conditions occur, then the participant exits the program prior to six month of enrollment. According to NEW’s internal tracking spreadsheet, during Year One, there were 15 program exits (see Table 3.14, below). Nine participants exited because they reached six months of enrollment, two individuals exited because NEW was unable to contact them, and four moved out of the service area.

**Table 3.14. Year One Exits (December 2018 – September 2019), by Month**

	Reached 6 months	Unable to Contact	Moved out of service area
<b>December 2018</b>	0	0	1
<b>January 2019</b>	0	0	0
<b>February 2019</b>	0	0	0
<b>March 2019</b>	2	0	0
<b>April 2019</b>	3	0	0
<b>May 2019</b>	0	1	0
<b>June 2019</b>	0	0	1
<b>July 2019</b>	1	1	1
<b>August 2019</b>	0	0	0
<b>September 2019</b>	3	0	1
<b>Total</b>	<b>9</b>	<b>2</b>	<b>4</b>

## I. Recommendations

### i. Targeting Services to At-risk Families

As noted above, in *Section 1.B. – What we know about homelessness prevention*, experts emphasize the importance of designing homelessness prevention programs that are *efficient*. Efficient programs target individuals and families who are at high risk of homelessness, *i.e.*, those who would become homeless without prevention assistance, rather than those who could resolve a housing crisis without assistance. A prevention program that appears to be *effective* because participants do not become homeless after

participating in the program might actually be highly *inefficient* if it targets individuals who would not have become homeless if they hadn't participated in the program.<sup>24</sup>

Solid Ground is designed to be available to families with less severe housing issues who are not eligible for traditional prevention services, *i.e.*, “upstream families.” As reflected in HMIS data, clients of “traditional” prevention programs (A1 and A5) were around 14 times more likely to have experienced homelessness prior to enrolling in prevention. Of the 14 Solid Ground participants who were surveyed at program enrollment, 50.0% (85.7% of Full participants and 14.3% of Brief participants) considered themselves to be at-risk of homelessness. The goal of *efficiency* may be incompatible with Solid Ground’s goal of serving upstream families because these are the families less likely to become homeless in the absence of prevention assistance. The goal of efficiency would best be served Solid Ground staff aim to serve families who – although they are not eligible for traditional prevention assistance – are still at highest risk of becoming homeless in the absence of assistance.

During their interviews, Solid Ground staff commented that although not all of the participants served in Year One would have become homeless without Solid Ground assistance, they believe that Solid Ground participants who were *imminently at-risk* would likely have become homeless in the absence of Solid Ground services. They recommended that the program target higher risk individuals, ideally families who are imminently at-risk, in Year Two and in subsequent program years. In fact, NEW has already changed the screening protocol for Year Two to try to target a higher risk group of clients for Solid Ground Services.

More specifically, service assignment protocol will change for households residing in 91405 who are ***at-risk of homelessness***. As summarized in the Table 3.4 below, in Year One, households residing in 91405 who were ***at-risk of homelessness*** received Brief Solid Ground services if they scored 15 or below on the targeting tool and Full Solid Ground services if they scored 16 or above on the targeting tool. In Year Two, households residing in 91405 who are ***at-risk of homelessness*** will not receive Solid Ground services if they score 15 or below on the targeting tool but will instead receive FamilySource services. In Year Two, households residing in 91405 who are ***at-risk of homelessness*** and who score 16 or above on the targeting tool will receive Brief Solid Ground services.

***Service assignment protocol will not change for households residing in 91405 who are imminently at-risk of homelessness.***

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<sup>24</sup> Shinn, M. & Cohen, R. (Jan. 2019). “Homelessness Prevention: A Review of the Literature.” Center for Evidence-Based Solutions to Homelessness. Retrieved from [http://www.evidenceonhomelessness.com/wp-content/uploads/2019/02/Homelessness\\_Prevention\\_Literature\\_Synthesis.pdf](http://www.evidenceonhomelessness.com/wp-content/uploads/2019/02/Homelessness_Prevention_Literature_Synthesis.pdf).

**Table 3.3. Service Assignment Protocol Changes for Households Residing in 91405 (changes indicated in orange)**

Housing Crisis	PTT Score	Year One	Year Two
<b>“At-risk” of becoming Homelessness</b>	0-15	Brief Solid Ground Services	No Solid Ground, receive FamilySource services
<b>“At-risk” of becoming Homelessness</b>	16+	Full Solid Ground Services	Brief Solid Ground Services
<b>“Imminently At-risk” of Homelessness</b>	0-15	Brief Solid Ground Services	Brief Solid Ground Services
<b>“Imminently At-risk” of Homelessness</b>	16-20	Full Solid Ground Services	Full Solid Ground Services
<b>“Imminently At-risk” of Homelessness</b>	21+	Refer to LAFH for Prevention	Refer to LAFH for Prevention

If Solid Ground continues to be implemented in 91405 after the pilot and/or if Solid Ground is scaled to areas beyond the 91405 zip code, efforts should continue to be made to target the highest risk individuals. This will ensure that program resources are used efficiently, *i.e.*, in a way that decreases homelessness inflows.

**ii. Evaluation Design**

In evaluating homelessness prevention programs, it is important to not conflate efficiency and effectiveness. As noted above, a prevention program that appears to be *effective* because participants do not become homeless after participating in the program might actually be highly *inefficient* if it targets individuals who would not have become homeless if they hadn’t participated in the program. To estimate effectiveness, evaluators need to measure outcomes against a counterfactual—what would have happened without access to the prevention program.<sup>25</sup>

As detailed in *Appendix C*, the California Policy Lab and NEW have worked together to develop a research design for Year Two that will include recruitment and outcome measurement for a comparison group with characteristics similar to Solid Ground participants. NEW will identify clients who meet all of the Solid Ground criteria with the exception of the 91405 requirement. If NEW determines at intake that a client is part of a family, is at or below 50% of the AMI, and is experiencing a housing crisis, then NEW will screen the client for potential inclusion in the Brief or Full control groups. If a household that is offered participation in a control group is interested in participating in the study,

<sup>25</sup> Shinn, M. & Cohen, R. (Jan. 2019). “Homelessness Prevention: A Review of the Literature.” Center for Evidence-Based Solutions to Homelessness. Available at [http://www.evidenceonhomelessness.com/wp-content/uploads/2019/02/Homelessness\\_Prevention\\_Literature\\_Synthesis.pdf](http://www.evidenceonhomelessness.com/wp-content/uploads/2019/02/Homelessness_Prevention_Literature_Synthesis.pdf).

NEW staff will administer consent and the household will be surveyed at baseline and at exit. This research design is intended to allow the California Policy Lab to evaluate the effectiveness of the program in Year Two (*i.e.*, Did Solid Ground impact housing stability, financial stability, employment, and/or other participant outcomes?).

### **iii. Additional Internal Data Collection**

As noted above, in Year One, NEW did not track the reasons that some referrals were unsuccessful. We recommend that NEW track the reasons that some referrals do not lead to enrollment (*e.g.*, PTT score is below 15, family lives outside of 91405 zip code). This information can help NEW better target outreach in the future.

Housing retention might be another useful metric for NEW to internally track. As noted above, although HMIS data allowed us to see housing situation at entry and exit, we could only infer housing retention from HMIS data (*e.g.*, almost 40% of households report living in a market rate rental at enrollment and exit and this is evidence in favor of retention). Internally tracking housing retention will allow NEW to determine whether housing stability planning is effective.

### **iv. Mental Health Services**

Solid Ground staff refer clients to mental health services. Providing a warm hand-off to mental health service providers helps ensure successful referrals. In order to further strengthen referrals, NEW staff suggested exploring a direct partnership with a mental health service provider, similar to the direct partnership that NEW has with Inner City Law Center. Building a relationship with a local mental health service provider could make the referral process easier and more effective.

### **v. Utility Assistance**

Solid Ground staff reported that one common participant need that they could not address through Solid Ground in Year One was utility payment issues. Solid Ground staff recommended that utility assistance be offered to Solid Ground participants. Notably, families who receive traditional prevention services may be eligible for several types of financial assistance, including assistance paying utility deposits and utility arrears.

### **vi. Landlords and Third-Party Checks**

Solid Ground staff noted that sometimes landlords will not accept rental assistance checks from a third party, despite the fact that Assembly Bill 2219 (codified as an amendment to Civil Code § 1947.3) requires a landlord or landlord's agent to allow a tenant to pay rent through a third party. In addition, some families are afraid that if they work with Solid Ground staff to convince the landlord to accept the third-party check, they might damage their relationships with the landlord. Solid Ground staff went to Rent

Stabilization Ordinance workshops attended by landlords in order to inform landlords of their obligation to accept third-party checks. Solid Ground staff noted that further efforts should be made to ensure that landlords are aware of their obligation to accept third-party checks.

## 4. Conclusion

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The goal of CPL's Year One evaluation is to document what happened during the pilot year, observe outcomes for clients served in the first year, and make some preliminary recommendations or observations to inform Year Two of the program. Our key findings are summarized below.

Overview: Year One of the Solid Ground pilot program began on September 1, 2018 and ended on September 30, 2019. During Year One, NEW made Solid Ground prevention services available to families in 91405 who would not have qualified for traditional prevention services. To qualify for traditional prevention, families have to be imminently at-risk of homelessness and have PTT scores of at least 21. None of the families served by Solid Ground met these criteria. (If NEW screens a family that does meet these criteria, NEW refers the family to LA Family Housing for traditional prevention services.)

Outreach and enrollment: Although outreach efforts were delayed in the initial months of the program, Solid Ground staff conducted 67 outreach sessions in Year One. HMIS data reflects that Solid Ground increased enrollments in the spring of 2019 and maintained a higher level of enrollments for the remainder of Year One. According to outreach staff, the most common targets of outreach efforts were the Los Angeles Unified School District and other educational organizations and housing rights organizations. Solid Ground staff noted that outreach was most successful when they talked directly to community members by providing information about the program on-site at places like schools, rather than connecting with staff at the target organizations. Solid Ground staff also noted that being located within NEW, a FamilySource Center, has been key to the referral process. As noted above, in Year One, the FamilySource Center system was the primary source of in-referrals to Solid Ground.

The Solid Ground pilot aimed to serve 50 Brief participants and 30 Full participants in Year One, and NEW reached these targets in Year One. The program served 165 children within those 80 households. With spouses and other household members added, Solid Ground served 284 people. Families enrolled in Solid Ground contained between 3 and 4 members on average. Solid Ground largely served female-headed Latino-headed families.

Services provided: Analysis of HMIS data shows that during Full enrollments, just under half of households received rental assistance or arrears with an average value of \$1,647. Regardless of Full or Brief services, HMIS data reflects that almost all households received case management (most likely, all households received case management and the lack of case management recorded for 3 households is due to data entry errors). Brief enrollment households nearly universally received food and drink assistance in the form of grocery cards, and a fourth (26%) of households received other material goods such as baby supplies. As with Brief enrollments, Solid Ground offered Full participants food and drink items like grocery cards and other material goods at high rates. In Brief enrollments, Solid Ground expended an average of \$96 per household and 94% of households had

financial assistance records. During Full enrollments, Solid Ground unsurprisingly expended much greater amounts per household—an average of \$823 per household.

Client housing status: Nearly 40% of households reported living in a market rate rental when they entered and exited Solid Ground, suggesting the program may help many households retain their housing. Another 37% of households relocated from living doubled-up with family to a market rate rental during Solid Ground, suggesting the program may help relocate doubled-up families to a place of their own. Of the 80 households served in Solid Ground, none have enrolled in an HMIS project (suggesting that none have become homeless).

Employment and income: During Full enrollments, there are signs of household improvements in employment, earned income, and total income, though these findings are based on only 17 households. At program entry, six households (35%) reported earned income (*e.g.*, employment income), and at exit the number increased to 8 (47%). These employment changes helped drive average household earned income among those with earned income from \$1,369 to \$1,680. We observed similar changes in total income, which consists of earned income and benefit income. At entry, 13 (76%) households reported income from any source, and this increased by one at program exit. More impressively, average total household income among households with income grew from \$1,093 to \$1,765. Taken together, these results suggest a positive change in employment and benefits take-up, but they may not generalize to other households and the association between Solid Ground and these outcomes cannot be considered causal without further data collection and analysis.

Efficient targeting and risk of homelessness: It is unclear what portion of the families who participated in Solid Ground were at-risk of homelessness, particularly in the short term. Households enrolled in Solid Ground exhibited remarkably low rates of prior homelessness. Only two households had any prior HMIS contact in the five years before enrollment. Comparing these rates of prior homelessness to households enrolled in A1 and A5 prevention (“traditional” prevention) underscores the risk differences in Solid Ground and A1 and A5 clients. A1 and A5 clients were around 14 times more likely to have experienced homelessness prior to enrollment in prevention. Results of the 14 baseline surveys also suggest that this sample of Solid Ground participants is less at-risk of homelessness than traditional prevention clients (who must be *imminently at-risk* of homelessness in order to receive traditional prevention services). As reported in the surveys, only half of the Solid Ground participants surveyed even considered themselves to be *at-risk* of homelessness. Inner City Law Center reports that compared to traditional prevention clients, Solid Ground clients are less at-risk of homelessness and often need help with more “upstream” issues such like debt and credit issues rather than with eviction cases. As detailed above, NEW has already implemented programmatic changes to target higher-risk participants in Year Two.



If Solid Ground continues to be implemented in 91405 after the pilot and/or if Solid Ground is scaled to areas beyond the 91405 zip code, efforts should continue to be made to target the highest risk individuals. This will ensure that program resources are used efficiently, *i.e.*, in a way that decreases homelessness inflows. In addition, Solid Ground staff noted that some potential programmatic improvements include exploring a direct partnership with a mental health service provider, providing utility assistance to Solid Ground participants, and conducting more outreach to landlords to ensure that they accept third-party checks.

Evaluation in Year Two: Although difficulties in collecting survey data and recruiting a control group impeded a Year One impact evaluation (*i.e.*, a rigorous examination of whether participating in Solid Ground had a causal impact on housing stability, financial stability, employment, and other outcomes), NEW and the California Policy Lab have worked together to develop a research design for Year Two. This new design will allow the California Policy Lab to compare Solid Ground participants with a similar group of individuals who did not participate in Solid Ground in order to test the effectiveness of Solid Ground.

## • **Appendix A: Homebase Community Prevention Program in New York City (Homebase)<sup>26</sup>**

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### **A. History and Objectives**

Homebase is New York City's primary homelessness prevention program and is administered by community-based organizations like Riseboro Community Partnership, which contract with the New York City Department of Homeless Services. The concept of Homebase originated in early 2005, during discussions within the Office of the Mayor of New York City. The program was intended to target specific community districts/neighborhoods from which large numbers of persons were entering shelters. Stakeholders wished to establish a homelessness prevention program that was not administered by the government, but rather, operated by a community-based organization. The community-based organization would ideally provide assistance with rental arrears, with the objective of keeping people in their communities and out of shelters. As of the program's inception, most clients were community residents who fell on hard times and owed rent which, at that time, was approximately \$800 in arrears.

### **B. Use of a Risk Assessment Tool**

At the beginning of the Homebase program, organizations implementing Homebase relied heavily on case managers' opinions about whether an individual presenting for service was at high risk of falling into homelessness. In 2009, the City decided that it wanted to roll out Homebase city-wide, meaning that anyone who lived in a New York City borough could access the services. Part of this decision was related to a growing homelessness crisis.

As noted above, Shinn *et al.* (2013)<sup>27</sup> developed and evaluated a screening model for families in New York City who applied to the Homebase program, though service providers

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<sup>26</sup> In 2018, the California Policy Lab interviewed Riseboro Community Partnership, one of the community-based organizations with whom the New York City Department of Homeless Services has contracted to administer Homebase. Additional descriptions of Homebase are included in the following studies:

- Rolston, H., Geyer, J., Locke, G., Metraux, S., & Treglia, D. (2013). Evaluation of Homebase community prevention program. *Final Report, Abt Associates Inc, June, 6, 2013.*
- Shinn, M., Greer, A. L., Bainbridge, J., Kwon, J., & Zuiderveen, S. (2013). Efficient targeting of homelessness prevention services for families. *American journal of public health, 103(S2), S324-S330.*
- Greer, A. L., Shinn, M., Kwon, J., & Zuiderveen, S. (2016). Targeting services to individuals most likely to enter shelter: Evaluating the efficiency of homelessness prevention. *Social Service Review, 90(1), 130-155.*

<sup>27</sup> Shinn, M., Greer, A. L., Bainbridge, J., Kwon, J., & Zuiderveen, S. (2013). Efficient targeting of homelessness prevention services for families. *American journal of public health, 103(S2), S324-S330.*

could override the tool and exercise their own judgment. This model used demographic, employment, education, housing, disability, criminal justice history, domestic violence history data and other administrative data to predict risk of shelter entry for individuals who applied to Homebase. Greer *et al.* (2016) created a similar model to target individuals for Homebase.<sup>28</sup> History of shelter use was the most prominent factor in predicting which families and individuals would enter shelter. Figure A.1 summarizes the Homebase Risk Assessment Tool for families and Figure A.2 summarizes the Homebase Risk Assessment Tool for individuals.

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<sup>28</sup> Greer, A. L., Shinn, M., Kwon, J., & Zuiderveen, S. (2016). Targeting services to individuals most likely to enter shelter: Evaluating the efficiency of homelessness prevention. *Social Service Review*, 90(1), 130-155.

**Figure A.1. Homebase Risk Assessment Summary for Families (25 Points Max)**

<b>Points</b>	<b>Risk Factor</b>
1	Currently pregnant
1	Child under two years old
1	No high school diploma or a GED
1	No current employment
1	No lease
1	In the past six months, released from prison, hospital, mental health facility, substance abuse treatment facility, or living on the street or in a shelter
2	Currently receiving public assistance
2	Ever had active ACS case or had children placed in foster care
2	Eviction notice (formal or informal) within 90 days or asked to leave by landlord
2	Applied to Homeless shelter within past 3 months
3	Stayed in a shelter in New York City since the age of 18
1 or 2	Age: 1 point if 23 to 28 years old, 2 points if 22 or under
1 or 2	Moves in past year: 1 point if moved 1 to 3 times, 2 points if moved 4 or more times
1 or 2	Childhood History: foster care, shelter, abused or assaulted, family received PA, family moved more than 4 times (1 point if 1 to 2 experiences, 2 if three or more)
1 or 2	Discord: Client and landlord or client and primary tenant. (1 if moderate, 2 if severe.)

**Figure A.2. Homebase Risk Assessment Summary for Adults (15 Points Max)**

<b>Points</b>	<b>Risk Factor</b>
1	In the past six months, have you returned to a residence after being released from an institution ( <i>i.e.</i> prison, hospital, treatment facility) or after having been living on the street or in a shelter?
1	Are you or members of your household currently receiving public assistance (PA) from the government (for example, a cash grant or welfare)?
1	In the past 3 months (90 days), has your landlord or the leaseholder told you to leave or move out of your current residence?
1 or 2	Age: 1 point if 29 to 32 years old, 2 points if 28 or under
1 or 2	Arrears: 1 point for \$5k-\$8k, 2 points for over \$8K
2	In the past 3 months, have you applied to stay at a shelter because of housing issues?
6	Since the age of 18, have you ever stayed in a shelter because of housing issues?

### **C. Services Offered**

Currently, the risk assessment questionnaire is administered to anyone who is 200% below the poverty line and claims to face eviction by a landlord or a primary lease holder. Anyone who undergoes this process receives some level of service. There are three levels of service based on a client's score on the risk assessment tool: (1) for clients scoring 0-6, the same-day "advice" service; (2) for clients scoring 7-11, the "Full" service, which lasts for up to four months; and (3) for clients scoring 12+, "intense" services. If a client is assessed to be at low risk, a case is opened and the client will receive one day of service including speaking with a lawyer, a financial coach, and/or a case manager. The case is then closed after one day. Full services include case management support to resolve the client's housing crisis over a period of four months. Finally, intense services—introduced in 2017—are intended to serve people who have been in shelter before and are now in supportive housing. They receive up to nine months of Homebase services to ensure that they do not become homeless again.

### **D. Staffing**

Homebase providers serve 1,200 clients per year. Each case manager typically enrolls 10 clients per month, and the caseload per case manager is typically 35-40 clients. Typical Homebase staffing at Riseboro Community Partnership includes four systems navigators, nine case managers, two support staff, a housing specialist, and three outreach staff.

## ● **Appendix B: Primary Differences Between Homebase and Solid Ground**

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This Appendix includes a summary of the primary differences between Homebase and Solid Ground in terms of eligibility and targeting, services, staffing, outreach, and research design.

### **A. Eligibility & Targeting**

- **The Homebase program uses an evidence-based targeting tool:** The tool that determines eligibility for Homebase services was designed through research and the cut-off score is evidence-based. By contrast, the Prevention Targeting Tool (PTT) has not been evaluated; the cut-off score is typically determined on an annual basis by LAHSA, not by researchers.
- **The risk factors included in the Homebase tool are different from those in the PTT:** The PTT does not include a number of risk factors identified in the Homebase tool (*e.g.*, discord between client and landlord or client and primary tenant).
- **Income is the only eligibility requirement for Homebase.** The only requirement to qualify for Homebase is that a client meets income requirements (200% or less than poverty level). See tables below for a comparison of income requirements.

### **B. Services**

- **The Homebase Full program lasts for up to four months:** The Solid Ground program lasts for up to six months.
- **The Homebase program allows for an “intense” option for certain participants:** Intense services—introduced in 2017—are intended to serve people who have been in shelter before and are now in supportive housing. They receive up to nine months of Homebase services to ensure that they do not become homeless again. The Solid Ground program includes no such service option.

### **C. Staffing**

- **The Homebase program has a more robust staffing model:** While Homebase providers are staffed with case managers, housing navigators, outreach workers, and support staff; two NEW staff (the Systems Navigator and the Case Manager) are responsible for all day-to-day Solid Ground operation.

## D. Outreach

- **The Homebase program includes more intensive outreach:** The program's outreach is conducted by a set of staff members exclusively focused on outreach. By contrast, outreach for Solid Ground is conducted by the Systems Navigator.

## E. Research Design & Evaluation

- **The Homebase evaluation included random assignment:** During the study enrollment period, Homebase provider staff screened applicants for program eligibility, administered consent to eligible applicants, and submitted cases who agreed to enter the study to a web-based random assignment system that assigned each case to either the treatment group or the control group.

## ● Appendix C: Solid Ground Year Two - Research Design Changes

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As detailed above in the *Section 2 – Methodology and Data Sources* – an impact evaluation was not feasible at the end of Year One because of the difficulty of recruiting a control group and the costs associated with conducting surveys. Two programmatic changes will take place in Year Two in order to allow the California Policy Lab to conduct an impact evaluation after Year Two.

### A. Year Two Research Design Change: Identification of Control Group

The recruitment process will be more centralized (*i.e.*, treatment and control households will both be identified by NEW) in Year Two in order to ensure recruitment of a control group. Rather than recruiting households from an organization that is external to the Solid Ground process, NEW will identify control group households from their client intake pool.

In Year One, during intake for any NEW client, NEW completed a FamilySource intake form. This form allows NEW staff to determine where the client resides, whether they are part of a family, what their income is, and whether they are experiencing a housing crisis. If a client met all of the eligibility criteria for Solid Ground (see green box in **Figure C.1: NEW Economics for Women Screening Process in Year One**), NEW administered the CES Screening Tool and Families Prevention Targeting Tool (PTT) to the client then assigned the client to the appropriate service (Brief Solid Ground, Full Solid Ground or LA Family Housing traditional prevention program) based on the results of the PTT. Clients who did not reside in 91405 but who also faced a housing crisis were referred to FamilySource services and/or other community resources (*e.g.*, Van Nuys Self-Help Resource Center for eviction assistance).

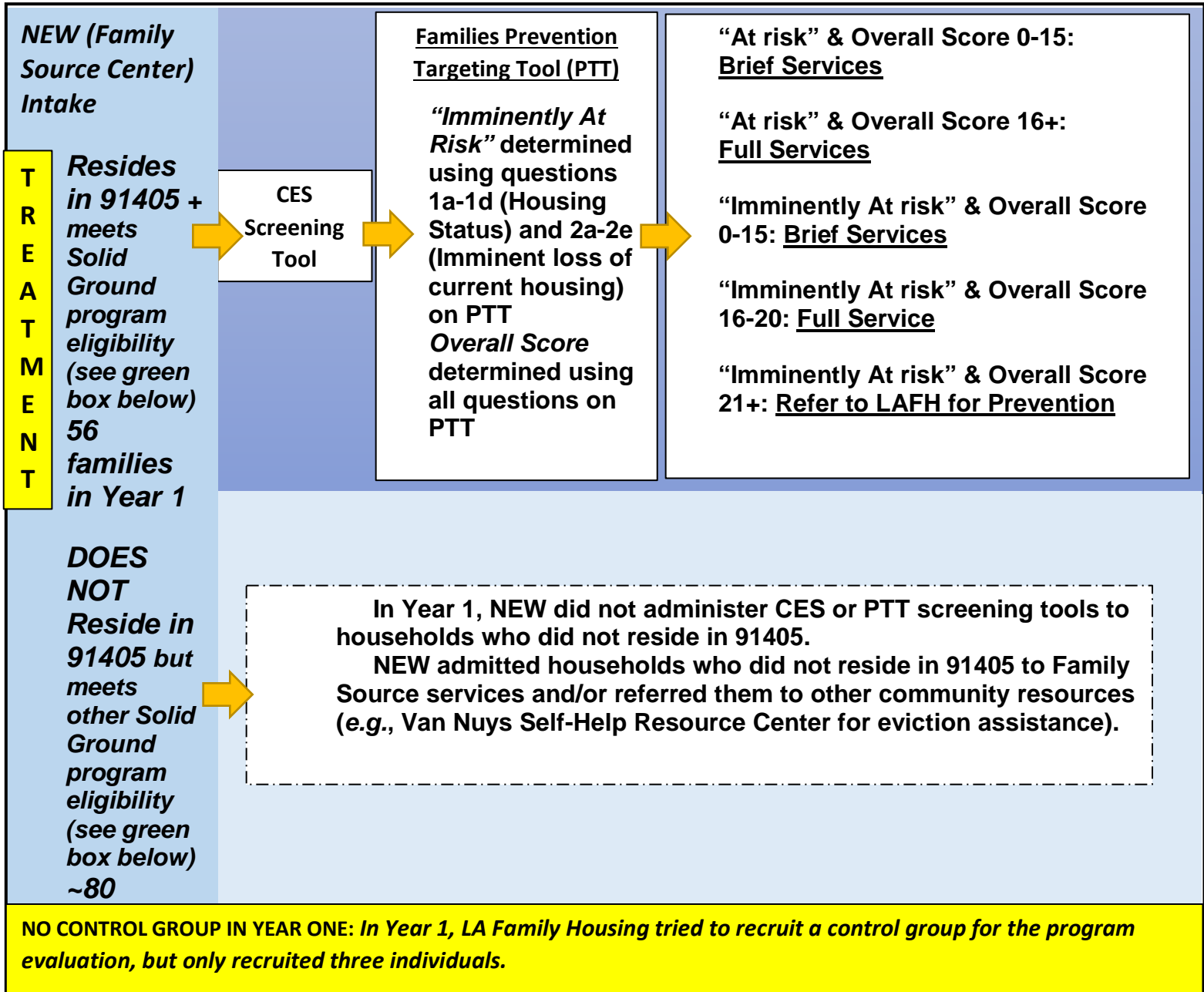
Although NEW did not formally track how many households would have qualified for Solid Ground *but for* the zip code requirement in Year One, NEW estimates that around 80 households that came through intake would have qualified for Solid Ground *but for* the zip code requirement. In other words, based on the information provided during FamilySource intake, NEW estimates that around 80 clients who came through intake in Year One were part of a family, were at or below 50% of the AMI, and were experiencing a housing crisis. However, this group of approximately 80 families residing outside of 91405 did not receive Solid Ground and NEW did not administer the CES Screening Tool and PTT to these families. These families could have served as a control group in Year One.

The process for identifying a control group in Year Two is depicted in the **Figure C.2: NEW Economics for Women Screening Process in Year Two diagram**. In Year Two, NEW should identify clients who meet all of the Solid Ground criteria with the exception of the 91405 requirement. If NEW determines at intake that a client is part of a family, is at or



below 50% of the AMI, and is experiencing a housing crisis, then NEW should screen the client for potential inclusion in the control group. NEW would administer the CES for Families Screening Tool and PTT and then assign the client to non-Solid Ground services and potentially a control group based on their PTT score. Clients who do not live in 91405, are at-risk of homelessness, and score 15 or below on the PTT will receive FamilySource services and will not serve as control households (because they will receive the same services as the corresponding treatment group). Households who do not live in 91405, are at-risk of homelessness, and score 16 or above on the PTT will also receive FamilySource Services and will be offered participation in the Brief Solid Ground control group. Households who do not live in 91405, are imminently at-risk of homelessness, and score 15 or below on the PTT will be referred to LA Family Housing for light touch prevention and will be offered participation in the Brief Solid Ground control group. Households who do not live in 91405, are imminently at-risk of homelessness, and score 16-20 on the PTT will be referred to LAFH for light touch prevention and will be offered participation in the Full Solid Ground control group. Households who do not live in 91405, are imminently at-risk of homelessness, and score 21 or more on the PTT will be referred to LA Family Housing for Prevention and will not serve as a control household. All PTT scores (for treatment and control clients) should be entered into HMIS. If a household that is offered participation in the control group is interested in participating in the study, NEW staff will administer consent and the household will be surveyed at baseline and at exit.

Figure C.1. NEW Economics for Women Screening Process in Year One



**Solid Ground Pilot Program Eligibility Requirements:**

- Must be considered a family.
- Must be currently residing in zip code 91405.
- Must be at or below 50% of the Area Median Income (AMI) for Los Angeles County. If the head of household is in subsidized housing AND currently or formerly under homeless housing assistance program (i.e. Homeless Section 8), they can also qualify with income up to 80% AMI.
- Must be experiencing a Housing Crisis that may result in a loss of housing.

**Intervention Services**

**“Brief Services” (Solid Ground)**

- 1-day of light touch services
- Limited Financial Assistance
- Linkage to referrals and resources

**“Full Services” (Solid Ground)**

- Full Length of Services, can be up to 6 months
- Financial Assistance and Supportive Services

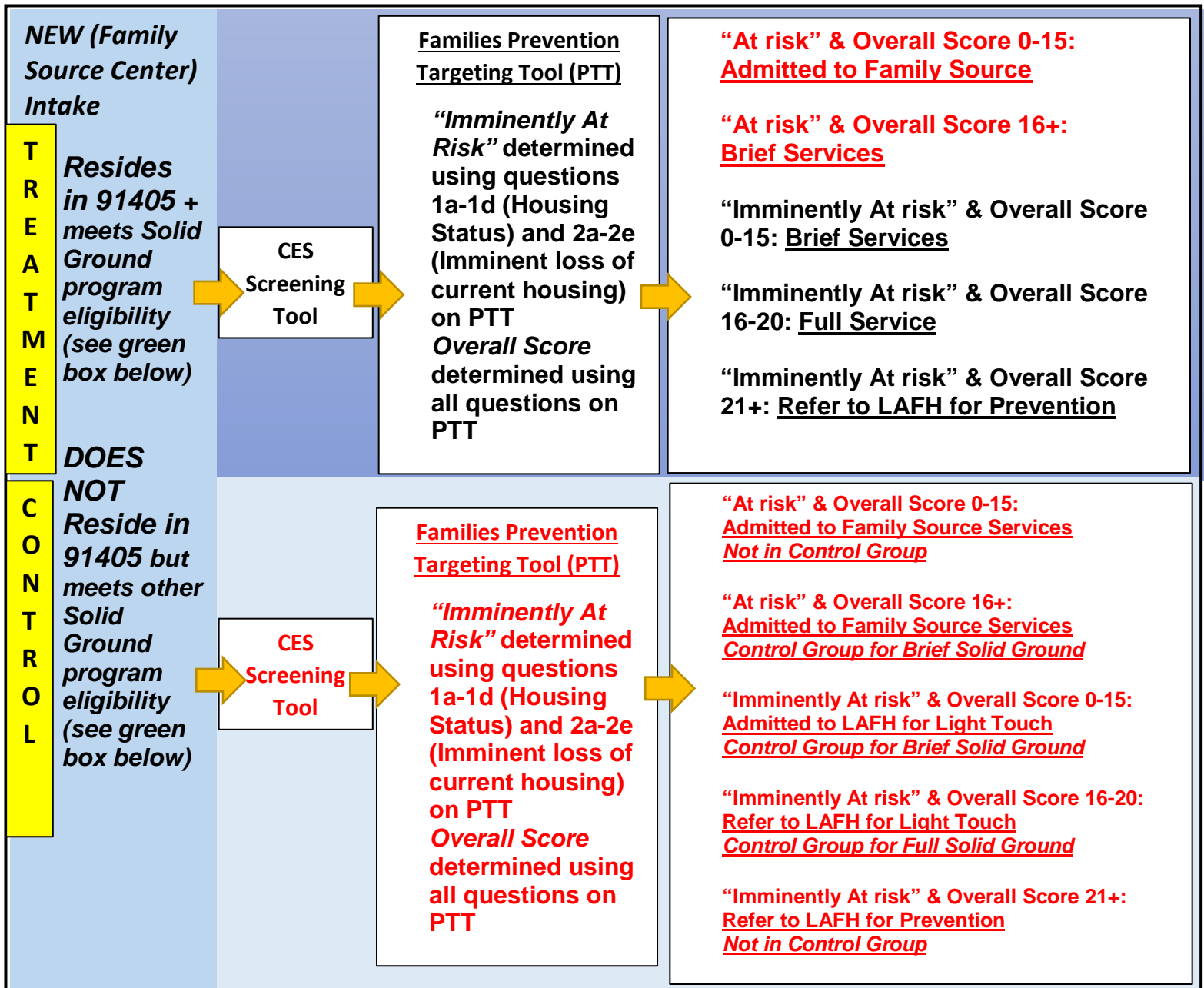
**“Refer to LAFH”**

- NEW refers household to LA Family Housing (LAFH) for Prevention or “Light Touch”

**“Family Source services”**

- Continuum of core services offered by NEW, which are designed to assist low-income families become self-sufficient by increasing family income and academic achievement

Figure C.2. NEW Economics for Women Screening Process in Year Two



**Solid Ground Pilot Program Eligibility Requirements:**

**Requirements:**

- Must be considered a family.
- Must be currently residing in zip code 91405.
- Must be at or below 50% of the Area Median Income (AMI) for Los Angeles County. If the head of household is in subsidized housing AND currently or formerly under homeless housing assistance program (i.e. Homeless Section 8), they can also qualify with income up to 80% AMI.
- Must be experiencing a Housing Crisis that may result in a loss of housing.

**Intervention Services**

**“Brief Services” (Solid Ground)**

- 1-day of light touch services
- Limited Financial Assistance
- Linkage to referrals and resources

**“Full Services” (Solid Ground)**

- Full Length of Services, can be up to 6 months
- Financial Assistance and Supportive Services

**“Refer to LAFH”**

NEW refers household to LA Family Housing (LAFH) for Prevention or “Light Touch”

**“Family Source services”**

Continuum of core services offered by NEW, which are designed to assist low-income families become self-sufficient by increasing family income and academic achievement

## **B. Year Two Research Design Change: Survey Administration**

Surveying both treatment and control clients will likely be the only way to measure program impact in Year Two. Both groups will be in the HMIS (because their PTT scores will be entered into the HMIS) and theoretically this means that homelessness avoidance can be measured using the HMIS. However, it is unlikely that the California Policy Lab will be able to detect any impact on homelessness in the outcome window for this study. (The evaluation period will end approximately two years after the end of Year Two of Solid Ground.) Solid Ground has been targeting upstream households, *i.e.* households who face financial hardships but are at lower risk of becoming homeless as compared to traditional prevention clients. Of the 14 Solid Ground clients who completed baseline surveys in Year One, only 50% (7 clients) stated that they consider themselves at-risk of homelessness, only 35.7% (5 clients) stated that they are being asked to leave the place that they are currently staying, and 28.6% (4 clients) stated that they had been homeless at any point in their adult lives. Because none of the treatment or control households are likely to become homeless during the outcome period, we are unlikely to be able to measure any impact on homelessness using HMIS data. In order to capture effects of the program in terms of other outcome measures such as financial stability, it is important that both treatment and control clients be surveyed at baseline and exit. In Year Two, the Solid Ground Systems Navigator will conduct screening of potential treatment and control group clients, administer consent, and administer the baseline and exits surveys. This will ease the administrative and cost burdens that resulted in cessation of survey administration in Year One.

● **Appendix D: Summary of Baseline Survey Data for Solid Ground Participants in Year One**

	<b>NEW-All (N=14)</b>		<b>NEW-Full (N=7)</b>		<b>NEW-Brief (N=7)</b>	
<b>Describe your current living situation</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Formal Lease/ contract with no housing assistance	12	85.7%	7	100.0%	5	71.4%
Formal lease/ contract with housing assistance	0	0.0%	0	0.0%	0	0.0%
Doubled-up and contributing rent or utilities	2	14.3%	0	0.0%	2	28.6%
<b>In the last month, what did your family pay for rent?</b>						
Mean	\$1,192		\$1,163		\$1,220	
Median	\$1,220		\$1,240		\$1,200	
Range	\$41-\$1,775		\$41-\$1,775		\$820-\$1,500	
<b>In the last month, what was the total amount your family contributed to utilities?</b>						
Mean	\$90		\$124		\$55	
Median	\$78		\$120		\$50	
Range	\$0-\$200		\$60-200		\$0-95	
<b>Do you consider yourself to be homeless?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	1	7.1%	0	0.0%	1	14.3%
No	13	92.9%	7	100.0%	6	85.7%
<b>Do you consider yourself to be at-risk of homelessness?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>

Yes	7	50.0%	6	85.7%	1	14.3%
No	5	35.7%	1	14.3%	4	57.1%
No response	2	14.3%	0	0.0%	2	28.6%
<b>Are you being asked to leave the place that you are currently staying?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	5	35.7%	4	57.1%	1	14.3%
No	9	64.3%	3	42.9%	6	85.7%
<b>If yes, when do you have to be out of the place you are currently staying or living (number of days)?</b>	<b>N=5</b>		<b>N=4</b>		<b>N=1</b>	
Mean	16.6		13		30	
Median	13		10		30	
Range	3 to 30		3 to 30		30	
<b>If yes, what would you say is the main reason you can't stay where you are currently staying for as long as you want?</b>	<b>N=5</b>		<b>N=4</b>		<b>N=1</b>	
It is my apartment and the landlord/owner has told me I will have to leave	4	80.0%	3	75.0%	1	100.0%
It is my apartment and I won't be able to continue to pay the rent	1	20.0%	1	25.0%	0	0.0%
<b>How many people do you currently live with, not counting yourself?</b>	<b>n</b>		<b>n</b>		<b>n</b>	
Mean	2.7		3		2.4	
Median	2.5		3		2.0	
Range	1 to 6		1 to 6		1 to 4	
<b>If you were to count the total number of rooms in the house/apartment where you live/stay now, how many rooms are there, not including kitchens, bathrooms, and hallways?</b>						

Mean	2.3		2.9		1.7	
Median	2		3		2.0	
Range	1 to 4		1 to 4		1 to 2	
<b>How many times has your family moved in the past 6 months?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
0 times	12	85.7%	6	85.7%	6	85.7%
1 time	1	7.1%	1	14.3%	0	0.0%
2 times	0	0.0%	0	0.0%	0	0.0%
3 times	1	7.1%	0	0.0%	1	14.3%
<b>Are there people living with you now who were not living with you 6 months ago?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	6	42.86%	3	42.9%	3	42.9%
No	8	57.14%	4	57.1%	4	57.1%

<b>Has your family been literally homeless on any night in the past 6 months?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	0	0.0%	0	0.0%	0	0.0%
No	14	100.0%	7	100.0%	7	100.0%
<b>Have you ever been literally homeless over the course of your adult life (since age 18)?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	4	28.6%	3	42.9%	1	14.3%
No	10	71.4%	4	57.1%	6	85.7%
<b>If yes, where did you stay?</b>	<b>N=4</b>		<b>N=3</b>		<b>N=1</b>	
A vehicle	3		2		1	
Hotels and motels paid for by a voucher	1		1		0	
Emergency shelter	0		0		0	
No response	0		0		0	
<b>Last week, did you work for either pay or payment in kind?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes - Worked for Pay (Salary, wages, business profit)	3	21.4%	2	28.6%	1	14.3%
Did not work and do not have a job	11	78.6%	5	71.4%	6	85.7%
<b>If not, what is the main reason that you did not work this past week?</b>						
Unable to work for temporary health reasons	2		1		1	
Couldn't find any work	2		0		2	
Child care problems	1		1		0	
Family responsibilities	5		2		3	
Waiting for a new job to begin	1		1		0	
No response	0		0		0	
<b>Did you want to work this last week?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	8	57.1%	4	57.1%	4	57.1%
No	3	21.4%	1	14.3%	2	28.6%
No Response/Not applicable	3	21.4%	2	28.6%	1	14.3%



<b>What are all of the things you did to find work in the last 4 weeks? (Responses not mutually exclusive)</b>	<b>N=9</b>		<b>N=4</b>		<b>N=5</b>	
Nothing	5		1		4	
Contacting an employer directly or had a job interview	2		1		1	
Filling out applications or submitting resumes or answering job advertisements (include online)	3		3		0	
Registering at a public or private employment agency	1		1		0	
Checking at work sites, farms, factory gates, markets etc.	0		0		0	
Contacted friends, relatives, colleagues, unions etc.	2		2		0	
<b>Last week, could you have started a job if one had been offered?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	7	50.0%	4	57.1%	3	42.9%
No	3	21.4%	0	0.0%	3	42.9%
No response/Not applicable	4	28.6%	3	42.9%	1	14.3%
<b>What would have prevented you from starting a job last week if one had been offered? (Responses not mutually exclusive)</b>	<b>N=10</b>		<b>N=4</b>		<b>N=6</b>	
In school, training	1		1		0	
Long term illness/disability	1		1		0	
Household/family duties	8		4		4	
Short term illness	1		0		1	
Nothing	1		0		1	

<b>In the past six months, did you work for either pay or payment in kind?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	6	42.9%	4	57.1%	2	28.6%
No	8	57.1%	3	42.9%	5	71.4%

<b>Has anyone in the family received income from any of the following sources in the past month? (Responses not mutually exclusive)</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Income from a job	12	85.7%	6	85.7%	6	85.7%
Unemployment insurance	0	0.0%	0	0.0%	0	0.0%
Temporary Assistance for Needy Families (TANF)/ CalWORKs	5	35.7%	2	28.6%	3	42.9%
Social Security Disability Insurance (SSDI)	0	0.0%	0	0.0%	0	0.0%
Supplemental Security Income (SSI)	0	0.0%	0	0.0%	0	0.0%
Veterans pension/Payment from the VA	0	0.0%	0	0.0%	0	0.0%
Money from family and friends	6	42.9%	4	57.1%	2	28.6%
Money from a program	0	0.0%	0	0.0%	0	0.0%
General Assistance (GA)/ General Relief (GR)	0	0.0%	0	0.0%	0	0.0%
Retirement Income from Social Security	0	0.0%	0	0.0%	0	0.0%
Pension or retirement income from a former job	0	0.0%	0	0.0%	0	0.0%
Child Support	2	14.3%	2	28.6%	0	0.0%
Alimony or other spousal support	0	0.0%	0	0.0%	0	0.0%
Other Source	1	7.1%	1	14.3%	0	0.0%

<b>Has anyone in the family received non-cash benefits from any of the following sources in the past month? (Responses not mutually exclusive)</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
<b>Received</b>						
Supplemental Nutrition Assistance Program (SNAP)/ Food stamps/ CalFresh	8	57.1%	5	71.4%	3	42.9%
Women, Infants and Children (WIC) benefit	5	35.7%	1	14.3%	4	57.1%
CalWORKs Child Care Services	0	0.0%	0	0.0%	0	0.0%
CalWORKs Transportation Services	0	0.0%	0	0.0%	0	0.0%
Other CalWORKs-Funded Services (Ex: non-cash benefits like job search services through CalWORKs)	0	0.0%	0	0.0%	0	0.0%
Other Source	2	14.3%	1	14.3%	1	14.3%
<b>Applied</b>						
Supplemental Nutrition Assistance Program (SNAP)/ Food stamps/ Cal Fresh	0	0.0%	0	0.0%	0	0.0%
Women, Infants and Children (WIC) benefit	1	7.1%	1	14.3%	0	0.0%
CalWORKs Child Care Services	0	0.0%	0	0.0%	0	0.0%
CalWORKs Transportation Services	0	0.0%	0	0.0%	0	0.0%
Other CalWORKs-Funded Services (Ex: non-cash benefits like job search services through CalWORKs)	0	0.0%	0	0.0%	0	0.0%
Other Source	0	0.0%	0	0.0%	0	0.0%

<b>Within the last six months, has your family experienced a significant loss of income?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	10	71.4%	6	85.7%	4	57.1%
No	4	28.6%	1	14.3%	3	42.9%

<b>If YES, what would you say is the MAIN reason for the fall in income?</b>						
Loss of a job by a breadwinner because of an accident, health problems, disability	0		0		0	
Loss of a job by a breadwinner because of staff reduction, dismissal from work, etc.	5		4		1	
Have a job, but suffered reduction in wages, or hours	3		1		2	
Breakup, separation or divorce	0		0		0	
Death in the family	1		1		0	
Child birth/maternity leave	1		0		1	
<b>Prior to this instance you just mentioned, has your family ever experienced a significant reduction in income (ever in your adult life)?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	5	35.7%	4	57.1%	1	14.3%
No	5	35.7%	2	28.6%	3	42.9%
No response	4	28.6%	1	14.3%	3	42.9%
<b>IF YES, how did you (your family) manage to make the ends meet, the last time your income suddenly dropped? Choose all that apply. (Responses not mutually exclusive)</b>	<b>n</b>		<b>n</b>		<b>n</b>	
We cut expenses	5		3		2	

We borrowed money from relatives, friends and acquaintances	5		2		3	
We spent our savings	1		1		0	
We used a credit card	3		2		1	
We took a loan from bank or credit union	1		1		0	
We found employment	1		0		1	
My child or the family moved in with a relative	1		0		1	
I find it difficult to answer this question	1		0		1	
Other	2		1		1	

<b>Do you currently have a bank account or credit union account that you use to keep your money?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	9	64.3%	5	71.4%	4	57.1%
No	5	35.7%	2	28.6%	3	42.9%
<b>If you needed \$100 for an emergency, is there someone you could borrow it from?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	13	92.9%	7	100.0%	6	85.7%
No	1	7.1%	0	0.0%	1	14.3%
<b>Did (you/you or other adults in your household) ever cut the size of your meals or skip meals because there wasn't enough money for food?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	6	42.9%	1	14.3%	5	71.4%
No	6	42.9%	5	71.4%	1	14.3%
No response	2	14.3%	1	14.3%	1	14.3%
<b>In the last 12 months, did you ever eat less than you felt you should because there wasn't enough money for food?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	6	42.9%	1	14.3%	5	71.4%
No	7	50.0%	5	71.4%	2	28.6%
Don't know/No response	1	7.1%	1	14.3%	0	0.0%
<b>In the last 12 months, were you ever hungry but didn't eat because there wasn't enough money for food?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	6	42.9%	1	14.3%	5	71.4%
No	6	42.9%	5	71.4%	1	14.3%

<b>What is your current marital status?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Single/ never married	3	21.4%	2	28.6%	1	14.3%
Married	4	28.6%	3	42.9%	1	14.3%
Cohabiting or living with significant other/ partner	3	21.4%	0	0.0%	3	42.9%
Widowed	1	7.1%	1	14.3%	0	0.0%
Separated or divorced (was married and now separated)	3	21.4%	1	14.3%	2	28.6%
<b>Are all of your minor children (children under the age of 18 for whom you have legal custody) living with you at present?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	14	100.0%	7	100.0%	7	100.0%
No	0	0.0%	0	0.0%	0	0.0%
<b>Overall, how would you rate your health during the past month/30 days?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Excellent	0	0.0%	0	0.0%	0	0.0%
Very good	3	21.4%	1	14.3%	2	28.6%
Good	5	35.7%	3	42.9%	2	28.6%
Fair	1	7.1%	1	14.3%	0	0.0%
Poor	4	28.6%	2	28.6%	2	28.6%
Refused	1	7.1%	0	0.0%	1	14.3%
Don't know	0	0.0%	0	0.0%	0	0.0%
<b>Did oldest child residing with you receive a checkup in the past 12 months?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	12	85.7%	6	85.7%	6	85.7%
No	1	7.1%	1	14.3%	0	0.0%
No response	1	7.1%	0	0.0%	1	14.3%



<b>School enrollment FOR CHILDREN AGED 5-17: Is child enrolled in school?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	11	78.6%	5	71.4%	6	85.7%
No	0	0.0%	0	0.0%	0	0.0%
Not applicable/No response	3	21.4%	2	28.6%	1	14.3%
<b>School enrollment FOR CHILDREN AGED 5-17: Has child changed school in past 6 months?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	2	14.3%	2	28.6%	0	0.0%
No	8	57.1%	2	28.6%	6	85.7%
Not applicable/No response	4	28.6%	3	42.9%	1	14.3%
<b>FOR CHILDREN AGED UP TO 4 YEARS AND 11 MONTHS: Is your child in regular child care (10 hours/week on average)?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	2	14.3%	2	28.6%	0	0.0%
No	1	7.1%	0	0.0%	1	14.3%
Not applicable/No response	11	78.6%	5	71.4%	6	85.7%
<b>Have you been contacted by child's school or childcare provider or the police regarding child's conduct problems?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	1	7.1%	1	14.3%	0	0.0%
No	12	85.7%	6	85.7%	6	85.7%
No response	1	7.1%	0	0.0%	1	14.3%
<b>Do you own a car?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	11	78.6%	6	85.7%	5	71.4%
No	3	21.4%	1	14.3%	2	28.6%
No response	0	0.0%	0	0.0%	0	0.0%

<b>Do you have a working cell phone?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	14	100.0%	7	100.0%	7	100.0%
No	0	0.0%	0	0.0%	0	0.0%
<b>Which of the following best describes the type of cell phone you have?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Government issued	3	21.4%	0	0.0%	3	42.9%
Prepaid	0	0.0%	0	0.0%	0	0.0%
Contract/Post-paid	11	78.6%	7	100.0%	4	57.1%
<b>How much do you pay for cell service per month? (Participant's contribution, if part of family plan and don't contribute to cost, then answer is \$0)</b>						
Mean	\$35		\$45		\$24	
Median	\$45		\$50		\$0	
Range	\$0-\$75		\$0-\$66		\$0-\$75	
<b>Are there some months when you cannot afford to keep your cellphone on?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	7	50.0%	5	71.4%	2	28.6%
No	7	50.0%	2	28.6%	5	71.4%
<b>Do you use your cell phone to access the internet?</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>
Yes	12	85.7%	7	100.0%	5	71.4%
No	2	14.3%	0	0.0%	2	28.6%
<b>If no, can you access the internet some other way?</b>	<b>N=2</b>		<b>N=0</b>		<b>N=2</b>	
Yes	2		0		2	
No	0		0		0	
<b>When did you last check the internet for any kind of information (# of days)?</b>						
Mean	1.8		0.7		2.9	

Median	0		0		1.0	
Range	0 to 8		0 to 4		0 to 8	
<b>What is the highest grade or year of regular school that you have completed and gotten credit for, in the country where you attended school?</b>	n	%	n	%	n	%
Nursery school to 6th grade or no schooling	0	0.0%	0	0.0%	0	0.0%
7th to 12th grade – no diploma	7	50.0%	3	42.9%	4	57.1%
High School Graduate/ have diploma	3	21.4%	1	14.3%	2	28.6%
High School Equivalent (GED) General Equivalency Diploma	0	0.0%	0	0.0%	0	0.0%
Some College	2	14.3%	1	14.3%	1	14.3%
Technical Certificate	0	0.0%	0	0.0%	0	0.0%
Associates Degree	1	7.1%	1	14.3%	0	0.0%
Bachelor’s Degree or higher (completed)	1	7.1%	1	14.3%	0	0.0%

<b>When searching for housing, are each of the following issues a big problem, small problem, or not a problem at all?</b>					
		<b>Big Problem</b>	<b>Small Problem</b>	<b>Not A Problem At All</b>	<b>No Response</b>
<b>Not enough income to pay rent</b>	NEW-All (N=14)	92.9%	0.0%	7.1%	0.0%
		13	0	1	0
	NEW-Full (N=7)	100.0%	0.0%	0.0%	0.0%
		7	0	0	0
	NEW-Brief (N=7)	85.7%	0.0%	14.3%	0.0%
		6	0	1	0
<b>Inability to pay a security deposit</b>	NEW-All (N=14)	64.3%	28.6%	7.1%	0.0%
		9	4	1	0
	NEW-Full (N=7)	85.7%	14.3%	0.0%	0.0%
		6	1	0	0
	NEW-Brief (N=7)	42.9%	42.9%	14.3%	0.0%
		3	3	1	0
<b>Lack of transportation to look for housing</b>	NEW-All (N=14)	7.1%	35.7%	57.1%	0.0%
		1	5	8	0
	NEW-Full (N=7)	14.3%	28.6%	57.1%	0.0%
		1	2	4	0
	NEW-Brief (N=7)	0.0%	42.9%	57.1%	0.0%
		0	3	4	0
<b>Poor credit history/no rental history</b>	NEW-All (N=14)	35.7%	50.0%	7.1%	7.1%
		5	7	1	1
	NEW-Full (N=7)	28.6%	57.1%	0.0%	14.3%
		2	4	0	1
	NEW-Brief (N=7)	42.9%	42.9%	14.3%	0.0%
		3	3	1	0

<b>When searching for housing, are each of the following issues a big problem, small problem, or not a problem at all? (Continued)</b>					
		<b>Big Problem</b>	<b>Small Problem</b>	<b>Not A Problem At All</b>	<b>No Response</b>
<b>Racial discrimination</b>	NEW-All (N=14)	28.6%	21.4%	50.0%	0.0%
		4	3	7	0
	NEW-Full (N=7)	14.3%	14.3%	71.4%	0.0%
		1	1	5	0
	NEW-Brief (N=7)	42.9%	28.6%	28.6%	0.0%
		3	2	2	0
<b>Not being currently employed</b>	NEW-All (N=14)	64.29%	0.00%	35.71%	0.00%
		9	0	5	0
	NEW-Full (N=7)	71.4%	0.0%	28.6%	0.0%
		5	0	2	0
	NEW-Brief (N=7)	57.1%	0.0%	42.9%	0.0%
		4	0	3	0
<b>Past eviction(s)/lease violations</b>	NEW-All (N=14)	21.4%	14.3%	64.3%	0.0%
		3	2	9	0
	NEW-Full (N=7)	28.6%	14.3%	57.1%	0.0%
		2	1	4	0
	NEW-Brief (N=7)	14.3%	14.3%	71.4%	0.0%
		1	1	5	0
<b>Someone in family has criminal record</b>	NEW-All (N=14)	7.1%	14.3%	78.6%	0.0%
		1	2	11	0
	NEW-Full (N=7)	0.0%	28.6%	71.4%	0.0%
		0	2	5	0
	NEW-Brief (N=7)	14.3%	0.0%	85.7%	0.0%
		1	0	6	0
<b>Family size</b>	NEW-All (N=14)	21.4%	50.0%	28.6%	0.0%
		3	7	4	0
	NEW-Full (N=7)	14.3%	57.1%	28.6%	0.0%
		1	4	2	0
	NEW-Brief (N=7)	28.6%	42.9%	28.6%	0.0%
		2	3	2	0

<b>When searching for housing, are each of the following issues a big problem, small problem, or not a problem at all? (Continued)</b>					
		<b>Big Problem</b>	<b>Small Problem</b>	<b>Not A Problem At All</b>	<b>No Response</b>
<b>Household member disability</b>	NEW-All (N=14)	0.0%	14.3%	85.7%	0.0%
		0	2	12	0
	NEW-Full (N=7)	0.0%	28.6%	71.4%	0.0%
		0	2	5	0
	NEW-Brief (N=7)	0.0%	0.0%	100.0%	0.0%
		0	0	7	0
<b>Difficulty in obtaining necessary documents (ex: proof of income)</b>	NEW-All (N=14)	28.57%	35.71%	35.71%	0.00%
		4	5	5	0
	NEW-Full (N=7)	14.3%	28.6%	57.1%	0.0%
		1	2	4	0
	NEW-Brief (N=7)	42.9%	42.9%	14.3%	0.0%
		3	3	1	0

<b>How often do you find it difficult to afford...?</b>					
		<b>1 = NEVER</b>	<b>2 = ONCE IN A WHILE</b>	<b>3 = FAIRLY OFTEN</b>	<b>4 = VERY OFTEN</b>
<b>The kind of medical care your family should have?</b>	NEW-All (N=14)	42.9%	28.6%	21.4%	7.1%
		6	4	3	1
	NEW-Full (N=7)	42.9%	57.1%	0.0%	0.0%
		3	4	0	0
	NEW-Brief (N=7)	42.9%	0.0%	42.9%	14.3%
		3	0	3	1
<b>Appropriate clothing for the summer or winter months for your family?</b>	NEW-All (N=14)	0.0%	64.3%	35.7%	0.0%
		0	9	5	0
	NEW-Full (N=7)	0.0%	71.4%	28.6%	0.0%
		0	5	2	0
	NEW-Brief (N=7)	0.0%	57.1%	42.9%	0.0%
		0	4	3	0
<b>The type of activities your family enjoys doing for fun?</b>	NEW-All (N=14)	0.0%	50.0%	21.4%	28.6%
		0	7	3	4
	NEW-Full (N=7)	0.0%	57.1%	14.3%	28.6%
		0	4	1	2
	NEW-Brief (N=7)	0.0%	42.9%	28.6%	28.6%
		0	3	2	2
<b>Your rent?</b>	NEW-All (N=14)	14.3%	7.1%	57.1%	21.4%
		2	1	8	3
	NEW-Full (N=7)	14.3%	14.3%	28.6%	42.9%
		1	1	2	3
	NEW-Brief (N=7)	14.3%	0.0%	85.7%	0.0%
		1	0	6	0

<b>How often do you find it difficult to afford...? (Continued)</b>					
		<b>1 = NEVER</b>	<b>2 = ONCE IN A WHILE</b>	<b>3 = FAIRLY OFTEN</b>	<b>4 = VERY OFTEN</b>
<b>The kind of food you and your family would prefer to eat?</b>	NEW-All (N=14)	21.43%	42.86%	28.57%	7.14%
		3	6	4	1
	NEW-Full (N=7)	14.3%	57.1%	28.6%	0.0%
		1	4	2	0
	NEW-Brief (N=7)	28.6%	28.6%	28.6%	14.3%
		2	2	2	1



<b>Were the following statements often, sometimes, or never true in the last 30 days ?</b>				
		<b>OFTEN TRUE</b>	<b>SOMETIMES TRUE</b>	<b>NEVER TRUE</b>
<b>The food that (I/we) bought just didn't last, and (I/we) didn't have money to get more.</b>	NEW-All (N=13)	30.8%	46.2%	23.1%
		4	6	3
	NEW-Full (N=6)	16.7%	50.0%	33.3%
		1	3	2
	NEW-Brief (N=7)	42.9%	42.9%	14.3%
		3	3	1
<b>(I/we) couldn't afford to eat balanced meals</b>	NEW-All (N=13)	15.4%	69.2%	15.4%
		2	9	2
	NEW-Full (N=6)	0.0%	83.3%	16.7%
		0	5	1
	NEW-Brief (N=7)	28.6%	57.1%	14.3%
		2	4	1

<b>Is each item True or False for you right now?</b>			
		<b>TRUE</b>	<b>FALSE</b>
<b>If I should find myself in a jam, I could think of many ways to get out of it</b>	NEW-All (N=14)	78.6%	21.4%
		11	3
	NEW-Full (N=7)	100.0%	0.0%
		7	0
	NEW-Brief (N=7)	57.1%	42.9%
		4	3
<b>At the present time, I am energetically pursuing my goals</b>	NEW-All (N=14)	78.6%	21.4%
		11	3
	NEW-Full (N=7)	100.0%	0.0%
		7	0
	NEW-Brief (N=7)	57.1%	42.9%
		4	3
<b>There are lots of ways around any problem that I am facing now</b>	NEW-All (N=14)	71.4%	28.6%
		10	4
	NEW-Full (N=7)	100.0%	0.0%
		7	0
	NEW-Brief (N=7)	42.9%	57.1%
		3	4
<b>Right now, I see myself as being pretty successful</b>	NEW-All (N=14)	50.0%	50.0%
		7	7
	NEW-Full (N=7)	71.4%	28.6%
		5	2
	NEW-Brief (N=7)	28.6%	71.4%
		2	5
<b>I can think of many ways to reach my current goals</b>	NEW-All (N=14)	85.7%	14.3%
		12	2
	NEW-Full (N=7)	100.0%	0.0%
		7	0
	NEW-Brief (N=7)	71.4%	28.6%
		5	2

<b>Is each item True or False for you right now? (Continued)</b>			
		<b>TRUE</b>	<b>FALSE</b>
<b>At this time, I am meeting the goals that I have set for myself</b>	NEW-All (N=14)	42.9%	57.1%
		6	8
	NEW-Full (N=7)	28.6%	71.4%
		2	5
	NEW-Brief (N=7)	57.1%	42.9%
		4	3
<b>I know where to go to get support if I need it</b>	NEW-All (N=14)	92.9%	7.1%
		13	1
	NEW-Full (N=7)	100.0%	0.0%
		7	0
	NEW-Brief (N=7)	85.7%	14.3%
		6	1

<b>What brought you in to New Economics for Women today?</b>
<b>NEW-Full (N=7)</b>
"I was 2 months late on my rent and was referred to NEW."
"Economically, not good right now. To be able to help family. Husband is working, but his wages only pay the rent."
"I lost one of my two jobs, and my boss referred me here because I was behind on my rent."
"We are behind on our rent and got an eviction notice at the beginning of October. We also wanted to learn how to budget and manage our money because we always run out."
"I was working through Valley College but laid off, got a two-day notice of eviction, did some research and found this facility."
"We need help with our housing because we have a week to leave."
"I am seeking better conditions for myself and my family."
<b>NEW-Brief (N=7)</b>
"My baby came early and we needed some help when neither of us was working."
"My friend told me about it because we were sent a warning notice from my landlord."
"Two years ago we were homeless, and I was pregnant. We moved to Florida, but had trouble with immigration and our lawyers, then moved to Arizona, where I had a surgery and got temporarily separated from my husband. We moved back to California to get away from immigration, and we needed help finding a good place to stay."
"I'm pregnant and can't work, so I needed assistance with the rent."
"I'm without a job and am living with my brother. My family needed help. My sister helped me find services."
"I'm not working, and WIC referred me to the services."
"We have had problems paying the rent."