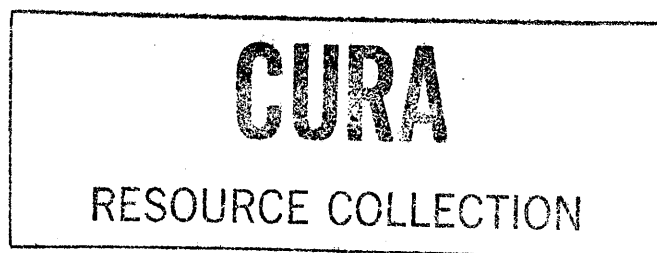


CATHOLIC CHARITIES DROP-IN CENTERS: USER PROFILE

(Based On A Survey In The Twin Cities, May 1982)

By

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**CURA has supported the work of the author(s) of this report but has not reviewed it for final publication. Its content is solely the responsibility of the author(s) and is not necessarily endorsed by CURA.**

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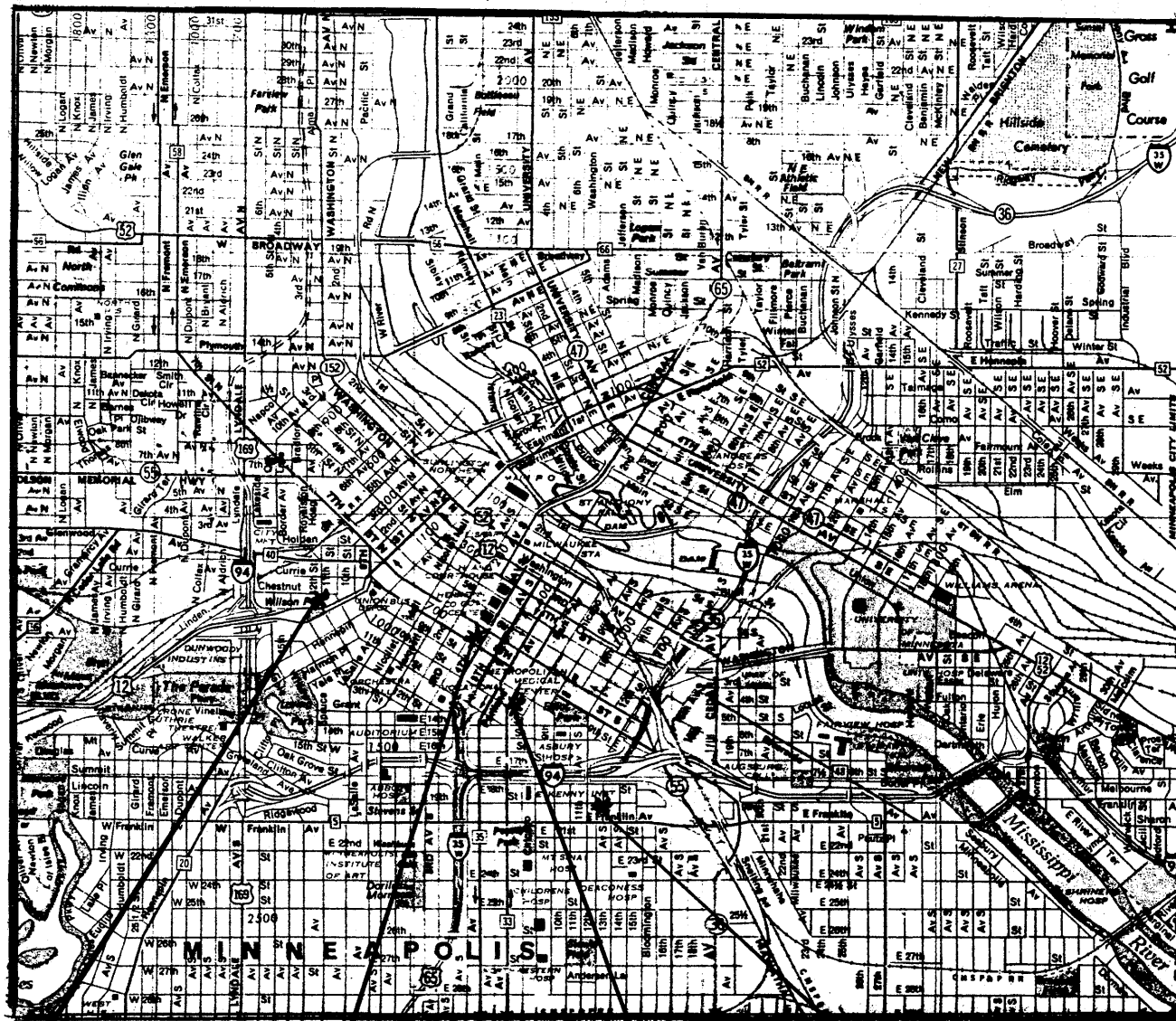
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During the fall and winter of 1981 and 1982 the Twin Cities community gave renewed attention to poor people in the area. While the Reagan administration's commitment to reducing social welfare expenditures elicited national debate about resources for the "truly" needy, this state's own fiscal crisis resulted in cutbacks to county run services and the General Assistance program. At the same time employment opportunities were withering for both white and blue collar workers. The frigid weather maximized problems for many and brought about a dilemma for those men and women whose only shelter is day to day or on the street. Community churches and centers turned basements into lodging halls and solicited food to keep pantries stocked for those in need, and some agencies began documenting the increasing demands for help and the limited resources that the community could make available.

Catholic Charities has a long history of benevolence to the poor. Among its current services are four drop-in centers - Branches I, II, III in Minneapolis and the Dorothy Day Center in St. Paul hereafter referred to as "the centers," - and a Housing Program in Minneapolis. (See maps on the following pages.) These centers operate with an open door, providing hot coffee, emergency food, a place to sit (or sleep in the case of the Housing Program), information, and welcoming atmosphere. Many of those who come by, either because they want to or because they need the emergency services available, would be described by others as "street people," "indigents," or "down and out."

In the past an individual center has used questionnaires to learn more about the visitors, but during the last year the rising number of new drop-ins

MINNEAPOLIS



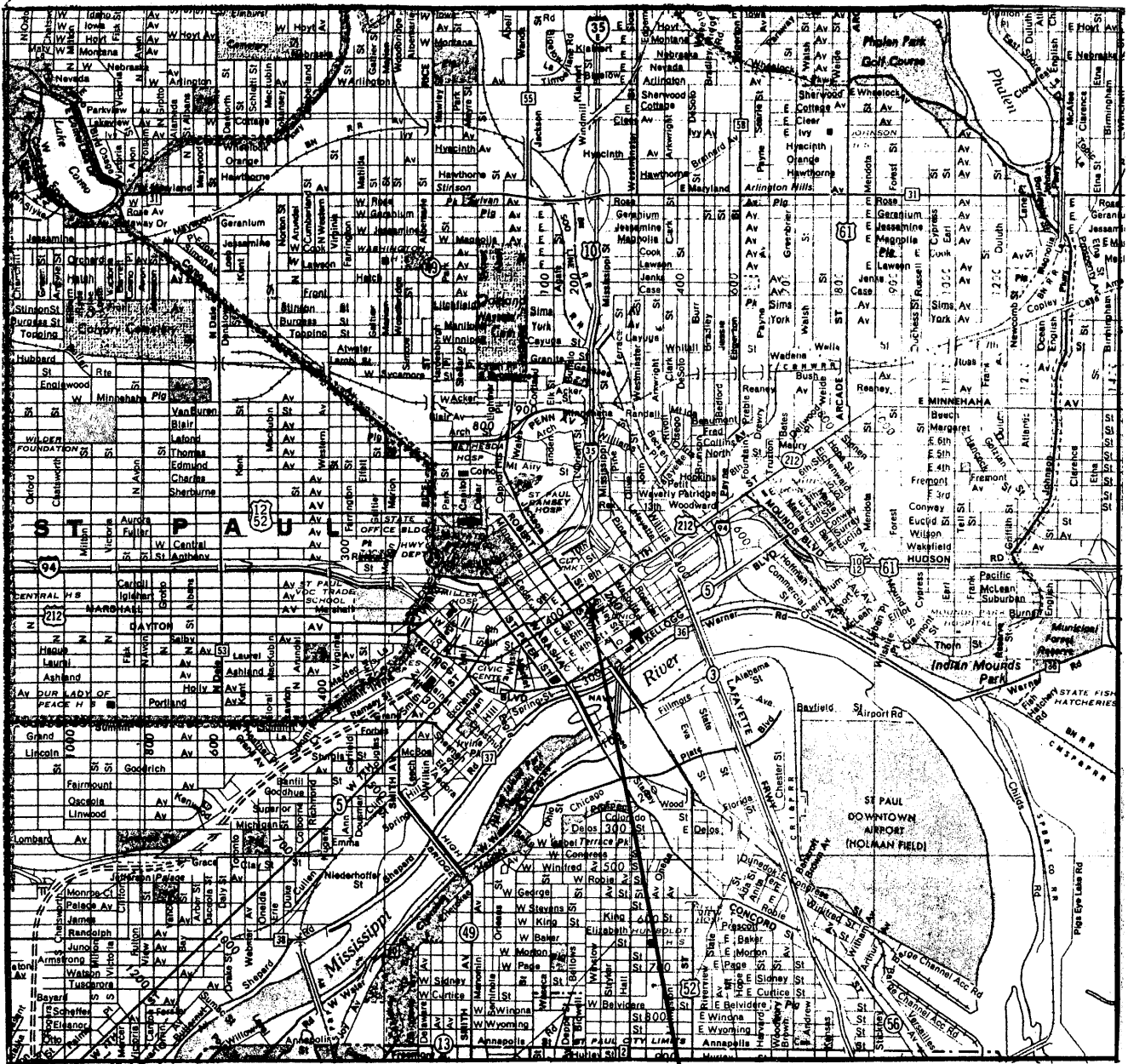
Branch II  
1201 Hawthorne  
Opened 1972

Housing Program  
404 S 8th St.  
Opened 1982

Branch I  
1308 E. Franklin Ave.  
Opened 1967

Branch III  
810 S 10th St.  
Opened 1980

ST. PAUL



Dorothy Day Center  
183 Old Sixth Street  
Opened 1981

at each center increased the need for a system-wide study of service users. A detailed questionnaire and interview were developed and administered at Branch II in November and December of 1981 as the beginning of this process.

The University of Minnesota Center for Urban and Regional Affairs (CURA) provided the computer analysis of the data generated. In the following Spring further conversations took place between Catholic Charities and CURA about studying the nature of the drop-in population at each of the centers. At the same time the Urban Coalition of Minneapolis was developing plans to survey clients from a range of metropolitan agencies which provide emergency services and material aid and the Coalition thus joined in discussions about an appropriate questionnaire.

During May 1982 the Catholic Charities staff distributed the survey forms and collected them from 706 of the people who visited these centers. Most of the questionnaires were completed at the beginning of the month when people receiving welfare checks usually are least in need of emergency services and therefore are less likely to have been present. No attempt was made to achieve a 100% survey. Incomplete questionnaires were accepted as the alternative to a control process of staff review. Such checking might have resulted in more complete information but the staff felt that this would interrupt and violate the non-judgemental environment which the Branches and the Dorothy Day Center have succeeded in creating. Simultaneously the Urban Coalition used a modified version of the survey at seventeen other locations, including the Charities' Housing Program. (In mid-September the Coalition released the findings of its study.)

The survey had forty-one demographic, experiential and attitudinal questions, some of which had multiple parts. (See Questionnaire in the Appendix.) Although a pretest was made, in retrospect it became apparent that the form of some questions was too intricate and some surveys were dotted with unanswered questions. Consequently, a different number of complete responses exists for every part of the survey and all the statistics are lower than they might have been if each person had given an answer to each question. Certain questions also included a time frame that appears to have been disregarded by some. However, the marked responses and handwritten comments on 706 unduplicated surveys from the centers and an additional 102 from the Housing Program provide an abundance of objective and subjective material.

The centers' staff were concerned about the demographic facts of the people who walk into their centers and in seeing what relationships might exist between these facts, the attitudes, and experiences of each center's drop-ins. Because the activities offered within the centers are diverse -- based on the belief that the drop-ins are a mixed group with changing needs -- the research took account of general trends as well as the contrasts within the survey population. Answers to survey questions were often broken down by age, gender, race, or level of education of respondent to see whether these factors appeared to affect the responses. For example, one might expect level of education to be related to job experience.

Three sections follow: 1) a general description of the people who came to the centers and filled out the questionnaire, their experiences with and attitudes toward work, 2) brief comments and questions about the data, and 3) a comparison of the populations at each of the Branches, the Dorothy Day Center and Housing program with critique of the effectiveness of the service.

The reader should bear in mind that the following report sometimes speaks about "poor people" yet it is based on a very self-selective group -- those who bring their needs to private agencies in specific locations -- in this case to the Catholic Charities' centers in the Spring of 1982.

### Section One - Description of the Population

The 706 questionnaires reflected a wide range of individual situations and attitudes among those using the centers. However, if a "typical" respondent were to be composed from the modal or most frequent response to each question, the person would be thus:

A single 27 year old white man living with at least two others in an apartment. While he had not been at that residence for more than two months, he considered Minneapolis his home and had been residing here in the city for at least two years. Before that he had lived elsewhere in the state.

This individual did not say how much rent he paid, nor did he indicate that he was receiving any assistance from welfare or other social insurance programs. His cash income the month before the survey had been less than one hundred dollars and this had come primarily from day labor.

The week before he filled out the questionnaire he indicated that his hours of employment had been "zero." His most recent steady employment had been in an unskilled service job lasting three months but he had lost that within the last year. During this same period he had spent time in a hospital.

He had a high school diploma and said that he was reliant on himself as the "only breadwinner;" he didn't work more regularly because he "couldn't find more."

The following tables show the strength of the frequency of some of the responses indicated above. They also show the wide range of answers to certain questions.



Age and Gender

The two most apparent characteristics of the drop-ins are 1) the predominance of males in a four to one ratio with females (as age increased the percent of males increased and 2) the youthfulness of the group. Of those whose ages are known, almost 50% are less than 35 years old and nearly 80% are less than fifty years. In a more typical setting these young and middle aged adults would be assumed to be in the "prime of life," building families and employment records.

TABLE 1: AGE AND GENDER

	Percent of Men and Women in Total Population	Number of Men and Women in Total Population	Men	Women	No Gender Indicated
Less than 20 years	4%*	(30)	(15)	(15)	
20 - 34 years	43%	(300)	(227)	(72)	(1)
35 - 49 years	26%	(184)	(156)	(28)	
Over 50 years	19%	(137)	(117)	(19)	(1)
No age indicated	8%	(55)	(34)	(12)	(9)
TOTAL	100%	(706)	(549) 78%	(146) 21%	(11) 1%

\*Percents have been rounded to nearest whole figure.

Race

Exactly one half of the survey population was white. While the percent of minorities who use the centers is greater than the percent of minorities living in the central cities, non-whites were a majority only at Branch I on Franklin Avenue where Indians were 63 percent of the drop-in population. Those who used "other" to describe themselves often wrote such comments as "white-Indian," "Indian-Mexican;" one answered the question by writing "no prejudice."

TABLE 2: RACE

	<u>Survey</u>	<u>Population</u>	<u>Central Cities</u>	<u>Metropolitan Area</u>
White	50%	(353)	88% (567,057)	95%
Indian	31%	(217)	2% ( 11,471)	1%
Black	8%	( 54)	7% ( 41,738)	3%
Other	4%	( 31)	2% ( 14,116)	— 1%
Oriental	1%	( 4)	1% ( 6,799)	—
Hispanic	3%	( 24)	2% ( 13,548)	
No Answer	3%	( 23)	0%	0%
TOTAL	100%	(706)	102%* (641,181)	100%

\*Note that in the 1980 Census Data, Hispanic is viewed as ethnicity, not race. Because the race of Hispanic people has already been shown in this column (mostly in "white" and "other"), it adds to more than 100 percent through double entry. Hispanic was included in this Central Cities column in order to provide a comparison with the data on the survey population.

Education

The 706 individuals filling out the survey included 15 percent with less than a grade school diploma and a slightly larger percent -- 19 percent -- with college experience. Most people's level of education fell between these extremes. Exactly 50 percent had completed high school or had further education.

The Minneapolis Tribune, (7c, 9-17-82) reported that 80 percent of those over 25 years old in the Twin Cities had four or more years of high school. Only 50 percent of the survey's total had diplomas, therefore the statistics suggest that the rate of educational achievement for the survey population is below that of the area's overall population.

TABLE 3: EDUCATION

No education	1%	(7)	
Attended or Completed Grade School	14%	(98)	
Attended High School or Vocational Training	32%	(228)	
Completed High School Diploma	31%	(216)	50% (High school diploma or further education)
Attended or Completed College	19%	(136)	
No Answer	3%	(21)	
<hr/>			
TOTAL	100%	(706)	

Marital Status and Living Situation

Table 4 shows that less than ten percent said they were married; almost all of the other respondents were single -- or single again after marriage. Statistics indicate that some of the 87 percent who were unmarried were not living alone but with others (see Table 5). The isolation suggested in the earlier table is thus modified as more than one-third indicated that they lived with at least one other person. However, almost half of the drop-ins did not answer the question, therefore, a full picture of the household networks is not available.

TABLE 4: MARITAL STATUS

Single	55%	(390)	} 87% (Single)
Once Married (divorced, widowed)	32%	(222)	
Now Married	9%	(65)	
No Answer	4%	(29)	
<hr/>			
TOTAL	100%	(706)	

TABLE 5A: LIVING SITUATION

Living Alone	17%	(121)	
Living With One Other	15%	(103)	} 37% (Living with Others)
Living With Two or More	22%	(156)	
No Answer	46%	(326)	
<hr/>			
TOTAL	100%	(706)	

Further analysis showed that among those who answered the question, women were more likely than men to be living with others (see Table 5B). People under 35 years old were also the ones most likely to be in shared living situations (see Table 5C).

TABLE 5B: LIVING SITUATION BY GENDER OF RESPONDENT

	Men	Women
Living Alone	39% (101)	17% (17)
Living with One Other	24% (61)	34% (34)
Living with Two or More	37% (97)	49% (49)
TOTAL	100% (259)	100% (100)

Most men did not answer this question about living with others. The modal respondent described at the beginning of this section was a man living with others. That is the result of using the most frequent response to the question given by the total population, men and women.

TABLE 5C: LIVING SITUATION BY THE AGE OF RESPONDENTS

	Less Than 20 Years	20-34 Years	35-49 Years	Over 50 Years
Living Alone	21% (4)	26.5% (49)	40% (38)	46% (27)
Living With One Other	16% (3)	26.5% (49)	26% (25)	30% (18)
Living With Two or More	63% (12)	47 % (87)	34% (33)	24% (14)
TOTAL	100% (19)	100 % (185)	100% (96)	100% (59)

A "partner of the opposite sex" and "children under 19 years" were most frequently the other people in a household. The absence of older children is consistent with the youthfulness of the group as well as the general tendency of children who reach adulthood to leave home. As Table 6 shows, living with others who were unrelated was a fraction more common than living with relatives. Because it was possible for a respondent to check more than one category, the columns do not total to 100 percent or 706.

TABLE 6: LIVING WITH OTHERS

With Partners	20%	(140)
With Children Under 19 Years	15%	(108)
With Children Over 19 Years	3%	(22)
With Unrelated Others	8%	(59)
With Related Others	7%	(50)

Residence

Over one-third of the survey population had always lived in the Twin Cities or had lived someplace else in the state prior to moving to the Twin Cities. Beyond the metropolitan area the Indian reservations had served as distinct population feeders. From among the other states, California most frequently had been the home of the drop-ins, but every state in the Union had been the prior home of at least one person in the study. Many had made the move to Minnesota years in the past.

TABLE 7: RESIDENCE PRIOR TO THE TWIN CITIES

Minnesota	35%	Metro region	- 68
		Reservations	- 48
		Duluth	- 16
		Other	-118
			<hr/>
			(250)
Border States	14%	Wisconsin	- 32
		Iowa	- 15
		N. Dakota	- 22
		S. Dakota	- 29
		Canada	- 3
			<hr/>
			(101)
Other States	35%	California	- 33
		Illinois	- 22
		Texas	- 12
		Others	-178
			<hr/>
			(245)
No Answer	16%		
	<hr/>		
TOTAL	100%		(706)

Almost three-fourths of the people had been in the Twin Cities for over a year, one half for over five years and one-fifth for over twenty years. In some cases people had been born here. The definition of "newcomer" or "transient" can vary, but the great majority of the people in survey appear not to match that description.

TABLE 8: RESIDENCE IN THE TWIN CITIES

One Year or Less	15%	(103)	
Over One Year to Five	22%	(159)	
Over Five Years to Twenty	29%	(204)	50% (Lived in Twin Cities over 5 Years)
Over Twenty Years	21%	(151)	
No Answer	13%	(89)	
TOTAL	100%	(706)	

Table 9 shows that the greatest percentage of newcomers to the metropolitan area were from other states. Conversely, the greatest percentage of those with longest residency in the area listed a place in Minnesota as their home prior to the Twin Cities. Those who listed no prior residence may have done so because they had always lived in the metropolitan area.

TABLE 9: LENGTH OF RESIDENCE IN TWIN CITIES BY LOCATION  
OF RESIDENCE PRIOR TO TWIN CITIES

Residence in Twin Cities	Less Than One Year	Over 20 Years
From Minnesota	18% (19)	45% (68)
From Border States (4 States and Canada )	18% (19)	5% (7)
From Other States (55 States)	60% (61)	22% (33)
No Prior Residence Indicated	4% (4)	28% (42)
TOTAL	100% (103)	100% (151)



Table 10 shows that long term residence in the state and metropolitan area has not guaranteed residential stability for most people in this group. High mobility is characteristic of people living in the Central District in Minneapolis where the Branches are located; the area is second only to the University Community in housing turnover. However, reasons for change in occupancy vary around the city. Respondents were asked how long they had stayed at their present address and if they had been "forced to move during the past year" for any from a list of reasons. Structural changes in the building and "personal reasons" were both possible choices. Forty-nine percent did not answer but 38% of 706 said they had moved simply because they could not afford to stay.

TABLE 10: LENGTH OF TIME PRESENT ADDRESS

Less than one month	8%	(60)
2 - 6 months	20%	(144)
7 -18 months	12%	(82)
19 months - 3 years	6%	(43)
Over three years	4%	(26)
No Answer	50%	(351)
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TOTAL	100%	(706)

People had a variety of housing arrangements as Table 11 shows. The explanations given for the category of "Other" sometimes included residence with relatives, friends or in some community agency -- for example "(I stay at) Brothers (sic) in cold months and in Indian Club." Often, however, explanations overlapped with the category of "No Place." Some respondents elaborated on "No Place" describing it as "Anywhere USA," "Empty Building," "The Railroad Yard," and the most repeated explanation was "Under a Bridge."

TABLE 11: TYPE OF RESIDENCE

Apartment or Efficiency	32%	(225)	59%
Sleeping Room or Board and Room	17%	(120)	
One or Two Family House	10%	(69)	
No Place	17%	(118)	30%
Overnight Shelter (emergency shelter provided by church or community group)	6%	(45)	
Group Facility (semi-permanent residence funded with public monies as part of a training or therapeutic program)	4%	(25)	
Other	3%	(23)	
No Answer	11%	(81)	
<b>TOTAL</b>	<b>100%</b>	<b>(706)</b>	

While not having an address can be the choice of some and a strategy for getting along with less money, for others it is an unchosen dilemma. Bad weather can make even a choice unbearable. Those "without an address" were asked how long this had been the case. One hundred and ninety-one answered: One-fifth of these "homeless" had been "without an address" less than one month but at least half of the **group** had been without their own residence throughout the winter. For a dozen men this life style had continued for over seven years. "No answer" in this question includes those who did have an address as well as others who simply did not answer.

TABLE 12: LIVING WITHOUT AN ADDRESS

Without an Address	27%	(191)
One Month or Less	5%	
Two Thru Six Months	10%	
Seven Thru 24 Months	10%	
Over 24 Months	2%	
No answer or with Address	73%	(515)
	<hr/>	<hr/>
TOTAL	100%	(706)

Being homeless was a characteristic defined by gender. Men were disproportionately among those in emergency shelters and "no place." While the aged and wandering "bag lady" has become a symbol of some of this society's failures to provide security for the elderly and the ill, in this research only two women over age 50 lacked a permanent residence while 27 older men did.

TABLE 13: TYPE OF RESIDENCE AND GENDER

	<u>Percent of Total Survey Population</u>	<u>Percent Living "No Place"</u>	<u>Percent Living In Overnight Shelters</u>
Men	78%	95% (103)	88% (38)
Women	21%	5% (5)	12% (5)
No Gender Indicated	1%		
TOTAL	100%	100% (108)	100% (43)

Newcomers who had been in the area for less than a year were more likely to be among those without permanent address and the rate of being homeless dropped after a year. However, even long term residents of the area apparently were not immune to the circumstances forcing some into emergency shelters, or the alternative of "no place."

TABLE 14: LENGTH OF RESIDENCE IN TWIN CITIES  
BY ABSENCE OF PERMANENT RESIDENCE

	<u>1-12 Months</u>	<u>12 Months-5 Years</u>	<u>5-20 Years</u>	<u>Over 20 Years</u>
Persons in Twin Cities	(96)	(136)	(181)	(154)
Person in Shelters, Group Homes, "No Place" or "Other"	(45) = 47%	(40) = 29%	(52) = 29%	(49) = 32%

## Institutionalization

Impermanent residence marked the daily lives of some individuals. Temporary residence in institutional facilities is another occurrence that distinguishes this group of 706 from the general population. People were asked which facilities they had been in during the last year. While almost one half of the respondents checked nothing because they used no institutions or because they skipped the question, the others each indicated an average of two places. Because of this multiple response the percentages do not add to one hundred.

TABLE 15: USE OF INSTITUTIONAL FACILITIES

Hospital	33% of 706	(233)
Detoxification Center	21%	(150)
Prison or Jail	15%	(109)
Alcohol Treatment	14%	(99)
Crisis Center	13%	(92)
Workhouse	8%	(53)
Mental Institution	6%	(43)
Juvenile Detention Center	3%	(22)
TOTAL ANSWERS		(801)
Number Persons Answering		(393)
No Answer		<u>(313)</u>
TOTAL		(706)

Ill health leading to hospitalization had been the most common experience. The two facilities related to alcohol had the second greatest use. If alcoholism is considered an illness, health needs as opposed to asocial or criminal behavior dominated as the causes leading to institutionalization. The likelihood of having spent time in one or more of these institutions was slightly related to individuals' age and race; level of education was found to have little effect. Respondents between the ages of 20 and 34 were most likely to have spent time in one or more facility (see Table 17). Indians were disproportionately represented in the statistics from the workhouse and detoxification center. Whites were disproportionately present among those who had been in mental institutions. Blacks indicated that proportionally they had had the fewest number of experiences in these institutions (see Table 16).

TABLE 16: INSTITUTIONALIZATION AND RACE

	Percent of Total Survey Population	Percent In Hospital	Percent in Detox	Percent in Alcohol Treatment	Percent in Prison or Jail	Percent in Workhouse	Percent in Mental Institution
White	50%	54%	44%	49%	44%	37%	68%
Indian	31%	30%	43%	35%	38%	47%	10%
Black	8%	5%	4%	7%	8%	10%	5%
Other	8%	11%	9%	9%	10%	6%	17%
No Answer	3%						
TOTAL	100%	100%	100%	100%	100%	100%	
Number	(706)	(228)	(146)	(96)	(108)	(51)	(41)

TABLE 17: INSTITUTIONALIZATION AND AGE

	Percent of Total Survey Population	Percent in Hospital	Percent in Detox	Percent in Alcohol Treatment	Percent in Prison or Jail	Percent in Workhouse	Percent in Mental Institution
Less than 20	4%	5%	3%	2%	5%	2%	0%
20-34 Years	43%	47%	48%	46%	63%	54%	54%
35-49 Years	26%	25%	33%	32%	27%	38%	31%
Over 50 Years	19%	23%	16%	20%	5%	6%	15%
TOTAL	100%	100%	100%	100%	100%	100%	100%
Number	(706)	(215)	(144)	(92)	(100)	(48)	(39)

Source of Income

A number of questions in the survey asked about source of income, attitudes toward work and actual work experiences over time. The variety of income sources are listed below. Respondents often selected more than one therefore the percentages in Table 19 do not add to 100 percent.

TABLE 18: NUMBER OF RESPONSES TO SOURCE OF INCOME

Work	29%	(301)
Social Welfare Programs	46%	(481)
Individual Efforts	19%	(202)
Other	6%	(67)
TOTAL	100%	(1051 Responses)

TABLE 19: PERCENT OF ALL INDIVIDUALS USING EACH SOURCE OF INCOME

Work		
Day Labor	33% of 706	(234)
Steady Employment	9%	(67)
<u>Social Welfare Programs</u>		
Food Stamps	25%	(179)
General Assistance (GA)	14%	(87)
Social Security (SS)	8%	(54)
Aid to Families of Dependent Children (AFDC)	6%	(44)
Supplemental Security Income (SSI)	6%	(41)
Unemployment Compensation	4%	(26)
Veterans Pension	3%	(23)
Disability Insurance	2%	(17)
Other Pensions	1%	(10)
<u>Individual Efforts</u>		
Selling Blood	20%	(138)
Panhandling	9%	(64)
Other	9%	(67)
TOTAL		(1051)
No. Persons Answering		(613)
No Answer		(93)
TOTAL		(706)



If grouped together, food stamps, public assistance and other social insurance programs were the sources of income most frequently listed. However, more individuals in this survey relied on paid employment than on any other single source of income.

The drop-ins were asked to name their most recent job and others they had held. Sixty-two percent of these jobs fit into the federal government classifications called "laborers" and "service workers". A typical work history included employment such as "house remodeling," "highway work," "hospital work," "security," "truck driver," "janitor," "dishwasher," and "cook."

Some jobs reflected experiences in distant settings—"logging," "work on shrimp boats," and "off shore oil rigs." Jobs also revealed participation in education and training programs - "electronics (navy)," "computer operator," "going to school-CETA." One identified himself as a "psychiatric assistant," another said "I'm only a welder, one of the best in the state," one called himself a "poet in residence."

In the category marked "other" source of income, many wrote "self employed" with examples of industry such as "work for landlord," "art work," "babysitting," "sell aluminum can," "bicycle repair," "sell Indian jewelry."

Not all the strategies to create income were consistent with middle class standards of self-help. The reliance on selling one's blood was widespread. Men and women of all age groups used this as an income source. A few people described activities such as "selling and pawning things," "prostitution to get rent money," "selling pot on streets," and "hustling."

Unemployment

In a variety of ways men and women testified to working, but work was almost always irregular. Respondents were asked how many hours they had worked the week before they had answered the questionnaire.

TABLE 20: HOURS WORKED LAST WEEK

Zero Hours	34%	(242)
One to 15 Hours	13%	(89)
16 to 40 Hours	14%	(101)
Over 40 Hours	1%	(7)
No Answer	38%	(276)
<hr/>		
TOTAL	100%	(706)

Only Fifty-one percent of the respondents answered positively that within the last three years they had had a full time job that lasted longer than two weeks. In another question people indicated the duration of the "last" job.

TABLE 21: MONTHS HELD LAST OR CURRENT JOB

Less Than One Year	34%	(237)
13 Months to 4 Years	14%	(98)
Over Four Years	4%	(30)
No Answer	48%	(341)
<hr/>		
TOTAL	100%	(706)

Two hundred ninety-five indicated how many months had passed since this job terminated. For most of this group unemployment had stretched back through the winter months of 1981-82.

TABLE 22: MONTHS SINCE LAST JOB TERMINATED  
(COUNTED FROM MAY 1982)

Three months or less	9%	(63)
4 - 12 months	18%	(126)
13 - 2 years	9%	(66)
Over 2 Years	6%	(40)
Date of Termination Unknown	5%	(37)
Still Working	5%	(35)
No Answer	48%	(339)
<hr/>		
TOTAL	100%	(706)

People in the survey population were asked why they worked less than full time. For those who answered, irregular employment is a problem, not a choice.

TABLE 23: REASONS FOR LESS THAN FULL TIME WORK

Can't Find More	42%	(295)
Unable to Work More	9%	(67)
Part-time Work Suits Best	9%	(61)
NA, Working Full Time	8%	(54)
No Answer	32%	(229)
<hr/>		
TOTAL	100%	(706)

General Assistance

In 1981 the Minnesota state budget deficit created legislative pressure to reduce welfare expenditures. One result was a change in regulations for the General Assistance program. Previously the inability to find employment had been considered along with other factors in determining eligibility. The new regulations defined as "employable" those persons with high school diplomas, a recent history of work, or other evidence of being able to work. Such people would now be ineligible for GA. Unemployed men and women who lacked such work credentials could qualify for General Assistance for only five weeks per year. The high unemployment rate and the lack of job opportunities was discounted in the process of determining eligibility.

By September 1982 these changes had reduced the Hennepin County GA case-load by 58%. (As of writing this report, however, the rule change had been stayed by the St. Paul District Court following a suit lodged by the Minneapolis Urban Coalition and the Minnesota AFL-CIO.) At the centers, a quarter of the survey population indicated they had once been GA recipients. In May 1982 over two-thirds of these recipients had lost their eligibility during the past year.

TABLE 24A: RECIPIENTS OF THE GENERAL ASSISTANCE PROGRAM

Never in Program	28%	(200)	
Terminated in Past Year	17%	(117)	
Benefits the Same	5%	(35)	24% (have participated in program)
Benefits Reduced	2%	(17)	
No Answer	48%	(337)	
TOTAL	100%	(706)	

Table 24B on this page shows that men were proportionally more likely than women to have been terminated; older people were proportionally less likely than younger people to have been found ineligible. This same table analyzes the characteristics of participants who had relied on GA for income in the month prior to the survey. (This group of 87 persons appears on Table 19). Participation in the program included men and women of all ages, races, and levels of education. Minorities and people aged 20-34 were disproportionately present.

TABLE 24B: ENROLLMENT AND TERMINATIONS IN GA

	Percent of 706	Percent Terminated from GA in Past Year	Percent Used GA As Income Source "Last Month"
<b>Gender:</b>			
Men	78%	85%	76%
Women	21%	15%	24%
No Answer	1%	-	-
	100% (706)	100% (116)	100% (87)
<b>Age:</b>			
10-19	4%	5%	1%
20-34	43%	51%	51%
35-49	26%	33%	30%
50 and Over	19%	11%	18%
No Answer	8%	-	-
	100% (706)	100% (107)	100% (81)
<b>Race:</b>			
White	50%	55%	43%
Indian	31%	30%	40%
Black	8%	8%	4%
Other	8%	7%	13%
No Answer	3%	-	-
	100% (706)	100% (113)	100% (86)
<b>Education:</b>			
Less Than H.S. Diploma	36%	33%	43%
H.S. Diploma or Vocat. Trng	42%	50%	42%
Some College or Degree	19%	17%	15%
No Answer	3%	-	-
	100% (706)	100% (115)	100% (87)

Attitudes: The Problems

In describing what was "responsible for your current situation" and what "should be done because of the problems people have," a broad cross section of the survey population focused on work. Other factors were cited as well.

Tables 25 and 26 show that "problem" options included a variety of economic, political, institutional and personal factors (unfortunately racism was excluded from the list, this was written in by four persons). When the possible choices are grouped, the reasons related to the individual dominated, but more people selected "No jobs ..." than any other single reason as the cause of their current problems.

TABLE 25: NUMBER OF RESPONSES TO CAUSE OF PROBLEM

Self/Sociological Reasons (Self, Alcoholism, Family, Poor health, Inadequate education	35.4%	(761)
Economic Reasons (No jobs, Private business)	21.2%	(457)
Political Reasons (Government, Politicians)	15.3%	(329)
Institutional Reasons (Welfare department, Military, Police or Jail)	12.3%	(265)
Exterior Forces (Bad luck, God/Great Spirit)	11.4%	(245)
Don't Know, Other	4.4%	(94)
TOTAL	100 %	(2151)

TABLE 26: PERCENT OF ALL INDIVIDUALS  
CHOOSING EACH PROBLEM

No jobs or bad economy	55% of 706	(390)
Self	35%	(249)
Bad Luck	25%	(181)
Government	25%	(180)
Welfare Department	21%	(150)
Politicians	21%	(149)
Alcoholism	20%	(143)
Education	19%	(134)
Poor Health	19%	(132)
Family	15%	(103)
Police or jail	10%	(74)
Private Business	9%	(67)
God/Great Spirit	9%	(64)
Don't Know	8%	(59)
Military Service	6%	(41)
Other	5%	(35)
<hr/>		
TOTAL		(2151)
No. Persons Answering		(610)
No Answer		(96)
<hr/>		
TOTAL		(706)

Respondents added to the list by explaining "other" reasons. Some were personal, for example "pregnant," "I am a stutterer (poor speech)," "lazy." Other comments identified national events which have an impact on everyone, such as "lay-offs," "tax laws of September 1978," "Reagan," "foreigners." (The last came from a questionnaire that made additional notes about competition in the labor market.)

"No jobs or bad economy" was not immediately followed by choices such as "government" or "private business" which also would locate the cause of problems in the "system," instead, "self" was the second most common selection. People held themselves accountable. The categories of gender, age, race, and level of education were not helpful in distinguishing those who chose either of these two problems. However, some options were selected by disproportional numbers of certain categories of people.

While all problems were mentioned by some persons in all groups. Table 27 suggests the tendencies apparent in the selection process. The designation of "More" or "Fewer" takes into consideration the percent of each group in the total survey population. It is not based simply on the number of responses.

TABLE 27: DEMOGRAPHIC PROFILE OF THOSE  
WHO SELECTED WHICH PROBLEMS

No jobs or bad economy - Even distribution among age, gender, race and level of education.

Self - Even distribution.

Government - More young people, more white people, more 20 to 34 year olds, fewer over 50 years old, fewer Indians, more men.

Bad Luck - Even distribution.

Welfare department - More women.

Politicians - More 20 to 34 year olds, more white people, more men, fewer over 50.

Alcoholism - More Indians, more 35 to 49 year olds.

Education - More of those with some high school but no diplomas, more over 50 years old.

Poor health - More white people, more over 50 years old.

Family - More women.

Police or jail - More 20 to 34 year olds, more men, fewer with college educations, more with less education.

Private business - More white men, fewer Indians, more with college educations, more young people.

God/Great Spirit - More Indians.

Military service - More men, more white people, fewer Indians.



Attitudes: The Solutions

The questions about "solutions" followed the question about "problems;" "Give people work" was chosen by most people. On the average almost four options were selected by each person who answered this question.

TABLE 28: WHAT IS THE SOLUTION?

Give people work	81% of 706	(574)
Lower housing costs	65%	(462)
Lower food costs	63%	(448)
Build more housing	44%	(315)
Expand welfare	39%	(279)
Raise welfare grants	39%	(278)
Leave people alone	23%	(168)
Other	9%	(70)
Don't Know	9%	(68)
<hr/>		
TOTAL		(2662)
No. Answering		(663)
No Answer		(43)
TOTAL		(706)

The first choice of "give people work"- -implying a rather self-reliant attitude - - was chosen more frequently than options which might be interpreted as "charity." Housing costs and food costs are both tied to other parts of the survey describing peoples' needs, nevertheless, twice as many people asked for work than asked for welfare as a solution. A number of written comments which supported the request for work were entered as "other," for example:

Give People's (sic) Work !!!

In Minneapolis, give an Indian an even break employee's (sic) wise.

Teach people how to fish or work and teaching for the able bodied would be compulsory, then place them for jobs.

Giving jobs to those who can handle them and help to others.

Teach vocational training to poor people.

A chance to make a decent living.

A variety of political and economic proposals were offered: "Stop building bombs," "More domestic rather than foreign aid," and "Lower taxes," "Lower the retirement age," "Lower interest rates," and "Lower costs." Religious solutions were suggested: "Listen to devotees of Krishna," "Pray for them and be kind." Social and psychological help was described: "Help people be aware that they are capable," "Leave Indians alone and let them go back to Mother Earth," and "Educate people on how to adjust to changes in life."

When the respondents were asked to select out the one most important solution, "Give work" was the choice of 67%, a broadly based group in which men were proportionally a bit more obvious than women; neither age nor race seemed to affect the frequency of this choice. A larger percentage of women than men had voted for lower housing and food costs and were responsible for almost half of the votes for changing the welfare system.

Attitudes: The Future

People were asked to compare their present situation with the past and with expectations for the future. Feelings toward the present were split roughly into thirds with the greatest number feeling they were "worse off" now than last year. But when asked about next year, the majority expected to be "better off."

TABLE 29: SITUATION NOW VERSUS LAST YEAR

Worse Than Last Year	35%	(240)
About the Same	33%	(236)
Better Than Last Year	25%	(173)
No Answer	7%	(48)
<hr/>		
TOTAL	100%	(706)

TABLE 30: SITUATION NEXT YEAR

Worse Off Next Year	10%	(69)
About the Same	27%	(193)
Better Off Next Year	55%	(390)
No Answer	8%	(54)

Tables 31 and 32 indicate that the respondents with greater amounts of education were slightly more likely to see their present situation as "worse" than before, but also more likely to expect the future to be "better." Other demographic attributes did not differentiate appreciably.

TABLE 31: SITUATION NOW VERSUS LAST YEAR

	Worse Than Last	Same	Better	TOTAL	Number
Attended or Completed Grade School	26%	57%	17%	100%	(100)
Attending High School or Vocational Training	37%	33%	30%	100%	(212)
Completed High School	38%	34%	28%	100%	(205)
Attended or Completed College	48%	28%	24%	100%	(129)

TABLE 32: SITUATION NEXT YEAR

Attended or Completed Grade School	17%	47%	36%	100%	(93)
Attended High School or Vocational Training	7%	31%	62%	100%	(210)
Completed High School	10%	25%	65%	100%	(208)
Attended or completed College	11%	23%	66%	100%	(129)

A part of the over-all optimism that appeared may have been related to some individuals' sense of having relationships with people and agencies which could be relied on in times of trouble. One question asked the respondent to select people or places with which she or he had "a close relationship ... in this community;" a second question asked which "would you turn to first if you had a problem." Eighty-five percent of the cases said they had "friends," 46 percent had "family" and 32 percent had a relationship with a "private agency (like this one)." Friends were also selected as the first source of help for one out of every four respondents.

TABLE 33: FIRST SOURCE OF HELP

Friends	25%	(176)
Private Agency	13%	(91)
Family	12%	(82)
Church	8%	(56)
Welfare Dept.	3%	(23)
Other Public Agencies	1%	(10)
No Answer	38%	(268)
TOTAL	100%	(706)

A few wrote comments such as "When a problem arrives I'll deal with it the best way I can," "Indian Neighborhood Club," "To the Lord," but over two dozen write-ins named a specific center as the "Private agency" they would call on for help. For example, one wrote "Dorothy Day Center, I feel like I'm welcome and don't have to beg, more than once I've gotten help here."

## Section Two - Comments and Questions Based on the Data

In every aspect of our society there are sets of persisting, popularly held ideas that were true once but no longer, or that tell only part of the story. There are popularly accepted notions about who is poor and why, this data on those who use Catholic Charities supports some of these ideas, but also shows a more complicated picture.

Communities sometimes assume that the needy have come from some other place, unfairly imposing their needs on the resources of the new home. It is true that people in the survey represented every state in the Union (for decades the Twin Cities have attracted people of all income levels who are drawn to what has been a growing economy and an impressive quality of life). However, the largest group of individuals in this study had histories in this state. Just as many people and places in Minnesota are suffering from the recent state and federal budget problems, the persons answering the questionnaire found themselves "worse off" during the past year than they had previously.

Minorities are often associated with the use of social services and public assistance. Here white persons dominated but the percentage of the minorities using the centers was far greater than the percentage of minorities in the area's population. However, even apparently straight forward figures can be interpreted in more than one way. Do the figures suggest that minorities in the Twin Cities are in greater need than white people? that whites are less likely to seek aid? that the white population has more resources to fall back on in other locations? that minorities feel more welcome at these centers than at other places offering help? These questions are raised, but not answered by the study.

Most of the people in this country who fall below the federally set poverty line are children with their parents (usually mothers), the elderly and the disabled. For various reasons single men are the minority in federal figures, yet in this study such men were most visible because the survey population was drawn from centers which have responded to the needs of this group. But the classic image of the "hobo" or "drifter" who chooses to move from place to place, avoiding the ties of employment and family, is not an automatic fit with the population found here.

Almost ninety percent, both men and women, said they were single, divorced or separated. That can carry connotations of either independence or a lonely or asocial isolation. The statistics also indicated that some of these single people were sharing households with others. Such living situations can result in greater resources for an individual to draw on, or it can mean a more desperate situation when the available resources can't stretch to cover the responsibility for others. This survey did not go far in describing the composition of family networks or household units. While families and households all over the country are in the process of change, the extreme economic insecurity of this drop-in population may lead to such personal and residential mobility that "family" and "household" need to be redefined to be useful terms here.

Having an education in the United States has long been understood as a kind of security -- an access to job opportunities. As the text indicated the percentage of those in the study who have diplomas is less than the area's average with the state rating sixth among 48 states in per capita vocational educational enrollment. Perhaps the most important finding was not that the groups fell behind in education, but that as many as 50 percent did have high school diplomas and almost 20 percent had gone on to college. Such figures

strengthen the sense that at the present few guarantees for security exist.

The General Assistance program used the term "employability" to differentiate between those eligible and ineligible for assistance. The relationship between use of institutional facilities and employment is unclear. Did the high rate of hospitalization, incarceration, and experience in alcohol related facilities lead to the inability to develop job skills and regular work? Or did the institutionalization result from not having the financial and social security that jobs and income provide? Both experiences were probably represented in the lives of the survey population. Are cultural differences among the survey groups responsible for their varying rates of facility use, or do the persons determining "admittance" have diverse expectations for behavior depending on another's race? General Assistance, institutionalization and unemployment combined in the following situation.

A 26 year-old man from New Jersey indicated that he had had "Some college" and identified ethnically with eastern Europe. He had been terminated from General Assistance and said he was selling blood and recycling aluminum cans to make up for the lost income. He quoted John Steinbeck and the Disability Reporter's Guidelines for SSI and wrote, "I am no longer what I was, a mental patient in a hospital, but to officialdom I am now undesirable, labeled with the description 'drifter'." He listed three jobs - Janitor, Dishwasher and Assembler, indicating that he had preferred the last, but he had not had full time employment for over two weeks in the last three years.

Some people question if the poor want to work. This issue has been debated since the writing of the English Poor Laws in the 16th century from which our



current American system of public welfare evolved. In this survey many people described their desire to have a job. A 38 year-old Black male, a Twin Cities native with a high school diploma related his own labor experiences. The week before he had had sixteen hours of day work and playing in a blues band. When asked to list "three other types of work that you did for more did two weeks" he wrote:

Job 1 - Sit at Personal . (sic) World to be call (sic) temporary work

Job 2 - Play every weekend in band, play bass

Job 3 - Looking in newspaper want ad for job

Waiting at a hiring hall to be called to work or reading want ads indicates an eagerness to be working. It's important in this research, however, to differentiate between people wanting jobs and the expectation that jobs would then lead to adequate wages and increased opportunities. The majority of drop-ins have had "jobs"--but the classification of most past work (labor and service) carries with it the likelihood of low wages and minimal job security.

The current unemployment level in the area, the scattered work histories of many people in this survey, the limited education and past institutionalization of some, all suggest that the gap between the desire for work and achieving steady work and adequate income, is indeed large.

Knowing that numbers are unemployed or receiving welfare can tell about the extent of low incomes and suggest the related problems (for example poor housing), but figures don't tell what people think. The opinions offered in response to some of the questions in the survey showed that people disagreed about many things, but endorsement for the work ethic stood out. Clear majorities pointed to the absence of jobs as the problem that most needed remedy.

Such a finding could be interpreted as an argument for the further reduction or termination of public assistance on the grounds that people don't want welfare. Welfare is essential for those who cannot or should not be expected to support themselves and some people in the survey made use of assistance, particularly of Food Stamps. However, "welfare" in the United States most often has been financially inadequate and carries a stigma that encourages recipients neither to feel secure nor "legitimate" as citizens. The preception that "work" is preferable and necessary for independence is widely held by poor and non-poor alike.

Neither age, gender, race nor level of education differentiated those who selected jobs as the "problem" as well as the "solution." However, these variables did help to sort out the people who made certain other responses through the questionnaire. Some of the differences that appeared among the groups in the survey are open to a variety of interpretations. For example, were people with more education more optimistic about the future because education can change one's general perspective or because job opportunities are associated with education?

Another such difference was the absence of women in the population with "no address." In the Twin Cities do women have so many options for emergency shelter or aid that they have no need for sleeping "under the bridge?" Or do they perceive - - and accept - - their own limited resources and accept living situations with others that men would not or could not tolerate? What part does deinstitutionalization of the mentally ill and mentally retarded play in creating a transient population in the Twin Cities?

One young Brainerd woman had been a micro circuits tester for Control Data in 1980, but since then had been both hospitalized and in a state mental institution. She commented that she had been forced to move because her husband "can't stand me now," and she lived "where my feet touch the ground." the woman was panhandling, "trading stuff" and working at odd jobs trying to get \$145 for a room in a boarding house.

Two conclusions can be drawn from this study. One, that the group was not homogenous. Simply put, "poor people don't all look alike." Secondly, some shared factors were striking. The drop-in population answering this questionnaire was dominated by young people whose common experience was their lack of stable employment and the desire for jobs.

The absence of employment might be read as an indication that many young people have lost the "personal pride" or commitment of an earlier generation. But when the unemployment is combined with the endorsement for work, however, it is more logical to interpret that these younger people have not succeeded in getting a "toehold" in the primary labor market. No statistics here can suggest what percentage will be doing something very different in another ten years and what percentage will be continuing to eke out survival hoping that opportunity appears.

At this point in American history the unemployment rate has passed the double digit. It is unlikely that public monies soon will be made available to train or employ those people whose history of employment is marginal thus far, in the lowest paid positions and for irregular time periods. However, it is possible to recognize and appreciate that the desire to use oneself and be self sufficient is shared across class lines.

### Section Three - Comparison of the Centers

The Branches, the Dorothy Day Center and the Housing program are all located in the central districts of Minneapolis and St. Paul. Here new development and "progress" are pushing up against what have been residential areas with low income people and reducing the available housing and the outdoor "living space."

With rented storefronts and a mix of staff and volunteers Catholic Charities has created the three Branches where men and women are welcome to drop-in. From 8:30 to 4:30 pm 6 days a week hundreds drop by to be with people and get something to eat. Free coffee is accompanied by an unpredictable selection of donated food and decks of cards, cribbage and chess boards. Other things are free as well - the use of a phone, a haircut, information about a job opening or a cheap apartment. Periodically outdoor recreational events and holiday celebrations have been held and drop-ins have participated in neighborhood clean ups organized by other groups. Alcoholics Anonymous meets weekly at each Branch and staff can function as friends and/or counselors.

The Housing Program offers overnight shelter on a temporary basis with room for approximately fifty persons. Here, too, men and women can get food and help in finding more permanent residence. The Dorothy Day Center in St. Paul was established in 1981. People are encouraged to sit, drink coffee and talk if they want, but providing emergency food to families and individuals is the focus of the program. Staff do this either through referrals to community food shelves to by giving supplies from the center's own pantry. Material goods like clothing are also made available to people.

Respondents were provided with the following list of the services available and asked to select those which brought them to the four centers. The order reflects the frequency of positive responses. Each person who answered checked an average of five items.

TABLE 34: REASONS FOR VISITING THIS AGENCY

Coffee, rolls, sandwiches	69% of 706	(489)
Talk, be with people	62%	(435)
Food shelf	42%	(293)
Play cards, other games	38%	(268)
Clothing help	37%	(259)
Talk with staff	35%	(248)
Get help from staff	26%	(183)
Information and referral	21%	(150)
Special events (picnic, holiday, etc.)	21%	(149)
Volunteer to help	20%	(139)
Odd job program	18%	(137)
Shelter help	17%	(120)
Get housing information	17%	(118)
Mass	12%	(85)
Transportation help	11%	(79)
Haircut	11%	(76)
AA program	9%	(63)
Other	5%	(33)
TOTAL		(3314)
No. Answering		(620)
No Answer		(86)
TOTAL		(706)

The availability of free food and drink draws most men and women; at each center approximately two-thirds indicated that they sought coffee and sandwiches, but the opportunity to be with people was almost as important. Everywhere talking with others was the second most popular reason, the food shelf with emergency canned provisions for home use was third. The exception to this was at the Housing Service where 90% sought shelter with all else being less important.

People wrote comments to explain their feelings, for example:

This is the best place to come - sit and be with people so I don't feel alone; where I don't have to beg or borrow, keep it up.

If it wasn't for this place a lot of people wouldn't have a place to go during the day.

To-See-Some-Old-Friends.

To stay away from booze.

To be with Brothers and Sisters. Give my love and help if needed.

Rest, visit, have coffee, eat a snack.

Food and using the phone.

Sothiming(sic) to eat canot(sic) find work.

Fewer people described the single most important reasons for coming, but again free food was first followed by activities with other people. Almost one half of the 706 also indicated that they also had visited other emergency services in the community in order to get a "free meal."

TABLE 35: MOST IMPORTANT REASON FOR COMING

<u>Food</u>	29%	coffee	-121
		food shelf	<u>- 82</u>
			(203)
<u>Social Reasons</u>	18%	talk with others	- 84
		talk with staff	- 25
		play cards	- 11
		volunteer (to help)	6
		special events	<u>- 5</u>
			(131)
<u>Other Reasons</u>	12%		(84)
No Answer	41%		<u>(288)</u>
TOTAL	100%		(706)

Who Comes to Each Center?

The size of the population answering the questionnaire at each of the centers varied, but almost always it was demographically matched to the general profile described in Section One. A ratio of four men to each woman was true everywhere but at Branch I where women made up 30% of the population. Approximately 70% were between 20 and 49 years at every center except Branch III where fewer in that age group were balanced by more persons over 50 years.

Women were more apt to be living with others, particularly with children, thus the Branch I population had a family cast to it absent elsewhere. This center is located in the midst of the Minneapolis American Indian community and two thirds of the drop-ins were Indian. The frequency of people living with relatives was at least three times greater at Branch I than elsewhere, testifying to the existence of Indian family networks that function as strong social units.

None of the other centers is located in such a clearly defined ethnic community, nor did the other centers have such a high proportion of non-whites using the services. Elsewhere one-half to two-thirds of the population was white with the percentage of others fluctuating. The absence of many Indians at the Housing program likely is related to the formal and informal shelter resources that the Indian community makes available for its own. The high percentage of blacks there is less easily interpreted.

TABLE 21: RACIAL COMPOSITION OF CENTERS' RESPONDENTS

	White	Indian	Black	Hispanic	Other	No Answer	TOTAL	Number
Branch I	25%	63%	2%	2%	6%	2%	100%	214
Branch II	60%	18%	9%	3%	5%	5%	100%	163
Branch III	55%	27%	9%	2%	5%	2%	100%	126
Dorothy Day	66%	9%	11%	6%	4%	4%	100%	203
Housing Center	63%	7%	19%	7%	4%	0%	100%	102

### How Often Do They Come?

Patterns of need and use of the centers varies from place to place and person to person. Some people come once and disappear; others visit more than one center daily and have continued in this way for months. In May over two-thirds of all 706 respondents had been visiting the centers for less than a year and 19% had been coming for over two years.

Branch I is the oldest center with fewer newcomers and more people with long histories of dropping by; there, 33% (versus the general 19%) had been coming for over two years. At the Dorothy Day Center the majority of persons were recent visitors; 58% compared with the overall average of 40% had been using the services for less than six months. Thus, this center hosted the greatest proportion of newcomers.

In the five centers the percentage of visitors who said they came by every day ranged from 9% to 26%. The fewest repeaters were at the Housing program and most daily repeaters were at the Dorothy Day Center where more people than elsewhere said coffee and sandwiches were the main reason for stopping in. The majority at each of the four centers -- between one-half and two-thirds -- indicated that they dropped in weekly. About one-third of the population filling out the questionnaire at each of the three Minneapolis Branches visited another Branch at least once a week. Almost no traveling between the Branches and the Dorothy Day Center appeared to exist.

### Where Have They Lived?

One-third of those using the Housing Service had been in the Twin Cities for less than a year. This was a higher percentage than at any of the other centers and it was consistent with the other high figure of 78% who had



previously lived in a state other than Minnesota. Branch II came very close with a high number of "outsiders." Branches I and III with their greater Indian populations had fewer people describing residence outside of Minnesota.

Two-thirds of those appearing at the Housing program indicated that they had no address; such "homeless" people made up only about one-third of the drop-ins at the other centers. Branch I had the lowest percentage of persons without addresses; this is likely another reflection of the resources available within the Indian community.

#### How Do They Live?

Section one pointed out that day labor, General Assistance, selling blood and food stamps were the principal means of survival used by the large group of 706. More of the drop-ins at Dorothy Day than those elsewhere relied on day labor and they also had worked the greatest number of hours in the previous week. More people at the Housing program had experienced long periods of unemployment to the present.

Few at the Housing Service were receiving General Assistance nor had very many been terminated from that program. This may be a function of being newcomers to the city and not having sought out the welfare system or never having been eligible under the changed regulations. People terminated from General Assistance and other social welfare programs were asked how they were making up for the loss of income. At the Dorothy Day Center and Branch II the first choice was "odd jobs," but at the other Branches selling blood and depending on friends were more frequent choices. Selling blood was a basic income strategy used by one-fourth to one-fifth of the population at each center; dependence on friends was less consistent from place to place. Earlier it was noted that people at Branches I and III selected "talking with people" as an important reason for

coming to those centers, this may translate into the availability of friends to turn to in an emergency.

At Branch I 34% indicated that they also would turn to their families to help them with the problems brought on by the absence of General Assistance. This was an option for only 4% at the Housing Service. The family orientation and the female population at Branch I shows up also in the higher percentage of people receiving Aid to Families of Dependent Children. Here 17% were getting AFDC; 6% was the highest amount elsewhere. Most respondents failed to record the amount of their last month's income, but the information available showed that fewer people at Branch I than elsewhere fell below \$265. This is likely related to the larger sizes of the households with more earners living together and more income coming through AFDC.

#### The Problems

The relationship of work and institutionalization is unclear. In all four centers hospitalization, time in detoxification centers, and time in prison or jail were the three most common experiences and in that order. At the Housing Service people were most likely to have spent time in a detox center. At Branch I, where the population in many ways appears somewhat more stable than elsewhere, the percentage who had been in prison was higher than elsewhere. "Poor health," "alcoholism," and "prison" were all offered as possible answers to the question that asked what is "responsible for your situation?" However, one-half to three-fourth of the people in each center rejected the options above and selected "No jobs or bad economy." An even 37% to 46% at each of the centers identified "self" as the second most notable cause for their situations.

In answer to what "should be done," "Give people work" was the first choice at every center, as it was the overall choice of the 706 respondents. This got the most support at Dorothy Day Center by 95% of the respondents and the least support at Branch I where 75% selected it. Everywhere "lower the cost of housing" and "lower the cost of food" were the second and third solutions.

Drop-ins at each center agreed that work was a solution, but there was great difference in the degree of hopefulness that the future would in fact be better. Eighty-two percent at the Housing Service, generally men with seemingly few resources - - predicted that the next year would be "better, perhaps because the present was so dismal. At Branch I, however, only half were so positive. The other centers lined up between these two.

### Section Three - Critique of Services

In many ways the populations of the different centers look alike. The fact that these people have come most often for something to eat and that many have had no steady income or permanent residence for months indicates the basic need of the group, yet differences were recorded.

The populations of Branch I and the Housing Service appear least alike. At Branch I more women and Indians were apparent, and people participated in fuller social networks with longer experience both in the area and at the center. At the Housing Service more of the individuals fit the classic transient profile of single men with a past of residences elsewhere, but the group was not characterized by an anti-work ethic. The people at Branch II were most similar to those at the Housing Service - single people living alone. The population at the Dorothy Day Center, with the greatest percentage of newcomers, appeared

more interested in food than companionship. They were also distinguished by the greatest rate of involvement in day labor and the desire to be at work. The population of Branch III is least easily described. In its racial composition and the importance given to friendship it resembles Branch I; however, this group lacked the larger female population and family networks.

Sorting out the character of these groups and the use they make of the centers is offered to help Catholic Charities in evaluating its program and continuing to develop its responsiveness to people's material and internal needs. Everything in the study indicated that the services are not only crucial in some people's lives, but also that they are consciously valued as such. The programs offered have given support to the single man used to sleeping under the bridges, the mother with children to raise, and to the steady worker who hopes he's only temporarily out of luck, nonetheless, the statistical differences among the centers and some information on the use of services raise questions which deserve consideration by the Catholic Charities staff.

Many factors affect the demographic composition of who drops in at a center. Some reasons are easily perceived, for example, geographic location of Branch I suggests that there would be more Indians there than elsewhere. If the center moved to an area with a different minority concentration, the race of most drop-ins might well change.

Women in need have traditionally been seen as "more worthy" of help than are men, consequently women have faced fewer closed doors at private and public agencies. The absence of many women at the centers may therefore reflect the greater number of options they have when looking for help; that is, they may "need" the Branches less because they get aid elsewhere. There may be other reasons as well. Do women and the elderly make up a lesser part of the populations

around the centers, or do they feel unwelcome in places dominated by younger men? Contrarily, the question to ask may not be why are there fewer women, than why are there so many men. Does this reflect the fact that unemployed men are more at odds with general expectations than are unemployed women and therefore fewer services have been available to respond to men's needs? Perhaps men "need" the Branches more. However, it is important to consider how staff behavior may inadvertently effect the demographics of who comes. What is the process for deciding what new services for what groups of people are to be added at the centers?

Food was clearly what drew most people to the four centers but talking with friends and activities with others was also very important for some. Is the lack of interest in "talking with friends" a preference of some who come, or have the staff at the centers been unevenly successful in creating environment in which people feel comfortable visiting and playing cards?

About one third of the individuals regularly visited more than one of the centers during a week. Some of this traveling was for food, and the survey showed that many had gone to other agencies as well in order to get food. However, being with friends also drew people and the travel between the Branches suggests a large network of relationships for some. Thus, the centers indirectly support "friendship" among the poorest as few other agencies do. Should staff feel responsible for the socializing that happens among visitors, or is that largely dependent on the drop-ins themselves?

Some of the services offered were used by only a minority of the drop-ins. While 81% of the survey population said that work was the solution to people's problems, only 18% said they came to the centers for the odd jobs program. Does this occur because this program can't satisfy what individuals have defined as

their employment needs? Have the centers not seen this as a priority when allocating staff and resources? Catholic Charities should carefully evaluate what role it should and can play in metropolitan events which effect employment opportunities.

While 27% said they were without an address, 17% said they came to the centers for shelter help. This gap between the expression of need and the use of service encourages the question be asked again, are people handling their "homelessness" and not looking to the centers for help in this matter or has Catholic Charities exhausted its available resources in establishing the Housing program and has little more to offer from the other centers' resources? Because of the welcoming environment created at the centers, staff have had the opportunity to become more familiar with this drop in population than are most others who provide emergency services in the Twin Cities. It is important therefore that the staff of Catholic Charities share their perspective with other agencies and task forces trying to respond to shelter and employment problems. However, such involvement has to be balanced with the tasks that the centers have already proven they can do -- that is, to be places where others can come in off the street, eat and feel respect.

The increase in unemployment and the decrease in the availability of General Assistance, offer some explanation for the rise in the number of drop-ins using the centers in the last year. The relatively short period of time that many people had been coming is related to the fact that Branch III and the Dorothy Day Center are new centers. However, center staff need to consider why people stop using the facilities. A number of possible reasons exist. The residential mobility of those with addresses was cited, and for those who have no apparent ties to employment, residence, or family, moving on is always an

alternative. For others, the centers might succeed in offering the right help at the right time that allows an individual or family to "get on its feet" and have less need for emergency help. Some people also may lose their interest in the "community" at the centers and stop coming.

Those who had long term habits of dropping in to a center were usually people visiting Branch I. This is both the oldest Branch and, as indicated, the only one located in a distinct community. The ongoing presence of this Indian community contributes to the regularity of visitors at the Branch and may suggest that long term use by drop-ins is unlikely to take place at the other centers located where they are. Catholic Charities must consider if it has expectations as to how often or how long people use the centers and if staff activity is consistent with such expectations.

The responses by the 706 drop-ins in this study show lives that are economically insecure. To get food continually drew people to four centers and the need for shelter brought people to the Housing program. These services appear to be well used and appreciated, but people expressed the need for employment. This is beyond Catholic Charities' own resources, but not necessarily beyond the resources of this body in coalition with other public and private resources.

APPENDIX - Sample of Questionnaire

THE CATHOLIC CHARITIES  
OF  
ST. PAUL AND MINNEAPOLIS



CLIENT SURVEY

SPRING 1982

UNLESS OTHER DIRECTIONS ARE GIVEN, PLEASE CIRCLE THE NUMBER CORRESPONDING TO THE MOST APPROPRIATE ANSWER TO EACH QUESTION. WE NEED YOU TO FILL OUT A QUESTIONNAIRE AT EACH FACILITY, BUT ONLY ONCE. IF YOU HAVE FILLED ONE OUT AT ANOTHER BRANCH OR CATHOLIC CHARITY, THANK YOU. WE NEED A SEPARATE FORM FOR THIS FACILITY.

Part I: Questions about you and the people living with you.

Q-1 What is your sex?

- 1 MALE
- 2 FEMALE

Q-2 What is your present age?

\_\_\_\_\_ YEARS

Q-3 What is your marital status?

- 1 SINGLE
- 2 MARRIED
- 3 SEPARATED OR DIVORCED
- 4 WIDOWED

Q-4A How many people live with you?

\_\_\_\_\_ PEOPLE → IF ZERO OR NONE, SKIP TO Q-5

Q-4B Please give a number for each category listed.

- \_\_\_\_\_ PARTNER OF OPPOSITE SEX
- \_\_\_\_\_ CHILDREN AGE 18 AND YOUNGER
- \_\_\_\_\_ OLDER CHILDREN
- \_\_\_\_\_ OTHER RELATIVES
- \_\_\_\_\_ OTHER UNRELATED PEOPLE. [If you live in a large facility (group quarters, sleeping room, etc.) count only people closely associated with you.]

Q-5 What is your race? [Pick the one group with whom you feel most closely affiliated.]

- 1 BLACK
- 2 WHITE
- 3 INDIAN
- 4 HISPANIC/CHICANO
- 5 ORIENTAL
- 6 OTHER [Please specify] \_\_\_\_\_



Q-6 What is the highest level of education you have finished?

- 1 NONE
- 2 SOME GRADE SCHOOL
- 3 GRADE SCHOOL GRADUATE (8TH GRADE)
- 4 SOME HIGH SCHOOL
- 5 HIGH SCHOOL GRADUATE (12TH GRADE OR G.E.D.)
- 6 VOCATIONAL TRAINING AFTER HIGH SCHOOL
- 7 SOME COLLEGE
- 8 COLLEGE GRADUATE OR BEYOND

Part II: Questions about your needs and services provided by the Catholic Charities and others.

Q-7 Do you come to this facility for any of the following reasons. [If this is a first or rare visit, please skip the question.]

- |     |    |                          |     |    |  |
|-----|----|--------------------------|-----|----|--|
| YES | NO | Transportation help      | YES | NO | Odd job program                        |
| YES | NO | Food shelf               | YES | NO | Coffee, rolls, sandwiches              |
| YES | NO | Mass                     | YES | NO | Clothing help                          |
| YES | NO | AA program               | YES | NO | Play cards, other games                |
| YES | NO | Haircut                  | YES | NO | Talk, be with people                   |
| YES | NO | Get housing information  | YES | NO | Talk with staff                        |
| YES | NO | Shelter help             | YES | NO | Get help from staff                    |
| YES | NO | Information and referral | YES | NO | Special events (picnic, holiday, etc.) |
| YES | NO | Volunteer to help        | YES | NO | Other [Specify] _____                  |

Q-8 Which of these is the single most important reason for coming to this facility?

Q-9 The Catholic Charities of the Twin Cities have many facilities. In the last year, how often have you visited each on the average?

	NEVER	ONCE OR FIRST VISIT	LESS THAN ONCE PER MONTH	1-3 TIMES PER MONTH	1-2 TIMES PER WEEK	3-6 TIMES PER WEEK	EVERY DAY
Branch I	1	2	3	4	5	6	7
Branch II	1	2	3	4	5	6	7
Branch III	1	2	3	4	5	6	7
Dorothy Day Center	1	2	3	4	5	6	7
Downtown Minneapolis Office: Intake	1	2	3	4	5	6	7
Housing	1	2	3	4	5	6	7

Q-10 How long have you been coming to this facility?

- \_\_\_\_\_ WEEKS or
- \_\_\_\_\_ MONTHS or
- \_\_\_\_\_ YEARS

Q-11 If you were in the Twin Cities during the last month, did you require any other emergency services? For each service listed, indicate whether you needed it and whether you located an agency to meet your needs. Answer this question only for services required and contacts made outside the Catholic Charities.

	NEEDED		AGENCY FOUND TO MEET NEED	
	YES	NO	YES	NO
Free meal	YES	NO	YES	NO
Food shelf (e.g. church, community center)	YES	NO	YES	NO
Free clothing	YES	NO	YES	NO
Health care (e.g. County)	YES	NO	YES	NO
Overnight shelter	YES	NO	YES	NO
Crisis intervention/counseling	YES	NO	YES	NO
Transportation	YES	NO	YES	NO
Other [Specify: _____]	YES	NO	YES	NO

Q-12 Which of the following best describes your situation now compared to last year?

- 1 ABOUT THE SAME
- 2 BETTER OFF NOW THAN LAST YEAR
- 3 WORSE OFF NOW THAN LAST YEAR

Q-13 Which of the following best describes what you think your situation will be next year?

- 1 ABOUT THE SAME AS NOW
- 2 I WILL BE BETTER OFF NEXT YEAR THAN I AM NOW
- 3 I WILL BE WORSE OFF NEXT YEAR THAN I AM NOW

Q-14 What is responsible for your current economic situation? [For each possible cause, indicate whether you think it has affected you.]

YES	NO	Self	YES	NO	No jobs or bad economy
YES	NO	Inadequate education	YES	NO	Private business
YES	NO	Poor health (physical or mental)	YES	NO	Government
YES	NO	Bad luck	YES	NO	Politicians
YES	NO	Alcoholism	YES	NO	Welfare Department
YES	NO	Family	YES	NO	God/Great Spirit
YES	NO	Military service	YES	NO	Other [Specify] _____
YES	NO	Police or jail	YES	NO	Don't know

Q-15 What do you think should be done because of the problems that people have?

- YES NO Give people work
- YES NO Build more housing
- YES NO Lower cost of housing
- YES NO Raise welfare grants
- YES NO Expand welfare
- YES NO Lower the cost of food
- YES NO Leave people alone
- YES NO Other [Specify] \_\_\_\_\_
- YES NO Don't know

Q-16 Which one of the above factors is the one most important thing that should be done?

Q-17 Have you used any of the following facilities during the last year? [Answer the question for each facility.]

- YES NO Detox center
- YES NO Alcohol treatment center
- YES NO Mental institution
- YES NO Prison or jail
- YES NO Workhouse
- YES NO Juvenile detention center
- YES NO Hospital
- YES NO Crisis center

Part III: Now we want to ask about living arrangements.

Q-18 How long have you lived in the Twin Cities?

\_\_\_\_\_ YEARS or  
\_\_\_\_\_ MONTHS

Q-19 Where did you live before you moved to the Twin Cities?

CITY: \_\_\_\_\_ STATE: \_\_\_\_\_

Q-20 What is your present address? [or where did you stay last night?]

Q-21A If you have a permanent address, about how long have you lived at this address?

\_\_\_\_\_ MONTHS → **SKIP TO Q-22**

Q-21B If you had no address (camped out, etc.) about how long have you been without an address?

\_\_\_\_\_ MONTHS

Q-22 Which of the following best describes where you live?

- 1 ONE OR TWO FAMILY HOUSE
- 2 APARTMENT (OF TWO OR MORE ROOMS)
- 3 EFFICIENCY (ONE ROOM INCLUDING KITCHEN)
- 4 SLEEPING ROOM (HOTEL OR HOUSE)
- 5 ROOM & BOARD HOUSE
- 6 OVERNIGHT SHELTER (CHURCH, HOUSE OF CHARITY)
- 7 GROUP FACILITY (SALVATION ARMY OR UNION GOSPEL MISSION)
- 8 NO PLACE (CAMPING OUT, CAR, WALKED AROUND, ETC.)
- 9 OTHER [Please specify] \_\_\_\_\_

Q-23 How long have you lived in this type of residence?

\_\_\_\_\_ YEARS or \_\_\_\_\_ DAYS or  
\_\_\_\_\_ MONTHS \_\_\_\_\_ WEEKS

Q-24 Have you been forced to move during the past year for any of the following reasons?

- YES NO Building converted to condominium or remodeled
- YES NO Unreasonable rent increase
- YES NO Building condemned
- YES NO Couldn't make rent payment
- YES NO Personal (loud music, drinking, etc.)
- YES NO Personal (relationship with another person)
- YES NO Other [Please specify] \_\_\_\_\_

Q-25 What is your monthly rent payment now? [If no cash rent, write in "0".]

\$ \_\_\_\_\_ /MONTH

Part IV: Now we want to ask about work and income. Respond for each possible source.

Q-26 From what sources did you receive income last month?

- YES NO Daily labor  
 YES NO Steady employment  
 YES NO Unemployment compensation  
 YES NO Veteran pension  
 YES NO Other pension  
 YES NO SSI (Supplemental Security Income)  
 YES NO Social Security  
 YES NO Disability insurance (e.g. Worker's Compensation)  
 YES NO AFDC  
 YES NO G.A. (General Assistance)  
 YES NO Food stamps  
 YES NO Blood bank  
 YES NO Panhandling  
 YES NO Other [Please specify] \_\_\_\_\_

Q-27 Have you been cut back in any of the following programs in the past year?

	YES, TERMINATED	YES, BENEFITS REDUCED	NO, BENEFITS SAME	NEVER IN THIS PROGRAM
SSI (Supplemental Security Income)	1	2	3	4
Disability insurance	1	2	3	4
AFDC	1	2	3	4
G.A. (General Assistance)	1	2	3	4
Food stamps	1	2	3	4
Free school lunch program	1	2	3	4
Social Security	1	2	3	4
C.E.T.A.	1	2	3	4

Q-28 If you have answered yes to a cutback in any program above, how are you making up for this lost income? [If no, skip to Q-29.]

- YES NO Help from family  
 YES NO Help from friends  
 YES NO Sell blood at blood bank  
 YES NO Temporary work, day labor, odd jobs, or pick-up work  
 YES NO Borrow, beg  
 YES NO Apply for another welfare program  
 YES NO Change lifestyle  
 YES NO Other [Please specify] \_\_\_\_\_  
 YES NO Don't know or can't do it

Q-29 Last week, how many hours did you work at either day labor or steady employment?

\_\_\_\_\_ HOURS/WEEK

Q-30 If you work less than full-time (35 hours/week), is this by choice?

- 1 DOES NOT APPLY, WORKING FULL-TIME  
 2 YES, PART-TIME WORK SUITS ME BEST (OTHER INCOME SOURCE, ETC.)  
 3 NO, BUT I CAN'T FIND MORE WORK  
 4 NO, BUT I AM UNABLE TO WORK MORE

Q-31 Are you the chief bread winner in your household? [Choose best answer.]

- 1 YES, AND THE ONLY WORKER  
 2 YES, BUT WE HAVE ANOTHER WORKER(S)  
 3 NO, ALL CONTRIBUTE EQUALLY  
 4 NO, BUT OTHERS WORK  
 5 MOST OR ALL INCOME COMES FROM NON-WORK SOURCES

Q-32 About how much income did your household have from all sources last month?

\$ \_\_\_\_\_ /MONTH

Q-33 Have you held a full-time job for more than two weeks in the last three years?

- 1 YES  
 2 NO → **GO TO QUESTION Q-36**

Q-34 How many full-time jobs have you held for more than two weeks during this period?

\_\_\_\_\_ JOBS

Q-35 We would like some information about the last (most recent) job.

- A. What type of work was it? \_\_\_\_\_  
 B. How long did you hold that job? Or how long have you held it?  
 \_\_\_\_\_ YEARS or  
 \_\_\_\_\_ MONTHS  
 C. When did that job terminate?  
 1 STILL WORKING  
 2 TERMINATED: \_\_\_\_\_ MONTH \_\_\_\_\_ YEAR

Q-36A List up to three other types of work that you did for more than two weeks.

JOB 1 \_\_\_\_\_

JOB 2 \_\_\_\_\_

JOB 3 \_\_\_\_\_

Q-36B Of all the types of work you have done, which one did you like best?

\_\_\_\_\_

THANK YOU FOR YOUR ASSISTANCE. IS THERE ANYTHING ELSE YOU WOULD LIKE TO TELL US ABOUT SERVICES PROVIDED BY CATHOLIC CHARITIES OR ANY OTHER ISSUE? IF SO, PLEASE USE THE SPACE BELOW FOR THAT PURPOSE. YOUR COMMENTS WILL BE READ AND TAKEN INTO CONSIDERATION.

Part V: Finally, we want to ask some questions about how closely you feel connected with this community.

Q-37 Do you have a close relationship with any of the following in this community?

YES NO Friends  
YES NO Family  
YES NO Church  
YES NO Welfare Department  
YES NO Other public agency  
YES NO Private agency (such as this one)

Q-38 To which of the groups listed in Q-37 would you turn first if you had a problem?

\_\_\_\_\_

Q-39 Do you feel safe in this community?

1 YES, NO PROBLEMS ANYTIME  
2 YES, MOST OF THE TIME  
3 NO, IT IS OFTEN UNSAFE  
4 NO, I MUST ALWAYS BE ON GUARD

Q-40 In what year did you last vote?

1 LAST YEAR  
2 WITHIN THE LAST FOUR YEARS  
3 MORE THAN FOUR YEARS AGO  
4 NEVER

• IF YOU HAVE FILLED OUT THIS FORM IN THIS FACILITY BEFORE, THANK YOU. PLEASE DO NOT FILL OUT A SECOND ONE. OTHERWISE, CHECK ONE OF THE BOXES BELOW AND GO ON.

• IF YOU HAVE FILLED OUT A SURVEY THIS MONTH IN A DIFFERENT FACILITY, PLEASE CHECK ONE OF THE BOXES BELOW.

I filled out a survey at another Catholic Charities location.

I filled out a survey at another location; not Catholic Charities.

• IF YOU HAVE NOT FILLED OUT A SURVEY THIS MONTH, PLEASE CHECK THE BOX BELOW.

I have not filled out another survey this month.