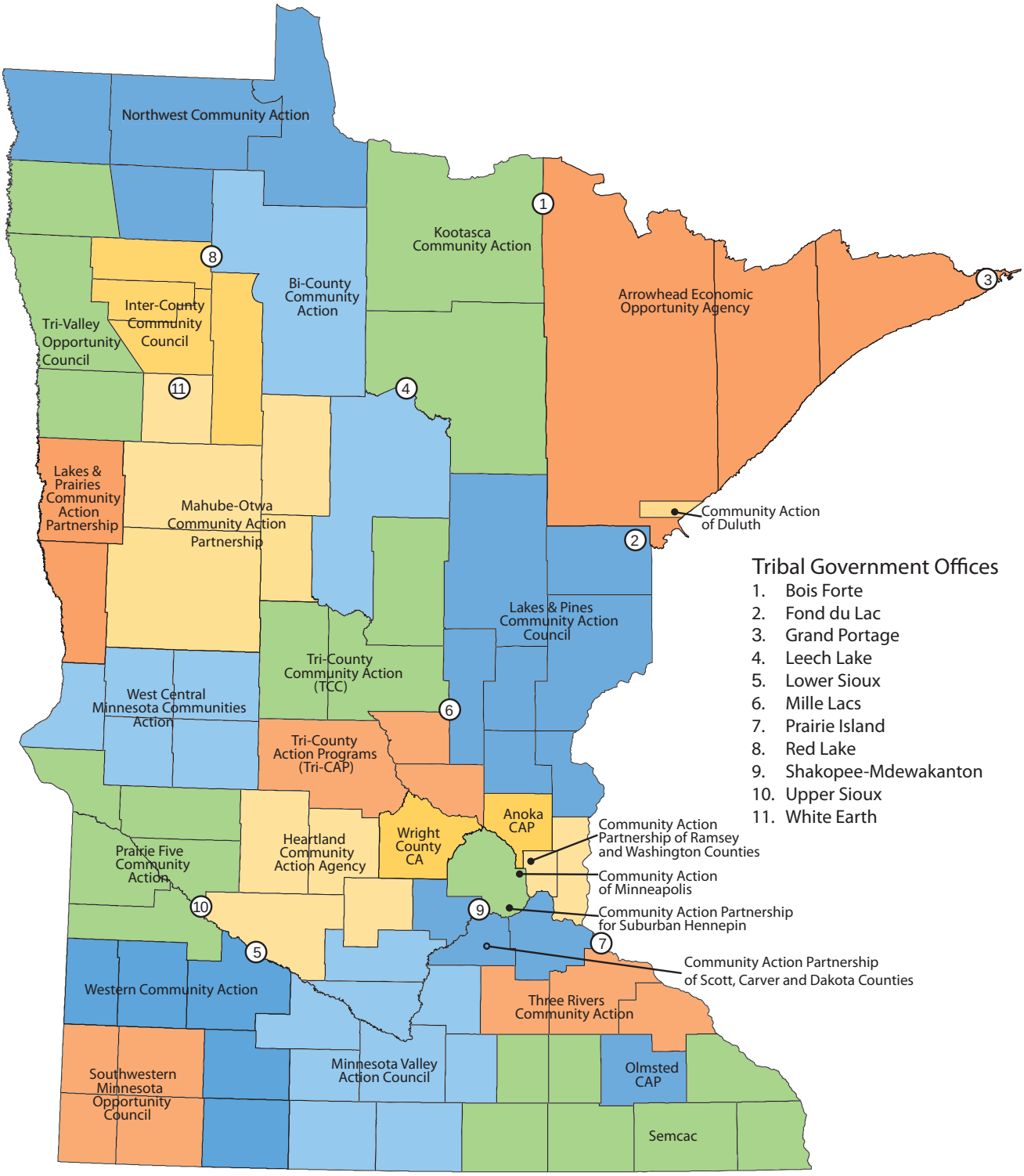
# A DECADE OF OUTCOMES
# MINNESOTA COMMUNITY ACTION

**September 2012**
**Minnesota Community Action Partnership**




## Minnesota Community Action Network

**27 Community Action Agencies and 11 Tribal Governments**

# A Decade of Outcomes

Dear Friends of Community Action:

This anniversary report chronicles 10 years that Minnesota Community Action Agencies have been reporting on outcomes using the national Results Oriented Management and Accountability (ROMA) framework. It is true that Community Action Agencies, for almost 50 years, have focused on insuring success for the people that they serve, and focused on continuous improvement. Early national and state leaders for Community Action called for the first agencies to collect data and evaluate their work. Community Action Agencies have been engaged in evaluation from their beginning.

Community Action Memorandum No. 71 dated August 25, 1967 from the Office of Economic Opportunity, Executive Office of the President of the United States, advises Community Action Agencies about reporting systems. The reporting system proposed at that time had four purposes: "First, to provide grantees and Communication Action with information about program content, progress and results, and to describe who is being helped by the various anti-poverty activities and programs; second, to enable grantees and Community Action Agencies to monitor their activities against approved plans and objectives on a continuing, factual basis; third, to provide data for fact based justification of programs; and fourth, to provide a basis for comparison of programs, their effectiveness, impact and costs."

In Community Action Memorandum No. 80, dated February 15, 1968, Community Action Agencies were called to: "Plan and evaluate both long and short range strategies for overcoming poverty in the community."

These two bits of history demonstrate a long commitment to excellence and continuous improvement.

Over 10 years ago ROMA was established to provide a national system that all Community Action Agencies could use to capture information about activities and services. This information then could be used to understand how to make improvements, and to the extent possible, tell a common story, using the same language.

Minnesota agencies adopted ROMA right away and staff and boards were trained, technology was employed, and data was collected and analyzed. Reports have been written, and staff and boards at agencies have used outcome information to make appropriate improvements to their work. The state association has used outcome information to inform the state legislature and Congress about the success of Minnesota Community Action.

In Minnesota, Community Action has a strong statewide infrastructure that has been innovative, flexible, and responsive to issues of generational, situational and deep poverty. Minnesota agencies and Tribal Reservation Governments access resources to end poverty and build strong communities, partner at the local level and make the best possible use of their limited resources. Their success has been remarkable. It has been said that poverty would be much worse without the work of local Community Action.

Having good outcome information has been key in the battle to end poverty. Using technology has been extremely important. Agencies know what they are doing, and evaluate and improve their work. Community Action isn't what it used to be. It is much more sophisticated in terms of management and evaluation. ROMA has assisted with that. Data tells us that Community Action is more successful than ever. Community Action Agencies are on top of their game. They are ready to engage with low-income families and individuals and the community to insure a strong future for Minnesota.

Thanks to the staff and boards of directors across the state for their contributions to this report and to their ongoing dedication to ending poverty and helping Minnesota families secure the American Dream.

Joseph Pederson, Board Chair
Minnesota Community Action Partnership

Connie Greer, Director
Office of Economic Opportunity, Minnesota Department of Human Services

## Community Action in Minnesota

Community Action is a statewide and national network of local entities working to address economic disparity. The 27 Community Action Agencies and 11 Tribal Governments that comprise Minnesota's Community Action network target the root causes of poverty through locally designed solutions and partnerships. For nearly 50 years, Minnesota Community Action has been the largest social service network serving all 87 counties in the state.

Local agencies leverage federal, state, local and private resources to deliver programs that have a measurable impact on poverty. Core funding for the Minnesota Community Action network comes from the federal Community Services Block Grant (CSBG) and the Minnesota Community Action Grant. The Office of Economic Opportunity (OEO), Minnesota Department of Human Services administers this funding. The Minnesota Community Action Partnership (MinnCAP) represents local agencies and provides training and technical assistance. Together, OEO and MinnCAP work to improve the capacity of the network to deliver high-impact services.

The Minnesota Community Action network provides varied services that are integrated and coordinated to address barriers to economic security. Each organization addresses needs, establishes priorities, determines strategies to address local poverty issues, and delivers a broad range of services to create economic opportunity and strengthen self-reliance. This multi-faceted approach distinguishes Community Action Programs (CAPs) from other antipoverty efforts, and maximizes the likelihood that individuals and families assisted will become self-sufficient.

For more than a decade, the Minnesota Community Action network has worked to measure the impact of its services through Results Oriented Management and Accountability (ROMA). This report provides a snapshot of outcomes achieved across the state during the last ten years.

## Program Incubation and Innovation

Community Action has a long and proud history of incubation and innovation throughout Minnesota. From its earliest days to the present, Community Action has addressed the causes and conditions of poverty in an evolutionary, and ever-adapting and expanding way. At inception in the mid-1960s, Community Action provided programs like Head Start, Neighborhood Youth Corps, Employment Service Centers and Senior Citizen Centers, establishing from the very beginning a comprehensive, cradle-to-grave approach to addressing poverty. In the 1970s and 1980s, Community Action brought new tools to its efforts with programs, such as Energy Assistance and Weatherization, the Retired Senior Volunteer Program (RSVP), rural transportation efforts, commodity distribution programs, services to homeless families and emergency services, and economic development initiatives. In the 1990s and 2000s, Community Action actively engaged in community collaborative efforts, expanded employment and employment support programs including car loans, child care and later stimulus-funded efforts, offered supports to secure and maintain financial assets through the Family Assets for Independence in Minnesota (FAIM) and mortgage foreclosure prevention programs, and expanded access to public benefits through Food Support outreach and other efforts.

Throughout its history, incubating new programs within Community Action and then spinning them off into sustainable independent initiatives has been a common practice. Examples include food shelves, senior centers, WIC, a multi-county nursing program, legal services, a Fair Housing Center, job training programs, alcohol counseling program, Upward Bound (a youth development program), a school for homeless children and even a public library. With this foundation, Community Action will continue to remain on the cutting edge of fighting poverty throughout Minnesota. And they will do so with nearly half a century of experience and a deep commitment to ensuring locally-designed solutions in community after community.

# Selected History of Community Action in Minnesota

## 1960s

**May 1963**
The Minnesota Legislature creates the Minnesota Indian Affairs Commission (now the Minnesota Indian Affairs Council).

**March 1964**
President Lyndon Johnson declares War on Poverty. Congress passes the Economic Opportunity Act and President Johnson signs it into law, creating the federal Office of Economic Opportunity (OEO) and programs such as Community Action, Head Start, VISTA and Job Corps.

**1965**
The Minnesota Office of Economic Opportunity is created and by the end of the year nearly all counties are served by newly formed Community Action Agencies (CAAs).

**March 1966**
Rep. Al Quie (R-MN) urges CAA governing boards be composed of at least 1/3 representing the poor ("maximum feasible participation"). This amendment is adopted into law and implemented in January 1967.

**September 1969**
The Minnesota CAA Executive Directors form the Minnesota CAP Directors Association.

## 1970s

**September 1971**
The Minnesota CAP Directors Association is reorganized into the Minnesota CAP Association.

**May 1973**
The Minnesota Legislature provides the first state funding for Community Action Agencies. This was done in part to help meet the match requirements of the OEO funding program.

**January 5, 1975**
President Gerald Ford signs legislation that closes the federal OEO and establishes the Community Services Administration. The Department of Health Education and Welfare (HEW) now administers Community Action funding.

**1976**
The Weatherization Assistance Program (WAP) is created to assist low-income families who lacked resources to invest in energy efficiency.

**January 1977**
The Congressional Budget Office concludes that federal social services programs reduced poverty by 60% during the decade of 1965-1975.

## 1980s

**August 13, 1981**
President Ronald Reagan signs the Omnibus Reconciliation Act of 1981 creating the Community Services Block Grant (CSBG) and closing the Community Services Administration.

**1981**
Minnesota responds by passing the Minnesota Community Action Program Act, the first state Community Action legislation in the country.

**July 1987**
The Stewart B. McKinney Homeless Assistance Act passes, providing Emergency Community Services Homeless Grant Program funding to CSBG grantees.

**1988**
The Minnesota Legislature appropriates state funds to expand access to Head Start for young children from low-income families.

## 1990s

**May 5, 1994**
In response to the 1993 Government Performance and Results Act (GPRA), the CSBG Law is amended to require CAAs to create outcome measures in promoting self-sufficiency, family stability and community revitalization.

Following this amendment, Community Action's Monitoring and Assessment Task Force introduced Results-Oriented Management and Accountability (ROMA) as a framework to measure outcomes.

**October 27, 1998**
Public Law 105-285 is signed into law, reauthorizing the Community Services Block Grant (CSBG) and requiring the use of ROMA by all agencies by October 1, 2001.

## 2000s

**2005**
National Performance Indicators (NPIs) are developed and required by the Office of Community Services as part of the fulfillment of ROMA reporting for CSBG grantees.

**February 17, 2009**
President Barrack Obama signs the American Recovery and Reinvestment Act (ARRA), providing the Community Action network with an additional $1 billion in CSBG and a dramatic increase in weatherization funding to help stimulate the economy and create and maintain jobs.

**2010**
Nationally, CSBG ranks 8th and the WAP ranks 9th out of approximately 200 federal programs in the number of direct jobs created or retained for the quarter beginning July 1, 2010 and ending September 30, 2010 under ARRA.

President Lyndon B. Johnson signs the Economic Opportunity Act on August 20, 1964.

# Results Oriented Management and Accountability

Results Oriented Management and Accountability (ROMA) is a national performance-based initiative that promotes greater effectiveness and demonstrates results among state and local agencies receiving Community Services Block Grant (CSBG) and Minnesota Community Action Grant funds.

## History of ROMA

ROMA was created in 1994 based upon principles contained in the federal Government Performance and Results Act of 1993. ROMA provides a framework and cycle for continuous growth and improvement among Community Action Agencies. Since 1994, the national Community Action Network has been guided by six broad anti-poverty goals:

| | |
|---|---|
| **Goal 1 (Family)** | Low-income people become more self-sufficient. |
| **Goal 2 (Community)** | The conditions in which low-income people live are improved. |
| **Goal 3 (Community)** | Low-income people own a stake in their community. |
| **Goal 4 (Agency)** | Partnerships among supporters and providers of services to low-income people are achieved. |
| **Goal 5 (Agency)** | Agencies increase their capacity to achieve results. |
| **Goal 6 (Family)** | Low-income people, especially vulnerable populations, achieve their potential by strengthening family and other supportive systems. |

To accomplish these goals, local Community Action Agencies undertake a number of ROMA implementation actions focused on results-oriented management and results-oriented accountability:

### Results-Oriented Management

- Assess poverty needs and conditions within the community;
- Define a clear agency anti-poverty mission for community action and a strategy to address those needs, both immediate and longer term, in the context of existing resources and opportunities in the community;
- Identify specific improvements, or results, to be achieved among low-income people and the community; and,
- Organize and implement programs, services, and activities, including advocacy, within the agency and among partnering organizations, to achieve anticipated results.

### Results-Oriented Accountability

- Develop and implement strategies to measure and record improvements in the condition of low-income people and in the communities in which they live resulting from Community Action intervention; and,
- Use information about outcomes, or results, with agency board and staff to determine the overall effectiveness, inform annual and long-range planning, support agency advocacy, funding, and community partnership activities.

## A Decade of Outcomes

The following pages highlight key outcomes achieved by Minnesota Community Action during the last decade. Two significant funding events affected these outcomes. In 2003, the Minnesota legislature cut Community Action Grant funding reducing the amount of state funding available to local agencies. As a result, many agencies were unable to sustain prior service levels, and outcomes in some service areas declined between 2003 and 2005. In 2009, the American Recovery and Reinvestment Act provided a temporary infusion of additional CSBG funding, as well as other federal funding to local agencies. With this funding, Community Action responded to the heightened needs caused by the Great Recession and expanded services, particularly in the areas of employment, emergency services and benefits enrollment. Increased outcomes between 2009 and 2011 reflect the short-term increase in federal resources available to Community Action during this period.

# A Brief History of Measuring Results in Community Action

Federal OEO Instruction 6320-1 (1970) connected the mission and the model of Community Action:

*CAA's effectiveness, is measured not only by the services which it directly provides but, more importantly, by the improvements and changes it achieves in the community's attitudes and practices toward the poor and in the allocation and focusing of public and private resources for antipoverty purposes.*

| | Minnesota | Federal |
|---|---|---|
| **1991** | Minnesota Milestones, 20 goals and 79 progress indicators developed. The purpose of MN Milestones is to create a shared vision and make government accountable for results. | |
| **1992** | Minnesota Milestones publishes a set of widely shared goals and a tool to help citizens and policy makers measure the state's progress. This initiative lead by Governor Arnie Carlson. | |
| **1993** | Minnesota Legislature mandates agency Performance Reports and Outcome Based Budgeting. | Government Performance and Reporting Act (GPRA), requires all recipients of Federal funds to establish performance goals and indicators to define the level of performance to be achieved by each program activity. |
| **1994** | Minnesota's Community Action network begins discussions about measuring outcomes. | Community Action network starts down path of measuring outcomes. OCS creates the Monitoring and Assessment Taskforce (MATF) to develop a structure for measuring outcomes. |
| **1995** | Statewide planning committee established. Includes Minnesota Community Action Agencies, CAP Association and Office of Economic Opportunity. | Monitoring and Assessment Taskforce issues a draft of 6 National Goals for Community Services Block Grant (CSBG) eligible entities. |
| **1996** | Minnesota Community Action Agencies receive first training in measuring outcomes. | MATF recommends a system to measure results to be known as Results Oriented Management and Accountability (ROMA is born). |
| **1997** | House Family and Early Childhood Appropriations Committee requires ONLY results based testimony. | CAA's asked to focus on the achievement of outcomes in addition to traditional counting of clients and units of service. ROMA – "A Tool not a Rule". Six National Goals and related measures are suggested. |
| **1998** | Statewide Common Outcome measures implemented. Incremental expansion planned. | Reauthorization of CSBG, ROMA –"Was a Tool, Now a Rule". "ROMA" is mandated in CSBG reauthorization bill. |
| **1999** | Statewide Common Outcome measurement strategy deemed insufficient to capture family progress across multiple services. Planning and evaluation of more comprehensive, integrated measurement strategies. ROMA Website created: www.roma1.org | Beginning October 1, 2001, outcome reporting mandated from all CSBG entities. |
| **2000** | Statewide client scaling tool, the Self-Reliance Achievement Scale (SRAS), is piloted. MN State staff become certified ROMA Trainers. | The Center for Applied Management Practices develops the ROMA Train-The Trainer program and completes the first class of certified ROMA trainers. |
| **2001** | SRAS piloting continues. Preparations made for statewide implementation in 2002. MN Outcome Catalogue developed. | Information Memorandum #49 issued to guide national ROMA implementation. |
| **2002** | Statewide ROMA training developed and implemented for all CAPS. Outcome-based work-plans required for all CAA's. | |
| **2003** | | National Performance Indicators (NPIs) developed by the MATF. |
| **2004** | MN Outcomes Catalogue revised to include National Performance Indicators. | National Performance Indicators releases, CAA's mandated to report on the indicators in FY2005. |
| **2005** | MN CAA's begin reporting on national Performance Indicators. | |
| **2006** | | ROMA Cycle developed as a way to make the directives in IM 49 easier to understand. |
| **2008** | ROMA Revival training offered regionally to all MN CAA's. | |
| **2009** | | OMB issues the Performance Progress Reporting form a standard Government –wide report to collect performance information from all recipients of federal funds. |

# Family Outcomes 2001 – 2011

## Improved Employment

### Employment and Employment Supports

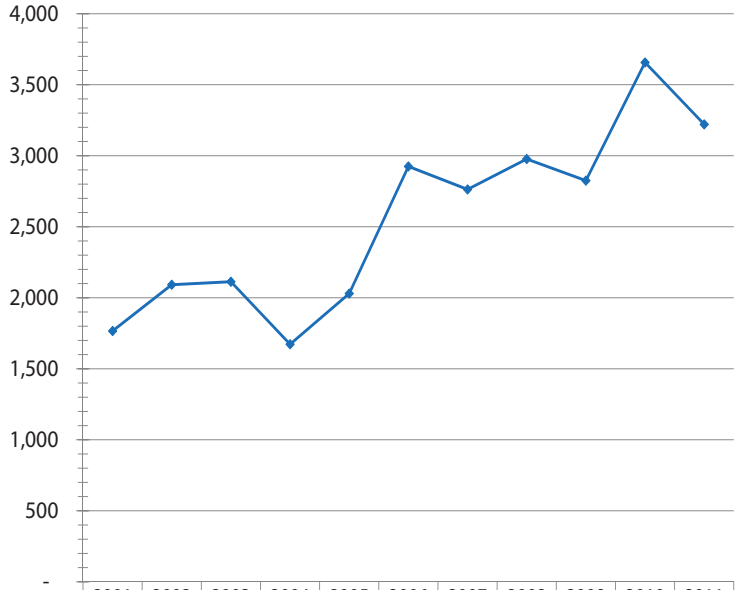
**28,042** individuals who were unemployed obtained a job.

**3,221 People**
**2011**

*82% Increase over the decade*

**1,766 People**
**2001**

**Employment**

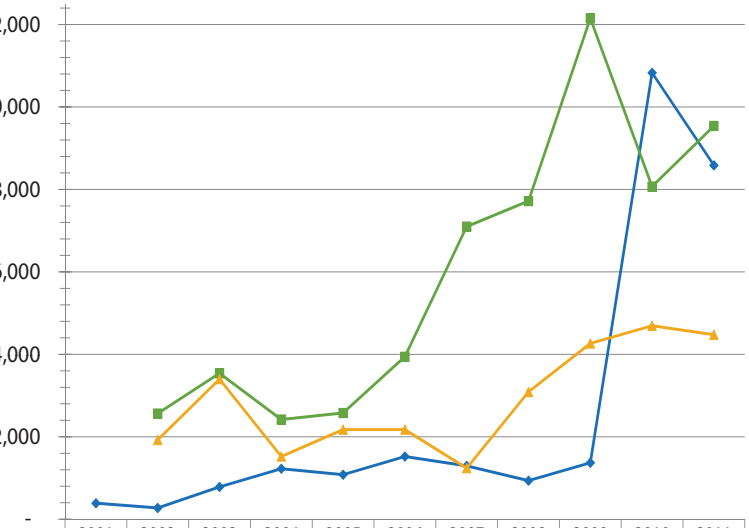



| | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Employment | 1,766 | 2,092 | 2,113 | 1,673 | 2,030 | 2,925 | 2,763 | 2,977 | 2,825 | 3,657 | 3,221 |

- ***Job Skills/Competencies:*** 28,288 people obtained pre-employment skills/competencies required for employment and received a certificate or diploma.
- ***Child/Dependent Care:*** 59,621 people obtained care for a child or other dependent in order to acquire or maintain employment.
- ***Housing:*** 28,957 people obtained safe and affordable housing in support of family stability needed to gain or retain employment.

Note:
The 2009 American Recovery and Reinvestment Act temporarily increased CSBG funding resulting in a spike in outcomes in 2009 and 2010.

**Job Skills, Child Care and Housing**




| | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Job Skills | 389 | 274 | 784 | 1,226 | 1,080 | 1,521 | 1,295 | 936 | 1,370 | 10,829 | 8,584 |
| Child Care | * | 2,564 | 3,541 | 2,419 | 2,578 | 3,943 | 7,099 | 7,718 | 12,149 | 8,070 | 9,540 |
| Housing | * | 1,923 | 3,399 | 1,522 | 2,175 | 2,175 | 1,239 | 3,088 | 4,264 | 4,695 | 4,477 |

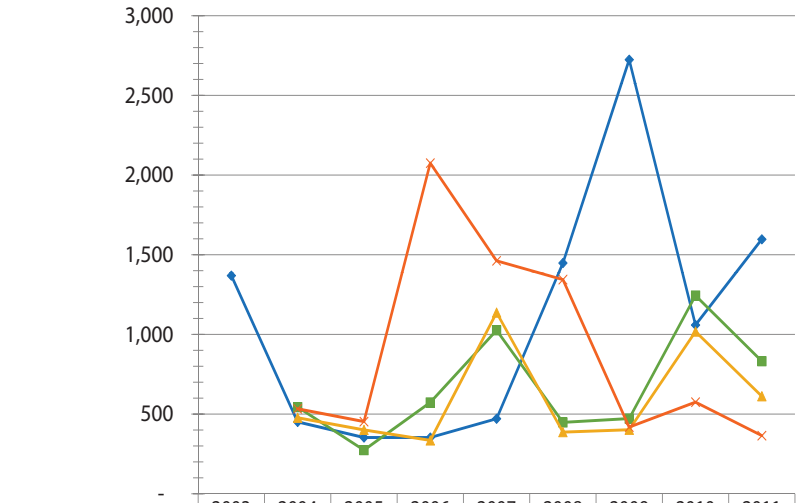
* Data not collected.

# Family Outcomes 2001 – 2011

## Improved Employment

### Employment Supports

**Health Care, ABE/GED, Education and Before/After School Programs**

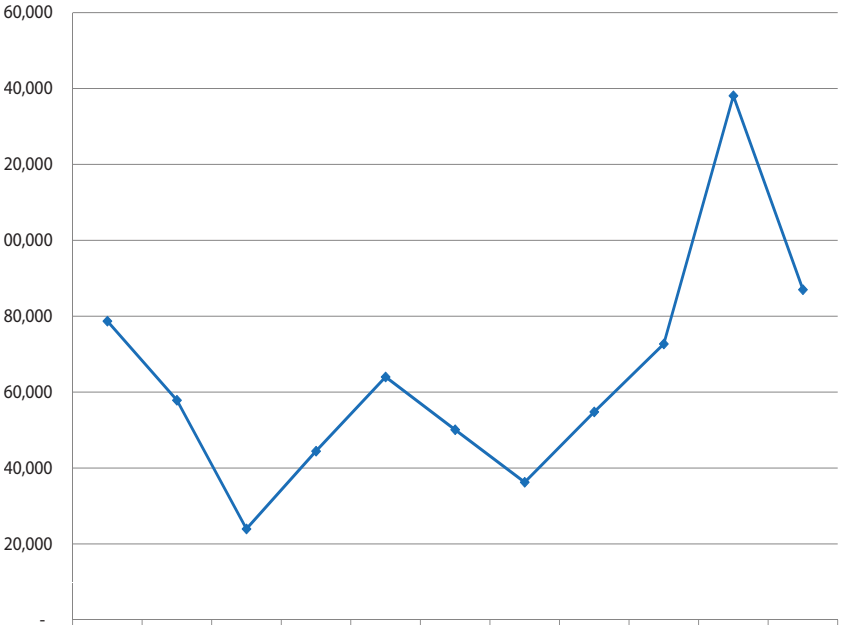



| | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
|---|---|---|---|---|---|---|---|---|---|
| Health Care | * | 451 | 353 | 353 | 471 | 1,448 | 2,724 | 1,059 | 1,597 |
| ABE/GED | * | 544 | 274 | 573 | 1,026 | 448 | 472 | 1,244 | 832 |
| Post-Sec Education | * | 477 | 401 | 335 | 1,137 | 387 | 402 | 1,018 | 612 |
| Before/After School | * | 533 | 453 | 2,075 | 1,462 | 1,344 | 418 | 575 | 365 |

* Data not collected.

- ***Health Care:*** 9,825 people obtained health care services in order to acquire or maintain employment.
- ***ABE/GED:*** 5,413 people completed Adult Basic Education (ABE) or GED education and received a certificate or diploma.
- ***Post-Secondary Education:*** 4,769 people completed a post-secondary education program and obtained a certificate or diploma.
- ***Before/After School Programs:*** 7,225 children enrolled in before or after school programs so that an adult caregiver could acquire or maintain employment.

**Food Assistance**




| | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Food | 78,708 | 57,861 | 23,950 | 44,442 | 63,999 | 50,096 | 36,257 | 54,793 | 72,694 | 138,090 | 86,998 |

- ***Food Assistance:*** 707,888 parents and other individuals obtained food assistance in support of family stability needed to gain or retain employment.

### Transportation

**95,998** individuals accessed employment related transportation.

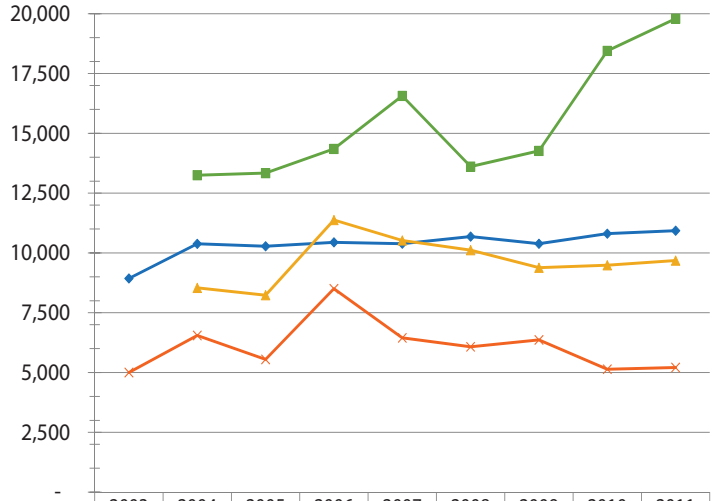
# Family Outcomes 2001 – 2011

## Strengthened Families

### Child and Family Development

- ***Child Healthcare:*** 93,228 infants and children obtained age appropriate immunization, medical and dental care.
- ***Child Nutrition:*** 123,618 infants and children received adequate nutrition to improve health and physical development.
- ***Preschool:*** 77,338 children participated in preschool activities to develop school readiness.
- ***School Readiness:*** 54,846 children from low-income families developed pre-literacy and pre-numeracy skills for school readiness.

**Child Healthcare, Child Nutrition, Preschool and School Readiness**




| | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
|---|---|---|---|---|---|---|---|---|---|
| Child Healthcare | 8,934 | 10,381 | 10,279 | 10,443 | 10,387 | 10,684 | 10,384 | 10,806 | 10,930 |
| Child Nutrition | * | 13,250 | 13,338 | 14,349 | 16,565 | 13,610 | 14,267 | 18,446 | 19,793 |
| Preschool | * | 8,540 | 8,233 | 11,376 | 10,522 | 10,117 | 9,383 | 9,486 | 9,681 |
| School Readiness | 5,000 | 6,550 | 5,550 | 8,505 | 6,451 | 6,077 | 6,364 | 5,138 | 5,211 |

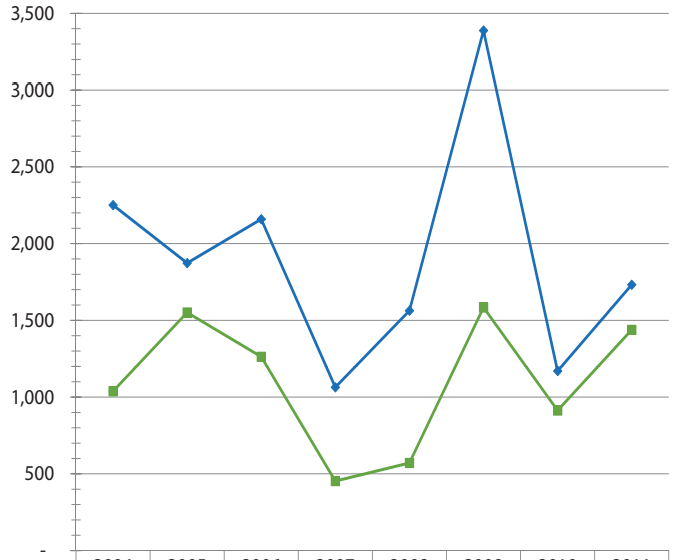
* Data not collected.

**17,638 youth increased academic, athletic or social skills for school through participation in before/after school programs.**

- ***Youth Health:*** 15,200 youth improved physical health and development.
- ***Youth Development:*** 8,811 youth improved social or emotional development.

**4,924**
**youth avoided risk-taking behaviors**

**Youth Health and Youth Development**



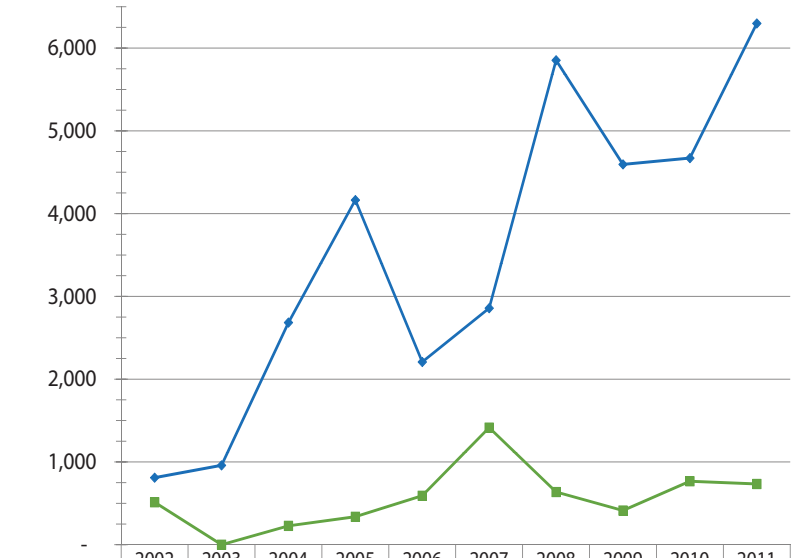

| | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
|---|---|---|---|---|---|---|---|---|
| Youth Health | 2,251 | 1,873 | 2,159 | 1,064 | 1,563 | 3,388 | 1,170 | 1,732 |
| Youth Development | 1,038 | 1,551 | 1,263 | 453 | 571 | 1,584 | 913 | 1,438 |

Note: The 2009 American Recovery and Reinvestment Act temporarily increased CSBG funding resulting in a spike in youth outcomes in 2009.

# Asset Building

## Economic Asset Enhancement and Utilization

### Budgeting and Savings




| | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
|---|---|---|---|---|---|---|---|---|---|---|
| Budgeting | 810 | 959 | 2,684 | 4,164 | 2,208 | 2,858 | 5,853 | 4,595 | 4,671 | 6,298 |
| Savings | 513 | * | 228 | 338 | 592 | 1,415 | 637 | 413 | 767 | 734 |

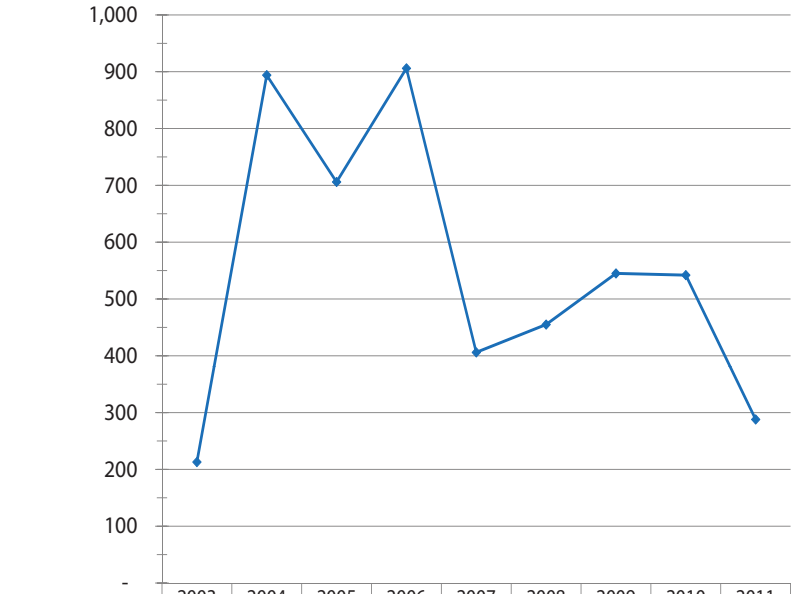
* Data not collected.

**386,078 households completed free tax preparation and received a federal or state tax credit. $89.8 million returned to low-income Minnesotans during the last decade.**

■ ***Budgeting:*** 35,100 people demonstrated the ability to complete a budget for over 90 days.

■ ***Savings:*** 5,637 people opened an Individual Development Account (IDA) or other savings account.

### Home Purchase




| | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
|---|---|---|---|---|---|---|---|---|---|
| Home Purchase | 213 | 894 | 706 | 906 | 406 | 455 | 545 | 542 | 288 |

■ ***Home Purchase:*** 4,955 low-income people purchased homes in their community as a result of Community Action assistance.

The housing crisis that began in 2006 and escalated in subsequent years significantly affected housing related services and resulted in declining outcomes in the last half of the decade.

# Family Outcomes 2001 – 2011

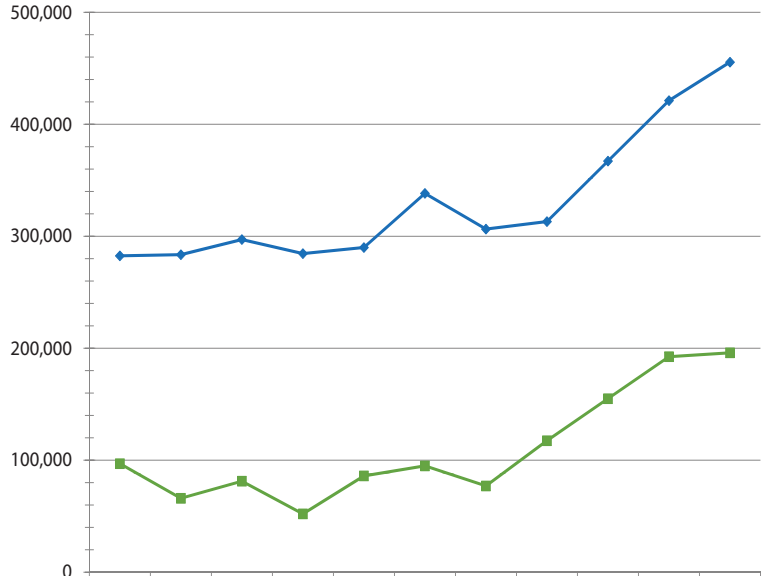
## Improved Economic Security

### Self-Sufficiency and Emergency Assistance

**61%**
**increase in individuals receiving Energy Assistance**

- ***Energy Assistance:*** 3.6 million people received non-emergency payments to vendors, for fuel and energy bills (including LIHEAP).
- ***Energy Crisis:*** 1.2 million people received emergency payments to vendors, for fuel and energy bills (including LIHEAP).

**Energy Assistance and Energy Crisis**

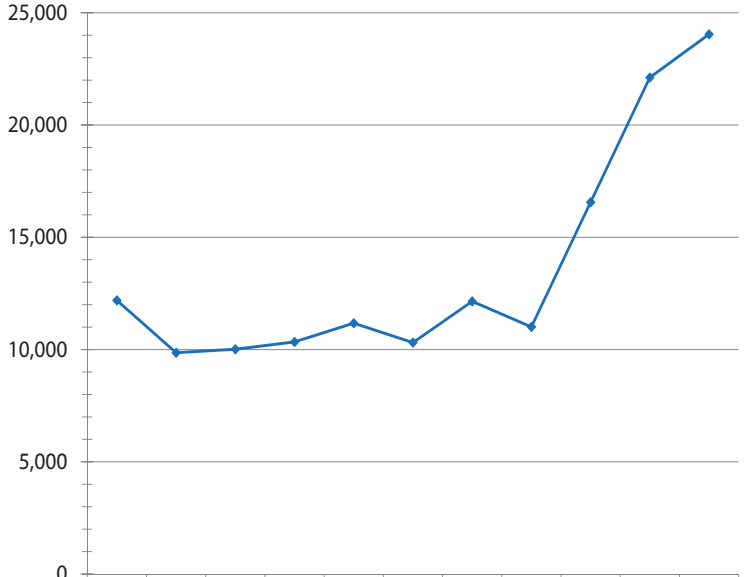



| | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Energy Assistance | 282,526 | 283,555 | 297,090 | 284,531 | 289,950 | 338,296 | 306,411 | 313,121 | 367,140 | 421,158 | 455,479 |
| Energy Crisis | 96,931 | 66,002 | 81,282 | 52,095 | 85,985 | 94,951 | 77,026 | 117,447 | 154,954 | 192,460 | 195,931 |

**97%**
**increase in individuals receiving Weatherization**

- ***Weatherization:*** 149,767 people received Wx services to improve the energy efficiency of their homes.

**Weatherization**




| | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Wx | 12,192 | 9,859 | 10,015 | 10,340 | 11,174 | 10,310 | 12,146 | 11,009 | 16,563 | 22,117 | 24,042 |

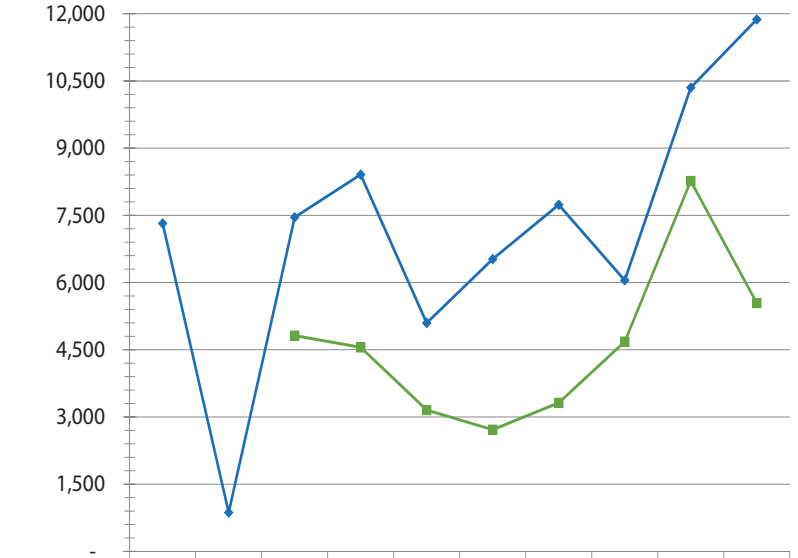
Note: The 2009 American Recovery and Reinvestment Act temporarily increased CSBG and Wx funding resulting in a spike in outcomes between 2009 and 2011.

# Community Outcomes 2001 – 2011

## Improved Living Conditions

### Community Improvement and Revitalization

**Housing and Health Care**




| | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
|---|---|---|---|---|---|---|---|---|---|---|
| Housing | 7,320 | 868 | 7,457 | 8,410 | 5,098 | 6,524 | 7,735 | 6,050 | 10,351 | 11,872 |
| Health Care | * | * | 4,816 | 4,554 | 3,154 | 2,715 | 3,315 | 4,680 | 8,267 | 5,542 |

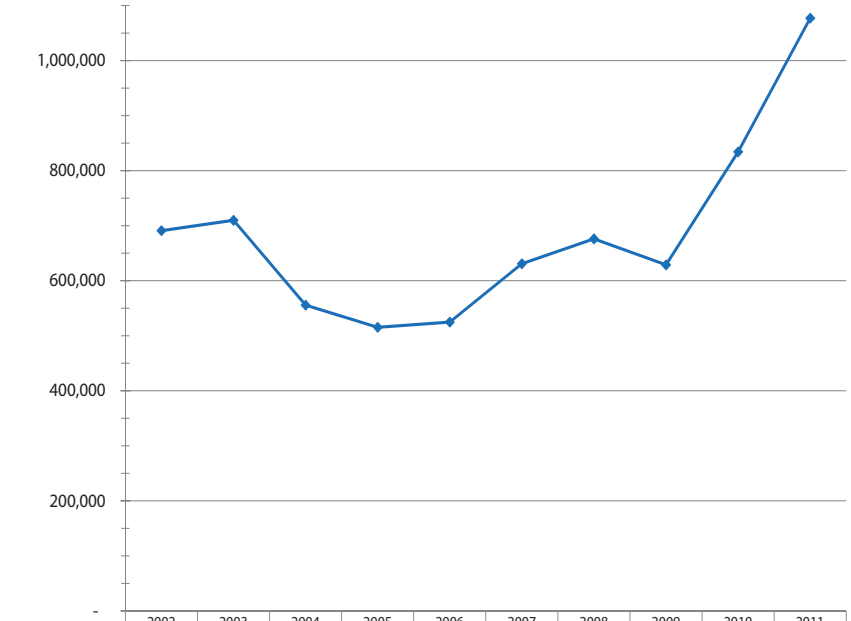
* Data not collected.

■ ***Housing:*** 71,685 safe and affordable housing units were preserved or improved through construction, weatherization or rehabilitation.

■ ***Health Care:*** 37,043 accessible and affordable health care services/facilities for limited low-income people were created or maintained.

**4.96 million**
**individuals received rides**
**(Volunteer rides, bus system & bus passes)**

**Transportation**




| | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
|---|---|---|---|---|---|---|---|---|---|---|
| Transportation | 690,984 | 709,836 | 555,679 | 515,369 | 524,833 | 630,915 | 676,097 | 628,825 | 834,150 | 1,077,063 |

■ ***Transportation:*** 6.84 million accessible new or expanded transportation resources, or preserved transportation resources were made available to low-income families, including public or private transportation.

# Building Community Involvement

## Volunteerism

**18.4 million**
**hours of volunteer community service**

Community Action taps into Minnesota's long-standing tradition of volunteerism. Parents, retirees, low-income workers, business people and other community members expand the capacity of local agencies by serving in a variety of volunteer roles. Whether it's serving as a board member, helping in Head Start, working in the Retired Senior Volunteer Program (RSVP) or providing transportation to elders, community volunteers enhance Community Action services. During the last decade, the service of volunteers was equivalent to **8,843 full-time, year-round employees**, or a **$133.3 million contribution** if their time is valued at the federal minimum wage of $7.25 per hour. Fostering volunteerism is an integral strategy of Community Action programs.

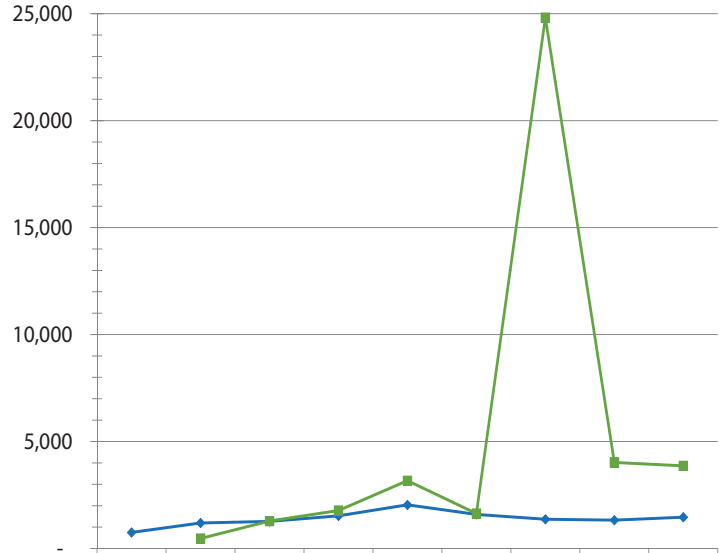
| Community Volunteer Hours | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | Total |
| Hours | 1,541,727 | 1,625,250 | 1,606,262 | 1,631,980 | 1,982,384 | 1,892,298 | 1,826,253 | 1,644,496 | 1,602,614 | 1,632,225 | 1,407,580 | 18,393,069 |

## Maximum Feasible Participation

■ ***Community Decision Making:*** 12,528 low-income people participated in formal community organizations, government, boards or councils that provided input to decision making and policy setting through Community Action efforts.

■ ***Community Participation:*** 41,033 low-income individuals engaged in non-governance community activities or groups created or supported by Community Action.

**Community Decision Making and Community Participation**




| | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
|---|---|---|---|---|---|---|---|---|---|
| Decision Making | 750 | 1,193 | 1,268 | 1,527 | 2,041 | 1,595 | 1,366 | 1,325 | 1,463 |
| Participation | * | 467 | 1,281 | 1,776 | 3,169 | 1,636 | 24,817 | 4,022 | 3,865 |

* Data not collected.

Note: Community Participation peaked in 2009 due to 2008 Get Out the Vote efforts.

# Building Agency Capacity

## Community Partnerships

**45,812**
**Community Partnerships statewide over the decade**

Community Action actively partners with both public and private partners to expand resources and opportunities in order to achieve family and community outcomes. Community partnerships include organizations, such as nonprofits, faith-based organizations, businesses, school districts, higher education, collaboratives and local, state and federal government agencies.

## Agency Human Capital

| Agency Human Capital 2011 | |
|---|---|
| Family Development Certified Staff | 103 |
| Child Development Certified Staff | 263 |
| Staff Attending Trainings | 4,321 |
| Hours of Staff Trainings | 150,226 |
| Board Members Attending Trainings | 740 |
| Hours of Board Member Trainings | 4,842 |

Building human capital resources is an important agency outcome. Agencies that increase their capacity in this area are better able to achieve family and community outcomes. On the left, data from 2011 shows the most recent agency development related outcomes.

### Minnesota Community Action Emerging Leadership Institute (ELI)

The creativity, knowledge, innovation and leadership skills of a new generation of Community Action Leaders are being nurtured through the Emerging Leadership Institute (ELI). ELI was launched in 2010 through a partnership between the University of Minnesota, Humphrey School of Public Affairs' Public and Nonprofit Leadership Center and the Minnesota Community Action Partnership. In 2010 and again in 2012, a one-year training program was offered with training topics, such as the legacy of Community Action, leading from the middle, working with boards, creating organizations of engagement, developing and evaluating programs, defining organizational effectiveness, sustaining leadership, understanding and shaping policy, relationship building and group formation. To date over 50 participants from 19 agencies have participated and graduated from ELI.

## Growing Demand for Services 2001 – 2011

**229%**
**increase in number of Individuals Served 2001 – 2011**

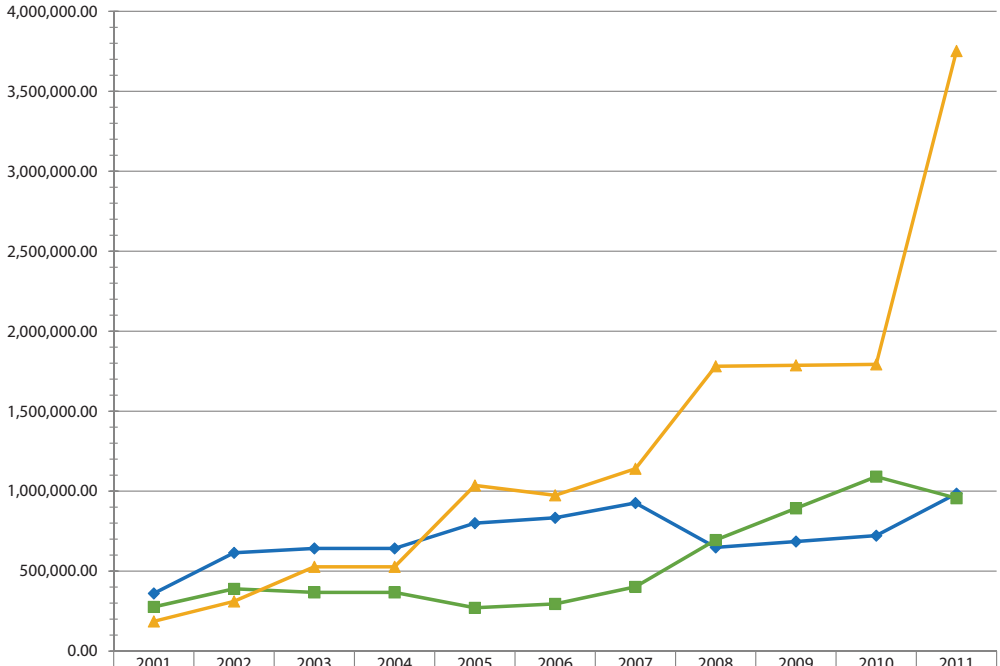
- ***Information & Referral:*** 7.86 million services
- ***Outreach:*** 6.0 million services
- ***Advocacy Information & Education:*** 13.8 million services

Over the decade, many Minnesota families turned to Community Action for emergency and self-sufficiency services as stagnant wages, rising energy prices and high housing costs stressed family budgets. During the Great Recession many families faced sudden job loss, underemployment or home foreclosure and found themselves needing a helping hand; many for the first time in their lives.

Additional CSBG funding provided through the 2009 American Recovery and Reinvestment Act allowed local agencies to expand their Information and Referral, Outreach, and Advocacy Information and Education services during 2009 and 2010. These services responded to the growing demand for assistance and linked participants with the benefits and resources they needed to regain or move towards greater economic security. Many agencies continued an emphasis on these services in 2011.

Between 2001 and 2011, Information and Referral services increased 173%, Outreach increased 246%, and Advocacy Information and Education increased 1921%.

**Information & Referral, Outreach and Advocacy & Education**




| | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Info & Referral | 360,562 | 614,462 | 642,046 | 642,046 | 799,916 | 833,507 | 925,927 | 648,432 | 685,094 | 721,756 | 984,592 |
| Outreach | 276,347 | 389,173 | 367,103 | 367,103 | 270,637 | 294,998 | 401,683 | 694,604 | 892,675 | 1,090,745 | 955,951 |
| Advocacy/Ed | 185,678 | 310,881 | 527,099 | 527,099 | 1,035,641 | 974,132 | 1,140,425 | 1,780,841 | 1,786,829 | 1,792,817 | 3,751,921 |

# Program Services 2001 – 2011

Community Action provides services in nine core categories. Emergency Services and Linkages, which includes categories that measure demand for services, were the largest areas of program activity over the last decade.

### Employment
- Employment & Training Services
- Youth Employment
- Senior Employment Programs
- Food Support Employment & Training
- Displaced Homemakers

### Education
- GED & Educational Services
- Literacy
- English as a Second Language (ESL)
- Adult Basic Education (ABE)

### Income Management
- Budget Counseling
- Tax Aid
- Family Assets for Independence in Minnesota (FAIM)

### Housing
- Weatherization
- MECS Audits
- Other Conservation Services
- Energy Related Repairs
- Housing Grants and Loans
- Home Repair/Rehabilitation
- Small Cities Development Grants (SCDG)
- Rental Housing Assistance
- Low-Income Housing Development
- Community Housing Stabilization
- Community Homeownership Ed

### Emergency Services
- Energy Assistance
- Energy Crisis
- Fuel Fund
- Homeless Assistance
- Transitional Housing
- Emergency Family Services
- Abuse & Neglect
- Donated Articles
- Crisis Intervention

### Nutrition
- Food Assistance
- Community Services Food Packages
- Holiday Projects
- Women, Infants, Children (WIC)
- Gardening
- Home Delivered Meals
- Congregate Meals
- USDA Commodity Assistance

### Linkages
- Transportation System
- Transportation Assistance
- Vehicle Program
- Senior Oriented Services
- Chore Services
- Retired Senior Volunteer Program (RSVP)
- Senior Companion/Foster Grandparents
- Information & Referral
- Outreach
- Advocacy Info/Education
- Contract Services

### Self Sufficiency
- Head Start
- Child Care
- Child Care Administration
- At Risk Youth
- Campership
- Child Care Resource Referral
- Youth Recreation
- Parenting
- Fatherhood Initiative
- Crisis Nursery
- Self Sufficiency
- Family Loan Fund

### Health
- Health Care Aid (Non-Financial)
- Health Care Aid (Financial)
- Family Planning

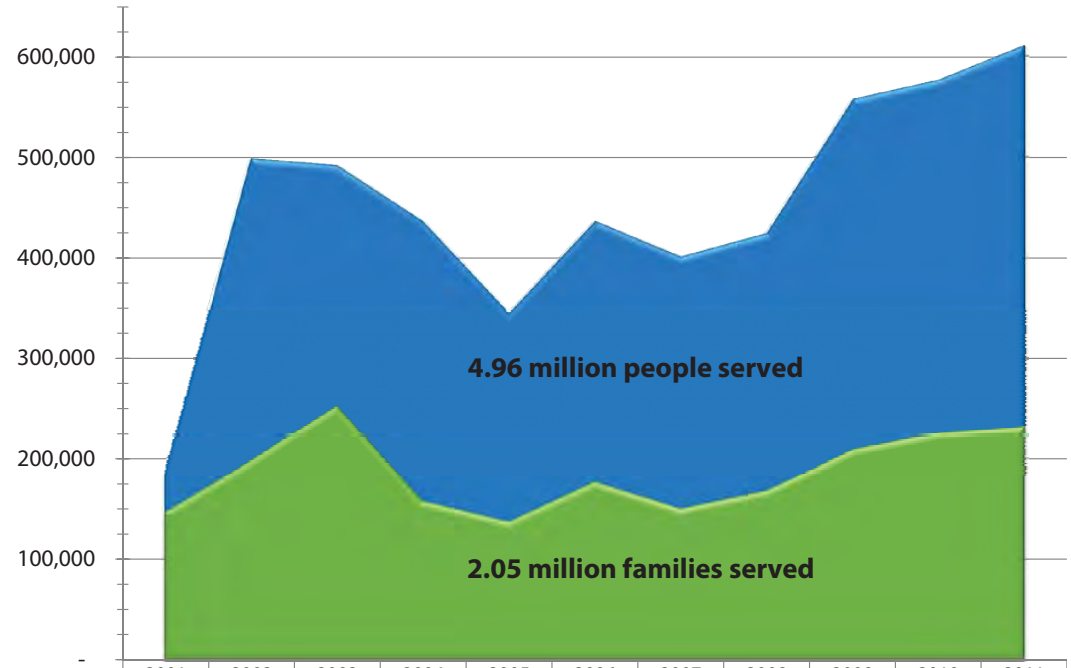
### Other
- Community Development
- Cottage Industries

| | Community Action Program Activity | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | Total |
| Employment | 11,421 | 8,380 | 4,321 | 4,714 | 4,738 | 6,842 | 22,673 | 23,470 | 17,146 | 10,821 | 8,801 | 123,327 |
| Education | 15,146 | 15,314 | 6,456 | 6,188 | 8,056 | 10,132 | 7,105 | 7,544 | 9,596 | 11,647 | 7,706 | 104,890 |
| Income Management | 15,685 | 77,909 | 67,496 | 178,716 | 204,772 | 109,119 | 79,066 | 89,825 | 66,605 | 43,384 | 51,376 | 983,953 |
| Housing | 49,661 | 51,215 | 42,321 | 43,275 | 46,500 | 54,879 | 50,009 | 50,267 | 68,236 | 86,204 | 74,203 | 616,770 |
| Emergency Services | 571,990 | 533,437 | 532,734 | 501,880 | 578,394 | 641,031 | 634,879 | 632,572 | 782,057 | 931,543 | 838,433 | 7,178,950 |
| Nutrition | 243,235 | 277,822 | 213,321 | 213,321 | 154,468 | 169,603 | 142,374 | 161,479 | 188,050 | 214,621 | 152,728 | 2,131,023 |
| Linkages | 1,286,974 | 1,821,596 | 2,100,235 | 1,727,484 | 2,311,251 | 2,625,509 | 3,050,194 | 3,688,671 | 3,956,131 | 4,223,590 | 6,400,779 | 33,192,413 |
| Self Sufficiency | 68,212 | 84,250 | 84,250 | 76,288 | 77,930 | 77,862 | 80,163 | 89,765 | 93,462 | 97,158 | 88,294 | 917,634 |
| Health | 12,162 | 12,589 | 13,417 | 11,151 | 12,955 | 14,046 | 9,432 | 30,245 | 19,867 | 9,489 | 8,881 | 154,234 |
| Other | 3,647 | 3,612 | 1,083 | 1,083 | 2,773 | 3,113 | 3,923 | 393 | 382 | 370 | 143 | 20,522 |
| Total Services Provided to Individuals | 2,278,133 | 2,886,124 | 3,065,634 | 2,764,100 | 3,401,837 | 3,712,136 | 4,079,818 | 4,774,231 | 5,201,529 | 5,628,827 | 7,631,344 | 45,423,713 |

# Community Action Participants 2001 – 2011

Over the decade, the unduplicated number of individuals served increased 229% and the unduplicated number of families served increased 59%. In 2011, Minnesota Community Action served the highest number of people since 2001.

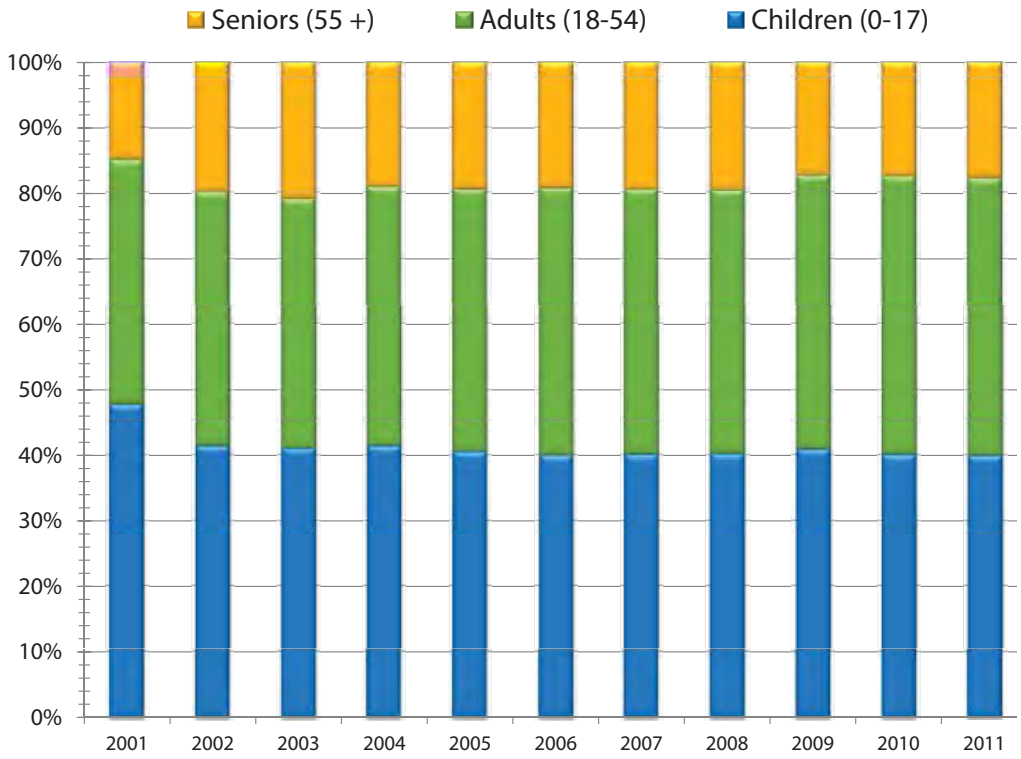
## Individuals and Families Served




| | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Individuals | 185,476 | 498,232 | 491,567 | 435,709 | 344,904 | 436,080 | 400,740 | 424,092 | 557,156 | 576,188 | 610,713 |
| Families | 146,191 | 197,674 | 252,766 | 157,872 | 137,177 | 176,995 | 150,112 | 168,220 | 208,930 | 225,600 | 231,720 |

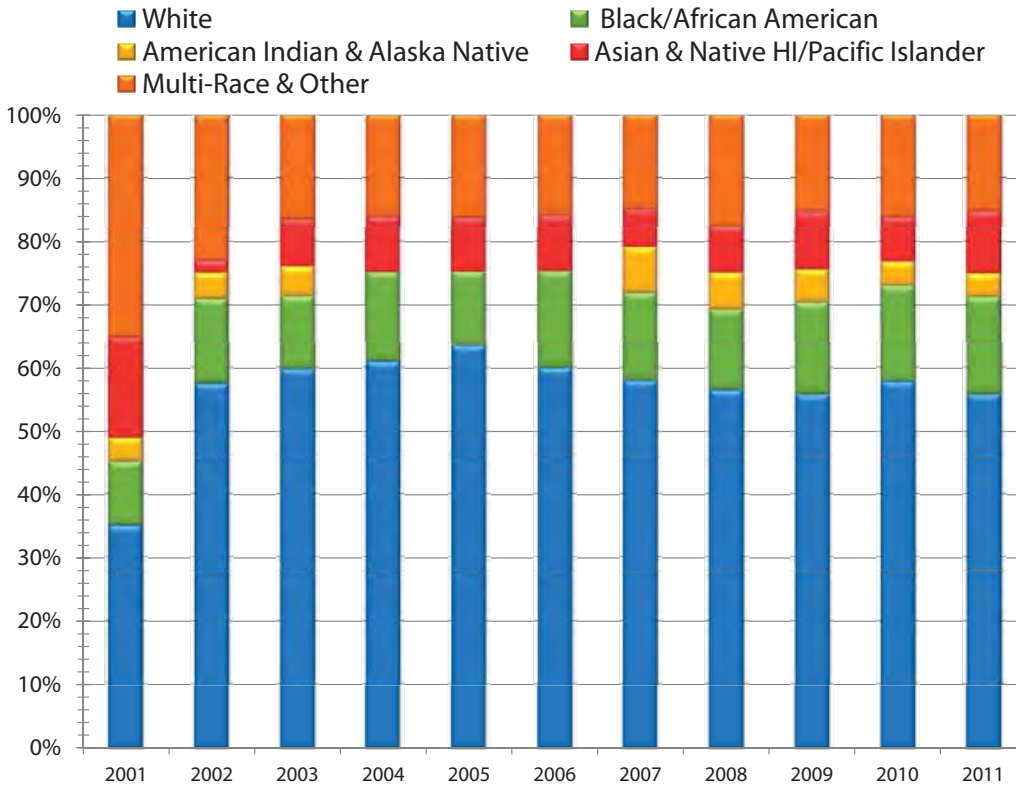
On average, each year about 40% of participants were children under the age of 17. On average, about 20% of participants were seniors older than age 55.

## Age of Participants



# Community Action Participants 2001 – 2011

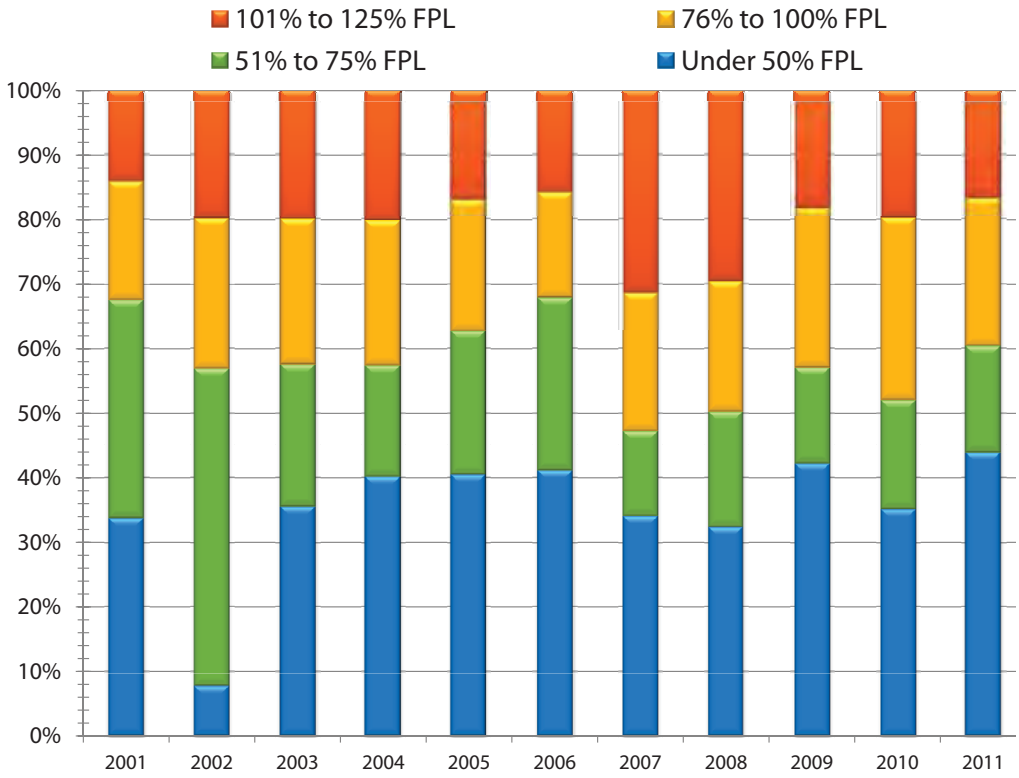
## Race of Participants




On average, each year about 30% of participants were racial minorities. Black and African Americans were the largest minority group, about 17% of participants.

*Note:* Community Action uses U.S. Census race categories. During 2004 to 2006, Census race categories classified American Indian/Alaska Native people as Asian. Before and after this period, a separate racial category was used.

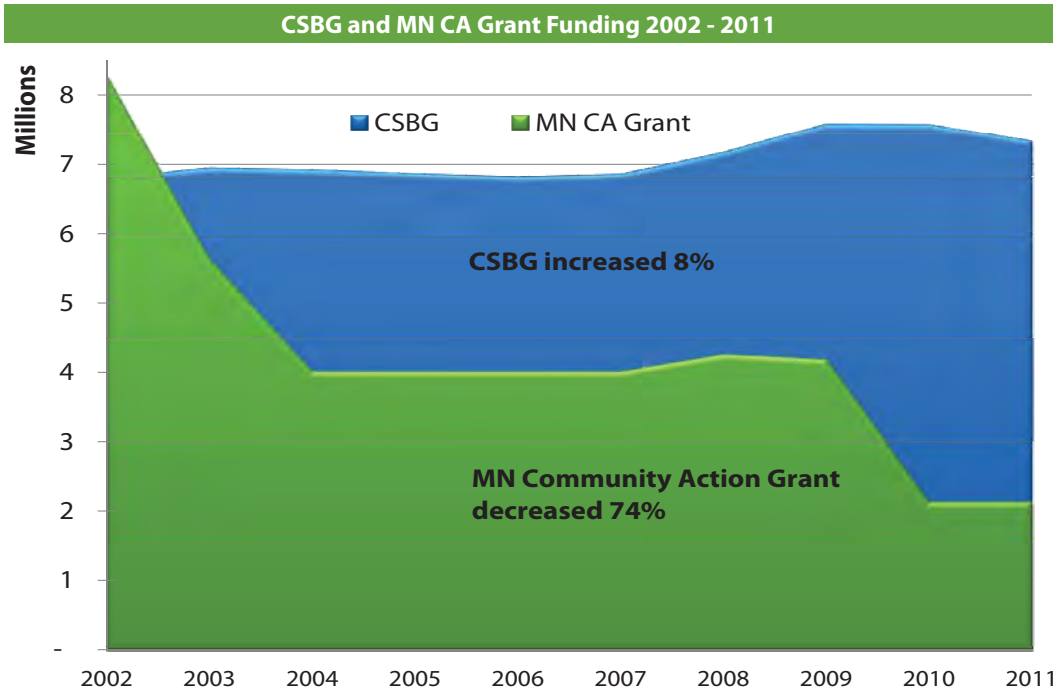
## Family Income Level Based on Federal Poverty Level (FPL)




The majority of families served each year had incomes at or below 100% of the Federal Poverty Level (FPL).

## Community Action Funding 2002 – 2011

Two significant funding events affected Community Action over the last decade. In 2003, the Minnesota legislature cut Community Action Grant funding and initiated the decline in state support which has continued in subsequent years. By 2011, Minnesota Community Action Grant funding had decreased 74% in comparison to 2002 levels. In contrast, CSBG funding increased 8% during the same period. Today the largest source of Community Action funding comes from CSBG and other federal sources. The 2009 American Recovery and Reinvestment Act provided Minnesota Community Action an additional 12.03 million in funding to local agencies. This funding is not reflected in the charts below, but was available to agencies from July 1, 2009 to September 30, 2010.

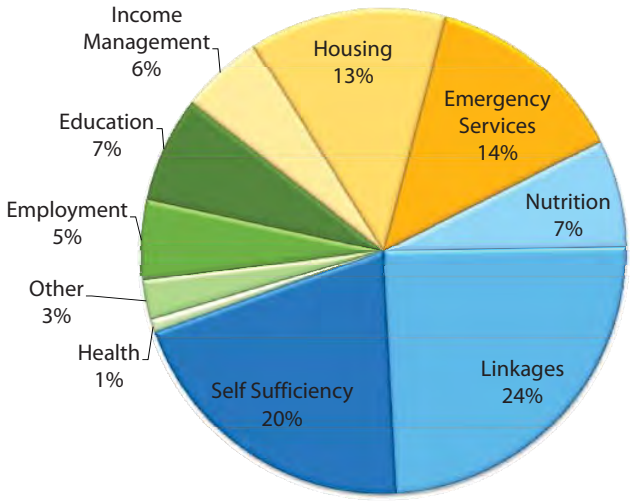



Local agencies leverage CSBG and Minnesota Community Action funding to expand the resources available to achieve program outcomes. Other federal, state, local and private resources are essential to Community Action. Between 2002 and 2011, other federal resources increased 38%, local public resources increased 8% and private resources increased 22%, while non-Community Action state resources decreased 1%.

| | Community Action Funding Sources 2002 - 2011 | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 |
| CSBG | 6,796,391 | 6,947,657 | 6,919,153 | 6,863,002 | 6,813,148 | 6,855,632 | 7,169,684 | 7,581,132 | 7,576,436 | 7,327,395 |
| MN CA Grant | 8,258,580 | 5,627,003 | 4,000,000 | 4,000,000 | 4,000,000 | 4,000,000 | 4,250,000 | 4,173,000 | 2,134,180 | 2,134,000 |
| All other Federal | 161,544,835 | 177,489,262 | 155,198,426 | 126,988,663 | 145,444,560 | 192,908,435 | 180,165,986 | 196,776,219 | 180,165,986 | 223,604,953 |
| All other State | 38,927,754 | 54,127,131 | 50,280,600 | 40,429,032 | 38,827,206 | 36,866,902 | 38,146,626 | 40,256,260 | 25,690,207 | 38,373,799 |
| Local Public | 5,873,166 | 6,877,004 | 10,426,543 | 9,965,574 | 9,141,240 | 6,941,645 | 9,334,817 | 33,925,091 | 11,328,426 | 10,935,575 |
| Private Sector | 31,312,717 | 27,169,491 | 27,923,889 | 32,197,971 | 35,753,065 | 34,088,561 | 36,568,388 | 41,178,907 | 39,547,059 | 38,202,227 |
| TOTAL | 252,713,443 | 278,237,548 | 254,748,611 | 220,444,242 | 239,979,219 | 281,661,175 | 275,635,501 | 323,890,609 | 266,442,294 | 320,577,949 |

## CSBG Expenditures 2001 – 2011

**Average CSBG Expenditures by Service Category**




The Community Services Block Grant (CSBG) provides core funding for Community Action programs. CSBG is spent on services in nine core categories. See page 15 for more information about specific categories and services. The figure to the left illustrates on average how CSBG was spent during the decade. Linkages and Self Sufficiency were the largest areas of expenditures followed by Emergency Services and Housing.

## The Future of Community Action

Since President Johnson's call to arms in 1964, Community Action has lifted Americans out of poverty, creating and administering innovative programs that have produced impressive and positive outcomes. Through all this activity, there are several founding principles to which Community Action has remained committed – the foremost one being that the voices of people living in poverty are deeply essential to any genuine fight against the complexity of poverty's challenges.

These Community Action founding principles include:

- Maximum feasible participation of the poor;
- Coordination of community resources;
- A broad spectrum of programs that address the complexity of living in poverty;
- Innovative program design;
- Locally designed solutions;
- Evaluation and accountability; and,
- State and national networks.

***The Community Action Promise***

*Community Action changes people's lives, embodies the spirit of hope, improves communities, and makes America a better place to live.*

*We care about the entire community and we are dedicated to helping people help themselves and each other.*

With more people living below the federal poverty line than ever – 46.2 million Americans in 2010 according to the Census – it is time to turn our collective attention to this vision again. Preserving the underpinnings of Community Action ensures a comprehensive approach to addressing the needs of vulnerable citizens and helps struggling Americans get the services they need to achieve economic security. With this foundation, Community Action will continue to remain on the cutting edge of fighting poverty throughout Minnesota and the nation. And they will do so with decades of experience and a deep commitment to ensuring locally-designed solutions in community after community.

# Community Action Agencies in Minnesota

**Minnesota Community Action Partnership**
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**Office of Economic Opportunity Minnesota Department of Human Services**

Connie Greer, Director
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Email: connie.greer@state.mn.us

Dan DuHamel
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**Anoka County Community Action Program**
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TTY: 763-783-4724
Fax: 763-783-4700
Email: patrick.mcfarland@accap.org
Website: www.accap.org

**Arrowhead Economic Opportunity Agency**
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702 Third Avenue South
Virginia, MN 55792-2797
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TTY: 800-862-0175
Fax: 218-749-2944
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**Bi-County Community Action Programs**
Deb Allison, Executive Director
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**Bois Forte Reservation Tribal Council**
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**Community Action of Minneapolis**
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**Community Action Partnership for Suburban Hennepin**
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**Community Action Partnership of Ramsey and Washington Counties**
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Fax: 651-645-2253
Website: www.caprw.org

**Community Action Partnership of Scott, Carver and Dakota Counties**
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**Fond Du Lac Reservation Business Committee**
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Fax: 218-879-4146
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Website: www.fdlrez.com

**Grand Portage Reservation Tribal Council**
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**Inter-County Community Council**
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Fax: 218-796-5175
Email: cjohnson@intercountycc.org
Website: www.intercountycc.org

**KOOTASCA Community Action**
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Email: jimw@kootasca.org
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**Lakes and Pines Community Action Council**
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Fax: 320-679-4139
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**Leech Lake Band of Ojibwe**
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Fax: 218-335-3687
Email: sally.fineday@llojibwe.org
Website: www.leechlakeojibwe.com

**Lower Sioux Indian Community**
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Website: www.lowersioux.com

# Community Action Agencies in Minnesota

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Email: brenda.jindra@millelacsband.com
Website: www.millelacsojibwe.org

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**Northwest Community Action**
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## Helping People. Changing Lives.

Community Action changes people's lives, embodies the spirit of hope, improves communities, and makes America a better place to live.

We care about the entire community and we are dedicated to helping people help themselves and each other.

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