

THE UNITED STATES CONFERENCE OF MAYORS – SODEXHO USA

# HUNGER AND HOMELESSNESS SURVEY

A Status Report on Hunger and Homelessness in America's Cities  
A 27-City Survey, December 2004

2004



Sodexho



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The United States Conference of Mayors-Sodexo USA Hunger and Homelessness Survey 2004 was prepared by Eugene T. Lowe, Assistant Executive Director for Housing and Community Development, with the assistance of Conference of Mayors staff members Art Slater, James Welfley and Terry Moyer. A copy may be obtained from the USCM website at [usmayors.org](http://usmayors.org).

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# Summary

To assess the status of hunger and homelessness in America's cities during 2004, The U.S. Conference of Mayors surveyed 27 major cities whose mayors were members of its Task Force on Hunger and Homelessness. The survey sought information and estimates from each city on 1) the demand for emergency food assistance and emergency shelter and the capacity of local agencies to meet that demand; 2) the causes of hunger and homelessness and the demographics of the populations experiencing these problems; 3) exemplary programs or efforts in the cities to respond to hunger and homelessness; 4) the availability of affordable housing for low income people; and 5) the outlook for the future and the impact of the economy on hunger and homelessness.

Among the findings of the 27-city survey:

## HUNGER

- Officials in the survey cities estimate that during the past year requests for emergency food assistance increased by an average of 14 percent, with 96 percent of the cities registering an increase. Requests for food assistance by families with children increased by an average of 13 percent. Requests for emergency food assistance by elderly persons increased by an average of 12 percent during the last year, with 72 percent of the cities reporting an increase.
- On average, 20 percent of the requests for emergency food assistance are estimated to have gone unmet during the last year. For families alone, 17 percent of the requests for assistance are estimated to have gone unmet. In 48 percent of the cities, emergency food assistance facilities may have to turn away people in need due to lack of resources.
- Fifty-six percent of the people requesting emergency food assistance were members of families – children and their parents. Thirty-four percent of the adults requesting food assistance were employed.
- The overall level of resources available to emergency food assistance facilities increased by 18 percent during the last year in the cities registering an increase. Forty-four percent of the survey cities reported that emergency food assistance facilities are able to provide an adequate quantity of food. Sixty-seven percent of the cities' emergency food assistance facilities have had to decrease the number of bags of food provided and/or the number of times people can receive food. Of these cities, 63 percent have had to increase the limit of food provided. Eighty-one percent of the survey cities reported that the food provided is nutritionally balanced.
- In 100 percent of the cities, families and individuals relied on emergency food assistance facilities both in emergencies and as a steady source of food over long periods of time.

- Unemployment and other employment-related problems lead the list of causes of hunger identified by the city officials. Other causes cited, in order of frequency, include low-paying jobs, high housing costs, poverty or lack of income, medical or health costs, substance abuse, high utility costs, mental health problems, homelessness, reduced public benefits and high childcare costs.

## HOMELESSNESS

- During the past year, requests for emergency shelter increased in the survey cities by an average of 6 percent, with 70 percent of the cities registering an increase. Requests for shelter by homeless families alone increased by 7 percent, with 78 percent of the cities reporting an increase.
- An average of 23 percent of the requests for emergency shelter by homeless people overall and 32 percent of the requests by homeless families alone are estimated to have gone unmet during the last year. In 81 percent of the cities, emergency shelters may have to turn away homeless families due to lack of resources; in 81 percent they may also have to turn away other homeless people.
- People remain homeless an average of eight months in the survey cities. Forty-six percent of the cities said that the length of time people were homeless increased during the last year.
- Lack of affordable housing leads the list of causes of homelessness identified by the city officials. Other causes cited, in order of frequency, include mental illness and the lack of needed services, substance abuse and the lack of needed services, low-paying jobs, unemployment, domestic violence, poverty, and prisoner re-entry.
- Officials estimate that, on average, single men comprise of 41 percent of the homeless population, families with children-40 percent, single women-14 percent and unaccompanied youth-five percent. The homeless population is estimated to be 49 percent African-American, 35 percent white, 13 percent Hispanic, two percent Native American and one percent Asian. An average of 23 percent of homeless people in the cities are considered mentally ill; 30 percent are substance abusers; 17 percent are employed; and 10 percent are veterans.
- In 56 percent of the cities, families may have to break up in order to be sheltered. In 52 percent of the cities families may have to spend their daytime hours outside of the shelter they use at night.

## **HOUSING**

- Requests for assisted housing by low-income families and individuals increased in 68 percent of the cities during the last year. Thirty-two percent of eligible low-income households are currently served by assisted housing programs. City officials estimate that low-income households spend an average of 45 percent of their income on housing.
- Applicants must wait an average of 20 months for public housing in the survey cities. The wait for Section 8 certificates is 30 months, and for Section 8 Vouchers it's 35 months. Fifty-nine percent of the cities have stopped accepting applications for at least one assisted housing program due to the excessive length of the waiting list.

## **THE OUTLOOK**

- Officials in 88 percent of the responding cities expect requests for emergency food assistance to increase during 2005. Eighty-four percent expect that requests for emergency food assistance by families with children will increase during 2005. Officials in 88 percent of the cities expect that requests for emergency shelter will increase next year. Seventy-eight percent expect that requests by homeless families will increase.
- Even with an improving economy, city officials believe that economic conditions will continue to have a negative impact on the problem of hunger and homelessness.

# Introduction

In October 1982, The U.S. Conference of Mayors and the U.S. Conference of City Human Services Officials brought the shortage of emergency services – food, shelter, medical care, income assistance, and energy assistance – to national attention through a 55 city survey. That survey showed that the demand for emergency services had increased in cities across the nation, and that on average only 43 percent of that demand was being met.

Since that time the Conference had done numerous reports on hunger, homelessness and poverty in cities. These reports have documented the causes and the magnitude of the problems, how cities were responding to them and what national responses were required. They include:

- Hunger in American Cities, June, 1983
- Responses to Urban Hunger, October, 1983
- Status Report: Emergency Food, Shelter and Energy Programs in 20 Cities, January, 1984
- Homelessness in America's Cities: Ten Case Studies, June, 1984
- Housing Needs and Conditions in America's Cities, June, 1984
- The Urban Poor and the Economic Recovery, September, 1984
- The Status of Hunger in Cities, April, 1985
- Health Care for the Homeless: A 40-City Review, April, 1985
- The Growth of Hunger, Homelessness and Poverty in America's Cities in 1985: A 25-City Survey, January, 1986
- Responding to Homelessness in America's Cities, June, 1986
- The Continued Growth of Hunger, Homelessness and Poverty in America's Cities in 1986: A 25 City Survey, December, 1986
- A Status Report on Homeless Families in America's Cities: A 29-City Survey, May, 1987
- Local Responses to the Needs of Homeless Mentally Ill Persons, May, 1987
- The Continuing Growth of Hunger, Homelessness and Poverty in America's Cities: 1987 A 26-City Survey, December, 1987

- A Status Report on The Stewart B. McKinney Homeless Assistance Act of 1987, June 1988
- A Status on Hunger and Homelessness in America's Cities: 1988, A-27 City Survey, January, 1989
- Partnerships for Affordable Housing: An Annotated Listing of City Listing of City Programs, September. 1989
- A Status Report on Hunger and Homelessness in America's Cities, 1989, A 27-City Survey, December, 1989
- A Status Report on Hunger and Homelessness in America's Cities, 1990, A 30-City Survey, December, 1990
- A City Assessment of the 1990 Shelter and Street Night Count: A 21-City Survey, June, 1992
- Mentally Ill and Homeless, A 22-City Survey, November 1991
- A Status Report on Hunger and Homelessness in America's Cities: 1991, A 28-City Survey, December 1991
- A Status Report on Hunger and Homelessness in America's Cities: 1992, A 29-City Survey, December 1992
- Addressing Hunger and Homelessness in America's Cities, June, 1993
- A Status Report on Hunger and Homelessness in America's Cities: 1993, A 26-City December 1993
- A Status Report on Hunger and Homelessness in America's Cities: 1994, A 30-City Survey, December 1995
- A Status Report on Hunger and Homelessness in America's Cities: 1995, A 29-City Survey, December 1995
- A Status Report on Hunger and Homelessness in America's Cities: 1996, A 29-City Survey, December 1996
- A Status Report on Hunger and Homelessness in America's Cities: 1997, A 29-City Survey, December 1997

- A Status Report on Hunger and Homelessness in America's Cities: 1998, A 26-City Survey, December 1998
- A Status Report on Hunger and Homelessness in America's Cities: 1999, A 25-City Survey, December 1999
- A Status Report on Hunger and Homelessness in America's Cities: 2000, A 29-City Survey, December 2000
- A Status Report on Hunger and Homelessness in America's Cities: 2001 A 29-City Survey, December 2001
- A Status Report on Hunger and Homelessness in America's Cities: 2002, A 25-City Survey, December 2002
- A Status Report on Hunger and Homelessness in America's Cities: 2003, A 25-City Survey, December 2003

To spearhead the Conference's efforts to respond to the emergency services crisis in cities, the President of The Conference of Mayors appointed 20 mayors to a Task Force on Hunger and Homelessness in September, 1983. That Task Force was chaired by New Orleans Mayor Ernest "Dutch" Morial. It is now chaired by Nashville Mayor Bill Purcell and Cedar Rapids Mayor Paul D. Pate and has 27 members.

## **Methodology**

This report provides information on the current status of hunger, homelessness and the conditions which have affected them in the 27 cities whose mayors serve on the Task Force. A copy of the survey instrument sent to the cities is contained in the Appendix.

To respond to the survey, the city officials consult with and collect data from community-based provider and government agencies. The data is compiled by the individual or agency in the city government designated to the Conference of Mayors contact for the survey and it is reviewed by a senior-level manager before it is submitted to the Conference of Mayors.

The data was collected from the cities for the period of November 1, 2003 to October 31, 2004 during November and December, 2004. It was supplemented with data on population poverty and unemployment available from the Bureau of the Census and the Bureau of Labor Statistics. The reader should note that in no case do the percentages reported for a survey question include a city unable to respond to that question. In a few instances, percentages do not total 100 due to rounding. Tables, which provide city-specific data, appear at the back of chapters on Hunger, Homelessness and Housing.

# Hunger

## The Problem

### Emergency Food Assistance Requests

**During the last year, requests for emergency food assistance increased in 96 percent of the survey cities. Across the cities, requests increased by average of 14 percent.** Increases ranged from 32 percent in Louisville Metro, 31 percent in Salt Lake City, 26 percent in Phoenix and Miami, 15 percent in New Orleans, 14 percent in San Francisco, 11 percent in Cedar Rapids, Kansas City, and Chicago, 7 percent in Nashville, and 5 percent in Santa Monica and Cleveland.

Among the comments from the city officials on requests for emergency food assistance:

**Boston:** Requests for Emergency Food Assistance in Boston had risen precipitously during the recession of the past three years, and continued to rise slightly again this year. According to Project Bread (PB) and The Greater Boston Food Bank (GBFB), there is increased need at the majority of the 106 food pantries located in the City of Boston. Eighty-one percent of food pantries and 54 percent of soup kitchens sponsored by PB reported increases. The 8 percent increase was reported by the GBFB based on monthly service reports from emergency food providers.

**Cedar Rapids:** Data reported to HACAP by food pantries.

**Charleston:** The number of families requesting non-perishable food has increased as reported by local churches.

**Chicago:** According to the Greater Chicago Food Depository, requests for emergency food visits at member pantries have increased by 11 percent.

**Cleveland:** There are more working poor and unemployed using services.

**Denver:** There are many reasons for the increased need for food in our city. Primary ones include more homeless families, the city's struggling economy, a continued lack of affordable housing, a new statewide computer system that has kept people from getting their food stamps and cash benefits, unemployment, increasing energy costs and jobs that do not pay a living wage.

**Kansas City:** According to Harvesters, the total number of requests for emergency food assistance as reported by harvesters' member agencies has shown an increase over the past year. Service increased from 130,980 households in 2003 (a 7.6 percent increase from 2002) to 144,883 households in 2004 (a 10.6 percent increase). The total meals served by Harvesters agencies in 2003 was 3,128,712 and as of October 2004 3,329,805 meals have been served, a 6.4 percent increased since last year.

**Los Angeles:** Programs are attempting to provide more comprehensive services to their clients by not only providing them with shelter, case management, and referral services but also with a hot meal and/or food vouchers to local restaurants.

**Louisville Metro:** Working poor, unemployed, multi-generational, single and traditional parent families have to make difficult decisions as to whether to pay for utilities, rent, medicine, gas, health or car insurance. Food is being pushed further down the list of priorities. Nutritional value is totally lost to fast food becoming more economical.

**Miami:** These figures are an average from the responses from local food banks.

**Nashville:** Most agencies saw an increase from 5 – 10 percent.

**Norfolk:** The data represents the requests made of the Food bank of Southeastern Virginia based on monthly and quarterly reports.

**Philadelphia:** In October, a survey of 110 food cupboards was conducted and the following are their responses to the increase in need: Economy is failing, loss of/no/low-wage jobs, poor financial skills, not enough income/high cost of food, rent, utilities. The reasons have not changed much but the number of families that are affected by them continues to increase.

**Phoenix:** Based on reports from food banks an increase in number of emergency food boxes distributed.

**Portland:** According to the Oregon Food Bank (OFB)], food pantries in Portland distributed 10 percent more emergency food boxes than they did last year. Emergency meals provided by churches and agencies have actually decreased by 7 percent.

**Salt Lake City:** This is the smallest increase in the last three years.

**San Antonio:** Results from the survey of responding agencies indicate an increase in requests for emergency food assistance. The food distribution by the San Antonio Food Bank increased by 20.3 percent.

**San Francisco:** The increase is derived from the average increase in participation across all programs during the period.

**Santa Monica:** The number of visits to Santa Monica food pantries served by Westside Food Bank has gone up by 5 percent. Service providers indicate that the number of working poor requesting assistance is still high.

**Seattle:** The total number of requests for food bank assistance and meal programs vary from month to month. These figures represent data from programs receiving City funds only.

**St. Paul:** Total number increased (do not have percentage). Supported by regional meeting reports from food shelves.

**Trenton:** According to Catholic Charities Emergency Services, 1500 were served this year compared to 1161 last year. Service numbers were higher every month. Mt. Carmel Guild reported a 6 percent increase. According to the Trenton Area Soup Kitchen, it stayed the same for served meals this year.

## Emergency Food Assistance Requests by Families

**The number of families with children requesting emergency food assistance increased in 88 percent of the survey cities. Across the cities the average estimated increase was 13 percent.** Increases ranged from 31 percent in Trenton, 26 percent in Philadelphia, 25 percent in Miami, 20 percent in New Orleans and Phoenix, 15 percent in Nashville, 9 percent in Kansas City and Salt Lake City, 4 percent in Charlotte, and 3 percent in Boston. The requests remained the same in Cedar Rapids and decreased in Seattle.<sup>1</sup>

Among the comments from the city officials on the number of families with children requesting food assistance:

**Boston:** With the economy slowly recovering, there has been some leveling off of the historically high demand. The plateau in family hunger needs comes after three years of significant increases. One year ago, the Greater Boston Food Bank (GBFB) reported a 50 percent increase in requests for child nutrition foods such as milk, cereal, and nutritious snacks. Also last year, two-thirds of food pantries surveyed by Project Bread reported increases in the number of families with children served, as did 19 percent of soup kitchens. This year one pediatric clinic provided data from the Children's Sentinel Nutrition Assessment Program (C-SNAP) showing that 21 percent of households reported food insecurity in the first half of 2004, up from 20 percent in the first half of 2002 and 18 percent in the first half of 2000. GBFB's 3 percent estimate is supported by data from monthly service reports of emergency food providers.

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<sup>1</sup> \* San Francisco is not included in the overall average. San Francisco had an increase of 214 percent. With San Francisco included, the average increase would be 24 percent. Without San Francisco, the average is 13 percent.

**Charleston:** The local faith community reports that the majority of requests for non-perishable food come from families.

**Chicago:** According to the Greater Chicago Food Depository, requests for emergency food assistance by families increased by 17 percent.

**Cleveland:** Increases have been uniform among families, seniors and children.

**Denver:** The number of homeless families in the city continues to increase. Moreover, the cost of living is high; people can barely afford to pay rent when they have low-paying jobs, so they cut corners by not buying food and rely on food pantries instead. Additionally, many families are using food pantries for the first time in their lives.

**Kansas City:** According to Harvesters, the number of children served by member pantries increased. The number of children served in 2003 was 135,609 in comparison to 2004's 148,118 service level. This represented a 9.2 percent increase. The information obtained from member agencies does not distinguish the number of households with or without children.

**Los Angeles:** Families do not seem to be able to get help; there are more families who earn poverty wages or who are unemployed than in previous years.

**Louisville Metro:** Distribution of baby formula has increased more than 18 percent. Several area hospital discharges new moms with a referral to Dare-To-Care Food Bank and other organizations focusing on the needs of newborns, new mothers and children. The networking of resources, with target specific clients, has increased and become vital in order to service their increasing long term needs.

**Miami:** These figures are an average from the responses from local food banks.

**Nashville:** Although responses were mixed, the larger providers saw an increase.

**New Orleans:** Children have the highest poverty rate in the city – 44 percent. Economic hard times have hit this segment of the population the hardest.

**Norfolk:** This data represents the requests made of the Foodbank of Southeastern Virginia based on monthly and quarterly reports.

**Philadelphia:** Families—single-parent as well as two-parent—are having a difficult time in this economy. Jobs are lost/hours are decreased/benefits are reduced; the cost of utilities and prescription drugs are very high and, as a result, families use all of their resources but still need help. They then turn to food cupboards. Finally, grandparents raising their grandchildren on a limited income are in need of food assistance as well.

**Phoenix:** Based on anecdotal reports from food banks and agencies.

**Portland:** According to the OFB's 2004 Hunger Factors Assessment (HFA), 38 percent of those receiving emergency food boxes are children under age 17, and 51 percent of all households are households with children.

**San Antonio:** The Society of St. Vincent de Paul food pantries experienced a 19 percent increase in requests by families with children.

**San Francisco:** Increased by 214 percent since last year. The 14 Healthy Children's Pantries, of which 10 are new, serve families fresh fruit and produce once a week. The number of households served on an average each week increased by 35 percent from last year.

**Seattle:** Of the individuals served by food banks, slightly more than 28 percent are children 18 years of age and under.

**St. Paul:** Family size appears to be increasing, in part due to immigrant households, such as Hmong.

**Trenton:** Catholic Charities last year served 377 families and this year 548. Mt. Carmel Guild reported an increase of 9 percent. According to the Trenton Area Soup Kitchen, it stayed the same for served meals this year.

## The People Requesting Food Assistance

**Across the survey cities it is estimated that 56 percent of those requesting emergency food assistance were either children or their parents.** In Nashville, Salt Lake City, Charlotte, Louisville Metro, Philadelphia and Providence two thirds or more of those requesting food assistance were members of families with children.

**Officials in the survey cities reported that 34 percent of adults requesting emergency food assistance were employed.** The percentage of employed adults requesting food assistance ranged from 88 percent in Salt Lake City, 60 percent in Cedar Rapids, 50 percent in Miami, 36 percent in Trenton and Burlington, 25 percent in Charleston and Cleveland, 20 percent in Louisville Metro and Providence, 14 percent in Chicago, and 7 percent in San Antonio.

## Emergency Food Assistance Requests by the Elderly

**The number of elderly persons requesting emergency food assistance increased in 72 percent of the survey cities.** The number remained the same in 29 percent of the cities—Nashville, Burlington, Cedar Rapids, Denver, Santa Monica, Miami, and Boston. **Of the cities reporting increases, requests for emergency food assistance by elderly persons increased by**

**an average of 12 percent.** Increases ranged from 47 percent in San Francisco, 33 percent in San Antonio, 26 percent in Salt Lake City, 20 percent in Philadelphia, 15 percent in New Orleans, 10 percent in Louisville Metro, 7 percent in Charleston, and one percent in Seattle.

Among the comments from the city officials on the number of elderly persons requesting emergency food assistance:

**Boston:** Like other categories of hunger need, the number of elderly persons with emergency food needs appears to have reached a plateau in the past year. It is important to note that this is a high plateau, after a substantial increase in elder hunger of as much as 80 percent over the previous six years. In response to the Greater Boston Food Bank highlighting an unmet need for additional community meals programs serving hot meals for the elderly in some Boston neighborhoods, the City's Elderly Commission opened two new culturally-sensitive elder meals programs this year: one for Hispanic seniors in Jamaica Plain and one for LGBT elders in Boston's Back Bay. Increased availability of nutritious meals in culturally sensitive social settings contributed in a constructive way to meeting the hunger and nutrition needs of Boston's elderly. However, human services budget cuts and a falling off of charitable giving to many non-profit organizations may also mean that some organizations that may have previously served or referred elderly persons to emergency hunger relief programs were not able to sustain the same level of service. This could mean that decreased utilization is not necessarily indicative of a corresponding decrease in need, but may reflect an issue of access to emergency services. The Project Bread data was provided by 48 agencies surveyed in Boston.

**Cedar Rapids:** Some food pantries are now specializing in services to the elderly population.

**Charleston:** Crisis Ministries' Soup Kitchen reports an increase in the number of elderly people who come regularly for the lunch meal.

**Chicago:** Our response is reflective of data collected at nine community services centers operated by the Chicago Department of Human Services. In addition, the Greater Chicago Food Depository has indicated the number of elderly individuals seeking food relief has increased proportionately.

**Kansas City:** According to Harvesters, the number of elderly requesting emergency assistance through pantries increased. Member pantries served 41,563 elderly in 2003 as compared to 52,162 in 2004, a 5.5 percent increase.

**Los Angeles:** Social Security recipients are having difficulty with food stability because income is insufficient.

**Louisville Metro:** The number of seniors has increased proportionally with the Medicare and Medicaid financial cuts; the increase in medication cost and increase cost of Rx supplemental insurance. The program cuts in Adult Daycare and Home Health Care have brought a new segment of the senior population to the forefront, the Homebound Senior. Some 70 percent of families requesting emergency food assistance are multi-generational.

**Miami:** Our figures are an average from the responses from local food banks.

**Nashville:** The majority of respondents replied that the number stayed the same. However, the two largest shelter programs (the Mission and the Campus) reported increases of 10 percent

**New Orleans:** The figures we have collected from distribution sites are consistent with our overall increase in New Orleans.

**Philadelphia:** There has been a significant increase in the number of elderly persons requesting assistance. This is attributed to the high costs of medical bills/prescription drugs, utilities, rent, and food in the face of limited or fixed income.

**Phoenix:** Based on anecdotal reports from food banks and agencies.

**Portland:** Although many seniors use food assistance programs such as Meals on Wheels, Loaves and Fishes, Senior Meals and Senior Center programs, the Oregon Food Bank reports that the number of elderly persons requesting emergency food assistance continues to increase: from 4.8 percent to 6 percent of food box recipients. Information from focus groups conducted by the Oregon Food Bank indicates that the high costs of prescription drugs and housing causes an increasing numbers of elderly persons without enough money to visit food pantries for food each month.

**San Antonio:** The San Antonio Food Bank's Project H.O.P.E. provided food assistance for 2,698 elderly individuals in September 2003. In September 2004, the Food Bank served 4,456 elderly individuals.

**Seattle:** On the average, 27 percent of persons served by food banks are seniors 55 years of age or older.

**Trenton:** Mt. Carmel Guild and Catholic Charities Emergency Services do not track these statistics. However, Mt. Carmel Guild and the City of Trenton, Division of Community Relations and Social Services, Adult & Family Services Unit believe that there was an increase.

## Causes of Hunger

**Officials in the survey cities say hunger is due to a number of factors, many of them are interrelated. Those most frequently identified by the survey cities in response to the survey's open-ended question are unemployment and other employment-related problems, low-paying jobs, high housing costs, poverty or lack of income, medical or health costs, substance abuse, mental health problems, homelessness, high utility costs, high transportation costs, reduced public benefits, and high childcare costs.**

- Fifteen cities cited **unemployment and other employment-related problems**: Cedar Rapids, Chicago, Cleveland, Denver, Kansas City (MO), Louisville Metro, Los Angeles, Nashville, Norfolk, Phoenix, Portland, St. Paul, San Antonio, Seattle and Trenton.
- Thirteen cities identified **low-paying jobs**: Burlington, Charlotte, Cleveland, Denver, Miami, Norfolk, Philadelphia, Phoenix, Portland, Salt Lake City, San Francisco, Santa Monica, and Trenton.
- Eleven cities cited **high housing costs**: Boston, Burlington, Cedar Rapids, Charlotte, Chicago, Denver, Philadelphia, Portland, Providence, Santa Monica, and Seattle.
- Eleven cities identified **poverty or lack of income**: Boston, Burlington, Charleston, Chicago, Miami, Nashville, New Orleans, Norfolk, Providence, San Antonio, and Santa Monica.
- Six cities cited **medical or health costs**: Boston, Cedar Rapids, Cleveland, Louisville Metro, Portland, and Seattle.
- Five cities cited **substance abuse**: Denver, Miami, Nashville, San Antonio and Seattle.
- Four cities cited **high utility costs**: Boston, Denver, Philadelphia, and Seattle.
- Four cities identified **mental health problems**: Denver, Miami, Nashville and Seattle.

Los Angeles, San Antonio and Trenton cited **homelessness**; Cedar Rapids, Charleston, and Denver identified high transportation costs; Boston, Chicago and Miami cited **reduced public benefits**; and Nashville, Portland and Seattle cited **high childcare costs**.

## Capacity to Meet the Need

### Emergency Food Assistance Facilities

**During the last year, the number of emergency food assistance facilities increased in 42 percent of the survey cities.** The increase occurred in Trenton, Portland, Cedar Rapids, Los Angeles, San Antonio, Charlotte, Louisville Metro, Miami, Philadelphia and Norfolk. A decrease was observed in New Orleans and Providence. The result remained the same in 48 percent of the cities – Charleston, Nashville, Burlington, Phoenix, Denver, Seattle, Santa Monica, Salt Lake City, Cleveland, Chicago and Boston.

Among the comments from the city officials on the number of emergency food assistance facilities:

**Boston:** The City of Boston saw a critical 34 percent increase in the number of food pantries between 1997 and 2002. This year, the small number of new programs opening was off-set by existing program closures. While Project Bread funded 3 new agencies in Boston in 2004, an equal number of food pantries closed or are closing due to the suppression of parishes by the Archdiocese of Boston, traditionally a major provider of hunger pantries throughout the community. However, most pantries have increased pick-ups and distributions to try to respond to increased demand. Consequently, the GBFB reports that the pounds (amount of food) distributed increased again this year.

**Cedar Rapids:** Churches and other organizations are now seeing food assistance as a special mission.

**Chicago:** According to the Greater Chicago Food Depository, the Chicago Anti-Hunger Federation, and CDHS, the number of pantries, soup kitchens, shelter and other facilities providing emergency food assistance has remained relatively constant. Approximately 7 new agencies have been added by the Chicago Food Depository.

**Cleveland:** There is a lack of funding to expand sites in underserved areas. Limited services in some suburbs are resulting in overcrowding in nearby Cleveland sites

**Denver:** The number of facilities has remained the same, but the demand has increased considerably.

**Kansas City:** Harvesters, a local food bank, states that the number of emergency food assistance facilities in the Kansas City area increased. The Harvesters network also increased its membership agencies by 52 since last year. Very few member agencies have withdrawn from the program in the past years.

**Los Angeles:** Food programs that serve persons in public places have been increasing.

**Louisville Metro:** The Dare To Care Food Bank has plans to add another distribution center in Spencer County, which will bring the total to 31. It will add one more Kids Café, which will serve the city's most ethnically diverse community through the Americana Community Centers, bringing the total number of Kid's Cafes to 17. New agencies, pantries, on-site feeding programs, after school programs and neighborhood-based organizations are up 30 percent. The amount of food existing agencies are distributing has increased and is reflected by larger food storage areas, expanded hours of operations and increased support services being offered.

**Miami:** Two new Food Programs have opened in the last year. Additionally, we are proposing a new indoor feeding project for the homeless and poor within the city.

**New Orleans:** We have made it a goal to increase the quality of the distributing sites. This has led to a decrease in the total number of sites even though distribution is up.

**Philadelphia:** We have 5 to 10 new cupboards each month. The community is responding to the increasing need, doing its best to keep up with the demand.

**Phoenix:** There is no evidence to support a change.

**Portland:** One new pantry and one soup kitchen were added.

**Salt Lake City:** The number of facilities serving children has increased.

**San Antonio:** Results are based on agency responses to the survey. In 2004, the San Antonio Food Bank partnered with an additional eleven agencies to provide food assistance in the San Antonio area.

**San Francisco:** The Senior Brown Bag Program provided weekly supplemental food for an average of 1649 people last year compared to 3537 this year.

**Seattle:** The number of city-funded food banks remains the same; however, one faith-based food bank closed mid-year. Several smaller meal programs have formed and continue to serve homeless individuals.

**Trenton:** Mt. Carmel Guild reported that there was an increase in the opening of a number of small pantries in the churches.

## Level of Resources Available to Emergency Food Assistance Facilities

**During the last year, the level of resources such as food and /or volunteers available to emergency food assistance facilities increased by 18 percent in the cities reporting increases.** The level of resources increased in 42 percent of the cities, decreased in 42 percent of the cities and remained the same in 16 percent.

Among the comments from the city officials on the level of resources available:

**Boston:** Project Bread reports that government funding and private donations were down and that pledges to the Walk for Hunger were down approximately 3 percent. A number of State and Federal Emergency Food relief programs, such as USDA, FEMA, MEFAP and the State Elder Lunch program have been level funded in a time of increased demand. According to the Greater Boston Food Bank (GBFB), when programs are level funded while food costs, such as dairy and other products, and food transport costs significantly increase, this leaves emergency food assistance facilities struggling to serve the same number of clients with hunger relief dollars that

have less purchasing power.

As examples of cuts in governmental hunger aid, this past year the Commonwealth of Massachusetts did not offer start up grants for some hunger programs as in past years, resulting in a 90 percent cut in funding from \$490,000 down to \$46,210 for Summer Hunger and Universal breakfast programs and expansion to the Boston Public Schools Food Services. The state moved to a reimbursement formula for meal programs that can be difficult to track. There was a slight decrease of less than one percent in Federal Title III C funding for Elderly nutrition programs.

The GBFB has continued to offer twice weekly opportunities for client agencies to pick up food. However, this has meant increased costs for food handling, food transport and storage. The GBFB, like much of the city's hunger relief network, relies heavily on volunteers. The Food Bank and many of the smaller pantries report an aging core group of volunteers, and face challenges meeting increased demand, especially in the summer months. The Greater Boston Food Bank again sustained significant growth in poundage of food recovered and distributed in the past year and now distributes 23 million pounds of food per year. The food has increased but not enough to keep up with demand.

**Burlington:** Funding has decreased by .3 percent. However, volunteers have increased by 4.5 percent.

**Cedar Rapids:** Food donations have leveled off due to increasing demand and limited supply. This is true for volunteers also.

**Chicago:** According to the Greater Chicago Food Depository, a major provider in the emergency food distribution network, overall resources have increased.

**Cleveland:** Recently USDA handling fees have been passed on to providers resulting in additional costs for which there are no funds to pay. As a result, providers are able to obtain less food. City and county support has not increased for several years. Public donations have been increasing at a rate that is about 25 percent of the rate of increase in demand.

**Denver:** In-kind donations have not decreased, but funding from some foundations is down.

**Kansas City:** The number of emergency food assistance facilities in the Kansas City area increased. The Harvesters increased its membership agencies by 52 since last year. Very few member agencies have withdrawn from the program in the past years.

**Louisville Metro:** The loss/ relocation of corporate sponsors from this area have and will continue to have an impact. The economic inability of remaining corporate sponsors to absorb all the needs of the community makes the pursuit of sponsorship a challenge for a non-profit organization.

**Miami:** Two new Food Programs have opened in the last year. Additionally, we are proposing a new indoor feeding project for the homeless and poor within the city.

**Nashville:** The level of resources stayed the same except for a slight increase; any increase noted by respondent agencies was typically in the area of funding.

**New Orleans:** This is based on feedback from the participating sites. We have dramatically increased the food available. However, most sites report a reduction in funding.

**Norfolk:** Foodbank donations and special events funding have continued to decrease in the past year.

**Philadelphia:** Volunteers have increased about 15 percent - people are looking for ways to give back to the community. Many people cannot donate money so they are donating their time. In addition, there have been several new sources of donated food from vendors. Many community groups are conducting food drives. Corporations that have given money in the past are continuing to do so, but are donating more of it to emergency feeding organizations. Even with this increase in resources, however, we seem to be just meeting the increased need.

**Portland:** Thirty-five percent increase in food funding from federal ESFP; volunteer hours increased by 11 percent. The amount of food distributed increased 15 percent over last year; most of the increase was USDA and food purchases. Volunteer hours at Oregon Food Bank have increased for repackaging of bulk food items to over 65,000 hours. Hours at local agencies also increased. There is concern that pantry volunteers are an aging population and difficult to replace.

**Providence:** The Rhode Island Community Food Bank opened a new 77,000 square foot facility this year; and is increasing their requests for food.

**Salt Lake City:** Volunteer hours have increased by 12.8 percent

**San Antonio:** The Society of St. Vincent de Paul, a major food assistance agency in San Antonio, experienced a 21 percent increase in funding and a 10 percent increase in food donations over the past year.

**San Francisco:** Donations have been down this year.

**Santa Monica:** The Westside Food Bank's income has decreased by 7 percent from \$896,000 to \$832,000, largely due to lower foundation funding. In response to this, the volunteer base has increased by approximately 2 percent.

**Seattle:** City dollars remained stable in 2004. Although individual programs may have increased their volunteer base, the data reported indicated a decrease overall. Poundage of food made available to food banks and meal programs, on the other hand, increased tremendously, more than doubling the 11+ million pounds from last year. This year, food banks reported more than 26,672,000 pounds of food distributed to hungry persons.

**St. Paul:** Donations not keeping up with increased demands.

**Trenton:** According to Mt. Carmel Guild the level of all three has either decreased or remained the same. It has been our experience that food donations have decreased.

**One hundred percent of the survey cities reported that emergency food assistance facilities were used both for emergencies and as a steady source of food over long periods of time.**

Among the city officials' on the use of emergency food assistance facilities:

**Boston:** According to the GBFB, emergency food assistance facilities are primarily used for emergencies only however recipients are trending to more long term utilization of the hunger relief network.

**Burlington:** As many as 75 percent of clients use emergency assistance as a steady food source.

**Cedar Rapids:** Some pantries limit the number of times a person can seek assistance.

**Charleston:** Local food bank and soup kitchens report that new people are asking for assistance as well as a steady percentage of repeat clients.

**Chicago:** The primary organizations in Chicago such as the Greater Chicago Food Depository and the Chicago Anti-Hunger Federation provide emergency food assistance for both emergency food service and on-going relief.

**Denver:** Some providers limit their food banks for emergency use only, but most allow people to use them for emergency use and to supplement food stamps or what they have been able to buy.

**Kansas City:** Harvesters, a local food network, states that emergency food assistance facilities in the Kansas City area are used for emergencies as well as a steady source of food for long periods of time. Member agencies report that their emergency food assistance programs work to address long term economic hardships that might exist.

**Louisville Metro:** Assistance is provided for 1-7 days sustenance up to 4 times a year per family. The utilization of USDA/TEFAP Commodities is the first choice of food and nutritional assistance.

**Nashville:** Both – agencies have emergency food and weekly meals, which can serve as a steady source of food for long periods of time.

**New Orleans:** Years ago, it was more common for distributions to be, or at least thought to be “emergencies”. Now it is simple economics. According to the Census Bureau, the average family (of 3) below the poverty level is \$6000 below that level. By the way, that’s about where that family is if they have one full-time worker at minimum wage. For those families, food banks are a regular source to help makes ends meet.

**Norfolk:** Each agency that provides food assistance devises its own operations. While many food sites serve clients once a month, other sites serve individuals that have needs at other times

during the month. What began over two decades ago as “emergency assistance” has become a sustaining source of food for many who run the risk of going hungry.

**Philadelphia:** The time when households used food assistance facilities primarily for emergency situations is long over. At least 86 percent of the people receiving assistance from the food cupboards return every month. The network is truly used to sustain families every month so they can use their limited resources on rent, heat, medical bills, and transportation.

**Phoenix:** Because of the need of working families to make ends meet, food banks have had to create supplemental food programs that allow clients to pay \$15 while receiving \$35 worth of food stamps and getting a variety of food types. The "Food Buying Cooperatives" usually do not have limitations on income or frequency.

**Portland:** Although the vast majority of households only access emergency food assistance in times of serious need, the prolonged poor economy and high unemployment in the area have forced some to include the emergency food box as part of their monthly food planning.

**Providence:** Sadly, what began as an emergency, interim solution has become a longer-term call for help.

**San Antonio:** Local agencies continue to serve individuals who are experiencing chronic homelessness and poverty as well as those individuals who are facing short-term crises.

**San Francisco:** The majority of the clients served by Food Bank agencies are the working poor who cannot make ends meet each month.

**Santa Monica:** Emergency food assistance facilities are supplementing a larger portion of food needs. Due to the discrepancy between those receiving food stamps and those eligible and due to the depreciating value of food stamps in relation to food costs, many individuals have had to rely on emergency food assistance to supplement their food supply.

**Seattle:** Many of the food banks are able to provide enough food to feed a family or individual for one or two days per week. At times, families must make a choice between paying rent, medical, child care or using the food bank in these emergency situations. Food banks often become a necessity for families to help make ends meet.

**St. Paul:** Both because of more layoffs and the working poor who must rely on food assistance facilities.

**Trenton:** According to Mt. Carmel Guild, for both, many rely on food pantries to supplement their food at the end of the month.

## The Quantity of Food Provided

**Forty-four percent of the cities reported that emergency food assistance programs are able to provide an adequate quantity of food; 56 percent of the cities said they are not.**

Among the city officials' comments:

**Boston:** Although the city's emergency hunger relief network ensures that people are not starving; food insecurity remains a pressing problem for many households, especially those living in poverty or on a fixed-income. Increased demand for food relief has not been matched with an adequate increase in supply. While the GBFB reports that most agencies are members of the GBFB and can secure an adequate amount of food to give their clients, emergency food providers continue to report that they cannot get enough food.

**Cedar Rapids:** Most pantries limit the number of items that a person can receive and they are not able to provide any type of perishable food or vouchers.

**Chicago:** CDHS is able to provide an adequate quantity of food to all requests. The Greater Chicago Food Depository has adequate food to fulfill the food requirements of its 600 member agencies and their clientele. Some of the pantries that provide food have seen a significant increase in the number of people requesting food. In order to ensure that everyone who requests food gets food, some pantries with limited facilities and staff/volunteers have cut back on the amount given to each individual or family in order to ensure that all who need food receive a reasonable supply.

**Cleveland:** Pantries were previously providing enough food for an average of 4 days a month, although many families needed up to an additional 8 days of food a month. Now many pantries have had to reduce the number of meals in a bag to a 3 day supply and have closed some days in the last few months.

**Denver:** Overall, no. Transportation is one problem. People can only carry so much when they are traveling by bus. And the food donated to pantries rarely includes meat, fish, eggs and other items high in protein; nor does it include fresh foods like vegetables and fruit.

**Kansas City:** Harvesters member agencies report that their emergency assistance facilities are able to provide an adequate quantity of food. Many member agencies receive food from diversified sources. Harvesters provide a percentage of food given to those in need.

**Louisville Metro:** The concept of a "Meal Box" has replaced the "Food Box". The contents are structured to provide the makings for complete meals. The emergency food is designed for nutritional support and as a buffer for hunger relief. Other support programs, "Check out Hunger" and "Care Barrels", provide supplemental items and other resources.

**Nashville:** Most agencies said yes.

**New Orleans:** Due to a significantly higher average poverty rate and less food industry in our area, our level of food assistance is below the national average. Even the national average is woefully inadequate when you consider the shortfall that most families below the poverty level have to make up.

**Norfolk:** Along with products from the Foodbank, most agencies supplement their programs with food drives and fresh food programs.

**Philadelphia:** In a survey conducted in October 2004, food cupboard coordinators say they do a variety of things in order to not turn people away, including: reducing the amount given to each household; conducting food drives; using agency funds when necessary to purchase food; calling their family members to ask for donations. The cupboard coordinators in Philadelphia do an amazing job to ensure that people do not go away hungry.

**Phoenix:** Yes, in most cases. It tends to fluctuate based on available resources.

**Portland:** Emergency food assistance is in no way adequate to meet the need. Pantries try to provide a 3-5 day supply of food, and most limit assistance to once per household each month. Often the combinations of food are not easily made into meals or are not of high nutritional value. How can a food box ever be adequate?

**San Antonio:** The San Antonio Food Bank reports that its warehouse is not big enough to handle the volume of food necessary to meet demand.

**San Francisco:** TEFAP has not been providing as much protein as the program has in the past and this has led to agencies having to buy more meat.

**Santa Monica:** According to the Westside Food Bank, the need for assistance has increased by five percent, while distribution has only increased by one percent. This is a direct result of funding cuts and a decline in food/monetary donations.

**Seattle:** Clients are seeing a greater variety of products at their food banks due in part to increased capacity for programs to receive more food. Most emergency meal programs are unable to provide three meals a day, seven days a week, and many only provide a meal once or twice a week.

**Trenton:** Emergency food assistance facilities are not able to supply an adequate quantity of food; therefore, people must use more than one pantry a month.

**Sixty-seven percent of the survey cities report that emergency food assistance facilities have had to decrease the quantity of food provided and/or the number of times families or individuals can come to get food.**

Among the city official's comments:

**Boston:** Although the Greater Boston Food Bank doubled the number of pickups member agencies can come to their facility to twice weekly and some food pantries extended their hours to serve increasing numbers of working persons in the early morning and evening, there are occasions when pantries run short. While the general policy of accessing food pantries once per month is unchanged, anecdotally the hunger pantry network reports repeat users who go to more than one pantry. According to Project Bread, 36 percent of food pantries surveyed reported having to occasionally limit the numbers of people served, due to lack of food, increased clientele, or a lack of the required referral.

**Burlington:** All programs limit the number of visits. Some programs also limit quantities.

**Cedar Rapids:** Some pantries limit the number of times a person can seek assistance. Most pantries limit the number of items that a person can receive and they don't provide any type of perishable food or vouchers.

**Chicago:** Some of the pantries of the Food Depository are re-portioning quantities of food to ensure that everyone who needs the food gets it. However, the Food Depository has greatly expanded its direct distribution of food to individuals and families in high poverty areas, including some Chicago Housing Authority sites and seniors' facilities. Our Produce mobile delivers fresh fruits and vegetables every day to these areas, serving thousands of families a week.

**Cleveland:** The number of meals put in the bags has been reduced from 4 days (12 meals) to 3 days (9 meals) and some bags are short items each month.

**Denver:** Most food banks have to limit what they hand out or they will run out completely. Some limit visits to once a month while others have had to cut visits down to once every other month.

**Kansas City:** Harvesters does not collect this information. Each member agency in the Harvesters Community Food Network sets individual guidelines for assistance.

**Louisville Metro:** The number of times has not been adjusted. However, the number of items has recently been revised as a means to keep pace with the increased number of families and the decreased amount of food available in the emergency food resource network.

**Miami:** The Salvation Army does not limit the quantity, but does limit request to every three months. Camillus House does not limit quantity, but does limit request to every 30 days. Stop Hunger limits bulk food distribution to 110 lbs per month.

**Nashville:** The majority of respondents replied no – four agencies reported decreased quantities of food at times.

**New Orleans:** This is rarely explicitly done. Sites simply set standard limits on how much food is given and how much is given in order to make their supplies last.

**Norfolk:** Many Foodbank agencies have had to decrease the amount of food distributed due to decreasing supplies of USDA Commodities (TEFAP) and lower supplies of donated food. The Foodbank of Southeastern Virginia has developed a purchased food program, but this has not equaled the need posed by the reduction of the TEFAP and food donations.

**Philadelphia:** The food cupboard coordinators decrease the amount of food each family receives rather than limit the number of times a family can receive assistance.

**Phoenix:** No not yet. There is no evidence to support any decrease in quantity or frequency.

**Portland:** Reports from pantries indicate that both strategies are being employed. Agencies are also open shorter hours and days of the week.

**Providence:** There is too much demand and not enough food

**Salt Lake City:** Policies vary by agency.

**San Antonio:** Over 95 percent of the agencies surveyed stated that in the past year they did not have adequate food supplies to meet demand.

**Santa Monica:** Most pantries will give less in order to meet the needs of more or maintain the number of people previously served.

**Seattle:** Food banks and meal programs try to set out products, or prepare bags that meet some of the basic food elements. Often times, donated products are limited. Food banks also have a grab bag area so that what one family may not like, they can leave it for another family.

**St. Paul:** Sometimes, since physical space and staffing are not always able to handle higher volume.

**Trenton:** According to Mt. Carmel Guild, it was their experience that at the end of this past July and August, they ran lower than usual and so the usual food package was not as large.

**Sixty-three percent of the cities which have had to decrease the quantity of food report that during the last year emergency food assistance facilities have had to increase further the limit on the number of food bags provided and/or decrease further the number of times families and/or individuals can come to get food.**

Among the city officials' comments:

**Boston:** The Greater Boston Food Bank (GBFB) reports that because of the increase in need some agencies try to accommodate everyone by giving less food to each client or giving food less often.

**Burlington:** Quantity limits now exist that didn't exist before.

**Cedar Rapids:** Some pantries limit the number of times a person can seek assistance. Most pantries limit the number of items that a person can receive and they don't provide any type of perishable food or vouchers. More demand, fewer resources equals less food!

**Cleveland:** Families can still receive assistance once a month, but the amount in each bag has been reduced.

**Denver:** Again, visits have been limited so pantries will not run out of supplies completely.

**Louisville Metro:** The nutritional balance has been compromised slightly to extend the buffer to hunger as much as possible.

**Nashville:** Most give all that they can – two agencies reported decreases due to lack of resources.

**New Orleans:** This has not resulted in a reduction last year, just an overall policy.

**Norfolk:** Within the last six months, some agencies have had to reduce the supply of food they provide from a week's supply to a two-day supply.

**Philadelphia:** The food cupboard coordinators do not turn people away; they may reduce the amount of food in each bag but make whatever adjustments are necessary to provide food to all families that come to their doors.

**San Antonio:** Agencies, city-wide, are restricting the number of times individuals are allowed to receive food assistance.

**San Francisco:** Agencies provide less protein each week.

**Santa Monica:** In order to preserve the number of bags provided, maintain frequency of distributions and the number of individuals served, most facilities have reduced the quantity of food in each bag.

## The Quality of Food Provided

**Eighty-one percent of the survey cities report that emergency food assistance facilities are able to provide nutritionally balanced food.**

Among the city officials' comments:

**Boston:** There is a strong emphasis on nutrition throughout the city's 106 food pantries and numerous soup kitchens. The Greater Boston Food Bank employs a full-time nutritionist who instructs member agencies in healthy meal choices as part of the Serve Safe program. Universal breakfast and school lunch programs also emphasize good nutrition and balanced meals, as do the summer hunger programs, after-school meal programs and Feeding Our Future.

**Burlington:** Most programs provide a nutritional balance. Some have limited proteins and perishables.

**Cedar Rapids:** No perishable food items (fresh vegetables and fruit) or protein items (milk, meat, eggs) are provided.

**Chicago:** The Greater Chicago Food Depository, the Chicago Department of Human Services and other providers of emergency food assistance in the city review the contents of the food packages to ensure they are nutritionally balanced.

**Cleveland:** The basic bag meets the minimum nutritional guidelines. However, if certain items are not available that month, the nutritional value is compromised.

**Denver:** A few providers feel they are able to offer nutritionally balanced food, but most feel what they have to offer is too high in sugar and carbohydrates, too low in protein and too scant in vitamins and minerals.

**Kansas City:** The food that the Harvesters Food Network provides is well balanced. The Network is able to provide products from all the basic food groups to member agencies. Although, there are rare occasions when lower quantities are available in certain food groups. Member agencies address this situation by turning to other resources.

**Louisville Metro:** The foods provided in the Kids Café, soup kitchens and on-site feeding programs have maintained their high degree of nutritional balance. The sites and programs targeting the Homeless have not been adjusted. The Seniors Programs have not been adjusted. The Pantry programs of the neighborhoods and churches were the first frontier to be over run by the greatest need and are the weakest nutritional link in our network.

**Miami:** All food banks and feeding programs strive to provide nutritionally balanced meals.

**Nashville:** Yes, but it appears most agencies wish for more balance and fresh produce. Each year, Second Harvest Food Bank has nutritionists and dieticians who provide a list of the most nutritious food box and they try to adhere to this packing list.

**New Orleans:** Over half the food is nutritionally balanced. The remainder is made up of donations under which we have little control. We have significantly increased the amount of

produce and other lifestyle healthy products in the past year and have as our goal to double produce distribution within one year.

**Norfolk:** Foodbank agencies make every effort to provide nutritionally balanced food, although relying on donations makes this difficult at times. The Foodbank stresses good nutritional balance for all agencies that distribute food. Because of a decrease in food donations, quality is at times sacrificed in order to provide enough quantity of food. Obesity is a continuing problem for many people who obtain food through Norfolk's food assistance centers. Without the proper supply of proper nutritionally balanced food, many people become overweight, which brings higher risks of poor health and health-related problems.

**Philadelphia:** The food providers work with the food cupboard coordinators to purchase and provide nutritionally balanced food to families.

**Phoenix:** Food banks strive to ensure food boxes are nutritionally balanced by purchasing food items that are not donated and by working with dieticians to meet nutritional needs of clients.

**Portland:** The Oregon Food Bank provides agencies with nutritional guidelines and food assistance providers try to make the contents as nutritionally balanced as possible. However, the Network relies heavily on donations for food, making it hard to achieve nutritional balance. The system attempts to fill the gaps with food purchases; local agencies purchased 50 percent more food in FY 03-04 over previous year for more than \$700,000.

**Providence:** We provide nutritionally balanced food as much as possible

**Salt Lake City:** Individual and commercial donors provide a variety of balanced food items.

**San Antonio:** To ensure that nutritionally balanced meals are provided to participants, some agencies, like Christian Senior Services, which operates the "Meals on Wheels" Program, are employing registered dieticians in order to meet government-established standards.

**San Francisco:** Last year the San Francisco Food Bank distributed 8 million pounds of fresh fruit and produce out of the 20 million total pounds given out.

**Santa Monica:** Facilities rely to a greater degree on food purchases than on food donations, therefore allowing for greater quality control.

**Seattle:** Food programs make a real effort to provide foods that can be used to prepare nutritionally-balanced meals. Meal programs and food banks pool funds to make bulk purchases of nutritious foods.

**St. Paul:** Allow client choices to fill in and food shelves required by Second Harvest Heartland to offer balanced meals (at least 2 days of 3 meals per day per person).

**Trenton:** According to Mt. Carmel Guild, they make every effort to do this and be sure that they have provisions for the special medical needs of diabetics, high blood pressure, renal diseases, etc.

# Funding

## City Government Spending Public Funds to Support Local Emergency Food Assistance Efforts

Approximately \$82,415,714 was used by these city governments to support emergency food assistance efforts during the last year. In addition to those funding sources cited in the tables below, others include: Summer Meals Programs, CACFP, HUD HOPWA, EFSP, TEFAP, USDA – Child and Adult Care Food Program-At Risk, Community Food and Nutrition, FNS, DHS (FEMA), USDA, - Food Stamp Program, HUD Low-rent housing, USDA – disaster program, USDA – Summer Food Service Program, School Breakfast and Lunch, USDA Commodity Distribution, TANF, and USDA.

Cities that used **locally generated funds** to support emergency food assistance efforts:

Boston.....	373,000
Denver.....	65,000
Los Angeles.....	3,357,329
Louisville Metro.....	45,200
Nashville.....	200,000
New Orleans.....	1,703,120
Norfolk.....	42,000
San Antonio.....	3,145,744
San Francisco.....	500,000
Santa Monica.....	96,146
Seattle.....	1,763,263

Cities that used **state grants** to support emergency food assistance efforts:

Boston	618,140
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Philadelphia	3,687,498
Portland	20,000
San Antonio	1,744,165
San Francisco	50,000
Trenton	4,155,000

Cities that used **McKinney Act funds** to support emergency food assistance efforts:

Miami	17,500
Nashville	146,122
Providence	243,000

Cities that used **Community Development Block Grant funds** to support emergency food assistance efforts:

Burlington	6,500
Chicago	1,818,000
Miami	900,000
Norfolk	20,000
Providence	37,476
Salt Lake City	31,000

Cities that used **Community Services Block Grant funds** to support emergency food assistance efforts:

Chicago	842,185
Denver	33,000
San Antonio	35,010

## Comments on Funding

Among the comments from the city officials on funding:

**Burlington:** Burlington doesn't receive McKinney or CSBG funds; those flow directly to nonprofit programs.

**Cedar Rapids:** City government provides in-kind support to Greene Square Meals, Inc.

**Denver:** A substantial amount of money has been spent this year on food vouchers that people can use at grocery stores. This has been necessary due to the tremendous problems we are experiencing with the new state-wide computer benefits system.

**Kansas City:** The city operates two USDA funded child nutrition programs. Annually we serve approximately 2,000 unduplicated youth in the metropolitan area. For the current year, we are noticing an increase in our participation in the after school program. Many parents have reported that this program, which runs during the school, has really benefited their family.

**Louisville Metro:** Dare-To-Care is working with the state representatives to receive a state grant through the Department of Agriculture.

**New Orleans:** The numbers do not include Second Harvester's partner agencies.

**Norfolk:** The USDA/Food Stamp Program cost has increased approximately \$3 million in the last year. This increase is attributed to community outreach efforts. Norfolk currently has a 79 percent participation rate among people eligible for food stamps.

**Santa Monica:** Grant funds pay for over 820,000 pounds of food to homeless and low-income individuals. Every grant dollar translates into five pounds of food.

# Unmet Need

## Estimated Overall Demand for Emergency Food Assistance Which Goes Unmet

**An average of 20 percent of the demand for emergency food assistance is estimated to have gone unmet in the survey cities in the last year.** The unmet need ranges from 66 percent in New Orleans, 50 percent in San Francisco, 37 percent in Louisville Metro, 20 percent in Cleveland, 8 percent in Kansas City, 5 percent in Boston, and 4 percent in Providence.

**For families alone an average of 17 percent of the demand for emergency food assistance is estimated to have gone unmet in the survey cities during the last year.** The unmet need ranges from 66 percent in New Orleans, 30 percent in San Francisco, 24 percent in Los Angeles, 15 percent in Santa Monica and San Antonio, 10 percent in Phoenix, Denver, and Miami, and 5 percent in Boston.

Among the city officials' comments:

**Boston:** These numbers increase seasonally, as demand for emergency food assistance surges in the summer months when school is out of session. The Boston Public Schools and Boston Centers for Youth & Families summer meals programs, and initiatives such as Feeding Our Future, make an enormous difference during these months.

**Burlington:** Some people are too proud to ask for assistance. Some would use assistance more often than the number of visits allowed.

**Cleveland:** Many single adults work low wage and/or temporary jobs and do not qualify for food stamps. They make up a significant group of those requesting assistance at shelters and hot meal programs.

**Denver:** Transportation is a problem for many people and there simply are not enough resources for everyone. If you can only carry enough to last a few days and you can only tap the resources at each food bank once a month at most, there will be needs that are left unmet.

**Kansas City:** Harvesters' member agencies report approximately 5-10 percent of member agencies report they were not able to feed all of those who applied for food. Reports provided by Harvesters' member agencies show that there are occasions when the agencies are unable to meet demand. Variables affecting food shortages at the agency level may include demand spikes, cash flow, food storage capacity, and available products from Harvesters.

**Louisville Metro:** This is truly an estimate. The nature of "unmet" is unknown, unreported, undocumented, inconsistent and fluctuating. Logic dictates that all hungry people are not being fed, all are not coming forward, and all are not in the "system" for not only food but other basic needs as well. This estimate is logically and probably much too low! The "unmet" is like the icebergs--you only see or can imagine the tip of it.

**Miami:** Lack of sufficient resources lead to unmet needs.

**Nashville:** All respondents except for one answered no one is turned away.

**New Orleans:** We help approximately 1/3 of the people below the poverty level. When you consider that by definition people below the poverty level do not have sufficient income to meet the basic needs, that's a tremendous shortfall.

**Norfolk:** The Foodbank has been falling approximately 12 percent short of their projected goals of providing 100 pounds of emergency food per person in poverty per year.

**Philadelphia:** This is difficult to answer because, as stated before, food cupboard coordinators do not turn people away; rather, they make adjustments to assure that everyone has food. If the question were restated to please estimate the percentage of the food you would need to meet the need it would be about 20-25 percent more.

**Phoenix:** Based on statewide food insecurity with hunger data.

**Portland:** The Oregon Food Bank (OFB) and its agencies do not measure unmet demand. OFB reports only that portion of need that is met, however temporarily. Food insecurity, however, is measured state-wide. (Food insecurity means that a household cannot meet its food needs without relying on emergency sources of food.) The most recent data released in November 04 indicate that 12.9 percent of Oregon households are food insecure.

**San Antonio:** The San Antonio Food Bank estimates that 20 percent of food assistance requests in San Antonio go unmet.

**San Francisco:** One hundred fifty thousand San Franciscans earn below 150 percent of the poverty level. That means that one in five adults and one in four children live with the threat of hunger. This information is from the 2000 Census.

**Seattle:** This information is not formally tracked by the food banks and meal programs. If the entire State, where Washington is ranked the tenth hungriest state in the nation by a recent USDA study, is to be used as an indicator for food insecurity, we can estimate that families with children are greatly being impacted.

## People Turned Away

**Forty-eight percent of the cities report that emergency food assistance facilities may have to turn away people in need because of lack of resources; 52 percent report they do not.**

Among the comments from the city officials which may have turned people away:

**Boston:** The vast majority of people are served. Seventeen percent of Boston emergency food programs (8 out of 48) reporting to Project Bread stated that they sometimes have to turn people away. Some are turned away for lack of an acceptable referral, as the network tries to ensure that emergency food resources are reaching those most in need. Those turned away are directed to other resources, and are counseled on how to access resources on an on-going basis. Another pressure point in this network is seasonal overcrowding and lack of available space in programs serving the homeless. Persons who are unable to consistently access shelter also experience difficulty accessing hot meals offered at those programs. Many individuals and families facing excessive rent burdens and increasing health care, childcare and utility costs try to stretch their budgets by taking meals at local shelters, adding to the increased demand at those facilities.

**Burlington:** There are limits on the number of visits per month.

**Cedar Rapids:** They do this by limiting the number they serve, the hours of service, service areas, and number of times to access.

**Charleston:** Soup Kitchens and other mass feeding programs do not report that individuals are turned away when seeking a meal; however, agencies that provide non-perishable food are limiting the amount and frequency of food provided.

**Chicago:** Chicago's network of emergency food providers efficiently utilizes available resources. They respond to people in need, by either accommodating requests directly or by referring requests to other emergency food facilities. In addition, the city has in place an

emergency response food provision system. This system safeguards against depleted food supplies due to unforeseen natural disasters and/or an unexpected increase in requests.

**Cleveland:** Pantries can only provide a three day supply of food once a month. Many families need more assistance.

**Denver:** Most simply run out of food from time to time.

**Kansas City:** Harvesters' member agencies report that they have enough food to adequately feed people who come to their organization for assistance.

**Louisville Metro:** The quantity may vary, the nutritional quality may vary, the preferred time and place of service may vary, but no one has been sent from the network without service and or resources.

**Miami:** Certain times of the year (holidays) the food banks run very low on stock.

**Nashville:** Yes; although most agencies replied no, 5 answered yes, due to either high demand or limits on numbers of time they can assist.

**New Orleans:** Usually this is done by restricting how often a family can come for food assistance.

**Norfolk:** While those requesting food assistance are being served, some have been provided less food than in previous years.

**Philadelphia:** Coordinators are very resourceful. They make adjustments as necessary to make sure that no one goes without food even though their food needs may not have been adequately met.

**Phoenix:** There is no evidence to support any facilities having to turn people away due to lack of resources.

**Portland:** Although the emergency food assistance facilities do not have the capacity to track actual numbers, program administrators report that they regularly turn away people in need. Unmet need may also be inferred from the fact that pantries have had to cut back hours of service and limit the number of food boxes a household can receive in a year. Few people are actually turned away, because they know the limits and do not seek assistance when they have reached the household limit.

**Salt Lake City:** The community has increased the level of support to meet the increased need.

**San Antonio:** Even though the resources at local food assistance programs have increased, the demand is still exceeding the supply of food.

**Santa Monica:** In order to meet the need of a larger segment of the population, many facilities may follow stricter poverty guidelines.

**Seattle:** Meal programs and food banks try to serve everyone who comes through their doors.

**Trenton:** Facilities may turn away people because of a lack of adequate agency staffing to serve the volume of clients in need.

## Exemplary Programs

Among the comments from the city officials on an exemplary program or effort underway which prevents or responds to the problems of hunger:

**Boston:** The Boston American Red Cross has been a pilot site in the online food stamp application project. Project Bread received a grant from the USDA to develop online food stamp application that allows clients and intake workers to enter client information directly into the Beacon system at the DTA. Every application entered into the online system at the five pilot sites has successfully gone through to DTA. Among the many benefits to the online system are that the application can be tracked electronically, the application modifies for the specific applicant, and it is less confusing than the paper application. This has resulted in increased access to food stamps which help income-eligible households become less reliant upon emergency food pantries.

**Cedar Rapids:** Freedom from Hunger Food Drive, a new response to securing food donations, during the summer months, when supplies dwindle and demand peaks is an exemplary program.

**Charleston:** ShelterNet, a program of Humanities Foundation, was created in 1995 when it was found that building affordable housing was not enough to stem the tide of low-income families becoming homeless. There had to be a way to help these families through difficult times so they could regain their financial stability and remain in their homes. ShelterNet was created to do just that. Serving the entire Tri-county area, ShelterNet partners with over 80 social service and mental health agencies, programs for the aging, hospitals, schools, churches and other nonprofit organizations who send referrals every day.

Although there are many reasons why a very low-income household can fall behind in their bills, the main one is that their total income just barely meets their expenses. The slightest reduction in income or increase in monthly expenses can and will throw the household behind in their monthly bills. Most of these situations are unexpected, but there is simply no surplus income to put away for that “rainy day”. Without an intervention, such as ShelterNet, these families fall precariously close to utility shut-offs or potential eviction from their homes. For those households who have already lost their utility service, ShelterNet will help them become reconnected.

Although ShelterNet was originally designed to be a “safety-net” for very low-income households, its role has expanded a bit over the years. In addition to preventing eviction or utility shut-offs, ShelterNet will also help homeless families or individuals with a portion of the funds

needed to move into a home of their own.

It is not our intention to provide a crutch to those we serve, but more of an aid to regain some financial stability that will help families get back on their feet. ShelterNet households must have some type of income and demonstrate an ability to continue paying their bills after receiving assistance.

Since 1995, ShelterNet has provided assistance for over 7,500 families and individuals throughout the Tri-county area.

**Chicago:** The Greater Chicago Food Depository has implemented efforts to strengthen and expand the capacity of member food pantry agencies. This has included the establishment of Pantry University. Nestled in a wing of our new food bank and training center, Pantry University offers agency staff and volunteers' courses and training in everything from fundraising and grant writing, to creating and maintaining budgets to food safety and nutrition. Many of the class instructors are community experts in a particular field. Others hail from member agencies and share their expertise with others in a peer-training and team problem solving environment. Pantry University students enjoy amenities such as a "mock pantry" where students learn best practices in an interactive, hands-on setting and a library where students can check out books, literature and videos.

In addition to classes taught at the Food Depository, Pantry University continues to offer courses at community colleges, neighborhood centers and agency sites throughout Cook County to better accommodate clients with limited transportation options. Classes have been taught in English, Spanish, Cantonese and Korean. Workshops are continually being developed on new topics, based on the input and need of member agencies.

**Cleveland:** The hunger network provides professional outreach staff to meet with clients that have critical needs beyond emergency food. The project seeks to connect clients with social and community services that may assist them in addressing other issues that are contributing to their need for food assistance. This project also assists clients with food stamp applications, monitors the progress of those applications through the county processing system and intervenes if there are problems holding up approval. In Ohio, almost one third of those eligible for food stamps fail to access them.

**Denver:** People in Colorado respond very generously when food drives are held, particularly to those that are held each year by KUSA, the local NBC affiliate. These drives are called "9 Cares, Colorado Shares," and they are overwhelmingly successful, serving to rescue many food banks just as their cupboards are beginning to go bare.

**Los Angeles:** The Los Angeles Regional Foodbank has been partnering with various agencies, such as Neighborhood Outreach Council. By doing this, charities that do not have the resources to pick up the food from the L.A. Foodbank in far outreaching areas are provided with food that is dropped off by either the L.A. Regional Foodbank or one of their partnering agencies.

**Louisville Metro:** The YUM! Brands Corporate partnership underwrites the agencies in the Dare To Care Food Bank network. YUM rebates the financial commitment of churches and community-based organizations, allowing food to flow into the extremities of the community at a systemic and re-vitalizing level. As an extension of that partnership, the Louisville Metro Police Department worked with YUM! Brand Corporate to establish the Senior Homebound Program on a test level in two police districts, and now has expanded the program throughout the entire Louisville Metro area.

**Nashville:** Through a grant from the Altria Foundation, Nashville's Second Harvest Food Bank collaborates with Sr. Citizens, St. Luke's and Family Affair Ministries to provide 150 nutritious food boxes each month to 150-300 low-income elderly homebound seniors. Second Harvest Food Bank also targets specific neighborhoods to address hunger by bringing communities, resources and non-profits together. This agency is working with the Downtown Rotary to address hunger in the North Nashville area.

Another exemplary program is the Nashville Rescue Mission that serves 3 meals per day, 7 days per week, and 365 days per year. From January through October 2004, 374,490 meals were served.

**New Orleans:** Last year Second Harvest Food Bank made a concerted effort to increase distribution through its food box program, which has 23 sites including 12 in New Orleans. The New Orleans distribution by those sites increased by 43 percent (to a total of over 2.1 million pounds). At the same time, we put great emphasis on increasing fresh produce and brought total produce distribution to 1.5 million pounds.

**Norfolk:** The Foodbank of Southeastern Virginia currently sponsors 27 Kids Cafes at area after school programs, six of which are located in Norfolk. Through Kids Cafe, 465 Norfolk children were served 43,813 meals during FY 2003-2004. (Kids Cafe is a national program founded by America's Second Harvest - The Nation's Food Bank Network to solve a nationwide problem of child hunger. Kids Cafe is a place where children receive a free, nutritious evening meal in a safe and supportive environment.)

**Philadelphia:** The SHARE Food Program provides healthy, nutritious food at an affordable price. For \$16 and two hours of their time a family can receive \$35 to \$40 worth of food. The food package includes meat, fresh fruits and vegetables, and staple items. They can use their food stamps to purchase food packages. During the months of June through November they can purchase a farm-fresh package and use their Farmers Market checks as payment. The SHARE Food Program also has a volunteer component so when you purchase a food package you can participate in your community in a meaningful way.

**Phoenix:** The Farmers' Market Nutrition Program is an exemplary program. The program goals include: 1) increasing fruit and vegetable consumption among low income women, children and seniors; and, 2) supporting local farmers' markets. Arizona growers and farmers' markets have been selected to participate in a program that will provide opportunities for Authorized Growers to sell their fresh locally-grown fruits and vegetables at approved farmers' markets throughout the state. Participants in the Special Supplemental Nutrition Program for Women, Infants and

Children (WIC), and seniors participating in the Food Plus Program or Triba Meals for the Elderly receive \$20 booklet or checks (10 checks in \$2 allotments) to use to buy locally-grown produce at Approved Markets.

**Portland:** From its humble beginnings in a church clothes closet in 1998, Crossroads Cupboard has become Multnomah County's third largest food box site. Early on their volunteers chose to offer their services in a shopping style to improve the dignity of the experience for those they serve. Believe it or not, they actually were able to pull this off in the closet. The pantry outgrew its location in the church the first year of association with the Oregon Food Bank. Crossroads' church home took their needs seriously and chose to build a building on church property, greatly increasing their square footage and refrigeration and freezer capacity. Open just a few hours a week when they started and, Crossroads now serves those in need 6 days a week including Saturday hours (very unusual for pantries). With the addition of a weekly distribution from OFB's Fresh Alliance program (perishable product recovered from local grocery stores) Crossroads distributed over 533,600 lbs of food to over 29,500 persons this year.

**Providence:** The Rhode Island Community Food Bank is a non-profit organization that collaborates with public and private agencies to collect and distribute food to food pantries and organizations and individuals

**Salt Lake City:** The best example is Kids Cafe which has been incredibly successful since its beginnings in 2000. In May of this year, we opened our Community Kitchen (generously constructed by Bud Bailey) which allowed us to move our Kids Cafe meal production to the Utah Food Bank from the Sorenson Center where only 400-500 meals could be made in one night. We now can make up to 2,000 meals at a time with our industrial-sized kitchen and equipment. We are currently working to retrofit one of our box trucks with a cabinet system and back-door ramp so we can deliver to all 8 sites (currently, but hopefully 15 within the next year) at one time rather than making 2-3 trips each night with our one van. Meal production just in the last year increased by 82 percent with over 72,000 nutritious meals served to low-income children in the Salt Lake Valley each weeknight.

**San Antonio:** The San Antonio Food Bank started Project H.O.P.E. over a year ago to address the senior hunger problem. The Food Bank is currently delivering groceries to over 4,500 senior families twice per month in over sixty nutrition sites. Last fiscal year, the Food Bank delivered two million pounds of food to seniors. In the first four months of this year, the Food Bank has delivered over 800,000 pounds of food to seniors. This food program allows seniors to reallocate much needed funds for medication, housing, and utilities.

**San Francisco:** One in four children in San Francisco live with the threat of hunger and this problem is exasperated during the summer months when school is out. The Summer Food Service Program sponsored by the San Francisco Unified School District and the Department of Children, Youth and Their Families is an exemplary effort to fill the gap in nutrition and prevent hunger in San Francisco. Ten thousand children were fed on average every day during the 2004 summer. This was a 20 percent increase over the proceeding summer.

**Santa Monica:** The Westside Food Bank provided food to approximately 30 Westside agencies (21 of which serve Santa Monica). The Food Bank is able to turn every dollar donated or granted into five pounds of food. This translates into 1.6 million pounds annually.

**Seattle:** The Fremont Public Association's Lettuce Link Program is a creative, urban agriculture effort that promotes environmental stewardship and organic growing methods while addressing hunger and food insecurity for thousands of hungry families throughout Seattle. Lettuce Link has grown to become a main supplier of organic produce throughout Seattle's food bank system. Similarly, Lettuce Link is the front door" for many urban gardeners to use their soil and strengths to address hunger and poor nutrition.

Lettuce Link meets a very basic community need in a direct and powerful way: Lettuce Link helps to prevent malnutrition and also helps low-income people grow their own food to take control over their own food security. Operating under the belief that access to nutritious foods is a basic human right, the program and staff work to ensure that food bank clients and other low-income people have access to fresh, organic produce to supplement the canned goods and other shelf staples typically provided through emergency food programs plus the resources they need to grow their own fresh food. As the cost of fresh, organic produce is prohibitive for people struggling to make ends meet, Lettuce Link plays a critical role in our local food security network.

In particular, Lettuce Link works in the following ways to feed hungry people and create a stronger sense of community:

(Feeding a Hungry Community) Each year, Lettuce Link mobilizes hundreds of urban gardeners to donate more than 22,000 pounds of produce directly to people in need, both at food banks and to hot meals programs around the city. Special food bank gardens and collection sites are established at more than 30 P-Patch gardens throughout Seattle and also distribute a direct line of culturally-appropriate seeds.

(Feeding, Teaching and Engaging a Hungry Neighborhood) Lettuce Link recruits youth and adult volunteers from throughout King County to care for the Giving Garden at Marra Farm a unique outdoor classroom on Seattle's last remaining open farmland. The project reaches out directly to South Park residents in need by providing bags of fresh, organic produce from the farm. The project also provides low-income children from nearby Concord Elementary School a hands-on learning and growing activities to spark their interest in organic gardening, food security issues, environmental stewardship and nutrition.

Lettuce Link's most impressive and ambitious achievement is its work with the Marra Farm Coalition. The partnership transformed and restored the four-acre farm in Southwest Seattle as a vibrant and productive organic farm. Over the past seven years, neighborhood and community partners have transformed Marra Farm to where it now generates over 12 tons of organic produce each year for low-income families in South Park and surrounding communities, a youth employment training program and market garden activities. Moreover, this farm has become an important center for positive neighborhood gatherings and learning opportunities for hundreds of students and South Park neighbors, the majority of whom are low-income.

**Trenton:** The city's 24hrs Homeless Programs which consists of the Safe Haven Homeless Day Program at the Salvation Army and the Rescue Mission Homeless Housing Program are exemplary programs. These two programs ensure that the homeless population of the city is sheltered, fed and provided social services 24hrs a day throughout the calendar year.

# City Data on Hunger

City	Percent Increase in Demand for Emergency Food	Percent Increase for Families' Demand for Emergency Food	Percent Requesting Emergency Food Assistance as Members of Families with Children	Level of Resources	Food Assistance Facilities Provide		Are People Being Turned Away	Percent of Need Unmet
					Adequate Quantity of Food	Nutritionally Balanced Food		
Boston	8	3	50	decreased	no	yes	no	5
Burlington	7.6	9.5	48	decreased	yes	yes	no	5
Cedar Rapids	11	na	50	same	no	no	yes	0
Charleston	10	10	42	same	yes	yes	no	0
Charlotte	4	4	90	increased	yes	yes	no	0
Chicago	11	17	36	increased	yes	yes	no	0
Cleveland	5	na	48	decreased	no	yes	yes	20
Denver	25	25	50	decreased	no	no	yes	10
Detroit	na	na	0		no	no	no	0
Kansas City	11	9	47	increased	yes	yes	no	8
Los Angeles	24	19	50	increased	no	yes	yes	21
Louisville Metro	32	12	91	decreased	no	yes	yes	37
Miami	26	25	50	increased	yes	yes	yes	10
Nashville	7	15	85	same	yes	yes	yes	0
New Orleans	15	20	61	decreased	no	no	yes	66
Norfolk	6.5	8	48	decreased	yes	yes	no	12
Philadelphia	22	26	89	increased	no	yes	no	23
Phoenix	26	20	45	increased	yes	yes	no	15
Portland	10	10	51	increased	no	no	yes	0
Providence	21	21	70	increased	no	yes	yes	3.6
Salt Lake City	31	9	74	increased	yes	yes	no	0
San Antonio	21	14	43	increased	no	yes	yes	17
San Francisco	14	214	52	decreased	no	yes	no	50
Santa Monica	5	5	65	decreased	no	yes	yes	10
Seattle	-3	-2	28	decreased	yes	yes	no	0
St. Paul	0	na	0	same	yes	yes	no	0
Trenton	23	31	36	decreased	no	yes	yes	0

# Homelessness

## The Problem

### Emergency Shelter Requests

**Seventy percent of the survey cities report an increase in request for emergency shelter during the last year.** The number remained the same in New Orleans, San Francisco, and Seattle during the last year. Burlington, Louisville Metro, Chicago and Norfolk had a decline in the number of requests for shelter during the last year.

**Across the survey cities, the average increase was 6 percent.** The increases ranged from 24 percent in Providence, 20 percent in St. Paul and Denver, 17 percent in Salt Lake City, 15 percent in Trenton and Cedar Rapids, 7 percent in Nashville, two percent in Cleveland and one percent in Boston.

Among the comments from the city officials on the number of people requesting emergency shelter:

**Boston:** Our annual census was conducted on December, 2003. There were 6,241 homeless men, women and children. This year's census will be conducted December 13, 2004, too late to be included in this report. According to the Massachusetts Housing and Shelter Alliance, there has been overcrowding at single adult shelters for more than 82 consecutive months. Family homelessness has proven a more elusive problem to quantify, as stringent eligibility criteria and the lack of housing opportunities for households accessing the emergency shelter network has left many families leaving shelter without obtaining housing.

**Burlington:** This decrease reflects the fact that one of the city's shelters for single adults reported only new clients served this year.

**Cedar Rapids:** Our data is from the FY04 Linn County Homeless Data Summary Report

**Charleston:** Crisis Ministries has seen a dramatic increase in the number of chronically homeless individuals with severe mental illness and substance abuse disorders.

**Charlotte:** The growth of homelessness is a direct correlation to regional growth.

**Cleveland:** Full service family shelters remain filled to capacity. The emergency men's shelter that does not turn anyone away has had relatively constant numbers, even with increased efforts to move people into housing. Over the past 12 months, 810 persons have moved from the men's shelter to more stable housing, but new arrivals have kept demand at a high level. There has been an increase in demand at the emergency women's shelter, which also accepts families on a short term basis. There were also more people sleeping outside during the summer months.

**Denver:** The city is not only continuing to see an increase in the number of homeless families, but also a substantial increase in numbers of homeless youth. There are approximately 400 homeless youth in Denver, but only 40 shelter beds in the city's youth shelter. Over the last seven years the numbers have increased by 100 percent for this population alone.

**Detroit:** The demand for shelter has increased due to lack of affordable housing, unemployment, evictions and substance abuse.

**Kansas City:** According to City Union Mission, operator of the Hotline for the Homeless, reports that the total number of all calls to the Hotline increased by 9 percent this year. Last year 5459 requests were placed, up 9 percent over the previous year (2003) of 5015 requests. These requests represent principally children and families. Single male requests increased 20 percent during this reporting period. The numbers indicated by the City Union Mission seem to be supported by other respondents. Benilde Hall, a local transitional housing provider for homeless single men, reports a 15 percent increase. Kansas City Rescue Mission another emergency shelter for men reported a 13 percent increase. Rose Brooks Center, a domestic violence emergency shelter reported that they experienced a one percent increase. Rose Brooks received Hotline calls with "Reason for Call" identified as "seeking domestic violence shelter rose from 1836 in 2002/2003 to 1862 in 2003/2004. Save Inc. a provider of services to homeless families and individuals with HIV/AIDS reported the highest increase of 29 percent.

**Louisville Metro:** For the period of October 2003 through September 2004, Metro Human Services, through its services at Neighborhood Place sites reported a decrease in the number of homeless assessments for families seeking services from 370 to 292 (or 21 percent). The number of homeless assessments for individuals seeking services also reported a decrease from 235 to 131 (or 44 percent). On average our families are comprised of three people; using that assumption the total number of people requesting service has decreased from 1,345 to 1,007 or by 25 percent. It is difficult to point to one factor regarding the decreased number of homeless families seeking shelter. One possible factor is that it is widely known in the social service and shelter provider community that there are no Section 8 or public housing slots for homeless families available. Section 8 Referrals to their Homeless Assistance Program were suspended in May 2003. Public Housing placements for Homeless Families were suspended in October 2003. Families may not be requesting services because they know there are very few housing options. Also, in May of this year, Metro Government implemented a special HOME subsidy program, HOMEward Bound, to reduce the bottleneck of homeless families in transitional housing unable to exit because there is no Section 8 subsidy available. As families exit transitional programs; there was some movement of families currently in emergency shelters into transitional programs, thus homeless families had more access to emergency shelter. The goal of HOMEward Bound is to place 100 families over 2 years, or 50 families per year.

Additionally, Metro Human Services implemented a special rent stabilization category of financial assistance in March, 2003 to stabilize shelter for families with children who were at high risk for homelessness evidenced by formal eviction court notice, 7-day court eviction notice domestic relocation order, or actual set out date notice by sheriff if not already homeless. This program assisted 174 families in the amount of \$66,598 during the fiscal year of this report. This assistance was suspended in May 2004 due to increased requests/expenditures for emergency financial assistance that the program was experiencing in various types of eligibility/crisis situations. An earlier report showed that of 90 rent stabilization payments made, 42 (47 percent) were to the Louisville Metro Housing Authority. When families are evicted from public housing, they are at an extremely high risk of becoming homeless as they have some of the lowest incomes. Their inability to maintain subsidized housing is a probable indicator that they will not be able to maintain market rate housing. The rent stabilization payments provided in this special category may have contributed to the reduced number of families who would have become homeless.

For the first four months of Fiscal Year 2005, the number of homeless families requesting services increased from the prior period in 2004 from 84 to 111. This may be related to the suspension of rent stabilization payment that occurred in May 2004. The number of homeless individuals requesting services also increased for this same period compared to the prior year from 15 to 37. As to the decreases in requests for services for homeless individuals during the 2004 fiscal year, perhaps some of the permanent supportive housing that was implemented during this period (a total of 79 new permanent supportive housing units came on line in the last year: Home of the Innocents – 35; House of Ruth – 3; Jeff Street Baptist Center – 11; Wayside Christian Mission – 30) has had some impact. The current increase in requests for Fiscal Year 2005 may be an indicator of the insufficient number of permanent supportive housing units in our community. Please note that the number of homeless individuals and families receiving homeless assessments are persons who are not in emergency shelters, either due to lack of shelter space or other barriers that prevent using a shelter.

**Miami:** Our response reflects the lack of permanent housing with supportive services. The 10 percent figure represents the amount of individuals requesting services. Proportionately, they have received services, and ultimately the "street" count has decreased 18 percent within the last year. Countywide counts have remained consistent.

**Nashville:** Although four programs saw no change – the majority saw an increase, averaging seven percent. The recent increase of women we have seen (15 percent) is an important statistic. It probably reflects an increase of mothers whose children are either staying with relatives or are in the custody of someone else. The increase does not appear to come from the chronic homeless (Hope Center/Nashville Rescue Mission).

**New Orleans:** Overall, the number of people requesting emergency shelter has remained about the same with some increase noted for families with children and for unaccompanied females. Many unaccompanied persons (particularly men) refuse to stay in emergency shelters due to dissatisfaction with shelter rules and guidelines and also due to the inability to pay for shelter fees.

**Norfolk:** This answer relies on data obtained in the 2003 and 2004 Point-in-Time Counts that are conducted by the Norfolk Homeless Consortium. In 2003, 805 persons, including single adults and families with children were counted. In 2004, 787 persons were counted. The Point-in-Time Count is a 24-hour count of the homeless in Norfolk. Norfolk is working to establish a more effective process for counting the homeless using its Homeless Information Management System (HMIS). The Norfolk Homeless Consortium is planning on conducting a Point-in-Time Count in 2004 using the HMIS for its sheltered count. This count, however, will not accurately count an unduplicated number of people requesting shelter. Some shelters do keep track of the numbers of people that call requesting shelter, although most do not. Those shelters that do keep a record of the number of requests they receive do not unduplicate this number. As a result, there is no way of knowing if ten requests mean that the same person has called ten times or if ten different people have called once.

**Philadelphia:** We continue to work hard on diversion efforts, but we have seen a marked increase in the number of single men, and a slight increase in the number of single women, requesting shelter compared with last year.

**Phoenix:** Although anecdotally, shelter providers are reporting increased requests for emergency shelter, the official regional gaps analysis chart published by the Maricopa Association of Governments reports that both the number of emergency beds and the unmet need have decreased slightly. This may be because a paradigm shift is occurring. The popular Housing First model is changing the notion that emergency shelter is the best solution for individuals and families who are homeless, to housing first followed by support services.

**Portland:** Four percent more homeless persons were served during the last year through agencies serving homeless persons. There is no citywide count of people who request emergency shelter. Twice a year there is a count of homeless people who are sheltered on a specific night in November and March county-wide. Agencies also report the number turned away that one night. However, not all agencies obtain that information, some maintain a waiting list, and there is no way to track duplicated requests. On March 15, 2004, 465 persons who requested shelter were unable to be accommodated, which is a 28 percent increase from March 26, 2003.

**Salt Lake City:** This estimate is based upon the annual number of persons served and waits list data from The Road Home, the largest shelter in Utah. The Road Home Men's Shelter had a 0.9 percent increase in number of men served; the Women's Shelter had a 21.9 percent increase; and the Family Shelter had a 22.8 percent increase in number of families served. The increase in the average number on the single men's shelter waiting list is 42 percent; for families it is 8 percent; for single women the average number on the waiting list is small at 17 women, but when compared to the average of 4 women from the previous year, the percent of increase is large at 337 percent. The number of clients served in shelters has also increased; for families, the increase is 22.8 percent; for single men there is a slight increase of 0.9 percent; for single women there is an increase of 21.9 percent.

**San Antonio:** Agencies are again reporting increases in requests for emergency shelter. In the past year, agencies, like SAMMinistries and The Salvation Army, have been consistently utilizing overflow space.

**San Francisco:** Vacancies in the single adult shelter system have stayed relatively constant over the last year.

**Santa Monica:** Last year, 550 emergency placements were made. Of this number 79 placements were for families. Despite the slight decrease, agencies experience an influx of homeless people from other parts of the country during the winter months.

**Seattle:** We are unable to determine the number of unduplicated persons turned away because there is no centralized intake for shelter in our community. The city expects to address this with implementation of our Safe Harbors HMIS system.

**St. Paul:** We collect data nightly from all the shelters and have done so for the past 13 years. The number of people known to have used the shelter in the past year is 872 higher than the previous year.

**Trenton:** Emergency Assistance from the Mercer County Board of Social Services ended for a number of General Assistance recipients, drug and alcohol addiction, mental health issues, and poor educational attainment

## Emergency Shelter Requests by Families

**Requests for emergency shelter by homeless families with children increased in 78 percent of the survey cities during the last year.** Charleston, San Francisco, Cedar Rapids, Louisville Metro, and Philadelphia said that the number of requests by homeless families declined during the last year. Kansas City reported that the number remained the same.

**Across the survey cities, the average increase in request for emergency shelter by homeless families with children was 7 percent.** The percentage on increased requests ranged from 50 percent in Santa Monica, 23 percent in Salt Lake City and Detroit, 22 percent in New Orleans, 15 percent in Nashville and Norfolk, 13 percent in Los Angeles, 10 percent in Chicago, 6 percent in Providence and one percent in Boston.

Among the comments from the city officials on requests for shelter by homeless families with children:

**Boston:** There were 2,366 homeless men, women and children in families in emergency shelter, domestic violence and transitional programs this year, as compared to 2,328 in similar programs last year. Many families denied or terminated from shelter become statistically invisible, but are living in the city in very precarious situations. This includes families that are doubled up with another family or split up among various relatives or friends.

**Burlington:** The increase reflects numbers sheltered only, not numbers requesting shelter (which aren't tracked at all shelters). As an indicator of need, 42 percent of those requesting shelter at one of the city's two family shelter programs had to be turned away last quarter for lack of space.

**Cedar Rapids:** Sixty-two percent of those served by local programs in FY04 were families with children.

**Charleston:** The number of homeless families has fluctuated dramatically but overall we have not seen an increase. During the spring and early summer Crisis Ministries reported that their Family Center was full.

**Cleveland:** Evictions and foreclosures continue to be a significant problem. Family shelters are always full. Basic emergency shelter is available until space in a family shelter opens, however many families will double up with friends or relatives. This can make real demand difficult to measure.

**Denver:** There is only one shelter in Denver that accepts two-parent households and children of all ages. Due to this and the tremendous lack of emergency shelter in general, we issue thousands of motel vouchers throughout the year to keep families from spending the night on the streets.

**Detroit:** The number of families with children requesting emergency shelter has increased due to a lack of affordable housing, unemployment, inadequate income, eviction and substance abuse.

**Kansas City:** City Union Mission, operator of the Hotline for the Homeless, reports that last year 1498 families requested shelter through the Hotline for the Homeless, up 27 percent over the 1181 requests made the previous year.

**Miami:** This figure represents request taken by MHAP, which is responsible for making 4500 placements this year.

**Nashville:** Family shelter agencies report an increase of 15 – 20 percent.

**New Orleans:** Two emergency shelters for families report an increase in requests for families with children requesting shelter in 2004. There are only two traditional emergency shelters for families in New Orleans and they are almost always full.

**Norfolk:** Our response relies on data obtained in the 2003 and 2004 Point-in-Time Counts that are conducted by the Norfolk Homeless Consortium. The Point-in-Time count conducted in January 2003, found 70 homeless families. In 2004, 82 homeless families were counted. The Point-in-Time Count is a 24-hour count of the homeless in Norfolk. Again, this number does not take into account the number of families that may have requested shelter, but found that there was no space available. Some shelters do keep track of the numbers of people that call requesting shelter, although most do not. Many families continue to call each day until they can secure space at one of the family shelters.

**Philadelphia:** We are working hard on shelter diversion and have seen a small decrease in the number of families utilizing shelter. However, the length of stay for families has increased so overall demand is up as families continue to come in, and those in stay longer.

**Phoenix:** Again, official estimates report decreased emergency shelter beds and a decrease in the unmet need. However, emergency shelter providers are reporting that they are now housing two families per unit to meet increased demand.

**Portland:** There was a one percent increase in the number of individuals in families who were served through agencies in the family and domestic violence homeless systems and by agencies that do not report homeless data to the county. Agencies testify that greater numbers are seeking shelter; however, there is no citywide count of people who request emergency shelter. On March 15, 2004, families with 315 members requested shelter and were unable to be accommodated, which is a 28 percent increase from March 26, 2003.

**Salt Lake City:** This estimate is based on the number of family members served and the Family Shelter waiting list for The Road Home, the largest provider of shelter in Utah. The number of family members served in shelter increased by 22.8 percent. The average number of families on the waiting list at any given time is 39, as compared to 36 for the previous year, an eight percent increase.

**San Antonio:** Agencies are reporting an increase in requests by families for emergency shelter in the past year. SAMMinistries, which operates one of the larger shelters in town, is reporting that it turns away about twelve families each week who are seeking shelter.

**San Francisco:** We have seen more public housing becoming available due to the San Francisco Housing Authority prioritizing the rehabilitation of units and bringing them back on line. This had decreased the number of vacant units available to all families including homeless families. In addition, some families have gone directly from the waiting list to a permanent housing situation without going through shelter as a result of families being prioritized on the Housing Authority wait list. As a result of these efforts and an expansion of permanent supportive housing for chronically homeless families, a number of families that were in the emergency shelter system for an extended period of time have been able to exit to permanent and more appropriate settings. Some of the families on the shelter wait list call to let us know that they secured employment and were able to rent their own place. This takes them out of their homeless status, but in many cases their situation remains very tenuous.

**Santa Monica:** The agencies providing the data define families as anyone who has more than themselves living in their household. Therefore, we do not have data specifically on families with children. Based upon the need documented by the city funded transitional facility for families, the Santa Monica Housing Authority issued five additional HOME funded vouchers to "graduates" referred by the agency. Because of cut-backs to the Section 8 program in spring 2004, neither the City of Santa Monica nor the Housing Authority of the City of LA can continue to issue Section 8 vouchers to transitional graduates which create a backlog in the continuum resulting in longer stays in the transitional facility and on the facility waiting list. On-going shortfalls to Section 8 and HOME funding are expected to continue.

**St. Paul:** The data collection system that St Paul Ramsey County has used for the past 13 years provides this data.

**Trenton:** Emergency Assistance from Mercer County Board of Social Services ended for TANF recipients, drug and alcohol addiction, mental health issues, poor educational attainment and lack of day care.

## Length of Time People are Homeless

**People remain homeless for an average of 8 months in the survey cities.** The average length of time people remain homeless in 24 months in Denver and Kansas city, 18 months in Louisville Metro, 14 months in Boston, 9 months in Charleston and San Francisco, 6 months in New Orleans, Santa Monica and Providence, 4 months in Detroit and Philadelphia and 2 months in Trenton, Salt Lake City and Norfolk.

**Forty-six percent of the cities report that the length of time people are homeless increased.** Twenty-three percent report a decrease and 31 percent said that the length of time people are homeless remain the same during the last year.

Among the explanations of the city officials on the duration of homelessness:

**Boston:** The length of stays for families living in shelter continues to be a complex picture. While advocates had projected longer shelter stays for families unable to obtain vouchers, it appears instead that many families are finding the system discouraging and are exiting more quickly. For more than a year, families living in shelters have had enormous difficulty accessing federal Section 8 housing subsidy vouchers. As a result, the majority of families leave shelter without obtaining housing. Overall average stays in shelter decreased to less than 4 months. In the past, Boston families waiting for housing had average stays that had been as high as 9 months, but with Section 8 funding frozen, families experience myriad difficulty staying in shelters without a light at the end of the tunnel. The Section 8 crisis has made it impossible to predict how long homeless families may have to wait to secure an affordable housing unit. This has increased the possibility of administrative discharges for violations of increasingly restrictive state shelter policies. Fewer than half of Boston families exit shelter for permanent housing. This may suggest a kind of “creaming” and “silting” phenomenon, where those families best resourced to exit to housing may be better served, while other families with less capacity are exiting shelter but not to affordable housing. These families often split up or double up.

The length of time for homeless adults has also been affected by the Section 8 crisis and consequent stalling of affordable housing units available to disabled chronically homeless unaccompanied adults. Estimates of chronic homelessness among single adults reach as high as 35-40 percent. Availability of SROs or other low-income rental housing is extremely limited. A major loss of 50 percent of acute substance abuse treatment beds in Greater Boston continues to adversely affect the prospects for chronic alcoholic and drug-abusing individuals to break the addiction cycle and access transitional programs and housing. Many participants in transitional programs cannot find rooms to rent at prices they can afford, and remain homeless even though they have found employment.

**Burlington:** Shelter stays for single adults have shortened, but have stayed the same or lengthened for families.

**Cedar Rapids:** Most recent point-in-time study conducted in July of this year shows that a majority of respondents (70 percent) were homeless less than six months compared to 64 percent in the previous survey.

**Charleston:** The homeless population is aging and with increasingly complex healthcare issues, stays have lengthened until adequate treatment can be obtained. Substance use disorders are often combined with mental illness and treatment is expensive. Residential treatment for homeless individuals is very difficult to obtain and is short in duration often without adequate discharge planning. Individuals usually end up being discharged to local shelters only to repeat the experience within months of their admission. Community mental health services have been cut due to shortfalls in state budgets and the complex Medicaid system.

**Charlotte:** These are low job prospects for persons coming out of the homeless shelters.

**Cleveland:** An increased emphasis on moving shelter residents more quickly into transitional, supportive or permanent housing has shown success. This is being offset by increasing numbers of prison released persons and others that face extensive barriers to getting out of the shelter system.

**Denver:** Many people are struggling to find jobs that pay a living wage. Still others have criminal backgrounds or eviction histories that make landlords hesitant to rent to them. Given these situations, many people get caught up in the trap of living in cheap motels where they can pay by the week, but are consequently unable to save up enough money for an apartment, because that requires them to pay a deposit along with first and last month's rent.

**Detroit:** People are remaining homeless longer due to the lack of affordable housing, and difficulty finding employment.

**Kansas City:** According to the City Union Mission, case managers report that the average length of time people are homeless has not changed over the last year.

**Louisville Metro:** There is a waiting list of over 13,000 households for Section 8 housing and limited Shelter plus Care slots. There are no Public Housing units available due to residents remaining in their apartments for longer periods of time; a new HOPE VI project; increased foreclosure rate on homes; and a lack of affordable rental housing units.

**Nashville:** Responses varied, but the larger shelter program reported an increase.

**New Orleans:** Sixty-three percent of homeless persons were homeless less than 6 months this past year as compared with 48 percent the year before. (Derived from the November 2003 Point in Time survey)

**Philadelphia:** This increase was largely because of the continued unavailability of affordable housing and a continued poor job market.

**Phoenix:** Requests for permission to extend the stay of shelter guests beyond the two-year time period have increased for transitional housing programs.

**Portland:** We do not track length of homelessness systematically; however, data on length of homelessness was gathered through a week-long survey of providers of shelter, transitional housing, day-services, and outreach from February 25 to March 3, 2002. Because of limitations in data collection, we could not conclude if the length of time people remained homeless in our city has increased or decreased. The numbers that we report are the same as last year's.

**Providence:** This past year, the number of individuals staying in shelters longer than 6 months was 20 percent; the year before it was 13 percent

**Salt Lake City:** Data from The Road Home, Utah's largest shelter, show that for women and families the number served increased, while the length of stay decreased. For example, the number of family members served in the last year increased by 23 percent, while the length of stay in the Family Shelter decreased by 4.9 percent to an average of 65.14 days. For single women the number of women served increased by 21.9 percent, while the length of stay decreased by 11 percent for an average length of stay of 49.7 days. This could be due to the practice of placing people into housing as soon as possible after entering shelter. For single men, the average length of stay increased by 8.1 percent to 57.2 days while the number of men served remained basically the same, with 0.9 percent increase over the previous year. Overall, the average length of homeless for all three populations is 57.6 days, or approximately 2 months. The length of time increased slightly for the domestic violence women's shelter to 20 days.

**San Francisco:** An expansion of supportive housing units and a more direct referral process from the shelter system into permanent supportive housing has reduced the length of time that single adults are staying in the shelter system.

**Santa Monica:** Agencies report that it takes longer to get into transitional housing and that the continuum of care is frequently blocked due to the decrease in funding and the lack of available resources.

**St. Paul:** The data shows the median days of shelter use are down from previous years. At the same time the number of vacancies in the rental market has risen. This factor has moderated rents and made landlords more flexible. It is believed that has made it easier for some homeless to find a place.

# Case Studies of Homeless Families and Individuals

The city officials were asked to describe the conditions faced by an actual homeless family or individual in their city. Following are **brief case studies of homeless families and individuals** :

**Boston:** David, an elderly 66 year old who suffers from mental illness, was on the street off and on for many years. For the past two years he had lived in a shelter he constructed of cardboard boxes in an alley in the Downtown Crossing. The Pine Street Inn's overnight Outreach Van provided David with food, blankets, and a nightly check-in; however, he proved elusive in the daytime, preferring to blend in as best he could with the daytime activities of a busy retail district. Last winter's record cold, with temperatures in the teens, wreaked havoc on David's physical health; his arthritis worsened to the point that he could no longer assemble his shelter. After intensive engagement with David, the Pine Street Inn's HUD-funded daytime outreach team, the Neighbor Project, was able to convince him to check out a small transitional shelter, which someone as relatively isolated as David might find to be less daunting than a larger, more chaotic milieu. He has now been there several months and is making tremendous progress in treatment of his long-neglected chronic mental health and medical conditions. He has also been able to secure disability income benefits to which he is entitled, and participates in a housing search hoping to obtain an apartment or SRO unit when he transitions from shelter. However, faced with one of the highest cost housing markets in the country, and without a Section 8 housing voucher or some other subsidized housing alternative, David remains in a temporary state of shelter. Others from the street are unable to take his place and he is unable to move out of the system. Bringing units of supportive housing for extremely low-income disabled persons like him into production is a primary goal of the city's long-term homelessness policy and planning at this time.

**Burlington:** Robert and Laura never thought they would lose their home, but this summer they came so close to the edge that homelessness seemed inevitable.

In the spring, Robert lost his job because of a debilitating medical condition and Laura's part-time employment was not enough to cover the bills. Laura went in search of full-time employment while Robert tried to regain his health. By the time Laura was able to find a decent job, the family was two months behind on rent and the landlord was ready to proceed with an eviction. "We would have been out on the streets," Rob said, if not for a new initiative the Committee on Temporary Shelter launched last winter called the Homeless Prevention Project. The program provides financial support and budget counseling to help families avoid an episode of homelessness. In Rob and Laura's case, COTS provided \$1,000 in rental arrearage and worked with their landlord and the courts so they could keep their home. They are still housed today, and grateful for the assistance COTS provided.

Over the course of eight months, COTS invested approximately \$20,000 in 26 families like Rob and Laura who were at imminent risk of being evicted. The majority of these families were at risk because of circumstances beyond their control, including a mother whose hours were cut

back after the holidays and couldn't make rent; a couple who were hit with medical expenses and funeral costs after a death in the family; and another working family whose car broke down and required some costly repairs. These families did not need much help (the average grant was \$750) but it made the difference between keeping their homes and being out on the streets.

**Cedar Rapids:** A single mother of a two-year old son moved back to Cedar Rapids a year ago. She had her own apartment and began a full-time job. She came close to eviction because of mounting bills related to her son's premature birth and ongoing medical issues. Friends allowed her to move in with them to reduce her living expenses. The arrangement didn't work out due to living conflicts and the high rent her friends were charging. She decided to move out and comes home to find her belongings on the curb. She moves into the Madge Phillips Center, where she receives assistance to achieve self-sufficiency. She then moves into transitional housing and is receiving additional medical help for her son. Her income is such that she is able to pay close to fair market value for her transitional housing; however, they take into account the medical bills she owes for her son and allow her to pay a more affordable rate. She has been able to maintain her employment throughout her homelessness.

**Charleston:** Mr. "Smith" came to the shelter after being discharged from the hospital for treatment from a severe head injury, which caused him to lose the sight in one eye, and severely damaged the other eye. The injury was the result of a robbery and assault while he was driving for a local cab company. Mr. "Smith" had been driving a cab for the past twenty years and had been able to maintain an apartment in public housing. Mr. "Smith" has no family, no way to earn a living, and no health insurance. He moved out of the general population of the Men's Shelter at Crisis Ministries to the Transitional Dormitory co-located with the shelter where he began the process of disability determination with his Crisis Ministries case manager. Establishing an income through Social Security Insurance is a time consuming, complex, and costly process. He lived at the shelter through this period and was successfully awarded disability but the process took 18 months during which time he was totally dependent on the shelter and services of the staff. Once his income was established he was able to move to a new apartment developed by the Humanities Foundation using HUD Supportive Housing funding and a combination of other public and private funding. He will be spending the holidays in his new home and is receiving help to adjust to his new world from the Commission for the Blind.

**Chicago:** The following is a case study from CDHS' Case Management Program:

"As long as I can remember, I have always been fascinated by the lines and angles of building structures...from simple homes to sophisticated, modern sky scrapers," says Ms. Smith who makes no attempt to curb her enthusiasm as she explains her decision to pursue a career as an architect.

"How ironic that at one point in my life, I would find myself homeless."

"I never thought I would wind up in such a state, made worse by the fact that I had an infant and two small children in my care."

"Unfortunately, my story is not all that unusual. I was in a bad relationship that ended about the

same time I lost my job as a bank teller. I moved in with my baby's grandmother, but the close contact with his father made the situation impossible.

“So it was that I came to find myself at the Chicago Department of Human Services one winter night with three kids and no bed to tuck them into.

“Human Services found a shelter with room for all four of us. It was clean, the people there were kind but the heating was poor and my little one caught a nasty cold. Concern for my children made it hard to look for a new job and I was not able to attend my design classes at the community college.

“My case manager at the Chicago Department of Human Services introduced me to Families First. As she explained, this program provides a subsidy to help people like me maintain permanent housing while we get back on our feet. In addition to housing the program makes certain I get the support services I need, such as counseling and child care. I qualified for Families First because I was going to school in a professional field.

“I was invited to check out two different apartments. I fell in love with the second one. It was in a good neighborhood and had plenty of room for my family as well as my drafting table! The first thing I did was pull it out of storage.

“And, as a bonus, the landlord is an architect! He has been very supportive and even helped me get some of the supplies I need for school. He also encouraged me to apply my design skills to the apartment. I feel I have created a unique and personal home for my family. We are very happy here.

“I've completed my Associates Degree and am now enrolled in an Architectural Design program.”

”I feel in control of my life at this time. It's scary to think what might have become of my children and me without the support we received. Families First has offered us a second chance and I'm not about to pass it up.”

“I dream big now. Some day I'll be a famous architect. Some day I will live in an award-winning structure I have designed myself...Not bad for a woman who was once homeless!”

Families First operates through The Chicago Low-Income Housing Trust Fund. The program provides permanent housing and support services to homeless families residing in shelters. The Chicago Department of Human Services selects families and provides on-going case management to ensure they receive the support needed to maintain their housing and become self sufficient.

**Denver:** A single woman in her 40s supported herself with an income and housing by managing an apartment building. The owner was male and decided he needed her to trade sex for her housing along with her other responsibilities. She fended him off for nine months, but finally grew tired of the struggle. With only the clothing on her back and a few choice pictures she left

everything else behind to find a better way. She felt she had limited skills and her self esteem was somewhat battered after the months of stress at her previous job. She also had the mental health challenge of being bi-polar, which she self medicated with marijuana. She wandered the streets for days, used up all of her cash, and finally stumbled into Denver's day shelter for women and children, the Gathering Place, looking for food. She found three meals a day, a place to shower, make phone calls, and receive mail and a supportive community of new friends. She also discovered the art program at the Gathering Place and began to share her artistic talents. Once she started painting and began eating nutritious foods, she regained her self esteem. She then applied for benefits and reached out to her family in Hawaii, where she resides today.

**Detroit:** Jackie came to Alternatives for Girls early last summer six months pregnant and with a seven month old daughter. Jackie had been living with her mother until her mother informed her that she was moving to California and that Jackie would need to find somewhere to live. Jackie immediately contacted Alternatives for Girls, spoke to a crisis line attendant who invited her into the shelter. It was clear to the attendant that Jackie took the responsibility of parenting seriously and had excellent parenting skills. Despite being six months pregnant with a seven month infant, Jackie joined the Nurturing Parenting Class, attended forums weekly, sought community service opportunities. She met with her case planner on a daily-basis to plan for the future of her family and to stay on top of her goals. Jackie came across an opportunity to participate in a program that provided rent subsidies for homeless youth who were attending an educational program or working. Jackie enrolled in a local educational institute and applied for rent subsidy. Jackie nervously awaited reply from both programs for several weeks. Meanwhile, Jackie gave birth to a health son. In mid-August, Jackie was accepted into college and one month later found out that she was also accepted into the rent subsidy program. It has now been one year and Jackie has remained in school, began working part-time and is raising her family in her own two bedroom apartment.

**Kansas City:** Many stories were submitted for the purpose of our report. We have opted to share a story presented by Rose Brooks Center, a domestic violence shelter. Barbara is a 27-year-old woman residing in shelter with her three children ages 10, 5 and 3. Like so many women who come to Rose Brooks, she grew up exposed to domestic violence, was physically abused as a child and had the burden of taking care of her younger sibling. Since the time Barbara left her childhood home until coming into shelter at RBC, she has had 3 children born to her from two serious relationships. Both relationships were physically as well as emotionally abusive. Barbara has maintained a job of her own for quite some time and did attempt to separate from the most recent abuser who is the father of two of her children. She found that she could not adequately provide housing for herself and her children without additional support. After his control escalated and the risk of danger became too great, Barbara sought a job transfer and came to shelter with her children. Barbara has taken advantage of the support and services offered at RBC to the fullest extent. Through her diligence in utilizing parenting assistance, she has brought her oldest child's serious behavior problems under control. She has been very productive in her therapy sessions addressing her emotional needs and identifying her previously unproductive coping strategies. Her abuser had told her she was crazy yet she learned that she was indeed normal. Barbara has been accepted into the Transitional Housing program and is awaiting the actual placement. She found it hard to believe at first because she felt that nothing good had ever happened to her. During her therapy sessions, she looks out the window towards the Transitional

Housing units. It has occurred to her that she is looking out at her future home and she has stated that everyone should have that view in order to have hope for their future. Barbara is looking forward to becoming neighbors with the resident of a former shelter and has already begun to anticipate the friendships that will develop for her there.

**Los Angeles:** October 2003, LAHSA's Emergency Response Team received a request from a Los Angeles City Council representative for the 10th district to provide crisis intervention and outreach services to a homeless man living in an encampment in front of a video store. The ERT made contact with this man and his dog. He refused their offer of assistance to an emergency shelter because he wanted to keep his dog with him. The ERT continued to return to the location and offer services, and during July 2004, the ERT located space in a transitional housing program that allowed residents to keep their animals. The ERT informed the homeless man of the shelter availability and he was very interested. They transported him to the transitional housing program and he was placed on their waiting list. In September 2004, the ERT transported the man, his dog, and his belongings to the transitional housing program. He and his dog are still living in this program and both are doing very well. The program is assisting him with securing Section 8 for permanent housing.

**Louisville Metro:** Freddy is a big man, and has worked hard his whole life. He was in his forties when symptoms of schizoaffective bipolar disorder occurred, as well as depression. The factory where he was working closed down. When his unemployment ran out and his car broke down in the same month, he could not keep up his rent. Freddy packed two duffle bags and headed for downtown. He wandered the streets, slept behind bushes, and worked temporary jobs. "It's not a decent kind of life for anyone," he said, explaining that he had also stayed at every one of Louisville's emergency shelters over the years. He became alcoholic and his mental illness intensified. He finally moved to transitional housing to get his life back together. After two years, Freddy moved into an apartment operated by the shelter, set aside for fragile homeless men with mental and medical disorders.

**Miami:** Mr. X has been in and out of the emergency shelter system on numerous occasions. The first few times he said he only needed a job but outreach and assessment efforts revealed that he could benefit from substance abuse treatment services. Pursuant to being convinced to participate in the Continuum of Care System, he was placed at the Homeless Assistance Center for emergency services pending bed availability at a transitional program. Due to shortages of transitional beds, he walked out of the facility and back into the streets on four occasions. Two or three times per week in that last three months, the Miami Police Department has transported Mr. X to the Homeless Assistance Center at night (as per Settlement of the Pottinger vs. City of Miami case, homeless individuals in the City of Miami may choose between emergency shelter and arrest when violating certain misdemeanors). Mr. X was informed that an outreach team could complete his paperwork for his participation in the Continuum of Care System the next day, but he chose to ignore this opportunity. This has developed into a way of life for him. In the meantime, outreach staff observed that Mr. X's physical and mental conditions appeared to have deteriorated. Through coordinated efforts; he was placed directly into treatment, and has completed the program and moved into independent living (permanent housing with supportive services).

**Nashville:** A mother comes to the Mission for assistance with an addiction problem. Her children are in state custody and the process for removing her as their legal guardian has begun. Her relatives are about to give up on her and she is no longer welcome at their homes. She is now desperate and ready to listen and get the assistance she needs. As she begins to improve her physical, spiritual, mental and emotional self, she begins the process of healing and regaining custody of her children. One small step at a time.

**New Orleans:** “Ben”, 61-year old gentleman was living under an expressway bridge for about 2 years and suffering from major depression and serious health issues. Susan, an outreach worker, contacted Ben where he had been living and initiated conversation about his health. These included high blood pressure, chest pains, poor eyesight and severe stomach problems due to two previous suicide attempts in which he drank Drano. The outreach worker brought Ben to the hospital to assess his shortness of breath. He was referred to the local healthcare for the homeless clinic which assisted him with needed medications including anti-depressants. Throughout this intervention, the outreach worker was instrumental in obtaining bus tokens for Ben so that he could attend his appointments. Gradually, the worker began providing supportive counseling to address Ben’s depression. She also assisted in helping Ben obtain social security benefits, food stamps and basic necessities. Ben was able to find transitional housing with a local church ministry, where he has been living for the past year.

**Norfolk:** Ms. D. lost her permanent housing in Petersburg in 2003 as the result of hurricane damage. Her dwelling was deemed unsafe and Ms. D. and her two sons, ages 8 and 11 years, were forced to relocate to Norfolk to live with a relative. Ms. D’s housing situation seemed all but resolved until her relative became eligible for a Housing Choice voucher through Norfolk Redevelopment and Housing Authority. Ms. D. was then given 60 days to find permanent housing as she would not be able to move to her relative’s new home. Ms. D. successfully obtained full-time employment as a job coach and was able to pay-off several old debts and pay for a portion of her rental security deposit. The Share Homeless Intervention Program assisted her by paying the remaining \$400 of her deposit and used TANF funds to pay her \$450 first month’s rent.

**Philadelphia:** Henry is a 20-year-old single, African-American man referred to emergency shelter after being kicked out of his family’s home due to his PCP use, which aggravated his psychotic symptoms. He was extremely paranoid, withdrawn, and isolated, rarely speaking or engaging with anyone. Initially he refused all medications and treatment, denied any mental health issues, and refused referrals to the mental health system. His ability to care for himself was low; for instance, he was resistant to changing his clothes. Once in shelter, Henry’s case manager (CM) began to work very closely with him and facilitated communication with his family. The CM worked with his family to develop a list of conditions, resources, and supports that needed to be in place prior to his return home. Henry’s CM worked intensely with him to develop a service plan and action steps that optimized his chances of success at meeting those conditions. After time spent developing his relationship with his CM, Henry began taking medications and developed a rapport with the shelter staff and with a mental health agency. He began bathing, changing his clothes consistently, accepting psychiatric treatment, and began receiving entitlement income. At this point he returned home to his grandmother who still keeps

in contact with his case manager and reports that everything is going well and both she and Henry are pleased to have their family intact again.

**Phoenix:** The Robertson's (not their real name), a married couple with three children all under the age of three, arrived at the Winter Overflow Shelter Program the night it opened after living in their car for a month. Mr. Robertson lost his job at a telemarketing company and hasn't been able to find other employment. He is trying to start his own landscaping business. Mrs. Robertson works day labor jobs. The family has no money and is having trouble accessing services because they do not have appropriate documentation, and does not have the money to pay for new birth certificates. The city has placed the Robertson's in a hotel, and is providing comprehensive case management services to assist them in attaining housing and employment. Currently the Robertson's are on a waiting list of a large family shelter, but will need appropriate identification to enter the program. The Robertson's have been homeless off and on for a number of years, in several states.

**Portland:** Mr. Jones is a 63 year old man with osteomyelitis, cellulites, dental problems, alcohol related dementia, depression, and alcohol abuse and dependence that has been treated about once a month for the last six years at Central City Concerns Old Town Clinic. Since his foot was run over by a train while intoxicated, he has needed crutches, which are frequently lost or stolen. His foot is in such bad condition that the clinic expects that it will need to be amputated in the near future. Mr. Jones has been unable to successfully maintain housing anywhere because of his drunken and aggressive behavior. He walks the streets at night and sleeps under bridges and freeway passes, and is frequently in jail. He has great difficulty following through with appointments made on his behalf. Though he qualifies for Supplemental Security Income and the Oregon Health Plan Medicaid benefit, he does not currently receive these, as he is unwilling to agree to SSA's requirement of a representative payee. Mr. Jones has been successful when in residential care for short periods of time to manage his healthcare. It is expected that with the intensive outreach, access to supported housing, improved follow-up health care and access to a payee, he will be successful in maintaining housing and stabilizing his health.

**Providence:** We met a young, teenaged couple with an infant at Crossroads RI (formerly Travelers Aid) last winter. They'd exhausted their savings, he'd lost his job, and they had no local family and no friends to stay with. It was bitter cold and to protect the baby they came to Travelers Aid.

**Salt Lake City:** Jane and her family have been in and out of homeless shelters for several years. Her children and grandchildren have all experienced homelessness together. Jane has a long history of drug involvement including being addicted to methamphetamines for years. Jane has been involved with Volunteers of America and Valley Mental Health to deal with her substance abuse history. She has been clean now for seven months and is looking for a part time job. She is also in the process of improving her employment skills through assistance with Vocational Rehabilitation, where she can receive enhanced training and educational resources. In addition to personal goals, Jane has worked with Neighborhood House and the Children's Center to address the needs of her grandchildren. She recently learned that one of her grandchildren is nearly deaf. The family is working with a speech therapist and is learning sign language in order to assist the

child. This was something the family had not previously been able to do because of constantly moving from place to place, while living the life of addiction.

**San Antonio:** Girls and Boys Town of San Antonio's Family Preservation Program recently began working with a single mother in her twenties. At the age of eight, the mother was placed in protective services. She lived with numerous foster families, until at age fifteen, she was adopted. Her parents were physically and verbally abusive to her. At age eighteen, she married her abusive boyfriend, and had three children. She eventually left the boyfriend and became involved with another individual, with whom she had another child. The new boyfriend was sent to prison, leaving the family homeless. After living in a shelter, the woman received a Section 8 voucher and moved into a new apartment. The Family Preservation Program helped her find employment as a housekeeper at a local hotel, where she excelled. The program also helped furnish her apartment. Being gainfully employed, the woman was able to maintain her household. After awhile, the woman's oldest daughter became a habitual runaway. The Family Preservation Program began working with the child on controlling her anger and remaining in the house. The family is now successfully living together.

**San Francisco:** Maria, a 27-year-old Honduran mother of two boys ages 4 and 18 months, came to San Francisco from Honduras with her husband and sons. After becoming a victim of domestic violence, she separated from her partner. Without childcare and the ability to maintain steady employment, Maria became homeless. She briefly utilized the services at a privately run religious-based family shelter, and she and her sons stayed at a residential hotel until her money ran out. She then brought her family to the city-funded Emergency Center, where she was directed to the city's centralized intake agency and placed on the wait list for one of the city's full-service family shelters. Upon entry into shelter, Maria was assigned to a bilingual case manager who worked with her to complete a service plan for her family. She began saving 75 percent of her income in the shelter's savings program and began to look for work. She was hired as an assistant in a childcare center, and her children were placed into the same daycare center where she worked. With help from the shelter and other non-profit agencies, Maria began to see a therapist to address her past domestic violence issues and the depression she was feeling as a result of being homeless, and she participated in ESL classes. She began the interview process for Shelter Plus Care housing, and received a two-bedroom unit on Treasure Island. When she entered shelter, Maria was noticeably tired and depressed. With stable housing, a permanent job, and daycare for her children, she exited the shelter with a new lease on life. Maria has strong support through the services available to her at her Shelter Plus Care housing site. In addition, she stays in contact with an aftercare worker from the shelter. Maria's emotional well-being, as well as her English, continues to improve and she is now happily providing for her family.

**Santa Monica:** In 2002, Patricia was diagnosed with schizophrenia resulting in her becoming homeless. Wanting to provide a stable life for herself and her four daughters, Patricia went to St. Joseph Center for assistance in finding shelter. Patricia's case manager at St. Joseph's Homeless Service Center recognized that Patricia needed regular mental health treatment in addition to a better living situation. While living in temporary shelters including SAMOSHEL and PATH, Patricia connected with Venice Family Clinic and Didi Hirsch for psychiatry and therapy and with OPCC's Daybreak for support groups. Once stabilized on medication, and having paid off previous debts, Patricia was able to secure Section 8 housing through St. Joseph Center's

Affordable Housing Program. In December, Patricia was approved for a Section 8 certificate through Santa Monica Housing Authority and moved into an apartment shortly thereafter.

**Seattle:** From John (fictitious name)

I was born in New York City and I lived with my family until I was fourteen years old. My mother kicked me out of the house and that's when I first experienced being homeless. I stayed with my friends until I graduated from high school. I joined the Navy and served two years until I was discharge after having an argument with an officer. I received a general discharge.

After getting out of the Navy, I moved to Washington, D.C., where I worked in hospitals as a phlebotomist. I moved to Atlanta Georgia and worked at a Plasma Center. A car hit me and I was off work for three or four months. I lost my housing and was staying with friends. Then I had to stay in homeless shelters, which caused me to lose a lot of my personal belongings. When I began staying in the shelters, I did not realize that I was suffering from a mental illness. I tried to kill myself by staying on a highway, trying to put myself in front of a car. I was hospitalized for the incident.

After drifting around for awhile, I moved to Seattle in 2000. I moved to Seattle, because I thought I was Bill Cosby's son. I was homeless during much of my time in Seattle. I stayed at three different shelters. At the shelters, I felt the shelters were bad environments. There were always people arguing and stealing from me. I felt that my mental health was getting worse while at the shelters.

I first learned of Transitional Resources new apartment complex when I was at Harborview Hospital's voluntary psychiatric unit. My social worker informed me that I might be able to get enrolled for mental health services and possibly get housing. I had been in bad shape for much of the year before my last hospitalization. I tried to kill myself by trying to jump off a freeway over pass. I did not jump and I went to the hospital instead.

I was able to get admitted into Transitional Resources mental health outpatient program and I got my own apartment. I have been able to maintain my apartment for the past two years. I am taking my meds and I feel having permanent housing saved my life. I am glad that this place is here.

**St. Paul:** Tara\* (24) and Martin\* (26) came to St. Paul in the middle of August this year with their three children 5, 3, and 10 months. Tara was also pregnant and due in only two weeks! The family had come here from Chicago, where they had been living with Tara's grandfather. Tara recently had been laid off from her position as a home health care worker, where she had worked nearly full time (35 hours/week), but was paid only \$6.20 per hour. Martin was also underemployed. Unable to find work, they could no longer keep up and became homeless. They moved to St. Paul, where both had close family. Tara and family stayed briefly at the church overflow shelters for Ramsey County before coming to the Catholic Charities' Ramsey County Family Service Center (FSC). Family advocates developed a strategy for both employment and housing. Despite Tara's forthcoming due date, both parents diligently jumped into the search for jobs and home, keeping detailed logs provided for that purpose. FSC advocates referred them to transitional housing programs and directed them to resources for market-based rental units. The

family left briefly while Tara delivered a healthy baby girl (Tara "Jr."), and then jumped right back to work! Martin found employment at Fed-Ex. Finally, Tara and Martin were accepted into the local Model Cities transitional housing program. They work, live in their own apartment, and receive follow-up services from Model Cities.

\* Names changed for purposes of confidentiality.

**Trenton:** A woman with two children was gainfully employed, but the company downsized. She exhausted her unemployment benefits and required TANF assistance. Three months of back rent was paid and she was put on temporary rental assistance for seven months until she obtained sufficient employment once again.

## The Population

**Across the survey cities it is estimated that single men comprise of 41 percent of the homeless population, families with children 40 percent, single women 14 percent and unaccompanied youth five percent. Sixty-six percent of the homeless families in the survey cities are headed by a single parent.**

**Survey city officials estimated that 49 percent of the population is African-American, 35 percent is white, 13 percent is Hispanic, two percent is Native American and one percent is Asian.**

**It is estimated that persons considered mentally ill account for 23 percent of the homeless population in the survey cities; substance abusers account for 30 percent. Seventeen percent of the homeless in the survey cities are employed in full-or part-time jobs. Ten percent are veterans.**

## Services for Homeless People

### Emergency Shelter Beds for Homeless People

**Across the survey cities the overall number of emergency shelter beds for homeless people is estimated to have increased by 13 percent last year. The number of emergency bed increased in 33 percent of the survey cities.**

Among the comments from the city officials on the number of emergency shelter beds for homeless people:

**Boston:** This includes the number for both individuals and families. It does not reflect some of the transitional and residential treatment programs that, while not emergency shelter, are not permanent housing either. Shelters for individuals were level-funded, but have been over capacity for 81 of the past 84 months according to the Massachusetts Housing & Shelter Alliance. After a loss of 5 per cent of shelter beds citywide over the previous two years, the number of beds for individuals in the system stayed the same this past year. Roughly 134 winter overflow beds in Boston were funded by the state, down from 330 beds two years ago. Larger shelters consolidated beds in order to maintain capacity e.g., the 100 bed Long Island Shelter Annex, formerly located at the St. Francis House, within walking distance of the Boston Common, has been relocated out to Long Island, a shelter in the middle of Boston Harbor. This has created access issues for some homeless people unwilling to travel across town for shelter. There continues to be roughly 5 homeless individuals seeking shelter for every four people needing one.

**Cedar Rapids:** Based on most recent data available (2003 Gaps Analysis Survey)

**Cleveland:** An improved and expanded women's shelter facility opened in February 2004. Additional overflow space for men opened in March 2004 to relieve overcrowding at the existing facility.

**Kansas City:** The City Union Mission's Hotline for the Homeless reports that there are currently 1097 beds for the homeless in our city. An increase of 20 men's beds and an increase of 7 family beds from the 2003 reporting period.

In the 2003 point-in-time survey conducted by the Homeless Services Coalition of Greater Kansas City, they found the need for emergency shelter beds to be prioritized as low need for both singles and families.

**Miami:** Emergency Shelter Beds Countywide is 1350

**Nashville:** Primarily stayed the same - one agency reported decrease.

**Philadelphia:** We increase the number of beds in our system to meet the demand so that no one is turned away.

**Phoenix:** Information represents the entire Maricopa County Region as reported by the Maricopa Association of Governments. A shelter with approximately 100 beds shut down.

**Portland:** In coordination with the Housing Authority of Portland, the City of Portland conducts an annual survey of shelter, transitional and permanent supportive housing providers. This information was collected in June 2004 for the McKinney Continuum of Care application. In addition, the Multnomah County Department of Schools and Community Partnerships conducts a survey every fall to update shelter information for homeless families for its winter shelter resource manual.

**Salt Lake City:** Includes beds for men, women and family members on a year-round basis. Total does not include Community Emergency Winter Shelter, operated by The Road Home, which provides overflow winter shelter from November through March of each year ( an additional 452 beds).

**San Antonio:** One of the City's larger shelters, which had a capacity of 237 beds, closed operations last winter. These particular beds will not be included in next year's survey.

**Santa Monica:** Please delete. It will not allow me to erase the comment below:  
Due to the Salvation Army Samoshel renovation

## Emergency Shelter Beds for Homeless Families

**Across the survey cities the average increase in emergency shelter beds for homeless families was 16 percent.** New Orleans, Phoenix, and San Antonio said that there was a decline in emergency shelter beds for homeless families.

Among the comments from the city officials on the number of emergency shelter beds for homeless families:

**Boston:** We increased capacity 15 percent over two years, from 988 to 1138. This enabled DTA to provide shelter in the city for families previously placed in hotels/motels in other communities. We made room for more families, but this is a shift, not a solution. Families are being denied shelter or are leaving shelter but not for permanent housing, other than those able to obtain permanent housing.

**Cleveland:** While the new 134 bed Community Women's Shelter is primarily for single women, mothers with children can be accommodated when other options are not available.

**Denver:** Because of a severe lack of shelter for families and single women, we issue thousands of motel vouchers throughout the year.

**Kansas City:** The City Union Mission reports that there are 294 beds for homeless families in the city, up from 287 in 2003.

**New Orleans:** One agency lost funding for its motel voucher program, significantly reducing the number of families able to be served with emergency shelter assistance. The number of shelter beds in actual facilities did not decrease.

**Norfolk:** It was reported last year that there were 102 beds for families in Norfolk. This number is actually 127 and it is unchanged from last year.

**Philadelphia:** We increase the number of beds in our system to meet the demand so that no one is turned away.

**Phoenix:** Our response represents the entire Maricopa County Region as reported by the Maricopa Association of Governments.

**Portland:** The number of shelter beds for families increased from 259 to 286. This count was based on revisions made in June 2004 for the Continuum of Care application to HUD, which broke down shelter beds by seasonal and overflows.

**San Francisco:** Capacity is actually greater because children under age three often sleep with a parent, thereby putting two people in one bed.

**Trenton:** The city has twenty-five more beds with HomeFront Emergency Shelter at Katzenbach School

## Transitional Housing Units

**The number of transitional housing units increased overall by an average of 13 percent across the survey cities during the last year.** Forty-four of the cities registered an increase in transitional housing units: Charleston, Trenton, Nashville, San Francisco, Portland, Seattle, Kansas City, San Antonio, Louisville Metro, Detroit, Philadelphia, and Providence.

Among the comments from the city officials on the number of transitional housing units:

Among the comments from the city officials on the number of transitional housing units specifically for homeless families:

**Boston:** The city continues to make increasing the number of units of permanent affordable housing the priority in its system.

**Charleston:** The Charleston Center was awarded a grant from HUD for Supportive Housing Programs for women and their children who are in substance abuse treatment for transitional housing. The program is called Step Ahead.

**Charleston:** The Charleston Center was awarded a grant from HUD for Supportive Housing Programs for women and their children who are in substance abuse treatment for transitional housing. The program is called Step Ahead.

**Detroit:** An additional 20 units is under development in 2004.

**Detroit:** An additional 408 units of transitional housing is under development in 2004.

**Kansas City:** According to the Homeless Services Coalition of Greater Kansas City point-in-time survey the inventory of transitional housing units increased from 2002 to 2003 from 284 to 308 for individuals. The family transitional housing units also showed an increase for the same period from 370 to 434.

**Kansas City:** The point in time survey completed by the Homeless Services Coalition for 2002 and 2003 shows transitional housing units increasing from 370 to 434.

**Louisville Metro:** Louisville Metro Government restored 8 units of family transitional housing which was lost due to loss of matching funds needed for the Continuum of Care. Local government also started a new program using HOME dollars that has provided 50 additional units of transitional housing for families.

**Miami:** The County-Wide Continuum of Care is working toward converting a portion of transitional non/treatment beds to permanent housing beds. Currently, the countywide CoC consists of over 2600 transitional housing beds.

**Nashville:** There was a slight increase of 29 beds; 387 (2003) to 416 (2004).

**New Orleans:** The number of transitional housing beds basically stayed the same; the actual number decreased slightly this year due to more accurate calculations from one program as compared to last year.

**Norfolk:** It was reported in 2003 that there were 34 beds available for transitional housing. The YWCA currently has 13 additional transitional beds, which brings the total to 47. This is unchanged from last year, although the number has been added to the total number of transitional units available. This increase in the number of beds does not reflect an increase in the number of units available.

**Norfolk:** The Salvation Army reduced its transitional housing capacity from 20 beds to 12 beds. In 2003, it was reported that the Community Services Board had 12 transitional housing beds. This transitional housing resource still exists, and although at times homeless individuals do access this housing resource, it is not designated specifically for this population. This is unchanged from last year, although the number has been subtracted from the total number of transitional units available. This deduction in the number of beds does not reflect a decrease in the number of units available. In 2003, it was reported that the YWCA had 20 transitional housing beds. The number of transitional beds that they have is actually 13. This is unchanged from last year, although the number has been subtracted from the total number of transitional unit available. This deduction in the number of beds does not reflect a decrease in the number of units available.

**Philadelphia:** "Number of units" is actually number of persons who can be served when programs/facilities are at capacity. The creation of new transitional housing has not been a priority in Philadelphia for several years now.

**Philadelphia:** "Number of units" is actually number of persons who can be served when programs/facilities are at capacity. In 2004, a new program opened and an existing one closed.

**Phoenix:** Our response represents the entire Maricopa County Region as reported by the Maricopa Association of Governments.

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**Portland:** This is a count of beds, not units.

**Portland:** This is a count of beds, not units. The number of transitional beds increased from 1,480 to 1,670. It is based on revisions made in June 2004 for the Continuum of Care application to HUD.

**Salt Lake City:** Our response includes all units for single men, women and families, with 30 additional units under development. Families and singles are eligible for Tenant Based Rental Assistance which assists them with rent and deposits for up to two years while waiting for Section 8 vouchers. An inventory is currently being compiled of set-aside units in private housing developments.

**San Antonio:** Agencies restated their count to conform to a clarification as to what constituted a transitional housing unit.

**San Antonio:** Agencies restated their count to conform to a clarification as to what constituted a transitional housing unit.

**San Francisco:** There has been an increase in transitional (stabilization) units for single adults under the Care Not Cash Program and with the implementation of the Mayor's Homeless Outreach Team and Project Homeless Connect. All of these efforts seek to link permanent supportive housing and residential treatment to individuals currently living on the streets. During the intake process, individuals are given access to a short-term stabilization unit as they quickly move to a permanent placement. In addition, we have increased the number of transitional units for youth as part of the Transitional Housing Program Plus.

**St. Paul:** The 178 listed as transitional housing units is a count of beds - not units.

**The number of transitional housing units specifically for homeless families increased overall by an average of 11 percent during the last year.** Forty-four percent of the survey cities registered an increase in the number of transitional housing units specifically for homeless families during the last year: Charleston, Trenton, Portland, Seattle, Kansas City, San Antonio, Louisville Metro, Miami, Detroit, Philadelphia, Chicago and Providence.

# Single Room Occupancy Units

**Single room occupancy units increased by average of 28 percent across the survey cities reporting an increase.** Thirty-two percent reported an increase in the number of SRO units: New Orleans, Phoenix, San Francisco, Portland, Seattle, Louisville Metro, Miami and Norfolk.

Among the comments from the city officials on the number of SRO units:

**Boston:** The impact of the Federal Section 8 crisis has stalled over 200 units of subsidized housing for extremely low-income tenants in the production pipeline. This has potentially caused an overall loss of some units of SRO housing due to fire, conversion of units or property neglect.

**Chicago:** In comparing the most recent studies of the SRO housing stock, the overall number of SRO type units has stayed roughly the same. While the net number of units has not changed, the overall quality of the SRO housing stock has improved dramatically. Since 1989, the city has financed more than 9,929 SRO – type units through major or targeted investments. Approximately 4,500 of these units are new construction or substantial rehab of vacant or partially occupied properties. Through the city’s efforts over the past 14 years, SRO – type properties are safer and of a higher quality.

**Cleveland:** While the availability of SRO units remains limited, Cleveland is very successfully using scattered site rental subsidy programs to provide permanent housing for formerly homeless persons. Shelter Plus Care is providing over 1150 disabled homeless persons with affordable rental housing linked to supportive services. Through the public housing authority, 875 Housing Choice Vouchers have been set aside to allow persons with disabilities and families coming out of transitional housing to secure permanent affordable housing. Plans are now underway to produce supportive housing facilities to address the permanent housing needs of long-term homeless persons with disabilities. The first two projects are scheduled to move forward in 2005.

**Kansas City:** The city does not have any SRO units.

**Louisville Metro:** Permanent supportive housing and Shelter Plus Care projects funded by the Continuum of Care are coming on line.

**Miami:** The county hopes to develop a minimum of 100 new permanent housing units per year

**Nashville:** One hundred twenty units are HUD SRO; 40 SRO units (not funded by HUD) opened in 2000 at the Nashville Rescue Mission. Including these SRO units, there are 807 units of permanent housing specifically for homeless people in Nashville.

**New Orleans:** The number of permanent supportive housing beds increased mainly due to the increased capacity and addition of several programs.

**Norfolk:** The Children’s AIDS Network Designed for Interfaith Involvement (CANDII) added 33 permanent housing beds for families with a member who has HIV or AIDS. The Community

Services Board added 13 additional beds for persons with mental illness and/or substance abuse issues. The total number of permanent housing beds in Norfolk is 204. The Norfolk Homeless Consortium is working to establish a regional SRO in Norfolk and has received funding through the Department of Housing and Urban Development's Continuum of Care funding.

**Philadelphia:** New permanent housing projects are in the pipeline but not yet open, that will represent an approximately five percent increase.

**Salt Lake City:** In addition to the Rio Grande Hotel, which has 49 SRO units, there are several other SRO-type hotels in Salt Lake County.

**San Francisco:** Two thousand units of housing in privately owned residential hotels have been master leased by the city to provide permanent supportive housing to the chronically homeless as part of the Direct Access to Housing and Care Not Cash Programs. In addition, Housing Development Corporations have purchased and rehabilitated 934 units in SRO buildings and converted them into affordable, supportive housing for low-income San Franciscans. A large percentage of the expansion of the SRO supportive housing stock has been implemented without federal, state or new local tax dollars. Instead, under the Care Not Cash Program, local funds that had been distributed to homeless individuals in the form of cash are instead directed to housing and services for this population. This has resulted in 763 units of new permanent supportive housing becoming available to this population without any new resources allocated.

**Seattle:** Permanent housing (256 units) plus permanent supportive housing (1356 units) for single individuals and families are reported. In addition, there are another 618 units in our regional Shelter Plus Care Program, the majority of which are in Seattle. Not included in these figures is the number of units under development at this time.

## Family Break-Up-A Requisite for Shelter

**In Fifty-six percent of the cities, homeless families may have to break up in order to be accommodated in emergency shelters.**

Among the explanations by city officials for families having to break-up in order to be sheltered:

**Boston:** With more stringent shelter-eligibility requirements, more families that are being denied shelter cannot afford rental housing in the Boston area. There is no coordinated or tracked response when the State Department of Transitional Assistance denies a family shelter, many families double up or split up, at a great cost to the sense of security and stability for their children.

According to the Boston Medical Center Pediatric Emergency Department, 25 percent of

homeless families interviewed in their clinic had been cut-off of welfare benefits within the past year (compared to 11 percent of non-homeless families) due to failure to comply with behavioral or procedural requirements, such as not being able to provide a mailing address to the welfare office.

**Cedar Rapids:** When programs are operating at capacity, sometimes families have broken up to receive shelter.

**Charleston:** Crisis Ministries' Family Center allows families to remain intact.

**Charlotte:** It all depends on family make up and facility space.

**Chicago:** While some shelter facilities, mainly facilities that offer single rooms, can house intact families, many cannot, especially for mothers with older children (11 years of age and above). CDHS makes every effort to increase the number of shelters that are able to accommodate two parent families by placing priority on funding for those shelter programs.

**Cleveland:** One family shelter can accommodate two parent households. If that shelter is full, couples may have to go to separate shelters. The state shelter standards have been changed to prevent publicly funded family shelters from continuing policies that separate teenage boys from their mothers.

**Denver:** If we cannot accommodate a family in a shelter, we issue a motel voucher.

**Detroit:** Generally, homeless families do not have to break up because the majority of the head of household are females and the shelters are family-oriented shelters. However, there are occasions where male youth over the age of 12 are not allowed in family shelters and are therefore, referred to a shelter that accept children regardless of age.

Individual shelters for women continue to report heads of households staying in their programs, with relatives or friends taking their children while they look for work or housing. Anecdotal information from the Massachusetts Coalition for the Homeless indicates a harsher reality: many women who are faced with these choices will stay in unsafe or abusive situations or pay rents in excess of 50-60 percent of income. Not all family shelters accept men or teenage boys above a certain age. Some fathers need to stay at adult shelters if their family is offered one of these placements.

**Kansas City:** According to City Union Mission, Hotline operators, families break up approximately 10 percent of the time because the parents may not be married or no shelter is available besides a women's only facility.

**Louisville Metro:** Male children 14 years or older must sleep in the single men's shelter. Most shelters also require homeless parents to split up according to gender.

**Miami:** Two of the major shelters do not accommodate intact families. The Salvation Army and the Homeless Assistance Center may separate fathers temporarily (in the same facility) pending family room availability.

**Nashville:** Several shelters do not allow boys over a certain age, and/or men. Families with older boys, ages 12-18 are especially hard-pressed to find shelter. There are a few nights when the Room in the Inn program utilizes congregations that may not take men and women together. The Salvation Army's emergency shelter is for men only. To avoid breaking up, some families live in motels or in cars.

**New Orleans:** The emergency shelters in our city are unable to accommodate larger families and/or intact families; families must be split with husbands going to one facility and the mother and children going to another. In addition, if family has a male child over 12 years of age, the child cannot stay at the shelter with his mother. There is only one program that provides limited hotel vouchers for intact families.

**Norfolk:** Of the five emergency shelters that accommodate families, two shelters do require that some families separate in some way. These two shelters are not able to accommodate male children over a certain age (14 and 16 years) and do not accommodate a husband and wife in the same room. These two shelters did report that they work with families to try to locate other housing for their male children (family, friends, etc.). In some cases, families may be placed in a motel if other shelter cannot be located. Other shelters report that they screen a family before they are admitted if they have a teenager in the family to rule out potential problems before admission. If the screening reveals a potential problem, the teenager may be placed with family or friends.

**Phoenix:** Emergency shelters accept two parent families with children.

**Portland:** Some domestic violence shelters do not take male children age 12 and over. Additionally, one faith-based shelter for families will not allow an adult male to stay in the same room as his wife/partner and children.

**Salt Lake City:** Families staying at The Road Home can stay together, but other shelters do have restrictions on adult men and male children over 10. The Road Home Family Shelter is the only shelter to accept two parent families, single male headed families and male children over age 10.

**San Antonio:** Many of the agencies surveyed stated that families did not have to break up to be accommodated. However, some agencies serve specific populations, which would necessitate breaking up a family. For example, The Salvation Army Dave Coy Center serves only men and the Solaris Shelter serves only women with young children.

**Santa Monica:** Although we have one mission that provides emergency shelter to families, most families in need of assistance choose to leave the city. Agencies will assist families in identifying appropriate shelters in other cities.

**Seattle:** Although we do not have empirical data about this issue, local homelessness providers report anecdotally that families break up in order to be accommodated in emergency shelters, especially families with teenage sons.

**St. Paul:** There are some exceptions to the rule that homeless families do not break up in order to find shelter. Sometimes with "ad hoc" unions, the non custodial adult is sent to another shelter.

**Trenton:** Although we attempt to keep a family unit together, at times if children are teenagers we may have to place the older teen with family members or friends.

## Limitations on the Use of Shelter Facilities/Alternatives during the Day

**Officials in 52 percent of the survey cities report that homeless families may have to leave shelters in which they are staying during the day.** The rest of the survey cities homeless families do not have to leave shelters in which they are staying during the day.

Among the city officials' comments on the necessity of leaving shelters and where homeless people go during the day:

**Boston:** While families living in shelters can stay at the shelter, each adult is required to develop a self-sufficiency plan. These may include GED, parenting classes, counseling, recovery or other self-help groups, employment training or job search, and housing search. This often requires time outside the shelter to attend meetings. Missing meetings or trainings can result in administrative discharge from the shelter. Additional employment requirements have been a challenge for these families during the economic downturn.

**Cedar Rapids:** For the most part, families are required to leave during the day. This is because of a lack of funding to staff shelters 24 hours per day.

**Charleston:** Crisis Ministries' Family Center is open during the day for women and children.

**Charlotte:** It all depends upon shelter arrangements.

**Cleveland:** Most shelters do not require families to leave during the day. Children are expected to go to school. Adults can participate in services or seek housing and employment.

**Denver:** Some shelters allow families to stay during the day, but most don't.

**Detroit:** Some shelters require that adults leave during the day to look for employment. Children of school age attend school.

**Kansas City:** The City Union Mission invites families to stay in during the day if they can benefit from basic life skill classes and if they do not need to do business that will help them get stabilized (such as employment and housing searches). A hospitality service is offered to other shelters that are unable to stay open during the day if they wish to bus their guests to the City Union Mission to attend the classes.

**Miami:** The Salvation Army and the Homeless Assistance Center do not require families to leave. However, one small shelter for single mothers closes between 7am and 4 pm. Many of these individuals utilize a day center during this time.

**Nashville:** Currently, no family shelter programs require families to leave during the day. However, during the day, families leave shelters to go to doctor's appointments, to access benefits, and are encouraged to seek employment.

**New Orleans:** One of the two emergency shelters for families allows shelter guests to stay during the day. The other family shelter requires that the guests leave the facility during daytime hours until 3 p.m.

**Norfolk:** Most shelters do not require families to leave during the day, but two shelters are only able to accommodate families at night.

**Phoenix:** Most shelters for homeless families offer a variety of activities for families including supportive services such as counseling, life skills classes, employment related services, and daycare. The exception is the Winter Overflow Shelter program which is a low demand emergency winter program. At this program, families are immediately placed into a longer term shelter program or a hotel/motel until appropriate housing can be identified and attained.

**Portland:** Homeless families who stay in church-based shelters that are open only during winter months leave during the day (with one exception). These families may access day services at a downtown facility operated by the Salvation Army who receives funding from Multnomah County.

**San Antonio:** While many of the shelters indicated that families do not have to leave during the day, a few, like The Salvation Army, indicated that they encourage individuals to leave the shelter to seek employment and housing.

**Santa Monica:** They attend job training classes, search for work or are employed.

**Seattle:** Many of the shelters are located in multi-purpose buildings or locations that are utilized for other purposes during the day. Many families are participating in TANF work searches, school, working or need to address issues associated with homelessness such as seeking permanent housing, treatment, locating childcare or schools for their children, and locating meal programs and resources for their families.

**St. Paul:** Those who use the overflow shelters in the churches leave and go to a central family service center.

# Funding

## City Government Spending Public Funds to Support Local Emergency Homeless Assistance Efforts

During 2004 where city government spent public funds (either locally generated revenues or federal or state grants) to support local emergency food assistance efforts **responses to the affirmative occurred in 92.59 percent (25 of 27) of the survey cities** -- Charleston, Trenton, New Orleans, Nashville, Burlington, Phoenix, San Francisco, Portland, Cedar Rapids, Los Angeles, Denver, Seattle, Santa Monica, Salt Lake City, San Antonio, Charlotte, Cleveland, Louisville Metro, Miami, Detroit, Philadelphia, Chicago , Boston, Providence, Norfolk. **Responses to the negative occurred in 7.41 percent of the cities** -- St. Paul, Kansas City.

## Funding

During the last year 100 percent (27 of 27) of the survey cities reporting using city government funds (either locally generated revenues or federal or state grants) to support homeless services efforts. Approximately \$571,330,981 was used by the survey cities for homeless services during the last year. Locally generated revenues accounted for 20.99 percent of these funds, state grants for 20.67 percent, McKinney Homeless Assistance funds for 24.62 percent, the Community Development Block Grant for 7.14 percent, the Community Services Block Grant for 1.44 percent, the Substance Abuse Block Grant for 0 percent, the Mental Health Block Grant for 0 percent, and other federal funds or other sources for 25.15 percent.

Cities that used **locally generated funds** to support homeless services:

Boston	9,042,000
Burlington	15,000
Cedar Rapids	26,496
Charleston	55,000
Charlotte	380,000
Chicago	6,277,000
Denver	1,111,640
Kansas City	365,000
Los Angeles	4,000,000
Miami	300,000

Nashville	1,453,169
New Orleans	196,390
Norfolk	666,750
Philadelphia	21,291,735
Phoenix	1,175,224
Portland	4,408,548
San Antonio	543,568
San Francisco	60,000,000
Santa Monica	1,524,758
Seattle	6,962,620
Trenton	105,000

Cities that used **state grants** to support homeless services:

Boston	84,200,000
Charleston	41,000
Chicago	4,997,000
Miami	90,000
Nashville	330,200
New Orleans	407,130
Philadelphia	22,580,246
Phoenix	125,313
Portland	3,329,935
San Francisco	2,000,000

Cities that used **McKinney Act funds** to support homeless services:

Boston	17,247,946
Cedar Rapids	303,656
Charleston	1,848,226
Charlotte	166,000
Chicago	14,320,103
Denver	408,870
Detroit	5,680,531
Los Angeles	20,395,229
Miami	262,000
Nashville	5,516,298
New Orleans	7,446,332

Norfolk	224,175
Philadelphia	21,243,542
Phoenix	4,196,891
Portland	6,864,227
Providence	243,000
San Antonio	6,051,591
San Francisco	15,122,318
Santa Monica	343,405
Seattle	11,763,492
St. Paul	333,000
Trenton	687,428

Cities that used **Community Development Block Grant funds** to support homeless services:

Boston	4,465,000
Burlington	49,850
Cedar Rapids	204,334
Charleston	10,000
Chicago	3,790,338
Detroit	2,818,400
Los Angeles	9,314,628
Louisville Metro	150,000
Miami	426,000
Nashville	66,813
New Orleans	50,000
Norfolk	216,000
Philadelphia	1,431,036
Phoenix	442,747
Portland	2,125,142
Providence	34,476
Salt Lake City	253,500
San Francisco	10,000,000
Santa Monica	242,442
Seattle	4,685,083

Cities that used **Community Services Block Grant funds** to support homeless services:

Boston	5,200,000
Charleston	342,758

Chicago	994,000
Denver	638,740
Nashville	37,246
Philadelphia	500,000
Portland	350,000
San Antonio	148,389

## Comments on Funding

Among the comments from the city officials on comments on funding:

**Burlington:** Burlington doesn't receive McKinney or CSBG funds; those monies flow directly to nonprofit providers.

**Cedar Rapids:** McKinney Homeless Assistance Funds include \$211,689 (ESGP), \$48,664 (EFSP), and \$43,303 (PATH).

**Detroit:** Emergency Shelter grant - \$1,722,350  
Supportive Housing Program - \$3,958,181

**Kansas City:** In December of 2003, our City's Continuum of Care was awarded funding through the U.S. Department of Housing and Urban Development \$5,343,708 in Supportive Housing and Shelter Plus Care funding.

**Los Angeles:** The McKinney Vento funds are strictly Supportive Housing Program funds and do not include Shelter Plus Care or SRO Moderate Rehabilitation Program funds.

**Miami:** A county-wide one percent food and beverage tax generated 11 million dollars to supplement homeless programs. Approximately 25 percent of these funds are collected within the city. Additionally, Miami-Dade County receives McKinney Funds (\$18,000,000), CDBG (\$2,000,000) and State Funds (\$1,900,000).

**New Orleans:** McKinney Funds  
HOPWA \$375,989  
Shelter Plus Care 470,496  
Supportive Housing 1997 511,632  
Supportive Housing 1999 10,145  
Supportive Housing 2000 2,709,352  
Supportive Housing 2001 3,172,070  
Supportive Housing 2002 196,638  
TOTAL \$ 7,446,332

**Norfolk:** The city distributes the Emergency Shelter Grant portion of McKinney funding. Locally generated funding includes funds for the Department of Human Services' Homeless Action Response Team (HART) and the CSB's PATH program, as well as agencies funded through the Human Services Grant.

**Philadelphia:** Other McKinney breakdown:  
Shelter Plus Care - \$2,824,144  
Supportive Housing Program - \$14,220,477  
Emergency Shelter Grant - \$4,198,921

**Portland:** The city primarily funds programs for homeless unaccompanied adults, while Multnomah County funds programs for the other subgroups: families, unaccompanied youth under 18, and victims of domestic violence. Multnomah County, not the city, is the recipient of funds from the state and CSBG. Approximately another \$4.5 million comes from Multnomah County's general fund. The county contracts with providers who serve homeless people in the city and the rest of the county.

MCKINNEY PROGRAMS  
Supportive Housing \$5,016,963  
Shelter Plus Care \$717,380  
SRO/Mod 8 Sec. 8 \$1,129,884  
TOTAL \$6,864,227

**Providence:** The city recently announced a 7-point affordable housing plan that includes: down payment and closing cost assistance; employee advantage home purchase assistance; home repair loans; emergency repair/replacement financing; lead hazard reduction grants and loans; senior home repair and American Dream Home Ownership Assistance. The city also supports CDCs for acquisition, development, relocation, reconstruction and rehabilitation. Rhode Island Housing has also made an extraordinary commitment of \$750,000 for home repairs.

**Santa Monica:** The Housing Authority's Shelter Plus care budget increased to \$1,526,868 as of August 1, 2004. In addition, the HA has received an additional \$423,000 referred by city funded community based agencies. Neither of these increases will offset the decreases in Section 8 funding that have resulted in the termination of the HA's program reserving 20 Section 8 vouchers per year to "graduates" of the two city funded transitional programs.

# Unmet Need

## Estimated Requests by All Homeless People for Emergency Shelter which Go Unmet

## **Estimated Requests by All Homeless People for Emergency Shelter which Go Unmet**

**An average of 23 percent of shelter requests by homeless people are estimated to have gone unmet throughout the survey cities.** Estimates of unmet requests range from 54 percent in Los Angeles, 49 percent in Kansas City, 32 percent in Burlington, 29 percent in Salt Lake City and Norfolk, 15 percent in Charlotte and Providence, 10 percent in New Orleans, Nashville, Miami, Detroit, and Boston, 5 percent in Trenton and one percent in St. Paul.

Among the comments from the city officials on requests by all homeless people for emergency shelter must go unmet.

**Norfolk:** The 2004 Point-in-Time count reported a total of 787 individuals and families with children that were in emergency shelter, transitional housing or were unsheltered on that night. Two hundred twenty nine of these individuals and families with children did not receive emergency shelter or transitional housing, totaling 29 percent of the reported homeless population.

**An average of 32 percent of the shelter requests by homeless families are estimated to have gone unmet during the last year in the survey cities.** Estimates of unmet family requests range from 66 percent in Los Angeles, 50 percent in Boston, 42 percent in Burlington, 34 percent in Phoenix, 25 percent in Denver and Santa Monica, 15 percent in Nashville, San Antonio, and Charlotte, 10 percent in Trenton and Miami, and two percent in San Francisco. The average percentage of estimated requests by all homeless people for emergency shelter which go unmet for reporting cities is 23 percent.

Among the comments from the city officials on requests for emergency shelter specifically by homeless families which go unmet:

**Norfolk:** The 2004 Point-in-Time count reported a total of 258 persons that were in families with children that were in emergency shelter, transitional housing or were unsheltered on that night. Ninety-one of these individuals and families with children were homeless or at-risk of becoming homeless and did not receive emergency shelter or transitional housing, totaling 35 percent of the reported homeless family population. This does not take into account the total number of requests for shelter that go unmet. The family shelters do keep track of the number of requests they receive each day for shelter; however, many do not unduplicate this number. Many families call each day until shelter space can be located.

**In eighty-one percent of the cities emergency shelters may have turned away homeless families due to a lack of resources.**

Among the comments from the city officials on emergency shelters having to turn away homeless families in need because of lack of resources:

**Boston:** Since the state has tightened eligibility for family shelter, more families are being denied shelter and seeking community room placements. There are many more families calling for such placements than can be accommodated by this egregiously over-burdened system. More than twice the number of sheltered families is doubled up, split up among relatives and friends when denied shelter, or staying in overcrowded, unsafe or precarious housing situations. The Massachusetts Coalition for the Homeless estimates that as many as two-thirds of over-income, working poor families denied shelter cannot obtain affordable housing without subsidies or housing vouchers. The Emergency Shelter Commission receives calls from families throughout Eastern Massachusetts that have been denied shelter or discharged from family shelters without obtaining housing. Although not obligated to help non-Boston families, the city does what it can to assist families calling the Mayor's 24 Hour Hotline.

**Burlington:** They are sheltered in motels with state emergency assistance funding or they double up. For example, one family shelter program in the city had to turn away 45 families (or 42 percent of those requesting shelter) last quarter.

**Cedar Rapids:** They are referred to other programs; many end up "doubling-up" with family or friends.

**Charleston:** The city has agreed to allow local shelters to use the city gymnasium as an overflow facility if the need arises.

**Chicago:** All persons who are in need of emergency shelter have access to the 311 system which can provide homeless individuals the necessary resources for shelter placement.

**Cleveland:** Families that can not get into a full service family shelter are housed overnight at the women's emergency shelter. They are moved to a full service shelter as soon as there is a vacancy. The wait is generally no more than 48 hours. No families are left without a place to sleep.

**Denver:** We try to accommodate homeless families with motel vouchers, but we can only do this for a limited amount of time. Many of these people try to double up with family members or return to abusive partners so they have a place to stay.

**Detroit:** There are some instances where homeless families cannot be accommodated because the shelter is at capacity. In these cases, families are usually referred to other facilities for placement or placed in a warming center (during the winter) and rotating churches or the 24-hour walk-in center.

**Kansas City:** The City Union Mission's Hotline for the Homeless reports that in a ten-month period last year, 682 families representing approximately 2591 people requested assistance through the Homeless Hotline and were unable to be placed for shelter. In the peak month last year 252 families were told that there was no shelter available and as many as 20 families in one day were turned away due to lack of resources. Families that cannot find space in shelters are forced to stay in the situations they are in until space opens up. This often includes cars, abusive situations and condemned or drug infested buildings.

**Los Angeles:** There are not enough family shelter beds in order to accommodate families. Many have to break up in order to be served. Families are given motel vouchers, as funding permits, while other housing is secured.

**Louisville Metro:** Our response comes from the Homeless Families Prevention Project.

**Miami:** The county has implemented and set aside emergency funds that provide for motel placement until emergency shelter beds are available. This fund is exclusively for families.

**Nashville:** They sleep in motels, in their cars or walk the streets or find a campsite under the bridges of Nashville. Many end up sleeping in public places or crowded into inappropriate spaces with family or friends. Women seeking shelter from domestic violence are at times provided transportation to go stay with a relative in another state or county. Others stay in their abusive relationships because they have nowhere else to go.

**New Orleans:** Emergency shelters report an increase in the number of families seeking assistance. The shelters are usually at capacity and must turn families away due to lack of available bed space. The number of emergency shelter beds for families stayed the same this year; however, the demand for emergency shelter increased.

**Norfolk:** The Norfolk Department of Human Services (DHS) has made the commitment that no family will sleep outside or in places not meant for human habitation if they have been made aware of the family. DHS has a team of workers that strive to find resources necessary to secure appropriate shelter. If no resources can be obtained, DHS may place homeless families in motels until appropriate shelter can be obtained.

Many families stay with family and/or friends or leave the immediate area to seek shelter elsewhere when shelter cannot be immediately obtained. Some shelters have been also been able, in some instances, to put families in motels on a temporary basis when their shelter is full.

**Phoenix:** Emergency shelter programs are reporting that they are over capacity and have long waiting lists. People who cannot be served are referred to the CONTACS Shelter Hotline. In the winter time, when all shelters are full, families are referred to the Winter Overflow Shelter Program.

**Portland:** Most families that cannot be accommodated in emergency shelter or who do not receive vouchers for shelter in motels are living doubled up with family members or friends. Others camp outside or sleep in cars/vans. These arrangements are precarious, at best. During the winter months, there is additional space in church shelters for 42 individuals in families. If weather conditions are life threatening, families receive vouchers for motels.

**Providence:** Those who cannot be accommodated will go to families and friends, sleep in vehicles and empty buildings, or find shelter on the streets or under railroad and bridge abutments.

**Salt Lake City:** Families are put on waiting lists and must call in every day to maintain their position on the list. Some families are supported by various social service agencies at local motels for a limited time, while others stay with family or friends or in cars. During the cold winter months, from November 1 through March 31, families are provided emergency shelter at Community Emergency Winter Housing in Midvale, Utah, and a program of The Road Home. Efforts are ongoing to place as many families as possible, as quickly as possible, into transitional or permanent housing with case management. The average waiting time for families is 30.8 days.

**San Antonio:** SAMMinstries, one of the larger shelters in the city, reports turning away up to two families each day. They are referred to other shelters.

**San Francisco:** Two thousand units of housing in privately owned residential hotels have been master leased by the city to provide permanent supportive housing to the chronically homeless as part of the Direct Access to Housing and Care Not Cash Programs. In addition, Housing Development Corporations have purchased and rehabilitated 934 units in SRO buildings and converted them into affordable, supportive housing for low-income San Franciscans. A large percentage of the expansion of the SRO supportive housing stock has been implemented without federal, state or new local tax dollars. Instead, under the Care Not Cash Program, local funds that had been distributed to homeless individuals in the form of cash are instead directed to housing and services for this population. This has resulted in 763 units of new permanent supportive housing becoming available to this population without any new resources allocated.

**Santa Monica:** Homeless families are referred to shelters in nearby cities. There is some assistance in the form of motel vouchers but this is a very limited resource that is primarily used to assist families/individuals that are in the final stages of obtaining permanent accommodations.

**Seattle:** Although the city has allocated significant resources in recent years to increase shelter capacity, local shelter providers continue to report turn-aways.

**Trenton:** Homeless families cannot pay and therefore if they do not qualify for TANF or SSI benefits, shelters will not accept them. These families must be referred to other charitable or non-profit organizations and motel/hotel placements.

## People Turned Away From Emergency Shelters

**In 81 percent of the survey cities, emergency shelters may have to turn away homeless people other than families because of a lack of resources.**

Among the comments from the city officials:

**Boston:** The Massachusetts Housing & Shelter Alliance reports that shelters have been over capacity for 82 consecutive months, with as many as 5 people in need for every 4 beds during months of peak demand. In the past, overflow beds stayed up year round to try to meet this pressing need. After a 15 percent cut to homeless programs two years ago, the number of

overflow shelter beds offered year-round was reduced from 660 beds statewide to 333, and the number of beds in Boston was reduced from 330 to 136. While the city shelter network continues to make every effort to provide shelter for everyone who asks, for many people in the winter months this may mean a cot or space in a shelter lobby, and not a bed. In the summer months during non-life-threatening weather, some shelters have turned people away because of a lack of space, the street population balloons from just over 200 year round to as many as 800-1000 persons sleeping rough. Because of state budget woes, the acute substance abuse treatment beds network in the city has been drastically reduced; the loss of 125 detox beds available each day in Boston has also adversely impacted the chronic homeless street population.

**Burlington:** The youth shelter had to turn away 24 youth, or 20 percent of those requesting shelter last year. Shelters for single adults are generally able to accommodate all requests.

**Cedar Rapids:** They are referred to other programs; many end up "doubling-up" with family or friends.

**Charleston:** Crisis Ministries is the largest shelter in the city and has been full most of the year but has not had the need for an overflow facility.

**Chicago:** The city operates an Emergency Shelter Clearinghouse, which identifies shelter bed availability in the Shelter Clearinghouse System on a 24 hour basis. At times when shelter capacity for homeless persons is insufficient to meet demand, the city expands its overflow capacity to accommodate the homeless. Additionally, during times when demand exceeds supply, shelter needs are absorbed by other shelter providers throughout the city.

**Cleveland:** It has been the community policy to accommodate all persons seeking sleeping space inside. There is currently sufficient overflow space to assure that no one has to be turned away.

**Denver:** There is not nearly enough emergency shelter for single homeless women. Like homeless families, we try to accommodate these women with motel vouchers, but we can only do so for a limited amount of time. Consequently, many of these women return to the streets, abusive partners or other dangerous situations.

**Detroit:** Homeless people who cannot be accommodated in a shelter are referred to the 24-hour walk-in center. During the winter, they may be referred to the warming center or rotating churches for placement.

**Kansas City:** The City Union Mission reports that in a ten-month period last year, 535 single women who called the Homeless Hotline were unable to be placed for shelter. In one month 127 single women were turned away, as many as 11 in one day. Many single women are forced to live in compromising situations or on the streets. Women who have waited weeks to get into shelters tell stories of having to prostitute in order to get off the streets and disturbing stories of sleeping in unprotected parks and alleyways.

**Louisville Metro:** Many times there are no beds available for single men and women and they must sleep on mats or cannot get into the shelter at all. The number of single individuals sleeping out has increased to an estimated 175 people per night.

**Miami:** The city currently has a short waiting list (approximately 1 week) for individuals requesting and accepting emergency shelter assistance.

**Nashville:** They sleep outdoors, in parks, bus stations, campsites, emergency rooms at hospitals and in the winter months, churches house homeless individuals overnight through Room at the Inn; however, space is limited.

**New Orleans:** Most shelters are usually at capacity and are forced to turn people away due to lack of available bed space. In addition, two of the primary emergency shelters charge a fee which forces homeless persons to seek a “shelter voucher” from a nearby social service agency or to find other ways (i.e., beg, panhandle, day labor jobs) to obtain the money needed to pay for one night of lodging. Two primary shelters are free of charge and are almost always full to capacity. Homeless persons who cannot be accommodated in a shelter must sleep in places such as the street, abandoned houses, the woods, etc.

**Norfolk:** The resources and shelter spaces for homeless, single females are very limited and continue to be a problem in providing adequate shelter for them. During the 2004 Point-in-Time count, 86 of all individuals counted were single females, while the number of emergency shelter beds reserved for single females remains at approximately 12 of the total number of beds for individuals. An additional 33 beds are set-aside for victims of domestic violence, and some women were able to take advantage of additional beds at the winter overflow shelter. While there is limited documentation on where these females go when they are not able to access shelter space, it is suspected that they continue to make choices that put them at risk in order to have a place to stay, i.e. prostitution.

**Phoenix:** Emergency shelter programs are reporting that they are at over capacity and have long waiting lists. People who cannot be served are referred to the CONTACTS Shelter Hotline. In the winter time, when all shelters are full, families are referred to the Winter Overflow Shelter Program.

**Portland:** Many who cannot be accommodated in emergency shelter are precariously doubled up with family members or friends or sleep in cars/vans. Portland has a large population of single adults who camp outside. During the winter months, there is additional space for 255 individuals.

**Salt Lake City:** Single men and women are put on waiting lists and must call or check in every day to maintain their name on the list. During cold months, men are housed at Community Emergency Winter Housing in Midvale, Utah, and single women are provided with cots in the lobby at Salt Lake Community Shelter and Self-Sufficiency Center. The average waiting time is 13.5 days for men and 7.5 days for women.

**San Antonio:** When shelter space is limited, agencies will refer individuals to other shelters. The local Continuum of Care is working on a real-time information system, which would show bed availability in the city.

**Santa Monica:** They are placed on waiting lists and referred to other shelters outside of the city. According to the 1999 Homeless Census, approximately 64 percent of homeless individuals sleep outdoors.

**Seattle:** Shelter referral programs in our community continue to report turn-aways. These individuals end up on the streets or they double up with family/friends if they can.

**St. Paul:** At times the overcrowding of a shelter that is occupied to 150 percent of its capacity requires them to turn people away

## Main Causes of Homelessness

**A number of diverse and complex factors have contributed to the problems of homelessness in the survey cities. Many of these factors are interrelated. Listed in order of frequency, the following causes were identified by the cities in response to an open-ended question: lack of affordable housing, mental illness or the lack of needed services, substance abuse and the lack of needed services, low-paying jobs, unemployment, domestic violence, poverty, and prisoner reentry.**

- **Lack of affordable housing** was identified as a major cause of homelessness in 24 cities: Boston, Burlington, Cedar Rapids, Charleston, Charlotte, Chicago, Cleveland, Denver, Detroit, Louisville Metro, Miami, Nashville, New Orleans, Norfolk, Philadelphia, Phoenix, Portland, St. Paul, Salt Lake City, San Antonio, San Francisco, Santa Monica, Seattle and Trenton.
- **Mental illness or the lack of needed services** were identified by 21 cities as a primary cause of homelessness: Boston, Burlington, Cedar Rapids, Cleveland, Denver, Detroit, Kansas City (MO), Louisville Metro, Miami, Nashville, New Orleans, Norfolk, Phoenix, Portland, St. Paul, Salt Lake City, San Antonio, San Francisco, Santa Monica, Seattle, and Trenton.
- **Substance abuse and the lack of needed services** were given as the reasons for homelessness by 20 cities: Burlington, Charleston, Denver, Detroit, Kansas City (MO), Louisville Metro, Los Angeles, Miami, Nashville, New Orleans, Norfolk, Phoenix, Portland, St. Paul, Salt Lake City, San Antonio, San Francisco, Santa Monica, Seattle and Trenton.
- **Low-paying jobs** were cited by 16 cities as a main cause of homelessness: Boston, Burlington, Charleston, Charlotte, Cleveland, Denver, Louisville Metro, Miami,

Nashville, New Orleans, Philadelphia, Phoenix, Providence, Salt Lake City, San Antonio, and Seattle.

- **Unemployment** was identified as a main cause of homelessness by 13 cities: Boston, Cedar Rapids, Chicago, Denver, Kansas City (MO), Los Angeles, Nashville, New Orleans, Norfolk, Portland, Providence, San Antonio, and Trenton.
- **Domestic violence** was identified as a primary cause of homelessness by 12 cities: Boston, Burlington, Denver, Detroit, Miami, Nashville, New Orleans, Norfolk, Salt Lake City, San Antonio, Seattle and Trenton.
- **Poverty** was cited by seven cities as a main cause of homelessness: Kansas City (MO), Nashville, New Orleans, Providence, St. Paul, San Antonio, and Seattle.

**Prisoner reentry** was stated to be a major cause of homelessness in five cities: Boston, Cleveland, Los Angeles, Norfolk and Phoenix.

## Exemplary Programs

Among the comments from the city officials on an exemplary program or effort underway which prevents or responds to the problems of homelessness:

**Boston:** The Committee to End Elder Homelessness's Elder Shelter to Home Program began in 1995 when CEEH was awarded a 3 year HUD grant to identify, evaluate and provide housing search assistance to homeless elders. The program provides comprehensive case management, housing search assistance, as well as stabilization services for one year after placement, which accounts for our successful housing retention rate of 95 percent. Case managers provide outreach at local shelters and homeless drop in programs to identify and engage homeless elders in the housing search process. To date (October 2004) the Outreach Department has facilitated permanent housing placements for over 676 elders. The program is funded through the city's HUD McKinney-Vento Continuum of Care, an Emergency Shelter Grant administered through the City of Boston, and private foundation grants.

**Burlington:** Women Helping Battered Women, the state TANF department and the Burlington Housing Authority developed a "fast track" program to move victims of domestic violence into permanent housing within 30 days. Unfortunately, the program was cancelled this summer due to the Section 8 cuts.

The Committee on Temporary Shelter has invested a considerable amount of private funds to develop an innovative housing program for the chronic homeless whose sobriety and housing track records were so poor that they did not even qualify for Shelter Plus Care housing. This program, called "First Step" uses nine rooms from COTS Wilson Hotel and the Smith House to give chronic homeless individuals an opportunity to build up a successful track record of sobriety and housing in order to qualify for the stringent requirements of many subsidized housing units

(e.g., 60 days sobriety). COTS have also offered these rooms for homeless persons undergoing addiction treatment at the methadone and buprenorphine clinics in Burlington. The results of this program are remarkable: 70 percent of participants in the Smith House and 50 percent of the participants in the Wilson Hotel moved on to permanent housing.

**Cedar Rapids:** The Linn County Continuum of Care is a broad-based, 47-member planning advisory council.

**Charleston:** The Transitional Dormitory for Men at Crisis Ministries specifically addresses the need for a structured living environment for homeless men who are committed to making meaningful change in their lives prior to leaving the shelter. Eligible individuals are considered from those who seek shelter in the general dormitory for men at Crisis Ministries. The program provides designated private shelter and case management services for those individuals who have developed a set of goals and who are preparing for the demands of independent housing and employment. Of the approximately 1,200 single homeless men, who come to Crisis Ministries each year, nearly 60 will participate in this program. Participants are 91 percent less likely to need the services of Crisis Ministries again in their first two years after exiting homelessness. This result is based on the actual number of individuals taking part in the program. Data has been gathered from shelter statistics beginning in December, 1999.

**Charlotte:** The city is in the process of preparing a 10 year plan to end homelessness.

**Chicago:** One example of an exemplary program that works to address homelessness is the Rental Subsidy Program through the Chicago Low Income Housing Trust Fund. Rental subsidies are used to reduce rents on a specified number of units in a building to an affordable level that is affordable to individuals and/or households within the targeted very low income population. At least 50 percent of the program funding targets individuals or households earning no more than \$9,570 annually or 15 percent of the income for Chicago's Primary Metropolitan Statistical Area (PMSA).

Two other examples of exemplary programs are the Families First Initiative and Supportive Housing Program. Both programs work with families in a scattered site apartment modality by providing a two year rental subsidy and supportive services through case management. Upon completion of the programs, families have received the necessary supports which enable them to sustain their units independent of the subsidy or arrangements are worked out for alternative housing which best fits their level of affordability or function.

**Denver:** Over a year ago, a 90-bed men's shelter closed in our city. Denver's Department of Human Services offered to use the first floor of its building as a temporary shelter for six months, and the Denver Rescue Mission volunteered to run the shelter until a permanent site could be found. Six months later and still without a permanent site, the shelter was moved to Denver's Mile High United Way building; six months after that, it was moved to a city government building that is currently being under utilized. The Denver Rescue Mission has since found a site for the permanent shelter and plans to open it in the spring.

**Detroit:** The Covenant House Michigan Street Outreach Team develops relationships with youth homeless on the street so that they will eventually come to Covenant House for services. The first steps would be for these youth to obtain services at the Covenant House Crisis Center. The Crisis Center and Street Outreach program go hand in hand. The youth identified by the Outreach Team canvases local neighborhoods, from late night till early morning, in readily identifiable vans to seek out young people involved in high-risk behaviors, including gangs and victims of sexual abuse and exploitation. Offering food and hope, Covenant House's counselors and volunteers talk with the kids at curbside -- or even in the van if they are inclined to enter the van.

Using a van as a mobile base, street outreach teams drive throughout the streets of Detroit offering necessities such as food, clothing, shelter, personal hygiene kits, HIV prevention materials, crisis intervention, and transportation to medical services and referral. In addition to the services offered through the vans, youth are referred to other Covenant House programs that offer support groups, activities and case management services. The goal is to assist those involved in high-risk activities in taking steps toward safer and healthier lives.

The Street Outreach Program accesses the hardest-to-reach populations of extremely high-risk young people involved in prostitution and drug addiction, gangs and other criminal activity, bringing them positive choices not found elsewhere in the community.

**Kansas City:** Kansas City Rescue Mission states that the Assertive Community Outreach Program operated by Truman Behavioral Health responds well to the needs of homeless, mentally ill individuals. They provide medicine maintenance, transitional housing, case management, and permanent supportive housing for them. In addition, City Union Mission has experienced positive results with a new program called ReCon. The spiritually based program affords homeless men the opportunity to be in classes for several hours a day to improve soft skills needed for employment and their own self-respect and restore their sense of self-responsibility. Lastly, Homeless Job Hunters' Program operated by the Helping Hand of Goodwill Industries has experienced tremendous success. They average 75 job hunters daily in their program that operates Monday through Friday. Between May 2003 and April 2004, they helped 740 homeless persons find jobs. Twelve, four hundred and thirty-nine homeless persons visited their program. The Homeless Job Hunters Program is partially funded by a HUD Continuum of Care, Supportive Housing Program.

**Los Angeles:** Homeless service providers in the county came together to form the SkidRow Collaborative, which includes twelve public and private organizations, to apply for the Interagency Council on Homelessness Notice of Funding Availability to Help End Chronic Homelessness. The Los Angeles Homeless Services Authority will serve as the lead evaluation agency for the project and will hopefully serve as a model program in ending chronic homelessness for Los Angeles.

**Louisville Metro:** Louisville Metro Government, The Coalition for the Homeless and local shelters came together in response to Louisville's housing crisis. A new program named HOMEward Bound was developed to move some homeless families into transitional housing using HOME funds. These families are screened by a local board made up of city employees and

referring shelters. This first year 50 slots have been made available and another 50 will be made available next year. These families are selected according to the likelihood of their becoming more self-sufficient in the next two years.

**Miami:** The Miami Homeless Assistance Program provides outreach to the homeless and near homeless within the city. They operate a toll-free number 15 hours per day, 7 days per week. Last year they made over 4500 placements into the continuum of Care System of Services. This included over 325 placements directly into treatment or other transitional housing, and over 60 placements directly into permanent housing. We also have documented over 44,000 individual services to the homeless in our city.

**Nashville:** The cornerstone of Nashville's activity in addressing chronic homelessness is the Task Force to End Chronic Homelessness, created by Mayor Bill Purcell. Mayor Purcell named a task force that included public officials, business and faith communities, social service agency representation, homeless individuals and committed citizens. The result is a framework and series of action steps to be implemented over the next ten years.

(Counting the Homeless) On the night of March 24, 2004, nearly 200 volunteers gathered at the Ryman Auditorium (original home of the "Grand Ole Opry" and serving as the count's downtown headquarters) to form teams that were deployed at 2: 30 a.m. to count people sleeping outside. That same morning, shelter agencies submitted a completed survey that gleaned statistics on homeless people sleeping in their programs the night before. Led by MDHA, Metro Social Services, and the Nashville Coalition for the Homeless the result of the effort is an unduplicated, point-in-time count of sheltered and non-sheltered homeless. The information gathered will be used to build public awareness of homelessness, aid in planning efforts, and seek funds to assist the homeless.

(Bright Space for Children) In addition, the plight of homeless children was highlighted during the year in the local media as Nashville's Mayor Bill Purcell opened 4 new Bright Spaces at area family shelters. Nashville is the second community in the country to announce its intention to create a Bright Space for children in every family shelter in the city. The result is dedicated, attractive and safe areas that encourage play and nurture the imaginations of homeless children.

(Enhanced Services) Funds allocated to MDHA by the Tennessee Department of Human Services (via HUD's Emergency Shelter Grants Program) have enhanced services to chronic homeless people in Nashville. A Downtown Outreach Worker strives to engage homeless people and access appropriate housing and services. The grant funds were also used to publish a brochure called Where to Find Help in Nashville: A Guide to Food, Shelter & Other Available Services, was updated in March 2004. A supply of 20,000 copies was printed, and has been delivered to several hospital emergency rooms, to churches and service providers.

(Committee Local Government Funds) In an effort to increase financing availability for multi-family housing development activity (including homeless facilities), Mayor Bill Purcell committed \$250,000 of local government funds towards the initial capitalization of a \$5 million revolving loan fund. This fund offers below market interest rates and flexible financing terms to

non-profit developers of affordable housing with an emphasis on special needs and homeless populations.

**New Orleans:** The SSI Homeless Outreach Project is a collaborative of three organizations working to end chronic homelessness in New Orleans: UNITY for the Homeless, a nonprofit organization coordinating the Greater New Orleans homeless continuum of care; the Health Care for the Homeless, a city-run and federally funded 330(h) health clinic; and Louisiana Public Health Institute, a nonprofit organization operating the only Assertive Community Treatment team targeted specifically to the chronically homeless in New Orleans. This project was one of 34 projects funded nationally by the Cooperative Agreements for Homeless Outreach Projects and Evaluation.

The Project takes an integrated approach to assisting the chronically homeless in overcoming barriers to obtaining disability benefits. The Project offers: 1) outreach to the chronically homeless conducted on the street, in emergency shelters, day centers, and clinic sites; 2) screening for SSI and SSDI eligibility; 3) assistance filing disability applications; 4) a "Housing First" approach, in which some participants will be placed in apartments before their disability applications are filed; 5) case management including the "Assertive Community Treatment" approach; 6) medical and psychiatric treatment; 7) obtaining necessary documentation; 8) representation of clients in filing appeals and presenting medical evidence for these appeals; and 9) provision of representative payee services when needed.

Even though this Project was recently implemented in September 2004, it has already been quite successful. Eighty-five persons have been served by the Project and 21 persons have begun the SSI enrollment process.

**Norfolk:** The Norfolk City Council has established a Commission to End Homelessness that is currently working to develop a performance-based, results-oriented strategic 10-year plan and has recently established an Office on Homelessness that will work to implement the plan when it is completed in 2005. This Commission is populated with key community leaders including Chief Executive Officers and Board Chairs of the Community Services Board, the Norfolk Redevelopment and Housing Authority, Tidewater Community College, the Planning Commission, local banks, and a hospital. In addition, the Mayor, Vice Mayor, City Manager, and a U.S. Representative are members of the Commission. The Norfolk City Council has also stated that it will seek a regional solution to homelessness by engaging other cities in Hampton Roads to explore joint solutions.

**Philadelphia:** In the past two years, Philadelphia has worked hard to adopt a "housing first" strategy for individuals and families. Principles of "housing first" include: affordable, permanent housing, in a location chosen by the participant, that is linked to services; multi-disciplinary support services that are flexible and individualized but not mandatory; and integration of service, personal control, accessibility, and autonomy. This past year we have instituted two programs that move families whose homelessness is primarily due to economic reasons out of shelter into permanent housing, with temporary rent support and services as appropriate. This housing is also linked to employment/training to ensure that the adults in the household increase their capacity to earn enough income to sustain their housing. Through these and other programs

already in place, we intend to provide successful "housing first" supports to individuals and families who need them, further decreasing the number of individuals and families in Philadelphia who are caught in the cycle of homelessness.

**Portland:** The Community Engagement Program consists of four Assertive Community Treatment (ACT) teams that move chronically homeless individuals into permanent supportive housing. Multi-disciplinary professionals comprise these teams with a 10: 1 client to staff ratio. Members of the teams include psychiatric medical nurses, benefits specialists, housing placement staff, workforce and training specialist, HIV/AIDS case manager, VA counselors, primary care nurses, youth specialists, and other case managers with experience in Mental Health and Addictions treatment. CEP also includes mentors on its teams. Mentors are formerly homeless people who are stable in housing and/or services and in recovery from addictions and mental health problems. The recovery mentors act as an essential tool of engagement for chronically homeless individuals suffering from untreated mental illness and addictions and still on the streets. They also provide intensive "peer" support for individuals just entering the program as well as others who may be facing personal struggles during their tenure. In the past year, approximately 75 chronically homeless persons were moved into permanent supportive housing. Today, 97 percent of them are still permanently housed.

**Providence:** Last winter, in response to the brutal weather and marked increase in homeless, the city joined the state, religious groups and private non-profits in providing an effective stop-gap response. The city conducted its first of three Mayor's coat (and outerwear) drives - where thousands of clean, wearable items were given to those living on the street and in shelters. The state opened a former and vacant hospital and the United Way and Red Cross stocked it with cots, bedding and the like. Food was provided by RI Community Food Bank, and religious organizations helped staff or opened additional temporary shelters

**Salt Lake City:** The Crusade for the Homeless has been working since 1998 to help eliminate homelessness in Utah. Having raised approximately \$5 million for its endowment, the Crusade's annual earnings have been dedicated to assist agencies in providing services to the homeless and to increase the amount of housing for persons with very low incomes. In 2000, the National Alliance to End Homelessness established a goal to end chronic homelessness nationally within 10 years. The U.S. Department of Housing and Urban Development and Utah's governor adopted that goal and established strategies and priorities to accomplish it. During the last five years, more than 700 homeless families have been placed in housing with excellent results. The most pressing immediate need is to help single homeless people, many of whom have jobs and have suffered from chronic homelessness. Without housing, these individuals will be trapped in a continued cycle of poverty and homelessness. The Crusade for the Homeless and the Eccles Foundation have joined in a partnership with the housing authorities of Salt Lake City and Salt Lake County and the Salt Lake City Redevelopment Agency to build 500 units of permanent housing for chronically homeless individuals, the first 100 units of which are expected to be occupied in late 2005 or early 2006. Land for the first 100 units has been secured and is now under design. This undertaking is very exciting because it offers a permanent solution to homelessness.

**San Antonio:** Family Violence Prevention Services, Inc. operates the local Battered Women's Shelter. The shelter, which opened in July 2002, has 120 beds to accommodate battered women and their families. Clients are not turned away. The facility provides case managers and counselors who work with the residents in an effort to stabilize their lives and provide them with the confidence to leave their abusers. There are on-site medical and dental clinics to serve the residents. Also, one of the local school districts operates a school on the premises. An attorney, who has an office in the shelter, provides legal services to the residents. The program also provides transitional living in an apartment setting for those clients who have shown a willingness to move forward with their lives.

**San Francisco:** The San Francisco Homeless Outreach Team - A team consisting of 10 outreach workers (two social workers from DHS, three social workers from DPH and five outreach workers from a community based organization, two administrator/clinical supervisors and one psychiatrist). The Team was formed under the direction of Mayor Newsom, for whom ending chronic homelessness in San Francisco is a top priority. It is a collaborative effort between San Francisco's Department of Human Services and Department of Public Health, and a community based organization, and consists of employees from both departments. Our start date was May 11th, 2004, and we currently provide services 24 hours a day Monday through Friday. Our expected plan is to expand services eventually to staff seven days a week. The main goal is to reduce the number of chronically homeless and disenfranchised on the streets of San Francisco. We plan to accomplish this by targeting services to clients such as (but not restricted to): crisis intervention, case management, counseling, and medication management as appropriate, transportation, education and advocacy. The focus of the outreach staff's work is to link clients to existing community resources and programs within the primary care and behavioral health systems of care. These will include referrals to medical and behavioral health clinics, supportive housing, prepared food and pantry resources, vocational rehabilitation programs, and long term case-management programs. The outreach team has recorded over 5000 contacts and is currently working with over 200 individuals. Twenty-six chronically "street" homeless individuals are now housed, with eight active in the move-in process.

Care Not Cash Program - The Dept. of Human Services (DHS) officially began its implementation of the Care Not Cash initiative on May 3rd, 2004. The voters of San Francisco adopted Care Not Cash as Proposition N in the November 2002 election. Care Not Cash implementation was delayed due to court challenges, but the California Supreme Court eventually ruled that the plan could remain intact as passed by voters. The primary goal of Care Not Cash is to reduce homelessness and improve the health and welfare of homeless indigent adults receiving cash assistance through permanent housing opportunities and enhanced services. Homeless persons receiving cash assistance from the City's County Adult Assistance Program (CAAP) are being phased-into Care Not Cash over a seven-month period (from May through November 2004). Under Care Not Cash, homeless CAAP clients are offered housing/shelter and associated amenities as a portion of their benefit package. Funding that would have otherwise been used for cash aid is being used to expand permanent housing and services for this population. During the first six months of implementation, the homeless CAAP caseload decreased by 1,354 persons (54 percent). In April (before Care Not Cash was implemented), there were 2,497 homeless CAAP clients and in October there was 1,143 homeless CAAP clients. Approximately 75 percent of the active homeless CAAP clients had been converted to

Care Not Cash by October. Homeless CAAP clients are being given up-front access to permanent supportive housing whenever possible. Over time, all homeless CAAP clients will receive a housing referral. Emergency shelter is offered to all homeless CAAP clients until they actually move into housing (i.e., clients referred to housing are offered shelter while they complete the expedited referral process, and clients awaiting a housing referral are also offered shelter). Periodically, homeless CAAP clients who have been converted to Care Not Cash and have logged the longest time in shelter are prioritized to receive housing referrals.

Available Care Not Cash housing statistics through October '04 are as follows: 710 housing referrals have been offered to homeless CAAP clients. Four hundred ninety-three homeless CAAP clients have moved into housing. Seventy-five homeless CAAP clients are still active in the housing referral process.

The San Francisco Rental Assistance Program – This program financially assisted approximately 1,100 low-income families, disabled, seniors and singles with their housing crisis. Approximately 450 households received a grant to prevent eviction in fiscal year 2003-04. The remaining 600 recipients received a grant to move into permanent, safe housing. Seventy-five percent of those assisted remain in housing for one year or more. The Eviction Defense Collaborative in fiscal year 2003-04 financially assisted 500 households that were at risk of eviction. Eighty-three percent of those receiving a grant remain in current housing for one year or more. Legal services are also available to assist their clients with the court process.

The Family Eviction Prevention Consortium (FEPCo) - This Program provided 336 eviction prevention grants to low-income families facing eviction citywide. While the Mission, Tenderloin, and Bayview districts were predominant, all 11 city districts contained families who received assistance. In accordance with the program design, funds are leveraged from several sources including contributions from the families themselves, which accounted for 42 percent of the over \$900 thousand disbursed.

**Santa Monica:** Ocean Park Community Center (OPCC) operates the Daybreak Shelter and Access Center programs. The Access Center serves as the entrance to the continuum of care for homeless individuals and families in the city and assists approximately 200 homeless people daily. The Access Center provides emergency food, showers, assessments, case management, support groups, shelter placement, and other services that support homeless persons in moving into temporary, and, eventually, permanent housing. The goal of OPCC's continuum of care philosophy and programs is to permanently house homeless persons in private housing, with appropriate income and case management support as needed. Approximately 93 percent of persons placed in permanent housing by OPCC over the last five years have remained successfully housed. Towards that end, OPCC's Daybreak program will be relocated to a new facility and expanded by ten beds to include a total of twenty congregate housing and ten shelter housing beds for homeless women. Safe Haven, a new program, will provide an additional twenty-five congregate beds for homeless men and women. In total, the new facility will include fifty-five congregate and shelter housing beds.

**Seattle:** For eight years the REACH Program has provided intensive case management services to homeless addicted individuals in downtown Seattle. Forty percent of our clientele are Native

American, 50 percent have mental health disorders; in addition, most have significant chronic and acute medical conditions and all have long histories of homelessness and addiction. Funded by Seattle-King County Department of Public Health, REACH Case Managers initiate outreach and connect clients to housing, healthcare, entitlements, mental health services, addiction treatment services and other support as needed.

REACH started the Camera Club in 2000 by handing out 50 disposable cameras to any interested clients. To our surprise, 46 cameras returned from individuals drinking daily on the street as well as sober clients adjusting to independent living. Clients took pictures of places they had slept outside and the apartments they had proudly acquired, they organized sightseeing excursions to photograph local tourist attractions, they took portraits of themselves and their friends, validating their own experiences by documenting and sharing their lives. Many had not seen pictures of themselves or their community since childhood. The REACH Program organized a photo exhibit and opening night event in a local café for clients and their friends. Since then the Camera Club has thrived and expanded. The group meets weekly with a volunteer professional photographer and takes regular field trips to help clients connect with their community.

In addition to creating a positive self image for marginalized, often invisible homeless individuals, the Camera Club has generated several unexpected outcomes. Clients who were unwilling to engage in survival services because of their independence and mistrust of social service organizations have been able to develop rapport with staff through their creative expressions. The regular meetings provide structure and community for individuals who feel lonely and overwhelmed during the challenging transition to independent, sober lifestyles. Finally, the opportunity to interact with clients through a positive medium has brought energy and optimism to the work of the entire REACH team.

**St. Paul:** We have networks of churches that meet homeless families at the central intake office. These congregations lend their facilities in the evening for a month at a time to host homeless families. Congregation volunteers provide staffing and meals. Time in these shelters does not count against the maximum time in the primary county shelter system.

**Trenton:** The Homeless outreach project at Greater Trenton Behavioral Health Center and the Salvation Army Drop-In Center has case managers stationed at the Rescue Mission and the Soup Kitchen.

# City Data on Homelessness

City	Percent Increase in Requests for Emergency Shelter	Percent Increase in Requests by Families for Emergency Shelter	Shelter Beds	Transitional Housing Units	Family Break-up for Shelter?	Family Leave During Day	Percentage Need Unmet	Turn Away Families?	Turn Others Away?
Boston	0.5	1	increased	decreased	yes	yes	10	yes	yes
Burlington	-10	0.6	same	same	no	no	32	yes	yes
Cedar Rapids	15	-2	same	same	yes	yes	3	yes	yes
Charleston	12	-17	same	increased	no	no	0	no	no
Charlotte	4	4	same	same	yes	yes	15	yes	yes
Chicago	-2.3	10	same	same	no	no	0	no	no
Cleveland	2	2	increased	same	no	no	0	no	no
Denver	20	20	same	same	no	yes	25	yes	yes
Detroit	21	23	same	increased	no	yes	10	yes	yes
Kansas City	9	na	increased	increased	no	no	49	yes	yes
Los Angeles	16	13	increased	same	yes	yes	54	yes	yes
Louisville Metro	-25	-21	same	increased	yes	no	100	yes	yes
Miami	10	20	same	same	yes	yes	10	yes	yes
Nashville	7	15	same	increased	yes	no	10	yes	yes
New Orleans	na	22	same	same	yes	yes	10	yes	yes
Norfolk	-2	15	same	decreased	yes	yes	29	yes	yes
Philadelphia	8.5	-1.4	increased	increased	no	no	0	no	no
Phoenix	0	0	decreased	decreased	no	no	28	yes	yes
Portland	4	1	increased	increased	yes	yes	18	yes	yes
Providence	24	6	same	increased	yes	yes	15	yes	yes
Salt Lake City	17	23	same	same	no	no	29	yes	yes
San Antonio	12	17	increased	increased	yes	no	8	yes	yes
San Francisco	na	-20	decreased	increased	no	no	0	yes	no
Santa Monica	-3	50	same	same	yes	yes	0	yes	yes
Seattle	na	0	increased	increased	yes	yes	0	yes	yes
St. Paul	20	4	same	same	no	yes	1	no	yes
Trenton	15	16	increased	increased	yes	no	5	yes	yes

# Composition of the Homeless Population

City	Families	Men	Women	Youth	African-American	White	Hispanic	Asian	Native American	Mentally Ill	Substance Abusers	Employed	Veterans	Single Parent Families	Family Members who are Children
Boston	38	53	8	1	42	39	18	0	1	30	46	44	17	90	59
Burlington	43	34	4	19	8	77	5	0.5	3	20	18	28	3	40	60
Cedar Rapids	62	17	15	6	27	61	2	1	2	43	32	50	13	83	65
Charleston	26	65	8	1	49	46	5	0	0	42	33	69	32	79	30
Charlotte	45	29	23	3	65	23	7	2.5	2.5	28	55	32	25	83	8.2
Chicago	12	44	43	3.5	75	13	8.7	0.4	1.5	31	61	25	2.9	79	67
Cleveland	25	54	20	1	0	0	0	0	0	25	40	20	18	98	70
Denver	58	28	11	3	35	39	21	1	4	30	50	30	14	80	42
Detroit	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Kansas City	100	0	0	0	0	0	0	0	0	26	44	0	10	88	61
Los Angeles	41	37	16	5	50	14	33	2	0.1	16	34	16	15	61	39
Louisville Metro	16	56	18	10	43	44	4	1	7	14	11	22	19	38	9.6
Miami	11	70	19	0	46	31	22	1	0.2	0	0	0	0	90	65
Nashville	8	79	13	1	53	42	4	1	0	11	15	12	13	90	50
New Orleans	35	44	16	5	67	29	2	0.5	1	25	42	22	25	65	55
Norfolk	33	56	11	0	73	24	3	0	0	10	15	16	14	91	66
Philadelphia	50	38	12	0	77	13	6	0	0	0	0	0	0	93	69
Phoenix	41	59	0	0	0	0	0	0	0	0	0	0	0	0	0
Portland	39	38	21	2	19	62	14	2	3	18	30	12	8	65	63
Providence	0	0	0	0	0	0	0	0	0	0	0	0	0	0	25
Salt Lake City	51	36	13	0.02	7	63	21	1	3	8	15	0	8	78	62
San Antonio	38	46	12	4	19	35	45	0.5	0.5	19	13	26	13	47	43
San Francisco	4	69	26	1	53	21	23	0.5	0.5	0	0	0	0	60	55
Santa Monica	0	72	28	0	24	52	19	2	3	0	0	0	0	0	0
Seattle	24	46	13	2	29	34	10	2	3	22	26	17	0	78	24
St. Paul	20	60	14	0	47	36	9	1	5	0	0	0	0	78	61
Trenton	45	35	13	1	72	21	6	0	1	7	8	0	0	92	75

## Shelter Beds, Transitional Housing Units, SRO Housing in the Survey Cities

City	Shelter Beds	Family Shelter Beds	Transitional Units	Family Transitional Beds	Single Room Occupancy Units
Boston	2,867	1,138	1,832	451	5,000
Burlington	75	69	47	21	142
Cedar Rapids	211	133	395	248	34
Charleston	147	97	192	112	22
Charlotte	700	570	1,096	420	64
Chicago	5,860	2,966	3,874	2,986	12,932
Cleveland	1,156	291	981	185	50
Denver	1,007	168	452	188	164
Detroit	2,374	1,325	1,240	992	-
Kansas City	-	294	742	434	-
Los Angeles	3,107	594	4,085	829	1,735
Louisville Metro	533	192	596	422	354
Miami	800	300	1,494	-	-
Nashville	1,111	241	416	173	160
New Orleans	934	109	1,328	155	894
Norfolk	413	127	138	47	-
Philadelphia	2,500	1,600	3,885	1,985	633
Phoenix	1,594	891	4,169	2,511	3,059
Portland	1,005	286	1,670	988	2,251
Providence	-	-	-	-	-
Salt Lake City	970	-	1,189	260	100
San Antonio	1,225	525	951	665	88
San Francisco	1,602	353	208	105	10,934
Santa Monica	454	50	289	22	175
Seattle	2,723	761	4,038	2,634	1,612
St. Paul	-	-	178	198	220
Trenton	597	399	451	1,192	387

# Housing

## Assisted Housing Requests

### Requests for Assisted Housing by Low-income Families and Individuals

**During the last year, request for housing by low-income families and individuals increased in 68 percent of the survey cities.** There was a decline in New Orleans, Phoenix, Louisville Metro, and Boston while the result remained the same in Burlington, San Francisco, Seattle and Norfolk.

Among the comments from the city officials on the number of requests for assisted housing by low-income families and individuals :

**Boston:** While the turnover rate for assisted housing continues to be very low, the number of homeless individuals and families continues to rise. Last year and with HUD approval for the first time the Boston Housing Authority (BHA) closed its waiting list in order to transition to a site based waiting list. The Boston Housing Authority manages 63 public housing developments, a few of which have both state and federal components. The BHA owns and manages some scattered site properties throughout the city as well. Of the 63 developments, 37 are designated as elderly/disabled developments and 26 are designated as family developments. Three of the 27 family developments have elderly/disabled housing on site and one elderly development has designated units for families. The BHA currently owns or has some oversight authority for approximately 14,000 units of housing in Boston and houses about 27,000 people under the public housing program.

In addition, the authority administers approximately 11,000 rental assistance vouchers that allow families to rent in the private market and apply a subsidy to their rent. With this assistance, residents are able to pay approximately 30-40 percent of their income toward rent with the BHA paying the remainder. The BHA provides housing to roughly 25,000 people under this program. However, this total of approximately 25,000 units of low-income and subsidized housing is less than one-half of the estimated 50,714 units of housing needed by Boston families earning below 30 percent of Area Median Income (AMI).

There are nearly 100,000 families below 80 percent of AMI in the city, with roughly one-half of that amount below 30 percent AMI, and the remaining half evenly split between families between 30 to 50 percent of AMI and those between 50 and 80 percent of AMI. Roughly 37 percent of this housing need is met by the above-mentioned assisted housing offered by the BHA. The BHA and other non-profit housing assistance programs have fully utilized all of their allocated Section 8 vouchers. If the federal government fails to fund any new Section 8 vouchers,

with Fair Market Rents out of reach for so many the numbers of families applying for public housing will doubtlessly continue to rise.

Of 4,500 families on BHA Section 8 tenant-based assistance waiting list, 97 percent are classified as extremely Low-Income at under 30 percent of Area Median Income. Without movement on the Federal level on the Section 8 crisis, the BHA estimates that a mere 500 vouchers will become available in the next year as current participants end participation this program. That number would serve only 12 percent of the nearly 4,500 Extremely Low-Income families currently on the BHA's waiting list for tenant-based vouchers.

**Cedar Rapids:** The department stopped pulling names from the waiting list in March 2004, and anticipates that the waiting list won't be accessed again until July 2005.

**Charleston:** Surrounding cities have been demolishing substandard housing and beginning the process of gentrification. This has created a greater demand within the city for housing.

**Chicago:** The Chicago Housing Authority (CHA) reports an increase in the number of walk ins and phone calls from last year requesting housing assistance by low-income families and individuals. This increase is due to the finalization of rehabilitated senior sites.

**Cleveland:** The public housing waiting list went from 8569 to 9287 between July 2003 and July 2004.

**Denver:** A tremendous lack of affordable housing continues to be the most urgent need in the metropolitan area for our low-income residents. With an economy that is still struggling and jobs that do not pay a living wage, many people simply cannot afford to pay the amount of rent the market still demands.

**Kansas City:** According to the Housing Authority of Kansas City, requests for assisted low income housing for families and individuals increased. Unemployment and underemployment coupled with a poor economy contributes to the increased demand.

**Los Angeles:** Section 8 Housing Choice Voucher Program: The registry for a Voucher application closed on 10/8/04. It totals 94,164 households. From 1/1/04 to 10/8/04, 19,991 households registered. In 2003, 54,205 households registered. The last waitlist interview was 7/31/03. The last waitlist voucher issuance was 8/29/03. Early 2004 news reports that the Housing Authority was no longer issuing Vouchers may have lowered registrations from the 2003 rate. Public Housing and Senior/Disabled buildings: 8,988 applications were received in the first ten months of 2004. The 2004 rate of application receipt is about ten times the anticipated 2004 unit turnover rate. On 10/31/04, a total of 24,981 applicant households were awaiting their first interview.

Population growth plus low housing production, very low affordable housing production, and a trend toward more growth in lower wage jobs results in a demand that exceeds supply, and housing cost trends that outpace income trends. California is ranked the least affordable state in a National Low Income Housing Coalition (NLIHC) analysis of the U.S. Census Department's 2003 American Community Survey (ACS). The 2003 ACS reports that L.A. County has a lower median income than the State, and Los Angeles has a lower median income than the county; that

59.6 percent of city households are renters; 51.3 percent of renters pay over 30 percent of their income as rent; and 27 percent pay over 50 percent of their income as rent. City studies have reported overcrowding as a serious problem in Los Angeles since at least the late 1970s.

**Louisville Metro:** For the period of October 2003 through September 2004, Metro Human Services, through its services at Neighborhood Place sites reported a decrease in the number of homeless assessments for families seeking services from 370 to 292 (or 21 percent). The number of homeless assessments for individuals seeking services also reported a decrease from 235 to 131 (or 44 percent).

**Nashville:** The data is mixed. MDHA: decreased public housing applications taken in 2004 - 3,060; in 2003- 3,629. Section 8 demands increased, as more agencies that work with persons with disabilities made referrals for their clients. When MDHA opened the waiting list for Section 8 in June & July of 2004, over 4,500 applications were received.

**New Orleans:** Overall, there was a decrease in demand for assisted housing under the Housing Authority of New Orleans (HANO) Public Housing and Section 8 Programs based on waiting list statistics. While both programs continue to receive a constant stream of housing inquiries, the Section 8 and a majority of the Public Housing site-based waiting lists are closed. Section 8 and Public Housing Programs waiting lists have decreased due to the placement and purging processes, but this does not reflect the daily request for housing assistance. (HANO is currently unable to document the number of requests since our residents and the general public has not been given an opportunity to apply for assisted housing. The waiting lists had to be closed due to the high volume of the original inquiries.)

**Norfolk:** The Norfolk's Redevelopment and Housing Authority's waiting lists have remained closed and have not accepted any applications.

**Phoenix:** Tourism decline, in-state migration, metro growth, service economy based job loss all impacted the request for housing.

**Portland:** According to the Housing Authority of Portland (HAP), during the one week in September 2002, when HAP accepted new applications, 8,900 households applied for Section 8 assistance, an increase of 4,900 or 98 percent over the year 2000. Now that our waiting list has been closed for over two years, it is hard to gauge the total number of households that would request Section 8 if it was available. Still, HAP receives 240 contacts a week from people requesting Section 8.

The Public Housing program has continued to receive a large number of new applications since the Section 8 wait list was closed. HAP opened the Severe Housing Need Priority system for a three- month cycle from Feb 2004 - April 30, 2004 and received over 300 Severe Housing Needs applications. At this time, the average wait on the waiting list has increased from 48 to 60 months (estimation).

As of October 2004, the Public Housing wait list is closed while HAP works to transition to a site based wait list system, evaluates the Severe Housing Need priority system, and works to house as many applicants as possible in the current system. The new Site Based system is geared to open up in April of 2005.

**Providence:** The National Association of Realtors ranked Providence "one of the hottest places to live in the country," which is great news as a homeowner selling their home but difficult for those who have no shelter and are looking to buy or rent. The professional mandated statistical revaluation of our property during the same period confirmed this: every one of our 25 neighborhoods had an increase in valuation (Cole Layer and Trumble of Ct. conducted our rival.) When the city's median income is \$26,867 compared to the state's median income of \$52, 781 - the challenges become obvious.

**Salt Lake City:** All programs experienced increased needs, except for Section 8 vouchers which were closed to applicants.

**San Antonio:** The San Antonio Housing Authority (SAHA) has reported receiving an 8.74 percent increase in requests for public housing.

**San Francisco:** The Section 8 wait list is currently closed and no new requests have been made. However, the Public Housing wait list is open and continues to receive applications daily. On average, they receive 100 applications per month.

**Santa Monica:** Given the on-going cuts in the Section 8 program and the recent \$19 million cut in the SPC program nationwide, it is likely that without additional local resources neither the Section 8, HOME or SPC programs administered by the HA will be able to maintain its current level of housing assistance in our high cost rental market place. HUD's on-going policy of not allocating the total amount of rental assistance funding approved by Congress compounds the funding dilemma.

**Seattle:** Despite having closed our wait lists for the Section 8 Housing Choice Voucher Program and two Section 8 New Construction buildings, the Seattle Housing Authority receives about 400 applications per month for other housing programs, including Low Income Public Housing and our locally financed Seattle Senior Housing Program.

**St. Paul:** Applications are no longer being taken. It is an assumption that the closed lists mean the demand continues to increase.

## The Wait for Assisted Housing

Applicants in the survey cities must wait for public housing for an average of 20 months from the time of application until they actually receive assistance. The average wait for Section 8 Certificates is 30 months, for Vouchers 35 months.

- For **public housing** the average wait ranges from 6 in Charleston, 5 in Trenton, 24 in New Orleans, 3 in Nashville, 9 in Burlington, 24 in Phoenix, 24 in San Francisco, 60 in

Portland, 24 in St. Paul, 12 in Denver, 30 in Kansas City, 18 in Salt Lake City, 23 in San Antonio, 24 in Miami, 24 in Philadelphia, 15 in Boston, 22 in Norfolk.

- For **Section 8 Certificates** the average wait ranges from 18 in Charleston, 36 in Trenton, 24 in St. Paul, 24 in Denver, 36 in Kansas City, 60 in Miami, 18 in Boston .
- For **Section 8 Vouchers** the average wait ranges from 72 in Trenton, 12 in Nashville, 36 in Burlington, 48 in Phoenix, 16 in San Francisco, 24 in Portland, 36 in Cedar Rapids, 24 in St. Paul, 36 in Kansas City, 12 in Santa Monica, 18 in Salt Lake City, 27 in San Antonio, 60 in Miami, 24 in Philadelphia, 84 in Chicago, 36 in Boston, and 30 in Norfolk.

Among the comments from the city officials on the wait for assisted housing:

**Boston:** Public Housing vacancy rates continue to be extremely low, and without modernization money from HUD, availability of units will continue to be extremely scarce. Section 8 certificates have been frozen for more than a year due to the Federal Section 8 crisis. Lastly, the Massachusetts rental Voucher Program has been underfunded for years and has lost more than 1900 vouchers due to attrition. these vouchers do not offer a deep enough level of housing subsidy for the extremely expensive Greater Boston rental market.

**Burlington:** The Public Housing wait list is approximately 6 months for elderly/disabled and 12 months for families.

**Charleston:** The city runs a robust and innovative program for public housing. Shortages and long wait times are minimized by their Transitional Housing Programs.

**Chicago:** CHA has not pulled anyone off of the waitlist for vouchers since 2003 since CHA is using vouchers for relocation.

**Cleveland:** Public housing waiting time varies depending on the type of unit. Waiting time for the elderly is relatively short. Family units have 1 to 2 year waited. The wait for non-elderly one bedroom units can exceed two years. Over half of the waiting list is for 1 bedroom units.

**Denver:** In addition to the long waiting lists for public housing and Section 8 vouchers, there is a significant housing need for youth that are homeless or transitioning out of foster care.

**Los Angeles:** Public Housing: Depends on Bedroom size needed. Estimated waits to first interview range from 6 to 10 months for 5 bedrooms, 19 to 24 months for 2 bedroom, 36 or more months for 3 or 4 bedroom, to 48 or more months for 1 bedroom. The Housing Authority is not currently projecting Voucher issuance dates because we are currently over-leased, and because of the uncertainty for future funding levels.

**Louisville Metro:** Public housing, Section 8 and vouchers are currently at full capacity. Because of our new Clarksdale Hope VI Program and the relocation involved with those families, LMHA has a freeze on all units.

**Nashville:** The wait for Public Housing is: 30-90 days (60 days if applicant takes available housing). MDHA; Salvation Army: 6-9 months, vouchers -12 months

**New Orleans:** For Public Housing the average wait varies by the bedroom size, but the estimated average is 24 months or longer. The Housing Authority of New Orleans accepted over 19,000 applications during the months of June 2001 and July 2001 for the Section 8 Housing Choice Voucher Program. Applicants were assigned "lottery numbers". The Authority is

currently issuing vouchers from that pool of applicants and has called in applicants with lottery numbers through 6400.

**Phoenix:** We have section 8 vouchers (not certificates) with an average wait of 48 months.

**Portland:** The Housing Authority of Portland uses a lottery system for the Section 8 Voucher Program. Also, some vouchers have been reallocated to project based housing. It will take several months to absorb the impact of those new projects, at which time HAP will begin to provide vouchers to new participants in our tenant-based program. Some households may be lucky and receive a voucher within six months. Others will not receive a voucher for 24 or more months. We estimate that households may face up to a five year maximum wait for a voucher, based on the sharp decrease in people moving off the program (due to the depressed local economy) and federal reductions in the voucher program.

In previous years, HAP could expect to get at least a hundred or more new vouchers from HUD each year, and more people left the program. The waitlist for public housing continues to undergo significant changes. Over the last year, HAP has relocated all HOPE VI/Columbia Villa residents and implemented a temporary Severe Housing Need criteria. Now HAP is moving to a site-based system. We hope this increase in tenant choice will allow applicants the potential for reduced waits.

**Providence:** Nine hundred forty-four families wait-listed; 3,600 families are on pre-App. list

**Salt Lake City:** Families needing 4 and 5 bedrooms take long to place, as there are fewer units with these bedrooms.

**San Francisco:** The Section 8 Program is currently fully leased up and has commitments for Project-Based Voucher Assistance that will obligate attritioned vouchers to the middle of 2006.

**Santa Monica:** The Housing Authority does not own any public housing. Vouchers are only re-issued when a current participant leaves the Section 8, HOME and SPC rental assistance programs. Even this policy is currently in jeopardy given the magnitude and on-going nature of HUD related funding cuts and the current Administration's policy of reducing the federal deficit by 50 percent by cutting domestic programs. The policy appears not to be sustainable without either a deflation in the cost of rental housing in Santa Monica or increases in housing assistance through local funding sources.

**Seattle:** The wait for public housing is: 12-24 months. Section 8 certificates are being converted to Vouchers upon turnover, and no new Certificates are being issued. Vouchers: 5-6 years. Seattle Housing Authority's Housing Choice Voucher wait list is closed until at least July 1, 2005.

## Cities Which Stopped Accepting Applications for Assisted Housing Programs

**Fifty-nine percent of the cities have stopped accepting applications for at least one assisted housing program due to the excessive length of the waiting list.**

Among the comments from the city officials on the closing of assisted housing program waiting lists:

**Boston:** This year for the first time ever the Boston Housing Authority closed its waiting lists for both public housing and the Section 8 program. The BHA stopped accepting applications for its public housing program in May, 2004 in order to implement a site-based waiting list and install a new computer program to better handle the data that the BHA must retain and process. At the time that the BHA closed the public housing waiting list, there were approximately 22,000 applicants on the list. After extensive outreach to families on the original list, the updated list includes approximately 15,000 applicants.

The BHA stopped accepting applications for the Section 8 program in May, 2004 due to lack of available vouchers and the number of families on the list. The BHA's Section 8 program is currently fully utilized with no vouchers available to applicants, other than vouchers that become available through turnover. The number of families on the list, which was 9,000 at the time the list was closed, and with the lack of funding for additional vouchers, the BHA determined that the list should be closed. After extensive outreach to households on the list, there are approximately 4500 applicants on the updated list.

**Chicago:** The HCV waitlist has been closed since 1997. There are approximately 13,000 families on the waitlist. CHA does not anticipate opening the waitlist in 2005. The majority of CHA senior properties are taking applications and leasing.

**Cleveland:** The waiting list for Housing Choice (Section 8) Vouchers has been closed since the last lottery in July 2001. Approximately 6000 on the current list remain to be housed before a lottery will be held for new applicants

**Denver:** Lists continue to open and close intermittently.

**Kansas City:** The Housing Authority of Kansas City continues to accept applications for housing assistance. Applicant names are kept on a waiting list.

**Los Angeles:** Section 8 Housing Choice Voucher Program: Registry closed on October 8, 2004. Registry numbers just over 94,000 households. Public Housing and Senior/Disabled buildings: Applicant waitlist remains open – interviews, leasing referrals, and withdrawals ongoing.

**Nashville:** Housing Choice Vouchers list is closed.

**New Orleans:** Section 8 Housing Choice Voucher Program list is closed.

**Norfolk:** Waiting lists for Public Housing and Section 8 Housing Choice Voucher Programs. Anticipated cuts in the Department of Housing and Urban Development's budget are expected to increase these waiting lists.

**Philadelphia:** Housing Choice Vouchers waiting lists are closed.

**Portland:** The Section 8 Housing Choice Voucher program is closed. It may take up to five years or more to reach all on those on the waiting list. The Public Housing waiting list for all households is temporarily closed until April when HAP launches the new site-based management

system, but the Public Housing list for single adults who are not elderly or disabled has been closed since 1998.

**Salt Lake City:** All programs are open to applications, except for Section 8 vouchers which were closed January 2004 and will reopen in 2005.

**San Antonio:** The waiting list for Section 8 Housing at the Housing Authority of Bexar County has been closed since January 2002. The waiting list for Section 8 Housing at the San Antonio Housing Authority closed in February 2003. The public housing waiting list is still open.

**San Francisco:** Section 8 Wait List is closed. Public housing remains open.

**Santa Monica:** Section 8 and Inclusionary Housing Waiting List (this list re-opened in July 2004).

**Seattle:** The Seattle Housing Authority has closed the wait list for Housing Choice Vouchers (Section 8) and two Section 8 New Construction buildings totaling 151 units. SHA continues to collect applications on open wait lists for public housing and locally-funded senior housing, and calls applicants from those wait lists as housing units become available.

**St. Paul:** Only senior housing accepts applications in St Paul

**Trenton:** Section 8 housing; other subsidized housing (i.e. Cityside, Oakland Park Apartments, North 25, etc.) Waiting lists are closed.

## People Served by Assisted Housing

**An average of 32 percent of the eligible low-income households is currently being served by assisted housing in the survey cities.**

## Average Percentage of Income that Low-Income Households are Spending on Housing

**Officials in the survey cities estimate that low-income households spend an average of 45 percent of their income on housing.**

## City Data on Housing

City	Housing Requests	Public Housing Wait (months)	Section 8 Certificates Wait (months)	Section 8 Vouchers Wait (months)	Stopped Accepting Applications	Percent of Need Met
Boston	decreased	15	18	36	yes	71
Burlington	same	9	0	36	no	85
Cedar Rapids	increased	0	0	36	no	46
Charleston	increased	6	18	0	no	42
Charlotte	increased	0	0	0	no	7
Chicago	increased	N/A	N/A	84	yes	10
Cleveland	increased	0	0	0	yes	40
Denver	increased	12	24	0	no	25
Detroit		0	0	0	no	0
Kansas City	increased	30	36	36	no	0
Los Angeles	increased	0	0	0	yes	10
Louisville Metro	decreased	0	0	0	no	0
Miami	increased	24	60	60	yes	31
Nashville		3	0	12	yes	38
New Orleans	decreased	24	0	0	yes	0
Norfolk	same	22	0	30	yes	0
Philadelphia	increased	24	0	24	yes	24
Phoenix	decreased	24	0	48	no	8.5
Portland	increased	60	0	24	yes	31
Providence	increased	0	0	0	no	0
Salt Lake City	increased	18	0	18	no	21
San Antonio	increased	23	0	27	yes	19
San Francisco	same	24	0	16	yes	0
Santa Monica	increased	0	0	12	yes	1.6
Seattle	same	0	0	0	yes	0
St. Paul	increased	24	24	24	yes	55
Trenton	increased	5	36	72	yes	40

# Outlook

## Expected Requests for Food and Shelter

### Requests for Emergency Food Assistance for 2005

**Eighty-eight percent of the survey cities expect their request for emergency food assistance will increase in 2005.**

**During 2005 request for emergency food assistance by families with children are expected to increase in 84 percent of the survey cities.**

Among the comments from the city officials on the demand for emergency food assistance:

**Boston:** High housing, heat and transportation costs will continue to drive more families to seek emergency food assistance. The lack of economic opportunity, especially for those working in the services, hospitality, retail and human services sectors of the economy will continue to disproportionately impact single-parent female heads of household and children. Lack of funding for anti-poverty and homelessness programs will continue as mounting federal budget deficits lead to cuts in discretionary spending.

**Cedar Rapids:** First month of reporting period is reflecting an increase.

**Charleston:** Charleston has a vibrant tourist based economy that produces mainly low paying service jobs for people who have few skills. Pay is frequently not above minimum wage and does not provide health insurance or other benefits. These are the majority of jobs available to homeless individuals.

**Chicago:** The Greater Chicago Food Depository anticipates that the need for food will at least stay at today's levels.

**Cleveland:** With no evidence that job creation will improve locally in the immediate future, the current upward trend is expected to continue. Compounding the problem has been the continued loss of cash welfare payments as a result of 3 year time limits.

**Denver:** There are some small signs that our economy is beginning to recover, so some providers are hopeful that things will remain the same if they do not get better. Most, however, predict that the need will continue to increase.

**Kansas City:** The trend of underemployment and unemployment coupled with a sagging economy tends to suggest that the need will increase in 2004.

**Los Angeles:** As with any food requests, there will always be an increase. The number of resources available to families is limited, whether it be food or shelter resources.

**Louisville Metro:** In the last few months, two major employers announced that they will withdraw 1000 jobs by the end of the year. Minimum wage workers are living hand to mouth and when illness or layoffs occur, there is a greater eviction rate and more stress in doubled up situations. The economic downturn has also increased requests for food assistance.

**Nashville:** Most agencies expect an increase.

**Philadelphia:** The factors that contribute to the need for food do not appear to be abating but increasing. All of the economic indicators point to 2005 being a challenging year for those who are in need of food and other forms of household assistance.

**Phoenix:** Although we do not see an overall percentage increase, we continue to see an incremental increase due to population growth in the area of people living at 100 percent poverty and of those living at 185 percent of poverty (working poor). Many low-income individuals and families migrate to Arizona because of the warm climate and service-based economy, often without jobs or homes, severely straining the public benefits system.

**Portland:** Unless the structural causes of hunger are addressed, the numbers of hungry people in families in Portland will increase. Child care is a major barrier for mothers trying to enter the workforce.

**Providence:** Given our current economy, we anticipate the short-term to continue along the same demand lines for housing and food. As we make progress as a city - with new business and jobs - we expect opportunities to likewise improve, and quality of life to improve for individuals, families and neighborhoods.

**San Antonio:** All the major area food providers predict an increase in requests for food assistance. Low wages are forcing the working poor to continue seeking food assistance. Those on fixed incomes, especially the elderly, face increased costs for basic needs like medication and food, which often cause them to seek help.

**San Francisco:** We are seeing an increase every year. The high cost of living in San Francisco will continue to increase which causes food assistance demand to increase.

**Santa Monica:** If current trends are any indication, there will be greater demand for emergency food assistance in 2005.

**Seattle:** Demand for food varies from one meal program to another and likewise from one food bank to another. It is expected that the emergency food programs will be seeing more varying household needs, such as the need for food stamps (Washington Basic Food Program), health insurance, rent assistance, and other necessities. Families will turn to food banks to assist them in meeting some of their basic household expenses.

**Trenton:** According to the Trenton Area Soup Kitchen, they have seen an increasing number of working people seeking assistance. Also, the amount of low income families is increasing as the amount of affordable housing is decreasing. Therefore, the need for supplemental food requests would increase.

## Forecast of Requests for Emergency Shelter during 2005

**Ninety-two percent of the survey cities expect that requests for emergency shelter to increase in 2004.**

**Seventy-eight percent of the survey cities expect that requests for shelter by families to increase in 2005.**

**Boston:** Despite the strong commitment of the city, housing continues to remain out of reach for low- and extremely low-income individuals and families throughout Massachusetts. Because many communities lack an emergency shelter and services infrastructure, many families in the surrounding communities and across the state are sent or referred to the city for assistance. The Federal Section 8 Voucher crisis affects cities and towns in the Commonwealth of Massachusetts to an even greater degree than other states. With the highest concentration of poverty in the state, the city again bears the brunt of this housing crisis. Without significant new resources, these trends are expected to continue.

**Burlington:** The Section 8 cuts have already impacted the local housing situation, and will continue to aggravate the pre-existing affordable housing crunch. HUD has proposed funding cuts to the Section 8 voucher program that will potentially result in 207 Burlington Housing Authority-assisted households losing assistance in FY05, which represents 12 percent of the total Section 8-funded households in the Burlington area. Cuts of this size would cost Burlington-area renters, homeowners, and landlords \$1.6 million in federal assistance in FY 05 alone. According to an analysis by the Center on Budget and Policy Priorities, the proposed Section 8 budget cuts will result in an estimated 498 Burlington-area households, or 29 percent of the total Section 8 recipients, being removed from the program by 2009. In addition, rising heating costs will strain low-income household resources over the next winter.

**Cedar Rapids:** Surveys conducted over the past several years show minor fluctuations, but generally steady trends.

**Charleston:** Charleston is a beautiful city located on a peninsula between two rivers. The Medical University of South Carolina and the College of Charleston are both in the downtown area. Both institutions have grown and have large demands for housing. Gentrification has taken many neighborhoods which mean that there is less affordable housing available to individuals who are unable to compete for higher income employment. Public transportation is barely adequate for those individuals who are employed in the downtown area and does not operate on the weekends.

**Chicago:** The Chicago Department of Human Services estimates that the number of requests for shelter may increase next year. This is due to likely cuts in social service, income transfer, and housing programs which are directed towards assisting those most likely to be homeless (e.g., the working poor, mentally ill). According to a recent study conducted by local universities, 75 percent of the City's working poor families earned less than \$13,001, the income required to support a one-person family above 150 percent of the poverty line. With a paltry average income of \$13,001, Chicago's working poor families can barely make ends meet, let alone afford the high cost of housing. The Chicago Department of Human Services estimates that the number of requests for shelter may increase for larger families.

**Cleveland:** The same economic factors contributing to hunger will also make an increase in shelter demand likely. Added to this is a continued increase in persons being released from prison back into the community without adequate planning or support from the criminal justice system.

**Denver:** Again, most providers feel the need will increase, especially given a poor economy and large budget cuts at the state and local level.

**Kansas City:** The trend of underemployment and unemployment coupled with a sagging economy tends to suggest that the need will increase in 2004.

**Los Angeles:** Most of our shelters providers expect demand to increase at their individual shelter.

**Louisville Metro:** All agencies, Neighborhood Places and Community Ministries are reporting an increase in requests for services, particularly emergency financial assistance.

**Miami:** The county wide Continuum of Care has additional permanent housing units scheduled to open in 2005.

**Nashville:** Most agencies expect an increase in requests overall as well as specifically for families.

**New Orleans:** Based on increased demand for emergency shelter over the past year for families, we expect this trend to continue or at least stay the same.

**Norfolk:** While the Commission to End Homelessness is currently working to develop a plan to end homelessness in Norfolk within the next 10-years, it is not anticipated that this plan will be implemented and have had time to take affect by the time of the next US Conference of Mayor's report.

**Philadelphia:** Housing unaffordability continues to be a major factor in homelessness in Philadelphia, contributing to households' becoming homeless because they cannot pay the rent, and to their staying homeless longer because they cannot find a new home. Additionally, the economic forecasts point to a similar picture in 2005.

**Phoenix:** Homeless adults in families continue to have difficulty obtaining jobs that pay enough to meet all of their basic needs. The service based economy results in low paying jobs with few benefits. The affordable housing crisis continues to escalate.

**Portland:** Both the state and the city have experienced a severe economic downturn, and governments at all levels have received less tax revenue, especially the housing authority. Mainstream social service systems have faced severe declines in funding and have had to make cuts in services even as the needs have grown. Local sources of revenue to develop and fund truly affordable housing for the poorest are now almost non-existent. The homeless systems and emergency shelters will feel the pressures of these cuts. Lack of living wage jobs and permanent affordable housing, compounded by inadequate shelter capacity, means more people will be in lines and on waiting lists.

**Providence:** Medical, fuel and food costs continue to rise and burden our residents.

**San Antonio:** Agencies are reporting that, as the cost of living continues to rise and affordable housing remains scarce, requests for emergency shelter will continue to rise in the coming year.

**San Francisco:** Given the focus by the Newsom administration to prioritize the expansion of permanent supportive housing for homeless families and single adults, we anticipate a decrease in requests for emergency shelter.

**Santa Monica:** HUD's proposed administration of the Section 8 voucher program will result in more families being left out in the cold. As a result of the Department of Housing and Urban Development's freeze on Section 8 certificates, Santa Monica's permanent housing placements for fiscal year 2003-04 decreased by 8 percent from the prior year (a total of 93 fewer placements). In order to effectively deal with homelessness, the Section 8 housing voucher program should be funded at a level adequate to support all vouchers that can be used, targeted to the lowest income Americans. HUD should be required to distribute Section 8 funds in a manner that allows communities to meet the real costs of running their programs, putting an end to the disruption that HUD's uncertain funding policies have caused over the past six months.

**St. Paul:** Cuts to public programs and the work histories of many homeless suggest that they will remain poor and be the last hired as the hoped for economic improvement occurs.

**Trenton:** According to Catholic Charities, there is a lack of affordable housing and inadequate funding to prevent evictions and foreclosures. The organization will continue to place many low-income families at risk. According to the Trenton Area Soup Kitchen, they expect to see a continued increase in working people and recently unemployed, people coming to the Soup Kitchen for meals and other assistance.

# Impact of the Economy on Hunger and Homelessness

## The Current Effect of the Economy on Hunger and Homelessness

Among the comments from the city officials on the impact of the economy on hunger and homelessness:

**Boston:** The economic downturn has had an enormous impact on these two interrelated issues. Budget cuts negatively impacted human services programs, such as substance abuse treatment, that are the state's safety net. Housing costs have held steady or risen while many Massachusetts workers have struggled with longer-term unemployment or under-employment. As public works projects such as the massive Central Artery Tunnel Project (aka The Big Dig) wind down, lower-skilled workers continue to have great difficulty finding jobs at living wages in other sectors of the economy, such as services and tourism. These factors are reflected in both the significant increase in the number of first time users of hunger relief programs, and increased numbers of Boston families referred to hotels and motels for shelter. The State has increased work requirements for welfare recipients despite fewer job opportunities. The number of families who are denied or exit shelter without obtaining housing has also increased. These families become statistically invisible, but are often struggling in inadequate or unsafe housing situations. As a result, the number of working poor families struggling with extremely high rental burdens also continues to grow, with no relief in sight. As the lack of housing opportunity causes bouts of homelessness of a year or longer in duration, more and more homeless individuals and, increasingly, families now meet the duration of homelessness criteria in the Federal definition of "Chronic Homelessness" as well.

**Burlington:** Burlington weathered the recession relatively well. However, despite low unemployment numbers, a very tight housing market and a relative lack of livable wage jobs combine to put great housing and food security pressures on local residents.

**Cedar Rapids:** While the average hourly wage has increased in the past year, the transitional nature of the existence of most who suffer from hunger and homelessness results in jobs paying lower wage rates. Additionally, cuts in state and federal funding continue to impact available services.

**Charleston:** The shelters in the city have seen a higher number of transient individuals who are moving from state to state looking for employment than in the past few years.

**Chicago:** Local and federal cuts have reduced the capacity of homeless shelters to adequately address the supportive services needs of the homeless in terms of housing, casework services, and other social services necessary to stabilize their living situation. For example, the Chicago Department of Human Services has experienced a three percent reduction in the CSBG grant,

directly affecting the ability of the Department to meet the housing and supportive services needs of homeless individuals and families. In addition, higher unemployment rates, longer periods of unemployment due to economic forces affecting the poor and working poor, will likely increase the demand for homeless services and emergency food. According to a local university, the number of working poor in the city will likely increase, thus straining the capacity of local shelters to handle the increased demand for homeless services.

**Cleveland:** The local economy continues to lose jobs, 8 percent within the county since 2000. Losses have been heavily concentrated in the manufacturing sector, and many resulted from permanent closings where the jobs will not return. Recent Census data indicates that more than 30 percent of Cleveland's population is now below the poverty level.

**Denver:** Many providers are seeing families and individuals seek help for the first time in their lives. Though some rents have decreased with the decline in our economy, most are still out of reach for people that are making little more than the minimum wage.

**Detroit:** The strong economy does not appear to be evidenced in our community. Providers are seeing more people homeless as a result of the economy. People are still finding it difficult to jobs with adequate pay or have been laid-off because of reduction in force. Providers are finding it difficult to continue services because of decrease in funding from public and private sources.

**Kansas City:** Underemployment and continued layoffs coupled with a sagging economy tends to suggest that we will see increased participation of new families in assistance programs. We are seeing an increase, as an example, of children participating in our child nutrition programs. We base this observation on the fact that our operating budget jumped by 232 percent. Harvesters have also reported that their member agencies are now seeing new families now requesting food assistance. The trend of manufacturing jobs fading away to low paying service jobs tends to suggest that demand will rise in the future.

**Los Angeles:** Our local Emergency Food and Shelter Board receive feedback from agencies that there are never enough food resources for the amount of low-income and homeless individuals in Los Angeles County. EFSP looks at the poverty rate based on the 2000 Census data and because the area is not as densely populated, they do not receive as much money, when in reality they have just as much poverty as some other areas, if not more. So the services that are provided there are exhausted long before all people are served.

**Louisville Metro:** Some 11,032 men, women and children used homeless services in Louisville Metro in 2003. 28 percent of these lost their homes due to job loss; 26 percent who lost their homes were working. 9.2 percent of people living in shelters said they have a college education. The poor economy contributed to these numbers.

**Miami:** Because of the strong economy, we have seen an increase in revenues being generated by the food and beverage tax.

**Nashville:** Generally, agencies have seen a negative impact. Belmont Church: you can't starve in Nashville. Community Care Fellowship: The impact has been devastating to those who lose their housing because of job loss. These people are not equipped to stay on the streets. Edgemoor UMC/ Luke 14: 12: More employers are turning to day labor in place of employment; therefore

we expect an increase in the number of marginally employed expecting assistance. Nashville CARES: It continues to be more and more difficult to find appropriate funding resources to maintain the level of assistance for clients of Nashville CARES. Due to the decline in the economy, private and corporate donations have significantly decreased, leaving the burden of funding for food and shelter programs on public/government sources. Unfortunately, this funding continues to be inadequate to meet the need. Nashville Rescue Mission: low paying jobs cause more demand for housing. Oasis Center: Sliding economy, low wages and other economic factors have contributed to hunger and homelessness. Salvation Army: Not that positive, must have boost from feds in employment ranks. Second Harvest Food Bank: Most families we serve are working, but at part-time jobs and do not have benefits. They are struggling from month to month and living paycheck by paycheck. In most cases, both parents work. Single families specifically deal with lack of education, job training and life skills and lack of motivation to get out of the cycle.

**New Orleans:** The unemployment and poverty rates in our city have not improved over the last year, resulting in a continued demand for homeless services. In addition, continued displacements from HOPE VI projects have increased requests for homeless services.

**Norfolk:** The unemployment rate in the city continues to be substantially higher than the State of the Virginia and national rates. In September 2004 the unemployment rate in the city was 6.7 percent (Virginia Employment Commission). The unemployment rate in Virginia was 3.3 percent and the national rate was 5.1 percent.

The unemployment rate in Norfolk in October 2004 was 6.5 percent. In October 2003 the unemployment rate was 6.1 percent in Norfolk. This increasingly higher rate of unemployment has contributed to the extent of the problem of homelessness in Norfolk. This has been one factor in shelter stays becoming longer as persons who are homeless have a harder time obtaining the resources they need to obtain affordable housing.

**Philadelphia:** More families with children are either unable to afford the rents for safe, decent housing in Philadelphia and are therefore unable to move out of emergency shelter; or are living in their own homes but in need of food to see them through the month. We are constantly working to implement creative solutions to both a lack of housing and a lack of adequate food. Food cupboard coordinators are becoming creative in stretching their resources to serve more people as is the food provider network; we have decreased the wait for families to receive the shelter-based services they need to help them move back into their communities, and we are implementing more "housing first" programs while pushing to increase the utilization rates of all of the housing resources available to us. Particular trends seen this year for families needing food assistance are families who have experienced losses in income and face higher costs for the very basics of survival, and families whose spouse/family provider is in the military. Additionally, increased numbers of seniors are in need of food assistance and the Islamic community recently has come forth requesting food aid, experiencing difficulties since 9/11 due to lost jobs/denied assistance.

**Phoenix:** Food banks have had to diversify their resources and look at how they do business in order to maintain the nutritional, as well as, the quality of service to clients. Homelessness appears to have increased with continued job loss. Untreated mental health and substance abuse

issues continue to propel people into homelessness and appropriate services are not available to meet the need.

**Providence:** We have not met with any decrease, as the economic upturn spoken about does not translate itself to the Northeast as it has to other parts of the country. The correlation would be clear.

**Salt Lake City:** Increased costs of housing, food, transportation and health care have put pressure on families to meet basic needs, with some falling into homelessness.

**San Antonio:** Unemployment in San Antonio decreased in the last year, but many employed individuals do not make enough income to support themselves or their families. Individuals, especially those living just above the poverty line, have been hit hard by the increased costs of fuel and health care.

**San Francisco:** With this economy more people are hungry and at risk of homelessness, that means the budget of the city is stretched to cover more people. San Francisco has decided to maintain a minimum level of service during this difficult economy. Also, with the dearth of jobs available to low-income and homeless San Franciscans, the services and housing programs that the city funds have become an increasingly critical safety net.

**Santa Monica:** Service providers report that the downturn in the economy has resulted in an increased number of homeless people and longer episodes of unemployment and homelessness. Public and private funding of homeless services has decreased and/or become more competitive.

**Seattle:** Emergency meal and emergency shelter programs continue to be at or near capacity. Rising housing costs, particularly at the lowest end of affordable housing, are limiting movement of families and individuals out of shelter and transitional housing. Rising health care costs and growing gaps between costs of health care and reimbursement rates is affecting access for persons to quality health care and the ability of nonprofit health care providers to continue service.

**St. Paul:** The struggle to survive has become very grim for many homeless. Many companies with marginal jobs have closed and correspondingly put the hope of thriving further into the future for many homeless that dared to hope previously.

**Trenton:** According to the Rescue Mission of Trenton, the loss of EA, increase drug use and mental health issues and low-paying jobs contribute. According to Catholic Charities Emergency Services over the past two years the demand for food among emergency services clients has increase by 56 percent. Current levels of need support a continuation of this trend in the coming year. Low-income families have seen on monetary benefit with which they can adapt to the present economy, and those families on TANF have seen their income reduced or at the least merely maintained.

# Expected Effect of the Economy on Hunger and Homelessness

Among the comments from the city officials on how hunger and homelessness:

**Boston:** The Mayor's Office of Jobs and Community Services recently announced the highly successful results of the initial \$3 million commitment of the Neighborhood Jobs Trust programs, and are issuing another \$1 million from this fund to increase employment and training opportunities, job skill development and job opportunities throughout the city. Strategies to increase utilization of federal hunger relief programs will have a significant impact on hunger as well. However, the economic downturn and sluggish recovery will continue to have a negative impact on job growth, as well as state revenues, and thus to local aid to the city.

The state is again projecting a nearly \$1 billion deficit. With another extremely tight budget year ahead, human service programs that often prevent homelessness or create a pathway of economic opportunity will continue to be inadequately funded. Resources necessary to create economic and housing opportunity for low-income citizens will continue to be extremely difficult to obtain.

Boston Mayor Thomas M. Menino continues to make affordable housing a top priority of his administration. Earlier this year, the Mayor announced an unprecedented \$10 million Homeless Initiative as part of his comprehensive four-year Leading the Way II Housing Strategy. On the Federal level, the Section 8 Crisis, insufficient resources for HUD's other low-income housing production programs, sky-rocketing Federal budget deficits, unfunded federal mandates to States and increased costs for homeland security and defense will continue to undercut the Administration's stated objective of helping America's cities end homelessness.

**Burlington:** Shrinking resources for affordable housing development will mean fewer new units available. The Section 8 cuts have already forced the closing of two programs (the "fast track" program for domestic violence victims and the Rental Opportunity Center, which recruited landlords for Section 8 voucher holders). High fuel costs mean high home heating costs, increasing the strain on low-income households.

**Cedar Rapids:** An increase in employment is expected, which should positively affect those in the city. Agencies providing services continue to work with state and federal agencies to secure adequate resources. Meanwhile, the city is working with other local entities to streamline our efforts to assist.

**Charleston:** The economy in Charleston is good and jobs are growing but they are low wage jobs with few supports in place to help families and disabled individuals. Individuals and families no longer talk about owning their own home - only about surviving from day to day. The divide between those who have fallen into extreme poverty and those who are considered in the middle class has become accentuated over the past ten years. With this divide, communities are likely to experience a growth in unlawful activities.

**Chicago:** Local and federal cuts will likely reduce the capacity of homeless shelters to adequately address the supportive services needs of the homeless in terms of housing, casework services, and other social services necessary to stabilize their living situation.

**Cleveland:** Until there is a significant increase in the number of local jobs paying decent wages, current trends will continue.

**Denver:** Our current problems (lack of affordable housing, lack of livable wages, etc.,) will continue unless significant changes can be made. We are hopeful that our city's Homeless Commission will take the initiative to make those changes.

**Kansas City:** The city, like most cities across the nation, has been hard hit by the economic downturn. The consequence has been that we have had a greater demand for both food and housing assistance. According to providers, the people now applying for help are now often "first time" applicants. The pool of first time applicants may diminish if economy turns upward and people are able to find replacement jobs with comparable or above, pre-layoff wages.

**Los Angeles:** It is not likely to significantly improve unless a major expansion of the local economy occurs and many persons find jobs to pay for shelter and food and other necessities.

**Louisville Metro:** Our local utility raised energy costs this year. Electricity increased by 10 percent and natural gas increased 70 percent. Meter charges also increased. In addition, our water company increased rates. Even when Section 8 is available (it is now at capacity), landlords require clean credit checks prior to rental, and it is increasingly hard for families to qualify. In the case of single men, the most prevalent barrier to qualifying for a rental agreement is the police records check. For the Louisville Metro area, statistics on foreclosures indicate a dramatic upsurge of 71 percent, from 1,262 in 2002 to 2,161 in 2003.

**Nashville:** Generally, agencies see the economy creating more people making less money, enhancing the demand for shelter and services. Campus for Human Development: Reduction in TennCare, cutback of fed service dollars, poor economic job outlook, and more folks on economic edge. Community Care Fellowship: If next year remains the same, we will see a larger group of people coming to the streets; with our lack of shelters, people who are new to being homeless will find themselves walking the streets.

Nashville CARES: As unemployment increases and the overall economy worsen, more people in Nashville will find themselves in need of emergency assistance with both food and housing issues. If the economy begins to improve, the residual effect on clients served by this agency will linger for some time.

Nashville Rescue Mission: If the economy continues on its upward spiral, people without addictions will leave the ranks of homelessness. Salvation Army: Should see improvement if economy continues to improve. Second Harvest Food Bank: We expect more persons to ask for assistance. With the marketing of 2-1-1 and more persons in need becoming aware of this information, most cities and nonprofits have seen a tremendous impact in the need for emergency food. With more businesses trying to achieve more with less (bottom line), I think we will see more persons working part-time jobs with no benefits. We will continue to address the needs of single-parent families. With the cuts in Metro budget and Metro Social Services, I think many nonprofits will see an influx of persons needing assistance. Our service area has increased from 38 to 46 counties, and we have seen a tremendous increase in persons in need in the rural Tennessee area. They have fewer jobs and a lot less social services resources than our fellow Nashvillians.

**New Orleans:** Until the unemployment and poverty rates start to decline, we anticipate having continued demand for homeless services. This problem is exacerbated with the difficulty of finding decent, affordable low-income housing. In addition, a high percentage of the city's residents are earning minimum wage, which makes it difficult to maintain housing.

**Norfolk:** If the unemployment rate continues to increase, it should be expected that the number of people requesting food assistance and who are becoming and staying homeless would not decrease.

**Philadelphia:** We continue to expect that the current state of the economy will push more poor people to lower depths of poverty and as a result we will see increases in the numbers of families and individuals requesting emergency shelter while those already in shelter will stay longer as options to move out are scarce. Food cupboards also expect continued high rates of need as the factors that contribute to households' needing emergency food continue unabated (high medical bills, un- and under-employment, and grandparents raising grandchildren). We expect to see more families whose spouse/provider is in the military as the war continues. However, services will continue and creativity and partnerships will ensure that, to the best of our ability, we will not turn anyone away.

**Phoenix:** Unless there is an improvement in wages, people will continue to seek ongoing supplemental food assistance from food banks in order to stretch their limited funds. Without an increase in affordable and permanent supportive housing, mental health and substance abuse services, and jobs with adequate pay and benefits, homelessness will continue to increase and service providers will continue to serve at capacity while turning persons away.

**Providence:** We anticipate the numbers to parallel or reflect even greater instances of homelessness and hunger.

**Salt Lake City:** We anticipate the demand for all services to increase with no increase in funding from all sources.

**San Antonio:** It is expected that fuel prices, health care premiums, and utility costs will continue to rise. As a result, individuals who earn low wages will likely struggle in 2005 to meet their basic needs. Services providers again expect to receive increased requests for assistance. In order to meet the challenges of providing basic necessities to the disadvantaged and transitioning these individuals to a more stable living situation, the city is working with consumers, service providers, and community leaders to provide both short-term solutions and a long-term vision to address chronic homelessness.

**San Francisco:** Without a serious improvement in the economic health of the city, we will continue to see homeless programs stretched thin and unable to meet the needs of our residents. This will be exacerbated by a lack of jobs for the most vulnerable San Franciscans.

**Santa Monica:** Rising housing costs with local and Federal cuts in funding to social service programs combines to make it even more difficult to serve those on the brink of homelessness or most in need. With decreased state and federal funding, it will be harder for individuals and families to access necessary services (i.e. mental health, recovery and affordable housing services) imperative to promoting self-sufficiency.

**Seattle:** We saw consolidation of some direct service programs for homeless people in 2004 due to rising costs. There may be more of the same in 2005. Major funding for homeless and food services from Seattle, King County and United Way of King County will remain consistent in 2005. Housing and health costs will continue to impact the ability of low income and homeless persons to find appropriate and safe housing or to receive preventive health care. Statewide budget deficits will be the subject of legislative scrutiny and may affect income support programs for low income families and single adults.

**St. Paul:** The economy is not expected to have any immediate positive impact for homeless.

**Trenton:** The demand will be high. All low-income people and families will need more services to provide them with affordable living standards

# APPENDICES

- CHART – Hunger and Homelessness in America's Cities:  
A Sixteen-Year Comparison
- 2004 Survey Questionnaire
- Survey Cities and Their Mayors





# Hunger and Homelessness in America's Cities: A Sixteen-Year Comparison of Data

Indicator	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
<b>HUNGER</b>																
Increase in Demand for Emergency Food	19%	22%	26%	18%	13%	12%	9%	11%	16%	14%	18%	17%	23%	19%	17%	14%
Cities in which Demand for Food Increased	96%	90%	93%	96%	83%	83%	72%	83%	86%	78%	85%	83%	93%	100%	88%	96%
Increase in Demand by Families for Food Assistance	14%	20%	26%	14%	13%	14%	10%	10%	13%	14%	15%	16%	19%	17%	18%	13%
Portion of Those Requesting Food Assistance who are families with Children	61%	75%	68%	68%	67%	64%	63%	62%	58%	61%	58%	62%	54%	48%	59%	56%
Demand for Emergency Food Unmet	17%	14%	17%	21%	16%	15%	18%	18%	19%	21%	21%	13%	14%	16%	14%	20%
Cities in which Food Assistance Facilities must turn people away	73%	86%	79%	68%	68%	73%	59%	50%	71%	47%	54%	46%	33%	32%	56%	48%
Cities which expect demand for Emergency Food to increase next year	89%	100%	100%	89%	100%	81%	96%	96%	92%	96%	84%	71%	100%	100%	87%	88%
<b>HOMELESSNESS</b>																
Increase in Demand for Emergency Shelter	25%	24%	13%	14%	10%	13%	11%	5%	3%	11%	12%	15%	13%	19%	13%	6%
Cities in which Demand increased	89%	80%	89%	88%	81%	80%	63%	71%	59%	72%	69%	76%	81%	88%	80%	70%
Demand for Emergency Shelter Unmet	22%	19%	15%	23%	25%	21%	19%	20%	27%	26%	25%	23%	37%	30%	30%	23%
Cities in which Shelters must turn people away	59%	70%	74%	75%	77%	72%	82%	81%	88%	67%	73%	56%	44%	56%	84%	81%
Cities which expect Demand for Shelter to increase next year	93%	97%	100%	93%	88%	71%	100%	100%	100%	93%	92%	72%	100%	100%	88%	88%
<b>Composition of Homeless Population</b>																
Single Men	46%	51%	50%	55%	43%	48%	46%	45%	47%	45%	43%	44%	40%	41%	41%	41%
Families with Children	36%	34%	35%	32%	34%	39%	36%	38%	36%	38%	36%	36%	40%	41%	40%	40%
Single Women	14%	12%	12%	11%	11%	11%	14%	14%	14%	14%	13%	13%	14%	13%	14%	14%
Unaccompanied Youth	4%	3%	3%	2%	4%	3%	4%	3%	4%	3%	4%	7%	4%	5%	5%	5%
Children	25%	23%	24%	22%	30%	26%	25%	27%	25%	25%	NA	NA	NA	NA	NA	NA
Severely Mentally Ill	25%	28%	29%	28%	27%	26%	23%	24%	27%	24%	19%	22%	22%	23%	23%	23%
Substance Abusers	44%	38%	40%	41%	48%	43%	46%	43%	43%	38%	31%	37%	34%	32%	30%	30%
Employed	24%	24%	18%	17%	18%	19%	20%	18%	17%	22%	21%	26%	20%	22%	17%	17%
Veterans	26%	26%	23%	18%	21%	23%	23%	19%	22%	22%	14%	15%	11%	10%	10%	10%

# SURVEY CITIES AND THEIR MAYORS

Boston	Thomas M. Menino
Burlington	Peter E. Clavelle
Cedar Rapids	Paul D. Pate
Charleston	Joseph P. Riley, Jr.
Charlotte	Patrick McCrory
Chicago	Richard M. Daley
Cleveland	Jane Campbell
Denver	John W. Hickenlooper
Detroit	Kwame M. Kilpatrick
Kansas City	Kay Barnes
Louisville Metro	Jerry E. Abramson
Los Angeles	James K. Hahn
Miami	Manuel A. Diaz
Nashville	Bill Purcell
New Orleans	C. Ray Nagin
Norfolk	Paul D. Fraim
Philadelphia	John F. Street
Phoenix	Phil Gordon
Portland	Vera Katz
Providence	David N. Cicilline
St. Paul	Randy C. Kelly
Salt Lake City	Ross 'Rocky' C. Anderson
San Antonio	Edward D. Garza
San Francisco	Gavin Newsom
Santa Monica	Richard Bloom
Seattle	Greg Nickles
Trenton	Douglas H. Palmer

City \_\_\_\_\_

**STATUS REPORT ON HUNGER AND HOMELESSNESS  
INFORMATION QUESTIONNAIRE**

Please complete the following survey and return it by NOVEMBER 29, 2004 to:

Eugene T. Lowe, Assistant Executive Director,  
The U.S. Conference of Mayors  
1620 Eye Street., N.W.  
Washington, D.C. 20006 Phone  
(202) 861-6710

A report will be published based on the responses to this questionnaire. Experience has shown that such survey reports are effective when they include examples of individual city data. If, however, you want your city's answers to any questions held confidential, please specify those questions by number:

=====

NOTE: The year for which information is requested is November 1, 2003 to October 31, 2004. It is referred to as "the last year" in the survey questions. Homeless persons are defined as those who reside in shelters, on the streets, in cars or in other locations not intended as residences.

=====

**HUNGER**

**1. THE DEMAND**

- A) Has the total number of requests for emergency food assistance in your city \_\_\_\_\_ increased, \_\_\_\_\_ decreased, or \_\_\_\_\_ stayed the same during the last year? By what percentage? \_\_\_\_\_ %  
Please explain or expand upon your response, and include any other data which supports it.
- B) Has the number of families with children requesting emergency food assistance in your city \_\_\_\_\_ increased, \_\_\_\_\_ decreased, or \_\_\_\_\_ stayed the same during the last year? By what percentage? \_\_\_\_\_ %.  
Please explain or expand upon your response and include any other data which supports it.
- C) What percentage of those requesting emergency food assistance are members of families with children? \_\_\_\_\_ %
- D) Has the number of elderly persons requesting emergency food assistance in your city \_\_\_\_\_ increased, \_\_\_\_\_ decreased, or \_\_\_\_\_ stayed the same during the last year? By what percentage? \_\_\_\_\_ %  
Please explain or expand upon your response and include any other data which supports it.
- E) What percentage of those adults requesting emergency food assistance are employed? \_\_\_\_\_ %

**2. THE CAPACITY**

- A) Has the number of emergency food assistance facilities in your city \_\_\_\_\_ increased, \_\_\_\_\_ decreased or \_\_\_\_\_ stayed the same during the last year? Please explain.
- B) Has the level of resources (e.g. funds, volunteers, food, etc.) available to emergency food assistance facilities in your city \_\_\_\_\_ increased, \_\_\_\_\_ decreased, or \_\_\_\_\_ stayed the same during the last year? By what percentage? \_\_\_\_\_ %. Please explain.
- C) Are emergency food assistance facilities in your city used \_\_\_\_\_ for emergencies only, \_\_\_\_\_ as a steady source of food for long periods of time, or \_\_\_\_\_ both? Please explain.

- D) For those who receive assistance, are emergency food assistance facilities able to provide an adequate quantity of food? \_\_\_\_ Yes \_\_\_\_ No. Please explain.
- E) Do emergency food assistance facilities in your city have to decrease the quantity of food provided and/or the number of times families and/or individuals can come to get food? \_\_\_\_ Yes \_\_\_\_ No. Please explain.
- If yes, have emergency food assistance facilities had to increase the limit on the number of bags provided and/or decrease the number of times families and/or individuals can come to get food during the last year? \_\_\_\_ Yes \_\_\_\_ No. Please explain.
- F) Is the food provided nutritionally balanced? \_\_\_\_ Yes \_\_\_\_ No. Please explain.

**3. THE FUNDING**

During the last year, has your city government spent public funds (either locally generated revenues or federal or state grants) to support local emergency food assistance efforts? \_\_\_\_ Yes \_\_\_\_ No.

If Yes, please check below the funding sources used by your city government and indicate the amount spent.

	<b>Funding Source</b>	<b>Amount Spent</b>
	Locally generated revenues	\$
	State grants (not federal pass-through monies)	\$
	McKinney homeless assistance programs (please specify which ones on separate sheet)	\$
	Community Development Block Grant	\$
	Community Services Block Grant	\$
	Other federal funds (please specify):	\$
		\$
		\$
		\$

Please comment, if needed: \_\_\_\_\_

**4. THE UNMET NEED**

- A) Do emergency food assistance facilities in your city have to turn away people in need because of lack of resources? \_\_\_\_ Yes \_\_\_\_ No. Please explain.
- B) Please estimate the percentage of the overall demand for emergency food assistance in your city which goes unmet. \_\_\_\_\_ %

Please estimate the percentage of the demand by families with children for emergency food assistance in your city which goes unmet. \_\_\_\_\_ %

Please explain or expand upon your response, and include any data which supports it.

5. **THE CAUSES**

What are the main causes of hunger in your city?

6. **AN EXEMPLARY RESPONSE**

Please describe briefly an exemplary program or effort underway in your city which prevents or responds to the problems of hunger.

**HOMELESSNESS**

7. **THE DEMAND**

A) Has the total number of people requesting emergency shelter in your city \_\_\_increased, \_\_\_decreased, or stayed the same during the last year? By what percentage? \_\_\_%

Please explain or expand upon your response, and include any other data which supports it.

B) Has the number of families with children requesting emergency shelter in your city \_\_\_increased, \_\_\_decreased, or \_\_\_ stayed the same during the last year. By what percentage? \_\_\_%

Please explain or expand upon your response, and include any other data which supports it.

C) Has the length of time people in your city are homeless \_\_\_increased, \_\_\_decreased, or \_\_\_stayed the same during the last year? Please explain.

D) What is the average length of time that people in your city remain homeless? \_\_\_months.

8. **THE PEOPLE**

A) Please provide a brief case study (one paragraph) of an **actual** homeless individual or family your city.

B) Please describe the characteristics of your city's homeless population on the following chart:

Homeless Population	Number	Percent
Members of Families with Children		
Single Men		
Single Women		
Unaccompanied Youth (age 18 & under)		
Total		100%
African-American		
White		
Hispanic		
Asian		

Native American		
Total		100%
Mentally Ill		
Substance Abusers		
Persons with AIDS or HIV-related illness		
Employed		
Veterans		

COMMENTS (please explain any significant changes which occurred in the composition of your city's homeless population during the last year):

- C) What percentage of the homeless families in your city are headed by single parents? \_\_\_%
- D) What percentage of the members of homeless families in your city are children? \_\_\_%

**9. THE CAPACITY**

- A) Did the number of emergency shelter beds for homeless people in your city \_\_\_increase, decrease, or stay the same during the last year? By what percentage? \_\_\_%

How many shelter beds currently exist in your city for use by homeless people? \_\_\_\_\_  
If necessary, please comment.

- B) Did the number of emergency shelter beds specifically for homeless families in your city \_\_\_increase, decrease, or \_\_\_stay the same during the last year? By what percentage? \_\_\_%

How many shelter beds currently exist in your city for use by homeless families? \_\_\_\_\_  
If necessary, please comment.

- C) Did the number of transitional housing units in your city \_\_\_increase, \_\_\_decrease, or \_\_\_stay the same during the last year? By what percentage? \_\_\_%

How many transitional units currently exist in your city? \_\_\_\_\_  
If necessary, please comment.

- D) Did the number of transitional housing units specifically for homeless families in your city \_\_\_increase, \_\_\_decrease, \_\_\_ or stay the same during the last year? By what percentage? \_\_\_\_\_%

How many transitional units specifically for homeless families currently exist in your city?  
If necessary, please comment.

- E) Did the number of SRO units or other permanent housing targeted to homeless people in your city increase, \_\_\_decrease, \_\_\_or stay the same during the last year? By what percentage? \_\_\_%

How many SRO units currently exist in your city? \_\_\_\_\_  
If necessary, please comment.

- F) Do homeless families in your city have to break up in order to be accommodated in emergency shelters? Yes \_\_\_No. Please explain.

- G) Do homeless families have to leave the shelter in which they are staying during the day? \_\_\_Yes \_\_\_No. If yes, please explain why and tell where they go during the day.

**10. THE FUNDING/RESOURCES**

During the last year, has your city government spent public funds (either locally generated revenues or federal or state grants) to support local shelters or other services specifically for homeless people? \_\_\_Yes \_\_\_No. If yes, please check below the funding sources used by your city government and indicate the amounts spent.

	<b>Funding Source</b>	<b>Amount Spent</b>
	Locally generated revenues	\$
	State grants (not federal pass-through monies)	\$
	McKinney homeless assistance programs (please specify which ones on separate sheet)	\$
	Community Development Block Grant	\$
	Community Services Block Grant	\$
	Substance Abuse Block Grant	\$
	Mental Health Block Grant	\$
	Other federal funds (please specify):	\$
		\$

**Comment:**

**11. THE UNMET NEED**

- A) Do emergency shelters in your city have to turn away homeless families in need because of lack of resources? \_\_\_Yes \_\_\_No. Please explain, including information on what happens to the homeless families that cannot be accommodated in shelters.
- B) Do emergency shelters in your city have to turn away other homeless people in need because of lack of resources? \_\_\_Yes \_\_\_No. Please explain, including information on what happens to the homeless people who cannot be accommodated in shelters.
- C) Please estimate the percentage of requests by all homeless people for emergency shelter in your city which goes unmet. \_\_\_\_%. Please explain or expand upon your response, and include any data which supports it.
- D) Please estimate the percentage of requests for emergency shelter specifically by homeless families in your city which goes unmet. \_\_\_\_%. Please explain or expand upon your response, and include any data which supports it.

12. **THE CAUSES**

What are the main causes of homelessness in your city?

13. **AN EXEMPLARY RESPONSE**

Please describe briefly an exemplary program or effort underway in your city which prevents or responds to the problems of homelessness.

**HOUSING**

14. **THE DEMAND**

During the last year, did requests for assisted housing by low-income families and individuals in your city \_\_\_increase \_\_\_decrease or \_\_\_stay the same during the last year? Please explain.

15. **THE CAPACITY**

- A) Please indicate the average wait in months in your city from the time of application for assisted housing until an applicant actually receives assistance for:  
Public Housing \_\_\_\_\_ months  
Section 8 Certificates \_\_\_\_\_ months  
Vouchers \_\_\_\_\_ months
- B) Has your city stopped accepting applications for assisted housing programs due to the excessive length of the waiting lists? \_\_\_Yes \_\_\_No. If yes, please specify the types of housing for which the waiting lists have been closed.
- C) Please estimate the percentage of eligible low-income households in your city currently being served by assisted housing. \_\_\_\_%. Please explain or expand upon your response and include any data which supports it.
- D) Please estimate the average percentage of income that low income households in your city are spending on housing. \_\_\_\_%. Please explain or expand upon your response and include any data which supports it.

**THE OUTLOOK FOR THE NEXT YEAR**

16. **THE OUTLOOK**

- A) Do you expect the demand for emergency food assistance in your city to \_\_\_\_increase, \_\_\_\_decrease, or stay the same during 2005?

Do you expect the demand for emergency food assistance specifically by families with children in your city to \_\_\_\_increase, \_\_\_\_decrease, or \_\_\_\_stay the same during 2005?

Please explain.

- B) Do you expect requests for emergency shelter in your city to \_\_\_\_increase, \_\_\_\_decrease, or \_\_\_\_stay the same during 2005?

Do you expect requests for emergency shelter specifically by homeless families with children to \_\_\_\_increase, \_\_\_\_decrease, or \_\_\_\_stay the same during 2005?

Please explain.

17. **THE IMPACT OF THE ECONOMY ON HUNGER AND HOMELESSNESS**

- A) What has been the impact of the economy on hunger and homelessness in your city? Please describe any impact in terms of the people affected and the services provided.
- B) How will hunger and homelessness in your city be affected by the economy during 2005? Again, please describe any impact in terms of the people affected and the services provided.

-----  
Person completing form:

Name: \_\_\_\_\_

Title: \_\_\_\_\_

Agency: \_\_\_\_\_

Address: \_\_\_\_\_

Telephone: \_\_\_\_\_ Fax: \_\_\_\_\_

E-Mail: \_\_\_\_\_