

# **Exhibit 15**



*A Status Report on*  
***Hunger and Homelessness***  
*in America's Cities*

**2002**

*A 25-City Survey*  
*December 2002*



*The United States Conference of Mayors*

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# Summary

To assess the status of hunger and homelessness in America's cities during 2002 The U.S. Conference of Mayors surveyed 25 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; 5) the outlook for the future and the impact of the economy on hunger and homelessness.

Among the findings of the 25-city survey:

## HUNGER

Officials in the survey cities estimate that during the past year requests for emergency food assistance increased by an average of 19 percent, with 100 percent of the cities registering an increase. Requests for food assistance by families with children increased by an average of 17 percent. Requests for emergency food assistance by elderly persons increased by an average 19 percent during the last year, with 92 percent of the cities reporting an increase.

- On average, 16 percent of the requests for emergency food assistance are estimated to have gone unmet during the last year. For families alone, 14 percent of the requests for assistance are estimated to have gone unmet. In 32 percent of the cities, emergency food assistance facilities may have to turn away people in need due to lack of resources.
- Forty-eight percent of the people requesting emergency food assistance were members of families -- children and their parents. Thirty-eight 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. Forty-eight percent of the survey cities reported that emergency food assistance facilities are able to provide an adequate quantity of food. In 64 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, 48 percent have had to increase the limit on food provided. Sixty-four percent of the survey cities reported that the food provided is nutritionally balanced.
- In 100 percent of the cities, emergency food assistance facilities were relied on by families and

individuals both in emergencies and as a steady source of food over long periods of time.

- High housing costs lead the list of causes of hunger identified by the city officials. Other causes cited, in order of frequency, include low-paying jobs, unemployment and other employment-related problems, economic downturn or weakening of the economy, medical or health costs, homelessness, poverty or lack of income, substance abuse, reduced public benefits, child care costs, mental health problems, and limited life skills.

City officials made a number of recommendations of policies the federal government could do to help alleviate hunger. These included: increased benefit levels and participation rates in Food Stamp program; raise the minimum wage to a living wage; and, enact policies to create more jobs and increase household incomes.

## **HOMELESSNESS**

- During the past year requests for emergency shelter increased in the survey cities by an average of 19 percent, with 88 percent of the cities registering an increase. Requests for shelter by homeless families alone increased by 20 percent, with 88 percent of the cities reporting an increase.
- An average of 30 percent of the requests for emergency shelter by homeless people overall and 38 percent of the requests by homeless families alone are estimated to have gone unmet during the last year. In 60 percent of the cities, emergency shelters may have to turn away homeless families due to lack of resources; in 56 percent they may also have to turn away other homeless people.
- People remain homeless an average of 6 months in the survey cities. Eighty-two percent of the cities said that the length of time people are 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, domestic violence, unemployment, poverty, prison release, downturn in the economy, limited life skills, and change and cuts in public assistance programs.
- Officials estimate that, on average, single men comprise 41 percent of the homeless population, families with children 41 percent, single women 13 percent and unaccompanied minors five percent. The homeless population is estimated to be 50 percent African-American, 35 percent white, 12 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; 32 percent are

substance abusers; 22 percent are employed; and 10 percent are veterans.

- In 40 percent of the cities, families may have to break up in order to be sheltered. In 32 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 88 percent of the cities during the last year. Thirty-one percent of eligible low- income households are currently served by assisted housing programs. City officials estimate that low- income households spend an average of 49 percent of their income on housing.
- Applicants must wait an average of 19 months for public housing in the survey cities. The wait for Section 8 Certificates is 21 months, for Section 8 Vouchers, 23 months. Forty-eight 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 100 percent of the responding cities expect requests for emergency food assistance to increase during 2003. Ninety-six percent expect that requests for emergency food assistance by families with children will increase during 2003. Officials in 100 percent of the cities expect that requests for emergency shelter will increase next year. One hundred percent expect that requests by homeless families will increase.
- The city officials are pessimistic about the nation's weak economy, which they unanimously agree will continue to have a negative impact on the problem of hunger and homelessness. With the economic slowdown, they say more people need help. Some report that homeowners, having lost their jobs, are applying for assistance, and some of these families have become homeless. All agree that the problems of hunger and homelessness are likely to increase during 2003.

# 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, 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 has 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 Report on Hunger and Homelessness in America's Cities: 1988. A 27-City Survey, January, 1989
- Partnerships for Affordable Housing an Annotated 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 1991
- 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 Survey.  
December 1993
- A Status Report on Hunger and Homelessness in America's Cities: 1994. A 30-City Survey.  
December 1994
- 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 30-City Survey.  
December 1998
- A Status Report on Hunger and Homelessness in America's Cities: 1999. A 26-City Survey.  
December 1999
- A Status Report on Hunger and Homelessness in America's Cities: 2000. A 25-City Survey.  
December 2000
- A Status Report on Hunger and Homelessness in America's Cities: 2001. A 27-City Survey.  
December 2001

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.

### **Methodology**

This report provides information on the current status of hunger, homelessness and the conditions which have affected them in the 25 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 providers and government agencies. The data is compiled by the individual or agency in the city government designated to be 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, 2001 to October 31, 2002 during November and December, 2002. 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 100 percent of the survey cities. Across the cities requests increased by an average of 19 percent.** Increases ranged from 52 percent in Kansas City, 49 percent in Miami, 28 percent in Chicago and Salt Lake City, 24 percent in Boston and Washington, D.C., 16 percent in Trenton, 12 percent in Providence, 6 percent in Burlington to 3 percent in Charleston.

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

**Boston:** Project Bread reports that requests for food pantry services has increased 25 percent. According to Project Bread and the Greater Boston Food Bank, many pantries are reporting increases in people served of between 40-60 percent with a few programs seeing increases of 100 percent.

**Burlington:** The local Food Shelf found a 2 percent increase in Grocery Distribution and 10 percent increase in Hot Meals served. Other emergency food providers saw increases from 5-10 percent.

**Charleston:** The population of retirees and women increased over the last period which brought the average income number down. This combined with high unemployment numbers caused the number of requests for emergency food assistance to increase.

**Charlotte :** Last year Loaves & Fishes provided a nutritionally balanced, 7 day supply of food to 51,144 people. The year before we provided food to 41,650 people.

**Chicago:** The city's food system is made up of public and private sector organizations. The data is from both sectors. Data from the Illinois Hunger Coalition, which runs a toll-free Hunger Hotline showed a 45 percent increase. The Greater Chicago Food Depository, which actually provides food resources to over 600 agencies, shows a 12 percent increase.

**Denver:** Requests for food have continued to increase, largely due to lay-offs and an overall lag in the economy. People who have never asked for food assistance are finding themselves in line at metro-area food banks and applying for food stamps.

**Kansas City:** According to Harvesters, a local Community Food Network organization, their pantry

and on-site providers report that the total number of requests for emergency food assistance increased. Pantries showed an increase of 72.7 percent, with the number of households served having increased to 121,724 households served during the year just ended as compared to 70,480 households served the previous year. On-site agencies reported an increase of 16.4 percent during the same time period, with meals served increasing to 3,075,605 from 2,641,755. A total of 356 pantry and on-site agencies reported.

**Los Angeles:** Agencies report serving more undocumented families, homeless persons, and unemployed people.

**Louisville:** Working poor and welfare-to-work families have to make difficult decisions as to whether to pay for utilities, rent, medicine or food; “suburban” food emergency is new.

**Miami:** Emergency shelters report a 23 percent increase and one of the key food providers in Miami-Dade reports a 100 percent increase.

**Nashville:** Agency estimates ranged from 10-15 percent. Second Harvest served 24,214 new clients this year, a 10 percent increase from last year.

**Norfolk:** Foodbank of Southeast Virginia had an increase in food requests from food distribution centers, churches, etc.

**Philadelphia:** The reasons do not change much over time and are similar to reasons for homelessness -- lack of available jobs that pay family-sustaining wages; changes in welfare benefits; high medical expenses; and rise in grandparents raising children.

**Phoenix:** Other data comes from the Association of Arizona Food Banks and food banks and other food provider agencies.

**Portland:** According to the Oregon Food Bank (OFB)], food pantries in Portland distributed 11 percent more emergency food boxes than they did last year. However, emergency meals provided by churches and agencies have increased 30-40 percent in Portland.

**Providence:** Our response is the result of increased cost of living, high rents, and low wages.

**Salt Lake City:** While the percentage of households served is lower than last year, it does not reflect the increase in need. For several months most emergency food pantries in the city experienced severe food shortages. At least 3 pantries considered closing indefinitely until they determined that donations would increase. The Mayor's Office in partnership with a state-wide advocacy organization, Utahns Against Hunger, issued a joint press release asking for food donations. While the response was overwhelming, pantries still were unable to meet the need.

**San Antonio:** Results from the survey of agencies who provide emergency food assistance indicate an increase in requests for emergency food assistance. A number of individuals fail to realize that they are eligible for food stamps, so instead of utilizing the food stamp program they turn to food assistance facilities to fill in the gaps in their food needs. Also, in the summer of 2002, San Antonio/Bexar County experienced serious flooding. Many individuals were forced out of their homes, causing them to seek temporary shelter and supplies, including food.

**Seattle:** The total number of requests for food bank assistance and meal programs varies month-to-month. From 2001 – 2002, there is a tremendous increase in the number served at the meal programs, while the number of food bank visits increased slightly. Overall, food programs continue to see an increased demand for emergency food assistance.

**St. Louis:** Data collected for the hunger portion of this survey was obtained from the St. Louis Area Foodbank, a non-profit organization. The St. Louis Area Foodbank provides food assistance to nearly 400 agencies throughout the St. Louis Metropolitan area.

**St. Paul:** Anecdotally, food shelves in our area have reported demand increasing anywhere from 10 percent to 50 percent since this time last year. Statistically, our state as a whole is up 10 percent as indicated by the following report. These numbers are generated by the food shelves:

Comparison of 2001 and 2002 through the third quarter.

2001	Individuals	892,285	Households	299,213	Pounds Distributed	20,920,949
2002	Individuals	981,656	Households	325,772	Pounds Distributed	20,737,630

**Trenton:** Our data indicates that from January to October 2001, we served 97,498. January to October 2002, we served 121,925. Data Source: Trenton Area Soup Kitchen (TASK)

**Washington:** Of the ten agencies responding to the survey, nine reported increases. We have heard from many small food programs that report being overwhelmed, and we know that DC Central Kitchen continues to increase its output of food, and that Food and Friends is delivering a record number of meals this year. The percentage reported in this survey is an average of those who responded, but seems a good measure of the overall upward trend over the past year.

**Emergency Food Assistance Requests by Families**

The number of families with children requesting emergency food assistance **increased in 100 percent of the survey cities. Across the cities, the average estimated increase was 17 percent.** Increases ranged from 57 percent in Kansas City, 49 percent in Miami, 32 percent in Los Angeles,

24 percent in Boston, 22 percent in Charlotte, 15 percent in New Orleans and Salt Lake City, 10 percent in St. Paul to 5 percent in Burlington and Charleston.

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

**Burlington:** Although the local Food Shelf saw no increase, other emergency food programs did see an increase.

**Charleston:** In 1995, nearly 17,000 people in 6,500 households were supported by cash grants from the TANF program. Six years later the TANF caseload has been reduced to just more than 4,600 in about 4,000 households. The number of people receiving food stamps have declined about one-third in the past six years. More than 55,000 people were receiving Food Stamps in 1995, compared to 36,844 in 2001. Forty Eight percent of children in public school are eligible to receive reduced cost lunches. Wages remained stagnant over last year.

**Charlotte :** The average family that Loaves & Fishes helps is 3.5 people.

**Chicago:** The Greater Chicago Food Depository reports that more than a third of the individuals served by its agencies are children and the Illinois Hunger Coalition reports that roughly 75 percent of the callers to their toll-free hotline are households with children. Because demand has increased among all groups, we assume that the number of families with children needing food support has increased as well.

**Denver:** The number of families with children requesting emergency food assistance has increased because many of the moms and dads in these families have been laid off from work or have had an extremely difficult time finding jobs that will pay a living wage. They use food banks and food stamps to help make ends meet.

**Kansas City:** According to Harvesters, a local community food network organization, their member pantries reported an increase of 56.8 percent in the number of children served. The number of children served increased to 129,835 from 82,752. While they can verify that more children received food from pantries, they do not track percentages of families 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 last year.

**Louisville:** Distribution of baby formula has increased more than 12 percent. University Hospital discharges new moms with a referral to Dare-To-Care Food Bank.

**Nashville:** Second Harvest cites the following reasons for this increase: lay-offs, high medical bills, low

wages. Several agencies reported more families requesting food.

**Norfolk:** Data reported comes from Foodbank and social services requests.

**Philadelphia:** There is a rise in family need during the summer and school holidays. Also, the number of grandparents caring for grandchildren is rising and these are households that have difficulty paying medical bills and feeding the children in their care.

**Phoenix:** According to the Arizona Association of Food Banks agencies report serving more families with children, particularly families headed by single, working mothers.

**Portland:** According to the 2002 Hunger Factors Assessment (OFB), food pantries in Oregon distributed 10 percent more emergency food boxes than they did last year. Forty percent of all those receiving emergency food boxes are children under age 17. Seventeen percent of households with children report that their children had to cut or skip meals.

**San Antonio:** Poverty continues to be the key factor in the increase for emergency food requests by families. The 2000 census indicate that the poverty rate for families with children under 18 years in Bexar County is approximately 18 percent. The flooding in July, 2002 also forced many families to seek assistance.

**Seattle:** On average, of the individuals served by food banks, 32 percent are children from birth through 18 years of age.

**St. Louis:** The St. Louis Area Foodbank does not have the amount of food distributed for 2002, but estimated that nearly 12 million pounds of food will be distributed. The Foodbank distributed nearly 9.8 million and 11.3 million pounds of food to men, women and children in 2000 and 2001, respectively.

**Trenton:** Our data indicates that between January and October 2001, we served 6,378 children. Between January and October 2002, we served 7,012. Data Source: (TASK)

**Washington:** The average increase of all the agencies responding (that serve families) was about 21 percent.

## The People Requesting Food Assistance

Across the survey cities it is estimated that 48 percent of those requesting emergency food assistance were either children or their parents. In Boston, Burlington, Charlotte, Cleveland, Los Angeles, Louisville, Norfolk, and Philadelphia, 65 percent or more of those requesting emergency food

assistance were members of families with children.

**Officials in the survey cities reported that 38 percent of adults requesting emergency food assistance were employed.** The percentage of employed adults requesting food assistance ranged from 80 percent in San Antonio, 69 percent in Charleston, 55 percent in Philadelphia, 35 percent in Denver, 22 percent in Trenton to 19 percent in St. Louis.

## Emergency Food Assistance Requests by the Elderly

**The number of elderly persons requesting food assistance increased in 92 percent of the survey cities.** The number remained the same in Burlington and Charleston. **Across the cities requests for emergency food assistance by elderly persons increased by an average of 19 percent.** Increases ranged from 38 percent in Salt Lake City, 33 percent in San Antonio, 20 percent in Boston, 15 percent in Norfolk and St. Louis, 10 percent in Louisville, New Orleans, Philadelphia, Portland, St. Paul, and Washington, D.C. , 5 percent in Denver and Los Angeles, and two percent in Nashville.

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

**Boston:** Greater Boston Food Bank reports a 50 percent increase since 1997.

**Chicago:** About 8 percent of the individuals seeking food from the Greater Chicago Food Depository are elderly - because demand has increased among all groups, we assume that the number of elderly needing food support has increased as well.

**Denver:** Many of our low-income elderly people do not qualify for food stamps, or if they do, find the amount to be so low they prefer not to complete all of the paper work necessary to receive them. Instead, they visit food banks to supplement their food supply.

**Kansas City:** Members of Harvesters Food Network report a 126 percent increase in the number of seniors served as compared to the same period one year earlier. The number of senior clients grew to 35,657 from 15,752 a year earlier.

**Los Angeles:** Social Security recipients are having difficulty with food stability because income is not sufficient.

**Louisville:** The Dare-To-Care Produce Delivery Program has increased services by providing high protein perishables to the 29 distribution centers.

**Miami:** The Salvation Army and Camillus House Shelters report that the number of elderly requesting assistance remained the same. But, Stop Hunger Food program reports a 35 percent increase.

**Nashville:** "More elderly homeless are appearing -- we recognize that age group as 55+." (Campus for Human Development). "As the medications available to people with HIV continue to work, we continue to see a rise in the number of food recipients who are 45 years of age and older." (Nashville CARES)

**Norfolk:** Foodbank data as well as Social Service data supports our response to the survey question. The cost of medications and lack of low income housing, coupled with most elderly being on a fixed income, contributes greatly to the increase.

**Philadelphia:** Primary reasons are high medical bills and the fact that many are raising their grandchildren.

**Phoenix:** According to the Arizona Association of Food Banks, elderly persons are the first to be placed on waiting lists for the Commodity Supplemental Food Program/Food Plus.

**Portland:** Even though many seniors use food assistance programs targeted for them 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. Information from focus groups conducted by the Oregon Food Bank indicates that the high costs of prescription drugs and housing leave increasing numbers of elderly persons without enough money for food each month.

**San Antonio:** The high cost of medical services, in particular the purchase of regularly needed medication, has become overwhelming to many in the elderly population. Also, it is becoming more common for elderly individuals support their children and grandchildren. Consequently, many elderly individuals are finding it difficult to purchase adequate quantities of food.

**Seattle:** On the average, 25 of the persons served by food banks are seniors 55 years of age or older.

**St. Louis:** The St. Louis Area Foodbank does not have the amount of food distributed for 2002, but estimated that nearly 12 million pounds of food will be distributed. The Foodbank distributed nearly 9.8 million and 11.3 million pounds of food to men, women and children in 2000 and 2001, respectively.

**Washington:** Half of respondents said the number of elderly persons remained about the same; and the half who said the number increased showed between a 10 percent and 25 percent 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 high housing costs, low-paying jobs, unemployment and other employment-related problems, economic downturn or weakening of the economy, medical or health costs, homelessness, poverty or lack of income, substance abuse, reduced public benefits, child care costs, mental health problems, and limited life skills.**

- Sixteen cities cited **high housing costs** as one of the main causes of hunger. They are Boston, Burlington, Charleston, Charlotte, Chicago, Denver, Miami, Nashville, Norfolk, Portland, Providence, Salt Lake City, Seattle, St. Louis, St. Paul, and Washington, D.C.
- Fifteen cities identified **low-paying jobs**: Burlington, Charleston, Chicago, Denver, Nashville, Norfolk, Philadelphia, Phoenix, Portland, Providence, Salt Lake City, Seattle, St. Louis, St. Paul, and Trenton.
- Thirteen cities cited **unemployment and other employment-related problems**: Chicago, Denver, Los Angeles, Louisville, Nashville, Philadelphia, Phoenix, Portland, San Antonio, Seattle, St. Louis, and Washington, D.C.
- Eleven cities identified **economic downturn or weakening of the economy**: Boston, Burlington, Charlotte, Denver, Louisville, Miami, Nashville, Norfolk, Phoenix, Seattle and Washington, D.C.
- Seven cities cited **medical or health costs**: Charleston, Cleveland, Denver, Philadelphia, Portland, Salt Lake City and Seattle.
- Six cities identified **homelessness**: Los Angeles, Nashville, New Orleans, San Antonio, Trenton, and Washington, D.C.
- Six cities cited **poverty or lack of income**: Cleveland, Kansas City, Miami, Norfolk, St. Louis and Washington, D.C.
- Six cities identified **substance abuse**: Denver, Nashville, Philadelphia, San Antonio, Seattle and St. Louis.
- Five cities cited **reduced public benefits**: Chicago, Phoenix, Seattle, St. Louis and Washington, D.C.
- Four cities identified **child care costs**: Denver, Nashville, Portland and Seattle,

- Four cities cited **mental health problems**: Denver, Nashville, Seattle and St. Louis.
- Four cities identified **limited life skills**: Nashville, San Antonio, Trenton and Washington, D.C.

### **Three Specific Things the Federal Government Could Do to Help Alleviate Hunger**

#### **Boston:**

- Increase benefit levels and participation rates in Food Stamp program.
- Establish universal breakfast for all public school students without regard to parental income.
- Provide pilot funding for public and farmers' markets in inner city locations so that low-income populations have access to fresh fruits and vegetables.

#### **Charleston:**

- Provide for the delivery of surplus items from food banks into rural communities.
- Ease the application to food stamp process.

#### **Charlotte :**

- Raise the minimum wage to a living wage.
- Provide food stamp benefits to undocumented aliens.
- Expand Medicaid benefits to more people and add prescription drug coverage to Medicare.

#### **Chicago:**

- Increase money to child nutrition programs such as School Breakfast, School Lunch and Summer Food programs. These programs target low-income children and provide food to the population sector most in need: kids. Ensure that schools that are eligible for child nutrition programs have access to them.
- Ensure that people in need have access to food stamps, as well as increase the minimum benefits for food stamps especially for the elderly and those with special medical needs, and simplify eligibility guidelines and application process.
- Increase the quantity of animal protein foods – meat, poultry, fish and cheese –available through

the USDA commodity food programs.

**Cleveland:**

- Do aggressive outreach and promotion of food stamp program, and reduce obstacles to participation. Now that many families no longer have case management, they are unaware of or unable to access the food stamp program.
- Provide prescription drug plan and adequate health care coverage for uninsured. This would allow more of limited available income to be used for food.
- Modify TANF rules to encourage, rather than discourage, education plans for single parents. Employment in well paying jobs is ultimately the best way to alleviate hunger. Many mothers are being locked into unstable minimum wage employment that cannot adequately support a family.

**Denver:**

- Raise the gross and net income levels so more people will be eligible for Food Stamps, enabling them to supplement food they obtain from food pantries with fresh fruit, vegetables, poultry and meat.
- Raise the minimum wage so that more people can make a livable income and not have to scrimp on food to pay rent.
- Improve distribution of commodity foods by giving food pantries funding to deliver food boxes to the elderly and others for whom transportation to pantries is difficult.

**Los Angeles:**

- Enact policies to create more jobs and increase household incomes.
- Prevent homelessness.
- Make undocumented immigrants eligible for Food Stamps.

**Louisville:**

- Streamline the process of accessing commodities and increase the accountability of the USDA Commodities Program.
- Simplify the forms and application process to access emergency food stamps.
- Involve local communities in planning and decision-making whenever changes are considered in

policies or funding that impact food programs.

**Miami:**

- Subsidize funding to assist the increase of minimum wage.
- Streamline eligibility and application requirements for food stamps.
- Increase funding for local food banks.

**Nashville:**

- Increase the minimum wage; enact living wage legislation.
- Fund more outreach workers to ensure that people needing food get assistance.
- Increase unrestricted funding to agencies providing direct services.

**Norfolk:**

- Raise the minimum wage
- Make sure every qualified person take advantage of the EITC [Earned Income Tax Credit]
- Campaign to take the stigma out of the Food Stamp program and make it a simple procedure.

**Philadelphia:**

- Provide tax credits to food manufacturers for donated food that still has a useful shelf life.
- Expand Food Stamp and WIC eligibility.
- Modernize the formula that is used to determine the federal poverty level.

**Phoenix:**

- Release FEMA-EFSP funding for use in 2002.
- Continue active outreach with Food Stamp program and encourage states to have Customer Service Plans to assure that Food Stamp participants are treated well when and where they apply.
- Continue to pilot Universal School Breakfast programs and expand to include new state sites.

**Portland:**

- Provide universal free breakfast and lunches for school children and people with disabilities.

- Assure the availability of affordable universal health care.
- Increase access to and benefits of Food Stamp Program.

**San Antonio:**

- Reduce income taxes on low-and moderate-income individuals. Pay attention to the majority of the American population – working families who struggle to survive.
- Financial assistance for food banks must be increased, especially in light of the decreasing donations. U.S. food banks presently feed over 25 million needy people. USDA's Food Bank assistance budget, however, is only \$100 million.
- Make certification for food stamps for eligible families a national priority.

**Seattle:**

- Continue to bolster funding for the WIC and other federally funded food and nutrition programs, including the Basic Food Program (food stamps).
- Insure that the abatement of hunger in the U.S. remains a priority for federal policy makers.
- Hunger and food insecurity is a health and economic issue, and the federal government should alleviate hunger by improving basic health for all and improving economic opportunity for our lowest income residents.

**St. Paul:**

- Seriously address the issue of livable wages in this country (not to be confused with minimum wage which is far from livable).
- Redefine TANF rules and regs to truly move people out of poverty (for example: by assisting with post secondary or other necessary and often longer term education). Moving people into jobs does not necessarily move people out of poverty.
- Focus on the domestic agenda more and the international less. A liberal agenda would be nice.

**Trenton:**

- Reduce the income tax rates. This would allow more take home funds to possibly buy more food.

**Washington:**

- Restructure reimbursement policies at USDA to allow a free flow of food to qualified local

agencies that provide school breakfast, Meals on Wheels and summer food programs. The current process is awkward and overcompensated for abuses of the past. Currently, it is too burdensome.

- Prepare for the coming senior bubble and the predictable widespread hunger among aging, working-poor baby boomers who have inadequate retirement plans. A national assessment of this threat to the nation's health and economy is needed, and a national plan to address the problem before it hits and overwhelms the helping agencies.
- USDA and DOE should expand upon the 21st Century School model and the USDA program that has helped fund community food, learning and training centers in high school cafeterias. Schools can be the hub of fighting hunger and serve as centers for volunteers to get involved in a wide range of activities including hunger relief, day care and after school programs (all needing food as part of their activities). Related to this, the federal government should support the universal school breakfast program so that children have enough to eat before setting out to learn.

### **The Impact of Immigration on Emergency Food Assistance**

Among the comments from the city officials on the impact of immigration on homelessness:

**Boston:** Pantries report more usage from Russian and Asian clients.

**Charlotte :** We have seen a major increase in Hispanic clients over the past two years.

**Chicago:** Immigration has increased the requests for emergency food especially since many immigrants are ineligible for public benefits.

**Cleveland:** Immigration has not had a major impact in Cleveland

**Denver:** Since undocumented people cannot receive food stamps, they rely on assistance from food banks and soup lines. Many of them did not seek assistance when our economy was booming, as they were employed in construction and in service jobs at hotels and restaurants. When the economy slowed, many lost their jobs and now need help.

**Los Angeles:** Many food assistance providers report illegal immigration status as part of the causes of hunger because of ineligibility for social services.

**Louisville:** There has been an increase in the number of requests from the Hispanic/Latino population in the last year. Food pantries, particularly in south Louisville and eastern Jefferson County have

received more requests for tacos, salsa, sauces and other ethnic foods that are popular among this immigrant population. Previously, these food stuffs sat unused on pantry shelves. Now, it is a challenge to keep them stocked. In response, Dare-To-Care has increased its efforts to find donation sources that can help meet this increased demand.

**Norfolk:** There has been little or no impact in our area as far as requests for emergency food for immigrants.

**Phoenix:** According to the Arizona Association of Food Banks, immigration does not have an impact on requests for emergency food assistance. It should be noted however that the impact is difficult to measure as food recipients are not asked for proof of citizenship.

**Portland:** Food pantries have requested the Oregon Food Bank to stock and distribute culturally appropriate foods.

**Providence:** Based upon ethnicity, some clients may refuse certain foods, however, those foods are gladly accepted by others. It is very difficult providing foods that all groups can utilize.

**Salt Lake City:** We do not ask immigration status for food requests.

**Seattle:** Seattle food banks have been impacted by large numbers of immigrants and refuge families in recent years. Food banks have responded by attempting to add more appropriate food to their stock including increased amounts of rice, seafood and green vegetables.

**St. Louis:** There has been only a minimal impact on requests for food assistance due to immigration.

**St. Paul:** There is a large number of immigrants in Minnesota and specifically the Twin Cities Area. Many of these immigrants do not know how and do not want to use American foods. Donations of ethnic foods are uncommon and food shelves often must purchase these products for their clients at retail prices. This is cost prohibitive for many shelves so they are simply unable to meet ethnic food needs.

**Trenton:** A small impact. Our food pantries were able to provide emergency food assistance to new immigrants coming into our communities.

**Washington:** No particular new impact was reported, except that the three agencies that do serve food in Ward 1 where the Hispanic population is highest are saying they see more people. Responses are too few to say that immigration is having any new impact citywide.

# Capacity to Meet the Need

## Emergency Food Assistance Facilities

During the last year the number of emergency food assistance facilities **increased in 40 percent of the survey cities**. The increase occurred in Cleveland, Kansas City, Louisville, New Orleans, Philadelphia, Phoenix, Portland, San Antonio, Seattle and St. Louis. The number decreased in Charleston.

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

**Boston:** There are 106 food pantries in Boston which has been steady for two years. This is a big increase from the 79 food pantries of 5 years ago.

**Charleston:** Our Lady of Mercy was forced to close due to a fire leaving Crisis Ministries the only daily Soup Kitchen open.

**Cleveland:** The city has more pantries and hot meal sites.

**Kansas City:** According to Harvesters, a local community food network, the number of food assistance facilities increased slightly. While the number of new agencies enrolled into the Harvesters network for both years was 65, fewer agencies withdrew membership in the most recent year.

**Los Angeles:** The city's food assistance facilities stayed the same, but more "informal" food programs that serve persons in public places have been increasing.

**Louisville:** One new Dare-To-Care Master Distribution Center (bringing the total to 29) and five new Kids Cafés (bringing the total to 14).

**Nashville:** Second Harvest says that although the number of emergency food box satellite facilities is the same, they are giving out less food because of limited resources. Although the number of facilities stayed the same, the capacity for a program at Second Harvest Food Bank will be expanding. In April, Second Harvest Food Bank of Middle Tennessee broke ground on its new 80,000 square foot facility. The new building will enable the agency to produce "cook/chill" items on-site. This will help the agency turn perishable foods such as fresh meat and produce into shelf-stable products like soups, stews, and canned goods. City funds helped Second Harvest develop this new facility. The freezer/cooler space in the new building will hold 37 truckloads of frozen food at a maximum of 1,845,000 pounds. The cooler will hold 17 truckloads of perishable product at a maximum of 855,000 pounds. The 3,000 square feet of cook/chill space will house a state-of-the-art food preparation center that will enable the agency to salvage millions of pounds of food and feed our

neighbors in need. Second Harvest Food Bank of Middle Tennessee is the first bank in the United States to launch this type of facility.

**New Orleans:** The city had an increase in the number of churches/faith based organizations sponsoring food banks.

**Norfolk:** Our data is reported by the Food Bank of Southeast Virginia.

**Philadelphia:** More religious institutions and community organizations are receiving requests for food and have responded by opening food cupboards.

**Phoenix:** The Arizona Association of Food Banks reports that neighborhood efforts have increased in areas where one provider previously met the need.

**Portland:** One new pantry has been added this past year.

**Salt Lake City:** The number of emergency food assistance facilities has stayed the same.

**San Antonio:** The San Antonio Food Bank has significantly increased its support for local food assistance facilities. In 2001, the Food Bank assisted 276 agencies; it now serves 325 agencies.

**Seattle:** The number of food banks in Seattle increased by two this past year. There are a total of 29 formal food banks. More than 82 social service organizations serve as emergency feeding program distribution sites where food boxes and grocery items are made available to families and individuals in need. There are over 80 reported meal programs in the city of Seattle. Many more are components of shelter programs and congregate nutrition sites for seniors. It is important to note that many faith-based and other grassroots organizations provide food and meal service to those who are hungry.

**St. Louis:** Previously, there were 340 agencies receiving assistance for the St. Louis Area Foodbank. Now, there are nearly 400 agencies in the St. Louis metropolitan area receiving assistance from the St. Louis Area Foodbank.

**Washington:** The database of emergency food programs and soup kitchens that is maintained by the Interfaith Conference of Metropolitan Washington shows about the same number of facilities in 2002 as there were in 2001. Of those that responded to the survey, most reported that the number of facilities remained about the same as far as they knew.

## **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 35 percent of the cities, decreased in 52 percent and remained the same in 13 percent.

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

**Boston:** The Greater Boston Food Bank was able to support 13 percent growth in the last fiscal year and now gives out 19.5 million pounds per year. Project Bread had a successful Walk for Hunger and raised over \$3 million. However, demand continued to outstrip supply.

**Burlington:** Monetary donations to the Food Shelf increased 20 percent while in-kind donations increased 10 percent.

**Charlotte :** The donations of food, funds and volunteer time have increased to meet the rising need at this point.

**Chicago:** At the Greater Chicago Food Depository, financial support has increased 8.3 percent, number of volunteers is up 31 percent and the quantity of food distributed has increased by 11 percent.

**Cleveland:** USDA resources are up. Private donations are down

**Los Angeles:** Many food providers are experiencing heavy decreases in monetary and food donations. Providers are increasingly facing fiscal difficulties because of monetary donations to support operations, even when food donations and funds for food have stayed the same.

**Louisville:** During the economic downturn this year, other food drives in the community have diverted food from the most used emergency food resource (Dare-To-Care).

**Nashville:** Second Harvest reports that although volunteers have increased, the agency has lost approximately 2 million pounds of food; this loss is a result in a shift in management at a major grocery chain, which has typically donated food to Second Harvest, but is now selling to the secondary market. Second Harvest has also seen a reduction in food collected from food drive efforts. Although this agency had plans to open two new Emergency Food Box sites in the Bordeaux and Clarksville area, because of limited resources, they chose not to open these sites.

**New Orleans:** Volunteers and food have increased (due to expanded number of providers); however, levels of other funding has remained the same or decreased.

**Norfolk:** Unstable economy has made it difficult for many to volunteer or donate food, or money.

**Philadelphia:** The terrorist attacks in 2001 and the decline in the stock market have had a direct

impact on individual and corporate giving to organizations fighting hunger that depend upon donations to meet their mission.

**Phoenix:** According to the Arizona Association of Food Banks, the most significant decrease is in food resources, but funding has also declined.

**Portland:** Funding decreased this year, while donated food resources increased to address the growing need. The Oregon Food Bank distributed 9 million more pounds of food than last year. However, two funding sources decreased for local agencies: Emergency Food Supplement Program (EFSP) was down by 15 percent and funding from United Way was down 30 percent.

**Providence:** Less money for "targeted donations"

**Salt Lake City:** It has been generally reported that food donations have increased, though not kept up with demand. Financial donations have remained the same.

**San Antonio:** The Society of St. Vincent de Paul, a major food assistance agency in San Antonio, has experienced a 22 percent reduction in food donations and a 20 percent decline in funding over the last year.

**Seattle:** Funds: During the 2002 budget period, the city-funded programs received a 2.6 percent inflation adjusted increase. Food providers continue to leverage funds from corporate and foundation sponsors although the current economic climate has had a tremendous impact and continues to be a challenge for financial contributions from potential private and corporate donors.

Volunteers: There are always good Samaritans wishing to volunteer at food banks and meal programs. The numbers of well wishers and those wishing to be involved historically increases during the holidays. In 2002, more than 175,000 of volunteer hours were devoted to food banks. Food: The food programs continue to see good meat and other protein products from TEFAP. Local wholesalers continue to be generous with fruits and vegetables that are slightly blemished; although, they are known to donate their #1 produce because they understand how rare it is, if at all, to see fruits and vegetables donated by the regular donation stream—stores, etc.

**St. Louis:** Funds and volunteers at the St. Louis Area Foodbank have remained about the same, but non-perishable items have decreased by 20 percent; the receipt of perishable items has slightly increased.

**St. Paul:** Donations have been decreasing for some time. The amount of food available at the Food Banks in the state of Minnesota is at an all time low and we are not able to meet the demand of our partner food shelves and other agencies.

**Trenton:** Several funding sources decreased their funding to our agency. Total funding lost 50 percent.

We are one of the largest food pantries in the City of Trenton. Data source: Mt. Carmel Guild

**Washington:** Results were mixed among the 10 respondents, with most reporting either the same or more resources and a couple reporting decreased resources. There is not enough evidence to show a trend one way or another in the responses received. However, widespread news reporting shows United Way and other charitable contributions down this past year, thus the Community Partnership estimates that there was some drop in resources even though the data collected do not confirm that. The estimated 5 percent drop is considered conservative.

**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' comments on the use of emergency food assistance facilities:

**Boston:** We are using emergency food assistance facilities increasingly as a steady source of food. Many callers to Project Bread's Food Source Hotline are repeat callers.

**Burlington:** The Food Shelf is used as an emergency food source and a supplemental food source for people trying to move from poverty to self-sufficiency.

**Charleston:** The Lowcountry Food Bank, Crisis Ministries soup Kitchen, Lutheran Social Services, and Meals on Wheels are all set up for use as steady sources of food.

**Charlotte :** There are emergency pantry programs that only help once or every 60 days. There are soup kitchens and shelters that help as often as needed.

**Chicago:** Shelters, food pantries, soup kitchens and community agencies provide help on an emergency as well as long-term supplemental basis; depositories supply food packages for emergency situations in addition to providing longer-term food resources.

**Denver:** Many people go to food banks and are never seen again, but a larger percentage of the people who use food banks are doing so on a regular basis to augment their small incomes. Without food assistance, many people could not make ends meet and/or they would go to bed hungry, as the cost of housing is not affordable for most of our low income people.

**Kansas City:** According to Harvesters, emergency food assistance facilities in Kansas City are used for emergencies and as a means to supplement their daily food supply.

**Louisville:** Assist for one day sustenance or up to 7 days one time per quarter per family.

**Miami:** Our response is based on reports from the Salvation Army, Camillus House and Stop Hunger.

**Nashville:** Pantries can give out food as their guidelines allow. The food bank distributes food to individual clients 3 times in a 6-month period of time. They do refer to other social service agencies. (Second Harvest)

**New Orleans:** Some groups offer emergency assistance following natural disasters, for example; others offer regular food baskets monthly, etc.

**Norfolk:** Our response is based on reports from area churches, food bank and shelters.

**Philadelphia:** Eighty percent of the people seeking assistance return almost every month. The emergency food assistance network provides food so families can use whatever income they have for other necessary expenses (rent, medical bills, clothing).

**Phoenix:** The Arizona Association of Food Banks reports that limited incomes and low food stamp participation result in people turning to food provider agencies as a source of supplemental food and emergency assistance.

**Portland:** About 25 percent of respondents to the Oregon Food Bank's 2002 Hunger Factors Assessment said that the food box they got at the time of the survey was the only one they had gotten that year. However, 14 percent said they had received 12 or more food boxes in the year.

**Providence:** Availability of food is based upon individual circumstances

**Salt Lake City:** Increasingly emergency food pantries are becoming a regular source of food for both individual and family households.

**San Antonio:** Unfortunately, local agencies are reporting that individuals are requesting both emergency and long-term assistance. The trend reflects that the local economic climate is not positive. It appears that an increasing number of people are experiencing long-term unemployment or under-employment.

**Seattle:** Some people use food banks and meal programs on a regular basis, relying on the programs to meet their basic food needs. As programs compete for smaller and decreasing resources, many people need to visit the food programs more frequently.

**St. Louis:** The majority of emergency food assistance facilities are used for emergencies. Each facility sets its own guidelines based upon the need.

**St. Paul:** A poor economy, lack of living wage jobs and high housing costs are forcing people to live in

continual poverty. The "working poor" are very real and often regular faces at food shelves.

**Trenton:** Most food pantries help those on fixed /low income once a month, and some cases more frequently.

**Washington:** Most of the respondents answered either "both" or "steady." We know that soup kitchens and shelters serving food are providing a steady source of food to many. The whole network of DC food programs is a routine part of the safety net for poor people at this point.

### **The Quantity of Food Provided**

**Forty-eight percent of the cities reported that emergency food assistance programs are able to provide an adequate quantity of food; 52 percent of the cities said they are not.**

Among the city officials' comments:

**Boston:** Increased demand has not been met with a commensurate increase in supply.

**Burlington:** On average, the Food Shelf provided a household with 75 pounds of food each month.

**Chicago:** CDHS is able to provide 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.

**Cleveland:** Pantries provide enough food for an average of 4 days a month. Many families need up to 8 days supply.

**Denver:** Fresh produce and food that is high in protein are not always available, but there is generally an adequate supply of food.

**Los Angeles:** Food donations and funds for food programs have stayed the same, but donations for operations and volunteering time have decreased making it difficult for providers to operate at the same levels.

**Louisville:** The food bank purchases an average of \$250,000 at wholesale prices or below. Items such as dry milk, peanut butter, beef stew, saltines and beans have been purchased to supplement donations.

**Nashville:** Since the loss of 2 million pounds of food and the conditions of the economy, Second Harvest (the area's largest single provider of emergency food assistance) is supplying more food boxes

with less food. Loaves & Fishes serves seconds, as long as food is available. However, Nashville is fortunate to have scores of area churches and other faith-based entities serving food to those in need; meals are served regularly by churches and nonprofits each day of the week. These agencies include the Nashville Rescue Mission, Samaritan Ministries, Community Care Fellowship, Luke 14:12 and the Downtown Presbyterian Church.

**Norfolk:** Supplies are limited and with more demand there is less to go around.

**Philadelphia:** Because most providers do not turn people away, often they are forced to reduce the amount given to each household to ensure that everyone receives something. They network with food providers, conduct food drives, and use agency funds when necessary to purchase more food but this does not always meet every household's full needs.

**Phoenix:** Food provider agencies report having a need for more food and difficulty in meeting the current need.

**Portland:** The typical food box contains enough food to last for 3-5 days. However, most agencies limit households to one food box a month. Sixty-four percent of respondents to the 2002 Hunger Factors Assessment (OFB) said that they needed more than one food box per month to help meet their food needs.

**Providence:** Most facilities assess for short term.

**Salt Lake City:** As a general rule pantries try and give a 3 day supply of food; however, many pantries do not and there is no consistent standard for what constitutes a 3 day box.

**San Antonio:** While food requests have increased over the past year, food assistance facilities have, for the most part, been able to meet the demand. This trend is not likely to continue, however, as resources are dwindling while requests for food assistance continue to rise.

**Seattle:** Many food banks are only able to provide enough food to feed a family or individual for one or two days a week. There has been an increase in more food products and fresh produce from the US government; however, the majority of donated items may or may not meet the dietary needs of the household. 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. Food banks continue to report that dairy products are a highly requested and much needed item, as is toiletry items for homeless individuals.

**St. Louis:** Of those receiving assistance, 98.8 percent stated that they were satisfied or somewhat satisfied with the quantity of food.

**St. Paul:** Individual donations at food shelves have decreased as have donations available through

Food Banks.

**Trenton:** Food is provided 365 days a year for breakfast, lunch, and dinner. Date source: Mt. Carmel Guild.

**Washington:** All respondents except one said they supply adequate food.

**Sixty-four 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 officials' comments:

**Boston:** Policy remains as before. Clients are encouraged to use a pantry once a month, but anecdotally pantries report repeat users and users who go to more than one pantry.

**Burlington:** Some providers limit both quantity and number of visits, or are open only on certain days. However, these limitations are overcome for the most part by having multiple providers.

**Chicago:** The city's food program is adjusted based upon actual client need. Repeat requests for emergency food are referred to intensive case managers for assistance. Quantity of food is not decreased but food assistance facilities may, at times, limit the number of times a client can receive food.

**Cleveland:** Pantries limit quantity to enough for approximately 4 days a month.

**Denver:** Limited amounts are distributed so resources will last throughout the year for everyone seeking food.

**Los Angeles:** Providers that receive EFSP funds are regulated by FEMA on providing persons and family food assistance.

**Louisville:** We have not had to make limits..

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

**Nashville:** Second Harvest has decreased the quantity of food but has never turned anyone away who

qualifies and is in emergency need of food. They continue to distribute 3 times every 6 months. The Salvation Army says that clients may not receive the daily amount of food needed.

**Philadelphia:** About 60 percent of the providers decrease the amount of food given to households; the balance limit the number of times a household can receive food.

**Phoenix:** Emergency food assistance agencies are decreasing the quantity of food they provide.

**Portland:** Each emergency food assistance agency sets its own limits for food box distribution based on pantry resources, but most find they must limit reception to once per month. Some have decreased the amount of food in parcels to avoid reducing the number of times households can come for help.

**Providence:** Depending on individual circumstances, food may not be made available immediately after food stamp distribution.

**Salt Lake City:** Many pantries decreased the quantity of food provided, most particularly in the months of September and October. Some pantries report between a 20 percent and 80 percent increase in the numbers of households served for these months.

**San Antonio:** In the past year, 61 percent of the agencies surveyed said that they had adequate food supplies to meet the demand. One of the largest food suppliers, the San Antonio Food Bank, said that it was decreasing the quantities of food distributed to local agencies. This will likely create a negative effect on the future food supplies at assistance agencies.

**Seattle:** The food banks supplement donated foods and non-food grocery essentials they receive with purchased products. Because of the food supply at food banks, families and individuals are limited to visiting a food bank to one time per week. Food banks in the City of Seattle continue to use zip codes to avoid duplication of service. It is not uncommon for food bank participants to visit more than one food bank because of need. Families and individuals are not turned away if they visit a food bank out of their catchment area; they are served and encouraged to use the food bank in their neighborhood.

**St. Louis:** Each facility is unique. Decreasing the quantity of food provided and/or the number of times families and/or individuals can come to get food is determined by the supplies received and the demand for assistance.

**St. Paul:** Based on statistics reported from food shelves, the average package of food per family is down from 70 pounds per family to 63 pounds per family.

**Trenton:** Sometimes families are turned away due to the lack of food. Also, families are told to limit their visits to the pantries.

**Washington:** About a third of respondents said they had to limit food; not enough evidence to say there is generally a limiting of food over and above long established policies of distribution.

**Forty-eight percent of the cities reported that emergency food assistance programs are able to provide an adequate quantity of food; 52 percent of the cities said they are not.**

Among the city officials comments:

**Denver:** Most food banks limit the number of visits per individual or household per month so there will be an adequate amount of food available for everyone.

**Nashville:** Agencies report no- and yes. People are always served, but receive less food. (Second Harvest) Seniors and people with disabilities have received every month, but due to food shortage have now receive three times in a 6-month period. (Salvation Army)

**Norfolk:** Our limits depend on demand.

**Philadelphia:** The limit on the number of bags provided has not increased, however, about 40 percent of providers limit the number of times a household can receive food.

**Phoenix:** Emergency food assistance agencies are limiting the number of bags/boxes provided.

**Providence:** Most have decreased the number of times. At some facilities, other restrictions are in place unless those seeking are "very-low" income or have an emergency food situation.

**Salt Lake City:** Due to inadequate food donations.

**Seattle:** Some food banks continue to tighten eligibility requirements out of necessity. Some programs need to limit assistance to only those households living within the designated zip code or catchment area and/or selective in the amount of items that a bag of groceries may contain, thereby "stretching" what goes in a food bag. During the holidays, some food banks serve households in their neighborhood first to ensure holiday food availability before distributing the limited donated items to the general public who may live outside of their general catchment area.

**St. Louis:** An emergency food assistance facility may reduce the number of days in which it operates or limit the number of bags given to a family when the demand exceeds the supply of food. For example, a facility may only open 2 days instead of 5 days.

### **The Quality of Food Provided**

**Sixty-four 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 officials' comments:

**Boston:** Pantries and soup kitchens seek a variety of foods.

**Burlington:** The foods provided at the Food Shelf follow basic nutritional guidelines. However, the least expensive foods are usually high in sodium, refined sugars, and saturated fats.

**Charlotte :** The bagging list used by Loaves & Fishes is prepared by a registered dietician.

**Chicago:** The contents of the food packages provided through the City of Chicago are reviewed annually to ensure nutritional balance. The review is conducted by a City of Chicago, Department of Human Services' nutritionist. Food pantries and emergency food assistance programs are able to provide their clients nutritionally balanced meals and boxes of grocery items.

**Denver:** Overall, the food banks try to provide nutritionally balanced food, though much of what they distribute depends on donations, and those are often high in carbohydrates and sugar.

**Kansas City:** Harvesters, a community food network service, is able to provide food from all the major food groups. There are periods when they are low in certain areas and member agencies have to turn to more expensive resources such as purchasing bulk food items from discount warehouse stores.

**Louisville:** Dare-To-Care employs a full-time licensed gourmet chef to assure nutrition and balance of food distributed. Nutrition is the highest priority. Over 90,000 meals are served to children at 14 Kid's Cafes, three nights per week, in the 13 county service area.

**Nashville:** Every year, nutritionists from local colleges plan meals for the food bank; they do this with the foods that are available to assure the highest nutritional value. (Second Harvest) Because we serve individuals with specialized nutritional needs based on their HIV status, we work diligently to make sure that the food resources fit their medical and medicinal needs. There are many services in town that are unable to do the same and often when we refer clients to access those resources, they are unable to use many products. (Nashville CARES) Hot meals are served, and balanced on most serving days. (Loaves & Fishes) Sometimes, supplies dictate diet (Campus). Not always. Often more carbohydrates than proteins. Limited fresh fruits and vegetables. (Renewal House)

**Philadelphia:** It varies. If they can take advantage of all the food providers make available then they

can offer nutritionally balance as well as variety in the food provided. Most are able to do this.

**Phoenix:** Food provider agencies strive to provide nutritionally balanced food boxes. Unfortunately this is not always possible as reports indicate that agencies need more foods with protein.

**Portland:** The contents of the food box usually include both USDA commodities and donated food, so the overall nutritional content can be variable. The Oregon Food Bank provides agencies with nutritional guidelines and food assistance providers make the contents as nutritional as possible.

**Providence:** More protein foods would benefit programs.

**Salt Lake City:** Not on a consistent basis. Most pantries depend on the Utah Food Bank for regular food deliveries for canned goods and produce. When the Utah Food Bank is unable to deliver these goods, many local pantries depend on donations from local grocery stores which often only donate bakery goods.

**San Antonio:** Despite their on going funding shortages, the San Antonio area agencies surveyed report that every effort is made to provide nutritionally balanced meals. More often than not this goal is achieved.

**Seattle:** Overall, food banks and meal programs try to do their best in providing nutritionally balanced meals and bags of groceries. As in years past, the majority of products being distributed are donated products and for the most part, food programs continue to make a real effort to providing foods that can be used to prepare nutritionally-balanced meals. The meal programs and food banks pool their funds to make bulk purchases of nutritious foods which, alone, they would not be able to purchase using their own funds.

**St. Louis:** Each facility makes every effort to provide nutritionally balanced sources of food.

**St. Paul:** Food shelves are very conscientious of nutrition and take great care to distribute food packages that provide nutritionally balanced meals.

**Trenton:** There is a Nutritionist on staff. Data source: Mt. Cramel Guild

**Washington:** Ninety percent of respondents answered yes to this question.

## Funding

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

Approximately \$71,634,240 was used by the city governments to support emergency food assistance efforts during the last year. Among the sources of the funds used by city governments, locally generated revenues accounted for 11.18 percent, state funds for 12.54 percent, McKinney Homeless Assistance funds for 0.33 percent, the Community Development Block Grant for 5.41 percent, the Community Services Block Grant for 0.21 percent and other federal funds for 70.33 percent.

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

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

Boston	550,000
Denver	1,654,000
Los Angeles	3,357,329
Louisville	81,500
Nashville	506,640
Norfolk	42,000
Providence	23,000
San Antonio	2,888
Seattle	1,793,185

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

Boston	2,500,000
Philadelphia	4,169,310
Providence	11,000
St. Paul	1,300,000
Trenton	1,000,000

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

Miami	5,000
Nashville	142,857
Phoenix	85,931

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

Burlington	6,500
Chicago	1,890,000
Cleveland	640,000
Miami	915,000
New Orleans	50,000
Providence	300,000
Salt Lake City	69,000
San Antonio	2,970

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

Denver	27,000
Nashville	56,000
Norfolk	65,000
Providence	5,000

## Comments on Funding

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

**Burlington:** The City of Burlington does not administer McKinney, CSBG or FEMA funds - all of which do, however, support local hunger/homeless providers.

**Chicago:** This number is reflective only of Chicago Department of Human Services allocations. Emergency food providers in Chicago receive funding from government and private sources.

**Louisville:** The city and county government contributed a total of \$81,500.00 in revenue this fiscal year. Dare-To-Care is working with the state representatives to receive a state grant through the Department of Agriculture.

**Nashville:** The amount cited above from the Dept. of Agriculture is the amount of the actual reimbursement to Second Harvest. However, the true dollar value of the products is more than four times this figure.

**Phoenix:** Five agencies that receive McKinney-Vento Supportive Housing Program funds through the City of Phoenix buy food for preparation for client meals. (Funds reported reflect only City of Phoenix administered funds.)

**Portland:** The City of Portland, Multnomah County, and the State of Oregon do not use general fund revenues to fund hunger relief efforts. Multnomah County does allocate funds from FEMA's

Emergency Food and Shelter Program to the Oregon Food Bank which funds programs in the city and the rest of the county.

**Providence:** These funding numbers apply to Providence Community Action only. The CDBG (\$300,000) funds are distributed to several intake/outreach programs that provide a variety of services including emergency food assistance.

**St. Louis:** Although numerous pantries/shelters receiving services from the St. Louis Area Foodbank also receive funds from the city to support their operations, the St. Louis Area Foodbank does not receive funding directly from the City of St. Louis. The City of St. Louis does administer the home delivered and congregate meal program that provides 586,700 meals to the elderly.

## **Unmet Need**

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

**An average of 16 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 ranged from 45 percent in St. Louis, 25 percent in Louisville, 20 percent in Miami, Phoenix, and Salt Lake City, 15 percent in Cleveland and Philadelphia, 10 percent in Burlington, Denver, New Orleans, and Providence, 8 percent in San Antonio, and 5 percent in Boston.

**For families alone, an average of 14 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 for families ranged from 45 percent in St. Louis, 20 percent in Miami, 15 percent in Cleveland, Louisville and New Orleans, 10 percent in Denver, Salt Lake City, and San Antonio, 8 percent in Providence and 4 percent in Burlington.

Among the comments from the city officials:

**Boston:** Most needs are met, despite the increase in demand. The Boston Public Schools are a great resource both during the school year and in the summer.

**Burlington:** This is an estimate of, in particular, people who go without rather than admitting they need assistance.

**Charleston:** The amount of unmet need is difficult to estimate since Soup Kitchens do not collect this information.

**Cleveland:** Households are limited to a four-day supply of food a month. One third of recipients need up to eight days supply.

**Denver:** We do not have firm data to back these percentages, but food banks are estimating the number of individuals and families they turn away to be at approximately ten percent.

**Kansas City:** According to Harvesters, food is the most requested and the most readily available form of assistance in Kansas City. No system is in place to gauge who, if anyone, requires assistance but does not seek it.

**Louisville:** Welfare to Work initiatives seem to be driving up the number of requests as more teens and working poor families are being seen. Food requests from the elderly and homebound individuals have also increased.

**Nashville:** Agency estimates on overall demand which goes unmet ranged from 12-20 percent. Agency estimates on demand by families with children that goes unmet ranged from 10-20 percent. We do not have definitive data to accurately support this; following are agencies responses, which provide detail. Guests who arrive are fed. No one leaves hungry. (Loaves & Fishes) Any person coming to second Harvest's food bank who meets the time requirements receives a food box. They can only come 3-4 times in a 6-month period. This information is tracked by social security number and downloaded every day so that they have the most current information. We do not know overall percentage of unmet need. (Second Harvest) We do know that monthly we have in excess of 40 individuals who ask for food bag resources beyond those we have provided. We also know that between 3-5 individuals monthly request meals services that there are either not enough meal slots for them or they do not meet the stringent health guidelines that we have for meal program participation. (Nashville CARES) Specialized foods such as Ensure, certain infant formulas, baby food, low-sodium or low-fat food products do at times run low. (Salvation Army)

**Philadelphia:** Food cupboards are typically not open every day. Most are open only two days a week and give a household enough food for 3 meals a day for 3 days. For many households their needs are greater than three days out of a month.

**Phoenix:** The Association of Arizona Food Banks provided this information based on statewide food insecurity and hunger data.

**Portland:** The Oregon Food Bank 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 Oregon Center for Public Policy reported that in 2001, 14 percent of households with an employed adult and 30.2 percent with an unemployed adult were "food insecure." Twelve percent of households with an unemployed adult reported that members went hungry.

**Salt Lake City:** The estimate is based on conversations with various pantry directors throughout the city.

**San Antonio:** While a slight majority of the agencies that responded to the survey said that they did not turn people away, the overall survey results suggest that some individuals' food assistance requests go unmet.

**Seattle:** This is difficult to quantify because it is not formally tracked and the demand can vary from one program to another. We do know that there continues to be an increase in the demand for food. The number of meals served compared to last year nearly doubled for at least two meals programs.

**St. Louis:** Approximately 43,500 people receive food from emergency food assistance facilities each week. The needs of approximately 20,000 people cannot be met. Estimates are based on the reduction of bags given.

**Washington:** Do not have any reliable data to show that there is an unmet need overall or for families. This is not to say that there is no unmet need, but the response to the survey does not support any percentage estimate of unmet need.

### **People Turned Away**

**Thirty-two percent of the cities report that emergency food assistance facilities may have to turn away people in need because of lack of resources; 68 percent report they do not.**

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

**Boston:** Most people are served. Those turned away are directed to other programs, also counseled on accessing resources.

**Charlotte :** So far donations have risen to meet the need.

**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 of Chicago 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.

**Denver:** Some food banks do turn people away due to lack of resources, but most limit distribution throughout the year so they will not completely run out.

**Louisville:** The menu may need to be changed due to more limited variety of foods donated, but no one is turned away.

**Miami:** Lack of sufficient resources.

**Nashville:** Although Second Harvest does not (the agency reports that they will always serve clients no matter what they have), the agency constantly receives referral calls from other nonprofit and religious organizations that do not have the resources. In congregations with emergency food programs, demand is greater than the resource. (Renewal House) We have a meal program that we were able to increase participation through successful efforts to increase funding. However, there are still a finite and limited number of individuals we can serve. (Nashville CARES) The Campus for Human Development reports that they do have to turn people away due to lack of resources.

**Norfolk:** All resources are utilized and everyone receives something.

**Philadelphia:** Difficult question -- while food cupboard coordinators do whatever it takes to make sure that people requesting help have something to eat, many of the them need more food in order to adequately meet the needs of the households they serve.

**Phoenix:** Over the past year, food provider agencies have not had to turn people away. However, current conditions indicate that agencies may have to begin turning people away as the number requesting assistance continues to increase.

**Portland:** Agencies regulate the flow of resources by restricting the frequency of service to households. Few people are actually turned away, because they know the frequency "rules".

**Providence:** Poor economy. Clients are often referred to other facilities, i.e.: churches

**Salt Lake City:** During the months of September and October emergency food pantries in Salt Lake shortened hours, decreased the number of days they are open and often ran out of food when they were open.

**San Antonio:** The majority of the respondents (62 percent) said that they did not have to turn people away who were requesting food assistance. However, 38 percent of those who responded to the survey said that they did have to turn people away.

**Seattle:** A meal program or a food bank may not have a particular food item that an individual needs; however, programs rarely turn people away. Meal programs and food banks do the best they can to provide their consumers something.

**St. Louis:** Food assistance facilities turn away people in need because of lack of resources usually by

reducing the number of days that facilities are open.

**Washington:** Most respondents report that they do not have to turn anyone away, and soup kitchens generally serve everyone who shows up.

## **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 city and advocates continue to press ahead with universal free breakfast for schools. Efforts continue to have after-school programs supplied with nutritional meals and/or snack.

**Burlington:** The King Street Youth Center teams with the students at the University of Vermont Center for Service Learning Foods Salvage Program to gather food and serve a hot supper at the Youth Center for those in need every Sunday.

**Charleston:** Crisis Ministries has been operating a Food Rescue Program since 1989 when hurricane Hugo struck the peninsula. This year Crisis Ministries has expanded its program to include distribution to two local residential programs for children, other soup kitchens and several faith based groups.

**Charlotte :** The Nutrition Coalition is a collaboration between five hunger fighting agencies. They include: Friendship Trays, a private meals-on-wheels program, The Gleaning Network, which harvests surplus produce from local farms, Community Food Rescue, a fresh and perishable food recovery program, Culinary School of Charlotte, which provides classes in food prep and career development in the food industry for low-income, at-risk individuals, and Loaves & Fishes, Charlotte's network of 16 food pantries. The Nutrition Coalition advocates for hungry people, seeks to educate the general public about local hunger and above all, the Nutrition Coalition does not duplicate services.

### **Chicago:**

Example 1: Illinois Hunger Coalition: The Illinois Hunger Coalition runs a toll-free Hunger Hotline that helps connect people with the resources that are available to them. Hungry people need to be aware of the options they have and the resources that can help them. Another program that helps streamline the process of accessing food stamps is the RealBenefits Program. RealBenefits is a web-based application program, which allows community organizations and non-profits to help their clients determine eligibility for the Food Stamp Program prior to going to the state's local food stamp offices. This is a pilot program funded by the United States Department of Agriculture.

**Example 2:** Greater Chicago Food Depository: Greater Chicago Food Depository's Chicago's Community Kitchens is an intensive 12-week food service training program that provides low-income people with job skills for employment in the food services industry, while also providing nutritious meals to hungry people. Kids Café is an after-school program that provides youngsters with a nourishing hot meal and educational opportunities in a safe and supportive environment. For many children, this is the only full meal they receive all day long. This year, Community Kitchens students began preparing meals for the Kids Cafes in the Chicago area. The hot, nutritionally balanced meals include a protein item, starch, fruit, vegetable and milk plus a simple dessert. Most Kids Cafes have limited kitchen and staff. Staff prepared meals which reduced the strain and enhanced the agency's ability to serve more children. Most of the food used for meal preparation is donated.

The Food Depository has also undertaken new systems of food distribution not only to increase the amount of food available in high-poverty areas but also to maximize the resources of member agencies. The Food Depository has established two such networks - one linking 15 pantries, soup kitchens and shelters and a second linking 35 emergency food agencies. The agencies of the networks believe that positive changes can be realized through collaboration, shared resources and individual and group commitment.

**Example 3:** Keeping Chicago Affordable, an outreach effort by the City of Chicago to educate individuals about available food programs and other resources. Information is being distributed in aldermanic ward offices, libraries, workforce centers, and other public places as well as on the city's website.

**Denver:** KUSA (NBC affiliate, Channel 9) holds two large food drives throughout the state every year called "9 Cares, Colorado Shares." Their November food drive brought in \$75,000 and 208 tons of donated food. They are currently distributing the proceeds of this drive to food banks throughout the state. Without this huge effort on Channel 9's part, many of the pantries at Colorado food banks would be empty.

**Kansas City:** The City of Kansas City, Missouri responds to childhood hunger by serving as a Summer Food Service Program sponsor. By doing so, low-income children, who normally receive meals during the school year, have access to nutritious meals which are served at over 60 community and faith-based partner sites throughout the city. The program appeals to parents because not only do their children have access to balanced meals, but they also have access to a safe, nurturing environment that offers social and educational stimulating program activities. To further enhance participation, the program added a transportation component which assists with underwriting field trips for children. This is a key component that attracts and maintains both partner sites and children in the program.

**Los Angeles:** When one's biggest worry, day after day, is finding food, locating a job becomes increasingly difficult. St. Joseph Center's Bread and Roses Café enables homeless persons to focus on housing and employment by serving more than 150 free hot meals each day. It is a sit-down restaurant where Center volunteers provide service. Food is diet specific so that diabetics, vegetarians, and

individuals with high blood pressure get a nutritious meal. The cheerful café-style setting provides a dignified, safe and respectful atmosphere. Clients are connected with staff from the drop-in center and are provided with referrals for their specific needs. Services include case management, advocacy, workshops and referrals to other community-support organizations, such as those specializing in health, housing, legal assistance and substance abuse.

**Louisville:** We have opened five new Kids Cafes. We have also worked with food cooperatives to secure best food supplies at lower cost. Increased the number of Kids Cafes. Dare-To-Care chef works with the Kids' Café managers on how to make balanced meals appealing to kids' tastes. Also, we are developing a cookbook with simple pictures illustrating how to prepare nutritionally sound meals for use by families with limited literacy skills.

**Nashville:** Nashville CARES is currently in the process of implementing a new food box service that consists solely of single serving, ready to eat food resources that we are going to distribute weekly to clients that need the ease of meal preparation due to acuity of physical limitations /illness and homeless clients. Kids Café is a program run by Second Harvest Food Bank. One night a week in a different location in the city the food bank provides a hot meal to children at risk of hunger. The program feeds approximately 1,000 children a week at 16 sites, including community centers, schools and churches. We also have a summer breakfast program at over 30 sites. There is no cost to any of these children; the food bank provides everything- food, drinks, paper products. Second Harvest is the first food bank in the nation to house a cook/chill facility that allows the organization to store, prepare and distribute perishable food, as the non-profit's donations in the past five years have changed from 70 percent nonperishable to 70 percent perishable food. This cook-chill capacity produces food that can be prepared in a microwave oven, boiled in a bag on the stove top, or warmed on a steam table. The result is thousands of well-balanced and tasty meals served to hungry men, women and children in Middle Tennessee. This effort saves tens of thousands of pounds of nutritious food that would otherwise end up in landfills across the country and feeds thousands of hungry people in the process. Nashville Rescue Mission serves in excess of 400,000 meals each year.

**Norfolk:** The Food Bank of Southeast Virginia does an exemplary job of keeping up with the demand and running a well organized business.

**Philadelphia:** Pennsylvania's State Agricultural Department issues "Farmer's Market Nutrition Checks" to families receiving assistance through the WIC program. These checks are worth five dollars each and can be used to purchase fresh fruits and vegetables through area Farmer's Markets. Last year the Philadelphia area SHARE Food Program, Inc. was approved to accept FMN checks for the "Farm Fresh Package" food basket they offer to families. Households who pay \$15 and devote two hours of their time to improve the quality of life in their community are eligible to choose from several varieties of food baskets offered through SHARE.

**Phoenix:** The WIC/Farmers Market Nutrition Program distributes vouchers to WIC clients to use at

participating farmers markets to purchase fresh produce. The program also helps promote development of farmers markets in low-income neighborhoods where economic development is slowed in the current economic environment. This year seven farmers markets operated in the Phoenix area serving approximately 4,000 households.

**Portland:** Harvest Share is a free supplemental food program in the Portland Metropolitan area. There are thirteen sites that have distributed nearly two million pounds of fresh produce in the last two years. A household's income must be less than 185 percent of poverty guidelines. There are no restrictions on the number of times a household can receive the produce.

**Salt Lake City:** The Baptist Concern Center is serving a large portion of the Spanish speaking population. They have responded to the needs of these clients by offering budgeting and life skills classes.

**San Antonio:** The San Antonio Food Bank continues to aggressively expand a concept designed by their national association, America's Second Harvest, known as Kids Café. This innovative program, which was described in last year's report, addresses the issue of childhood hunger. It serves as a direct feeding partnership between the San Antonio Food Bank and after-school programs. Kids Cafes are safe nurturing places where neighborhood children can go after school and receive a hot supper as well as receive help with homework from caring volunteers and staff members. Most Kid Café participants are elementary school aged children. Younger siblings are also able to eat at Kids Cafes.

In addition, by volunteering for the program, older siblings and parents can dine with their children. Many children in low-income neighborhoods do not receive well-balanced evening meals, either because their parents work late hours or because their families simply cannot afford good wholesome food. Since Kids Cafes are located in impoverished neighborhoods, participating children can walk or bicycle to these sites after school. The San Antonio Food Bank has expanded its program to include three cafes – Eastside Boys and Girls Club, Westside Boys and Girls Club, and the Downtown Youth Center. Seven more sites are planned for next year. This joint participation in Kids Café helps strengthen communities, as families and friends come together to share a meal.

**Seattle:** In 1971, in response to the growing need of hungry citizens in Seattle, the Operational Emergency Center (OEC) began serving South Seattle residents. The agency initially opened its doors to provide food to households in need; however, the program has grown to provide a clothing bank and receives funding for an Arts, Culture, and Employment Services project to engage youth in cultural, arts, and work-related projects. What sets this program apart from other programs in Seattle is its unique location—located on a piece of property which is part of Seattle on one side and a small portion of the grounds listed as part of King County. For over five years, the agency continues to be the largest distributor of grocery and essential non-grocery items to Seattle residents. The agency accomplishes this through a cadre of very dedicated volunteers and a full time staff of five full-time equivalent employees. In 2002, the food bank served more than 124,666 bags of food and basic non-food

essentials. Moreover, the program is exemplary in that the languages spoken by staff mirror the languages spoken by the families receiving assistance from the Operational Emergency Center Food Bank.

In addition to English, the staff can speak Russian, Chinese, Vietnamese, and Mandarin. Before the food bank moved to its current location a little more than three years ago, the food bank was part of an established garden community in South Seattle, where the clients came from households that were predominantly Southeast Asian, other refugees from Southeast Asia, and East Africa, including Ethiopia. At their current location, the agency still sees many of the same immigrant and refugee families from their initial site. It is a common sight at the Operational Emergency Center to see Latinos, Asians, Southeast Asians, and immigrants and refugees from the Eastern European countries conversing in often the only language that they all can understand.

**St. Louis:** The Greater St. Louis Area Council of the Boy Scouts of America, which includes St. Louis City, 27 counties in Eastern Missouri, and 10 counties in Southern Illinois, started Scouting For Food in 1985. Since then, the campaign has grown into the nation's largest single-day food drive. Over the years, nearly 25 million pounds of food have been donated. Scouting for Food is conducted on two consecutive Saturdays. On "Bag Out Saturday" more than 40,000 Cub and Boy Scouts hike the streets of St. Louis delivering nearly 1 million bags to residences across the area. One week later, on "Bag In Saturday", Scouts will retrieve the bags filled with non-perishable goods for distribution. This year over 2 million cans of food were collected. Gathering, sorting, packaging, and transporting more than 2 million cans of food required a coalition of organizations.

This year's partners included: St. Louis Area Foodbank: distributed food to nearly 400 agencies in the St. Louis bi-state area. It distributed the Scouting for Food donations from their 40,000-sq. ft. distribution center. Food collected outside of St. Louis City and County goes to food pantries in those communities. The St. Louis Area Foodbank gives out nearly 11 million pounds of food annually. The Fire Chiefs Association gave access to more than 50 area fire stations for sorting, packaging, and storing donations until food was picked up and delivered to the Foodbank. The 892nd National Army Reserve Command used its vehicles and personnel to transport the food. More than 30 army vehicles, including 20 tractor-trailers, were used to deliver the food to the St. Louis Area Foodbank.

Lowe's Home Improvement Warehouse agreed to serve as a drop-off point for individuals still wishing to give non-perishable donations after Bag In Day. More than a dozen locations throughout Missouri and Illinois participated.

**St. Paul:** People Responding in Social Ministry, PRISM, attacks hunger from many angles. In addition to providing food up to once a week to families in need, they also provide a homelessness prevention program, furniture for struggling families and a free career clothing shop. PRISM also addresses barriers of transportation by providing "PRISM Express", a ride program for seniors and the "Project Family Car Program" in which families may get zero percent loans to purchase a car. Understanding

that education is often key to pulling people out of poverty, PRISM offers the "HUFÉ Scholarship Program" for people wanting to pursue a post-secondary education. This is one example among many of the comprehensive services provided by programs in our area in response to hunger and poverty in their community.

**Trenton:** The Mercer County Board of Social Services partnered with the local Food Co-op to produce a pool for use by agencies to calculate what an individual or family might receive for food stamps, and they have some satellites where people can apply.

**Washington:** The Capital Area Food Bank was mentioned by respondents as vital to their programs. They are described as efficient, kind, caring and resourceful. They collect and distribute much of the food that is used by emergency food programs and free kitchens.

## 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	24	24	66	increased	no	yes	yes	5
Charleston	3	5	5		yes	yes	no	0
Chicago	28	n/a	n/a	increased	yes	yes	no	0
Denver	10	10	49	same	yes	yes	yes	10
Los Angeles	25	32	70	decreased	yes	yes	no	0
Miami	49	49	54	same	no	no	no	20
New Orleans	10	15	50	increased	no	no	no	10
Philadelphia	19	15	80	decreased	no	yes	no	15
Portland	11	10	55	increased	no	no	yes	0
Salt Lake City	28	15	45	increased	no	no	yes	20
Seattle	5	1	32	increased	no	no	no	0
St. Paul	25	10	60	decreased	no	yes	yes	0
Washington	24	21	23	decreased	no	no	no	0

# HOMELESSNESS

## The Problem

### Emergency Shelter Requests

**Eighty-eight percent of the survey cities report an increase in requests for emergency shelters during the last year.** Three cities – Philadelphia, Phoenix, and St. Paul – report that the number of requests for emergency shelter remained the same during the last year.

**Across the survey cities, the average increase was 19 percent.** The percentage of increase requests range from 64 percent in St. Louis, 30 percent in Norfolk, 25 percent in Kansas City, 18 percent in Washington, D.C., 10 percent in Los Angeles, and three percent in Boston.

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

**Boston:** Our census was conducted December 10, 2001 and there were 6001 homeless men, women and children. This year's census will be conducted on December 9, 2002, too late for inclusion in the USCM report. We expect the increase to be much higher this year because of continued overcrowding of adult shelter and the increased use by the state of motels to shelter homeless families.

**Charleston:** Over the summer of this year the number of single women and families requesting shelter in Crisis Ministries' Family Center increased to capacity (55) and has remained at capacity.

**Charlotte :** The increase of people requesting emergency shelter in our city is caused by unemployment, underemployment and the economy. Currently, we have a shortage of at least 20,000 safe decent and affordable rental units.

**Chicago:** There are two kinds of data that the city tracks: 1) the number of requests for shelter and 2) the number of people served. Data from the city's 3-1-1 center indicates that over the past year, requests for shelter have increased 36.2 percent. From January 2001 to October 2001, there were 27,194 requests received for shelter. From January 2002 to October 2002, there were 37,047 requests for shelter. It is important to note that many of these requests are duplicative.

However, according to the CDHS Annual Report, the number of clients participating in homeless and homeless prevention services decreased from 19,421 in 2001 to 18,065 in 2002. This trend is the result of people staying in shelters longer – the demand is on the shelter beds.

**Cleveland:** Demand at overflow shelters has increased by 25 percent, while the rest of the shelter system remains at full capacity

**Denver:** Our economy has weakened significantly over the last year and a half, causing many people to be laid off and lose their housing.

**Kansas City:** In Kansas City, City Union Mission, a local provider of shelter services, operates a Hotline for the Homeless. According to their records the total number of people requesting emergency shelter in our city increased by 25 percent.

**Louisville:** The need for affordable housing and a livable wage keeps people on the verge of homelessness. The demand for emergency shelter continues to grow. The shelter providers turn away one family for every one family that is able to stay at the agency. Single men continue to be the largest population. This population increased by 6 percent over last year. In Neighborhood Places throughout Jefferson County 238 families and a few single individuals requested help because they could not get into the shelter system. Many of these individuals and families stayed in their care or doubled up with friends and family.

**Miami:** The Miami Homeless Assistance Program reports that this increase is due to the lack of transitional and permanent housing.

**Nashville:** Agency responses show an average of 15 percent. Nightly shelter numbers are up; day services numbers are up (Campus). We have seen an increase in single-parent families coming off the welfare roles. (Safe Haven Family Shelter)

**New Orleans:** According to a poll of 12 emergency shelter providers (12/02/02), 9 agencies or 75 percent report an increase in emergency shelter requests over the past year. Reasons for an increase include a high number of evictions, displacement from public housing, and lack of affordable available housing.

**Norfolk:** Our data is based on the Department of Human Service records in Norfolk and confirmed by emergency shelters in the area.

**Philadelphia:** During the first half of the reporting year shelter use was below the previous year's level, but has steadily increased over the second half of the year -- so overall, it has stayed the same.

**Phoenix:** The Community Network for Accessing Shelter (CONTACS) shelter hotline reported an average 2,673 calls each month from households needing emergency shelter in FY 2000-2001. In FY 2001-2002 CONTACS reported an average of 2,693 calls a month from households needing emergency shelter.

**Portland:** Twenty-three percent more homeless individuals were served during the last year. There is no city-wide 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. 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, 2002, 446 individuals who requested shelter were unable to be accommodated.

**Providence:** All figures apply to ProCAP's Interim House (emergency shelter for families) only. In 2001 we served 235, in 2002 we served 292

**Salt Lake City:** Families 58 percent, Single men 45 percent, Single Women 257 percent; Supporting data from The Road Home waiting lists show that the average number of families at any given time from December 2001 through November 2002 increased 30 percent as opposed to 19 percent from the previous year. The average number of single men for the same period increased from 58 to 84. During 2000/2001, the living space for single women was enlarged to accommodate more women. For this reason, the number of women on the waiting list from December 2001 through November 2002 averaged 6 percent as compared to 25 percent for the previous year. However, there was a dramatic increase in the overall number of single women sheltered during fiscal year 2001/2002, a total of 410 as compared to 114 women the previous fiscal year.

**San Antonio:** Agencies are reporting a significant increase in out-of-town individuals seeking emergency shelter. Agencies are also indicating that they are experiencing a dramatic increase in requests from families for shelter. The level of poverty remains high in San Antonio, and with the sluggish economy, the prospect for improving this situation in the near future is not promising.

**Seattle:** The October 18, 2002 One Night Count of the Homeless found more unsheltered people in our city than in previous years (784 in 1998, 983 in 1999, 1085 in 2000, 1454 in 2001, and 2,040 in 2002). This reflects an 22 percent increase in the number of unsheltered people found in our city as compared to 2001. The preliminary figures compiled for shelters during the One Night Count have not been tabulated yet but are expected to match the increases identified in the unsheltered count. The increase in the homeless count is due in part to new areas of the City being counted and a sharp downturn in the local economy. Our unemployment rate is one of the highest in the nation.

**St. Louis:** The City of St. Louis tracks the issue of homelessness via the Continuum of Care's (CoC) Homeless Hotline. Some agencies serving the homeless population do not participate in the CoC process; therefore the data collected is not all inclusive of the homeless situation in the City of St. Louis. The City of St. Louis partially funds the Homeless Hotline. Callers to the Homeless Hotline may request emergency shelter or preventive services (utilities, rental and mortgage assistance). In the past, an immediate assessment was conducted on every call regardless of the request. Currently, we have a triage phone system. Calls for emergency shelter are assessed immediately and calls for preventive services are returned at a later time. The triage phone system has reduced the length of time a person

must wait to speak to someone regarding shelter. It has also allowed the staff at the Homeless Hotline to take more requests for shelter.

**St. Paul:** A survey conducted nightly in shelters for the past 10 years has established that the number of unduplicated individuals using shelters in a years time is essentially flat over the past several years.

**Trenton:** Our response is a results of the lack of affordable housing and low paying jobs. Data source: Catholic Charities Emergency Services.

**Washington:** Our response is based on reports of emergency, transitional and permanent housing programs for homeless people that are collected by the Community Partnership. These data have been kept and compared year-to-year for the past seven years. The largest increase occurred among families, with 31 percent more families served in the District's emergency shelters and 17 percent more adults served.

## Emergency Shelter Requests by Families

**Requests for emergency shelter by homeless families with children increased in 88 percent of the survey cities during the last year.** Burlington and Philadelphia said that the number of requests by homeless families remained the same during the last year. St. Paul said that the number of requests declined during the year.

**Across the survey cities, the average increase in request for emergency shelter by homeless families with children was 20 percent.** The percentage of increased requests ranged from 61 percent in St. Louis, 58 percent in Salt Lake City, 35 percent in Portland, 20 percent in Kansas City, 16 percent in Los Angeles, 10 percent in Charlotte and Cleveland, and 5 percent in Trenton.

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

**Boston:** There were 2149 men, women and children in family shelter when the census was conducted in December 2001. There will be a much higher increase in the number of families when we conduct this year's census. Two years ago there were less than 100 families placed in hotels and motels by the state and last year there were over 340. This year there are 540 families in hotel/motel.

**Burlington:** Although the number did not increase, it did remain at a record high level. In response, the Committee on Temporary Shelter (COTS) opened a new family shelter.

**Charlotte :** The number of families with children requesting shelter in our city has increased as a direct result of the unemployment, underemployment, day care expense, and the shortage of affordable rental housing.

**Chicago:** We assume these requests have increased because the total number of general requests have increased. However, the city does not break down the count of requests by family type.

**Cleveland:** When full-service shelters are full, families with children are more likely to double up with friends rather than go to overflow shelter.

**Denver:** Homelessness among children in families has grown at an astounding rate in recent years, though we have been seeing a larger increase in the need for emergency housing for single women during the last few months.

**Kansas City:** According to the City Union Mission's Hotline for the Homeless, the number of families with children requesting emergency shelter increased.

**Louisville:** The number of men with children increased 7 percent and the number of children in families increased by 6 percent, however; women with children decreased by 11 percent. It is the sense of the shelter providers that women are coming to the shelter alone and leaving their children with family or friends. Many of the women have lost their children to foster care. It is reported that 85 percent of single men and women in the shelter community are parents. There has also been no increase in funding for emergency units for families. There has been an increase in the transitional and permanent housing units so people have other options rather than going to emergency housing as the only choice.

**Miami:** This figure represents requests taken by the Miami Homeless Assistance Program (MHAP), which is responsible for making 3700 placements last year.

**Nashville:** Agency estimates ranged from 15-20 percent. Families are increasing at our shelter, which is primarily frequented by single males. (Campus) The number of calls received per week is up by about 15 percent over last year at the same time. (Nashville Family Shelter)

**New Orleans:** Four of the 5 emergency shelters for families (80 percent) report an increase in requests for families with children requesting shelter. There are only 2 traditional emergency shelters for families and they are almost always full. We have other "beds" for families but they are for special populations, i.e., families with one member who has HIV/AIDS, families whose mother has been a victim of domestic violence, families whose mother is 21 years or younger, etc.

**Phoenix:** According to the CONTACTS shelter hotline, the average number of monthly requests for emergency shelter for families was 838 in FY 2000-2001, and 1009 in FY 2001-2002.

**Portland:** There was a 35 percent increase in the number of individuals in families who were served. Agencies report that greater numbers are seeking shelter, however, there is no city-wide count of people who request emergency shelter. On March 15, 2002, families with 285 members requested

shelter and were unable to be accommodated.

**San Antonio:** Agencies are reporting a significant increase in the number of families seeking shelter. SAM Ministries, one of the larger shelter operators in town, is reporting that they are turning away about fifteen families a week who are seeking shelter.

**Seattle:** Local shelter and housing providers who contract with the city are reporting a significant increase in the number of families requesting assistance. It is difficult to determine and access the numbers of turn-a-ways and an accurate percentage, as there is no centralized system for tracking and establishing an unduplicated count. The city expects to address these and other homelessness database issues with the implementation of its "Safe Harbors" HMIS system.

**St. Louis:** The demand for services has increased and the access to services has improved. Callers to the Homeless Hotline may request emergency shelter or preventive services (utilities, rental and mortgage assistance). In the past, an immediate assessment was conducted on every call regardless of the request. Currently we have a triage phone system. Calls for emergency shelter are assessed immediately and calls for preventive services are returned at a later time. The triage phone system has reduced the length of time a person must wait to speak to someone regarding shelter. It has also allowed the staff at the Homeless Hotline to take more requests for shelter.

**St. Paul:** A survey conducted nightly in shelters for the past 10 years has established that the number of unduplicated families using shelters in a years time has dropped slightly

**Washington:** This 15 percent figure represents an increase in families that came to central intake to request shelter, the best measure we have of demand. The trend has leveled out from the sharp increase of 82 percent in requests for shelter that was reported in last year's survey, but is still higher than last year. Family shelters and other programs at the emergency end of the family continuum served 31 percent more families in 2002 than were sheltered in 2001.

## Length of Time People are Homeless

**People remained homeless for an average of 6 months in the survey cities.** The average length of time people remained homeless is 10 months in Boston, Charlotte and Trenton, 9 months in Charleston and Denver, 7 months in Chicago and Kansas City, 5 months in Portland, 2 months in Salt Lake City, and one month in St. Paul.

**Eighty-two percent of the cities report that the length of time people are homeless increased.** It remained the same in Louisville, Philadelphia, San Antonio, and Washington, D.C.

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

**Boston:** It takes homeless families up to 9 months before they can secure an affordable housing unit. Many single adults are chronically homeless for years before they move into permanent housing. Homeless adults in recovery from substance addiction often have criminal histories which interfere with their ability to find a landlord who will rent to them.

**Burlington:** The average length of stay has increased to three months at the family shelter.

**Charleston:** In prior years Crisis Ministries received a grant through the Community Development Block Grant (CDBG) program to keep individuals in their homes and to assist individuals moving from the shelter into housing. This year the CDBG funding was reduced by 50 percent. Electing to assist the neediest individuals Crisis Ministries eliminated funding to individuals that were housed. Funding was only enough to last three months. Without financial assistance to make security deposits and help with the first months rent, individuals are forced to remain homeless for greater periods of time.

**Charlotte :** There are more services in place for families who are homeless. They are stabilizing as a result of the supportive services that are in place. There are over 20 agencies who are members of the Homeless Services Network collaborating and coordinating services.

**Cleveland:** Family shelters report that it is taking longer to move clients to permanent housing. The parents are increasingly younger and with fewer education and employment skills. It is becoming more difficult to find unsubsidized housing that is affordable with low wage employment. The shelters for single persons are more aggressively seeking to move persons into other housing.

**Denver:** The average length of time an individual or family is homeless in Denver is between six months and one year. This is longer than the average length of time people have been homeless in past years.

**Kansas City:** Respondents to our local survey said that the length of time people in Kansas City are homeless has increased. The reasons given were the economy, housing shortage, and TANF disenrollment.

**Louisville:** Landlords willing to accept Section 8 certificates are difficult to find and the length of time to get into Housing Authority of Louisville developments fluctuates from a few weeks to several months. Many times clients face barriers to getting into the Housing Authority facilities due to past history of previous evictions, poor credit or criminal records. Other clients are fearful of returning to public housing, especially those people in recovery, since the developments are where many bought or sold drugs. They would like a new start. Also, the cost of housing in the area has increased leaving many very low-income families and single individuals behind.

**Miami:** MHAP indicates that individuals and families remain longer at emergency shelters due to shortages of transitional and permanent housing units.

**Nashville:** The economic downturn has people stuck. (Campus) More people are coming off the welfare rolls and the lack of affordable housing along with lack of living wage jobs makes it longer to return to mainstream living. (Safe Haven) More debt, less jobs available. (Salvation Army) No affordable, sustainable housing. (Renewal House) Local agencies report the following experiences: This again is hard to completely answer. There are several types of homeless individuals, those who are homeless because of an acute situation-family violence, sudden job loss, those who have had some chronic income circumstances and are attempting to re-establish selves, and those who through addiction, mental illness are “chronically” homeless. For each, the period of homelessness is determined on several independent factors to include: 1) access to resources (housing and financial); 2) personal resources and skills (job skills); 3) external supports both personal and professional; and 4) personal skills and capacities as limited by addiction, mental illness, and criminal history. (Nashville CARES) The chronic homeless and mentally ill homeless increase the average because they are difficult to get in and keep in. (Family Life Center- Nashville Union Mission)

**New Orleans:** The percentage of persons homeless up to 6 months was 46 percent as compared to 53 percent last year.

**Norfolk:** The length of time people are homeless is associated with less affordable housing, unstable economy, under-usage of EITC and increasing substance abuse coupled with increased mental illness.

**Portland:** Comparisons with last year’s data indicate that the length of stay has increased for families with children and decreased for unaccompanied adults.

**Providence:** Families are unable to find affordable housing. If such housing is located it is usually substandard and families are forced to relocate again. The average shelter stay is between 6 and 9 weeks.

**Salt Lake City:** Data from The Road Home show that the length of stay per household at Salt Lake Community Shelter and Self-Sufficiency Center increased slightly.

**Seattle:** Limited access to permanent/stable housing solutions has significantly impacted the length of time families and single women remain in shelters/transitional housing programs. Affordable housing, particularly for lower income populations are limited in the city and in surrounding areas. Several programs have increased emergency stays for families to allow more time for housing search and case management from the programs to effect some stabilization. Access to housing, both subsidized and unsubsidized, has decreased due to increases in the costs of deposits, damage deposits, first and last months rents, credit check charges, etc. Although there has been an increase in Section 8 Certificates, programs are finding it necessary to extend stays to assist families, especially large families, in housing search. In addition the number of larger and immigrant refugee families with 4+ children has increased significantly. Language and economic barriers complicate housing searches for permanent units for these families.

**St. Louis:** The average length of stay in an emergency shelter is 45 days.

**St. Paul:** Research data shows an average of a 3.5 week within a year's time. This is an increase of one week. Last year the average stay was 2.5 weeks

**Trenton:** The length of time people are homeless is associated with the lack of affordable housing

**Washington:** The average stay for adults continues at about 45 days and for families at about 6 months in emergency shelters.

## 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:** Nancy and Molly are two elderly women, one working, the other disabled, who became homeless two years ago after their landlord raised their rent, then began eviction proceedings. The eviction was 'no fault' meaning that the women were not behind on rent, but the landlord wanted the apartment for a relative. The apartment had been affordable priced at \$650 per month, which was all the women could afford. Average rents for a two bedroom range from \$1200-1400. The women could not find an affordable market rate apartment and, because they were not yet homeless, they were not a priority for elderly housing. Upon eviction, the women were placed in a transitional program for homeless elders. Because the two women did not want to be split up, they were slow to move up the elderly housing list due to a lack of two bedroom units. Finally, they were housed this fall when a housing subsidy became available to them.

**Burlington:** Sean and Carrie-Anne Drumm moved to Vermont from the Philadelphia area. They each lined up jobs and a preschool for their four-year old twin boys in Burlington before moving. A month after their arrival, the family seemed to be doing well. Life in Vermont was what they had hoped it would be.

Then two unrelated medical problems led the Drumm family to the brink of financial ruin. One of the twins was diagnosed with severe Attention Deficit Hyperactivity Disorder and the doctors agreed the best thing would be to remove him from the stresses of preschool. Carrie-Anne quit her job to stay home with the boys. The family was able to get by solely on Sean's salary. The next incident came after a large snowfall when Carrie-Anne injured her back after shoveling the sidewalk. Doctors

prescribed bed rest, painkillers, muscle relaxants and physical therapy for her injury. Sean began to miss work while Carrie-Anne attended physical therapy several times a week. The family started falling behind. Rent was overdue and Sean lost his job he had often missed work to help his family. Eviction papers were served and soon they lost their home.

With no place to go, the family went to the Committee on Temporary Shelter (COTS) and with no vacancies at COTS, they were put up in a local hotel for the first week. They moved to COTS when a space opened up and stayed there with 22 other families for a little over two months before being moved to a newly renovated family shelter that housed only four families. The Drumm family was able to move out of homelessness with the help of COTS and Section 8 assistance. Sean studies full-time at the Community College of Vermont and works part-time, and Carrie-Anne works part-time in a gift shop at a local hotel while the twins attend kindergarten. They are doing well now, and are pleased to be back in a home of their own.

**Charleston:** This is from an interview with a former guest of Charleston's shelter system.

R: "Tell me a little bit about your background and why you came to Crisis Ministries."

J: "I have a long history of drug abuse and mental illness. I lived for a long time at RCFs but I was continually kicked out because I would not up hold their regulations. I didn't have any respect for the rules at these facilities and I would just do as I pleased. I have lived in and out of the shelter here for the last 3 or 4 years. I moved around February this year when I had my little girl, Destiny."

R: "How did Crisis Ministries contribute to your recovery and new independence?"

J: "I don't think I would be where I am today without Crisis Ministries. I had been trying for a long time to get off drugs and I kept having a hard time relapsing...I would stop for a while, but I would always go back to using. My caseworkers Carol and Erin, were always there to help me and they would never turn me away – even when I went back to using. When I came off binges, I would run to Carol and Erin and they would always take me back in and do everything they could to get me back on the right track. I was even nasty to them and caused trouble sometimes and they wouldn't turn their back on me."

R: "Can you describe the difficulties you faced in your recovery process?"

J: "The hardest thing about my recovery was still having to be around users in the neighborhood. They really give you a hard time and pick on you and tell you 'you're acting like you're better than us now.' I would always break down and go back to my old ways. When I found out I was pregnant, I told myself that I could not do this to my baby. I left the man I was living with, because I knew I couldn't stay clean there."

R: "What are your plans for the future?"

J: "I see myself going back to school and getting my GED. When Destiny gets old enough, I would like to find a job helping other people."

R: "Do you have any feelings on homelessness from your perspective that you would like to share?"

J: "I know that most people criticize homeless people because they think they are no good or less of a person than themselves. Just because someone is homeless, it doesn't mean they always have to be. They can still hold their head up high and work towards achieving their goals – even if it's just a little bit at a time. Whatever happens in your life, you can always overcome what has happened if you try hard enough and you have the support of others."

R: "I believe this article is for the new newsletter, and we usually don't use your real name."

J: "Why not? I'm not ashamed – I'm proud of myself and how far I have come. I have my own place, I pay bills, and I even go shopping at the grocery store. I push the cart down the aisle at Piggly Wiggly and think to myself 'this is so cool'. I have responsibilities now. These are things I've never in my life had before."

**Charlotte :** A senior female, age 77, lived with her husband and their dog. The husband and wife were on fixed incomes equaling to \$1090 with a rent of \$450. The husband died and Ms. Smith's household fixed income was \$545. The apartment was purchased by a new owner who increased the rent to \$650 without utilities. Since the death of her last family member, she was very depressed with no family support. Ms. Smith was facing eviction due to none payment of rent. Ms. Smith was assigned a social worker and a non-profit agency paid her rent with rental subsidies. She found a new senior citizen tax credit unit and moved in.

**Chicago:** The Chicago Department of Human Services' Trina Davila Human Service Center and the Department of Human Services Chicago Gives program assisted a couple and their eleven children ranging in age from newborn to 17. The family was referred to the Trina Davila Human Services Center while they were homeless. A case manager at the Chicago Department of Human Services provided case management and the family was able to obtain housing. "We were living in a homeless shelter. A few weeks before Christmas, we found an apartment we could afford with the help of the Chicago Department of Human Services," said the client. CDHS also connected the family to the Chicago Gives program, a program that matches families with city employees during the Holidays to provide gifts. Five hundred other needy Chicago families were matched with city employees from 39 departments. "We were amazed," the client noted. "They brought armloads of presents for us and the kids - clothes, CD players, dolls, games, and more packages than we ever imagined. They even brought pizzas, pop and other treats for all of us to share as we got to know each other."

**Denver:** One homeless woman with four children received help from the Department of Human

Services, which connected her to one of our emergency shelters. After 90 days at the shelter, she moved into transitional housing, where she was directed to a local provider that taught her the plumbing trade. She now makes a livable wage as a plumber's apprentice and rents her own apartment.

**Kansas City:** In Kansas City, we found numerous stories that reflect the real life cycle of homelessness. The case that we selected was submitted by Swope Parkway Health Center, which is a community based health facility that provides mental and medical care. The example demonstrates how relationship building is a first step to housing assistance. Two years ago a Swope Parkway Health Center outreach worker discovered a homeless man living under a bridge, who was addicted to crack and alcohol and appeared clouded, wasted, and hopeless. With diligence, the outreach worker continued to build a trusting relationship with the man who finally agreed to medical detox the week before Thanksgiving. He was advised that sometimes the fastest way to treatment is through a court order, to which he acquiesced for 30 days. After the initial detox, he entered Imani House for a full 90 day treatment plan. Unfortunately, his stay ended with a 24-hour relapse. The man dealt with the problem by paging his outreach worker. With the worker's assistance, he was taken to de-tox. He completed the detox and was then linked with a transitional housing program. He agreed to participate in therapy and case management services through Swope's Outreach Department. After a year of sobriety and employment, he is now eligible for a permanent housing placement. His tenacity in seeking and sustaining treatment, case management and therapy was fueled by the nurturing intervention of his street outreach worker. He admits to being glad to be alive and enjoys simple things like being with his family. He feels that once again, life is worth living.

**Los Angeles:** Ann is a mentally ill woman who lived with her mother and became homeless after her mother died and had no other family members to assist her. She lived on the streets for 11 years. Ann would panhandle in downtown Los Angeles. An outreach worker engaged Ann and after several weeks the outreach worker was able to enter Ann into an emergency shelter. Ann presently lives in transitional housing, is taking medication for her mental illness, and has a part-time job.

**Louisville:** Born and raised in Louisville, Woody never thought he'd be living on the streets. He graduated from high school and spent several years in the Navy before working a series of good jobs as a van driver and auto-detailing specialist. But somewhere along the way, he stumbled into the trap of alcohol and drug abuse. He managed to get by OK until his mother died in 1996. "I got depressed after she passed," he says. "I had always depended on her, and when she passed I just felt, what's the use? Nobody cares." He stayed in her house for a year living on an insurance settlement, but his addictions got worse and his life fell apart. Out of money, out of work and out of luck, he was arrested for writing bad checks and went to jail. His jail term up, Woody had no place to live. His brother and sister talked him into enrolling in a 30-day inpatient program for substance abusers. Even after that program ended, his living arrangements were uncertain until October 1998, when a staff member with the St. John Center told him about Harmony House, a halfway house operated by Interlink Counseling Services.

**Miami:** Mr. B. has been in and out of the emergency shelter system on numerous occasions. The first

few times he said that 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 program beds, he walked out of the facility and back into the streets on four occasions. Two to three times per week, in the last three months, the Miami Police Department has transported Mr. B to the Homeless Assistance Center at night (as per Settlement of the Pottinger v City of Miami case, homeless individuals in the City of Miami may choose between emergency shelter or arrest when violating certain misdemeanors). Mr. B has been informed that an outreach team can complete the paperwork for his participation in the Continuum of Care System the next day, but he now chooses to ignore this opportunity. This has developed into a way of life for him. In the mean time, outreach staff has observed that Mr. B's physical and mental conditions appear to have deteriorated.

**Nashville:** Local service agencies have assisted a single adult with a history of chronic homelessness and a serious mental illness with housing. But, because he also has a substance abuse history, he is not able to maintain permanent housing for longer than 2 months. He currently resides in one of Park Center's shelters where he is at risk of eviction due to continued drinking. (Park Center)

A single mother with a 2 month-old daughter lived with friends for several months before she became homeless. Her friends were eventually evicted from the apartment. As a result, this mother was without housing. Because she had a baby daughter, it was impossible for her to work without child care assistance. Without work, she could not afford housing. She came to the Nashville Family Shelter seeking the initial support it would take to back on her feet to care for her daughter. After only a few weeks of child care and other support services provided by our shelter, she obtained full-time employment and is now working to leave the shelter in search of permanent housing. She works for a reputable computer company with room to advance. Because we were able to meet her basic needs, she was able to get back on her feet after her housing crisis. (Nashville Family Shelter)

**New Orleans:** A homeless woman seeking information about housing opportunities called a program that assists homeless individuals and families with information and referral and residential services. She was the sole caretaker for her three small grandchildren whose mother was in jail. This family of four was spending each night in a different location. One of the children had a disability and needed other services. The staff met with the family on several occasions. The adult female was reconnected to mental health services and at the local homeless health clinic. Transitional housing was obtained which will provide the family with stability and support to assist this grandmother in taking care of her grandchildren.

**Norfolk:** A mentally ill man with substance abuse problems is in a shelter program, getting help in a 12 step program through shelter referral and has begun working part time for the first time in a long while.

**Philadelphia:** Clarence, a single man, first came to the shelter system with his son when their apartment

was damaged in a fire. Clarence's son damaged to the shelter they were placed in. Clarence agreed that his son should live temporarily with other family members while Clarence stayed in shelter to accumulate savings and find stable housing. Clarence has mental health and substance abuse issues and, while staying in a larger shelter facility, has had challenges maintaining treatment and staying on track with goals he had set with his shelter case manager. When he moved to a smaller shelter facility he connected better with his case manager and became more stable with treatment and goals. Clarence was accepted into transitional housing and reunited with his son in an apartment near the shelter -- he has maintained contact with staff there as well as his former case manager for additional support in the transition. Clarence and his son are expected to move to permanent supportive housing in less than a year.

**Phoenix:** Eighty-two year old Helen was a truck driver for thirty-five years. She was never in one place long enough to establish a residence or receive benefits. Following her career as a truck driver, Helen purchased a van where she lived with her dog for several years. Recently, Helen fell out of her van in a rural community outside of the Phoenix area. A neighbor found her and brought her to a local hospital. Helen was diagnosed with head injuries, including black eyes and a broken nose, and was observed to be suffering from dementia. Social Services decide not to let Helen return to her van for her own safety. A crisis team brought Helen to another rural area where behavioral health provider Value Options was able to pick her up and deliver her to the City of Phoenix Winter Overflow Shelter. The City of Phoenix case managers are now working with Adult Protective Services and other organizations to find Helen an appropriate supportive living environment.

Mary is a Native American woman and a single mother with three sons ages 9, 10, and 12. Mary has a mental illness, and she and her family lived in subsidized housing where Mary paid 30 percent of her income for rent. One day one of her sons accidentally burned the house down. Mary and her sons were found by a homeless outreach team four weeks later in a cardboard tent in the downtown Phoenix area. Mary and her family were able to enter a family shelter program at the United Methodist Outreach Ministries New Day Center. Mary and her family stayed in the program for six months where they participated in services including case management which linked the family to behavioral health services and housing opportunities. When Mary left the program, she and her family moved into permanent affordable housing on the Pima Indian reservation where her sons enrolled in school. Mary continued to participate in support services and graduated from the shelter's follow-up program. Mary and her family are now self-sufficient.

**Portland:** When 16-year old Amy became pregnant, her father said that if she kept the child she would have to leave home. At five months pregnant, Amy dropped out of school and left home. She lived a short time with the father of the baby, then in a church shelter, and finally with her estranged mother who uses drugs. After the birth of her baby, Amy entered HomeSafe, a McKinney-funded transitional housing program. The HomeSafe program gives pregnant/ parenting teens up to 18 months of rent subsidy with intensive case management. Amy and her baby now live in their own safe, comfortable apartment close to her school. After she obtains her GED, Amy plans to begin training to be a CNA. Amy is working hard to prepare to support herself and her child.

**Providence:** Wendy and Richard are married with small children. They had been renting a two bedroom apartment for \$700 without utilities. Richard worked full time, Wendy stayed at home with the children during the day and worked part-time (second shift.) During a routine physical the two youngest children were found to have high lead levels and were placed on medication. The couple discussed this with the landlord who refused to make any repairs/renovations and instead raised the rent to \$900. Richard, who is diabetic, became ill and was unable to work for several weeks. They were unable to maintain the rent and Richard lost his job. The family has been in the shelter for nearly 10 weeks. The children's health has improved but Richard's has not and he now receives TDI assistance. The total monthly income for their five-person household is \$800.

**Salt Lake City:** Last summer in a collaboration between The Road Home and the Salt Lake Art Center, the children staying at Salt Lake Community Shelter and Self-Sufficiency Center had the opportunity to design four 5'x4' stained glass panels to be mounted in the Family Shelter lobby. Two artists took the children to a local cathedral to study stained glass, and then each child had the opportunity to plan for the panel using geometric shapes and bright colors. In order to choose the design, a vote was taken and one child's design was chosen. After much work, six weeks later the finished product was ceremoniously unveiled and mounted for all to see. Three more panels are scheduled to be completed by three more artist and the work is displayed in the lobby of the Family Shelter.

**San Antonio:** A single, Hispanic mother of two school-aged children was seeking refuge from a physically abusive partner. She entered a HUD –sponsored counseling program for homeless individuals to work through her trauma and develop workable goals for herself and family. She decided to pursue a semi-professional degree in nursing. She found employment and worked her way through school. While at school, she participated in a Habitat for Humanity program and earned the necessary hours to qualify for assistance with purchasing a home. She then found stable employment after completing school, and is now paying for her new home.

**Seattle:** The following is a letter written by a homeless woman:

Hello! My name is Robin, and I'm 36 years old, and I have AIDS. I would like to take a moment of your time and share with you some things about myself and my life. I have four children: two sons and two daughters, ages 16, 12, 11, and 10. When my youngest daughter was just 22 months old, I contracted the HIV virus through IV drug use. In the last few years of my life, I've had many ups but mostly downs until I came to Seattle, Washington. I was very ill. In fact I wasn't expected to pull through. I had MAC, which is an AIDS illness - one of many that we can get.

Anyway, that was probably the lowest point in my life. I was in Harbor View and death was literally staring me in the face. And I had no one, no friends, nothing. My family was tired - tired of helping me financially to get back on my feet, have a nice place to live and nice things, only to lose it all once again to addiction. So there I was alone.

Then a social worker came to my room and interviewed me, asked me some questions, and found out I was homeless, had no money, and nowhere to go. The social worker said they would be back the next day and let me know if they could find somewhere for me to go if I pulled through and got better. So once again I waited, then a very nice lady about my age talked to me about Rosehedge. I don't know what pulled me through, but I got better, and I got out and moved to Rosehedge.

The very first time I walked in the doors I had that feeling, the feeling that you get when you go "home." The staff was so welcoming and kind. I was a little surprised to say the least. Well, it's been 15 months since my first day here, and through all the help, support and just plain kindness: my life is a success. My viral load is undetectable. My last T-cell count was over 200.

Rosehedge staff really helped put my life back together again. They helped me to get into drug treatment and made sure I got to all my medical appointments. They helped me get into the Babes Network, which is a program for women who are positive. I went to their weekly support group and also went on many outings.

But the most important thing Rosehedge did for me was help to reunite me with my family. They were very supportive. Any time I needed a staff member to talk to, no matter who it was and no matter if they were busy – they put their work aside to take the time to listen and help me. In August, I went to see my children and family. It was wonderful, and now my time at Rosehedge is up. I'm on my way to continue living my life. I really feel that the people that work at Rosehedge are there because they want to be. It's not just a job to them, it's a great crew of people, helping other people get back on their feet.. So to all the staff at Rosehedge, Thank You. I will never forget you.

Signed, a very grateful friend,

Robin

**St. Louis:** A brief case study of homelessness in the City of St. Louis involves two families -- a Bosnian family and an Iranian family. This situation presented two increasing barriers: language differences and family size. The families of 7 and 10, respectively, became homeless when the roof of their duplex collapsed while repairs were being made. One father was hospitalized due to injuries from falling bricks and the other adults did not speak English. Communication to the families was conducted by a teenage son or by church members. The shelters were unable to provide beds for the large families and the families refused to be separated.

**St. Paul:** Last year in November, Jane a highschool graduate in her early 40's left an abusive relationship with her husband of many years. She entered the emergency shelter for the first time in her life as a place to hide out from her husband and to have a safe haven from which to find housing and a job. Her children are still in school. The mainstay of her income is welfare at \$532 per month.

Average two bedroom apartments rent for \$800. The emergency shelter system only offers 30 days of shelter at a time. Every time that Jane received a welfare check she became responsible for paying for her own shelter stay, and that of her children. She would move out to a motel until she had spent half of her grant. Then she became eligible to return to emergency shelter. This happened 10 times. Initially she rejected the offer of transitional housing, which required her to "work a program" and "follow a set of rules." On her own, family stabilization did not happen. In spite of working temp jobs, Jane faced too many barriers (bad landlord references related to domestic abuse, poor credit, low income, and appearances in eviction court) to break the repeat emergency shelter use cycle. Recently, she entered the transitional housing/Family Intervention Program of the YWCA. It is hoped that over the course of the next two years she can find ways to cope with her anger, maintain stable employment and build the rental track record that eventually make independent living possible.

**Trenton:** A single mother with two children, lost her housing due to lost of income, and was placed in a motel for several months.

**Washington:** Two-parent family, parents aged 33 and 37 years old, three boys: Together for 16 years, married for seven, Mr. and Mrs. M are parents of three boys aged fifteen, five, and three. The family was living with Mrs. M's mother who was looking to sell her home and move into a retirement community for senior citizens. The . family had lived at the maternal grandmother's residence on and off for a little over 15 years. They had moved numerous times, staying in the grandmother's residence for as short as 3 months and as long as 2 years. Family income was not steady. Mr. M is a seasonal market seller and Mrs. M had left her previous employer of ten years and was working part-time in sales. Mrs. M was also battling a drug addiction at the time the family became homeless. The M family was on the verge of splitting up; they constantly fought about money, the children, and were having problems with the grandmother. There was an abrupt decision to sell the home, which left Mr. and Mrs. M scrambling to acquire new housing within 30 days. Taking advantage of a "housing first" program offered by central intake, the M family entered the "Community Care Grant" program under the care of a community based family support agency that helped them get into a 3-bedroom apartment just twenty days after the referral. The M family has been at its current residence for a year. Mrs. M has taken on another part-time job and Mr. M still works as a seasonal seller. Their rent is \$1,025, without utilities and they do not receive any housing subsidies, income-based rent or Section 8 assistance.

## The Population

Across the survey cities it is estimated that single men comprise 41 percent of the homeless population, families with children 41 percent, single women 13 percent and unaccompanied youth five percent. Seventy-three percent of the homeless families in the survey cities are headed by a single parent.

Survey city officials estimated that 50 percent of the population is African-American, 35 percent is white, 12 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 32 percent. Twenty-two 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. The number of emergency beds increased in 30 percent of the survey cities.

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

**Boston:** The state cut funding 15 percent in the summer. Beds were immediately cut in some programs, while others responded by cutting daytime services.

**Burlington:** The former YWCA building was renovated to provide shelter for up to 10 homeless families.

**Chicago:** Increased from 6,202 in 2001 to 6,490 in 2002.

**Denver:** Denver has 1,067 emergency beds available in the winter, and 935 emergency beds available during the rest of the year.

**Kansas City:** According to the City Union Mission's Hotline for the Homeless, the number of emergency shelter beds for homeless singles in Kansas City decreased by 3 percent. This was attributed to the loss of Isaiah House.

**Miami:** Two programs closed but the Homeless Assistance Center increased its bed capacity for families by 3 percent.

**Nashville:** At Room in the Inn ( a winter program run by the Campus in conjunction with local churches), the cost of insurance for large vans has increased and resulted in a decrease in the number of churches participating this year.

**New Orleans:** Some shelters increased capacity while one program for families closed.

**Philadelphia:** During the first half of the reporting year shelter use was below the previous year's level, but has steadily increased over the second half of the year -- so overall, it has stayed the same.

**Phoenix:** The Maricopa Association of Governments Continuum of Care Gaps Analysis reports that there were 1823 emergency shelter beds in FY 2000-2001 and 1495 beds in FY 2001-2002. These figures do not include the 400 Winter Overflow Shelter Program beds available from mid-November through mid-March.

**Portland:** This count was based a point in time count (November 28, 2001), with revisions made in May 2002 for the Continuum of Care application to HUD.

**San Antonio:** Two new shelters were opened in 2002 – La Paloma de la Paz (Battered Women's Shelter) and Miracle Mansion.

**Seattle:** Year round facility-based emergency shelter capacity stayed the same at 1,798 . The methods of calculating Seattle's emergency shelter capacity changed in Spring 2002. We are now measuring shelter capacity in household or family units, not individual beds, to match how family shelters function. We are also distinguishing between fixed shelters (facility-based) and flexible shelters (hotel/motel voucher programs), because the latter's capacity is so variable due to soft funding. We are reporting a decrease in winter response shelter capacity for single men due to the temporary reduction in capacity while the Union Gospel Mission is remodeled. Although we have seen a slight reduction in shelter capacity this year, we anticipate that 35 new shelter beds for single men and women will be added to our inventory by the start of 2003.

**St. Paul:** Nearly half the spaces are seasonal mats on the floor.

**Washington:** Bed count reflects only emergency beds for adults and persons in families, and does not

include transitional or permanent housing. The increase in emergency beds reflects three factors: 1) some beds that were categorized as transitional in 2001 are counted in the 2002 "gaps analysis" as emergency beds; 2) more hypothermia season beds were added in the winter of 2002, and one 150-bed hypothermia shelter stayed open after the winter season as a "low-barrier" shelter; and 3) the Community Care Grant program for families, offering an emergency response that places families directly into housing with supportive services, expanded by 57 percent in 2002 as compared to 2001.

## Emergency Shelter Beds for Homeless Families

**Shelter beds for homeless families increased in 29 percent of the survey cities. They remained the same in 63 percent, and declined in eight percent.**

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

**Boston:** There has been a significant increase in the number of hotel/motels paid for by the state. While these resources are accessible (upon eligibility determination) to Boston families, none are in the city.

**Burlington:** The number of permanent family shelter rooms went from 5 to 15.

**Chicago:** Shelter beds for homeless families increased from 3,420 in 2001 to 3,514 in 2002.

**Denver:** There are 20 shelter rooms available for two-parent families or families headed by a single male parent in Denver. An additional 124 beds are available for single female parents and their children, though male children cannot usually be over the age of twelve.

**Nashville:** The Madison Domestic Violence shelter is undergoing a shift in its structure and has been closed for much of the year; it will re-open as Morning Star Sanctuary early in 2003. The Campus' Room in the Inn program has lost some participating churches as a result of increased insurance costs for vans that transport homeless people to churches and synagogues in the winter. The HUD Gaps group, Nashville's vehicle for accessing HUD Continuum of Care funding, has a Families Subcommittee that tracks beds, and reports a decrease.

**New Orleans:** The slight decrease is mainly due to the closure of one shelter for families.

**Phoenix:** The Maricopa Association of Governments Continuum of Care Gaps Analysis reports that there were 831 emergency shelter beds for families in FY 2000-2001 and 880 beds in FY 2001-2002. These figures do not include the Winter Overflow Shelter Program, which can serve 10 families each night from mid-November through mid-March.

**San Antonio:** Two new shelters were opened in 2002 – La Paloma de la Paz (Battered Women’s Shelter) and Miracle Mansion.

**Seattle:** The increase was 279, which includes 198 units for families, 52 for single women with children, and 29 for young parents. In addition to these transitional housing units, another 87 units are under development

**Washington:** The answer assumes that it is only the beds at the emergency end of the continuum of care that are being counted. With the average family size of 3.3 persons, these beds represent 338 shelter units for families.

## 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-two percent of the cities registered an increase in transitional housing units: Burlington, Charlotte, Cleveland, Los Angeles, New Orleans, Philadelphia, Salt Lake City, Seattle, St. Paul and Trenton.

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

**Burlington:** A new transitional housing program added 7 SROs and 2 two-bedroom units.

**Kansas City:** According to the Homeless Services Coalition of Greater Kansas City, there was a decrease in transitional housing units from 473 to 416.

**New Orleans:** The number of transitional housing beds increased because of the increased capacity of several programs.

**Philadelphia:** Philadelphia is now focusing its resources on increasing the availability of permanent housing, therefore the percentage increase in transitional housing is not as large as previous years.

**Phoenix:** The Maricopa Association of Governments Continuum of Care Gaps Analysis reports that there were 4163 transitional housing beds in FY 2000-2001 and 3508 beds in FY 2001-2002.

**Portland:** This is a count of beds, not units. It is based on a point in time count (November 28, 2001) with revisions made in May 2002 for the Continuum of Care application to HUD.

**Seattle:** Most of the increase in transitional housing units is for single adults. An agency made a decision in the last year to switch one of their programs. This program is now designed for lesbian, gay, bisexual, transgender, questioning young adults rather than young parents. In addition to these 1,227

units, another 126 units are under development.

**Washington:** The percentage decrease in transitional units is due in part to some transitional units being reclassified in 2002 as "emergency" whereas they had been counted as transitional in the 2001 "gaps analysis." The 1,538 units is made up of 1,200 transitional beds for adults plus 338 family transitional apartments.

**The number of transitional housing units specifically for homeless families increased by an average of 11 percent during the last year.** Thirty-eight percent of the survey cities registered and increase in the number of transitional housing units specifically for homeless families during the last year: Burlington, Chicago, Kansas City, Los Angeles, New Orleans, Philadelphia, Salt Lake City, St. Paul and Trenton.

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

**Cleveland:** One 25 unit facility is temporarily closed. Efforts are underway to secure a new management agency.

**Kansas City:** According to the Homeless Services Coalition of Greater Kansas City, there was an increase in transitional housing units for families, from 112 to 132.

**Phoenix:** The Maricopa Association of Governments Continuum of Care Gaps Analysis reports that there were 2309 transitional housing units for families in FY 2000-2001 and 2239 beds in FY 2001-2002.

**Portland:** This is a count of beds, not units. Nine units of transitional housing for survivors of domestic violence closed last year.

**Salt Lake City:** Families and individuals are eligible for Tenant Based Rental Assistance which assists them with deposits and rent for up to two years while waiting for Section 8 vouchers. There are a number of units available, which are set-aside units in private housing developments and are located throughout Salt Lake County.

**Seattle:** In addition to these transitional housing units, another 87 units are under development.

**Washington:** Most of this decrease resulted from a fact-checking exercise in the January 24, 2002 point-in-time survey, when it was discovered that: 1) some private transitional programs had indeed closed; 2) transitional units for families operated by the District's Department of Health and by the Whitman Walker Clinic for persons with HIV/AIDS were not, as previously thought, strictly targeted to homeless families; and 3) some transitional programs had fewer units than previously reported or

known. Most of the decrease comes from revising the data about programs that have not closed, but are either not specifically targeted to homeless families or have fewer units than previously thought.

## Single Room Occupancy Units

**Single room occupancy units increased by an average of 8 percent in the survey cities reporting increases in the number of SRO units: Los Angeles, New Orleans, Philadelphia, Salt Lake City, Seattle and Washington, D.C.**

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

**Boston:** This is the generally used figure. The city funded the creation of 134 new SRO units in 2001 but at the same time privately owned SRO's changed their use to apartments so there was no net gain. The city had 2022 units of permanent supportive housing for individuals and 374 units for families. Using \$2.5 million of city funding, 103 units of affordable housing for homeless will be developed over the next year including: 70 units for homeless individuals and 33 units for homeless families. Included in these 103 units are 33 units for homeless elders, 14 units for homeless individuals with mental illness, and 27 units for homeless people with a history of substance abuse (15 individuals and 12 families).

**Charlotte :** St. Peter's Home has recently celebrated a ground breaking for the new SRO. It will provide permanent housing for single men.

**Cleveland:** While available SRO units remain 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 1100 disabled homeless persons with affordable rental housing linked to supportive services. Through the public housing authority, 850 Section 8 Vouchers have been set aside to allow persons with disabilities and families coming out of transitional housing to secure permanent affordable housing. Cooperation with the public housing authority is also allowing homeless individuals aged 50+ to receive expedited processing to get them quickly placed into permanent housing units designated for the elderly.

**Kansas City:** Kansas City currently does not have any SRO units.

**Nashville:** One hundred twenty units are HUD SRO; 40 SRO units (not funded by HUD) opened in 2000 at the Nashville Rescue Mission. In addition, there are 630 other units of permanent housing specifically for homeless people in Nashville (a total of 790 units of permanent housing).

**Phoenix:** The Maricopa Association of Governments Continuum of Care Gaps Analysis reports that there were 2008 SRO or other permanent housing units in FY 2000-2001 and 2007 units in FY 2001-2002.

**Portland:** The City of Portland has chosen to fund the development of small studio units for homeless and very low-income individuals rather than SROs.

**Salt Lake City:** Other units planned as SRO units are scheduled for completion in the near future.

**Seattle:** The inventory of homeless units completed in April 2002 identifies 1,361 units currently in service in Seattle. In addition, there are 539 Shelter Plus Care units, many of which are located in the city limits. Many of these units are subsidized through the McKinney Section Single Room Occupancy Moderate Rehabilitation Program. Another 209 units are under development.

**Washington:** The 2001 inventory showed 578 units, whereas 2002 inventory shows 625. Some new units have been added and the actual number of units in previously reported SROs was modified on 1/24/02 - but a net increase of 47 units.

## Family Break-Up-A Requisite for Shelter

**In 40 percent of the cities, homeless families may have to break up in order to be accommodated in emergency shelters.**

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

**Boston:** Not all homeless families are eligible for state funded shelter and parents get other relatives or friends to take their children while they are staying in adult shelter and looking for housing. Shelters for single women report that mothers are staying there while the children stay with family or friends. Not all family shelters take men and teenage boys. Some fathers need to stay at adult shelters if their family is placed at one of these facilities.

**Charleston:** Families remain together when staying at Crisis Ministries' Family Center.

**Charlotte :** If a family has a male child over the age of 13 also, a couple with children who are not legally married.

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

**Cleveland:** One large family shelter can accommodate two parent households and families with older boys. If that shelter is full, couples would have to go to separate overflow shelters.

**Kansas City:** Most families no longer have to be separated in order to be accommodated in shelter.

**Los Angeles:** Reasons provided by agencies include domestic violence, shelters serving only one particular population, unmarried couples with no children, or children not falling within the age limits of the shelter.

**Louisville:** Family shelters do not accept families with males 14 or over.

**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:** There are only two shelters in Nashville that allow the family unit to stay together. 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. (Nashville Family 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 a female head of household if there is a male child over 12 years.

**Philadelphia:** On rare occasions a family with more than one adult may have to be split temporarily until space to accommodate all family members together is available. Children are always placed with at least one adult from their household.

**Phoenix:** Some domestic violence shelters cannot accommodate boys over the age of 12. It is extremely difficult to find shelter for couples without children.

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

**Providence:** Interim House is an apartment style emergency shelter for families

**Salt Lake City:** Families staying at The Road Home in the Salt Lake Community Shelter and Self-Sufficiency Center can stay together. However, other shelters have restrictions on adult men and male children over age 10.

**San Antonio:** The agencies that were surveyed provide services to a very diverse population, thus

creating situations where families might have to break up. For example, the SAMM shelter, when at full occupancy, will send the mother and children to an overflow facility operated within a city shelter. The father will remain in the SAMM shelter, space permitting.

**St. Louis:** Many families have to break up in order to be accommodated in emergency shelters due to family size and other shelter restrictions -- usually concerning teenage boys.

**St. Paul:** Adults must be the legal or genetic parents of the child in order to stay together

**Washington:** Not generally speaking, although it may occur in extreme cases. The District applies a liberal definition of family that includes persons not related by blood. If an extended family is too large for the available family shelter units, some adult members may have to go to adult shelters, but the case management plan points to reunification. The District does not consider homelessness itself a cause for intervention by child protective services or for the removal of children.

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

**Officials in 32 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:

**Cleveland:** Some shelters close for part of each day. Adults go to day shelters; seek jobs, apartments, etc., or receive services. Children go to school.

**Denver:** Many shelters require individuals and families to leave during the day. There are two day shelters open during the week to accommodate these families and individuals, but neither is open on weekends.

**Kansas City:** It depends on the shelter in which they are staying and the level of shelter program. Most shelters in Kansas City maintain family shelter rooms during the day so that they do not have to take their belongings with them. However, residents are required to either participate in life skills programs or be out of the shelter during the day.

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

**Nashville:** Of the 3 family shelters, only Safe Haven Family Shelter does not restrict its shelter during the daytime. The Nashville Family Shelter provides shelter for only 12 hours during the evenings stays open on weekend days, when volunteers can be found. Some family members from this shelter stay during weekdays at a nearby community center. They may also go to libraries, post offices and other public buildings. Another shelter (the city's largest for families) asks families to vacate the upstairs lounge and the sleeping area. During the day, children are to be in school; parents need to look for employment, go to work, attend GED/training classes, look for housing, apply for benefits, etc. Homeless families must seek day shelter wherever they can find it. There are a few day shelters in the city. However, they are frequented by many single men who may intimidate homeless families. Some return to the streets; others go to job interviews or seek other social services. Some simply leave town.

**New Orleans:** There are only two emergency shelters for families which allow them to stay during the day. The majority of family shelters require the families to leave during the day in search of employment, shelter vouchers, other assistance, etc.

**Phoenix:** Many shelters expect adults to work, seek employment, pursue educational activities, participate in services, apply for benefits, seek housing opportunities, or some combination of mutually agreed upon goals. Children are expected to attend school or day care.

**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 most shelters surveyed indicated that families do not have to leave during the day, a few indicated that they do in order to encourage completion of mutually established goals and objectives (i.e. go to school or a job).

**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. In addition homeless people utilize day drop in centers, libraries, local parks and "hang out" on the streets when nothing else is available.

**St. Louis:** In most cases, homeless families are required to leave the shelter in which they are staying during the day. It is expected that shelter residents will seek and obtain education and employment opportunities as well as apply for appropriate benefits (TANF, SSI, etc) during the day. Day programs also exist in the city for residents to have access to supportive services.

**St. Paul:** Those families in the "overflow" shelter system are transported to a "Day Shelter where they

can get meals, services and programs

**Trenton:** We encourage those in the shelter to look for permanent housing and find employment.

**Washington:** All family shelters with the exception of a 10-unit church based program are 24-hour operations. Most are apartments.

## Funding

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

**During the last year, city government spent public funds (either locally generated revenues or federal or state grants) to support local emergency food assistance efforts.**

Approximately \$386, 009, 482 was used by the survey cities for homeless services during the last year. Locally generated revenues accounted for 14 percent of these funds, state grants for 16 percent, McKinney Homeless Assistance funds for 31 percent, the Community Development Block Grant for 27 percent, the Community Services Block Grant for 4 percent and other federal funds or other sources for 7 percent.

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

Boston . . . . .	4,600,000
Burlington . . . . .	38,500
Charleston . . . . .	55,000
Charlotte . . . . .	370,512
Chicago . . . . .	6,417,944
Denver . . . . .	1,425,693
Kansas City . . . . .	926,619
Los Angeles . . . . .	500,000
Louisville . . . . .	50,000
Miami . . . . .	300,000
Nashville . . . . .	1,073,267
New Orleans . . . . .	164,528
Norfolk . . . . .	20,000
Philadelphia . . . . .	14,304,628
Phoenix . . . . .	382,452
Portland . . . . .	2,360,000

Providence	15,000
San Antonio	23,922
Seattle	7,629,923
St. Louis	1,200,000
St. Paul	184,500
Trenton	150,000
Washington	13,500,000

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

Boston	46,000,000
Charleston	49,500
Chicago	5,098,155
Los Angeles	554,656
Miami	64,000
Nashville	302,964
Philadelphia	8,404,937
Phoenix	132,657
Portland	842,000
Providence	1,092,830
St. Louis	150,000
St. Paul	390,000

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

Boston	14,925,392
Charleston	240,000
Charlotte	146,244
Chicago	11,471,000
Cleveland	12,621,827
Denver	913,032
Kansas City	1,301,794
Louisville	254,900
Miami	262,000
Nashville	5,738,890
New Orleans	8,026,137
Philadelphia	7,548,053
Phoenix	2,857,546
Portland	7,772,000
Providence	276,000

San Antonio .....	5,244,055
Seattle .....	13,272,145
St. Louis .....	7,445,915
St. Paul .....	353,000
Washington .....	18,475,537

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

Boston .....	5,000,000
Burlington .....	30,000
Charleston .....	10,000
Chicago .....	5,655,098
Cleveland .....	771,000
Los Angeles .....	6,855,670
Louisville .....	50,000
Miami .....	613,000
Nashville .....	55,216
New Orleans .....	50,000
Norfolk .....	112,000
Philadelphia .....	975,000
Phoenix .....	100,834
Portland .....	1,680,000
Providence .....	15,000
Salt Lake City .....	126,000
Seattle .....	83,038,386
St. Louis .....	630,000
St. Paul .....	250,000

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

Boston .....	450,000
Chicago .....	1,766,539
Denver .....	242,500
Los Angeles .....	5,700,000
Nashville .....	128,395
Portland .....	470,000
Providence .....	30,000
San Antonio .....	42,251
St. Paul .....	18,495
Washington .....	6,450,000

## Comments on Funding

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

**Burlington:** The City of Burlington does not administer McKinney, CSBG or FEMA funds, all of which do, however support local hunger/homeless providers. The locally generated revenues come from the Burlington Housing Trust Fund, a dedicated property tax.

**Charlotte :** The agencies represented in the McKinney homeless assistance programs are Uptown men Shelter, Shelter for Battered Women, and Charlotte Emergency Housing, Crisis Assistance Ministry, and Salvation Army.

**Chicago:** Through the Chicago Continuum of Care, the city helped leverage \$30 million dollars to assist homeless families.

**Cleveland:** In addition to funds listed above, Cleveland allocated \$500,000 in CDBG funds for development of a new women's shelter and \$1 million in HOME funds for the development of permanent supportive housing for long term homeless individuals. Both projects are in the pre-development stage, and the city funds are not yet expended.

**Kansas City:** The City of Kansas City spends approximately \$926,619 on poverty programs. Of that amount approximately \$335,000 goes to domestic violence shelters. These funds are raised through surcharges applied to Municipal Court cases, \$498,000 is spent for legal services for indigents appearing in court, and the remaining \$93,619 are city general revenue funds that underwrite child care services for homeless children living in shelters.

**Louisville:** Jefferson County Government received \$100,000 in CDBG funds and \$112,000 in ESG funds.

**Miami:** A county-wide one percent food and beverage tax generated 7.3 million dollars to supplement homeless programs. Approximately 25 percent of these funds are collected within the City of Miami. Additionally, Miami-Dade County receives McKinney Funds (\$13,000,000), CDBG (\$2,000,000) and State Funds (\$1,900,000).

### **Philadelphia:**

Breakdown of McKinney figures: Emergency Shelter Grant - \$2,808,550; Supportive Housing-Program - \$2,044,845; and Shelter Plus Care Program - \$2,694,658.

**Phoenix:** Locally generated funds include only City of Phoenix General Purpose Funds (generated through taxes). State Grants include dollars from the Homeless Line Item administered by the Arizona Department of Economic Security (\$39,657) and the Housing Trust Fund administered by the Arizona Department of Housing (\$93,000). McKinney-Vento funds are Supportive Housing program dollars.

**Portland:** The City of Portland primarily funds programs for homeless unaccompanied adults, while Multnomah County funds programs for the other subgroups: families, unaccompanied youth.

McKinney Programs account for 43 percent of approximately \$18 million spent on activities for homeless people in Portland/Multnomah County.

Mc Kinney Programs: Supportive Housing - \$4,925,039; Shelter Plus Care - \$ 407,379; SRO/Mod 8 Sec. 8 - \$2,439,413; a total of \$7,771,831.

**St. Paul:** By mutual agreement between the City of St Paul and Ramsey County, the county supports the operating costs for services to homeless people. In addition, State of Minnesota funds for services to homeless are funneled through the county. The city assists in building facilities which can be used to offer the necessary services.

**Washington:** This is not a complete listing of funding sources, given that the Community Partnership is not able to command a complete accounting from all city agencies. Some figures are estimates brought forward from last year when it is reasonable to think the federal grant amount remained stable. Missing is data on homeless facilities management, substance abuse programs aiding the homeless, the entire inventory of HOPWA funding programs, and other funding sources.

## Unmet Need

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

**An average of 30 percent of shelter requests by homeless people are estimated that have gone unmet during the last year across the survey cities.** Estimated of unmet requests ranged from 65 percent in Louisville, 60 percent in Phoenix, 50 percent in Charlotte, 28 percent in Burlington, 20 percent in New Orleans, 15 percent in Denver, Norfolk, Trenton and Washington, D.C., 9 percent in San Antonio, and two percent in Boston.

Among the comments from city officials:

**Washington:** This is based on the "gaps analysis" which shows the difference between daily need and daily inventory, with persons in need exceeding inventory of beds by 15 percent.

**An average of 38 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 ranged from 96 percent in Salt Lake City, 66 percent in Phoenix, 50 percent in Louisville, 45 percent in Charlotte, 32 percent in Los Angeles, 25 percent in Boston, 15 percent in Trenton, 10 percent in Miami and Norfolk, 5 percent in Denver, and one percent in St. Paul.

Among the comments from city officials:

**Washington:** Here again this is based on the "gaps analysis" which shows the difference between daily need and daily inventory of beds for families, with need exceeding inventory of beds by 23 percent. The gap represents about 280 families on any given day, which is not too much different from the end of FY2002 "cases pending" figure of 310 families continuing to seek shelter. In reality, every family who needs immediate emergency shelter is placed, but much of the work of central intake is to keep families in their current housing or find another temporary housing option until a shelter unit becomes available.

**In 60 percent of the cities emergency shelters may have to turn 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:** The state has tightened eligibility for family shelter. Perhaps double the number of sheltered families are doubled up or staying in precarious housing situations.

**Burlington:** Providers work with the state to get emergency assistance funds to pay motel bills. The Committee on Temporary Shelter continues to do outreach and provide support until shelter space becomes available.

**Charleston:** For the first time in the history of Crisis Ministries the Family Center has been at capacity. When individuals call about shelter they are encouraged to find other resources but they are not turned away if the shelter is their only source for housing. As a result of over crowding in the Family Center, individuals not meeting their treatment goals are given a deadline and asked to leave.

**Charlotte :** When our families cannot be assisted by a shelter, they return to reside in their cars, with the batterer, hotel/motel accommodations, seek assistance for churches.

**Chicago:** The City of Chicago provides 24-hour assistance to victims of fire, natural disasters and those suffering from homelessness, hunger and other emergency situations. Outreach teams provide on site counseling, referrals, placement and/or transportation. In addition, the City of Chicago 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 of Chicago 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:** Full service shelters operate at capacity every night. The women's overflow shelter can accommodate female-headed families that have nowhere else to spend the night.

**Denver:** The Gathering Place, a day shelter for women and children, will not be open this winter on Saturdays due to lack of money. Since most families and individuals must leave overnight shelters during the day, many of these people will end up wandering the streets or looking for refuge in malls and stores to keep warm.

Denver has long accommodated single homeless women and families with motel vouchers when our overnight shelters are full, which is most of the time. The vouchers are time-limited, however, primarily due to limited resources. (The city already spends more than \$600,000 a year on vouchers.)

**Kansas City:** The emergency shelters in Kansas City do turn away homeless families in need due to lack of resources. Many families that cannot be accommodated in shelters resort to seeking assistance through friends, family, and churches. In some cases, people turn to sleeping in their cars, on the streets or in parks.

**Louisville:** Homeless families who cannot be accommodated in shelters are referred to Jefferson County Department for Human Services. Social workers evaluate the families' needs and, if they can stay where they are with support such as food supplies, clothing, etc., these necessities are arranged. If they are sleeping in a car or out in other unsafe places, they can be housed in one of the Housing Authority of Louisville's relocation apartments for 30 days receiving comprehensive case management.

**Miami:** MHAP keeps a log for requests from families and receives approximately 5 requests per day. However, the majority of these families could be referred to transitional and permanent housing with supportive services if they were available.

**Nashville:** The Nashville Family Shelter receives many more calls for shelter in a month than it can accommodate (30 calls for 1 or 2 admissions). We are all full and refer calls to each other with no success. (Nashville Family Shelter) The Safe Haven Family Shelter turns down 6 to 9 calls for shelter each day. There is no room. (Renewal House) Families that insist they stay together cannot always be accommodated because family units are very limited. Families with older boys and fathers also find it difficult to find shelter. Many families circulate between family, friends, co-worker, motels, campgrounds or stay in their cars until shelter is obtained.

**New Orleans:** Emergency shelters report an increase in the number of families seeking assistance. The

shelters are usually at capacity 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:** Demand exceeds resources and some families turned away are accommodated by another shelter or resource.

**Phoenix:** CONTACTS shelter hotline reported being unable to connect 66 percent of family callers with available shelter beds in FY 2001-2002. Families who cannot find shelter are often placed in hotels or motels while a more permanent housing solution to include shelter or permanent housing is found.

**Portland:** Most families that cannot be accommodated in emergency shelter or who do not receive vouchers for shelter in motels are precariously doubled up with family members or friends. Others camp outside or sleep in cars and vans. 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:** Due to lack of space, nearly 25 families are turned away each month at Interim House.

**Salt Lake City:** Families are put on a waiting list and must call in every day to maintain their status on the list. Some are supported by various social service agencies at a motel for a limited time. During cold months, from November through April, families and single men are provided emergency shelter at Community Emergency Winter Housing in Midvale City which is provided by a program of The Road Home.

**San Antonio:** Some shelters surveyed have indicated that they have to turn away families when at full capacity. During periods of inclement weather, this problem is heightened. When this happens every effort is made to help the families find other agencies that can accommodate them.

**Seattle:** The city has committed significant resources to provide shelter accommodation for its homeless residents; however, it has been unable to keep up with requests for shelter space. Homeless people are sleeping in doorways, cars, parks, under freeways, with friends and often walk the streets at nights. In recent years, the city and other local non-profits have developed a "Winter Severe Weather" response program that creates additional shelter beds for families and other homeless individuals on nights when the weather is considered life threatening.

**St. Louis:** Agencies having a contract with the City of St. Louis to provide emergency shelter utilize the Homeless Hotline as the clients' point of entrance into emergency shelter. Callers to the Homeless Hotline are assessed and referred to appropriate shelters. If shelter is not available, callers are referred to independent shelters that do not have a contract with the City of St. Louis.

**St. Paul:** Families that are not accommodated in shelters often double-up with others they can impose

upon; or they stay in their car (if they have one);, or they move out of our city to other cities which have shelters or households where they can double-up. Others seek shelter in waiting rooms at hospitals. Staying outside with children is not a good option in Minnesota.

**Trenton:** They are placed in hotels or motels.

**Washington:** There are not enough family shelter units for all families who apply for shelter and are deemed eligible. Central intake operates on a triage basis that identifies families with an immediate need for public shelter and places them right away. However, most families go into the "cases pending" status and are temporarily housed with relatives or friends while they stay in touch with central intake case managers who help them access other resources or otherwise resolve their housing crisis.

## People Turned Away from Emergency Shelters

**In 56 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:** This was not the case in the past. In the past there was a need to put on overflow beds just during the winter months. This year the number of homeless people was high all twelve months and the overflow beds stayed up even during the summer months. Because of cuts in funding, shelters during non-life-threatening weather have turned people away.

**Charleston:** Crisis Ministries will shelter anyone who is sober. As a result of this requirement some individuals choose to stay in abandoned buildings or on the street.

**Charlotte :** Homeless people who cannot be accommodated in the shelters often return to their batterers, their cars, the streets, or unsanitary housing.

**Chicago:** The City of Chicago provides 24-hour assistance to victims of fire, natural disasters and those suffering from homelessness, hunger and other emergency situations. Outreach teams provide on site counseling, referrals, placement and/or transportation. In addition, the City of Chicago 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 of Chicago 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 is the current policy of the men's and women's overflow shelters to not turn anyone away.

**Denver:** Single homeless women are often turned away from shelters due to lack of space. They often seek motel vouchers or double up with friends. Many stay with men they would prefer not to be with just to have shelter and keep warm. Others find refuge in doorways, under bridges or in abandoned buildings.

**Kansas City:** The emergency shelters in Kansas City do turn away homeless people in need due to lack of resources. Many people that can not be accommodated in shelters resort to seeking assistance through friends, family, and churches. In some cases, people turn to sleeping in their car, on the streets or in parks.

**Los Angeles:** The gap between the homeless population needing a shelter bed and the inventory of shelter beds is severely large. The deficiency in the inventory causes shelter to turn away homeless persons.

**Louisville:** For the first time shelter providers are turning away single men and women due to the high demand for shelter and the limited space. During inclement weather the shelters are opened to everyone and staff is augmented by trained volunteers in order to open common areas within the facilities. According to our out-reach teams it is estimated that 135 individuals sleep out nightly.

**Miami:** The shortage of emergency shelter space is directly proportional to the lack of transitional and permanent housing.

**Nashville:** There is a lack of beds. (Campus) There is no room. (Renewal House) There is not enough bed space and they are on the street, or hopefully Room in the Inn. (Nashville Family Shelter) Hopefully, they can get shelter elsewhere. If not, we will try to furnish blankets. If the temperature is below freezing, we plead with congregations to take extra people. (Room in the Inn program- Campus for Human Development) Severely mentally ill homeless people, especially those who are violent or aggressive, are often "left out in the cold". (Family Life Center)

**New Orleans:** The same situation exists for homeless persons without accompanying family members. 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 for men charge a fee which forces homeless men 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. The other two primary shelters for men 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. Many of these persons are arrested violating municipal ordinances and end up in jail.

**Norfolk:** Demand exceeds supply in our city.

**Phoenix:** CONTACTS shelter hotline reported being unable to connect 54 percent of homeless individuals with available shelter beds in FY 2001-2002. People who cannot find shelter often must stay on the streets, in cars, or in other places not meant for human habitation. During the cold winter months the City of Phoenix operates a Winter Overflow Shelter Program to provide emergency shelter to up to 350 single men, 40 single women, and 10 families each night.

**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.

**Providence:** Single men and women, along with victims of domestic violence, are turned away due to lack of space

**Salt Lake City:** Single men and women are put on a waiting list and must call or check in every day to maintain their name on the list. During cold months, single men are housed at the Community Emergency Winter Housing and single women are provided with cots in the Women's Shelter lobby.

**San Antonio:** On occasion, smaller shelters have had to refer individuals to larger shelters. If overcrowding becomes severe, the city steps in to open additional shelters at community centers throughout the city. During the flood, many individuals were provided lodging at local hotels.

**Seattle:** Information for this area is not gathered, however, the annual one night count finds homeless people in cars, parks, walking the street and camped under freeways and bridges.

**St. Louis:** Agencies having a contract with the City of St. Louis to provide emergency shelter utilize the Homeless Hotline as the point of entrance into emergency shelter. Callers to the Homeless Hotline are assessed and referred to appropriate shelters. If shelter is not available, callers are referred to independent shelters that do not have a contract with the City of St. Louis.

**St. Paul:** This varies by group. Families are not routinely turned away. Pending new beds for singles may solve the mismatch of beds and single applicants. Singles are more able to find shelter of some kind. They report regular use of abandoned buildings, cars and staying with friends.

**Trenton:** They are placed in hotels/motels.

**Washington:** There are no turn aways as such and in the winter season the District is obliged to shelter all who are in need of overnight shelter or 24-hour shelter during hypothermia alerts. That said, there are 600-800 people who refuse shelter and stay in the streets, and the creation of smaller, harm reduction type shelters would be effective for these if resources permitted. As for families, most continue to live in a doubled-up situation while awaiting a shelter unit. The best option for most families

would not be to enter a shelter, but to be placed in affordable housing with follow-up case management support (as is done in the Community Care Grant program), but here again resources do not permit such placements to keep pace with the demand for shelter for poor families who need to move from where they currently live.

## 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 and the lack of needed services, substance abuse and the lack of needed services, low-paying jobs, domestic violence, unemployment, poverty, prison release, downturn in the economy, limited life skills, and changes and cuts in public assistance programs.**

- **Lack of affordable housing** was identified as a major cause of homelessness in 21 cities: Boston, Burlington, Charleston, Cleveland, Denver, Kansas City, Los Angeles, Louisville, Miami, Nashville, New Orleans, Philadelphia, Phoenix, Portland, Providence, Salt Lake City, San Antonio, Seattle, St. Louis, St. Paul and Washington, D.C.
- **Mental illness and the lack of needed services** were identified by 20 cities as a primary cause of homelessness: Boston, Burlington, Charleston, Charlotte, Chicago, Cleveland, Denver, Los Angeles, Louisville, Miami, Nashville, New Orleans, Norfolk, Phoenix, Portland, Salt Lake City, San Antonio, Seattle, St. Louis, and Trenton.
- **Substance abuse and the lack of needed services** were identified by 19 cities as a primary cause of homelessness: Boston, Burlington, Charleston, Charlotte, Chicago, Denver, Kansas City, Los Angeles, Louisville, Miami, Nashville, New Orleans, Norfolk, Phoenix, Portland, Salt Lake City, Seattle, St. Louis and Trenton.
- **Low-paying jobs** were identified by 17 cities as one of the main causes of homelessness: Boston, Burlington, Charleston, Charlotte, Chicago, Cleveland, Denver, Louisville, Miami, Nashville, Philadelphia, Phoenix, Portland, Salt Lake City, St. Louis and Washington, D.C.
- **Domestic violence** was identified by 11 cities as a primary cause of homelessness: Burlington, Charlotte, Chicago, Denver, Nashville, New Orleans, Phoenix, Portland, San Antonio, Seattle and St. Louis.
- **Unemployment** was identified by seven cities as a main cause of homelessness: Chicago, Denver, New Orleans, Norfolk, San Antonio, St. Louis and Washington, D.C.

- **Poverty** was identified by six cities as a main cause of homelessness: Charlotte, Los Angeles, San Antonio, Seattle, St. Louis and Washington, D.C.
- **Prison release** was identified by six cities as a main cause of homelessness: Cleveland, Denver, New Orleans, Phoenix, Seattle and Washington, D.C.
- **Downturn in the economy** was identified by five cities as a main cause of homelessness: Charleston, Kansas City, Norfolk, Salt Lake City and Trenton.
- **Limited life skills** were identified by five cities as a main cause of homelessness: Burlington, Charleston, Kansas City, Nashville and San Antonio.
- **Changes and cuts in public assistance programs** were identified by three cities as main cause of homelessness: Chicago, Portland and St. Louis. .

## **Three Specific Things the Federal Government Could Do to Help Alleviate Homelessness**

### **Boston:**

- Increase funding for affordable housing including production of affordable housing which incorporates support services and increased funding for Section 8 and Shelter Plus Care housing subsidies targeted to the homeless
- Fund pilot projects for homelessness prevention program which would include identification of at-risk individuals and families, needs assessment, intervention with needed resources, and long term tracking to measure outcomes
- Target child care vouchers and slots to homeless families with children ages birth to 6. High quality early care can help the child stabilize from the homeless experience while giving parents support to work, study, and perform housing search.

### **Charleston:**

- Increase programs to build affordable housing.
- Declare homelessness a health crisis and extend Medicaid to single adults living in shelters and on the street.

- Increase the number of and access to treatment beds for serious drug and alcohol abusers.

**Chicago:**

- Increase access to affordable housing (e.g. Section 8 type assistance, multi-year Shelter Plus Care subsidies, and increased LIHTF, HOME, and other housing development resources).
- Provide more funding for Shelter Plus Care.
- Provide a funding source for services that will assist families in the Housing Choice Voucher program maintain housing and eventually reach self-sufficiency so that subsidies could be used for new families.

**Cleveland:**

- Creation of a National Housing Trust Fund for affordable housing production.
- Expand the supply of rent subsidized housing units by preserving all units with existing project-based subsidies, including both Section 8 and public housing, while providing funding for additional permanent housing rental assistance through Shelter Plus Care, Section 8 or new production initiatives.
- Develop cooperative initiatives between the Departments of HUD and HHS to link production of permanent supportive housing to the ongoing funding of support services needed by formerly homeless residents.

**Denver:**

- Increase McKinney-Veto funding for more permanent affordable housing.
- Increase SAMHSA funds so the two major causes of homelessness (substance abuse and mental illness) can be more successfully treated and followed.
- Improve coordination between all federal agencies addressing homeless issues, including HUD, HHS, and the Veterans Administration.

**Los Angeles:**

- Provide capital funding to develop emergency shelters and permanent supportive housing.
- Provide capital funding to develop low-priced housing.
- Provide funding for more mental health and substance abuse treatment.

**Louisville:**

- Increase the number of Section 8 vouchers or entitlements, and increase the percent of rent paid by subsidies, especially for families at the lower income levels.
- Support an increase in the minimum wage which will more realistically help individuals and families meet basic needs such as housing and food.
- To increase resources that will prevent homelessness, such as increased access to mental health and substance abuse as well as follow up services.

**Miami:**

- Increase housing subsidy for persons at or below 30 percent of the median family income, with targeted set-asides for homeless and formerly homeless persons.
- Increase funding for mental health and substance abuse treatment for homeless individuals and families; and, increase funding for criminal justice diversion programs and ex-offenders re-entry programs for special needs populations (e.g. mentally ill and substance abusers).
- Ensure continued renewal funding for existing permanent housing programs such as shelter plus care, SRO, Mod-rehab and SHP.

**Nashville:**

- Make treatment and mental health hospitalizations longer to insure better stability and longer sobriety
- Fund more job developers to help homeless people obtain employment, and to offer job-specific training that leads to employment
- Provide funding for more housing (with subsidies) that people with low incomes can afford-with support services that are appropriate, if necessary- use accountable case management

**Norfolk:**

- Mandate Mental Health Care to all persons and not make it so difficult for the mentally ill to get help. Most end up closed cases because they stop taking medicines and stop coming to get treatment. More half way residences are needed where they can be supervised.
- Build more subsidized housing for low income and homeless.
- Open more shelters of a long term nature [at least 6 - 12 months] for all ages and family structure.

**Philadelphia:**

- Develop more safe, decent, affordable housing by increasing the HUD budget and increasing the value of low-income housing tax credits.
- Contribute more resources from all federal departments to address the needs of the chronically homeless, who are the smallest segment of the homeless population but who use the largest proportion of public services.
- Allow supportive services for homeless programs that are currently funded through HUD's budget to be funded by HHS instead, so that more of HUD's funding is going to housing and not services.

**Phoenix:**

- Continue to create incentives for building affordable and permanent supportive housing.
- Encourage the Housing First Approach.
- Increase resources for substance abuse and mental health treatment services.

**Portland:**

- Prevent homelessness by adequately funding and improving mainstream systems, e.g. TANF; federal block grants to states and local jurisdictions for social services, substance abuse services, mental health services, housing, etc.
- Expand funding for McKinney Programs that assist homeless people (e.g. Supportive Housing, Shelter Plus Care, ESG).
- Rebuild the infrastructure of housing for low-income people, e.g. establish a National Housing Trust Fund that primarily funds rental housing for extremely low-income families, Section 811 for persons with a disability, etc.

**San Antonio:**

- Increase the funding for the development of more affordable housing.
- Utilize the existing effective systems, such as the over 1000 community action agencies, to deliver services without perpetually recreating the "wheel".
- Work with local communities in addressing problems within public housing without the zero tolerance approach.

**Seattle:**

- Provide more funding for localities to stabilize the current inventory of affordable housing units

and to support additional units to meet the need.

- Increase funding for programs that serve chronically homeless people and people at risk of homelessness, such as permanent supportive housing, case management, mental health services, substance abuse treatment, and health care.
- Provide adequate resources to support and to ensure that there are sufficient strategies for people to earn livable wages.

**St. Paul:**

- The Federal Government can coordinate the funding of housing development and services for the various population groups, especially for supportive housing programs. Presently we have one source of funding for the capital which has its own agenda. And, we have multiple programs for service funding each one with its own set of goals. Often the goals of the capital dollars do not mesh with the goals of the service dollars. Yet, the private sector is left to try to make conflicting systems work together. We need the development of permanent supportive housing with capital and service dollars coming from the same source with compatible goals.
- The Federal Government needs to change its “definition of homelessness.” It excludes half of Minnesota’s homeless population, namely families and youth. Potentially, the definition will cut back the level of services to the most motivated of the homeless population (again families) It will pour funds into caretaking the most chronic, help-resistant members of the homeless population. While the chronic population needs intensive help and caretaking, we must not do so at the cost of cutting off those who episodically need emergency shelter, transitional housing and other services. To do so would be “penny wise and pound foolish.” The current language that was forged to set a new direction of services to the homeless defines homeless as “being consistently homeless for a year or more” It is families who are traditionally poised, and who, in fact, use the services and resources to climb out of homelessness, often through significant personal effort. Most often they do not fall into homelessness again. Failure to include these groups as legitimate recipients of homeless services is counter productive.
- The Federal government needs to return to the funding the construction of affordable housing in a major way. Three out of four of eligible households for government subsidized housing in our city cannot get affordable housing in any form. Our subsidized resources are fully utilized and the waiting lists are years long.

**Trenton:**

- Provide more funding for affordable housing in the form of Section 8 Certificates

**Washington:**

- Support and fund the National Affordable Housing Trust Fund.

- Increase HUD's budget by \$1 billion annually to fund the creation and maintenance of permanent supportive housing for chronically homeless persons.
- Increase HUD's budget by \$500 million annually to fund affordable housing units for non-disabled single adults and families of extremely low income; with preference given to nonprofit and faith-based organizations that exhibit an enduring commitment to supportive management.

## 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:** In 1999 Boston homeless providers and the outreach community – including representatives from EOHHS, DPH, BPD, Emergency Medical Services, etc. – came together in response to an increase in the number of deaths among homeless people. As a result of this summit, Boston now has a comprehensive outreach system that is able to engage homeless people on the streets and in places not fit for human habitation (including the most vulnerable of the homeless population who may be unable or unwilling to accept emergency shelter services), as well as those homeless people living in shelters and other residential settings (i.e., hospitals, mental health facilities, detoxes, etc.)

These outreach services are available 24 hours a day for 7 days a week – ensuring that outreach staff are given the opportunity to find and assist as many homeless people as possible. These intensive outreach efforts over the past year have directly resulted in a significant decrease in the number of deaths of homeless people living on the street, as well as an increase in the number of people that received mental health and substance abuse services and entered the shelter system. The existing outreach system relies upon formal outreach workers and teams who are trained to identify the special needs of homeless persons, to engage homeless persons, and facilitate their access to services. These outreach teams work closely with case management staff at each shelter that are responsible for conducting a comprehensive assessment of the homeless person upon entry into the shelter system. Boston's outreach system also involves more informal, yet critical, elements including mainstream social service agencies; the police and other law enforcement agencies; the courts; faith-based organizations; and community-based organizations.

**Burlington:** The Rental Opportunity Center serves as a clearing-house for information on available apartments in the greater Burlington metropolitan area, as well as a one-stop center for homeless individuals seeking assistance. The program, a HUD Blue Ribbon Best Practice Award winner in 1999, has built a network of over 130 landlords who accept referrals from the program. Last year the Rental Opportunity Center assisted 77 families and 104 individuals in finding safe and decent housing.

**Charleston:** The purpose of the Crisis Ministries Supportive Housing Project is to provide case management to 100 percent of homeless guests during extended hours. Since implementing longer case management hours, clinical staff reports a 27 percent increase in the number of guest moving from the shelter to stable and safe housing. Over the past two years, 628 individuals have been moved into community housing.

Using a successful model developed for a homeless shelter in Jacksonville, Florida called the IM Sulzbacher Center for the Homeless, Crisis Ministries extended hours for case management services to meet the needs of our guest population. Case managers are responsible for coordinating other additional services provided by Continuum of Care Partners and delivered within the Crisis Ministries complex of buildings. The case management staff works collaboratively with the Continuum of Care Partners using the Self-Sufficiency Program through Charleston County and the operations staff of the shelters to maintain a safe, comfortable, and responsive congregate living and learning environment. The case managers utilize an outcome focused Pathways model of care, which is unique, in that it structures services provided while respecting the integrity of the individual.

The heart of the case management model involves a tiered dormitory system, which is based on a behavioral modification method that rewards guests for stepping from one phase of their goal to the next phase. The ultimate goal for each guest is to achieve the highest level of self-sufficiency possible. The tiered dormitory system and intensive case management services provide guests an opportunity to become better stabilized prior to moving on to Transitional Housing and Permanent Housing. This is especially crucial to guests who are recovering from substance abuse.

**Charlotte :** The implementation of the Out of the Shadows report, a detailed report regarding the homeless is exemplary. Additionally, the Homeless Services Network, comprised of over 20 active agencies that collaborate, coordinate and identify services for our homeless families and individuals and those at-risk of becoming homeless, is a model program.

**Chicago: Families First Initiative**

The Families First Initiative, a collaborative effort between CDHS, the Mayor's Office of Workforce Development (MOWD) and the Chicago Low-Income Housing Trust Fund (CLIHTF), provides permanent housing and supportive services to 20 formerly homeless low-income families. CLIHTF provides services such as: annual rent subsidies to approved properties, outreach to current Trust Fund landlords, listings of available properties and inspection of properties. The services provided by CDHS include: weekly home visits during the first month and monthly visits thereafter through the end of the lease, a follow-up family support plan beyond the year to ensure success, and mediation and assistance as problems arise. MOWD has identified a delegate agency to provide employment training, placement, and retention services to employable members of all households to enhance their careers.

The goal of the Families First Initiative is to provide first time homeless families with increased access to

resources and support that enables them to obtain and sustain housing and employment for a minimum of 12 months while also strengthening families and fostering effective parenting. At the end of the 12 months, each family is expected to achieve an increase in employment earnings and the amount they contribute toward their rent, ideally to free the limited CLIHTF dollars for use with additional families.

**Denver:** The Mayor of Denver, Wellington Webb, identified a specific housing need earlier this year for teens transitioning out of foster care, shelters, and other support systems; teens that traditionally end up homeless and on the streets. With the blessing of city council members and the hard work of many individuals at Denver Department of Human Services, 36 subsidized apartments, all freshly renovated, are now being rented to teens too old to remain in foster care, yet too young or without appropriate resources to rent apartments on the open market. These young people will receive case management, employment counseling and other supportive services so they can lead stable lives and remain housed. Twelve apartments were rented within the first weeks the apartment was opened; an additional 24 will be available early next year.

**Los Angeles:** A Community of Friend's (ACOF) core mission is to develop permanent, service-enriched, affordable housing for households with special needs. The majority of ACOF's operating units provide supportive housing to single adults with chronic mental illness, who are capable of living independently, many of whom were formerly homeless. During the past twelve years ACOF has secured in excess of \$110 million in capital resources to complete 594 units of housing in sixteen projects, and to finance 11 projects with 446 units in various stages of development. The development of Vista Nueva Apartments has allowed ACOF to expand its expertise to reach homeless families where the parent has a disabling condition. While single adults with mental disabilities comprise the majority of ACOF's residents, the tenant mix also includes persons with other chronic disabilities, including dual diagnoses. Project-based rental subsidies at all operating developments except two, benefit residents by allowing them to pay no more than 30 percent of their income towards rent.

**Louisville:** Seven Counties Services uses HUD Continuum of Care dollars to assist homeless individuals who experience mental health problems. The goal is two-fold: to assist them in obtaining transitional and/or permanent housing, and to assist them in obtaining mental health treatment services. Activities include assessment, crisis intervention, case management, referral and linkage to community resources, and supportive services augment and facilitate an individual's progress towards self-sufficiency and permanent housing. Four case managers are housed at the Phoenix Health Care Center, part of the Family Health Centers network of Louisville, Kentucky. The location of the team at the Phoenix Health Care Center has increased accessibility of homeless individuals to service providers. Staff works in conjunction with the Health Care for the Homeless Team to provide services aimed at meeting basic health/mental health needs of homeless persons. The case managers provide after hour crisis intervention services to the shelter via an on-call system. Coordinating and linking services with entitlement, housing and employment sources as well as linkage to community psychiatric services are also provided if necessary.

**Miami:** The Miami Homeless Assistance Program provides outreach to the homeless and near homeless within the City of Miami. They operate a toll-free number 15 hours per day, 7 days per week. Last year they made 3700 placements into the Continuum of Care System of Services in Miami-Dade County. The unique approach of hiring formerly homeless individuals, providing them with support services and training them in outreach and assessments modules resulted in over 12,000 documented contacts with homeless individuals in 2001.

**Nashville:** The Mayor's Inter-Departmental Task Force on the Homeless was created by an Executive Order on January 7, 1988 and reissued in 1999 by Mayor Purcell, and meets every other month. It is comprised of representatives from departments of Nashville's Metropolitan Government who are responsible for the coordination of Metropolitan departmental response to homeless people. Representatives from homeless service providers receiving large HUD grants, such as the Campus for Human Development and The Salvation Army, also attend the Task Force meetings. The Task Force is currently chaired by the Director of Metro Social Services.

A major focus of the Task Force in the last year has been to facilitate a coordinated response to business owners and residents in areas that are severely affected by the problems created by some homeless people. An inter-agency collaboration for street outreach initiatives, particularly in the downtown area, was greatly assisted by input from the Task Force. The team is a multi-disciplinary approach including an MDHA outreach worker, Metro Health staff from the Downtown Clinic and officers from the Metro Police Central Sector. The Task Force helped to diffuse tensions created by the activity of unofficial homeless feeding programs scattered throughout the downtown area by locating and accessing a single site on unused Metro property where these programs could function in a safer, more orderly environment. Members of the Task Force worked to ensure that public order and food safety concerns around these activities were adequately addressed.

The Task Force assisted the Public Library staff on issues arising from the increased presence of homeless people in the city's new downtown library building. As part of its menu of products and services, the Mayor's Office of Affordable Housing provides funding and technical assistance to address the issues of homelessness and housing preservation. The Homeownership Preservation Effort (HoPE) and Rental Rehabilitation programs administered by the office offer grant funds to build or substantially rehabilitate transitional facilities for homeless or special needs populations and preserve existing homeownership opportunities for very low-income and elderly citizens of Davidson County. The Campus for Human Development partners with Nashville's housing authority, the Police Department and the Health Department. (Campus) We at CARES have just initiated a program where we are providing physically frail homeless individuals living with HIV / AIDS housing for up to 3 months in local motel while we work to secure long-term stable housing. During that time they receive case management services, ancillary A&D or Mental Health, in-home volunteer respite care, and access to our meal and food bag services. (Nashville CARES) Through the Gaps group, area homeless providers learn about other services and access cross-agency referrals to help with the homeless problem.

**New Orleans:** UNITY for the Homeless has established a new collaborative utilizing TANF funds from the state of Louisiana to aid in the prevention of homelessness in New Orleans. The collaborative is called the Family Service Network and consists of Office of Social Apostolate (OSA), Catholic Charities Archdiocese of New Orleans (CCANO), Armstrong, Hope House and House of Ruth. Each of the five partner agencies are well-established community based agencies providing an array of services for families, the homeless and persons who are low or very low income. Families with minor children whose income is at or below 200 percent of the poverty level, and who are facing imminent loss of housing, will be served. Each of the five partner agencies will serve 30 families for a total of 150 families to be served over a one-year period. Each of the five partner agencies will provide case management and short term (three month) rental assistance to participating families. Based on Individual Family Plans, each family will be required to participate in program components—employment or educational enhancement, life skills, community support, children’s enhancement programs, and savings—designed to increase employability of parents, encourage family stability, and increase capacity for wage advancement.

**Norfolk:** A new HUD program, Shelter Plus Care is underway and helping with the homelessness problem for the disabled. The Norfolk Homeless Consortium continues to successfully apply for HUD funding.

**Philadelphia:** In the past several years Philadelphia has increased its efforts to provide the resources needed to help people experiencing street homelessness to obtain and maintain housing and receive appropriate supportive services. These efforts have been successful through a combination of increased street outreach coordinated by a private agency through the Outreach Coordination Center; increased availability of residential-based treatment services; and a planning team that frequently reviews what’s needed, what’s working, and what’s not working. This planning effort led to the recent successful application for a federal grant to provide Assertive Community Treatment services to many of the people who have remained on the streets because our existing efforts have not appropriately addressed their needs. It is hoped that this new ACT team will also be successful in its goal of immediately housing people in private apartments and providing them with the intensive services needed for them to sustain that housing.

**Phoenix:** In addition to transitional housing, Labors Community Service Agency (LCSA) provides affordable housing and on-going support services. This combination has resulted in a high rate of self-sufficiency among previously homeless families. LCSA has established unique partnerships with the community to provide critical but hard to access resources. One such program is the SHIFT program (Securing Help In Family Transportation) which provides homeless families who need transportation to work or school with a vehicle. The family pays \$140 per month for two years and then owns the car. All maintenance and repairs are paid for by LCSA and its partners. LCSA purchases the cars from the Arizona State Fleet Surplus. In addition LCSA provides specialized children’s case management and follow-up case management to people who have completed and exited the program.

**Portland:** Transitions to Housing, a pilot program funded for two years by the City of Portland, is

designed to help homeless and at-risk single adults and families find and keep housing. The program targets households who earn up to 20 percent of the area median income. To date 648 households have received assistance. Of the 237 who have completed the program, 76 percent live in permanent housing or have had positive prospects for permanent housing; 5 percent have not had a change in housing; and 10 percent could not be contacted. Only 9 percent had negative prospects. Even more impressive, of the 200 people who fell within the timeline for measuring stability and housing retention after 6 months, 85 percent were living in permanent housing or had positive prospects for permanent housing. Only 9 percent had negative housing outcomes.

**Salt Lake City:** AmeriCorps is a domestic Peace Corps dedicated to intensive results driven service. During the 2002 Winter Olympics in Salt Lake City, more than 100 AmeriCorp volunteers from all over the United States provided a very valuable community service to social service agencies serving the homeless. AmeriCorps volunteers assisted in the staffing of a special Olympics overflow shelter operated by The Road Home, thereby providing an additional 5,990 nights of shelter from January 24 to February 28, 2002.

**San Antonio:** American GI Forum National Veteran Outreach Program (NVOP) has recently developed a program with the Texas Department of Criminal Justice System. Case managers from NVOP participate in parolee orientation sessions and are providing valuable information on employment, life skills training sessions, and transitional and emergency housing opportunities. The goal is to prevent parolees from having to live on the streets or breaking the law and going back to prison.

**Seattle:** The Coming Home Project is a collaboration of three low income housing providers led by the Plymouth Housing Group and funded through a McKinney Supportive Housing Program grant through the City of Seattle. The Coming Home project commits its resources to a streamlined "one-stop" housing search and application process that assists chronically homeless adults navigate the often confusing housing search and application process. Coming Home participants are given priority in 13 buildings in downtown Seattle owned or managed by the consortium. Coming Home staffs are located in a centralized rental office and are able to match the housing resources most suited to the individual needs of the participant. Once in housing, participants then receive intensive stabilizing support and links to supportive mainstream resources during the critical transition period from living on the streets. The goal of the intensive stabilization is to help residents develop a network of permanent community based connections that will remain. Ultimately, residents re-learn the skills of community living and develop reliable sources of support. Over 300 homeless adults are served each year. At least 85 percent of those individuals maintain their housing for at least six months and, of those, 95 percent are still housed 12 months later. The program has become a critical component of the City's Continuum of Care. One of the consequences of its success is the increased stability of participants. The average length of stay before residents move on to other housing has increased from 18 months to over 36 months.

**St. Louis:** The City of St. Louis Homeless Services Division's Affordable Housing Taskforce will

unveil Social Serve.com on February 5, 2003. Social Serve.com is a computer database system providing a fast and efficient searchable database of affordable, low-income rental and special needs housing in St. Louis City and County.

The database will empower clients by providing them with 24-hours access to a large spectrum of available affordable rental properties rather than rental units from one company. The database will provide complete details on rental units such as transportation availability, types of utilities, appliance information, map links, neighborhood information, links to school assignments and crime reports.

The database will provide a real-time, up-to-date, availability of rental information. This will save time, effort and money by eliminating the time used in calling rental agencies searching for specific housing and reducing unnecessary transportation of clients to and from realtors and properties. The database will focus clients' applications only to housing for which they are likely to be eligible based on the online eligibility criteria.

This service is sponsored by: The Housing Resource Center, St. Louis Housing Authority, The Housing Authority of Saint Louis County and the City of St. Louis Affordable Housing Commission. The City of St. Louis, Department of Human Services (DHS), has commissioned Washington University and St. Louis University to conduct needs assessments in four areas of concern: disabilities, elderly, homelessness, and youth. The needs assessments will form the basis for the Mayor's Summit on Social Services. The Summits will be the first ever comprehensive planning effort on services involving providers, advocates and consumers.

**St. Paul:** Apartments or houses are condemned as "Unfit for Human Habitation" when they lack basic facilities such as water, heat, or electricity. The city inspectors work with the County Health Department Social Workers in these cases. Frequently they succeed in intervening with landlords or utility companies to restore utilities and avoid the condemnation which often results in homelessness and an empty unit. The occupant is not forced into an expensive stay at public cost in emergency shelter and the households/families are not significantly disrupted.

**Trenton:** A 17-unit Transitional Housing facility for homeless families due to open in Jan. 2003. This is a Homeless Outreach Project, which will provide counseling, outreach, financial counseling, medical and housing services.

**Washington:** The Home First II Program is a "housing first" collaboration between the Department of Mental Health (DMH) and the Community Partnership for the Prevention of Homelessness (TCP) that is currently serving over 380 mentally ill persons. It coordinates mainstream mental health dollars and staff resources with the homeless continuum of care in a manner that both ends and prevents homelessness. Some consumers come to the program directly off the streets or from emergency shelters, while others enter the program after exiting the hospital. Consumers who are homeless or inappropriately housed are assisted with finding permanent housing in the community, after which they

receive support from DMH staff or service contractors on a regular basis. During their time in the program, consumers set up households, buy furnishings, receive mental health services, and work with case managers to address issues that impede self-sufficiency. Time-limited "bridge" rent subsidies, flexible funds at the disposal of front line case managers, responsive agreements with landlords, and monthly housing inspections assure that they can get into the housing quickly with the things they need to live, and that they are living in decent units. Approved housing must meet Housing Quality Standards as outlined by the HUD Section 8 regulations. Once approved, the DMH consumer enters into a standard lease agreement for up to one year, backed up by a commitment from TCP to assure the landlord that rents will be paid. The consumer is held to the same standards, responsibilities, and stipulations specified in the lease, as would any other tenant. Each consumer pays up to a third of his or her income towards rent, with the balance paid directly to the landlord from TCP. The mutual objective of DMH, TCP and the consumers is that they stay stably housed and obtain the means to pay for their housing over the long haul. Landlords can expect timely payments, payment in full, and the opportunity to lease their unit to someone else quickly if the relationship with a consumer does not work out. Rental funds are disbursed after TCP receives the monthly housing inspection report from the case manager and otherwise assures that all is going well with the consumer's case plan. The program has grown steadily over the past four years and has encountered little to no NIMBY opposition.

## 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	3	5.6	decrease	same	yes	no	2	yes	yes
Burlington	11	na	increased	increased	no	no	28	yes	no
Charleston	15	15	same	same	no	no	0	yes	no
Charlotte	10	10	same	increased	yes	no	50	yes	yes
Chicago	n/a	n/a	increased	same	yes	no	0	no	no
Cleveland	15	10	same	increased	no	no	0	no	no
Denver	15	5	same	same	no	yes	15	yes	yes
Kansas City	25	20	decrease	decreased	no	no	56	no	no
Los Angeles	10	16	increased	increased	yes	no	21	yes	yes
Louisville	9	6	same	same	no	no	65	no	no
Miami	23	8	increased	same	no	no	10	no	no
Nashville	15	15	decrease	same	yes	no	0	no	no
New Orleans	20	20	increased	increased	yes	yes	20	yes	yes
Norfolk	30	30	same	same	yes	yes	15	yes	yes
Philadelphia	n/a	n/a	same	increased	no	no	0	no	no
Phoenix	na	17	decrease	decreased	yes	yes	60	yes	yes
Portland	23	35	same	decreased	yes	yes	25	yes	yes
Providence	22	16			no	no	0	yes	yes
Salt Lake City	0	58	same	increased	no	no	0	yes	yes
San Antonio	8	19	increased	same	yes	no	9	yes	yes
Seattle	0	0	same	increased	no	no	0	no	no
St. Louis	64	61	same	same	yes	yes	58	yes	yes
St. Paul	na	-2	same	increased	no	no	49	no	no
Trenton	15	5	same	increased	no	yes	15	yes	yes
Washington	18	15	increased	decreased	no	no	15	no	no

## 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	35	51	13	0	43	39	16	1	1	30	46	27	0	95	63
Burlington	26	49	16	9	7	89	1	1	2	56	46	30	17	50	55
Charleston	18	55	27	0	52	42	6	0	0	41	55	69	33	87	33
Charlotte	0	0	0	0	0	0	0	0	0	0	0	0	0	83	66
Chicago	16	66	19	5	78	11	10	0.6	1	16	50	16	10	95	66
Cleveland	25	54	19	2	78	19	2	0.5	0.5	25	40	20	18	98	70
Denver	66	24	9	1	26	37	31	1	5	56	56	35	17	43	40
Kansas City	66	33	0	1	0	0	0	0	0	20	28	0	9	81	49
Los Angeles	13	74	13	0	48	21	26	3	2	21	0	5	7	88	71
Louisville	16	61	18	5	49	45	2	1	1	5	8	16	3	0	9.4
Miami	0	0	0	0	51	20	28	1	0	26	52	25	15	90	52
Nashville	24	56	15	5	60	35	5	0	0	40	75	23	25	65	0
New Orleans	41	38	16	5	70	25	2	1	2	32	20	29	17	87	64
Norfolk	52	30	18	0	59	40	1	0	0	35	42	45	9	75	60
Philadelphia	59	30	11	0	80	13	6	1	0	0	0	0	0	90	72
Phoenix	38	57	0	5	17	49	23	0	13	0	0	0	0	0	0
Portland	40	37	20	4	17	58	16	6	3	26	58	12	11	75	54
Providence	100	0	0	0	38	34	21	0	1	19	28	61	1	81	73
Salt Lake City	22	59	19	0	14	69	13	1	3	25	35	35	22	41	56
San Antonio	52	32	11	5	24	26	49	0.5	0.5	29	32	22	4	69	65
Seattle	32	49	18	1	39	44	9	3	5	26	23	0	0	76	17
St. Louis	82	10	7	0	94	5.5	0.27	0.02	0.08	1.2	6.2	7	3	94	68
St. Paul	32	57	11	0	53	32	10	0	4	0	0	28	16	98	64
Trenton	75	12	12	0	80	15	5	0	0	10	62	10	3.7	75	70
Washington	43	45	11	1	82	5	12	1	0	24	25	31	19	85	65



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

<b>City</b>	<b>Shelter Beds</b>	<b>Family Shelter Beds</b>	<b>Transitional Units</b>	<b>Family Transitional Units</b>	<b>Single Room Occupancy Units</b>
Boston	1,729	988	1,408	465	5,000
Charleston	220	70	0	0	0
Chicago	6,490	3,514	3,696	2,450	12,500
Denver	1,067	20	485	0	204
Los Angeles	1,658	424	2,794	763	1,762
Miami	744	228	1,494	778	0
New Orleans	0	0	0	0	0
Philadelphia	2,174	1,287	3,128	1,210	633
Portland	936	260	1,239	719	2,233
Salt Lake City	1,041	280	970	356	163
Seattle	1,798	161	1,227	279	1,361
St. Paul	313	91	207	245	302
Washington	0	0	0	0	0

# HOUSING

## Assisted Housing Requests

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

During the last year requests for housing by low-income families and individuals **increased in 88 percent of the survey cities** and remained the same in three cities – Burlington, Chicago and St. Paul.

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

**Boston:** The turnover rate for assisted housing is very low but our homeless numbers continue to rise. There has not been an increase in federal or state resources to increase the supply of assisted housing so the demand continues to rise.

**Charleston:** Charleston has 1,327 of public housing and all are currently filled.

**Charlotte :** The Charlotte Housing Authority did not apply for additional Section 8 Vouchers. The Section 8 waiting list was opened for 30 days in August of 2000 and they processed 5,000 applications. The list closed and is closed to date.

**Cleveland:** Public housing waiting list has increased by 17 percent this year.

**Denver:** A lack of affordable housing continues; with an increase in unemployment and a weakening economy, Denver is experiencing an even greater housing crisis for families and individuals with low incomes than the one we have had for the last several years.

**Kansas City:** According to the Housing Authority of Kansas City, the overall demand for for assisted housing increased between 2001 and 2002. In December 2001, the waiting list for public housing was 4,850. That number was decreased to 4,447 in October 2002. The waiting list for the Section 8 Voucher program increased, though the number of available units increased. The list expanded from 6,123 in December 2001 to 6,746 in October 2002.

**Los Angeles:** The Housing Authority's wait-list for its fully occupied public housing communities grew by more than 25 percent and the Section 8 wait-list grew by over 2,000 families each month.

**Louisville:** Due to HUD's required collaboration, the homeless service providers system in Louisville

has been able to reduce duplication of services, pool resources to produce innovative programming, and bring mainstream entities to the table. Demand for one bedroom units increased. Requests for all other unites remained the same. Due to the increase in housing assistance, grants, Kentucky Transitional Assistance Program (K-TAP) and self sufficiency programs demand for housing for smaller sized families increased (singles and empty nesters).

**Miami:** City of Miami residents apply for Assisted Housing through Miami-Dade County's Housing Program.

**Nashville:** As more individuals get on government assistance or disability income due to HIV illness, there is increased need for housing costs to decrease in order to match decreased overall income. (Nashville CARES) Shelter Plus Care was closed which meant that more vulnerable people did not get assistance. (Renewal House) For FY 2001-02, we took 3,163 applications for assisted housing and for 2000-01 we took 2,883- an increase of 280 applications. (MDHA) Even though the Shelter Plus Care Program was closed due to the funds being exhausted, homeless individuals with disabilities and persons with HIV illness were assisted in other Section 8 programs. (MDHA)

**New Orleans:** Waiting lists opened in June 2002; the housing authority took over 19000 applications for the 6,994 existing vouchers and have received even more requests subsequently

**Norfolk:** Housing costs are going up and it becomes harder for families to pay rent.

**Phoenix:** Arizona's economy is not rebounding as quickly as anticipated. Job loss and a decline in tourism are contributing factors. Low-income families are hit hardest in Arizona's service based economy. The number of homeless families with children is increasing.

**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. The Public Housing programs saw a dramatic increase 2000-01 when the Section 8 list was closed. This past year the increase in applications for public housing was about 6 percent.

**Salt Lake City:** Even though our programs are growing we still have people on our waiting lists.

**San Antonio:** The San Antonio Housing Authority began accepting applications for assisted housing in August 2002.

**Seattle:** The Seattle Housing Authority continues to receive between 300-400 applications per month.

**St. Louis:** According to the St. Louis 5-year Consolidated Plan (2000-2004), the St. Louis Housing Authority's total public housing stock will be reduced, but the demand for housing is increasing due to the economy.

**St. Paul:** The nightly count of shelter beds used remains the same over the last few years

**Trenton:** More & more low income families continue to seek assisted housing due to the inability to pay for market rents housing.

**Washington:** DCHA confirmed that requests increased as they did last year.

### **The Wait For Assisted Housing**

**Applicants in the survey cities must wait for public housing for an average of 19 months from the time of application until they actually receive assistance. The average wait for Section 8 Certificates is 21 months, for Vouchers 23 months.**

For **public housing** the average wait ranges from 9 in Boston, 6 in Burlington, 8 in Charleston, 8 in Charlotte , 24 in Denver, 14 in Kansas City, 36 in Los Angeles, 2 in Louisville, 84 in Miami, 2 in Nashville, 24 in New Orleans, 12 in Norfolk, 24 in Philadelphia, 12 in Phoenix, 18 in Portland, 36 in Providence, 24 in Salt Lake City, 6 in San Antonio, 12 in Seattle, 15 in St. Louis, 18 in St. Paul, 24 in Trenton, 29 in Washington .

For **Section 8 Certificates** the average wait ranges from 3 in Boston, 6 in Charleston, 12 in Denver, 36 in Los Angeles, 60 in Miami, 2 in Nashville, 12 in Norfolk, 36 in Phoenix, 36 in Providence, 24 in Salt Lake City, 15 in St. Louis, 24 in St. Paul, 12 in Trenton .

For **Section 8 Vouchers** the average wait ranges from 9 in Boston, 12 in Burlington, 30 in Charlotte , 60 in Chicago, 6 in Denver, 14 in Kansas City, 36 in Los Angeles, 12 in Louisville, 60 in Miami, 10 in New Orleans, 6 in Norfolk, 24 in Philadelphia, 36 in Phoenix, 13 in Portland, 24 in Salt Lake City, 19 in San Antonio, 24 in Seattle, 15 in St. Louis, 25 in St. Paul, 12 in Trenton, 36 in Washington .

Among the comments from the city officials on the average wait time between applying and receiving housing assistance:

**Boston:** The waiting period depends on the applicant's priority status. The wait for someone who is priority 1 (homeless) is 6-9 months. The wait for non-priority 1 applicants is years. The Boston Housing Authority has expedited the processing of Section 8 for homeless people and the Mayor has specifically targeted Section 8 to families sheltered in hotel. The Mayor has also allocated money for security deposits for homeless families to assist them in using the Section 8.

**Charleston:** Jobs that do not pay a living wage and the high cost of housing is driving low wage earning individuals out of Charleston and into North Charleston.

**Chicago:** Family Housing - CHA's wait list for public housing is closed and no families are being offered housing while CHA implements the Plan for Transformation (a plan to rehab or rehabilitate Chicago's public housing stock into mixed-income communities). CHA estimates that the wait list families will not be offered housing for at least the next seven years.

Senior Housing - CHA's wait list is closed at all senior properties except for four properties. Currently, the wait list is greater than all of the vacancies available if all rehabilitation of senior units were completed. As of October 2001, there were no more Section 8 certificates. All certificates were changed to vouchers by that date.

**Cleveland:** Public housing waiting list time ranges from 1 month for the elderly up to 2 years for some family bedroom sizes

**Kansas City:** The Housing Authority of Kansas City has moved away from the Section 8 Certificate program to the Voucher Program.

**Nashville:** Public Housing: 2 months after approval, if applicant accepts first available apartment; Section 8 Certificates: 1-2 months for special programs; Vouchers: if the person in a high priority, within 3-6 months of registration; if low-priority, 2 plus years.

**Seattle:** These are estimates based on Seattle Housing Authority previous experiences.

**St. Paul:** The average waits conceal the fact that while some may get into assisted housing in one year, many will wait 4 and 5 years depending on the priority points that their circumstances merit.

**Washington:** All certificates were converted to vouchers.

## Cities Which Stopped Accepting Applications for Assisted Housing Programs Due to the Excessive Length of the Waiting Lists

**Forty-eight 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:

**Charlotte :** Section 8 waiting list is closed.

**Chicago:** The Housing Choice Voucher program list has been closed - currently 21,235 households

remain on the list. CHA stopped accepting applications for public housing because all of the city's public housing stock is being rehabbed or redeveloped.

**Cleveland:** Section 8 waiting list is closed. Current list was created through a 2001 lottery. It is not expected that new names will be taken until 2004.

**Denver:** Public housing and Section 8 lists continue to open, but only intermittently.

**Kansas City:** Due to an active Consent Decree, the Housing Authority of Kansas continues to accept applications for public housing and the Section 8 assistance programs.

**Louisville:** The waiting list is closed only for a one bedroom.

**Miami:** Miami-Dade County administers a county-wide assisted housing program in which City of Miami residents participate. During the last application cycle over 67,000 applications were received. It is believed that the number of requests would have greatly exceeded this amount had the deadline for returning applications been longer than two weeks.

**Nashville:** The Section 8 program Voucher Choice waiting list is closed. We are issuing certificates for special programs, such as Shelter Plus Care, Single Persons with Disabilities; Mod Rehab for SRO, etc. The Section 8 waiting list of applicants at The Metropolitan Development and Housing Agency at one time exceeded 3,000. Because of the long waiting list, there were periods of time when the waiting list was closed; people were only added to the waiting list on two occasions in 2000 (both in November); and three times in 2001. No one was added in 2002. The current waiting list is approximately 1,800.

**New Orleans:** Accepting applications for public housing, but only accept Section 8/voucher applications during a small window which is currently closed.

**Norfolk:** Lists close periodically for some types of housing. The most requested are 3 bedrooms and handicapped.

**Philadelphia:** Housing Choice Vouchers waiting list is closed.

**Portland:** The Section 8 Housing Choice Voucher program is closed. It takes about two years to reach all on those on the waiting list. The Public Housing waiting list for single adults who are not elderly or disabled has been closed since 1998.

**Providence:** Public housing, Section 8, transitional housing waiting lists are all closed.

**Salt Lake City:** Periodically for all requests but the last year and half there has been an increase from HUD which gave us an additional 250 vouchers.

**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 opened in August 2002 but closed in December 2002.

**St. Louis:** The wait time for assisted housing ranges from 6 -24 months. The St. Louis Housing Authority has a set of criteria/preference which dictates where a person is placed on the waiting list.

**St. Paul:** Yes, the city has stopped taking applications for assisted housing. Specifically for Public Housing family units and for Section 8 vouchers.

**Trenton:** Three & Four bedrooms waiting list is closed.

## People Served by Assisted Housing

**An average of 31 percent of the eligible low-income households are currently served by assisted housing of 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 49 percent of their income on housing.**

Among the comments from the city officials on average percentage of income that low-income households are spending on housing:

**Washington:** A report by the DC Fiscal Policy Institute in 2001 showed that 71 percent of the 83,000 households with incomes less than \$25,000 were paying more than 30 percent of income for rent, and 44 percent (36,000) of all these households have "severe housing needs" by paying more than 50 percent of income on housing that has sever physical deficiencies. Twenty-eight percent of DC households with incomes below \$50,000, most of whom are low-income as compared to the Washington AML, are paying more than 30 percent of income for housing, and 7 percent of this income group has "severe housing needs." The National Low Income Housing Coalition ranks DC as third worst among all states in terms of the "housing wage" it takes to obtain affordable housing.

<b>City Data on Housing</b>						
<b>City</b>	<b>Housing Requests</b>	<b>Public Housing Wait (months)</b>	<b>Section 8 Certificates Wait (months)</b>	<b>Section 8 Vouchers Wait (months)</b>	<b>Stopped Accepting Applications</b>	<b>Percent of Need Met</b>
Boston	increased	9	3	9	no	67
Charleston	increased	8	6	0	no	0
Chicago	same	0	0	60	yes	n/a
Denver	increased	24	12	6	no	35
Los Angeles	increased	36	36	36	no	8
Miami	increased	84	60	60	no	0
New Orleans	increased	24	0	10	no	4
Philadelphia	increased	24	0	24	yes	24
Portland	increased	18	0	13	yes	31
Salt Lake City	increased	24	24	24	yes	13
Seattle	increased	12	0	24	no	0
St. Paul	same	18	24	25	yes	26
Washington	increased	29	0	36	no	0

# OUTLOOK

## Expected Requests for Food and Shelter

### Requests for Emergency Food Assistance for 2003

**One hundred percent of the survey cities expect that requests for emergency food assistance will increase in 2003.**

**During 2003 requests for emergency food assistance by families with children are expected to increase by 96 percent of the survey cities.**

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

**Boston:** High housing costs plus sluggish economy will continue to impact.

**Burlington:** The worsening economy, local layoffs including those at IBM are contributing to increases in unemployment and under employment and to a lack of livable wage jobs. The number of working poor is increasing, and many seek emergency food assistance.

**Charleston:** Fewer individuals are able to qualify for welfare assistance.

**Charlotte :** The number of people requesting help has risen each month in the past year.

**Chicago:** The demand for food assistance is expected to increase in the next year for many reasons. The economy, increase in unemployment and increase in housing costs. In addition, due to the decrease in the state budget and budget cuts, there will be less resources for social services.

**Cleveland:** Current upward trend will continue until there is significant improvement in the economy.

**Denver:** A 2001 report by the Colorado Fiscal Policy Institute demonstrated that in Denver a mother with two children needs an income of almost \$40,000 per year to be self-sufficient. That represents an hourly wage of \$18.90. The amount allotted for food is \$379 per month, 11 percent of the total monthly budget. At a current minimum wage of \$5.15 per hour, a Colorado mother with two children would have \$892 per month or \$10,712 per year. The same \$379 per month for food would represent an almost impossible 42.5 percent of the monthly budget, clearly putting the family at risk for food insecurity and hunger.

**Kansas City:** Like most cities in the nation, Kansas City is experiencing an increased demand for service that results from layoffs. Unless the economy reverses, we anticipate more people will be looking for help.

**Louisville:** With the opening of five more Kids Cafes this year, the increased demand is presently being met.

**Nashville:** Second Harvest says that unless the economy picks up and there are more jobs, the demand will increase. Costs of health care, day care, housing and utilities are very high. Due to economy, major job losses (Salvation Army), economic downturn (Campus), weak and fearful economy (RH), families losing Families First and TennCare benefits – this will continue to stress family incomes and increase need for support. (CARES)Second Harvest projects a 37 percent increase in the number of unduplicated persons to be served.

**New Orleans:** Based on increased demand for emergency shelter over the past year, we expect this trend to continue. In addition, the increase in number of persons displaced from public housing and high unemployment and poverty continue to add to the number of persons experiencing homelessness.

**Norfolk:** The trend is that the need increases each year.

**Philadelphia:** The factors that contribute to the need for emergency food do not appear to be abating.

**Phoenix:** As the economy declines and unemployment rises we expect to see an increase in requests for emergency food assistance. At the same time resources and funding are declining. Providers will continue to be pressed to serve beyond their capacity with ever dwindling resources.

**Portland:** In 2002 Oregon again ranks #1 (the worst) in the nation for food insecurity with hunger and has moved from 6th to 3rd for food insecurity (Center on Hunger and Poverty of Brandeis University, August, 2002). Unless the structural causes of hunger are addressed, the numbers of hungry people in Portland will continue to increase.

**Providence:** Wages are not keeping up with increases in housing and cost of living

**San Antonio:** Even before the tragic events of September 11, 2001, the city had been experiencing a disturbing increase in the demand for food assistance. With the downturn in the economy, family members and singles continue to experience layoffs. Layoffs in the San Antonio area will undoubtedly cause many to visit agencies for food assistance, as San Antonio has a large population of working poor who are one paycheck away from needing assistance. The problem is exacerbated by the fact that food donations by individuals and local grocery stores have declined over the past year. Food providers are going to have to expand their fundraising efforts to meet the increased demand.

**Seattle:** The demand for emergency food assistance specifically by families with children in the City of Seattle will continue to rise. Food banks and meal programs continue to see this trend. With the looming economy—lay-off and more expected lay-offs in the near future by the aerospace industry, software and other manufacturing industries—and the high unemployment rate, families will more than ever need the help of food programs to supplement their basic nutritional needs. As household resources are being stretched in order to pay the increase cost in utilities, rent, transportation, and other basic household costs, food programs are the first line of defense families can go to for their main source of food.

**St. Louis:** Based on economic conditions and trends of the last year, we expect further increase during 2003.

**St. Paul:** The factors playing into the increases we've seen so far show no sign of being alleviated.

**Trenton:** The demand has continue to increase throughout 2002, and without a major change in the economy, we do not expect any changes.

**Washington:** It is hard to see how food demand could go down as the city and the nation face a gloomier economic forecast in 2003. Providers are reporting sharp downturns in corporate and philanthropic giving as the stock market has declined, and this will undercut the ability of the larger food relief programs to handle demand. Possible war in Iraq, as well as homeland security costs, is creating great uncertainty in the markets and claiming more resources that otherwise might go to poverty relief. The District itself is working to close a \$325 million budget gap in FY03.

## Forecast of Requests for Emergency Shelter during 2003

**One hundred percent of the survey cities expect that requests for emergency shelter to increase in 2003.**

**One hundred percent of the survey cities expect that requests for shelter to increase in 2003.**

Among the comments from the city officials:

**Boston:** The trend has been increasing.

**Burlington:** The worsening economy will contribute to the increasing numbers of homeless individuals and families including those who are under employed, and although new affordable units are being completed, demand continues to outstrip supply. Economic predictions for regional growth estimate that each year, 350 new renter households earning less than 80 percent of median household income will become part of the regional economy.

**Charleston:** Despite rapid job growth and overall low unemployment, a disparity remains among certain population sectors within the region and this will further stress organizations serving this sector of the population. Twenty-five percent of the total civilian employment sector is non-white, although 35 percent of the region's population is non-white. Forty eight percent of the 9,270 people unemployed at this writing are non-white. Eighty-eight percent of all executive, administrative, and managerial occupations are held by white people. In contrast, 77 percent of private household workers are African American and primarily female. This has broad implications for future predictors of homelessness. This statistic indicates that the future face of homelessness in Charleston will be one of color, female, and single with one or more children.

**Chicago:** The demand for emergency shelter is expected to increase in the next year for many reasons. The economy, increase in unemployment and increase in housing costs. In addition, due to the decrease in the state budget and budget cuts, there will be less resources for social services.

**Cleveland:** Projected large state and county revenue shortfalls will lead to further cuts in mental health services and in "safety net" programs that were part of the welfare reform transition. Cleveland, as well as many other central cities, face significant reductions in HOME and CDBG funding as the result of using new census data in the funding formulas. This may reduce production of new affordable housing.

**Denver:** Requests for emergency shelter will continue to increase as long as there continues to be a tremendous lack of affordable housing.

**Kansas City:** In Kansas City, many of the providers are reporting an increased demand for housing assistance, both rental and mortgage. Many of persons requesting help are people who have lost their jobs due to the current economic conditions. In other words, we are seeing new population now requesting assistance who are unfamiliar with the process.

**Los Angeles:** We have estimated that the annualized growth in the homeless population over the past 7 years to be 10 percent and we do not expect next year to be different.

**Louisville:** All agencies report more requests for services. The Neighborhood Places & Community Ministries have more requests for help with rent and utilities.

**Miami:** Low economy, high housing costs, lack of employability skills, low wages. The National Low Income Housing Coalition estimates that a person earning minimum wage can afford monthly rent of no more than \$268 per month, and a person receiving SSI(\$545) per month can afford to pay no more than \$164.00 per month. The fair market rent for a one bedroom apartment in our community is \$593 per month.

**Nashville:** Economic downturn (Campus). Economy is not good and housing is expensive. (Renewal House)

**Philadelphia:** The state of the economy, uncertainty about the changes in cash assistance / TANF reauthorization, and declining state and local budgets all point to an increase in the need for emergency shelter.

**Phoenix:** The declining economy continues to affect low-income persons and families exponentially. Middle-income people who lose jobs are filling jobs and housing that once belonged to the lower-income sector. This trend is forcing low-income people into shelters, and when they're full, onto the streets.

**Portland:** Portland has experienced a severe economic downturn, and governments at all levels have received less tax revenue. 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 factors, and because of the already inadequate capacity of these shelters more people will be in lines and on waiting lists.

This is even more problematic for families. Finding housing that is affordable is an impossibility when the household's income is from public assistance or low-paying jobs. Families also face other barriers that will not be addressed by the decline in funding for basic services such as healthcare, child care, and education.

**Salt Lake City:** Based upon the economy and unemployment rate, coupled with high housing cost, it is expected that the number of families in need of shelter will continue to increase.

**San Antonio:** It is anticipated that demand will continue to increase. With TANF time limits impacting families, a loss of public housing, zero tolerance housing policies, and low wage jobs, it is expected that we will continue to see increased homelessness among not only those in poverty but people living marginally. The paradigm shift that seems to be occurring from a basic safety net to serving only the "deserving poor" philosophy, becomes a concern when resources are used for only selected segments of the population. Families have been hit especially hard. During a recent 30 day time period, a census of the number of families turned away by two of the larger shelters in town resulted in finding that each turned away an average of 2 -4 families per night.

**Seattle:** Families and individuals in the City of Seattle have been severely impacted by the downturn in the economy and the state's unemployment rate is one of the highest in the nation. There continues to be a shortage of affordable housing units and move-in costs remain high as well. The city is also experiencing increasing numbers of newly immigrant and refugee families to our area, who do not have housing resources. The combination of these factors are expected to increase pressure on families living on the edge, and increase requests for emergency housing services.

**St. Louis:** Based on economic conditions and trends of the last year, we expect further increase during 2003.

**St. Paul:** The 60 month rule for welfare cutoffs is in effect not and will not be lifted or stayed. Those welfare recipients who have no other significant source of support will be evicted and land in emergency shelters. In addition, in the current economy, wages for the entry level jobs continue to be inadequate to consistently pay rent

**Trenton:** The poor economy will make the situation worse.

**Washington:** The trend was up albeit leveling off this past year. Nevertheless the homeless system remains a major route for poor families to access desperately needed help. With TANF deadlines approaching, the uncertainties of the local economy, and the housing affordability problem getting worse as subsidized units are lost and fewer landlords are willing to accept Section 8, we expect that the demand may rise only slightly (given the high point reached in 2002) but rise all same.

## **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:** Boston low-skill workers have had difficulty finding jobs as companies have reduced work size and tourism has declined.

**Burlington:** Both emergency food and homeless service providers are seeing an increase demand for services.

**Charleston:** The slowdown in the economy directly contributed to the increase in the number of days a person is homeless in Charleston. The service sector depends primarily on tourism. Tourism is currently at pre September 11 levels, however, jobs in this industry do not pay a living wage. Jobs in this sector pay less than 60 percent the median weekly wage while the average monthly rental property is \$682. Those individuals that fell behind during the post September 11 days are still being impacted by the loss of work and housing.

**Charlotte :** People previously above the "crisis level" are now out of work and needing assistance.

More intact families are requesting help than previously. The Charlotte Observer stated that Loaves and Fishes estimates it will help 60,000 people this year, double the number it served two years ago. Last year, it fed 41,650. " The soft economy has created an additional problem, as more families need help. An increasing number of potential donors are finding themselves strapped as well. Three turkeys to feed 1,000 people this Thanksgiving at Charlotte's Community outreach Christian Ministries. Cash donations are down. They, Crisis Assistance Ministries, are starting to see more middle-class people who have lost their jobs and are seeking help for the very first time. There has been lost of jobs in the textile and service industry.

**Chicago:** The economic slowdown has resulted in an increase for emergency shelter and emergency food assistance throughout the City of Chicago. The economic slowdown has made it more difficult for people to find jobs, especially well paying jobs with which to support their families. People are unemployed for longer periods of time and often have to take jobs, which pay much less than their previous jobs. Lack of affordable day care makes it hard for single parents to make ends meet with low paying jobs.

**Cleveland:** The economic slowdown has most affected those with tenuous employment prospects, especially those recently moving from welfare to work. At the same time it has drastically eroded state and local revenues needed to provide support services. More than 67,000 new unemployment claims have been filed in this county over the past year.

**Denver:** Denver's economic boom in the latter part of the 1990's drew thousands of people from other counties and states because jobs were plentiful. With the economic slow-down that Denver has experienced over the last two years, many people have lost their jobs or have been asked to work fewer hours. As a result, many people are applying for food stamps or are showing up at food banks for the first time. Some have become homeless.

**Kansas City:** The economic slowdown has resulted in more people requesting help. The families now applying for assistance are "homeowners" who have been affected by layoffs by such companies as Sprint, Aquila, Consolidated Freight, Lady Baltimore, Lucent Industries, and SBC. to name a few. Coupled with the layoffs, we are noticing tightening of the job market as employers freeze hiring. The City of Kansas City implemented a hiring freeze in September 2001 for all non-public safety positions. In addition to the increased demand, social providers are experiencing a reduction in donations and funding by foundations. Unfortunately, when the general coffers are low for governmental agencies, social service programs often bare the burden of reductions in human services in lieu of more "essential operational services", i.e. street repair, police, and fire.

**Los Angeles:** Families are increasing and becoming a larger share of the homeless population and requesting emergency food assistance due to increases in unemployment.

**Louisville:** Since September 11, a downturn in tourism has caused layoffs in many minimum wage

jobs, such as wait staff, housekeepers, etc. 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:** In all 37 counties we serve in Middle Tennessee, demand for food is up by 13 percent. (Second Harvest) The poor economy has made families seek resources from food banks and to use food stamps (selling them) to meet other needs. We have seen more homeowners seeking public housing or section 8; downsizing in jobs has caused an increase in applications (based on observations of applicants, MDHA) Lower-paying jobs, closed businesses, less services. (Operation Stand Down) Increase in homelessness and strain on agencies providing assistance (Salvation Army) Many mentally ill homeless persons have lost their TennCare benefits and can no longer be served by mainstream providers. (Health Dept.) State sales tax increase has burdened poor families. (Renewal House).

**New Orleans:** The city continues to recover from the loss of tourism revenue and its related jobs following the 9/11 incidents.

**Norfolk:** We have seen an increase in the number of persons, both single and families needing food and shelter.

**Philadelphia:** Families with children are more likely to be homeless or in need of emergency food assistance, while the caseloads for case managers in the emergency shelter system are growing and the food cupboards are seeing a decline in available resources. Families and individuals are waiting longer between the time they request services (whether emergency food, or seeing a case manager in shelter) and when they actually receive those services. The tighter rental market also impacts on households' ability to leave emergency shelter for affordable housing back in the community.

**Phoenix:** We are experiencing a significant increase in requests for services including, rental assistance (eviction prevention), utility assistance, food boxes, and shelter. We do not have the resources necessary to meet the need.

**Portland:** In early 2002, Oregon's jobless rate peaked at just over 8 percent. The recession that hit Oregon has been particularly painful in the Portland area—the region's unemployment rate exceeded that of the rest of the state for the first time in nearly 20 years. In October, 2002, Oregon's 7 percent unemployment rate (seasonally adjusted) continued to be much higher than the national average of 5.3 percent.

The economic slowdown has increased the number of people who go hungry. In Oregon 11.9 percent of unemployed adults (one out of eight) report that their family "goes hungry", while 4.7 percent of all households with a working member report that they "go hungry". (The Oregon Center for Public Policy, October, 2002.)

Unemployment also has increased the number who seek food assistance. Agencies providing food

assistance report that many of the people coming to them for help are “first timers”. Compared with the Summer of 2001, there was 20 percent increase in requests filled during Summer, 2002.

There has been a major decline in tax revenues at all levels of government: the State of Oregon, the City of Portland, and Multnomah County. Funding for social services from both government and United Way has decreased. Resources have not been available to maintain social services—let alone expand them to address the growing need. The City of Portland has not been able to maintain local funding to expand the supply of housing for the “extremely poor.”

**Providence:** An additional emergency winter overflow shelter has opened November 15 - April 15, for single men. Donations have lessened, which reduces the amount of funding assistance available for services

**Salt Lake City:** Growth in jobs has been in the lower-paying services sector, which typically do not pay a living wage. As major construction projects have been completed there has been a decline in these type of jobs. The Utah Food Bank has had difficulty in keeping pace with the demand for food, and until just recently was seriously understocked. Based upon the number of persons on waiting lists for shelter, it is expected that the need for shelter and services will increase.

**San Antonio:** The impact has been evident in the increased demand for food assistance and shelter. Both food pantries and shelters are beginning to see a shift in the demographics of the people accessing services. San Antonio does not have a highly skilled workforce and during times of economic slowdown, many of these individuals find it difficult to find employment. Without the security of stable employment, it becomes inevitable that individuals will seek public assistance.

**Seattle:** The economic slowdown has resulted in one survey identifying Washington State hunger rate as second highest in the nation. Two meal programs in the city of Seattle report doubling the total number of meals they serve in 2002 as compared against 2001. Moreover, food bank providers are reporting that they are seeing different faces in the food bank lines. People who normally would be providing donations to food banks are now standing in line with others for food. The combination of our state being one of the top 10 in being food insecure and being the state with the highest unemployment rate in the country is expected to increase the local demand for food assistance and basic food programs in the coming year. The impacts on homelessness are similar in that, the local economic slowdown has force Seattle residents who are normally stable into emergency situations with regards to housing. Many working class families who have exhausted their unemployment and savings are increasingly at-risk of becoming homeless; thus putting more pressure on existing homelessness and housing programs.

**St. Louis:** The request for emergency shelter has increased by 64 percent. Last year the city's Homeless Hotline received 3800 requests for emergency shelter; so far, this year the Hotline has received over 5000 requests for emergency shelter. Last year, we were unable to refer 39 percent of

the caller to shelter. This year, 59 percent of the caller were unable to be referred to shelter. "Space not available" or "Appropriate space is not available" is the cause in 91 percent of the calls. The City of St. Louis is also seeing a dramatic increase in the request for preventative services - rental, mortgage and utility assistance.

**St. Paul:** The former strong economy has had no visible carryover during the present economic slowdown which appears to be the most significant cause for the increased need for food. The huge number of people in low wage part-time, no wage, no benefit, jobs never saw the kind of surplus that would help them weather the slowdown. Layoffs have forced the relatively affluent families, formerly in high level positions, to use the food shelves. The former strong economy never seriously impacted homelessness. In the current slower economy, rents have not dropped to a level that large numbers of homeless families can find affordable housing. Similarly, loss of "marginal pay" jobs, and flat wages continue to prop up the need for emergency shelter beds for singles. The slowed economy appears to be the most significant cause for the increased need. Aside from the many, many people in low wage, part-time, no benefit jobs, layoffs have forced relatively affluent families formerly in high level positions into food shelves.

**Trenton:** We are seeing new people signing up for public assistance.

## Expected Effect of the Economy on Hunger and Homelessness

Among the comments from the city officials on how hunger and homelessness will be affected by the economy during 2003:

**Boston:** The economic downturn has had major impacts on state revenues from sales and income tax. The state is projecting a \$2 billion deficit. Since the state funds most emergency services, these accounts have been slashed. Also the City of Boston's share of 'local aid' from the state is threatened. The Mayor has made it a major priority that the state not abandon its commitment to assisting the most vulnerable.

**Burlington:** The main threat to people living on a very low income is reduced federal and state funding to provide essential human services. As job losses increase, those at the lower end of the economic spectrum will likely feel the impact hardest - higher unemployment will result in fewer jobs being filled by people with less education and job skills, thus exacerbating the problems of hunger and homelessness.

**Charleston:** Decreasing or stagnant growth in the economy will effect access to services such as mental healthcare, primary healthcare, substance abuse treatment programs, public transportation systems, affordable housing development and access to public systems such as food stamps and Medicaid benefits. The Trident United Way together with the Charleston Chamber of Commerce reported in their "Benchmark for Success" report that race continues to be a factor in predicting success in Charleston. In addition to race, education is a strong predictor for success. The number of

high school students evaporating from the Charleston County's educational system is as high as 44 percent. So the face of homelessness in Charleston will be one of color, poorly educated and a single female head of household. Available jobs will continue to be low-paying service sector or retail jobs. This prediction offers little hope for a decrease in the number of requests for assistance.

**Charlotte :** We expect the number of people needing assistance to continue to rise. The hunger and homelessness in our city will increase as the economy continues to result in reduction of jobs and the increase of housing that is not affordable.

**Chicago:** As the economy gets worse so will problems with hunger and homelessness. With the Illinois budget crisis decreasing money and administration for federal programs, less resources will be available to meet the growing demand.

**Cleveland:** Until there is sufficient economic recovery to significantly increase the number of permanent jobs paying decent wages, current trends will continue.

**Denver:** Denver's economic slow-down will have a definite trickle-down effect in 2003. Sales tax revenues are down; consequently, government coffers are hurting. Though demands for assistance to help the hungry and the homeless are at an all-time high, cutbacks at the federal and state level will affect local efforts.

**Kansas City:** Without having an accurate crystal ball, no one really knows the answer to this question. In Kansas City, the Continuum of Care is well organized and very active. We have observed an increased trend in agencies partnering on projects in order to maximize funds and service delivery.

**Los Angeles:** Family homelessness and hunger may increase because of parents being termed out of TANF and no jobs to be had.

**Louisville:** With current trends it is projected that requests for food assistance will increase at least 5 percent. Due to the deficit of state government funding, mental health and substance abuse services will be reduced or unavailable. The one area of the economy that has escalated is the cost of market rate housing and the reduction of Section 8 vouchers. This will definitely impact shelter providers' ability to move folks to appropriate housing.

**Nashville:** We don't see 2003 getting any better. I think we could do more to alleviate hunger by redirecting funds to agencies that provide food assistance and making sure that everyone who is eligible takes advantage of the food stamp program. A great number of elderly people do not bother because they get less than \$20/month in benefits. (MDHA) As the food industry is making cuts, it is impairing our level of food donations; this will cost the food bank more money. (Second Harvest) More demand on service providers that are already facing funding problems. The need for emergency services will increase greatly due to small family incomes. (Salvation Army) Due to more uninsured mentally ill

homeless persons requiring services, “safety net” providers will be stretched. Local government resources may have to be increased. (Health Dept.) State budget problems will affect state match ability to draw federal dollars. TennCare eligibility tightening will mean more people putting money into health care. Fearful environment re: world peace makes people more fearful of people who are “different” from them- homeless and poor are often viewed as threats. (Renewal House)

While the cost of living has increased, minimum wage has not. In a down economy we have a greater number of individuals who are at hourly/min. wage. Tighter criteria for aid like TennCare means more stress on families and individuals. When someone actually writes down monthly budget for persons on fixed incomes, it is unclear how these people survive. For example, at \$6/hour, gross wages are \$12,420 per year or \$1,040 a month. With taxes, this goes down to \$936. (Nashville CARES) As economy improves, pay will increase, allowing people to earn more and spend more. (Operation Stand Down) Crack is the biggest problem that will affect hunger in the future. Children will be most affected. No money is spent on necessities for families with one or both parents on crack. No evening meals are provided for kids. (Matthew 25)

**New Orleans:** Until the unemployment and poverty rates start to decline, we anticipate having increased 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:** Let’s hope the economy improves and funding sources increase!

**Philadelphia:** Recent research is showing that there is a direct correlation between a rise in the unemployment rate and the rise in requests for emergency shelter. We expect as the current high rate of unemployment continues and possibly increases, we will see more families and individuals requesting emergency shelter. Food cupboards also expect a rise in need as the factors that contribute to households needing emergency food continue unabated (high medical bills, un- and underemployment, and grandparents raising grandchildren).

**Phoenix:** We anticipate increased needs and reduced services. We will continue to look for creative solutions and partnerships to help meet the growing and critical demand for services.

**Portland:** The Oregon Employment Department states that “as the national economy recovers . . . [the Portland region] will follow. High tech will . . . help pull the area out of its slump.” However, a recent report by the Oregon Center for Public Policy (October, 2002) concludes that “even after current high unemployment falls, the long-term trends of widening inequality, growth in low-paying jobs, and declining unionization will shape Oregon’s economy for many years to come.”

2003: The future. At the height of Oregon’s economic boom, Portland (and Oregon) had more poor people than ever and more working people who were poor. And Oregon’s hunger rate was the highest

in the country. The outlook for 2003 is not bright for households whose incomes fall in the bottom fifth. The numbers of people needing food assistance and housing assistance will continue to grow. State and local governments are planning now to cut current programs to meet revenue shortfalls. They will not be able to address current need, let alone growing need. It appears unlikely that the federal government will increase resources that could meet the “worst case housing needs” and nutritional needs of very low-income people.

**Salt Lake City:** If the economy continues to decline, it is expected that in 2003 there will continue to be an increase need for shelter and services.

**San Antonio:** Simply stated, there are insufficient resources, and unless the economy improves there will be greater demand on these dwindling resources. The shredding of the emergency assistance provisions has become a major tear in the remaining fragments of the public’s safety net. More and more people will begin “falling through the cracks”. Agencies are reporting that it is becoming more difficult to assist individuals reach the goal of self-sufficiency with limited community resources and a deepening pessimism experienced by its clients.

**Seattle:** Washington State is experiencing the highest unemployment rate and economic slowdown it has witnessed in years. It is expected that hunger and food insecurity will continue to increase the demand for basic food and nutrition assistance from food banks and meal programs. To help meet this demand, food providers will continue to aggressively leverage additional local, state, and federal funds in order to increase operating capacity at the food banks and meal programs. Furthermore, it can also be expected that programs will continue to creatively pool their donated funds in order to purchase much needed food products in bulk to save on cost.

We can expect to see an increase in the use of the breakfast program in Seattle’s schools. We may also see an increased demand for food and nutrition programs through the Summer Sack Lunch program.

In the area of senior nutrition: As the Seattle’s senior population grows older, we can expect to see an increased use of the senior congregate meal programs, administered by the Department’s Aging and Disability Services, not only for the much needed nutrition, but for the seniors social interaction and well-being

The local economy and its high incident of unemployment continue to increase the demand for subsidized housing and supportive services. Many people across the economic spectrum have lost their jobs and are experiencing financial hardships, even losing their housing. Many unemployed people, including homeless people, are experiencing difficulties finding work, even at low wage jobs. Our safety net of housing and services report reductions in charitable contributions and many have had to curtail assistance. If these trends continue, the situation will worsen for our area.

**St. Louis:** With continuous cuts in funding and the continuous demand in services, the City of St. Louis is seeking non-traditional ways to collaborate with corporations, developers, churches, and non-profit organization to address the issue of hunger and homelessness.

**St. Paul:** Hunger and Emergency Shelter demand will remain high until the economy rebounds. Service agencies will be forced to cut back services due to lack of funds. Potentially a system backlog will exacerbate the demand.

**Trenton:** If 2003 economy is good, we will not see as many families requesting food & Housing assistance.

**Washington:** There is no longer a strong economy; in fact just the opposite. Unemployment has risen in the District and poverty is affecting 1-in-5 District residents. Historically the homeless problem has been very sensitive to unemployment and other signs of increased poverty, with demand up for shelter as the economic indicators point downward.

## Hunger and Homelessness in America's Cities: A Sixteen-Year Comparison of Data

Indicator	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
<b>HUNGER</b>																
Increase in Demand for Emergency Food	18%	19%	19%	22%	26%	18%	13%	12%	9%	11%	16%	14%	18%	17%	23%	19%
Cities in which Demand for Food Increased	92%	88%	96%	90%	93%	96%	83%	83%	72%	83%	86%	78%	85%	79%	93%	100%
Increase in Demand by Families for Food Assistance	18%	17%	14%	20%	26%	14%	13%	14%	10%	10%	13%	14%	15%	16%	19%	17%
Portion of Those Requesting Food Assistance who are families with Children	67%	62%	61%	75%	68%	68%	67%	64%	63%	62%	58%	61%	58%	60%	54%	48%
Demand for Emergency Food Unmet	18%	15%	17%	14%	17%	21%	16%	15%	18%	18%	19%	21%	21%	13%	14%	16%
Cities in which Food Assistance Facilities must turn people away	67%	62%	73%	86%	79%	68%	68%	73%	59%	50%	71%	47%	54%	28%	33%	32%
Cities which expect demand for Emergency Food to increase next year	84%	85%	89%	100%	100%	89%	100%	81%	96%	96%	92%	96%	84%	71%	100%	100%
<b>HOMELESSNESS</b>																
Increase in Demand for Emergency Shelter	21%	13%	25%	24%	13%	14%	10%	13%	11%	5%	3%	11%	12%	15%	13%	19%
Cities in which Demand increased	96%	93%	89%	80%	89%	88%	81%	80%	63%	71%	59%	72%	69%	80%	81%	88%
Demand for Emergency Shelter Unmet	23%	19%	22%	19%	15%	23%	25%	21%	19%	20%	27%	26%	25%	23%	37%	30%
Cities in which Shelters must turn people away	65%	67%	59%	70%	74%	75%	77%	72%	82%	81%	88%	67%	73%	68%	44%	56%
Cities which expect Demand for Shelter to increase next year	92%	89%	93%	97%	100%	93%	88%	71%	100%	100%	100%	93%	92%	72%	100%	100%
<b>Composition of Homeless Population</b>																
Single Men	49%	49%	46%	51%	50%	55%	43%	48%	46%	45%	47%	45%	43%	44%	40%	41%
Families with Children	33%	34%	36%	34%	35%	32%	34%	39%	36%	38%	36%	38%	36%	34%	40%	41%
Single Women	14%	13%	14%	12%	12%	11%	11%	11%	14%	14%	14%	14%	13%	13%	14%	13%
Unaccompanied Youth	4%	5%	4%	3%	3%	2%	4%	3%	4%	3%	4%	3%	4%	4%	4%	5%
Children	NA	25%	25%	23%	24%	22%	30%	26%	25%	27%	25%	25%	NA	NA	NA	NA
Severely Mentally Ill	23%	25%	25%	28%	29%	28%	27%	26%	23%	24%	27%	24%	19%	22%	22%	23%
Substance Abusers	35%	34%	44%	38%	40%	41%	48%	43%	46%	43%	43%	38%	31%	37%	34%	32%
Employed	22%	23%	24%	24%	18%	17%	18%	19%	20%	18%	17%	22%	21%	26%	20%	22%
Veterans	NA	26%	26%	26%	23%	18%	21%	23%	23%	19%	22%	22%	14%	15%	11%	10%

## Population and Unemployment Survey Data for Survey Cities

Boston	589,141	4.7	5.5
Burlington	38,889	3.2	3.2
Charleston	96,650	3.7	3.8
Charlotte	540,828	5.3	6.1
Chicago	2,896,016	6.9	8.0
Cleveland	478,403	9.1	11.6
Denver	554,636	5.3	6.2
Kansas City	441,545	5.2	6.2
Los Angeles	3,694,820	7.0	6.9
Louisville	256,231	4.0	5.0
Miami	358,548	11.6	10.4
Nashville	569,891	3.4	3.6
New Orleans	484,674	6.8	6.0
Norfolk	234,403	6.1	6.1
Philadelphia	1,517,550	6.7	7.7
Phoenix	1,321,045	5.3	5.9
Portland	64,249	7.8	8.0
Providence	173,618	6.3	6.1
Salt Lake City	181,743	5.4	6.0
San Antonio	1,144,646	4.7	5.3
Seattle	563,374	7.2	7.2
St. Louis	348,189	8.3	8.2
St. Paul	287,151	4.5	4.5
Trenton	85,403	7.7	10.2
Washington	572,059	6.6	6.0

City \_\_\_\_\_

**STATUS REPORT ON HUNGER AND HOMELESSNESS  
INFORMATION QUESTIONNAIRE**

Please complete the following survey and return it by DECEMBER 2, 2002 to:

Eugene T. Lowe  
The U.S. Conference of Mayors  
1620 Eye Street, N.W.  
Washington, D.C. 20006  
Fax (202) 293-2352

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, 2001 to October 31, 2002. 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? \_\_\_%

- F) **What impact has immigration had on your requests for emergency food assistance? Please explain.**

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):	\$
		\$
		\$

**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?
  
- 5.(b) What there specific things could the federal government do to help alleviate hunger?

**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.
  
- E) What impact has immigration had on your requests for emergency shelter? Please explain.

**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? \_\_\_
- 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? \_\_\_
- 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? \_\_\_\_\_
- 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? \_\_\_\_\_
- 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? \_\_\_
- 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?

12.(b) What there specific things could the federal government do to help alleviate homelessness?

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 2001?

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 2001?

Please explain.

B) Do you expect requests for emergency shelter in your city to \_\_\_\_increase, \_\_\_\_ decrease, or \_\_\_\_stay the same during 2000?

Do you expect requests for emergency shelter specifically by homeless families with children to

\_\_\_\_increase, \_\_\_\_decrease, or \_\_\_\_stay the same during 2001?

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 2003? Again, please describe any impact in terms of the people affected and the services provided.

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Person completing form:

Name: \_\_\_\_\_

Title/Agency: \_\_\_\_\_

Address: \_\_\_\_\_

Telephone: \_\_\_\_\_

Fax: \_\_\_\_\_

E-Mail: \_\_\_\_\_

## **SURVEY CITIES AND THEIR MAYORS**

<b>CITY</b>	<b>NAME</b>
Boston	Thomas M. Menino
Burlington	Peter A. Clavelle
Charleston	Joseph P. Riley, Jr.
Charlotte	Patrick McCrory
Chicago	Richard M. Daley
Cleveland	Jane Campbell
Denver	Wellington E. Webb
Kansas City	Kay Barnes
Los Angeles	James K. Hahn
Louisville	David L. Armstrong
Miami	Louis E. Mathia
Nashville	Bill Purcell
New Orleans	C. Ray Nagin
Norfolk	Paul D. Fraim
Philadelphia	John F. Street
Phoenix	Anton E. 'Skip' Rimsza
Portland	Vera Katz
Providence	John J. Lombardi
Salt Lake City	Ross 'Rocky' C. Anderson
San Antonio	Ed Garza
Seattle	Greg Nickels
St. Louis	Francis G. Slay
St. Paul	Randy C. Kelly
Trenton	Douglas H. Palmer
Washington, DC	Anthony A. Williams



***The United States Conference of Mayors***

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