

# **The 1988 National Survey of Shelters for the Homeless**

**HUD-0005356**



HUD-000 5356

---

---

## A REPORT ON

---

---

---

---

# THE 1988 NATIONAL SURVEY OF SHELTERS FOR THE HOMELESS

---

---

**A REPORT ON  
THE 1988 NATIONAL SURVEY  
OF SHELTERS FOR THE HOMELESS**

**March 1989**

**U.S. Department of Housing and Urban Development**  
Office of Policy Development and Research  
Division of Policy Studies



## FOREWORD

Throughout the 1980s, but especially during the period from 1984 to 1988, we have witnessed an unprecedented increase in the Nation's efforts to shelter and otherwise assist the homeless. HUD's 1988 National Survey of Shelters for the Homeless has tried to capture the overall nature of these efforts so that our progress can be charted and our programs evaluated.

The survey shows that the number of homeless shelters in the United States has almost tripled since 1984, and that the money being spent annually to provide shelter has increased fivefold over this period. It also shows that America's efforts to shelter the homeless are very much a grass roots campaign, strongly characterized by volunteerism and joint public-private partnerships. Nine of every 10 shelters are operated by private, non-profit groups aided by many volunteers, while two-thirds of the funds to support them come from local, state and the Federal governments.

The Nation's shelters for the homeless represent a caring, localized response toward those in need, with a substantial amount of financial support from the Federal government through the Stewart B. McKinney Homeless Assistance Act of 1987 as well as from other Federal programs. The McKinney Act is playing an increasingly important role in unifying and strengthening the many existing local systems of homeless shelter care, helping to bring about improvements in response to a growing understanding of the needs of the homeless. Our intention is to continue to provide Federal assistance in a way that harnesses, instead of stifles, the creative energies that have motivated the Nation's response to homelessness.



# TABLE OF CONTENTS

<b>PART I:</b>	<b>INTRODUCTION</b>	<b>1</b>
<b>PART II:</b>	<b>HOMELESS SHELTERS: CAPACITY, LOCATION, SIZE, AND TYPE</b>	<b>1</b>
	Shelter Capacity	1
	Location and Size of Shelters	3
	Major Types of Shelters	5
	Occupancy Rates	6
<b>PART III:</b>	<b>THE CLIENTS OF HOMELESS SHELTERS</b>	<b>9</b>
	Client Types	9
	Client Demographics: Age and Race/Ethnicity	10
	Extent of Mental Illness, Substance Abuse, Domestic Violence, or Other Problems	13
	Length of Homelessness	15
	Previous Location of the Sheltered Homeless	16
	Employment and Income Characteristics of Sheltered Homeless	17
<b>PART IV:</b>	<b>FUNDING AND COSTS</b>	<b>17</b>
	Shelter Expenditures	17
	Level of Public and Private Sector Spending	17
	Organizations That Operate Homeless Shelters	18
	Shelter Operating Costs	19
<b>PART V:</b>	<b>STAFFING, SERVICES, AND OPERATION</b>	<b>19</b>
	Shelter Staff	19
	Services Provided by Homeless Shelters	20
	Shelter Requirements	21
	Shelter Rules and Regulations	21
	Shelter Referrals	22
	Shelter Hours of Operation	22
	Government Regulations	23

<b>ENDNOTES</b>	<b>24</b>
<b>APPENDIX A:     METHODODOLOGY</b>	<b>27</b>
<b>APPENDIX B:     QUESTIONNAIRE</b>	<b>37</b>

## **PART I INTRODUCTION**

The 1988 National Survey of Shelters for the Homeless is one aspect of a larger study of homeless issues being conducted by the U.S. Department of Housing and Urban Development (HUD). This part involves a national probability telephone survey of 205 shelter managers and administrators of voucher programs providing shelter for the homeless, selected from all counties with populations exceeding 25,000 persons. Cities over 250,000 persons were given a separate probability of selection.<sup>1</sup> Another component, to be reported on separately, involves the collection of detailed information about the provision of shelter and services for the homeless in American communities, including an initial field study by HUD staff in the Nation's five largest cities and their suburbs.

The objective of the present survey is to obtain data on the number, occupancy, capacity, operational characteristics, funding, and available services of homeless shelters throughout the Nation. This information will be used in the administration of homeless assistance programs authorized by the Stewart B. McKinney Act, as well as other Federal programs to aid the homeless.

The report covers the following major topics:

- the number of homeless shelters and their distribution across the United States;
- the socio-demographic characteristics of the sheltered population, as reported by shelter managers;
- other characteristics of the sheltered homeless, such as duration of homelessness, as reported by shelter managers;
- the services that homeless shelters provide; and
- operational, staffing, and funding information.

## **PART II HOMELESS SHELTERS: CAPACITY, LOCATION, SIZE, AND TYPE**

### **SHELTER CAPACITY**

The 1988 National Survey of Shelters for the Homeless ("the 1988 Survey") is based on a statistical sample of homeless shelters in jurisdictions with populations of 25,000 or more. It is estimated from the survey that these jurisdictions contain approximately 5,000 homeless shelters. Based on this information, it is further estimated that there are about 5,400 shelters in the entire Nation. Compared to the number of homeless shelters in existence in 1984, as determined by the 1984 National Survey of Shelters for the Homeless ("the 1984 Survey"), the

number of homeless shelters has almost tripled in this four-year period (see Exhibit 1).<sup>2</sup>

**Exhibit 1. National Estimates<sup>a</sup> of the Number of Homeless Shelters, Shelter Bed Capacity, and Average Daily Occupancy, 1984 and 1988**

	1984	1988 <sup>b</sup>	Percent Increase
Number of Shelters <sup>c</sup>	1,900	5,400	190
Total Bed Capacity <sup>d</sup>	100,000	275,000	180
Average Occupancy Per Night <sup>e</sup>	70,000	180,000	155

<sup>a</sup> Point estimates are given to the nearest 100 shelters and nearest 5,000 persons for bed capacity and average occupancy; percent increases are based on actual ratios and rounded to nearest 5 percent. See Appendix A concerning extrapolation to the Nation as a whole to allow for comparisons.

<sup>b</sup> Confidence intervals (90% level) for 1988 are  $\pm 1,200$ ,  $\pm 75,000$ , and  $\pm 45,000$ , respectively, for shelters, capacity and occupancy, which reflects sampling error. Since the survey covered only places with populations exceeding 25,000 persons, the point estimates for 1988 have been extrapolated to the nation as a whole. Although confidence intervals have been increased in recognition of that, there may be yet additional variability which could not be measured and was not taken into account. (Confidence intervals were calculated using the Jackknife technique.)

<sup>c</sup> In 1984, the number of shelters in the sample universe of metropolitan areas of 50,000 persons or larger was 1,538. The number here represents an extrapolation to the entire Nation.

<sup>d</sup> In 1988, shelter managers and administrators of voucher programs were asked for the number of people who can be accommodated in beds or cots, the number of mattresses routinely placed on the floor, and the number of people who sleep in chairs or on the floor when all available beds, cots or mattresses are occupied; in 1984, managers were asked for the number of beds or cots, the number of people who can be "accommodated on the floor", and for total capacity.

<sup>e</sup> In 1988, shelter managers and administrators of voucher programs were asked for the average number of people served per night between September 1987 and August 1988; in 1984, shelter managers were asked about average daily occupancy in January 1984, generally a high occupancy month.

The 5,000 homeless shelters in jurisdictions with at least 25,000 people are estimated to have a total bed capacity of 240,000. Extrapolating to the Nation as a whole, it is estimated that the shelter bed capacity of the United States is 275,000 "beds", more than double that which existed in 1984. Almost 95 out of 100 of these shelter spaces are actually beds or cots, with most of the remainder being mattresses that are routinely placed on shelter floors at night. In a few shelters, managers reported using chairs and floor space as well, but these arrangements accounted for less than two percent of the total bed capacity across the Nation.

The average daily occupancy of homeless shelters in jurisdictions of at least 25,000 population is estimated to be approximately 160,000 persons, with the total national estimate being 180,000. When average daily occupancy and total bed capacity are compared, it is apparent that about two out of every three homeless shelter beds are occupied on an average night. This is similar to what was observed in 1984. However, occupancy rates do vary by size and type of homeless shelter -- as will be discussed in later sections of this report.

In the remainder of this report, the data that are reported apply to all jurisdictions of 25,000 or more people.<sup>3</sup>

## LOCATION AND SIZE OF SHELTERS

Compared to the number of shelters, a disproportionately large number of sheltered homeless persons are found in major population centers. While shelters in large jurisdictions (over 1,000,000 population) are 11 percent of the total, they account for 30 percent of all persons in homeless shelters on an average night (see Exhibit 2). Overall, these shelters account for about three out of every 10 beds in homeless shelters across the Nation.

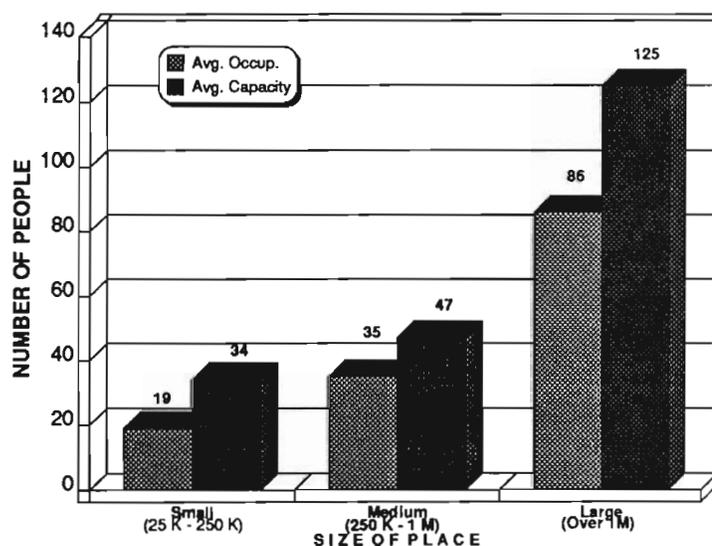
**Exhibit 2. National Percentages of Homeless Shelters, Total Bed Capacity, and Total Average Daily Occupancy by Size of Jurisdiction**

Population	Percent Homeless Shelters	Percent Total Bed Capacity	Percent Average Daily Occupancy
Over 1,000,000	11	29	30
250,000 to 1,000,000	38	35	40
25,000 to 250,000	51	36	30
Total	100	100	100

The Nation's largest jurisdictions tend to have the biggest shelters. This is partially attributable to the fact that some of the most extensive publicly operated homeless shelter systems are found here, although private, nonprofit organizations have also established some very large facilities as well. The average bed capacity of homeless shelters in large jurisdictions is three to four times that found in small and medium-size jurisdictions (see Exhibit 3).

The increase over the last several years in the number of shelters has, however, included the establishment of smaller shelters in medium and small cities and suburban areas. Relatively few large facilities (with a total bed capacity of more than 50) are located outside of large jurisdic-

**Exhibit 3: Avg. Daily Occupancy and Avg. Bed Capacity by Population**

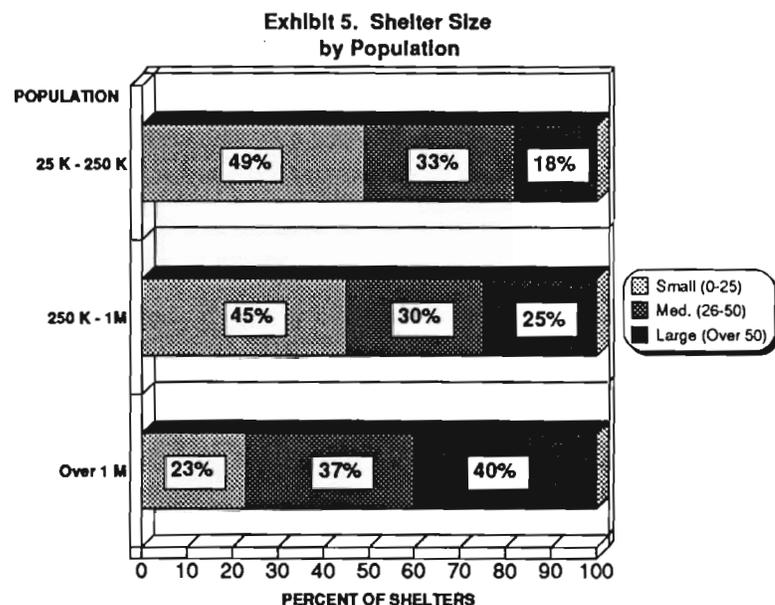


tions; most are medium (26 to 50 beds) and small (25 beds or fewer) shelters. The 1988 Survey shows that a plurality (44 percent) of homeless shelters are in the small size category (see Exhibit 4), and they predominate in jurisdictions of under one million people (see Exhibit 5). Medium-size shelters account for about one-third of all shelters, and represent about one-third of homeless shelters in each respective population size category as well.

**Exhibit 4. Percent of Homeless Shelters and Average Bed Capacity by Size of Shelter**

Size (Total Beds)	Percent of Shelters	Average Bed Capacity
Small (25 or Less)	44	15
Medium (26 to 50)	32	36
Large (Over 50)	24	133
	100	Overall Avg.: 50

The regional dispersion of homeless shelters remained essentially the same between 1984 and 1988 (see Exhibit 6).<sup>4</sup> In 1988, the South (27 percent) and West (29 percent) contained a slightly higher number of shelters than the East (23 percent) and the North Central (21 percent) region. Although the geographic dispersal has not changed much, the percent of the sheltered homeless population served in each region has shifted. There was a 50 percent increase in the proportion of the Nation's sheltered homeless who were accommodated in the East, while the other regions' respective shares decreased roughly 10 to 20 percent each. This shift is, in part, due to substantial increases, between 1984 and 1988, in the number of shelter beds in large cities like New York (200 percent) and Philadelphia (500 percent) which already had substantial sheltered populations in 1984.<sup>5</sup> It should be noted, however, that the number of persons in homeless shelters on any given day has increased dramatically in all regions; it is only the relative proportion of the total homeless sheltered population that has decreased in some regions.



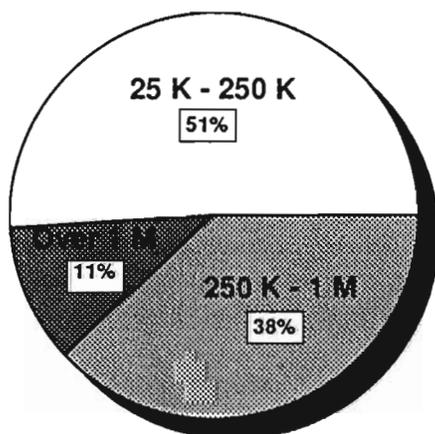
In the preceding discussion of homeless shelter capacity, the link between large jurisdictions and large shelters was highlighted. When the dispersion of shelters across size of jurisdiction is examined, however, a much different picture emerges. About one-half of all homeless shelters are in jurisdictions with

**Exhibit 6. Percent of Shelters and of Total Homeless Sheltered Population by Region, 1984 and 1988**

Region	Percent of Shelters		Percent of Sheltered Population	
	1984	1988	1984	1988
East	22	23	23	34
South	28	27	24	19
North Central	23	21	22	20
West	$\frac{27}{100}$	$\frac{29}{100}$	$\frac{31}{100}$	$\frac{27}{100}$

populations between 25,000 and 250,000 – the smallest and most numerous jurisdictional units included in this study (see Exhibit 7). Approximately two out of five of the facilities are in areas of medium population size (i.e., those with between 250,000 and one million people), and only about one-in-ten are found in the Nation's largest jurisdictions (of over one million people).

**Exhibit 7. Distribution of Homeless Shelters by Population**



## MAJOR TYPES OF SHELTERS

For analytical purposes, homeless shelters are divided into categories based on whether at least 75 percent of their clientele are primarily unaccompanied men or families with children. A few shelters (two percent of the total) also meet the "75-percent" criterion with respect to unaccompanied women. However, the very small number of such shelters made any further analysis inadvisable, and these facilities, as well as others, are grouped into an "other" category. In addition, there are no homeless shelters in the

sample that served at least 75 percent couples without children, although such couples comprise some four percent of the sheltered homeless population. <sup>6</sup>

More than one-third of all shelters serve families with children as their primary service group (see Exhibit 8). While, for decades, big city mission-type facilities that sheltered primarily unaccompanied men symbolized both

**Exhibit 8. Percent of Homeless Shelters by Shelter Type**

Primary Service Group	Percent
Unaccompanied Men	25
Families w/ Children	36
"Other" Shelters	39
	100

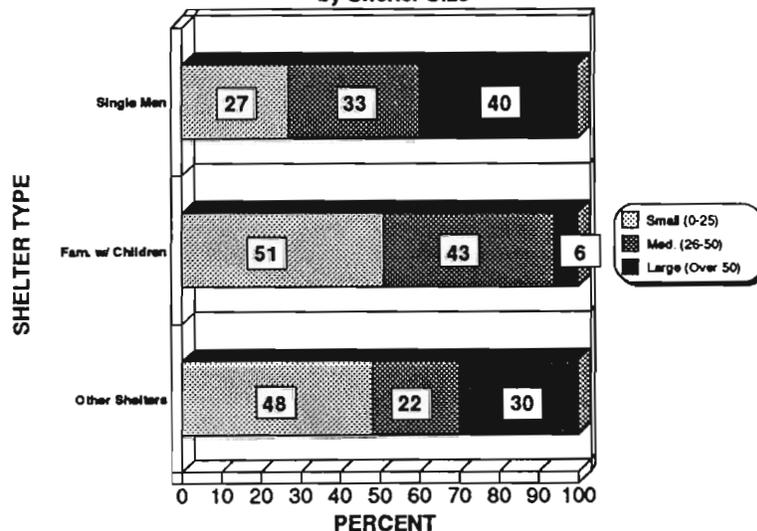
America's homeless problem and the typical local response to that problem, such homeless shelters now comprise only one in four of the total. Such shelters, however, tend to be larger than shelters serving other client types (see Exhibit 9). The average capacity of homeless shelters that care primarily for men (66 persons) is more than twice that of shelters that care primarily for families with children (30 persons). The remaining "other" shelters have an average capacity of 59 persons.

Within each group of jurisdictions of the same size, shelters that serve primarily unaccompanied men account for about one-fourth of the total (see Exhibit 10). However, shelters that assist primarily families with children are the most prevalent in medium and large population size categories. This type of facility also represents the largest grouping of homeless shelters in the East (47 percent), North Central region (42 percent), and the West (42 percent), as well as across medium-size (46 percent) and large (41 percent) jurisdictions. "Other" shelters, with a more diverse clientele, dominate the South (70 percent), and also account for nearly one-half of the homeless shelters in small jurisdictions.

**OCCUPANCY RATES**

On an average night in 1988, the Nation's homeless shelters were, collectively, operating at 66 percent

**Exhibit 9. Types Of Shelters by Shelter Size**



**Exhibit 10. Percent Distribution of Shelter Types  
by Region and Size of Jurisdiction**

	Shelter Type			Total
	Unaccompanied Men	Families With Children	"Other" Shelters	
<u>Region</u>				
East	36	47	17	100
South	13	17	70	100
North Central	19	42	39	100
West	30	42	28	100
<u>Size of Jurisdiction</u>				
Large	25	41	34	100
Medium	26	46	28	100
Small	23	28	49	100

capacity. Size of shelter and occupancy rate appear to be inversely related, with smaller shelters showing a higher proportion of their beds occupied on an average night (see Exhibit 11). This relationship does not, however, appear to exist when shelter type is considered. Homeless shelters that serve primarily unaccompanied men (and which tend to have higher capacities) show an almost identical occupancy rate as small shelters. Hence, client type appears to be more of a determinant of occupancy rates than does size of shelter. The following discussion supports this point.

Although cold winter nights tend to be the busiest for homeless shelters, about one-quarter of all shelter managers report that they are at full capacity all year round. These perennially full shelters are fairly evenly spread across the three categories of shelter size. The national average for number of nights each

**Exhibit 11. Number of Nights Full Annually and Average Percent  
Nightly Occupancy by Size of Shelter and by Primary Client Type**

	Nights Full Annually	Average Percent Nightly Occupancy
<u>Size</u>		
Small	184	73
Medium	201	70
Large	182	63
<u>Primary Client Type</u>		
Unaccompanied Men	131	74
Families with Children	259	69
"Other" Shelters	169	59

year at full capacity is 192, again with little variation among the different shelter size categories. When shelter type is considered, however, those that deal primarily with families with children clearly show the highest average number of nights at full capacity, with 259. In addition, one-half of the shelters that reported being full throughout the year were those that primarily serve such families. Although space in these "family" shelters is clearly very much in demand, they do tend to be smaller than other types of shelters (see Exhibit 9), and usually provide each of their client families with at least one private room rather than with the dormitory space that is usually available for unaccompanied men and women. Hence, the impression here of severely crowded conditions must be considered within the context of amount of space routinely furnished for each client.

The fact that the differences in occupancy rates as well as in number of nights full seem more closely associated to shelter type rather than shelter size highlights a common problem in jurisdictions with a variety of shelter types and sizes; namely, that mismatches sometimes occur between type of shelter space available and the type of client needing shelter (e.g., unaccompanied men or women, or families with children). Spaces in a jurisdiction's larger homeless shelters that offer only short-term, emergency assistance (e.g., a warm place to rest and a meal) may be available virtually all the time, especially in winter when the number of shelter beds tends to expand in anticipation of need.<sup>7</sup> At the same time, spaces in smaller, highly specialized facilities that offer medical treatment and/or extensive "transitional" services may always be at a premium. Evidence of this mismatch problem is also found in the fact that population size does not appear to be directly related to occupancy rate in homeless shelters; large jurisdictions have an occupancy rate of 68 percent on an average night, as opposed to 75 percent for medium-size places, and 52 percent for small ones. Occupancy rate does not appear to be directly related to size of jurisdiction.

Despite occupancy data which suggest that a good deal of homeless shelter space is available on an average night, shelters are sometimes full. Almost one-half of all shelter managers in the 1988 Survey reported having to turn away at least one person on such nights because of lack of space. At homeless shelters when it was reported that people were turned away, shelter managers estimated turning away an average of nine people nightly. However, they also reported that nearly nine out of 10 of those turned away were referred to other shelters. Some 40 percent of the managers of shelters with "turnaways" thought that most found shelter. An equal proportion, however, stated they did not know what became of "turn-aways", and about seven percent thought such people did not eventually find shelter.

## PART III THE CLIENTS OF HOMELESS SHELTERS

### CLIENT TYPES

The fundamental make-up of the client population of homeless shelters has changed over time. While both families and unaccompanied men are increasing among the sheltered homeless, families are increasing more rapidly. This was first observed nationally in the 1984 Survey, and is continuing (see Exhibit 12). Although still nationally the largest group of clients, unaccompanied men no longer represent the majority of the sheltered homeless. This situation represents a new chapter in the evolution of homeless shelters in the United States, which historically have been associated with skid-row mission-type operations that sought to care for mostly middle-aged men, troubled by alcoholism and mental illness.

**Exhibit 12. Distribution of the Sheltered Homeless, 1984 and 1988<sup>a</sup>**

	1984	1988
Unaccompanied Men	66	45
Unaccompanied Women	13	14
Family Members:		
All Types	21	40
Single Parents With Children	NA	30
Couples with Children	NA	6
Couples without Children	NA	4

<sup>a</sup> Percents do not add to 100 due to rounding. In 1984, shelter managers were asked about client characteristics in January 1984. In 1988, they were asked about an average night between September 1987 and August 1988.

Families are rapidly becoming major users of homeless shelters. Nearly doubling their proportional representation in shelters, members of family households now stand as two out of every five clients. Even more telling, perhaps, is the fact that the actual number of persons in sheltered families, as a specific group of sheltered homeless clients, has more than quadrupled during the past four years to over 60,000 in 1988. Three out of four sheltered families are composed of single parents with children, with the remainder almost equally divided between couples with and without children.

Family members now outnumber unaccompanied men as the major client type in large jurisdictions: 52 percent versus 36 percent

(see Exhibit 13). Furthermore, over the past four years, while families have come to occupy a greater share of shelter space, the proportional representation of unaccompanied men in homeless shelters has uniformly declined across all four regions. In 1984, the percentage of unaccompanied men in each region ranged from 59 percent to 79 percent; in 1988, it ranged from 42 percent to 53 percent.

**Exhibit 13. Percent of Client Types  
by Region and Size of Jurisdiction**

Client Type	Size of Jurisdiction			Region			
	Large	Medium	Small	East	South	N. Central	West
Unaccomp. Men	36	52	45	44	53	42	44
Unaccomp. Women	12	15	15	8	19	16	17
Families <sup>a</sup>	<u>52</u>	<u>33</u>	<u>40</u>	<u>48</u>	<u>28</u>	<u>42</u>	<u>39</u>
	100	100	100	100	100	100	100

<sup>a</sup> Includes: one and two parent families, couples without children, and unaccompanied youth.

Although the character of the homeless shelter population has undergone considerable change, the proportion of unaccompanied women, which includes such diverse groups as the victims of domestic violence as well as so called "bag ladies", has remained about the same at 14 percent. With the general rise in shelter population since 1984, their actual number has increased 180 percent. Since fewer homeless shelters focus primarily on unaccompanied women, as opposed to other types of clients, they have had to seek assistance at homeless shelters with more diverse clientele.

While patterns of shelter use have significantly changed, unaccompanied men still constitute a major part of the homeless shelter population. In absolute numbers, there were, in 1988, an estimated 70,000 unaccompanied men in homeless shelters on an average night in jurisdictions with 25,000 or more population. They are still the largest client group in the South, as well as in both medium-size (52 percent) and small (45 percent) localities. In addition, two-out-of-five homeless shelters are still primarily devoted to their care, and they also represent over one-third of the clientele of "other" shelters. Hence, although they are a somewhat smaller proportion of the sheltered homeless population than in past years, they are still major consumers of homeless shelter care.

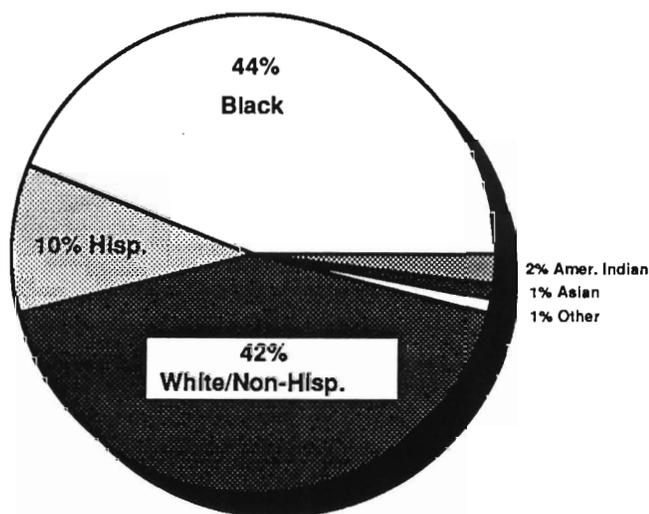
#### **CLIENT DEMOGRAPHICS: AGE AND RACE/ETHNICITY**

The change in the character of the homeless shelter population, signaled by the increase in the proportion of families, also involves a significant shift in racial composition. In 1984, almost three out of five of the sheltered homeless were white (56 percent). In 1988, the proportions have reversed. The survey data reveal that 58 percent of the users of homeless shelters on an average night are minorities, most of whom are black (see Exhibit 14). Minorities predominate in two-out-of-four regions, in all shelter types, and in medium and large jurisdic-

tions (see Exhibit 15). It is only in smaller jurisdictions that minorities are not the major users of homeless shelters. In 1984, high percentages of minorities in homeless shelters reflected a concomitantly large local minority population. While, to some extent, this characterization is still valid in light of the concentration of minorities in the Nation's inner cities, the pervasiveness of recent demographic changes in the sheltered homeless across region and, perhaps more importantly, across shelter type, suggests that the overrepresentation of minorities among the sheltered homeless has intensified.

With the increased number of sheltered families with children, it is not surprising that about three-in-five of the sheltered population is under 30 years of age (see Exhibit 16). Nationally, one-fourth are children. In the West and in small jurisdictions, about two-out-of-three shelter residents are under age 30 (see Exhibit 17). Almost one-third of homeless shelter residents in jurisdictions of over one million persons are children. Also, over

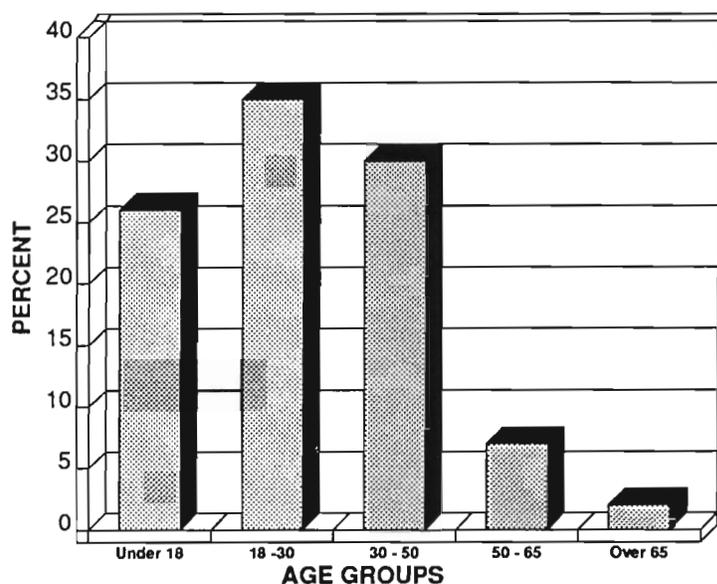
**Exhibit 14. Racial/Ethnic Composition Of The Sheltered Homeless**



**Exhibit 15. Percent Racial/Ethnic Composition of Sheltered Homeless Population by Size of Jurisdiction, Region, and Type of Shelter**

	White	Black	Hispanic	Other	Tot. Minority
<b>Size</b>					
Large	13	70	14	3	87
Medium	45	43	9	3	55
Small	68	18	7	7	32
<b>Region</b>					
East	30	52	15	3	70
South	50	41	6	3	50
No. Central	43	39	11	7	57
West	52	38	4	6	48
<b>Shelter Type</b>					
Unacc. Men	47	38	9	7	54
Fam. w/ Child	47	40	8	5	53
"Other"	35	50	11	4	65

**Exhibit 16: Sheltered Homeless Population  
By Age**



one-half of all residents in shelters serving primarily families are children. As the size of jurisdiction decreases, the proportion of persons in the "18 to 30" age group appears to increase somewhat. The proportion of persons in the "30 to 50" group, however, does not differ substantially across the three population groups. As has

been noted in other studies, elderly people -- especially those over 65 years of age -- are seldom among the clients of homeless shelters.

**Exhibit 17. Percent Age Composition of Sheltered Homeless  
by Size of Jurisdiction, Region, and Shelter Type**

	Under 18	18 - 30	30 - 50	50 - 65	Over 65
<u>Size</u>					
Large <sup>a</sup>	30	28	34	6	1
Medium	23	35	30	9	2
Small	25	42	26	5	2
<u>Region</u>					
East	28	29	33	8	2
South <sup>a</sup>	25	31	34	10	1
N. Cent.	27	36	30	6	1
West	22	45	24	6	3
<u>Shelter Type</u>					
Unacc. Men <sup>a</sup>	1	47	38	11	4
Fam. w/ Chil.	55	30	14	1	0
"Other"	29	29	33	7	1

<sup>a</sup> Percents do not add to 100 due to rounding

## EXTENT OF MENTAL ILLNESS, SUBSTANCE ABUSE, DOMESTIC VIOLENCE OR OTHER PROBLEMS

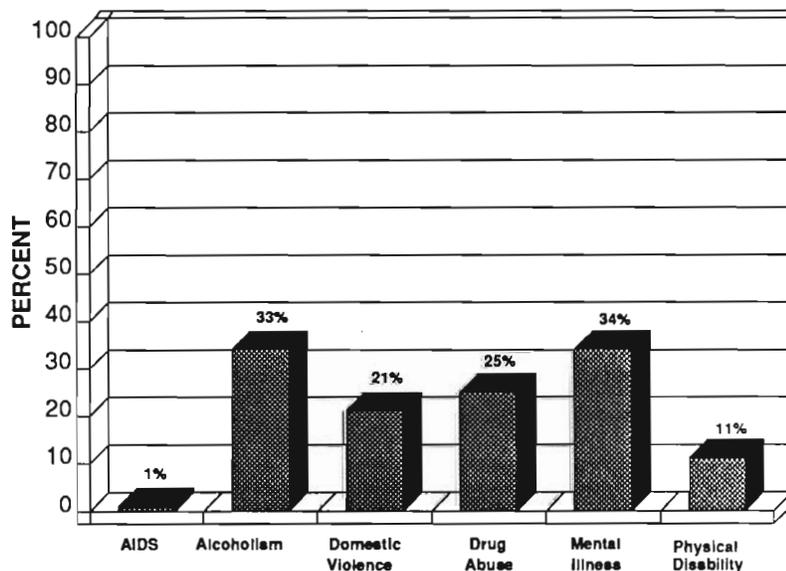
It has long been recognized that the personal histories of some of the sheltered homeless include mental illness and/or alcoholism. In recent years, substantial numbers of victims of domestic violence, as well as individuals with histories of "hard" drug abuse, have also been observed in the sheltered homeless population. In the 1988 Survey, shelter managers were asked to estimate the respective proportions of their adult clients, on an average night, who had problems with domestic violence/battering, mental illness, alcoholism, and drug abuse. They were also asked if any of their adult clients had a diagnosis of AIDS or AIDS Related Complex, and if any of their clients were physically disabled.<sup>8</sup> A single individual could be counted in more than one category; i.e., the categories are not mutually exclusive. The national averages of these estimates are presented in Exhibit 18.

Two-thirds of all shelter managers reported that none of their clients, on an average night, had been diagnosed as having AIDS. Hence, nationally, the percentage of persons in homeless shelters thought to have AIDS is quite low, i.e., one percent. Also, about one-in-five shelter managers reported that they did not know if any of their clients had AIDS.

About one-tenth of all homeless shelters did have persons with AIDS among their clientele, accounting for an estimated five percent of these shelters' daily occupancy.

The estimates on alcoholism (33 percent) and mental illness (34 percent) are consistent with extensive prior research in these areas. The respective estimates of drug abuse (25 percent) and physical disability (11 percent) also fit with current research, but these areas have not received as much attention in the context of the sheltered homeless population. Similarly, the emerging research literature on domestic violence, while growing, has not involved homeless shelters to an extent sufficient to validate the 21 percent estimate reported here. The sheer magnitude of this proportion itself, however, relative to those for mental illness and alcoholism, suggests, at the very least, that homeless shelters are playing a

**Exhibit 18: Adult Sheltered Population With Selected Medical/Social Problems**



role in ameliorating the effects of this widely recognized problem by providing safe living quarters. It should also be noted that seven percent of the shelters that assist primarily unaccompanied men reported clients that had been involved in domestic violence. Interviews with these shelter managers revealed that some of these men were the victims of domestic violence, while others were the perpetrators. The proportions of each were not clear.

In addition, managers of shelters that serve primarily families with children estimated that about one-half of their adult clients, on an average night, had been involved in domestic violence. No other problem was as prevalent. The only other estimates that approached it were for mental illness (40 percent) and alcoholism (37 percent) in shelters primarily serving unaccompanied men. In contrast, shelters that served primarily families with children reported an estimated 12 percent and 20 percent for mental illness and alcoholism, respectively (see Exhibit 19).

**Exhibit 19. Percent Incidence of Selected Medical/Social Problems In the Adult Sheltered Population by Size of Jurisdiction, Region, and Shelter Type**

	AIDS	Alcohol.	Dom. Violence	Drug Abuse	Mental Illness	Physical Disability
<u>Size</u>						
Large	1	24	15	26	22	10
Medium	1	41	26	31	39	12
Small	0	29	21	15	39	10
<u>Region</u>						
East	2	29	12	23	29	14
South	0	36	38	20	43	7
N. Cent.	0	39	26	44	24	13
West	1	31	18	18	41	8
<u>Shelter Type</u>						
Unacc. Men	1	37	7	26	40	13
Fam. w/ Chil.	0	20	49	21	12	5
"Other"	1	33	27	25	36	10

Shelters in medium-size jurisdictions consistently display the highest percentages of individuals with troubled personal histories. With respect to their regional dispersion, marked changes occurred between 1984 and 1988 in shelter managers' estimates of the relative prevalence of alcoholism and mental illness among their clients (see Exhibits 20 and 21). Although the actual number of persons with alcoholism has increased, the estimated proportion of the sheltered homeless suffering from it appears to show a decrease in three out of four regions. In contrast, the estimated proportion of the sheltered homeless with mental illness shows increases in all four regions. These data may be indicative

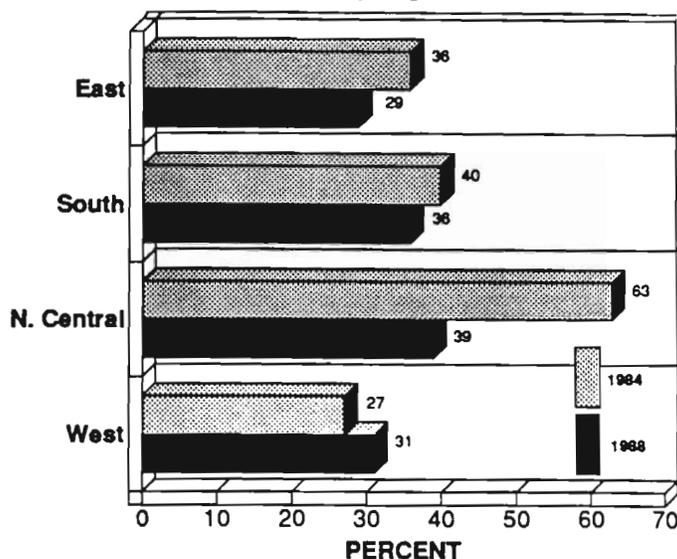
of developing trends in the incidence of these problems among the sheltered homeless.

## LENGTH OF HOMELESSNESS

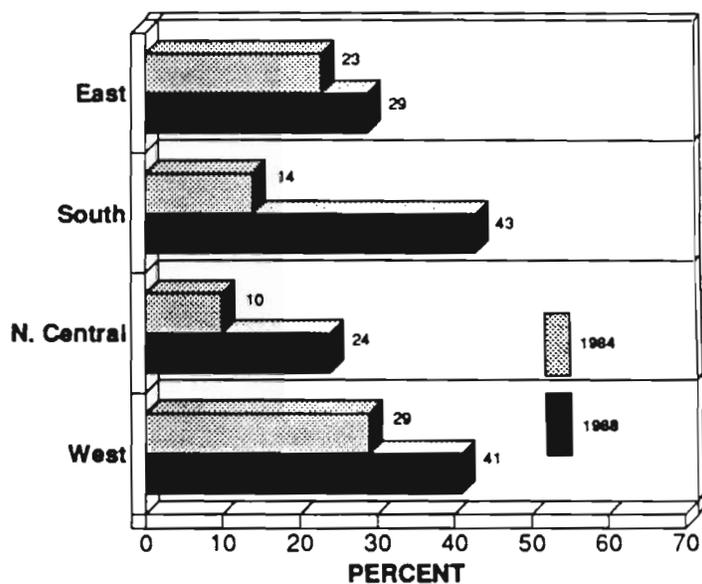
Shelter managers were asked, "among the people you served on an average night this year, how many would you say had been homeless for more than three years and how many had been homeless for less than three months?" Their responses indicate that, on an average night, about one-half of the sheltered population had been homeless for less than three months, and about one-quarter had been homeless for more than three years (See Exhibit 22).<sup>9</sup> About 70 percent of the clients in shelters serving primarily families with children had been homeless for less than three months. Thirty-eight percent of the clients in shelters serving predominantly

men were reported to have been homeless for more than three years. Regionally, longer experiences of homelessness – whether interrupted or continuous -- tend to be more prevalent in the South where an estimated two-thirds of the shelter clients had been homeless for three months or more; and least prevalent in the North Central shelters, which reported only one-third of their clients, on an average night, had been without a home for three months or more.

**Exhibit 20. Incidence of Alcoholism Among the Adult Sheltered Homeless by Region, 1984 and 1988**



**Exhibit 21. Incidence of Mental Illness Among the Adult Sheltered Homeless by Region, 1984 and 1988**



**Exhibit 22. Duration of Homelessness, 1988 (In percents)**

	<b>Less Than 3 Months</b>	<b>3 Months To 3 Years</b>	<b>More Than 3 Years</b>	<b>Total</b>
Total Sheltered Population	49	28	23	100
<u>Shelter Type</u>				
Shelters Serving Primarily Unaccompanied Men	32	30	38	100
Shelters Serving Primarily Families With Children	69	28	3	100
Other Shelters	43	28	29	100
<u>Region</u>				
East	43	38	19	100
South	34	32	34	100
N. Central	69	17	14	100
West	50	24	26	100

## PREVIOUS LOCATION OF THE SHELTERED HOMELESS

The sheltered homeless population generally relies on shelters in their immediate localities rather than traveling to a different area. Responses from shelter operators in 1988 indicated that 76 percent of the sheltered homeless, on an average night, had been in the local area in which they were sheltered for more than one year (see Exhibit 23). Evidence suggests that the sheltered homeless in 1988 are proportionally less transient than earlier in the decade; the 1984 Survey found only about one-half of the shelter clients served during January of that year to have been in the local area for more than one year.

On an average night, clients from shelters serving primarily unaccompanied men are somewhat less likely (62 percent) to have been in the local area for more than one year than are clients from family oriented shelters (84 percent).

**Exhibit 23. Prior Location of the Sheltered Population, 1988**

	<b>Percent Local For More Than One Year</b>
Total Sheltered Population	76
<u>Shelter Type</u>	
Serving Primarily Men	62
Serving Primarily Families	84
Other Shelters	80
<u>Region</u>	
East	86
South	77
N. Central	65
West	68

## **EMPLOYMENT AND INCOME CHARACTERISTICS OF THE SHELTERED HOMELESS**

According to shelter managers, about one-half of all adult clients served on an average night have no regular source of income, and approximately one-in-five are employed at least half-time. The survey does not identify the proportion of those employed who are working full-time. Forty percent of the adults sheltered, on an average night, receive welfare, pensions, or other non-wage monetary payments. Among the adults in family-oriented shelters, about two-thirds receive some form of non-wage income.

## **PART IV FUNDING AND COSTS**

### **SHELTER EXPENDITURES**

According to shelter managers, the total amount of money budgeted to be spent by the Nation's shelters in 1988 exceeded one-and-one-half billion dollars.<sup>10</sup> The 1984 Survey estimated that \$300 million was spent in that year. These total annual estimates include shelters which offer a vast array of services as well as those providing only lodging. The overall figures do not include the many out-of-shelter services and programs, both private and public, which assist the sheltered homeless population – such as community health centers, clothing exchanges, and soup kitchens, as well as welfare payments. These budget figures also do not reflect donations of goods and services. Therefore, the total amount spent on the sheltered homeless is not limited to the combined budgets of the Nation's shelters.

### **LEVEL OF PUBLIC AND PRIVATE SECTOR SPENDING**

Governments at all levels have responded to the homeless problem through increased budget allocations. Approximately two-thirds of the Nation's total 1988 shelter revenues came from a variety of Federal, state and local government sources (See Exhibit 24). Federal funding sources mentioned by shelter operators include the Federal Emergency Management Agency's Emergency Food and Shelter Program, HUD's Emergency Shelter Grant (ESG) and Community Development Block Grant (CDBG) programs, and the U.S. Department

of Health and Human Services' Community Services Block Grant (CSBG) program. In addition, about one-half of all shelters receive funding from state or local government sources. The 1984 Survey estimated that government sources provided only about one-third of the approximately \$300 million spent by homeless shelters in that year. Just as public-sector funds have increased, so too have those from the private sector. Although now proportionately less of the total funding than four years ago, contributions from private sources have more than doubled since 1984.

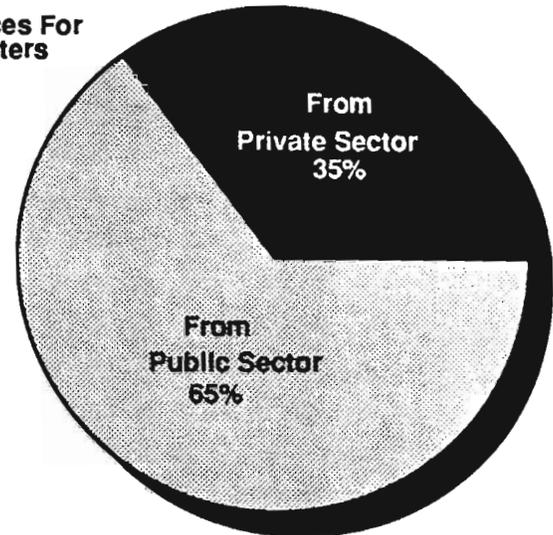
## ORGANIZATIONS THAT OPERATE HOMELESS SHELTERS

Private, non-profit organizations continue to play the predominant role in sheltering homeless people. Private groups such as churches and community organizations control and operate almost 90 percent of all shelters, a proportion similar to that observed in the 1984 Survey. Publicly operated shelters tend to be larger than those operated by private organizations, so private shelters account for approximately 80 percent of all shelter beds. The maximum capacity of the "average" private shelter is 46, compared to 103 for shelters operated by the public sector. The vast majority of private organizations that operate shelters are not for profit; about one-third are affiliated with religious groups. Private shelters include a somewhat larger component of family oriented facilities than do publicly operated shelters.

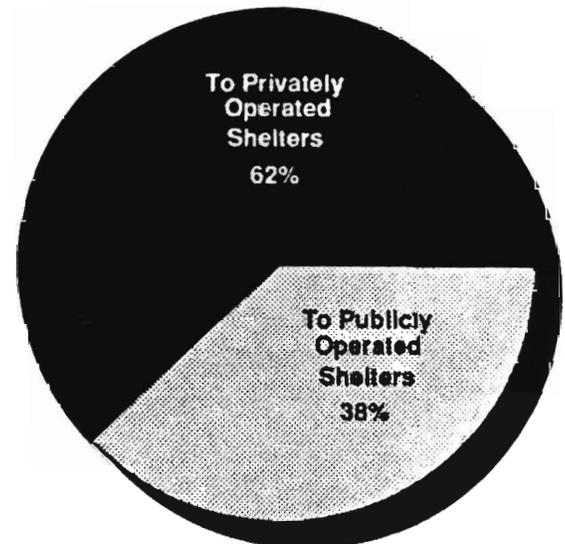
Publicly operated shelters are almost all (89 percent) concentrated in the Eastern and North Central states. Included in the Eastern region is the New York City shelter system, which is the largest in the country. The New York system is also unique in that a large segment of it is publicly operated.

**Exhibit 24: Sources and Distribution of Shelter Expenditures**

**Funding Sources For Nation's Shelters**



**Distribution of Resources**



## SHELTER OPERATING COSTS

The cost of maintaining the Nation's shelters has increased since the 1984 Survey was conducted. The average per-person, per-night cost in 1984 was \$19. This figure rose to approximately \$28 in 1988.<sup>11</sup> Costs vary by, among other things, client type and region. Family-oriented shelters have a higher average nightly per-person cost than shelters serving primarily unaccompanied men (see Exhibit 25).

Regionally, the average per-person nightly cost for shelters in the East is

considerably higher than other regions. Of course, per person costs also vary widely across shelters based on the level of services provided. However, the 1988 Survey does not permit the separation of service delivery costs from the costs of operating and maintaining the facility.

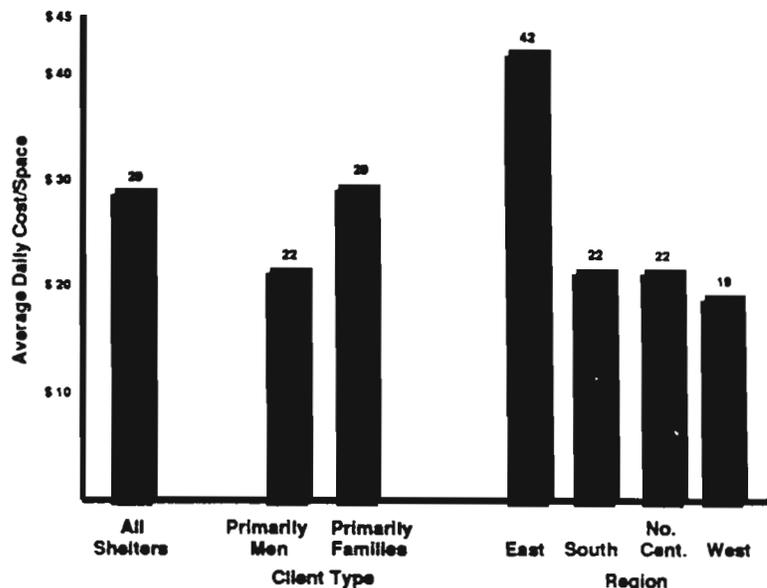
Shelters operated by public agencies are more expensive, on average, than those managed by private groups. The average "per person, per day" cost at a privately operated shelter is \$22. The estimated comparable cost for a publicly operated shelter is over twice that much, although the small sample size does not warrant a specific estimate. The greater reliance of public shelters on paid staff as opposed to volunteers undoubtedly contributes to their higher operating costs.

## PART V STAFFING, SERVICES, AND OPERATIONS

### SHELTER STAFF

The Nation's shelters rely on both full- and part-time paid staff as well as volunteer personnel. This includes approximately 30,000 full-time staff and 14,000 part-time paid personnel who may work an average of one to 30 hours per week. The total number of paid staff is spread out over seven days a week

Exhibit 25. Estimated Average Daily Cost Per Occupied Shelter Space, 1988



and 24 hours a day for shelters which remain open all day. The Nation's shelters average about three clients per each paid staff member.

Substantial volunteerism and "in-kind" donations of food, supplies and services contribute to the Nation's homeless shelters. In 1988, an estimated 80,000 people volunteered their time at homeless shelters, contributing about 30 million hours annually. In comparison, about 10 million hours were volunteered in 1984. The increased level of 1988 volunteer support, if valued at the minimum wage, amounts to over \$100 million.

The mix of paid and volunteer staff varies according to the size of the shelter and whether it is operated by the private or public sector. On average, the combined number of full- and part-time paid staff is less at small (5) and medium (9) size shelters than at larger facilities (about 17 per shelter). In fact, over 40 percent of all paid staffers work at large shelters.

Staff composition also differs between shelters operated by public agencies and those operated by private organizations. The average number of paid staff (full- and part-time) employed at a public shelter -- which tends to be larger than an average private shelter -- is about 17. By contrast, the average privately operated shelter has eight total paid staff. Publicly operated shelters average approximately four clients for each paid staff member, while privately managed shelters average three clients per each paid staff member. Private shelters depend more on volunteers to maintain their operations. The average number of volunteer staff for a private shelter is 17, compared to three for publicly operated shelters.

## **SERVICES PROVIDED BY HOMELESS SHELTERS**

Many of the Nation's shelters provide more than just a place to sleep. Responding to the unique needs of the homeless, numerous services -- ranging from employment training to financial management -- are also reported to be available (see Exhibit 26).

More complex and expensive services such as substance abuse treatment, general health care, mental health care and legal services are not routinely provided at most facilities by paid shelter staff or volunteers. However, a majority of shelter operators noted that outside organizations often make available the services listed in Exhibit 26 to their clients if they are not provided by shelter staff. The list of services in Exhibit 26 is not exhaustive. A sizable number of shelters offer services tailored to the needs of their clients. These include nutritional training, parenting classes, high school equivalency training and recreation. However, the 1988 Survey does not indicate the exact number of shelters offering such tailored services.

## SHELTER REQUIREMENTS

Recognizing that many homeless persons need specialized services, almost three-fourths of all shelters require clients to receive counseling or meet with a case worker regularly. However, the exact nature of the required counseling was not reported in the survey. Publicly operated shelters offer some form of counseling in the same proportion (73 percent) as privately operated shelters. A larger proportion of family oriented shelters (83 percent) require counseling than shelters serving primarily unaccompanied men (51 percent).

Only about 10 percent of shelters actually charge a nightly user fee to their clients; in most cases, this applies only to those who are employed. Clients at most shelters, however, are asked to contribute to the shelter operation in other forms. Close to 80 percent of shelters require clients to perform chores around the facility; this policy is somewhat more prevalent among privately operated shelters (80 percent) than among publicly operated shelters (60 percent).

## SHELTER RULES AND REGULATIONS

Almost all shelters require their clients to follow certain rules and regulations. Typical house rules prohibit alcohol, drugs, smoking, firearms or fighting, and require personal hygiene to be maintained. Some shelters enforce more specific regulations such as maintaining proper dress, developing a daily activity plan, or keeping the shelter location confidential.<sup>12</sup>

Variations exist among shelters as to whether they have a standard policy on permitted length of stay and how long that may be. About 60 percent of all shelters maintain a uniform policy on the allowable length of stay for clients. Others

Exhibit 26. Services Offered by Shelters

Type of Service	Percent Of Shelters Providing Service
Mail Receiving	88
Dinner	81
Case Management	76
Storage of Personal Items	75
Full Breakfast	73
Transportation	72
Help To Find Permanent Housing	71
Financial Management Assistance	69
Clothing	68
Lunch	65
Laundry	65
Help Obtaining Entitlements	61
Employment Training/Location	51
Substance Abuse	32
Child Care	26
Health Care	26
Mental Health Care	21
Legal Services	16

handle the matter on a case-by-case basis. Rules on eligibility for return visits vary considerably across shelters.

Overall, restrictions on length of stay range from one day to one year. Shelter managers most frequently cited 30 days as the maximum length of stay. Typically, shelters with programs to assist clients in finding jobs and permanent housing permit longer stays than those which furnished essentially short-term emergency help. The primary reason for limiting stays is the desire to serve more people and to encourage client self-sufficiency. Managers allowing longer stays emphasized the importance of giving their clients enough time for a successful transition from homelessness.

## **SHELTER REFERRALS**

Homeless persons in search of a shelter facility rely on a variety of information sources, including word-of-mouth, law enforcement agencies, hospitals and community groups. On average, shelter managers reported that about 40 percent of their clients on a typical night are self-referrals. Additional sources of client referrals include centralized referral centers (17 percent) and other shelters (12 percent). Hospitals, the police, and other public and private agencies account, on average, for the remaining one-third.

## **SHELTER HOURS OF OPERATION**

The vast majority (93 percent) of all homeless shelters are open every night, and approximately two-thirds of them operate around-the-clock as was the case in the 1984 Survey. An additional nine percent allow people to stay under special circumstances; if they are sick or inclement weather prevails. Shelters that routinely remain open all day or under special circumstances serve 82 percent of the total sheltered clients on an average night. The remaining shelters (about 20 percent), which do not allow people to stay in the facility during the day, serve 18 percent of the total sheltered clients on a typical night. Operators of shelters which close during the day do not intend for their clients to wander the streets or gather at libraries or bus stations. Asked why they closed during the day, some shelter operators cited staff and financial constraints; however, about two-thirds said it was to motivate clients to seek employment and permanent housing opportunities. Reflective of this policy, one shelter operator said, "generally they have to be out at 8:00 AM to look for a job and they can't do that if they're in the shelter all day." Almost all (93 percent) of the shelters which close during the day require their clients to exit by 9:00 AM, with a few closing as early as 6:00 AM. A larger proportion of private shelters (71 percent) remain open during

the day than publicly operated shelters (56 percent). Nearly all (92%) shelters serving primarily families remain open all day.

## **GOVERNMENT REGULATIONS**

A majority (76 percent) of shelter managers said that government regulations (city, state or Federal) have not hindered the operation of their facilities. However, a sizable minority (24 percent) reported difficulties with such regulations. For these shelters, operators most frequently cited zoning rules as the primary hinderance.

Some shelter managers encountered problems in expanding already existing shelters or establishing new ones because of land use restrictions and neighborhood anxieties. One shelter operator charged "...everybody wants to help the homeless but just don't put them next to me, that's the kind of attitude everyone has." Another operator suggested that the authors of a 50-page local government regulations manual be put "in charge [of a shelter] for awhile, then rewrite the book." These problems are not new. The 1984 Survey reported that about one-fifth of all shelter operators voiced similar concerns.

In 1988, operators of large shelters complained about government regulations more frequently (43 percent) than did managers of small (26 percent) and medium-size (9 percent) shelters. Regionally, shelter directors in the West complained least often about government regulations.

## ENDNOTES

1. In selecting the sample -- if a city with a population of at least 250,000 was located in a county whose total population, exclusive of that city, was at least 25,000 -- the city and the remainder of the county were counted as two separate sampling units. Therefore, when the list of potential respondent shelters was constructed, both the city and the remainder of the county would be included as separate geographic units.
2. HUD's 1984 National Survey of Shelters for the Homeless was conducted in February 1984. It consisted of interviews with a probability sample of 184 shelter managers in 60 metropolitan areas containing more than 50,000 people.
3. Homeless shelters in jurisdictions of at least 25,000 population were chosen for sampling because they are the most readily identifiable for survey research purposes. It is estimated that 90 percent of all homeless shelters in the U.S. are located in jurisdictions of this size.
4. Appendix A contains a list of states by region.
5. Information on changes in the homeless shelter bed capacity in New York and Philadelphia as well as associated information was obtained from HUD's 1988 study of homeless assistance activities in the Nation's five largest cities, forthcoming.
6. There were less than one percent unaccompanied youth (children under 18 years of age) reported among the clients of homeless shelters. Most shelters are reluctant to admit unaccompanied minor children because of issues of liability or various requirements of state and local laws. There are, however, special centers that serve only runaway and homeless youth throughout the United States; some of these are funded by the U.S. Department of Health and Human Services.
7. Information on the expansion of shelter facilities in the winter in anticipation of extremely cold or unseasonably harsh weather conditions was obtained from HUD's 1988 study of homeless assistance activities in the Nation's five largest cities, forthcoming.
8. It should be noted that responses of shelter managers do not necessarily represent professional diagnoses and may over- or understate incidence of a particular problem. Definitions of terms such as mental illness and physical disability were not provided to the respondents.
9. The survey does not provide data on whether the duration of homelessness occurred all at one time, or was a total of multiple spells, and, if so, over what period of time.
10. The 90 percent confidence interval in the point estimate of \$1.6 billion is  $\pm$  \$700 million.
11. Based on the Department of Labor's Consumer Price Index (CPI), inflation totalled 14 percent from 1984 through 1988.

12. Some shelters request confidentiality to protect the location of battered clients. Others prefer to receive clients only through referral services and do not accept self-referrals.



## **APPENDIX A**

### **METHODOLOGY**

This appendix describes the methodology used in the 1988 National Survey of Shelters for the Homeless. Information is provided on sample design, sampling frame development, questionnaire construction, data collection, and imputations and estimates used in the analysis.

#### **GENERAL APPROACH**

A probability sample of 205 managers of shelters for the homeless and administrators of voucher programs for the homeless (or persons designated by them as qualified to respond) from 65 cities or counties with populations of 25,000 or greater (in 29 states) was surveyed by telephone between August 23 and September 22, 1988.

The questionnaire and sampling plan were developed and the survey conducted by Westat Inc. of Rockville, Maryland, under contract to the U.S. Department of Housing and Urban Development's (HUD's) Office of Policy Development and Research (PD&R). Westat processed the survey responses and provided PD&R with a data base. Analysis was done by PD&R staff, who prepared this report on the survey.

#### **THE SCOPE OF THE SURVEY**

The survey includes both homeless shelters and voucher programs. Shelters are places that provide, at minimum, a homeless person with a place to sleep on a bed, cot or mattress. They may be privately or publicly owned and operated, and may be privately or publicly funded. A fee may be charged. Specifically included are:

- shelters for adult men or women
- shelters for families
- shelters for battered women
- transitional housing
- boarding houses regularly used by the homeless

- welfare hotels regularly used by the homeless
- single room occupancy (SRO) hotels regularly used by the homeless
- other shelters used to house the homeless.

Specifically excluded from the survey are:

- shelters exclusively for juvenile runaways or "throwaways"
- detoxification centers (if a detox center is inside a shelter, it is included as a shelter)
- prisons
- hospitals

Vouchers are similar to food stamps in that they act as cash, but are not money. A voucher program pays for hotel or boarding house rooms for the homeless with coupons or other nonmonetary, redeemable payment. Vouchers, passes, or tickets are given out by third parties such as governmental agencies, churches, or other civic groups.

## **UNIVERSE AND SAMPLING METHODS**

There are no comprehensive national lists of shelters for the homeless or of voucher programs providing for shelter in other types of buildings. In order to obtain a sample of shelters for the homeless and of voucher programs, it was therefore necessary to employ a two-stage sampling procedure.

First, a sample of 65 counties or cities was selected from all counties with a 1980 census population of at least 25,000. If a county contained a city of 250,000 or more, the city was given a separate chance of selection into the sample. The remainder of such a county was then sampled based on its population outside of such a city.

The five largest cities of the Nation – New York, Los Angeles, Chicago, Philadelphia, and Houston – were chosen with certainty. Before the first stage sample selection of the other 60 primary sampling units (PSUs), the list was sorted by census region and, then, by whether it was a city or a (remainder of a) county. Finally, the PSUs were ordered by size, the measure of size being the 1980 estimated number of renters (number of renter families from the 1980 census times 2.4 persons per household, with a floor of one-fifth of the 1980 Census population). This sorting procedure was developed to insure adequate representation of central cities where homeless persons tend to congregate, while providing accurate national estimates. The measure of size was chosen to give added representation to areas with higher incidences of rental property, on the

assumption that this characteristic is likely to be correlated with homelessness. Within these 65 PSUs, lists of shelters and voucher programs were constructed by consulting the Comprehensive Homeless Assistance Plans (CHAPs) submitted to HUD by local communities, as required by the Stewart B. McKinney Homeless Assistance Act, and via telephone contacts with local persons who are knowledgeable about homelessness and the availability of shelter/voucher assistance.

In the second sampling stage, individual shelters and voucher programs were chosen from among those identified in the sampled PSUs. The 65 sampled PSUs contained 1,509 shelters and programs out of a national estimate of 4,899 for places over 25,000 population. Shelters used for runaways or juvenile delinquents were excluded from the above calculations.

From the 1,509 shelters and voucher programs identified in these 65 PSUs, a sample of 292 was chosen. The sample of 292 reduces to 205 in the final sample for the reasons given in Exhibit A-1.

**Exhibit A-1. Result of Contact**

<b>Result</b>	<b>Number</b>
Completed interviews	205
Out of scope <sup>a</sup>	53
Non respondent <sup>b</sup>	12
No contact <sup>c</sup>	10
Duplicate <sup>d</sup>	9
Refusal	3
<b>TOTAL</b>	<b>292</b>

<sup>a</sup> After contact was made with the facility, it was determined that it was not a shelter, as defined above. Such facilities included personal care homes, drug and alcohol rehabilitation centers, mental health/mental retardation treatment programs, juvenile shelters, referral services, permanent housing programs, food banks, closed shelters, and miscellaneous other non-shelters included on the CHAP or other sampling frame lists.

<sup>b</sup> Interviews could not be scheduled due to respondent unavailability during the study time frame.

<sup>c</sup> No contact was ever made with these facilities despite repeated efforts and recalls to persons who supplied the list from which the sample was drawn, for verification purposes.

<sup>d</sup> It was determined after contact with these sampled shelters or programs that the same facilities had been included on the sampling frame under more than one name. All information obtained from duplicate facilities was incorporated under the correct name and the incorrect name was deleted.

The local experts consulted in compiling the lists of shelters and programs provided estimates of the capacity of most facilities. The 23 shelters estimated to have capacities greater than 300 and the 11 voucher programs were sorted separately by estimated capacity within PSU. Separate strata were also created for those with unknown capacities. Systematic samples were then chosen from each of these four samples, with second-stage probabilities of selection inversely proportional to their PSU selection probabilities. The only exception to this was that shelters with a capacity of 101-300 had double the probability of selection as those with 1-100 capacity.

## SAMPLE WEIGHTING AND REGIONAL DISTRIBUTION

Since the managers and administrators interviewed are a sample of shelters and voucher programs, national estimates based upon their responses are obtained by weighting. This procedure uses the reciprocal of each sampled unit's selection probability, and adjustments which compensate for nonresponding "out-of-scope" units. ("In scope" refers to facilities that meet the definitional requirements for inclusion in this survey; "out-of-scope" facilities like detoxification centers, referral services, clinics, shelters for runaway youth, etc. were excluded from the sampling frame: see Exhibit A-1.) To determine the selection probabilities, one PSU (Los Angeles County) had a large enough measure of size to be chosen with certainty, and the remaining 59 sampled PSUs had selection probabilities less than one. Exhibit A-2 shows the number of sampled PSUs by region of the country.

**Exhibit A-2. Number of Sampled Cities and Counties  
by Certainty Status and Region**

Type of PSU	Region			
	East	South	N. Central	West
Certainty	2	1	1	2
Noncertainty	12	21	14	12

As mentioned above, there were four second-stage noncertainty strata: shelters and voucher programs of known and unknown capacity. Sample sizes were allocated to the four strata in proportion to their total estimated capacity. To estimate the total capacity for the two strata with unknown sized facilities, a subsample of the frames was contacted. This procedure provided estimates of the proportion of the frame that was truly "in scope." This proportion was then multiplied by an estimated average size of 30 for shelters and 10 for voucher programs.

The unknown size strata were oversampled to compensate for the expected 43 percent and 55 percent "in-scope" rates for shelters and voucher programs, respectively. The shelters of unknown size were later reassigned weights more appropriate for their actual size. This was based on calls to non-sampled shelters listed in that stratum to determine their capacity.

Exhibit A-3 shows the regional distribution of sampled facilities, by strata.

**Exhibit A-3. Number of Sampled Shelters by Region and Strata <sup>a</sup>**

Stratum		Region			
Shelter/Voucher	Size	East	South	N. Central	West
Shelters	Certainty	15	4	1	6
Shelters	1-300	72	38	42	63
Shelters	Unknown <sup>b</sup>	6	16	9	6
Vouchers	Certainty	1	0	2	3
Vouchers	1-100	1	1	0	0
Vouchers	Unknown	3	0	1	2

<sup>a</sup> This includes out-of-scope shelters, etc., as in Exhibit A-1.

<sup>b</sup> Prior to reassignment of weights.

## STATES BY REGION

In data analyses for this report, four geographic regions are used: East, South, North Central, and West. Exhibit A-4 shows the listings of the states for each region.

**Exhibit A-4. States by Census Region**

East		South		No. Central		West	
CT	NY	AL	MS	IA	MO	AK	NM
MA	PA	AR	NC	IL	NE	AZ	NV
ME	RI	DC	OK	IN	ND	CA	OR
NH	VT	DE	SC	KS	OH	CO	UT
NJ		FL	TN	MI	SD	HI	WA
		GA	TX	MN	WI	ID	WY
		KY	VA			MT	
		LA	WV				
		MD					

## QUESTIONNAIRE CONSTRUCTION

The final version of the questionnaire is given in Appendix B. This data collection instrument consisted of 35 major questions. It contains data elements for some 186 variables. Major subject matter areas in the questionnaire include:

- shelter occupancy/capacity
- shelter characteristics
- client characteristics
- services provided
- administrative considerations (e.g., staffing and funding)

In constructing the questionnaire, an effort was made, where possible, to obtain information similar to that collected in the 1984 National Survey of Shelters for the Homeless. The current research, however, involved voucher (and contract) programs as well as shelters; the 1984 Survey included only shelters. While many of the same questions apply to both voucher programs and shelters, certain questions needed to be addressed solely to voucher programs. A second version of the questionnaire was developed for voucher programs, with minimal changes in question wording and skip patterns to help accommodate voucher programs. Subsequently, the questionnaire underwent pretesting and then review by the Office of Management and Budget (OMB).

## DATA COLLECTION

The data were collected via telephone interviews with shelter managers, administrators of voucher programs, or persons designated by them as qualified to respond. The survey was conducted by an experienced staff of telephone interviewers who were given special training by Westat for this survey. The telephone calls themselves were made from Westat's Telephone Research Center (TRC) during the period between August 23 and September 22, 1988. Although most of the interviews were conducted during regular business hours, the Westat staff were prepared to contact respondents from 9:00 am to 11:00 pm, Eastern Standard Time, seven days a week. The level of response was high; only three respondents refused to respond.

## METHODOLOGICAL NOTES ON IMPUTATIONS AND ESTIMATES

**Average daily occupancy.** Shelter managers were asked for the average number of persons their shelters served per night in the past year. The vast majority of respondents provided these data. In one instance, although providing the number of clients by type (e.g. unaccompanied men, unaccompanied women) on an average night, in response to another question, no data were provided as to average daily occupancy. Since the data on number of persons by client type represents average daily occupancy, this information was used as a proxy for average daily occupancy.

**Total bed capacity.** Shelter managers were asked for the number of persons they could accommodate a) on beds or cots, b) on mattresses, and c) on chairs and/or the floor if all available beds, cots, and mattresses were occupied. Total "bed" capacity was calculated using all three kinds of spaces. In the vast majority of cases, answers were provided to all three questions, as appropriate. However, in several instances, no data were provided here, but a figure for average daily occupancy was given. In those cases, average daily occupancy was substituted for the missing data. Such instances resulted in raising the estimated total bed capacity from approximately 237,000 to 241,000, or some 2 percent.

**Shelter volunteers.** Shelter managers were asked, "how many volunteer staff do you have, and on average, how many hours do they work per week?" They indicated the number of volunteers at their shelter according to each of the following categories:

- the number working more than 30 hours per week
- 20 to 30 hours per week
- 5 to 19 hours per week
- less than 5 hours per week.

Since the "hours worked" categories are given as a range, mid-point figures were used to calculate the total number of volunteer hours in each category. For example, each volunteer in the over-30-hours-per-week category was assigned a value of 35 hours; in the 20 to 30 hours per week category, 25 hours; in the 5 to 19 hours category, 12 hours; and in the less than 5 hours category, 2.5 hours. To achieve a dollar value figure, the total volunteer hours were multiplied by the minimum wage value of \$3.35 per hour.

**Shelter budgets.** The original sample of 205 shelters contained 37 cases which did not have budget data (Question 16) either because the data were not available or because the respondent was unwilling to provide such information. Budget figures for 36 of these missing cases were imputed from cases with known budget figures based on two variables; whether the shelter was publicly or privately operated, and whether the size of the shelter was small (1-50) or

large (more than 50 beds). Average annual budget figures per person were obtained from the known cases in four categories: public-small (\$5,644); public-large (\$23,234); private-small (\$10,129) and private-large (\$6,324). Cases with missing budget data were then assigned to one of these four categories.

The average annual budget per person from the appropriate category was multiplied by the average daily occupancy of the missing case to arrive at the imputed budget figure. Before budget values were imputed for the 37 missing cases, the annual budget figure for all shelters in places of 25,000 or more persons was approximately \$1.2 billion; after the imputations, this figure exceeded \$1.6 billion.

**Client problems.** The proportion of client problems was derived by dividing the number of adults identified as having a particular problem by the total number of adults. This results in the lower bounds on the point estimates shown in Exhibit 18 because "don't knows" were set to zero in the numerator but the case was retained as part of the "total adults" in the denominator.

**The incidence of children under 18 among the sheltered homeless.** In reviewing the data base received from Westat Inc., it was determined that some homeless shelters that reported families with children among their clients did not report the number or percent of persons under 18 in their shelters. In such cases, no children were reported, or a "don't know" response was given. To estimate better the proportion of the homeless shelter population that are children, the average proportion of children in shelters was used where the age composition was known. Such shelters were divided into four groups, based on the proportion of families with children in each -- 0 to 25 percent, 26 to 50, 51 to 75, and 76 to 100. For each group, the average proportion of children was calculated, and substituted, where the appropriate data were missing.

**Confidence intervals.** Confidence intervals were calculated for certain variables using the Jackknife technique (see *Introduction to Variance Estimation* by Kirk Wolter, 1985). The 90 percent confidence intervals reported for shelters, capacity, and occupancy in Exhibit 1 and the confidence interval reported for the total amount of money budgeted to be spent by the Nation's shelters in 1988 (reported in Endnote 10), reflect sampling error and are derived by the Jackknife technique using 37 sets of replicate weights based on the sample design. Confidence intervals were also calculated for a number of percentage estimates. For example, 90 percent confidence intervals for the point estimates of percentage age composition given in Exhibits 16 and 17, are presented in Exhibit A-5. As may be seen, confidence widths are larger for estimates from subsets of the universe of shelters than for the universe as a whole. In general, it appears that confidence intervals for estimates within regions are wider than within either size of jurisdiction or shelter type, indicating relatively more caution should be used in drawing conclusions regarding regional variation. The numbers in the following table are to be added and subtracted from their corresponding point estimates in Exhibits 16 and 17 to create 90 percent confidence intervals.

**Exhibit A-5.. Ninety Percent Confidence Interval Half-Widths For Percent Age Composition of Sheltered Homeless by Size of Jurisdiction, Region, and Shelter Type**

	Under 18	18 - 30	30 - 50	50 - 65	Over 65
<u>Total</u>	6	6	3	2	1
<u>Size</u>					
Large	14	9	6	2	1
Medium	5	6	5	3	1
Small	15	16	2	2	1
<u>Region</u>					
East	17	9	4	5	1
South	4	10	9	4	a-
N. Cent.	4	7	6	2	1
West	13	12	2	1	1
<u>Shelter Type</u>					
Unacc. Men	a-	10	7	3	1
Fam. w/ Chil.	4	5	3	1	a-
"Other"	10	7	5	3	1

<sup>a</sup> Dash indicates half-width of less than 0.5.

### **EXTRAPOLATION OF SHELTER, CAPACITY, AND OCCUPANCY ESTIMATES**

To allow for a comparison of estimates of the National number of shelters, shelter bed capacity, and average daily occupancy between 1984 and 1988, the 1988 estimates were extrapolated to places below 25,000 population. Such estimates are used only in making these comparisons, and are not appropriate for estimating various shelter characteristics for places below 25,000 population. The extrapolation was derived by fitting linear models to the survey data. The estimating procedure used for Exhibit 1 assumes that the relationships found between population counts and shelter characteristics in places over 25,000 population apply to places under 25,000 as well. Various alternative assumptions might be made, such as using trends in capacity and occupancy in the smallest sampled places as a guide for those places under 25,000 population, but in all such cases, estimates would still indicate total capacity and average occupancy has more than doubled over the four year period.



**APPENDIX B**  
**QUESTIONNAIRE**



OMB No.: 2528-0132  
Expires: 12-88

RIS No. \_\_\_\_\_

Department of Housing and Urban Development  
National Survey of Homeless Shelters  
Telephone Questionnaire  
August 23, 1988

TO SWITCHBOARD - IF NO CONTACT NAME AVAILABLE:

Hello, my name is \_\_\_\_\_ and I'm calling on behalf of the U.S. Department of Housing & Urban Development. May I have the name of the shelter Director/Manager please?  
[RECORD NAME ON RESPONDENT INFORMATION SHEET (RIS)]

TO SHELTER MANAGER:

Hello, may I speak to \_\_\_\_\_, the manager of the SHELTER/PROGRAM. Hello, my name is \_\_\_\_\_. I am with Westat, a national survey research firm. We are conducting a national survey of shelters for the homeless for the Federal Department of Housing and Urban Development. The purpose of the survey is to collect some information about shelters and the homeless who use them.

CONFIDENTIALITY PLEDGE

Before I begin I'd like to inform you that your response is voluntary. The information you provide will be treated as confidential and will only be used in combination with other responses in statistical reports. No information will be published or released that identifies individual respondents or shelters with their responses. The interview should take about half an hour.

[IF RESPONDENT IS IDENTIFIED ON THE RIS AS A VOUCHER PROGRAM THEN SKIP TO PAGE 3. IF RESPONDENT IS IDENTIFIED ON THE RIS AS A SHELTER MANAGER, GO ON TO PAGE 2.]

We are calling shelters and voucher programs around the country for this survey, and we are aware that there are a wide variety of operating arrangements for these programs. One type of shelter is funded by donations, grants, and charitable support, or tries to get most of its operating funds by collecting fees from the homeless it serves. A second type of shelter ONLY gives beds to the homeless if it is reimbursed through vouchers, or by a contract with some group or agency that pays them to house the homeless. We know that there are arrangements that combine these two approaches. I want to ask you about your acceptance of vouchers, or any contract arrangements your shelter might have. We would like to know, in the following two questions, what is your predominant method of operation.

S1. Is most of the lodging to the homeless provided at your shelter in return for vouchers?  
(CIRCLE ONE)

1 Yes --> [GO ON TO S1a.]

2 No --> [SKIP TO S2.]

S1a. What agency(s) distributes the vouchers you accept?  
[PROBE FOR ORGANIZATION, CONTACT, AND PHONE NUMBER]

\_\_\_\_\_  
\_\_\_\_\_  
Phone: (\_\_\_\_) \_\_\_\_-\_\_\_\_\_

S2. Is most of the lodging to the homeless provided at your shelter on the basis of a contract with some outside group or agency?  
(CIRCLE ONE)

1 Yes --> [GO ON TO S2a.]

2 No --> [SKIP TO MESSAGE ON TOP OF PAGE 3]

S2a. With what organization(s) do you have this contract?  
[PROBE FOR ORGANIZATION, CONTACT, AND PHONE NUMBER]

\_\_\_\_\_  
\_\_\_\_\_  
Phone: (\_\_\_\_) \_\_\_\_-\_\_\_\_\_

[PROBE FOR COMBINATIONS OF VOUCHER AND CONTRACT ARRANGEMENTS. PROBE ALSO TO SEE IF ANY OF THEIR BEDS ARE USED FOR SHELTER IN ADDITION TO THE VOUCHER OR CONTRACT ARRANGEMENTS AND RECORD ANSWERS BELOW]

NOTES: \_\_\_\_\_  
\_\_\_\_\_

**[READ THIS MESSAGE]** During this interview I'd like to get information about the people served by your SHELTER/PROGRAM in the past year, and how much it cost to run that service. If you have any records on these issues, it would be helpful if you could pull them out now, and refer to them whenever you need to.

**[SHELTER PROCEED WITH SH1--VOUCHER PROGRAMS SKIP TO VP1]**

SH1. Does your shelter require homeless people to pay for their lodging?

(CIRCLE ONE)

- 1 Yes --> [CONTINUE WITH SH1a.]
- 2 No --> [SKIP TO 1. ON PAGE 5]

SH1a. How much do you charge a homeless person for a nights lodging? And is the charge based on a sliding scale, a fixed fee, or a voluntary contribution?

(CIRCLE ONE)

- 1 Sliding Scale --> (INDICATE SCALE RANGE)

\$   .   Minimum      \$   .   Maximum

- 2 Fixed Fee --> \$   .   Per Night

3 Voluntary Contributions

4 Other: \_\_\_\_\_

**[SHELTERS SKIP TO 1. ON PAGE 5.]**

=====

**[VP QUESTIONS FOR VOUCHER OR CONTRACT PROGRAMS ONLY]**

VP1. Does your organization administer a voucher program, a shelter provision contract program, or both?

(CIRCLE ONE)

- 1 Voucher program
- 2 Shelter contract program
- 3 Both Voucher and Contract programs
- 4 Other: \_\_\_\_\_

VP2. How many hotels, boarding houses, or other lodging providers participate in the voucher/contract program?

Number			

Voucher facilities

Contract facilities

VP3. I'd like to find out how much is usually spent for a night's lodging under this program. Do you serve individuals, families, or both?  
(CIRCLE ONE)

- 1 Individuals Only
- 2 Families Only
- 3 Both Individuals and Families

VP4. Do you pay a single fixed rate to house an INDIVIDUAL/FAMILY/(OR BOTH) for a night, or do the costs vary across facilities? How much does it cost? [IF FAMILY, INSTRUCT THEM TO ESTIMATE BASED ON A FAMILY OF FOUR]

	Fixed	Low	High
Individual	\$	\$	\$
Family	\$	\$	\$

VP5. [FOR VOUCHER PROGRAMS ONLY--SKIP TO QUESTION 1 IF THE RESPONDENT IS A CONTRACT PROGRAM] What percent of the vouchers your program distributes to homeless persons are subsequently used?

--	--	--

Percent --> [GO TO VP5a. IF LESS THAN 100%. ELSE SKIP TO 1.]

VP5a. Do you know what accounts for the fact that not all of the vouchers are used?  
(CIRCLE ONE)

1 Bed space not available

2 Other: \_\_\_\_\_

1. In what year did your SHELTER/PROGRAM first start operating?  
 [IF THE ORGANIZATION OPERATES MORE THAN ONE FACILITY, ASK  
 THIS QUESTION ONLY WITH RESPECT TO FACILITY NAMED ON THE  
 RESPONDENT INFORMATION SHEET (RIS)]

1	9		
---	---	--	--

 Year

2. Does your SHELTER/PROGRAM provide lodging 365 nights per year?  
 (CIRCLE ONE)

- 1 Yes --> (SKIP TO QUESTION 3.)  
 2 No --> (GO ON TO QUESTION 2a.)

- 2a. When is your SHELTER/PROGRAM closed?  
 (CIRCLE MONTHS AND DAYS WHEN PROGRAM IS CLOSED)

SEP OCT NOV DEC JAN FEB MAR APR MAY JUN JUL AUG

MON TUE WED THUR FRI SAT SUN

Other: \_\_\_\_\_

3. Of the people who used your shelter on an average night, what percentage would you say were referred to you from each of the following sources, or would you say you don't know?  
 [READ OFF LIST BELOW BEFORE ASKING RESPONDENT FOR PERCENTS]

Pct.	
<input type="text"/>	Self referral/Drop in
<input type="text"/>	Referred by another shelter
<input type="text"/>	Referred by centralized Referral Center
<input type="text"/>	Other: _____

4. Between September of 1987 and August 1988, what was the average number of people your SHELTER/PROGRAM served per night? [IF ONLY OPEN PART YEAR, BASE AVERAGE ON THE TIME OPEN]

,  Average daily occupancy  
 [RECORD ANSWER HERE AND IN QUESTION 7]

5. For the series of questions that follows, whenever I mention the past year I'll be referring to this period between September of 1987 and August 1988. During this year, which season produced the highest occupancy?

FALL WINTER SPRING SUMMER

6. What is the maximum number of people your SHELTER/PROGRAM can accommodate overnight in beds or cots? Do not include mattresses placed on the floor.

--	--

, 

--	--	--	--

 People
  Unlimited  
 [IF UNLIMITED, THEN SKIP TO 7.]

- 6a. If mattresses are routinely placed on the floor in your SHELTER/PROGRAM, what is the maximum number of people you can accommodate overnight on those mattresses?

--	--

, 

--	--	--	--

 People

- 6b. How many nights during this year were all of your available beds, cots, or mattresses occupied?

--	--	--

 [SKIP TO 7. IF ZERO NIGHTS]  
 Nights
  Every Night SHELTER/PROGRAM operated

- 6c. On a typical night when all of your available beds, cots, or mattresses were occupied, how many additional people:

People					
<table border="1" style="display: inline-table; vertical-align: middle;"> <tr><td> </td><td> </td><td> </td><td> </td></tr> </table>					Slept in chairs/floor in your shelter?
<table border="1" style="display: inline-table; vertical-align: middle;"> <tr><td> </td><td> </td><td> </td><td> </td></tr> </table>					Were referred to alternate shelters?
<table border="1" style="display: inline-table; vertical-align: middle;"> <tr><td> </td><td> </td><td> </td><td> </td></tr> </table>					Were turned away without referral?

6d. [ASK ONLY IF THERE WERE REFERRALS OR TURN AWAYS IN 6c.]  
Do you know what happens to those you refer elsewhere  
or turn away?  
(CIRCLE ONE)

1 Don't Know

2 Most find other shelter

3 Most remain on the street

4 Other: \_\_\_\_\_

7. I'd like to get a clear picture of the kind of people that are served by your SHELTER/PROGRAM. I'm going to ask you a whole series of questions about different characteristics of the people served by your SHELTER/PROGRAM. Throughout these questions I'd like you to think of the people you served during an average night this year. Earlier you told me that you served

						[RECORD ANSWER TO QUESTION 4 HERE]
--	--	--	--	--	--	------------------------------------

people on an average night. I'd like you to think of those people and their characteristics during these questions. Please use any records you have available, or if there have been studies of the people you serve, you might use that information. If you don't have records or study results available, it's okay to rely on personal observation or recollection if you think you can provide answers that are reasonably close. In all cases, you have the option of saying you don't know to any question. Let's start with their sex and family makeup. How many were from each of the following groups [READ OFF LIST BELOW BEFORE ASKING RESPONDENT FOR NUMBERS]:

[THROUGHOUT QUESTION 7, WHEN AN ANSWER IS ZERO, PROMPT WITH "IS THIS GROUP INELIGIBLE FOR SERVICE BY YOUR SHELTER/PROGRAM?" IF YES, CODE AN "X" IN LEFT-MOST BOX FOR THAT RESPONSE. ACCEPT NUMBERS OR PERCENTS, CIRCLING "NUMB" OR "PCT." IN TOP BOX]

Numb/Pct.				

- Unaccompanied Men
- Unaccompanied Women
- People who are in single parent families with children
- People who are in two parent families with children
- People together as adult couples without children
- Unaccompanied youth under 18

7a. I'd also like to get an idea of the ages of those served. Could you give me your best estimate of the number of those you serve that fit into each of these groups.

Numb/Pct.				

Under 18

Between 18 and 30

Between 30 and 50

Between 50 and 65

Over 65

7b. And what number would you say are of these different racial and ethnic groups?

Numb/Pct.				

Black

White Non-Hispanic

Hispanic

Asian

American Indian

Other

7c. I'd like to ask about employment or other sources of cash income now, so please only give me numbers for the adults you serve. And let me remind you that I would like this answered about the people you serve on an average night. We understand that one person could be in more than one of these groups, so we don't expect the numbers or percentages to add up. You may say "don't know" if you are unsure how the people you serve fit into these groups. How many of those using your SHELTER/PROGRAM would you say are:

Numb/Pct.				

Employed at least one half time

Without any regular source of income

Recipients of Welfare, a pension, or other non-wage payments (excluding food stamps and other non-cash or in-kind benefits)

Other: \_\_\_\_\_

7d. Among the people you served on an average night this year, how many would you say had been homeless for more than three (3) years? Again you may say "don't know." How many had been homeless less than three (3) months?

Numb/Pct.				

More than three years

Less than three months

7e. We are interested in whether those you serve are from your local area or somewhere else. What number are local for one (1) year or more? You may say "don't know."

Numb/Pct.				

Local for 1 year or more

7f. Now I'd like to ask about the kind of problems the people you serve have? I understand that one person might have more than one of these problems, so I'd like you to tell me the number who have each of these problems. For this question too, I'd like you to think only of the adults, not the children. Again you may say "don't know." How many adults have the problem of:

Numb/Pct.				

Domestic violence/battering

Diagnosis of AIDS or AIDS Related Complex (ARC)

Other physical disability

Mental Illness

Alcoholism

Drug Abuse

Now I recognize that you will already have included these people in the groups above, but I would like to get a separate count here too. How many adults have the combined problems of Mental Illness AND Drug or Alcohol Abuse

Other: \_\_\_\_\_

8. I'd like to ask about the arrangement of bed space in your SHELTER/PROGRAM. How many rooms of the following types do you have: [READ OFF LIST BELOW BEFORE ASKING RESPONDENT FOR NUMBERS]

Rooms				

Private rooms for individuals or families

Rooms with 2 to 4 beds [EXCLUSIVE OF FIRST GROUP]

Rooms with 5 to 10 beds

Rooms with 11 to 20 beds

Rooms with more than 20 beds

9. Do you have a standard policy on the number of nights an individual can use your SHELTER/PROGRAM?

1 Yes --> (GO ON TO QUESTION 9a.)

2 No --> (SKIP TO QUESTION 10.)

9a. What is your policy?

(Circle One)

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
--------------------------	--------------------------	--------------------------

Nights stay per

NA WEEK MONTH YEAR

CONSECUTIVE APPLICATION

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
--------------------------	--------------------------	--------------------------

Nights intervening interval

Other: \_\_\_\_\_

9b. Why did you adopt this policy?

(Circle All That Apply)

1 Because of limited staff/funds

2 To serve more people

3 Other: \_\_\_\_\_

9c. On an average night this year, how many people had to move on because they had stayed at your shelter for the maximum time allowed by your policy?

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
--------------------------	--------------------------	--------------------------

People



12. I am going to list some services or amenities that some homeless SHELTER/PROGRAMs provide to those they serve. I would like you to tell me if any of these services are routinely provided to those you serve. And if the service is routinely provided, I'd like to know if it is provided by your own staff (including volunteers) of your SHELTER/PROGRAM or by others?

Provided		Own Staff		Service or Amenity
Y	N	Y	N	Full breakfast
Y	N	Y	N	Lunch
Y	N	Y	N	Dinner
Y	N	Y	N	Laundry facilities
Y	N	Y	N	Clothing
Y	N	Y	N	Mail receiving
Y	N	Y	N	Storage of personal items
Y	N	Y	N	Financial management assistance
Y	N	Y	N	Employment training/job location help
Y	N	Y	N	Help in finding permanent housing
Y	N	Y	N	Health care services
Y	N	Y	N	Mental health services
Y	N	Y	N	Substance abuse services (inc. alcohol)
Y	N	Y	N	Assistance in obtaining entitlements
Y	N	Y	N	Child care
Y	N	Y	N	Legal services
Y	N	Y	N	Transportation assistance
Y	N	Y	N	Case Management
Y	N	Y	N	Other: _____
Y	N	Y	N	Other: _____

13. How many paid full time staff do you have?

--	--	--

Paid Full Time Staff

13a. How many paid part time staff do you have, and, on average, how many hours do they work per week?

--	--	--

Paid Part  
Time Staff

--	--

Average hours per week

14. How many volunteer staff do you have, and how many hours do they work per week? [READ OFF LIST BELOW BEFORE ASKING RESPONDENT FOR NUMBERS]

Vols.		

Number working more than 30 hours per week?

Number working 20 to 30 hours per week?

Number working 5 to 19 hours per week?

Number working less than 5 hours per week?

15. Of your total staff hours, paid and volunteer, what percent would you estimate are used for training, counseling, or providing similar services to your clients? [SIMILAR SERVICES WOULD INCLUDE FINANCIAL MANAGEMENT ASSISTANCE, EMPLOYMENT TRAINING, PERMANENT HOUSING ASSIST., ENTITLEMENT ASSIST., LEGAL SERVICES, AND CASE MANAGEMENT.]

--	--	--

Percent of staff hours

16. What is the total annual budget for running your SHELTER/PROGRAM?

\$ 

--	--

 , 

--	--	--

 , 

--	--	--

Total annual cost

17. I'd like you to divide your income into two types-- Government sources and Private sources. Please tell me how much money your SHELTER/PROGRAM received from each during your last full fiscal year, or if it is easier for you, what percent of your total funding is from each? Altogether, how much of your budget for the last full fiscal year came from government sources? From private sources?

\$   ,    ,    Government   %

\$   ,    Private   %

17a. [SKIP TO 18 IF THEY RECEIVED NO GOVERNMENT FUNDS] Now I'm going to read off a list of government programs that sometimes help to support programs for the homeless. Please tell me if your SHELTER/PROGRAM got any money from each program during your last fiscal year, or indicate if you don't know.

- |   |   |    |  |
|---|---|----|--|
| Y | N | DK | Federal Emergency Management Agency (FEMA) |
| Y | N | DK | Emergency Shelter Grants (ESG)             |
| Y | N | DK | Community Development Block Grants (CDBG)  |
| Y | N | DK | Community Services Block Grants (CSBG)     |
| Y | N | DK | Other Federal sources                      |
| Y | N | DK | State sources                              |
| Y | N | DK | Local sources                              |

18. Is your organization public or private?  
(CIRCLE ONE)

- 1 Public --> (SKIP TO QUESTION 19.)
- 2 Private --> (GO ON TO QUESTION 18a.)
- 3 Other: \_\_\_\_\_  
(GO ON TO QUESTION 18a.)

18a. Are you a for-profit or a not-for-profit organization?  
(CIRCLE ONE)

1 For-profit organization

2 Not-for-profit organization

3 Other: \_\_\_\_\_

18b. Are you affiliated with a religious organization?  
(CIRCLE ONE)

1 Yes

2 No

3 Other: \_\_\_\_\_

19. Have you been hindered by any city, state or Federal agency regulation such as zoning or other regulation?

1 Yes --> (GO ON TO QUESTION 19a.)

2 No --> (GO ON TO QUESTION 20.)

19a. Please describe the problem(s)?

---

---

---

20. I appreciate your cooperation in this survey. If you would like, we will arrange for HUD to send you their report on SHELTER/PROGRAMS for the homeless in the U.S. Would you like to receive a copy of this report?

(CIRCLE ONE)

1 Yes --> [CONTINUE WITH 21]

2 No --> [GO TO THANK YOU]

21. May I verify your SHELTER/PROGRAM name and have your mailing address?

---

---

---

---

Thank you again for taking the time to answer my questions.  
Your cooperation is appreciated.