

# Memo

To: Homeless Services Consortium Members  
 From: Sue Wallinger, CDBG Office  
 Date: April 29, 2009  
 Re: 2004 Fourth Quarter Stats and Comparison, 2004 Year End Data and Previous Year Comparisons

What follows are the stats for the 4<sup>th</sup> quarter, October 1, through December 31, 2004, as reported by participating Homeless Services Consortium agencies. They include 11<sup>1</sup> shelter programs, 7<sup>2</sup> transitional/supported permanent housing programs, and 7<sup>3</sup> programs that provide services outside of residential programs.

The following indicates the number of people served or turned away from Dane County shelter programs during the 4<sup>th</sup> quarter.

	<b>Total # Individuals</b>	<b>Youth Unaccompanied</b>	<b># of Individuals in Families and # of Families</b>	<b># Single Men</b>	<b># Single Women</b>
Served in <b>Shelter</b>	656	17	354 individuals 110 families w/ 211 children	168 individuals	117 individuals
<b>Turned Away without shelter</b>	903				

Transitional and Supported Permanent Housing Programs report on all residents in the 1st Quarter and then in subsequent quarters, only report on new residents. The table that follows does not single out 4<sup>th</sup> quarter data, but rather Year-To-Date data on residents served in 2004.

	<b>Total # Individuals</b>	<b>Youth Unaccompanied</b>	<b># of Individuals in Families and # of Families</b>	<b># Single Men</b>	<b># Single Women</b>
Served in <b>Transitional or Supported Permanent Housing</b>	1,068	0	394 individuals 114 families w/ 257 children	674 individuals	

<sup>1</sup>Youth Services of Southern WI Host Homes, DCPC Hope House, Domestic Abuse Intervention Services Shelter, Interfaith Hospitality Network, The Salvation Army Warming Shelter, The Salvation Army Family Shelter, TSA Motel Vouchers, TSA Single Women's Shelter, Porchlight Drop-In Shelter, Porchlight Safe Haven, and YWCA Family Shelter

<sup>2</sup> Porchlight Brooks Street SRO, Porchlight Scattered-site Housing, Society for St. Vincent de Paul Port St. Vincent and Seton House, Tellurian THP, Tellurian SOS Program, YWCA Third Street Program.

<sup>3</sup> Community Action Coalition Financial Services, DAIS Crisis Response Program, Legal Action of WI Advocacy Program, Porchlight DIGS Program, Tenant Resource Center Mediation Services, Youth Services of Southern WI – Briarpatch Crisis Services, and YWCA Second Chance Workshops.

In addition to the services provided to individuals residing in shelter and transitional/supported permanent housing, services are available to those who need help to retain their housing or to find housing. These services include assistance with a housing crisis due to family issues and domestic violence, legal advocacy, mediation between tenants/landlords and educational workshops geared for prospective tenants. Financial assistance is also available to help tenants retain housing and avoid eviction, and to pay for application fees and first month's rent to obtain housing. The following are those who received assistance during the 4<sup>th</sup> quarter from one of the programs reporting that provide services only.

	<b>Total # Households</b>	<b>Youth Unaccompanied<sup>4</sup></b>	<b>Couples w/out Children</b>	<b># of Individuals in Families</b>	<b># Single Adults</b>	<b>Eviction Prevention Financial Assistance</b>
<b>Received Services to Prevent First Occurrences or Repeat Occurrences of Homelessness</b>	509	47	34	876 individuals in 298 families w/ 381 children	130 individuals	305 households \$79,037

The following tables show how the 4<sup>th</sup> quarter of 2004 compares to the same time period in previous years. The total number of individuals served in shelter is at its lowest point in the 4<sup>th</sup> quarter. The number of individuals turned away from shelter is the lowest reported since the 4<sup>th</sup> quarter of 2000. If the combined number of individuals served and those turned away indicate the number of homeless individuals from October through the end of December, the number was reduced by more than half in 2004 compared to the previous year .

	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
Individuals <b>Served</b> in Shelter	951	743	745	727	854	656

	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
Individuals <b>Turned Away</b> Without Shelter	851	2,551	2,793	1,645	2,672	903

When comparing the subpopulations that make up the total number of homeless individuals, the number of families, children, unaccompanied youth and single men was lower in the 4<sup>th</sup> quarter of 2004 than the same time in 2003. The exception is single women, which saw an increase in those served during the 4<sup>th</sup> quarter in 2004.

	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
<b>Families Served</b> in Shelter	210	138	127	119	168	115
<b>Children Served</b> in Shelter	234	273	246	292	389	237
<b>Single Women Served</b> in Shelter	384	71	84	85	77	117
<b>Single Men Served</b> in Shelter		220	222	203	177	168
<b>Unaccompanied Youth</b> in Shelter/Host Homes	1	0	1	16	31	17

## **2004 Year End Totals Emergency Shelter**

In 2004, there were a total of 2,611 individuals served in 308 emergency shelter beds, a number of motel rooms paid for by vouchers, on warming house mattresses, and through volunteer host homes. During the same time period, the shelters report that 2,484 individuals were turned away without shelter. Of those individuals turned away without shelter, 82% were individuals in families. Of those families turned away, 4 out of 5 were turned away because there was no shelter space or vouchers available. The remaining families were turned away as a result of indicating that they had some money or a place to stay at least for the short-term. Some agencies reported that the families turned away were not eligible per the program requirements. Of the single men turned

<sup>4</sup> Starting in the 3<sup>rd</sup> quarter, data provided by YSOSW – Briarpatch was separated into two categories: the first are those youth who received housing through Briarpatch host homes and the second are those youth receiving assistance through the crisis line and case management.

away, 120 were reported from the 14-bed Safe Haven shelter and 126 were reported from the 110-bed Drop-In Shelter. And of those reported from the Drop-In Shelter, 104 were from the 1<sup>st</sup> quarter of 2004. Since that time, Porchlight, which operates the Drop-In Shelter, has changed its policy related to the total number of days allowed in shelter per year<sup>5</sup>. Single men are now allowed to spend 90 days in emergency shelter instead of the previous 45 days. No single men were turned away in the 4<sup>th</sup> quarter of 2004. Safe Haven shelter reported turning away the most single women for lack of shelter space. Safe Haven is a “soft entry” emergency shelter for single men and women with mental illness. Many of those who request a bed or are referred to Safe Haven, are currently in a shelter bed for single adults in other programs, but would benefit from the specialized assistance for mental illness at Safe Haven. A number of single adults turned away from Safe Haven are placed on the waiting list and are admitted as soon as space allows. Far fewer women (18) were turned away from The Salvation Army Single Women shelter.

The largest group of homeless served in shelter are children – one third of all those served in shelter in 2004 were children in families (and an additional 3% of unaccompanied youth).

	<b>Total # Individuals<sup>6</sup></b>	<b># of Individuals in Families and # of Families</b>	<b># Single Men</b>	<b># Single Women</b>	<b># Youth<sup>7</sup></b>
<b>Served</b> in Shelter in 2004	2,611	1,466 individuals 432 families w/ 865 children	614 individuals	464 individuals	67 < 18 yrs
<b>Turned Away</b> without Shelter in 2004	2,484	1,999 individuals	246 individuals	239 individuals	0
<b>Percent of Total Homeless Population in Shelters</b>	100%	Adults in Families – 23% Children in Families – 33%	23%	18%	3%

Seventy-one percent (71%) of homeless households that were served by Consortium agencies identified themselves as non-white. This is a slight increase from the 69% reported as non-white in 2002 and 2003. The largest sub-population of homeless minorities are individuals in families. By sub-population, 86% of families, 55% of single women, 50% of single men, and 56% of unaccompanied youth identified themselves as minority.

Fifty-five percent (55%) of all those homeless served indicated that their current episode of homelessness had been less than one month, while 17% of families, 15% of single women and 20% of single men reported being homeless more than six months. While there is no way of knowing from the data submitted from the Consortium agencies whether these individuals and families meet the HUD time definition of chronic homelessness<sup>8</sup>, it would appear that there is a number of homeless who face persistent and difficult barriers to obtaining and maintaining stable, affordable housing. These percentages translate into approximately 73 families, 92 single men and 93 single women with extended episodes of homelessness.

A Warming Shelter for single women and families was operated in 2004 at The Salvation Army shelter building on East Washington. Paid for with private funding from a local foundation, The Salvation Army provided over-night staff to provide a safe and secure place to sleep on mattresses in the first floor hallway. Families and single women were able to spend the daytime hours at the Interfaith Hospitality Network day center. The Warming Shelter operates only during the coldest months of the year: January through the end of March and October through the end of December. During the 2004 calendar year, 55 families with 104 children spent an average of 3.5 nights on a mattress at the Warming Shelter. Prior to coming to the Warming Shelter, 41 families reported that they had doubled up with friends or families, 5 families reported having stayed in emergency shelter and 8 families reported sleeping on the street or in a vehicle. Generally these families have lived in the Madison area at least two years before they found themselves homeless: 70% reported living in Dane County and 78% in Wisconsin for two or more years.

<sup>5</sup> Drop-In Shelter’s calendar year for counting days spent in shelter starts November 1<sup>st</sup> of each year.

<sup>6</sup> Includes shelter programs operated by YSOSW, Domestic Abuse Intervention Services, Interfaith Hospitality Network, The Salvation Army, Porchlight, Dane County Parent Council, and the YWCA.

<sup>7</sup> Unaccompanied youth served through Youth Services of Southern Wisconsin – Briarpatch.

<sup>8</sup> Four episodes of homelessness in three years, or being homeless continually for 12 months or more.

The reasons most frequently given for seeking shelter vary somewhat by sub-population: Families most often said that “violence or threat of violence (34%), “evicted or lease not renewed” (23%) or “low or no income” (15%) brought them to seek emergency shelter. Single women most often said that “low or no income” (25%), “being in transit or transient” (17%), “violence or threat of violence” (15%) or “roommate or family conflicts” (14%) brought them to seek emergency shelter. Single men most often reported that they were seeking shelter as a result of “being in transit or transient (29%), “roommate or family conflict” (27%) or “low or no income” (15%). Sixty-three percent (63%) of unaccompanied youth reported “conflicts with family and/or roommates” and 29% reported “violence or threat of violence” as the primary reason for seeking shelter.

Prior to coming to shelter, 57% of the households reported having doubled-up with friends or relatives. Twenty-three percent (23%) or a total of 303 households, including families and single adults, reported having slept on the street or in a vehicle. Fifteen percent (15%) of families, 23% of single women, 12% of single men and 73% of unaccompanied youth reported having slept in uninhabitable places last year.

In 2004, single men seeking shelter, followed by families, were more likely to have moved to the area from outside of Dane County. When homeless households served in shelter were asked how long they have lived in Dane County, 51% of families said “less than one year” (34% answered less than one month). For homeless single women, 47% reported living in Dane County for “less than one year” (33% answered less than one month). For homeless single men, 68% - reported living in Dane County for “less than one year” (53% answered less than one month). Homeless households were just about evenly split between those who moved to the Madison area from other Wisconsin cities. Single women were more likely to have resided in Wisconsin for two years or more.

Veterans make up a relatively small number of the homeless served in shelter - 12% of single men were veterans, followed by 4% of families have one or more veterans in the household and 2% of single women are veterans.

Twenty-nine percent (29%) of families report that have one or more members suffer from mental illness; 12% report that someone in the family has an alcohol or drug abuse issue; and 47% report that someone in the family has a physical disability or existing medical problems (other than mental illness or AODA).

Twenty-one percent (21%) of single women report having issues with mental illness and 13% report issues with alcohol and/or drug abuse. Fifty-seven percent (57%) of single women report that they have a physical disability or an existing medical problem. Fifteen percent (15%) of single men report issues with mental illness and 13% report alcohol or other drug abuse issues. Ten percent (10%) indicate that they have a physical disability or existing medical problems. There is some acknowledgement from agency staff that service single men that the reporting of mental illness and alcohol/drug use is likely under-reported.

Approximately one in ten of the homeless report they are on probation or parole. This number is consistent across the different sub-populations.

Seventeen percent (17%) of homeless families reported that at the time they entered shelter, they earned wages, 16% received SS/SSI/SSDI and 16% received W-2 payments. The balance of families reported no income or small amounts from a variety of sources including Workman’s Comp, Unemployment, or child support. Fifty-seven percent (57%) of families reported receiving medical assistance and 59% received food stamps.

Single men were less likely to earn wages at the time they entered shelter than families or single women. Nine percent (9%) of single homeless men reported that at the time they entered shelter, they earned wages, 8% received SS/SSI/SSDI, 4% received food stamps and less than 1% received medical assistance. Sixteen percent (16%) of single homeless women reported earning wages and 26% received SS/SSI/SSDI. One in five homeless women received medical assistance and one in four received food stamps. The balance of single men and women reported receiving no income or small amounts from a variety of sources.

## Shelter Comparisons 1997-2004

The following table compares the number of individuals who had contact with providers of emergency shelter from 1997 – 2004:

	1997	1998	1999	2000	2001	2002	2003	2004
Individuals Served in Shelter	5,145	4,884	4,498	4,728	3,417	3,356	3,015	2,610
Individuals Turned Away without Shelter	3,409	5,604	6,729	10,746	7,542	4,277	8,192	2,484
<b>Total Homeless in Dane County</b>	<b>8,554</b>	<b>10,488</b>	<b>11,227</b>	<b>15,474</b>	<b>10,959</b>	<b>7,749</b>	<b>11,355</b>	<b>5,094</b>

Single Women in Shelter	467	436	445	416	453	463	433	464
Single Men in Shelter	1,397	1,301	1,046	1,087	1,016	939	793	614
Families in Shelter	963	898	1,012	595	576	576	469	432
Children in Shelter	1,966	2,058	1,522	1,242	1,121	1,216	982	865
Unaccompanied Youth	NA	NA	NA	NA	NA	64	65	67

In general the number of individuals reported as served in shelter has decreased since 1997. The number of homeless households turned away has fluctuated greatly over the years. It is unknown as to the reason the number of individuals turned away has fluctuated so much over the past years. Some of the fluctuation may be due to changes in funding or program requirements, or may be errors due to changes in in-take staff.

The number of families served has continued to decline from a high of 1,012 in 1999 to 432 families served in 2004. The reason(s) for the decline is not specifically known. One reason may be the reduction in families served is that starting in 2002 Dane County Human Services funding changed to allow the family shelter gatekeeper (The Salvation Army) to serve families for a maximum of 90 days at one time rather than the previous 30 days. The lifetime limit on the number of shelter days available to homeless families remains at 90; the difference is that a family can use the 90 days in one stretch as long as they are complying with other program requirements. Starting in 2003, there was no longer an exemption for households that contained a pregnant woman or an infant under 6 months old. In previous years, there were a number of households who remained in shelter beyond the 30 day limit as a result of these exemptions. A second reason may be the increase in new rental housing aimed at the student population. Students able to pay the additional rent for newer units are vacating older housing, leaving vacancies for single adults and families. It should also be noted that the Homeless Services Consortium agencies have increased the amount of services to prevent eviction and possible homelessness. Education, services and financial assistance have helped single adults and families obtain and maintain affordable rental housing, avoiding homelessness altogether.

The number of homeless single men served in shelter continues to decrease from a high of 1,397 in 1997 to 614 in 2004. The two homeless sub-populations that are increasing slightly are single women (436 in 1998 to 464 in 2004) and unaccompanied youth (64 in 2002 to 67 in 2004).

While the number of homeless individuals and families who move from homelessness to stable housing in six months or less has slightly increased, the number of homeless individuals and families who find it difficult to transition to stable housing has also increased. In 2002, 53% of homeless households reported that their current homeless episode was less than one month, while 55% in 2003 and 2004 reported being homeless less than one month. In 2002, 13% of the homeless households reported their current homeless episode of more than six months; 14% in 2003 and 17% in 2004 reported being homeless more than six months.

In 2004, half of all families requesting shelter had lived in Dane County for one year or less (one-third of those requesting shelter had lived in Dane County for one month or less). This has held relatively steady since 2000.

The number of families who lived in Dane County for two or more years has decreased somewhat since 2000 (47%) from 2004 (39%).<sup>9</sup>

<b>Families w/Children</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
Lived in Dane County for less than one month	33%	39%	34%	33%	34%
Lived in Dane County for less than one year	46%	53%	50%	50%	51%
Lived in Dane County from one to two years	7%	5%	8%	7%	10%
Lived in Dane County for two or more years	47%	42%	42%	40%	39%

For homeless single men, the trend appears to have begun in 2003 when the number of men living in the county for one year or less increased 4% and the number of single men who lived in the county two or more years began to decrease. One in four homeless single men lived in Dane County for two or more years in 2004, a decrease from 2000 when one in three lived in the county for two or more years.

<b>Single Men</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
Lived in Dane County for less than one month	53%	48%	53%	55%	53%
Lived in Dane County for less than one year	62%	56%	64%	69%	68%
Lived in Dane County from one to two years	4%	4%	3%	2%	3%
Lived in Dane County for two or more years	34%	27%	27%	26%	25%

Homeless single women appear to be more stable than both single men and families. The number of single women who were new to Dane County (less than one month in the county) has decreased since 2000 and the number of women who have lived in Dane County for two or more years has increased.

<b>Single Women</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
Lived in Dane County for less than one month	40%	40%	31%	37%	33%
Lived in Dane County for less than one year	51%	54%	40%	50%	48%
Lived in Dane County from one to two years	3%	7%	4%	4%	5%
Lived in Dane County for two or more years	46%	40%	33%	47%	48%

Before seeking emergency shelter, the number of families with children who reported that they had doubled up with friends and family has fluctuated somewhat between 2000 and 2004 and does not indicate a specific trend.

<sup>9</sup> Some columns do not add up to 100%. In some cases, not all agencies reported on this question.

However the number of families who reported having slept on the street or in vehicles has increased from 9% in 2000 to 15% in 2004. Sixty-seven (67) families reported sleeping in a vehicle or on the street in 2004.

Families w/children	2000	2001	2002	2003	2004
Doubled up with friends/family	71%	58%	74%	67%	71%
Slept in an uninhabitable place	9%	15%	9%	19%	15%

The number of single men who double up with friends and family has stayed relatively steady, but the number of homeless men who report sleeping on the street or in a vehicle has decreased after peaking in 2003. Seventy-nine (79) men reported sleeping in a vehicle or on the street in 2004.

Single Men	2000	2001	2002	2003	2004
Doubled up with friends/family	57%	55%	55%	53%	58%
Slept in an uninhabitable place	18%	28%	27%	29%	20%

The number of single women who reported doubling up with friends and family has decreased over the years and the number of single women sleeping in uninhabitable places has increased. In 2004, 36 women reported sleeping in a vehicle or on the street prior to coming to shelter.

Single Women	2000	2001	2002	2003	2004
Doubled up with friends/family	59%	56%	59%	52%	49%
Slept in an uninhabitable place	14%	17%	18%	24%	26%

The number of unaccompanied youth under 18 years of age has slowly increased to 67 youth. Of those unaccompanied youth with YSOSW contact, 46 were females and 21 males. The majority of the youth report that family or roommate conflicts were the cause of their homeless situation. Nineteen youth indicated the primary reason for seeking shelter and services was "violence or threat of violence". Fifty-six percent (56%) consider themselves as non-white. Before seeking shelter, 73% of the youth report living on the street or in a vehicle. According to crisis line calls to YSOSW Briarpatch, the primary provider of shelter and services to homeless youth, the number of homeless (runaway and "throw away") youth may actually be much higher. For example, the outreach program for YSOSW identified and provided services for 101 youth age 19 or younger who spent a good deal of time on State Street last summer.

### Year End 2004 Totals Transitional and Supported Permanent Housing

Some individuals and families access transitional or supported permanent housing units directly or through referrals from emergency shelters. During 2004, there were 1,068 individuals who were served in 357 transitional and supported permanent housing units.

	Total # Individuals	# of Individuals in Families and # of Families	# Single Men	# Single Women
Persons Served in Transitional or Supported Permanent Housing <sup>10</sup>	1,068	394 individuals 114 families w/ 257 children	674 individuals	
Percent of the Total	100%	36%	64%	

<sup>10</sup> Includes programs operated by Porchlight, Inc., Tellurian, Society of St. Vincent de Paul, and the YWCA. Does not include data from ARC Community Services, Hope Haven/REBOS United, Housing Initiatives, Rodney Scheel House, Green Avenue, and Women in Transition which contain an additional 207 beds/units. Year-end totals for these agencies will be included in the 2004 Annual Report on Homeless Served.

Fifty-eight percent (58%) of transitional and supported permanent housing residents consider themselves to be non-white.

Many households come directly from homelessness to transitional and supported permanent housing. Twenty percent (20%) indicated then their current homeless episode, prior to their current living arrangement was less than one month. However, 26% reported that their previous homeless episode had lasted six months or more. Of those who were homeless prior to being admitted into a transition or supported permanent housing program, 44% reportedly slept at an emergency shelter and 18% reportedly slept in a vehicle or on the street. Fifteen percent (15%) reported they had been recently discharged from a treatment facility.

The majority of individuals housed in transitional or supported permanent housing in Dane County are single adults, many with AODA issues (41%) and/or mental illness (50%). Many of the transitional and supported permanent units for single adults are SRO units (sleeping room only) with shared common space and cooking areas. More individuals report receiving SSI/SSDI than report receiving wages, unemployment insurance or workman's compensation. Nearly one in five individuals is on probation or parole.

Individuals and families who reside in transitional or supported permanent housing tend to have spent more time in the Madison area. The majority of households report that they have lived in Dane County for two or more years.

The number of households who reside at transitional or supported permanent housing has been difficult to track over time as there have been different methods employed to count residents. The numbers appear to show no trend but this is more likely to changes in agencies and methods of reporting.

	2002	2003	2004
Single Adults	728	478	694
Families w/Children	177	100	394

### Year End 2004 Totals Eviction Prevention Services

In 2004, seven agencies<sup>11</sup> reported assisting 3,078 individuals with services and financial assistance to help them maintain stable housing. Of those assisted, 64% consider themselves non-white. The households that were assisted in maintaining their housing were less likely to have barriers such as mental illness and alcohol and other drug abuse, in addition to a lack of financial resources. Eight percent (8%) report someone in the household has AODA issues and 10% report mental health issues. Agencies report that 22% of the households who receive assistance have existing medical conditions or a physical disability.

	Total # Households	# of Individuals in Families and # of Families	# Single Men	# Single Women
Received Services Only in 2004	3,078	1,326 individuals 1,225 families <sup>12</sup> w/ 1,137children	615 individuals	

The number of agencies reporting on households receiving services only has increased over the past four years to now include seven programs. In 2001, the numbers are relatively high. This is most likely as a result of the DIGS Program, at that time a collaboration between Transitional Housing, Inc., The Salvation Army and the YWCA of Madison which received an influx of federal funds through the Economic Development Initiative Program. These funds are no longer available for this purpose.

	2001	2002	2003	2004
Households Receiving Services Only	5,335	2,887	3,953	3,078

Copies of the full spreadsheets are available in the CDBG Office; contact me at 608/261-9148 if you would like additional information.

<sup>11</sup> Community Action Coalition Financial Services, DAIS Crisis Response Program, Legal Action of WI Advocacy Program, Porchlight DIGS Program, Tenant Resource Center Mediation Services, Youth Services of Southern WI – Briarpatch Crisis Services, and YWCA Second Chance Workshops.

<sup>12</sup> Some of the programs keep stats on households only and do not keep separate stats on children in the households served.



