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What Will It Take To End Homelessness?

MARTHA R. BURT

This brief is based on a new Urban Institute Press book, *Helping Homeless: Emergency Shelter or Affordable Housing?* by Urban Institute researchers Martha Burt, Laudan Y. Aron, and Edgar Lee, with both publications funded mainly by the Melville Charitable Foundation and the Fannie Mae Foundation.

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Homelessness did not disappear in the 1990s, despite the national goal. Today, at least 800,000 people are homeless in the United States, and current statistics, however, do not tell the whole story.

Homelessness in America is a "revolving-door" crisis. Many people become homeless every day. During a year's time, four or five times as many people become homeless on a particular day. Calculations from different sources show that in any given year, millions of people experienced homelessness at some time during an average year. For every person who enters homelessness during a year, families re-enter homelessness during a typical year, between 900,000 and 1.4 million children

Annual homelessness figures exceed 1 percent of the total U.S. population in this country. Even though many of these people are living in poverty, one out of every 10 poor people in America facing homelessness at any given time is working. Homelessness stems from desperate poverty combined with other factors among their most troubled members. These circumstances explain why homelessness can last in a period as short as a year.

Personal difficulties, such as mental disabilities or job loss, may contribute to a high number of people who fall into homelessness every year. However, the current situation is rather than better. Current levels of housing costs, coupled with the difficulty of working poor out of their homes. Although the availability of housing is not meeting the needs of people once they become homeless is not

A concerted national strategy is needed to prevent homelessness from becoming inevitable. That strategy must include new housing resources and address societal factors contributing to homelessness. Each community must provide support services for those in need. Only strategies that address the root causes can eliminate homelessness in this country.

WHY HOMELESSNESS HERE, AND WHY NOW?

Structural, personal, and political factors influence the level of homelessness. Structural factors in the United States that have fueled the problem

- Changing housing markets for extremely low-income families push poverty incomes out of the market.
- Dwindling employment opportunities for people with disabilities exist between rich and poor.
- The removal of institutional supports for people with severe mental illness, long-term hospitalization for the mentally ill, are leaving people with no alternatives.
- Racial, ethnic, and class discrimination in housing, along with the lack of alternatives, persists in many areas.

If housing were inexpensive, or people could earn enough to pay for housing costs have risen steadily across the country, and they have no other options, housing is concentrated among households with incomes below the poverty level. People entering homelessness. At the same time, people with low incomes do not have enough money to raise their incomes above the poverty level, and they are stuck in a cycle of poverty.

Once structural factors have created the conditions for homelessness, it is difficult for a person to find his or her home. Many factors can make a poor person more susceptible to homelessness: lack of training, mental or physical disability, lack of family to rely on (especially in rural areas). Without the presence of structural fault lines, these personal vulnerabilities can be overcome.

Public policies may moderate the effects of both structural and personal factors. Some programs guarantee their citizens housing, and many provide supports for people with disabilities beyond those available in the United States. Universal health insurance programs reduce the probability of homelessness, even in places with high unemployment. The pressure on household budgets.

In the United States, dramatic reductions in federally supported housing programs, place individuals and families squeezed out of the housing market into homelessness. A certain proportion of these people will experience homelessness if they are struggling with substance abuse, mental illness, or both. If they are not within the reach of low-wage worker households, then homelessness is likely to persist.

A SNAPSHOT OF HOMELESS ADULTS TODAY

On any given day, the adult population using homeless assistance programs is 15 percent. Another 15 percent are women by themselves, 15 percent are men by themselves, but not with children.² Because families are mostly likely to qualify for assistance, individuals are more likely to be homeless, or to be homeless for long. Unattached individuals are more likely to be homeless and to experience long or repeated homelessness.

In terms of racial and ethnic composition, little difference exists between urban and rural areas. 40 to 41 percent are African American and white, 1 percent are another race. The high representation of minority groups stems from their higher likelihood of being very poor and having no other resources. Homeless people who rely on homeless assistance programs represent 10 percent in urban areas and 9 percent in rural areas.

Income and Work

Half of all homeless adults receive less than \$300 per month—in some cases, less than the federal poverty level. In addition, 62 percent have at least a high school diploma. Of those surveyed, although only 13 percent held a regular job. Almost all are receiving some form of assistance. Homeless families are more likely to be receiving public benefits; most single people's *ineligibility* for welfare helps explain their homelessness.

Disabilities

Many homeless adults have physical and other types of disabilities. Problems with alcohol, drugs, and mental health among homeless people are common.

permanent), capacity at these sophisticated programs equaled

With the growth of shelter capacity, the homeless service network circumstances came forward seeking services. Rather than being demand among the poor indicate a profound level of need. Charitable Emergency food services receive far less government support than in the 1990s in response to the greater demand. In 1996, central-city shelters served many meals per day than they did in 1987. No similar evidence exists for homeless families rather than homeless people, but they too likely saw demand has increased over the past decade, cannot prevent many individuals

WHAT SHOULD COMMUNITIES AND LEGISLATORS BE DOING?

Virtually all federal programs related to homelessness focus on those who are restricted to those who are homeless tonight, not much can be done to serve those who are already homeless while ignoring preventive measures. Only policies that expand the availability of affordable housing can help these individuals. However, policies during the past decade have

The results of a decade and a half of research to determine which are the most effective approaches. Providing housing helps currently homeless people keep their homes. In fact, without housing, virtually nothing else works, at least temporarily, but such services without a housing component

Evaluations of demonstration projects, and the experiences of other cities show that even the most chronic, most severely mentally ill people can be supplied with housing. The same is true for families headed by single mothers, even people with extensive histories of substance abuse have kept their homes. It shows not only that making these services available works to reduce substance abuse and mental health histories, these service programs

With adequate housing resources, homelessness can also be prevented because they do not know where else to turn. Communities that have developed a variety of effective programs to prevent homelessness

- Programs that negotiate with landlords and help with bad tenants
- Housing trust funds, rental assistance programs, and access to services such as paying back rent, security deposits, and other moving expenses
- Programs that encourage developers to build or renovate affordable housing; maintainence and repair; and
- Programs that help people develop personal and family financial skills, rental histories, and retain housing.

When a community ensures that housing within reasonable prices, along with schooling to develop individuals' capacity to hold good jobs, and other services to maintain stable housing. But far too few communities have the resources to do so simply:

- Rebuild communities, especially the most troubled ones
- Build more housing and subsidize the costs to make it affordable
- Help more people afford housing, by providing them with financial counseling
- Prevent the next generation of children from experiencing homelessness

Without these basic building blocks of a civil society, we are creating a cycle of homelessness. The costs of this neglect are too high in terms of lost productivity, correctional institutions. It is more effective, more humane, and

that leads to self-sufficiency and independence among all resid

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Notes

1. Statistics in this brief are based on the 1996 *National Survey* Census Bureau (1996). The authors also make comparisons wit
2. See Nelson, (2001),with the Office of Policy Development and
3. See Shinn and Baumohl (1999).
4. See Culhane, Metraux, and Hadley (2001).

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