

AN ABSTRACT OF THE THESIS OF

Hanna M. Taffesse for the degree of Master of Science in  
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Abstract approved:

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The purpose is to investigate the number, causes, services denied, and reasons for denial of services to homeless families with children--single parent families (female and male) and couples--in a tri-county region, Linn, Benton and Lincoln counties, Oregon. The data for this study were obtained from monthly survey forms (July 1992- December 1995) completed by Linn, Benton, and Lincoln county agencies funded by the Community Services Consortium (CSC). In fiscal years 1993-1995, the homeless and at risk of homelessness family population (n=2825) received assistance in the form of emergency shelter, transitional housing, motel/hotel voucher, information and referral, case management, crisis intervention, meals, rent mortgage assistance, and utility assistance. The analysis includes descriptive and inferential statistics, chi-square.

The number of homeless families served yearly over a three year period beginning July 1, 1992-June 30, 1995 did not differ.

There was also no difference ( $p=.258$ ) in the number of homeless families served by family type.

The causes of homelessness in Linn, Benton and Lincoln counties were multiple. Single female parent families most self reported cause was domestic violence (52.71%). Lack of affordable housing and (40.96% and 26.07%, respectively) unemployment (21.69% and 27.15%, respectively) were the more frequent self reported causes of homelessness for single male parent families and couples with children.

The three services most denied to homeless families had to do with shelter--emergency shelter ( $n=234$ ), rent and mortgage assistance ( $n=181$ ), and motel/hotel voucher ( $n=83$ ). The two reasons given most frequently by agencies for the denial of services to homeless families were that the shelter was full (47.21%) and program was out of funds (23.04%).

The findings of this study will benefit government and non profit organizations, including churches, for the opportunity to better supply the types of services needed, by improved allocation and use of funds, and to organize volunteers. By doing this they can help homeless families regain independence as quickly as possible to become healthy and productive citizens.

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The Crisis in Housing for the Poor: Homelessness

by

Hanna Taffesse

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# THE CRISIS IN HOUSING FOR THE POOR: HOMELESSNESS

## CHAPTER I

### INTRODUCTION

#### Problem Statement

American ideals and literature are filled with images of home as a symbol of stability, security, and success. Americans say home is where the heart is, a place to hang your hat; there is no place like home. But, every night thousands of America's children are homeless, not having a place to call home.

Families are rapidly becoming users of homeless shelters, nearly doubling their proportional representation in shelters. Members of family households now stand two out of every five clients. Three out of four sheltered families are composed of single parents with children, with the remainder almost equally divided between couples with and couples without children. 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 a past four year period, 1984-1988, to over 60,000 (HUD, 1989).

The number of homeless families is growing. The U.S. Conference of Mayors has surveyed cities every year since 1982, and every year cities have reported significant increases in requests for shelter by homeless families.

Between 1989 and 1990 requests for family shelter increased by an average of 17% in the 30 cities surveyed (Mihaly, 1991).

On an average night in 1988 the Nation's homeless shelters were, collectively, operating at 66% capacity. Although cold winter nights tend to be the busiest for homeless shelters, about one-quarter of all shelter managers reported that shelters are at full capacity all year round. 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. In addition one-half of the shelters that reported being full throughout the year were those that primarily serve families (HUD, 1989).

Debates rage about how many children are homeless. Estimates of the number of homeless children on any given night range from 61,500 to 100,000. If 100,000 children are homeless on any night--a fairly conservative estimate--the population of homeless children across the country about equals the total number of children in Atlanta, Boston, Miami, or New York city. Every night, a large city--full of American children--goes to sleep homeless (Mihaly, 1991).

Homeless families are found in every kind of community in every state. Two-parent and one-parent families experience homelessness. Homeless families are found among all racial and ethnic groups. Almost all are very poor. Many

have experienced domestic violence. Many are employed; most have graduated from high school. None can afford to rent or buy a stable home for themselves and their children (Mihaly, 1991).

Homelessness is a devastating experience for families, parents, and children alike. It disrupts virtually every aspect of family life, damaging the physical and emotional health of family members. Homelessness exacts terrible costs from the children it afflicts. Homelessness can cost children their health and emotional well being, development, and education and the stability of their families (Seltser & Miller, 1993).

Children need adequate and appropriate nutrition to help them develop physically and intellectually. The nutrition of all children, healthy or ill, suffers when they become homeless. Because almost all homeless families are so financially strapped, many have to choose between paying for adequate food, or for items like clothing, transportation, or saving for security deposits. Shelters are often unsanitary, overcrowded, and inadequately heated or cooled (Seltser & Miller, 1993).

Young homeless children often are affected very visibly by the unfamiliarity of their surroundings. They also can have a hard time developing friendship with other children whom they might never see again. Since many families leave home quickly and leave most of their belongings behind, the

loss of toys, clothes, and books also increases children's emotional distress (Mihaly, 1991).

The lack of security, safety and stability as a result of homelessness also affect homeless children's development and academic achievement, for example, fleeing from an abusive partner, keeping children out of school to baby-sit the younger ones while parents look for jobs, and the shame of being homeless and resistance to going to school. Hungry children also have a hard time concentrating in school (Seltser & Miller, 1993).

After losing their homes many homeless families are usually split up. Families may be separated by shelter rules, for example, only women, female children, male children younger than 10, or men and older boys; or parents may send their children to live with friends or relatives to prevent the damage homelessness could do to their children. Children may also be placed in foster care by child welfare. Most importantly, homelessness often costs children precious months of their brief childhoods (Seltser & Miller, 1993).

Homeless families are victims not only of the expensive housing market but also of decreasing incomes. There are now more than 10 million low income households competing for the more than 6 million units they could possibly afford (by federal standard of affordability). As long as such a huge gap exists, millions of poor families and their children will live on the edge, spending most of the family's income

on housing they cannot really afford. They will face unbearable choices: to pay for a child's health care or pay the rent? Pay to repair the car to get to work or pay the rent? And many among the millions on the edge will topple over and find themselves homeless (Mihaly, 1991).

#### Purpose of Study

The purpose is to investigate the numbers of, causes of, services denied to, and reasons for denial of services to homeless families with children--single parent families (female and male) and couples in a tri-county region, Linn, Benton, and Lincoln counties, Oregon. Knowledge about the numbers affected and causes of family homelessness, the availability of existing services to meet their needs, which services are most frequently denied to homeless families, and why homeless families are denied services will give government officials and non-profit organizations, including churches, the opportunity to better supply the types of services needed, by improved allocation and use of funds and organization of volunteers. By doing this they can help homeless families regain independence as quickly as possible to become healthy and productive citizens.

### Objectives of the Study

1. To investigate whether there was a yearly change in the number of homeless families served each year during a three year period (July 1, 1992-June 30, 1995).
2. To investigate whether there were yearly changes in homelessness within three family types: single female parent families, single male parent families and couples with children during a three year period (July 1, 1992-June 30, 1995).
3. To see if single female parent families will more likely be homeless due to domestic violence than any other cause during a three year period (July 1, 1992-June 30, 1995).

Potential causes of homelessness include:

- a) health (alcohol/drug abuse, mental/emotional disability),
  - b) domestic violence,
  - c) deinstitutionalization,
  - d) assistance loss (housing, welfare),
  - e) unemployment,
  - f) eviction, and
  - g) lack of affordable housing.
4. To investigate the yearly changes in each of the seven causes of homelessness over a three year period (July 1, 1992-June 30, 1995):

- a) health (alcohol/drug abuse, mental/emotional disability),
- b) domestic violence,
- c) deinstitutionalization,
- d) assistance loss (housing, welfare),
- e) unemployment,
- f) eviction, and
- g) lack of affordable housing.

5. To compare which requested services were most frequently denied to homeless families during July 1, 1995 through December 30, 1995:

- a) emergency shelter,
- b) transitional shelter,
- c) motel/hotel voucher,
- d) information and referral,
- e) case management,
- f) crisis intervention,
- g) meals,
- h) rent/mortgage assistance, and
- I) utility assistance.

6. To compare family types: single female parent families, single male parent families, and couples with children during July 1, 1995, through December 30, 1995, by services most frequently denied.

7. To compare which reasons have been given most frequently by agencies for the denial of services to homeless families during July 1, 1995, through December 30, 1995:

- a) program out of funds,
- b) shelter/motel/hotel full,
- c) client has other resources (sufficient income to establish own home),
- d) client is not eligible for agency's services, or
- e) client is not cooperative (refused to give required information, refused to comply with rules).

8. To compare family types: single female parent families, single male parent families, and couples with children during July 1, 1995, through December 30, 1995, by the five reasons most frequently given by agencies for the denial of services.

#### Limitations

1. The data were limited to those individuals served by Community Services Consortium's (CSC) funded shelters and voucher programs. Most, but not all, of the area's primary private nonprofit providers of services to the homeless have contracted with CSC for funds. Data, therefore, were not representative of the whole homeless population that receives or is denied shelter.

2. Due to the nature of the homeless, it can be assumed that there are many individuals who are homeless in this

tri-county area who were not counted. Not included were those homeless who did not show up at CSC funded shelters. For example homeless who doubled up with friends, or simply camped out, and homeless who may not choose to use a shelter but sleep under bridges or in public parks would have been excluded.

3. Due to the nature of services provided and the use of volunteers for the intake of the clients, detailed information about the homeless clients was difficult to obtain. For example, demographic characteristics of homeless families were not available.

#### Operational Definitions

Agencies: are service providers for the homeless population who contracted with and are funded by CSC. They assist persons who are homeless or at risk of homelessness in Linn, Benton and Lincoln counties. (CSC also internally funded two programs that assisted the same population.)

Emergency shelter: is a short-term shelter to deal with the immediate crisis of homelessness.

Homelessness: is, for contractual purposes, defined by CSC as "being without a home" to which the individual may "freely and safely" return.

Homeless: are those individuals served by CSC funded shelters and voucher programs.

At risk of homelessness: are households not homeless but without fixed, regular, and adequate residences at the time of contact who are likely to lose their shelter through eviction, foreclosure, utility cutoff, etc.

Hotel/motel/camp vouchers: are money paid directly to the hotel/motel/campsite service providers by agencies for hotel/motel/campsite services used by homeless families.

Preventive shelter: is mortgage and rent assistance provided for homeless families by the agencies.

Transitional housing: is a program that assists people in moving from homelessness to self-sufficiency through the provision of temporary housing that is longer term than emergency shelter assistance (not to exceed 24 months). Transitional housing is used to bridge the gap between emergency shelter and long term housing.

## CHAPTER II

### REVIEW OF LITERATURE

Research on the cause of homelessness has tended to focus on problems of individuals, sometimes diverting attention from underlying causes and reinforcing stereotypes about the homeless population. An awareness of societal factors--socio-cultural, political, economical, and technological--that give rise to homelessness is critical in understanding the problem of homelessness (Yeich, 1993). Nowadays, individuals often feel that their private lives are a series of traps. They sense that, within their everyday worlds, they cannot overcome their problems. What most individuals are directly aware of and what they try to do is bounded by the private orbits in which they live. Their visions and powers are limited to the close-up scenes of family and neighborhood; in other surroundings or settings, they remain spectators. Most individuals are seldom aware of the intricate connection between the patterns of their own lives and the course of a society. Neither the lives of individuals nor the course of a society can be understood without understanding both (Mills, 1959).

## Theoretical Framework

Deacon and Firebaugh's (1989) theoretical framework, Ecological Systems of the Family, is comprehensive in its nature (see Figure 1). It emphasizes the interplay of family systems with all external systems; everything is connected and interdependent. The family depends on various external systems and vice versa. External systems are all the functioning units outside the family-unit that, as part of their environment, interact directly with the family or affect it indirectly. As the primary social unit, families interact with all external systems, and external systems provide constraints and opportunities to families (Deacon & Firebaugh, 1989).

According to this theoretical framework, a family's interrelationships with the external and internal dimensions of its environment are divided into two levels: a micro-environment level and a macro-environment level. The micro-environment level includes (a) physical habitats--the living unit and surroundings such as homes, apartments, and yards and the objects available to promote the purposes of each member--and (b) social aspects such as relation to spouse, friends and neighbors. The macro-environment level includes not only the societal systems (a) socio-cultural, (b) political, (c) economical, and (d) technological but also the natural and built environment.

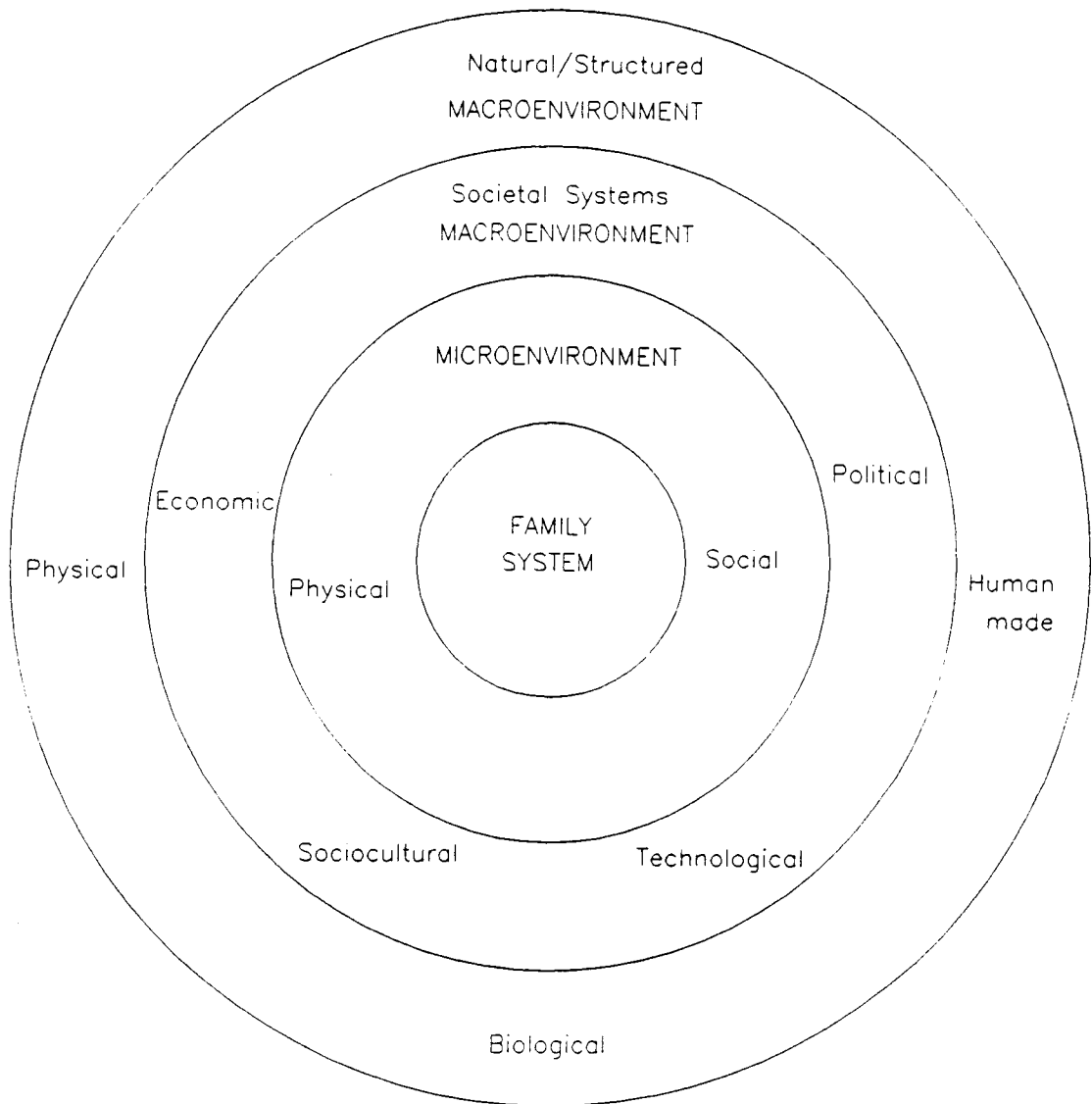


Figure 1. The micro and macro-environment of the family system from Deacon and Firebaugh (1989).

## Cause of Homelessness at Micro-environment Level

### Loss of Physical Habitat as the Result of Drug/Alcohol Abuse

Within their own micro-environment families occupy spatial territory, which may be marked by a house, apartment, or a room plus the edge of the lawn, or fences that circumscribe the area (see Figure 2). A house is a place that fulfills several functions. Basic needs of protection, rest, and sleep, as well as a place to keep one's possessions, prepare one's meals, and raise one's family are provided. Additionally, the opportunity for privacy, development, and intimacy that serve the personal needs and interests of its residence are provided (Deacon & Firebaugh, 1989).

Housing plays a facilitating role in the life-style of a family, making it easy or difficult, pleasant or unpleasant, and safe or unsafe for household members to carry on their chosen productive, leisure, and personal care activities (Magrabi, 1991).

These functions give the house a great biological, psychological, legal, economic, and social utility. The functions are significant, and the damage done is so great when they are missing. Tens of millions of households strive to keep their homes by spending an excessive part of their incomes on rent, or mortgage and utilities (Stone, 1993).

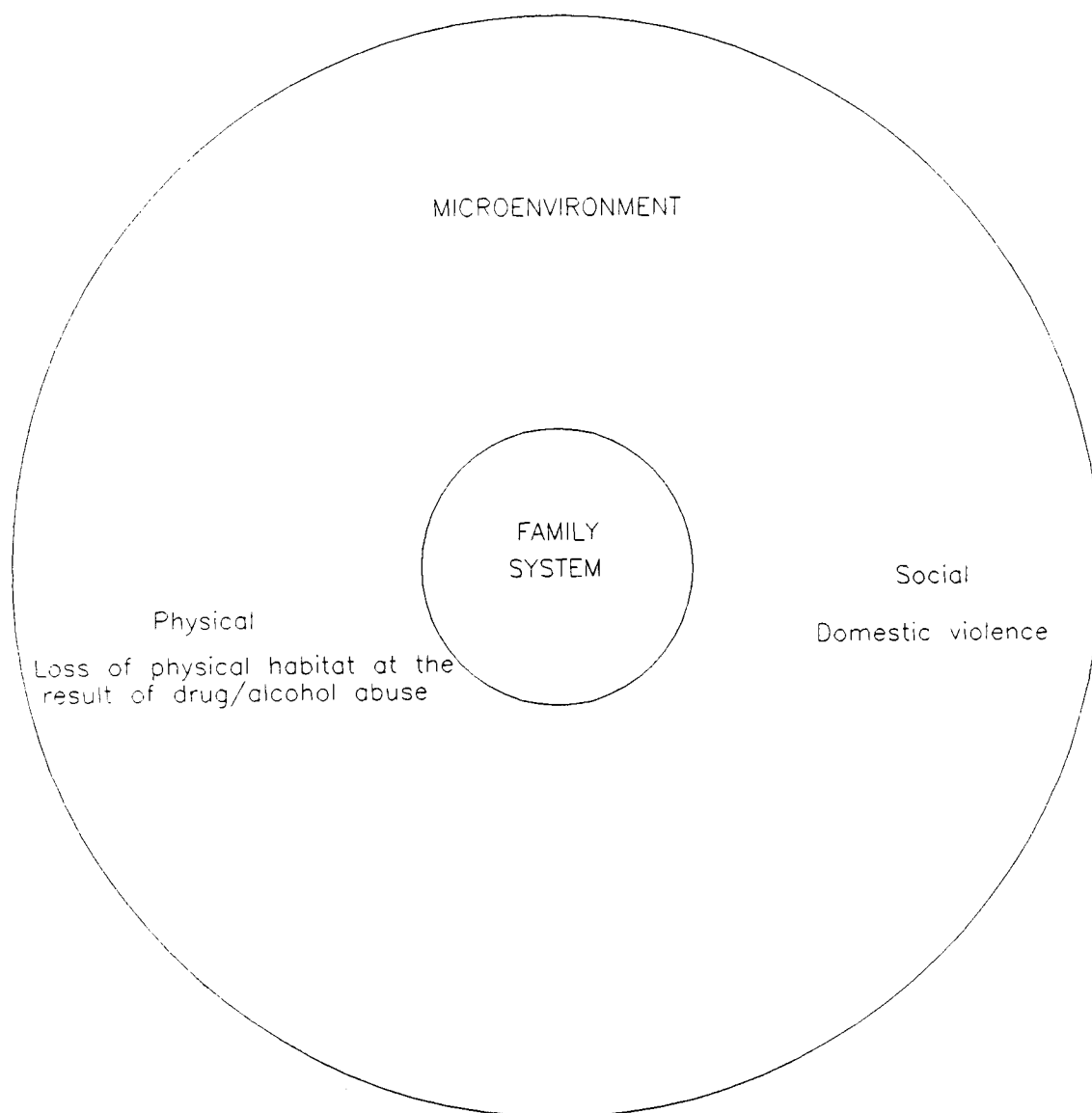


Figure 2. The micro-environment of family system with physical and social variables of The Crisis in Housing for the Poor study.

People who do not work regularly because of alcohol or drug abuse cannot make enough money to keep their homes or apartments. They may be forced onto the street, carry all their possessions with them by day, and sleep in doorways, bus stations, cars, or emergency shelters by night if they cannot find a friend or relative willing to put them up (Zarembka, 1990).

In 1980, the National Institute on Alcohol Abuse and Alcoholism (NIAAA) estimated that there were 6 million alcoholics. In 1990, the Secretary of Health and Human Services reported that there were approximately 10.5 million alcoholic or alcohol-dependent adults in the United States, and that by 1995, this number was expected to rise to 11.2 million. It should be noted that some of the growth must be attributed to increasing self-identification owing to growing public awareness and acceptance of alcoholism as a disease for which treatment is possible (Baum & Burnes, 1993).

Simultaneous with the growth in the number of alcoholics, skid row neighborhoods were disappearing as slum clearance and urban renewal efforts expanded. In 1940, there were 150 well-established skid row neighborhoods throughout the United States; by 1980 there were only 35, and their total population had dropped from 750,000 to 135,000. Fallen into partial ruin, buildings and single room occupancy (SRO) hotels in slum neighborhoods were converted and gentrified

into large apartments to accommodate the housing and recreational needs of the aging middle class "baby boomers". The only options for former skid row and SRO residents were jails, the streets, and temporary shelters, that is homelessness (Baum & Burnes, 1993).

Eighty percent of local alcohol and drug treatment programs surveyed by National Coalition for the Homeless (NCH) have been forced to turn away homeless people seeking help. State and local officials responding to NCH's survey identified housing for homeless persons coming out of treatment programs as the primary unmet need in their communities. Homeless persons with substance abuse problems are at higher risk for HIV infection and are more likely to have serious health problems and severe mental illness, to be arrested, to be victimized on the streets, and to suffer an early death (National Coalition, 1995).

In 1994, the U.S. Conference of Mayors found that 20 out of 30 cities surveyed reported a need for additional treatment for chemical dependency. These cities also reported a need for additional detoxification facilities, emergency shelters, and supportive housing (Waxman, 1994).

A 1992 National Study of Service Providers found that 80% of the local treatment programs surveyed could not meet demand and were forced to turn away homeless clients. This same study found that uninsured homeless persons seeking residential treatment for substance abuse often faced long

waits: 15-30 days in California, for example, 30 days in Massachusetts, and 14 days in North Carolina, while in New Jersey, Montana, and Washington, the wait was up to 60 days (Williams, 1992).

Although levels of drug and alcohol use among homeless people are consistently found to be high, that fact does not signify that substance abuse is the chief cause of their homelessness.

Often, drug and alcohol use represents a means of coping with the pain of the street. The presence of substance abuse does increase the risk of displacement for the insecurely housed; and in the absence of appropriate treatment, it may ruin one's chances of rehousing. But resolving one's drug problem is by no means a certain ticket off the street; it is still common for successful graduates of treatment programs to be discharged to the streets or shelters. (National Coalition, 1995 p.1)

A number of theoretical explanations of why individuals use and become dependent upon drugs have been proposed. Unfortunately, these theories do not offer much insight into why drug abuse occurs among homeless people and may be more prevalent among this group than it is among the general population. Behavioral strategies, that individuals can use to adapt to the constraints and pressures of society to achieve goals, suggest that homelessness and drug abuse are forms of retreatism. According to this model:

homeless people have engaged in a form of retreatism by being for the most part disengaged from the achievement oriented goals of the broader society such as providing for one's basic needs. Thus, one would expect such people to be engaged in another form of retreatism, that is, drug abuse. (Momeni, 1990 p.65)

Jessor and Jessor (1977) developed a model that takes into account the roles societal forces play, as well as the unexpected occurrence of being homeless, that can contribute to drug abuse. Their model suggests that drug abuse may be more prevalent among homeless people than it is among the general population, because "...in addition to its being a way to reflect conventional norms, drug abuse is also a way of coping with stress and/or failure" (p.65). A somewhat related finding is the observation that some homeless people, particularly those who have symptoms of mental illness, use drugs as a form of self-medication. Taking drugs appears to alleviate some of their psychiatric symptoms. Thus far a satisfactory explanation of why drug abuse may be more prevalent among homeless people than it is among the general population has not been found (Momeni, 1990).

#### Social Aspects: Domestic Violence

The physical setting provides a spatial context within which and from which primary social interactions take place. The interrelationships of the family and individuals with

their immediate physical and social environments are important in understanding and promoting effective use of resources in meeting their goals (Deacon & Firebaugh, 1989).

Recent research shows that one of the leading causes of homelessness among women and children is domestic violence. In its hearings, the Senate Judiciary Committee cited a Ford Foundation study that found that 50% of the homeless women and children in the U.S. are fleeing abuse (National Coalition, 1995).

Research on homeless families is also making us increasingly aware of the amount of abuse, both sexual and physical, that fills the lives of the homeless. Not only is domestic violence a precipitating factor for women terminating relationships, but it appears that many homeless mothers were abused as children. As adults these women may have difficulty creating long-term relationships with men and may choose to live with abusive men. Family homelessness is on the rise as women flee the violence inflicted by their partners (Seltser & Miller, 1993).

The single largest cause of injury to women in the U.S. is domestic violence. It affects more than six million women a year. When women leave abusive relationships, they often have nowhere to go. Battered women's shelters are usually filled to capacity. New York City's domestic violence program, for example, turns away 59% of women and children, forcing those families to seek shelter, with time limits

that require that women find alternative housing immediately--usually within a number of weeks. The waiting lists for public or subsidized housing can be anywhere from seven months to a number of years. In Chicago, Michigan, and New York City, about 33% eventually return to their batterers. A Michigan study showed that 60% of those who return to violent partners did so because of the lack of affordable housing (National Coalition, 1995).

Homelessness is becoming an increasingly common experience for women who formerly lived relatively stable middle-class lives. In 1989 children in female-headed households were five times more likely to be living below the poverty line than children living in homes with two parents. Furthermore, the inter-generational support structure linking young adults, parents, and grandparents is more dangerously insecure than at any other time of the nation's history. In light of these developments threatening family stability, homelessness is just one expression of deeper changes occurring in American culture (Seltser & Miller, 1993).

#### Cause of Homelessness at Macro-environment Level

##### Societal System

Societal systems are a significant part of the ecosystem of the family surrounding, the micro-environment

and provide comprehensive systems of interchange for meeting family needs (See Figure 3). Information, goods, and varied services are constantly exchanged with these related societal systems: socio cultural, political, economical, and technological; interchanges may be in the form of goods, needs, or expectations one system holds or provides for another or as tangible support or resources (Deacon & Firebaugh, 1989).

#### Socio-cultural: Race/ethnicity

Culture defines the meaning and content of a society: the values and the cumulative experiences, knowledge, skills, and material goods that comprise its heritage. The socio-cultural system involves the processes through which the meaning and content of any society are reinforced or changed. Cultural values carry a sense of commitment and moral obligation to behave in a prescribed manner. Usually the dominant culture represents the major influences affecting the character of the area (Deacon & Firebaugh, 1989).

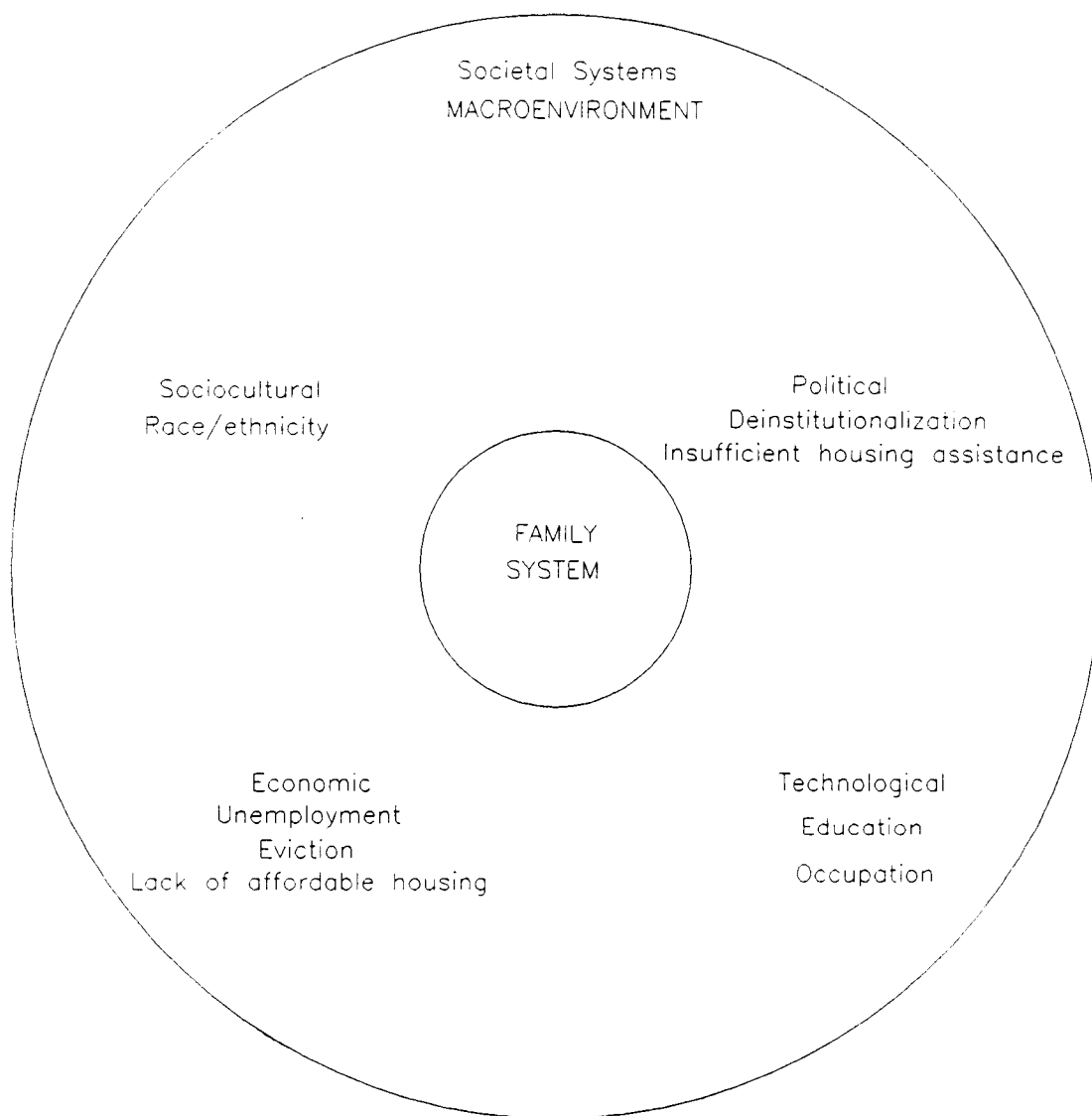


Figure 3. The Macro-environment of family system with socio-cultural, political, economic, and technological variables of the Crisis in Housing for the Poor Study.

The terms culture and subculture have often been used to describe a number of diverse groups of people within the United States who exhibit behavior different from that of the mainstream of society. References have been made to the working class subculture, culture of poverty, Black subculture, and many others. Social scientists have sought to explain the lack of success of certain governmental programs by reference to the differences in housing needs of some disadvantaged groups. For example the failure of efforts to appreciably improve the quality of the urban environment is because the culture of the recent urban immigrant, principally low income Blacks from the rural south, is different from that of the city planners and architects (upper income White). Presumably the needs and desires of the low-income population have been totally ignored (Morris & Winter, 1993).

The persistence of wide spread discrimination and racial segregation in United States has also existed for many years and has been passed from generation to generation. Discrimination remains a potent element contributing to homelessness. For instance, racial discrimination in housing persists and serves to limit the supply of affordable housing (Lang, 1989).

Differences in treatment based on race, national origin, color, religion, and sex have been made unlawful by many local, state, and federal fair housing laws. Most

specifically, Title VIII of the Civil Rights Act of 1968 (as amended) prohibits such discrimination in nearly all types of rental and sales transactions (United States Statutes, 1968). Prior to the existence of Title VIII and the enforcement of these and other fair housing laws, practices of discrimination in housing based on race, national origins, and other factors were both open and common (U.S Department of Housing, 1991).

Although unlawful practices may be less open today, HUD's (1991) Office of Policy Development Research's national study of housing market discrimination indicates that practices of discrimination are still common. According to this study the incidence of unfavorable treatment is 50.4% for Black home buyers, 44.6% for Hispanic home buyers, 45.7% for Black renters, and 42.7% for Hispanic renters. This study indicates that whether or not HUD looks into the sales or rental market, Black and Hispanic home seekers who respond to newspaper advertisements can expect to encounter unfavorable treatment of at least one important aspect of their housing transaction 42% of the time or more (U.S Department of Housing, 1991).

Racial discrimination still prevents Black families from earning as much as Whites, lowers their access to mortgage and business loans, and deprives them of the economic well-being enjoyed by their White middle-class counterparts.

Blacks earn 10% to 26% less than Whites even with similar educational backgrounds (Walter, 1989).

The rate of return to occupational attainment that Blacks receive from education is lower than it is for Whites. The rate of return to earned income received by Blacks from educational attainment is also lower than it is for Whites (Jackman & Jackman, 1980).

The change in the character of the homeless shelter population involves a significant shift in racial composition. In 1987 more than half of the service-using homeless adult population was nonwhite, with Blacks making up 41% and Hispanics 10%. Blacks are 12% of the U.S. population as a whole, 13% of the U.S. population in Metropolitan Statistical Areas (MSAs), and 27% of the U.S. population in poverty. Their presence among the homeless is, thus, three to four times their presence in the entire United States and MSA populations and about one-third more than their presence in the poverty population (Momeni, 1990).

Hispanics constitute 7% of the entire U.S. population, 7% of the MSA population, and 16% of the U.S. population in poverty, but 10% among homeless service-users. Their numbers among the homeless are, thus, slightly higher than their representation in the population as a whole and the MSA population, but lower than their representation among persons in poverty (Momeni, 1990).

In 1988, the proportions reversed. Fifty percent of the users of homeless shelters on an average night were minorities, most of whom were Black. Minorities predominate in medium and large jurisdictions. 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 shelter homeless across region and, perhaps more importantly, across shelter type, suggests that the overrepresentation of minorities among the shelter homeless has intensified (HUD, 1989).

According to the 1984 Housing and Urban Development National Survey of Shelter, Blacks predominate in the metropolitan centers of the East and Midwest. Hispanics are found in greater number in the cities of California and the South West.

### Political

The political system affects the family system through laws, regulations, protection, and other services. The political system encourages politically responsible citizenship and requires adherence to laws and regulations.

Goods and services, such as education and recreational facilities, are frequently made available through the public sharing of resources rather than by private means. Families support the political system by tax payment, responsible voting, adherence to laws, and the fulfillment of other civic obligations. Policies and regulations of the political system can have an almost immediate impact on the family system (Deacon & Firebaugh, 1989).

Deinstitutionalization. Deinstitutionalization policy, especially the way in which it was implemented, is thought to be the major cause of homelessness among the mentally ill. Thousands of patients were discharged to unprepared and unreceptive urban communities before any support systems could be put into place. From 1955 to 1987, the patient population in public mental hospitals dropped from 560,000 to about 116,000. In New York state alone, from an inpatient census of 93,000 in 1955 the institutionalized population dropped to about 20,000 in 1987. The impact of these policies can be seen not only in the many patients that have been discharged from institutions without aftercare plans or support but also in the many mentally ill patients that are denied access to long-term care in hospitals because of strict policies of admission (Caton, 1990).

According to the National Resource Center on Homelessness and Mental Illness (1992), homeless people are 38 times more likely to have a diagnosis of schizophrenia, five times more likely to be diagnosed as having a major depressive disorder, and three times more likely to have primary diagnosis of alcoholism than what is found in the general population. Mentally ill homeless people are more likely to be homeless for longer periods of time, have less contact with family and friends, have more barriers to employment, have poorer physical health conditions, and have more contact with the legal system than homeless people who do not suffer from mental illness (National Coalition, 1995).

Although some chronically mentally ill are able to live with family members, most continue to need structured, supportive housing arrangements. Yet an acute shortage of such housing has existed over the past ten years. In addition the dramatic shrinkage of low income-housing, especially single room occupancy (SRO) hotels that provide one-room apartments in to which many ex-patients had moved, has made more severe an already very horrible situation. The streets and shelters have become the only remaining options (Caton, 1990).

The task of providing comprehensive community based service systems for the chronically mentally ill is clearly a very difficult undertaking. The mentally ill are not only

a diverse group with various functional levels and needs but also the diversity of services they require is so extensive that it is extremely difficult to provide them and coordinate all of the various agencies who participate in aftercare rehabilitation. In addition, due to the great cost of chronic care, the responsibility for its provision is constantly shifted from the state to the local community to the federal government and back to the state again, increasing the obstacles to obtaining care. The treatment of patients with chronic mental illness is substantially a task of maintenance and rehabilitation, requiring long-term responsibility in order to maintain continuity of care. The community must now provide the multiple services formerly supplied by state mental hospitals, such as sanctuary, psychiatric and medical care, and social services (Caton, 1990).

Insufficient housing assistance. Aid to Families with Dependent Children (AFDC) is the main federal-state income support program for poor families with children, but payment levels have fallen so low that they leave families desperately poor and especially vulnerable to homelessness. Benefits in the median state fell by 39% between 1970 and 1990 after adjusting for inflation, and in no state do they now reach the already inadequate federal poverty level.

The median state's monthly benefit in 1990 was \$364 for a family of three--less than half of the federal poverty level (Mihaly, 1991).

Housing subsidies are intended to bridge the gap between AFDC benefits and housing costs; however, most AFDC recipients do not receive housing subsidies. In fact, in 1992 only 3% of AFDC recipients lived in public housing or received a housing subsidy (Blong & Leyser, 1994). The decline in value of AFDC benefits makes it increasingly difficult for families to find housing they can afford. In 1979 rent for a modest two-bedroom apartment in the lowest cost metropolitan area would have consumed 83% of a family's AFDC grant (which is supposed to cover all expenses), in the median state almost three times the recommended budget for housing costs. By 1990 that same apartment would have consumed 117% of the grant (Mihaly, 1991).

More often than not, the plight of families receiving AFDC is not relieved by public housing assistance programs. According to the National Coalition for the Homeless, in 1988 only 25% of families receiving AFDC also received federal, state, or local rent subsidies, despite their obvious need (Mihaly, 1991).

Not surprisingly, many communities report that most of the homeless families they shelter were receiving AFDC when they became homeless. In Atlanta, for example, 64% of homeless families received AFDC before they lost their

housing, as did 66% of the homeless families in Chicago (Mihaly, 1991).

In its 1994 study on the status of hunger and homelessness in 30 cities, the U.S. Conference of Mayors found that requests for housing assistance increased in 23 of the survey cities. Applicants for public housing in the survey cities were forced to wait an average of 21 months from the time they applied until the time they received assistance. The average wait for Section 8 housing was 36 months; for vouchers, the average wait was 35 months. In 17 of the survey cities, the waiting list for at least one assisted housing program was so long the cities actually stopped accepting applications for that program. For example, in Cleveland, family public housing and Section 8 certificates and vouchers were closed; in Chicago, lists for non-elderly households have been closed since 1985, except for federal preference categories (Waxman, 1994).

Excessive waiting lists for public housing mean that homeless people must remain in shelters longer. Consequently, there is less space available for other homeless people, who must find shelter elsewhere or live on the streets. Overall the status of housing for low-income people in the United States is grim. High rents, insufficient assisted housing programs, and a shortage of affordable housing units have contributed to the current housing crisis and to homelessness (Waxman, 1994).

Among low income renters, about two thirds received a selected benefit, such as food stamps, welfare, Supplementary Security income, or rent reductions. For low-income renters with a severe cost burden, 60% were recipients of at least one of these benefits (Grall, 1994).

A recent Housing and Urban Development (HUD 1994) study found that 5.3 million unassisted, very low-income households had "worst case needs" for housing assistance in 1991. The study found that only one-sixth of very low-income, unassisted households live in adequate, uncrowded, and affordable housing. The HUD study also revealed that the sharpest increase in households with acute housing needs occurred among families with children; this group is especially vulnerable to homelessness (HUD, 1994).

### Economic

The economic system is based on the purchase of goods and services, and the aggregate choices make up market demand: total amounts of goods and services that consumers will buy at a given time and given price. Families expect the economic system to make goods and services available that they can purchase at acceptable prices within a context of reasonable protection of market values. The families make purchases and provide productive resources on reasonable and/or agreeable terms of exchange, thus supporting the economic system. Families expect that the economic system

will provide opportunities for family members to participate equitably in productive processes through their labor and investments. Families capabilities and circumstances influence their choices among available alternatives within the opportunities and constraints of the general economy (Deacon & Firebaugh, 1989).

Unemployment. About one out of three homeless adult persons receives some form of public assistance. The remainder, about half, survive by begging, foraging in refuse containers, selling blood, collecting redeemable beverage cans, or receiving handouts (HUD, 1984).

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. 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 (HUD, 1989).

The most recent Census data available show that despite aggregate economic growth and decreasing unemployment, the number of poor people increased from 38 million in 1992 to 39.3 million in 1993 (U.S. Bureau of the Census, 1993). Thus, despite economic recovery, more than one million Americans fell into poverty in 1993. Even more disturbing,

22.7% of all American children lived in poverty in 1993 (Center on Budget and Policy Priorities, 1994). This child poverty rate exceeded the rate for all other years since 1964. It is not surprising, therefore, that families with children are among the fastest growing segment of the homeless population.

One way to make sense of the apparent contradiction between economic growth and increasing poverty is to look at the distribution of national income among households. In 1993, the gaps between household incomes were the widest ever recorded by the Census Bureau. The share of national income going to the top fifth of households (48.2%) was the highest proportion ever recorded, while the share of national income going to the bottom fifth of households (3.6%) was the lowest ever recorded (Center on Budget and Policy Priorities, 1994). Households in the middle lost ground, too. The earnings of a typical full time worker fell more than \$300 in 1993. Economic growth has, thus, chiefly benefitted the wealthiest households (National Coalition, 1995).

There has been significant wage erosion among the poorest working households--those working at minimum-wage jobs. From January 1981 through March 1990, the minimum wage was frozen at \$3.35 an hour, while the cost of living increased by 48% (Jaeger et al., 1992). In 1990, the minimum wage was raised to \$4.25 an hour. This increase, however,

made up less than half the ground lost to inflation during the 1980s. And since 1991, the minimum wage has stood still while the cost of living has risen another 11% (Center on Budget and Policy Priorities, 1995). In fact, full-time minimum-wage earnings plus Earned Income Tax Credit benefits, minus payroll taxes, left a family of four \$5,100 below the poverty line in 1993 (Jaeger et al., 1992). Thus, for many low-income households, work does not provide relief from poverty. The connection between impoverished workers and homelessness can be seen in homeless shelters, many of which house significant numbers of full-time wage earners (National Coalition, 1995).

Just 5% of the homeless in inner-city Los-Angeles reported current paid employment. Although two thirds had engaged in some paid work during the previous year, half had worked no more than one month. The annual income of almost half was less than \$1,000; for three quarters, it was less than \$5,000 (Schutt & Garrett, 1992).

In Chicago, one third of the homeless had worked for pay in the preceding month, only one tenth reported steady work. It had been an average of four years since the last steady job; the median monthly income from all sources was just \$100. Among Boston's homeless, 12% reported current employment; half had not worked for at least 18 weeks, and almost half had never worked for more than 5 months in one job (Schutt & Garrett, 1992).

The average monthly income of homeless persons in Chicago is about \$168 (Rossi et al., 1986). Indeed many rely heavily on the food, shelter, and clothing provided by public or charitable agencies. Without their assistance, they would confront starvation and exposure (Rossi et al., 1986).

Women are less likely to have worked during the past month, as are those homeless households with children (mostly female-headed and those receiving income maintenance). Respondents with more health problems and respondents who have a history of different types of trouble (mental hospitalization, chemical dependency treatment, and state or federal imprisonment) are less likely to have worked during the last month. Income per person is affected by participation in public income maintenance programs and in public programs that compensate people for disabilities, such as veterans' benefits and workers' compensation. Participation in these programs raises the average monthly income per person that homeless people report (Momeni, 1990).

Eviction. A lease is a contract by which one party conveys real estate to another for a term of years or at will usually for a specified rent. A lease may be verbal or written, but most states require that long-term leases be in writing. The landlord is entitled to receive his or her rent

by the agreed-upon date. Depending on the provision of local or state housing laws, a tenant in arrears may be served with the landlord's lien, which means that the landlord may hold a tenant's personal property for payment of rent. More commonly, the landlord has the right to evict the tenant. Landlords often use standard printed agreements that reflect related legal precedents because it would be too expensive to hire a lawyer to write individual leases. Such leases, printed on standard legal forms, are referred to as "a landlord's lease", meaning that the terms favor the landlord (Newmark & Thompson, 1977).

Presently in the United States, direct housing subsidies are based on the assumption that families can pay a certain percentage of their net income toward housing. Thus, families are expected to pay 25 to 30% of their income for rent (often more in the housing voucher program), regardless of how little income they have, with the subsidy covering that part of the rent charged that is not paid by the family. Many families cannot afford to pay even 25% of their income for rent and still have adequate funds for their other needs. If they do not pay rent by the agreed upon date the landlord has the right to evict the tenant (Zarembka, 1990).

In many particular cases, it is not only for economical reasons that families can be evicted. For example, a parent could be simply not a very good money manager and a few

weeks of overspending on food, toys, or clothing may have left the family without money to pay the rent at the end of the month. It is also possible to identify some other factors. For example, families can be evicted from apartments because the children were too noisy or disruptive or one of the family members, perhaps the father or an older sibling, used drugs (Seltser & Miller, 1993).

Lack of affordable housing. Almost all American families feel the squeeze of rising housing costs and stagnating incomes, but the families with the fewest resources suffer the worst consequences. For many middle-class families, the housing crisis means that a greater share of income goes to housing, that a second wage earner in the family is essential, or that adult children are moving back home or not leaving at all. For many near-poor and poor families, which are forced to spend much of their incomes just for rent, the crisis means cutting back on food, clothing, or health care, or living in appalling conditions. And for many, especially the very poor, who must spend ultimately unmanageable shares of their incomes for housing, or live doubled-up with friends and relatives, too often the crisis leaves them homeless (Mihaly, 1991).

A recent Housing and Urban Development (HUD 1994) study found that 5.3 million unassisted, very low-income households had "worst case needs" for housing assistance in

1991. The study found that only one-sixth of very low-income, unassisted households live in adequate, uncrowded, and affordable housing. The HUD study also revealed that the sharpest increase in households with acute housing needs occurred among families with children; this group is especially vulnerable to homelessness (HUD, 1994).

Since 1970, housing costs have grown much faster than general inflation and family incomes, making home ownership impossible for more and more families and forcing renters to spend large and growing portions of their incomes for rent. According to the Joint Center for Housing Studies, the median price of a house rose by more than 20% between 1973 and 1987 (in real, inflation-adjusted dollars) while median family income rose by no more than 1%. Nationally, in 1986 the Joint Center estimated that only 15% of young renters (families headed by adults between 25 and 34) could qualify to purchase their first home (Mihaly, 1991).

According to data compiled between 1974 and 1987 by the Center for Labor Market Studies of Northeastern University for the Russell Sage Foundation, home ownership fell by 8% among all families with children, and most among families whose incomes lagged: 14% among female-headed families, 12% among Black families, and 17% among Latino families. The home ownership rate among poor families dropped most precipitously, by 33% (Mihaly, 1991).

Young families with children (headed by parents younger than 30) have been particularly hard hit by the rising costs of home ownership. In 1973 it took 23% of the median income of such families to carry a mortgage on the average priced house; by 1986 the new mortgage on an average house cost a young family 51% of its income (Mihaly, 1991).

In the past 20 years, 1.3 million low-rent units have disappeared from the market. These low-cost units are disappearing for several reasons. They were abandoned, converted into condominiums or expensive apartments, or became unaffordable because of cost increases. During the same period, the number of low-income renters has increased by 3.2 million. The resulting gap between the number of affordable housing units and the number of people needing them has created a housing crisis for poor people. This housing crisis has resulted in high rent burdens (rents that absorb a high proportion of income), overcrowding, and substandard housing. These phenomena in turn have not only forced many to become homeless, but they have also put a large and growing number of people at risk of becoming homeless (Momeni, 1990).

According to the Center for Budget and Policy Priorities, in 1970 there were 8.5 million units renting at less than \$250 a month (in 1987 dollars), an amount affordable by a family with an income of less than \$10,000. By 1987 the number of units available at that price fell to

6.6 million. Recent construction patterns show that the gap is likely to continue. According to the U.S. Census Bureau, only 6% of the new apartments created in 1988 rented for less than \$350 a month, while more than half rented for \$550 a month or more (Mihaly, 1991).

Gentrification also has driven housing prices up in many formerly low-income neighborhoods. The types of federal assistance that financed the construction and rehabilitation of many low-cost units have dried up almost entirely. Tax policies--federal, state, and often local--almost exclusively encourage the development of luxury units and commercial real estate instead of affordable housing (Momeni, 1990).

### Technological

Technology's basic role is as a tool, a means through which knowledge, material, and energy may be usefully applied. Generally implied, however, is the shift from an emphasis on machines or product applications that fostered the industrial revolution to electronic or other fundamental changes in structures or functions. Changing technology has both personal and social welfare implications on families every day life (Deacon & Firebaugh, 1989).

Education. According to 1987 findings from a National Survey, slightly fewer than half of the total sample, which

includes single individuals as well as family groups, did not graduate from high school (48%), but 52% do have a high school diploma or equivalent, and 20% have some post-high school education. Individuals who use only soup kitchens have somewhat lower levels of educational achievement overall, with 65% reporting less than a high school education; users of shelters only are the best educated, with only 41% reporting less than a high school education. Nevertheless, these levels of educational attainment are lower than levels for the United States as a whole, among whom only 19% of adults aged 18-59 and over had not completed high school in 1986. They are much closer to the educational attainment for persons 18-59 years of age below the poverty level in 1986, among whom 43% were not high school graduates (Momeni, 1990).

About 2,300 homeless families received shelter in New York City in 1984; 90% were single, female headed households. They are young and less educated than other adult homeless persons (Schult & Garrett, 1992).

Lack of education and lack of job skills among many homeless persons probably hinders their efforts to get back into the mainstream. The higher the educational attainment of homeless people, the more likely they are to have worked for pay during the past month and the higher their reported income per person in their household (Momeni, 1990).

Occupation. The dearth of job opportunities for unskilled workers contributes to the spread of homelessness. The relocation of production sites to other countries as well as the trend toward automated production have created a corresponding shift in U.S. job opportunities. Government labor market statistics indicate sharp declines in manufacturing, transportation, and construction employment and increases in finance, trade, and service employment. During the 1950's, 33% of all workers were employed in manufacturing, a figure that dropped to 30% in the 1960s and to 20% in the 1980s. By the beginning of the 1990s the figure was at 17% and falling. The 500 largest U.S. industrial companies, in fact, produced no net increase in the number of U.S. jobs between 1975 and 1990, and their share of the civilian work force dropped from 17% to less than 10% during the same period (Yeich, 1994).

These changing employment opportunities are dramatically affecting the social class structure. Many jobs offering a middle class standard of living are disappearing and are being replaced by high-paid, specialized and technical positions on one hand, and low-paid, low-skilled, often part-time positions on the other. While the new economic base is generating jobs on both ends of the wage scale, there is a disproportionate number being created on the low end. Forty-four percent of the new jobs created since 1980 pay poverty level wages, and one-half of the jobs

in the growing producer services sector are in the next to lowest income class. Retail-trade jobs, for example, pay an average of only \$204 per week, compared to an average of \$458 per week paid by manufacturing jobs (Yeich, 1994).

Changes in the labor market could also have contributed to rising homelessness among women, but hardly anyone makes that argument. Instead most observers blame the spread of homelessness among women on the decline of marriage, which has left more women fending for themselves. The fact that fewer women have husbands seems particularly to have pushed up homelessness among children, since men seldom do much to support their children unless they live under the same roof, and unskilled women can seldom support themselves and their children on their earnings alone (Jencks, 1994).

#### Natural and Built Environment

The macro-environment level includes not only the societal systems (a) socio-cultural, (b) political, (c) economical, and (d) technological but also the natural and built environment. This study focuses on societal system.

## CHAPTER III

## METHODOLOGY

The purpose is to investigate the number of, causes of, services denied to, and reasons for denial of services to homeless families with children--single parent families (female and male) and couples in a tri-county region, Linn, Benton, and Lincoln counties, Oregon. The data for this study were obtained from two monthly survey forms in which the homeless in Linn, Benton and Lincoln counties were investigated by the Community Services Consortium (CSC). A monthly survey form was used from July 1992-June 1995. A revised monthly survey form was in use from July 1995-December 1995.

Study Design

The population was determined by the number of families served by the sites that provide assistance from CSC's funded shelter program in the tri-county region (July 1992 through December 1995). Sites used funds to provide assistance to the homeless as well as to those at risk of homelessness through: emergency shelters, transitional housing, motel/hotel vouchers, rent/mortgage and utility assistance, information and referral, case management, crisis intervention, and meals, clothing, and medication.

## Survey Design

### Data Collection

Community Service Consortium (CSC) currently funds ten agencies that provide services to the homeless in Linn, Benton, and Lincoln counties, Oregon. The information about homeless individuals, including cause of homelessness, services denied, and reasons for denial, is collected and reported by these agencies. CSC's subcontract agencies from FY'92 through FY'95 from which data were collected include: Fish of Albany, Contact Information and Referral, Women's Domestic Violence Intervention Program, Center Against Rape and Domestic Violence, Community Outreach, Lincoln County Council on Alcohol and Drug Abuse, Lebanon Basic Service Center, CSC's Emergency Housing Assistance Programs, Centro de Ayuda, and the Multi-cultural Assistance Program.

### Response Rate

To receive funding from CSC, agencies are required to complete monthly survey forms; therefore, the response rate should be 100%. Due to the nature of homelessness it can be assumed that there are many more individuals who are homeless in these counties than were counted in these agency surveys. The individuals not counted include those who did not show-up at the shelter, those individuals who "hide" in cars, vans, abandoned buildings, public parks, and

campgrounds, or those who utilize shelters or programs that CSC does not fund, for example, local churches that seasonally provide shelter to homeless people.

### Data Management

The data were taken from individual survey forms prepared by Community Services Consortium. Each month, CSC collects monthly survey forms from CSC's funded agencies (See appendix A).

### Measurement of Variables

#### Measurement of Predictor Variables

##### Date

Dates were categorized and coded as follows: July 1, 1992 through June 30, 1993 (1), July 1, 1993 through June 30, 1994 (2), July 1, 1994 through, June 30, 1995 (3) and July 1-1995 through December 30-1995 (4).

##### Household Composition

Household composition was categorized and coded as follows: single female parent family (0), single male parent family (1), and couple with children (2).

## Measurement of Outcome Variables

### Cause of Homelessness

Cause of homelessness was categorized and coded as follows: health--mental/emotional/alcohol/drug abuse (0), domestic violence (1), deinstitutionalization (2), assistance loses (welfare/housing) (3), unemployment (4), eviction (5) lack of affordable housing (6), other (7), cause not reported (8).

### Services Denied

The type of services denied by agencies to families upon request was measured. Services denied were classified and coded as follows: emergency shelter (0), transitional housing (1), motel/hotel voucher (2), information and referral (3), case management (4), crisis intervention (5), meals (6), rent/mortgage assistance (7), utilities assistance (8), (See appendix B).

### Reason for Denial

Reasons given by agencies for the denial of services to the families were measured. Reasons for denial were categorized and coded as follow: program out of funds (1), shelter full (2), client has other resources (3), client is not eligible (4), client did not cooperate (5), other (6), (See appendix B).

## Statistical Analysis

The analysis of the population of families who used CSC funded agencies include descriptive statistics and some use of inferential statistics as a check on the interpretation of descriptive data. The statistical analyses were computed using the statistical package for SAS. Chi-square tests were used to test for associations in  $H_{02}$ ,  $H_{03}$ ,  $H_{04}$ , and  $H_{08}$ . The acceptable significant level was .05. The questions (Q1., Q5, Q6, Q7) and hypothesis ( $H_{02}$ ,  $H_{03}$ ,  $H_{04}$ ,  $H_{08}$ ) follow.

- Q1. Will the number of homeless families served yearly in Linn, Benton, and Lincoln counties over a three year period (July 1, 1992-June 30, 1995) differ?
- $H_{02}$ . There will be no yearly differences in the number of homeless in Linn, Benton, and Lincoln counties by family type: single female parent families, single male parent families and couples with children over a three year period (July 1, 1992-June 30, 1995).
- $H_{03}$ . Single female parents family will more likely be homeless due to domestic violence during a three year period (July 1, 1992-June 30, 1995).
- $H_{04}$ . There will be no yearly differences in each of the seven causes of homelessness over a three year period (July 1, 1992-June 30, 1995):

- a) health (alcohol/drug abuse, mental/emotional disability),
- b) domestic violence,
- c) deinstitutionalization,
- d) assistance loss (housing, welfare),
- e) unemployment,
- f) eviction, and
- g) lack of affordable housing,

Q5. Will there be differences in the nine services denied to homeless families during July 1, 1995-December 30, 1995:

- a) emergency shelter,
- b) transitional shelter,
- c) motel/hotel voucher,
- d) information and referral,
- e) case management,
- f) crisis intervention,
- g) meals,
- h) rent/mortgage assistance, and
- i) utility assistance?

Q6. Will there be differences in the services denied to homeless families by family type: single female parent families, single male parent families, and couples with children during July 1, 1995-December 30, 1995?

- Q7. Will there be differences among the five reasons given by agencies for the denial of services to homeless families during July 1, 1995-December 30, 1995:
- a) program out of funds,
  - b) shelter/motel/hotel full,
  - c) client has other resources (sufficient income to establish own home),
  - d) client is not eligible for agency's services, or
  - e) client is not cooperative (refused to give required information, refused to comply with rules)?
- H<sub>0</sub>8. There will be no differences in the reasons given by agencies for the denial of services to homeless families by family type: single female parent families, single male parent families, and couples with children during July 1, 1995-December 30, 1995.

## CHAPTER IV

### RESULTS AND DISCUSSION

#### Question and Hypothesis Findings

The questions, Q1, Q5, Q6, and Q7, were descriptively analyzed. The hypotheses  $H_{02}$ ,  $H_{03}$ ,  $H_{04}$ , and  $H_{08}$ , were analyzed statistically using chi-square tests. Rejection of the null hypotheses was  $p \leq .05$ .

Q1: Will the number of homeless families served yearly in Linn, Benton, and Lincoln counties over a three year period (July 1, 1992-June 30, 1995) differ?

The number of homeless families served yearly (fiscal year 1993, 1994, and 1995) in Linn, Benton and Lincoln counties are shown in table one. The numbers seem fairly consistent between 1993 and 1994 but, increased by 43% between 1994 and 1995.

Table 1  
Number of Families Served During Fiscal Year 1993, 1994 and 1995.

Fiscal year	N=2825
1993	850
1994	814
1995	1161

H<sub>2</sub>: There will be no yearly differences in the number of homeless served in Linn, Benton, and Lincoln counties by family type: Single female parent families, single male parent families, and couples with children over a three year period (July 1, 1992-June 30, 1995).

There was no significant difference ( $\chi^2(df=4, N=2825)=5.296, p=.258$ ) in the number of homeless families served in Linn, Benton, and Lincoln counties by family type: Single female parent families, single male parent families, and couples with children over a three year period (July 1, 1992-June 30, 1995). The null hypothesis, H<sub>02</sub>, was not rejected (see Table 2).

Table 2

<sup>a</sup>Chi-square test Result for Family Types Served During Three Fiscal Years 1992-1995.

Family type	Fiscal year 92-93 N=850 %	Fiscal year 93-94 N=814 %	Fiscal year 94-95 N=1161 %
Single female parents	62.82	62.90	62.96
Single male parents	4.00	4.55	6.03
Couples with children	33.18	32.56	31.01
Total	100.00	100.00	100.00

<sup>a</sup> $\chi^2(df=4, N=2825)=5.296, p=.258$

df=Degree of freedom

p=Probability

%=Computed value of a chi-square test

N=Total number in population

H<sub>3</sub>: Single female parent families will more likely be homeless due to domestic violence during a three year period (July, 1 1992-June 30, 1995)

There was a significant difference ( $X^2(df=16, N=1824)=599.620, p=.001$ ) in the major causes of homelessness that have been self reported by family type during a three year period (July 1, 1992-June 30, 1995). The hypothesis was supported by the finding. The majority of single female parent families self reported that their homelessness was the result of domestic violence (52.71%). And also this study found that two of the causes more single male parent families reported were lack of affordable housing (40.96%) and unemployment (21.69%) while couples with children were more likely to report these two causes unemployment (27.15%) and lack of affordable housing (26.07%) (see Table 3).

H<sub>4</sub>: There will be no yearly differences in each of the seven causes of homelessness over a three year period (July 1, 1992-June 30, 1995.)

There were no significant yearly differences ( $X^2(df=16, N=1824)=14.036, p=.596$ ) in each of the seven causes of family homelessness over a three year period (July 1, 1992-June 30 1995). The null hypothesis, H<sub>4</sub>, was not rejected (see Table 4).

Table 3

<sup>a</sup>Chi-square Test Result for Causes of Homelessness in Linn, Benton and Lincoln Counties by Family Type Over a Three Year Period (July 1, 1992-June 30, 1995).

Cause of homelessness	Single female parents N=1089 %	Single male parents N=83 %	Couples with children N=652 %
Health	2.75	8.43	2.76
Domestic violence	52.71	2.41	2.45
Deinstitutionlization	1.10	2.41	1.38
Assistance loss	1.38	2.41	2.15
Unemployment	4.78	21.69	27.15
Eviction	13.59	10.85	17.94
Lack of affordable housing	14.42	40.96	26.07
Others	7.99	10.84	17.02
Cause not reported	1.29	0.00	3.07
Total	100.00	100.00	100.00

<sup>a</sup> $\chi^2(df=16, N=1824)=599.620, p=.001$

<sup>b</sup>One cause of homelessness was reported

df=Degree of freedom

p=Probability

%=Computed value of a chi-square test

N=Total number in population

Table 4

<sup>a</sup>Chi-square Test Results for Causes of Family Homelessness in Linn, Benton and Lincoln Counties During Fiscal Year 1992-1993, 1993-1994 and 1994-1995.

Cause of homelessness	Fiscal year 1992-1993 N=663 %	Fiscal year 1993-1994 N=531 %	Fiscal year 1994-1995 N=630 %
Health	2.41	3.95	2.86
Domestic violence	32.13	30.32	34.60
Deinstitutionalization	1.21	1.51	1.11
Assistance loss	1.51	1.13	2.38
Unemployment	14.93	12.24	13.17
Eviction	14.33	15.07	15.71
Lack of affordable housing	19.76	22.22	17.78
Others	12.22	11.49	10.32
Cause not reported	1.51	2.07	2.06
Total	100.00	100.00	100.00

<sup>a</sup> $\chi^2(df=16, N=1824)=14.036, p=.596$

<sup>b</sup>One cause of homelessness was reported

df=Degree of freedom

p=Probability

%=Computed value of a chi-square test

N=Total number in population

Q5: Will there be differences in the nine services denied to  
homeless families during  
July 1, 1995-December 30, 1995?

There was a difference in the number of denials to homeless families in the nine services during July 1, 1995-December 30, 1995. The three services most denied have to do with shelter: emergency shelter (n=234), rent mortgage assistance (n=181) and motel/hotel (n=83).

Table 5

<sup>a</sup>Services Denied to Homeless Families with Children in Linn, Benton and Lincoln County During July 1, 1995-December 30, 1995.

Services denied	Number of times a service was denied
Emergency shelter	234
Transitional housing	17
Motel/hotel	83
Information and referral	0
Case management	0
Crisis intervention	0
Meals	0
Rent/mortgage assistance	181
Utility assistance	15

<sup>a</sup>Services denied = one family can be denied more than one service.

Q6: Will there be differences in the number of denials by family type: single female parent families, single male parent families, and couples with children during July 1, 1995-December 30, 1995?

There were differences in the number of denials by family type. During a six month period more single female parent families requested and were denied emergency shelter (n=108) and rent/mortgage assistance (n=109) while fewer couples with children requested and were denied emergency shelter (n=99). The denial of requested services for single female parent families mostly fell between emergency shelter and rent and mortgage (n=108, 109, respectively) while the denials to couples were more evenly distributed among emergency shelter (n=99), rent and mortgage assistance (n=57) and motel hotel voucher (n=52), as they were for single male parent families (n= 27, 15, and 18, respectively).

Table 6  
 Requested<sup>a</sup>Services Denied to Homeless Families by Family  
 Types in Linn, Benton, and Lincoln Counties During July 1,  
 1995- December 30, 1995.

Services denied	Single female parent family	Single male parent family	Couples with children
Emergency shelter	108	27	99
Transition housing	9	3	5
Motel/hotel voucher	13	18	52
Information and referral	0	0	0
Case management	0	0	0
Crisis intervention	0	0	0
Meals	0	0	0
Rent/mortgage assistance	109	15	57
Utility assistance	8	2	5

<sup>a</sup>Services denied = one family can be denied more than one service.

Q7: Will there be differences in the five reasons given by agencies for the denial of services to homeless families during July 1, 1995-December 30, 1995?

There were differences in the five reasons given by agencies for the denial of services to homeless families. The three reasons given by most agencies for the denial of services to homeless families were shelter full (n=211), program out of funds (n=103), and client is not eligible (n=76).

Table 7  
Reasons Given by Agencies for the Denial of Services to Homeless Families During July 1, 1995-December 30, 1995.

Reason for denial	N
Program out of funds	103
Shelter full	211
Client has other resources	20
Client is not eligible	76
Client is not cooperative	11
Others	26
Total	447

H<sub>0</sub>8: There will be no differences in the reasons given by agencies for the denial of services to homeless families by family type: Single female parent families, single male parent families, and couples with children during July 1, 1995-December 30, 1995.

There were differences ( $X^2(df=10, N=447)=18.117, p=.053$ ) in the reasons given by agencies for the denial of services for homeless families by family type. The majority of couples with children (55.42%) and single male parent families (53.19%) were denied services because shelter/motel/hotels were full; while the most reported reason was the same for single female parent families, fewer (40.17%) were denied services because of this reason. The second most reported reasons were the same for single female parent families and couples with children: program out of funds (25.64% and 22.29%, respectively).

Table 8

<sup>a</sup>Chi-square Test Result for Reasons Given by Agencies for the Denial of Services for Homeless Families by Family Type During July 1, 1995-December 30, 1995.

Reasons for denial	Single female parents N=234 %	Single male parents N=47 %	Couples with children N=166 %
Program out of funds	25.64	12.77	22.29
Shelter/motel/hotel full	40.17	53.19	55.42
Client has other resources	5.56	8.51	1.81
Client is not eligible	18.80	17.02	14.46
Client is not cooperative	2.14	2.13	3.01
Other	7.69	6.38	3.01
Total	100.00	100.00	100.00

<sup>a</sup> $\chi^2$  (df=10, N=447)=18.00, p=.053

df=Degree of freedom

p=Probability

%=Computed value of a chi-square test

N=Total number of population

## Discussion of Findings

### Families Served

In fiscal year 1993-1995 2,825 families received assistance in the form of emergency shelter, transitional housing, motel/hotel voucher, information and referral, case management, crisis intervention, meals, rent, mortgage assistance, and utility assistance from CSC sponsored agencies.

There was no major difference in the total number of homeless families served over a three year period beginning July 1, 1992-June 30, 1995. There was also no difference in the number of homeless families served by family type: single female parent families, single male parent families, and couples with children.

The limited availability of funds, the limited capacity of shelters, and the specificity of the data counting only those people who received services from area shelters, were significant barriers to a thorough identification of the number of homeless families and their needs in these counties. Homeless persons may not have chosen or may not have been able to use a shelter, as a shelter may have been full, the household may have not qualified or been eligible for the services, or the services needed may not have existed locally. There could easily be more homeless people in these counties than counted by agencies.

### Causes of Homelessness

In this study causes of homelessness were divided into two levels micro-environment and macro-environment. Micro-environment level includes health and domestic violence; macro-environment level includes deinstitutionalization, assistance loss, unemployment, eviction and lack of affordable housing.

The causes of homelessness in Linn, Benton and Lincoln counties were multiple. Domestic violence, lack of affordable housing, and unemployment were the major self reported causes of homelessness, and deinstitutionalization and assistance loss were the least reported.

#### Micro-environment Level--Social Aspect: Domestic Violence

It was hypothesized that single female parent families would more likely be homeless due to domestic violence during a three year period (July 1, 1992-June 30, 1995). It was found that leading cause of homelessness among single female parent families is domestic violence (52.7%). This finding is consistent with the National Coalition's (1995) finding that 50% of the homeless women and children in the U.S. are fleeing abuse. The personal crisis of domestic violence, compounded by lack of affordable housing, have created a population of battered women and their children who must either remain housed in potentially life-threatening situations or become homeless (see Figure 4).

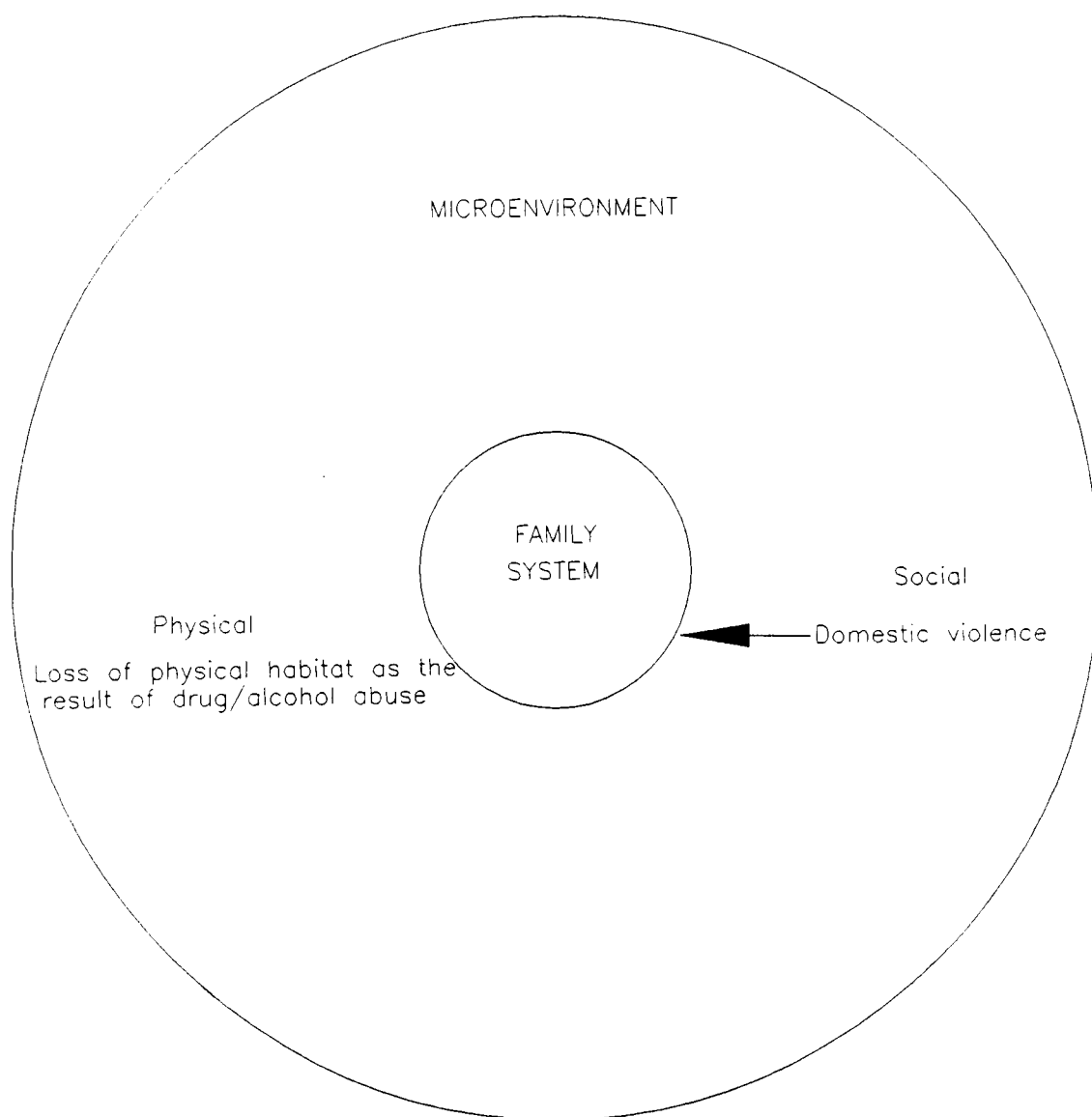


Figure 4. Domestic violence (Social) as a major causes of family homelessness in micro-environmental level.

## Macro-environment Level

### Social System

#### Economic system

The economic system is part of a societal system that provides opportunity for family members to participate equally in productive processes through their labor and investments (Deacon & Firebaugh 1989). The decline and growth of the economy of a country can affect the availability of jobs in the labor market and the affordability of housing in the housing market. Economic factors such as high interest rates and low returns on investments reduce new housing starts (Friedreich, 1988). In this study economic system plays a more major role in causing family homelessness than any other societal systems (see Figure 5).

Lack of affordable housing. This study found that most single male parent families (40.96%) and more couples with children (26.07%) self reported that their homelessness was the result of lack of affordable housing. Low-rent units have disappeared from the housing market for many reasons; they could be abandoned, converted into condominiums or expensive apartments, or simply become unaffordable because of cost increases (Momeni, 1990).

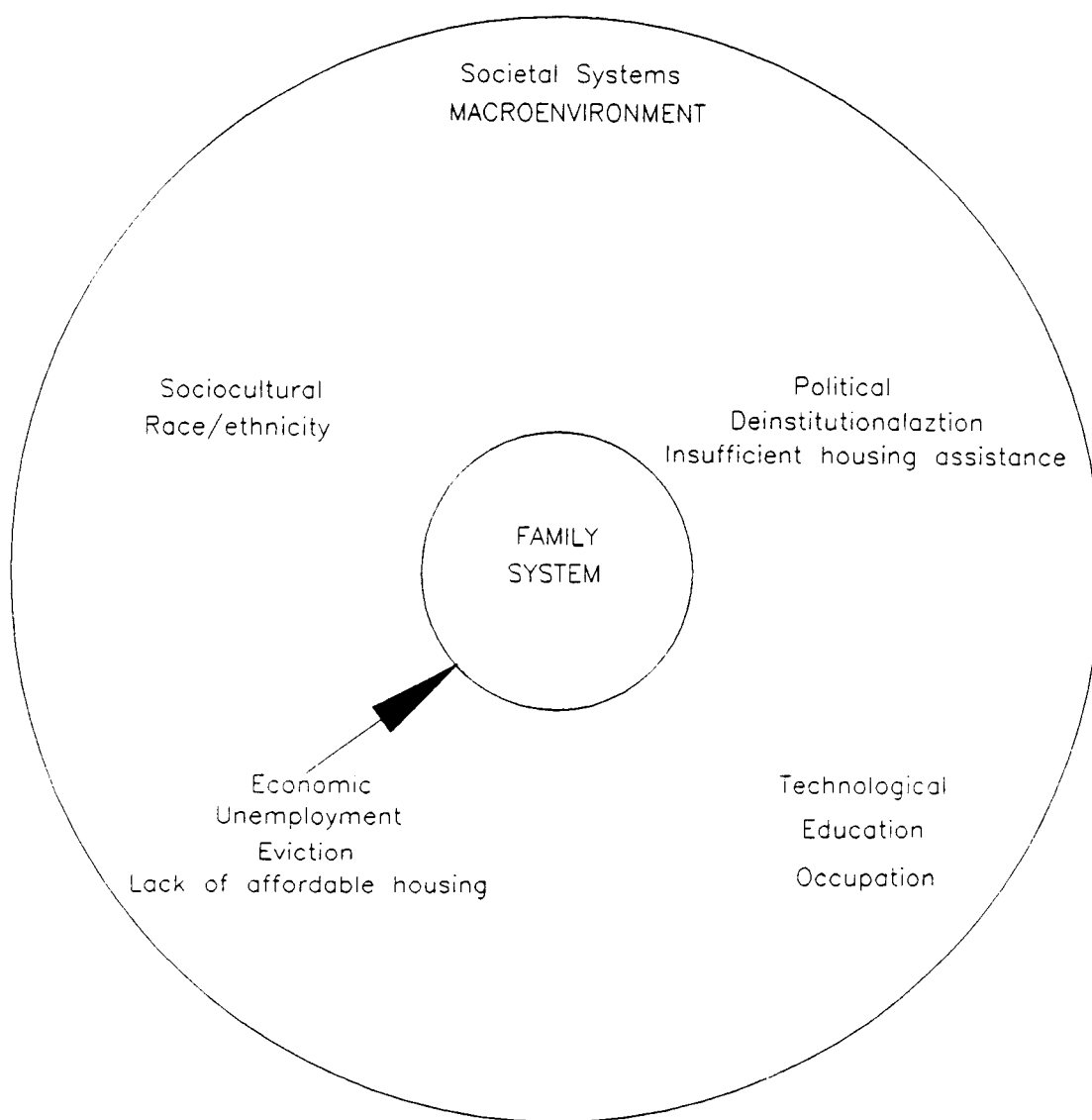


Figure 5. Economic system as a major causes of family homelessness in macro-environment level.

Even though this study does not document the number of low income housing units that were abandoned or converted into expensive apartments and condominiums, according to the Oregon Housing and Community Services Department (1993), rents have increased dramatically, and the availability of low-income housing has decreased since 1991 in Linn, Benton and Lincoln counties.

Benton County has had the area's most stable economy, being the home of Oregon State University and a number of high tech employers, including Hewlett Packard. The county has also had the area's most rapid rise in housing costs with the sales price approximately doubling in the last three to four years. The estimated median value for a single-family home in Benton County in 1995 was \$117,700, approximately 21% higher than the 1993 median value of \$90,000. The median value of rural homes was \$127,500 in 1995, about a 14% increase since 1993 (Weygandt, 1995).

In 1991 the Linn-Benton Housing Authority was averaging 80 new applications a month, and only 28 families were able to use their certificates or vouchers to lease a housing unit. The length of time people spend waiting for vouchers or certificates from the Linn-Benton Housing Authority is currently about four years and can be much longer (Weygandt, 1995).

Georgia Stone, Executive Director of the Housing Authority of Lincoln county, commented in a 1993

Comprehensive Housing Affordability Strategy Public Hearing that the influx of the Hispanic population into Lincoln County to work in the fishing industries created a critical need for low and very-low income housing for families. She also mentioned that the housing authority is aware of the unmet needs in the county because of their higher waiting lists (OHCSD, 1993).

Given the short length of time people are allowed to stay in shelters versus the long wait to receive a HUD voucher or certificate is complicated even more by the lack of available housing once rent assistance is obtained. It is easy to see why people have such a hard time getting back on their feet.

Unemployment. In this study it was found that unemployment was the leading cause of homelessness for couples with children (27.15%) and the second leading cause of homelessness for single male parent families (21.69%). Linn County is a federally designated timber dependent community. Linn County's economy has been based on farming and timber; however, timber based employment has decreased dramatically due to resource restriction (CSC, 1995).

Data from the Oregon Employment Division for the period January 1991 through June 1991 indicated that job openings that would typically be filled by migrant workers paid median wage of approximately \$5.00 per hour. This wage level

would not allow most migrant workers to afford much of the rental housing in this county. This mismatch between income and housing cost tends to encourage overcrowding in units as workers share their expenses or increase the at risk of homelessness.

Statistically the Oregon economy can be presented as being in great shape. The State of Oregon Employment Department (1990) reported that in the past ten years, 250,000 jobs have been added to the State's economy. This increase accounts for 20% of the jobs in the state. But most of these jobs are not in the higher paying manufacturing industries, rather they have been in the lower paying retail trade and service sectors of region's economy (Mc Coid, 1990).

#### Denial of Services and Reasons for Denial

By 1984, HUD counted that there are at least two and possibly three times as many people in need of shelter nationally as there are shelter beds. This study found that there is a mismatch in supply and demand of services for homeless families in Linn, Benton and Lincoln counties, Oregon. According to this study the three services most denied to homeless families had to do with shelter-- emergency shelter (n=234), rent and mortgage assistance (n=180), and transitional housing (n=83).

One possible indicator of the mismatch between supply and demand would be looking at the number of homeless turned away when they seek admittance or services to a particular shelter. Interpretation of turned away statistics might be complicated if the majority of those are turned away from a shelter not because it is full or out of funds but because the client has other resources, the client is not eligible or the client is not cooperative. But in this study the two reasons given most frequently by agencies for the denial of services to homeless families were that the shelter was full (47.21%) and the program was out of funds (23.04%). The expansion of capacity should at least keep pace with any further growth in the homeless population. The expansion of shelter capacity does not, however, ensure that the non-shelter needs of the homeless are met. That depends on what goes on inside the shelters and elsewhere.

CHAPTER V  
SUMMARY, IMPLICATION, AND RECOMMENDATION

The purpose was to investigate the numbers of, causes of, services denied to, and reasons for denial of services to homeless families with children, single parent families (female and male) and couples in a tri-county region, Linn, Benton, and Lincoln counties, Oregon. Knowledge about the numbers affected and causes of family homelessness, the availability of existing services to meet their needs, which services are most frequently denied to homeless families, and why homeless families are denied services will give government officials and non-profit organizations, including churches, the opportunity to better supply the types of services needed, by improved allocation and use of funds and organization of volunteers. By doing this they can help homeless families regain independence as quickly as possible to become healthy and productive citizens.

The selection of variables for this study was guided by a review of literature on factors causing family homelessness. Deacon and Firebaugh's (1989) theoretical framework, Ecological Systems of the Family, was used to explain the interplay of the family system with external systems, and how external systems (socio-cultural, political, economical, and technological) are connected with the family system and their interaction and interdependence.

A question was posed as to whether or not there would be a change in the number of homeless families served yearly. It was hypothesized that there would be no yearly differences in the number of homeless families that have been served by family type. It was found that there was about 37% increase in the total number of homeless families served over a three year period July 1, 1992-June 30, 1995. There was no significant difference in the number of homeless families served by family type, ( $\chi^2(df=4, N=2825)=5.296, p=.258$ ).

It was hypothesized that single female parent families would more likely be homeless due to domestic violence during a three year period (July 1, 1992-June 30, 1995). It was also hypothesized that there would be no yearly differences in each of the seven causes of homelessness (health, domestic violence, deinstitutionalization, assistance loss, unemployment, eviction, and lack of affordable housing) during a three year period (July 1, 1992-June 30, 1995).

It was found that the major causes of homelessness that were self reported by family type during a three year period (July 1, 1992-June 30, 1995) significantly differed, ( $\chi^2(df=16, N=1824)=599.620, p=.001$ ). The majority of single female parent families self reported that their homelessness was the result of domestic violence (52.71%). This study also found that the two causes which were more frequently

self reported by single male parent families, lack of affordable housing (40.96%) and unemployment (21.69%), were those more reported by couples with children, unemployment (27.15%) and lack of affordable housing (26.07%). There were no significant yearly differences, ( $X^2(df = 16, N = 1824) = 14.036, p = .596$ ), in each of the seven causes of family homelessness over a three year period (July 1, 1992-June 30 1995).

Additionally it was questioned as to whether or not the nine services denied to homeless families (emergency shelter, transitional shelter, motel/hotel voucher, information and referral, case management, crisis intervention, meals, rent/mortgage assistance, and utility assistance) would differ. A difference was found in the nine services denied to homeless families during July 1, 1995-December 30, 1995. The three services most denied had to do with shelter: emergency shelter ( $n = 234$ ), rent mortgage assistance ( $n = 181$ ) and motel/hotel ( $n = 83$ ).

It was also questioned as to whether or not the number of denials by family type would differ. A difference was found in the number of denials by family type. During a six month period more single female parent families requested and were denied emergency shelter ( $n = 108$ ) and rent/mortgage assistance ( $n = 109$ ) while fewer couples with children requested and were denied emergency shelter ( $n = 99$ ). The denial of requested services for single female parent

families mostly fell between emergency shelter and rent and mortgage (n=108, 109, respectively) while the denials to couples were more evenly distributed among emergency shelter (n=99), rent and mortgage assistance (n=57), and motel hotel voucher (n=52), as they were for single male parent families (n=27, 15, and 18, respectively).

It was also questioned as to whether or not the five reasons given by agencies for the denial of services to homeless families (program out of funds, shelter/motel/hotel full, client has other resources, client is not eligible, or client is not cooperative) during July 1, 1995-December 30, 1995 would differ. It was hypothesized that there would be no differences in the reasons given by agencies for the denial of services to homeless families by family type.

The five reasons given by agencies for the denial of services to homeless families differed. The three reasons given by most agencies for the denial of services to homeless families were shelter full (47.21%), program out of funds (23.04), and client is not eligible (17%).

A difference ( $X^2(df=10, N=447)=18.117, p=.053$ ) was also found in the reasons given by agencies for the denial of services for homeless families by family type. The majority of couples with children (55.42%) and single male parent families (53.19%) were denied services because shelter/motel/hotels were full, while the most reported reasons for the denial of services was the same for single

female parent families, fewer (40.17%) were denied services because of this reason. The second most reported reasons were the same for single female parent families and couples with children, program out of funds (25.64% and 22.29%, respectively).

### Implication

Community is more than the housing supply itself. The quality of community, which carries a sense of belonging, rootedness, attachment, hope, and services rendered formally and informally, needs to be reflected in housing policy.

Every level of government and every segment of society has a role to play in reducing family homelessness. The federal government should provide states with additional funds targeted to provide comprehensive services for families; services that will help prevent homelessness and assist homeless families in moving to permanent housing. Comprehensive services that can help families re-establish permanent housing should be offered to families as they enter the shelter system. Specialized services should be provided to families with special needs, including those suffering from domestic violence.

This study shows that there was a substantial population of women and children that became homeless in a tri-county region in Oregon during fiscal year 1993, 1994

and 1995 as the result of domestic violence. Regardless of the initial cause of homelessness, some of the basic needs for emergency food, shelter, and clothing are characteristics of all homeless populations. Beyond these common needs, however, domestic violence survivors and their children also have specific needs that cannot be met by general shelters or programs for general homeless populations. In the short term, domestic violence survivors require physical safety. Most importantly, battered women who leave home for domestic violence shelters require immediate counseling and emotional support if they are to remain out of abusive homes. In order to alter their "correct" living arrangement, these women and children require a variety of services and settings that are specific to survivors of domestic violence.

Domestic violence represents such a chronic problem for society and law enforcement officers that it has become difficult to envision new ways to address it. Certainly, the best scenario is to prevent it from occurring in the first place.-Teaching young people how to prevent domestic violence would be one way of helping them to avoid this destructive behavior; creating a violence prevention program, and providing them with skills to help them avoid destructive behavior.

Providing curriculum that can be delivered in classes as part of the regular school curricula through the combined

efforts of such agencies as law enforcement, educational system, and private organizations would help to make preventive programs both practical and successful.

Our communities also must break the tradition of "closed neighborhoods", thus allowing housing developments that will provide housing for the homeless. There is no way the homeless can reenter the community with local residents fighting every move developers make towards providing housing for the homeless through housing programs that locate within communities.

Community groups and religious congregations can help individuals, families or children who are homeless. They can also contribute to efforts that will reach broader groups of families that are at risk of homelessness or homeless, or who have recently moved into permanent housing. They should adopt programs that serve homeless families and provide volunteers, basic supplies, and cash assistance as needed. Educating members about the needs of homeless families and the problems of inadequate housing in their communities could be done. Members could be urged to get involved in policy efforts that would address these problems, offer homeless families or families at risk of homelessness assistance and support, assist families with basic needs, such as housing, food, and employment. They could also arrange for the membership's children to serve as peer companions for children in the homeless families;

include families in the organization's family support and recreational activities; and create an emergency fund to help prevent families from becoming or remaining homeless. Congregations can provide one time grants or no-interest loans to pay late rent, move-in costs, security deposits, or utility payments. Encouraging members to contribute regularly to loan or grant funds would be important.

Friends are an equally important source of housing for the homeless population. To cope with the immediacy of family homelessness, doubling-up could be considered as one temporary solution that would be encouraged and supported by social welfare programs. Then households who were doubled-up could be identified for assistance. Programs could be created where families who are willing to share their homes would be subsidized for supplying housing, food, and other care for families who cannot support themselves.

If doubled-up families were financed, economic strain generated by any additional household members could be eased, enhancing household stability and lowering eviction rates of residents from doubled-up households. This sharing of housing could also help single parent households in which single parents and their children are paired up and assisted with finding housing. Two or three families could then share the responsibilities of running and maintaining the household. These programs may reduce the need for funds for community shelters and their substantial operating cost,

which can be redirected to expand the availability of adequate low-income housing.

Creating a program of low-interest loans that would be available to families faced with impending homelessness could be one way of helping families at risk of homelessness from becoming homeless. Obviously, most families who are at the very edge of homelessness would be poor credit risks and could not rely on credit through private sector lending institutions to sustain them over a rough period. Since we often find that, sooner or later, we have to give these families money anyway--in directly through the provision of services for the homeless--perhaps it makes economic sense to loan them money in the early period to sustain them in a stable housing situation. Why should it not be possible for an economically marginal family to go to the local welfare office and ask for a loan if they prefer it to direct cash assistance?

More programs of emergency work could be enacted whereby dislocated workers would be offered short-term publicly subsidized employment to help them through an unsteady period. In the face of chronically high levels of unemployment there will be no shortage of work for which those of modest or marginal skills and training are qualified. Things like clean streets, freshly painted park benches, mowed school lawns, and so forth are community benefits with no shortage of work needed to be done. Why is

it not possible to find something productive and useful for people to do? Coupling this provision of jobs with job counseling, job placement, and retraining programs would make it possible for families at or near poverty to get through a tough stretch without the loss of their homes.

The immediate and desperate need for shelter and food has overridden attempts to design and implement policies that might provide some long term solutions. What is needed now is planning and action at the federal, state, and local levels to coordinate and ensure the continuity of appropriate services and housing for homeless and at risk of homelessness families.

The corporate and business communities, including private housing developers, should be encouraged to invest in affordable housing through the low-income housing tax credit. Our thinking on homelessness must go beyond temporary solutions. In the United States of America it is intolerable that human beings should sleep outside in the cold. And it is equally intolerable that, in any weather, the streets of America's cities should be used for sleeping. We must begin to plan and finance vocational and educational programs, affordable housing, and up-front assistance for those who have a job but need help in obtaining housing. We must think about what the homeless need today, but we also need to plan and provide what will put them back in to a community.

## Recommendations

This study included some factors that cause family homelessness. Further detailed research in this area including the socio demographic characteristics of homeless families and families at risk of homelessness would be beneficial in adding to the understanding of the factors that cause family homelessness.

The availability of data for researcher is a useful resource and a time and money savior. Due to the use of volunteers for the intake of the clients and the inconsistency of homeless assistance log forms the availability of detailed information about homeless clients is limited. The revision of current homeless assistance logs to contain as much information as possible about homeless and at risk of homeless families, including their causes of homelessness would facilitate a more thorough identification of homeless families' needs and the causes of family homelessness in this tri-county area.

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## APPENDICES

## APPENDIX A: CSC Homeless Assistance Log

## CSC Homeless Assistance Log

Quarter ☐ Review☐ Data Input

☐ Repeat HH this fiscal year?

☐ Homeless at Entry

Cause of Homelessness Code:

☐ At-risk of Homelessness

Above and right: Describe HH seeking help.

Case Number:

Agency/Program Code:

Entry Date:

Exit Date:

Number in Household:

Household Composition

☐ single male

☐ single female

☐ couple no children

☐ couple w/children

☐ male single parent family

☐ female single parent family

General directions:  
Describe HH and  
persons served by  
marking checkboxes and  
HH composition circle  
and by entering numbers  
to represent dates,  
number of persons,  
nights and codes. See  
notes above boxes and  
accompanying sheet. If  
you still need help,  
please call 752-1010.

Below: Describe shelter provided to HH. Note and code denials.

☐ Emergency Shelter

Length of Emergency Stay:

Emergency Bed Nights:

☐ Motel Voucher

Length of Motel Stay:

Motel Bed Nights:

☐ Transitional Shelter

Length of Transitional Stay:

Transitional Bed Nights:

☐ Denied Shelter?

Reason Denied Shelter Code:

Below and right: Describe financial assistance and other services to HH.

☐ Rent/Mortgage Assistance

☐ Utilities Assistance

☐ Information and Referral

☐ Case Management

☐ Crisis Intervention

☐ Meals ☐ Medications

☐ Clothing ☐ Other Services

Below: Describe outcome for HH.

☐ Found Permanent Housing?

Reason Services Ended Code:

Below: List numbers of persons for each characteristic. Check applicable boxes.

Males in Household:

Females in Household:

Persons Age 0-5:

Persons Age 6-17:

Persons Age 18-54:

Persons Age 55+:

☐ Timber

☐ Farmworker/Fishing/Food Proc.

☐ Other Industry Downturn

In-School Youth:

Youth Not in School:

18+, no GED/HS:

HS Grad/GED:

College/Post-Secondary:

Physical Disability:

Mental/Emotional Disability:

African-American:

Asian-American:

Hispanic:

Mixed Race:

Native American:

White:

Other Race/Ethnicity:

Revised April 1994

Agency Copy

☐ Male Veteran

☐ Female Veteran



## APPENDIX C: CSC Revised Homeless Services Report Sheet

REVISED 10/16/95

ATTACHMENT "G"

CSC HOMELESS SERVICES REPORT AGENCY _____ PROGRAM _____ MONTH _____ 19__								
	Clients Served	YTD Clients Served		Families Served	YTD Families Served	Services Provided	Month	YTD
Gender			Household Composition			Number of Emergency Shelter Nights		
Female			Single Parent/F			Number of Transitional Bed Nights		
Male			Single Parent/M			Motel Bed Nights		
Client Age			Two Parent			Persons Denied Shelter		
0 - 5			Single Person			Persons Receiving I & R		
6 - 11			Couple No Kids			Spanish Speakers Receiving I & R		
12 - 17			Other			Persons Receiving Case Management		
18 - 23			Unknown			Persons Receiving Crisis Intervention		
24 - 44			Household Size (Number in Family)			Number of Meals Served		
45 - 54			1			Persons Receiving Rent/Mort. Assist.		
55 - 69			2			Persons Denied Rent/Mort. Assist.		
70 - over			3			Households Receiving Utilities Assist.		
Unknown			4			Households Denied Utilities Assist.		
Ethnicity			5			Farmworkers		
Black/			6			Number of Individuals Served		
Not Hispanic			7			Number of Households Served		
White/			8 or More			Other Special Groups		
Not Hispanic			Unknown			No Health Insurance		
Hispanic			Source of Income			Disabled		
Native American			None			Veteran		
Alaskan			AFDC					
Asian			SSI					
Other			SS			Poverty Level	Families Served	YTD
Unknown			Pension			up to 75%		
Education			General Assist.			76% - 100%		
0 - 8			Unemp. Comp.			101% - 125%		
9 - 12 nongrad			Employment + any of above			126% to 150%		
HS grad/GED			Employment Only			151% and Over		
12 + post second.			Farmworker			Unknown		
2 or 4 coll. grad			Unknown					
Unknown								

C:\PWS\SLRPTS.FMS

## APPENDIX D: Code Book

## CODE BOOK

## MONTH

1= July 1992	13= July 1993	25= July 1994
2= August 1992	14= August 1993	26= August 1994
3= September 1992	15= September 1993	27= September 1994
4= October 1992	16= October 1993	28= October 1994
5= November 1992	17= November 1993	29= November 1994
6= December 1992	18= December 1992	30= December 1994
7= January 1993	19= January 1994	31= January 1995
8= February 1993	20= February 1994	32= February 1995
9= March 1993	21= March 1994	33= March 1995
10= April 1993	22= April 1994	34= April 1995
11= May 1993	23= May 1994	35= May 1995
12= June 1993	24= June 1994	36= June 1995
		37= July 1995
		38= August 1995
		39= September 1995
		40= October 1995
		41= November 1995
		42= December 1995

## Family Code

## FAMCODE

0= single female parent  
 1= single male parent  
 2= couple with children

## Services Denied

(emergency shelter) (transitional housing) (Motel/Hotel)

## SERVDEN0

1= yes  
 2= no  
 99= unknown

## SERVDEN1

1= yes  
 2= no  
 99= unknown

## SERVDEN2

1= yes  
 2= no  
 99= unknown

(Information/Referral) (Case Management) (Crisis Intervention)

## SERVDEN3

1= yes  
 2= no  
 99= unknown

## SERVDEN4

1= yes  
 2= no  
 99= unknown

## SERVDEN5

1= yes  
 2= no  
 99= unknown

## APPENDIX D: Code Book (Continued)

(Meals)	(Rent/ Mortgage Assistance)	(Utility Assistance)
<b>SERVDEN6</b>	<b>SERVDEN7</b>	<b>SERVDEN8</b>
1= yes	1= yes	1= yes
2= no	2= no	2= no
99= unknown	99= unknown	99= unknown

**Reason for Denial****REASDEN**

1= program out of fund  
 2= shelter full  
 3= client has other resources  
 4= client is not eligible  
 5= client did not cooperate  
 6= others  
 99= unknown

**Cause of Homelessness****CAUSHOME**

0= health  
 1= domestic violence  
 2= deinstitutionalization  
 3= assistance loss  
 4= unemployment  
 5= eviction  
 6= lack of affordable housing  
 7= others  
 8= cause not reported  
 9= not applicable

**At risk of Homelessness****ATRISK**

1= yes  
 2= no  
 3= unknown

**YEAR**

1= July 1, 1992 through June 30, 1993  
 2= July 1, 1993 through June 30, 1994  
 3= July 1, 1994 through June 30, 1995  
 4= July 1, 1995 through December 30, 1995