



## **Point in Time Survey:**

**798 People Homeless in Maine  
on January 17, 2006**

# Acknowledgements

*MaineHousing wishes to acknowledge our partners and the individuals residing in shelters for their contribution to this year's Point in Time Survey. The data contained in this report paints a picture of that diversity, and the goal of its collection is to better serve the need of the homeless consumer of housing and services. Information within this document must move us forward in developing approaches to eliminate homelessness in Maine. Thank you all for your participation in this important endeavor.*

## **Point in Time Survey Committee**

Balance of State Continuum of Care, Co-chair: Melany Mondello, Shalom House, Inc.  
Balance of State Continuum of Care, Co-chair: Don Kniseley, Tedford Shelter  
City of Portland Continuum of Care, Chair: Robert Duranleau, City of Portland  
Greater Penobscot Continuum of Care, Chair: Clair Bolduc, City of Bangor

## **Other Committee Participants**

Doug Gardner, Health & Human Services Department, City of Portland  
Josh O'Brien and Jeff Tardiff, Social Services Division, City of Portland  
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Chip Land and Donna Yellen, Preble Street  
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## **Data Collection**

Abused Women's Advocacy Project-Acadia Recovery Community  
Bangor Area Homeless Shelter-Battered Women's Project  
Bread of Life-Breakwater Teen Shelter-Bridge  
Caring Unlimited-Consumer Advocacy Project  
Family Crisis Services-Family Crisis Shelter  
Family Violence Assistance Project-Home, Inc.  
Emmaus Center-Hope Haven Gospel Mission  
Ingraham-Lighthouse Shelter  
MidCoast Hospitality House-Mid Maine Shelter  
Milestone Foundation-MAPS/My Choice  
New Beginnings Inc.-New Hope for Women, Inc.  
Next Step-Oxford Street Shelter  
Portland Family Shelter-Preble St. Resource Center  
Reardon's Place-Rumford Group Homes-Shaw House  
Sister Mary O'Donnell Shelter-Spruce Run Association  
St. Michaels Center-Strathglass Family Shelter  
Tedford Shelter-Womancare/Aegis  
YANA, Inc.-York County Shelters, Inc.  
Youth & Family Services-Youth Alternatives  
YWCA of Portland Women's Shelter

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# Executive Summary

## Introduction

The Point in Time Survey is a U.S. Department of Housing and Urban Development (HUD) requirement for the recipients of McKinney Vento funds. Information learned through the survey is used to influence planning and priorities of efforts to end homelessness.<sup>1</sup> HUD directed the survey to be conducted during the third week of January; in order to attain a single snapshot of the homeless population in Maine, Maine's three Continuums of Care<sup>2</sup> collaboratively administered the statewide Point in Time survey on January 17, 2006.

This document provides a summary of the survey results and will contribute to ongoing efforts to measure the need for resources and allocate available resources as efficiently and effectively as possible.

The purpose of the Point in Time survey is to identify and, if possible, interview every person who is homeless at a particular point in time. The interview is designed to provide insight on the following questions: Who is homeless in Maine? How long have they been homeless? Where are people who are homeless staying? What factors have contributed to their homelessness? What services are people who are homeless using? Answers to these questions will perhaps help us with the most critical question of all: What can we do to prevent homelessness in Maine?

## Survey Methodology

An individual was eligible for participation in the survey if the person was age 18 or older (or under age 18, without a parent/guardian present), and sleeping in a shelter for homeless people, or found spending the night on the streets or other places not meant for human habitation (unsheltered). Only one member of a family was surveyed, answering questions for the family as a whole, while age and gender information for all members was collected.

Throughout this report, unless otherwise specified, results are reported based upon the number of survey responses received. In some cases, data from this year's survey is compared with data from the 2004 Point in Time survey. Please note that these comparisons are for general interest only; because each survey snapshot captures a single point in time, and at different times of year, the data comparisons are not and cannot be directly comparable.

For more detail on the survey methodology, including data collection and compilation, please refer to Appendix B. The survey tool was designed as a collaborative effort of the survey sponsors and is included as Appendix C.

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<sup>1</sup> Refer to Appendix A for the definition of homelessness.

<sup>2</sup> Refer to Appendix A for the definition of Continuum of Care. The State of Maine has three Continuums of Care: City of Portland, Greater Penobscot County (serving all cities and towns in Penobscot County) and Maine Balance of State (serving all other areas of the state). In 2005, the three Continuums of Care brought **\$8,029,580** of McKinney Vento funds into the state for the creation of new housing, shelter plus care, and support for the operational costs and services of special needs housing for the homeless. MaineHousing matched over **\$700,000** for construction costs, which will allow the State to maximize the federal dollars granted for new housing for the homeless.

## Key Findings

### Who is homeless in Maine?

- *798 people, including 176 children, were homeless on January 17, 2006.* This compares with 633 people, including 125 children, found to be homeless on April 24, 2004.
- *471 (59%) of the people identified as homeless agreed to complete the Point in Time Survey.* Of these, 429 respondents were adults (18 years old or older) and 42 were youth (under 18 years old).
- *More males than females were homeless overall and in all age groups.* Of those for which gender data was collected, 59% were male and 41% female. The number of homeless males peaked in the 40 to 50 age group while the number of females peaked between the ages of 20 and 40.
- *53 of the people surveyed on January 17 were veterans.* This compares with 63 veterans identified during the 2004 survey.
- *Some people who were homeless came to Maine from another state.* A significant number of the survey respondents (15%) indicated their last permanent residence was in a state other than Maine.

### How long have people been homeless and how long have they been in a shelter?

- *14% of Maine's homeless population reported being homeless for more than one year with nearly half of these (6%) homeless for more than 2 years.* In contrast, 68% reported being homeless for 6 months or less.
- *25% of respondents met the definition of chronically homeless.<sup>1</sup>* The number of chronically homeless individuals identified through the survey dropped from 166 in 2004 to 118 in 2006. Approximately 58% of the chronically homeless respondents (68) reported being homeless for more than a year. This was down significantly from 141 individuals (85%) being homeless for more than a year in 2004.

### Where are homeless people staying?

- *Four counties, Cumberland, Androscoggin, York and Penobscot, accounted for 79% of Maine's homeless population.* These same counties account for only 55% of the total population.
- *45% of Maine's homeless people were found in Region 1.* This region accounted for 18% of those not staying in shelters and 61% of chronically homeless people.
- *Over 25% (203) of homeless people identified on the night of January 17<sup>th</sup> were not staying in shelters.* Over half of this number (107) were staying with family, friends or in temporary shelter provided by religious institutions while a smaller number (84) were being housed in local hotels/motels with help from General Assistance funds. Small numbers were residing in automobiles or in other places that were not habitable.
- *Shelter beds are not always available to people who are homeless.* Over 30% (143) of respondents reported having been turned away from shelters at some point in the past, with 27% of these individuals reporting they were turned away because shelters were full.

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<sup>1</sup> Please refer to Appendix A for the definition of chronic homelessness.

## What factors contribute to homelessness?

- *The inability to find work or pay rent, inability to locate housing, and mental illness were the three most frequently cited reasons for homelessness.* Nearly 4 out of 5 survey respondents (79%) reported monthly income at or below the federal poverty guidelines<sup>1</sup> with 63% being either out of work or unable to work. 39% of respondents reported no monthly income at all.
- *Nearly two thirds (65%) of Maine's homeless people have a high school education or better.* Six percent reported attaining a college degree while 19% reported having at least some level of college study. In contrast, 30% failed to complete high school.
- *Domestic violence was reported as a contributing factor by 62 (13%) of respondents.* Reported domestic violence (DV) as a contributing factor in homelessness dropped significantly from the 2004 survey; just over 50% of the 2004 respondents (119 people) reported DV issues.
- *Most respondents reported disabling conditions.* Over 2 out of 3 respondents (69%) reported at least one disabling condition. For those respondents recently released from correctional facilities, the number reporting a disabling condition rose to 92%.
  - The most frequently reported disabling conditions were mental health related with depression being the most common.

## What services are homeless people receiving (or not receiving)?

- *42% of Maine's homeless people considered themselves to be disabled and 69% reported disabling conditions but only 24% reported receiving SSI/SSDI benefits.* In 2004, 90% of respondents reported disabling conditions with 25% receiving SSI/SSDI benefits.
- *Mental health conditions, especially depression, topped the list of conditions reported with 67% of respondents reporting mental health issues and 49% reporting depression.* Only 35% of respondents reporting mental health conditions reported receiving SSI/SSDI benefits and just 50% reported receiving any mental health services.
- *40% of respondents reported substance abuse issues, but only 1 in 4 reported receiving SSI/SSDI benefits.* These numbers are virtually unchanged since 2004 when 44% of respondents reported substance abuse problems and 23% of those individuals reported receiving SSI/SSDI benefits.
- *Health care coverage was available to 66% of respondents but dental care was less available.* Nearly 60% of respondents reported being unable to access dental care in the past year.
- *68% of Maine's homeless people reported receiving some form of public assistance.* Food stamps were the most commonly reported form of public assistance received (54%). 33% of respondents reported having received prior housing assistance and 10% reported receiving TANF.

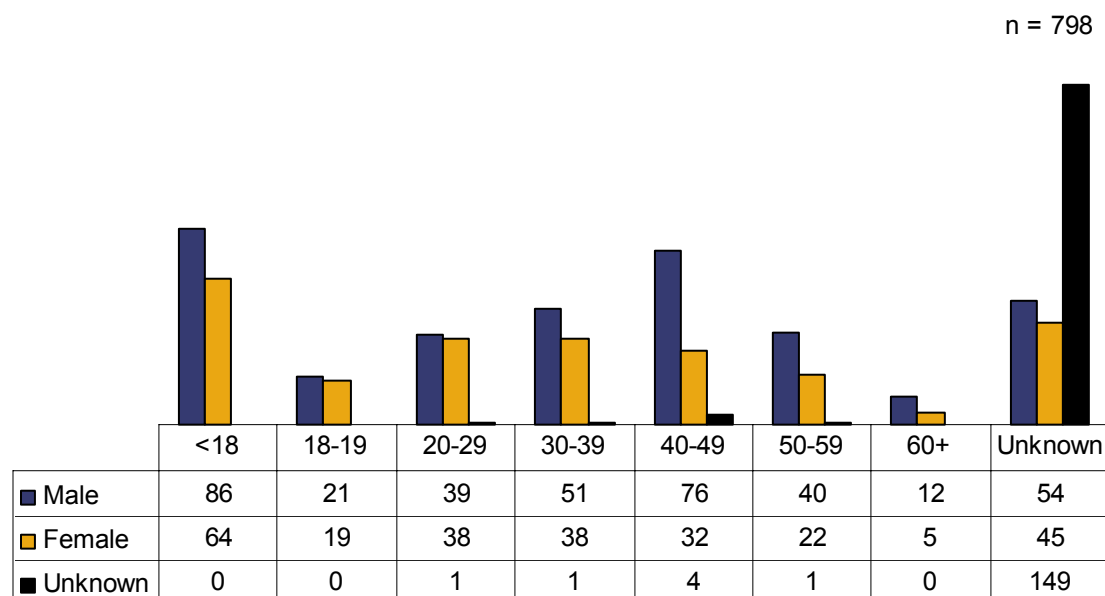
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<sup>1</sup> Refer to Appendix A for the definition of poverty and the federal poverty guidelines.

# Point in Time Survey Results

## Who is Homeless in Maine?

Gender and Ages:<sup>1</sup>



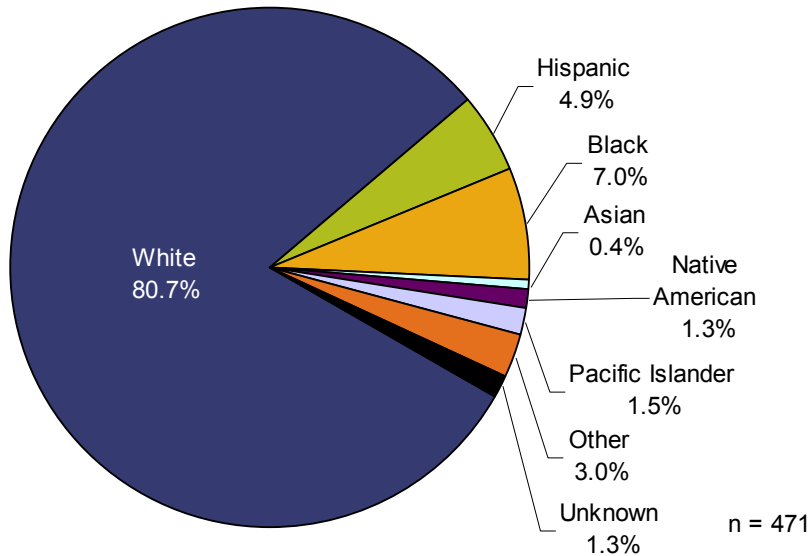
At all ages, more males were homeless than females. With the exception of children under 18, homelessness for males peaked between the ages of 40 and 49 while homelessness for female adults peaked between the ages of 20 and 39.

Children:

Status	Number	Percent
Total Children	176	
Children in Shelters Accompanied by an Adult	75	42%
Children in Shelters Unaccompanied by an Adult	42	24%
Children Not in Shelters Accompanied by an Adult	22	12%
Children Not in Shelters Unaccompanied by an Adult	5	3%
Children Staying with Family or Friends Elsewhere	5	3%
Children in Department of Human Services Custody	10	6%
Unknown	17	10%

<sup>1</sup> Please note that “n” equals the total number of homeless people identified on January 17, 2006.

Race:



Nearly 20% of survey respondents described their race as something other than white. While this is a relatively small portion of the total number of homeless people, it varies significantly from the racial makeup of Maine’s population as a whole. The 2005 American Community Survey conducted by the U.S. Census Bureau estimates the Maine population to be over 96.5% white with no single other race accounting for as much as 1% of the total.

Veterans:

Status	Number	Percent
Total Veterans	53	
Chronically Homeless	17	32%
Veterans with a Disabling Condition	43	81%
Enrolled in Veteran Affairs Services	25	47%
Denied Veteran Affairs Services	6	11%

The number of homeless veterans dropped 14% from the 2004 survey, but there remained a significant population of veterans, mostly with mental or physical health issues, who were homeless despite nearly tripling since 2004 the percentage enrolled in the many services available through Veterans Affairs.



Respondents Released from Correctional Institutions:

Status	Number	Percent
Total Respondents Released	36	
Chronically Homeless	12	33%
Respondents Released with a Disabling Condition	33	92%

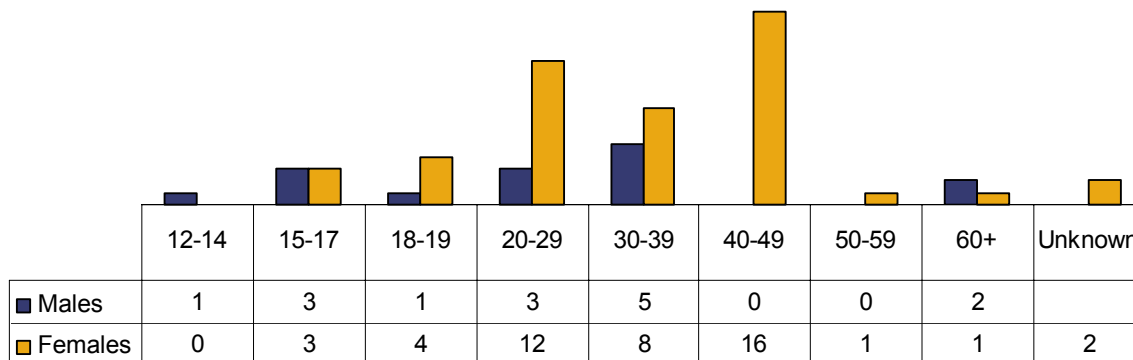
Respondents Affected by Domestic Violence:

Status	Number	Percent
Total Respondents Affected	62	
Chronically Homeless	18	29%
Respondents Affected and Had a Disabling Condition	41	66%

13% of respondents reported being affected by domestic violence and nearly a third of these respondents were chronically homeless.

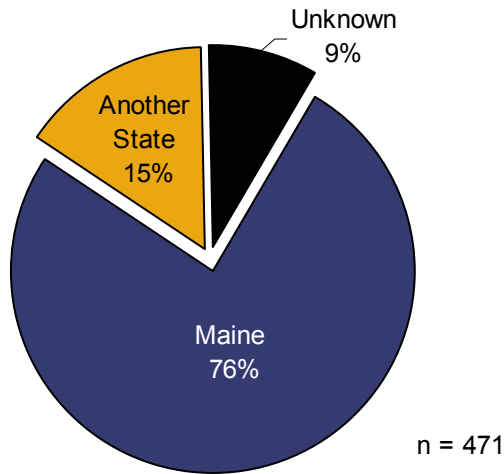
Gender and Ages of Respondents Affected by Domestic Violence:

n = 62



Three out of four homeless individuals who were affected by domestic violence were female with the majority of them between the ages of 20 and 50. Males affected by domestic violence were mostly under the age of 40 with one third being teen-age.

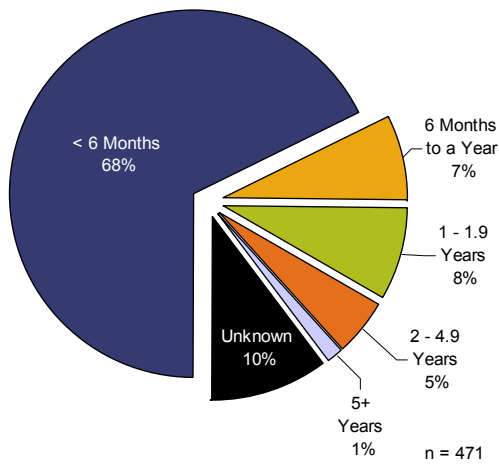
### Respondents' Reported Origins:



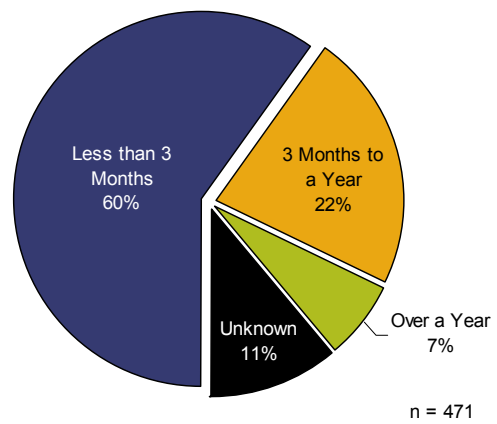
One in seven homeless individuals reported their last permanent residence was located outside of Maine.

### How Long Have People Been Homeless and How Long Have They Been in a Shelter?

#### Length of Time Homeless:



#### Length of Time in a Shelter:



## Chronically Homeless Respondents:

Status	Number	Percent
Respondents who are Homeless	471	
Chronically Homeless Respondents	118	25%

One in four respondents met the definition of chronically homeless. While just 14% of respondents reported being homeless for over a year, another 11% met other criteria to qualify as chronically homeless.

## Where are Homeless People Staying?

### Distribution of Homeless People by County:<sup>1</sup>

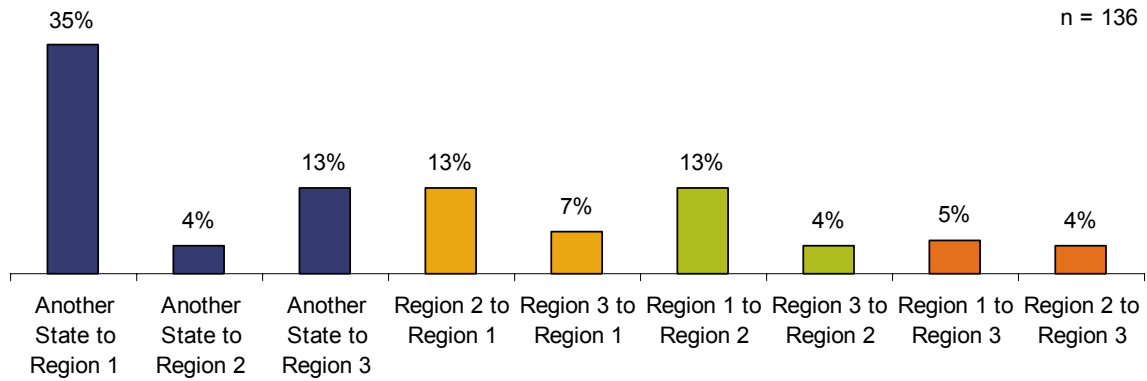
County	Number	Percent
Total	798	
Androscoggin	141	18%
Aroostook	14	2%
Cumberland	269	34%
Hancock	40	5%
Kennebec	35	4%
Knox	3	<1%
Lincoln	9	1%
Oxford	11	1%
Penobscot	102	13%
Piscataquis	4	1%
Somerset	5	1%
Waldo	2	<1%
York	110	14%
Unknown	53	7%

Eight out of ten homeless people in Maine were located in just 5 counties. The southern Maine area, Cumberland and York Counties, served just under 50% of Maine's homeless population with Androscoggin and Penobscot Counties serving more than 30%.

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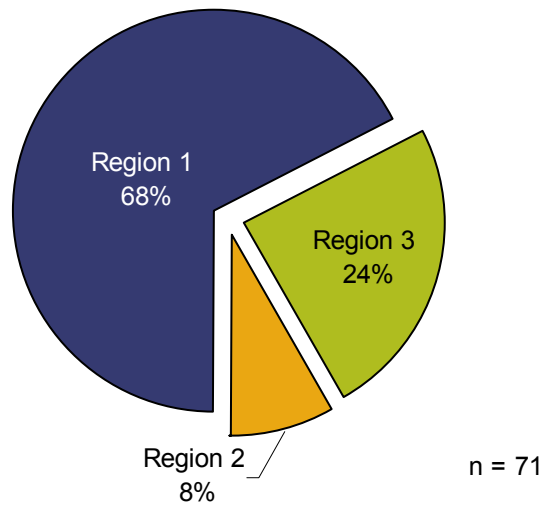
<sup>1</sup> Please note that no homeless people were reported in Franklin, Sagadahoc or Washington Counties, so these counties were not included in the table.

### Where Respondents Reported Relocating:<sup>1</sup>



Of the homeless population who reported relocating since their last permanent residence, more than half relocated from another state and of those, 55% relocated to the southern Maine area.

### Where Respondents from Other States Reported Locating:<sup>2</sup>



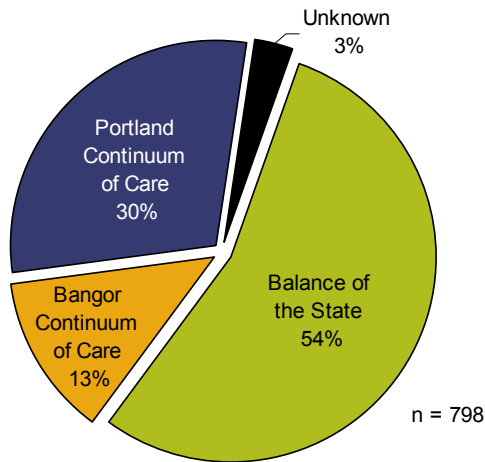
Nearly 70% of homeless individuals from outside Maine had located in the southern Maine area, contributing to the high demand for shelter beds and services in that part of the state.

<sup>1</sup> Please note that “n” equals the number of respondents who reported relocating.

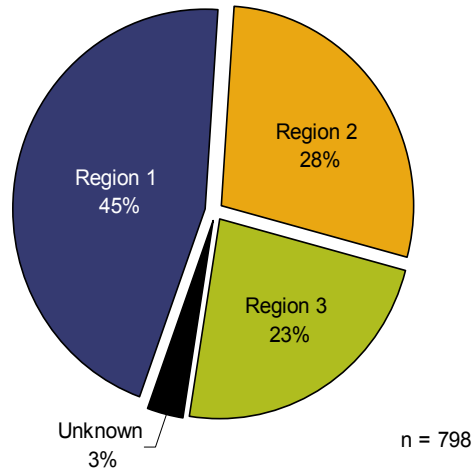
<sup>2</sup> Please note that “n” equals the number of respondents who reported relocating from other states.

## Distribution of Homeless People:<sup>1</sup>

By Continuum of Care

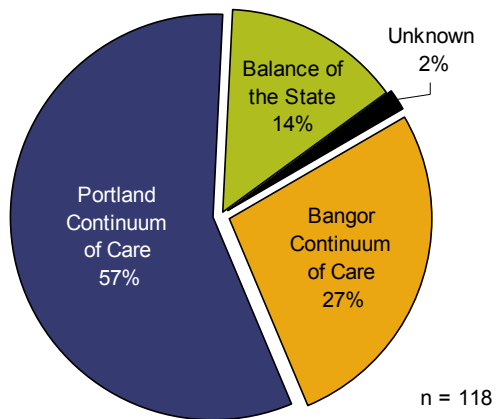


By Region

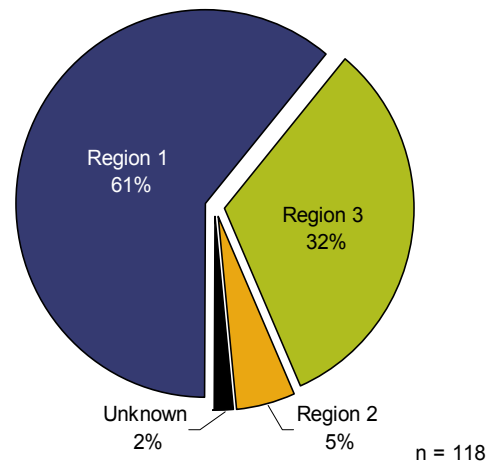


## Distribution of Chronically Homeless People:<sup>2</sup>

By Continuum of Care



By Region



The Portland and Bangor Continuums of Care served approximately twice as large a percentage of the chronically homeless population as they did of the homeless population overall.

<sup>1</sup> Please note that “n” equals the total number of homeless people identified on January 17, 2006.

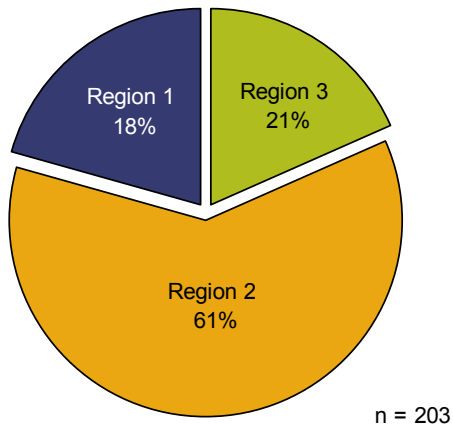
<sup>2</sup> Please note that “n” equals the number of homeless people who met the criteria for being chronically homeless as identified in the table on Page 11.

## Homeless People Not in Shelters:<sup>1</sup>

Status	Number	Percent
Total Homeless People Not in Shelters	203	
Stayed with Family, Friends or Churches	107	53%
Stayed in Hotel/Motel Paid for by General Assistance	84	41%
Stayed in Car, Truck or Camper	7	3%
Stayed in an Abandoned Building, Under a Bridge or Camped in a Park or Elsewhere	4	2%
Other	1	>1%

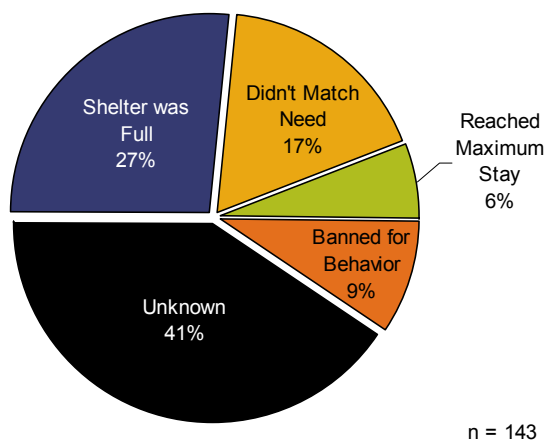
176 adults and 27 children were identified as being homeless but not staying in shelters, including 33 families.

## Homeless People Not in Shelters by Region:



The geographic distribution of homeless people who were not staying in shelters was significantly different from the geographic distribution of people who were staying in shelters. Only 28% of the sheltered homeless people were in Region 2 whereas 61% of homeless people in places other than shelters were in Region 2.

## Respondents Who Reported Being Turned Away from Shelters Previously:<sup>2</sup>

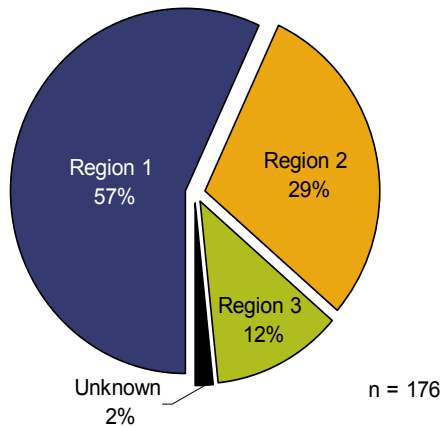


Over 30% (143) of respondents reported having been turned away from shelters at some point in the past, with 27% of these individuals reporting they were turned away because shelters were full.

<sup>1</sup> Please refer to Appendix B.

<sup>2</sup> Please note that "n" equals the number of homeless people who reported having been turned away from shelters at some point.

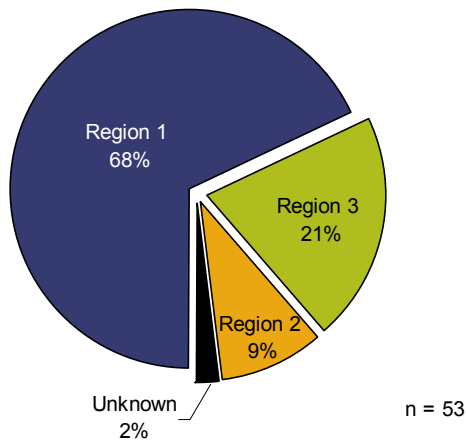
## Homeless Children by Region:<sup>1</sup>



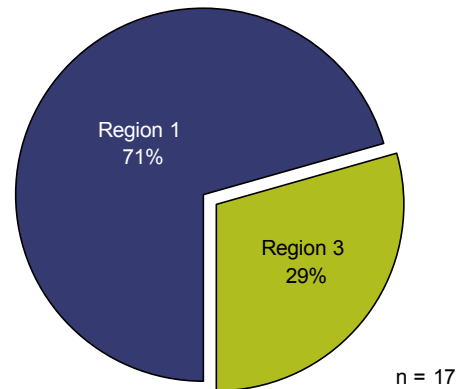
The percentage of homeless youths in Region 3 was less than half the percentage of homeless people overall who were in Region 3. This could be due, in part, to geographic differences in age in the general population or to a number of social factors.

## Homeless Veterans by Region:<sup>2</sup>

Homeless Veterans



Chronically Homeless Veterans

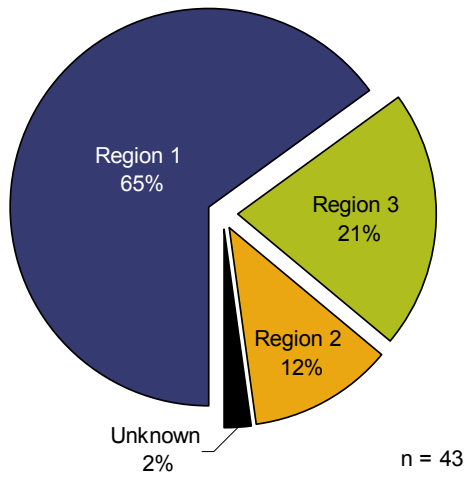


A significant portion of homeless veterans surveyed were located in Region 1, the southern area of the state.

<sup>1</sup> Please note that “n” equals the total number of children as identified in the table on Page 7.

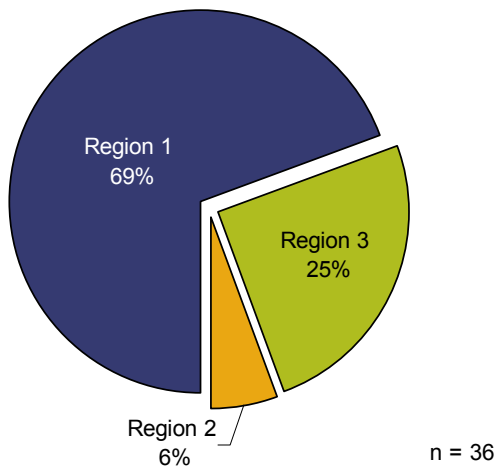
<sup>2</sup> Please note that “n” equals the total number of homeless and chronically homeless veterans as identified in the table on Page 8.

### Veterans with Disabling Conditions by Region:<sup>1</sup>

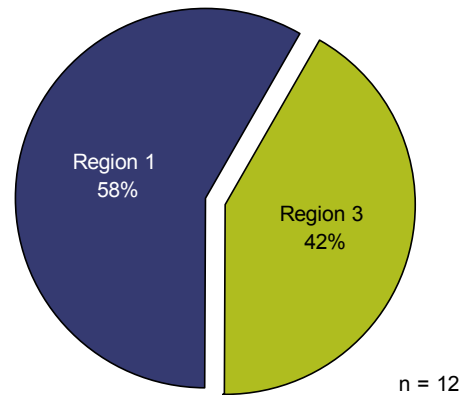


### Respondents Released from Correctional Institutions by Region:<sup>2</sup>

#### Homeless Respondents



#### Chronically Homeless Respondents



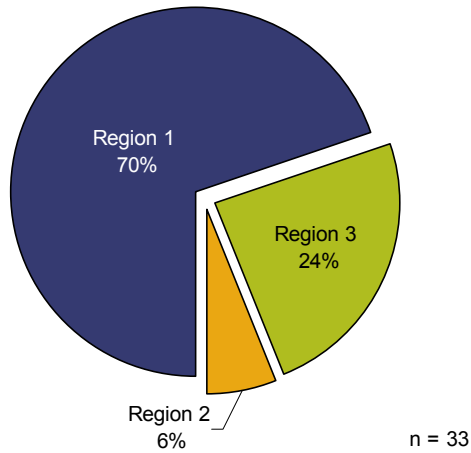
Respondents released from correctional institutions were concentrated in Region 1 where Maine’s population and largest correctional facilities are located. This subset of the homeless population appeared to have a higher risk of chronic homelessness and reported a higher occurrence of disabling conditions than members of the homeless population as a whole.

<sup>1</sup> Please note that “n” equals the number of homeless veterans with a disabling condition as identified in the table on Page 8.

<sup>2</sup> Please note that “n” equals the total number of homeless and chronically homeless respondents released from correctional institutions as identified in the table on Page 9.



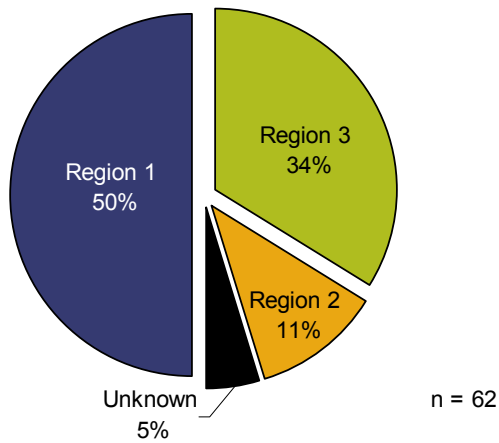
Respondents Released from Correctional Institutions with Disabling Conditions by Region:<sup>1</sup>



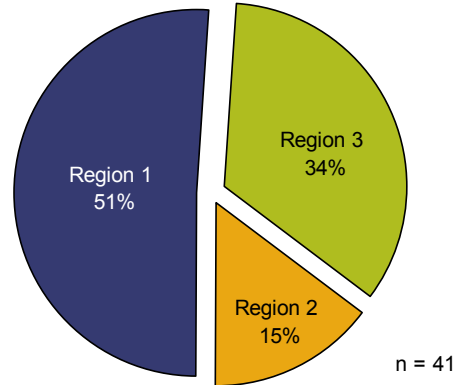
Respondents released from correctional institutions with disabling conditions were concentrated in Region 1.

Respondents Affected by Domestic Violence by Region:<sup>2</sup>

Homeless People



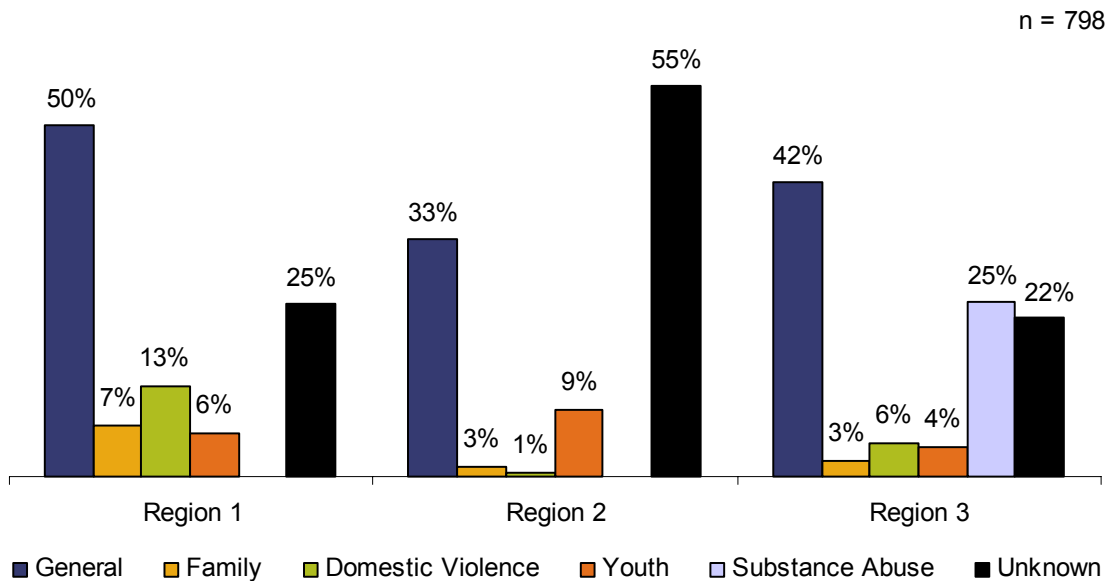
Homeless People with Disabling Conditions



<sup>1</sup> Please note that “n” equals the number of homeless respondents released from correctional institutions with a disabling condition as identified in the table on Page 9.

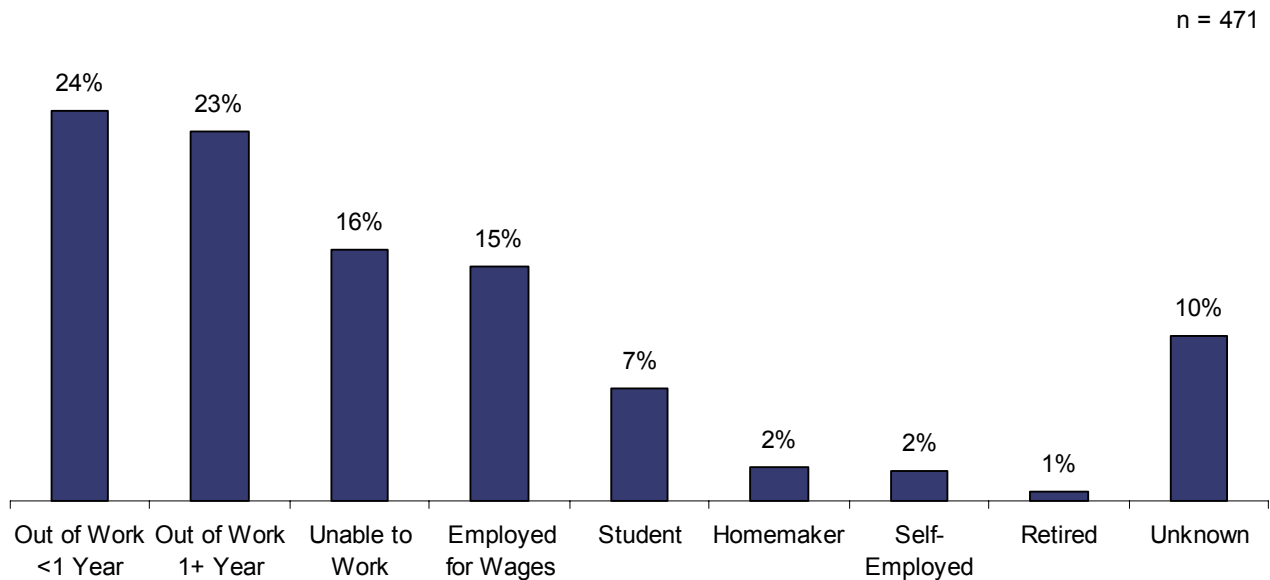
<sup>2</sup> Please note that “n” equals the number of respondents affected by domestic violence as identified in the table on Page 9.

## Where Respondents were Staying, by Shelter Type:<sup>1</sup>



## What Factors Contribute to Homelessness?

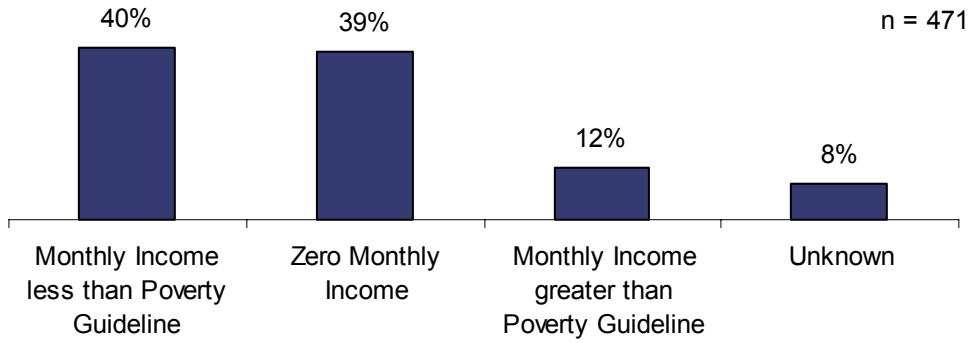
### Reported Employment Status:



63% of respondents reported they were out of work or unable to work while only 15% reported being employed for wages. This resulted in the income distribution shown on Page 19, with nearly 80% of homeless individuals reporting incomes below the poverty guidelines.

<sup>1</sup> Please note that “n” equals the total number of homeless people identified on January 17, 2006.

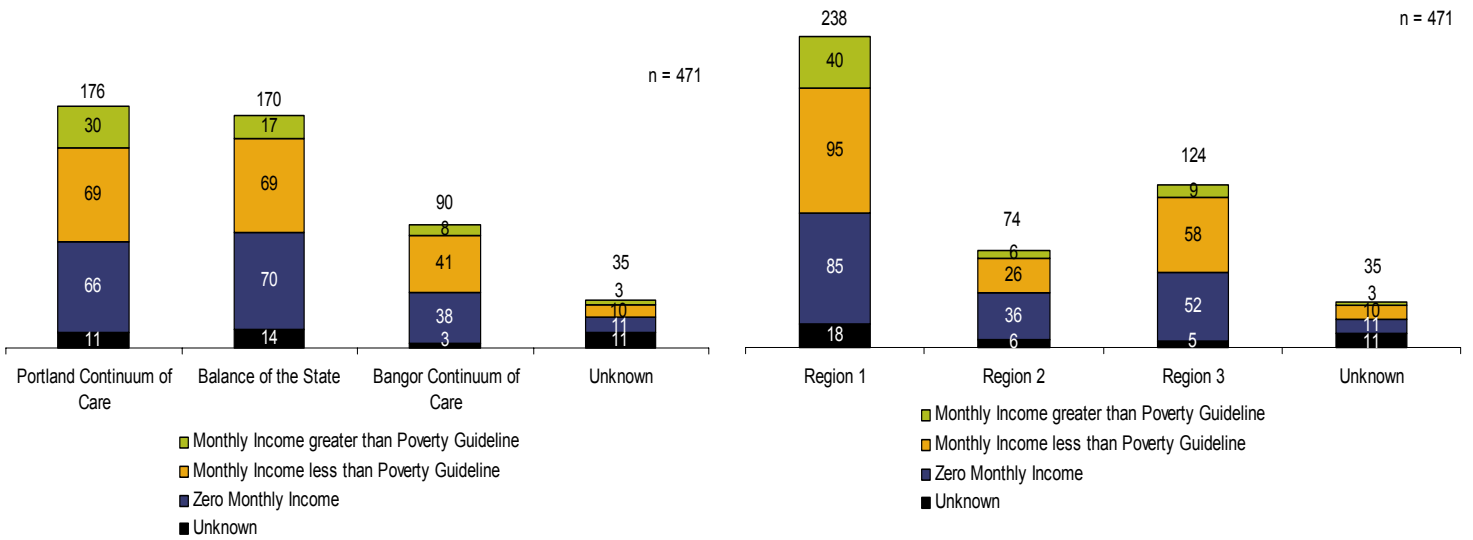
## Reported Monthly Income:<sup>1</sup>



## Reported Monthly Income:

### By Continuum of Care

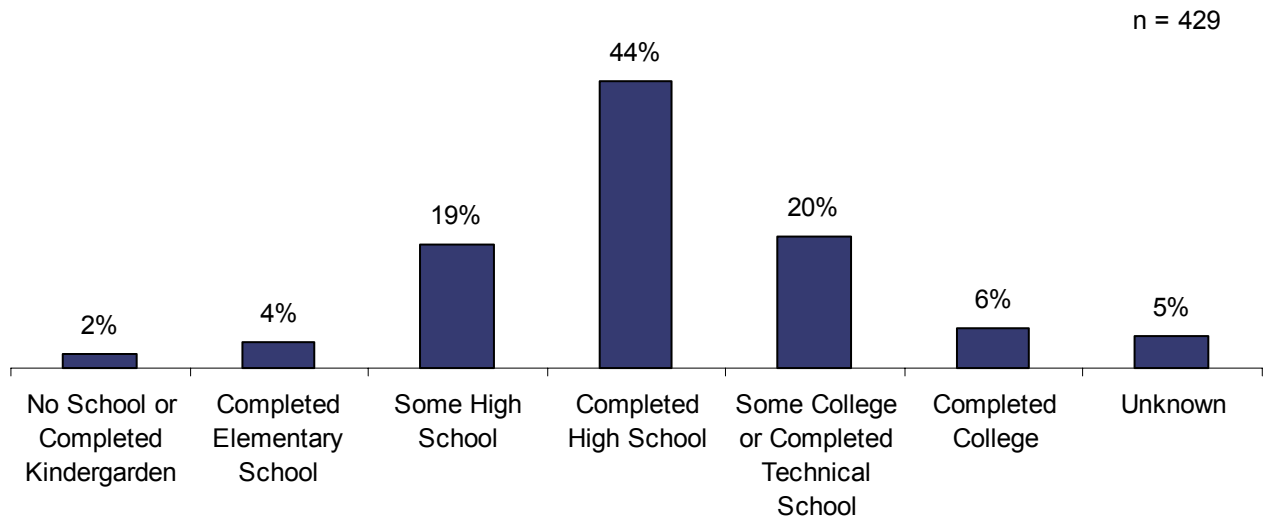
### By Region



Geography does not seem to play a part in the significance of income as a factor in homelessness.

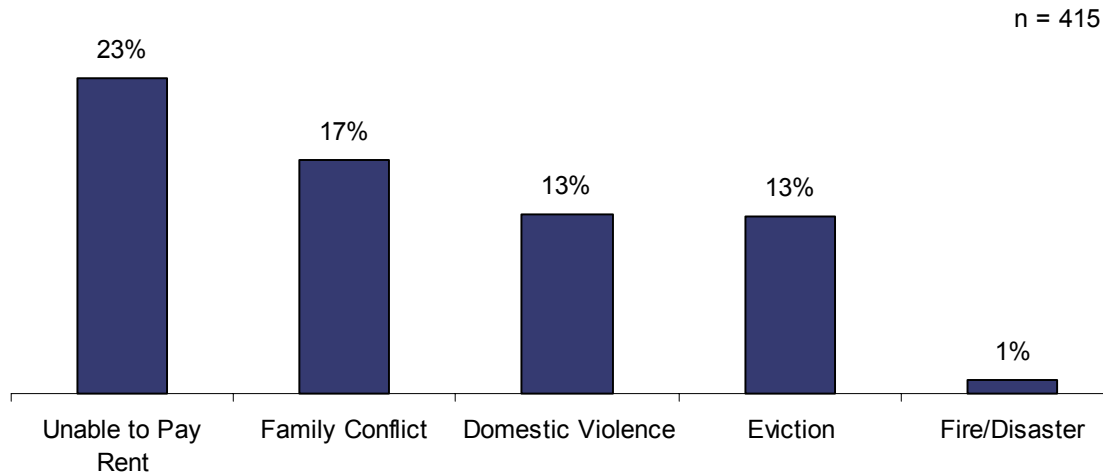
<sup>1</sup> Please see “2006 U.S. Department of Health and Human Services Poverty Guidelines” in Appendix A.

## Reported Education Level:<sup>1</sup>



70% of respondents reported an education level of high school or better and 25% reported an education level of less than high school. The percentage of respondents with less than a complete high school education was up from 22% in the 2004 survey.

## Top Reported Reasons for Leaving Last Residence:<sup>2</sup>

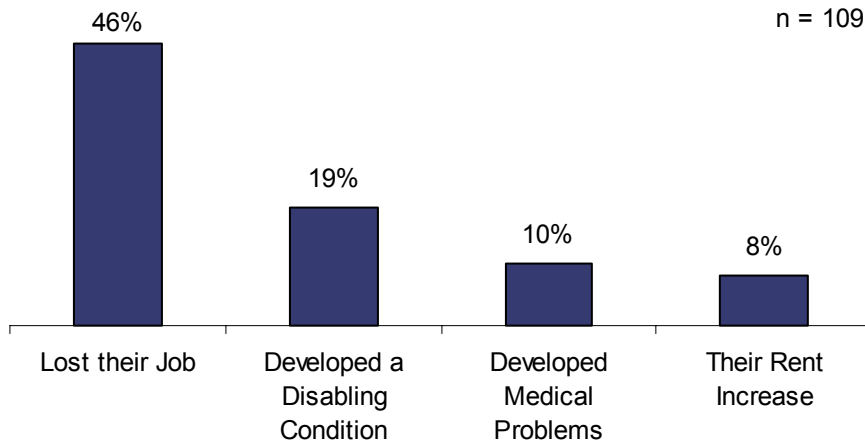


Nearly one in four survey respondents reported leaving their last places of residence due to an inability to pay rent while another 30% reported family conflict or domestic violence as the primary reason for leaving. Of those unable to pay rent, less than 1 in 10 were unable to pay due to rent increases, while almost half reported losing their jobs and another 29% reported an increase in medical problems or other disabling conditions.

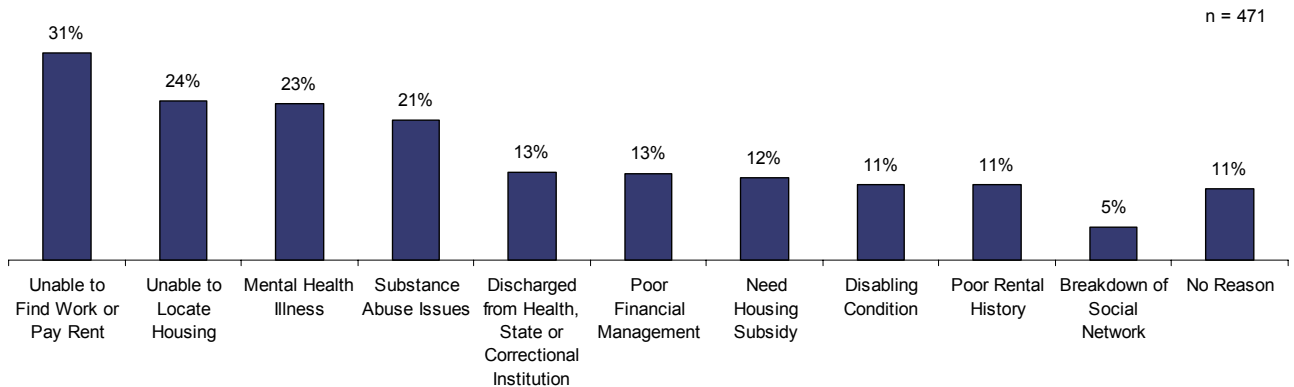
<sup>1</sup> Please note that “n” equals the number of respondents age 18 and over.

<sup>2</sup> Please note that “n” equals the number of respondents who reported leaving their last residence. Please note in some cases respondents reported multiple reasons for leaving their last residence.

## Top Reported Reasons for Being Unable to Pay Rent:<sup>1</sup>



## Reported Reasons for Being Homeless:<sup>2</sup>

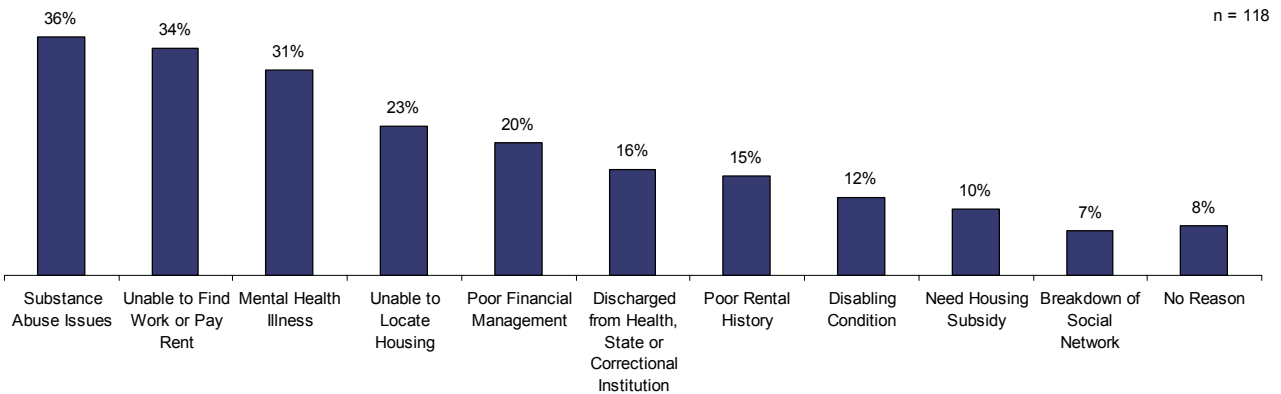


Work instability, poor health, mental illness, and substance abuse were among the most commonly reported causes of homelessness. The inability to find work drops in significance as a cause for chronic homelessness, while substance abuse and other health issues contribute more.

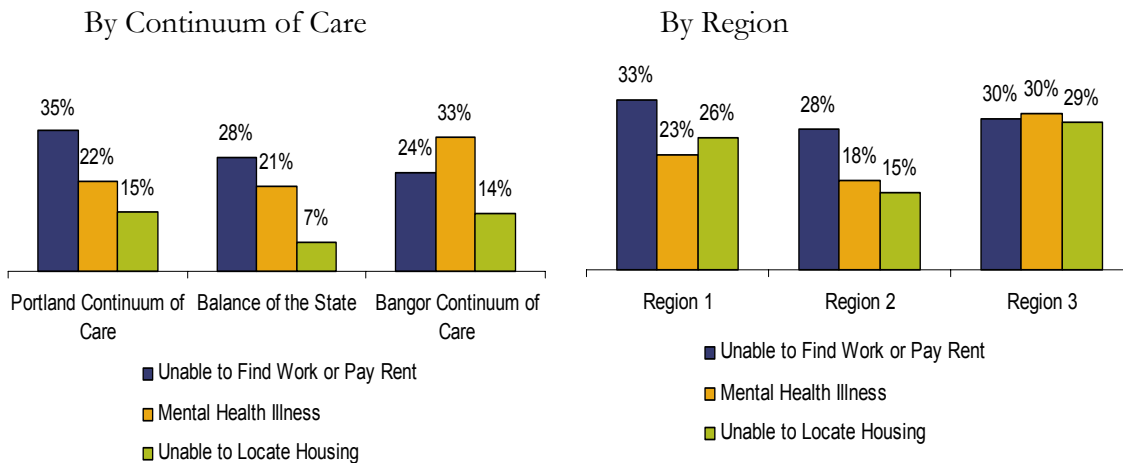
<sup>1</sup> Please note that “n” equals the number of respondents who reported being unable to pay rent. Please note in some cases respondents reported multiple reasons for being unable to pay rent.

<sup>2</sup> Please note in some cases respondents reported multiple reasons for being homeless.

## Reported Reasons for Chronic Homelessness:<sup>1</sup>



## Top Reported Reasons for Being Homeless:<sup>2</sup>

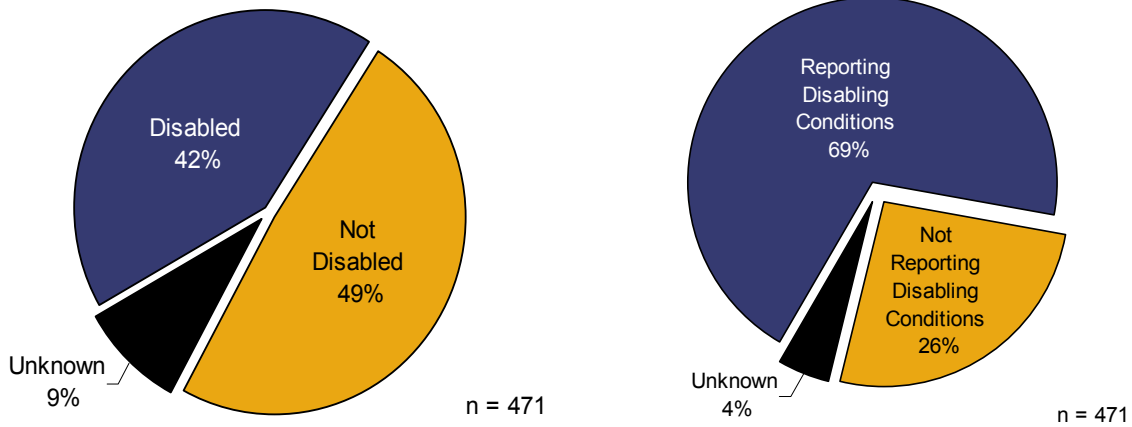


There were some geographic differences in reasons for homelessness with respondents from the Portland area reporting work and rent issues more frequently and respondents from the Bangor area reporting mental health issues more frequently. It seems likely that in areas with the highest housing costs, temporary job stability issues are more likely to end in homelessness.

<sup>1</sup> Please note that “n” equals the number of homeless people who met the criteria for being chronically homeless as identified in the table on Page 11. Please note in some cases respondents reported multiple reasons for being homeless.  
<sup>2</sup> Please note that the percentages are based on the number of respondents located in the continuum of care or region. Please note in some cases respondents reported multiple reasons for being homeless.

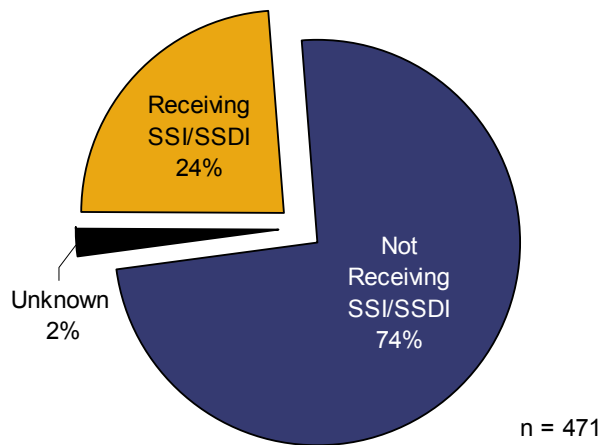
## What Services are Homeless People Receiving (or Not Receiving)?

Respondents Who Considered Themselves to be Disabled and Who Reported Disabling Conditions:



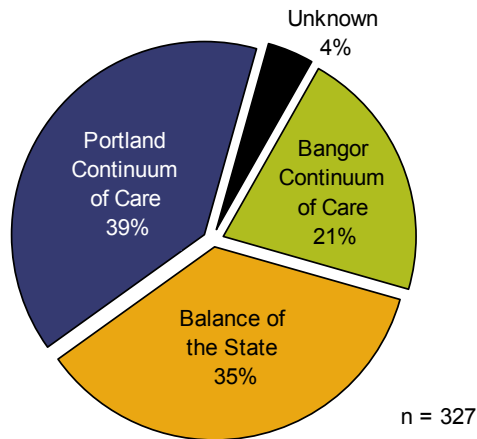
While over 4 in 10 respondents considered themselves to be disabled, another 27% reported physical and mental health conditions that could be disabling. Less than 60% of those who considered themselves disabled reported receiving SSI/SSDI benefits which may indicate a need for assistance in attaining benefits for which they may qualify.

Reported Supplemental Security Income / Social Security Disability Insurance Benefits:

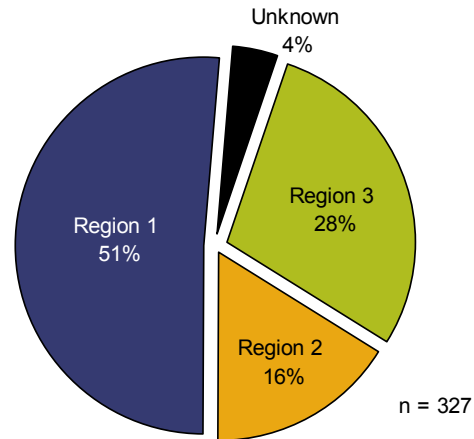


## Disabling Conditions Reported by Continuum of Care and Region:<sup>1</sup>

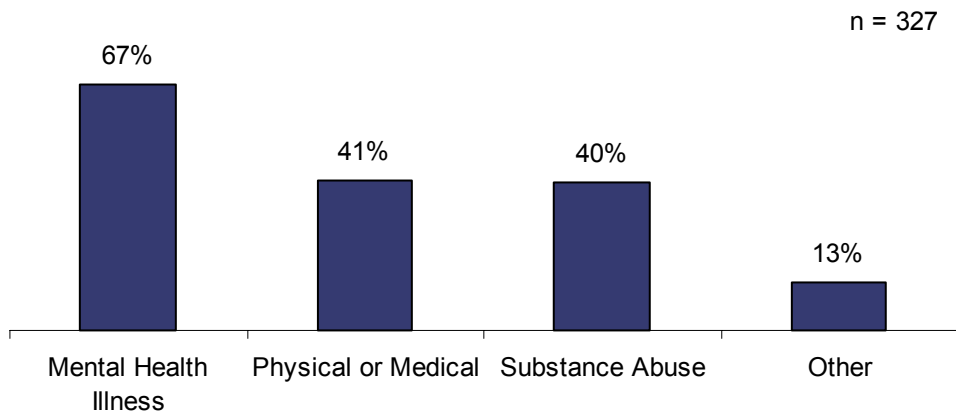
By Continuum of Care



By Region



## Reported Types of Disabling Conditions:<sup>2</sup>



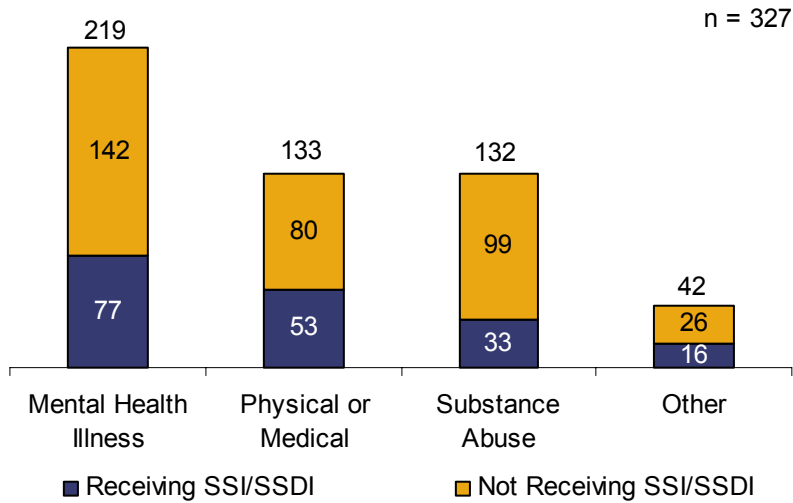
Mental health and substance abuse problems ranked very high in the types of disabling conditions reported by Maine’s homeless individuals. While nearly 40% of individuals with physical disabling conditions reported receiving SSI/SSDI, only about 35% of those with mental health conditions and less than 23% of those with substance abuse issues reported receiving SSI/SSDI benefits.

<sup>1</sup> Please note that “n” equals the number of respondents reporting disabling conditions.

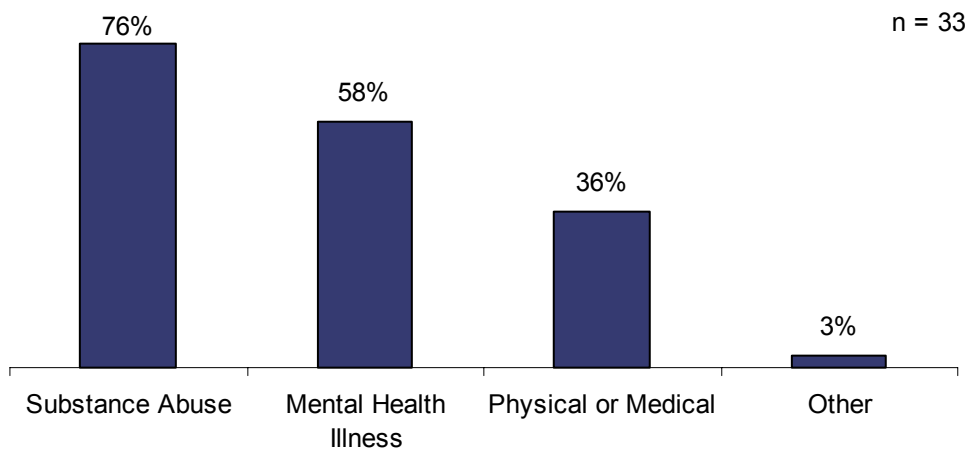
<sup>2</sup> Please note in some cases respondents reported multiple disabling conditions.



Supplemental Security Income / Social Security Disability Insurance Benefits by Reported Types of Disabling Conditions:<sup>1</sup>



Reported Types of Disabling Conditions by Respondents Released from Correctional Institutions:<sup>2</sup>

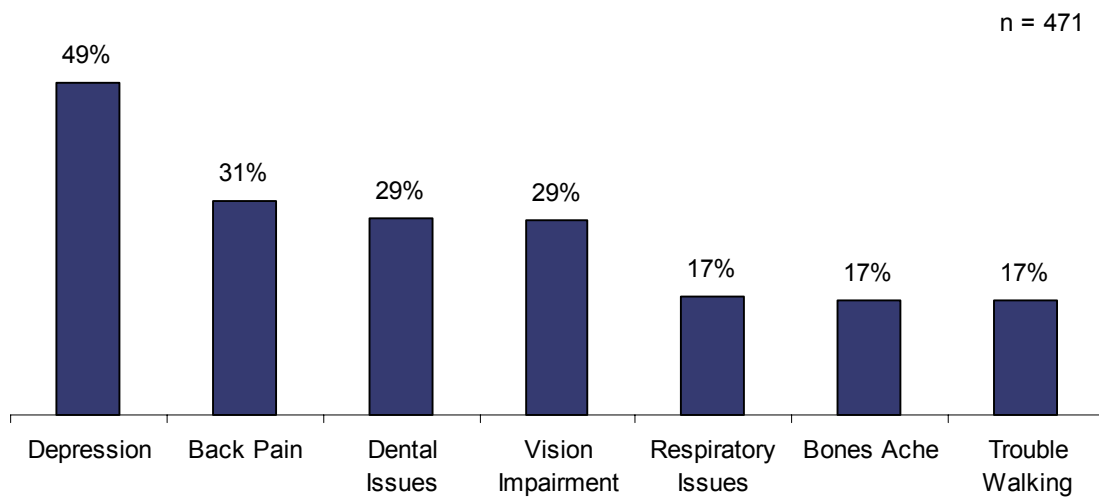


Nearly all of respondents who reported recent release from correctional institutions reported the existence of disabling conditions with a large majority of respondents reporting substance abuse and/or mental health issues.

<sup>1</sup> Please note in some cases respondents reported multiple disabling conditions. Please note that five respondents were excluded from the graph for reporting SSI/SSDI benefits without disabling conditions.

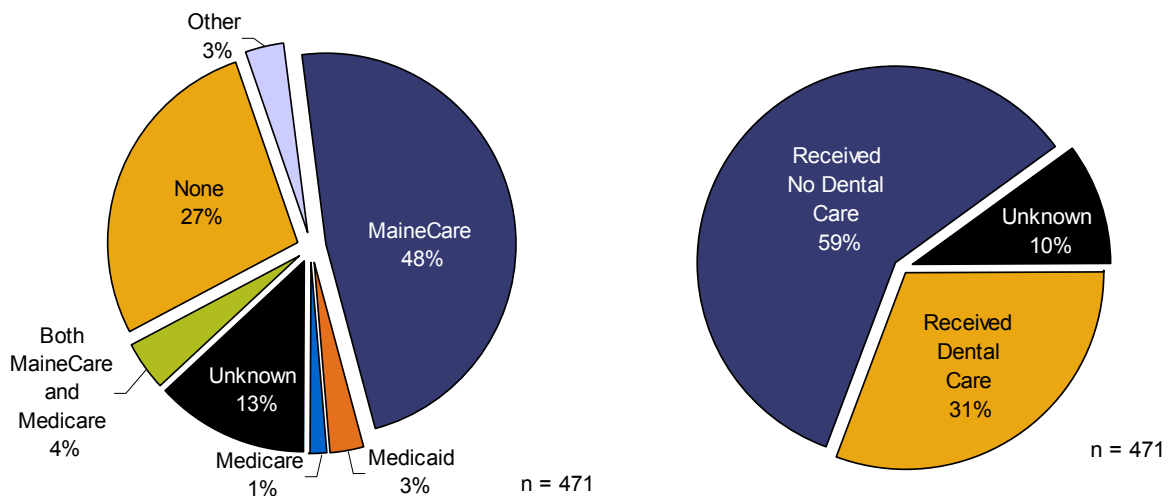
<sup>2</sup> Please note that “n” equals the number of respondents released from correctional institutions with a disabling condition as identified in the table on Page 9. Please note in some cases respondents reported multiple disabling conditions.

## Reported Frequent Health Issues:<sup>1</sup>



Many members of Maine’s homeless population reported living with frequent health issues, with depression being the most common. A variety of other health issues were reported, including a significant number of dental issues which may be exacerbated by the low availability of dental care to this segment of Maine’s population.

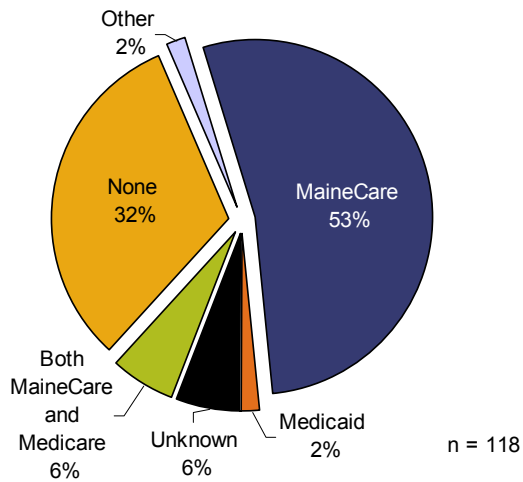
## Reported Health Insurance Coverage and Dental Care:



MaineCare and Medicare provided health care coverage for over half of the survey respondents but nearly 30% reported no health care coverage at all. Only a small percentage of Maine’s homeless population reported having access to other health care coverage. Also, nearly 2 in 3 homeless people reported receiving no dental care in the past year.

<sup>1</sup> Please note in some cases respondents reported multiple health issues.

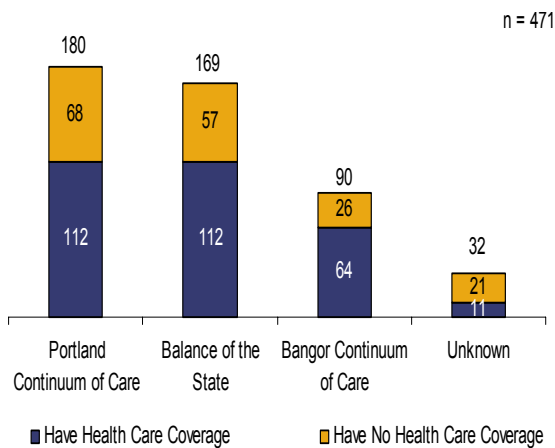
## Chronically Homeless Reported Health Care Coverage:<sup>1</sup>



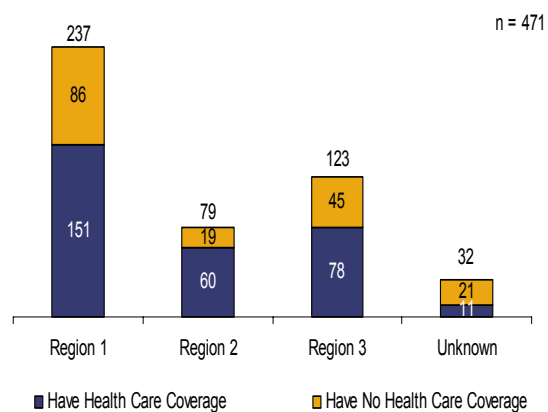
Maine’s chronically homeless population reported health care coverage in close proportion to those who were not chronically homeless.

## Reported Health Care Coverage:

### By Continuum of Care



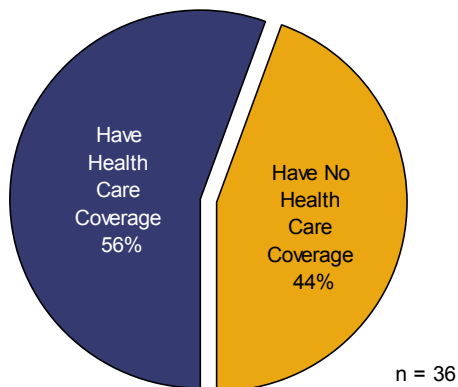
### By Region



There did not appear to be a geographic disparity in health care coverage for this population and those released from correctional facilities appeared as likely to have coverage as all others.

<sup>1</sup> Please note that “n” equals the number of homeless people who met the criteria for being chronically homeless as identified in the table on Page 11.

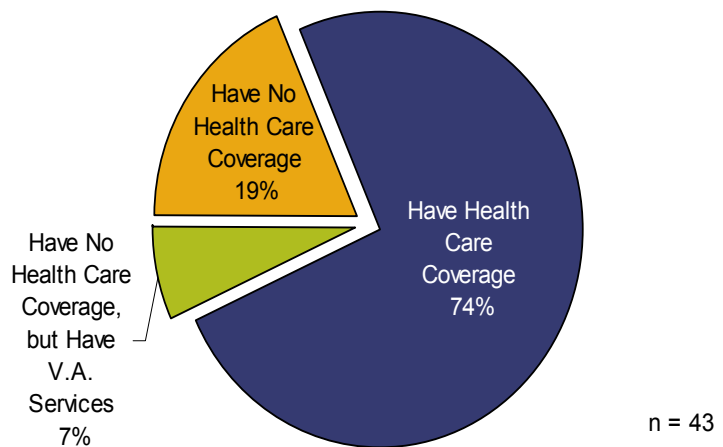
## Reported Health Care Coverage for Respondents Released from Correctional Institutions:<sup>1</sup>



While access to health coverage for those released from Corrections was roughly the same as for the overall homeless population, the situation for veterans with potentially disabling health conditions was better.

## Reported Health Care Coverage for Veterans with Disabling Conditions:<sup>2</sup>

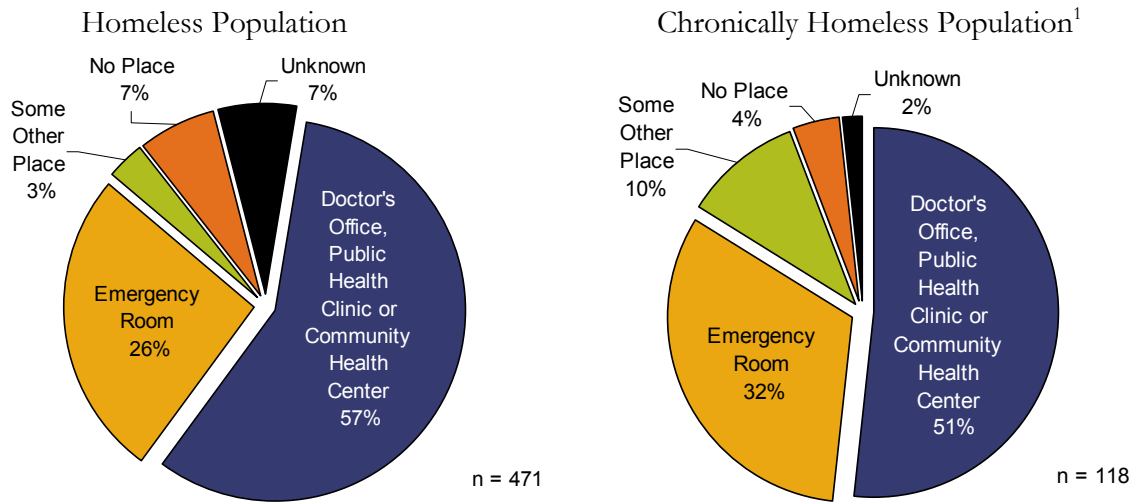
Three out of four homeless veterans with disabling conditions reported health care coverage with most reporting coverage through the Veteran’s Administration. Another 7% reported receiving veterans services from the VA but did not report having health care coverage. 19% of veterans with disabling conditions reported having no health care coverage at all.



<sup>1</sup> Please note that “n” equals the number of respondents released from correctional institutions as identified in the table on Page 9.

<sup>2</sup> Please note that “n” equals the total number of veterans with a disabling condition as identified in the table on Page 8.

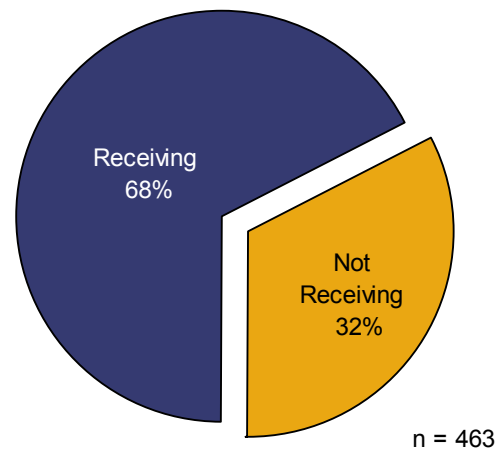
## Reported Health Care Service Destination:



Approximately 60% of those surveyed reported seeking health care services at places other than a hospital emergency room with just over 1 in 4 using emergency room services for health care services. Emergency room use climbed to approximately 1 in 3 for those people who met the definition of chronically homeless.

## Report Currently Receiving Public Assistance:<sup>2</sup>

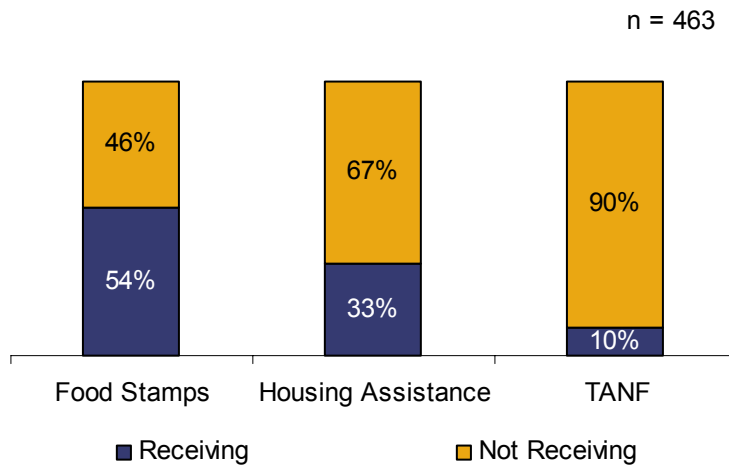
A significant number of survey respondents (more than 2 out of 3) indicated receiving some form of public assistance, with most receiving food stamps and one third reporting having received housing assistance in the past. Only 10% reported receiving Temporary Aid to Needy Families (TANF) which was down sharply from 2004 when 55% reported receiving this assistance.



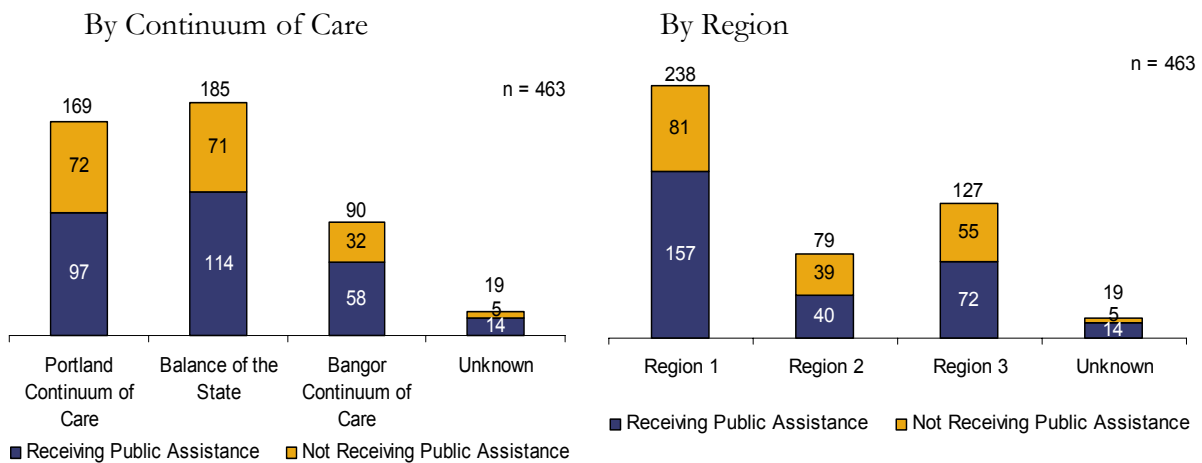
<sup>1</sup> Please note that “n” equals the number of homeless people who met the criteria for being chronically homeless as identified in the table on Page 11.

<sup>2</sup> Please note that “n” equals the number of respondents who indicated whether or not they were currently receiving public assistance. Please see the definition of “Public Assistance” in Appendix A.

## Reported Types of Public Assistance Received:<sup>1</sup>



## Reported Types of Public Assistance Received:<sup>2</sup>



Just over 50% of respondents in the Portland Continuum of Care reported receiving public assistance while 62% and 64% of respondents in the other 2 Continuums reported receiving public assistance. In Region 1, which includes almost all of Cumberland and York Counties, nearly 66% of respondents reported receiving public assistance.

<sup>1</sup> Please note that “n” equals the number of respondents who indicated whether or not they were currently receiving public assistance.

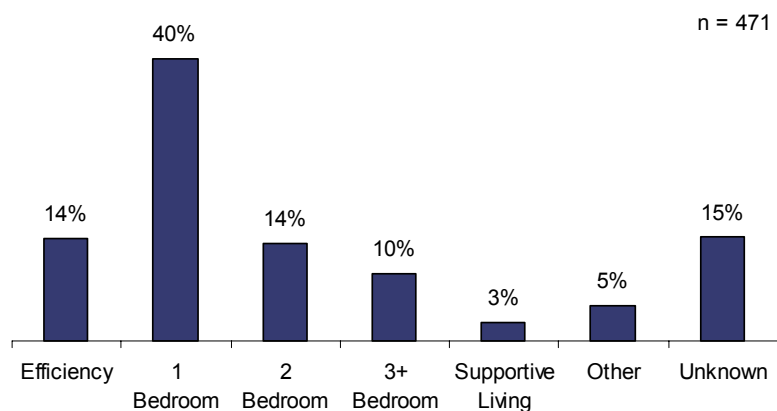
<sup>2</sup> Please note that “n” equals the number of respondents who indicated whether or not they were currently receiving public assistance.

## Reported Types of Services Utilized:

Service	Number Using Service	Percent Using Service
Total	471	
Shelter	426	90%
Food/Hot Meals	379	80%
Showers	379	80%
Health Care	303	64%
Mental Health	235	50%
Housing Location	223	47%
Housing Subsidies	154	33%
Substance Abuse	130	28%
Drop-In Care	126	27%
Storage	119	25%
Job Search	115	24%
Education	91	19%
Transitional Housing	84	18%
Job Training	71	15%
Budgeting	47	10%
Domestic Violence	46	10%
Childcare	29	6%
Parenting	28	6%
ESL Classes	8	2%

A wide variety of services are being made available to Maine's homeless population in addition to the services typically associated with shelter care such as a place to sleep, meals and showers. Many of these services are aimed at meeting the shorter term needs of Maine's homeless population – health, mental health and housing assistance – but a number are also being offered that help meet some of the long term needs of this population – including assistance with job searches, job training, general education and financial (budgeting) education.

## Respondents' Desired Housing:



The housing desires of the homeless population were modest -- with 54% of respondents desiring efficiency or one bedroom units and only 1 in 4 respondents reporting a preference for two or more bedrooms.

# Appendix A

## Definitions

### Definition of Continuum of Care and Maine's Three Continuums of Care:

The McKinney-Vento Homeless Assistance Act programs administered by HUD that award funds competitively require the development of a "Continuum of Care" system in the community where assistance is being sought. A continuum of care system is designed to address the critical problem of homelessness through a coordinated community-based process of identifying needs and building a system to address those needs. The approach is predicated on the understanding that homelessness is not caused merely by a lack of shelter, but involves a variety of underlying, unmet needs - physical, economic, and social.

The Greater Penobscot County Continuum of Care is comprised of the cities and towns located within Penobscot County, the Portland Continuum of Care is limited to the city of Portland and all other areas of the state are included in the Balance of State Continuum of Care.

### Definition of Maine's Three Homeless Regions:

Region 1 is comprised of Cumberland and York Counties with the exception of Brunswick. Region 2 includes most of the south central area of Maine, including Oxford, Androscoggin, Lincoln, Sagadahoc, Waldo, Knox, Kennebec, Somerset and Franklin Counties and Brunswick. Region 3 is comprised of Penobscot, Piscataquis, Aroostook, Washington and Hancock Counties.

### Definition of Homelessness:

**Homelessness** is defined in 42 U.S.C. 11302 as follows:

IN GENERAL. - For purposes of this Act, the term "homeless" or "homeless individual or homeless person" includes-- (1) an individual who lacks a fixed, regular, and adequate nighttime residence; and (2) an individual who has a primary nighttime residence that is: A) supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill); B) a institution that provides a temporary residence for individuals intended to be institutionalized; or C) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodations for human beings.

<http://www.hud.gov/offices/cpd/homeless/library/esg/esgdeskguide/glossary.cfm>

It should be noted that the HUD definition of homelessness disqualifies many people without residences from homeless entitlements because many homeless individuals rotate between shelters and the homes of friends and relatives. Strictly applying the HUD definition does not capture the magnitude of homelessness. The Point in Time Survey seeks to fill in the gaps left by the HUD's definition.



## **Definition of Chronic Homelessness:**

**Chronic Homelessness** is defined by the Interagency Council on Homelessness as follows:

“... an unaccompanied homeless individual with a disabling condition who has either been continuously homeless for a year or more OR has had at least four (4) episodes of homelessness in the past three (3) years. A disabling condition is defined as a diagnosable substance use disorder, serious mental illness, developmental disability, or chronic physical illness or disability, including the co-occurrence of two or more of these conditions. A disabling condition limits an individual’s ability to work or perform one or more activities of daily living.”

<http://www.ich.gov/>

## **Assessment of Existence of Disabilities:**

**The term “disabled” has multiple definitions.** Individuals may not identify with the label “disabled” while still qualifying for entitlements. Substance abuse disorders are highly disabling but have not qualified a person for SSI/SSDI disability benefits since 1996. On the other hand, substance abuse disorder is considered a disabling condition when identifying the chronically homeless. Therefore, many people with disabling substance abuse disorders no longer refer to themselves as disabled, though many do. With these complications in mind, and because disability is known to be under-reported, survey participants were provided with a variety of opportunities to relate their disability status.

Questions **6 and 7** on the Survey Tool included in Appendix C were used to quantify existing disabilities or disabling conditions.

## **Definition of Public Assistance:**

For the purpose of this study, respondents receiving benefits from any of the following public programs are considered to be receiving public assistance: Temporary Assistance to Needy Families (TANF), Unemployment Compensation, General Assistance, Food Stamps, Child Support or Housing Assistance (Section 8, Shelter plus Care and BRAP).

## 2006 U.S. Department of Health and Human Services Poverty Guidelines:

An individual earning less than \$817 a month, or a family of four earning less than \$1,667 a month, is considered below federal poverty guidelines.

<b>Persons in Family or Household</b>	<b>Annual Income</b>	<b>Monthly Income</b>
1	\$9,800	\$817
2	\$13,200	\$1,100
3	\$16,600	\$1,383
4	\$20,000	\$1,667
5	\$23,400	\$1,950
6	\$26,800	\$2,233
7	\$30,200	\$2,517
8	\$33,600	\$2,817
For each additional person, add	\$3,400	\$283

Source: Federal Register, Vol. 71, No. 15, January 24, 2006, pp. 3848-3849

## **Appendix B**

### **Point in Time Survey Methodology**

On January 17, 2006 service providers and advocates for the homeless population conducted a state-wide census of homeless people. All three of Maine's Continuums of Care (Portland, Greater Penobscot County and Balance of State) participated in counting homeless people in shelters as well as those living on the streets or in other places considered unfit for human habitation. In order to further ensure that no one was missed during the count, town officials in a number of Maine communities were also asked to provide information on any homeless individuals or families of which they were aware and to provide basic information (gender, child or adult, and where staying) that could be compiled. Because the survey was being conducted in a number of locations by a number of people, it is expected that variations in the data might be introduced.

Once collected, the data from the survey forms was entered manually into several databases. Data entry was performed by the Homeless Department at MaineHousing for both the Balance of State and the Greater Penobscot CoCs. The Portland CoC did their own data entry using a copy of the database, and prepared their own report. They later shared their raw data with MaineHousing for use in this report.

In addition to the count, homeless people were asked to complete a survey (Appendix C) that would allow a clearer picture to be developed regarding the reasons for homelessness, identify specific services needed by the homeless population and any barriers to achieving a stable housing situation that might exist. An effort was made to interview all homeless individuals over the age of 18 (or younger for unaccompanied youth found in youth shelters), and the head of household for each homeless family. In total, 471 surveys were completed (either in part or fully).

124 family members accompanied these 471 respondents – yielding a count of 595 homeless people identified within the shelters or contacted in person in locations outside the shelters. An additional 203 homeless people were identified by the various towns bringing the total count to 798 homeless individuals on the night of January 17, 2006.

In many places throughout the report, data from the April 2004 Point in Time survey is given as a reference point. Caution should be used in drawing any conclusions about the changes in numbers from one survey to the other, however. Both surveys are a snapshot in time of Maine's homeless population and it would be expected that variations, sometimes large ones, would occur because of this yet may not represent an actual change in the make-up of the homeless population.

In addition, it would be expected that having one survey done in January and one in March might also lead to variations in the resulting data that could be more due to the time of year of the survey than in any real, measurable changes in this population. To the extent that HUD mandates future Point in Time Surveys to occur during mid-January, the surveys should yield data that is more readily compared and consistent.

# Appendix C

## Point in Time Survey Instrument

January 17<sup>th</sup>, 2006

**SAY:** Hello, I'm (name). I'm gathering information on the status of Maine residents. I'd like to ask some questions about your housing and health situation. I won't ask for your name, address, or other personal information that can identify you. You don't have to answer any question you don't want to, and you can end the interview at any time. The interview takes a short time and any information you give me will be confidential.

### DEMOGRAPHICS

Let's start with some basic information that doesn't identify you but describes you.

1. (Indicate gender of respondent; ask only if necessary.)       Male       Female
2. Are you Hispanic or Latino?
  - a.  Yes  No  Don't know/Refused to answer

3. Which one or more of the following would you say is your race?

**(Read answers and check all that apply)**

- |   |  |
|---|--|
| <input type="checkbox"/> White or Euro-American       | <input type="checkbox"/> Native American                           |
| <input type="checkbox"/> Black or African American    | <input type="checkbox"/> Native Hawaiian or Other Pacific Islander |
| <input type="checkbox"/> Asian                        | <input type="checkbox"/> Any other? Please specify. _____          |
| <input type="checkbox"/> Don't know/Refused to answer |  |

**(If more than one response continue; otherwise go to 4.)**

Now I want to read the things you picked and I'd like you to tell me: if you had to name one that best represents your race, which one would it be?

**(Read the items selected by the respondent and circle the one choice.)**

4. What is your age? \_\_\_\_\_ Years       Don't know/Refused to answer
5. What is the highest grade or year of school you completed?
  - Never attended school or only attended kindergarten
  - Grades 1 through 8 (Elementary)
  - Grades 9 through 11 (Some high school)
  - Grade 12 or GED (High school graduate)
  - College 1 year to 3 years (Some college or technical school)
  - College 4 years or more (College graduate)
  - Don't know/Refused to answer
6. Are you limited in your ability to work or carry out any activities of daily living because of a chronic physical illness or disability, substance use disorder, mental illness, or developmental disability?  
 Yes  No  Don't know/Refused to answer
7. Do you have any disabilities on the list I'm going to read? (Read answers and check all that apply)

<input type="checkbox"/> Physical or Medical	<input type="checkbox"/> HIV/AIDS
<input type="checkbox"/> Mental Health	<input type="checkbox"/> Substance Abuse
<input type="checkbox"/> Developmental	<input type="checkbox"/> Any others? Please specify. _____
<input type="checkbox"/> Don't know/Refused to answer	

8. *Are you a veteran of the Armed Forces? If no skip to 10.*

Yes (continue)     No (go to 8)     Don't know/Refused to answer

9. *Are you currently enrolled veterans (VA) Healthcare services?*

Yes (go to 8)     No (continue)     Don't know/Refused to answer

10. *Have you applied and been denied VA services?*

Yes. Why? \_\_\_\_\_  
 No  
 Don't know/Refused to answer

11. *How many children under 18 years old are in your custody?*

Number of children \_\_\_\_\_ Don't know/Refused to answer

12. (If any) *Where are they now?*

**(Read only if necessary.)**

In shelter with you     With family     With friends     DHS custody / foster care  
 Other (specify) \_\_\_\_\_ Don't know/Refused to answer

13. *How many school-age children in your custody missed school during this episode of homelessness?* \_\_\_\_\_

14. *If you are an unaccompanied homeless youth have you missed school during this episode of homelessness?* \_\_\_\_\_

## **HOUSING / HOMELESSNESS**

SAY: *This next part is about your housing situation.*

15. *How long have you been homeless? (This time only)* \_\_\_\_\_ Number of Days

\_\_\_\_\_ Don't know/Refused to answer

16. *In the past three years, how many times have you been homeless?* \_\_\_\_\_

\_\_\_\_\_ Don't know/Refused to answer

17. *Were you turned away from another shelter?*

Shelter was full     Your maximum stay was up     Banded for past behavior  
 Shelter did not meet your needs     Don't know/Refused to answer

SAY: *The next few questions are about your last regular residence.*

18. *Where was your last regular residence? (Before becoming homeless.)*

Town \_\_\_\_\_ State \_\_\_\_\_ Country \_\_\_\_\_ Don't know/Refused to answer

19. *How long had you lived there?*

(Read only if necessary.)

Less than 3 mo  
 3 mo - 1 year  
 Over 1 year, how long? \_\_\_\_\_  
 Don't know/Refused to answer

**(Last regular residence questions cont.)**

20. *When did you leave there*

(Read only if necessary.)

- Less than 3 mo
- 3 mo - 1 year
- Over 1 year, how long? \_\_\_\_\_
- Don't know/Refused to answer

21. *Please listen to this list and tell me which ones are your reasons for leaving your last regular residence. If your reasons are not on the list please tell me what they are.*

(Read and check all that apply)

- Fire /Other disaster destroyed home
- Domestic Violence
- Other, please specify \_\_\_\_\_
- Don't know/Refused to answer
- Family break-up
- Eviction
- Couldn't pay rent (go to 22)

22. *Why couldn't you pay rent?*

(Read only if necessary.)

- Job lost and couldn't pay rent
- Rent increased and couldn't afford rent anymore
- Medical problems and medical costs so unable to afford rent
- Became disabled (mental health or other) and couldn't work and pay rent
- Other, please specify \_\_\_\_\_
- Don't know/Refused to answer

**(If more than one response continue; otherwise go to 23)**

*I want to read the things you picked and I'd like you to tell me: if you had to name one as the most important, which would it be?*

**(Read the items selected by the respondent and circle the one choice.)**

23. *How long have you been spending the night here (at this shelter, in your vehicle or this camp)?*

(Read only if necessary.)

- Less than 3 mo
- 3 mo - 1 year
- Over 1 year, how long? \_\_\_\_\_
- Don't know/Refused to answer

**(If not at a shelter ask 24; otherwise go to 25.)**

24. *Why are you here instead of at a shelter?* \_\_\_\_\_

Don't know/Refused to answer

25. *Have you been denied a housing subsidy through section 8 because of a criminal record?*

- Yes
- No
- Don't know/Refused to answer

(If last residence was in Maine continue; otherwise go to 27)

26. Before you left that reside, did you seek financial assistance from your town to help you stay there? That means: welfare, GA (general assistance), public assistance, or town hall.  
 Yes     No     Don't know/Refused to answer

If denied reason for denial?

- Lack of information                       Residency                       Eligibility requirements  
 Over income                                       Work history                       Don't know/Refused to answer

27. Please listen to this list and tell me which ones are your reasons for spending the night here (at this shelter or camp). If your reasons are not on the list please tell me what they are.

**(Read and check all that apply.)**

- |   |  |
|---|--|
| <input type="checkbox"/> Unable to find work and pay rent   | <input type="checkbox"/> Can't find a rental unit  |
| <input type="checkbox"/> Poor rental history /No references                                       | <input type="checkbox"/> Mental health issues  |
| <input type="checkbox"/> <u>Can</u> afford rent (or have subsidy) <u>but</u> can't locate housing | <input type="checkbox"/> Alcohol or other drug use problems  |
| <input type="checkbox"/> No housing subsidy available   | <input type="checkbox"/> Discharged from State custody at age 18 (DHHS custody)  |
| <input type="checkbox"/> Money management problems  | <input type="checkbox"/> Discharged from a hospital or other medical or mental health institution without another place to go. Which hospital? _____     |
| <input type="checkbox"/> Social network at the shelter  | <input type="checkbox"/> Discharged from jail, prison, or other correctional facility without another place to go. Which correctional institution? _____ |
| <input type="checkbox"/> Disabled and waiting for disability (SSI / SSDI) benefits                |  |
| <input type="checkbox"/> Migrant worker between jobs  |  |
| <input type="checkbox"/> Any other reason? Please specify: _____                                  |  |
| <input type="checkbox"/> Don't know/Refused to answer   |  |

If more than one answer read I want to read the things you picked and I'd like you to tell me: if you had to name one as the most important, which would it be?

28. What kind of housing do you need?

- |                                      |   |
|--------------------------------------|---|
| <input type="checkbox"/> SRO         | <input type="checkbox"/> Supportive living (assisted living, rehab house, etc...) |
| <input type="checkbox"/> 1 bedroom   | <input type="checkbox"/> Other (specify) _____                                    |
| <input type="checkbox"/> 2 bedroom   | <input type="checkbox"/> Shared living arrangement/roommate                       |
| <input type="checkbox"/> 3 + bedroom | <input type="checkbox"/> Don't know/Refused to answer                             |

29. What town/city would you like to live in? \_\_\_\_\_  Don't know/Refused to answer

30. Why? \_\_\_\_\_  Don't know/Refused to answer

**INCOME / EMPLOYMENT / SUPPORT SERVICES**

SAY: Now I'm going to ask some questions about how you are taking care of yourself. Please be assured that answering these questions will not affect your ability to receive assistance in any way.

31. I'm going to read you a list of employment statuses. Please let me know which one applies to you:

(Read)

- |   |   |
|---|---|
| <input type="checkbox"/> Employed for wages               | <input type="checkbox"/> A Homemaker    |
| <input type="checkbox"/> Self-employed                    | <input type="checkbox"/> A Student      |
| <input type="checkbox"/> Out of work for more than 1 year | <input type="checkbox"/> Retired        |
| <input type="checkbox"/> Out of work for less than 1 year | <input type="checkbox"/> Unable to work |
| <input type="checkbox"/> Don't know/Refused to answer     |   |

32. Do you receive income from any of the following sources? I'll read a list.

(Read and check all that apply.)

- |  |  |
|--|--|
| <input type="checkbox"/> TANF  | <input type="checkbox"/> Unemployment compensation               |
| <input type="checkbox"/> SSI <input type="checkbox"/> state supplemental check | <input type="checkbox"/> Worker's compensation                   |
| <input type="checkbox"/> SSDI  | <input type="checkbox"/> Vocational/job training program stipend |
| <input type="checkbox"/> VA  | <input type="checkbox"/> Child support or alimony                |
| <input type="checkbox"/> None of these   | <input type="checkbox"/> Don't know/Refused to answer            |

33. What was your last month's income from all sources? \$\_\_\_\_\_ Don't know/Refused to answer

34. If employed, how much do you make an hour? \$\_\_\_\_\_ Don't know/Refused to answer

35. How many hours do you work a week? \_\_\_\_\_ Don't know/Refused to answer

36. What assistance from the following list, if any, do you currently receive?

**(Read and check all that apply.)**

- General Assistance (GA, town welfare) in the town currently sheltered/residing;  
From which town? \_\_\_\_\_
- Housing subsidy (Section 8, Shelter + Care, BRAP, RAC+)
- Food Stamps
- Don't know/Refused to answer



37. I'm going to read you a list of services. For each one I'd like you to tell me if you have used the service. If you have not used the service because it is difficult to access, please let me know. You can add others to this list.

(Read each service. Check "used", "Can't access" or "N/A" for "not applicable" or "don't need it".

	Used	Want but can't access	N/A
Shelter			
Food/Hot meals			
Showers			
Job location help			
Job training program			
Housing location help			
Transitional housing			
Section 8, BRAP, RAC+, Shelter Plus Care			
Health care / medication(s)			
Mental health services			
Alcohol / substance abuse services			

	Used	Want but can't access	N/A
Domestic violence services			
Childcare services			
Parenting services			
Drop-in center			
Household budgeting			
Continuing education program (such as GED, college prep, etc)			
Storage			
Is English your first language? Ask the following only if first language is not English	_____ Yes _____ No		
English as second language (ESL) classes			
Cultural orientation			
Immigrant documentation/ INS assistance			

Other (specify): \_\_\_\_\_ Don't know/Refused to answer \_\_\_\_\_

**HEALTH**

SAY: *This is the last part. I want to ask about your health and your use of health services.*

38. *Do you have any kind of health care coverage, including health insurance, prepaid plans such as HMOs, or government plans such as MaineCare, Medicaid, Dirigo or Medicare?*  
 Yes     No     Don't know/Refused to answer

39. *What is your health care coverage?* \_\_\_\_\_

40. *Now thinking about your mental health, which includes stress, depression, and problems with emotions, for how many days during the past 30 days was your mental health not good?*  
 Number of days     None     Don't know/Refused to answer

41. *I'm going to read you a list of health conditions. Please let me know if you have any of them.*  
 (Read and check all that apply)

<input type="checkbox"/> Arthritis/rheumatism	<input type="checkbox"/> Hypertension/high blood pressure
<input type="checkbox"/> Back or neck problem	<input type="checkbox"/> Diabetes ("sugar")
<input type="checkbox"/> Fractures, bone/joint injury	<input type="checkbox"/> Cancer
<input type="checkbox"/> Walking problem	<input type="checkbox"/> HIV
<input type="checkbox"/> Lung/breathing problem	<input type="checkbox"/> Dental problem
<input type="checkbox"/> Hearing problem	<input type="checkbox"/> Depression/anxiety/emotional problem
<input type="checkbox"/> Eye/vision problem	<input type="checkbox"/> Tuberculosis (TB)
<input type="checkbox"/> Heart problem	<input type="checkbox"/> Stroke problem
<input type="checkbox"/> Other impairment/problem, please specific _____	
<input type="checkbox"/> Don't know/Refused to answer	

42. *When you are sick or need advice about your health, to which one of the following places do you usually go?*  
 (Please read)  
 A doctor's office, public health clinic or community health center  
 A hospital emergency room  
 Some other kind of place  
 No usual place

43. *Have you been to the dentist in the past 12 months?*  
 Yes     No     Don't know/Refused to answer

SAY: *The survey is finished. Thanks so much for your help. This information will help us understand this issues facing homeless people in the State of Maine so we may educate state and federal representatives in order to make recommendations for funding and policy changes needed to end homelessness.*

44. *Do you have anything you would like to add that you feel is important?*

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_