

1993 KENTUCKY HOMELESS SURVEY

PRELIMINARY FINDINGS

SPRING 1994

A **SPECIAL AND HEARTFELT** thank you to all the service providers across the Commonwealth that worked with Kentucky Housing Corporation and the Area Development Districts to carry out this study. Without these agencies, this important research would not have been possible.

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BLUEGRASS
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CUMBERLAND VALLEY
FIVCO
GATEWAY
GREEN RIVER
KIPDA
KENTUCKY RIVER
LAKE CUMBERLAND
LINCOLN TRAIL
NORTHERN KENTUCKY
PENNYRILE
PURCHASE

EDITOR'S NOTES

The primary data for this study was collected during the summer of 1993; however, we have presented the data and findings throughout this report in the present tense. It is our belief that the data and findings in this report provide an accurate indication of the *current* demographics of Kentucky's homeless population.

This report uses an urban/rural dichotomy. *Unless indicated*, the urban area is comprised of the City of Covington, the City of Lexington/Fayette County and the City of Louisville/Jefferson County. The rural area is comprised of the remainder of the state. This differs from the more commonly used Census Bureau definition which defines an urban area as one or more places and the adjacent densely settled surrounding territory that together have a minimum of 50,000 persons, and the remainder as rural

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INTRODUCTION

IN THE SUMMER OF 1993, a committee was formed and commissioned by Kentucky Housing Corporation to conduct a statewide survey of homeless persons. The survey both documents the existence and characteristics of rural homelessness and helps increase the understanding of the unique problems of rural homelessness.

Among the major findings are:

- Economic instability is the leading cause of rural homelessness in Kentucky.
- The majority of rural Kentucky's homeless adults are women.
- Of these women, 48 percent are victims of domestic violence.
- Children represent 44 percent of homeless persons in rural areas of Kentucky.
- Homelessness is often a repetitive occurrence.
- Homelessness is an increasing problem.

The conclusions of this report not only reflect the survey responses, but also exhibit a strong need for an increase in both the supply of safe, decent, affordable housing as well as preventive and immediate services for threatened families to maintain self-sufficiency.

As economic and social problems have increased over the past decade and a half, homelessness has emerged as a national crisis. This has been no different for Kentucky which entered the recession much earlier than most states. In the 1991 and 1992 Bluegrass polls taken by *The Courier-Journal* of Louisville, "homelessness" was mentioned as the second most pressing problem by local citizens. The economy was the only item they felt to be more problematic.

Yet very little data has been gathered on homelessness and less still on those homeless in rural communities. This has much to do with both the fact that there is a lack of acknowledgment that rural homelessness exists and that directly reaching this population to gain information is difficult because homeless people are seldom present in our daily surroundings. They often are forced to be secretive about where and with whom they are staying and many homeless individuals and families have multiple problems including mental illness, drug/alcohol addiction, family violence, low self-esteem and poor health.

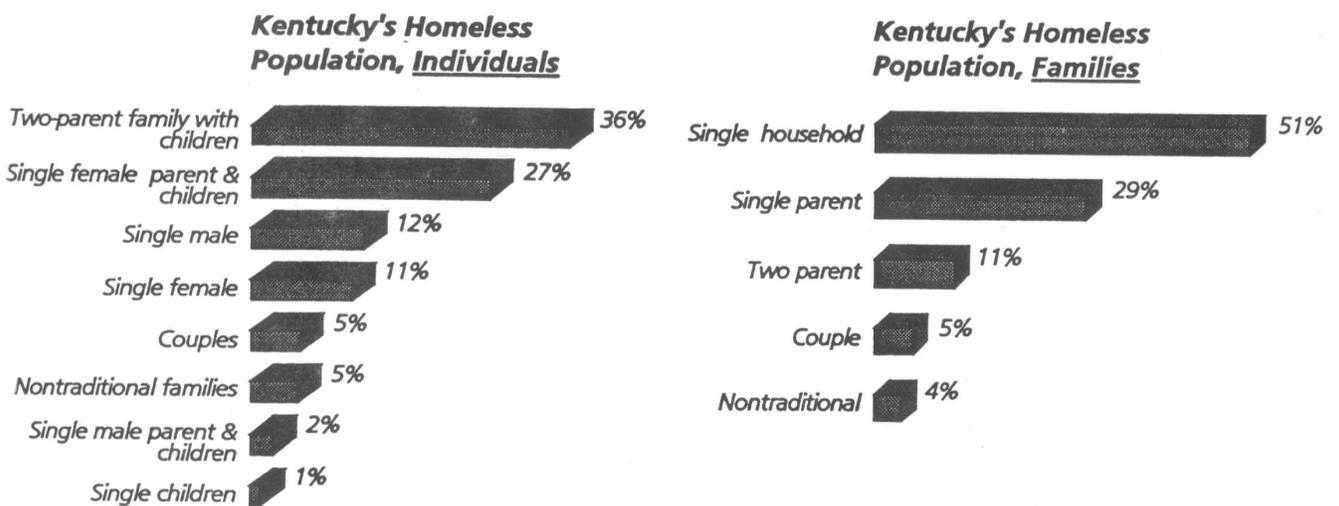
While a majority of those who are homeless in urban communities do not fit the stereotypes of bag ladies and men sleeping in cardboard boxes, even fewer would fit these categories in rural America. These homeless individuals are more likely to be single women with children who move from one place to another often staying in their cars, with relatives and friends or in hotels for short periods of time.

In 1990, the U.S. Census Bureau made its first attempt to identify the nation's homeless population. The survey, however, only addressed those persons residing in homeless shelters and visible on the streets in urban communities. It is important to note that this survey was not meant to be a census of the homeless," but to identify persons who were being missed in the traditional U.S. Census house-to-house survey.

Although individual cities and counties across the nation have previously conducted homelessness surveys, Ohio was the first to address the issue on a region-wide basis. In 1984, the Ohio Department of Mental Health conducted a survey of 979 homeless individuals in 88 counties. In 1990, a second Ohio survey was conducted by Ohio State University in which 921 homeless persons in 21 rural counties were interviewed. Over half of the survey respondents were women, many were single parents and the majority had graduated from high school. Similar to the findings of Kentucky's recent statewide survey, the leading causes for homelessness in Ohio were family conflict/dissolution, eviction due to inability to pay rent and unemployment.

The 1993 Kentucky Homeless Survey is the first in a series of studies on homelessness developed to meet the requirements of the 1994 U.S. Department of Housing and Urban Development (HUD) Comprehensive Housing Affordability Strategy (CHAS). Kentucky Housing Corporation, the state housing finance agency and the agency responsible for developing the CHAS, realized that additional information would be needed in order to plan housing and service programs for homeless Kentuckians. The Commonwealth also plans to use the results to better distribute limited housing and homeless program funding resources, seek additional federal funding and document the existence of rural homelessness. Upon completion, the study provides a much more comprehensive look at who is homeless and the existence of desperate housing and service gaps that keep them in a state of homelessness.

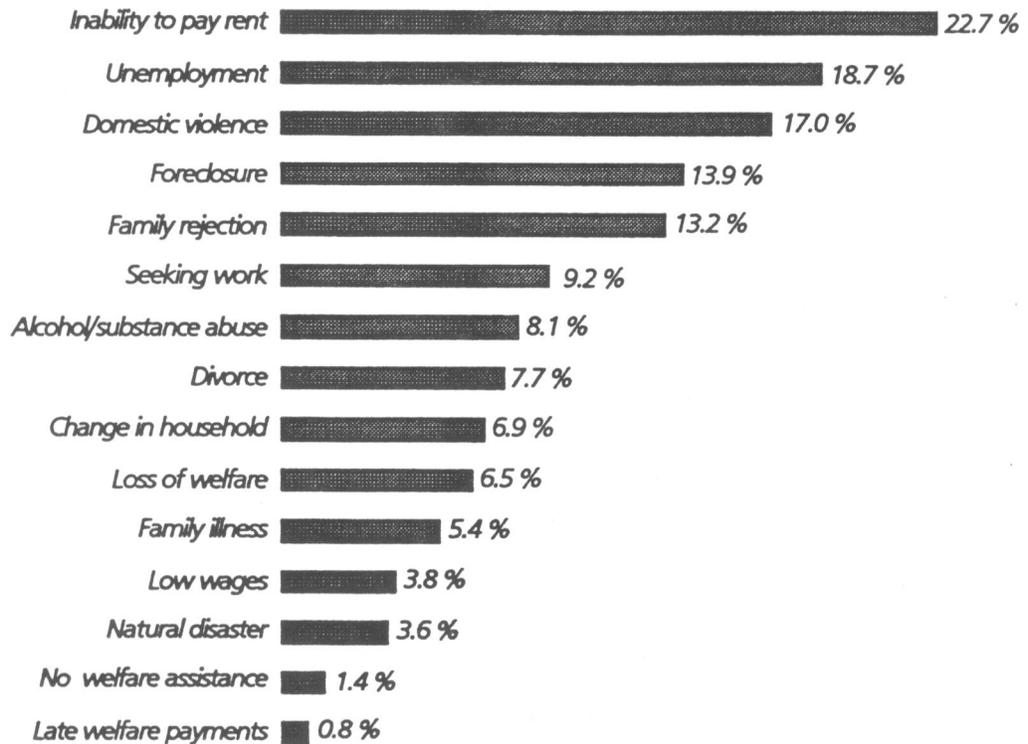
The study dispels the myth that all homeless persons are transient. While 9 percent indicate they had relocated seeking work or to move in with family members, the majority report their homelessness in the same county they report as their residence. The average length of stay in that community, before homelessness, is over eight years. The survey also demonstrates that few of the persons homeless in rural communities fit the traditional role of single men, with the largest segment being families. Two-parent families comprise 36 percent and single parent families, 27 percent.



Source: 1993 Homeless Survey, KHC.

Survey respondents express the leading cause of homelessness is economics which includes inability to pay rent (22.7 percent), unemployment (18.7 percent) and eviction/ foreclosure (13.9 percent). This group of responses is followed with causes resulting from family problems including domestic violence (17 percent) and family rejection (13.2 percent).

Causes of Homelessness in Kentucky



Source: 1993 Homeless Survey, KHC.

Includes data on all areas except Lexington/Fayette County & Louisville/Jefferson County.

SAMPLE

THE 1993 KENTUCKY HOMELESS Survey examines 5,600 unique individuals who sought services from Kentucky agencies during a 53-day period from July 19, 1993 through September 10, 1993 and who reported to be homeless. The survey was originally designed to last 30 days, but was extended after evaluation of the preliminary survey results. The extension also allowed for additional time during the first week of a month, the time period when most persons request assistance from service providers.

In total, there were 3,302 adults and 2,298 children surveyed. A total of 4,450 persons were surveyed outside the urban communities of Covington, Lexington and Louisville. There were 1,146 homeless families surveyed. For the purposes of this survey, family is defined as two or more related persons. There were 1,015 children; 1,355 adults, 18 years of age or older; and 2,041 children, 17 years of age or younger. There were 131 families without children.

Homeless respondents completed surveys in all 15 Area Development Districts (ADDS) of the Commonwealth. Table 1 includes the distribution of the completed, unduplicated surveys.

Table 1

ADD	Completed Surveys	ADD	Completed Surveys
Barren River	195	KIPDA (less Jefferson Co.)	257
Big Sandy	279	Kentucky River	685
Bluegrass	1,422	Lake Cumberland	254
Buffalo Trace	245	Lincoln Trail	277
Cumberland Valley	351	Northern Kentucky	503
FIVCO	248	Pennyrile	319
Gateway	73	Purchase	312
Green River	180	TOTAL	5,600

Although the differences in number of persons surveyed by county have as much to do with the efforts of local survey agencies as the actual number of homeless persons, a list of the number of persons surveyed in each county is included as Appendix A.

The majority of Kentucky is rural; however, there are nine communities (listed below) defined as urban within the Commonwealth. Of those surveyed, 1,654 are from the nine urban communities of the state. Table 2 includes the urban communities and compares the surveyed population to each community's total population.

Table 2

Urban Community	Completed Surveys	Population
Ashland	116	23,622
Bowling Green	94	40,641
Covington	386	43,264
Henderson	13	25,945
Hopkinsville	72	29,809
Lexington/Fayette County	728	225,366
Louisville/Jefferson County	36	664,937
Owensboro	95	53,549
Paducah	114	27,256

While all of the individuals surveyed were homeless for some time during the survey period, 76 percent reported to be homeless on July 19, 1993, the day chosen for a one-day, in time homeless estimate. Of the respondents, 85 percent had been homeless for less than one year and over half had been homeless for less than one month, showing that rural homelessness is brief. Due to constant changes in the number of homeless, as individuals and families may move in and out of homelessness several times a year, a census of persons homeless on a given day will not directly translate to a number of those homeless in a month or year.

Only those reporting to be homeless, based on either the HUD or KHC definition of homelessness, were surveyed. HUD defines a "homeless person" as one who "lacks a fixed, regular or adequate nighttime residence; is at risk of becoming homeless in a rural or urban area because the residence is not safe, decent, sanitary or secure; has as a primary

night time residence a public or privately operated shelter designed to provide temporary living accommodations; has as a primary nighttime residence a public or private place not designed as a regular sleeping accommodation; or is a person who does not have access to normal accommodations due to violence or the threat of violence from a cohabitant.” The KHC definition expands this definition to include “those individuals in extremely overcrowded conditions because no other housing existed for them.” A copy of the definition of homeless used for the 1993 Kentucky Homeless Survey is attached as Appendix B.

Measures

In surveying Kentucky's homeless population, service providers conducting the interview completed 18 questions which focused on four areas:

- 1) Residence information,
- 2) Service needs,
- 3) Special needs assessment and
- 4) Individual characteristics

In gathering residence information, the survey was designed to collect data to determine where people were staying, how long and how often they had been homeless and what factors led to their loss of housing. To understand service needs, the survey gathered information on the services being provided to the homeless and the service gaps for these same individuals. The special needs assessment section was designed to gather information on the special needs of Kentucky's homeless including alcohol drug abuse, domestic violence and mental and/or physical illness. The individual characteristics information was used to categorize those surveyed and insure a lack of duplication in the survey data. A copy of the survey instrument is attached as Appendix C.

The survey begins with a screener question on the type of place that the respondent is staying and whether it is their permanent residence. The survey then instructs the interviewer to discontinue the survey procedure if the respondent has as a residence “a permanent place meant for human habitation.”

FINDINGS

THE RESULTS OF THIS homeless survey give insight into the characteristics and needs of Kentucky's homeless population and offer separate information on each of the 15 Area Development Districts. However, it is important to understand that the numbers obtained from this survey do not represent everyone who was homeless in Kentucky. Many people do not seek services from local agencies. Some have been homeless a long time and therefore were not in a service agency during the survey period, and service agencies participated at varying levels. This section will review some of the survey information by demographic subgroups including children, women and men. Also, some key economic and social issues are reviewed, including length and occurrences of homelessness and income.

Children

Of the 4,450 persons surveyed outside of the urban communities, 44 percent are 17 years old or younger. Although the majority, 1,919, are living with homeless families, 47 are living alone. Approximately 85 percent are sheltered in facilities for the homeless or

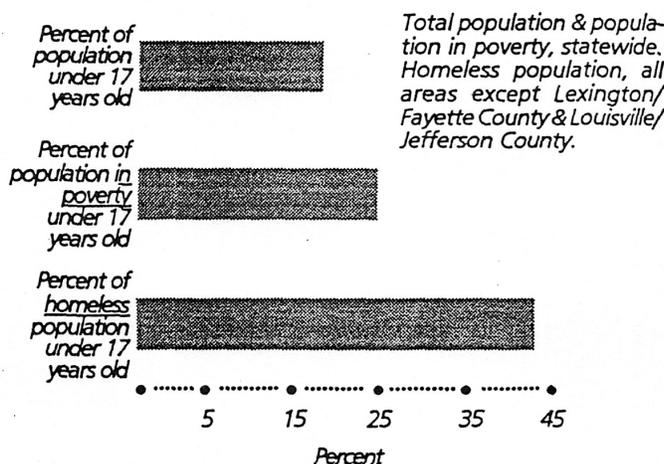
with family and friends. The remaining 15 percent of these children are unsheltered. The number of homeless children should not be surprising. One in five of Kentucky's children were living in poverty during the 1990 Census and the Department of Education's 1993 annual count of homeless children identified 5,865 between the ages of four and eighteen. The majority of these, 3,378, were of preschool and elementary school age.

The most common reasons stated for homelessness among families with children are inability to pay rent/mortgage (25.2 percent) and domestic violence (22.6 Percent). Many of these families report child care as their greatest service need, even though it was not listed as an option. The greatest unmet service needs are housing (43.3 percent), shelter (24.7 percent) and financial assistance (20.9 percent).

Women

The largest segment, 61.5 percent, of the 2,484 rural respondents are adult women. Kentucky poverty statistics show that women are more likely to live in poverty than men. In 1990, 52 percent of Kentucky female-headed households lived below the poverty level. Unmarried or separated women are more likely to be responsible for one or more children than single men. of the 675 individuals who report to be single heads of household, 617 are women.

Children in Kentucky



Source: 1993 Homeless Survey, KHC.
1990 Census, U.S. Bureau of the Census, STF3

Table 3

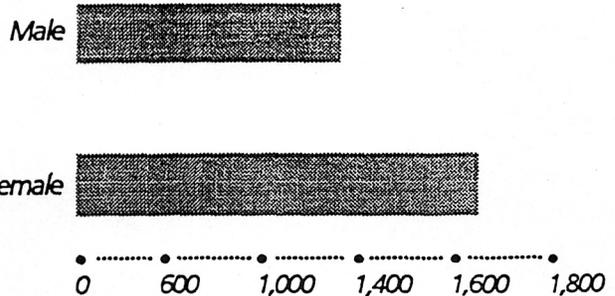
Family / Household Type	Percentage in Poverty
Female-headed families with children	
Under 5 years old.....	67.7
Under 18 years old.....	51.8
All persons with children	
Under 5 years old.....	27.9
All families with children	
Under 5 years old.....	25.8

Because of the large, number of women respondents, their needs are more diverse than other segments, but some are consistent. The services most often needed but not received are housing (41.8 percent), shelter (21.19 percent) and financial assistance (19.3 percent). Even though this was not a survey option, 80 women also state that rental assistance is an unmet need. In reviewing services that are received, however, it is clear

that homeless women and children are more likely than homeless men to receive such services as financial assistance, medical care, counseling and transportation.

Another startling statistic is the percentage of women who report to be victims of domestic violence. Of the women surveyed in rural communities, 48 percent report to be victims of domestic violence, approximately 15 percent are presently residing in a shelter for such victims and over 26 percent report domestic violence as the cause of their homelessness. Other leading causes of homelessness for women are the inability to pay rent/mortgage (21.6 percent), unemployment (13.8 percent) and eviction/foreclosure (13.3 percent). Women and children are more likely than men to have some shelter available to them with 55 percent residing with family and friends and 19 percent in shelter facilities.

Gender of Kentucky's Homeless Survey



Source: 1993 Homeless Survey, KHC. **Includes all areas except Lexington/Fayette County & Louisville/Jefferson County**

Men

Over 38 percent of the adult rural survey respondents are men. While homeless men are more likely than homeless women to be single, 67 percent of the male respondents are living with family. Men also report, more often than women, that they are forced to sleep on the streets or in places not meant for human habitation. Of the rural male respondents, 166 are sleeping on the Streets, 106 are living in vehicles and 48 are staying in short-term medical facilities. Even With two-parent families, men are often forced to sleep in a vehicle or public facility while the women and children are sheltered.

When men are questioned about their service needs, they are less likely than women to focus on housing requirements. While 384 of the men surveyed state a need for. housing or rental assistance, 46 percent focus on a need for employment and/or employment services including education/job training, transportation, bathing facilities, clothing storage, day care and phone services.

Leading causes of homelessness among men are unemployment (23.8 percent), inability to pay rent/mortgage (23.4 percent) and moving to seek work (14.3 percent). Men are more likely than women to have work income. Over 16 percent receive work income compared to 14 percent of women. However, women are much more likely to have benefit income including Aid to, Families with Dependent Children (AFDC), Social Security Insurance (SSI), child supports, survivor's benefits and food stamps.

Single Persons

Of the rural respondents, 866 are single individuals without children. Over half of these persons are male, while the remaining, half are women and children. Singles are the only segment of Kentucky's homeless population where men outnumber women.

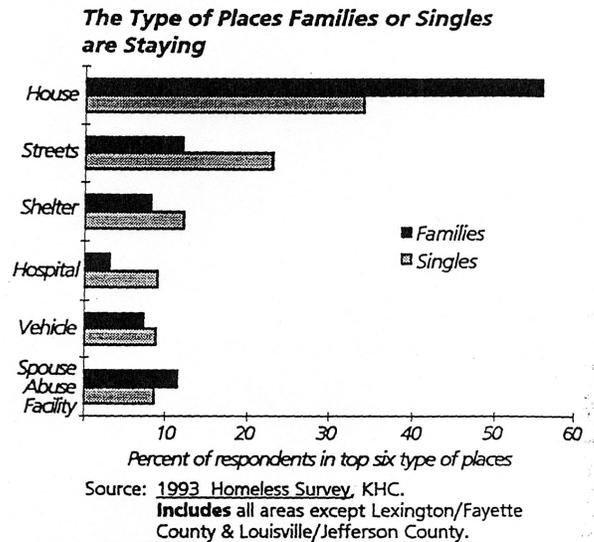
Single homeless persons are less likely than the general homeless population to be staying with family or friends and more likely to be sleeping on the streets, in places not

meant for human habitation or in short-term hospitals or nursing. Singles are also less likely to have income or receive services. The most often stated causes of homelessness among singles are unemployment (22.6 percent), inability to pay rent/mortgage (19.6 percent) and family rejection (15.9 percent).

Families

There are 1,070 families surveyed in rural communities. Of these, 246 have two parents, while 622 are single-parent families. The remaining 84 are nontraditional families made up of related persons other than spouses or parents and children. An additional 26 single women were pregnant during the survey period.

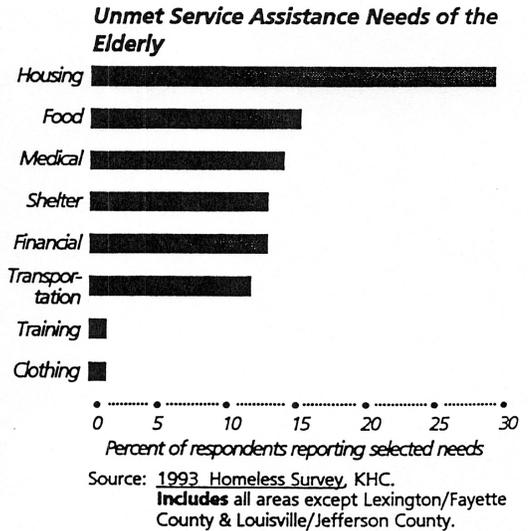
Almost 60 percent of the homeless single-parent families are staying with family or friends or in substandard housing and 22 percent are in shelters or temporary housing. The balance are living in places not meant for human habitation. The leading causes of homelessness among single-parent families are domestic violence (27 percent), inability to pay rent/mortgage (24 percent) and family rejection (14 percent). Almost 44 percent are victims domestic violence and 20.7 percent are victims of alcohol / drug abuse.



Of two-parent families, 59 percent are staying with family or friends or in substandard housing, 20 percent are in shelter facilities or temporarily housed in hotels and all others are in places not meant for human habitation. The leading causes of homelessness for two-parent families are inability to pay rent/mortgage (27 percent), unemployment (20.6 percent) and foreclosure/eviction (20.6 percent). Domestic violence is reported by 25 percent and 14.4 percent are victims of alcohol / drug abuse.

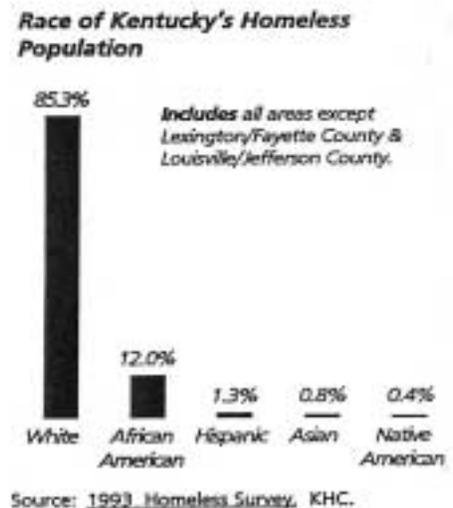
Elderly

Only 87 of the 4,450 rural homeless persons surveyed are between the ages of 65 and 98, the age of the oldest survey respondent. Over half of these persons are living in substandard housing. Approximately 20 percent are living with others and 7 percent are staying in shelters or temporarily in hotels. There are, however, seven elderly homeless respondents who are forced to sleep on the streets or in other places not meant for human habitation. Causes of elderly homelessness are illness (14.9 percent) and inability to pay rent/mortgage (13.8 percent). The majority, 68 percent, report at least one physical illness and while 47 percent receive medical care, just 14 percent report it as an unmet service need.



Race

According to the 1990 Census, 91 percent of Kentucky's population is white. The homeless population surveyed, while also being predominantly white, has at slightly higher instance of minority populations. Of those surveyed in rural communities, 85.9 percent are white, 11.3 percent are African American, 1.3 percent are Hispanic, 0.4 percent are American Indian, 0.9 percent are Asian or Pacific Islanders and 0.2 percent are of mixed race or did not respond to the question. The survey also asked respondents if they are of Appalachian heritage and 31 percent responded positively with 18 percent not responding or uncertain. In a statewide comparison, the percentage of minorities is slightly higher in Lexington and Louisville, but almost identical in Covington.



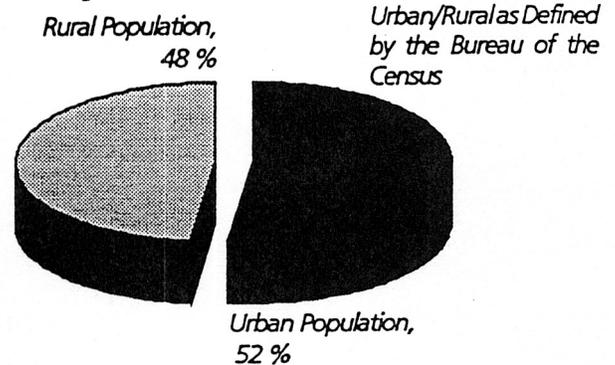
Transients vs. Locals

The majority, a total of 54.2 percent of the rural homeless survey respondents, are seeking services in the county where they have become homeless. The average length of time these individuals have lived in that same county is over eight years. An additional 17.2 percent report to have lived in Kentucky for at least one year. Approximately 5 percent are from other states or countries. These persons came from 26 states including, by descending frequency, Ohio, Tennessee, Illinois, Michigan, Alabama, Indiana, Texas and Florida. A comparison of this data to the 1990 Census and Kentucky's general population demonstrates that the Kentucky homeless population is as mobile as the general population. In fact, 22.6 percent of Kentucky's citizens are born outside the state and 9 percent of current residents were living outside the state in 1985.

Urban vs. Rural

Though often perceived as a rural state, Kentucky is slightly more urban. For purposes of this study, however, the state's three major urban areas (Covington, Louisville/Jefferson County and Lexington/Fayette County) are considered urban. These three urban areas represent approximately 25.3 percent of the state's population. Covington and Lexington/Fayette County participated in the 1993 Kentucky Homeless Study. Louisville/Jefferson County compiles daily tabulations from each homeless shelter. In comparing homeless totals of urban and rural areas, it is important to note that Louisville figures reflect shelter populations only.

Kentucky's Urban & Rural Population



Source: 1990 Census, U.S. Bureau of the Census, STF3

The urban homeless population is comprised of 1,011 (68 percent) males and 485 (32 percent) females. This is almost reversed in the rural areas which reflect a predominately female population of 1,549 or 61.5 percent and a male population of 969 or 38.5 percent. Racial composition varies greatly between the urban and rural homeless. African Americans comprise 32.9 percent of those homeless in urban communities. Rural African Americans make up 11.7 percent of the homeless population, less than half the homeless population of urban homeless African Americans. Economics is again the leading cause for homeless among those surveyed in Covington and Lexington/Fayette County. (Jefferson County does not collect this information.) Of the homeless population, 53 percent state that unemployment or the inability to pay rent is the cause of their homelessness. This compares to 40 percent of rural respondents who credit unemployment and inability to pay rent for their homelessness.

Instances of domestic violence are more pronounced in rural homeless situations than in urban communities. Using Lexington and Covington, 10.2 percent of the respondents give domestic violence as the cause of their homelessness, as compared to 17.6 percent of those homeless in rural areas. Alcohol is reported to be the cause of homelessness twice as often in urban areas, 15.1 percent, compared to 7.3 percent in rural areas.

The characteristics of the homeless (gender, race and reason for homelessness) vary greatly from urban to rural areas. The data gathered from the 1993 Homeless Study in Lexington, Covington and Louisville/Jefferson County indicate homelessness somewhat closer, although still quite different to the common stereotypes associated with homelessness (a male, with alcohol problems and on the streets). Rural homelessness completely resists that connotation by showing a homeless population that is more female and more often in families.

Length and Occurrence of Homelessness

In reviewing the data made available through the 1993 Kentucky Homeless Survey, two distinct categories of homelessness are discovered. The majority of the homeless respondents, 64 percent in all, report to have never before been homeless. These persons are most likely homeless for less than one month and usually for less than two weeks. Both

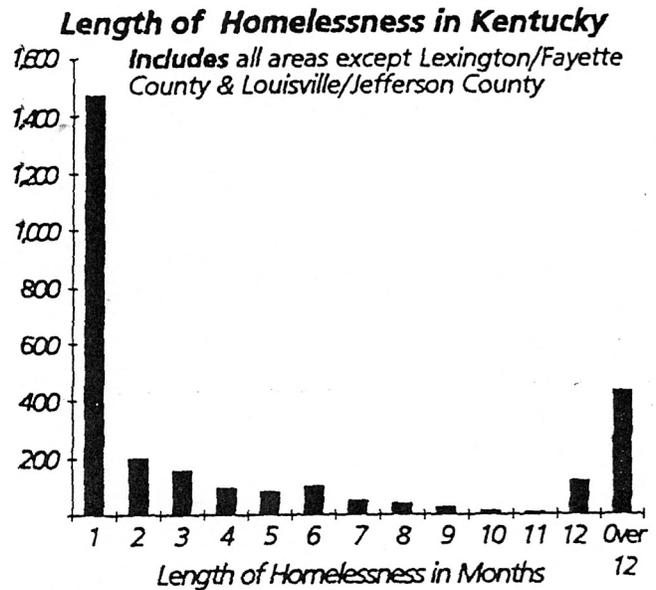
families and individuals in this subgroup are able to target a specific reason for their homelessness (domestic violence, family illness, loss of employment, divorce and fire). Likewise, the service needs of this subgroup center around housing and the specific cause of their homelessness.

The second major segment of the homeless respondents, representing 10 percent of those surveyed, are individuals and families that have been homeless more than four times and often are unable to count the exact number of such occurrences. These persons are often homeless for years and cite multiple service needs (usually responding "yes" to all available service need categories). The reasons for homelessness among this population are also usually multiple and more often general in nature (family rejection, insufficient income, lack of education and training, depression and multiple evictions).

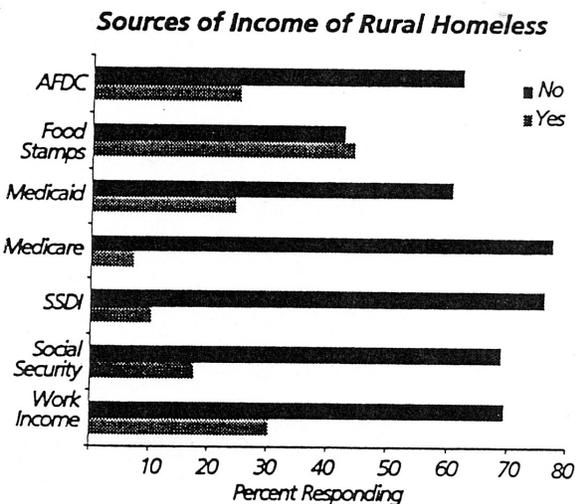
Income Status

The majority, 74 percent, of the rural homeless survey respondents have some source of income. Of the 2,484 adults surveyed, 1,105 receive food stamps, 814 receive Medicaid or Medicare, 644 receive AFDC, 464 receive SSDI, 380 receive work income, 268 receive Social Security, 46 receive some type of unemployment or service benefits and 25 receive child support.

Those individuals who receive no income are most likely single men, victims of spouse abuse or recently unemployed adults with or without additional family members. The mentally ill are the most likely to have some source of income (usually from work or disability benefits) that was lost due to the instability in their lives. Over 15 percent of the surveyed adult population receive some income from full- or part-time employment. If pregnant women, those with debilitating disabilities and the elderly are eliminated, 19 percent receive employment income.



Source: 1993 Homeless Survey, KHC.



Source: 1993 Homeless Survey, KHC.
Includes all areas except Lexington/Fayette County & Louisville/Jefferson County.

Mental / Physical Illness

Except for surveys completed in short-term mental health facilities or hospitals, there was no medical diagnosis in the survey procedure. However, each person who completed the 1993 Kentucky Homeless Survey was asked to disclose any mental or physical illnesses. A little over 17 percent of the rural adult respondents state at least one physical illness, while 14.3 percent state at least one mental illness. Of those reporting a physical or mental illness, 53.1 percent of these same survey respondents receive medical services and 23.1 percent state that they need medical services but are unable to obtain them. Of the homeless respondents with a physical or mental illness, 16.1 percent report the illness as a reason for their homelessness. Table 4 lists the leading illnesses reported by the homeless with the number of persons reporting the illness.

Table 4

<i>Reported Illness</i>	<i>Frequency Illness was Reported</i>
Schizophrenia or major mental illness	154
Depression	98
Nervous disorder	68
Heart problems or heart disease	62
Back problems	61
Loss of use of limb(s)	57
Arthritis	40
Alcoholism	37
Asthma	30
Blindness or sight problems	20
Cancer	19
Hypertension	18
Diabetes	18
Epilepsy	16
Learning disability	16
Respiratory problems	15
Blood or blood pressure problems	15
Seizures	12
Ulcers	11
Loss of limb	10
Deafness or hearing problems	10
Brain damage	9
Thyroid problems	8
Mental retardation	7
Head injury	5

Alcohol / Drug Abuse

Each homeless person interviewed was asked if they have experienced drug or alcohol abuse. The wording of the question could lead one to answer yes, whether the person abusing the drug is him/herself or another family member. Of the 2,484 rural adult respondents, 21.6 percent responded positively to this question. However, only 27.9 percent of these same respondents believe that alcohol/drug abuse is a cause of their homelessness.

Drug or alcohol abuse is more common among those who also respond positively when asked if they have experienced domestic violence. The instance of alcohol or drug abuse also increases for the mentally ill. Thirty-seven persons include alcoholism as a physical illness.

Veterans

At least 167 of the rural survey respondents are veterans with 189 responding to the question. Veterans make up 6.6 percent of the homeless adult population. However, only 19.2 percent of the homeless veteran respondents are women. According to the 1990 Census, 29.3 percent of the general male adult population of Kentucky is made up of veterans compared to 13.9 percent of the general homeless male adult population.

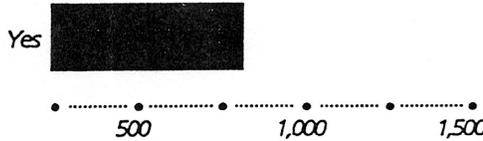
Of the homeless population, homeless veterans are far more likely to live on the streets, 20 percent compared to 2 percent. If a homeless person is a veteran, he is twice as likely to reside in a shelter and a larger percent stay in hospitals. Veterans tend to be older than the general homeless population, the average age reported in the survey is 42 years. Veterans involved in the study are on average 49 years old. Veterans report more incidents of alcohol or substance abuse. While the veterans are older, they are more likely to be single (61 percent).

PROCEDURE

THE SURVEY INSTRUMENT WAS developed by a state-level committee made up of members of Kentucky Housing Corporation, the Association of Area Development Districts, the cities of Covington and Lexington and Dr. Fay E. Reilly of the University of Kentucky. Samples of previous homeless surveys and comments from Martha Burt of the Urban Institute (the assigned consultant for HUD) were used to develop the survey. The survey was first tested by both a rural and urban service provider on clients seeking services in a single day, and changes were made based on their comments.

Kentucky's 15 Area Development Districts, on contract for this purpose with Kentucky Housing Corporation, contacted service agencies to provide technical assistance in administering the surveys and to stress the importance of accurate data. They worked with anyone who might come in contact with a homeless person during the survey time period including shelter and food providers, emergency assistance programs, literacy and migrant school programs, Community Action Agencies, health departments, libraries, family resource centers, housing agencies, police and other law enforcement officials and churches. A copy of the training outline is attached as Appendix D. All of the data collected through the survey process was self-reported except for data collected on children 17 years of age or younger living with an adult. In these cases, the data was reported by the adult family member.

Incidents of Alcohol or Drug Abuse
Includes all areas except Lexington/Fayette County & Louisville/Jefferson County



Source: 1993 Homeless Survey, KHC.

At the end of the survey period, each Area Development District received the same data entry application in order to electronically store the survey data from their jurisdiction.

The Kentucky Homeless Survey was conducted in 119 of Kentucky's 120 counties with 108 counties returning at least one complete survey. Meanwhile, the cities of Covington and Lexington individually conducted the same survey procedure. The data from these urban surveys was provided to KHC and is included in this report. Jefferson County did not participate in the 1993 Kentucky Homeless Survey because they have developed a daily database that is used to determine the number of persons homeless within their community. However, the information from their database on July 19, 1993 is included in the Urban vs. Rural section of this report. It is important to note, however, that their database includes only those served by shelter providers on a given day and does not include the nontraditional service providers in the survey procedure for the rest of the Commonwealth.

Observations

The strength of the survey process was having local provider agencies involved. Rural respondents were much more likely to participate in the survey process when they were questioned by individuals from their own communities. Participation further increased in communities where homeless persons were asked to locate potential survey respondents.

The original survey period of the Kentucky Homeless Survey was one month. After evaluation of the preliminary survey results, however, the deadline of the survey period was extended for two reasons. First, persons homeless in rural communities are more difficult to survey through service agencies because they receive fewer services than their urban counterparts. Shelters and soup kitchens are rare in remote, rural communities. Second, an individual is more likely to be surveyed at the beginning of the month when food stamps and benefit checks are received. Of greater importance is the fact that the survey results are altered during a short survey period. Where sufficient time is not given to document turnover in the homeless population, those persons who are homeless for longer periods of time represent an unrealistic proportion of the homeless.

The lack of adequate service agencies available in rural communities also required a broadening of the survey locations. In order to find homeless individuals, the participation of local law enforcement officials, librarians and mental health providers was required. In order to get a true picture of the number of homeless, it was also necessary to seek the participation of survey respondents in their sleeping locations.

The most difficult and recurring problem in conducting the 1993 Kentucky Homeless Survey was defining "homeless" and agreeing on those individuals to be asked to complete the survey. While any survey procedure will have difficulties in this area, the problem is magnified with study on homelessness due to national debate over the definition of "homeless" and subjective connotations of the term. Thorough training and close contact with surveyors throughout the survey period were key to lessening the effects of differences of opinion.

CONCLUSIONS

THE GOAL OF THIS report, as a preliminary publication, is the distribution of the most basic and general information and findings from the 1993 Kentucky Homeless Survey. Notable findings include: economic instability is the leading cause of rural homelessness; the majority of rural homeless adults are women and the majority of these women are victims of domestic violence; there are large numbers of children who are homeless in rural areas; the rural homeless, while less likely to live on the streets or in a shelter, nevertheless report these as common types of places they are staying; and though economic instability is the most likely cause of homelessness, housing or shelter is reported as the type assistance most needed.

	COUNTY	POPULATION	ADULTS SURVEYED	CHILDREN SURVEYED	TOTAL SURVEYED
001	Adair	15,360	9	8	17
003	Allen	14,628	10	12	22
005	Anderson	14,571	40	54	94
007	Ballard	7,902	5	3	8
009	Barren	34,001	1	0	1
011	Bath	9,692	9	10	19
013	Bell	31,506	19	14	33
015	Boone	57,589	13	14	27
017	Bourbon	19,236	23	26	49
019	Boyd	51,150	58	59	117
021	Boyle	25,641	17	10	27
023	Bracken	7,766	5	7	12
025	Breathitt	15,703	54	45	99
027	Breckinridge	16,312	12	13	25
029	Builit	47,567	30	18	48
031	Butler	11,245	14	8	22
033	Caldwell	13,232	13	4	17
035	Calloway	30,735	17	8	25
037	Campbell	83,866	32	28	60
039	Carlisle	5,238	0	0	0
041	Carroll	9,292	0	0	0
043	Carter	24,340	75	52	127
045	Casey	14,211	0	0	0
047	Christian	68,941	64	38	102
049	Clark	29,496	21	27	48
051	Clay	21,746	3	0	3
053	Clinton	9,135	0	0	0
055	Crittenden	9,196	28	8	36
057	Cumberland	6,784	8	7	15
059	Daviess	87,189	85	29	114
061	Edmonson	10,357	6	2	8
063	Elliott	6,455	0	0	0
065	Estill	14,614	7	3	10
067	Fayette	225,366	536	192	728
069	Fleming	12,292	59	75	134
071	Floyd	43,586	112	86	198
073	Franklin	43,781	5	11	16
075	Fulton	8,271	3	2	5
077	Gallatin	5,393	0	0	0
079	Garrard	11,579	3	6	9
081	Grant	15,737	4	3	7

	COUNTY	POPULATION	ADULTS SURVEYED	CHILDREN SURVEYED	TOTAL SURVEYED
083	Graves	33,550	83	62	145
085	Grayson	21,050	22	14	36
087	Green	10,371	0	0	0
089	Greenup	36,742	0	0	0
091	Hancock	7,864	8	3	11
093	Hardin	89,240	67	60	127
095	Harlan	36,574	19	8	27
097	Harrison	16,248	17	35	52
099	Hart	14,890	2	0	2
101	Henderson	43,044	16	1	17
103	Henry	12,823	22	9	31
105	Hickman	5,566	2	0	2
107	Hopkins	46,126	19	13	32
109	Jackson	11,955	1	0	1
111	Jefferson	664,937	35	6	41
113	Jessamine	30,508	35	46	81
115	Johnson	23,248	3	0	3
117	Kenton	142,031	249	145	394
119	Knott	17,906	31	20	51
121	Knox	29,676	17	14	31
123	Larue	11,679	7	9	16
125	Laurel	43,438	50	43	93
127	Lawrence	13,998	2	2	4
129	Lee	7,422	49	64	113
131	Leslie	13,642	17	16	33
133	Letcher	27,000	62	40	102
135	Lewis	13,029	15	27	42
137	Lincoln	20,045	5	7	12
139	Livingston	9,062	3	0	3
141	Logan	24,416	3	7	10
143	Lyon	6,624	18	1	19
145	McCracken	62,879	74	40	114
147	McCreary	15,603	11	13	24
149	McLean	9,628	1	0	1
151	Madison	57,508	27	26	53
153	Magoffin	13,077	6	4	10
155	Marion	16,499	7	3	10
157	Marshall	27,205	7	6	13
159	Martin	12,526	0	0	0
161	Mason	16,666	23	21	44
163	Meade	24,170	0	0	0

	COUNTY	POPULATION	ADULTS SURVEYED	CHILDREN SURVEYED	TOTAL SURVEYED
165	Meniffee	5,092	0	0	0
167	Mercer	19,148	19	33	52
169	Metcalfe	8,963	2	3	5
171	Monroe	11,401	8	6	14
173	Montgomery	19,561	0	0	0
175	Morgan	11,648	1	0	1
177	Muhlenberg	31,318	11	3	14
179	Nelson	29,710	31	29	60
181	Nicholas	6,725	13	11	24
183	Ohio	21,105	6	5	11
185	Oldham	33,263	46	15	64
187	Owen	9,035	5	7	12
189	Owsley	5,036	7	4	11
191	Pendleton	12,036	2	0	2
193	Perry	30,283	140	103	243
195	Pike	72,583	35	35	70
197	Powell	11,686	28	17	45
199	Pulaski	49,489	68	48	116
201	Robertson	2,124	6	7	13
203	Rockcastle	14,803	55	45	100
205	Rowan	20,353	35	18	53
207	Russell	14,716	43	36	79
209	Scott	23,867	8	61	69
211	Shelby	24,824	26	14	40
213	Simpson	15,145	7	3	10
215	Spencer	6,801	13	16	29
217	Taylor	21,146	0	0	0
219	Todd	10,940	2	1	3
221	Trigg	10,361	81	12	93
223	Trimble	6,090	4	0	4
225	Union	16,557	4	10	14
227	Warren	76,673	63	38	101
229	Washington	10,441	1	2	3
231	Wayne	17,468	3	0	3
233	Webster	13,955	8	4	12
235	Whitley	33,326	53	10	63
237	Wolfe	6,503	11	20	31
239	Woodford	19,955	20	32	52
	Missing		2	0	2
	TOTAL	3,685,296			5,600

Kentucky Homeless Survey Definition

A homeless person is...

One who lacks a fixed, regular or adequate nighttime residence, including anyone who is sleeping on the streets, in temporary hotel facilities, on a river bank, in an out building, in caves or in a vehicle.

One who is living in housing that is condemned or in an abandoned building.

One who has as a primary nighttime residence a publicly or privately operated shelter designed to provide temporary living accommodations. All residents of domestic violence shelters are included. All residents of youth shelters are included except children that are wards of the state.

One who has as a primary nighttime residence a public or private place not designated as a regular sleeping accommodation, including anyone who is sleeping in a movie theatre, restaurant, office or post office.

One who is exiting an institution (including prisons, jails, mental health facilities and/or hospitals) and persons who have been evicted or displaced who does not have the financial or family support resources to obtain housing.

One who is forced to stay doubled up temporarily with family and friends who does not have the financial or family support resources to obtain housing.

HOMELESS STUDY INDIVIDUAL/FAMILY SURVEY

Date: Interviewer:

Agency:

City: County:

RESIDENCE INFORMATION

1. In what type of place are you now staying? (i.e. APARTMENT, SINGLE, FAMILY RESIDENCE, ETC.)

Is that your permanent place to stay? YES NO UNSURE

Are you living with someone else? YES NO

DO NOT CONTINUE IF THEY HAVE A PERMANENT PLACE INTENDED FOR HUMAN HABITATION

When was the last time you had your own permanent place to live?

Where was that? (CITY AND/OR COUNTY)

2. Have you been homeless before? YES NO UNSURE

If Yes, about how many times has that happened?

3. What was the reason(s) you had to leave your last permanent place? (CHECK ALL APPLICABLE)

- unemployment
- alcohol/substance abuse
- unable to pay rent/mortgage
- family rejection
- eviction/foreclosure
- pay check/welfare late
- moved to seek work
- low wages
- divorce
- domestic violence
- family member illness
- fire/flood/natural disaster
- change in household composition
- no public assistance for two-parent family
- pay check/welfare payments not adequate
- other (SPECIFY)

4. Where were you staying on Monday, July 19, 1993? (CHECK ONE)

- | | | |
|---|---|---|
| <input type="checkbox"/> my own home | <input type="checkbox"/> on the streets | <input type="checkbox"/> transitional housing |
| <input type="checkbox"/> in a shelter | <input type="checkbox"/> jail | <input type="checkbox"/> detox facility |
| <input type="checkbox"/> hotel/motel | <input type="checkbox"/> hospital | <input type="checkbox"/> farm structure |
| <input type="checkbox"/> with friends/relatives | <input type="checkbox"/> camper | <input type="checkbox"/> don't know |
| <input type="checkbox"/> other (SPECIFY) | | |

5. Did you have any family members living with you on July 19, 1993?

- NO YES (IF YES, CHECK ALL APPLICABLE)

- | | | |
|--|--|--|
| <input type="checkbox"/> family, one-parent | <input type="checkbox"/> couple, no children | <input type="checkbox"/> single person |
| <input type="checkbox"/> family, two-parents | <input type="checkbox"/> other extended family | |
| <input type="checkbox"/> other (SPECIFY) | | |

IF YES, AND THEY WERE 18 OR OLDER, FILL OUT A SEPARATE QUESTIONNAIRE ON THOSE PERSONS.

IF YES, AND THEY WERE 17 OR YOUNGER, FILL IN THE FOLLOWING BY AGE

Male:

Female:

6. In what geographic location do you reside? (i.e. NAME OF NEIGHBORHOOD, CITY AND/OR COUNTY)

How long have you lived in this area? months years

SERVICE INFORMATION

7. Have you been provided the following services? (CHECK ALL APPLICABLE)

- | | |
|--|---|
| <input type="checkbox"/> Shelter | <input type="checkbox"/> Clothing |
| <input type="checkbox"/> Food | <input type="checkbox"/> Financial Assistance |
| <input type="checkbox"/> Medical | <input type="checkbox"/> Counseling |
| <input type="checkbox"/> Educational | <input type="checkbox"/> Job Training |
| <input type="checkbox"/> Housing | <input type="checkbox"/> Transportation |
| <input type="checkbox"/> Other (SPECIFY) | |

8. Have you needed any of the following services and been unable to obtain them?

(CHECK ALL APPLICABLE)

- | | |
|--|---|
| <input type="checkbox"/> Shelter | <input type="checkbox"/> Clothing |
| <input type="checkbox"/> Food | <input type="checkbox"/> Financial Assistance |
| <input type="checkbox"/> Medical | <input type="checkbox"/> Counseling |
| <input type="checkbox"/> Educational | <input type="checkbox"/> Job Training |
| <input type="checkbox"/> Housing | <input type="checkbox"/> Transportation |
| <input type="checkbox"/> Other (SPECIFY) | |

9. Have you experienced drug/alcohol abuse?

- YES NO UNSURE

Or domestic violence abuse?

- YES NO UNSURE

10. Do you receive: (CHECK ALL APPLICABLE)

- | | | | |
|-----------------|------------------------------|-----------------------------|---------------------------------|
| AFDC | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> Unsure |
| Social Security | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> Unsure |
| SSI | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> Unsure |
| Food Stamps | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> Unsure |
| Medicaid | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> Unsure |
| Medicare | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> Unsure |
| Work Income | <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> Unsure |
| Other (SPECIFY) | | | |

11. Are you a veteran? YES NO

INDIVIDUAL INFORMATION

12. Last four digits of Social Security Number:

(IF FAMILY INTACT) Last four digits of Spouse's Social Security Number: _ _

13. First four letters of last name:

14. Identify any physical illness(es), if known:

15. Identify any mental illness(es), if known:

16. Length of Homelessness this time: _ months _ years

17. PHYSICAL CHARACTERISTICS: (COMPLETE BASED ON OBSERVATION)

A. Hair Color: Black Brown Red Blonde Grey Bald

B. Est. Weight: __ lbs. C. Est. Height: '__"

D. Sex: Male Female E. Approx. Age:

F. Race: Asian African/American Anglo(non Hispanic)
Hispanic Other _____

18. Appalachian Heritage: _ YES _ NO

19. Interviewer Comments:

**Training Definitions
1993 Homeless Count**

Adult - any individual 18 years of age or older.

ADD - any one of the 15 Area Development Districts of Kentucky.

Child - any individual 17 years of age or younger.

Couple- two adult persons living together without children.

Doubled up- having to live overcrowded with family, friends or others not by choice, but due to a lack of available housing alternatives.

Family- two or more persons living together where at least one of the individuals is a child.

Homeless Person -(HUD definition), one who lacks a fixed, regular or adequate nighttime residence; is at risk of becoming homeless in a rural or urban area because the residence is not safe, decent, sanitary or secure; has as a primary nighttime residence a publicly or privately operated shelter designed to provide temporary living accommodations; has as a primary nighttime residence a public or private place not designed as a regular sleeping accommodation; or is a person who does not have access to normal accommodations due to violence or the threat of violence from a cohabitant.

Homeless person (KHC Definition)- all those who would meet the definition outlined by HUD for a homeless person and those individuals and families in extremely overcrowded conditions because no other housing existed for them.

Kentucky Housing Corporation, the Kentucky state housing finance agency and the agency responsible for administering the Kentucky State Comprehensive Housing Affordability Strategy (CHAS).

Jurisdiction- the area for which an agency or department of local government is responsible.

Service Provider- any homeless service agency in any rural or urban community in the state.

Sheltered - those living in adequate rental or homeownership housing, a publicly or privately operated shelter or doubled up with others.

Unsheltered - those living in structures not meant for human habitation or forced to sleep outside.

Unique Identifiers - identification information that is unique to an individual (for the purposes of this questionnaire; the last four digits of a Social Security number and the first four digits of the last name).