



United States
General Accounting Office
Washington, D.C. 20548

Resources, Community, and
Economic Development Division

B-254977

July 11, 1994

The Honorable Kurt Schmoke
Mayor of Baltimore
Baltimore, Maryland 21202

Dear Mayor Schmoke:

At the request of the Chairman, Subcommittee on Housing and Urban Affairs, Senate Committee on Banking, Housing and Urban Affairs, we recently reviewed the role of federal McKinney Act programs in assisting the homeless in four cities, including Baltimore.¹ This letter responds to your request, as well as requests from program administrators and providers of services for the homeless, for certain information we gathered during our work in Baltimore. This information concerns the city's (1) efforts to assist the homeless before the McKinney Act's enactment, (2) use of McKinney Act programs to meet the needs of the city's homeless, and (3) unmet needs identified by local service providers, including the need for affordable housing.

We developed the information presented in this letter through a case study approach that relied on three principal techniques: individual interviews with a wide range of local people who were assisting the homeless, focus groups with providers of services funded by McKinney Act programs, and a panel discussion with local experts on homelessness. We conducted our work from June 1992 through April 1994. Enclosure I lists the persons we interviewed.

In summary, we were told that emergency services have been available in Baltimore since the 1800s, when churches, missions, and a few private groups provided food and shelter for the homeless. Since then, the number and types of services have been expanded in Baltimore. Baltimore also increased advocacy activities to draw public attention to the needs of the homeless during this period.

¹Homelessness: McKinney Act Programs Provide Assistance but Are Not Designed to Be the Solution (GAO/RCED-94-37, May 31, 1994) presents the results of our work in Baltimore, San Antonio, Seattle, and St. Louis.

McKinney program funding has played an important role in the city's efforts to assist the homeless since 1987. Officials credit McKinney programs with supplementing existing emergency food and shelter services, funding the development of transitional housing and education programs for adults and children, expanding health care services, and establishing new mobile outreach services to assist the mentally ill. McKinney program funding was also instrumental in establishing a research demonstration project in Baltimore for homeless people with chronic mental illness and substance abuse problems. McKinney program dollars appeared to represent a small but important portion of the overall funds provided in the city for food, shelter, and health care and a major portion of the funds provided for education programs targeted directly to the homeless. Service providers told us that without McKinney funds, some services and programs would be greatly reduced or discontinued, including case management and health care outreach services and transitional housing and adult education programs.

Local service providers told us that they still cannot meet the needs of many homeless clients. The providers believe that more affordable housing, funds for substance abuse programs, jobs, and education and prevention efforts are needed. Service providers and advocates for the homeless believe that a shortage of housing affordable to low-income people contributes to homelessness in Baltimore and that ways to create additional low-income units should be sought.

BACKGROUND

The Stewart B. McKinney Homeless Assistance Act (P.L.100-77) was enacted on July 22, 1987, and was reauthorized in 1988, 1990, and 1992. It provided a national response to a growing public concern for the country's homeless. Since the act's enactment, new programs have been added, some programs have been consolidated, and several programs have been eliminated. At the time of our review, there were a number of different McKinney Act programs designed to (1) provide emergency food and shelter, (2) provide longer-term housing and supportive services for assistance toward independent living, and (3) develop and test new approaches to more effectively assist the homeless. The McKinney Act acknowledged that states, localities, and nonprofit organizations already worked in partnership in local areas. Therefore, the federal government's role under the act has primarily been to complement and enhance existing local services.

From 1987 through 1991, Baltimore received more than \$19 million in funding from McKinney Act programs. In enclosure II, we summarize the funding allocated to services in four basic categories: (1) food and shelter, (2) health care, (3) employment, and (4) education.

According to Baltimore's Comprehensive Housing Affordability Strategy (CHAS), 2,000 to 2,400 people are homeless in the city on any given night, 80 percent of whom are individual adults. While accounting for only 15 percent of Maryland's population, the city of Baltimore has half of the state's homeless population. Single men make up the largest group of homeless people, representing 75 percent of the homeless population. Of the total homeless population in Baltimore, 74 percent are African American.

Baltimore officials estimated that, as of 1990, about 23 percent of the city's population (170,000) lived below the poverty line. Of these, 100,000 were in danger of becoming homeless should their incomes decrease, their housing expenses rise, or some catastrophe drain their income or impair their ability to produce income. According to the CHAS, the low income level is partially the result of the high unemployment rate in the city. The city's unemployment rate rose from 6.3 percent in 1989 to 7.3 percent in 1992. The low income level is also a consequence of the tremendous loss of manufacturing jobs in the city. Between 1980 and 1990, manufacturing jobs declined by 36 percent, or 25,216 jobs. While the city has gained jobs overall, the gain has been concentrated in the service sector, which tends to pay substantially lower wages than the manufacturing sector.

ORGANIZATIONS IN BALTIMORE ASSISTED THE HOMELESS BEFORE THE MCKINNEY ACT'S ENACTMENT

Efforts to assist the homeless in Baltimore began long before the McKinney Act's enactment. Officials told us that food and shelter were provided for the homeless as far back as the 1800s by churches, missions, and a few private groups, such as the Salvation Army. Since then, and through most of the 1970s and 1980s, Baltimore has expanded the number and types of shelters and service programs it offers and stepped up advocacy activities to draw public attention to the needs of the homeless.

Before 1985, there were no formal programs to assist the homeless in need of medical attention, according to service providers. They told us that special circumstances, such as not having identification cards, made it difficult for the homeless to access hospital emergency rooms. Service providers also said that incomplete services were provided for the homeless and outreach was limited. Providers of services for the homeless credit the Health Care for the Homeless program, established in 1985 by the Robert Wood Johnson Foundation and Pew

Memorial Trust, with making health services available at shelters.² During this period, researchers reported on the demographics and physical and mental health needs of homeless people in Baltimore.

According to an official, no formal employment programs were specifically targeted to the homeless in Baltimore before 1986. In 1986, People Aiding Travelers and the Homeless (PATH) initiated the Break-the-Cycle Employment Program. This program offered job readiness skills training, job retention counseling services, job placement services, work experience development training, and permanent housing assistance to homeless men and women. There were no education programs for the homeless in Baltimore before the McKinney Act's enactment. Enclosure III highlights some of the key events in the evolution of services for homeless people that we identified in Baltimore.

MCKINNEY PROGRAM FUNDS SUPPORT
IMPORTANT EFFORTS TO ASSIST THE HOMELESS

The city of Baltimore first received McKinney program funds in 1987. Officials and service providers told us that McKinney program funds have made it possible to (1) develop transitional housing projects, (2) start small basic education programs for adults and children at some shelters for the homeless, (3) expand health care programs, and (4) conduct a research demonstration program for homeless mentally ill persons with substance abuse problems. Service providers credit McKinney Act programs with leveraging funds from other sources, raising the public's awareness of homelessness, and lending legitimacy to their projects for assisting the homeless.

Although we could not quantify funding from all sources, we concluded from available information that McKinney Act programs are a small but important source of funding for programs for the homeless in Baltimore. Private, local, state, and other federal sources provided significant funds for programs for the homeless. For example, one church organization reported that its private contributions alone exceeded the McKinney funding for emergency food and shelter programs in fiscal year 1991. In addition to churches, private funding sources include foundations, private industry, and individuals.

²In 1985, the Robert Wood Johnson Foundation and Pew Memorial Trust awarded \$25 million to establish Health Care for the Homeless demonstration projects in 19 large U.S. cities. Each project was to provide an array of services in community locations and facilities used by the homeless, such as shelters, soup kitchens, and neighborhood centers.

Enclosures IV and V categorize and list specific efforts in Baltimore to serve the homeless. The following two examples show how McKinney program funding has been used to establish programs in the city.

Although transitional housing projects were already operating in Baltimore before the McKinney Act's enactment, McKinney program funds allowed the Housing Assistance Corporation of Baltimore to start its Transitional Housing Program (THP). This program is designed to help homeless families with children alter the circumstances that led to their becoming homeless and to give them the skills and resources needed to prevent a recurrence of homelessness. The program provides housing and services for families in order to help them make the transition from being homeless to being permanently housed. Under the program, two former school buildings, called Spring Hill and Rutland, were converted to house 71 families and the various programs in THP. Activities include THP's own curriculum, General Education Diploma (GED) classes, employment and training services, support groups, life skills counseling, health care education, mental health services, and intensive family services. Additional support services include day care; a children's program, which is intended to nurture children and teach parents parenting skills; and a drug track program, which helps families find treatment, offers supportive counseling, and involves children in THP activities while parents are participating in a drug treatment program. According to an official at THP, the 5-year McKinney transitional housing grant provides the base of operating support for the program.

The McKinney Community Mental Health Services Demonstration Project for Homeless Individuals Who Are Chronically Mentally Ill has allowed mental health providers in Baltimore to test the effectiveness of an Assertive Community Treatment Team in (1) helping homeless people with severe mental illness obtain better access to services and basic necessities through outreach and case management and (2) improving mental health outcomes. The project integrates the efforts of a local city mental health authority (Baltimore Mental Health Systems, Inc.), a state-operated community mental health center (Walter P. Carter Center), a program serving the general homeless community (Health Care for the Homeless), the Baltimore Alliance for the Mentally Ill, and a university-based research program on severe mental illness (Center for Mental Health Services Research, Department of Psychiatry, University of Maryland at Baltimore). The project also involves investigators from the Johns Hopkins University School of Public Health and Department of Anthropology. According to a program official, the McKinney program funding has allowed researchers, in studying homelessness, to collaborate across disciplines (psychiatry, social work, economics, and anthropology) and institutions.

AVAILABLE RESOURCES
CANNOT FILL SERVICE GAPS

Providers of services for the homeless believe that through their combined efforts--including efforts supported by McKinney Act programs--many basic food and shelter needs are being met. However, they also believe that there are gaps in services that the current level of funding cannot fill. For example, they told us that needs exceed available resources, especially in the areas of affordable housing (permanent housing for both large and small families and for single individuals) and substance abuse services. Enclosure VI lists the limitations of, and improvements needed in, current services for the homeless, as identified by the panel of experts on homelessness that we convened in Baltimore.

Providers of services for the homeless and city officials told us that a shortage of housing affordable to low-income people contributes to homelessness in Baltimore. According to Baltimore's CHAS, housing assistance is needed because households are unable to afford decent housing or are being forced to pay too large a share of their incomes for housing. The CHAS attributes this situation primarily to a lack of sufficient income and a shortage of subsidized housing that would be affordable to low- and moderate- income households. The CHAS further notes that, through the vast array of programs that have been put in place, Baltimore is working hard to prevent the number of homeless persons from rising above 2,400. The city plans to seek new funding sources as it continues to develop and implement innovative programs to achieve that goal. However, according to the CHAS, the future course of homelessness in Baltimore is also tied closely to federal employment and housing policies. The city's efforts to stem the increase of homelessness will have little effect if joblessness continues to increase or if federal funding for affordable housing is reduced.

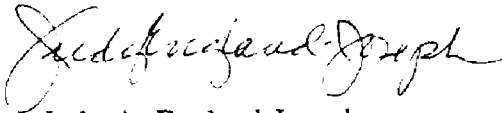
I would like to thank you, your staff, and all of the local administrators of programs and providers of services for the homeless in Baltimore for the support we received in your city.

We are sending copies of this correspondence to the agencies and organizations we contacted during our review and to Baltimore officials responsible for determining the needs of the homeless and for formulating a strategy to meet those needs. We also are sending copies to the Members of Congress representing the Baltimore area. Copies will be made available to others upon request.

B-254977

If you or your staff have any questions about this correspondence, please contact me in Washington, D.C., at (202) 512-7631.

Sincerely yours,

A handwritten signature in cursive script, appearing to read "Judy A. England-Joseph".

Judy A. England-Joseph
Director, Housing and Community
Development Issues

Enclosures - 6

INDIVIDUALS INTERVIEWED BY GAO ABOUT SERVICES
FOR THE HOMELESS IN BALTIMORE

Name and title	Organization
Terrence M. Almon Assistant Director	Marion House
Bernie Antkowiak Assistant Director	Mayor's Office of Employment
Stephen Baron President	Baltimore Mental Health Systems
Carol Bickford Chief	City of Baltimore Department of Social Services Adult Services Division
Angelo Boer Director	Associated Catholic Charities Division of Community Services
William Breakey, M.D. Director	Johns Hopkins Community Psychiatry Program
Cassandra Brown Executive Director	Transitional Housing Program
Sarah Buikema Chief	City of Baltimore Department of Housing and Community Development Research and Analysis Section
Gunhild Carlson Director	Grace and Hope Mission
Michael Carr Director	American Rescue Workers
Alison Carter Federal Program Administrator	Maryland Department of Health and Mental Hygiene
Laura Chambers Executive Director	Women's Housing Coalition
Carol Clements Executive Director	Baltimore Fuel Fund, Inc.

Name and title	Organization
Arthur Cohen AIDS Program Manager	City of Baltimore Health Department
Dorothy Critcher Associate Executive Director	YWCA of Greater Baltimore Area, Inc.
Sita Culman Vice President	Abell Foundation
Penny Davis Chief of Program Operations	Maryland Department of Housing and Community Development Community Assistance Administration
Marshall Kirk DeBeal Director of Research	United Way of Central Maryland
Father Ivan Dornic Executive Director	Tatry Housing Organization
Jane Douglas Staff	U.S. Department of Housing and Urban Development
Mike Dwyer Administrator, Emergency Shelter Grants	City of Baltimore Department of Housing and Community Development
Rebecca Eddins Director	Paul's Place
Linda Eisenberg Executive Director	Maryland Food Committee
Dave Erhardt Administrator	Department of Public Safety and Correctional Services
Allan Etty Program Coordinator, Health Care for Homeless Veterans	Veterans Administration
Chuck Evans Deputy Director	Transitional Housing Program
Bill Ewing Executive Director	Maryland Food Bank

Name and title	Organization
Pamela Fischer, Ph.D. Associate Professor of Psychiatry	Johns Hopkins University School of Medicine
Deborah Foster Staff	Johns Hopkins Community Psychiatry Program
Michelle Fraser Adult Education Specialist	Maryland Department of Education Adult and Community Education Branch
Bea Gaddy Executive Director	Bea Gaddy's Social Development Center
Jackie Gaines Executive Director	Health Care for the Homeless
Joyce Galloway Executive Director	Antioch Shelter Home
Lois Garey Executive Director	Harbel Community Organization, Inc.
Harriet Goldman Director, Homeless Services Program	Maryland Department of Human Resources Community Services Administration
Larry Greene Director	Patrick Allison House
John Greiner Housing Policy Officer	Maryland Department of Housing and Community Development
Bernard Harper Director	Baltimore City Police Department Community Relations Section
Herb Harr Director of Contracts	City of Baltimore Department of Housing and Community Development
Juanita Harris Deputy Executive Director	Housing Authority of Baltimore City
Jane Harrison Chair	Governor's Advisory Board on Homelessness
Karen Harvis Supervisor of Homeless Mobile	North Baltimore Center

Name and title	Organization
Charles Henry Assistant Director, Adult and Family Support Services	City of Baltimore Department of Social Services Adult Services Division
Kim Holmes Program Coordinator	Transitional Housing Program
Homeless Client	Marion House
Homeless Client	Project P.L.A.S.E., Inc.
Homeless Client	Project P.L.A.S.E., Inc.
Anna Hooker Project Director	The Shelter Foundation
Lisa Horton Director	University of Maryland The Comprehensive Health Care for Homeless Children in Baltimore Program
Kay Hunley Director of Emergency Services	American Red Cross
Peggy Jackson-Jobe Coordinator, Education for Homeless Children and Youth	Maryland Department of Education
Gracye Johnson Director	Liberty Area Specialized Case Management Program
David Jones Area Commander	Salvation Army
Donna Keck Director of Special Projects	City of Baltimore Department of Housing and Community Development
Donna Kelley Financial Analyst	U.S. Department of Housing and Urban Development
Ernest Law Chief of Social Workers	City of Baltimore Detention Center
Anthony Lehmann, M.D. Principal Investigator	University of Maryland School of Medicine

Name and title	Organization
Juanita Lewis Baltimore City Coordinator	City of Baltimore Public Schools
Jackie Lynch Intake/Lifeskills Counselor	Transitional Housing Program
Kathryn Martis Staff member	Sinai Hospital Community Health Center
Gary Martowski Director	Housing Authority of Baltimore City Division of Housing Applications and Section 8
Thelma Millard Director	Housing Authority of Baltimore City Family Support Services
Carol Melvin Director	Associated Black Charities
Julia Montgomery Staff member	Baltimore Homeless Union
Joe O'Connor Program Manager	U.S. Department of Housing and Urban Development
Lucy Pelgrim Chief Finance Office	Baltimore Mental Health Systems
Harold Perry Deputy Commissioner	City of Baltimore Department of Housing and Community Development
Jack Pierce Director	Prisoner's Aid Association of Maryland
Norma Pinette Executive Director	Action for the Homeless
Ross Pollogee Executive Director	Fellowships of Light
Curtis Price Co-Director	Street Voice
Esther Reaves Executive Director	Mid-Town Churches Community Association

Name and title	Organization
Cynthia Reiffen Executive Director	Baltimore Housing Ministry
Sister Augusta Reilly Executive Director	Marion House
Sally Robinson Executive Director	Episcopal Social Ministries
Peter Sabonis Legal Director	Homeless Persons Representation Project, Inc.
Joanne Selinske Director	Mayor's Office of Homeless Services
Ann Sherrill Program Director	Action for the Homeless
Anne Shlay Research Scientist and Associate Professor of Sociology	Johns Hopkins University
Jeff Singer Director of Community Relations	Health Care for the Homeless
Mary Slicher Executive Director	Project P.L.A.S.E., Inc.
Charles Smallwood Director	Maryland Department of Housing and Community Development Office of Community Services Community Assistance Administration
Diana Smith Director of Residential Services	YWCA of the Greater Baltimore Area, Inc.
Dorothy Sneed Assistant Director	Housing Authority of Baltimore City Office of Housing Management
Bob Steeble Senior Research Analyst	City of Baltimore Department of Housing and Community Development
Myrtle Summers Director	Zone 23 Survival Center

Name and title	Organization
Carol Sutton Nursery Project Director	YWCA of the Greater Baltimore Area, Inc.
Truxton Sykes Director	Baltimore Homeless Union
Margo Thomas Executive Director	At Jacob's Well
Dawn Thomsen Executive Director	People Aiding Travelers and the Homeless (PATH)
Al Thummel Staff Member	City of Baltimore Department of Housing and Community Development
Brendan Walsh Director	Viva House
Mary Westbrooks Director	Mt. Calvary Outreach Program
Bob White Staff Member	State Department of Human Resources
Walter Wilkerson VA Education/Homeless Coordinator	Veterans Administration
Tim Williams Executive Director	South Baltimore Homeless Station
Evelyn Wood Director of Inmate Services	Department of Public Safety Correctional Services

McKINNEY PROGRAMS, ADMINISTRATIVE ORGANIZATIONS, AND FUNDING
IN BALTIMORE (1987-91)

Type of assistance/program	Administrator	Funding
Food and shelter		
Emergency Community Services Homeless Grant Program	Maryland Department of Housing and Community Development	\$ 249,777
Emergency Food and Shelter Program	American Red Cross	2,782,641
Emergency Shelter Grants	City of Baltimore Department of Housing and Community Development	2,015,000
Permanent Housing for the Handicapped	Maryland Department of Housing and Community Development	309,284
Section 8 Moderate Rehabilitation Program	City of Baltimore Department of Housing and Community Development	4,170,000
Supplemental Assistance for Facilities to Assist the Homeless	Maryland Department of Human Resources	538,301
Transitional Housing Demonstration Program	Housing Assistance Corporation	2,436,500
Health		
Community Mental Health Services Demonstration Projects	Baltimore Mental Health Systems	2,100,599
Health Care for the Homeless	Health Care for the Homeless	2,332,299
Homeless Chronically Mentally Ill Veterans	Veterans Administration	1,450,534
Projects for Assistance in Transition From Homelessness	Maryland Department of Health and Mental Hygiene	643,456
Education		
Adult Education for the Homeless	Maryland State Department of Education	166,050
Education for Homeless Children and Youth	Maryland State Department of Education	74,140
Total McKinney program funding		\$19,268,581

Note: Baltimore received no funds from McKinney employment programs during this period.

KEY EVENTS IN THE PROVISION OF SERVICES FOR THE HOMELESS IN BALTIMORE

Time	Food and shelter	Health	Employment	Education	Related events
1800s to mid-1900s	Food and shelter were provided by churches and missions (e.g., American Rescue Workers, Helping Up Mission, Prisoner's Aid, and the Salvation Army); Travelers' Aid helped the mobile poor.				
Mid-1900s to early 1970s	Local community coalitions were formed to address food needs (e.g., Maryland Food Committee and Mid-Town Churches Community Association).	The deinstitutionalization movement was under way.			Regentrification of the city was under way.
					Social service and outreach programs were initiated (e.g., Project P.L.A.S.E. and Baltimore Rescue Mission).

Time	Food and shelter	Health	Employment	Education	Related events
Mid-1970s to 1982	Several shelters and emergency services for women and/or families were opened (e.g., Antioch, House of Ruth, Marian House, My Sister's Place, United Brethren for Christ, Women and Children's Center).				The number of manufacturing jobs was declining while the number of service jobs was increasing.
	The Women's Housing Coalition (WHC) was founded and opened a shelter for women.				
	State legislation created a model emergency program for women at the YWCA in Baltimore.				
	The Mayor's Task Force on Emergency Shelter was formed.				
	The Greater Baltimore Shelter Network (GBSN) was formed.				

Time	Food and shelter	Health	Employment	Education	Related events
1983-86	<p>The Mayor's Task Force on Emergency Shelter issued a report.</p> <p>Project Shelter was formed to raise money for shelters.</p> <p>New shelters were opened (e.g., Christopher's Place; Lumina, Inc.; Karis Hospice; Mid-Town Churches Cromwell House; Park Avenue Lodge).</p> <p>The Mayor commissioned the Baltimore City Health Department to develop Second Helping.</p>	<p>City Health Department visiting nurses went to shelters.</p> <p>The National Institute of Mental Health funded the Baltimore Homeless Study (Breakey, et al.) on the health needs of the homeless.</p> <p>A local coalition received a Robert Wood Johnson/Pew Memorial Trust grant for a Health Care for the Homeless program</p>	<p>The Break the Cycle program was initiated by Travelers' Aid.</p>		<p>The Health and Welfare Council conducted the first study on homelessness in central Maryland.</p> <p>H.B. 1415 was enacted; the Governor's Advisory Board was formed; State Homeless Services funds were available.</p> <p>The Baltimore City Department of Social Services centralized its homeless unit.</p>

Time	Food and shelter	Health	Employment	Education	Related events
1987	<p>Funds were available through the McKinney Emergency Shelter Grants program.</p> <p>Action for the Homeless was formed from the Greater Baltimore Shelter Network and Project Shelter.</p> <p>The Housing Assistance Corporation was awarded a McKinney Transitional Housing Program grant for Springhill and Rutland.</p>	<p>Health Care for the Homeless received a McKinney grant.</p> <p>The Department of Veterans Affairs (VA) initiated a Homeless Chronically Mentally Ill Veterans program at Perry Point to serve Baltimore-area veterans.</p>	<p>The Episcopal Social Ministries initiated the Cathedral House Reentry Program for homeless addicts in recovery.</p>	<p>The McKinney Education for Homeless Children and Youth program created a Maryland coordinator of local school systems. This program supported efforts to provide services to the homeless.</p>	<p>McKinney Act programs were funded.</p> <p>The Mayor's Homeless Relief Advisory Board and Office of Homeless Services were created.</p> <p>The city created the first funding source for services for the homeless--a building permit fee.</p>

Time	Food and shelter	Health	Employment	Education	Related events
1987 (cont.)	New shelters were opened (e.g., Phoenix Place; Mid-Town Churches' shelters at St. Mark's, St. Ann's, and Brown's Memorial churches; Redeemer House).				
1988-89	Associated Catholic Charities (ACC) received a McKinney Transitional Housing Program grant for Park Avenue Lodge.	The state used the McKinney Community Mental Health Services Block Grant (MHSB) to fund local mental health initiatives (e.g., case management).		The McKinney Adult Education/Statewide Literacy (AESL) program opened at two sites (the Community College of Baltimore and the Mid-Town Churches shelter at Brown's Memorial).	The Mayor's Office of Homeless Services formed the Service Providers Council.
	A Maryland Food Committee survey identified 142 food efforts (pantries, soup kitchens, etc.).				The Coalition for Homeless Children and Families was formed.
	The city's first Winter Plan for emergency shelter went into effect.				

Time	Food and shelter	Health	Employment	Education	Related events
1988-89 (cont.)	<p>More churches provided sanctuaries for extra shelter during cold months.</p> <p>New shelters were opened (e.g., At Jacob's Well, Baltimore Housing Ministry, Patrick Allison House).</p>				
1990s	<p>WHC opened the Calverton--new single-room-occupancy (SRO) permanent housing for single, low-income women.</p>	<p>The Maryland Mental Hygiene Administration sponsored Innovation Project--a statewide consortium of mental health care providers.</p>		<p>The Helping Hands project (an after-school program in shelters) received a McKinney exemplary grant, Education for Homeless Children and Youth.</p>	<p>The Department of Social Services made Adult Services responsible for services for homeless families and adults (not including income maintenance).</p>

Time	Food and shelter	Health	Employment	Education	Related events
1990s (cont.)	<p>New shelters were opened (e.g., At Jacob's Well, Baltimore Housing Ministry, ACC's Crossover, St. Bernadine's Monica House).</p>	<p>Baltimore Mental Health Systems (BMHS) received state funds to develop an aftercare pilot project in the area of case management.</p>		<p>Project MEET (Mentoring, and Education, and Employability Training) received a McKinney Adult Education for the Homeless award.</p>	
	<p>Two vacant city-owned fire stations were converted to rent-free shelters.</p>	<p>McKinney Community Mental Health Services Demonstration Project for Homeless Individuals Who Are Chronically Mentally Ill funding was awarded.</p>			
		<p>Mid-Town Churches opened the Extra Care Program for convalescent homeless persons.</p>			
	<p>ACC opened Holden Hall--a new SRO for men.</p>	<p>McKinney Projects for Assistance in Transition From Homelessness (PATH) replaced and expanded MHS.</p>	<p>The Downtown Partnership began a training and employment program for homeless men.</p>	<p>The VA Education Liaison initiated a benefits outreach program.</p>	<p>The GPA-E Program was discontinued in Baltimore because of budget constraints.</p>

Time	Food and shelter	Health	Employment	Education	Related events
1990s (cont.)	New shelters opened (e.g., At Jacob's Well, Baltimore Housing Ministry, Eutaw Centre, South Baltimore Emergency Relief Center) and more churches provided sanctuary shelter in winter.	The Parents and Children Together (PACT) Therapeutic Nursery opened.		The Ark Day Care Center for homeless preschool children opened.	The city received a Robert Wood Johnson Homeless Families Project grant.
		The Comprehensive Health Care for Homeless Children Clinic at the University of Maryland was funded.			
		The Housing Unlimited Group was created to provide housing with services for persons with HIV disease.			
	Action for the Homeless sponsored an Eviction Prevention Symposium.	Maryland's first Medicaid-funded mental health case management program started.			Statewide cuts were made in welfare grants.

Time	Food and shelter	Health	Employment	Education	Related events
1990s (cont.)	Local consortiums were formed to build two new SROs; a McKinney SRO grant was awarded.	BMHS implemented a representative payee program for the homeless chronically mentally ill, funded through the PATH program.			
	The state received a McKinney Supplemental Assistance for Facilities to Assist the Homeless (SAFAH) grant.	The city received a McKinney Shelter Plus Care grant.			
	More churches provided shelter sanctuary in winter.	Harbor City Unlimited received a Social Security Administration demonstration grant to pilot-test presumptive determination procedures for Supplemental Social Security Income (SSI) benefits for the homeless mentally ill.			The Department of Transportation awarded a grant to the city for outreach to the homeless in transit facilities.

SUMMARY OF EFFORTS IN BALTIMORE TO ASSIST THE HOMELESS IN 1992

Service area	Number of projects/programs
Emergency shelters	33
Food programs	175
Transitional housing projects	30
Permanent housing for the handicapped	2
Single-room-occupancy (SRO) projects	2
Health projects	12
Employment programs	3
Education programs	5
Advocacy groups	11
Other resource programs	11

Note: The efforts to assist the homeless listed in this enclosure are formal projects and/or programs targeted to serve the homeless. Food and meal programs may serve both homeless and other low-income people. Programs are listed if their primary focus is on the homeless.

SPECIFIC EFFORTS IN BALTIMORE TO ASSIST THE HOMELESS IN 1992,
BY TYPE OF SERVICE

EMERGENCY SHELTERS (33)

American Rescue Workers
Antioch Shelter Home
Baltimore City Department of Social Services (BCDSS) Adult Foster Care Program
Baltimore City Police Department
Baltimore Faith Church
Baltimore Rescue Mission
BCDSS Motel Program
Christopher Place
Church of St. Michael's
City Temple of Baltimore Baptist Church
Eutaw Centre Shelter
Fellowship of Lights Harris House
Helping Up Mission
House of Ruth
Karis Hospice
Mid-Town Churches Extra Care Program
Mid-Town Churches Shelters (3 locations)
My Sister's Place
New Testament Baptist Church
Old St. Paul's Church
Prisoner's Aid Association of Maryland
Project P.L.A.S.E. (3 locations)
Salvation Army
St. Bartholomew's Church
St. John's/Heart's Place
Travelers' Aid/PATH Emergency Shelter Program
United Brethren for Christ
Women's and Children's Center
YWCA Eleanor D. Corner House

FOOD PROGRAMS (175)

AGAPE Family Outreach
AGAPE House
All Saints Food Center
Allen Center for Senior Citizens
American Rescue Workers

ENCLOSURE V

ENCLOSURE V

AMES United Methodist Church
Antioch Outreach Food Program
Apostolic Truth Bread of Life
Back to the Bible Church
BCDSS Emergency Feeding Program
Bea Gaddy's Patterson Park Emergency Food Center
Beans & Bread
Bethel Outreach Center
Bread on the Water
Calvary Baptist Church
Calvary Temple Outreach
Carter Memorial Food Pantry
Centennial-Caroline Street United Methodist Church
Charitable Ladies, Inc.
Charity Holiness Church
Chesapeake Conference of Seventh Day Adventists
Christ Is King Ministry Outreach
Christ Temple Holiness Church
Christ United Methodist Church Pantry and Soup Kitchen
Christian Unity Temple
Christopher Place
Church of the Guardian Angel
Church of the Lord Jesus Christ
City Temple of Baltimore
Concord Baptist Church
Donald Bentley Student Food Pantry
The Door
Doswell Cathedral Food Pantry and Soup Kitchen
East Baltimore Deliverance Center
Eastern United Methodist Church
Echo House
Emergency Community Service Center
Emmanuel Outreach Center
Evans Temple Outreach Program
Faith Christian Fellowship Pantry
Faith Church of the Nazarene
Family Bible Ministries
First and Franklin Streets Breakfast
First Corinthian Baptist Church
First Emmanuel Baptist Outreach
First Mt. Calvary Baptist Church
Food Club of New Hope

ENCLOSURE V

ENCLOSURE V

Franciscan Center
Garrison Blvd. United Methodist Mission Center
Good Shepherd Baptist Food Pantry
Grace and Hope Mission, Inc.
Greater Grace World Outreach
Greater Zion Apostolic Church
Groceries NCJW
Hampden United Methodist Church
Harbel Community Organization, Inc.
Haul for the Hungry
Helping Hand Meal Kitchen
Helping Up Mission
HERO Drop-in Center
Highways and Hedges Ministry
HMB Communications Consultants
Holy Cross Lifeline Food Pantry
Holy Trinity
Homestead United Methodist Church Community Service
House of Miracles
House of Prayer and Deliverance
House of Ruth
Immaculate Conception Outreach
Immanuel Cogie
James Tabernacle
Jonah House
Jones Tabernacle Outreach Center
Joseph House
Knox Presbyterian Church
Lighthouse Chapel Baptist Church
Little Ark Food Pantry
Loaves and Fishes
Macedonia Baptist Church
Manna House
Maryland Cogie
Maryland Food Bank
Masjid As-Saffat
Masjid UL. Haqq Pantry
Mason Memorial Cogie
Memorial Episcopal Food Closet
Messiah Holy Church of Power
Minor Tabernacle Cogie
Mission Baptist Church

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Mt. Calvary Holy Temple
Mt. Calvary Star Baptist Church
Mt. Moriah Soup Kitchen
Mt. Pisgah Cogic
My Brother's Keeper
My Sister's Place
Neighbors Assisting Neighbors
New Antioch Baptist Food Pantry
New Creation Christ Love Outreach
New Friendship Baptist
New Galilee Cogic
New Life Outreach Center
New Rehoboth Cogic Jesus
New Solid Rock Storehouse Ministry
New Tabernacle Baptist Church
New Temple of God Baptist Church
New Unity Baptist Church
Oasis House
Open Bible Baptist Church
Open Door Diner
Our Daily Bread
Our Lady of Lourdes Church
Outreach Temple for Christ
Owens Memorial Ministry Outreach
P and R Memorial Center Cogic
Paul's Place
Pentecostal Church of Deliverance
Pillar of Truth Church Families
Prisoner's Aid Association of Maryland
Project P.L.A.S.E. Shelter
Providence Baptist Church
Redemptorist Fathers Food Program
Rock Church Helps Ministry
Second Helping
Second Shiloh Food Distribution and Meal Kitchen
Sharon Baptist Church
Sharp Street Memorial United Methodist Church
Shepherd Community Baptist Church
Shiloh C.C. Church Soup Kitchen
Siloam Freewill Baptist Church
Smith Chapel Cogic
South Baltimore Emergency Relief-Sober

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Special Spirit Ministries
Spirit of Truth Cogic
St. Abraham Baptist Church
St. Ambrose Outreach Center
St. Bernard's Church Pantry
St. Cecilia's Soup Kitchen
St. Elizabeth Outreach Food Pantry
St. Gregory the Great Church
St. Ignatius Social Service
St. James Episcopal Church Outreach
St. John AME Church Pantry
St. John Apostolic Gospel Center
St. Luke Apostolic Temple
St. Mark's United Methodist Church Bread of Life Center
St. Martin's Food Pantry
St. Paul Apostolic Holiness Church
St. Paul Freewill Baptist Church
St. Paul's Sanctuary
St. Peter's Christian Life Center
St. Thomas Evangelical Lutheran
St. Veronica Emergency Food Center
St. Vincent de Paul Society
St. Vincent's Emergency Services
St. Wenceslaus Outreach
Strawbridge United Methodist Church
Supper Club
Temple of God Pentecostal #1
Temple of God Pentecostal #2
Threshold, Inc.
Trinity Presbyterian Food Pantry
True Way of Christ Jesus
Union Temple Baptist Church
United Brethren for Christ
Unity United Methodist Church
Victory Outreach Church
Viva House
Waters AME Church Food Pantry
Wayland Baptist Soup Kitchen
Whitestone Baptist Church Pantry
Willing Workers Food Program
World Evangelist House of God
YWCA Eleanor D. Corner House

Zoe Miracle Church
Zone 23 Survival Center

TRANSITIONAL HOUSING PROJECTS (30)

Antioch Shelter Home
At Jacob's Well (6 locations)
Baltimore Housing Ministry (3 locations)
Bethany Project
Mid-Town Churches/Cromwell House
Crossover
Howell House
Lombard House
Lumina, Inc. (2 locations)
Marian House (2 locations)
St. Bernadine's Monica House
Park Avenue Lodge
Patrick Allison House
Phoenix Place
Project P.L.A.S.E.
Redeemer House
Shelter Foundation Single Family Property Disposition Program
South Baltimore Shelter
Transitional Housing Project (2 locations)
Upton House

PERMANENT HOUSING FOR THE HANDICAPPED PROJECTS (2)

Tatry I
Tatry II

SINGLE-ROOM-OCCUPANCY PROJECTS (2)

The Calverton
Holden Hall

HEALTH PROJECTS (12)

Baltimore Mental Health Systems Representative Payee Program
Community Mental Health Research Demonstration Project
Comprehensive Health Care for Homeless Children Clinic
Harbor City Unlimited Community Rehabilitation Program

Health Care for the Homeless
Homeless Chronically Mentally Ill Veterans Program
Johns Hopkins Community Psychiatry Program
Liberty Area Mental Health Case Management Unit
Mid-Town Churches Extra Care Program
North Baltimore Center Mobile Treatment Team
Sinai Hospital Community Mental Health Center Outreach Services
Therapeutic Nursery (PACT)

EMPLOYMENT PROGRAMS (3)

Break the Cycle Employment Program
Cathedral House Reentry Program
Downtown Partnership

EDUCATION PROGRAMS (5)

Emergency Shelter Care Services of Baltimore City Public Schools
Helping Hands Project
Mentoring, Education, and Employment Training Program (MEET)
Pupil Services for Homeless Children and Families
State Coordinator, Education for Homeless Children and Youth

ADVOCACY GROUPS (11)

Action for the Homeless
Baltimore Homeless Union
Bea Gaddy's Social Development Center
Health Care for the Homeless
Homeless Persons Representation Project
Housing Unlimited Group
Maryland Food Committee
Mid-Town Churches Soup Plus at Manna House
Neighborhood Interventions
Street Voice
Women's Housing Coalition

OTHER RESOURCE PROGRAMS (11)

Baltimore City Homeless Families Program
Baltimore Homeless Union Training Workshops
Baltimore Mental Health Systems Housing Resource Specialist
Community Resource Bank (office furniture and products)
Franciscan Center
Human Services Institute Training Program
Outreach to Homeless Persons in Transit Facilities
Rental Assistance Program
The Shelterline
Transportation for Homeless Children to Attend School of Origin
Universal Counseling Staff Development Training

LIMITATIONS OF, AND IMPROVEMENTS NEEDED IN,
CURRENT SERVICES FOR THE HOMELESS

During a brainstorming session on homelessness in Baltimore, a panel of local experts made the following observations. These observations, which address limitations and gaps in existing services as well as suggest improvements in these services, are presented in roughly the same order as they were made and are not categorized or prioritized.

1. Lack of planning process in human services
2. Lack of resources to prevent homelessness
3. Lack of clear policy
4. Lack of capacity for nonprofit organizations to develop housing
5. Conflict among government entities to build single-room-occupancy dwellings
6. Restrictive nature of Medicaid program
7. Need for programs that do not make people change habits
8. Need to encourage entrepreneurship
9. Shortage of substance abuse treatment services
10. Need philosophy that everyone deserves a decent home
11. Recognition that coordination has a cost/need to fund
12. Coming to consensus on the role of state and local government and of the private sector in delivering services
13. Update education policies for children and families
14. Support community organizing/community development agencies in developing solutions to homelessness
15. Lack of a system to keep people out of shelters
16. Increased opportunities for family planning and personal budgeting

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17. Not-in-my-back-yard syndrome (NIMBY)
18. Need to block grant some McKinney programs
19. Traditional system does not encourage risk-taking/trying new things
20. AIDS implications--special housing needs, orphans
21. Lack of available staff training funds for specific health issues/client treatment
22. Recognize minimum wage does not yield a living--need supplements
23. Allow people to keep grant benefits even if they are working--income packaging
24. Inadequate welfare policy
25. Approaches and programs should focus on people's strengths, not deficiencies
26. Costs of rehabilitating existing vacant property exceed return that can be generated through rents
27. More categorical funding targeted to education for the homeless
28. Fragmented money flow
29. Lack of affordable housing
30. Too little funding for education
31. Need to bring nonconventional groups into system planning, especially judicial and criminal justice
32. Zoning and building code restrictions
33. High unemployment
34. Regulations for HUD McKinney programs more restrictive than for other HUD programs (e.g., Section 8)
35. Lack of community will/political will to solve the problem
36. Need to integrate services for people with multiple problems

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37. Lack of variety of permanent housing options
38. Lack of adequate legal support
39. Need funding for expanded role of residential managers
40. Specifically, addressing the needs of runaway and homeless/unaccompanied youth--child foster care parallels adult shelter care
41. Lack of incentives for developing affordable housing
42. Deprofessionalize services--program orientations that declientize
43. Incomplete funding of community mental health system
44. Need to establish a full entitlement--a floor below which no one will fall
45. Creating and funding opportunities for self-help groups
46. Services and shelters should not be denied to people who are not likely to meet wellness standards (e.g., for sobriety)
47. Lack of services standards
48. Development of micro-enterprise systems
49. Inadequate use of public buildings
50. Need to involve more partners in problem-solving
51. Need a federal commitment to low-income housing
52. Need more efforts to prevent violence against women and children

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