



Planning Decisions, Inc.
Research & Planning

**REPORT ON THE HOMELESS
IN MIDCOAST MAINE**

January 8, 2007

For the Brunswick Local Redevelopment Authority

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Part I: Introduction

A. Purpose of report

Planning for the re-use of the Brunswick Naval Air Station is governed by the Federal Base Closure Community Redevelopment and Homeless Assistance Act. Under this Act, the local redevelopment authority must work with homeless providers to accommodate the interests of homeless people in the larger scheme of base redevelopment. The Brunswick Local Redevelopment Authority (LRA) and Topsham LRA were invited to and have attended on-going meetings organized by a committee of homeless providers interested in the homeless screening process. The Brunswick LRA plan for meeting the homeless requirements is described in Appendix A.

Under the proposed process, upon the official notification by the Navy of the availability of surplus property on the Base, the Brunswick LRA will send out a letter to a very wide list of potential homeless service providers in Maine inviting proposals for homeless services that would utilize parts of the available surplus property. The LRA will then screen the proposals and work with submitting agencies to create realistic and effective program ideas that could be implemented upon the closing of the Base in 2011.

The purpose of this report is to assist the Brunswick LRA in understanding the scope of needs in the area, so that it can more effectively engage with homeless providers in creating programs that will make a difference for the homeless in 2011. It should also be of use to the Topsham LRA.

Planning Decisions staff was provided with invaluable advice and assistance on this report by many people who are knowledgeable about the needs of homeless in the midcoast. Among these were Julia Wilcox and Pat Murtaugh of the Volunteers of America; Cindy Namer and Bob King of the Maine State Housing Authority; Don Kniseley and Giff Jamison of Tedford Shelter; Cyndy Carney of CEI; Jim Pierce of Independence Association; and Jane Scease of Topsham Municipal Government. Responsibility for the conclusions of this report, however, lay with the consultant alone.

B. Definitions

A homeless person is defined as someone who lacks a fixed and regular night-time residence, or who is in a temporary shelter, or who is staying in a place not normally used as sleeping accommodations.

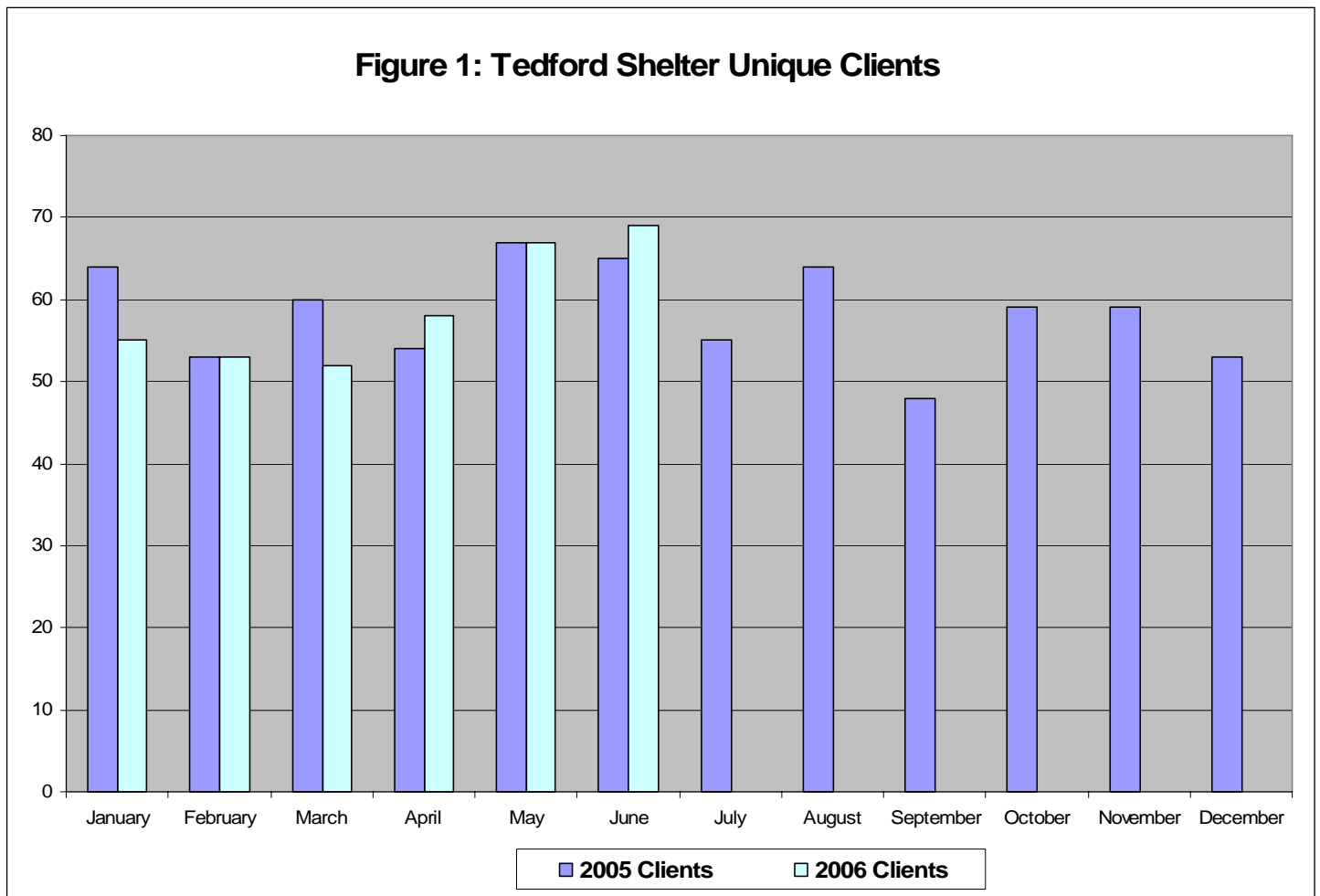
Homeless people living in the “vicinity of the base” are eligible for consideration for services. For the purposes of the Brunswick Naval Air Station, the vicinity has been defined as the towns of Brunswick, Harpswell, Freeport, and Durham; and all of the communities in Sagadahoc County. Within this general area, the Topsham LRA is considered responsible for the homeless demand from Topsham, Bowdoin, and Bowdoinham.

Part II: General Facts about Homelessness in the Midcoast

A. Modest decline in homelessness in last 5 years

As a prelude to the discussion which follows, it must be kept in mind that “counting” the homeless, by definition, is very difficult, and that numbers must be viewed with caution. It is easy to count “shelter bed nights” – the number of occupied beds over a series of nights in a given period of time. It is difficult to count those who are not in official shelters, but rather doubling up in a friend’s living room, or in a car, or in a tent. One study found that actual homeless were 75% greater than those who showed up in a shelter¹.

With this as background, here are some general numbers. Clients in homeless shelters in Maine increased significantly in the 1990s², but has declined by 12% in the last five years, an annual reduction of 3.2%. Within the midcoast region, the major shelter provider, Tedford, has had little change between 2005 and 2006, either in total numbers or in seasonal variations (see Figure 1).



¹ Helping America’s Homeless: Emergency Shelter or Affordable Housing?, Aron, Lee, Urban Institute Press, 2001

² State of Maine Action Plan to End Homelessness, January 2005, page 12

B. Experience of town general assistance offices

Jane Scease, Selectperson from Topsham, coordinated an effort to interview General Assistance providers in Topsham, Woolwich, Bowdoinham, and Bowdoin. This provided a unique look at the homeless in rural areas who do not always show up in shelters.

The interviews identified the following people showing up at town offices in need of housing help:

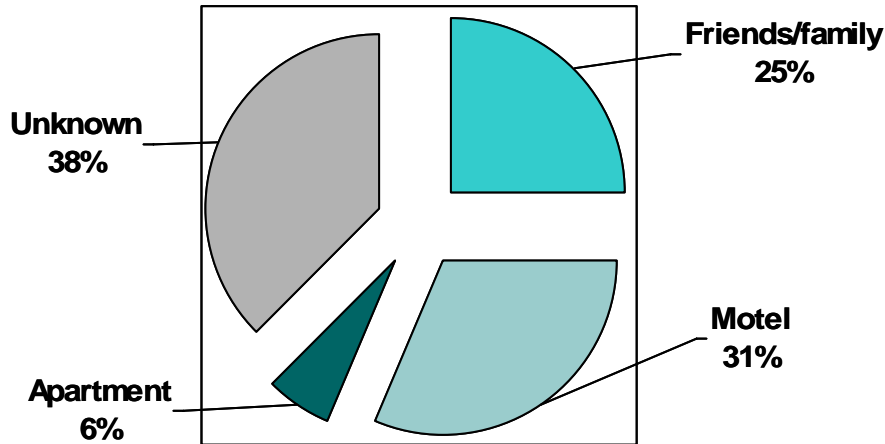
- 2 teen-agers (17 and 15), moving from friend to friend, can't go home because of substance abuse of parent;
- Single adult woman, disabled, living in camper
- Single mother with 9-year old, living in car
- Single woman with mental illness, lost home in town, living in car
- Single divorced woman, living in car
- Two parent, two child family, just moved back to town, staying with family members temporarily
- Married adult man, disabled, unable to work, can't pay heating bills
- Young unemployed woman with two children, living in motel
- Young woman with children, leaving abusive husband
- Young woman with children, left abusive boyfriend to live with mother, mother wants her out
- Young woman with children, saving money for car to get to job, can't pay rent
- Single man, overdue on child support, state took drivers' and clamming licenses, living with friends
- Single mother living boyfriend and 6 children in mother's trailer, mom wants her to move
- Young man with mental disability, living in tent in parents' backyard
- Single woman in 30s with substance abuse problem, husband in jail, child taken by state

The examples also make clear that many homeless people need help that goes well beyond affordable housing alone.

Interestingly, none of the GA administrators reported that the clients had gone to Tedford. As many of them were in flux and moving about, probably most ended up at some point checking with or staying at Tedford. But the immediate destinations for many of these people included families or friends, or motels, or other apartments.

The GA administrators, as well as nonprofit agencies meeting for the purpose of discussing homelessness, made a point of emphasizing that it would be helpful to have one point of contact, one source of information, one place for referrals, for homeless issues.

Figure 2: Outcomes for 16 GA clients in Topsham, Bowdoinham, Woolwich, Bowdoin 2006



C. General balance of homeless moving into and out of the region

The Maine State Housing Authority conducts a periodic “point in time” study asking every shelter in Maine to report on its service for that month. The last such study was in July of 2006.

The study showed that 67 homeless people showed up at shelters who had originated within the “base vicinity” as is identified above. Of these, 50 stayed at Tedford, and another 17 went to shelters outside of the area. On the other side of the coin, Tedford served 20 people who came to the midcoast from outside the region.

Of the total of 70 people who stayed at the Tedford Shelter in July of 2005, 6% were from Topsham, Bowdoin, or Bowdoinham (the service area of the Topsham LRA); 70% from Brunswick, Bath, and the rest of the service area; and 24% from outside the region.

In short, there is a rough balance of homeless moving into and out of the region.

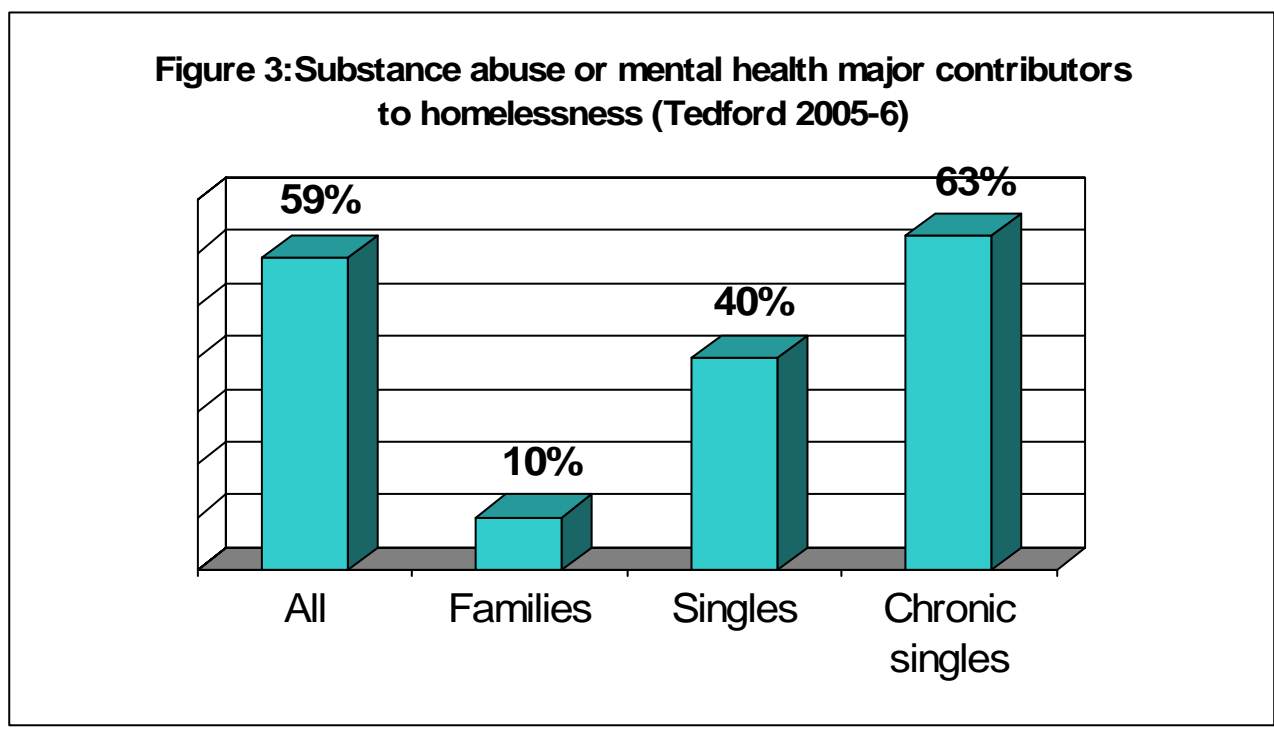
D. Three distinct populations of homeless

According to local providers, there are three distinct populations of homeless people, each with different housing needs. The first kind is families with children. The second is single adults. The third group are young people between the ages of 15 and 21. The issues of each are described below.

Families tend to be young, single mothers. According to a Maine State Housing Authority report on families staying at Tedford in July of 2005, six of 13 were high school dropouts, and two more had only a GED degree. All were unemployed. A third had unmet service needs for life skills, meals help, transportation, and mental health. According to a year-long study by Tedford, only 10% of families reported that substance abuse or mental health issues were their primary reason for homelessness. The average length of stay for families was 32 days in fiscal year 2005, and 46 days in fiscal year 2006. The increase in length of stay reflects a lack of subsidized assistance, and a tight area housing market, rather than a change in the types of families coming for help. Over the past four years, the Tedford Shelter has consistently turned away about 20 families a month due to an inability to provide housing for them.

Single adults age 22 and over are more likely to be male (71% in July 2005 MSHA records), single, evenly distributed by age up through 60 years. One in seven are veterans. Education levels range from drop out (42%) to a high school degree only (31%) to some college (27%). This group, however, is more likely to have psychological or physical problems – chronic mental illness (40%), alcohol dependence (20%); drug dependence (15%); physical disability (10%).

Tedford’s long-term research indicates that substance abuse or mental health problems are a major cause of homelessness for adult singles, and the major cause of chronic homelessness (see Table 3 below).



Part of this population includes adults with developmental disabilities or mental retardation. The Independence Association of Brunswick serves the housing needs of this group in the midcoast. The Association operates 24 homes serving 48 individuals. In 2006, a typical year, 15 people were referred to the agency for housing; of these, 10 were served, and 5 were not. The agency director estimates that demand grows over the long term by about 2-3 people per year.

The third major group of homeless is young people under 22 years of age. The Maine Department of Labor reported that 18% of young people between the ages of 18 and 24 were not in school, were not working, and had no degree beyond a high school diploma in 2002³. These are the young people who tend to drift from couch to couch, have issues with substance abuse, don't know how to handle money, etc. In Sagadahoc County, only 83% of students who enter high school as a freshman get their diploma (Cumberland County is 88%).⁴ The State's population under the age of 18 is projected by the United States Census to decline by 4% over the next twenty years. However, there seems to be no reduction in the numbers of youth with issues related to homelessness. The Maine Corrections system, for example, released 519 Cumberland and Sagadahoc County juveniles in 2005, up from 441 juveniles in 2004; young people released from institutions are extremely vulnerable to homelessness.⁵

There were nine young single people at Tedford in July of 2005, according to the Maine State Housing Authority; of these, four had physical disabilities, one was developmentally disabled, one had chronic mental illness, and one had a substance abuse problem. For every ten young persons in a general family shelter like Tedford, there are 8 in specialized youth shelters in Maine.⁶

E. Two types of housing assistance

As is clear from the above, some homeless people have only a housing problem. Others have multiple problems which contribute to chronic homelessness.

For the former group, a shelter stay alone is enough. Once someone with only a housing problem gets on his or her feet, gets help finding a regular apartment, he or she is on their way. For those with chronic and multiple issues, however, a shelter is not enough. If they go back into the private housing market without dealing with their underlying problems, they are likely to recycle back into another shelter. These people often need some sort of transitional or supported housing. The form that such housing can take varies according to the kinds of people who use the housing, the kinds of issues they face, and the funding availability. People can stay in this kind of housing for as short a time as a few months, or for many years. The analysis in the next section addresses (in broad terms) both types of issues.

F. Additional considerations

Beyond the strict issue of "need," there are three other considerations that the Brunswick LRA must keep in mind as it evaluates homeless service proposals.

- 1) Housing will not be a scarce commodity in Greater Brunswick in 2011, as over 2,000 units of housing on and off the Base are expected to be freed by the departure of military families.⁷ This means that the homelessness in the midcoast related strictly to housing

³ Trends and Implications for the Maine Workforce, 2005; Maine Department of Labor; page 10.

⁴ Maine Kids Count 2006, County data foldout, page 19.

⁵ Email from Pat Murtagh to Cindy Namer, June 2006

⁶ Point in Time Survey; Homelessness in Maine on April 24, 2004, Maine State Housing Authority, page 3

⁷ The Impact of the BRAC Ordered Closure of the Brunswick Naval Air Station: A Regional Community Audit, 2006, page 20.

shortages and low vacancy rates will be eased. However, the availability of housing will not solve the problems of homeless people with other issues such as substance abuse, mental illness, or physical disability. These populations will need services as well as housing, and such services cost money. The base closure process is designed to provide buildings to homeless providers, but not service funds. In fact the LRA will be asking for guarantees from service providers seeking buildings that they will have funds in 2011 in order to operate their programs, and these too are hard to provide. Avesta Housing in Portland, for example, has built housing in the past with the understanding that state funds for services would be provided on an ongoing basis, only to find that the state funds have been cut after a few years. The problem of coordinating services, funding, and housing, will be a challenge going forward.

- 2) The general experience of family housing providers over the years is that low and moderate-income people are better off when they are integrated into the community, and not living in “projects” that are easily identified as “low-income.” Thus, a strategy of obtaining a visible and clearly-delineated block of apartments on the Base to serve homeless people may be counterproductive to current “best practices” for helping this group. Tedford Shelter is considering one strategy to deal with this problem, namely, to get a building on the Base to use for administrative purposes, and converting the administrative offices in the community into shelter – thus adding new housing that more easily blends into existing neighborhoods.
- 3) The subject of how best to provide services to the homeless has been a steady topic at the meetings of the homeless service providers sponsored by the Brunswick and Topsham LRAs. Area general assistance administrators, schools, and other people who encounter people with housing and social needs do not know where to turn to find help. One idea discussed at length is to create a “one-stop” service center on the redeveloped Base that includes housing, employment, training, counseling, and other services under one roof. While the impetus for doing this would be to better serve the homeless, such services would logically serve a much broader group. This idea confronts the same funding issues as those described in point one above.

With this as background, the following section provides estimates of the general level of demand for homeless shelter and services in the Brunswick-Topsham area.

Part III: 2011 Demand Estimates

Using the calculations and assumptions described in Appendices B and C, the following are demand estimates for homeless shelter and services in the Brunswick and Topsham demand areas:

- There is only a modest demand for shelter beds for adults. There is some demand for family shelter beds, but if sufficient alternatives develop, and the average length of stay can be reduced to a couple of weeks, this demand nearly disappears.
- On the other hand, there does appear to be a demand for 4-5 shelter beds for transient youth under any scenario.
- There is a much larger demand for supported housing apartments. The reason that this demand is so high, even though it is only for a portion of the homeless population, is that the length of stay is much longer. If seven single adults a month need supported housing, and each of the seven people stays in his or her apartment for a year, then 84 apartments overall will be needed to provide housing for this segment.

Figure 4: Estimated range⁸ of demand for homeless shelter and supported housing in the Brunswick and Topsham LRA service areas in 2011

<u>Unmet need in 2011</u>	<u>Families</u>	<u>Single adults</u>	<u>Single youth</u>
<u>Shelter</u>	2-12 apartments	0 beds	4-5 beds
<u>Supported housing</u>	4 – 14 apartments	34-75 beds	12-24 beds

Of this demand, only a small portion⁹ is from the communities of Topsham, Bowdoin, and Bowdoinham. These demand estimates are one of the pieces that the LRAs must consider in evaluating proposals (others include funding availability for services, integrating homeless into the community, and the capability of the proposing agency) – but they do give a general sense of the order of magnitude of need, and show the greatest gap is for supported housing for single adults and youth.

⁸ The lower figures are based on “ideal” occupancy rates, assuming that services are available to move people out of shelters and supported housing in a timely way; the higher figures are based on recent experiences, reflecting a condition where such services are not always available.

⁹ Six percent – see Section C on page 4.

Appendix A – Brunswick LRA Homeless Screening Process

Homeless Provider Screening Information

Understanding the Base Realignment And Closure (BRAC) Process

In November of 2005, the Department of Defense announced the closure of Brunswick Naval Air Station (BNAS). The base will close in 2011. For more than four decades, the U.S. Department of Defense (DoD) has closed or realigned military installations to reduce overhead, enhance readiness and modernization, and adjust to the realities of changing international relations. The resulting impact on surrounding communities is often dramatic. Many communities, however, have successfully converted these former installations to civilian uses such as parks and other recreational facilities, business centers, market-rate housing, affordable housing, and transitional housing for homeless persons.

The Federal Base Closure Community Redevelopment and Homeless Assistance Act governs the process of how federal defense facilities are disposed. The Redevelopment Act was designed to accommodate the impacted communities' multiple interests in base reuse and to meet the national priority to assist homeless individuals and families. The Act provides for a community-based process where governmental and not-for-profit organizations serving homeless individuals or families participate in the local reuse planning process.

The Redevelopment Act places responsibility for base reuse planning in the hands of a Local Redevelopment Authority (LRA), which represents all the local jurisdictions affected by a closing or realigning installation. The Town of Brunswick and the State of Maine established the Brunswick Local Redevelopment Authority (BLRA). The BLRA is responsible for developing a reuse plan for Brunswick Naval Air Station (BNAS) that appropriately balances the needs for economic redevelopment, certain public facilities and amenities, and homeless assistance.

Homeless Assistance and the Homeless Screening

The BLRA will begin a six-month "homeless screening process" shortly after the federal determination of surplus property is announced. The BRLA will send notices to area homeless providers and advertise in local newspapers soliciting proposals from area homeless providers. The BLRA will work with State and local government agencies, and private nonprofit organizations that provide, or propose to provide assistance, programs or services that are not currently adequately meeting the need of homeless persons and families in the communities in the "vicinity of the base." The communities in the "vicinity of the base" have been determined to be the **Towns of Brunswick, Harpswell, Freeport, Durham, and Sagadahoc County.**

Under the terms of the Act related to "homeless screening" the term "homeless" or "homeless individual or homeless person" means:

- (1) An individual who lacks a fixed, regular, and adequate nighttime residence; and
- (2) An individual who has a primary nighttime residence that is—
 - (a) A supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and

transitional housing for the mentally ill);

(b) An institution that provides a temporary residence for individuals intended to be institutionalized; or

(c) A public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

It does not include any individual imprisoned or otherwise detained pursuant to an Act of the Congress or a State law. Neither does it include people living in overcrowded or substandard housing.

Homeless service organizations may seek buildings and properties that provide supportive services, job and skills training, employment programs, shelter, transitional housing, permanent housing, food and clothing banks, treatment facilities, or any other activity that clearly meets an identified need of the homeless and fills a gap in the local “continuum of care.” This approach assesses needs, inventories resources, identifies gaps, and coordinates public and private resources to fill in the gaps and avoid duplication. Sections in the Maine State Housing Authority’s (MSHA) Consolidated Housing and Community Development Plan (Consolidated Plan) are devoted to the needs, inventory of resources, and gaps in the homeless continuum of care in the various labor market areas of the State (available on-line at www.mainehousing.org). The Consolidated Plan may be of assistance to organizations to identify gaps in needs for the homeless.

The BLRA will submit the proposed reuse plan to the federal Department of Housing and Urban Development (HUD), who will determine consistency with the Redevelopment Act for the “homeless screening” portion of the plan. HUD’s review will determine whether:

1. The LRA has followed the process required by the Redevelopment Act and the regulations (24 CFR 586) when preparing the plan and homeless assistance submission.
2. The plan takes into consideration the size and nature of the homeless population in the vicinity of the installation.
3. The plan takes into consideration the availability of existing services to meet the needs of the homeless.
4. The plan takes into consideration the suitability of the buildings and property on the installation for use and needs of the homeless.
5. The plan takes into consideration the economic impact of proposed homeless assistance on communities in the vicinity of the installation, including whether the plan is feasible, and whether the selected letters of interest are consistent with the Consolidated Plan (available at www.mainehousing.org) or other housing, social service, community, or development plans.
6. The legally binding agreements specify the manner in which property will be made available, include all documents necessary to complete the transaction, include all appropriate terms and conditions, address environmental contingencies, stipulate timely transfer, and are accompanied by legal opinion.
7. The plan appropriately balances the needs for economic and other redevelopment with the needs of the homeless for the communities within the vicinity of the installation.
8. The plan was developed in consultation with homeless service providers.

Appendix B: Worksheets

Existing Situation Estimate – Brunswick/Topsham Homeless Model							
	November 5, 2006		<i>italic is a calculation; bold is an input; large bold = gap</i>				
A	B		C		D	E	G
			Families		Singles	Youth	Comment
			(2+HH)		(22+)	(<22)	
<u>2011 SHELTER DEMAND</u>							
1	Number in shelter (month)	<i>hh</i>	13	<i>Indvs</i>	28	9	2005 MSHA report; youth doubled
2	Number turned away or go elsewhere		19		0	7	2005 Tedford records; youth adjusted 0.8
3	Total demand		32		28	16	<i>admitted + turned away</i>
4	Average length of stay (days)		32		11	12	2005 Tedford-families, MSHA other
8	Ajustment for trends		-17.9%		-17.9%	-17.9%	MSHA 2001-05 rate of change
9	Adjustment for newly vacant 2011 housing		-30.0%		-20.0%	-25.9%	1/3 not needing supported hsg (l 16)
10	Total bed-apt/nights per month	<i>apts</i>	533.5	<i>beds</i>	191.3	109.2	<i>demand x ALOS x HH size</i>
11	Total capacity needed	<i>apts</i>	17.5	<i>beds</i>	6.3	3.6	
<u>2011 SHELTER SUPPLY</u>							
12	current shelter		6		20	0	Tedford + local providers
13	planned		0		0	0	Tedford + local providers
14	Total to be available		6		20	0	<i>existing and planned</i>
15	<u>2011 SHELTER GAP</u>	<i>apts</i>	11.5	<i>beds</i>	-13.7	3.6	<i>monthly demand less existing/planned</i>
<u>2011 SUPPORTED HOUSING DEMAND</u>							
16	%needing supported housing		10.0%		40.0%	22.2%	Tedford C+D; MSHA E
17	number per month		1.7		7.0	2.0	<i>total demand x % in need</i>
18	average length of stay (months)		12		12	12	Tedford estimates
19	total supported units needed	<i>apts</i>	20.0	<i>beds</i>	83.5	24.3	<i>mnth demand x ALOS (mos)</i>
<u>2011 SUPPORTED HOUSING SUPPLY</u>							
20	supported units available	<i>apts</i>	6		8	0	Tedford + local providers
13	planned		0		0	0	Tedford + local providers
14	Total to be available		6		8	0	<i>existing and planned</i>
22	<u>2011 SUPPORTED HOUSING GAP</u>		14.0		75.5	24.3	<i>net need * adjustment for 2011</i>

Ideal Situation Estimate – Brunswick/Topsham Homeless Model						
	November 5, 2006		<i>italic is a calculation; bold is an input; large bold = gap</i>			
A	B		C	D	E	G
			Families (2+HH)	Singles (22+)	Youth (<22)	Comment
	<u>2011 SHELTER DEMAND</u>					
1	Number in shelter (month)	<i>hh</i>	13 <i>Indvs</i>	28	9	2005 MSHA report; youth doubled
2	Number turned away or go elsewhere		19	0	7	2005 Tedford records; youth adjusted 0.8
3	Total demand		32	28	16	<i>admitted + turned away</i>
4	Average length of stay (days)		14	14	14	2005 Tedford-families, MSHA other
8	Ajustment for trends		-17.9%	-17.9%	-17.9%	MSHA 2001-05 rate of change
9	Adjustment for newly vacant 2011 housing		-30.0%	-20.0%	-25.9%	1/3 not needing supported hsg (l 16)
10	Total bed-apt/nights per month	<i>apts</i>	233.4 <i>beds</i>	243.4	127.4	<i>demand x ALOS x HH size</i>
11	Total capacity needed	<i>apts</i>	7.7 <i>beds</i>	8.0	4.2	
	<u>2011 SHELTER SUPPLY</u>					
12	current shelter		6	20	0	Tedford + local providers
13	planned		0	0	0	Tedford + local providers
14	Total to be available		6	20	0	<i>existing and planned</i>
15	<u>2011 SHELTER GAP</u>	<i>apts</i>	1.7 <i>beds</i>	-12.0	4.2	<i>monthly demand less existing/planned</i>
	<u>2011 SUPPORTED HOUSING DEMAND</u>					
16	%needing supported housing		10.0%	40.0%	22.2%	Tedford C+D; MSHA E
17	number per month		1.7	7.0	2.0	<i>total demand x % in need</i>
18	average length of stay (months)		6	6	6	Tedford estimates
19	total supported units needed	<i>apts</i>	10.0 <i>beds</i>	41.7	12.1	<i>mntn demand x ALOS (mos)</i>
	<u>2011 SUPPORTED HOUSING SUPPLY</u>					
20	supported units available	<i>apts</i>	6	8	0	Tedford + local providers
13	planned		0	0	0	Tedford + local providers
14	Total to be available		6	8	0	<i>existing and planned</i>
22	<u>2011 SUPPORTED HOUSING GAP</u>		4.0	33.7	12.1	<i>net need * adjustment for 2011</i>

Appendix C: Assumptions of demand estimates

- 1) The July, 2005 data about Tedford residents provided by the Maine State Housing Authority is used as the basis of the monthly demand figures; this is considered reasonable since Tedford records show little difference by season or year.
- 2) Unmet demand is estimated by Tedford family turnaway data, and MSHA records about the ratio of youth in youth shelters to youth in family shelters
- 3) Existing average length of stay information for 2005 is from MSHA for singles and from Tedford shelter for families.
- 4) In anticipating 2011, the trends of the last five years are projected to continue – namely, that homeless bed-days have gone down at a rate of 3.2% per year from 2001 to 2005 statewide, and applying this trend line to 2006 to 2011, a reduction of 17.9% is derived.
- 5) In 2011, the closure of the Base will bring up to 2,000 housing units onto the local market – enough to raise the vacancy rate to over 10%¹⁰ The analysis assumes that one-third of the homeless *whose only issue is lack of housing* will be able to find affordable housing in the new environment; two-thirds of those for whom housing is the only issue, and all who have other issues contributing to homelessness, are assumed to continue to need housing.
- 6) People with substance abuse and mental illness issues, and other related problems, are assumed to be appropriate referrals for supported housing. Tedford data indicates that 10% of families and 40% of singles have such issues; MSHA data indicates that 2 in 9 (22%) youth have such issues.
- 7) Two kinds of estimates are made. One is based on existing residence lengths of stay, for example, 32 days in a shelter for families in 2005. Part of the reason that stays are so long is because there are no other alternatives available. A second estimate is, therefore, based on an “ideal” length of stay, assuming that supported housing alternatives and private housing alternatives are available. The “ideal” length of stay in a shelter is defined as 2 weeks, enough to help a person or family get their act together before moving on to another more permanent form of housing. For supported housing, the “existing” estimate is 12 months, the “ideal” is 6 months, which assumes that people get intensive help and then can move on.

¹⁰ The Impact of the BRAC-ordered closure of the Brunswick Naval Air Station, 2006, Planning Decisions, page 20.