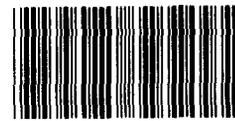


May 1991

HOMELESSNESS

McKinney Act Programs and Funding Through Fiscal Year 1990



143779

**Resources, Community, and
Economic Development Division**

B-229004

May 1, 1991

The Honorable Donald W. Riegle, Jr.
Chairman, Committee on Banking, Housing,
and Urban Affairs
United States Senate

The Honorable Henry B. Gonzalez
Chairman, Committee on Banking, Finance,
and Urban Affairs
House of Representatives

This report was prepared in accordance with Section 102(a) of the Stewart B. McKinney Homeless Assistance Amendments Act of 1988, which directed that we report annually to the Congress on the status of programs authorized under the act. As agreed with your offices, we have addressed this report to the responsible housing committees. This report updates our annual report on the McKinney Act programs for fiscal year 1989¹ with fiscal year 1990 program and funding information. It also provides general information on the McKinney Homeless Assistance Amendments Act of 1990 (P.L. 101-645) and title VIII of the National Affordable Housing Act of 1990 (P.L. 101-625).

Specifically, this report provides a legislative history of the McKinney Act; a description of each McKinney Act program; and the amount of money provided under each program, by state, for fiscal year 1990. It also briefly describes newly authorized assistance programs for the homeless and significant changes to existing McKinney Act programs. These changes, required by the Amendments Act of 1990 and the Affordable Housing Act of 1990, take effect in fiscal year 1991.

Results in Brief

For fiscal year 1990, the Congress appropriated about \$600 million for 18 direct assistance programs for the homeless and the Interagency Council on the Homeless. During fiscal years 1987 through 1990, the Congress authorized about \$2.3 billion and appropriated about \$1.8 billion for the McKinney Act programs. Of the 18 McKinney Act programs authorized for fiscal year 1990, 6 provided funds through a formula or block grant-type process and 12 used a competitive process. The single largest funded McKinney Act homeless program for this time period was

¹Homelessness: McKinney Act Programs and Funding for Fiscal Year 1989 (GAO/RCED-90-52, Feb. 16, 1990).

the Federal Emergency Management Agency's (FEMA) Emergency Food and Shelter (EFS) Program, which received around \$496 million. The amount of funding received by the remaining 17 programs for fiscal years 1987 through 1990 ranged from \$2.5 million to \$356.1 million. The Congress appropriated about \$655 million for 15 existing and 5 new programs for fiscal year 1991 and the Interagency Council on the Homeless.

McKinney Act Programs

The McKinney Act's homeless assistance programs provide the homeless with emergency food and shelter, transitional and permanent housing, primary health care services, mental health care, alcohol and drug abuse treatment, education, and job training. For example, one program provided funds to a homeless assistance provider for 36 transitional housing units and 70 emergency shelter beds in a converted school, which served over 200 homeless persons per week. Another McKinney Act program funded a project during fiscal year 1990 that provided educational services for 400 women living in domestic violence shelters and emergency centers.

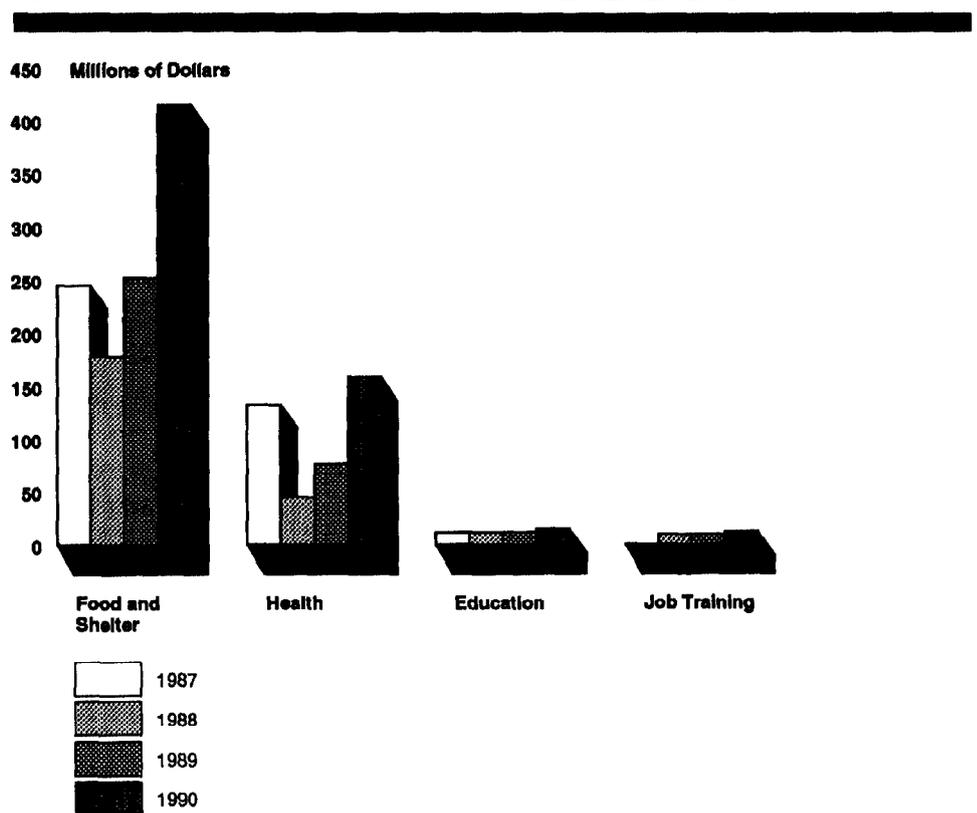
The McKinney Act also (1) required jurisdictions—applying for homeless assistance programs administered by HUD—to develop and submit a Comprehensive Homeless Assistance Plan (CHAP); (2) authorized property disposition programs, which established procedures by which agencies turn over unneeded real and personal property that may be used to assist the homeless; and (3) created the Interagency Council on the Homeless, an independent organization within the executive branch that is responsible for coordinating assistance programs for the homeless at the various federal agencies. The McKinney Act programs are administered by five departments—Housing and Urban Development (HUD), Health and Human Services (HHS), Labor, Education, and Veterans Affairs (VA)—and by FEMA and the General Services Administration (GSA).

McKinney Act Funding

For fiscal year 1990, the Congress authorized about \$676 million and appropriated about \$600 million for the McKinney Act programs. In total, during fiscal years 1987 through 1990, the Congress authorized about \$2.3 billion and appropriated about \$1.8 billion for the McKinney Act programs. As figure 1 shows, about \$1.2 billion of the appropriated funds—about 69 percent—have provided food and shelter assistance. (Shelter assistance includes funds for HUD's and FEMA's emergency shelter programs as well as for HUD's other housing programs for the

homeless.) The remaining amount is divided between health (26 percent), education (3 percent), and job-training (2 percent) aid. The single largest funded McKinney Act homeless program for fiscal years 1987 through 1990 was FEMA's EFS Program, which received around \$496 million. (App. I shows the breakdown of the amount of funds authorized and appropriated to each program for fiscal years 1987-90.)

Figure 1: Funding for Homeless Assistance Programs by Category of Assistance, 1987-90



The 18 McKinney Act programs that received appropriations between fiscal years 1987 through 1990 provided funds to organizations that assisted the homeless. Funds were provided through several allocation methods: 6 programs provided funds by a formula or block grant-type process, while the remaining 12 used a competitive process.

The McKinney Homeless Assistance Amendments Act of 1990 and title VIII of the National Affordable Housing Act of 1990 authorized a combined total of about \$993 million and appropriated about \$655 million for 20 programs and the Interagency Council on the Homeless. The 20

programs included 15 existing programs and 5 new programs to start in fiscal year 1991. The Congress did not reauthorize three programs—HHS's Aid to Families With Dependent Children Transitional Housing Demonstration Program, which was established as a 1-year demonstration project, and HHS's Mental Health Services Block Grant and Education's Exemplary Education Grants Programs, which were both replaced by newly authorized programs. The acts also retained the requirement for jurisdictions to submit a planning document for HUD funds for assistance programs for the homeless and reauthorized the property disposition programs. In addition, the two acts expanded services within existing McKinney Act programs.

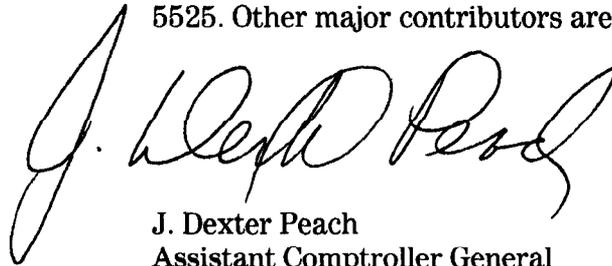
Appendix II provides the legislative history of the McKinney Act. Appendixes III through X explain how each program works, provide funding data for fiscal year 1990 by state, and describe the significant changes that are to take place in fiscal year 1991. Appendix XI presents each state's total amount of funds received from all McKinney Act programs for fiscal year 1990. Appendix XII is a map illustrating the distribution of fiscal year 1990 McKinney Act funds to the states.

We conducted our review from December 1990 to March 1991 at the responsible agencies' headquarters in Washington, D.C. On the basis of our discussions with the Senate Committee on Banking, Housing, and Urban Affairs and the House Committee on Banking, Finance, and Urban Affairs, we agreed to provide a legislative history of the McKinney Act, a summary of how each McKinney Act program works, the amount of funds provided under each program for fiscal year 1990, and general information on the McKinney Homeless Assistance Amendments Act of 1990 and title VIII of the National Affordable Housing Act of 1990. To gather program and funding information, we talked with program managers and budget officials, and analyzed relevant program guidance, documents, and studies. However, because our mandate was to provide a general overview of the programs, we did not independently determine agencies' compliance with their program guidance and regulations or independently verify the funding data provided to us. However, we have reviewed many of the programs in more detail. (See Related GAO Products for reports we have issued on homelessness issues.)

As requested by both your offices, we did not obtain written comments on this report. However, we discussed the information presented in this report with the agency officials responsible for each program. Where

appropriate, changes have been made to further clarify the information presented.

Copies of this report are being sent to interested congressional committees; the Secretaries of HUD, HHS, Labor, VA, and Education; the Directors of FEMA and the Office of Management and Budget; and the Administrator of GSA. This work was performed under the direction of John M. Ols, Jr., Director of Housing and Community Development Issues, Resources, Community, and Economic Development Division, (202) 275-5525. Other major contributors are listed in appendix XIII.

A handwritten signature in black ink, appearing to read "J. Dexter Peach". The signature is written in a cursive style with a large initial "J" and a long, sweeping underline.

J. Dexter Peach
Assistant Comptroller General

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Abbreviations

ADAMHA	Alcohol, Drug Abuse, and Mental Health Administration
AFDC	Aid to Families With Dependent Children
AIDS	Acquired Immunodeficiency Syndrome
CDBG	Community Development Block Grant
CHAP	Comprehensive Housing Assistance Plan
CHAS	Comprehensive Housing Affordability Strategies
CSBG	Community Services Block Grant
DCHV	Domiciliary Care for Homeless Veterans
EFS	Emergency Food and Shelter (Program)
EHP	Emergency Community Services Homeless Grant Program
ESG	Emergency Shelter Grants (Program)
ETA	Employment and Training Administration
FEMA	Federal Emergency Management Agency
GAO	General Accounting Office
GSA	General Services Administration
HCMI	Homeless Chronically Mentally Ill (Veterans Program)
HRSA	Health Resources and Services Administration
HHS	Department of Health and Human Services
HUD	Department of Housing and Urban Development
HVRP	Homeless Veterans Reintegration Project
NIAAA	National Institute on Alcohol Abuse and Alcoholism
NIDA	National Institute on Drug Abuse
NIMH	National Institute of Mental Health
OCS	Office of Community Services
PATH	Projects for Assistance in Transition from Homelessness
PHA	Public Housing Agency
SAFAH	Supplemental Assistance for Facilities to Assist the Homeless (Program)
SASP	State Agencies for Surplus Properties
SHDP	Supportive Housing Demonstration Program
SRO	single-room occupancy
TEFAP	Temporary Emergency Food Assistance Program
THDP	Transitional Housing Demonstration Program
VA	Department of Veterans Affairs
VAMC	Department of Veterans Affairs Medical Centers
VISTA	Volunteers in Service to America

Authorizations and Appropriations for McKinney Act Programs, Fiscal Years 1987-90

Dollars in millions				
Agency	1987-1989		1990	
	Auth. ^a	Appro. ^b	Auth. ^a	Appro. ^b
Department of Housing and Urban Development				
Comprehensive Homeless Assistance Plans	NA ^c	NA ^c	NA ^c	NA ^c
Emergency Shelter Grants Program	\$350.0	\$114.5	\$125.0	\$73.2
Supportive Housing Demonstration Program	285.0	229.3	105.0	126.8
Supplemental Assistance for Facilities	60.0	15.0	11.0	10.8
Section 8 SRO Moderate Rehabilitation Assistance	120.0	80.0	50.0	73.2
Subtotal	815.0	438.8	291.0	284.0
Federal Emergency Management Agency				
Emergency Food and Shelter Program	338.0	365.0 ^d	134.0	130.9
Subtotal	338.0	365.0	134.0	130.9
Department of Health and Human Services ^e				
Demonstration Projects for Alcohol and Drug Abuse	24.0	13.7	17.0	16.4 ^f
Mental Health Services Demonstration Projects	21.0	13.9	11.5	6.0
Mental Health Services Block Grant	70.0	57.8	35.0	27.8 ^f
Emergency Community Services Homeless Grant Program	122.0	74.6	42.0	21.9 ^f
Health Care for the Homeless Program	141.2	75.1	63.6	36.0 ^f
Emergency Assistance AFDC Demonstration Program	0.0 ^g	0.0 ^g	20.0	20.0
Subtotal	378.2	235.1	189.1	128.1
Department of Veterans Affairs ^e				
Homeless Chronically Mentally Ill Veterans	47.0	23.3	30.0 ^h	15.0
Domiciliary Care for Homeless Veterans	15.0	35.8	0.0	15.0
Subtotal	62.0	59.1	30.0	30.0
Department of Education ^e				
Adult Education for the Homeless	27.5	21.2	10.0	7.4
Education for Homeless Children and Youth	15.0	14.0	5.0	4.9
Exemplary Grants	7.5	0.0	2.5	2.5
Subtotal	50.0	35.2	17.5	14.8

(continued)

**Appendix I
 Authorizations and Appropriations for
 McKinney Act Programs, Fiscal Years 1987-90**

Agency	1987-1989		1990	
	Auth. ^a	Appro. ^b	Auth. ^a	Appro. ^b
Department of Labor				
Homeless Veterans' Reintegration Projects	4.2	3.8	2.2	1.9
Job Training Demonstration Program	20.8	15.2	10.8	9.6
Subtotal	25.0	19.0	13.0	11.5
Independent Council				
Interagency Council on the Homeless	3.8	2.1	1.2	1.1
Subtotal	3.8	2.1	1.2	1.1
General Services Administration				
Federal Property Disposition Programs	NA ^c	NA ^c	NA ^c	NA ^c
Total	\$1,672.0	\$1,154.3	\$675.8	\$600.4

Note: Grand total authorized—\$3.3 billion. Grand total appropriated—\$2.4 billion.

^aAuth. = authorized.

^bAppro. = appropriated. When program funds are contained in a larger lump-sum appropriation, amount shown represents the agency's spending target for the program as shown in committee reports or the appendix to the Budget. Fiscal year 1990 figures reflect reductions made for drug funding and sequestration under the Balanced Budget and Emergency Deficit Control Act.

^cNA = Not applicable.

^dThis figure includes funds transferred from other appropriation accounts.

^eAppropriations in this heading are all contained in larger lump-sums. See footnote b.

^fIn addition to amounts shown for fiscal year 1990, these programs were appropriated additional amounts that were not available until fiscal year 1991.

^gThis program was authorized only in fiscal year 1990.

^hAuthorization for these two programs is combined.

Legislative History of the Stewart B. McKinney Homeless Assistance Act

The 100th Congress responded to the problem of homelessness in June 1987 by enacting the Stewart B. McKinney Homeless Assistance Act (P.L. 100-77). Although previous legislative actions had responded to food and shelter needs of the homeless, little had been done before 1987 to address the causes of homelessness or the diverse needs of the homeless. The McKinney Act was the first comprehensive homeless assistance law, and it reflected both the urgency of the homelessness crisis and the growing numbers of homeless. The two subsequent reauthorizations of the McKinney Act have refined programs, removed some programs and added others, and amended other laws to take into account the special needs of the homeless.

100th Congress Expands Homeless Assistance Programs, Enacts the McKinney Act (P.L. 100-77)

Although by 1987 congressional actions had expanded the federal role to assist the homeless through various agency programs, many believed that a more comprehensive effort was needed. Thus, when the 100th Congress convened in January 1987, legislative proposals to expand assistance to the homeless were among the first items on the agenda.

One of the first actions the 100th Congress took was to enact an emergency appropriation measure for the Federal Emergency Management Agency's (FEMA) Emergency Food and Shelter (EFS) Program. In February 1987, the Congress authorized the transfer of \$50 million from FEMA's disaster relief program to the EFS Program.¹ In addition, \$5 million of the \$50 million transferred to the EFS program was appropriated to the Department of Veterans Affairs (VA) for its Chronically Mentally Ill Veterans Program, a community-based psychiatric residential treatment program for veterans.

In 1987 the Congress considered several bills to broaden the federal role in helping the homeless. The legislation that eventually became law was H.R. 558, the Urgent Relief for the Homeless Act. H.R. 558 authorized several programs involving various federal agencies. Programs included (1) health care; (2) community-based mental health services for homeless individuals who are chronically mentally ill; (3) emergency shelter; (4) transitional housing, especially for the elderly and homeless families with children; (5) community services to provide follow-up and long-term services; (6) job and literacy training; (7) permanent housing for handicapped homeless persons; and (8) grants for groups to renovate, convert, purchase, lease, or construct facilities. In response to concerns

¹FEMA's EFS Program was created in 1983 because of reports that emergency service providers were overwhelmed by the demand for services to the hungry and homeless.

that overall responsibility for homelessness programs was spread among several agencies, the Congress created the Interagency Council on the Homeless, an independent council to coordinate federal homeless assistance programs.

Hearings on H.R. 558 were held in February 1987, after which both the House and Senate moved quickly to pass separate homeless assistance packages. The legislation was renamed in honor of the late Representative Stewart B. McKinney and it was approved by the President as Public Law 100-77 on July 22, 1987. The McKinney Act authorized 17 homelessness assistance programs for fiscal years 1987 and 1988. In addition, the act authorized the property disposition programs, the Interagency Council on the Homeless, and a requirement for state and local governments to prepare a comprehensive planning document.

Further, the McKinney legislation extended the Temporary Emergency Food Assistance Program² (TEFAP) until September 30, 1988, and expanded the commodities available for distribution under this program. The law also amended the Food Stamp Act of 1977, allowing federal funding for state outreach efforts to provide information to homeless persons about applying for food stamps.

The McKinney Act Is Reauthorized (P.L. 100-628)

During the second session of the 100th Congress, the McKinney Act was reauthorized for fiscal years 1989 and 1990. The reauthorization included funding authority for a total of 18 homeless assistance programs. The reauthorization legislation added a 1-year demonstration project to evaluate the cost effectiveness of transitional housing as opposed to the shelters commonly known as welfare hotels. In addition, the reauthorization extended the property disposition programs and the Interagency Council on the Homeless, and kept the Department of Housing and Urban Development's (HUD) homeless assistance planning document requirement. Further, the TEFAP and the Food Stamp Outreach Program were removed from the act and reauthorized under the Hunger Prevention Act (P.L. 100-435).

The McKinney Amendments also authorized several existing McKinney programs to use funds for activities aimed at preventing homelessness. For the first time, persons at risk of becoming homeless could receive emergency funds under several programs to pay back rent or utilities

²TEFAP provided surplus agricultural commodities such as cheese, flour, and cornmeal to nonprofit food banks, soup kitchens and other emergency feeding organizations.

and other costs. Finally the amendments significantly changed the Job Training Partnership Act and several housing laws that provide housing and community services to people with lower incomes.

Second Reauthorization of McKinney (P.L. 101- 625 and 101-645)

The 101st Congress enacted two laws related to reauthorizing the McKinney Act: (1) title VIII of the National Affordable Housing Act of 1990 (P.L. 101-625, approved Nov. 28, 1990) and (2) the McKinney Homeless Assistance Amendments Act of 1990 (P.L. 101-645, approved Nov. 29, 1990). Housing provisions were contained in both laws and each contained a provision stating that the first to become law would prevail. Since Public Law 101-625 was signed first, it became the statutory authority for HUD's McKinney Act programs. Title VIII of Public Law 101-625 requires HUD to study the feasibility of converting its McKinney Act programs into a block grant. Any future conversion will become effective only after HUD completes the feasibility study and the Congress adopts a distribution formula. The statutory authority for all the non-HUD McKinney Act programs is contained in Public Law 101-645.

In addition to specific substantive changes in fiscal year 1991 programs, the amendments clarified that Indian tribes are eligible grantees of several McKinney programs. The amendments also placed confidentiality requirements on domestic violence shelters and made major additions to the Child Abuse Prevention Act—to provide preventive services to children of homeless families.

Homeless Assistance Programs of the Department of Housing and Urban Development (HUD)

This appendix provides information on the Comprehensive Homeless Assistance Plan (CHAP) and McKinney Act homeless assistance programs administered by HUD: Emergency Shelter Grants (ESG), Supportive Housing Demonstration Program (SHDP), Supplemental Assistance for Facilities to Assist the Homeless (SAFAH), and Section 8 Moderate Rehabilitation Program for Single-Room Occupancy (SRO) Dwellings for Homeless Individuals. HUD's Office of Special Needs Assistance Programs manages the CHAP, ESG, SHDP, and SAFAH Programs; while the Office of Elderly and Assisted Housing manages the SRO Program. General information is also provided on the Shelter Plus Care Program authorized to start in fiscal year 1991.

Comprehensive Homeless Assistance Plan

Description of the Requirement

The Comprehensive Homeless Assistance Plan is a document that must be submitted annually by any state, city, or urban county applying for funds under HUD's homeless assistance programs. These programs, discussed later in this appendix, include the ESG, SHDP, and SAFAH Programs, and the Section 8 Moderate Rehabilitation for SRO Dwellings for Homeless Individuals Program.

CHAP's purpose is to require state and local jurisdictions to examine their existing facilities and resources for providing homeless assistance, assess the special needs of the existing homeless population, and then develop a strategy by which federal homeless assistance programs can supplement or expand on already available services. Each CHAP must be approved by HUD before a state or local jurisdiction can apply for funds under HUD's homeless assistance programs.

A CHAP must provide the following information:

- an explanation of the need for assistance provided by any or all of HUD's homeless assistance programs;
- a brief inventory of the facilities and services that assist the homeless in that particular jurisdiction;

- the jurisdiction's strategy to match the needs of its homeless population with the existing services and facilities as well as to recognize special needs of certain groups such as the elderly or veterans;
- an explanation of how the homeless assistance sought from HUD will complement the services already provided by the jurisdiction;
- assurances that each grantee will administer, in good faith, a policy designed to ensure a drug- and alcohol-free facility; and
- the name, address, and telephone number of a person who will provide a single point of contact for information regarding the contents of the CHAP.

In addition to the above requirements, the states must provide a description of how they will coordinate any job-training demonstration programs provided under the Department of Labor's homeless assistance programs (see app. VIII) with their other homeless services. States must also exchange their CHAPS with local jurisdictions to improve coordination of state and local assistance. Also, each jurisdiction that has an approved CHAP must annually review its progress toward implementing the plan and submit a report on its progress. The report must respond to any recommendations made by HUD regarding the jurisdiction's performance.

CHAPS are submitted to the responsible HUD field office, where they are reviewed for approval. The 1990 deadline for cities and urban counties to submit CHAPS to HUD field offices and also to their respective state was July 15, 1990. States were to have submitted their CHAPS by August 30, 1990. Annual performance reports are required by May 31 of each year and cover the period between the last report and April 30 of the reporting year.

Fiscal Year 1991 Changes

Title VIII of the National Affordable Housing Act of 1990 changed CHAPS to biennial documents and added some new planning requirements. As of October 1991, CHAPS will be incorporated into a new planning document covering all housing activities, the Comprehensive Housing Assistance Strategies (CHAS). HUD decided that the states' and localities' CHAPS approved for fiscal year 1990 would remain in effect until October 1991 when states and localities must submit their first CHAS in order to be eligible for fiscal year 1992 funding.

Emergency Shelter Grants Program

How the Program Works

ESG allocates funds to help improve the quality of emergency shelters for the homeless; make available additional emergency shelters; and meet the costs of operating emergency shelters and providing essential social services to homeless individuals, including activities to prevent homelessness. Projects funded under this program may be used to (1) renovate, rehabilitate, or convert buildings for emergency shelters and (2) pay for shelter maintenance, certain operating expenses, insurance, utilities, and furnishings. In addition, up to 20 percent of ESG funds may be used to provide essential social services including employment assistance, health care, drug abuse treatment, or education and to prevent homelessness by providing financial assistance to eligible families to help pay utility bills, security deposits, or back rent. However, HUD can waive the 20-percent limitation on essential services if the state or local government proves that costs associated with renovating or rehabilitating and operating the emergency shelter are being covered by other resources. Each recipient of ESG funds must match the federal share on a dollar-for-dollar basis. Grantees can include the value of any in-kind donations, such as buildings or materials, leases on buildings, staff salary and time, and services contributed by volunteers in their calculation for the matching amount.

A facility in Atlanta, Georgia, exemplifies how ESG funds are being used. The facility serves over 200 homeless persons per week with 36 transitional housing units and 70 emergency shelter beds located in a converted school building. The city-owned and operated facility also provides job counseling, referral services, and physical and mental health care.

Decision Process for Providing Funds

As required by the McKinney Act, HUD uses the Community Development Block Grant (CDBG) formula to determine which states, metropolitan cities, urban counties, and territories are eligible to apply for the program funds and how much each of them will receive.

The CDBG formula is really two formulas, and state and local jurisdictions are entitled to an allotment based on the one which yields the larger amount of money. The first formula consists of weighted factors

**Appendix III
Homeless Assistance Programs of the
Department of Housing and Urban
Development (HUD)**

of the jurisdiction's population, population below the poverty level, and the number of housing units in each jurisdiction with one or more persons per room. The second is based on weighted factors of the jurisdiction's population in poverty, the number of pre-1940 housing units, and a jurisdiction's lag in population growth rate.

Allocations are divided into two categories: funds that go directly to the states and funds that go directly to localities in each state. Cities or counties that did not qualify to receive ESG funds directly may obtain funds from the amount provided to the state. While states must distribute all of their funds to local governments and/or private nonprofit organizations (whose projects are approved by local governments), local governments have the option of distributing all or only a portion of their funds.

To receive funding, a state, urban county, or metropolitan city must submit an application, as well as develop, and have approved by HUD, a CHAP that includes a description of the need for assistance under the ESG program and the manner in which ESG assistance will complement homeless services already available.

HUD reallocates funds originally allocated to those states, territories, cities, and counties that fail to have their request for ESG funds or their CHAPS approved.

Table III.1 shows the amount of money authorized and appropriated for fiscal years 1987-90. Table III.2 shows the total amount of funds provided for fiscal year 1990 by state/territory (including the District of Columbia and the Commonwealth of Puerto Rico).

Table III.1: Funds Authorized and Appropriated for the Emergency Shelter Grants Program

Dollars in millions				
Funding	Fiscal year			
	1987	1988	1989	1990
Authorized	\$110	\$120	\$120.0	\$125.0
Appropriated	60	8	46.5	73.2

**Appendix III
Homeless Assistance Programs of the
Department of Housing and Urban
Development (HUD)**

**Table III.2: Emergency Shelter Grants
Program—Funds Provided for Fiscal
Year 1990**

State/territory	Amount*
Alabama	\$1,171,000
Alaska	80,000
American Samoa	19,000
Arizona	708,000
Arkansas	610,000
California	7,454,000
Colorado	645,000
Connecticut	852,000
Delaware	160,000
District of Columbia	410,000
Florida	2,946,000
Georgia	1,526,000
Guam	59,000
Hawaii	338,000
Idaho	183,000
Illinois	3,938,000
Indiana	1,443,000
Iowa	837,000
Kansas	575,000
Kentucky	1,062,000
Louisiana	1,389,000
Maine	354,000
Maryland	1,178,000
Massachusetts	2,213,000
Michigan	2,924,000
Minnesota	1,187,000
Mississippi	806,000
Missouri	1,549,000
Montana	170,000
Nebraska	394,000
Nevada	184,000
New Hampshire	227,000
New Jersey	2,369,000
New Mexico	336,000
New York	7,721,000
North Carolina	1,343,000
North Dakota	148,000
Northern Marianas	10,000
Ohio	3,436,000
Oklahoma	622,000

(continued)

**Appendix III
Homeless Assistance Programs of the
Department of Housing and Urban
Development (HUD)**

State/territory	Amount^a
Oregon	595,000
Palau	7,000
Pennsylvania	4,746,000
Puerto Rico	2,558,000
Rhode Island	354,000
South Carolina	812,000
South Dakota	179,000
Tennessee	1,182,000
Texas	4,385,000
Utah	390,000
Vermont	141,000
Virgin Islands	51,000
Virginia	1,203,000
Washington	1,050,000
West Virginia	541,000
Wisconsin	1,318,000
Wyoming	76,000
Total	\$73,164,000

^aThese amounts are a total of funds provided directly to the state or territory, plus those provided directly to localities in the states.

**Fiscal Year 1991 Funding
and Program Changes**

In fiscal year 1991, \$125 million was authorized and \$73.2 million appropriated for the ESG program.

Title VIII of the National Affordable Housing Act of 1990 made major changes in the program. The limit on essential services was increased from 20 percent to 30 percent, and a separate 30 percent cap was added for homeless prevention activities. It also suspended matching requirements on the first \$100,000 of ESG assistance to each state and allowed up to 5 percent of grant funds to be used for administrative costs.

Supportive Housing Demonstration Program

How the Program Works

SHDP makes funds available to state and local governments and non-profit organizations for projects providing housing and supportive services to homeless persons, including those with special needs such as the handicapped. The program has two separate components: (1) transitional housing to facilitate the movement of homeless individuals to independent living and (2) permanent housing for handicapped homeless persons. The program serves homeless individuals, including those who are handicapped, those who are deinstitutionalized, those with mental disabilities, families with children, and families in which one parent or guardian is mentally ill.

Transitional Housing Demonstration Program

The Transitional Housing Demonstration Program (THDP) is designed to develop innovative approaches to help homeless persons make the transition into independent living by providing them with housing and supportive services. The act requires that THDP target specific categories of homeless—families with children and the deinstitutionalized and mentally disabled. Residents of transitional housing are typically expected to be able to find permanent housing within 24 months. The support services provided range from employment assistance, job training, and job placement to mental health care, child care, and case management. In addition, some projects provide transportation to and from work sites.

The program provides assistance for

- advances of up to \$200,000 (or up to \$400,000 in high-cost areas) to cover the costs of acquisition and substantial rehabilitation or moderate rehabilitation of existing structures, including repayment of outstanding debt subject to a dollar-for-dollar match from nonfederal sources;
- grants of up to \$200,000 (\$400,000 in high-cost areas) for moderate rehabilitation of existing structures, subject to a dollar-for-dollar match from nonfederal sources;
- up to 75 percent of the operating costs of a transitional housing project, although HUD regulations allow funding up to 75 percent for only the first 2 years and 50 percent for the next 3 years;

- technical assistance in establishing and operating transitional housing and providing supportive services to the residents; and
- grants for establishing and operating an employment assistance program for the residents of a transitional housing project.

Eligible proposals include new projects or the expansion of existing projects. Expansion projects must substantially increase the number of persons served or the level of supportive services provided, substantially change the use of existing facilities, or bring an existing facility up to code. The recipients of transitional housing advances and grants are required to provide housing and support services to the homeless for a minimum of 10 years. However, advances for acquisition and rehabilitation are forgiven incrementally, and after 20 years of use for supportive housing, there is no obligation to repay any part of the advance.

Decision Process for Providing Funds

Applications received for fiscal year 1990 funds were reviewed jointly by the Supportive Housing Demonstration Program staff in HUD headquarters and staff in HUD's regional offices. Eligible applicants include states; metropolitan cities; urban counties; governmental entities, such as public housing authorities; Indian tribes; and private, nonprofit organizations.

The application process works as follows. First, in order for an application to get ranked, the applicant must show the following:

- its eligibility to receive assistance, including financial responsibility, capacity to carry out activities, and legal authority;
- its ability to match HUD funds with an equal amount from other sources;
- its assurance that no assistance under THDP will be used to replace funds already being provided by a state or local government assistance program to assist handicapped persons, homeless individuals, or handicapped homeless persons during the calendar year preceding the date of the application;
- the proposal's feasibility; and
- an environmental impact review, if appropriate.

Applications that fulfill each of the requirements are scored and ranked on the basis of

- an applicant's relative ability to carry out activities under the program within a reasonable time and in a successful manner;
- the innovative quality of the proposal;

- a demonstration that an unmet need for the proposed transitional housing exists in the area to be served;
- the extent to which the applicant will use other public or private entities to provide appropriate supportive services to the residents, or if the services are provided directly by the applicant, the extent to which the applicant will provide the services with funds from other sources or has demonstrated that the services are not available to the residents from other sources;
- the extent to which the applicant proposes to match the amount of SHDP assistance for site acquisition and rehabilitation on more than a dollar-for-dollar basis;
- the cost effectiveness of the program;
- the extent to which a proposed project contains an employment assistance program; and
- the extent to which the applicant has control of the site.

In the final stage of the selection process, the highest ranked applications are considered for final selection in accordance with their rank order.

Permanent Housing Program for Handicapped Homeless Persons

The Permanent Housing Program for Handicapped Homeless Persons, which provides the same types of assistance as THDP, funds projects that provide community-based, long-term housing and supportive services for handicapped homeless persons. The program serves mentally and physically disabled individuals, deinstitutionalized individuals, and families in which at least one parent or guardian is handicapped.

Housing projects must either be group homes designed solely for housing handicapped homeless persons or rental units in a multifamily housing project, condominium project, or cooperative project. These housing projects are required to be integrated into the neighborhoods where they are located, and they may not serve more than eight persons unless the Secretary waives this requirement. An example of a project that is integrated into the community is a program operated by a nonprofit organization in California. In conjunction with the State of California, this organization received a \$138,245 permanent housing award to acquire and rehabilitate a single family home in a residential neighborhood. The facility serves five formerly homeless mentally ill persons by providing housing and supportive services that include substance abuse treatment and crisis intervention.

Decision Process for Providing Funds

Application requirements for this program are basically the same as those for the THDP. The primary difference is that the application for permanent housing is prepared by both the state and the organization responsible for administering the project. States apply for funding on behalf of these project sponsors, which are generally private, nonprofit organizations. In addition, the 1988 McKinney Act Amendments allow public housing authorities to be project sponsors.

HUD's review process is similar to that done for the Transitional Housing Program in that applications must first meet the same requirements and other ranking criteria. The requirement of a dollar-for-dollar match for acquisition and rehabilitation costs is the same as under THDP. However, because the statutory limit on support for operating costs is lower for permanent housing, applicants with nonfederal funds must provide at least 50 percent of the operating costs for the first 2 years and at least 75 percent of those for the remaining 1 year. Yet, no more than one-half of their match for this program can come from local sources. Similar to ESG, the match can include state and local agency funds, salaries paid to program staff from a nonfederal source, the value of volunteer time and services, federal community development or community service block grants, and donations of buildings and materials. Permanent housing applicants are not eligible for grants to establish and operate employment assistance programs. As with the Transitional Housing Program, the recipients of Permanent Housing funds are required to operate the project for at least 10 years.

Table III.3 shows the amounts authorized and appropriated for the program for fiscal years 1987-90. Tables III.4 and III.5 show the amount of funds provided in fiscal year 1990 by state (including the District of Columbia and the Commonwealth of Puerto Rico).

**Appendix III
Homeless Assistance Programs of the
Department of Housing and Urban
Development (HUD)**

Table III.3: Funds Authorized and Appropriated for the Supportive Housing Demonstration Program

Funding	Fiscal year			
	1987	1988	1989	1990
Authorized	\$85	\$100.0	\$100	\$105.0
Appropriated	85	64.3 ^a	80 ^b	126.8 ^c

^aThe SHDP was appropriated \$65 million, but \$750,000 was transferred to the Interagency Council on the Homeless.

^bFor fiscal year 1989, HUD had about \$110 million to obligate for the SHDP. These additional funds, over and above their appropriation, resulted from (1) the carryover of unobligated amounts from fiscal years 1987-88 for the Permanent Housing Program (because of an insufficient number of applications) and (2) recovered funds in THDP from recipients who have been unable to use their funds.

^cAlthough the appropriation exceeds the amount authorized, the full amount is contained in a line item appropriation in P.L. 100-144.

From the total amount of funds appropriated each year for SHDP, the McKinney Act requires HUD to set aside at least \$20 million for transitional housing for homeless families with children and not less than \$15 million each year for permanent housing for handicapped homeless individuals. In addition, the act designates that a "significant share" of the remaining funds be used for deinstitutionalized and mentally disabled homeless. For fiscal year 1990, HUD made 143 awards for Transitional Housing projects totalling \$119.5 million (this amount includes some prior years' funds) from which \$59.3 million went to 90 projects whose primary focus was on assisting homeless families with children and \$27.8 million went to 46 projects that assisted the seriously mentally ill. HUD also made 104 awards for Permanent Housing projects totalling \$15.3 million.

**Appendix III
Homeless Assistance Programs of the
Department of Housing and Urban
Development (HUD)**

**Table III.4: Supportive Housing
Demonstration Program—Funds
Provided for Fiscal Year 1990 for
Transitional Housing**

State	Amount
Alaska	\$969,050
Arizona	1,139,541
Arkansas	3,581,083
California	20,641,975
Colorado	1,701,818
Connecticut	662,500
District of Columbia	2,808,719
Delaware	351,744
Florida	4,503,238
Georgia	4,574,169
Hawaii	3,951,892
Illinois	4,239,147
Indiana	4,412,704
Iowa	2,071,242
Kentucky	1,559,681
Louisiana	410,565
Maine	1,295,489
Maryland	4,045,603
Massachusetts	4,334,074
Michigan	4,222,845
Minnesota	122,535
Mississippi	186,000
Missouri	1,362,512
Montana	492,634
Nevada	1,298,802
New Jersey	6,109,165
New York	12,284,001
North Carolina	825,707
North Dakota	397,561
Nebraska	2,225,929
Ohio	891,918
Oklahoma	536,478
Oregon	2,373,532
Pennsylvania	1,446,741
Puerto Rico	1,116,937
South Carolina	516,015
Tennessee	1,511,682
Texas	3,553,570
Utah	863,882
Virginia	4,187,071

(continued)

**Appendix III
Homeless Assistance Programs of the
Department of Housing and Urban
Development (HUD)**

State	Amount
Washington	4,188,665
West Virginia	314,900
Wisconsin	1,189,989
Total	\$119,473,305

**Table III.5: Supportive Housing
Demonstration Program—Funds
Provided for Fiscal Year 1990 for
Permanent Housing**

State	Amount
Alaska	\$557,519
California	1,609,072
Georgia	744,767
Hawaii	372,960
Illinois	505,170
Kansas	278,104
Kentucky	159,650
Maine	182,365
Massachusetts	1,404,207
Michigan	486,968
Missouri	421,075
New Hampshire	856,701
New Jersey	1,175,475
New York	2,516,414
Ohio	380,891
Rhode Island	207,499
Texas	110,323
Utah	60,247
Virginia	2,228,111
Washington	629,852
Wisconsin	496,949
Total	\$15,384,319

**Fiscal Year 1991 Funding
and Program Changes**

In fiscal year 1991, \$125 million was authorized and \$150 million appropriated for SHDP.

Title VIII of the National Affordable Housing Act of 1990 included several significant changes applicable to both the Transitional and Permanent Housing components of the SHDP Program. It gave the Secretary discretion to convert what had been repayable advances for acquisition and/or rehabilitation into grants. Also for the first time, the act authorized grants up to \$400,000 for new construction of supportive housing. Another provision allows limited types of grants to be made to facilities

operating in leased property. This relieves those grantees of the need to provide assurances that they will operate for at least 10 years.

A legislative change specifically applicable to transitional housing in fiscal year 1991 allows 5-year grants to provide up to 75 percent of the cost of operating a child care center. Although site control is still required, changes to the selection criteria eliminated site control and also employment assistance as ranking criteria.

With regard to permanent housing, title VIII of the act doubled the allowable occupancy in permanent housing facilities, provided that handicapped residents do not occupy more than 20 percent of a facility. Title VIII also raised the operating support level from 50 percent of first year costs and 25 percent of subsequent yearly costs to a maximum of 75 percent each year over the 10-year life of the project.

Supplemental Assistance for Facilities to Assist the Homeless

How the Program Works

SAFAH is designed to provide two types of homeless assistance: (1) comprehensive assistance for particularly innovative programs meeting the immediate and long-term needs of homeless individuals and families and (2) additional assistance to ESG- or SHDP-funded projects.

Comprehensive assistance funds can be used to purchase, lease, renovate, or convert facilities to assist the homeless as well as to provide support services. These services include food, child care, assistance in obtaining permanent housing, outpatient health services, employment counseling, nutritional counseling, security arrangements necessary for the protection of residents, and other services deemed essential for maintaining independent living.

Assistance provided to augment ESG or SHDP funds can be used to meet the special needs of homeless families with children, elderly homeless individuals, or the handicapped. In addition, these funds can also be used to facilitate the transfer and use of underutilized public buildings to assist homeless individuals. However, this funding may only be made

available in connection with a project that has been approved for, or has received money under, the ESG or SHDP program.

In fiscal year 1990, two-thirds of the SAFAH funds were for supportive services, such as health care, literacy and life skills, child care, job placement, counseling, help with security deposits and utility assistance, transportation services, and operating costs. The remaining one-third of the funds were used for acquisition and rehabilitation of ESG or SHDP projects. The projects also targeted a particular population; these were mostly families or women with children, especially women who were victims of domestic violence, and also the elderly.

Decision Process for Providing Funds

The SAFAH program is a competitive grant program for states; metropolitan cities; urban counties; Indian tribes; and private, nonprofit organizations. Applications are submitted to HUD headquarters, which reviews them in two stages. First, applications seeking comprehensive assistance are reviewed and given first priority for funding. Then, if money remains after funding highly ranked projects in this category of assistance, HUD will consider applications that are seeking assistance above that received from the ESG program or the SHDP.

HUD evaluates applications for both types of assistance in a two-tier process whereby a set of threshold requirements must first be met before the application is scored for funding purposes. Examples of these requirements include such things as the applicant's eligibility to receive assistance, the need for the facility or service being funded, and the applicant's efforts to obtain other local resources with an explanation as to how these resources are insufficient or unavailable. Having met these requirements, applications are further judged and scored on other criteria. The criteria are

- the extent to which the proposal involves a particularly innovative program;
- the comprehensiveness of the proposal;
- the extent to which the applicant will leverage the money received with other sources;
- the extent to which the proposal will serve a special homeless population, such as the elderly or families with children; and
- the proposal's cost effectiveness.

Environmental reviews may be required for both types of assistance. The highest ranked projects are those approved for funding.

In fiscal year 1990, HUD awarded about \$10.8 million to 17 nonprofit organizations, 2 county governments, and 1 state government. The size of the awards ranged from \$46,644 to \$1 million, the maximum allowed.

Table III.6 shows the amount of money authorized and appropriated for fiscal years 1987-90. Table III.7 shows the amount of funds provided in fiscal year 1990 by state (including the District of Columbia).

Table III.6: Funds Authorized and Appropriated for the Supplemental Assistance for Facilities to Assist the Homeless Program

Funding	Fiscal year			
	1987	1988	1989	1990
Authorized	\$25	\$25	\$10	\$11.0
Appropriated	15	0	0	10.8

Table III.7: Supplemental Assistance for Facilities to Assist the Homeless Program for Fiscal Year 1990

State	Amount
Alabama	\$46,644
California	1,218,931
District of Columbia	1,810,952
Idaho	301,063
Iowa	1,000,000
Illinois	816,690
Louisiana	979,148
Massachusetts	259,000
Michigan	1,000,000
Missouri	404,210
New York	1,098,224
Ohio	196,500
Oregon	468,763
Rhode Island	724,000
Tennessee	524,848
Total	\$10,848,973

Fiscal Year 1991 Funding and Program Changes

In fiscal year 1991, \$30 million was authorized and \$11.3 million appropriated for the SAFAH Program. The Congress authorized that any funds appropriated under this program can be used for the newly created Shelter Plus Care Program.

Title VIII of the National Affordable Housing Act of 1990 relieves from the 10-year commitment SAFAH grantees' operating projects in leased space.

Section 8 Moderate Rehabilitation Program for Single- Room Occupancy Dwellings for Homeless Individuals

How the Program Works

This program is designed to provide funds for moderate rehabilitation through rental assistance for homeless persons to owners of SRO housing. An SRO is a one-room unit in a multiunit structure. It is occupied by a single, eligible individual capable of independent living. Under the McKinney Act, homeless individuals have highest priority for occupancy in SRO units, although other individuals would be eligible to live in these units as well.

Under this program, a building owner who rehabilitates a substandard property for SRO units receives 10 years of guaranteed Section 8 rental assistance for the tenants. A Public Housing Agency (PHA) pays the owner the difference between the lesser of the actual rent charged for the unit or the fair market rent and that portion payable by the tenant, which is 30 percent of a tenant's adjusted monthly income. In such projects, the monthly rent for each unit includes, among other things, the rehabilitation costs borne by the owner. Rehabilitation costs for fiscal year 1990 were limited to \$14,600 per unit, plus certain mandatory fire and safety costs.

HUD and a PHA enter into an annual contribution contract that guarantees the availability of funds for rental assistance and for the PHA's administrative costs. Once a housing agency secures a contract from HUD, it then executes a contract with the SRO owner. The contract establishes the conditions under which rental assistance will be paid following the completion of the rehabilitation. PHAs must also engage in an active outreach effort in order to make known the availability of the

program to homeless persons and ensure that needed supportive services are provided.

Decision Process for Providing Funds

HUD makes this funding available through a competitive process to those PHAs that best demonstrate a need for the assistance and the ability to undertake and carry out the program. In applying to this program, PHAs must

- describe the size and characteristics of the population within their jurisdiction that would occupy SRO dwellings;
- list additional commitments from public and private sources that they might be able to provide in connection with the program, such as supportive services for the residents;
- provide a description of suitable housing stock to be rehabilitated with such assistance; and
- describe the interest that has been expressed by builders, developers, and others in participating in the program.

PHAs must also submit additional information on such things as scheduled completion dates for project development, their experience in administering section 8 assistance and other assisted housing rehabilitation programs, and the type of financing the owner will use.

Once HUD receives the applications, it conducts an environmental review on all of them and ranks the applications on the basis of a combination of factors such as the need for assistance as demonstrated by the PHA and the PHA's ability to undertake the project. The highest ranked projects are the ones that receive funding.

Table III.8 shows the amount of money authorized and appropriated for this program for fiscal years 1987-90. Table III.9 shows the total amount of funds provided for fiscal year 1990 by state (including the District of Columbia and the Commonwealth of Puerto Rico).

**Appendix III
Homeless Assistance Programs of the
Department of Housing and Urban
Development (HUD)**

Table III.8: Funds Authorized and Appropriated for the Section 8 Moderate Rehabilitation Program for Single-Room Occupancy Dwellings for Homeless Individuals

Dollars in millions				
Funding	Fiscal year			
	1987	1988	1989	1990
Authorized ^a	\$35	\$35	\$50	\$50.0
Appropriated	35	0 ^b	45	73.2

^aAuthorized amounts for this program are cumulative.

^bNo funds were specifically earmarked for this program. However, P.L. 100-202 provided \$496 million for HUD's Section 8 Moderate Rehabilitation Program which, to the extent of the \$35 million authorization, could have been used for the Section 8 SRO Program.

Table III.9: Section 8 Moderate Rehabilitation Program for Single-Room Occupancy Dwellings for Homeless Individuals—Funds Provided for Fiscal Year 1990

State	Amount
Arkansas	\$2,544,000
California	22,038,000
Colorado	647,520
Connecticut	4,152,000
District of Columbia	314,640
Georgia	1,195,200
Idaho	789,120
Illinois	1,315,440
Iowa	357,720
Maryland	1,032,720
Massachusetts	8,929,440
Minnesota	2,561,760
New Hampshire	1,080,000
New Mexico	460,800
New York	7,921,440
New Jersey	5,625,000
North Dakota	342,720
Ohio	725,760
Pennsylvania	2,727,840
Puerto Rico	1,693,440
Tennessee	3,492,000
Texas	1,840,440
Washington	1,375,920
Total	\$73,162,920

Fiscal Year 1991 Funding and Program Changes

In fiscal year 1991, \$79 million was authorized and \$105 million appropriated for this SRO program.

No significant changes were made in the SRO provisions for fiscal year 1991.

New Program for Fiscal Year 1991

The National Affordable Housing Act of 1990 authorized one new program, administered by HUD, for fiscal year 1991—the Shelter Plus Care program.

Shelter Plus Care Program

For fiscal year 1991, the Congress authorized a total of \$123.2 million for the Shelter Plus Care Program, which has three major components: (1) Section 8 rental assistance (\$80.4 million), (2) Moderate Rehabilitation of SRO (\$24.8 million), and (3) Section 202 elderly and handicapped housing (\$18.0 million). Although the Congress did not provide specific appropriations for the new Shelter Plus Care Program, it did authorize that any funds appropriated for SAFAH would be used for Shelter Plus Care.

Additional rental assistance will be made available for homeless persons who are seriously mentally ill, who have chronic drug and/or alcohol problems, and who have Acquired Immunodeficiency Syndrome (AIDS). Recipients will have to match rental subsidies provided by the particular program with an equal amount of supportive services for the assisted tenants. Funding for the supportive services must come from sources other than the Shelter Plus Care program, and in-kind donations may be counted toward the matching requirement. At least 50 percent of the funding is required to be reserved for the seriously mentally ill and persons with chronic drug and/or alcohol problems and their families.

The Secretary is authorized to conduct a national competition to award grants in each of the three new program components, with the provision that no more than 10 percent of the available funds can be awarded to any one local government.

Homeless Assistance Programs of the Federal Emergency Management Agency (FEMA)

This appendix provides a description of FEMA's homeless assistance program—the Emergency Food and Shelter Program (EFS).

Emergency Food and Shelter Program

How the Program Works

FEMA's EFS Program is designed to get funds quickly into the hands of food and shelter providers to alleviate the most pressing needs of homeless persons. The program is not intended to address long-standing issues of poverty but rather to supplement the current pool of resources available to provide emergency food and shelter assistance. The program funds the purchase of food, consumable supplies essential to the operation of shelters and mass-feeding facilities, per-diem sheltering costs, small equipment, limited leasing of capital equipment, utility and rent/mortgage assistance for people on the verge of becoming homeless, emergency lodging, and minor rehabilitation of shelter facilities.

Providers receiving EFS funds vary in size and the types of services they provide. Services include emergency shelter, prepared meals, groceries and food vouchers, rental/mortgage assistance, and utility assistance. For the most part, the smaller scale providers (those with average operating budgets of between \$4,600 and \$26,000) mostly supply emergency food assistance such as groceries, food vouchers, or prepared meals; but in several cases, they also provide rent, mortgage, and utility assistance. Some also provide on-site shelter. Medium-to large-scale providers (those with average operating budgets of between \$91,000 and \$1.5 million) more routinely supply shelter, and rent or mortgage and utility assistance in addition to food assistance.

Decision Process for Providing Funds

The Emergency Food and Shelter National Board, which FEMA chairs, determines the local jurisdictions (and territories) eligible to receive funding through a formula which takes into consideration

- the most current 12-month national unemployment rate,
- the total number of unemployed persons within a civil jurisdiction,¹

¹ A civil jurisdiction is generally defined as an area with 50,000 or more inhabitants, usually drawn along county lines.

- the total number of individuals below the poverty level within a civil jurisdiction, and
- the total population of the civil jurisdiction.

The National Board consists of representatives from six national charitable organizations: the United Way of America, which serves as the National Board's secretariat and fiscal agent; the Salvation Army; the National Council of Churches of Christ in the U.S.A.; Catholic Charities, USA; the Council of Jewish Federations, Inc.; and the American Red Cross.

However, before eligible communities are actually awarded money, they must convene a Local Emergency Food and Shelter Program Board. The local board determines the programs and local providers that will receive the funds, monitors performance, and reports back to the National Board on the identity of the recipients and their planned use of the money. Representatives on the local board are, for the most part, affiliates of the voluntary organizations represented on the National Board. Local boards are also encouraged to expand participation by inviting or notifying other private, nonprofit organizations to serve on the board.

In addition to funds going directly to eligible local jurisdictions, some EFS funds are reserved for state set-aside committees. These committees, with compositions similar to the National Board, recommended to the National Board which other jurisdictions to fund in their respective states. (Jurisdictions that are already receiving money directly from the National Board are not exempt from receiving additional funding through these state set-aside committees. However, emphasis is placed on areas not previously funded.) This arrangement allows for greater flexibility and regional expertise in determining deserving communities. The National Board makes the final decision and directly allocates funds to these additional jurisdictions.

For fiscal year 1990, the National Board has allocated about \$131 million to over 9,500 local providers in 2,300 jurisdictions. Of the approximately \$131 million allocated, FEMA estimates that about 62 percent was allocated for emergency shelters and food assistance; about 36 percent paid for homelessness prevention services, such as emergency rent, mortgage and utility payments; and the remaining 2 percent covered administrative costs.

**Appendix IV
Homeless Assistance Programs of the Federal
Emergency Management Agency (FEMA)**

Table IV.1 shows the amount of money authorized and appropriated for fiscal years 1987-90 for the Emergency Food and Shelter Program. Table IV.2 shows the amount of funds provided for fiscal year 1990 by state/territory (including the District of Columbia and the Commonwealth of Puerto Rico).

Table IV.1: Funds Authorized and Appropriated for the Emergency Food and Shelter Program

Dollars in millions				
Funding	Fiscal year			
	1987	1988	1989	1990
Authorized	\$85	\$124	\$129	\$134.0
Appropriated	125 ^a	114	126 ^b	130.9

^aIn addition to its appropriation of \$80 million, P.L. 100-6 transferred \$45 million to the program from FEMA's Disaster Relief Program.

^bIn addition to its appropriation of \$114 million, P.L. 100-45 transferred \$12 million to the program from HUD's Urban Development Action Grants Program.

**Appendix IV
Homeless Assistance Programs of the Federal
Emergency Management Agency (FEMA)**

**Table IV.2: Emergency Food and Shelter
Program—Funds Provided for Fiscal
Year 1990**

State/territory	Amount*
Alabama	\$2,920,493
Alaska	316,597
American Samoa	82,429
Arizona	2,198,740
Arkansas	1,579,157
California	15,785,346
Colorado	1,946,569
Connecticut	1,078,833
Delaware	260,000
District of Columbia	390,418
Florida	7,025,921
Georgia	3,139,543
Guam	78,778
Hawaii	262,412
Idaho	374,194
Illinois	7,336,689
Indiana	2,336,730
Iowa	835,898
Kansas	784,233
Kentucky	2,090,245
Louisiana	4,198,116
Maine	408,495
Maryland	1,562,103
Massachusetts	2,303,891
Michigan	6,678,059
Minnesota	1,563,068
Mississippi	1,966,272
Missouri	2,352,674
Montana	370,738
Nebraska	388,927
Nevada	541,949
New Hampshire	262,890
New Jersey	2,875,753
New Mexico	945,531
New York	8,745,415
North Carolina	2,187,014
North Dakota	261,587
Northern Marianas	53,214
Ohio	5,842,157
Oklahoma	1,655,861

(continued)

**Appendix IV
Homeless Assistance Programs of the Federal
Emergency Management Agency (FEMA)**

State/territory	Amount^a
Oregon	1,621,798
Pennsylvania	4,895,847
Puerto Rico	1,735,418
Rhode Island	332,177
South Carolina	1,453,703
South Dakota	261,165
Tennessee	2,483,229
Texas	11,722,468
Utah	649,812
Vermont	270,000
Virgin Islands	104,949
Virginia	1,864,186
Washington	2,998,826
West Virginia	1,238,636
Wisconsin	1,658,174
Wyoming	262,332
Total	\$129,539,659^b

^aThis table provides the total amounts of money awarded to the state set-aside committees plus eligible localities within each state.

^bThe difference between the total amount of money awarded in fiscal year 1990 and FEMA's fiscal year 1990 appropriation is due to funds used for administrative costs.

**Fiscal Year 1991 Funding
and Changes**

In fiscal year 1991, \$150 million was authorized and \$134 million appropriated for the EFS Program.

The National Affordable Housing Act expanded local board membership to include participating Indian tribes.

Homeless Assistance Programs of the Department of Health and Human Services (HHS)

This appendix describes HHS' homeless assistance programs. These programs are the Research Demonstration Projects for Alcohol and Drug Abuse Treatment of Homeless Persons; the Community Mental Health Services Demonstration Projects for Homeless Individuals Who are Chronically Mentally Ill; the Mental Health Services for the Homeless Block Grant Program; the Emergency Community Services Homeless Block Grant Program; the Health Care for the Homeless Program; and the Emergency Services and Shelter Aid to Families With Dependent Children (AFDC) Transitional Housing Demonstration Program. In addition, this appendix describes three new programs authorized for fiscal year 1991: the Projects for Assistance in Transition from Homelessness (PATH) Program, which replaces the mental health services block grant, the Family Support Centers Demonstration Program and the Health Care for Homeless Children Demonstration Program.

Research Demonstration Projects for Alcohol and Drug Abuse Treatment of Homeless Persons

How the Program Works

This research demonstration program is administered by the National Institute on Alcohol Abuse and Alcoholism (NIAAA) in consultation with the National Institute on Drug Abuse (NIDA). The purpose of the program is to implement, document, and evaluate successful and replicable approaches to community-based treatment and rehabilitation services for homeless individuals who abuse alcohol and other drugs. The program represents a collaborative effort between primarily university-based researchers responsible for the overall project design and program evaluation, and community-based service providers who offer alcohol and other drug treatment and rehabilitation services.

Projects funded in this program focus on three primary objectives: (1) reduction in the consumption of alcohol and other drugs; (2) increase in the levels of shelter and residential stability; and (3) enhancement of the economic and/or employment status of the target population. Applicants applying for funds under this program are strongly encouraged by

NIAAA to give extra attention to minorities and other homeless subpopulations, such as women with children and adolescents.

The fiscal year 1990 program is the second round of McKinney-funded research demonstrations. The first, the Community Demonstration Grant Projects for Alcohol and Drug Abuse Treatment of Homeless Individuals, consists of nine grants that were awarded in fiscal year 1988. These projects are in the completion phase of their operation and will end by September 1991. A final report of the findings of the national evaluation of this program will be available in Spring of 1992.

From the nine original research demonstration projects, NIAAA seeks to build scientifically-based knowledge about effective treatment for those who abuse alcohol and other drugs, a difficult-to-treat population. For this reason, considerable emphasis is placed on the evaluation component of this program. In fiscal year 1990, NIAAA entered into cooperative agreements with funding recipients that gives the institute the ability to coordinate the collection, compilation, aggregation, and analysis of data obtained from a core battery of instruments being used by each of the project sites. A minimum of 25 percent of each award is required to be used for the local on-site evaluation and, in addition, each project must participate in a national evaluation. Information provided from these evaluations will be disseminated to the field for use in future service efforts.

Fourteen cooperative agreement grant projects were awarded in fiscal year 1990 out of 40 approved applications. NIAAA plans to continue supporting these projects with funds from fiscal years 1991 and 1992, for a total of 3 years. No new requests for applications are anticipated by NIAAA.

The 14 projects are located in metropolitan areas where an estimated 5,800 homeless adults will receive services. Nine of the 14 projects serve both men and women, while one serves only women with children. The majority of the projects are evaluating various models of case management and their efficacy in treating the abuse of alcohol and other drugs. In addition, a majority of the projects are providing alcohol and drug-free housing.

Decision Process for Providing Funds

Funds are awarded by NIAAA through a process that begins with a review of applications by a panel of nongovernment experts in the fields of alcohol and other drug research and homelessness research. The

panel assesses the technical merit of the proposals on the basis of criteria that include

- the extent to which the proposed research will contribute to scientific knowledge regarding the effectiveness of interventions for the target population;
- the rigor of the evaluation research design and methodology;
- the demonstrated scientific and technical capability and experience of the principal investigator in conducting research in treating the abuse of alcohol and other drugs, homeless services, or evaluation;
- evidence that the primary service providers have prior experience and expertise in serving persons with alcohol and other drug problems or to persons who are homeless; and
- evidence that the proposed collaboration is appropriate and that the service providers are committed to it.

Those applications receiving the best scores from the peer review panel receive a pre-award site visit from a team composed of a federal program staff person and two expert consultants, one with knowledge of program evaluation research and the other with service program expertise.

In its funding decisions, NIAAA takes into account the score and comments received from the peer review panel and the written reports from the site visits, as well as criteria like the geographic distribution of awards, appropriate balance of awards across diverse racial/ethnic minority populations, and the availability of funds.

Table V.1 shows the amount of funds authorized and appropriated for fiscal years 1987-90. Table V.2 shows the total amount of funds provided for fiscal year 1990 by state.

Table V.1: Funds Authorized and Appropriated for the Research Demonstration Projects for Alcohol and Drug Abuse Treatment for Homeless Persons

Dollars in millions

Funding	Fiscal year			
	1987	1988	1989	1990
Authorized	\$10.0	0	\$14.0	\$17.0
Appropriated ^a	9.2	0	4.5	16.4

^aFor each fiscal year, the funds shown were appropriated as part of a lump-sum for alcohol and drug abuse treatment and mental health activities. No funds were specifically earmarked and the amounts shown here are the agency's target spending levels.

**Appendix V
Homeless Assistance Programs of the
Department of Health and Human
Services (HHS)**

**Table V.2: Research Demonstration
Projects for Alcohol and Drug Abuse
Treatment for Homeless Persons—
Funds Provided for Fiscal Year 1990**

State^a	Amount
Alabama	\$687,545
Arizona	795,830
California	1,085,453
Colorado	994,850
Connecticut	989,447
Illinois	2,036,644
Louisiana	1,031,531
Missouri	728,668
New Hampshire	995,226
New Jersey	883,063
New Mexico	884,209
Pennsylvania	849,587
Washington	798,758
Total	\$12,760,811^b

^aFunds were provided to demonstration projects located in these states.

^bThe difference between the total amount of funds provided in fiscal year 1990 and the program's fiscal year 1990 appropriation is due to funds used for administration, technical assistance, and national evaluation costs.

**Fiscal Year 1991 Funding
and Program Changes**

In fiscal year 1991, the Congress authorized "such sums as may be necessary" for this program. The appropriated level of \$16.0 million was contained in a larger lump-sum appropriation for HHS and represented the agency's spending target for this program. Added to the \$16.0 million was \$400,000 that was appropriated in fiscal year 1990, but not available until fiscal year 1991.

There were no legislative changes in this program in fiscal year 1991.

Community Mental Health Services Demonstration Projects for Homeless Individuals Who Are Chronically Mentally Ill

How the Program Works

The Community Mental Health Demonstration Projects for Homeless Individuals Who Are Chronically Mentally Ill is a competitive grant program which supports the development of comprehensive service systems for homeless mentally ill adults. The demonstration projects are administered by the National Institute of Mental Health (NIMH). The goals of these projects are to respond comprehensively to the needs of the homeless mentally ill by

- demonstrating a coordinated system of mental health outreach, case management, treatment/rehabilitation, and a range of housing alternatives and other supportive services;
- stimulating cooperation and formal linkages between health, mental health, housing, education, rehabilitation, and social welfare agencies in addressing the multiple needs of homeless mentally ill persons; and
- documenting and evaluating successful and replicable approaches to the provision of coordinated housing, treatment, and supportive services for homeless mentally ill persons.

One of the prime design features of this research demonstration program is to promote and improve coordination of mental health treatment, housing, and other support services. In January 1990, a Memorandum of Understanding was signed between the Secretary of the Department of Housing and Urban Development and the Secretary of HHS, in part to encourage better coordination of housing and services for homeless mentally ill individuals.

Applications may be submitted by public or private nonprofit organizations, including universities, and units of state or local government. For example, Harvard Medical School received over \$1 million in fiscal year 1990 to demonstrate the effects of two housing models—independent

living and group homes—for homeless mentally ill persons currently living in transitional shelters in Boston.

Decision Process for Providing Funds

Applications for the 3-year grants are reviewed by a panel composed primarily of nonfederal scientific experts. Each application has a primary reviewer and two secondary reviewers. Each panelist independently reviews and scores each application according to an extensive set of review criteria related to each project's

- significance, including the extent to which the project might provide new knowledge on the way in which to serve the mentally ill homeless;
- research design, including the quality and rigor of the methodology;
- program design, including the feasibility, quality, and appropriateness of services and housing;
- evaluation research activities, including data collection and evaluation of service intervention; and
- staffing, resources, and budget, including the adequacy and appropriateness of the staff and the budget requested.

The panelist's scores are then averaged by NIMH's Division of Extramural Activities and a ranked list is provided to the Office of Programs for the Homeless Mentally Ill. The Office then selects the projects to be funded on the basis of the ranked average scores and three additional factors:

- quality of the proposed project,
- program needs and priorities, and
- availability of funds.

Two-year grants were awarded in fiscal year 1987 to 12 state mental health authorities. Fiscal year 1989 appropriations were used to fund third-year competitive renewals of eight of the projects. For fiscal year 1990, NIMH received 30 grant applications from a variety of public and private nonprofit organizations for new 3-year research demonstration grant awards. NIMH awarded \$5 million to six grant applicants for their projects' first year of operation.

Table V.3 shows the amount of money authorized and appropriated for fiscal years 1987-90. Table V.4 shows the total amount of funds provided for fiscal year 1990 by state.

**Appendix V
Homeless Assistance Programs of the
Department of Health and Human
Services (HHS)**

Table V.3: Funds Authorized and Appropriated for the Mental Health Services Demonstration Projects for Homeless Individuals Who Are Chronically Mentally Ill

Dollars in millions				
Funding	Fiscal year			
	1987	1988	1989	1990
Authorized	\$10.0	\$0	\$11.0	\$11.5
Appropriated ^a	9.3	0	4.6	6.0

^aFor each fiscal year, the funds shown were appropriated as part of a lump-sum for alcohol and drug abuse treatment and mental health activities. No funds were specifically earmarked, and the amounts shown here are the agency's target spending levels.

Table V.4: Community Mental Health Services Demonstration Projects for Homeless Individuals Who Are Chronically Mentally Ill—Funds Provided for Fiscal Year 1990

State ^a	Amount
California	\$1,079,492
Maryland	948,144
Massachusetts	1,073,562
New York	1,871,194
Ohio	338,668
Total	\$5,311,060^b

^aFunds were provided to demonstration projects in these states.

^bThe difference between the total amount of funds provided in fiscal year 1990 and the program's fiscal year 1990 appropriation is due to funds used for evaluation and technical assistance costs.

Fiscal Year 1991 Funding and Program Changes

In fiscal year 1991, the Congress authorized "such sums as may be necessary" for this program. The appropriated level of \$5.9 million was contained in a larger lump-sum appropriation for HHS and represents the agency's spending target for this program.

There were no significant changes made to this demonstration program for fiscal year 1991.

Community Mental Health Services for the Homeless Block Grant

How the Program Works

The Community Mental Health Services for the Homeless Block Grant Program was created to provide funding to states and territories for a variety of community mental health services to homeless individuals and those at significant risk of becoming homeless. The program, administered by the Alcohol, Drug Abuse, and Mental Health Administration

(ADAMHA), guarantees funds to each state upon applying, provided that the state agrees to provide a defined set of community mental health programs covering a wide range of services for the chronically mentally ill.

Services that may be provided in order to participate in the program include outreach; community mental health services such as crisis intervention; referrals for hospital, primary health care, and substance abuse; case management; supportive and supervisory services in specific residential settings; and training to outreach workers and other individuals who provide these services to the homeless. Although states must offer all of these services, each program does not have to make available all services at each site.

The block grant program is designed to be flexible, allowing states to use funds in a way that best meets their particular needs. In the majority of states, governors have designated state mental health authorities to administer funds, and most have chosen to pass the funds on to local community mental health programs or similar agencies.

States differ in how they define and propose to deliver these services. Some states have used the funds to extend existing mental health and homeless programs to serve homeless mentally ill persons, while other states have used the funds as an incentive for developing new services. For example, one state proposed providing 24-hour on-site emergency services at community mental health centers that would be available to persons using shelters. Some states planned to provide these services through established community sites such as soup kitchens or shelters, while several other states planned to develop mobile units that are staffed by a variety of professionals including social workers, psychologists, case managers, and nurse practitioners.

Decision Process for Providing Funds

ADAMHA awards grants to the states according to a statutory formula based on the state's urban population size relative to the urban population size of the United States. The McKinney Act, as amended, requires that each state, the District of Columbia, and Puerto Rico receive no less than \$275,000 and the four territories (Guam, Virgin Islands, American Samoa, and the Northern Marianas), no less than \$50,000 each. For fiscal year 1990, 25 states, plus the District of Columbia and the territories, received the minimum grant amount.

Funding is not automatic. States must submit an application describing how the funds will be spent and must match every \$3 federal dollars with \$1 dollar from nonfederal public or private sources. States are also required to identify the geographic areas where the greatest number of homeless mentally ill in need of services are located. In previous fiscal years, states complied with the requirement in a variety of ways, but the most widely used method was to estimate the homeless population of an entire state, region, or community and then, by using other appropriate data, estimate that a percentage of these individuals was mentally ill. Estimates of the homeless population were obtained using a variety of methods, including local or statewide surveys of the number of individuals using shelters and other homeless services and national or state homeless rates adjusted to local population rates.

There is no deadline for the application, although states were urged to apply for the fiscal year 1990 grants no later than March 31, 1990. All funds must be awarded by the end of the federal fiscal year in which the funds were made available.

Table V.5 shows the amount of money authorized and appropriated for fiscal years 1987-90. Table V.6 shows the total amount of funds provided to each state and territory (including the District of Columbia and the Commonwealth of Puerto Rico) for fiscal year 1990.

Table V.5: Funds Authorized and Appropriated for the Community Mental Health Services for the Homeless Block Grant

Dollars in millions				
Funding	Fiscal Year			
	1987	1988	1989	1990
Authorized	\$35.0	^a	\$35.0	\$35.0
Appropriated ^b	32.2	11.5	14.1	27.8 ^c

^aThe McKinney Act, as amended (P.L. 100-628), authorized "such sums as may be necessary."

^bFor each fiscal year the funds shown were appropriated as part of a lump-sum for alcohol and drug abuse treatment and mental health activities. No funds were specifically earmarked, and the amounts shown here are the agency's target spending levels.

^cIn fiscal year 1990, the Congress appropriated an additional \$7 million for this program, but these funds were not available until fiscal year 1991. The description of the 1991 PATH Program includes these funds.

**Appendix V
Homeless Assistance Programs of the
Department of Health and Human
Services (HHS)**

**Table V.6: Community Mental Health
Services for the Homeless Block Grant—
Funds Provided for Fiscal Year 1990**

State/territory	Amount
Alabama	\$287,000
Alaska	275,000
American Samoa	50,000
Arizona	312,000
Arkansas	275,000
California	3,219,000
Colorado	328,000
Connecticut	377,000
Delaware	275,000
District of Columbia	275,000
Florida	1,210,000
Georgia	424,000
Guam	50,000
Hawaii	275,000
Idaho	275,000
Illinois	1,350,000
Indiana	424,000
Iowa	275,000
Kansas	275,000
Kentucky	275,000
Louisiana	358,000
Maine	275,000
Maryland	511,000
Massachusetts	724,000
Michigan	941,000
Minnesota	334,000
Mississippi	275,000
Missouri	427,000
Montana	275,000
Nebraska	275,000
Nevada	275,000
New Hampshire	275,000
New Jersey	1,024,000
New Mexico	275,000
New York	2,246,000
North Carolina	326,000
North Dakota	275,000
Northern Marianas	50,000
Ohio	1,065,000
Oklahoma	275,000

(continued)

**Appendix V
Homeless Assistance Programs of the
Department of Health and Human
Services (HHS)**

State/territory	Amount
Oregon	275,000
Pennsylvania	1,167,000
Puerto Rico	280,000
Rhode Island	275,000
South Carolina	275,000
South Dakota	275,000
Tennessee	340,000
Texas	1,486,000
Utah	275,000
Vermont	275,000
Virgin Islands	50,000
Virginia	496,000
Washington	427,000
West Virginia	275,000
Wisconsin	380,000
Wyoming	275,000
Total	\$27,813,000

**Fiscal Year 1991 Funding
and Program Changes**

The McKinney Homeless Assistance Amendments Act of 1990 redesignated the mental health services block grant as Projects for Assistance in Transition from Homelessness. This newly authorized program and its funding level for fiscal year 1991 are described in this appendix.

**Emergency
Community Services
Homeless Grant
Program**

How the Program Works

The Emergency Community Services Homeless Grant Program (EHP), which is operated by the Office of Community Services (OCS), provides grants to states and territories using the Community Services Block Grant (CSBG) allocation formula. State agencies distribute the funds to eligible entities, such as community action agencies, to provide critically urgent assistance to the homeless.

The McKinney Act states that EHP funds may be used only to (1) expand comprehensive services to homeless individuals to provide follow-up and long-term services to help them make the transition out of poverty; (2) provide assistance in obtaining social and maintenance services and income support services for homeless individuals; (3) promote private-sector and other assistance to homeless individuals; and (4) provide assistance under certain conditions to an individual who has received a notice of foreclosure, eviction, or termination of utility services, in order to prevent him or her from becoming homeless.

Decision Process for Providing Funds

To receive an EHP grant, a state must submit an application to OCS describing the agencies, organizations, and activities that the state intends to support with the funding received. In addition, the application must contain five assurances signed by the governor or his/her designee, along with a written plan describing how the state will carry out each assurance. Basically, these assurances restrict the way in which the state may spend the funds it receives. For example, the state must agree that funds will not be used to defray state administrative costs and that not more than 25 percent of the funds will be used for activities to prevent homelessness.

Funds appropriated for EHP are to be distributed to 57 states and territories that receive funds under CSBG (42 U.S.C. 9901 *et seq.*), using its allocation formula. Under the CSBG formula, a proportionate amount of the state allocation is set aside for federally recognized Indian tribes.

The state must award all of its funds to community action agencies and other entities eligible to receive funds from the state under Section 675(c)(2)(A) of the CSBG Act, organizations serving migrant and seasonal farm workers, and certain other organizations that received fiscal year 1984 CSBG funds. Ninety percent of the amounts must go to eligible agencies and organizations that were providing services to meet the critically urgent needs of homeless individuals as of January 1, 1987. In the event that a state fails to apply for its allocation or submits an application which is not approved, the Secretary of HHS is to award the state's allocation directly to eligible organizations within the state.

Table V.7 shows the amount of money authorized and appropriated for fiscal years 1987-90. Table V.8 shows the total amount of funds provided for fiscal year 1990 by state/territory (including the District of Columbia, the Commonwealth of Puerto Rico and Indian tribes).

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Homeless Assistance Programs of the
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Services (HHS)**

Table V.7: Funds Authorized and Appropriated for the Emergency Community Services Homeless Grant Program

Dollars in millions

Funding	Fiscal year			
	1987	1988	1989	1990
Authorized	\$40.0	\$40.0	\$42.0	\$42.0
Appropriated	36.6 ^a	19.1 ^b	18.9 ^b	21.9 ^b

^aEHP's appropriation was \$36.8 for fiscal year 1987. However, according to the program manager, \$250,000 was transferred to the Interagency Council on the Homeless.

^bStarting in fiscal year 1988, the funds shown were appropriated as lump-sum amounts to HHS for the Community Service Block Grant Act. No funds were specifically earmarked, and the amounts shown here are the agency's target spending levels.

**Appendix V
Homeless Assistance Programs of the
Department of Health and Human
Services (HHS)**

**Table V.8: Emergency Community
Services Homeless Grant Program—
Funds Provided for Fiscal Year 1990**

State/territory	Amount
Alabama	\$413,378
Alaska	67,540
American Samoa	23,356
Arizona	211,141
Arkansas	304,712
California	1,998,289
Colorado	194,945
Connecticut	270,392
Delaware	54,636
District of Columbia	368,076
Florida	651,272
Georgia	602,832
Guam	22,104
Hawaii	93,572
Idaho	57,936
Illinois	1,058,502
Indiana	326,314
Indian tribes	327,818
Iowa	242,515
Kansas	182,819
Kentucky	377,870
Louisiana	526,113
Maine	117,823
Maryland	307,426
Massachusetts	558,548
Michigan	830,148
Minnesota	269,713
Mississippi	356,438
Missouri	620,130
Montana	80,810
Nebraska	156,193
Nevada	54,636
New Hampshire	60,671
New Jersey	613,856
New Mexico	143,771
New York	1,944,975
North Carolina	596,600
North Dakota	54,636
Northern Marianas	13,847
Ohio	873,478

(continued)

**Appendix V
Homeless Assistance Programs of the
Department of Health and Human
Services (HHS)**

State/territory	Amount
Oklahoma	286,481
Oregon	179,554
Palua	19,434
Pennsylvania	948,755
Puerto Rico	944,028
Rhode Island	124,819
South Carolina	344,588
South Dakota	69,532
Tennessee	441,530
Texas	1,079,107
Utah	87,233
Vermont	62,706
Virginia	358,706
Virgin Islands	30,532
Washington	269,501
West Virginia	250,825
Wisconsin	272,702
Wyoming	54,636
Total	\$21,854,500

Fiscal Year 1991 Funding and Program Changes

In fiscal year 1991, \$50 million was authorized for this grant program. The appropriated level of \$33.1 million was contained in a larger lump-sum appropriation for HHS and represents the agency's spending target for this program. Added to the fiscal year 1991 appropriations is \$8 million appropriated in 1990, but not available until fiscal year 1991.

There were no legislative changes in this program in fiscal year 1991.

Health Care for the Homeless

How the Program Works

This program, administered by the Health Resources and Services Administration (HRSA) of the Public Health Service, makes grants available to provide for the delivery of health services to homeless individuals. Grants are available to local private, nonprofit, and public health organizations for primary health care, substance abuse, and mental health services for the homeless. Projects are generally administered by

local public health departments, community and migrant health centers, inner-city hospitals, and local community coalitions.

The program was modeled after a national demonstration program to provide health care for the homeless funded by the Robert Wood Johnson/PEW Foundation. The Johnson Foundation program funded demonstration projects in 19 large cities in 1985 to show that homeless people needed and would accept primary health care services if they were delivered in a dignified manner in outreach settings where homeless persons are located.

Since the passage of the McKinney Act, HRSA has funded 109 projects; approximately half are administered by existing community and migrant health centers and half are administered by nonprofit coalitions, inner-city hospitals, and local public health departments serving the homeless. According to information available at the time of our review, in fiscal year 1989 these projects served over 352,000 homeless persons, of which 43 percent were single adults, 21 percent were families and runaway/homeless youths, and 13 percent were children 14 years and under. About 53 percent of the total were minorities. The services provided by these projects include aggressive outreach efforts to bring health care services to the homeless as well as interdisciplinary, comprehensive health service projects. An interdisciplinary approach brings together primary health, mental health, substance abuse, and social services, which are generally operated by independent agencies in local communities with limited coordination, and builds a more coordinated network.

Decision Process for Providing Funds

Grants are awarded under this program on a competitive basis, whereby applications are reviewed by an expert panel. A 10-member review panel consisting of HRSA management and outside experts votes and recommends funding levels on the basis of the project's adherence to mandated requirements, such as (1) the provision of all legislatively required services; (2) adherence to the goals and objectives of the program; (3) membership in a community coalition; and (4) the justification for the funding level, based on a description of the program's services.

In addition, recipients had to explain how their project would

- provide health services at locations accessible to homeless persons,
- provide round-the-clock access to emergency health services,
- refer homeless persons for necessary hospital services,

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- refer homeless persons for needed mental health services unless the services are directly provided,
- provide outreach services to inform homeless individuals of the availability of health services, and
- aid homeless individuals in establishing eligibility for assistance and obtaining services under entitlement programs.

Funded projects had to match 25 percent of project costs with nonfederal sources in the first year and 33-1/3 percent any subsequent fiscal year unless a waiver were obtained from the Secretary of HHS. The 1988 McKinney Act amendments allow projects to continue to provide follow-up services to homeless individuals for 1 year after the individuals have been placed in permanent housing.

For fiscal year 1990, HRSA awarded funds only to the original 109 projects that were funded in fiscal years 1987-89. The goal was to fund the existing programs as closely as possible to fiscal year 1987 level in order to maintain the same level of services. An additional 22 applications were approved but were not funded.

Table V.9 shows the amount of money authorized and appropriated for fiscal years 1987-90. Table V.10 shows the total amount of funds provided for fiscal year 1990 by state (including the District of Columbia and the Commonwealth of Puerto Rico).

Table V.9: Funds Authorized and Appropriated for the Health Care for the Homeless Program

Dollars in millions				
Funding	Fiscal year			
	1987	1988	1989	1990
Authorized	\$50	\$30.0	\$61.2	\$63.6
Appropriated ^a	46	14.3	14.8	35.6

^aFor each fiscal year, the funds shown were appropriated as part of a lump-sum amount to HRSA to carry out its various programs, including this one. No funds were specifically earmarked, and the amounts shown here are the agency's target spending levels. In addition to the amount shown for fiscal year 1990, another \$11.9 million was also appropriated, but was not available until fiscal year 1991.

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Homeless Assistance Programs of the
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Services (HHS)**

**Table V.10: Health Care for the Homeless
Program—Funds Provided for Fiscal
Year 1990**

State^a	Amount
Alabama	\$505,450
Arizona	1,631,402
California	7,569,197
Colorado	611,508
Connecticut	771,174
District of Columbia	1,473,429
Florida	1,734,308
Georgia	806,528
Hawaii	238,563
Idaho	345,283
Illinois	1,914,515
Indiana	471,037
Iowa	529,451
Kansas	332,024
Kentucky	456,556
Louisiana	850,000
Maryland	417,500
Massachusetts	1,471,696
Michigan	1,317,448
Minnesota	878,654
Mississippi	119,062
Missouri	2,001,084
Nebraska	129,547
New Hampshire	124,473
New Jersey	1,226,188
New Mexico	273,304
New York	3,712,397
North Carolina	332,542
Ohio	2,058,466
Oklahoma	388,681
Oregon	560,213
Pennsylvania	2,647,210
Puerto Rico	300,000
Rhode Island	119,156
South Carolina	242,445
Tennessee	1,129,164
Texas	2,287,361
Utah	444,755
Vermont	251,876
Virginia	592,331

(continued)

**Appendix V
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Department of Health and Human
Services (HHS)**

State^a	Amount
Washington	1,429,162
West Virginia	201,165
Wisconsin	799,020
Total	\$45,695,325^b

^aAwards were made to private, nonprofit, and public organizations in these states, the District of Columbia, and Puerto Rico.

^bThis figure is the total of fiscal year 1990 appropriations plus funds carried over from prior fiscal years by each project and fiscal year 1990 funds that were available for fiscal year 1991 projects.

Fiscal Year 1991 Funding and Program Changes

In fiscal year 1991, \$70 million was authorized for the Health Care for the Homeless Program. The appropriated level of \$50.9 million was contained in a larger lump-sum appropriation for HHS and represents the agency's spending target for this program. Included in the \$50.9 million was \$11.9 million that was appropriated in fiscal year 1990, but not available until fiscal year 1991.

A change made by the McKinney Homeless Assistance Amendments Act of 1990 authorized grants to be made to organizations that provide health care services to the homeless without charge and without reimbursement from Medicaid or other insurance.

The act also requires the Secretary of HHS to conduct a comprehensive evaluation of the Health Care for the Homeless Program and the two demonstration programs (alcohol and drug abuse treatment and community mental health services) to identify successful replicable service delivery models and underserved areas.

Emergency Services and Shelter AFDC Transitional Housing Demonstration Program

How the Program Works

The Emergency Services and Shelter AFDC Transitional Housing Demonstration Program is designed to test the cost effectiveness of transitional housing against that of commercial or similar transient housing, such as

welfare hotels, for recipients of AFDC assistance. The program is operated by HHS's Office of Community Services.

The funds received can be used to rehabilitate or construct transitional housing facilities and to provide on-site social services. The transitional housing facilities would include cooking and eating facilities that welfare hotels typically do not provide. The facilities must be readily convertible to permanent housing when they are no longer needed as transitional housing. States are the only eligible applicants, but they may use either public or private nonprofit agencies in carrying out the demonstration. Only two or three states are to be chosen for this one-time demonstration program.

Decision Process for Providing Funds

The funds will be awarded through a competitive grant process. A state applying for a grant must certify that the program will permanently reduce the number of welfare hotels or similar rooms used to house AFDC families. Moreover, the federal share of cash assistance provided under the project to families residing in the transitional facilities, in addition to the total amount of grants made to the states under the demonstration program, must be no greater than the cost of housing families in welfare hotels. The act required GAO to review each application for funding and report on whether the federal funds to be provided are less than, or equal to, the current level of federal funds provided for housing families in commercial or transient facilities. On October 16, 1990, we reported to the Chairmen of the Senate Committee on Finance and the House Ways and Means Committee that fewer federal dollars would be allocated to housing the same number of homeless families in the proposed transitional housing facilities than are currently allocated to housing those families in welfare hotels.

This program was not authorized until fiscal year 1990 when the Congress authorized and appropriated \$20 million. The Office of Community Services received eight applications from states. However, at the time of our review, it had not announced which two or three states would receive the demonstration grants.

New Programs for Fiscal Year 1991

The McKinney Homeless Assistance Act Amendments of 1990 authorized three new programs administered by HHS for fiscal year 1991—the Projects for Assistance in Transition from Homelessness, the Family Support Centers Demonstration Program, and the Health Care for Homeless Children Demonstration Program.

Projects for Assistance in Transition From Homelessness

In fiscal year 1991, \$75 million was authorized for this grant program. The appropriated level of \$26.2 million was contained in a larger lump-sum appropriation for HHS and represented the agency's spending target for this program. An additional \$7 million was appropriated in fiscal year 1990, but was not available until fiscal year 1991.

The McKinney Homeless Assistance Amendments Act of 1990 somewhat restructured and redesignated the Community Mental Health Services for the Homeless Block Grant Program as Projects for Assistance in Transition from Homelessness or PATH. ADAMHA will continue to administer a formula grant for the same grantees (states and territories) that were eligible under the prior program. The grantees must use the funds to make subgrants to local governments or private nonprofit organizations serving homeless or at-risk populations who are seriously mentally ill, including veterans and those mentally ill who suffer from substance abuse. The amount of the grant will be determined by the same formula as the existing grants, but the minimum allocation for a state, the District of Columbia, and the Commonwealth of Puerto Rico has been raised to \$300,000.

Services that qualify for the grants are basically the same as under the prior grant program; however, under the new program, substance abuse treatment is an eligible activity. Also, up to 20 percent of the grant funds can be used for housing related expenses and up to 4 percent can be used for administrative costs. As under the prior law, states are required to apply for funds, describe their intended use, match the funds on a 1-to-3 basis, and submit annual reports documenting expenditures. Similarly, if a state fails to comply with the law, the Secretary may require repayments or withhold future payments.

Family Support Centers Demonstration Program

The McKinney Homeless Assistance Act Amendments of 1990 created a new demonstration program to provide physical, educational, and social support services to families. The act authorized up to 30 grants to be made to state and local agencies and other organizations with demonstrated effectiveness in providing intensive and comprehensive supportive services such as drop-out prevention and job readiness services for teens, literacy and life skills training for parents, and crisis intervention and advocacy services for families. In addition, up to five grants can be made to "gateway centers" specializing in relevant educational and job training services. The intended recipients of the services are families with low or very low income who live in government subsidized

housing and are either recovering from homelessness or at risk of becoming homeless.

The Congress authorized \$50 million for the demonstration program, but no funds were appropriated specifically for the program. Individual grants are limited in amount to \$2.5 million per year or \$4 million for 2 years, with up to 7 percent of grant funds being allowed for staff training and retention.

Health Care for Homeless Children Demonstration Program

The McKinney Homeless Assistance Amendments Act of 1990 authorized \$5 million for a demonstration program to provide primary health care services for homeless children and those at risk of becoming homeless. As with the family support centers, the Congress did not fund this program for fiscal year 1991. The services are to be available in urban and rural settings and may be provided through mobile medical units. In addition to health care, grantees will provide referrals to other health, educational, and social services, including child abuse prevention and treatment. Outreach to children and their parents is another facet of the demonstration program. Eligible grantees are the same types of public and private nonprofit organizations as those providing health care for homeless adults; however, children's hospitals are also eligible to participate, provided they match federal contributions on a dollar for dollar basis. Grantees are required to collect data for evaluation of program effectiveness.

Homeless Assistance Programs of the Department of Veterans Affairs (VA)

This appendix provides descriptions of VA's homeless assistance programs. These programs are the Homeless Chronically Mentally Ill (HCMI) Veterans Program and the Domiciliary Care for Homeless Veterans (DCHV) Program.

Homeless Chronically Mentally Ill Veterans Program

How the Program Works

The HCMI Program was initially authorized by Public Law 100-322 and is designed to meet the specific needs of homeless veterans with chronic mental health problems. This program works in combination with the chronically mentally ill veterans program established by Public Law 100-6. With subsequent authorizations from the McKinney Homeless Assistance Amendments Act of 1988 (P.L. 100-628), the VA has funded 45 VA medical care facilities in 26 states (and the District of Columbia) for programs to serve homeless chronically mentally ill veterans.

These programs provide outreach staff and case managers who work closely with community coalitions to locate homeless, chronically mentally ill veterans on the streets, in soup kitchens, and in temporary shelters, and to identify others eligible for care. Once located, veterans are brought to a VA Medical Center (VAMC), where they receive direct clinical care that can include medical and psychiatric assessment and treatment, substance abuse treatment, job counseling, and crisis intervention. Following assessment, some veterans are placed in community-based residential treatment programs such as halfway houses or psychiatric residential centers for psychiatric care, alcohol and drug abuse treatment, and rehabilitation. The VA case managers monitor and supervise care provided to these veterans in the various residential treatment programs. In fiscal year 1990, the VA also provided HCMI funds to 2 of the 45 VAMCs that established pilot projects to help homeless chronically mentally ill veterans move towards independent living. In conjunction with contracts with private industry, one component of the pilot projects provides therapeutic work for patients in a supportive and supervised employment program. A second component provides supervised long-term transitional housing to veterans.

Decision Process for Providing Funds

VAMCS are the only eligible recipients of HCMV funds. VA originally funded 43 VAMCS in fiscal year 1987. Fiscal year 1990 funds were used to continue operations at the 43 VAMCS and to start the HCMV pilot projects at two other VAMCS.

To implement the program, VA sent a request for proposal to all of its VAMCS. Each proposal submitted was reviewed for (1) its strategy for integrating the VA effort into an existing community, or rural, city, or state organization working with the homeless; (2) a description of the specific on-site service delivery efforts needed to initiate contact with the homeless veteran; (3) a description of the facilities that would be available in the community to provide residential treatment; and (4) the way in which the program would be integrated within the VAMCS, focusing on the available resources to provide comprehensive psychiatric and medical workups for the homeless veterans to be served. Additional criteria that VA considered included a project's ability to initiate the program relatively quickly and project's overall quality.

When assessing the proposals, particular consideration was given to (1) the number of homeless veterans to be served by the project, (2) the degree of interest expressed by the medical center leadership and participating community coalition, (3) the creative innovations which would enhance the value and effectiveness of the project, (4) the extent to which integration with other programs would improve the project's quality, and (5) the development of statistical data and a tracking system for monitoring purposes.

The proposals were first assessed at VA's regional offices through procedures of their choosing. The results of this assessment were sent to VA headquarters in Washington, D.C., where the proposals underwent a second review by an in-house panel. This panel ranked the proposals and presented its recommendations to the Chief Medical Director for final approval.

Table VI.1 shows the amount of money authorized and appropriated for fiscal years 1987-90. Table VI.2 shows the total amount of funds provided for fiscal year 1990 by state (including the District of Columbia).

**Appendix VI
Homeless Assistance Programs of the
Department of Veterans Affairs (VA)**

**Table VI.1: Funds Authorized and
Appropriated for the Homeless
Chronically Mentally Ill Veterans Program**

Dollars in millions				
Funding	Fiscal year			
	1987	1988	1989	1990
Authorized	\$5.0	\$6 ^a	\$36.0 ^b	\$30.0 ^b
Appropriated	10.0 ^c	0 ^d	13.3 ^d	15.0 ^d

^aP.L. 100-322 authorized \$6 million for fiscal years 1988 and 1989.

^bP.L. 100-628 authorized \$30 million for HCMI and the Domiciliary Care programs for homeless veterans. The additional \$6 million in fiscal year 1989 was authorized by Public Law 100-322.

^cThe program received two appropriations for fiscal year 1987. The first, P.L. 100-6, transferred \$5 million from FEMA's disaster relief program. The second, Public Law 100-71, provided supplemental appropriations of \$5 million.

^dFunds are provided for this program in a lump-sum appropriation for veterans medical care. Figures here represent the Department's target spending level for this program.

**Appendix VI
Homeless Assistance Programs of the
Department of Veterans Affairs (VA)**

**Table VI.2: Homeless Chronically
Mentally Ill Veterans Program— Funds
Provided for Fiscal Year 1990**

State^a	Amount
Alabama	\$224,175
Arizona	640,053
Arkansas	217,642
California	1,560,483
Colorado	520,253
District of Columbia	406,476
Florida	228,258
Georgia	426,924
Illinois	283,678
Indiana	296,653
Kentucky	341,737
Louisiana	703,346
Maryland	417,028
Massachusetts	179,571
Missouri	1,105,162
New Jersey	238,936
New York	1,309,417
Ohio	1,164,153
Oregon	435,257
Pennsylvania	592,822
South Carolina	241,920
Tennessee	340,810
Texas	1,111,731
Utah	187,259
Virginia	235,853
Washington	112,007
Wyoming	289,930
Total	\$13,811,534

^aHCMC money was provided to VAMCs in these states and in the District of Columbia. However, the total does not include \$478,112 awarded to the VAMC in West Haven, Connecticut. The money is for conducting a national evaluation of the program, not for providing services. The total also does not include the \$315,354 that funded educational and other special projects in connection with the HCMC program. An additional \$401,000 not used for the HCMC program was returned to the pool of VA medical care funds for other programs.

**Fiscal Year 1991 Funding
and Program Changes**

In fiscal year 1991, \$31.5 million was authorized for the HCMC and Domiciliary Care Programs. No funds were specifically earmarked for this program, but a lump-sum appropriation was available for it and other authorized VA activities. For fiscal year 1991, the VA has allocated \$15 million to the HCMC program.

The McKinney Homeless Assistance Amendments Act of 1990 made no changes to this program.

Domiciliary Care for Homeless Veterans

How the Program Works

The DCHV Program was established as a specialized treatment component within the existing Domiciliary Care Program administered by VA. The program is a clinical care program that provides less intensive care than a hospital or nursing home but a higher level of care than community residential care settings. The program's purpose is to use VA medical facilities to provide primary health, mental health, and social services to homeless veterans or veterans at serious risk of becoming homeless. According to VA, the veterans admitted into the program are generally socially isolated, unemployed, impoverished, and troubled by a broad spectrum of medical and psychiatric problems, with substance abuse being most prominent among them. The ultimate goal is to help homeless veterans suffering from medical or psychiatric disabilities to function at their highest level of independence in the community.

VA has established domiciliary care programs for homeless veterans at 26 sites located in 21 different states. Since November 1987 VA has converted beds for domiciliary care in 13 VA facilities in urban areas with significant numbers of homeless veterans. In addition, VA also established specialized homeless veterans treatment programs at 13 existing VA domiciliaries. As of January 1991, 1,165 of these domiciliary care beds had been identified as being devoted to homeless veterans.

Existing domiciliaries provide two distinct types of care. Active biopsychosocial rehabilitation targets the physical, mental health, and social impairments that inhibit the patient from reaching an optimal level of functional independence and health. Long-term health maintenance care prevents or delays degradations in health that would, if unchecked, be expected to result from the progression of chronic disease. Small (40- to 100-bed) domiciliaries focus their resources and efforts primarily on providing active biopsychosocial rehabilitation services. Patients found to require long-term health maintenance care would ordinarily be referred to the larger (100-or-more-bed) domiciliaries or to clinically appropriate alternative sources of care.

Services include medical and psychiatric assessments, psychotherapy, substance abuse treatment, skills training, and rehabilitation services. Assistance is also available in finding housing and employment and providing ongoing support once veterans leave the domiciliaries.

Decision Process for Providing Funds

The DCHV Program provided funds to 20 VAMCs during the first year of the program in fiscal year 1987 and maintained these 20 centers during fiscal years 1988 and 1989. Fiscal year 1990 funds were used to renew funding to the 20 VAMCs and to establish 6 additional centers.

To participate in the DCHV program, VAMCs are required to submit applications that describe

- how the program would be integrated with and operate in support of existing VAMC services and treatment programs;
- existing medical center programs/activities related to providing care to homeless veterans;
- existing underutilized space that could be redesignated to domiciliary use, specifically discussing renovations that may be necessary to support domiciliary care program operating requirements;
- staffing enhancements that would be required to supplement staff currently assigned to areas proposed for redesignation; and
- actions that would facilitate the activation of domiciliary care beds within 90 to 120 days.

In addition to these criteria, particular consideration is given to (1) the potential number of homeless veterans to be served; (2) the degree of interest expressed by the medical center leadership team and the participating community coalition; (3) the number of geographically contiguous beds/amounts of underutilized space available for redesignation to domiciliary care uses; (4) the rapidity with which the program could be initiated; (5) estimated costs of necessary renovation; (6) creative innovations that would enhance the value and effectiveness of the proposal; (7) the ability to interact with other existing programs and agencies; and (8) the ability to manage clinical care issues relating to substance abuse, Acquired Immunodeficiency Syndrome/Human Immunodeficiency Virus (AIDS), post-traumatic stress disorder, and vocational rehabilitation.

The proposals are reviewed by an in-house panel of subject matter experts. Final recommendations are made by the panel and then presented to VA's Chief Medical Director for approval.

**Appendix VI
Homeless Assistance Programs of the
Department of Veterans Affairs (VA)**

Table VI.3 shows the amount of money authorized and appropriated for fiscal years 1987-90. Table VI.4 shows the total amount of funds provided for fiscal year 1990 by state.

Table VI.3: Funds Authorized and Appropriated for the Domiciliary Care for Homeless Veterans Program

Dollars in millions

Funding	Fiscal year			
	1987	1988	1989	1990
Authorized	\$15.0	0 ^a	0 ^a	0 ^a
Appropriated	15.0	10.4 ^b	10.4 ^b	15.0 ^b

^aThis program had an individual authorization and appropriation in fiscal year 1987. It had no specific authorization in fiscal year 1988. In fiscal years 1989 and 1990 its authorization was combined with HCMI.

^bThe funds for this program are provided in a lump-sum appropriation for Veterans Medical Care. These figures represent the Department's target spending levels for the program.

Table VI.4: Domiciliary Care for Homeless Veterans Program— Funds Provided for Fiscal Year 1990

State ^a	Amount
Arizona	\$280,970
Arkansas	1,034,622
California	1,256,085
Florida	274,734
Illinois	959,622
Iowa	100,000
Kansas	150,146
Massachusetts	701,458
Mississippi	158,750
New Jersey	797,091
New York	2,094,924
Ohio	2,470,921
Oregon	963,248
Pennsylvania	1,092,664
South Dakota	153,710
Tennessee	152,528
Texas	769,150
Virginia	203,400
Washington	1,117,622
West Virginia	204,824
Wisconsin	148,000
Total	\$15,084,469

^aThe awards were provided to VA medical centers in these states. However, the total excludes \$74,281 used for program evaluation and administrative costs.

**Fiscal Year 1991 Funding
and Program Changes**

In fiscal year 1991, \$31.5 million was authorized jointly with HCMI. No funds were specifically earmarked for the DCHV Program, but a lump-sum appropriation was available for it and other authorized VA activities. VA has allocated \$15 million for this program for fiscal year 1991.

The McKinney Homeless Assistance Amendments Act of 1990 made no changes to this program.

Homeless Assistance Programs of the Department of Education

This appendix describes the Department of Education's homeless assistance programs. These are the Adult Education for the Homeless Program, the Education for Homeless Children and Youth Program, and Education for Homeless Children and Youth—Exemplary Education Grants Program. In addition, information is provided on the Local Educational Agency Grants for the Education of Homeless Children and Youth program authorized to start in fiscal year 1991.

Adult Education for the Homeless

How the Program Works

The Adult Education for the Homeless Program, a grant program for statewide literacy initiatives created by the McKinney Act, provides state education agencies with funds to enable them to develop a plan and implement literacy training and basic skills remediation programs for homeless adults. Programs are tailored to the literacy and basic skills needs of the specific homeless population being served by each state and directed toward building cooperative relationships with other service agencies to provide an integrated package of support services. To accomplish this, programs are to include outreach activities, especially interpersonal contacts at locations where homeless persons are known to gather, and outreach efforts through cooperative relations with local agencies that provide services to the homeless such as community-based organizations, Volunteers in Service to America (VISTA), the Adult Basic Education Program, and nonprofit literacy-action organizations. For example, Pennsylvania conducted programs in 10 domestic violence shelters and emergency centers serving 400 women.

Decision Process for Providing Funds

This program is conducted under the Adult Education Act, which provides for discretionary grants to be made to state educational agencies in the 50 states, the District of Columbia, the Commonwealth of Puerto Rico, and U.S. territories. A panel of federal and outside experts review applications and recommend the approval of grants to the Department based on the degree to which the applicants meet six specific selection criteria. The criteria are (1) program factors, such as meeting the literacy and basic skills needs of the homeless, establishing a cooperative relationship with other service agencies and providing outreach services; (2) the extent of need for the project, including an estimate of the homeless population expected to be served; (3) a plan of operation, to

**Appendix VII
Homeless Assistance Programs of the
Department of Education**

include written measurable goals and objectives; (4) the quality of key personnel; (5) budget and cost effectiveness; and (6) an evaluation plan to determine the program's success. In addition, the Department may also consider whether funding a particular applicant would improve the geographical distribution of the projects.

The Congress provides money for major educational programs, including those under the McKinney Act, for the school year rather than the federal fiscal year in order to give state and local education agencies time to plan for the use of funds. The Department made fiscal year 1990 program funds available in the fall of 1990 to 31 states so that they could be used during the cold months when shelters are more frequently visited by the homeless.

Table VII.1 shows the amount of funds authorized and appropriated for fiscal years 1987-90. Table VII.2 shows the total amount of funds provided for fiscal year 1990 by state.

Table VII.1: Funds Authorized and Appropriated for the Adult Education for the Homeless Program

Dollars in millions				
Funding	Fiscal year			
	1987	1988	1989	1990
Authorized	\$7.5	\$10.0	\$10.0	\$10.0
Appropriated	6.9	7.2 ^a	7.1 ^a	7.4 ^a

^aNo funds were specifically earmarked for this program. In 1988 and subsequent fiscal years, funds for this program were contained in lump-sum appropriations for vocational and adult education activities. Figures here represent the department's spending targets for the program.

**Appendix VII
Homeless Assistance Programs of the
Department of Education**

Table VII.2: Adult Education for the Homeless Program—Funds Provided for Fiscal Year 1990

State	Amount
Arkansas	\$293,879
California	494,194
Colorado	124,870
Connecticut	151,655
Delaware	86,595
Georgia	293,500
Indiana	281,505
Kansas	165,271
Kentucky	314,590
Maine	138,977
Massachusetts	333,900
Michigan	337,500
Minnesota	196,088
Mississippi	142,456
Missouri	219,371
Montana	97,770
Nevada	79,860
New Hampshire	175,337
New Jersey	216,131
New York	487,416
North Carolina	428,792
North Dakota	86,180
Ohio	475,834
Oklahoma	175,282
Pennsylvania	331,595
Rhode Island	145,987
South Dakota	97,073
Tennessee	194,571
Vermont	208,969
Washington	354,555
West Virginia	267,297
Total	\$7,397,000

Fiscal Year 1991 Funding and Program Changes

In fiscal year 1991, \$13.7 million was authorized for the Adult Education for the Homeless Program. The appropriated level of \$9.8 million is contained in a larger lump-sum appropriation and represents the agency's spending target for this program.

There were no significant changes in this program for fiscal year 1991.

Education for Homeless Children and Youth

How the Program Works

The Education for Homeless Children and Youth Program provides formula grants to state education agencies (and territories) to enable them to prepare and carry out a state plan to provide for the education of homeless children and youth; establish an Office of Coordinator of Education for Homeless Children and Youth; and carry out policies that will ensure a free and appropriate public education for homeless children. Initially this program did not provide direct services for homeless, school-age children; instead, the funds were used to establish a coordinator's office and support state efforts in reviewing and revising policies that would otherwise keep homeless children from attending public schools. However, in June 1990, the Department of Education informed states that they could use any prior years unspent funds to start pilot projects for educational programs for homeless children and youth. As of January 1991, 37 states had started pilot projects. Funds are provided to the 50 states, the District of Columbia, Puerto Rico, Guam, American Samoa, the Virgin Islands, Palau, and the Northern Mariana Islands.

Decision Process for Providing Funds

States receive funding on the basis of the basic grant formula under the Chapter 1 Program of the Elementary and Secondary Education Act of 1965. The Chapter 1 Program, as amended by Public Law 100-197, provides financial assistance to meet the compensatory educational needs of educationally disadvantaged children who live in low-income areas and those of migrant parents; Indian children; and handicapped, neglected, and delinquent children. The grant allocation formula is based on the number of (1) school-age children from families below the poverty level, (2) children living in institutions for neglected or delinquent children, (3) foster children, (4) children on AFDC but above the national poverty level, and (5) the state's per pupil expenditure. The minimum state allocation under the program is \$50,000 per year.

To receive funding, states must apply to the Department of Education. The application includes a list of assurances that states will use the funds in accordance with the requirements of the act and all applicable statutes. Additional assurances are that the states will encourage the

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Homeless Assistance Programs of the
Department of Education**

adoption of promising or innovative education techniques and that they will disseminate information on program requirements and successes throughout the state. States previously funded under this program must include plans outlining provisions for such things as procedures for resolving disputes over the educational placement of homeless children and youth and for maintaining appropriate school records for these children.

Table VII.3 shows the amount of funds authorized and appropriated for fiscal years 1987-90. Table VII.4 shows the total amount of funds provided for fiscal year 1990 by state/territory (including the District of Columbia and the Commonwealth of Puerto Rico).

Table VII.3: Funds Authorized and Appropriated for the Education for Homeless Children and Youth Program

Dollars in millions

Funding	Fiscal year			
	1987	1988	1989	1990
Authorized	\$5.0	\$5.0	\$5.0	\$5.0
Appropriated	4.6	4.6	4.8	4.9

**Appendix VII
Homeless Assistance Programs of the
Department of Education**

**Table VII.4 Education for Homeless
Children and Youth Program— Funds
Provided for Fiscal Year 1990**

State/territory	Amount
Alabama	\$85,283
Alaska	50,000
American Samoa	50,000
Arizona	50,000
Arkansas	50,000
California	384,285
Colorado	50,000
Connecticut	50,000
Delaware	50,000
District of Columbia	50,000
Florida	170,163
Georgia	109,063
Guam	50,000
Hawaii	50,000
Idaho	50,000
Illinois	190,019
Indiana	64,205
Iowa	50,000
Kansas	50,000
Kentucky	71,540
Louisiana	95,400
Maine	50,000
Maryland	68,140
Massachusetts	93,510
Michigan	158,156
Minnesota	50,000
Mississippi	77,139
Missouri	68,212
Montana	50,000
Nebraska	50,000
Nevada	50,000
New Hampshire	50,000
New Jersey	133,281
New Mexico	50,000
New York	434,294
North Carolina	95,254
North Dakota	50,000
Northern Marianas	50,000
Ohio	144,179
Oklahoma	50,000

(continued)

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Homeless Assistance Programs of the
Department of Education**

State/territory	Amount
Oregon	50,000
Pennsylvania	201,602
Puerto Rico	144,639
Rhode Island	50,000
South Carolina	62,194
South Dakota	50,000
Tennessee	84,017
Texas	257,280
Utah	50,000
Vermont	50,000
Virginia	83,127
Virgin Islands	50,000
Washington	50,000
West Virginia	50,000
Wisconsin	60,018
Wyoming	50,000
Total	\$4,935,000

**Fiscal Year 1991 Funding
and Program Changes**

In fiscal year 1991, \$50 million was authorized for the Education for Homeless Children and Youth program. The appropriated level of \$7.5 million is contained in a larger lump-sum appropriation and represents the agency's spending target for this program.

The McKinney Homeless Assistance Amendments Act of 1990 authorized additional activities for these grants. Newly authorized items include funding activities and services that help homeless children and youth enroll, attend, and achieve success in school; train school personnel about specific problems related to homeless children's education; and, in some instances, make subgrants to local educational agencies. The amendments also gave the state coordinator new responsibility for liaison with other entities providing services (shelters, transitional housing, domestic violence counselors, etc.) to homeless children and youths with the aim of improving comprehensive services provided. State plan requirements were also revised to address some new items including, before- and after-school care for homeless children, food programs, and barriers to enrollment for and retention of homeless children. The amendments authorized spending the greater of 5 percent of state annual grants or the amount of the 1990 state grant on actual services to homeless children, as states began doing with the pilot projects.

Education for Homeless Children and Youth—Exemplary Grants

How the Program Works

The Education for Homeless Children and Youth—Exemplary Grants Program provides grants to state or local educational agencies to help homeless students in elementary and secondary schools. The funds go to exemplary programs that have successfully addressed or are addressing the needs of homeless students. Exemplary Grant funds can be used to

- improve educational assessment, screening, and placement of homeless children and youth;
- provide remediation and tutoring in basic skills;
- provide counselors, social workers and health care;
- increase sensitivity and awareness of school personnel to the problems of homelessness;
- improve health and mental health care services;
- increase parental involvement;
- ensure an appropriate place to study after school; and
- provide adequate transportation and resources for clothing and school supplies.

Decision Process for Providing Funds

Certain agencies are eligible to apply for a grant for exemplary elementary and secondary school programs that assist homeless children and youth. Specifically, these are local educational agencies in states that have applied for grants under the Education for Homeless Children and Youth Program. Such an application involves submitting an assessment plan.

The Education for Homeless Children and Youth Program—Exemplary Grants program was first authorized in fiscal year 1988 for \$2.5 million. However, the program did not become active until fiscal year 1990.

Under this program, 17 educational agencies in 14 states received grants ranging from \$44,140 to \$265,000. An example of a program that uses these funds is the exemplary program in Costa Mesa, California. The program provides services to homeless children in mobile units stationed where homeless families congregate. The services include educational

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Homeless Assistance Programs of the
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and health assessment, individual remedial instruction, parent education, and health and social services referral.

Table VII.5 shows the amount of funds authorized and appropriated for fiscal years 1988-90. Table VII.6 shows the total amount of funds provided for fiscal year 1990 by state.

Table VII.5: Funds Authorized and Appropriated for the Education for Homeless Children and Youth Program—Exemplary Grants

Dollars in millions

Funding	Fiscal year		
	1988	1989	1990
Authorized	\$2.5	\$2.5	\$2.5
Appropriated ^a	0.0	0.0	2.5

^aFunds were contained in a lump-sum appropriation, the amount shown in the table represents the agency's target spending level.

Table VII.6: Education for Homeless Children and Youth—Exemplary Grants—Funds Provided for Fiscal Year 1990

State	Amount
California	\$170,793
Iowa	128,922
Kansas	171,803
Maryland	44,140
Massachusetts	168,605
Michigan	64,414
Minnesota	83,768
New York	429,727
North Dakota	78,000
Oklahoma	197,862
Oregon	237,773
Pennsylvania	265,000
Washington	249,548
Wisconsin	71,750
Total	\$2,362,105

Fiscal Year 1991 Funding and Program Changes

Exemplary grants were completely restructured under the McKinney Homeless Assistance Amendments Act of 1990 and renamed Local Educational Agency Grants for the Education of Homeless Children and Youth. A brief description of this new program and its fiscal year 1991 funding level follows below.

New Program for Fiscal Year 1991

Local Educational Agency Grants for the Education of Homeless Children and Youth

In fiscal year 1991, the Department of Education plans to expend \$2.5 million for this program from the \$7.5 million it allocated to the Education for Homeless Children and Youth Program. These new 2-year grants are available from the funding authorized for the Homeless Children and Youth Program. The Department of Education will make grants to state agencies, which in turn will make grants to local education agencies. Between 35 and 50 percent of these grants are to be available for education-related services to homeless children, including obtaining birth certificates and other records necessary for school enrollment, social work and related psychological services for children, early childhood development programs for preschoolers and many other services. The remainder of the grant funds must be used for tutoring and other remedial and educational services to homeless children and youths. If the services are provided on school grounds, other students may be included, but homeless children must be given priority. The new statute also provides for state accomplishment reporting and a national study and evaluation.

Homeless Assistance Programs of the Department of Labor

This appendix describes the Department of Labor's homeless assistance programs. These programs are the Homeless Veterans Reintegration Projects (HVRP) and the Job Training for the Homeless Demonstration Program.

Homeless Veterans Reintegration Projects

How the Program Works

The Homeless Veterans Reintegration Projects are designed to expedite the reintegration of homeless veterans into the labor force. The purposes of the program are to (1) contact and open communication channels with homeless veterans, (2) help homeless veterans take advantage of the other social service benefits for which they are eligible, and (3) assist them in reentering the job market.

This program grew out of a 1-year demonstration pilot program called Jobs for Homeless Veterans, which was funded under the Job Training Partnership Act. The pilot program demonstrated that using outreach workers to interact between homeless veterans and the bureaucracy, which could provide them with needed services, was an effective method of serving this population.

The Department of Labor, through its Office of the Assistant Secretary for Veterans' Employment and Training, has provided grants to 18 projects in 15 states in fiscal year 1990 that demonstrate innovative methods of employing and assisting homeless veterans in this way. The major focus of the current 18 projects is to provide employment and training services such as job counseling, resume preparation, job search assistance, remedial and vocational education, on-the-job training, and job placement. In addition, supportive services deemed necessary to assist a veteran to enter the workforce and to regain self-sufficiency may be provided directly by the project, or by referral to other resources. Such assistance may be for transportation, clothes, or tools needed for employment; or alcohol and drug treatment referrals and psychiatric counseling. The projects also assess permanent and temporary housing through a variety of resources to assist the veteran returning to work in need of transitional housing. For example, in Nashville, Tennessee, a program operator used HVRP funds to lease and refurbish two houses to provide veterans entering the work force with a stable, drug- and alcohol-free residential environment.

Decision Process for Providing Funds

The Department awards grants to states, counties, and municipalities although grantees may use other public agencies or private, nonprofit organizations to carry out the demonstration projects. For fiscal year 1990, the Department provided funding to renew 12 of the 15 projects originally funded in fiscal year 1988 and for 6 new projects.

In funding the 18 projects in fiscal year 1990, the Department limited the applications to (1) the 50 largest cities and (2) state and local public agencies in jurisdictions that were served through the HVRP in fiscal years 1988 and 1989. This was done for two reasons: to target funds to areas the Department believed had the largest homeless populations, and to facilitate projects' efforts to develop linkages with other social services and other McKinney Act programs, thus maximizing the amount of funds provided.

The applications were reviewed against four criteria:

- the applicant's understanding of its geographic service area, the number of homeless veterans the project may serve, and the needs of homeless veterans in the area;
- the project's approach and design, in particular the proposal's employment focus, outreach services and direct client services provided by former homeless veterans, and linkages to other community services;
- the applicant's experience in administering and operating similar projects and the qualifications of key staff; and
- the cost-effectiveness of the proposal.

The proposals were evaluated by the program director; an official from the Department's Employment and Training Administration (ETA), which has overall responsibility for the Department's homeless assistance programs; and a representative of the Office of Field Operations, a component of the Office of Assistant Secretary for Veterans' Employment and Training. The proposals were scored and ranked, with funding primarily based on the score of each proposal. However, the Department did reserve the right to fund out of sequence for appropriate reasons, such as to obtain more complete geographic coverage.

Table VIII.1 shows the amount of funds authorized and appropriated for fiscal years 1987-90. Table VIII.2 shows the total amount of funds provided for fiscal year 1990 by state.

**Appendix VIII
Homeless Assistance Programs of the
Department of Labor**

Table VIII.1: Funds Authorized and Appropriated for the Homeless Veterans Reintegration Projects

Dollars in millions				
Funding	Fiscal year			
	1987	1988	1989	1990
Authorized ^a	\$0	\$2.0	\$2.2	\$2.2
Appropriated ^b	0	1.9	1.9	1.9

^aThe authorization for this program is contained in the larger authorization for the Job Training Demonstration Program.

^bThe appropriation for this program is part of the larger appropriation for the Job Training Demonstration Program, discussed later in this appendix.

Table VIII.2: Homeless Veterans Reintegration Projects—Funds Provided for Fiscal Year 1990

State ^a	Amount
California	\$352,000
Colorado	102,000
Florida	125,000
Georgia	98,000
Louisiana	80,000
Massachusetts	84,000
Michigan	100,000
Missouri	92,000
New York	103,000
Oklahoma	50,000
Ohio	75,000
Oregon	103,000
Tennessee	208,000
Washington	222,000
Wisconsin	64,830
Total	\$1,858,830^b

^aFunds were provided to demonstration projects in these states.

^bThe difference between the total amount of fiscal year 1990 funds provided and the program's fiscal year 1990 appropriation is due to funds used for administrative and evaluation costs.

Fiscal Year 1991 Funding and Program Changes

In fiscal year 1991, \$2.2 million was authorized and \$2.0 million appropriated for the HVRP Program.

The McKinney Homeless Assistance Amendments Act of 1990 made no changes to this program.

Job Training for the Homeless Demonstration Program

How the Program Works

The Job Training for the Homeless Demonstration Program, administered by the Department's ETA, provides funds to job-training demonstration projects that serve homeless persons, aged 14 years and older. These projects can provide remedial education activities, job counseling, job search services, job training, basic skills instruction, supportive services, outreach, and coordination with related community programs.

The purpose of this demonstration program is to provide information and direction for the future of job-training programs for homeless Americans. One goal is to collect information on the most effective ways to provide employment and training services to homeless persons. Another goal is to learn how states; local public agencies; private, nonprofit organizations; and businesses can develop effective systems of coordination to address the causes of homelessness and meet the needs of homeless persons. To measure the progress toward these goals, each grantee must conduct individual project evaluations and participate in a national evaluation conducted by the Department.

Of the projects supported by the program, most providers offer a variety of services to help homeless persons, focusing on job employment skills (i.e., vocational training) as well as job services (i.e., counseling and job search techniques). In addition, basic skills courses such as remedial math and reading courses are also provided by many programs. Typically, projects incorporated a support services component into their programs, either providing some themselves or referring and coordinating with other programs; some provided housing to their participants. While many programs served all homeless individuals who applied, several did target their programs to certain subgroups, such as families, the mentally ill, and youths.

Decision Process for Providing Funds

Program grants are awarded by a competitive process to eligible grant recipients, which include state and local public agencies; private, nonprofit organizations; private industry councils; private businesses; and Indian tribes. Applicants' proposals are evaluated according to (1) the

**Appendix VIII
Homeless Assistance Programs of the
Department of Labor**

need for the project (the problems of the homeless in the applicant's state/locality to which the project will address itself), (2) the project methodology (the project's plan for conducting outreach and coordination as well as a timetable for such activities), (3) the evaluation methodology (indicators to measure the success of the project), (4) expected outcomes (the project's accomplishments in concrete and measurable terms), (5) level of effort (resources needed to conduct the project), and (6) organizational capability (the organizational structure of the entity responsible for the project). Because of the multiple problems and needs of many homeless individuals, ETA gives special consideration to proposals specializing in adult job training that provide a continuity of service to individuals from application through the end of the retention-in-employment period. In addition, proposals are to provide matching funds from nonfederal sources for between 10 to 50 percent of the cost of the project. Matching funds may be in cash or in-kind contributions. Though the funds are distributed on a competitive basis, no single state may receive more than 15 percent of the appropriated amount for a fiscal year.

The Department of Labor received 294 applications in response to its April 1989 request for applications. Twenty-one applications were funded using fiscal year 1989 funds, and an additional 25 applications were approved for fiscal year 1990 funding.

Table VIII.3 shows the amount of funds authorized and appropriated for fiscal years 1987-90. Table VIII.4 shows the total amount of funds provided in fiscal year 1990 by state (including the District of Columbia).

Table VIII.3: Funds Authorized and Appropriated for the Job Training for the Homeless Demonstration Program

Dollars in millions				
Funding	Fiscal year			
	1987	1988	1989	1990
Authorized ^a	\$0	\$10.0	\$10.8	\$10.8
Appropriated ^b	0	7.6	7.6	9.6

^aFor fiscal years 1988 and 1989, this program was authorized a total of \$12 million and \$13 million, respectively. However, \$2 million in fiscal year 1988 and \$2.2 million in fiscal year 1989 were earmarked for the HVRP. The total authorization for fiscal year 1990 was again \$13 million, with \$2.2 million of that reserved for HVRP.

^bFor each of fiscal years 1988 and 1989, this program was appropriated a total of \$9.5 million. However, \$1.9 million in fiscal year 1988 and 1989 were allocated for the HVRP. For fiscal year 1990, \$11.5 million was appropriated for this program and HVRP, of which HVRP again received \$1.9 million.

**Appendix VIII
Homeless Assistance Programs of the
Department of Labor**

**Table VIII.4: Job Training for the
Homeless Demonstration Program—
Funds Provided for Fiscal Year 1990**

State^a	Amount
Arizona	\$300,000
California	1,413,450
Delaware	460,756
District of Columbia	950,503
Florida	668,853
Illinois	134,550
Maine	391,728
Massachusetts	1,179,024
Minnesota	600,000
New York	944,440
Oklahoma	106,845
Tennessee	222,390
Texas	66,783
Virginia	600,000
Washington	833,678
Total	\$8,873,000^b

^aFunds were provided to demonstration projects in these states and in the District of Columbia.

^bThe difference between the total amount of fiscal year 1990 funds provided and the program's fiscal year 1990 appropriation is due to funds used for a national evaluation of this program.

**Fiscal Year 1991 Funding
and Program Changes**

In fiscal year 1991, \$11.8 million was authorized and \$9.5 million appropriated for the Job Training for the Homeless Demonstration Program.

The McKinney Homeless Assistance Amendments Act of 1990 allows the Secretary to give preference to grantees whose projects would serve areas of greatest need and to projects that have reciprocal referrals with substance abuse, shelter, and subsidized housing services.

Information on Federal Property Disposition Programs

This appendix provides information on the Real Property Program and Surplus Federal Personal Property Donation Program. The McKinney Act added homeless assistance providers to the list of entities that, under existing law, may acquire at little or no cost property no longer needed by the federal government. Neither of these programs has any funding authorized, and no appropriations have been made specifically for the homeless aspects of these ongoing federal property disposal programs. The management of these programs is shared by GSA, HUD, and HHS. This appendix provides a general overview of how the programs work¹.

Real Property Program

How the Program Works

The purpose of the Real Property Program is to make available federal land and buildings that are unutilized, underutilized, excess, and surplus, and can be used to assist the homeless. These properties, located in urban or rural areas, may be used for shelters, clinics, office space or other uses to assist the homeless.

HUD collects information from landholding agencies about unutilized, underutilized, excess, and surplus properties and it determines which of the unused properties are suitable to assist the homeless. Suitability criteria have been developed jointly by HUD, GSA, and HHS.

Once suitable properties are identified, HUD publishes a list of them in the Federal Register with the name and telephone number of contact people from whom interested groups can obtain information about the properties. Homeless providers apply to HHS for specific properties. HHS reviews the applications on their merits and weighs the proposed homeless use against other possible public uses for the property, such as for schools, parks, or prisons. If HHS approves a homeless assistance provider's application for property that has been declared excess or surplus, GSA transfers control of the property to HHS, and HHS makes it available to the applicant. If the property being applied for is under- or

¹At present, we have an ongoing assignment reviewing the Surplus Federal Personal Property Donation Program in more detail. We reported on the Surplus Real Property Program in Homelessness: Action Needed to Make Federal Surplus Property Program More Effective (GAO/RCED-91-33, Oct. 9, 1990).

un-utilized, HHS directs the landholding agency to lease the property to the successful applicant for at least 1 year.

Since fiscal year 1988, 25 properties—valued at about \$47 million—were established as homeless sites. These sites include modular housing, large shelters, and transitional housing facilities. Of the 25 properties, 6 of them—valued at about \$19 million—were established for homeless use in fiscal year 1990.

Fiscal Year 1991 Program Changes

The McKinney Homeless Assistance Amendments Act of 1990 made the following changes in the real property program by

- streamlining the process by which potential applicants are made aware of the availability of suitable property they might use,
- establishing a priority for applicants who assist the homeless over other public uses for available property, and
- allowing property to be transferred by deed in addition to the previously granted authority to lease.

Surplus Federal Personal Property Donation Program

How the Program Works

The purpose of the Surplus Federal Personal Property Donation Program is to make personal property that the federal government no longer needs available for donation to qualifying entities, including homelessness assistance providers.

The McKinney Act authorizes transfer of federal surplus personal property to nonprofit, tax-exempt homelessness assistance providers at a nominal fee. GSA is required to make information available about surplus personal property that may be used to provide food, shelter, or other services to homeless individuals.

The Surplus Personal Property program is administered by GSA through State Agencies for Surplus Properties (SASP) established in each state. Homelessness assistance providers must contact their state's SASP to

**Appendix IX
Information on Federal Property
Disposition Programs**

establish eligibility for participation in the program and to acquire federal surplus personal property.

Since the McKinney Act was enacted in 1987, GSA has donated property worth approximately \$15.8 million in original acquisition costs to homelessness assistance providers. Approximately \$4.4 million was donated in fiscal year 1990. The donations typically include beds and bedding, sleeping bags, clothing, kitchen equipment and utensils, and home and office furniture. For example, a homeless shelter in Boston recently received surplus personal property valued at over \$47,000, including beds, mattresses, clothing, furniture, and a van.

**Fiscal Year 1991 Program
Changes**

The McKinney Homeless Assistance Amendments Act of 1990 made no changes to this program.

Information on the Interagency Council on the Homeless

This appendix provides information on the purpose and activities of the Interagency Council on the Homeless, an independent council created by the McKinney Act.

Interagency Council on the Homeless

How the Council Works

Title II of the Stewart B. McKinney Homeless Assistance Act created the Interagency Council on the Homeless as an independent organization within the executive branch whose main purpose is to oversee federal homeless programs and to coordinate the delivery of funds and services to those in need. Specifically, the McKinney Act requires the Council to

- review all federal activities and programs to assist homeless individuals;
- reduce duplication of effort between federal agencies' homeless assistance programs;
- monitor, evaluate, and recommend improvements in these programs;
- provide technical assistance to states, local governments, and other private and nonprofit organizations;
- collect and disseminate information relating to homelessness;
- prepare bulletins describing resources available to the states and other providers as well as application deadlines for the various federal programs; and
- prepare an annual report to the President and the Congress.

Membership on the Council consists of the heads, or their designees, of the 11 cabinet departments; FEMA, ACTION, GSA, and the Postal Service; plus heads of other federal entities as determined by the Council, such as a designee from the Office of Management and Budget. The Council members elect a Chair and Vice-Chair; at present, these positions are held by the Secretary of Housing and Urban Development (HUD) and the Secretary of Health and Human Services (HHS), respectively.

The daily operating activities of the Council are managed by an Executive Director, appointed by the Council, and staff hired by the Director. In addition to the headquarters staff, the Council has requested its member agencies to designate coordinators in each of their federal regional offices to assist the Council in carrying out its mandate of providing technical assistance to states, localities, and private nonprofit agencies on homeless assistance programs. At present, a staff person

**Appendix X
Information on the Interagency Council on
the Homeless**

from each of HUD's regional offices is assigned full-time to act as the Council's lead regional coordinator. Regional coordinators' duties include arranging state and local conferences, holding monthly meetings with other regional coordinators as well as with state and local organizations, responding to inquiries on homeless programs, and submitting weekly reports to the Council on highlights of regional activities.

During 1990 the Council's activities included publishing bimonthly bulletins (which contain information on programs and application deadlines) and newsletters (which provide general information about the Council's activities and topics on homelessness); holding regional conferences that serve as an information network for federal, state, and local groups, as well as a national meeting for state homeless coordinators; and writing its annual report to the Congress. The Council also hosted meetings with federal agencies and nonprofit organizations to address issues such as homelessness prevention and homelessness in rural areas. In addition, the Council established a new Task Force on Homelessness and Severe Mental Illness, chaired by the head of the National Institute of Mental Health.¹

Table X.1 provides the amount of funds authorized and appropriated for fiscal years 1987-90.

Table X.1: Funds Authorized and Appropriated for the Interagency Council on the Homeless

Dollars in millions				
Funding	Fiscal year			
	1987	1988	1989	1990
Authorized	\$0.2	\$2.50	\$1.1	\$1.2
Appropriated	0.0	0.95 ^a	1.1	1.1

^aThe Council received a total of \$950,000 in fiscal year 1988—\$750,000 was transferred from HUD's Supportive Housing Demonstration Program and \$200,000 was transferred from the HHS Task Force on the Homeless.

Fiscal Year 1991 Program and Funding Changes

In fiscal year 1991, \$1.2 million was authorized and \$1.1 million appropriated for the Interagency Council on the Homeless.

[The McKinney Homeless Assistance Amendments Act of 1990 made no changes to the Council.]

¹For more information on the Council and its effectiveness, see *Homelessness: Changes in the Interagency Council on the Homeless Make It More Effective* (GAO/RCED-90-172, July 11, 1990).

Cumulative Amounts Provided Under the McKinney Act Programs for Fiscal Year 1990

State/territory	Amount
Alabama	\$6,340,968
Alaska	2,315,706
American Samoa	224,785
Arizona	8,267,677
Arkansas	10,490,095
California	89,330,045
Colorado	7,867,333
Connecticut	9,355,001
Delaware	1,698,731
District of Columbia	9,258,213
Florida	19,537,747
Georgia	13,940,526
Guam	259,882
Hawaii	5,582,399
Idaho	2,375,596
Illinois	26,078,666
Indiana	10,056,148
Indian Tribes	327,818
Iowa	6,427,748
Kansas	2,964,400
Kentucky	6,708,869
Louisiana	10,621,219
Maine	3,213,877
Maryland	10,531,804
Massachusetts	26,011,486
Michigan	19,060,538
Minnesota	7,846,586
Mississippi	4,087,117
Missouri	11,351,098
Montana	1,536,952
Nebraska	3,619,596
Nevada	2,484,247
New Hampshire	4,107,298
New Jersey	23,286,939
New Mexico	3,368,615
New York	55,864,278
North Carolina	6,134,909
North Dakota	1,693,684
Northern Marianas	177,061
Ohio	20,138,925

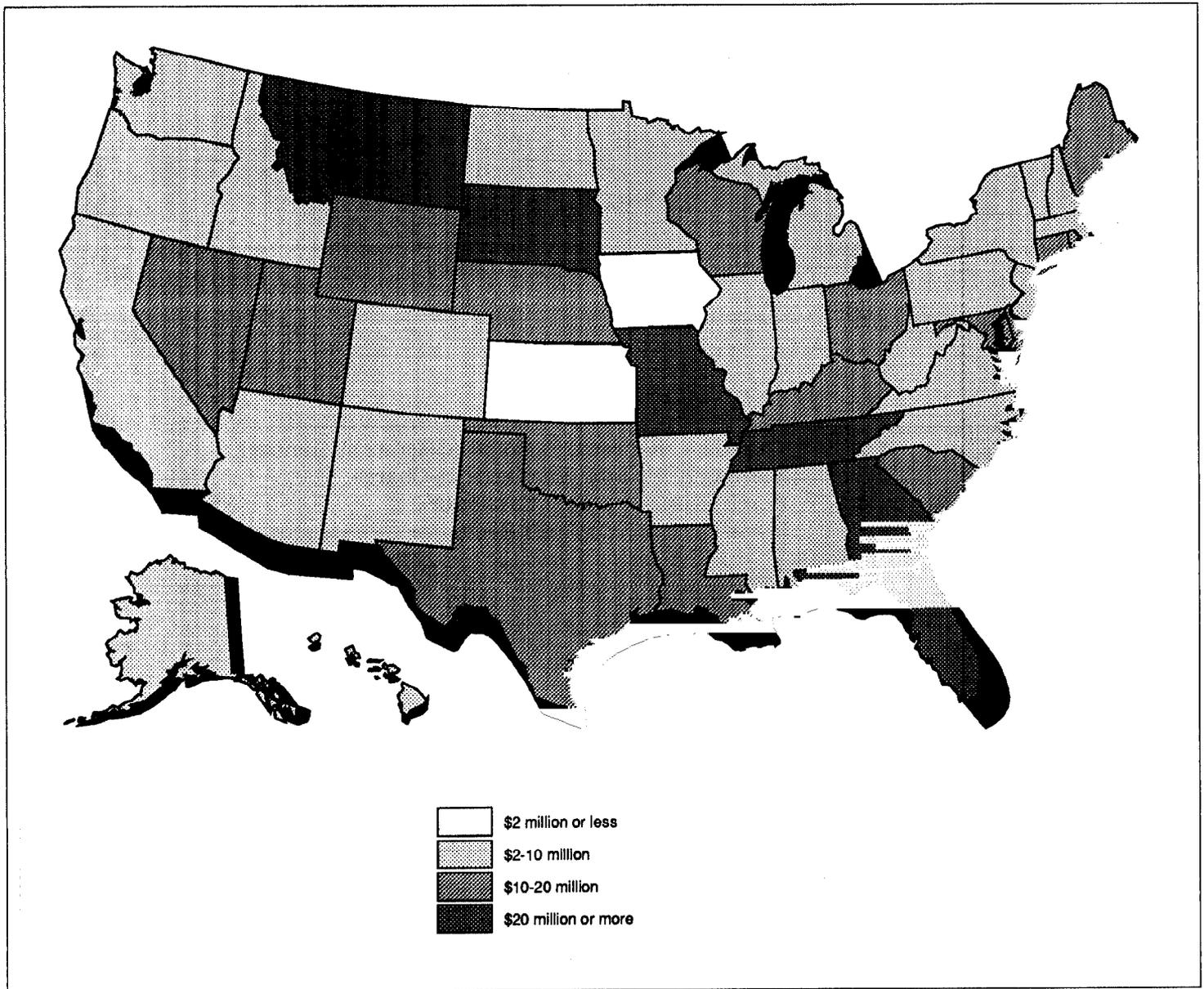
(continued)

**Appendix XI
 Cumulative Amounts Provided Under the
 McKinney Act Programs for Fiscal Year 1990**

State/territory	Amount
Oklahoma	4,344,490
Oregon	7,863,138
Palau	26,434
Pennsylvania	21,912,663
Puerto Rico	8,772,462
Rhode Island	2,332,638
South Carolina	3,947,865
South Dakota	1,085,480
Tennessee	12,306,769
Texas	28,669,213
Utah	3,008,188
Vermont	1,259,551
Virginia	12,051,785
Virgin Islands	286,481
Washington	16,107,094
West Virginia	3,343,647
Wisconsin	6,459,432
Wyoming	1,007,898
Total	\$589,329,810^a

^aThis figure does not add to the total appropriated amount for fiscal year 1990 presented in appendix I because, in addition to funds appropriated in fiscal year 1990, some programs used carryover funds from previous fiscal years and forward funding from fiscal year 1991.

Map of Cumulative Amounts Provided Under the McKinney Act Programs for Fiscal Year 1990 by State



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Related GAO Products

GAO has issued the following reports on the Stewart B. McKinney Homeless Assistance Act and homelessness issues.

Homelessness: Access to McKinney Act Programs Improved But Better Oversight Needed (GAO/RCED-91-29, Dec. 28, 1990).

Homelessness: Action Needed to Make Federal Surplus Property Program More Effective (GAO/RCED-91-33, Oct. 9, 1990).

Homelessness: Status of the Surplus Property Program, the Interagency Council on the Homeless, and FEMA's EFS Program (GAO/T-RCED-90-98, July 19, 1990).

Homelessness: Changes in the Interagency Council on the Homeless Make It More Effective (GAO/RCED-90-172, July 11, 1990).

Homelessness: McKinney Act Reports Could Improve Federal Assistance Efforts (GAO/RCED-90-121, June 4, 1990).

Homelessness: Too Early to Tell What Kinds of Prevention Assistance Work Best (GAO/RCED-90-89, Apr. 24, 1990).

Homelessness: McKinney Act Programs and Funding for Fiscal Year 1989 (GAO/RCED-90-52, Feb. 16, 1990).

Homelessness: Homeless and Runaway Youth Receiving Services at Federally Funded Shelters (GAO/HRD-90-45, Dec. 19, 1989).

Homelessness: Additional Information on the Interagency Council on the Homeless (GAO/RCED-89-208FS, Sept. 22, 1989).

Children and Youths: About 68,000 Homeless and 186,000 in Shared Housing at Any Given Time (GAO/PEMD-89-14, June 15, 1989).

Homelessness: HUD's and FEMA's Progress In Implementing the McKinney Act (GAO/RCED-89-50, May 11, 1989).

Homeless Mentally Ill: Problems and Options in Estimating Numbers and Trends (GAO/PEMD-88-24, Aug. 3, 1988).

Homelessness: Implementation of Food and Shelter Programs Under the McKinney Act (GAO/RCED-88-63, Dec. 8, 1987).

Homelessness: A Complex Problem And The Federal Response (GAO/HRD-85-40, Apr. 9, 1985).

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