

December 1992

# HOMELESSNESS

## McKinney Act Programs and Funding Through Fiscal Year 1991



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Resources, Community, and  
Economic Development Division

B-229004

December 21, 1992

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

The Honorable Henry 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 us to 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 1990<sup>1</sup> with fiscal year 1991 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 1991. 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, took effect in fiscal years 1991 and 1992.

## Results in Brief

For fiscal year 1991, the Congress appropriated about \$687 million for 19 direct assistance programs for the homeless and the Interagency Council on the Homeless. During fiscal years 1987-91, the Congress authorized about \$3.3 billion and appropriated about \$2.4 billion for the McKinney Act programs. Of the 19 McKinney Act programs authorized for fiscal year 1991, 5 provided funds through a formula or block grant-type process and 14 used a competitive process. The single largest funded McKinney Act program for the homeless for this time period was the Federal Emergency

<sup>1</sup>Homelessness: McKinney Act Programs and Funding Through Fiscal Year 1990 (GAO/RCED-91-126, May 1, 1991).

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Management Agency's (FEMA) Emergency Food and Shelter (EFS) Program, which received around \$630 million. The Congress appropriated about \$799 million for these programs for fiscal year 1992 and the Interagency Council on the Homeless.

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## McKinney Act Programs

The McKinney Act's assistance programs for the homeless provide homeless people 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.

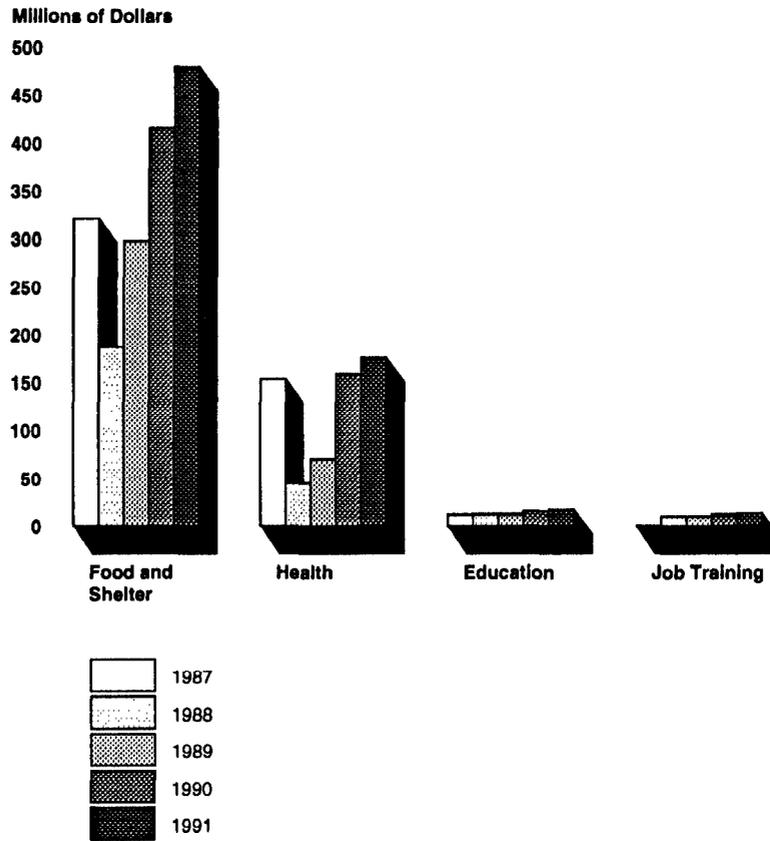
The McKinney Act also (1) required jurisdictions applying for assistance programs for the homeless administered by the Department of Housing and Urban Affairs (HUD) to develop and submit a Comprehensive Housing Affordability Strategy; (2) authorized property disposition programs, which established procedures 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—HUD, Health and Human Services (HHS), Labor, Education, and Veterans Affairs (VA)—and by two agencies—FEMA and the General Services Administration.

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## McKinney Act Funding

For fiscal year 1991, the Congress authorized about \$992 million and appropriated about \$687 million for the McKinney Act programs. In total, during fiscal years 1987-91, the Congress authorized about \$3.3 billion and appropriated about \$2.4 billion for the McKinney Act programs. As figure 1 shows, about \$1.7 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 among health (26 percent), education (3 percent), and job-training (2 percent) aid. The single largest funded McKinney Act homelessness program for fiscal years 1987-91 was FEMA's EFS Program, which received around \$630 million. (App. I shows the breakdown of the amount of funds authorized and appropriated to each program for fiscal years 1987-91.)

Figure 1: Funding for Assistance Programs for the Homeless, by Category of Assistance, 1987-91



In fiscal year 1991, the McKinney Homeless Assistance Amendments Act of 1990 and title VIII of the National Affordable Housing Act of 1990 appropriated about \$687 million for the 19 programs and the Interagency Council on the Homeless. The 19 programs included 15 existing programs and 4 new programs. The Congress did not reauthorize three programs—HHS’ Aid to Families With Dependent Children Transitional Housing Demonstration Program, which was established as a 1-year demonstration project; HHS’ Mental Health Services Block Grant; and Education’s Exemplary Education Grants Programs, which were both replaced by newly authorized programs. The four new programs include HUD’s Shelter Plus Care Program, HHS’ Projects for Assistance in Transition from Homelessness, Homeless Family Support Services Demonstration Program, and the Health Care for Homeless Children Demonstration Program. The acts also retained the requirement for jurisdictions to submit

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a planning document for funds for HUD assistance programs for the homeless and reauthorized the property disposition programs. In addition, the two acts expanded services within existing McKinney Act programs.

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Appendix II describes the legislative history of the McKinney Act. Appendixes III through X explain how each program works, provide funding data for fiscal year 1991 by state, and describe the significant changes to the act that are to take place in fiscal year 1992. Appendix XI presents the total amount of funds each state received from all McKinney Act programs for fiscal year 1991. Appendix XII is a map illustrating the distribution of fiscal year 1991 McKinney Act funds to the states.

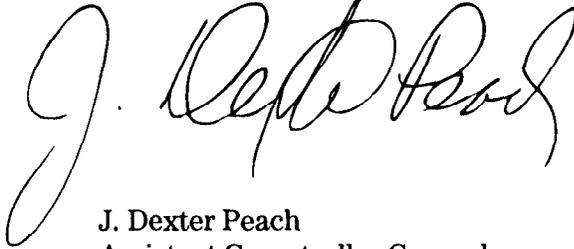
We conducted our review from June to August 1991 at the responsible agencies' headquarters in Washington, D.C. On the basis of our discussions with the Senate Committee on Banking, Housing, and Urban Affairs and the House Committee on Banking, Finance, and Urban Affairs, we agreed to provide a summary of how each McKinney Act program works and the amount of funds provided under each program for fiscal year 1991. 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 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 at the end of this report for a list of reports that we have issued on homelessness issues.)

We discussed the information presented in this report with the agency officials responsible for each program, and they generally agreed with it. However, as requested by both of your offices, we did not obtain written comments on a draft of this report.

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 General Services.

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This work was performed under the direction of Judy England-Joseph, Director of Housing and Community Development Issues, who can be reached on (202) 275-5525 if you or your staff have any questions. Major contributors to this report are listed in appendix XIII.



J. Dexter Peach  
Assistant Comptroller General

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**Abbreviations**

ADAHMA	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 Homeless Assistance Plan

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CHAS	Comprehensive Housing Affordability Strategies
CSBG	Community Services Block Grant
CWT	Compensated Work Therapy
DCHV	Domiciliary Care for Homeless Veterans (Program)
EFS	Emergency Food and Shelter (Program)
EHP	Emergency Community Services Homeless Grant Program
EMA	eligible metropolitan area
ESG	Emergency Shelter Grant (Program)
ETA	Employment and Training Administration
FEMA	Federal Emergency Management Agency
GAO	General Accounting Office
GSA	General Services Administration
HCHV	Health Care for Homeless Veterans (Program)
HOPWA	Housing Opportunities for Persons with AIDS
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
JTHDP	Job Training for the Homeless Demonstration Program
LEA	Local Educational Agency
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 Authority
SAFAH	Supplemental Assistance for Facilities to Assist the Homeless(Program)
SASP	State Agencies for Surplus Properties
SEA	state educational agency
SHDP	Supportive Housing Demonstration Program
SNAPS	Office of Special Needs Assistance Programs
SRA	sponsor-based rental assistance
SRO	single-room occupancy
SSA	Social Security Administration
TEFAP	Temporary Emergency Food Assistance Program
THDP	Transitional Housing Demonstration Program
TR	Therapeutic Residency
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 1987-91

Dollars in millions

Agency	Fiscal year 1987-90		Fiscal year 1991	
	Authorized	Appropriated <sup>a</sup>	Authorized	Appropriated <sup>a</sup>
<b>Department of Housing and Urban Development</b>				
Comprehensive Homeless Assistance Plans	NA <sup>b</sup>	NA <sup>b</sup>	NA <sup>b</sup>	NA <sup>b</sup>
Emergency Shelter Grants Program	\$475.0	\$187.7	\$125.0	\$73.2
Supportive Housing Demonstration Program	390.0	356.1	125.0	155.7 <sup>c</sup>
Supplemental Assistance for Facilities	71.0	25.8	30.0	10.8
Section 8 SRO Moderate Rehabilitation Assistance	170.0	153.2	79.0	105.0
Shelter Plus Care			123.0	0
<b>Subtotal</b>	<b>1,106.0</b>	<b>722.8</b>	<b>482.0</b>	<b>343.7</b>
<b>Federal Emergency Management Agency</b>				
Emergency Food and Shelter Program	472.0	495.9 <sup>d</sup>	150.0	134.0
<b>Subtotal</b>	<b>472.0</b>	<b>495.9</b>	<b>150.0</b>	<b>134.0</b>
<b>Department of Health and Human Services<sup>e</sup></b>				
Demonstration Projects for Alcohol and Drug Abuse	41.0	30.1	Open	16.4 <sup>c</sup>
Mental Health Services Demonstration Project	32.5	19.9	Open	5.9
Mental Health Services Block Grant	105.0	85.6	0	0
Projects for Assistance in Transition from Homelessness	0	0	75.0	33.2 <sup>c</sup>
Emergency Community Services Homeless Grant Program	164.0	96.5	50.0	41.2 <sup>c</sup>
Homeless Family Support Services Demonstration Program	0	0	50.0	0
Health Care for Homeless Program	204.8	110.7	70.0	50.9 <sup>c</sup>
Emergency Assistance AFDC Demonstration Program	20.0 <sup>f</sup>	20.0 <sup>f</sup>	0	0
Health Care for Homeless Children Demonstration Program	0	0	5.0	0
<b>Subtotal</b>	<b>567.3</b>	<b>362.8</b>	<b>250.0</b>	<b>147.6</b>
<b>Department of Veterans Affairs<sup>e</sup></b>				
Health Care for Homeless Veterans	77.0	38.3	31.5 <sup>g</sup>	15.75
Domiciliary Care for Homeless Veterans	15.0	50.8	0	15.75
<b>Subtotal</b>	<b>92.0</b>	<b>89.1</b>	<b>31.5</b>	<b>31.5</b>
<b>Department of Education<sup>g</sup></b>				
Adult Education for the Homeless	37.5	28.6	13.7	9.8
Education for Homeless Children and Youth	20.0	18.9	50.0 <sup>g</sup>	7.2
Exemplary Education Grants	10.0	2.5	0	0

(continued)

**Appendix I  
 Authorizations and Appropriations for  
 McKinney Act Programs, Fiscal Years  
 1987-91**

Dollars in millions

Agency	Fiscal year		Fiscal year	
	1987-90		1991	
	Authorized	Appropriated <sup>a</sup>	Authorized	Appropriated <sup>a</sup>
Local Education Agencies	0	0	0 <sup>g</sup>	0
<b>Subtotal</b>	<b>67.5</b>	<b>50.0</b>	<b>63.7</b>	<b>17.0</b>
Department of Labor				
Homeless Veterans Reintegration Projects	6.4	5.8	2.2	2.0
Job Training Demonstration Program	31.6	24.8	11.8	10.5
<b>Subtotal</b>	<b>38.0</b>	<b>30.6</b>	<b>14.0</b>	<b>12.5</b>
Interagency Council on the Homeless				
Interagency Council on the Homeless	5.0	3.2	1.2	1.1
<b>Subtotal</b>	<b>5.0</b>	<b>3.2</b>	<b>1.2</b>	<b>1.1</b>
General Services Administration				
Federal Property Disposition Programs	NA <sup>b</sup>	NA <sup>b</sup>	NA <sup>b</sup>	NA <sup>b</sup>
<b>Total</b>	<b>\$2,347.8</b>	<b>\$1,754.4</b>	<b>\$992.4</b>	<b>\$687.4</b>

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

<sup>a</sup>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 of the United States Government. Fiscal year 1990 figures reflect reductions made for drug funding and sequestration under the Balanced Budget and Emergency Deficit Control Act.

<sup>b</sup>Not applicable.

<sup>c</sup>These programs were appropriated additional amounts that were not available until fiscal year 1991.

<sup>d</sup>This figure includes funds transferred from other appropriation accounts.

<sup>e</sup>Appropriations in this heading are all contained in larger lump sums. See footnote a.

<sup>f</sup>This program was authorized only in fiscal year 1990.

<sup>g</sup>Authorization 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 the 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, the first comprehensive homeless assistance law, reflected both the urgency of the homelessness crisis and the growing numbers of the 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.<sup>1</sup> 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. The 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

<sup>1</sup>FEMA'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 the 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 bills. 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 homeless 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.

Furthermore, the McKinney legislation extended the Temporary Emergency Food Assistance Program (TEFAP)<sup>2</sup> 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.

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## **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. Furthermore, the TEFAP and Food Stamp Outreach Program were removed from the act and reauthorized under the Hunger Prevention Act (P.L. 100-435).

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

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

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.

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**Second  
Reauthorization of the  
McKinney Act (P.L.  
101-625 and P.L.  
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 Act 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

This appendix provides information on the Comprehensive Housing Affordability Strategy (CHAS) and McKinney Act homeless assistance programs administered by HUD: Emergency Shelter Grant (ESG), Supportive Housing Demonstration Program (SHDP), Supplemental Assistance for Facilities to Assist the Homeless (SAFAH), Section 8 Moderate Rehabilitation Program for Single-Room Occupancy (SRO) Dwellings for Homeless Individuals, and the Shelter Plus Care Program. HUD's Office of Special Needs Assistance Programs (SNAPS) manages all of these programs. General information is also provided on the Housing Opportunities for Persons With AIDS (HOPWA), a non-McKinney Act program that started in fiscal year 1992.

## Comprehensive Housing Affordability Strategy

### Description of the Requirement

Title I of the National Affordable Housing Act of 1990 requires that state and local governments have an approved CHAS in order to apply for certain HUD programs, including all of the McKinney Act programs. The CHAS replaces the two planning documents previously required of HUD grantees—the Housing Assistance Plan, for the Community Development Block Grant Entitlement program, and the Comprehensive Homeless Assistance Plan (CHAP), for HUD's McKinney Act programs. When entities other than state or local governments, such as nonprofit organizations, apply for covered HUD programs, they must receive a certification from the state or local government that their application is consistent with the CHAS.

The CHAS was designed to be used by states and local governments to first identify affordable housing and supportive housing needs, including the homeless persons and others with special or supportive service needs, and then the resources and programs that can be used to address them.

The legislation requires that the CHAS address 14 areas, which HUD has combined into 3 components:

- Community profile. The community profile on the homeless includes two parts: an inventory of facilities and services for the homeless and an assessment of their needs. The inventory analysis summarizes the characteristics of emergency, transitional, and permanent housing for the

homeless and programs to prevent homelessness. The needs assessment provides a picture of housing needs of low- and moderate-income families, the homeless, and others with supportive housing needs.

- **5-year strategy.** This component is to present priorities for the investment of private and public funds in housing and services for the homeless on the basis of needs identified in the community profile. The homelessness strategy must address the need for: (1) emergency shelter and services, (2) housing for transition to independent living, (3) permanent housing and services for those not capable of achieving independent living, (4) permanent affordable housing opportunities for persons who successfully complete a transitional housing program, and (5) programs for preventing homelessness.
- **Annual plan.** The annual plan is to present the resources available to support the current year of the 5-year strategy, as well as the specific implementation plans and goals for assisting homeless individuals and families with children and homeless individuals with special needs.

In addition, each jurisdiction with an approved CHAS must report annually on its progress in carrying out the strategy and provide an evaluation of the progress in meeting its goals.

The CHAS requires that jurisdictions consult with a wide variety of public and private entities and with the citizens of the jurisdiction in assessing needs and developing the CHAS.

A CHAS is submitted to the responsible HUD field office, where it is reviewed for approval. The first CHASS were submitted in late 1991 for fiscal year 1992 on the basis of an interim rule published on February 4, 1991. A final rule was published in September 1992 governing annual plans for fiscal year 1993 and proscribing requirements for completing new 5-year CHASS for fiscal year 1994.

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## **Fiscal Year 1992 Changes**

As of October 1991, CHAPS were incorporated into the CHAS. HUD decided that the states' and localities' CHAPS approved for fiscal year 1990 would remain in effect through fiscal year 1991, when states and localities began submitting their first CHASS in order to be eligible for fiscal year 1992 funding.

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## The Emergency Shelter Grant Program

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### 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 into emergency shelters and (2) pay for shelter maintenance, certain operating expenses, insurance, utilities, and furnishings. However, not more than 30 percent of the aggregate amount of all assistance to a state, local government, or Indian tribe can be used for homelessness prevention activities. In addition, up to 30 percent of ESG's funds may be used to provide essential social services including employment assistance, health care, drug abuse treatment, or education. However, HUD can waive the 30-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, after the first \$100,000, on a dollar-for-dollar basis. In addition, each grantee is allowed to use up to 5 percent of the grant funds for administrative costs. 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.

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### 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. Fiscal year 1991 changes also included a set-aside for Indian tribes.

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

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population in poverty, number of pre-1940 housing units, and 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 CHAS that includes a description of the need for assistance under the ESG Program and the manner in which ESG assistance will complement homelessness services already available.

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

Table III.1 shows the amount of money authorized and appropriated for the ESG Program for fiscal years 1987-91. Table III.2 shows the total amount of funds provided for fiscal year 1991 by states/territories (including the District of Columbia and the Commonwealth of Puerto Rico) and Indian tribes.

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

Funding	Fiscal year				
	1987	1988	1989	1990	1991
Authorized	\$110	\$120	\$120.0	\$120.0	\$125.0
Appropriated	60	8	46.5	73.2	73.2

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**Table III.2: The Emergency Shelter  
Grants Program—Funds Provided for  
Fiscal Year 1991**

<b>States/territories/Indian tribes</b>	<b>Amount<sup>a</sup></b>
Alabama	\$1,158,000
Alaska	77,000
American Samoa	19,000
Arizona	710,000
Arkansas	606,000
California	7,399,000
Colorado	648,000
Connecticut	846,000
Delaware	158,000
District of Columbia	405,000
Florida	2,948,000
Georgia	1,519,000
Guam	59,000
Hawaii	335,000
Idaho	182,000
Illinois	3,902,000
Indian tribes	732,000
Indiana	1,425,000
Iowa	831,000
Kansas	570,000
Kentucky	1,049,000
Louisiana	1,379,000
Maine	350,000
Maryland	1,163,000
Massachusetts	2,183,000
Michigan	2,903,000
Minnesota	1,181,000
Mississippi	799,000
Missouri	1,538,000
Montana	167,000
Nebraska	390,000
Nevada	185,000
New Hampshire	227,000
New Jersey	2,355,000
New Mexico	333,000
New York	7,585,000
North Carolina	1,333,000
North Dakota	145,000

(continued)

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<b>States/territories/Indian tribes</b>	<b>Amount<sup>a</sup></b>
Northern Marianas	10,000
Ohio	3,389,000
Oklahoma	612,000
Oregon	572,000
Palau	7,000
Pennsylvania	4,681,000
Puerto Rico	2,528,000
Rhode Island	348,000
South Carolina	804,000
South Dakota	179,000
Tennessee	1,171,000
Texas	4,329,000
Utah	389,000
Vermont	141,000
Virgin Islands	51,000
Virginia	1,206,000
Washington	1,032,000
West Virginia	539,000
Wisconsin	1,305,000
Wyoming	77,000
<b>Total</b>	<b>\$73,164,000</b>

**Fiscal Year 1992 Funding  
and Program Changes**

In fiscal year 1992, \$138 million was authorized and \$73.2 million appropriated for the ESG Program. No program changes occurred.

**The Supportive  
Housing  
Demonstration  
Program**

**How the Program Works**

SHDP makes funds available to state and local governments and nonprofit 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, and those with mental disabilities; homeless families with children; and homeless 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 the 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

- eligible activities including acquisition, rehabilitation, and new construction in which the applicant demonstrates that the costs associated with new construction are substantially less than the costs associated with rehabilitation; and operating costs and supportive services costs, including costs for employment assistance and child care services;
- grants of up to \$200,000 (or up to \$400,000 in high-cost areas) to cover the costs of the acquisition and rehabilitation of existing structures, including repayment of outstanding debt 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 (1) allow funding of up to 75 percent for only the first 2 years and 50 percent for the next 3 years and (2) allow 5-year grants to provide up to 75 percent of the costs of operating a child care center; and
- technical assistance in establishing and operating transitional housing and providing supportive services to the residents.

Eligible proposals include new projects or the expansion of existing ones. 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, except the recipients of limited types of grants in which the facility is operated on leased property. However, former advances for acquisition and rehabilitation can be converted into grants.

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## Decision Process for Providing Funds

Applications received for fiscal year 1991 funds were reviewed jointly by SHDP staff at HUD's headquarters and staff in HUD's field offices. Eligible applicants include states; urban counties; metropolitan cities; governmental entities, such as public housing authorities (PHAs); 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.

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

- 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.

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

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### **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 may include such models as 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. The 1990 amendments doubled the allowable occupancy in Permanent Housing Program Facilities, provided that handicapped residents not occupy more than 20 percent of a facility, and 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.

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### **Decision Process for Providing Funds**

Application requirements for this program are basically the same as those for 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 PHAS to be project sponsors.

HUD's review process is similar to that done for the THDP 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. The match can include state and local agency funds, salaries paid to program staff from a nonfederal source, the value of volunteers' time and services, federal community development or community service block grants, and donations of buildings and materials. Permanent Housing Program applicants are not

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eligible for grants to establish and operate employment assistance programs. As with the THDP, the recipients of Permanent Housing Program 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 1987-91. Tables III.4 and III.5 show the amount of funds provided in fiscal year 1991 by state (including the District of Columbia and the Commonwealth of Puerto Rico).

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

Dollars in millions

Funding	Fiscal year				
	1987	1988	1989	1990	1991
Authorized	\$85	\$100.0	\$100	\$105.0	\$125.0
Appropriated	85	64.3 <sup>a</sup>	80 <sup>b</sup>	126.8 <sup>c</sup>	155.7 <sup>d</sup>

<sup>a</sup>The SHDP was appropriated \$65 million, but \$750,000 was transferred to the Interagency Council on the Homeless.

<sup>b</sup>For 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.

<sup>c</sup>Although the appropriation exceeds the amount authorized, the full amount is contained in a line-item appropriation in P.L. 100-144.

<sup>d</sup>This figure includes \$5.7 million from deobligations in fiscal year 1990.

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 persons. For fiscal year 1991, HUD made 110 awards for THDP projects totaling \$107.5 million (this amount includes some prior years' funds), from which \$71.4 million went to 79 projects whose primary focus was on assisting homeless families with children and \$30.4 million went to 28 projects that assisted the seriously mentally ill. HUD also made 80 awards for Permanent Housing Program projects totaling \$48.6 million.

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**Table III.4: The Supportive Housing  
Demonstration Program—Funds  
Provided for Fiscal Year 1991 for  
Transitional Housing**

<b>States</b>	<b>Amount<sup>a</sup></b>
Arizona	\$1,330,276
California	23,404,314
Connecticut	3,854,253
District of Columbia	962,798
Florida	7,018,267
Georgia	3,890,184
Illinois	2,418,836
Indiana	4,453,831
Kentucky	1,101,724
Louisiana	1,222,592
Maine	1,448,344
Maryland	1,051,638
Massachusetts	6,132,733
Michigan	2,660,412
Minnesota	2,814,559
Missouri	1,555,589
New York	21,469,709
North Carolina	142,448
Nebraska	1,083,271
Ohio	3,150,954
Oklahoma	878,027
Pennsylvania	352,886
Rhode Island	761,144
South Carolina	745,000
Texas	2,493,881
Virginia	1,109,918
Virgin Islands	1,314,385
Washington	7,344,886
<b>Total</b>	<b>\$106,166,859</b>

<sup>a</sup>These amounts are a total of funds provided directly to the state or territory, plus those provided directly to localities in the states.

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**Table III.5: The Supportive Housing Demonstration Program—Funds Provided for Fiscal Year 1991 for Permanent Housing**

<b>States</b>	<b>Amount<sup>a</sup></b>
Arizona	\$560,459
California	5,248,670
Colorado	782,767
Connecticut	4,859,092
Delaware	186,405
Hawaii	1,111,873
Illinois	1,583,322
Indiana	1,451,401
Kentucky	434,736
Louisiana	1,692,604
Maine	2,198,154
Massachusetts	3,770,017
Minnesota	247,588
New Hampshire	2,584,050
New Jersey	3,142,880
New York	8,399,183
Ohio	6,593,099
Oregon	88,379
Tennessee	347,618
Texas	214,597
Utah	90,627
Virginia	2,418,053
Washington	599,660
Wisconsin	667,295
<b>Total</b>	<b>\$49,272,529</b>

<sup>a</sup>These amounts are a total of funds provided directly to the state or territory, plus those provided directly to localities in the states.

**Fiscal Year 1992 Funding and Program Changes**

In fiscal year 1992, \$150 million was authorized and \$150 million appropriated for SHDP.

HUD's 1992 proposed rule provides for several significant changes to the SHDP:

- Housing and services can be provided at the provider's facility; at the client's own residence; and at the provider's facility, followed by services at the client's own housing.

- Activities that may be funded may include the acquisition of land and rehabilitation of a structure, which now includes an addition to an existing structure that does not increase the floor area by more than 100 percent.
- Assistance may be used to (1) replace the loss of private funding at an existing transitional housing facility and (2) purchase property being leased under the Single Family Property Disposition Homeless Initiative and being currently used as transitional housing.
- Homeless persons are defined as those sleeping in shelters or places not meant for human habitation, such as cars, parks, sidewalks, and abandoned buildings. Persons are also considered to be homeless if they are about to be evicted from private dwelling units or if they are disabled and are being discharged from institutions, have no subsequent residence identified, and lack the resources and support networks needed to obtain access to housing.

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## Supplemental Assistance for Facilities to Assist the Homeless

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### 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.

Additional assistance to ESG- or SHDP-funded projects 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

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

In fiscal year 1991, SAFAH funds were limited to projects which demonstrate innovative approaches to assist families with children to move from transitional to permanent housing.

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## **Decision Process for Providing Funds**

Provisions under the SAFAH Program for 1991 limited competition for grants to state governments. Each state could submit one application, although several projects within the state could be proposed. By limiting the small amount of SAFAH funds to states, HUD attempted to use its funding more effectively. 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 has been given to 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 that these resources are insufficient or unavailable. Having met these requirements, applications are further judged and scored on the following criteria:

- 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 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 1991, HUD awarded \$10.8 million, which funded 48 projects, to 13 states and the District of Columbia.

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Table III.6 shows the amount of money authorized and appropriated for fiscal years 1987-91. Table III.7 shows the amount of funds provided in fiscal year 1991 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**

Dollars in millions					
Funding	Fiscal year				
	1987	1988	1989	1990	1991
Authorized	\$25	\$25	\$10	\$11.0	\$30.0
Appropriated	5	0	0	10.8	10.8

**Table III.7: Supplemental Assistance for Facilities to Assist the Homeless Program—Funds Provided for Fiscal Year 1991**

State	Amount
Alaska	\$973,680
Arizona	982,011
California	926,442
District of Columbia	945,782
Louisiana	236,870
Kentucky	962,394
Maryland	957,130
Michigan	898,159
Minnesota	898,987
Ohio	901,239
Oregon	921,757
Tennessee	719,448
Virginia	548,069
Washington	981,008
<b>Total</b>	<b>\$11,852,976</b>

**Fiscal Year 1992 Funding and Program Changes**

In fiscal year 1992, \$30 million was authorized and \$11.3 million appropriated for the SAFAH Program.

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

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**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 PHA pays the owner the difference between the lesser of either 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 1991 were limited to \$15,000 per unit, plus certain mandatory fire insurance and safety costs.

HUD and a PHA enter into an annual contribution contract that guarantees the availability of funds for rental assistance and 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.

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**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

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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 who participate 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. In fiscal year 1991, HUD awarded \$104 million in rental assistance to 34 PHAS to rehabilitate a total of 2,206 units.

Table III.8 shows the amount of money authorized and appropriated for this program for fiscal years 1987-91. Table III.9 shows the total amount of funds provided for fiscal year 1991 by state (including the District of Columbia and the Commonwealth of Puerto Rico).

**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	1991
Authorized <sup>a</sup>	\$35	\$35	\$50	\$50.0	\$79
Appropriated	35	0 <sup>b</sup>	45	73.2	104

<sup>a</sup>Authorized amounts for this program are cumulative.

<sup>b</sup>No 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.

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**Table III.9: Section 8 Moderate Rehabilitation Program for Single-Room Occupancy Dwellings for Homeless Individuals—Funds Provided for Fiscal Year 1991**

<b>States</b>	<b>Amount*</b>
Arkansas	\$424,320
Arizona	339,840
California	6,184,800
Colorado	3,157,440
Connecticut	4,348,800
District of Columbia	5,851,200
Illinois	3,144,240
Maryland	3,137,280
Massachusetts	21,761,040
Nevada	4,742,400
New Jersey	11,784,000
New York	9,946,440
Ohio	5,004,000
Pennsylvania	3,523,200
Rhode Island	5,648,400
South Carolina	403,200
Texas	6,813,000
Utah	2,672,880
Washington	4,386,000
Wyoming	725,760
<b>Total</b>	<b>\$103,998,240</b>

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

**Fiscal Year 1992 Funding and Program Changes**

In fiscal year 1992, \$82.4 million was authorized and \$105 million appropriated for the SRO Program, and the program was shifted to the SNAPS office in February, 1992.

**Shelter Plus Care Program**

The National Affordable Housing Act of 1990 authorized \$123.2 million in fiscal year 1991 for the Shelter Plus Care Program. The program has three major components: (1) Section 8 rental assistance tenant-based rental assistance, (2) Moderate Rehabilitation of SRO, and (3) Section 202 elderly and handicapped housing sponsor-based rental assistance (SRA). The Congress did not fund the program in fiscal year 1991 but did fund the SRO and SRA components for fiscal year 1992.

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**How the Program Works**

The program is designed to link supportive services to rental assistance for homeless persons with disabilities—primarily those who are seriously mentally ill, have chronic drug and/or alcohol problems, and have acquired immunodeficiency syndrome (AIDS). Applicants 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. To the maximum extent practicable, at least 50 percent of the funding must be reserved for the seriously mentally ill, persons with chronic drug and/or alcohol problems, and their families.

An applicant (a state, unit of general local government, or Indian tribe) with a PHA as coapplicant may request grant funds to provide rental assistance in an SRO setting. The units to be used must be in need of moderate rehabilitation. The rental assistance covers operating expenses, including debt service to retire the cost of the moderate rehabilitation over a 10-year period.

Under the SRA component, an applicant (a state, unit of general local government, or Indian tribe) may request grant funds to provide rental assistance through a contract with a private nonprofit organization, called a sponsor. The units to be used must be owned or leased by the sponsor.

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**Decision Process for  
Providing Funds**

Once submitted, applications are reviewed for completeness, eligibility, and other threshold requirements and then rated according to selection criteria. These criteria are grouped into two categories: one relating to need and targeted to that need, and the other relating to the delivery of the rental assistance and supportive services.

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

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**Fiscal Year 1992 Funding  
and Program Changes**

The Congress authorized \$258.6 million for the program but funded only the SRO and the SRA portions of this program in fiscal year 1992, which totaled \$110.5 million.

The first awards under this program were announced on June 10, 1992. These grants totaled about \$77 million and included 30 communities involving 34 projects.

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New Program for Fiscal  
Year 1992

The National Affordable Housing Act of 1990 authorized one new program administered by HUD—HOPWA, a non-McKinney Act program.

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Housing  
Opportunities for  
Persons With AIDS

The HOPWA Program received \$47.7 million under the fiscal year 1992 appropriations. Section 854(c) of the act provides that 90 percent of the funds be allocated by a specified formula and that the remaining amount be awarded on a competitive basis.

The program will provide states and localities with the resources and incentives to devise long-term comprehensive strategies for meeting the housing needs of low-income persons and the homeless with AIDS and related diseases.

In fiscal year 1992, \$42.9 million was allocated by formula to eligible states and designated applicants for eligible metropolitan areas (EMAs). Eleven states and 27 metropolitan areas qualified for allocations by formula for fiscal year 1992. Eligible activities included: (1) housing information services including, but not limited to, counseling, information, and referral services to assist eligible individuals to locate, acquire, finance, and maintain housing; (2) resource identification to establish, coordinate, and develop housing assistance; (3) the acquisition, rehabilitation, conversion, lease, and repair of facilities to provide housing and services, (4) new construction (for SRO dwellings and community residences only); (5) project- or tenant-based rental assistance; (6) short-term rent, mortgage, and utility payments to prevent the homelessness of the tenant or mortgagor of a dwelling; (7) supportive services, including but not limited to, health; mental health; assessment; permanent housing placement; drug and alcohol abuse treatment and counseling; day care; nutritional services; intensive care, when required; and assistance in gaining access to local, state, and federal government benefits and services; (8) operating costs for housing, including maintenance, security, operation, insurance, utilities, furnishings, equipment, supplies, staff training and recruitment, and other incidental costs; (9) technical assistance in establishing and operating a community residence, including planning and other predevelopment or preconstruction expenses; (10) for community residence only, administrative expenses, including but not limited to, costs relating to community outreach and education activities regarding AIDS and related

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

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diseases; and (11) any other activity proposed by the applicant and approved by HUD.

In fiscal year 1992, \$4.7 million was awarded on a competitive basis for: (1) special projects of national significance and (2) projects submitted by states that did not qualify for formula allocation, localities outside of eligible metropolitan areas, and localities inside EMAS that did not have a HUD-approved CHAS. HUD considered the applicant's capacity, the need for the project, the appropriateness of housing and supportive services, and the extent of leveraged public and private resources for projects under both competitions.

# Homeless Assistance Programs of the Federal Emergency Management Agency

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

## 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, the limited leasing of capital equipment, utility and rent/mortgage assistance for people on the verge of becoming homeless, first month's rent to help families and individuals move out of shelters or other precarious circumstances and into a stable environment, emergency lodging, and minor rehabilitation of shelter facilities.

Providers receiving EFS funds vary in size and the types of services they provide. For the most part, the smaller-scale providers (those with average annual 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 annual operating budgets of between \$91,000 and \$1.5 million) more routinely supply shelter, rent or mortgage assistance, and utility assistance in addition to food assistance.

### Decision Process for Providing Funds

The EFS 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,<sup>1</sup>

<sup>1</sup>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 American Red Cross, the Catholic Charities, USA; the Council of Jewish Federations, Inc.; the National Council of Churches of Christ in the U.S.A.; the Salvation Army; and the United Way of America, which serves as the national board's secretariat and fiscal agent.

However, before eligible communities are actually awarded money, they must convene a Local EFS Program Board. The local board advertises the availability of funds, determines the programs and local providers that will receive the funds, promotes cooperation between agencies, 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, which have compositions similar to these of the national board, recommend additional jurisdictions in their respective states for national board funding. (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 when deserving communities are determined. The national board makes the final decision and directly allocates funds to these additional jurisdictions.

For fiscal year 1991, the national board allocated \$134 million to over 10,000 local providers in 2,500 jurisdictions. Of the approximately \$134 million allocated, FEMA estimated that about 61 percent was allocated for emergency shelters and food assistance; about 37 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**

In addition to encouraging local boards to expand participation by inviting or notifying other private, nonprofit organizations to serve on the board, the national board recommended that local boards be sensitive to the needs of homeless individuals with mental and physical disabilities and illnesses. The local boards were also encouraged to place special emphasis on the identification of and assistance to the elderly, families with children, Native Americans, and veterans.

Table IV.1 shows the amount of money authorized and appropriated for fiscal years 1987-91 for the EFS Program. Table IV.2 shows the amount of funds provided for fiscal year 1991 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	1991
Authorized	\$8.5	\$124	\$129	\$134	\$150
Appropriated	125.0 <sup>a</sup>	114	126 <sup>b</sup>	130.9	134

<sup>a</sup>In addition to its appropriation of \$80 million, P.L. 100-6 transferred \$45 million to the program from FEMA's Disaster Relief Program.

<sup>b</sup>In 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.

**Table IV.2: The Emergency Food and Shelter Program—Funds Provided for Fiscal Year 1991**

States/territories	Amount <sup>a</sup>
Alabama	\$2,801,953
Alaska	288,223
American Samoa	75,890
Arizona	1,969,883
Arkansas	1,423,209
California	17,597,735
Colorado	1,342,167
Connecticut	1,880,433
Delaware	325,919
District of Columbia	499,027
Florida	7,710,308
Georgia	3,088,352
Guam	72,065
Hawaii	250,000
Idaho	395,391

(continued)

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

<b>States/territories</b>	<b>Amount<sup>a</sup></b>
Illinois	7,494,512
Indiana	2,879,215
Iowa	811,168
Kansas	663,802
Kentucky	1,679,551
Louisiana	2,394,358
Maine	602,605
Maryland	1,648,677
Massachusetts	4,252,281
Michigan	7,293,173
Minnesota	1,627,328
Mississippi	1,595,641
Missouri	2,476,184
Montana	299,241
Nebraska	312,959
Nevada	513,113
New Hampshire	579,298
New Jersey	3,380,448
New Mexico	878,432
New York	9,711,611
North Carolina	2,313,032
North Dakota	250,000
Northern Marianas	45,277
Ohio	6,020,820
Oklahoma	1,548,403
Oregon	1,627,677
Pennsylvania	6,301,272
Puerto Rico	1,859,371
Rhode Island	804,684
South Carolina	1,693,121
South Dakota	250,000
Tennessee	2,294,437
Texas	10,519,592
Trust Territories	253,926
Utah	657,735
Vermont	269,014
Virgin Islands	99,488
Virginia	2,012,573
Washington	2,967,328

(continued)

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

<b>States/territories</b>	<b>Amount<sup>a</sup></b>
West Virginia	1,165,223
Wisconsin	1,723,435
Wyoming	250,000
<b>Total</b>	<b>\$135,641,561<sup>b</sup></b>

<sup>a</sup>This table provides the total amounts of money awarded to the state set-aside committees plus eligible localities within each state.

<sup>b</sup>This figure includes deobligations from fiscal year 1990.

**Fiscal Year 1992 Funding  
and Changes**

In fiscal year 1992, \$150 million was authorized and \$134 million appropriated for the EFS Program.

During fiscal year 1992, FEMA and the national board made several significant changes in the funding and programmatic areas. First, the formula was revised to decrease the minimum number of unemployed needed to qualify for direct funding from 1,000 to 500. This brought more than 600 additional jurisdictions into direct funding. Those jurisdictions received slightly increased awards and received them 2 weeks to a month sooner by being included in the direct awards process.

Also, the disbursement process continued to accelerate, with more than a 25-percent increase occurring in the use of the electronic funds transfer option, which allows agencies to have funds transferred directly to their banks. In an effort to improve the local boards' operations, decision-making processes, and oversight responsibilities, a special issues paper was developed that reiterated their responsibilities and provided examples of exemplary approaches to allocations, appeals processes, board membership, and other issues encountered in administering the EFS Program.

For fiscal year 1992, the national board mandated that if a jurisdiction is located within or encompasses a federally recognized Indian reservation or area, a Native American representative must be invited to serve on the local board.

Also, as a result of our recommendations for FEMA to evaluate the effectiveness of its McKinney Act programs to assess whether they are working as intended and to identify needed changes, FEMA has developed guidelines and procedures that will increase the level of monitoring and

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

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the ability of staff to better assess the overall effectiveness of the EFS Program.

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# Homeless Assistance Programs of the Department of Health and Human Services

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This appendix describes the Department of Health and Human Services' (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 Projects for Assistance in Transition from Homelessness (PATH) Program; the Emergency Community Services Homeless Grant Program (EHP); the Homeless Families Support Services Demonstration Program; the Health Care for the Homeless Program; and the Health Care for Homeless Children Demonstration Program.

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

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### 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 drugs. The program represents a collaborative effort between primarily university-based researchers responsible for the project's overall design and program evaluation, and community-based service providers who offer alcohol and drug treatment and rehabilitation services.

Projects funded in this program focus on three primary objectives: (1) the reduction in the consumption of alcohol and drugs, (2) an increase in the levels of shelter and residential stability, and (3) the 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 program consists of two rounds of research demonstration grants. The first—the Community Demonstration Grant Projects for Alcohol and Drug Abuse Treatment of Homeless Individuals—consists of nine grants awarded in fiscal year 1988. Fiscal year 1989 funds were used to extend seven of these projects for a third year. From the nine original research demonstration projects, NIAAA is seeking to build scientifically based knowledge about effective treatment for those who abuse alcohol and drugs. For this reason, considerable emphasis is placed on the evaluation component of this program. Twenty-five percent of each award was allocated to site-level evaluations, and the projects also participated in a national evaluation. The site-level evaluations were completed in September 1991. The national evaluation was completed in late 1992, and a final report on the findings from these projects will be available in January 1993.

The second round consists of 14 cooperative agreement grant projects that were awarded in fiscal year 1990 out of 40 approved applications. The 14 projects are located in metropolitan areas where an estimated 5,800 homeless adults will receive services. Nine of the projects serve both men and women, while one serves only women with children. Researchers from a majority of the projects are evaluating models of case management and their efficacy as a treatment intervention for this population. Many of the projects are also testing a variety of types of alcohol and drug-free housing.

For this generation of projects, NIAAA entered into cooperative agreements with funding recipients that give 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. Findings from this second round of projects are expected to be published early in 1994.

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### Decision Process for Providing Funds

Funds were awarded by NIAAA through a process that began with a review of applications by a panel of nongovernment experts in the fields of alcohol and drug research and homelessness research. The panel assessed the technical merit of the proposals on the basis of criteria that included

- 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's research design and methodology;

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

- the demonstrated scientific and technical capability and experience of the principal investigator in conducting research in treating the abuse of alcohol and drugs, homelessness services, or evaluation;
- evidence that the primary service providers have experience and expertise in serving persons with alcohol and 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 received a preaward 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 took 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 1987-91. Table V.2 shows the total amount of funds provided for fiscal year 1991 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	1991
Authorized	\$10.0	\$0	\$14.0	\$17.0	\$0.0 <sup>a</sup>
Appropriated <sup>b</sup>	9.2	0	4.5	16.4	16.4

<sup>a</sup>In fiscal year 1991, the Congress authorized "such sums as may be necessary" for this program. Added to the \$16 million appropriated was \$400,000 that was appropriated in fiscal year 1990 but not available until fiscal year 1991.

<sup>b</sup>For 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**

**Table V.2: Research Demonstration  
Projects for Alcohol and Drug Abuse  
Treatment for Homeless  
Persons—Funds Provided for Fiscal  
Year 1991**

<b>States<sup>a</sup></b>	<b>Amount</b>
Alabama	\$1,053,257
Arizona	861,299
California	1,651,107
Colorado	1,156,849
Connecticut	1,677,141
Illinois	1,461,830
Louisiana	1,134,727
Missouri	1,323,252
New Hampshire	1,005,012
New Jersey	310,602
New Mexico	1,230,455
Pennsylvania	1,015,046
Washington	1,005,012
<b>Total</b>	<b>\$15,885,589<sup>b</sup></b>

<sup>a</sup>Funds were provided to demonstration projects located in these states.

<sup>b</sup>The difference between the total amount of funds provided in fiscal year 1991 and the program's fiscal year 1991 appropriation is due to funds used for administration, technical assistance, and national evaluation costs.

**Fiscal Year 1992 Funding  
and Program Changes**

No legislative changes were made to this program in fiscal year 1992.

**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).<sup>1</sup> 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 the coordination of mental health treatment, housing, and other support services. In January 1990 a memorandum of understanding was signed between the Secretary of HUD and the Secretary of HHS, in part to encourage better coordination of housing and services for homeless mentally ill individuals.

Applications were submitted by public and private nonprofit organizations, including universities and units of state or local governments. 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.

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## 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 ways to serve mentally ill homeless persons;
- research design, including the quality and rigor of the methodology;

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<sup>1</sup>Since October 1, 1992, these projects have been administered by the Center for Mental Health Services.

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

- 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 panelists' 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 the following three additional factors:

- the quality of the proposed project,
- program needs and priorities, and
- the 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 3-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. Since 1990 NIMH has not made any new awards for research demonstration grants under this program with current fiscal year funding allocated for the continuation of these projects.

Table V.3 shows the amount of money authorized and appropriated for fiscal years 1987-91. Table V.4 shows the total amount of funds provided for fiscal year 1991 by state.

**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	1991
Authorized	\$10.0	\$0	\$11.0	\$11.5	\$0 <sup>a</sup>
Appropriated <sup>b</sup>	9.3	0	4.6	6.0	5.9

<sup>a</sup>In fiscal year 1991, the Congress authorized "such sums as may be necessary" for this program.

<sup>b</sup>For 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 1991**

States <sup>a</sup>	Amount
California	\$1,169,563
Maryland	1,152,455
Massachusetts	1,349,280
New York	1,797,026
Ohio	384,652
<b>Total</b>	<b>\$5,852,976<sup>b</sup></b>

<sup>a</sup>Funds were provided to demonstration projects in these states.

<sup>b</sup>The difference between the total amount of funds provided in fiscal year 1991 and the program's fiscal year 1991 appropriation is due to funds used for evaluation and technical assistance costs.

### Fiscal Year 1992 Funding and Program Changes

In fiscal year 1992, 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. No significant changes were made to this demonstration program for fiscal year 1992.

### Projects for Assistance in Transition From Homelessness

#### How the Program Works

The McKinney Homeless Assistance Amendments Act of 1990 somewhat restructured and redesignated the Community Mental Health Services for the Homeless Block Grant Program; the program’s new name is Projects for Assistance in Transition from Homelessness. PATH is still administered by the Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA).<sup>2</sup> ADAMHA will continue to administer a formula grant for the same grantees (states and territories) that were eligible under the block grant 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 the mentally ill who suffer from substance abuse. Up to 20 percent of the grant

<sup>2</sup>On October 1, 1992, ADAMHA became the Substance Abuse and Mental Health Services Administration.

funds can be used for housing-related expenses, and up to 4 percent can be used for administrative costs. Services that qualify for the grants are basically the same as those under the block grant program and 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. Under this new program, a limited set of housing services can be funded and substance abuse treatment is an eligible activity. Although states must offer all of these services, each program does not have to make all services available at each site.

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**Decision Process for  
Providing Funds**

ADAMHA awards grants to the states according to a statutory formula based on the state's urban population relative to the urban population of the United States. The McKinney Act, as amended, requires that each state, the District of Columbia, and Puerto Rico receive no less than \$300,000 and the four territories (Guam, the Virgin Islands, American Samoa, and the Northern Marianas), no less than \$50,000 each.

Funding is not automatic. As under the block grant program, 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 of HHS may require repayments or withhold future payments.

Table V.5 shows the amount of money authorized and appropriated for fiscal years 1987-91. 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 1991.

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

**Table V.5: Funds Authorized and Appropriated for the Projects for Assistance in Transition from Homelessness**

Funding	Fiscal year <sup>a</sup>				
	1987	1988	1989	1990	1991
	Authorized	\$35.0	\$0 <sup>b</sup>	\$35.0	\$35.0
Appropriated <sup>c</sup>	32.2	11.5	14.1	27.8 <sup>d</sup>	33.2 <sup>d</sup>

<sup>a</sup>Figures for fiscal years 1987-90 pertain to the Community Mental Health Services for the Homeless Block Grant.

<sup>b</sup>The McKinney Act, as amended (P.L. 100-628), authorized "such sums as may be necessary."

<sup>c</sup>For 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.

<sup>d</sup>In fiscal year 1990, the Congress appropriated an additional \$7 million for this program, but these funds were not available until fiscal year 1991. The figure for the 1991 PATH Program includes these funds.

**Table V.6: Projects for Assistance in Transition from Homelessness—Funds Provided for Fiscal Year 1991**

States/territories	Amount
Alabama	\$342,685
Alaska	300,000
American Samoa	50,000
Arizona	371,442
Arkansas	300,000
California	3,837,887
Colorado	391,528
Connecticut	449,325
Delaware	300,000
District of Columbia	300,000
Florida	1,441,931
Georgia	505,311
Guam	50,000
Hawaii	300,000
Idaho	300,000
Illinois	1,609,909
Indiana	504,907
Iowa	300,000
Kansas	300,000
Kentucky	300,000
Louisiana	427,360
Maine	300,000

(continued)

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

<b>States/territories</b>	<b>Amount</b>
Maryland	609,765
Massachusetts	862,751
Michigan	1,122,286
Minnesota	398,686
Mississippi	300,000
Missouri	508,586
Montana	300,000
Nebraska	300,000
Nevada	300,000
New Hampshire	300,000
New Jersey	1,221,251
New Mexico	300,000
New York	2,677,212
North Carolina	388,609
North Dakota	300,000
Northern Marianas	50,000
Ohio	1,269,119
Oklahoma	300,000
Oregon	300,000
Pennsylvania	1,391,415
Puerto Rico	333,770
Rhode Island	300,000
South Carolina	300,000
South Dakota	300,000
Tennessee	405,005
Texas	1,771,888
Utah	300,000
Vermont	300,000
Virgin Islands	50,000
Virginia	590,956
Washington	508,846
West Virginia	300,000
Wisconsin	453,566
Wyoming	300,000
<b>Total</b>	<b>\$32,395,996</b>

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**Fiscal Year 1992 Funding  
and Program Changes**

In fiscal year 1992, \$75 million was authorized and \$30 million appropriated for this program. No other changes were made to this program.

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**The Emergency  
Community Services  
Homeless Grant  
Program**

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**How the Program Works**

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.

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**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 seven 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.

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

Using CSBG's allocation formula, 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.). Under the CSBG formula, a proportionate amount of the state's allocation is set aside for federally recognized Indian tribes.

The state must award all of its funds to (1) community action agencies and other entities eligible to receive funds from the state under section 675(c)(2)(A) of the CSBG Act, (2) organizations serving migrant and seasonal farm workers, and (3) certain other organizations that received fiscal year 1984 CSBG funds. Until fiscal year 1992, 90 percent of the amounts went 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 1987-91. Table V.8 shows the total amount of funds provided for fiscal year 1991 by states/territories (including the District of Columbia, the Commonwealth of Puerto Rico) and Indian tribes.

**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	1991
Authorized	\$40.0	\$40.0	\$42.0	\$42.0	\$50.0
Appropriated	36.6 <sup>a</sup>	19.1 <sup>b</sup>	18.9 <sup>b</sup>	21.9 <sup>b</sup>	41.2 <sup>c</sup>

<sup>a</sup>EHP'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.

<sup>b</sup>Starting 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.

<sup>c</sup>Includes \$8 million appropriated in fiscal year 1990 for use in fiscal year 1991.

**Appendix V  
Homeless Assistance Programs of the  
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**Table V.8: The Emergency Community Services Homeless Grant Program—Funds Provided for Fiscal Year 1991**

<b>States/territories/Indian Tribes</b>	<b>Amount</b>
Alabama	\$787,517
Alaska	94,556
American Samoa	44,054
Arizona	402,223
Arkansas	580,474
California	3,806,626
Colorado	371,389
Connecticut	515,113
Delaware	76,490
District of Columbia	701,180
Florida	1,240,660
Georgia	1,148,395
Guam	41,692
Hawaii	131,001
Idaho	81,110
Illinois	2,016,456
Indian tribes	618,330
Indiana	621,639
Iowa	462,007
Kansas	348,292
Kentucky	719,838
Louisiana	1,002,238
Maine	224,444
Maryland	585,659
Massachusetts	1,064,023
Michigan	1,581,443
Minnesota	513,816
Mississippi	679,026
Missouri	1,181,349
Montana	113,134
Nebraska	297,543
Nevada	76,490
New Hampshire	84,939
New Jersey	1,169,408
New Mexico	273,897
New York	3,705,170
North Carolina	1,136,532
North Dakota	76,490

(continued)

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

<b>States/territories/Indian Tribes</b>	<b>Amount</b>
Northern Marianas	26,117
Ohio	1,663,968
Oklahoma	545,751
Oregon	342,047
Palua	36,657
Pennsylvania	1,807,375
Puerto Rico	1,798,380
Rhode Island	237,799
South Carolina	656,441
South Dakota	97,345
Tennessee	841,133
Texas	2,055,695
Utah	122,126
Vermont	87,788
Virginia	683,347
Virgin Islands	57,590
Washington	513,424
West Virginia	477,836
Wisconsin	519,512
Wyoming	76,490
<b>Total</b>	<b>\$41,221,464</b>

**Fiscal Year 1992 Funding  
and Program Changes**

In fiscal year 1992, \$50 million was authorized for this grant program. The appropriated level of \$25 million was contained in a larger lump-sum appropriation for HHS and represents the agency's spending target for this program.

The McKinney Homeless Assistance Amendments Act of 1990 included provisions that became effective in fiscal year 1992 and expanded the eligible use of funds by allowing states to (1) use up to 5 percent of the funds received to defray state administrative costs; (2) use not more than 50 percent of the funds received for the renovation of buildings used for providing services to the homeless; and (3) use funds to provide for, or provide referral to, violence counseling for homeless children and individuals, and for the associated training of individuals working with the homeless population. The amendments also deleted the requirement that 90 percent of a state's grant be awarded to specified agencies and organizations that, as of January 1, 1987, were providing assistance to meet the critically urgent needs of homeless individuals.

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## The Homeless Families Support Services Demonstration Program

The McKinney Homeless Assistance Act Amendments of 1990 created a new demonstration program to provide physical, educational, and social support services to homeless families. The Congress authorized \$50 million for the demonstration program, but no funds were appropriated specifically for the program in fiscal year 1991. In HHS' fiscal year 1992 appropriations funding, the Congress did authorize a demonstration program to be modeled after the family support centers, including the Gateway Program, described in title VII of the McKinney Homeless Assistance Act. The agency calls the program the Homeless Families Support Services Demonstration Program.

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## How the Program Works

The Homeless Families Support Services Demonstration Program makes grants to state and local agencies and other organizations that develop and implement comprehensive and integrated systems of support services for homeless and at-risk families.

For the community, the program should tie together support service providers, organize a means to reduce duplication of these efforts, create a centralized locus for client's access to mainstream service providers, and reduce the administrative and programmatic burden eventually placed upon the client.

For the client population, the program seeks to prevent further homelessness; enhance the living conditions in low-income housing; improve the physical, social, and educational development of low-income families and children at risk; increase the potential for independence and self-sufficiency; and increase literacy levels and basic employment skills.

Projects may fund case management activities and, to a limited extent (up to 25 percent), fill services gaps where it is demonstrated that such services are not available to these target populations.

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## Decision Process for Providing Funds

Applications will be considered and scored against such criteria as: an understanding of the objectives and need for the project, approach, innovation, comprehensiveness, staff background and experience, leveraging and cost effectiveness, and expected project results.

The results of the competitive review will be taken into consideration by the Director of the ocs, who will recommend projects to be funded to the Assistant Secretary for Children and Families, who in turn will make the

final selections. Consideration will be given to ensuring that a variety of geographic areas are served, that projects with different program authorities are selected, and that various project designs and models are represented.

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### **Fiscal Year 1992 Funding and Program Changes**

Funding for this demonstration program was included in a lump-sum appropriation. HHS, with congressional guidance, allocated \$5.5 million for this program in fiscal year 1992.

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## **Health Care for the Homeless**

### **How the Program Works**

This program, administered by the Bureau of Primary Health in 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, public health organizations, and organizations that provide services without charge and without reimbursement from Medicaid or other insurance 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 RWJ/PEW Foundation program funded demonstration projects in 19 large cities in 1985 to show that homeless persons needed and would accept primary health care services if they were delivered in a dignified manner in outreach settings where homeless persons are located.

In fiscal year 1991, HRSA funded 110 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. These projects served over 427,547 persons, of which 43 percent were single adults, 33 percent were families and runaway/homeless youths, and 13 percent were children 12 years old and under. 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. The Secretary of HHS is required to conduct a comprehensive evaluation of the Health Care for the Homeless Program to identify successful replicable service delivery models and underserved areas.

## Decision Process for Providing Funds

Grants are awarded under this program on a competitive basis, whereby applications are reviewed by an independent expert panel. Review panels consist of HRSA management and outside experts who vote and recommend 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, which is based on a description of the program's services.

In addition, recipients have 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,
- 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 the project's costs with nonfederal sources in the first year and 33-1/3 percent in 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 they 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

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

programs as closely as possible to the fiscal year 1987 level in order to maintain the same level of services. Twenty-two additional applications were approved but not funded.

Table V.9 shows the amount of money authorized and appropriated for fiscal years 1987-91. Table V.10 shows the total amount of funds provided for fiscal year 1991 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	1991
Authorized	\$50	\$30.0	\$61.2	\$63.6	\$70.0
Appropriated <sup>a</sup>	46	14.3	14.8	35.6	50.9

<sup>a</sup>For 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. The \$11.9 million is included in the fiscal year 1991 appropriation.

**Table V.10: The Health Care for the Homeless Program—Funds Provided for Fiscal Year 1991**

States <sup>a</sup>	Amount
Alabama	\$505,450
Alaska	352,670
Arizona	1,631,403
California	7,737,557
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	461,987
Iowa	529,451
Kansas	332,024
Kentucky	456,556
Louisiana	850,000
Maine	139,223

(continued)

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<b>States<sup>a</sup></b>	<b>Amount</b>
Maryland	534,275
Massachusetts	1,471,696
Michigan	1,367,053
Minnesota	982,436
Mississippi	119,062
Missouri	2,001,084
Nebraska	129,547
New Hampshire	124,473
New Jersey	1,225,843
New Mexico	273,304
New York	2,770,699
North Carolina	332,542
North Dakota	250,471
Ohio	2,058,372
Oklahoma	388,681
Oregon	560,213
Pennsylvania	2,696,610
Puerto Rico	300,000
Rhode Island	119,156
South Carolina	242,444
South Dakota	86,502
Tennessee	1,129,164
Texas	2,313,802
Utah	444,755
Vermont	251,876
Virginia	530,331
Washington	1,429,162
West Virginia	201,165
Wisconsin	799,020
<b>Total</b>	<b>\$46,025,367<sup>b</sup></b>

<sup>a</sup>Awards were made to private, nonprofit, and public organizations in these states, the District of Columbia, and Puerto Rico.

<sup>b</sup>This figure is the total of (1) fiscal year 1991 appropriations plus funds carried over from prior fiscal years by each project and (2) funds that were available for fiscal year 1991 projects.

**Fiscal Year 1992 Funding  
and Program Changes**

In fiscal year 1992, \$80 million was authorized for the Health Care for the Homeless Program. The appropriated level of \$53 million was contained in

a larger lump-sum appropriation for HHS and represents the agency's spending target for this program. No changes were made to this program for fiscal year 1992.

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## Health Care for the 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 the risk of becoming homeless, but the Congress did not fund this program for fiscal year 1991.

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### How the Program Works

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 the program's effectiveness.

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### Decision Process for Providing Funds

Grants are awarded under this program on a competitive basis, whereby applications are reviewed by an expert panel. Review panels consisting of HRSA management and outside experts vote and recommend funding levels on the basis of the project's adherence to mandated requirements, such as the (1) provision of all legislatively required services, (2) adoption of the goals and objectives of the program, (3) establishment of collaborative arrangements and linkages with service providers, and (4) justification for the proposed funding level.

Additionally, preferences in the initial award of grant funds have been established under this program. Preferences for qualified applicants are

- applicants that currently receive funding under section 340 (a) of the Public Health Service Act,
- applicants that intend to serve primarily rural populations, and/or
- public and nonprofit private children's hospitals that provide primary health services to a substantial number of homeless individuals.

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**Fiscal Year 1992 Funding  
and Program Changes**

In fiscal year 1992, \$5 million was authorized and \$3 million was appropriated to be administered in conjunction with the Health Care for the Homeless Program.

HRSA, an agency of the Public Health Service, set aside \$2.5 million from the Health Care for the Homeless Program appropriation to make grants available to eligible public and private nonprofit entities submitting grant proposals under the Outreach and Primary Health Services to Homeless Children. HRSA received 59 grant applicants. Following an evaluation by an independent objective review committee, the Bureau of Primary Health Care made funding decisions for 10 projects.

# Homeless Assistance Programs of the Department of Veterans Affairs

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

## Health Care for Homeless Veterans Program

### How the Program Works

VA has recently redefined its specialized mental health programs for homeless veterans and titled these programs the HCHV Program to (1) reflect the broader nature of services being provided to homeless mentally ill veterans and (2) eliminate the stigma associated with seeking services from a program labeled for homeless veterans with mental illness.

The HCHV Program was initially authorized by Public Law 100-6 and was designed to meet the specific needs of homeless veterans with chronic mental health problems. The program continues on a pilot basis, and its authority has been extended through a series of Public Laws. Current authority for the program is provided by Public Law 101-237. With a funding authorization from the McKinney Homeless Assistance Amendments Act of 1988 (P.L. 100-628), VA has provided funds to 45 VA medical care facilities in 26 states (and the District of Columbia) to establish and maintain these programs for 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 Veterans Administration 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, VA also provided HCHV funds to 2 of the 45 VAMCs to establish pilot Compensated Work Therapy/Therapeutic

Residence (CWT/TR) projects to help homeless chronically mentally ill veterans move toward independent living. In the CWT component of the program, contracts with private industry provide therapeutic work for patients in a supportive and supervised employment program, which allows them to regain work skills and work habits. While working in the CWT component of the program, patients live in supervised long-term transitional housing.

In fiscal year 1991, VA and the Social Security Administration (SSA) began a pilot initiative to reach out to homeless veterans and expedite the application process for Social Security benefits. Additional HCHV funds were provided to 3 of the 45 HCHV sites to hire staff to prescreen homeless veterans for Social Security benefits, liaise with SSA staff, and liaise with other staff at the VA medical center to ensure appropriate medical documentation.

## Decision Process for Providing Funds

VAMCS are the only eligible recipients of HCHV 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 HCHV pilot projects at 2 other VAMCS. Fiscal year 1991 funds were used to continue operations at the 45 VAMCS and to start VA/SSA pilot projects at 3 of the 45 HCHV sites.

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 homeless veterans; (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 the 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 the 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

**Appendix VI  
Homeless Assistance Programs of the  
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quality, and (5) the development of statistical data and a tracking system for monitoring purposes.

The proposals were first assessed at VA's Regional Director's 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 1987-91. Table VI.2 shows the total amount of funds provided for fiscal year 1991 by state (including the District of Columbia).

**Table VI.1: Funds Authorized and Appropriated for the Health Care for the Homeless Veterans Program**

Dollars in millions					
Funding	Fiscal year				
	1987	1988	1989	1990	1991
Authorized	\$5	\$6 <sup>a</sup>	\$36.0 <sup>b</sup>	\$30 <sup>b</sup>	\$31.5 <sup>b</sup>
Appropriated	10 <sup>c</sup>	0 <sup>d</sup>	13.3 <sup>d</sup>	15 <sup>d</sup>	15.75 <sup>d</sup>

<sup>a</sup>P.L. 100-322 authorized \$6 million for fiscal years 1988 and 1989.

<sup>b</sup>P.L. 100-628 authorized \$30 million for HCHV and the Domiciliary Care programs for homeless veterans. The additional \$6 million in fiscal year 1989 was authorized by P.L. 100-322.

<sup>c</sup>The 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, P.L. 100-71, provided supplemental appropriations of \$5 million.

<sup>d</sup>Funds 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.

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Department of Veterans Affairs**

**Table VI.2: The Health Care for the Homeless Veterans Program—Funds Provided for Fiscal Year 1991**

<b>States<sup>a</sup></b>	<b>Amount</b>
Alabama	\$211,424
Arizona	632,761
Arkansas	259,534
California	1,669,138
Colorado	459,836
District of Columbia	404,697
Florida	290,289
Georgia	436,018
Illinois	280,651
Indiana	326,667
Kentucky	332,502
Louisiana	583,429
Maryland	376,159
Massachusetts	211,161
Missouri	884,186
New Jersey	242,305
New York	1,928,900
Ohio	1,103,072
Oregon	463,027
Pennsylvania	644,455
South Carolina	276,569
Tennessee	376,552
Texas	1,271,055
Utah	190,994
Virginia	244,094
Washington	163,663
Wyoming	285,502
<b>Total</b>	<b>\$14,548,640</b>

**Fiscal Year 1992 Funding and Program Changes**

In fiscal year 1992, \$33.1 million was authorized for the HCHV and DCHV programs. No funds were specifically earmarked for the HCHV Program, but a lump-sum appropriation was available for it and other authorized VA activities. For fiscal year 1992, VA allocated \$16.57 million to the HCHV Program. The McKinney Homeless Assistance Amendments Act of 1990 made no changes to this program.

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## Domiciliary Care for Homeless Veterans Program

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### How the Program Works

The DCHV Program was established as a specialized treatment component within the existing Domiciliary Care Program administered by VA. The DCHV 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 program's 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 27 sites located in 21 different states. Since November 1987, VA has converted beds for domiciliary care in 14 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 1992, 1,145 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.

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Assistance is also available in finding housing and employment and providing ongoing support once veterans leave the domiciliaries.

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## 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. In fiscal year 1991, one additional site became operational.

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, and specifically discuss 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, 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.

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Table VI.3 shows the amount of money authorized and appropriated for fiscal years 1987-91. Table VI.4 shows the total amount of funds provided for fiscal year 1991 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	1991
Authorized	\$15	\$0 <sup>a</sup>	\$0 <sup>a</sup>	\$0 <sup>a</sup>	\$0 <sup>a</sup>
Appropriated	15	10.4 <sup>b</sup>	10.4 <sup>b</sup>	15 <sup>b</sup>	15.75 <sup>b</sup>

<sup>a</sup>This program had an individual authorization and appropriation in fiscal year 1987. It had no specific authorization in fiscal year 1988. In fiscal years 1989, 1990, and 1991, its authorization was combined with the HCHV.

<sup>b</sup>The 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.

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Homeless Assistance Programs of the  
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**Table VI.4: The Domiciliary Care for Homeless Veterans Program—Funds Provided for Fiscal Year 1991**

<b>States<sup>a</sup></b>	<b>Amount</b>
Arizona	\$280,970
Arkansas	1,034,622
California	1,258,085
Florida	323,134
Illinois	959,622
Iowa	170,725
Kansas	150,146
Massachusetts	701,458
Mississippi	158,750
New Jersey	797,091
New York	2,218,051
Ohio	2,470,921
Oregon	963,248
Pennsylvania	1,092,664
South Dakota	153,710
Tennessee	218,310
Texas	769,150
Virginia	216,400
Washington	1,118,122
West Virginia	204,824
Wisconsin	153,700
<b>Total</b>	<b>\$15,413,703</b>

<sup>a</sup>The awards were provided to VA medical centers in these states. However, the total excludes \$101,386 used for program evaluation and administrative costs.

**Fiscal Year 1992 Funding and Program Changes**

In fiscal year 1992, \$33.1 million was authorized jointly with the Homeless Chronically Mentally Ill Program. 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 \$15.75 million for this program for fiscal year 1992. No other changes were made to this program.

# Homeless Assistance Programs of the Department of Education

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This appendix describes the Department of Education's homeless assistance programs. These are the Adult Education for the Homeless Program and Education for Homeless Children and Youth Program, the latter of which contains the Local Educational Agency (LEA) Grants for the Education of Homeless Children and Youth Program, which was authorized to start in fiscal year 1991.

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## Adult Education for the Homeless

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### 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 (1) tailored to the literacy and basic skills needs of the specific homeless population being served by each state and (2) 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, the Adult Basic Education Program, and nonprofit literacy-action organizations.

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### 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 reviews applications and recommends the approval of grants to the Department of Education on the basis of 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 include written measurable goals and objectives; (4) the quality of key personnel; (5) budget and cost-effectiveness; and (6) an

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Homeless Assistance Programs of the  
Department of Education**

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.

Table VII.1 shows the amount of funds authorized and appropriated for fiscal years 1987-91. Table VII.2 shows the total amount of funds provided for fiscal year 1991 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	1991
Authorized	\$7.5	\$10.0	\$10.0	\$10.0	\$13.7
Appropriated	6.9	7.2 <sup>a</sup>	7.1 <sup>a</sup>	7.4 <sup>a</sup>	9.8

<sup>a</sup>No 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: The Adult Education for  
the Homeless Program—Funds  
Provided for Fiscal Year 1991**

<b>States</b>	<b>Amount</b>
Alabama	\$220,000
Arizona	255,150
Arkansas	375,000
California	600,000
Colorado	200,440
Connecticut	153,100
Delaware	88,742
Florida	500,000
Hawaii	109,496
Illinois	190,685
Indiana	400,000
Kansas	264,760
Maine	202,384
Maryland	248,423
Massachusetts	425,000
Michigan	407,540
Minnesota	195,770
Missouri	220,000
Montana	104,460
Nebraska	101,239
Nevada	125,000
New Hampshire	195,379
New York	500,000
North Carolina	492,107
North Dakota	98,000
Ohio	509,417
Oklahoma	202,215
Rhode Island	199,423
Tennessee	196,397
Texas	500,000
Utah	190,500
Vermont	232,730
Washington	435,000
West Virginia	283,421
Wisconsin	337,095
<b>Total</b>	<b>\$9,758,873</b>

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Fiscal Year 1992 Funding  
and Program Changes

In fiscal year 1992, such sums as the Department of Education determined may be necessary to meet the need were authorized for the Adult Education for the Homeless Program. In fiscal year 1992, \$9.8 million was appropriated for this program. No significant changes took place in this program for fiscal year 1992.

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Education for  
Homeless Children  
and Youth

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How the Program Works

The Education for Homeless Children and Youth Program provides formula grants to state educational agencies (SEAs) 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.

The McKinney Homeless Assistance Amendments Act of 1990 authorized additional activities for these grants. Newly authorized items include the funding of activities and services that (1) help homeless children and youth enroll, attend, and achieve success in school and (2) train school personnel about specific problems related to homeless children's education.

The state coordinator is required to gather data every 2 years on the number and location of homeless children and youth throughout the state, and on the progress made by SEAs and LEAs in addressing the problems and difficulties of providing homeless children with access to schools. The McKinney Act Amendments also give the state coordinator responsibility for coordinating with other entities (shelters, transitional housing, domestic violence counselors, etc.) providing services to homeless children and youth, with the aim of making the services comprehensive. 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 or retention of homeless children.

The amendments permit SEA to retain, for authorized state activities, 5 percent of the state's annual grant or the amount of their fiscal year 1990 award, whichever is greater. If a state receives more funds in a given fiscal year than it received for fiscal year 1990, the state must make awards to LEAs from, at a minimum, the excess funds. These grants are to be used to provide activities for, and services to, homeless children and youths to facilitate their enrollment, attendance, and success in school.

From 50 to 65 percent of each LEA subgrant must be spent on "primary" activities—that is, tutoring and other remedial educational services to homeless children and youth. If the services are provided on school grounds, other students may be included, but homeless children must be given priority. From 35 to 50 percent of each LEA subgrant is to be available for "related" services to homeless children, including obtaining birth certificates and other records necessary for school enrollment, social work and related psychological services, early childhood development programs for preschoolers, and other such services. Each LEA receiving a grant must designate a homelessness liaison to facilitate the enrollment of homeless children and youth in the schools of that agency, ensure that homeless children and their families receive educational services for which they are eligible, and make referrals for services such as health and dental care.

Funds are provided to the 50 states, American Samoa, the Bureau of Indian Affairs, the District of Columbia, Guam, the Northern Mariana Islands, Palau, Puerto Rico, and the Virgin Islands.

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## **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, as amended by Public Law 100-197.

To receive funding, states must submit to the Department of Education an application that includes assurances that states will use the funds in accordance with the requirements of the act and all applicable regulations. Additional assurances are that the states will encourage the adoption of promising or innovative educational techniques and that they will disseminate information on program requirements and successes throughout the state. Initially, states were required to submit state plans.

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Homeless Assistance Programs of the  
Department of Education**

In 1991 revised state 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, consistent with new legal provisions, were required. The amendments required that applications for grants be submitted to the Department of Education no later than 60 days after fiscal year 1991 funds became available.

Table VII.3 shows the amount of funds authorized and appropriated for fiscal years 1987-91. Table VII.4 shows the total amount of funds provided for fiscal year 1991 by states/territories (including the District of Columbia and the Commonwealth of Puerto Rico) and Indian tribes.

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

Dollars in millions					
Funding	Fiscal year				
	1987	1988	1989	1990	1991
Authorized	\$5.0	\$5.0	\$5.0	\$5.0	\$50.0
Appropriated	4.6	4.6	4.8	4.9	7.2

**Table VII.4: Education for the Homeless Children and Youth Program—Funds Provided for Fiscal Year 1991**

States/territories/Indian tribes	Amount
Alabama	\$143,690
Alaska	50,000
American Samoa	50,000
Arizona	69,592
Arkansas	79,655
California	604,692
Colorado	52,389
Connecticut	69,160
Delaware	50,000
District of Columbia	50,000
Florida	278,883
Georgia	189,946
Guam	1,264
Hawaii	50,000
Idaho	50,000
Illinois	319,260
Indian tribes	50,000
Indiana	99,887
Iowa	51,517

(continued)

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

<b>States/territories/Indian tribes</b>	<b>Amount</b>
Kansas	50,000
Kentucky	118,997
Louisiana	159,109
Maine	50,000
Maryland	108,911
Massachusetts	151,748
Michigan	254,505
Minnesota	73,998
Mississippi	129,253
Missouri	111,080
Montana	50,000
Nebraska	50,000
Nevada	50,000
New Hampshire	50,000
New Jersey	215,516
New Mexico	50,000
New York	716,815
North Carolina	159,011
North Dakota	50,000
Northern Marianas	50,000
Ohio	235,689
Oklahoma	63,900
Oregon	51,177
Palau	610
Pennsylvania	325,255
Puerto Rico	261,925
Rhode Island	50,000
South Carolina	102,667
South Dakota	50,000
Tennessee	140,894
Texas	416,761
Utah	50,000
Vermont	50,000
Virginia	135,054
Virgin Islands	50,000
Washington	69,305
West Virginia	54,854
Wisconsin	95,231
Wyoming	50,000
<b>Total</b>	<b>\$7,212,200</b>

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**Fiscal Year 1992 Funding  
and Program Changes**

In fiscal year 1992, "such sums as may be necessary" were authorized for this program. The appropriated level of \$25 million is contained in a larger lump-sum appropriation and represents the agency's spending target. No other changes were made to the program.

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# Homeless Assistance Programs of the Department of Labor

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

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## Homeless Veterans Reintegration Projects

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### How the Program Works

HVRPs 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 with homeless veterans and the bureaucracy, which could provide them with needed services, was an effective method of serving this population.

In fiscal year 1991, the Department of Labor, through its Office of the Assistant Secretary for Veterans' Employment and Training, provided grants to 17 projects in 14 states that demonstrate innovative methods of employing and assisting homeless veterans in this way. The major focus of the current 17 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.

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### Decision Process for Providing Funds

The Department of Labor 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

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

year 1991, the Department provided funding to continue 15 urban and 2 rural projects funded in fiscal year 1990.

Table VIII.1 shows the amount of funds authorized and appropriated for fiscal years 1987-91. Table VIII.2 shows the total amount of funds provided for fiscal year 1991 by state.

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

Dollars in millions

Funding	Fiscal year				
	1987	1988	1989	1990	1991
Authorized <sup>a</sup>	\$0	\$2.0	\$2.2	\$2.2	\$2.2
Appropriated <sup>b</sup>	0	1.9	1.9	1.9	2.0

<sup>a</sup>The authorization for this program is contained in the larger authorization for the Job Training Demonstration Program.

<sup>b</sup>The appropriation for this program is part of the larger appropriation for JTHDP discussed later in this appendix.

**Table VIII.2: Homeless Veterans Reintegration Projects—Funds Provided for Fiscal Year 1991**

States <sup>a</sup>	Amount
California	\$375,147
Colorado	102,000
Florida	126,488
Georgia	117,600
Massachusetts	85,000
Michigan	100,000
Missouri	93,095
New York	126,000
Oklahoma	65,000
Ohio	75,000
Oregon	104,226
Tennessee	210,476
Washington	224,642
Wisconsin	65,602
<b>Total</b>	<b>\$1,870,276<sup>b</sup></b>

<sup>a</sup>Funds were provided to demonstration projects in these states.

<sup>b</sup>The difference between the total amount of fiscal year 1991 funds provided and the program's fiscal year 1991 appropriation is due to funds that were used for administrative and evaluation costs.

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**Fiscal Year 1992 Funding  
and Program Changes**

In fiscal year 1992, \$2.2 million was authorized and \$2.2 million appropriated for the HVRP Program. The McKinney Homeless Assistance Amendments Act of 1990 made no changes to this program.

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**Job Training for the  
Homeless  
Demonstration  
Program**

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**How the Program Works**

JTHDP, which is administered by the Department's Employment and Training Administration (ETA), provides funds to job-training demonstration projects that serve homeless individuals and families. 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 Labor.

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

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## 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 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's methodology (the project's plan for conducting outreach and coordination as well as a timetable for such activities), (3) the evaluation's methodology (indicators to measure the success of the project), (4) expected outcomes (the project's accomplishments in concrete and measurable terms), (5) the 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.

Because of the knowledge-building and demonstrative nature of the program, fiscal year 1991 funding was restricted to the 44 grantees which were operating JTHDP projects at the time of the solicitation. The fiscal year 1991 JTHDP reflected an increased emphasis on improving job retention and the attainment of permanent housing for the homeless.

Table VIII.3 shows the amount of funds authorized and appropriated for fiscal years 1987-91. Table VIII.4 shows the total amount of funds provided in fiscal year 1991 by state (including the District of Columbia).

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

**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	1991
Authorized <sup>a</sup>	\$0	\$10.0	\$10.8	\$10.8	\$11.8
Appropriated <sup>b</sup>	0	7.6	7.6	9.6	10.5

<sup>a</sup>For 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 was earmarked for HVRP. The total authorization for fiscal year 1990 was again \$13 million, and \$2.2 million of that amount was reserved for HVRP. In fiscal year 1991, \$14 million was authorized, and \$2.2 of that amount was reserved for HVRP.

<sup>b</sup>For each of fiscal years 1988 and 1989, this program was appropriated a total of \$9.5 million. However, in fiscal years 1988 and 1989, \$1.9 million was allocated for HVRP. For fiscal year 1990, \$11.5 million was appropriated for this program and HVRP, of which HVRP again received \$1.9 million. In fiscal year 1991, \$12.7 million was appropriated for this program, and \$2 million of that amount was allocated for HVRP.

**Table VIII.4: Job Training for the Homeless Demonstration Program—Funds Provided for Fiscal Year 1991**

States <sup>a</sup>	Amount
Arizona	\$300,000
California	1,605,750
Connecticut	431,830
District of Columbia	1,002,710
Illinois	464,301
Kentucky	1,036,068
Maryland	552,178
Massachusetts	305,976
Minnesota	1,359,384
New Jersey	80,405
New York	639,909
North Carolina	44,890
Ohio	286,391
Oregon	186,934
Pennsylvania	132,932
Tennessee	647,018
Texas	50,254
Virginia	7,592
Washington	922,293
<b>Total</b>	<b>\$10,056,815<sup>b</sup></b>

<sup>a</sup>Funds were provided to demonstration projects in these states and in the District of Columbia.

<sup>b</sup>The difference between the total amount of funds provided and the program's appropriation is due to funds used for a national evaluation of this program.

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**Fiscal Year 1992 Funding  
and Program Changes**

**In fiscal year 1992, \$12.8 million was authorized and \$8 million appropriated for JTHDP.**

**The fiscal year 1992 program continues the stronger focus initiated in fiscal year 1991 on closer coordination between the Labor Department and HUD in using various HUD housing subsidy programs to better provide permanent job and housing opportunities for the homeless.**

# Information on Federal Property Disposition Programs

This appendix provides information on the Excess and Surplus 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 property no longer needed by the federal government at little or no cost. Neither of these programs has any funding authorized, and no appropriations have been made specifically for the homelessness aspects of these ongoing federal property disposal programs. The management of these programs is shared by the General Services Administration (GSA), HUD, and HHS. This appendix provides a general overview of how the programs work.

## The 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 purposes 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 and the landholding agency has made the property available, HUD publishes a list of the property in the Federal Register with the name and telephone number of contact people from whom interested groups can obtain information about the properties. Homelessness providers apply to HHS for specific properties. HHS reviews the applications on their merits and weighs the proposed homelessness use against other possible public uses for the property, such as schools, parks, or prisons; however, homelessness providers are supposed to get priority over other public uses for available property. 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 by lease or deed. If the property being applied for is under- or unutilized, HHS directs the landholding agency to lease the property to the successful applicant for at least 1 year.

Since fiscal year 1988, 34 properties—valued at about \$51 million—were established as sites for the homeless. These sites include modular housing, large shelters, and transitional housing facilities. Of the 34 properties, 6 of them—valued at about \$1.3 million—were established for the homeless in fiscal year 1991.

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**Fiscal Year 1992 Program Changes**

The program did not change in fiscal year 1992.

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**The 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 homeless assistance providers.

The McKinney Act authorizes the transfer of federal surplus personal property to nonprofit, tax-exempt homeless 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. Homeless assistance providers must contact their state's SASP to 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 \$20.7 million in original acquisition costs to homeless assistance providers. Approximately \$4.9 million was donated in fiscal year 1991. The donations typically include beds and bedding, sleeping bags, clothing, kitchen equipment and utensils, and home and office furniture.

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

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**Fiscal Year 1992 Program  
Changes**

The program did not change in fiscal year 1992.

# 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.

## The 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. The Council's main purpose is to oversee federal homelessness 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 12 cabinet departments; the heads of 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 Secretaries of HUD, and 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 that its member agencies 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 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 regional training conferences, coordinating activities with other regional coordinators as well as with state and local organizations, responding to inquiries on homelessness programs, and monitoring local projects and federal programs.

During 1991 the Council's activities included publishing bulletins (which contain information on programs and application deadlines) and bi-monthly 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 homelessness coordinators; and writing its annual report to the Congress. In addition, the Council told us that it:

- Prepared a comprehensive federal plan to end homelessness that includes eight objectives agreed to by the 17 federal agency members of the Council. The plan includes nearly 200 action steps committed to by these agencies.
- Focused on homelessness and severe mental illness through a special Task Force chaired by the head of the National Institute of Mental Health. The Task Force was responsible for developing a national strategy for dealing with the problem. The report of this Task Force, *Outcasts on Main Street*, includes more than 50 recommendations for federal agencies and has been incorporated into the federal plan.
- Developed outreach initiatives that included a demonstration program for hard-to-reach homeless persons in public transit centers. The Department of Transportation, HHS, HUD, the Department of Agriculture, and the Department of Labor have funded a \$1.75 million program, now underway, to help them find appropriate housing and comprehensive services.
- Directed the transfer of \$120 million of surplus food from Operation Desert Storm to the Second Harvest National Food Bank Network and the Salvation Army for distribution to nearly 50,000 organizations serving the homeless.
- Recommended program improvements on the basis of monitoring visits to 44 states to assess the delivery of McKinney and other homeless assistance programs. Many of these recommendations have been implemented by the responsible agencies.

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

- Developed and distributed a variety of technical assistance publications, including a training guide describing effective methods of reaching out to homeless persons, a catalog of federal programs available to help homeless persons, and a manual which describes a successful homelessness provider's employment program.
- Worked to improve the Federal Surplus Property Program by coordinating with HUD, GSA, and HHS to consolidate regulations so that nonprofit organizations can have easier access to federally owned property.

Table X.1 provides the amount of funds authorized and appropriated for fiscal years 1987-91.

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

Dollars in millions					
Funding	Fiscal year				
	1987	1988	1989	1990	1991
Authorized	\$0.2	\$2.50	\$1.1	\$1.2	\$1.2
Appropriated	0	.95 <sup>a</sup>	1.1	1.1	1.1

<sup>a</sup>The 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 1992 Program and Funding Changes**

In fiscal year 1992, \$1.3 million was authorized, and \$1.1 million appropriated for the Interagency Council on the Homeless. No legislative changes affected the Council in fiscal year 1992.

# Cumulative Amounts Provided Under the McKinney Act Programs for Fiscal Year 1991, by State

States/territories/Indian tribes	Amount
Alabama	\$7,223,976
Alaska	2,186,129
American Samoa	288,944
Arizona	10,697,309
Arkansas	5,082,814
California	85,076,513
Colorado	9,276,313
Connecticut	19,927,421
Delaware	1,185,556
District of Columbia	12,595,823
Florida	23,612,268
Georgia	11,700,734
Guam	224,021
Hawaii	2,525,933
Idaho	1,353,784
Illinois	28,760,139
Indian tribes	1,400,330
Indiana	12,624,534
Iowa	3,155,868
Kansas	2,679,024
Kentucky	8,191,366
Louisiana	11,082,287
Maine	5,515,154
Maryland	12,125,550
Massachusetts	44,727,164
Michigan	18,587,571
Minnesota	10,293,552
Mississippi	3,780,732
Missouri	11,892,405
Montana	1,033,835
Nebraska	2,664,559
Nevada	5,992,003
New Hampshire	5,150,151
New Jersey	25,924,749
New Mexico	3,339,088
New York	74,191,725
North Carolina	6,342,171
North Dakota	1,169,961

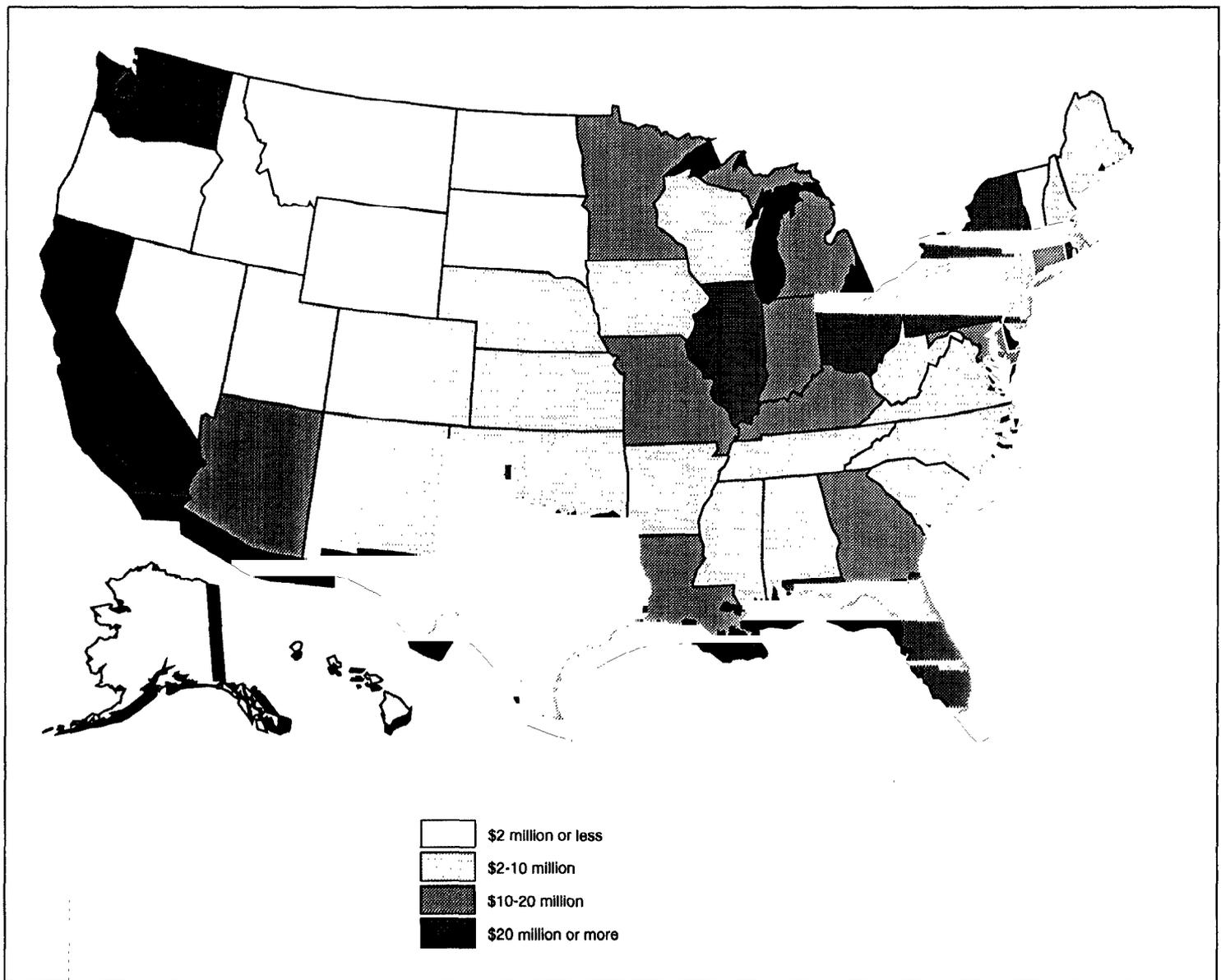
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**Appendix XI  
 Cumulative Amounts Provided Under the  
 McKinney Act Programs for Fiscal Year  
 1991, by State**

<b>States/territories/Indian tribes</b>	<b>Amount</b>
Northern Marianas	181,394
Ohio	35,114,713
Oklahoma	4,603,977
Oregon	6,180,685
Palau	44,267
Pennsylvania	23,964,110
Puerto Rico	7,081,446
Rhode Island	8,468,606
South Carolina	5,223,442
South Dakota	1,116,547
Tennessee	8,717,450
Texas	33,518,675
Utah	5,113,617
Vermont	1,332,408
Virginia	9,702,387
Virgin Islands	1,622,463
Washington	23,770,351
West Virginia	3,226,323
Wisconsin	6,119,456
Wyoming	1,764,752
<b>Total</b>	<b>\$680,448,525<sup>a</sup></b>

<sup>a</sup>This figure does not represent the total appropriated amount for fiscal year 1991 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 1992.

# Map of Cumulative Amounts Provided Under the McKinney Act Programs for Fiscal Year 1991, by State



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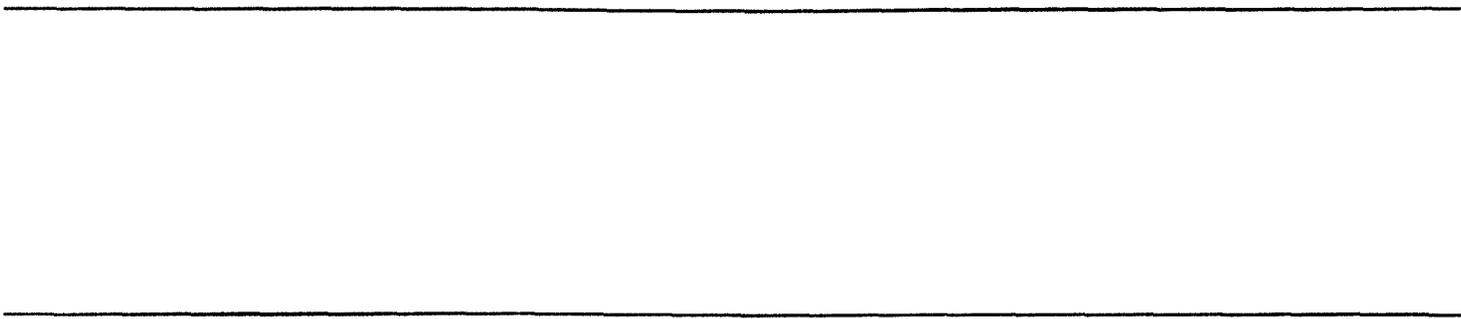
# Major Contributors to This Report

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GAO/RCED-93-39  
Homelessness

GAO/RCED-93-39  
Homelessness

# Related GAO Products

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

Homelessness: Single Room Occupancy Program Achieves Goals, but HUD Can Increase Impact (GAO/RCED-92-215, Aug 27, 1992).

Homelessness: HUD Improperly Restricts Applicants for Supplemental Assistance Program (GAO/RCED-92-200, Aug 13, 1992).

Homelessness: HUD's Interpretation of Homeless Excludes Previously Served Groups (GAO/RCED-92-226, Aug 12, 1992).

1990 Census: Limitations in Methods and Procedures to Include the Homeless (GAO/GGD-92-1, Dec. 30, 1991).

Homelessness: Policy and Liability Issues in Donating Prepared Food (GAO/RCED-92-62, Dec. 9, 1991).

Homelessness: Transitional Housing Shows Initial Success but Long-term Effects Unknown (GAO/RCED-91-200, Sept. 9, 1991).

D.C. Government: Information on the Homeless Family Program (GAO/GGD-91-108, Aug 22, 1991).

Homelessness: Federal Personal Property Donations Provide Limited Benefit to the Homeless (GAO/RCED-91-108, July 15, 1991).

Homelessness: McKinney Act Programs and Funding Through Fiscal Year 1990 (GAO/RCED-91-126, May 1, 1991).

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).

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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).

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