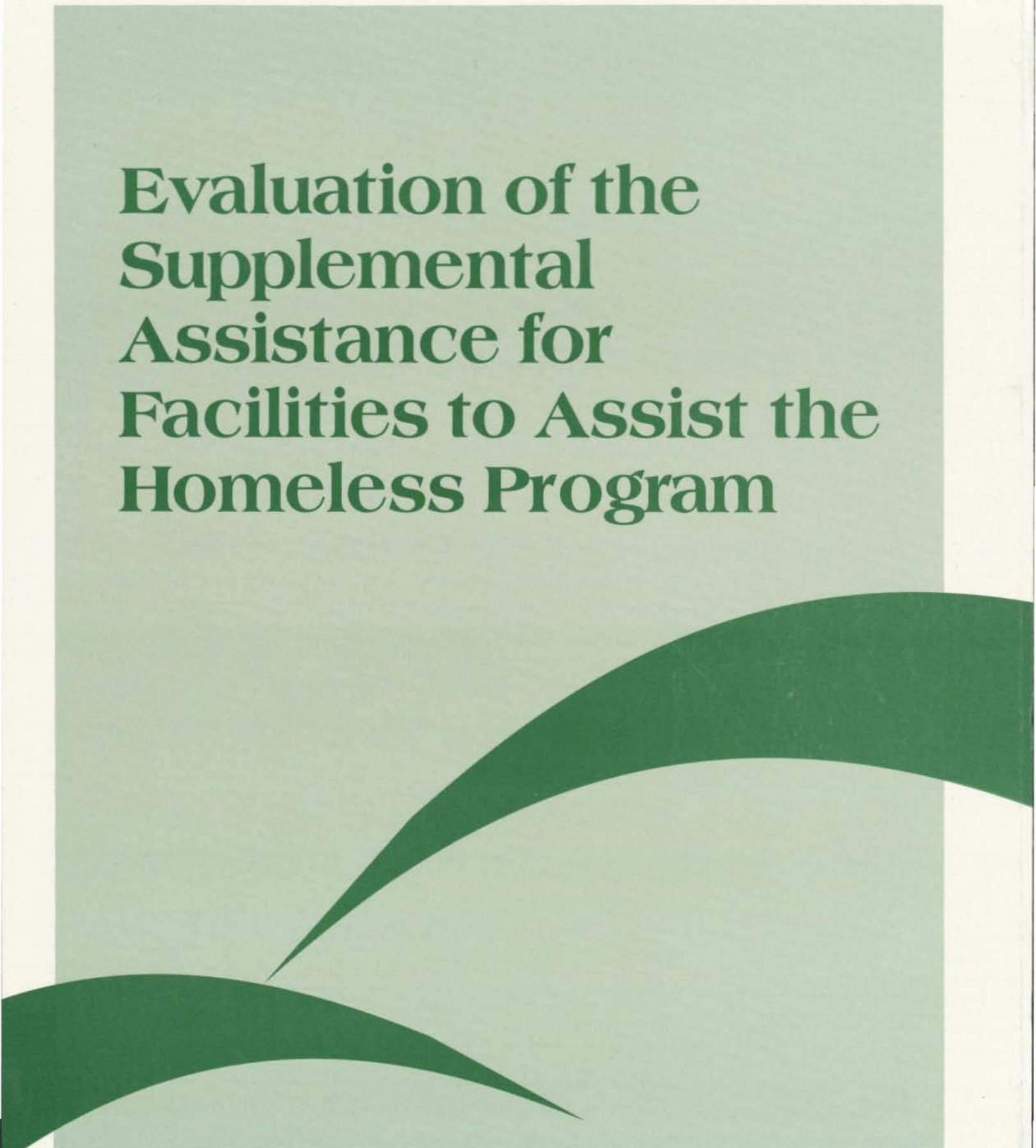


# Evaluation of the Supplemental Assistance for Facilities to Assist the Homeless Program

The background of the cover features a large, light green rectangular area. Below this, there are two large, dark green, curved, leaf-like shapes that overlap each other and the light green area, creating a stylized, organic design.

# **Evaluation of the Supplemental Assistance for Facilities to Assist the Homeless Program**

Prepared for:  
Office of Policy Development and Research  
U.S. Department of Housing and Urban Development

Prepared by:  
The Urban Institute

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The contents of this report are the views of the contractor and do not necessarily reflect the views or policies of the Department of Housing and Urban Development or the U.S. Government.

## FOREWORD

In response to the national tragedy of homelessness, Congress passed the Stewart B. McKinney Homeless Assistance Act of 1987 and has amended and strengthened it several times. There are 36 McKinney Act and other homeless-specific programs, administered by 17 Federal departments and agencies. The Department of Housing and Urban Development administers six of the new programs, which comprise nearly one-half of the total McKinney appropriations.

In parallel with administering its McKinney programs, the Department initiated evaluations of the four largest ones. This report, *Evaluation of the Supplemental Assistance for Facilities to Assist the Homeless Program* (SAFAH), is the first completed evaluation. Reports on the Emergency Shelter grants program and the Supportive Housing Demonstration grants program will be completed by the fall of 1993. A report on the Shelter Plus Care grants program is underway, with preliminary findings expected in the spring of 1994.

The SAFAH program was created to supplement assistance provided under other Federal homeless programs and to support innovative homeless assistance initiatives. To be as useful as possible, eligible SAFAH activities were broadly defined and grants were awarded competitively to support well-designed projects. In 1993, in a step toward simplification, the SAFAH program was merged with the Supportive Housing Demonstration program to create the Supportive Housing program, which combines the flexibility of SAFAH funds with support for innovative homeless activity.

This evaluation of the 1987 and 1990 grant awards examined 65 grants that supported 110 projects and assisted 36,000 persons annually, including 10,200 families with 24,800 members. Total SAFAH funding for the 2 years was \$25.8 million. Grantees provided another \$50 million in matching funds.

While 34 percent of the dollars were spent on acquisition and rehabilitation of housing, a larger amount (43 percent) was spent on supportive services. The monies used for housing created 950 shelter units containing approximately 2600 beds. Just 30 percent of the beds were in emergency shelters, while 70 percent were for transitional or permanent housing.

The evaluation found that the grantees, largely nonprofits, possessed considerable skill in housing and/or services for the homeless. More than a third used the SAFAH flexibility to attempt innovative approaches to homelessness.

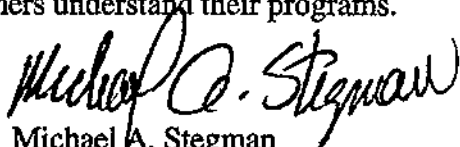
Most importantly, the evaluation provides some of the first insights into the way that providers of housing and/or services address homeless needs, as well as preliminary data on homeless recovery (indicated by the securing of permanent housing following SAFAH assistance). The data on homeless recovery are based on estimates by SAFAH project case managers and include no follow-up contacts with program participants to confirm the housing placement or its permanence.

The first significant finding is that almost all projects followed a client-focused model in which case managers worked with a homeless individual or household to develop a recovery plan defined by the client. The case manager assisted the client by linking him/her with supportive services, most of which were provided on site. A majority of projects provided multiple services, including individual and family support (e.g., family counseling and child care), capacity-building assistance (e.g., pre-vocational training and job placement) and health services (e.g., primary care and substance-abuse counseling).

Of the residential program clients whose destinations were known to project staff, more than half moved to permanent housing, approximately 20 percent went to live with family or friends, and 20 percent stayed in the homeless shelter system. The success rate for securing permanent housing was significantly higher for households that completed a residential program; nearly 70 percent of the families and 60 percent of the individuals found permanent housing. In contrast, only 30 percent of those who did not complete a program found permanent housing.

Several factors appear to correlate positively with successful homeless recovery, including reestablishment of a client's self esteem, improvement of coping skills for managing crises, enhancement of living and working skills, and reinvolvement with the surrounding community, particularly learning how to use available resources effectively.

Special thanks are owed to all of the 1987 and 1990 SAFAH grantees and project directors who generously shared their time and insights to help others understand their programs.



Michael A. Stegman  
Assistant Secretary for  
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## TABLE OF CONTENTS

### Executive Summary

Program Characteristics .....	i
Project Services and Facilities .....	ii
Client Characteristics .....	iii
Client Outcomes .....	iv
Program Support for Innovative Projects .....	v
Program Implementation .....	v
Policy Observations .....	vi

### CHAPTER 1 - Introduction

Report Objectives .....	1.1
Data and Methodology .....	1.1
Levels of Analysis .....	1.3

### CHAPTER 2 - Characteristics of SAFAH Grantees and Projects

Grantee Organizations .....	2.1
Grantee Length of Service, Facility Operation, and Service Scope .....	2.3
Characteristics of SAFAH Projects .....	2.8
SAFAH Project Awards .....	2.9
SAFAH Project Types .....	2.9
Sources of Project Funding .....	2.11
SAFAH Project Activities .....	2.13
SAFAH Project Supportive Services .....	2.17
Physical Facilities Supported by SAFAH Funds .....	2.23
Summary .....	2.28

### CHAPTER 3 - SAFAH Program Outcomes

Clients Served by SAFAH Projects .....	3.1
Numbers and Characteristics of Clients Served .....	3.1
SAFAH Program Client Outcomes .....	3.8
SAFAH Support for Program Innovations .....	3.16
Project Implementation Issues .....	3.21
Project Execution Issues .....	3.21
Continuation Funding .....	3.22
Summary .....	3.24

## **CHAPTER 4 - Policy Observations**

Grantee Observations . . . . .	4.1
Is Innovation an Important Selection Criterion? . . . . .	4.1
What Types of Programs Should be Funded? . . . . .	4.2
Which Level of Government Should Select Projects? . . . . .	4.3
Additional Observations by Grantees . . . . .	4.3
Observations by HUD Field Office Staff . . . . .	4.4
Consolidation of SAFAH and the Supportive Housing Demonstration Program . . . . .	4.4
Summary . . . . .	4.5

## **APPENDICES**

Appendix A - Legislative History	
Appendix B Table B.1 - SAFAH Grantees	
Appendix B Table B.2 - SAFAH Projects by Type	
Appendix B Table B.3 - SAFAH Project Services Provided On Site	
Appendix B Table B.4 - SAFAH Project Services Receiving SAFAH Funding	
Appendix C - SAFAH Project Abstract Form	

## **EXECUTIVE SUMMARY**

The McKinney Act of 1987 authorized the Supplemental Assistance for Facilities to Assist the Homeless (SAFAH) Program to support local homeless programs and projects. Congress intended the program to supplement assistance provided under other federal homeless programs, and to support innovative homeless assistance initiatives. In SAFAH's first two funding rounds, fiscal years 1987 and 1990, the U.S. Department of Housing and Urban Development (HUD) awarded 65 grants totalling \$25.8 million. This study examines the results of those expenditures.

One of the SAFAH program's distinguishing features was its flexibility. With few restrictions, the program could support a variety of homeless facilities, including those providing emergency shelter, transitional housing, permanent housing, and services not tied to a residential facility. The program also could fund a wide range of eligible expenses, including property acquisition and rehabilitation, operating expenses, and supportive services costs. This report examines how grantees chose to use this program: What kinds of facilities and activities were funded? What types of facilities were developed? What kinds of services were provided to clients?

This study also examines program outcomes: What kinds of clients did the program assist? How many clients served by residential facilities--emergency shelters or transitional housing--went on to obtain their own permanent housing units after departure? Did the program foster innovation in local homeless shelters or in services delivery? What difficulties did grantees face throughout project implementation?

HUD contracted with the Urban Institute to answer these and other questions about the SAFAH program. This analysis is based on information drawn from grant applications, grantee verification and update of project information, semi-structured telephone discussions with grantee staff, and on site interviews at 21 SAFAH-funded projects. The analysis was conducted only for the first two funding rounds (1987 and 1990); grants from subsequent rounds in FYs 1991 and 1992 are not included. After the fourth funding round, the program was folded into the Supportive Housing Program.

### **Program Characteristics**

The SAFAH program did not earmark funds for particular types of homeless assistance projects and, therefore, grantees could propose a wide range of projects for



funding. Moreover, the program accepted applications from both public and nonprofit sector homeless assistance providers. As a result, the SAFAH program funded multiple types of homeless projects and agencies. Below is a summary of the characteristics of the 65 SAFAH grantees, and the 110 individual projects they sponsored.

- Nonprofits comprised the majority of grantees, accounting for 69.2 percent of all grantees, compared to 30.8 percent for public agencies.
- Grantees appeared to be highly experienced. Prior to grant award, 61.5 percent had provided homeless shelter or services for more than 5 years; 84.6 percent had operated some kind of residential homeless facility.
- The majority of SAFAH funds supported transitional or permanent housing projects. 66.1 percent of SAFAH dollars supported this type of project, 20.9 percent supported emergency shelter projects, and 13 percent funded supportive service projects not directly tied to a residential facility.
- The SAFAH program awarded up to 20 percent of project selection points based on the commitment of matching funds: non-SAFAH funding sources contributed 66 percent of the \$73.2 million in total project costs. Of the matching amount, federal sources contributed 15 percent, states and localities, 56 percent, and private sources, 30 percent.
- Grantees most often chose to use SAFAH funds for non-capital expenses. 43 percent of program dollars funded supportive services, 23.2 percent covered operating costs, and 33.8 percent paid for capital costs of acquisition or rehabilitation.
- Grant funds fully or partially supported most project staff positions. SAFAH funds covered salary costs of 70 percent of all full-time project positions (256 of 366 full-time staff).

### **Project Services and Facilities**

Funds awarded by SAFAH supported the creation of physical facilities and covered supportive services costs, including services provided directly by grantees at the SAFAH project facility, or arranged for clients through referral to outside service providers. Below are the principal findings from analysis of SAFAH project facilities and services:

- Services most frequently provided for clients--those services provided or arranged by more than 50 percent of grantees--included case management, individual and family support (e.g., child care and family counseling), capacity building assistance (e.g., prevocational training and job placement), and health services (e.g., primary care and substance abuse counseling).

- Services most frequently provided to clients also tend to be provided on-site. Taking only the group of services most likely to be provided on-site, emergency shelter projects provided these services on-site more often than did transitional and permanent housing projects; 83.9 percent of emergency shelter projects compared with 76.8 percent of transitional and permanent housing.
- The program created a total of 950 units (or living "spaces" including rooms, self-contained apartments, or dormitory areas). Of these, 778 were transitional or permanent housing units and 172 were emergency shelter units. Of a total 2,620 beds supported by the program, 1,868 were in transitional or permanent housing and 752 were in emergency shelters.
- Transitional and permanent housing projects contained higher average numbers of units but fewer beds per unit than did emergency shelter projects. Transitional projects averaged 14.4 units per project, 2.5 beds per unit; emergency projects averaged 6.6 units per project, 4.4 beds per unit.
- Buildings adapted from other uses comprised a substantial percentage of project building types: conversions of convents, schools, and other facilities accounted for 44 percent of emergency shelter project buildings, 37.7 percent of transitional and permanent housing buildings, and 50 percent of non-residential facilities.

### **Client Characteristics**

Project sponsors reported on the numbers of clients served and on their household, ethnic, age, and special needs characteristics. Analysis of these data yielded the following principal findings:

- SAFAH project sponsors estimated that they served approximately 36,300 persons annually, including 11,500 unaccompanied individuals and 24,800 family members (in 10,200 families). That is, unaccompanied individuals accounted for 34 percent of persons served and family members accounted for 66 percent.
- Of the estimated 36,300 persons served by SAFAH projects, annually, 22,100 (60.9 percent) received both housing and services and 14,200 (49.1 percent) received services, only.
- Transitional and permanent projects served mostly families, while non-residential projects served mostly unaccompanied individuals: families accounted for 67.6 percent of transitional and permanent housing clients, 51.5 percent of emergency project clients, but only 26.1 percent of clients served by non-residential projects.

- Non-Hispanic whites comprised the highest percentage of clients served. Whites accounted for 47.3 percent, African Americans for 38.9 percent, and Hispanics for 10.1 percent of all clients, including unaccompanied individuals and individual family members
- Clients had a wide variety of problems that contributed to their homelessness. The largest single problem was domestic violence which affected 43.6 percent of all clients. Alcohol abuse affected 23.1 percent and drug use 17.6 percent of all clients. Nearly 10 percent suffered from mental illness. Many clients had dual problems.

### **Client Outcomes**

The objective of residential homeless assistance projects was, in general, to provide immediate shelter to residents, to assist clients in making the transition to their own permanent housing units, and in a few cases, providing permanent housing. Grantees funded by SAFAH provided research staff with information on the types of housing obtained by clients on departure from a residential facility. Major findings include:

- Program staff estimated that of residential program clients with destinations known to them, more than half obtained their own permanent housing unit upon departure from a facility; 54 percent resided in their own unit after departure, while 19 percent moved in with family or friends, and 20 percent remained in the shelter system.
- Overall, transitional housing clients found housing units more frequently than did emergency shelter residents. 63 percent of transitional housing residents resided in their own permanent housing unit after departure, versus 49 percent of those leaving emergency shelters.
- According to program staff, families obtained a permanent housing unit more often than did individuals after departing either a transitional or emergency facility. Families departing transitional housing left for their own unit in 71 percent of cases, the corresponding figure for individuals was 38 percent. Families departing emergency shelters left for their own unit in 51 percent of cases compared with 44 percent of individuals.
- Completion of a residential program (either by meeting personal goals agreed upon with program staff, or by remaining in residence throughout the allowable residence period) affected rates at which permanent housing was obtained on departure. 68 percent of families that completed an emergency shelter program found permanent housing, compared to 27 percent that withdrew voluntarily, and 5 percent that were dismissed.

- Completion of a residential program also mattered for individuals, 60 percent of those who completed an emergency shelter program obtained their own unit after departure, compared to 27 percent of those who left voluntarily and 10 percent of those who were dismissed.
- Families departing transitional housing for their own unit did not receive subsidies as frequently as those leaving emergency shelters; 67 percent of families departing emergency shelters for their own unit resided in subsidized housing, while only 32 percent of families departing transitional housing did so. Individuals departing emergency shelters occupied subsidized units 46 percent of the time, while 57 percent of those departing transitional units received subsidies.

### **Program Support for Innovative Projects**

One of Congress' intents for the SAFAH program was to support local innovation in homeless shelter and services provision. The Urban Institute, with the help of an outside panel of homeless assistance experts, devised a criterion of innovation and a set of innovation categories and applied them *post facto* to the projects awarded SAFAH grants.

- The panel defined innovation as "projects or programs that attempt to overcome commonly encountered barriers to homeless shelter or services provision," which included the following categories: (1) attempts to forge linkages among providers, (2) efforts to integrate services through co-location and other methods, (3) improvements to the delivery of particular types of service, (4) efforts to provide aftercare to formerly homeless clients, and (5) efforts to build a sense of community within homeless facilities.
- Over half of the grantees sponsored projects deemed potentially innovative by the panel. 35 of 65 grantees (or 54 percent) sponsored nationally innovative projects. Of the projects for which a determination of innovative quality could be made, 35 percent were deemed potentially innovative (35 of 99).
- Innovative projects were spread across a broad range of sponsor types (nonprofit or public), and project types (emergency shelter, transitional, or non-residential).

Projects deemed potentially innovative based only on their newness to a particular locality were not considered innovative for the purposes of this study, although HUD considered them innovative when choosing them.

## **Program Implementation**

All SAFAH grantees faced the task of creating shelters or other residences and/or devising methods for delivery of social services to clients. By their own account and according to their own standards, most grantees implemented their projects smoothly, and few attributed what difficulties they did experience to the structure of the SAFAH grant program.

- Few grantees encountered implementation problems. Those problems most commonly encountered were: delays in site acquisition or building rehabilitation (20 percent of grantees); staff turnover or difficulty filling positions (20 percent of grantees); and difficulty raising financial matches (15.4 percent of grantees).
- Grantees encountered community opposition relatively infrequently. Only 7.7 percent (5 of 65 grantees) faced this obstacle to project implementation.
- Most grantees managed to secure follow-up funding once they had fully expended their SAFAH grant fund. Only 5 of 82 projects (6.1 percent) with SAFAH grant periods that had ended by the time of data collection had cut back or discontinued their projects for lack of follow-up funds.

## **Policy Observations**

Support for innovative projects was a major objective of the SAFAH program. Research staff asked grantees to comment on the need for a program of this kind. Researchers also asked grantees if assistance should be limited to particular types of homeless projects, and which level of government--federal, state, or local--they felt should select projects for funding. Of the 65 grantees, only a subset responded to questions on program focus and administration. There was no way to conclude whether non-respondents favored or disapproved of one or another policy direction, which limits policy interpretations.

- Grantees were divided on the need for an innovative grants program. Twenty-nine supported a program emphasis on innovative projects, citing among other factors, a continued need to find new ways to assist a difficult-to-serve population and the reluctance of most funders to support untried approaches. Twenty-six grantees responding did not support a program focus on innovative projects, citing such factors as a need to sustain on going assistance to basic program models.
- Grantees seemed to favor limits on program eligibility. Twenty-five believed the program should target particular types of projects or clientele.

Fourteen grantees felt the program's unrestricted funding should be retained.

- Twenty-six grantees supported a continued federal role in selection of local projects for funding, 12 grantees preferred project selection by states, 10 preferred selection by local governments, and 4 did not indicate a preference for selection by any one level of government.

Legislation in 1992 consolidated the Supportive Housing Demonstration Program (SHDP) and SAFAH into the new Supportive Housing Program. This new program retains most SAFAH and SHDP features, including support for multiple types of activity and the use of innovation as a criterion for project selection.

## **CHAPTER 1 INTRODUCTION**

The Supplemental Assistance for Facilities to Assist the Homeless (SAFAH) program was one of several initiatives authorized by the McKinney Homeless Assistance Act of 1987, the first comprehensive homeless assistance legislation in the United States. The legislative intent of the SAFAH program was to support particularly innovative programs to meet immediate and long-term needs of homeless persons, and to supplement assistance provided under other McKinney Act programs (see Appendix A for a legislative history of the SAFAH program, and a list of all McKinney Homeless Assistance Act programs).

### **Report Objectives**

This report describes the SAFAH program's role in support of local homeless assistance efforts and examines the outcomes of SAFAH-funded projects. Specifically, this report:

- Describes SAFAH grantees and projects, including characteristics of grantees, project types and activities, services, and types of facilities (see Chapter 2);
- Reports the numbers of clients served, their characteristics, and their post-project housing circumstances; examines the program's support for homeless housing and service innovation; and reviews implementation issues faced by grantees (see Chapter 3); and
- Summarizes grantee recommendations for homeless program design (see Chapter 4).

### **Data and Methodology**

Information in this report draws from reviews of legislative and regulatory documents, application file content analysis, grantee updates of project descriptions, telephone discussions with grantees and HUD Field Office staff, and visits to 21 SAFAH sites.

Grant applications provided data on award recipients and their SAFAH-funded projects. Urban Institute staff collected application data for all 65 grants made in the first two funding rounds: 45 FY 1987 grants and 20 FY 1990 grants. (See Appendix B

Table B.1 for a list of grantees, award amounts, and fiscal year funded.) The Congress did not appropriate funds for SAFAH for FY 1988 and FY 1989. (Appendix A provides more detail on the legislative history of the program.) To new to be evaluated in this research, grants made in FY 1991 and FY 1992 are not included in this report.

Individualized project descriptions were then sent to the recipient organizations for correction and update. Updates of project descriptions were obtained for 59 grants, a 91 percent response rate.<sup>1</sup> Application data and updated project descriptions make up the Grantee Abstract Database (see Appendix C for the abstract form used to update project descriptions).

Grantees were asked to provide information on client outcomes as they updated project descriptions. Unfortunately, not all grant recipients collected client information, and among those that did, record quality and level of information detail varied greatly across organizations. Therefore, client characteristics and post-project destination data should be considered as estimates only.

Researchers augmented information on project characteristics through semi-structured telephone discussions with grantee and HUD Field Office staff. Urban Institute researchers first asked grantees to clarify or complete parts of their project descriptions, then discussed program implementation. Grantees were asked why they chose to apply for SAFAH funding, what types of problems they encountered in starting or expanding their programs, and what SAFAH accomplished. Ninety-three percent (55) of the grantees who updated their project descriptions were contacted by telephone. In several cases where more than one organization participated in a SAFAH project, Urban Institute staff discussed the project with multiple respondents. These discussions elicited grantee opinions on the importance of innovation and other funding criteria, the level of government that should select projects, and possible future directions for the program.

HUD Field Office administrators of McKinney Act programs also were contacted to discuss the SAFAH program. These exchanges yielded additional detail on SAFAH

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<sup>1</sup> Several recipient organizations were unable to update their project descriptions due to prolonged illness or departure from the program of a key staff member. The six grantees without updated abstract data accounted for \$3,221,661 in SAFAH funding (8 percent of funds awarded), and involved 27 individual SAFAH projects including 9 non-residential, 6 emergency shelter, and 12 transitional or permanent housing projects.



grants within particular field office jurisdictions, and recommendations for future operation of SAFAH and other homeless assistance programs.

To determine whether SAFAH promoted innovation in homeless assistance--a congressional program objective--Institute staff devised categories of innovation, selected potentially innovative projects for further research, and conducted site visits to discuss project design and implementation with local agency staff. Researchers applied criteria for innovation to SAFAH projects *post facto*. Because no commonly accepted criteria exist to evaluate the innovative quality of homeless assistance projects, Institute staff defined innovative projects as those that attack barriers often encountered in serving homeless persons. The Institute then convened a panel of five homeless program practitioners to review and agree on a set of criteria, and devise categories of projects based on the barriers to service they attempted to overcome. The panel also recommended projects for further research. Members of the expert panel and their affiliations were: William Ballou, The Centerplace, Columbia, South Carolina; JoAnne Kane, McCauley Institute, Silver Spring, Maryland; A. Michael Klein, Salvation Army, St. Louis, Missouri; Phil Pappas, Community Human Services, Pittsburgh, Pennsylvania; and Tony Russo, CONSERVE, Washington, D.C.

Senior Urban Institute researchers visited 16 SAFAH program sites recommended by the panel, and documented innovative activities in those sites. They visited an additional 5 sites that encountered implementation problems -- as indicated by project delay, change in project site, or other problems acknowledged by project staff in telephone discussions.

This study did not attempt to collect information on characteristics of projects operating prior to receipt of SAFAH funds for expansion. For these projects, analysis is confined only to the portion of projects funded by SAFAH and by other funds that supported the SAFAH investment.

### **Levels of Analysis**

Most SAFAH awards funded individual organizations to operate one project at one site, but SAFAH also funded joint sponsors of single projects, or one or more agencies to operate multiple projects (ten of the 65 grants funded multiple projects; see Appendix B Table B.1). To clearly describe the types of projects funded and the uses of SAFAH

monies, this report analyzes the SAFAH program on two levels, the grant level and the project level (the term "project" refers to a separate group of activities generally aimed at the same clientele).

Analysis at the grant level allows a consideration of project "packages" funded by SAFAH. It is useful for looking at the characteristics of sponsoring organizations, for eliciting comments on program successes and difficulties, and for obtaining general recommendations about the program. Many of the results presented in Chapter 3 and the grantee recommendations in Chapter 4 are based on analysis conducted at the grant level. The 65 grants discussed in the text tables include all grants made in 1987 and 1990.<sup>2</sup>

Examination of individual projects allows a comparison of similar types of activities, and facilitates analysis of clients assisted, funds spent, services provided, facilities operated, and funding allocations. Most of the tables in Chapter 2 were prepared from data reported at the project level. The 65 grant awards supported 110 projects.

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<sup>2</sup> One grantee--Lafayette House in Joplin, Missouri--received a grant in each of FY 1987 and FY 1990; it is thus counted twice at the grant level

## **CHAPTER 2**

### **CHARACTERISTICS OF SAFAH GRANTEES AND PROJECTS**

This chapter describes the organizations awarded grants in FY 87 and 90 under the SAFAH program and the projects they sponsored, and attempts to answer questions central to any program: Who participates? What gets funded? The chapter contains two major sections. The first discusses grantee organizations including types of participating agencies, their primary missions, length of service to homeless persons, and types of facilities operated and services provided prior to receipt of SAFAH funds (this discussion is based on information from all 65 grantees). The second section examines the 110 projects sponsored by these grantees, including amounts and sources of project funds, types of projects funded, and the staffing, supportive services, and physical facilities supported by program grants (this discussion is based on subsets of projects for which information was available, as noted in each table).

#### **Grantee Organizations**

With enactment of the McKinney Act in 1987, the federal government dramatically increased its support for local providers of homeless housing and supportive services. These local providers were government and nonprofit agencies, including nonprofit agencies with religious affiliations. Nationwide, organizations ranged from those providing shelter and services to homeless populations generally, to those concentrating on particular types of problems or clients. The first part of this section describes the types of agencies that were awarded grants under SAFAH as defined by government or nonprofit sector status and program emphasis.

The second part of this section describes grantee length of service to the homeless, the facilities they operated, and the services they provided prior to receipt of SAFAH awards. Length of service and facility operation can be considered indirect indicators of organizational capacity to deliver homeless housing and supportive services. These indicators should be interpreted cautiously; short of detailed review of institutional and staff expertise or consistent application of project performance standards, capacity assessment can only be indirect and imprecise (data limitations prompted use of these imperfect indicators).

**TABLE 2.1**  
**Types of SAFAH-funded Agencies**

Agency Type	Grants		Projects		Total Funds	
	Number	Percent	Number	Percent	Amount	Percent
Sectarian non profit	6	9.2%	6	5.5%	\$2,950,045	11.4%
Secular non profit	39	60.0%	44	40.0%	\$13,016,189	50.4%
Government	20	30.8%	60	54.5%	\$9,861,984	38.2%
Total	65	100.0%	110	100.0%	\$25,828,218	100.0%

Source: Grantee Abstract Database

Most of the grantees funded in the first two SAFAH rounds were secular nonprofit organizations; these received about half of funds awarded. As shown in Table 2.1, secular nonprofits received 39 of the 65 grants (60 percent), government agencies obtained 20 grants (30.8 percent), and the remaining 6 grants went to religiously affiliated non-profits. Of a total \$25.8 million in grant support, secular nonprofit agencies received \$13.0 million, or about half of grant funds awarded, government agencies received 38.2 percent of funds (\$9.9 million) and sectarian groups, 11.4 percent.

A small number of grant recipients supported multiple projects from single grant awards; 6 of the 20 funded government agencies did so, as did 4 of the 39 secular nonprofits. Table 2.1 shows that the 20 government agency grants funded a total of 60 projects, an average of 3 projects per grant. However, three grantees--the City of Boston, the Commonwealth of Pennsylvania, and the State of Vermont--accounted for most of the projects funded through this kind of "bundling" arrangement; three grants to these governments supported a total of 38 individual projects. No other government or nonprofit grantee funded more than 4 projects in this way.

If government agency sub-recipient organizations are included in the project and funding distributions in Table 2.1, the proportion of projects operated by both secular and sectarian nonprofit organizations increases, as does the share of funds allotted to projects they sponsor. At the sub-recipient level, secular and sectarian nonprofits operated 42 of the 60 projects funded by public agency grantees (not shown). In combination, secular non-profit grant recipients and sub-recipients operated approximately 72 percent of all projects and received almost two-thirds of grant funds

awarded. Religiously-affiliated grant recipients and sub-recipients operated a combined total of about 12 percent of all projects, and received 16 percent of all SAFAH funds.

Grantees funded by SAFAH reflected the diverse purposes pursued by homeless assistance providers. Table 2.2 reports the share of grantees that indicated one or more of the listed items as their "primary mission."<sup>3</sup> The table classifies organizational mission, or purpose, by housing type, services (including services defined by client type--e.g., veterans--or problem type--e.g., substance abuse), and "other" activities consisting of advocacy and community action.

Grantees most often reported emergency shelter provision as a primary mission (61.5 percent of grantees) compared to other housing-related purposes, though almost half (47.7 percent) claimed an emphasis on transitional housing. Relatively few organizations reported provision of low-income housing as an organizational purpose (27.7 percent).

Half of grantees (50.8 percent) noted an emphasis on family services, the service category most often reported as a primary mission. Other services directed to particular types of client included women's services (40 percent of grantees) and youth services (36.9 percent); few organizations accorded primary attention to veterans (7.7 percent). Several types of organizational purpose were more often represented in 1990 compared to 1987. Specifically, the percentage of grantees claiming an emphasis on homeless advocacy (17.8 percent in 1987) and mental health services (13.3 percent in 1987) increased dramatically in 1990, in both cases to 45 percent.

### ***Grantee Length of Service, Facility Operation, and Service Scope***

As a group, SAFAH-funded grantees appeared to possess considerable capacity to undertake the projects they proposed for funding based upon two indicators--length of service to homeless persons and management of multiple facilities. This conclusion is supported by their record after grant receipt: few projects encountered difficulty throughout implementation (see Chapter 3).

Ideally, grantee capacity should be defined as the ability to effectively and efficiently deliver homeless housing and supportive services. The best measures of capacity are those that measure organizational effectiveness or efficiency directly; for

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<sup>3</sup> "Primary mission" was not defined; grantees simply were asked to check which of the listed items they felt applied to their organization.

**TABLE 2.2**  
**Primary Mission of Grantees**

Primary Mission	All Grantees		1987 Grantees		1990 Grantees	
	Number	Percent	Number	Percent	Number	Percent
<i>Housing Assistance</i>						
Emergency shelter	40	61.5 %	27	60.0 %	13	65.0 %
Transitional housing	31	47.7	20	44.4	11	55.0
Low-income housing	18	27.7	12	26.7	6	30.0
<i>Services Provision</i>						
Family services	33	50.8	21	46.7	12	60.0
Women's services	26	40.0	18	40.0	8	40.0
Youth services	24	36.9	17	37.8	7	35.0
Other services	22	33.8	15	33.3	7	35.0
Substance abuse services	21	32.3	14	31.1	7	35.0
Mental health care	15	23.1	6	13.3	9	45.0
Veteran services	5	7.7	4	8.9	1	5.0
<i>Other Activities</i>						
Homeless advocacy	17	26.2	8	17.8	9	45.0
Community action	14	21.5	9	20.0	5	25.0
Total grantees	65		45		20	

Source: Grantee Abstract Database

example, by the number or percentage of clients placed in stable permanent housing and at what cost. Data and cost limitations prevented this research from measuring grantee capacity directly (see the client outcomes analysis for grantee SAFAH projects in Chapter 3). However, capacity was indirectly inferred. Though by no means ideally suited to the purpose, the two capacity indicators--length of service and management of multiple facilities--are as close to valid measures of capacity as the data will allow. In addition, these indicators provide important descriptive information on grantee organizational characteristics.

The first capacity measure--length of service to the homeless at the time of grant award--is based on the assumption that continued service to homeless persons over a multi-year period suggests an organization's ability to garner financial support and

**TABLE 2.3****Grantee Length of Service to the Homeless at Time of Grant Award**

Length Service to the Homeless	All Grantees		1987 Grantees		1990 Grantees	
	Number	Percent	Number	Percent	Number	Percent
No previous service	6	9.2 %	6	13.3 %	0	0.0 %
Less than 2 years	4	6.2	1	2.2	3	15.0
2-5 years	13	20.0	10	22.2	3	15.0
More than 5 years	40	61.5	26	57.8	14	70.0
No response	2	3.1	2	4.4	0	0.0
Total Grantees	65	100.0 %	45	100.0 %	20	100.0 %

Source: Grantee Abstract Database

sustain a residential or service program.<sup>4</sup> As shown in Table 2.3, some 62 percent of SAFAH grantees claimed experience in shelter or service provision of more than five years; 82 percent had experience of two years or more. Reflecting an additional three years of experience in assisting homeless persons, the share of SAFAH grantees reporting more than five years of experience increased from 58 to 70 percent between 1987 and 1990.

The second measure--emergency shelter or transitional housing facility operation and management of multiple types of facilities--is based on several assumptions. First, residential facilities operation imposes organizational burdens that service provision alone does not, including those of facilities management and continuous residential supervision. Second, operation of multiple facilities suggests an organization that has successfully expanded (on the assumption that most organizations don't begin with more

<sup>4</sup> Obviously, organizations can survive despite being ineffective or inefficient. Nevertheless, survival can be, and has been, regarded as one measure of competence; small business survival for five years, for example, sometimes is used as an indicator of future capacity to sustain operations. The same holds true for performance of mortgage loans, dependent on the capacity of the borrower to make payments.

**TABLE 2.4**  
**Facility Types Operated by SAFAH Grantees Prior to Grant Award**

Number of Facility Types Operated	Types of Facilities Operated				Number of Grantees in Group
	Emergency Shelter	Transitional Housing	Permanent Housing	Other Facilities	
3	x	x	x	-	1
	x	x	-	x	3
				Subtotal	4
2	x	x	-	-	13
	x	-	x	-	2
	x	-	-	x	3
	-	x	x	-	1
	-	x	-	x	2
				Subtotal	21
1	x	-	-	-	21
	-	x	-	-	4
	-	-	x	-	5
	-	-	-	x	6
				Subtotal	36
0	-	-	-	-	4
				Grand Total	65

Source: Grantee Abstract Database

than one facility) and can absorb the management burden of multi-site and multi-facility operations.<sup>5</sup>

More than four-fifths (84.6 percent) of SAFAH grantees operated some kind of residential facility. Table 2.4 shows the types of facilities operated by SAFAH grantees, including emergency shelters, transitional housing, permanent housing, and "other" facilities, which include day shelters, child care centers, social services centers, and other non-residential facilities. Excluding those grantees that operated no facility (4 grantees)

<sup>5</sup> Data extraction and verification for this research did not include collection of information on multiple facilities operated within a given type; e.g., more than one emergency shelter. Moreover, the quality of facilities management could not be observed.



or operated only a non-residential facility (6 grantees), 55 of the 65 SAFAH grantees managed a residential operation prior to application for SAFAH funds. Two-thirds of grantees operated an emergency shelter facility, half operated a transitional or permanent housing facility.

In addition, a significant minority of SAFAH grantees operated more than one type of facility (including both residential and "other" facilities), and by that criterion may be considered capable. More than one-third (38 percent) of SAFAH grantees operated multiple facility types, including combinations of emergency shelter, transitional housing, permanent housing, and other types of facilities.

In addition to shelter, homeless organizations provide or arrange supportive services for their clients. Prior to receipt of SAFAH awards, grantees provided a broad range of social services to homeless families, often packaged into service programs. Table 2.5 lists 11 categories of services provided directly by grantees to clients or arranged through referral to outside agencies. To capture the breadth of grantee services provided or arranged, grantees are grouped into comprehensive-, modest-, or limited-scope services based on roughly equal groupings of the number of services provided. Grantees classified as offering comprehensive-services offered from 8 to 11 of the services listed; modest-scope grantees offered a smaller range of services, 5 to 7 of those listed. Limited scope grantees offered from 1 to 4 services. "Limited" scope does not imply that clients of these grantees fare worse than those assisted by modest- or comprehensive-scope grantees; organizations can and do specialize in particular types of service.

Almost half (48 percent) of grantees provided or arranged a limited scope of services. These grantees included those that chose to specialize in particular services--child care, for example--and those that could not provide more than a few services because of limited funding or lack of available services in their jurisdictions. One-quarter of grantees provided or arranged comprehensive service packages; and 27 percent provided or arranged modest-scope packages (see Table 2.5).

Comprehensive-scope organizations provide services in addition to the "core" group of services offered by both comprehensive- and modest-scope organizations. Those services that comprehensive-scope organizations were much more likely than modest-scope organizations to provide (differences of 20 percentage points or more) included substance abuse, vocational training, mental health, day shelter, and health services.

**TABLE 2.5**  
**Services Provided or Arranged by SAFAH Grantees**  
**By Grantee Service Scope Prior to Grant Award**

Service Category	Percent of Grantees Providing Listed Service			
	Total	Grantee Service Scope		
		Comprehensive	Modest	Limited
Housing	90 %	100 %	88 %	86 %
Food	65	87	81	45
Case management	58	93	75	31
Life skills	49	73	63	28
Child care	40	60	75	10
Health	40	87	38	17
Day shelter	37	80	25	21
Mental health	36	93	31	10
English--second language	32	47	56	10
Vocational training	28	67	19	14
Substance abuse	28	73	25	7
Number of grantees	65	16	18	31
Percent of grantees	100 %	25 %	27 %	48 %

Source: Grantee Abstract Database

Three of these five services were health treatment-related (substance abuse, mental health, and general health services)--services that require specialized staff competent to diagnose health problems and provide care. The "core" services, i.e., those offered most frequently, included housing, food provision, case management, life skills, child care, and English-As-a-Second-Language; these were the services provided by more than 50 percent of grantees in both groups, and for which provision rates are roughly similar (fewer than 20 percentage points difference).

### **Characteristics of SAFAH Projects**

This section describes characteristics of the 110 projects funded under the 65 SAFAH grants made in fiscal years 1987 and 1990. What types of projects--emergency shelter, transitional housing, and others--did SAFAH fund? On what did project sponsors spend SAFAH grant and other project funds? -- Acquisition and rehabilitation

of facilities, operations, or services? What services were provided or arranged for SAFAH project clients? In what kinds of physical facility did SAFAH projects operate?

### ***SAFAH Project Awards***

In the first two funding rounds, HUD awarded 65 grants totalling \$25.8 million: \$14.98 million in FY 1987, and \$10.85 million in FY 1990 (see Table 2.6). Most grantees and projects were funded in the first round: 45 of 65 grants, and 87 of 110 projects were awarded funds in FY 1987. Though the program's grant maximum was the same in both years--\$1,000,000--average grant size in FY 1990 was considerably higher than FY 1987, as was the per project grant. As shown in Table 2.6, the FY 1987 project average was \$172,000; the corresponding figure for FY 1990 was \$472,000. This difference in average grant size is explained by the larger number of multi-year grants made in FY 1990 compared to FY 1987.

### ***SAFAH Project Types***

The SAFAH Program accepted applications for multiple types of homeless assistance projects. In the first two SAFAH funding rounds, SAFAH grantees most often sponsored projects that provided transitional or permanent housing for their clients. Project sponsors also implemented projects, such as homeless child care facilities, not directly tied to a residential facility.

This evaluation classified projects into three types: (1) emergency shelter and services; (2) other residential services including transitional, permanent, and mixed housing types; and (3) non-residential projects to assist the homeless, primarily through service provision and resource coordination efforts. The distinction between emergency shelter and transitional and permanent housing types resembles the programmatic distinctions made by Congress in the ESG and SHDP programs. These two programs support different homeless assistance objectives. Emergency assistance provides immediate relief to homeless persons and offers basic shelter and services, usually for a short period (one to two months). Transitional housing aims to help homeless persons make the transition from street or shelter to permanent housing, and typically provides support over a longer period (six to twelve months). Because permanent housing assistance was included as part of transitional projects or included extensive supportive services, this type of project is folded into a combined "transitional and permanent"

**TABLE 2.6**  
**SAFAH Program Funding Summary by Fiscal Year**  
(\$ in thousands)

Fiscal Year	N of Grants	N of Projects	SAFAH Funds	Project Average
FY 1987	45	87	\$14,980	\$172
FY 1990	20	23	\$10,848	\$472
Total	65	110	\$25,828	\$235

Source: Grantee Abstract Database

housing category. Most residential projects fit neatly into one or the other of these categories. Where application descriptions of project purposes were unclear, project directors were asked to place their operation into one of the two residential project types.

The third project category, non-residential projects, included efforts to renovate facilities or provide services that were not linked directly to either an emergency shelter or a transitional housing project. This category includes a variety of projects, including resource coordination projects (e.g., centralized intake and referral facilities), single-purpose homeless services projects (e.g., area-wide health services), or multi-service, non-residential projects aimed at a specific clientele (e.g., a "clubhouse" for chronically mentally ill persons). Compared to other HUD-sponsored homeless assistance efforts of the time, funding projects intended to provide community-wide homeless services or build local capacity to coordinate the efforts of multiple homeless assistance providers was unique to SAFAH.

Table 2.7 shows the distribution of projects and funds by these three project types (see Appendix B Table B.2. for a full list of SAFAH projects by project type). A majority of projects (53.3 percent) and SAFAH funds (66.1 percent) supported transitional or permanent housing efforts. Emergency shelter projects accounted for 29.9 percent of all projects funded, and 20.9 percent of SAFAH funds. Non-residential projects comprised 16.8 percent of projects and 13 percent of SAFAH funds.

**TABLE 2.7**  
**SAFAH Program Project Purposes**

Project Type	Projects*		Total Project Costs (\$ thousands)		SAFAH Funding (\$ thousands)	
	Number	Percent	Amount	Percent	Amount	Percent
Emergency Shelter	32	29.9 %	17,065	23.3 %	5,188	20.9 %
Transitional & Permanent	57	53.3	46,183	63.1	16,425	66.1
Non-Residential	18	16.8	9,940	13.6	3,235	13.0
Total	107	100.0	73,188	100.0	24,849	100.0

\* Includes 107 projects (of 110) with total project cost data

Source: Grantee Abstract Database

### ***Sources of Project Funding***

Though SAFAH program did not require grant applicants to match amounts received from SAFAH, up to 20 percent of project selection points were awarded based on the strength of local match commitments. Grantees raised roughly \$2 for every SAFAH dollar awarded. As Table 2.7 shows, SAFAH contributed \$24.8 million to total project costs of \$73.2 million, or 34 percent of total costs. All project types used about the same ratio of SAFAH-to-total project funding.

Other federal programs contributed relatively few matching dollars, although grantees probably understated the amount of federal match. Grantees could identify funds from federal sources reliably if these were received directly, but could not distinguish an ultimate federal source of amounts received from state or local governments. Table 2.8 shows each source's contribution of project matching funds. Federal programs that funded grantees directly (rather than through state and local governments), including those administered by HUD, the Department of Health and Human Services, and other agencies, accounted for 15 percent of non-SAFAH funds. State, local, and private funds made up the bulk of other matching funds. Together, state and local public sector sources (including pass-through of federal funds) contributed 56 percent of matching monies: 32 percent from localities, and 24 percent

**TABLE 2.8**  
**Sources of Project Funding**  
(\$ thousands)

	No. of Projects *	Total Funding **	Share
SAFAH	56	\$13,760	33 %
Non-SAFAH		28,475	67
Total	56	\$42,235	100 %
Sources of Non-SAFAH Funds			
Other federal funds		\$4,374	15 %
State funds		6,731	24
Local funds		9,026	32
Private funds		7,344	26
Other		1,001	4
Total Non-SAFAH		\$28,475	100 %
In-kind contributions		\$2,399	

\* Includes 56 projects (of 110) with funding source data

\*\* Excludes SAFAH funds for administration (\$358,661)

Source: Grantee Abstract Database

from states. Excluding funding from public sector sources--federal, state, and local programs--private funds ("private" and "other" in Table 2.8) amounted to 30 percent of total matching funds. In addition to cash matches, projects received in-kind contributions of donated materials or labor. The cash values of these contributions came to 8.4 percent of total non-SAFAH dollars (not shown).

Table 2.9 shows sources of project matching funds for each project type--emergency shelter, transitional and permanent housing, and non-residential projects. Reliance on private sources of matching monies was roughly similar for emergency shelter (22 percent) and transitional housing projects (23 percent). Non-residential projects garnered more private support, 38 percent of matching dollars. Within public and private sources of matching dollars, reliance on individual sources varied considerably across projects. For example, 67 percent of non-SAFAH funds for emergency shelter projects came from local sources, compared with 7 percent from federal sources. In contrast, only 18 percent of non-SAFAH funds for transitional and

**TABLE 2.9**  
**Sources of Total Project Funding by Project Type**  
(\$ thousands)

	Emergency Shelter			Transitional & Permanent			Non-Residential		
	No of Projects *	Total Funding **	Share	No of Projects	Total Funding	Share	No of Projects	Total Funding	Share
SAFAH	14	\$2,201	28 %	31	\$8,655	34 %	11	\$2,904	32 %
Non-SAFAH		5,645	72		16,686	66		6,144	68
Total	14	\$7,846	100 %	31	\$25,341	100 %	11	\$9,048	100 %
Sources of Non-SAFAH Funds									
Other federal funds		\$402	7 %		\$3,924	24 %		\$48	1 %
State funds		175	3		4,990	30		1,566	25
Local funds		3,787	67		3,079	18		2,160	35
Private funds		1,251	22		3,767	23		2,325	38
Other		30	1		925	6		46	1
Total Non-SAFAH		\$5,645	100 %		\$16,686	100 %		\$6,144	100 %
In-kind contributions		\$752			\$1,437			\$210	

\* Includes 56 projects (of 110) with funding source data

\*\* Excludes SAFAH funds for administration (\$358,661)

Source: Grantee Abstract Database

permanent housing projects came from local sources, but nearly a quarter (24 percent) of funds came from other federal sources. There are no obvious explanations for these differentials.

### **SAFAH Project Activities**

Applicants to the SAFAH program were free to request support for: (1) acquisition and/or rehabilitation of property; (2) project operations, including facility operating expenses and general staff salaries; and (3) supportive services. As shown in Table 2.10, project sponsors in the first two funding rounds allocated funds primarily for "soft" project costs--supportive services and on-going operating expenses. About two-thirds of SAFAH grant funds supported this kind of activity; 43 percent of funds were used to pay for supportive services, another 23.2 percent paid for operating costs. Only about a third of SAFAH monies supported capital costs. Project matching funds were proportionately less likely to pay for supportive services expenses; only 25.9 percent of matching funds were used for this purpose. Because SAFAH project funds could be used to support any

**TABLE 2.10**  
**SAFAH Project Activities, FYs 1987 and 1990\***  
(\$ thousands)

Activity Type	Total		SAFAH **		Matching Funds	
	Amount	Percent	Amount	Percent	Amount	Percent
Acquisition/rehab	\$28,848	42.1	\$7,525	33.8	\$21,324	46.1
Operations	18,131	26.5	5,166	23.2	12,965	28.0
Supportive services	21,542	31.4	9,558	43.0	11,983	25.9
Total	\$68,521	100.0	\$22,249	100.0	\$46,272	100.0

\* Includes 92 projects (of 110) with data on funds use

\*\* Excludes SAFAH funds used for administration (\$659,000)

Source: Grantee Abstract Database

of the indicated activities, this difference suggests that other, non-SAFAH sources of funding were less available for services than for other types of expenses (this inference is supported by comments made by SAFAH grantees about the difficulty of obtaining supportive services funding).

Although grantees used a higher proportion of total project funding for services and operations, as opposed to capital costs, emergency shelter project sponsors primarily funded acquisition and rehabilitation. As shown in Table 2.11, 61.6 percent of total funds used in emergency shelter projects supported capital costs, compared to 37.2 percent in transitional and permanent housing projects, and 33.8 percent in non-residential projects.

Differences in SAFAH grant periods explain part of the difference in use of funds across project types. Table 2.12 presents information on total funding for project activities by grant period and type of project. Overall, and for each project type, the ratio of capital to non-capital expenses declines as grant periods lengthen. Rehabilitation and acquisition costs amount to 78.6 percent of total costs for all projects awarded a one-year grant. Corresponding percentages for grant periods of 18 months to four years, and projects funded for five years or more, are 45 percent and 24.7 percent, respectively. This pattern of declining shares of project funds for capital costs is understandable; almost all costs incurred after project start will consist of services and operations expenses.



**TABLE 2.11**  
**Total Funding for Project Activities by Project Type\***  
(\$ thousands)

Activity	Emergency Shelter		Transitional & Permanent		Non-Residential	
	Amount	Percent	Amount	Percent	Amount	Percent
Acquisition/rehab	\$9,255	61.6 %	\$16,369	37.2 %	\$3,224	33.8 %
Operations	2,395	15.9	11,303	25.7	4,433	46.5
Supportive services	3,374	22.5	16,287	37.1	1,881	19.7
Total	\$15,024	100.0 %	\$44,756	100.0 %	\$9,538	100.0 %

\* Includes 92 projects (of 110) with data on funds use

Source: Grantee Abstract Database

**TABLE 2.12**  
**Total Funding for Project Activities by Grant Period and Project Type\***  
(\$ thousands)

Grant Period/Activity	No of Projects**	Total		Emergency		Transitional & Perm		Non-Residential	
		Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
1 year	47			(20)		(14)		(13)	
Acquisition/rehab		\$14,636	78.6	\$7,717	94.3	\$4,116	68.2	\$2,804	63.6
Operations		878	4.7	350	4.3	402	6.7	126	2.9
Supportive services		3,109	16.7	113	1.4	1,516	25.1	1,480	33.6
Total		\$18,623	100.0	\$8,180	100.0	\$6,034	100.0	\$4,410	100.0
1.5 to 4 Years	30			(7)		(20)		(3)	
Acquisition/rehab		\$4,470	45.0	\$374	26.7	\$3,677	48.7	\$420	42.0
Operations		2,285	23.0	623	44.5	1,483	19.7	179	17.9
Supportive services		3,189	32.0	405	28.9	2,383	31.6	401	40.1
Total		\$9,944	100.0	\$1,402	100.0	\$7,542	100.0	\$1,000	100.0
5 or more years	23			(4)		(18)		(1)	
Acquisition/rehab		\$9,698	24.7	\$1,149	23.8	\$8,549	28.2	\$0	0.0
Operations		14,943	38.0	1,396	28.9	9,419	31.0	4,128	100.0
Supportive services		14,676	37.3	2,288	47.3	12,389	40.8	0	0.0
Total		\$39,318	100.0	\$4,832	100.0	\$30,357	100.0	\$4,128	100.0

\* Excludes SAFAH funds for administration (\$613,834)

\*\* Includes 90 projects (of 110) with adequate data to assess use of project funds by grant period

Source: Grantee Abstract Database

This pattern holds true within project types. Emergency shelter project sponsors with one-year grants earmarked almost all funds (94.3 percent) for rehabilitation and acquisition (Table 2.12). Over a medium term--18 months to 4 years--emergency shelter sponsors allocated 26.7 percent of funds for capital expenses, using the remainder to

fund operations (44.5 percent) and services (28.9 percent). Emergency shelters with 5-year grants used only 23.8 percent of funds for rehabilitation or acquisition expenses. The pattern of decreasing capital cost percentages as grant periods lengthen also characterizes transitional and permanent housing and non-residential project cost profiles, though both project types with medium-term grants are *more likely* than emergency shelter projects to fund capital costs.

Salary expenses typically represent the largest cost item among supportive services expenses, suggesting that SAFAH support for services was an important source of staff support. In addition, salary expenses for program and facility managers can be subsumed under general operating costs. Indeed, a substantial proportion of total full-time staff positions in SAFAH-funded projects were supported by program funds. Table 2.13 shows that SAFAH funds supported, in whole or in part, 256 of 366 full-time staff employed by SAFAH projects, or 70 percent of staff positions. Fully 82 percent of

**TABLE 2.13**  
**Distribution of SAFAH-Supported Staff Positions\***

Position Type	Number of Full-Time Staff	SAFAH-Funded Positions**		Distribution of SAFAH-funded
		Number	% of Full-Time	
Executive	116	71	61.2 %	28 %
Professional	145	119	82.0	46
Support staff	67	42	62.7	16
Other	38	24	63.2	9
Total	366	256	69.9 %	100 %

\* Includes 66 projects (of 110)

\*\* Includes fully and partially supported positions

Source: Granlee Abstract Database.

**TABLE 2.14**  
**SAFAH Support for Project Staff\***

Position Type	Full-Time Staff			Part-Time Staff		
	Number	Percent of Positions SAFAH-Funded		Number	Percent of Positions SAFAH-Funded	
		Fully	Partially		Fully	Partially
Executive	71	35.5 %	64.5 %	8	25.0 %	75.0 %
Professional	119	56.3	43.7	12	25.0	75.0
Support staff	42	40.5	59.5	5	0.0	100.0
Other	24	70.8	29.2	3	33.3	66.7
Total	256	49.2 %	50.8 %	28	21.4 %	78.6 %

\* Includes 91 projects (of 110)

Source: Grantee Abstract Database

professional staff--specialists in case management, residential supervision, family counseling, and so on--were partially or fully supported through SAFAH grants.

Funding from SAFAH grants supported full-time rather than part-time staff. Table 2.14 shows that only 28 part-time staff were supported by SAFAH funds, compared to 256 full-time staff. Of total full-time staff supported by SAFAH program dollars, 49.2 percent were fully supported by SAFAH funds, and 50.8 percent were partially supported. Among full-time staff positions, those of executive staff were least likely to be supported only by SAFAH funds (35.5 percent of executive positions). Staff costs for these positions could be distributed across a number of funding sources. With the exception of a small number of "other" staff, professional positions were most likely to be fully supported by SAFAH dollars (56.3 percent). These staff performed specialized functions that could be directly attributed to program activities funded from SAFAH grants (though it is worth noting that a substantial portion of these positions--43.7 percent--also were supported from multiple funding sources).

### ***SAFAH Project Supportive Services***

Supportive services are a critical component of homeless assistance packages. They are needed to help homeless persons and families acquire the social and economic skills to sustain independent and stable housing arrangements. As noted in Table 2.10

and the preceding discussion, about one-third of total project funding went to supportive services; 43 percent of SAFAH funds were allocated to this purpose.

The tables in this section present data on the services provided directly to project clients or arranged through referral. Services are grouped into nine categories: (1) case management, which includes client service and housing needs assessments, arrangement of services, monitoring client participation in services, and progress evaluation; (2) life skills training, including how to manage money, arrange transportation, and manage households; (3) education, including basic literacy and other services; (4) employment and vocational training; (5) substance abuse counseling and treatment; (6) physical health care; (7) mental health care; (8) family and children's services, including child care, parenting training, and other services; and (9) a group of miscellaneous services including food provision, transportation assistance, and other services.

Table 2.15 shows the percentage of all projects that provide a listed service directly to clients, or by referral to outside providers. Case management was provided almost universally; 87 percent of all projects provided case management, including 100 percent of emergency shelter projects. Other listed services provided or arranged by more than half of all projects can be classified into three groups: (1) basic individual and family support, including housing location assistance, child care, personal or family counseling, money and household management, parenting training, transportation, and food and cooking facilities; (2) capacity-building services, including prevocational training, job placement, and GED preparation; and (3) health services, including substance abuse counseling, primary care, crisis intervention, and psychological counseling. Not easily categorized is follow-up support, offered by 64 percent of projects. This support included services offered after client departure from a residential facility or completion of a non-residential service program. Follow-up support ranges from simple monitoring of client housing and social service needs to continuing to provide clients access to pre-departure supportive services.

In two of the above categories--individual and family support, and capacity building--high frequency of service provision is driven by client need for services, but also by the relative low cost of providing the services listed. For example, household management counseling can be done by staff with only modest prior training, as can prevocational training, which consists of basic guidance on resume preparation, interview

**TABLE 2.15**  
**SAFAH Project Services Provided or Arranged**

	Percent of Projects Providing or Arranging *			
	All Projects	Emergency Shelter	Transitional & Permanent	Non-Residential
Projects reporting	87	27	47	13
Case Management	87 %	100 %	81 %	85 %
Life Skills				
Money management	69 %	63 %	72 %	69 %
Transportation usage	44	56	34	54
Household management	60	56	68	38
Education				
GED	53 %	56 %	51 %	54 %
Basic literacy	44	44	40	54
ESL	26	37	26	8
Early childhood	36	37	34	38
Other education services	8	11	6	8
Employment/Vocational Training				
Job placement	53 %	48 %	55 %	54 %
Pre-vocational training	59	56	62	54
Vocational counseling	47	44	53	31
Specific job training	44	37	47	46
Vocational rehabilitation	37	33	38	38
Sheltered workshop	21	19	23	15
Transitional employment	16	16	17	16
Other training services	5	4	6	0
Substance Abuse				
Substance abuse counseling	62 %	70 %	60 %	54 %
Alcoholics Anonymous	48	52	45	54
Narcotics Anonymous	44	44	40	54
Detoxification	40	37	38	54
Other substance abuse services	7	4	9	8
Physical Health				
Primary care	63 %	48 %	68 %	77 %
Medical screening	47	41	49	54
Prenatal care	41	33	45	46
Rehabilitative care	23	26	21	23
Other physical health services	9	0	11	23
Mental Health				
Personal/family counseling	69 %	81 %	66 %	54 %
Peer group/self-help	61	78	55	46
Crisis intervention	63	74	57	62
Psychological counseling	54	52	53	62
Medication monitoring	29	33	26	31
Psychosocial rehabilitation	23	26	21	23
Psychiatric care	29	26	28	38
Other mental health services	6	7	6	0
Family/Children's Services				
Child care	74 %	81 %	68 %	77 %
Parenting training	51	56	51	38
Babysitting	38	41	32	54
Immunization/screening	36	41	32	38
Parents Anonymous	18	22	13	31
Other family/children's services	9	11	6	15
Miscellaneous				
Housing location assistance	82 %	89 %	74 %	92 %
Follow-up support	64	74	62	54
Food provision	53	56	51	54
Cooking facilities	53	56	62	16
Transportation	61	52	60	85
Staff-prepared meals	37	44	30	46
Entitlement enrollment	47	37	49	62
Other miscellaneous services	43	41	43	46

\* Percentages are rounded to nearest integer  
Source: Grants Abstract Database

skills, and employer expectations for employee attendance, dress, and so on. In contrast, more specialized services were provided less frequently. These included, sheltered workshops or transitional employment, English-As-a-Second Language, and children's immunization. Among health-related services, the pattern is less clear. Specialized health services such as psychosocial or physical rehabilitative care were provided less frequently (by less than 50 percent of providers).

Not all types of projects provide or arrange the listed services with the same frequency. However, the ranking by frequency of individual services within each of the nine service groups shown in Table 2.15 is roughly similar across project types. For example, under employment and vocational training, pre-vocational training and job placement assistance was offered most frequently by all project types, followed by other items on the list. The service offered least frequently in all project types was transitional employment. There are, of course, exceptions to this pattern. For instance, vocational counseling ranked lower in order of frequency for non-residential projects than for other project types.

Project researchers expected to find that emergency shelter projects as a group would provide or arrange services less frequently than transitional or permanent housing projects. Emergency programs aim primarily to provide short-term residence and essential supportive services. Transitional programs aim to prepare their residents for permanent housing and employment. However, SAFAH-funded emergency projects provided services at the same, or higher, rates than transitional and permanent housing projects for 29 of the 49 individual services listed in Table 2.15. This finding suggests only that the two project types offer a similar scope of services. Service intensity and quality may be very different (this study did not collect useful information on frequency of client participation or service quality).

The percentages in Table 2.15 were calculated for services provided directly by project sponsors and arranged through referral. Are the services most frequently provided or arranged--by this definition, "core" services--delivered to clients on site or are clients referred to off-site agencies? Is there a relationship between the frequency of core service provision and SAFAH grant support for the provided service?

To answer these questions, Table 2.16 groups services into quartiles based on percentage of all projects that provide or arrange them. The top quartile consists of those services provided most often by SAFAH-funded projects; the bottom quartile consists of those provided least often. (Appendix B Table B.3 shows the percentage of projects that provide each service on site by project type; Appendix B Table B.4 displays the percentage of projects that fund each service from SAFAH monies). For each quartile, the table shows the average percentage of projects that provided the service and did so on site, and the percentage of projects that provided the service and did so with SAFAH funds

Overall, there is a rough correspondence between service type frequency and on-site service delivery. 54.5 percent of projects providing services in the top quartile offered these services on site, 43.8 percent in the second quartile did so, and 30.1 percent in the third quartile did so. The bottom quartile--services provided least often--departs from this pattern; the services in this group include "other" family support, and health services specially tailored to a particular clientele.

As noted above, those services most frequently offered are those that provide basic family and educational support and are likely to be in high demand; on-site provision helps ensure maximum participation on the part of project clients (referral to off-site services poses considerable risk of attrition). Moreover, these services can be provided by relatively non-specialized staff. Less frequently provided services tend to be specialized, requiring internal staff specialization on the part of the sponsoring organization if they are to be provided on site with project staff. Though specialized services such as child immunization can be provided on site using staff from other facilities, specialized providers often are unwilling to absorb the costs or management problems posed by this kind of out-posting. (Though not shown on the table, a substantial portion of SAFAH-funded services are provided off-site under fee-for-service arrangements.)

Table 2.16 also shows a modest correspondence between service type frequency and SAFAH grant support. The percentage of projects funding services with SAFAH grants declines from the top to the second quartile, but remains fairly constant thereafter. Core services were most often funded from SAFAH monies, and specialized services less often. This can be partly explained by SAFAH support for project staff, as discussed earlier. If indeed these staff tend not to be found in highly specialized

**TABLE 2.16**  
**Supportive Service Type Provision, Location, and SAFAH Support**

Service Type Frequency Quartile (and constituent service types)	Average Percent Of Projects Providing Service	Average Percent of Projects Providing Service Doing So On Site	Doing So With SAFAH Funds
Top Quartile (60-87%) Including Case Management Housing location assistance Child care Money management Personal/family counseling Follow-up support Primary care Crisis intervention Substance abuse counseling Transportation Peer group/self-help Household management	67.9 %	54.5 %	48.0 %
Second Quartile (47-59%) Including Pre-vocational training Psychological counseling Food provision Cooking facilities GED Job placement Parenting training Alcoholics Anonymous Entitlement enrollment Medical screening Vocational counseling	51.3	43.8	29.9
Third Quartile (29-46%) Including Basic literacy Specific job training Narcotics Anonymous Transportation usage Other miscellaneous services Prenatal care Detoxification Babysitting Staff-prepared meals Vocational rehabilitation Early childhood Immunization/screening Medication monitoring Psychiatric care	38.5	30.1	24.9
Bottom Quartile (5-26%) Including ESL Rehabilitative care Psychosocial rehabilitation Sheltered workshop Parents Anonymous Transitional employment Other physical health services Other family/children's services Other education services Other substance abuse services Other mental health services Other training services	14.3	32.8	28.0

Note: Quartiles consist of services grouped by frequency of provision. In parentheses are the percentages of projects that provide a service in that quartile.

Source: Grantee Abstract Database.



disciplines, support for generalist staff implies support for the services those staff can provide.

Data in Table 2.15 showed that emergency shelter projects were at least as likely as transitional and permanent housing or non-residential projects to provide or arrange any of the listed services. Further, emergency shelter projects more often provided services on-site rather than referring clients to off-site providers. Table 2.17 shows the percentage of projects in each project type providing services on site rather than through referral. Services are grouped into quartiles according to the frequency with which they are provided on site. In each quartile, emergency shelter projects were more likely than the other two project types to provide services on site, and this relationship remains as those services less frequently provided on site are compared. In the top quartile, an average 83.9 percent of emergency shelter projects provided services on site; an average 76.8 percent of transitional and permanent housing projects did so. However, in the bottom quartile the difference is slight: an average 8.3 percent of emergency shelter projects provided services on site; 8.6 percent of transitional and permanent housing projects provided the services on site.

Higher frequency of on-site provision of services to emergency shelter clients may mean that project clients are likely to participate more often or over longer periods of time than would be true if they were referred to off-site providers. Client enrollment in services and their attendance can be more easily arranged and monitored by project staff if provided on site. Referral to off site services increases the risk of non-attendance by those disinclined to participate or daunted by travel, child care, or other difficulties.

### ***Physical Facilities Supported by SAFAH Funds***

Project sponsors commonly acquired or rehabilitated buildings to serve as residential facilities or sites for delivery of supportive services. As shown in Table 2.10, property purchase and renovation expenses accounted for 42.1 percent of total project costs, and 33.8 percent of SAFAH expenditures. This section reviews the kinds of facilities supported by SAFAH program funds, including types of buildings, communal facilities, and residential units.

**TABLE 2.17**  
**Supportive Service Location By Project Type**

On Site Frequency Quartile (and constituent service types)	Average Percent of Projects Providing Services & Doing So On Site			
	All Projects	Emergency Shelter	Transitional & Permanent	Non-Residential
Top Quartile (67-94%)	74.8 %	83.9 %	76.8 %	38.4 %
Including				
Cooking facilities				
Staff-prepared meals				
Food provision				
Case Management				
Other training services				
Money management				
Peer group/self-help				
Transportation usage				
Parenting training				
Follow-up support				
Household management				
Other substance abuse services				
Second Quartile (37-65%)	51.6	54.6	49.7	37.4
Including				
Other miscellaneous services				
Housing location assistance				
Other physical health services				
Personal/family counseling				
Child care				
Babysitting				
Crisis intervention				
Pre-vocational training				
Vocational counseling				
Other mental health services				
Other family/children's services				
Substance abuse counseling				
Third Quartile (18-36%)	27.1	32.7	24.7	19.3
Including				
Psychological counseling				
Medication monitoring				
Psychosocial rehabilitation				
Entitlement enrollment				
Other education services				
Job placement				
Immunization/screening				
Primary care				
Medical screening				
GED				
Vocational rehabilitation				
Basic literacy				
Bottom Quartile (0-17%)	8.3	8.3	8.6	7.7
Including				
Sheltered workshop				
Transitional employment				
Prenatal care				
Specific job training				
Parents Anonymous				
Detoxification				
Early childhood				
Alcoholics Anonymous				
ESL				
Narcotics Anonymous				
Rehabilitative care				
Transportation				
Psychiatric care				

Note: Quartiles consist of services grouped by frequency of provision on site for all projects. In parentheses are the percentages of projects that provide a service in that quartile.

Source: Grantee Abstract Database

**TABLE 2.18**  
**Project Building Types**

Building Type	Emergency Shelter		Transitional & Perm		Non-residential*	
	Number	Percent	Number	Percent	Number	Percent
Projects reporting	25	100.0 %	53	100.0 %	10	100.0 %
Adaptive Reuse and Other (see text)	11	44.0	20	37.7	5	50.0
Single-family detached house	10	40.0	14	26.4	2	20.0
Town house/row house	0	0.0	1	1.9	0	0.0
Duplex/triplex	2	8.0	0	0.0	0	0.0
Apartment building	1	4.0	12	22.6	0	0.0
SRO hotel	0	0.0	3	5.7	1	10.0
Not applicable	1	4.0	3	5.7	2	20.0

\* Non-residential buildings are service delivery facilities

Source: Grantee Abstract Database

Table 2.18 shows the types of buildings used to house homeless persons or to deliver services to them. Across all project types, formerly non-residential buildings were the most frequent project building type. For the most part, these were adaptive reuse projects consisting of converted convents, schools, unused public buildings, and warehouses. Such buildings comprised 44 percent of emergency shelter projects, 37.7 percent of transitional and permanent projects, and 50 percent of non-residential projects.

The table also shows that SAFAH emergency shelter projects used single-family detached housing frequently; 40 percent of shelters used this type of property. In contrast, only 26.4 percent of transitional and permanent housing projects used this building type. Twenty three percent of transitional and permanent housing projects used apartment buildings, and 5.7 percent used Single-Room Occupancy (SRO) hotels. As will be noted below, this difference in building type is reflected in the higher average number of units per project in transitional and permanent housing, compared to the average number of units in emergency shelter projects. ("Units" consist of living spaces as defined by grantees. They may be private rooms, wholly self-contained residences, or even dormitory-style arrangements.)

Most permanent housing units for the non-homeless population contain kitchen, dining, shower, and other facilities for the private use of occupants. Residential facilities

**TABLE 2.19**  
**Project Communal Facilities**

	Emergency Shelter		Transitional & Perm		Non-residential	
	Percent Projects	N of Rooms	Percent Projects	N of Rooms	Percent Projects	N of Rooms
Projects reporting	26		54		11	
Kitchens	84.6 %	25	46.3 %	29	18.2 %	2
Dining rooms	84.6	24	37.0	22	18.2	2
Pantries	57.7	18	22.2	14	9.1	1
Living/recreation rooms	88.5	30	48.1	39	27.3	3
Showers	76.9	76	42.6	69	27.3	5
Meeting/counseling rooms	61.5	45	55.6	58	27.3	5
Laundry rooms	76.9	23	61.1	38	45.5	5
Playrooms	65.4	20	38.9	26	9.1	1
Outdoor areas	65.4	20	46.3	28	36.4	4
Offices	69.2	45	38.9	69	18.2	14
Other rooms	61.5	34	42.6	135	18.2	9
Not applicable	11.5	n/a	20.4	n/a	54.5	n/a

Source: Grantee Abstract Database

for homeless persons supported by SAFAH were characterized by facilities for communal use of more than one household. Table 2.19 shows the percentage of projects in each project type that provided communal facilities designed for residents or non-residential project clients. Communal facilities were especially common in emergency shelter projects. For every facility type listed, a higher proportion of emergency shelter projects contained such facilities compared to transitional and permanent housing projects. Because most non-residential projects provided only supportive services or coordinated the work of other service providers, comparatively few offered communal facilities, though almost half of projects offered laundry facilities for those living on the street or in shelters that did not offer this service. Finally, SAFAH project unit types ranged from private, fully-equipped units to shared sleeping spaces. Table 2.20 summarizes unit characteristics of SAFAH projects. The table's top panel shows total units and beds created, average number of units per project, and average beds per unit by project type. In total, SAFAH projects created a total of 172 emergency units and 778 transitional and permanent housing units. Transitional and permanent housing projects averaged 14.4

**TABLE 2.20**  
**Project Residential Facilities**

	Emergency Shelter (N = 26)		Transitional & Permanent (N = 54)*	
Facilities Summary				
Total units	172		778	
Units per project	6.6		14.4	
Total beds	752		1868	
Beds per unit	4.4		2.5	
Unit Distribution				
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Efficiency apartments	1	4 %	141	20 %
One-bedroom apartments	--	--	106	30
Two-bedroom apartments	2	8	135	33
Three-bedroom apartments	--	--	54	22
SRO	10	8	101	15
Shared rooms	127	62	205	39
Dormitories	9	15	19	17
Other	23	27	17	24
Total	172	100 %	778	100 %

\* Includes 51 projects with valid bed count data

Source: Grantee Abstract Database.

units per project compared to a 6.6 unit average for emergency shelter projects. Average number of beds per unit in emergency shelter projects exceeded that of transitional and permanent projects (4.4 beds/unit and 2.5 beds/unit, respectively.) As shown in the bottom panel of Table 2.20, a higher proportion of emergency shelter projects than transitional and permanent housing project contained shared rooms (62 percent versus 39-percent); many transitional and permanent housing projects included multi-bedroom apartments.

What was the capital cost of SAFAH project units? A previous section presented project financial information, including acquisition and rehabilitation costs (see Table 2.9).<sup>1</sup> Calculation of per-unit or per-bed costs using those data can be rough, at best. An indeterminate number of projects used property purchased or otherwise acquired prior to SAFAH grant receipt--costs that are not included in the total project cost figures. Acquisition and rehabilitation expenses also covered the cost of communal facilities and

office space for project staff. Finally, dormitory spaces are counted as a single unit, though they may create a relatively large number of sleeping spaces. However, a rough gauge of facility creation costs (obtained by using the per project average rehabilitation and acquisition cost applied to the average beds per project) reveals average emergency shelter bed capital costs of \$14,714. The corresponding figure for transitional and permanent housing beds is \$8,579. Data analysis does not suggest why these figures should differ.

### **Summary**

The SAFAH program funded multiple types of homeless agencies and projects. Nonprofits without religious affiliations comprised the majority (60 percent) of grantees. Grantees appeared to be highly capable. Prior to the grant award, almost two-thirds had provided homeless shelter or services for five years or more; 84.6 percent had operated some kind of residential facility.

Two-thirds of SAFAH funds supported transitional or permanent housing projects. The SAFAH program did not require a matching funds contribution, although the selection system favored projects that demonstrated a matching funds commitment. Other funding sources contributed 66 percent of total project costs of \$73.2 million. States and localities contributed over half of these other funding sources. Grantees most often chose to use SAFAH funds for non-capital expenses, and grant funds fully or partially supported most project staff positions.

As far as what services and facilities SAFAH funded, "core" services offered to clients by SAFAH grantees included case management, individual and family support, capacity building assistance (e.g., pre-vocational training and job placement), and health services. Of the top quartile of services in terms of frequency of provision on site, 84 percent of emergency shelter projects offered these on site, while 77 percent of transitional and permanent housing projects did so.

Transitional and permanent housing projects contained higher average numbers of units but fewer beds per unit than did emergency shelter projects. Finally, buildings adapted from other non-residential uses comprised a substantial percentage of project building types.

## **CHAPTER 3**

### **SAFAH PROGRAM OUTCOMES**

This chapter reports on the outcomes of SAFAH projects: Who did projects serve? What became of clients after departure from residential programs? Where did project directors find continuation funding after the SAFAH grant period ended? Did the program support innovations in homeless program delivery, and if so, what kinds of innovations? What kinds of problems did grantees face during project implementation?

The client outcomes analysis in this chapter--the destination of clients after program departure--is based on aggregate data reported by SAFAH project sponsors. The coverage and estimated reliability of these data will be discussed later below. Analysis of implementation issues and SAFAH program support for innovative projects is drawn from on-site research and telephone discussions with project directors.

This chapter is divided into three sections. The first section discusses household, demographic, and special need characteristics of clients assisted by SAFAH-funded projects, and then reports on the destination housing of clients after departure from residential programs. The second section examines SAFAH support for innovation in homeless housing and service delivery. The final section reviews implementation issues faced by grantees, and discusses the sources of funding to continue projects after the end of the SAFAH grant period.

#### **Clients Served by SAFAH Projects**

Projects funded by SAFAH served a diverse clientele. This section presents counts of clients served, and their lengths of stay in residential programs, and client household type, race, age, and special need characteristics. It then reports on client outcomes, that is, on the destination of clients after departure from an emergency shelter or transitional housing program.

##### ***Numbers and Characteristics of Clients Served***

Projects supported by SAFAH funds served an estimated total 36,300 persons annually, comprised of 11,500 homeless unaccompanied individuals and 24,800 family members (in 10,200 families). (See Table 3.1). That is, family members represented roughly two of every three clients who were provided a bed and/or social service by a SAFAH-funded project. Of the estimated 36,300 persons served by SAFAH projects,

**TABLE 3.1**  
**Estimated Number of Clients Assisted by SAFAH Projects**  
 (normalized to annual levels)

	N of Projects	Unaccomp. Individuals	Families	
			Households	Individuals
<b>Estimated Total Program</b>	110	11,500	10,200	24,800
Actual reported	71	6,564	6,468	15,430
		50.4%	49.6%	
<b>Emergency Residential:</b>	32	2,700	2,800	8,600
Actual reported	23	1,913	2,034	6,164
		49.1%	50.9%	
<b>Transitional &amp; Permanent</b>	59	2,400	5,100	8,400
Actual reported	39	1,608	3,357	5,557
		32.0%	68.0%	
<b>Non-Residential:</b>	19	6,400	2,300	7,800
Actual reported	9	3,043	1,077	3,709
		73.6%	26.4%	

Source: Grantee Abstract Database.

annually, 22,100 (60.9 percent) received both housing and services and 14,200 (49.1 percent) received services, only.

The figures reported in Table 3.1 are annualized estimates from a subset of SAFAH projects. The subset consists of those projects able to provide unduplicated counts of clients served over a set period for which local program staff collected data. To annualize figures reported for periods other than one year, researchers calculated average lengths-of-stay based on total clients served and bed capacity (for residential projects), or average months of participation as reported by project sponsors (for non-residential projects). To produce program-wide estimates from the subset of projects reporting data, researchers first calculated per project average number of clients served for each project type, then applied these averages to the total number of projects in each type.

Table 3.1 shows that all SAFAH-funded projects assisted roughly equal numbers of unaccompanied individuals and families: 50.4 percent and 49.6 percent, respectively.



**TABLE 3.2**  
**Project Average Lengths of Stay by Project Type**

	Project Type	
	Emergency Residential	Transitional & Permanent
Project Average Annual Clients		
Individuals	83	41
Individuals in families	268	142
Total clients	351	183
Number of Projects	26	51
Total beds	752	1868
Beds per project	29	37
Annual clients/bed	12.1	5.0
Average months of stay	1.0	2.4

Source: Grantee Abstract Database

Emergency shelter projects mirrored this overall pattern: individuals represented 48.1 percent of shelter residents, while families represented 51.9 percent. Transitional and permanent housing projects primarily served families. Families accounted for more than two-thirds (68 percent) of transitional and permanent housing residents. In contrast, non-residential projects, most of which aimed to serve general homeless populations (through intake and referral, health services projects, day shelters, and so on), primarily assisted unattached individuals, who represented 73.6 percent of total clients served.

The discussion in Chapter 2 reported on the numbers of units and beds funded by SAFAH (see Table 2.22). The bottom of Table 3.2 presents calculated lengths of stay by project type, based on reported client counts and project bed capacity. For each residential project type, the table presents average annual total clients per project, including unattached individuals and individuals in families. As the table shows, emergency shelter projects served higher average numbers of clients annually (351 per project) than did transitional and permanent housing projects (183 clients per project). Dividing these averages by the number of beds per project produces an average number of clients per bed, per year. Using these figures to produce average months of stay by project type shows a transitional and permanent housing project length of stay more than

**TABLE 3.3**  
**Client Profile, Household Type**  
(percent)

	Total	Emergency Shelter Projects	Transitional & Permanent Projects	Non- Residential Projects
Projects reporting (number)	67	24	35	8
<i>Unaccompanied persons</i>	36.1 %	35.6 %	22.5 %	58.8 %
Males	20.4	19.8	3.8	48.0
Females	15.7	15.8	18.7	10.8
<i>Family Type</i>	63.7 %	64.4 %	77.8 %	40.5 %
Male-headed with children	1.3	0.9	1.5	1.6
Female-headed with children	51.7	59.9	59.3	27.2
Two adults with children	9.1	2.8	15.3	8.8
Two adults without children	1.6	0.8	1.7	2.9
<i>Other</i>	0.2 %	0.0 %	0.0 %	0.7 %

Source: Grantee Abstract Database

twice as long as emergency shelter projects, although stays in neither type of facility are very long. On average, a transitional or permanent housing client remains in residence for 2.4 months. The corresponding figure for emergency shelter projects is only 1 month.

Table 3.3 presents further detail on the household characteristics of families and the gender of family heads and unaccompanied individuals (the family totals in the table include all family members). The figures in this table, in Table 3.4, and Table 3.5 are based on aggregate data. Project sponsors reported percentages of all individual and family clients who possessed a particular characteristic. The percentages reported in all three tables are weighted by the annualized number of clients served.

As shown in Table 3.3, individuals (adults and children) in female-headed families represent 51.7 percent of all clients served by SAFAH-funded projects. Both emergency shelter and transitional projects primarily serve this group: 59.9 percent of emergency shelter clients and 59.3 percent of transitional and permanent housing clients are members of female-headed households. This type of household accounts for relatively few (27.2 percent) of non-residential project clients. Among all families assisted in

SAFAH-funded projects, members of female-headed households comprise 81.7 percent of all clients (not shown).

Single males comprised 20.4 percent of total clients served; single females another 15.7 percent. Thus, just over half of unaccompanied individuals were single men. However, non-residential projects served substantially higher percentages of single men than other project types: 48 percent of all clients served by projects not tied to a residential facility were single men. In contrast, single men accounted for only 3.8 percent of transitional and permanent housing projects.

As a point of comparison, the Urban Institute's 1989 study of the characteristics of homeless persons found that 75 percent of homeless adults were single males, 8 percent were single females, and only 8 percent were female heads of families.<sup>8</sup> If the percentages in Table 3.3 are applied to the individual and household estimates presented in Table 3.1, only 28 percent of all adult clients of SAFAH projects were single males, 21 percent single females, and 35 percent were female heads of families. This program emphasis on family clients is consistent with the Congressional intent expressed in the program's authorizing legislation.

The race and age composition of SAFAH clientele is reported in Table 3.4. Overall, non-Hispanic whites represented almost half (47.3 percent) of all individuals and family members served. African Americans accounted for 38.9 percent, and Hispanics, 10.1 percent. These percentages correspond closely to those calculated for the national homeless adult population by Burt and Cohen: 41 percent African-American, 46 percent non-Hispanic white, and 10 percent Hispanic.<sup>9</sup> Other figures in the table show comparatively high percentages of whites in emergency shelter projects (61.1 percent), and high percentages of Hispanics in transitional and permanent projects (15.6 percent).

Most clients in SAFAH projects were under 30 years of age: 33.1 percent were under age 18, and 33 percent were between the ages of 18 and 30. If only the adult clients of SAFAH projects are considered, they are younger on average than the national homeless adult population. Burt and Cohen estimated that 30 percent of homeless

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<sup>8</sup>Martha Burt and Barbara Cohen, 1989. *America's Homeless: Numbers, Characteristics, and Programs That Serve Them*. (Washington, D.C.: Urban Institute Press). See Table 3.2.

<sup>9</sup>Ibid. See Table 3.2.

**TABLE 3.4**  
**Client Profile, Race and Age**  
(percent)

	Total	Emergency Shelter Projects	Transitional & Permanent Projects	Non- Residential Projects
<b>Race/Ethnicity</b>				
Projects reporting (number)	67	25	34	8
Black/African-American	38.9 %	23.3 %	47.0 %	51.5 %
White, non-Hispanic	47.3	61.1	35.8	42.9
Hispanic	10.1	8.2	15.6	4.5
Asian/Pacific Islander	0.7	1.0	0.6	0.3
Native American/Native Alaskan	2.3	5.1	0.6	0.6
Other	0.8	1.2	0.5	0.2
<b>Age</b>				
Projects reporting (number)	66	25	33	8
Under 18	33.1 %	35.7 %	38.0 %	19.4 %
18 - 30	33.0	36.0	42.2	11.2
31 - 50	26.2	22.2	15.8	52.5
51 - 65	6.6	5.1	3.3	15.1
Over 65	1.0	0.9	0.7	1.8

Source: Grantee Abstract Database

adults were between the ages of 18 and 30.<sup>10</sup> The corresponding figure for SAFAH adult clients was 50 percent.

Again, departing from the pattern displayed by the two residential project types, non-residential projects served comparatively older clients. Clients between the ages of 31 and 50 accounted for 52.5 percent of all clients served by non-residential projects; clients between the ages of 51 and 65 accounted for an additional 15.1 percent. The prevalence of special human service needs among homeless persons has been widely noted by practitioners and researchers. Figures for SAFAH clients, presented in Table 3.5, support these general observations. Especially noteworthy is the percentage of all clients (including adults and children) who had suffered some previous episode of

<sup>10</sup>Ibid.

**TABLE 3.5**  
**Client Profile, Special Characteristics**  
(percent\*)

	Total	Emergency Shelter Projects	Transitional & Permanent Projects	Non- Residential Projects
Projects reporting (number)	64	25	32	7
Victims of domestic violence	43.6 %	65.7 %	35.6 %	10.7 %
Alcohol abusers	23.1	22.1	22.6	26.3
Homeless (no other problems)	18.6	9.8	31.4	13.1
Drug abusers	17.6	14.4	17.8	24.0
Ex-offenders	10.2	6.4	8.3	22.1
Chronically mentally ill	9.3	4.7	6.0	25.5
Veterans	6.5	5.4	4.9	12.0
Dually diagnosed	5.1	2.7	2.9	14.3
Developmentally disabled	2.6	2.3	3.4	1.6
Physically disabled	1.9	1.6	2.1	1.9
Runaway/abandoned youth	1.8	0.0	4.1	1.1
Persons with AIDS	0.9	0.5	1.1	1.2
Other	2.5	4.7	1.1	0.0

\* Percentages total more than 100 percent because these client characteristics are not mutually exclusive

Source: Grantee Abstract Database

domestic violence. Project sponsors reported that 43.6 percent of their clients shared this characteristic. Incidence of domestic violence was particularly high for emergency shelter clients: 65.7 percent had experienced some kind of spousal or child abuse.

Across project types, some 23.1 percent of clients had abused (or continued to abuse) alcohol; project staff also reported that 17.6 percent of clients had drug abuse problems (note that substance abuse categories and others reported in Table 3.5 are not mutually exclusive). Among non-residential project clients, one-quarter (25.5 percent) were chronically mentally ill, 22.1 percent were ex-offenders, and 14.3 percent were dually diagnosed with both chronic mental illness and substance abuse problems. Finally, a comparatively high percentage (31.4 percent) of transitional and permanent housing clients had no reported special needs apart from homelessness. This factor may contribute to the relatively high success rates achieved by transitional housing projects in placing clients in stable permanent housing.

**TABLE 3.6**  
**Destination Housing of SAFAH Clients by Residential Project Type**

	All Projects	Emergency Shelter	Transitional Housing
Projects reporting (number)	50	22	28
Total households *	5,125	3,201	1,924
Total with known destination	3,969	2,587	1,382
Percent with known destination	77%	81%	72%
Destination housing **:			
Own permanent housing	54%	49%	63%
Moved in with family/friends	19%	21%	15%
Other shelter	20%	25%	10%
Other	8%	5%	12%
Total	100%	100%	100%

\* Includes individuals and families

\*\* Destination housing percentages only include those with known destinations

Source: Grantee Abstract Database

### **SAFAH Program Client Outcomes**

One national goal of McKinney Act programs is to help homeless persons obtain stable permanent housing. This is particularly true of transitional housing projects. As the name implies, transitional housing aims to provide sufficient housing and social services support to allow individuals and families to make the transition from homelessness to "independent" residence, (though residence may continue to be services-supported, especially for those with special needs). Emergency shelter projects may or may not claim the same objective. Because they are primarily a provider of "first-resort" housing, shelters often limit client stays to relatively short periods. (Table 3.2 showed one-month average stays for emergency shelter projects, and 2.4 month average stays for transitional and permanent housing projects).

Tables 3.6 through 3.11 present information on the destination housing of clients after departure from the SAFAH-assisted facility. The tables compare the rates at which clients obtain stable, permanent housing after departure by residential project type, household type, and by whether clients completed a residential program, voluntarily departed, or were dismissed by project staff for failure to observe rules of residence. "Completion" of a residential program may have several meanings. First, transitional and

some emergency shelter projects can evaluate clients' progress through a service program, and a client completes a program when project staff believe that independent residence is feasible for their client. Second, program completion can mean that the allowable period of residence has expired, regardless of whether professional staff judge their clients ready for residence in their own permanent housing (data collection did not distinguish between these two outcomes).

The data presented in these tables cover clients of residential projects only. Non-residential projects did not aim to place clients in permanent housing. Rather, these projects provided specific types of services to homeless persons such as health services, day shelter, child care, and other types of specialized assistance. Client destination data were reported by 50 of the 87 emergency shelter and transitional (but not permanent) housing projects funded by SAFAH--69 percent of projects (research staff could not independently verify the quality of client outcome data reported). Most projects reported data on clients departing their programs during a one-year period; the remaining of projects reported for the SAFAH grant period. The table percentages are based on outcomes for all clients reported, regardless of length of time during which data was reported. Just over half of clients assisted by SAFAH residential projects obtained stable, permanent housing immediately after departure. As shown in Table 3.6, 54 percent of combined emergency and transitional housing clients resided in their own permanent housing after project departure. Another 19 percent moved in with family or friends. For an undetermined portion of these 19 percent of clients, this type of destination housing may be regarded as a "positive" outcome, insofar as residence with family or friends is in some respects superior to continued residence in shelters, especially for single individuals. However, for families in particular, this outcome may represent an unsatisfactory housing solution if it involves doubling-up, or a return to adverse social circumstances. Twenty percent of clients remained in the shelter or transitional housing system. Transitional housing residents were more likely than emergency shelter residents to obtain permanent housing: 63 percent and 49 percent, respectively.

These figures are calculated only for those with known destinations--77 percent of all clients. The 23 percent of clients for whom destinations are not known may or may not have acquired their own housing unit after departure, or reached some other non-street or shelter destination. If we assume that project staff were likely to know only the

**TABLE 3.7**  
**Destination Housing of SAFAH Clients by Household Type**

	All Projects		Emergency Projects		Transitional Projects	
	Families	Individuals	Families	Individuals	Families	Individuals
Projects reporting (number)	50	45	22	21	28	24
Total individuals/families	3,291	1,834	1,959	1,242	1,332	592
Total with known destination	2,729	1,241	1,691	897	1,038	344
Percent with known destination	83%	68%	86%	72%	78%	58%
Destination Housing *						
Own permanent housing	59%	42%	51%	44%	71%	38%
Moved in with family/friends	17%	22%	20%	23%	13%	20%
Other shelter	17%	26%	25%	25%	5%	27%
Other	7%	10%	4%	8%	11%	15%
Total	100%	100%	100%	100%	100%	100%

\* Destination housing percentages include only clients with known destinations

Source: Grantee Abstract Database

destination of those whose outcomes were relatively positive, and we include those with unknown destinations in the table percentages, 41.8 percent of all clients *would be known to have obtained their own permanent housing after departure*<sup>11</sup> (the issue of clients with unknown destinations will be discussed further below).

Families may be expected to have higher permanent housing placement rates than individuals; poor families with children can receive Medicaid, food stamps, Aid to Families with Dependent Children, and other family program benefits. In view of their parental responsibilities, family heads may be more motivated to acquire permanent housing than individuals. Table 3.7 reports the destination housing by project type of families and individuals. Overall, 59 percent of families and 42 percent of individuals found their own permanent housing after departure from a SAFAH-funded facility. Individuals were somewhat more likely than families to remain in the shelter or transitional housing system: 26 percent versus 17 percent, respectively.

In both emergency shelter and transitional housing projects, families acquired their own housing at rates higher than individuals. Families departing from emergency

<sup>11</sup> One could adopt the most pessimistic assumption, though as a subsequent table will show, project staff are particularly unlikely to know the destination of those dismissed from projects for failure to observe rules of residence. This suggests that these clients may not be among those most likely to obtain their own permanent housing



**TABLE 3.8****Destination Housing of SAFAH Clients by Program Outcome  
Emergency Shelter Projects**

	Families			Individuals		
	Completed Program	Left Program	Dismissed	Completed Program	Left Program	Dismissed
Total individuals/families	1,035	786	138	504	533	205
Completion rates	53%	40%	7%	41%	43%	17%
Destination housing						
Own permanent housing	68%	27%	5%	60%	27%	10%
Moved in with family/friends	14%	26%	62%	12%	29%	65%
Other shelter	14%	42%	33%	15%	41%	25%
Other	4%	4%	0%	13%	2%	0%
	100%	100%	100%	100%	100%	100%
Percent unknown destination	2%	21%	59%	3%	38%	62%

Source: Grantee Abstract Database

projects obtained their own permanent housing 51 percent of the time; individuals did so 44 percent of the time. For transitional housing projects, the difference in relative success rates is more dramatic: 71 percent of families found their own housing unit, compared to 38 percent of individuals.

Completion versus non-completion of a shelter or transitional housing program appears to have a major effect on clients' ability to secure permanent housing after departure. Those who complete a program, if that implies they have acquired the necessary skills for independent living taught by social service providers, may be expected to acquire housing at higher rates than those who depart voluntarily or are dismissed for failure to abide by rules of residence. Table 3.8 presents family and individual destination housing for former emergency shelter residents by "program outcome," i.e., by completion, voluntary departure, or dismissal. Program completion clearly matters for both families and individuals: 68 percent of families that completed a shelter program obtained their own permanent housing unit, compared to only 27 percent of those who departed voluntarily, and 5 percent of those dismissed. Corresponding "success" rates for individuals are: program completion--60 percent, voluntary departure--27 percent, and dismissal--10 percent.

The percent distribution of housing destinations shown in Table 3.8 does not include those families or individuals for whom housing destinations are unknown. As the percentages in the bottom row of Table 3.8 show, program staff are far less likely to know the housing destination of those dismissed from programs, as opposed to those who leave voluntarily or complete programs. Destinations are unknown for 59 percent of dismissed families and 62 percent of dismissed individuals. In contrast, staff almost always know the housing destination of those who complete programs; of this group, only 2 percent of family destinations and 3 percent of individual destinations are unknown.

This pattern of staff information reinforces a suspicion that, at least among those dismissed, those whose destination is unknown probably do not depart for their own permanent housing. Dismissal as a result of inability or unwillingness to abide by rules of residence may suggest a similar inability to obtain and hold own permanent housing.

Because destination information for both families and individuals who complete a residential program is relatively complete (only 2 percent and 3 percent missing cases, respectively), the data do show conclusively that families and individuals find their own permanent housing at nearly the same rate if they complete a residential program. As already noted, families that complete programs find their own permanent housing 68 percent of the time; individuals who complete programs find housing 60 percent of the time. The frequencies for other housing destinations--including moving in with family or friends, or continued residence within the shelter system--are roughly similar for both families and individuals who complete programs.

Program completion also matters to residents of transitional housing, though the pattern is less clear than for residents of emergency shelter projects. Table 3.9 presents housing destinations for family and individual residents of transitional housing, by program outcome. The difference between rates at which families and individuals obtain their own permanent housing largely evaporates when only those who complete a program are compared. Families that complete a transitional housing program find their own permanent housing 72 percent of the time; individuals who complete programs find their own unit 69 percent of the time.

However, families that depart voluntarily obtain their own unit even more often than those who complete programs; 77 percent of families that leave a program voluntarily and for whom a destination is known, obtain their own permanent housing.

**TABLE 3.9****Destination Housing of SAFAH Clients by Program Outcome  
Transitional Housing Projects**

	Families			Individuals		
	Completed Program	Left Program	Dismissed	Completed Program	Left Program	Dismissed
Total individuals/families	528	660	144	117	409	66
Completion rates	40%	50%	11%	20%	69%	11%
Destination housing						
Own permanent housing	72%	77%	33%	69%	22%	20%
Moved in with family/friends	8%	17%	27%	28%	15%	20%
Other shelter	4%	1%	29%	0%	41%	30%
Other	16%	5%	11%	3%	21%	30%
	100%	100%	100%	100%	100%	100%
Percent unknown destination	2%	33%	45%	0%	52%	55%

Source: Grantee Abstract Database

Again, if those whose destinations are unknown are included and are presumed *not* to find their own unit, the "success" rate drops to 52 percent (not shown). Whether a presumption that those whose destinations are unknown fail to obtain their own permanent housing is warranted is open to question; no informed speculations from the data collected are possible.

Finally, we collected information on whether individuals and families who departed from SAFAH-funded transitional housing and emergency shelter projects obtained subsidized or unsubsidized units. As shown in Table 3.10, overall, 51 percent of both individuals and families resided in unsubsidized units after departure; 49 percent resided in subsidized housing. (This subsidy need not have been public, as project sponsors could have provided rental assistance payments from their own or other sources, or placed tenants in units subsidized by non-governmental organizations.)

Families departing emergency shelters very often rely on subsidies; 67 percent of families that obtained their own permanent housing resided in a subsidized unit after departure, or had their rent payments subsidized. In sharp contrast, most transitional housing families obtained unsubsidized units: 68 percent of permanent units for this

**TABLE 3.10****Types of Permanent Housing Obtained by SAFAH Clients by Project Type**

	All Projects		Emergency Shelter		Transitional Housing	
	Families	Individuals	Families	Individuals	Families	Individuals
N obtaining own permanent housing	1,859	666	923	482	936	184
Permanent housing type						
Percent unsubsidized	51%	51%	33%	54%	68%	43%
Percent subsidized	49%	49%	67%	46%	32%	57%
Total	100%	100%	100%	100%	100%	100%

Source: Grantee Abstract Database

group were market-rate. Only 32 percent of family residences in permanent housing after transitional housing departures were subsidized.

Given federal preferences for families in the allocation of Section 8 housing certificates or vouchers or public housing units, all of which are the most important national sources of housing subsidy, one would expect higher percentages of families than individuals to obtain subsidized housing on leaving a shelter or transitional housing facility. This is true of those departing a shelter facility; as noted, 67 percent of families leaving for their own permanent unit resided in subsidized housing, while only 46 percent of individuals did so. However, individuals departing transitional housing units obtained subsidized housing at higher rates than families (among all those who obtained permanent housing on departure). Individuals who obtained permanent housing found subsidized units 57 percent of the time; only 32 percent of families did so.

What explains the high percentage of unsubsidized housing destinations among transitional housing families? Why do individuals who depart transitional housing projects for their own unit obtain subsidized units at higher rates than families? This research did not collect the client-level data best able to inform answers to these questions; client special needs or other characteristics cannot be tied to destination housing.

Table 3.11 shows types of permanent housing destination by program outcome type, for family and individual residents of emergency and transitional housing projects. (The table percentages include *only* those known to have obtained permanent housing

**TABLE 3.11****Types of Permanent Housing Obtained by SAFAH Clients by Program Outcome and Project Type**

Project Type	Families			Individuals		
	Completed Program	Left Program	Dismissed	Completed Program	Left Program	Dismissed
<i>Emergency Shelter Projects</i>						
Number obtaining own permanent housing	704	212	7	302	144	35
Permanent housing type						
Percent unsubsidized	29%	45%	100%	53%	44%	100%
Percent subsidized	71%	55%	0%	47%	56%	0%
Total	100%	100%	100%	100%	100%	100%
<i>Transitional Projects</i>						
Number obtaining own permanent housing	380	508	48	81	90	13
Permanent housing type						
Percent unsubsidized	46%	86%	61%	29%	56%	49%
Percent subsidized	54%	15%	39%	72%	46%	49%
Total	100%	100%	100%	100%	100%	100%

Source: Grantee Abstract Database

upon departure.) Most transitional housing families that depart for unsubsidized housing depart voluntarily. The table shows that 86 percent of families that voluntarily departed a transitional facility for their own permanent housing resided in an unsubsidized unit, compared to 46 percent that remained in a program through completion. Unfortunately, the study collected no data that would explain why this group of families left voluntarily; early departure from a transitional housing program and success in obtaining unsubsidized housing suggest that this group faced relatively few personal or family barriers to independent living.

As Table 3.10 showed, individuals who departed transitional housing for their own unit found subsidized housing at rates higher than those for families. This relationship does not change when controlling for program outcome; 72 percent of individuals who completed a transitional program and who resided in permanent housing after departure occupied a subsidized unit; the corresponding figure for families is 54 percent. Individuals in the other two outcome categories also occupied subsidized housing at higher rates than did families. The relatively small number of individuals who acquired

permanent housing on program departure, overall, may distort this comparison somewhat. No evidence from this study suggests why these rates may differ.

To summarize the findings from this section, several points bear repetition. First, program-wide more than half (54 percent) of all clients assisted by a SAFAH-funded residential project *and* with a destination known to project staff, found their own permanent housing after departure from a facility. Including clients for whom destinations were not recorded, 41.8 percent of all clients were *known to have* obtained their own housing unit. Second, families more often resided in their own permanent housing after departure than did individuals: 59 percent and 42 percent, respectively. Third, family success in obtaining their own permanent unit after program departure was higher for those departing transitional housing (71 percent) than for those departing emergency shelter (51 percent). Fourth, families found their own permanent housing more frequently than did individuals, regardless of facility type. In the case of emergency shelter projects, departing families obtained their own permanent housing 51 percent of the time, while individuals did so 44 percent of the time. The corresponding figures for families and individuals departing from transitional projects were 71 percent and 38 percent, respectively. Fifth, both families and individuals who completed an emergency shelter service program, or completed a full, allowable, term of residence, found their own housing more often than did those who left voluntarily or were dismissed. Last, families that completed a transitional housing program found their own permanent housing after departure more often (72 percent of the time) than did individuals who completed a program (69 percent), though the difference is not substantial.

### **SAFAH Support for Program Innovations**

One primary objective of the SAFAH program was to support local innovation in homeless shelter and services delivery. HUD's criteria for awards included an application's innovative quality, and HUD's program application packages contained several guidelines to help applicants determine whether their projects could be considered innovative. Because these guidelines were very general, the Urban Institute, devised for research purposes, *post facto*, a criterion of innovation, identified a number of innovation categories, and convened a panel of homeless assistance experts to examine

SAFAH-funded projects according to that criterion. This section reports the results of that effort.

In concept, innovative approaches should produce more effective results or achieve them more efficiently than methods in common use. However, effectiveness and efficiency are extremely difficult to compare across homeless programs, primarily because of the lack of systematically collected and comparable data across sites, including those funded by SAFAH.

In view of this lack of information, this study identified innovative approaches according to: whether or not the program overcomes commonly encountered barriers to homeless service provision. One example of such barriers is the often-decried fragmentation within the service delivery system. For example, transitional housing providers may accept families from the shelter system, but have no access to case histories from shelter providers or local government agencies that previously provided assistance to these clients. School districts must educate homeless children, but may not have established effective procedures for transfer of educational or medical records among individual schools. Program managers believe that such barriers *do* inhibit their ability to produce results, even though they cannot quantitatively document the effects on client outcomes of removing these obstacles.

The Urban Institute defined categories of innovation based in part on a 1991 U.S. Department of Health and Human Services (HHS) report that examined obstacles to housing and service delivery, and explored noteworthy programmatic responses to the problems of homeless families in five communities.<sup>12</sup> The categories of innovation used in this analysis include:

**Program Linkages:**

Linkages among public agencies or nonprofit service providers that bridge gaps often found among the array of services to homeless clients that agencies provide. These linkages could include, for example, information networks among providers to facilitate client referrals.

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<sup>12</sup> Macro Systems, Inc. 1991. *Homeless Families with Children: Programmatic Responses in Five Communities*, Volume 1, Cross-Site Comparisons and Findings. Prepared for Office of the Assistant Secretary for Planning and Evaluation, U.S. Department of Health and Human Services.

<b>Service Integration:</b>	Comprehensive service packages offered at centralized points of delivery or provided on site at residential facilities. Otherwise known as co-location, these can be services provided by multiple providers at a single site, or multiple services at a single site arranged by a single provider.
<b>Service Improvements:</b>	Major improvements to particular services or new ways of delivering services. Examples include new methods of program outreach, service delivery, and treatment methods.
<b>Aftercare:</b>	Follow-up of clients once they have left the homeless services system, including offering them continued access to services, follow-up monitoring, periodic needs assessments, and so on.
<b>Client Communities:</b>	Services or residential models that promote community identification among homeless clients, or between homeless persons and members of the wider community.

The Institute's outside panel of homeless program experts reviewed and approved the Institute's proposed categories of innovation, listed above (see Chapter 1 for list of panel members). Panel members then reviewed 110 project descriptions, prepared by Institute staff from file materials and telephone discussions, to determine: (1) which projects appeared of national interest to other homeless providers, and (2) which projects merited further on site field investigation. Their review considered only the *objectives* of the funded projects, not demonstrated performance; outcomes and cost information sufficient to measure results were unavailable.

Exhibit 3.1 lists 35 projects and one grant that the Panel and Urban Institute staff identified as having potential innovative significance, and the innovation category under which each was selected. (The Pennsylvania Department of Public Welfare grant--listed as "PCADV/DPW"--passed the test of potential national significance because of the linkages its statewide network of domestic violence shelters supported. One of the network's shelters--Women's Service's Inc. of Crawford County, PA--is separately listed on the table as an innovative project). The 13 projects preceded by an asterisk were



# EXHIBIT 3.1

## Innovative SAFAH Projects

#	Name	Location	State	Innovation Category			
				Linkages among agencies	Integrated services	Service improvements	Client Aftercare communities
1	HA of Birmingham	Birmingham	AL	x			
*3	Black River Area Devel.	Pocahontas	AK			x	
*6	BOSS	Berkeley	CA	x			
8	LA Family Housing Corp	Los Angeles	CA		x	x	x
11	Ford Street Project, Inc.	Ukiah	CA			x	
13	City of Hartford	Hartford	CT			x	
*17	Green Door, Inc.	Washington	DC			x	x
19	YWCA of Jacksonville	Jacksonville	FL			x	
20	Metro Dade County OCD	Miami	FL			x	
*22	Our House, Inc	Dacula	GA			x	
*25	Public Action to Deliver	Aurora	IL				x
26	Catholic Charities of Chicago	Chicago	IL	x			
*27	Travelers and Immigrants Aid	Chicago	IL				x
*28	A Safe Place	Waukegan	IL				x
29	HACAP	Cedar Rapids	IA	x			
*31	Shreveport SRO	Shreveport	LA	x			
32	Elizabeth Stone House	Jamaica Plain	MA		x		x
33	DOVE Inc.	Quincy	MA			x	
34	County of Wayne	Detroit	MI	x			
*35	St. Peter's Episcopal Church	Detroit	MI				x
36	Women's Shelter, Inc.	Rochester	MN				x
38	Neighborhood & Comm. Svcs	Kansas City	MO	x			
39	Harrington Homes	Omaha	NE			x	
43	RECAP/ROI	Middletown	NY	x			
*45	Greyston Family Inn	Yonkers	NY			x	
*46	The Sharing Community	Yonkers	NY	x			
48	Lane County	Eugene	OR			x	
50	PCAOWDPW	Harrisburg	PA	x			
*51	Women's Services, Inc.	Crawford County	PA				x
52	Washington-Greene CAC	Washington	PA		x		x
54	Resource Ctr. for Women	Aberdeen	SD			x	
56	VOA Knoxville	Knoxville	TN			x	
*57	Metro Health Dept.	Nashville	TN		x		
59	City of Alexandria	Alexandria	VA		x		
*61	Archdiocesan HA of Seattle	Seattle	WA			x	x
63	Comm. Relations/SDC	Milwaukee	WI	x		x	

Note: Asterisk indicates projects visited on site

recommended by the panel as especially worthy of further on site research in order to validate their innovative quality (fourteen projects were originally recommended; researchers concluded after on-site research that one project did not merit inclusion on the list).

The 35 listed projects were sponsored by 35 individual grantees. Thus, over half (54 percent) of the 65 grantees funded by SAFAH in FYs 1987 and 1990 sponsored a project considered potentially innovative by the review panel. The panel did not consider whether the remaining SAFAH-funded projects, not listed, would have passed a test of innovative quality based on state, local, or project-specific standards of innovation. Among all projects (excluding 11 of the 12 funded by the State of Pennsylvania, since review of all that grantee's projects was not possible), 35 percent were believed by the panel to merit attention for their innovative potential.

It is worth noting that public and nonprofit agencies are included in this list in rough proportion to their overall representation in the SAFAH project pool. Moreover, the distribution of listed projects by project type--emergency shelter, transitional and permanent housing, and non-residential projects--roughly corresponds to the distribution of project types among all projects. The same holds true for the distribution of projects by year of project award.

Research staff visited the projects preceded by an asterisk in Exhibit 3.1. The findings from staff site visits, together with further detail on other projects not listed in the table, and abstracts of each project, are contained in a companion volume to this report. (The numbers next to each project in Exhibit 3.1 correspond to the project numbering used for project descriptions and contact information in the companion volume).

Did the SAFAH program meet its objective to fund innovative approaches to homeless shelter and services delivery? As implied by the discussion above, the answer depends on the frame of reference and the criterion of innovation adopted. This study adopted a national standard and defined innovation according to a project's promised (but not necessarily demonstrated) ability to overcome barriers to shelter and service provision. Based on this frame of reference and criterion, 54 percent of grantees sponsored potentially innovative projects, including 35 percent of all projects funded. Insofar as the standard of innovation adopted--national significance--was a fairly

demanding one, the SAFAH record in supporting innovation is positive. Doubtless, application of a less restrictive frame of reference--innovation defined by a state or local standard, or incremental improvements to particular project elements--would have produced a longer list of innovative projects. The fact that 65% of the projects were not identified as nationally innovative does not imply that the projects were not meritorious or possibly highly effective.

### **Project Implementation Issues**

Project sponsors faced two broad implementation tasks: (1) execution of project elements, including getting new or expanded facilities ready for occupancy and establishing mechanisms for service delivery, and (2) acquisition of continuation funding after the end of the SAFAH grant period.

#### ***Project Execution Issues***

Most grantees implemented their projects smoothly; few reported problems that seriously delayed the scheduled start up of projects. Research staff held semi-structured telephone discussions with project personnel to determine the kind of implementation difficulties grantees faced. Implementation problems were self-reported; research staff did not establish standards of timeliness or other performance indicators. Therefore, the results presented here are based on subjective assessments by project staff, not on a consistent standard applied across all projects.

The relative absence of grantee-reported problems in implementation is noteworthy, and very few grantees reported problems due to the SAFAH program's requirements or HUD's administration. However, a small number of grantees did report some troubles with implementation. Study staff classified problems experienced by five or more grantees as "most common." These problems were:

- Delays or complications in the acquisition or rehabilitation of facilities;
- Difficulty obtaining anticipated matching funds;
- Problems with staff turnover or difficulties in filling proposed staff positions; and
- Community opposition.

The two most common problems faced by grantees were delays in site acquisition or rehabilitation, and difficulties of high staff turnover and replacement. Each of these problems were encountered by 20 percent (13 of 65) of SAFAH-funded grantees. In most

cases, the original time and cost estimates for rehabilitation were simply too low, a common problem in rehabilitation projects. Other projects were held up due to the need to resolve zoning issues, allay environmental concerns, and remedy other site-specific problems. Obtaining needed financial matches, often a problem in local homeless and housing programs, proved difficult for 15 percent of grantees (10 cases). Finally, grantees reported an array of problems in service delivery, most often tied to client reluctance to pursue a service program, or difficulty in finding sufficient funds to provide the range of services needed.

The relatively infrequent occurrence of community opposition is noteworthy; only 8 percent (or 5 grantees) of the 65 funded reported community resistance to a proposed SAFAH-funded facility (only one grantee reported cancellation of a project as a result of community resistance).

The low incidence of reported problems in any single category of difficulty limits comparison across project types. Transitional housing projects encountered rehabilitation problems more frequently than did other project types, possibly because renovation in such projects was more extensive than in other project categories, as indicated by their larger average capital costs. Nevertheless, few interviewees felt that the type of program operated had an effect on the problems experienced.

Finally, few grantees reported problems resulting from the structure of the SAFAH program or its administration by HUD. Only one grantee expressed dissatisfaction with SAFAH limits on eligible expenses; no other grantee identified the basic program structure as an area of concern. Most frequently, respondents noted confusion over program rules, eligible activities, and HUD's expectations for documentation or reporting, although even these complaints (commonly mentioned in federal grant programs) were rarely expressed.

### ***Continuation Funding***

All grantees faced, or will face, the challenge of obtaining funds for the continuation of SAFAH-funded projects after SAFAH funds are fully expended. Of the 82 projects that reached the end of their grant period at the time of this research, only 5 reduced their scale or discontinued operations, as a result of failure to secure full continuation funding. Funding shortfalls caused two projects to be discontinued,

**TABLE 3.12**  
**Sources of Continuation Funding**  
(\$ thousands)

	No. of Projects	Percent of Projects*	Total Funding	Percent of Funds
Post-SAFAH Funding				
Federal funds	14	38.9%	1,112	16.0%
State funds	12	33.3%	1,755	25.2%
Local funds	16	44.4%	1,866	26.8%
Private funds	21	58.3%	1,685	24.2%
Other	5	13.9%	541	7.8%
Total	36		\$6,958	100.0%

\* Column percentages do not add to 100%.

Source: Grantee Abstract Database

although some of their elements were continued as part of the organizations' other activities. Three projects were cut back. Thus, the bulk of SAFAH projects obtained continuing support at levels sufficient to sustain earlier SAFAH-funded activities, though several project sponsors acknowledged funding difficulties in the period immediately following the end of the SAFAH grant.

Table 3.12 summarizes the sources of funding obtained to continue SAFAH projects as of the time of this research. Of the 36 grantees that provided financial information on sources of continuation funds, 44.4 percent had received or expected to receive support from local government; more than half (58.3 percent) had received private financial support. Projects secured federal or state funding less frequently: 38.9 percent of projects had obtained federal support for project continuation; 33.3 percent had obtained state sources. "Other" types of assistance reported by grantees included money received for rents, use of VISTA volunteers, and an endowment fund to support continuing operations.

Table 3.12 also shows total amounts raised by project sponsors. Most continuation funding (68 percent) came from public sector sources, of which 16 percent were federal funds, 25.2 percent were state funds, and 26.8 percent were from local government sources. Overall, this distribution corresponds closely to that for the sources

**TABLE 3.13**  
**Sources of Continuation Funding by Project Type**  
(\$ thousands)

	Emergency Shelter Projects			Transitional & Permanent			Non-Residential Projects		
	No. of Projects	Total Funding	Share	No. of Projects	Total Funding	Share	No. of Projects	Total Funding	Share
Post-SAFAH Funding									
Federal funds	5	149	4.1 %	8	724	28.9 %	1	239	29.7 %
State funds	8	1,359	37.3	3	360	14.4	1	35	4.4
Local funds	6	676	18.5	7	694	27.7	3	497	61.9
Private funds	12	1,267	34.7	8	385	15.4	1	33	4.0
Other	1	197	5.4	4	343	13.7	0	0	0.0
Total	16	\$3,648	100.0 %	16	\$2,507	100.0 %	4	\$803	100.0 %

Source: Grantee Abstract Database

of non-SAFAH project funds, reported on Table 2.8 (15 percent federal, 24 percent state, and 32 percent local).

The post-SAFAH funding pattern differed somewhat among project types (see Table 3.13). Emergency shelter projects were more likely to turn to states to fill the funding gap when SAFAH funding ended, while other residential projects were more likely to maintain a fairly high share of federal funding. Non-residential projects, however, tended to rely heavily on local funding to make up the difference when the SAFAH period ended.

### Summary

This chapter examined SAFAH project client characteristics, client outcomes, program support for innovative projects, and program implementation. Non-Hispanic whites comprised the highest percentage of clients served (47.3 percent), followed by African Americans (38.9 percent), and Hispanics (10.1 percent). Clients who had experienced episodes of domestic violence constituted the single largest group of those with special needs.

More than half of all residential program clients obtained their own permanent housing unit upon departure from a facility. Overall, transitional housing clients obtained permanent housing units more frequently than did emergency shelter residents. Families succeeded in obtaining a permanent housing unit more often than did

individuals after departing either a transition or emergency facility. Families or individuals who completed a residential program were more likely than those who left voluntarily or were dismissed to obtain their own permanent housing unit after departure from the program.

Based on a definition of "innovation" determined by the Urban Institute with the help of an outside panel of homeless assistance experts, over half of grantees (35 of 65) sponsored projects deemed potentially innovative and 35% of the project were identified as innovative.

By their own account, most grantees implemented their projects smoothly, and few attributed what difficulties they did experience to the structure of the SAFAH grant program. For a relatively few grantees, under 20 percent, common problems were delays or other problems with the acquisition or rehabilitation of facilities; problems with staff recruitment or turnover; difficulty raising non-SAFAH financing; and community opposition. Most grantees managed to secure follow-up funding once they had fully expended their SAFAH grant funds. Only 5 of 82 completed SAFAH projects had cut back or discontinued their projects for lack of follow-up funds.

## **CHAPTER 4**

### **POLICY OBSERVATIONS**

This chapter briefly summarizes the observations made by SAFAH grantees and HUD Field Office staff on possible future program directions. The various recommendations are somewhat moot, because in 1992 the SAFAH program, including its elements of flexibility and support for innovation, was folded into the Supportive Housing Program. However, the comments do provide a few insights that might be considered as more changes are proposed for homeless programs and policies.

#### **Grantee Observations**

To gain additional insights into the SAFAH program, research staff asked grant recipients to: (1) comment on the importance of innovation as a criterion for selecting projects; (2) suggest whether specific types of projects should be favored; and (3) discuss which level of government should select projects or administer programs. Research staff have synthesized responses from grantees below.

#### ***Is Innovation an Important Selection Criterion?***

A principal objective of SAFAH was to provide funds to support comprehensive programs deemed to be particularly innovative in meeting the immediate and long-term needs of homeless persons. Grantees were asked about the importance of innovation as a criterion for SAFAH project selection.

Of 55 grantees responding to this question, 29 supported a SAFAH emphasis on innovative programs. Reasons for this response varied, though several thematic threads consistently emerged. First, some grantees expressed the belief that new approaches to serving the homeless were both necessary and possible. Existing program models are not always effective in addressing the needs of a difficult-to-serve population, and grantees alluded to their own efforts in modifying traditional approaches to improve effectiveness. Second, some grantees pointed to the difficulty of finding funding support for approaches that departed from standard program models, and argued for a program that compensated for this general reluctance in the funding community.

Twenty-two respondents believed that innovation should not be a chief criterion for selecting projects to be funded. First, grantees pointed to effective existing programs that needed funds, regardless of their innovative quality. Second, some grantees felt that



targeting innovation led to competition among service providers based on creative grantsmanship-- repackaging otherwise standard programmatic models to appear new. Third, several rural grantees voiced concerns that an emphasis on innovation biased project selection against rural areas, which find it difficult to establish even basic facilities or services. Others believed that the innovation priority encouraged small, narrowly focused programs at the expense of those providing a lower level of service to a larger number of people.

Eleven grantees believed it important to fund successful ongoing programs, especially those providing basic services. Some suggested that undue emphasis on innovation would erode support for programs that met broad local needs, in favor of support for smaller programs that restricted the type of clientele assisted.

### ***What Types of Programs Should be Funded?***

The first two rounds of SAFAH placed few restrictions on the type of organizations or programs eligible for funding, although Congress required reserving at least half of funds for assistance to homeless families and children. Grantees generally commented favorably on this flexibility.

SAFAH funding rounds subsequent to FY 1990 placed restrictions on program and applicant eligibility. Only states could apply for SAFAH grants (although states could and did pass funds through to local governments or nonprofit organizations) and the only eligible activity was aftercare to graduates of transitional housing. To gauge response to these changes, researchers asked grantees whether they thought SAFAH should target particular types of programs or clientele. Fourteen of 39 respondents to this question felt that all types of innovative programs should be funded. Most of these grantees rejected targeting funds to specific types of projects because it unduly limited program flexibility. Local needs vary, and as one respondent suggested, "individual communities know what they need and should be allowed the discretion to decide where funding should go."

Nine of the 25 respondents who favored targeting program grants to specific types of projects preferred an emphasis on emergency shelter projects, while twelve respondents felt that organizations instead should be encouraged to focus on longer term assistance. Specific types of programs or services suggested for targeting include follow-up services, employment and education, and prevention programs. Several grantees suggested targeting specific clientele, who are currently under-served in their localities.

### ***Which Level of Government Should Select Projects?***

Grantees were asked for their views on the level of government that should select projects for funding. Of the 52 grantees who indicated a preference, 26 preferred selection by the federal government, 12 preferred state selection, and 10 preferred local selection. Of the remaining 4 grantees, 2 preferred federal or state selection, and 2 preferred federal or local selection. Thirteen grantees offered no preference.

Those respondents favoring federal project selection offered a number of reasons for their preferences. Some feared that allocation of federal funds through states or localities would add administrative layers and lengthen application procedures or increase project reporting requirements. Others believed that state or local project selection might mean unwanted additional restrictions on eligible project types. Finally, some argued that state or local project selection would increase the importance of political factors in funding awards.

Grantees who favored state selection of applications for SAFAH funding displayed confidence that state administrators would be more attentive to local priorities in grant award decisions (contradicting those favoring federal selection who believed that states or localities would be inappropriately restrictive of project eligibility). Others believed that federally sponsored national competitions inhibited project chances for selection, particularly those proposed by rural sponsors. Respondents favoring program administration by local government pointed to the responsiveness of local government to community needs, and to strong local organizational capabilities. Several respondents cited administration of the Emergency Shelter Grant Program (ESGP) as a model that SAFAH might emulate.

### ***Additional Observations by Grantees***

Grantees frequently commented on a wide variety of issues related to SAFAH. For example, several respondents suggested revisions in the application process, while others recommended ways of sharing information and encouraging replication of successful

programs. Specific recommendations included adoption of a block grant formula approach to funds allocation, including consolidation of existing categorical programs; simplification of application procedures; and more federally funded technical assistance in project design.

### **Observations by HUD Field Office Staff**

Views of HUD field staff generally echoed those of the grant recipients, especially the comment that SAFAH's effectiveness is largely due to the program's flexibility. HUD field staff argued that the lack of a formal match requirement made SAFAH more attainable because nonprofits often have a difficult time obtaining matching funds. (However, as noted in Chapter 3, only about one-third of total project costs were covered by SAFAH grants.) Some HUD Field Office staff felt that SAFAH was duplicative of other McKinney programs in some instances, and unduly complex to administer. Some suggested that SAFAH could be folded into other programs because it duplicates programs such as transitional housing. Respondents from several cities saw a need to simplify the application and administration of the McKinney Act programs. One administrator noted, "A single funding source is needed rather than spending time and effort chasing several."

### **Consolidation of SAFAH and the Supportive Housing Demonstration Program**

Legislation passed in 1992 consolidated SAFAH and the Supportive Housing Demonstration Program into the new Supportive Housing Program. The new program preserves some of the flexible features of the SAFAH program, and continues as an award criterion a proposed project's innovative quality. The new program incorporates most of the SAFAH features valued by grantees. These include support for one or more of acquisition and rehabilitation, operating costs, or supportive services. However, the program requires a 50 percent match for acquisition, rehabilitation, or new construction expenditures. This may deter some applicants, though SAFAH grantees routinely provided at least this amount in other non-SAFAH funds.

### **Summary**

In conclusion, features of the new program generally are consistent with those believed important by grantees. The program supports innovation, but does not restrict

funding only to innovative projects. Grant selection remains at the federal level. The program also encourages longer-term assistance efforts, as opposed to emergency assistance. Finally, the Supportive Housing Program simplifies federal funding, somewhat, by combining programs previously requiring separate funding rounds, selection procedures, and grants administration.

## **APPENDIX A LEGISLATIVE HISTORY**

The Supplemental Assistance for Facilities to Assist the Homeless (SAFAH) Act program was one of several authorized under the McKinney Homeless Assistance Act of 1987, the first comprehensive homeless assistance legislation in the United States. During its first two funding rounds in 1987 and 1990, the program feature that set SAFAH most clearly apart from its companion programs was its encouragement of innovation and flexibility.<sup>1</sup> The explicit legislative intent of the SAFAH program was to support particularly innovative programs to meet the immediate and long-term needs of the homeless.

### **McKinney Act of 1987 and Supplemental Assistance**

From 1982 through 1987, a series of hearings on the plight of the homeless in the United States were held before the House Banking, Finance, and Urban Affairs Committee's Subcommittee on Housing and Community Development. Based on the findings of those hearings, H.R. 558 was introduced in January 1987, and subsequently enacted as the Stewart B. McKinney Homeless Assistance Act.<sup>2</sup>

As the nation's first comprehensive homeless legislation, the McKinney Act reflected congressional concern that the numbers of homeless individuals and families with children were increasing substantially faster than the ability of states, localities, and private organizations to accommodate them. Moreover, the problem was expected to become dramatically worse. Congress acknowledged within the legislation that it had "a moral obligation, a governmental responsibility, and an existing capacity to fulfill a more effective and responsible role to meet the basic human needs and to engender greater respect for the human dignity of the homeless." Stated purposes of the Act were three-fold: (1) to establish an Interagency Office on Homelessness in the Department of Health and Human Services; (2) to use public resources and programs in a more coordinated manner to meet the critically urgent needs of the homeless of the nation; and (3) to

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<sup>1</sup>The Supportive Housing Demonstration Program legislation included innovation as a criterion for selection, but the share of project selection points awarded on this basis was not large.

<sup>2</sup>The original bill had 55 co-sponsors. An additional 57 co-sponsors were subsequently added, indicating the bill's broad support.

provide funds for programs to assist the homeless with special emphasis on homeless families and children.

SAFAH evolved from the "Grants to Assist the Homeless" program, included as Title III Section 304 in the original McKinney Bill. The program's grants were to help establish homeless facilities through lease, construction, or rehabilitation of structures, and to provide related services (including child care facilities) to the homeless, by making use of underutilized federal, state, and local government properties. At least half of the program's funds were to be reserved to assist families with children.

After hearings in February 1987, the full Committee expanded the original Title III grants program to include privately owned buildings in addition to those owned by government.<sup>3</sup> The Committee also: (1) defined eligible applicants for the program to include private (nonprofit) voluntary organizations, units of local government, and states; (2) required funds to be allocated to geographic areas experiencing the greatest need, considering region, population differences, and urban, suburban, or rural character; (3) required award criteria to include local agency capacity to administer the grant; and (4) accorded priority for grant award to proposals that primarily benefitted families with children, and that provided comprehensive assistance.<sup>4</sup>

In June 1987, the "Grants to Assist the Homeless" program became SAFAH, retitled by the House-Senate conferees to reflect the intent that the program provide "Supplemental Assistance" (1) to help fund necessary activities not eligible under other McKinney Act programs such as the Emergency Shelter Grants Program or the Supportive Housing Demonstration Program, and (2) to fund innovative approaches to meet the immediate and long-term needs of the homeless.

### **SAFAH Program Characteristics**

Signed by the president in July 1987, the McKinney Act authorized \$25 million in each of fiscal years 1987 and 1988 for the SAFAH program to be administered by the Department of Housing and Urban Development (HUD). Subsequent to passage of the

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<sup>3</sup> An earlier bill introduced by Representative Lowry was the forerunner of Title III and SAFAH. That bill proposed that funds for homeless assistance be linked to foreclosed government properties.

<sup>4</sup> The legislation specified that at least half of the appropriated funds be reserved to assist families with children.

McKinney Act, Congress appropriated \$15 million in FY 1987 funds for the SAFAH program.

Legislative requirements for administration of SAFAH include the following:

<i>Eligible Activities</i>	Capital costs such as acquisition, major rehabilitation, and moderate rehabilitation of facilities; operating costs; and ongoing expenses for supportive services.
<i>Eligible Applicants</i>	States, metropolitan cities, urban counties, tribes, other governmental entities, and private nonprofit organizations.
<i>Form of Assistance</i>	Capital advances for facilities, repayable after a required use period for homeless assistance of ten years. Ten percent of the principal amount is forgiven for each year a facility is used for homeless assistance after the required period. Nonrepayable support grants could be given for other purposes.
<i>Selection Criteria</i>	Applicant capacity to administer the grant, reasonable efforts to secure other available McKinney program resources, and assurance that no SAFAH support would substitute for other federal funds.
<i>Matching Fund Requirement</i>	Matching sources of funds not required, but demonstration of other sources of private and public funds receive selection preferences.
<i>Funding Limitations</i>	\$1 million maximum grant amount, with no minimum.
<i>Use Limitations</i>	Funds to be used only to provide additional facilities or services for the homeless, to expand existing facilities serving the homeless, or to provide services in addition to those currently provided to the homeless.

The congressional purpose to create a flexible, comprehensive program is reflected in SAFAH's wide range of eligible activities, eligible applicants, and other features (see Exhibit B.1). Unlike other special purpose programs created by the McKinney Act, SAFAH grantees could pursue virtually any project to assist homeless persons. Emergency shelter, transitional housing, and institution building not tied directly to a single provider could all be supported under SAFAH. Similarly, activities eligible for support were relatively unrestricted, encompassing a broad range, from property acquisition to supportive services. Moreover, virtually every agency devoted to meeting

**Exhibit A.1**  
**MCKINNEY HOMELESS ASSISTANCE ACT PROGRAMS**

	Adult Education for the Homeless	Education for Homeless Children	Emergency Community Services Grant	Emergency Food and Shelter	Emergency Shelter Grants (ESG)	Health Care for the Homeless*	Mental Health Svcs for Homeless**	Section 8 Asst for SRO Dwellings	Supp Asst For Facilities (SAFAH)	Supportive Housing Demonstration (SHDP)
<b>GRANT TYPE</b>										
Formula		X	X	X	X		X			
Competitive	X					X		X	X	X
<b>ELIGIBLE APPLICANTS</b>										
States	X	X	X		X	X	X		X	X
Localities		X			X	X			X	X
Non-profit organizations					X	X			X	X
Indian tribes			X					X	X	X
Other (boards, PHAs)				X		X		X	X	X
<b>PROGRAM PURPOSES</b>										
Emergency shelter				X	X				X	
Transitional housing					X				X	X
Permanent housing								X	X	X
Supportive services	X	X	X	X	X	X	X		X	X
Homelessness prevention			X	X	X					
Housing assistance							X	X	X	
Institution building										
Promotion of program			X							
Research/demonstration										
<b>ELIGIBLE ACTIVITIES</b>										
Acquisition/lease									X	X
Moderate rehab				X	X			X	X	X
Substantial rehab					X				X	X
Operating costs		X		X	X				X	X
Supportive services	X	X	X	X	X	X	X		X	X
<b>PROGRAM BENEFICIARIES</b>										
Families w/children			X	X	X	X			X	X
Elderly			X	X	X	X		X	X	X
Handicapped***			X	X	X	X	X	X	X	X
Runaway youth			X	X	X	X			X	X
At risk of homelessness			X	X	X	X			X	X
Adults only	X		X	X	X	X		X	X	X
Children only		X	X	X	X	X			X	
Non-homeless (not at risk)				X		X				
<b>MATCH REQUIREMENT</b>										
Yes				X	X	X	X			
No	X	X	X					X	X	X

Source: Compiled by the Urban Institute based on review of legislation, regulations, and other program materials

X marks activities eligible for funding under the indicated program

\* In 1990, retitled Primary Health Care and Substance Abuse Services

\*\* In 1990, retitled Projects for Assistance in Transition from Homelessness (PATH)

\*\*\* Includes chronic mentally ill, chronic alcohol and/or drug abusers, deinstitutionalized persons, and persons with AIDS or related diseases



the needs of the homeless could apply for funding, whether state, county, or local government, and whether public or private.

Two types of assistance could be requested under the SAFAH program: (1) Comprehensive Assistance, for innovative programs and (2) Assistance in Excess of Emergency Shelter Grants (ESG) and Supportive Housing Demonstration (SHD) program funding. Comprehensive Assistance funds were to support programs that were particularly innovative or that used alternative methods for meeting the immediate and long-term needs of homeless families with children, elderly homeless, or the handicapped.

Excess Assistance was to cover costs in excess of an applicant's established ESG or SHD program or pending application for these programs. To qualify under this category, applicants were required either (1) to meet the special needs of homeless families with children, elderly homeless individuals, or handicapped homeless persons; or (2) to facilitate the transfer and utilization of public buildings to assist homeless individuals and families.

### **1988 Amendments to SAFAH**

Committee hearings in January and June 1988 to consider reauthorization of the McKinney Act did not focus on the relatively small SAFAH program, although several witnesses decried the unwillingness of Congress to appropriate funds for the program for FY 1988. The House Committee Report accompanying the Omnibus McKinney Homeless Assistance Act of 1988 clarified certain ambiguities in the SAFAH authorizing legislation.<sup>5</sup> The report also commended HUD for funding innovative programs in the first SAFAH funding round and encouraged the Department to fund innovative programs in subsequent rounds, stating: "These allocations for innovative homeless programs are in keeping with the primary intent of the program."

The Act authorized appropriations of \$10 million for FY 1989 and \$11 million for FY 1990 (subsequent appropriation acts did not fund SAFAH for 1989, but provided \$10.8 million for 1990).

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<sup>5</sup> Specifically, the reporting Committee affirmed that SAFAH funds could be used for supportive services and operating expenses, noting that the original legislation did not intend that these expenses be ineligible for grant support.

## **HUD Implementation**

A Notice of Funds Availability (NOFA), issued on October 19, 1987, announced HUD's guidelines for operation of the SAFAH program for each of the two categories of assistance under SAFAH: (1) comprehensive assistance to support particularly innovative programs or those exhibiting alternative methods for meeting the immediate and long-term needs of the homeless, and (2) assistance in excess of Emergency Shelter Grants (ESG) or Supportive Housing Demonstration (SHD) program funding for either an established ESG or SHD program or pending application for these programs.<sup>6</sup>

The selection process had two stages. The first was a review and selection of applications seeking comprehensive assistance. If all program funds were not obligated to applicants in this category, HUD would then consider applications seeking excess assistance. Regardless of category, all applicants had to initially meet a set of threshold criteria, which included but were not limited to:

- (1) Demonstrated eligibility as a state, a metropolitan city, an urban county, a tribe, or a nonprofit organization;
- (2) Financial responsibility, including such factors as financial background of the applicant, current and anticipated financial outlook, amount of funding proposed in the application, and the applicant's other financial obligations;
- (3) Commitment to alleviating poverty, evidenced by past and continuing efforts to assist low-income people and the applicant's stated organizational goals;
- (4) Organizational capacity such as the ability to initiate projects in a timely and successful manner, experience in establishing and operating facilities or programs for the homeless, and administrative and managerial competence;
- (5) Local need, as indicated in the Comprehensive Homeless Assistance Plan; and
- (6) Innovation, as evidenced by new or unusual approaches to meet the needs of the homeless.

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<sup>6</sup> Applications would be due by December 3, 1987 with HUD making final selection of grantees by December 23, 1987.

After applications were reviewed for meeting the threshold criteria, the second stage of selection involved ranking the applicants. The following ranking categories were used (in order of points awarded):

- Innovative quality--the degree to which an applicant proposes a new or unusual method for meeting the immediate and long-term needs of the homeless;
- Comprehensiveness--whether the facilities or services will satisfy the immediate and long-term needs of the homeless population to be served;
- Leveraging--the extent to which the applicant will supplement the amount awarded by HUD with funding from other sources. Other sources could include financial contributions, donated materials or structures, and volunteer time;
- Applicant capacity--the ability of the applicant to initiate the proposed project within a reasonable time and in a successful manner;
- Strategy--how well the proposed project reflects the needs of the homeless population to be served, as identified in the Comprehensive Homeless Assistance Plan;
- Task force--evidence of coordinated effort by members of the community such as a task force or similar group, including a chief elected official, to address local needs of the homeless; and
- Special homeless populations--emphasis on assistance designed primarily to benefit homeless elderly and families with children.

After ranking all qualifying applications, an environmental review was performed and rankings adjusted as appropriate. The highest ranked applications were then to be considered for final selection, with provision for some substitutions to be made. Specifically, the Act required that, to the maximum extent practicable, 50 percent of all SAFAH funds were to be reserved for facilities that assist primarily homeless elderly or homeless families with children (with a portion of those funds used for child care facilities). In addition, SAFAH funds were to be distributed equitably across geographic locations.

Applications for assistance in excess of ESG or SHD were required to meet other criteria in addition to those noted above. Applicants had to demonstrate that their SAFAH application was made in connection with an approved ESG or SHD program, a pending application for ESG or SHD funds, or one that had been denied funding under

those programs. In addition, applicants had to demonstrate that their SAFAH proposal would serve the purposes of the ESG or SHD program.<sup>7</sup>

HUD's "Final Rule" for the program was issued in November 1989, prior to solicitation of applications for the FY 1990 round of SAFAH grants, and provided more complete guidance to potential applicants for funds than was possible for the earlier round of awards. Several program revisions reflected in the Final Rule were in response to comments from homeless service providers in meetings with HUD staff and public comments on the proposed rule. Some revisions were intended to make the application and selection processes specified for the SAFAH program more consistent with those of the Emergency Shelter Grant and Supportive Housing Demonstration programs. The following are among the more significant revisions:

- Operating costs were added as an eligible type of assistance under the comprehensive assistance category, and a definition of "operating costs" (e.g., administration, maintenance, utilities, furnishings) was provided.
- Excess Assistance was made available *only* for projects approved for funding under either the ESG or SHD programs (prior to the final rule, projects with pending applications for ESG or SHD funding could also apply for SAFAH under the Excess Assistance category.)
- Only one application process was to be used for both categories of SAFAH (excess assistance, comprehensive assistance). The ranking criteria would also be the same for both categories.
- Case management was to be included in the definition of supportive services.
- SAFAH applicants would be allowed four months after funding selection, rather than the originally allocated 30 days, to complete zoning requirements.

HUD consolidated program management responsibilities by shifting SAFAH program responsibility from the Assistant Secretary for Housing to the Office of Special Needs Assistance Programs (SNAPS) under the Assistant Secretary for Community Planning and Development. This office also assumed responsibility for administering the Emergency Shelter Grants Program and the Supportive Housing Demonstration Program.

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<sup>7</sup> It is worth noting that *no* excess assistance awards were made over the first two funding rounds.

## **APPENDIX B**

**TABLE B.1 - SAFAH Grantees**

**TABLE B.2 - SAFAH Projects by Type**

**TABLE B.3 - SAFAH Project Services Provided On-Site**

**TABLE B.4 - SAFAH Project Services Receiving SAFAH Funding**

## APPENDIX B

**TABLE B.1 - SAFAH GRANTEES**

Year of Award, Grant Size and Number of Projects

Year	Grantee Name	Location	Grant Amount	No of Projects
1987	City of Boston	Boston, MA	\$1,000,000	18
1987	Human Resources Administration	New York, NY	\$996,707	1
1987	Archdiocesan Hsg Authority	Seattle, WA	\$938,091	1
1987	Dept Health and Human Svcs	Newark, NJ	\$881,329	2
1987	City of Alexandria	Alexandria, VA	\$754,677	1
1987	Dept of Public Welfare	Pennsylvania State	\$734,804	12
1987	City of St Louis	St Louis, MO	\$620,995	4
1987	Alameda County Planning Dept	Alameda County, CA	\$586,564	2
1987	VOA of Louisville	Louisville, KY	\$562,600	1
1987	Recap, Inc /Rural Opportunities	Middletown, NY	\$505,000	1
1987	Center for Battered Women	Austin, TX	\$500,000	1
1987	Lafayette House	Joplin, MO	\$437,705	1
1987	Ford Street Project	Ukiah, CA	\$422,741	1
1987	Nosotros, Inc	Tucson, AZ	\$403,350	1
1987	Metropolitan Health Dept	Nashville, TN	\$391,696	1
1987	St. Peter's Episcopal Church	Detroit, MI	\$376,238	1
1987	Traveler's Aid	Chicago, IL	\$353,884	1
1987	Metro Dade County	Dade County, FL	\$345,145	1
1987	Catholic Charities of Chicago	Chicago, IL	\$344,253	1
1987	United Way of Northern Nevada	Reno, NV	\$332,541	1
1987	Warren Village	Denver, CO	\$321,064	1
1987	Sharing Community, Inc.	Yonkers, NY	\$317,000	1
1987	LA Family Housing Corp	Los Angeles, CA	\$300,000	1
1987	Community Relations-Social Development Commission	Milwaukee, WI	\$283,334	1
1987	Washington-Greene CAC	Washington, PA	\$260,443	2
1987	Dept of Hsg & Community Affs	Vermont State	\$232,804	8
1987	Urban Community Svc Dept	Kansas City, MO	\$214,065	1
1987	Our House, Inc	Decatur, GA	\$182,035	1
1987	City of Santa Monica	Santa Monica, CA	\$179,437	1
1987	Birmingham Housing Authority	Birmingham, AL	\$167,476	1
1987	City of Atlanta	Atlanta, GA	\$158,232	1
1987	Urban Housing Foundation/Harrington Homes	Omaha, NE	\$150,000	1
1987	Women in Distress	Broward County, FL	\$124,250	1
1987	Resource Center for Women	Aberdeen, SD	\$113,190	1
1987	WRAP	Jackson, TN	\$74,100	1
1987	City of Hartford	Hartford, CT	\$63,366	1
1987	DOVE Inc	Quincy, MA	\$60,000	1
1987	Clackamas County	Clackamas County, OR	\$58,590	1
1987	A Safe Place	Waukegan, IL	\$50,000	1
1987	YWCA of Jacksonville	Jacksonville, FL	\$46,904	1
1987	SE Idaho Community Agcy	Pocatello, ID	\$46,060	2
1987	Covenant House, Inc	Charleston, WV	\$26,250	1
1987	Tn-Valley Haven for Women	Livermore, CA	\$26,051	1
1987	Women's Shelter, Inc	Rochester, MN	\$22,673	1
1987	Black River Area Devel Corp.	Pocahontas, AR	\$14,583	1

Table B.1  
SAFAH Grantees (ctd.)

Year	Grantee Name	Location	Grant Amount	No. of Projects
1990	County of Wayne	Detroit, MI	\$1,000,000	1
1990	Hawkeye Area CAP	Cedar Rapids, IA	\$1,000,000	1
1990	Shreveport SRO	Shreveport, LA	\$979,148	3
1990	Coalition for the Homeless	Washington, DC	\$905,163	2
1990	Public Action to Deliver Shelter	Aurora, IL	\$816,690	1
1990	Catholic Charities of SF	San Francisco, CA	\$746,000	1
1990	Greyston Family Inn	Yonkers, NY	\$730,210	1
1990	State of Rhode Island	Providence, RI	\$724,000	1
1990	VOA of Knoxville	Knoxville, TN	\$524,848	1
1990	Berkeley-Oakland Support Svcs	Berkeley, CA	\$472,275	1
1990	Lane County	Eugene, OR	\$468,763	1
1990	Family Self-Help Center	Joplin, MO	\$404,210	1
1990	Associated Catholic Charities DC	Washington, DC	\$398,463	1
1990	Warren-Hamilton Housing	Indian Lake, NY	\$368,014	1
1990	Green Door, Inc.	Washington, DC	\$360,000	1
1990	YWCA of Lewiston	Lewiston, ID	\$301,063	1
1990	Elizabeth Stone House	Boston, MA	\$259,000	1
1990	WSOS	Fremont, OH	\$196,500	1
1990	Community of Hope	Washington, DC	\$147,000	1
1990	Daystar House, Inc.	Cullman, AL	\$46,644	1

## APPENDIX B

**TABLE B.2 - SAFAH PROJECTS BY TYPE**

Emergency Shelter, Transitional & Permanent, Non-Residential

FY	Recipient	Location	State	N of Projects
<b>EMERGENCY SHELTER</b>				
1987	The Resource Center for Women	Aberdeen	SD	
1987	The City of Alexandria	Alexandria	VA	
1987	Center for Battered Women	Austin	TX	
1987	City of Boston	Boston	MA	5 projects
1987	Women in Distress	Broward County	FL	
1987	Department of Public Welfare	Pennsylvania State	PA	12 projects
1987	Women's Resource and Rape Assistance	Jackson	TN	
1987	Black River Area Development Corp	Pocahontas	AR	
1987	Southeastern Idaho Community Agency	Pocatello	ID	
1987	Dove, Inc	Quincy	MA	
1987	City of Santa Monica, CA	Santa Monica	CA	
1987	The Sharing Community, Inc	Yonkers	NY	
1987	A Safe Place	Waukegan	IL	
1990	Daystar House, Inc	Cullman	AL	
1990	Berkeley-Oakland Support Services	Berkeley	CA	
1990	Catholic Charities of San Francisco Co	San Francisco	CA	
1990	Volunteers of America	Knoxville	TN	
<b>TRANSITIONAL &amp; PERMANENT</b>				
1987	City of Atlanta	Atlanta	GA	
1987	City of Boston	Boston	MA	7 projects
1987	Catholic Charities of Chicago	Chicago	IL	
1987	Traveler's and Immigrant's Aid	Chicago	IL	
1987	Warren Village	Denver	CO	
1987	Alameda County Planning Department	Alameda County	CA	
1987	Lafayette House	Joplin	MO	
1987	Los Angeles Family Housing Corp	Los Angeles	CA	
1987	Volunteers of America	Louisville	KY	
1987	Metropolitan Dade County, FL	Dade County	FL	
1987	Recap, Inc & Rural Opportunities	Middletown	NY	
1987	Dept of Housing and Cmty Affairs	Vermont State	VT	8 projects
1987	Dept of Health and Human Services	Newark	NJ	2 projects
1987	Southeastern Idaho Community Agency	Pocatello	ID	
1987	Archdiocesan Housing Auth of Seattle	Seattle	WA	
1987	City of St Louis	St Louis	MO	2 projects
1987	Washington-Greene Cmty Act Corp	Washington	PA	2 projects
1987	Nosotros, Inc./Nosotros Properties	Tucson	AZ	
1987	The Ford Street Project	Ukiah	CA	
1987	Washington-Greene Community Action Corp	Washington	PA	
1987	Tn-Valley Haven for Women	Livermore	CA	
1987	St Peter's Episcopal Church	Detroit	MI	
1987	Women's Shelter, Inc	Rochester	MN	
1987	Comm. Relations-Social Dev Commission	Milwaukee	WI	
1987	YWCA of Jacksonville	Jacksonville	FL	
1987	Urban Housing Foundation/ Harrington Homes	Omaha	NE	



Table B 2  
SAFAH Projects by Type

FY	Recipient	Location	State	Notes
TRANSITIONAL & PERMANENT (ctd)				
1990	Assoc Catholic Chantes of DC Arch	Distnict of Columbia	DC	2 projects
1990	Coalition for the Homeless, Inc	Distnict of Columbia	DC	
1990	Community of Hope	Distnict of Columbia	DC	
1990	Hawkeye Area Community Action Program	Cedar Rapids	IA	2 projects
1990	YWCA of Lewiston	Lewiston	ID	
1990	Public Action to Deliver Shelter	Aurora	IL	
1990	Shreveport SRO, Inc	Shreveport	LA	
1990	Elizabeth Stone House	Jamaica Plain	MA	
1990	County of Wayne	Detroit	MI	
1990	Family Self-Help Center	Joplin	MO	
1990	Warren-Hamilton Housing Corp	Indian Lake	NY	
1990	Greystone Family Inn	Yonkers	NY	
1990	WSOS Community Action Commission Inc.	Fremont	OH	
1990	Lane County	Eugene	OR	
1990	State of Ri & Providence Plantation	Providence	RI	
NON-RESIDENTIAL				
1987	City of Birmingham Housing Authority	Birmingham	AL	6 projects
1987	City of Boston	Boston	MA	
1987	Our House, Inc	Decatur	GA	
1987	Hartford, City of	Hartford	CT	
1987	Urban Community Services Department	Kansas City	MO	
1987	Metropolitan Health Dept	Nashville-Davidson	TN	
1987	Human Resources Administration	New York City	NY	2 projects
1987	Clackamas County	Clackamas County	OR	
1987	United Way of Northern Nevada	Reno	NV	
1987	City of St Louis	St Louis	MO	
1987	Covenant House	Charleston	WV	
1990	Green Door, Inc	Washington	DC	
1990	Shreveport SRO, Inc	Shreveport	LA	

**APPENDIX B**  
**TABLE B.3 - SAFAH Project Services Provided On-Site**

	Percent of Projects Providing Service On-Site		
	Emergency Shelter	Transitional & Permanent	Non-Residential
Projects reporting	27	47	13
Case Management	89 %	64 %	54 %
Life Skills			
Money management	37 %	62 %	38 %
Transportation usage	41	26	23
Household management	33	51	15
Education			
GED	11 %	13 %	8 %
Basic literacy	4	9	15
ESL	0	2	0
Early childhood	0	8	0
Other education	7	0	0
Employment/Vocational Training			
Job placement	15 %	19 %	0 %
Pre-vocational training	22	28	38
Vocational counseling	11	26	23
Specific job training	7	6	0
Vocational rehabilitation	4	6	15
Sheltered workshop	0	4	8
Transitional employment	0	2	8
Other training	4	4	0
Substance Abuse			
Substance abuse counseling	30 %	26 %	0 %
Alcoholics Anonymous	7	4	0
Narcotics Anonymous	4	0	0
Detoxification	4	6	0
Other services	4	6	0
Physical Health			
Primary care	7 %	23 %	8 %
Medical screening	11	11	8
Prenatal care	7	6	0
Rehabilitative care	0	0	0
Other services	0	6	15
Mental Health			
Personal/family counseling	59 %	38 %	15 %
Peer group/self-help	59	34	38
Crisis intervention	44	32	15
Psychological counseling	30	15	15
Medication monitoring	19	9	0
Psychosocial rehabilitation	11	4	15
Psychiatric care	0	0	0
Other services	7	0	0
Family/Children's Services			
Child care	52 %	43 %	15 %
Parenting training	44	34	15
Babysitting	26	19	15
Immunization/screening	11	9	8
Parents Anonymous	7	0	0
Other services	7	2	0
Miscellaneous			
Housing location assistance	59 %	49 %	46 %
Follow-up support	52	45	23
Food provision	56	43	23
Cooking facilities	56	60	0
Transportation	0	0	0
Staff-prepared meals	44	26	23
Entitlement enrollment	11	17	8
Other services	22	28	38

Source: Grantee Abstract Database

# APPENDIX B

## TABLE B.4 - SAFAH Project Services Receiving SAFAH Funding

	Percent of Projects Using SAFAH Monies		
	Emergency Shelter	Transitional & Permanent	Non-Residential
Projects reporting	27	47	13
Case Management	30 %	55 %	69 %
Life Skills			
Money management	22 %	53 %	46 %
Transportation usage	19	23	23
Household management	19	45	23
Education			
GED	11 %	4 %	8 %
Basic literacy	7	4	15
ESL	7	0	0
Early childhood	0	2	8
Other education	4	0	8
Employment/Vocational Training			
Job placement	7 %	17 %	23 %
Pre-vocational training	11	30	38
Vocational counseling	7	15	8
Specific job training	4	11	8
Vocational rehabilitation	4	2	8
Sheltered workshop	0	4	0
Transitional employment	0	0	0
Other training	4	2	0
Substance Abuse			
Substance abuse counseling	7 %	30 %	15 %
Alcoholics Anonymous	4	9	23
Narcotics Anonymous	4	9	15
Detoxification	0	6	15
Other services	0	6	0
Physical Health			
Primary care	4 %	21 %	31 %
Medical screening	4	6	8
Prenatal care	0	4	15
Rehabilitative care	0	0	0
Other services	0	4	8
Mental Health			
Personal/family counseling	22 %	36 %	31 %
Peer group/self-help	15	26	38
Crisis intervention	26	21	31
Psychological counseling	7	17	15
Medication monitoring	11	6	8
Psychosocial rehabilitation	0	11	15
Psychiatric care	0	0	0
Other services	0	4	0
Family/Children's Services			
Child care	44 %	49 %	62 %
Parenting training	15	26	23
Babysitting	15	23	38
Immunization/screening	0	4	23
Parents Anonymous	0	0	15
Other services	4	4	15
Miscellaneous			
Housing location assistance	30 %	47 %	62 %
Follow-up support	22	34	38
Food provision	15	23	15
Cooking facilities	15	30	0
Transportation	15	30	62
Staff-prepared meals	11	17	15
Entitlement enrollment	4	23	46
Other services	15	26	46

Source: Grantees Abstract Database

**APPENDIX C**  
**SAFAH PROJECT ABSTRACT FORM**

## **SAFAH Project Description**

*The attached abstract describes your SAFAH project based upon the grant application submitted by your organization to HUD. We would like your help with verifying, correcting and/or updating the descriptions. Please complete the form as described below, make a copy for yourself, and mail the original to the Urban Institute in the envelope provided.*

### **Instructions for correcting/updating the attached abstract**

Research staff at the Urban Institute have read your SAFAH grant application and have summarized various characteristics of your proposal. The first section below reports some characteristics of your SAFAH project and your organization (and any other organizations receiving funding under this SAFAH grant), the second section describes the services the SAFAH project provides, the third section describes the sites receiving SAFAH funding, the fourth section summarizes the financial data, and the last section seeks information about the clientele assisted and the actual implementation of the project.

We want to ensure the accuracy of our description of your SAFAH project. Please read the abstract carefully, and then use a red pen (for your convenience we have enclosed one in the envelope) to make changes as follows:

- 1) For any questions left blank, please provide the missing information.
- 2) If any of the answers are incorrect, please supply the correct information.
- 3) If any major changes have been made during the implementation of your SAFAH project, please update our information next to the appropriate items. A space is provided at the end of each section of the abstract form so you can comment on any major changes in your SAFAH project.
- 4) Please feel free to provide additional descriptive information on supplemental pages. When doing so, be sure to indicate the question number on the supplementary page.

**This evaluation is not a program audit.** The details of project characteristics and implementation are being collected for research purposes only. The evaluation will look at both successes and difficulties encountered in the implementation of programs to assist the homeless. It will be used to assess ways for future grantees to avoid pitfalls encountered in the past and to recommend programs or program elements which might be replicated elsewhere.

### **Important definition**

Technically, a SAFAH project is defined as "an eligible activity or group of related eligible activities designed to assist homeless persons..."

- **A SAFAH project includes all homelessness-related activities that were included in your application and are described in the narrative in question 3 below, unless a question specifies that only the SAFAH-funded activities are to be considered.**
- **Please note that the term SAFAH project does not include all other activities or programs run by you or your parent organization.**

If you have any questions about this definition or any other portion of the abstract, please contact Patrick Boxall at (202) 857-8730.

(Note: there are two versions of page 2, depending upon the version of question 4 that is included for a given SAFAH project. This is version (a))

### **SAFAH Project Abstract**

#### **I. General and Organizational Information**

**Organization:**

**Grant #**

**Project Name:**

**Address:**

**City and State:**

**Telephone Number:**

**1. Name of person updating this form:** \_\_\_\_\_

**2. a. Who should we telephone to discuss the SAFAH project?** \_\_\_\_\_

**b. Telephone Number:** \_\_\_\_\_

#### **A. Characteristics of the SAFAH Project**

*This section describes your proposed SAFAH project and indicates the services to be provided. If needed, please correct the narratives in questions 3 and 4 so they accurately describe your SAFAH project.*

#### **3. Overview and description of the proposed SAFAH project**

**4. According to the application, SAFAH funds were requested to support the expansion of an existing program. The existing program is briefly described below:**

**a. Is this a generally accurate description of your current program?** \_\_\_\_ Yes \_\_\_\_ No

**b. If not, briefly note differences here:**

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(Note: there are two versions of page 2, depending upon the version of question 4 that is included for a given SAFAH project. This is version (b))

### **SAFAH Project Abstract**

#### **I. General and Organizational Information**

**Organization:**

**Grant #**

**Project Name:**

**Address:**

**City and State:**

**Telephone Number:**

**1. Name of person updating this form:** \_\_\_\_\_

**2. a. Who should we telephone to discuss the SAFAH project?** \_\_\_\_\_

**b. Telephone Number:** \_\_\_\_\_

#### **A. Characteristics of the SAFAH Project**

*This section describes your proposed SAFAH project and indicates the services to be provided. If needed, please correct the narrative in question 3 so it accurately describes your SAFAH project.*

#### **3. Overview and description of the proposed SAFAH project**

**4. According to the application, SAFAH funds were requested to support a new program, rather than the expansion of an existing program.**

**a. Is this correct?** \_\_\_\_ Yes \_\_\_\_ No

**b. If the SAFAH funds were requested for the expansion of an existing program, briefly describe that program below:**

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## B. Characteristics of the Grantee Organization

*The following information about your organization was obtained from your SAFAH application. Please add any missing information and make corrections to answers or narratives as needed.*

### 5. Primary mission(s) of your organization (not just the project funded by SAFAH):

- |   |   |
|---|---|
| <input type="checkbox"/> Provision of emergency shelter | <input type="checkbox"/> Youth services           |
| <input type="checkbox"/> Transitional housing provision | <input type="checkbox"/> Women's services         |
| <input type="checkbox"/> Low income housing provision   | <input type="checkbox"/> Family services          |
| <input type="checkbox"/> Homeless advocacy              | <input type="checkbox"/> Substance abuse services |
| <input type="checkbox"/> Homeless services              | <input type="checkbox"/> Social services          |
| <input type="checkbox"/> Mental health care             | <input type="checkbox"/> Community Action Program |
| <input type="checkbox"/> Religion                       | <input type="checkbox"/> Veteran Services         |
| <input type="checkbox"/> Other _____                    |   |

### 6. Organization's stated purpose:

### 7. Length of time serving homeless people (at time of SAFAH application):

- ☐ Not previously
- ☐ Less than 2 years
- ☐ 2-5 years
- ☐ More than 5 years

### 8. Homeless facilities operated (prior to receiving SAFAH funds):

- ☐ Emergency shelter
- ☐ Transitional Housing
- ☐ Permanent Housing
- ☐ Prevention of Homelessness
- ☐ Other (specify) \_\_\_\_\_

### 9. Services provided for the homeless prior to receiving SAFAH funds:

(Use the space provided for notes/comments on services provided)

- ☐ Housing \_\_\_\_\_
- ☐ Food provision \_\_\_\_\_
- ☐ Day shelter/socialization \_\_\_\_\_
- ☐ Case management \_\_\_\_\_
- ☐ Education (ESL, GED) \_\_\_\_\_
- ☐ Child care \_\_\_\_\_
- ☐ Vocational assistance \_\_\_\_\_
- ☐ Health care \_\_\_\_\_
- ☐ Addiction treatment or counseling \_\_\_\_\_
- ☐ Mental health care \_\_\_\_\_
- ☐ Life skills training \_\_\_\_\_



## II. SAFAH Project Services and Staffing

**10. Your SAFAH application requested funding for operations or supportive services. Column 1 indicates which services were planned for the SAFAH project, column 2 notes whether the services would be provided on site or by referral, and the last column shows whether SAFAH funding was to pay for any part of the cost of this particular service.**

*We are interested in all services you consider part of this project, not just the SAFAH-funded portion. Please add any missing information and make corrections as needed to reflect the services actually provided by your SAFAH project. Additions may be entered in the appropriate space. Indicate any corrections next to the relevant question. Use the space provided in question 16 to comment on any major changes in the characteristics or staffing of your SAFAH project.*

### Coding

Columns 1 and 3: Y = yes, N = no

Column 2: R = referral, O = on-site, C = contracted off site, B = both on and off site

	(1) Service Provided ?	(2) Service Location	(3) SAFAH Funded ?
<b>Life skills:</b>			
Money management	_____	_____	_____
Transportation usage	_____	_____	_____
Household management	_____	_____	_____
Other _____	_____	_____	_____
<b>Education:</b>			
General Equivalency Diploma (GED)	_____	_____	_____
English as a Second Language (ESL)	_____	_____	_____
Early childhood education (Head Start)	_____	_____	_____
Basic literacy	_____	_____	_____
Other _____	_____	_____	_____
<b>Employment/Vocational:</b>			
Pre-vocational training (appropriate appearance, being on time, etc.)	_____	_____	_____
Transitional employment/paid internship	_____	_____	_____
Training for specific jobs	_____	_____	_____
Vocational rehabilitation	_____	_____	_____
Vocational counseling	_____	_____	_____
Job placement	_____	_____	_____
Sheltered workshop	_____	_____	_____
Other _____	_____	_____	_____
<b>Substance abuse:</b>			
Detoxification	_____	_____	_____
Alcohol Anonymous	_____	_____	_____
Narcotics Anonymous	_____	_____	_____
Substance abuse counseling	_____	_____	_____
Other _____	_____	_____	_____
<b>Physical Health:</b>			
Primary care	_____	_____	_____
Physical rehabilitative care/ physical therapy	_____	_____	_____
Prenatal care	_____	_____	_____
Medical screening	_____	_____	_____
Other _____	_____	_____	_____

Services planned for the SAFAH project (ctd.):

Coding

Columns 1 and 3:

Y = yes, N = no

Column 2:

R = referral, O = on-site, C = contracted off site, B = both on and off site

	(1) Service Provided ?	(2) Service Location	(3) SAFAH Funded ?
<b>Mental Health:</b>			
Crisis intervention	_____	_____	_____
Medication monitoring	_____	_____	_____
Psychosocial rehabilitation	_____	_____	_____
Psychological counseling	_____	_____	_____
Psychiatric treatment	_____	_____	_____
Personal and family counseling	_____	_____	_____
Peer group/self-help	_____	_____	_____
Other _____	_____	_____	_____
<b>Family and Children's Services:</b>			
Child care	_____	_____	_____
Baby sitting	_____	_____	_____
Immunization/screening	_____	_____	_____
Parenting training	_____	_____	_____
Parents anonymous	_____	_____	_____
Other _____	_____	_____	_____
<b>Miscellaneous services:</b>			
Case management (linking client to supportive services s/he requires)	_____	_____	_____
Housing location assistance	_____	_____	_____
Follow-up support after clients leave the program	_____	_____	_____
Enrollment in entitlement program	_____	_____	_____
Food provision:	_____	_____	_____
Cooking facilities for client use	_____	_____	_____
Meals prepared by staff or volunteers	_____	_____	_____
Transportation	_____	_____	_____
Other (Specify)	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

11. Which of the following case management services are provided to clients?

	Yes	No
Needs assessment upon entry into the program	_____	_____
Holding regular meetings with clients	_____	_____
Periodic needs reassessment	_____	_____
Ongoing progress monitoring	_____	_____
Enrolling residents in community-based services	_____	_____
Going with residents to service appointments	_____	_____
Providing legal advice or advice in how to submit a grievance	_____	_____
Progress monitoring after client leaves the program	_____	_____
Other (Specify) _____	_____	_____

12. a. Are case management services provided by one case manager for each client, by a team, or through other arrangements? (Check one)

- ☐ One case manager  
☐ Team  
☐ Other (Specify) \_\_\_\_\_

b. What is the case load for each case manager, on average?

\_\_\_\_\_

13. Which of the following activities are performed after a client leaves the project?

Please check each entry, as appropriate.

	(1) Clients who completed the program		(2) Clients who left voluntarily		(3) Clients who were dismissed	
	Yes	No	Yes	No	Yes	No
Regular meetings with the client's former case manager	_____	_____	_____	_____	_____	_____
Regular meetings with a new case manager	_____	_____	_____	_____	_____	_____
Follow-up phone calls	_____	_____	_____	_____	_____	_____
Follow-up questionnaires	_____	_____	_____	_____	_____	_____
Updating clients' records	_____	_____	_____	_____	_____	_____
Other (Specify) _____	_____	_____	_____	_____	_____	_____

14. The following staff positions were indicated as part of the overall project or project expansion funded by SAFAH. Job type and the portion of salary funded by SAFAH are indicated below. Please add any staff positions we did not include, but should have, and check whether all, part or none of the salary is funded by SAFAH.

Notation: FT = full time, PT = part time, %FT = percent of full time

Job type	Full or part time status	Portion of salary funded by SAFAH		
		All	Part	None
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

**15. The proposal noted that the site would be staffed during the following hours:**

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**16. Major changes in services provided by your SAFAH project or in staff positions since project award:**

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**III. Description of Site(s) receiving SAFAH funding**

*This section describes the site(s) receiving SAFAH funding and the rehabilitation work planned at the time of the grant award. If needed, please correct the narrative in question 17 so it accurately describes the site rehabilitation work funded by SAFAH. Use the space provided in question 23 to comment on any site changes or major changes in rehabilitation plans.*

**17. Description of SAFAH-funded site rehabilitation:**

**18. In what type of building is this site located? (check one or more)**

- ☐ Single family detached house
- ☐ Town house/row house
- ☐ Duplex or triplex
- ☐ Apartment building
- ☐ Single Room Occupancy (SRO) hotel
- ☐ Other (Specify \_\_\_\_\_)

**19. a. How many of each type of residential unit does the site have?**

<input type="checkbox"/> Efficiency apartments	<input type="checkbox"/> Single occupancy rooms
<input type="checkbox"/> One bedroom apartments	<input type="checkbox"/> Rooms shared by 2 people or a family
<input type="checkbox"/> Two bedroom apartments	<input type="checkbox"/> Dormitory
<input type="checkbox"/> Three bedroom apartments	<input type="checkbox"/> Not a residential program
<input type="checkbox"/> Other (Specify _____)	

**b. What is the total residential capacity of this site?** \_\_\_\_\_ beds

**c. Are there restrictions or limitations on how long a client may remain in residence?**

**20. How many of each of the following communal or shared facilities are available at this site?**

<input type="checkbox"/> Shared Kitchens	<input type="checkbox"/> Shared Dining Rooms
<input type="checkbox"/> Shared Pantries	<input type="checkbox"/> Shared Living/recreation rooms
<input type="checkbox"/> Showers	<input type="checkbox"/> Meeting/counseling rooms
<input type="checkbox"/> Laundry rooms	<input type="checkbox"/> Play rooms
<input type="checkbox"/> Outdoor areas	<input type="checkbox"/> Offices
<input type="checkbox"/> Other (Specify _____)	
<input type="checkbox"/> None of the above or not applicable	

**21. Is this site owned or leased by the project?**

☐ Owned ☐ Leased

**22. What is the predominant land use within a two-block radius of this site?**  
(Check one or more)

<input type="checkbox"/> Residential	<input type="checkbox"/> Industrial
<input type="checkbox"/> Commercial	<input type="checkbox"/> Institutional

**23. Site change or major changes in rehabilitation plans since grant award:**

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#### IV. Financial Data

24. a. Your organization's expenses for the period from \_\_\_\_\_ to \_\_\_\_\_ were \$ \_\_\_\_\_

b. What type of support does your organization receive from its parent or sponsoring organization, if any? Check all items that apply:

\_\_\_\_\_ Volunteer time  
\_\_\_\_\_ Funding  
\_\_\_\_\_ Management/administration  
\_\_\_\_\_ None or not applicable  
\_\_\_\_\_ Use of the building  
\_\_\_\_\_ Supplies  
\_\_\_\_\_ Other (describe: \_\_\_\_\_)

Please add any missing information and make corrections to any answers or narratives as needed to reflect the sources and uses of funds for your SAFAH project. A space is provided in question 30 for comments on any major changes in costs or funding.

#### 25. Specific activities to be funded by SAFAH

#### 26. Use of Total Project Funds

The figures in the table below were taken from your SAFAH application and reflect amounts to be expended over the SAFAH project period. Please correct these figures to reflect amounts actually expended, or currently budgeted.

(A) Activity Category	(B) Total Cost	(C) SAFAH Grant	(D) Other Federal Funds	(E) Other Funding Sources
Acquisition				
Rehabilitation				
Operating Costs				
Supportive Services				
Subtotal				
Administrative Costs	////////////////		////////////////	////////////////
Total SAFAH grant	////////////////		////////////////	////////////////

**Sources and amounts of matching funds**

Please make corrections to the sources and amounts of funds listed in questions 27-29. Questions 27 and 28 refer to columns D and E of the table in question 26.

**27. Column D - Other Federal Funds**

Description	Value
Total:	

**28. Column E - Other Funding Sources**

Description	Value
Total:	

**29. In-Kind Contributions**

Description	Value
Total:	

**30. Comments on major changes in sources or uses of funds for your SAFAH project during the SAFAH grant period.**

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**31. If the SAFAH project period (the period of time referred to in question 26) has ended,**

**a. What have been the main sources of financial support for the program since the end of the SAFAH project period? (Include actual funding from the most recent fiscal year if it does not overlap with the SAFAH project period, or amounts budgeted for your current fiscal year.)**

*Source of funds*

*Amount of funding*

<i>Source of funds</i>	<i>Amount of funding</i>
<hr/>	<hr/>
<hr/>	<hr/>
<hr/>	<hr/>
<hr/>	<hr/>
<hr/>	<hr/>

**b. If the funding level of the program has changed since the end of the SAFAH grant period, how has the provision of shelter or services changed?**

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**V. Information about the actual operation of the SAFAH funded program**

**A. Client Profile - SAFAH program implementation**

*Please make corrections, as needed, to the following narrative so it accurately reflects the targeted clientele and local need for your SAFAH project.*

**32. Targeted clientele and local needs**

**33. Does SAFAH funding support the expansion of services to the same target group as you've worked with previously, or a new target group?**

*Please turn to the next page*

Up to this point, information has been supplied by the Urban Institute based on your grant application. In this section we would like to collect information about the actual operation of the SAFAH project to date. Please provide as much of the following information as possible.

**34. Reference period to be used for questions 35-42:** (Feel free to adopt whichever most recent "year" funded by SAFAH for which you have recorded client counts, e.g. calendar year, fiscal year, etc. but please refer to the same time period in questions 35-42 below).

\_\_\_\_\_ (Month, Year) to \_\_\_\_\_ (Month, Year) funded by SAFAH

**35. a. Estimated number of individuals and families assisted by your SAFAH project during the year indicated in question 34:**

Please supply counts for the groups you target in your program, as you define the target groups. However, please use the target group descriptions provided below in question 42 as much as possible. For this question, please provide an unduplicated count. That is, count each individual or family only once, not every time they use the program. If it is not possible to provide an unduplicated count, please provide your best estimate.

For this question, indicate the number of unaccompanied individuals who are not part of families in column 1, indicate the number of individuals in family groups in column 2 and indicate the total number of family groups in column 3.

#### NUMBER ASSISTED PER YEAR

Target group	(1) Number of Unaccompanied Individuals	Families	
		(2) Number of Individuals in Families	(3) Number of Families
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
<b>Total</b>	_____	_____	_____

**b. Please check whether the numbers above are:** \_\_\_\_\_ Estimates or \_\_\_\_\_ Actual Counts

**c. Average number of months clients participated in the project:** \_\_\_\_\_

**36. Have there been any major changes in type of clientele targeted by the SAFAH project since project award? If yes, briefly describe the changes and the reason for the changes.**

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**37. How many clients participate in the services you offer in your SAFAH program (whether provided on-site or through referrals)?** Please indicate the total number of people served during the past year (use the same time period as in the previous questions). **Please note that we are interested in an unduplicated count of the number of individuals or families assisted (rather than a count of the number of times a particular service was delivered).** However, if it is not possible to provide an unduplicated count, please provide your best estimate.

	Unaccompanied Individuals	Individuals in Families
a. Case management	a. _____	_____
b. Life skills	b. _____	_____
c. Education	c. _____	_____
d. Employment/Vocational services	d. _____	_____
e. Mental health programs	e. _____	_____
f. Substance abuse programs	f. _____	_____
g. Physical health programs	g. _____	_____
h. Food provision	h. _____	_____
i. Child care (# of children)	i. _____	_____
j. Other family and children's services	j. _____	_____
k. House location assistance	k. _____	_____
l. Transportation	l. _____	_____
m. Follow-up support after departure from program	m. _____	_____

**38a. Please check whether the numbers above are:**      ☐ Estimates      or      ☐ Actual Counts

**b. Are there any restrictions or limitations on client access to the above services?**

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**39. Types of client households:***Percentage*

Unaccompanied males 18 and over without children \_\_\_\_\_  
Unaccompanied females 18 and over without children \_\_\_\_\_  
Unaccompanied males under 18 without children \_\_\_\_\_  
Unaccompanied females under 18 without children \_\_\_\_\_  
Unaccompanied males with children \_\_\_\_\_  
Unaccompanied females with children \_\_\_\_\_  
Two adults residing together with children \_\_\_\_\_  
Two adults residing together without children \_\_\_\_\_  
Other groups of persons (Specify) \_\_\_\_\_

**Total****100%****40. Race/ethnicity of clients:***Percentage*

Black/African American, non-Hispanic \_\_\_\_\_  
White, non-Hispanic \_\_\_\_\_  
Hispanic \_\_\_\_\_  
Asian/Pacific Islander \_\_\_\_\_  
Native American/Native Alaskan \_\_\_\_\_  
Other (Specify) \_\_\_\_\_

**Total****100%****41. Ages of clients:***Percentage*

Under 18 \_\_\_\_\_  
18-30 \_\_\_\_\_  
31-50 \_\_\_\_\_  
51-65 \_\_\_\_\_  
Over 65 \_\_\_\_\_

**Total****100%****42. Of all clients you serve, what percentage would you estimate fall into the following categories?***The sum of the percentages may exceed 100% if clients have multiple problems.*

	<i>Percentage</i>		<i>Percentage</i>
Chronically mentally ill (CMI) persons	_____	Victim of domestic violence	_____
Developmentally disabled persons	_____	Runaway or abandoned youth	_____
Physical disabled persons	_____	Persons with AIDS	_____
Alcohol abusers	_____	Ex-offenders (convicted of a felony)	_____
Drug abusers	_____	Veterans	_____
Dually diagnosed persons (both CMI and substance abuse)	_____	Homeless persons with no other presenting problems	_____
		Other (Specify _____)	_____

**43. If your SAFAH project includes a residential component, we are interested in finding out where clients live after leaving your program. We realize that some clients may have "completed" a program and others leave before that point. Please indicate the number of individuals or families that fit each category below.**

*If your program chiefly serves families, complete only part b for families. If your program chiefly serves individuals, complete only part c for individuals. If your program serves both individuals and families, please complete both charts, but don't include families in the count of individuals served.*

*Please write the sum of columns 1 through 12 in column 13. In column 14, indicate the number of families or individuals in columns 1 through 4 living in housing with on-site supportive services.*

**a. If possible, include all residents served during the time the project was receiving SAFAH funds. If those records are not available, please provide counts for the same time period (funded by SAFAH) you noted in question 34 and indicate this below.**

**The counts below refer to:**

\_\_\_ All residents assisted by the SAFAH project during the time when the project was receiving SAFAH funds.

\_\_\_ Only residents assisted from \_\_\_\_\_ (month, year) to \_\_\_\_\_ (month, year) (year funded by SAFAH, as noted in question 34)

**b. Number of Families**

	(1) Unsubsidized permanent housing	(2) Section 8 rent assisted housing	(3) Public Housing	(4) Other subsidized housing	(5) Moved in with friends or family members	(6) Correctional institution	(7) Hospital or other institution	(8) Streets or emergency shelter	(9) Stayed in the same place	(10) Other destination	(12) Don't know	(13) Total	(14) Number in supportive housing (cols 1-4)
a Residents who completed the program													
b Residents who left the program voluntarily													
c. Residents who were dismissed from the program before completion													
<b>Total</b>													

**c. Number of Individuals**

	(1) Unsubsidized permanent housing	(2) Section 8 rent assisted housing	(3) Public Housing	(4) Other subsidized housing	(5) Moved in with friends or family members	(6) Correctional institution	(7) Hospital or other institution	(8) Streets or emergency shelter	(9) Stayed in the same place	(10) Other destination	(12) Don't know	(13) Total	(14) Number in supportive housing (cols 1-4)
a Residents who completed the program													
b Residents who left the program voluntarily													
c Residents who were dismissed from the program before completion													
<b>Total</b>													

## B. Implementation of the SAFAH Project

We would like to understand what changes were made in the implementation of the project, why they were needed and would appreciate any comments about the SAFAH program that might help other organizations to improve their programs for the homeless. For questions 44 and 45 please provide project start-up and completion dates.

44. a. The SAFAH grant agreement was executed on \_\_\_\_\_. The project began to accept clients on \_\_\_\_\_.

b. The residential portion of the SAFAH project (Please check one):

- \_\_\_\_\_ was fully occupied on \_\_\_\_\_  
\_\_\_\_\_ is not yet fully occupied  
\_\_\_\_\_ this SAFAH project has no residential component

45. a. The SAFAH project completion date on original contract was \_\_\_\_\_.

b. Revised completion date (if applicable): \_\_\_\_\_.

c. Was the project completed by this date ? \_\_\_\_\_ Yes \_\_\_\_\_ No \_\_\_\_\_ Not applicable

46. If major changes have been made since the original grant award which are not recorded earlier in this form, what was the nature of the changes? (E.g. changes in types of clients, length of stay, services offered, type of facility, sources of funding.)

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47. Is the SAFAH project proceeding as you expected ? Briefly note any issues which have arisen during implementation which either helped or hindered the achievement of your stated objectives.

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**48. a. What do you consider to have been the most successful aspects of the SAFAH project?**

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**b. What were the least successful aspects of the project?**

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**49. What components, if any, of your SAFAH project do you believe were particularly noteworthy? Do you believe that these elements could be replicated elsewhere?** We have compiled a partial list of program components which could be considered noteworthy:

- Supports continuing *linkages among public agencies* providing shelter or services to the homeless
- Supports continuing *linkages among service providers* or between service providers and housing providers
- Creates mechanisms for integrated service delivery (e.g. co-located services)
- Supports comprehensive and coordinated services planning
- Introduces a new vehicle for service delivery or supports a major service improvement
- Provides aftercare or follow-up services to homeless clients after they leave the program
- Incorporates unique building characteristics or design features which enhance the provision of services or shelter
- Integrates homeless services or living arrangements with those of the wider community

[illegible]

**Please enclose any supplementary prepared materials that describe your SAFAH project and/or copies of procedural forms or other operational materials that you consider unique and of possible interest to other homeless providers.**

