

CHAPTER 17

HOMELESS ASSISTANCE PROGRAMS IN NSHAPC'S 76 SAMPLING AREAS

Highlights: Service Availability in the 76 Primary Sampling Areas

- Primary sampling areas vary considerably in the configuration of their programs and service contacts. The greatest variability occurs in smaller metropolitan areas and rural areas, which are the most likely to have either *much more* or *much less* of a concentration in a particular type of service than is true nationally. Two rural sampling areas had no homeless assistance programs at all.
- Among the 76 primary sampling areas included in NSHAPC, the areas with the most population provide the most homeless assistance services, as expected. However, a different picture emerges when service levels are examined on a per capita basis as a *rate per 10,000 population*, and also in relation to a *rate per 10,000 poor people*, which is used as a proxy for the local level of service need. Both rates reduce the amount of variability in service levels across jurisdictions of very different population size.
- Using rates makes clear that many medium-sized and even smaller sampling areas actually offer more homeless assistance services than some of the larger sampling areas. In addition, a considerable amount of variation still remains among the 76 sampling areas that is probably due to local factors other than poverty that are outside the scope of this study.
- Using a *rate of services per 10,000 poor people* one can calculate that the nation as a whole provides an average of 195 shelter/housing program contacts per 10,000 people in poverty on an average day in February 1996. However, there is a great deal of variability from place to place. Of NSHAPC's 76 sampling areas, 34 exceed this national average and 42 fall below it, exhibiting a range from a high of 860/10,000 poor people to a low of 0/10,000 in the two areas with no programs.
- Food program contacts comprise at least 40 percent of all program contacts in most sampling areas (only 17 of the 74 areas with any services have less than 40 percent of their program contacts at food programs, and one-third have more than 60 percent of program contacts at food programs). In contrast, only five sampling areas have as much as 20 percent of program contacts occurring at health programs, and most have less than 10 percent in the health area. The average proportion of program contacts devoted to shelter/housing programs is 24 percent, to food programs is 49 percent, to health programs is 5 percent, and to other programs is 19 percent.
- Housing program distributions in sampling areas reflect very different decisions about where to invest homeless housing resources. Emergency shelter contacts per 10,000 poor

people range from almost 600 percent above the national mean of 91 to 88 percent below it.

- Variability is greater among primary sampling areas for rates of transitional housing, permanent housing, and voucher distribution than it is for rates of emergency housing. Some communities have almost all of their shelter/housing resources focused on permanent housing while others have concentrated on emergency shelter with or without voucher distribution.
- Nine primary sampling areas had no soup kitchen program contacts of any variety, and another eight had estimates below 50 contacts per 10,000 poor people. All of these sampling areas were rural. In addition, two large metropolitan areas have estimates below 100 meals/10,000 poor people. At the other extreme, four areas have a high estimate of weekday meal availability in excess of 800 meals per 10,000 poor people. One of these is a large metropolitan area, two are smaller metropolitan areas, and one is a rural area, indicating that not all soup kitchen activity is concentrated in large cities.

INTRODUCTION

Different communities make different decisions about the way they organize services to assist homeless people. A great deal depends on community capacity, the needs of the local homeless and imminently homeless populations, and the interests, skills, and experience of the agencies that are available and willing to develop programs.

This chapter explores the availability of homeless assistance programs and services within the 76 primary sampling areas included in NSHAPC. In doing so, it looks at the issue of *coverage* from two perspectives. One perspective is breadth—within each primary sampling area, are an array of services available to meet the variety of needs existing among its homeless population, or are there gaps in the types of service available in the community?

Another perspective on the issue of coverage involves the quantity of service in relation to need. Since no good measure of need exists that is both directly relevant to homeless populations and readily accessible for all 76 primary sampling areas, information about local poverty levels has been used as a proxy. Normalizing variation in service availability among the 76 sampling areas on the basis of a rate per 10,000 people in poverty gives a clearer picture of the probable true underlying variability. Poverty data are the only statistics readily available for every jurisdiction (through decennial Census data), poverty bears some relationship to risk of homelessness, and poverty rates are commonly encountered and likely to be understood by policy makers and other readers.

This chapter reports the frequency of each configuration of services, some of which are common and some of which are not. No normative or prescriptive judgment is implied by the presentation of these frequencies. NSHAPC did not collect data capable of revealing whether some of the structures and arrangements to be described in this chapter are more effective than others.

VARIETY OF SERVICES AND THE CONTINUUM OF CARE

With the passage of the Stewart B. McKinney Homeless Assistance Act in 1987, the federal government provided funds for a diverse set of programs for homeless families and individuals, including shelter, housing, food, health services, education, and job training. These programs supplemented local money and assisted communities in providing their homeless population with an array of programs.

In 1994, HUD addressed concerns about coverage in the sense of *variety* of programs through the implementation of the “Continuum of Care” approach. In a Continuum of Care, communities take into account the needs of homeless people and the resources available to move them from homelessness to permanent housing and maximum self sufficiency. Communities first establish an effective community-based planning process which brings together a broad array of major stake-holders that includes state and local government agencies; nonprofit organizations representing veterans, persons with disabilities, and other populations; banks; neighborhood groups; housing developers; businesses; foundations; and homeless or formerly homeless persons. They next collect data on needs, take an inventory of their current resources, and analyze gaps in facilities and services. They then identify relative priorities and develop short- and long-term strategies and an action plan.

HUD uses the competitively awarded funding under three of the McKinney Act authorities it administers (the Supportive Housing, Shelter Plus Care, and Single-Room Occupancy programs) to encourage communities to use a Continuum of Care approach. Proposals for funding receive higher ratings from HUD based on the extent to which they reflect Continuum of Care principles.

Data from NSHAPC offer the first opportunity to assess the comprehensiveness and diversity of homeless assistance programs for 76 areas across the country. (The data cannot, however, assess whether the range of programs in a primary sampling area meets the need in that area.) As the following analyses show, the communities included in NSHAPC vary considerably in the variety and types of homeless assistance programs they offer their citizens.

AVAILABILITY OF SERVICES WITHIN NSHAPC'S 76 SAMPLING AREAS

This section uses NSHAPC data to examine variations in programs and program contacts within the survey's 76 primary sampling areas (called "sampling areas" hereafter).¹ Program contact information can be segmented to reveal the proportion of services within a sampling area that are shelter/housing program contacts, food program contacts, health program contacts, and other program contacts. Further, program contact information can be standardized by using a rate of program contacts per 10,000 people in poverty to improve comparisons across sampling areas of very different sizes (e.g., a city with more than a million people and a rural area of a few thousand people).²

Distribution of Program Contacts within Sampling Areas

Program contacts are people using a program on a given day; the figures used in this section for program contacts are the number of people that programs reported expecting to serve on an average day in February 1996. Each contact represents one person using one program, but the same person could also be counted at another program of the same or different type because it is possible for the same person to use more than one program in a day.

To examine differences across primary sampling areas, the total number of program contacts are summed across all program types, and then within program type, for each primary sampling area in NSHAPC. This calculation produces a total number of program contacts, and also a number of housing program contacts, food program contacts, health program contacts, and other program contacts.³

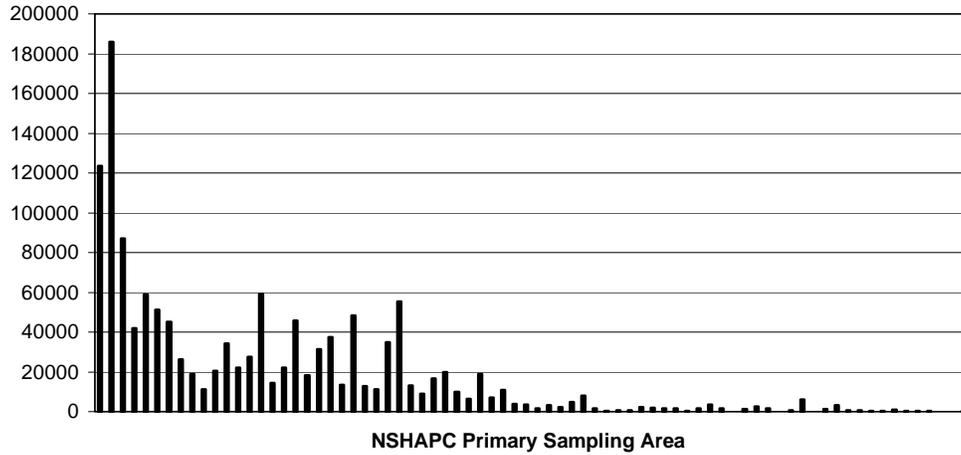
¹ Appendix A of the report provides two lists of these areas, A.1, ordered alphabetically within type (28 largest MSAs, 24 small and medium-sized MSAs, 24 groups of rural counties), and A.2, ordered by the size of the sampled areas' total population in 1996. The order of sampling areas in figures 17.1, 17.2 and 17.3 follows the A.2 order.

² In two rural sampling areas, CATI interviews could not discover any homeless assistance programs at all. Results for these two areas are shown in the following figures as zeros.

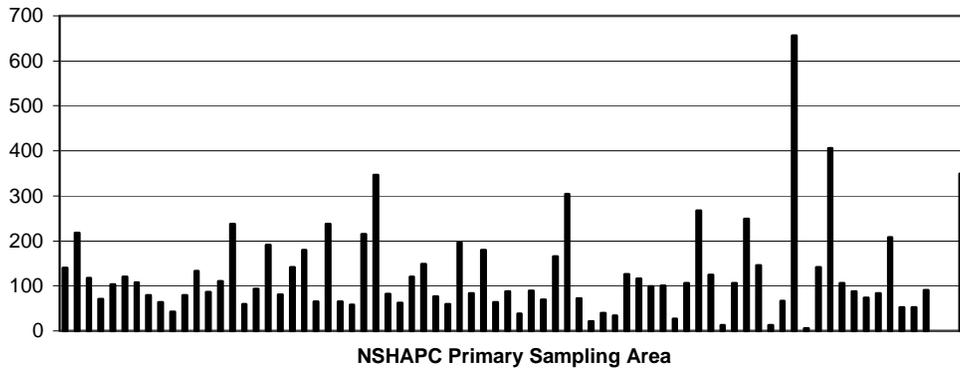
³ "Program contacts" are not the same as service units. For instance, a person in contact with an emergency shelter may receive any number of a variety of services, as was implied by the discussion earlier in this report on co-location of programs and services available at service locations. It is particularly important to remember this in relation to food, health, and other services, which are offered in many different venues. Contact with a food (health, other) program is not the only way to get food (health, other services) from NSHAPC programs. "Program contacts" is *not* a measure of how much or what types of service people are receiving from the programs they use. To the extent that the study has data addressing this latter question, it has been reported in Chapter 16. The study does not have a way to calculate numbers of service units of various types or to sum them across programs, service locations, or primary sampling areas.

Figure 17.1
Program Contacts in Primary Sampling Areas, by Overall Population, Per 10,000
Population, and Per 10,000 Living in Poverty

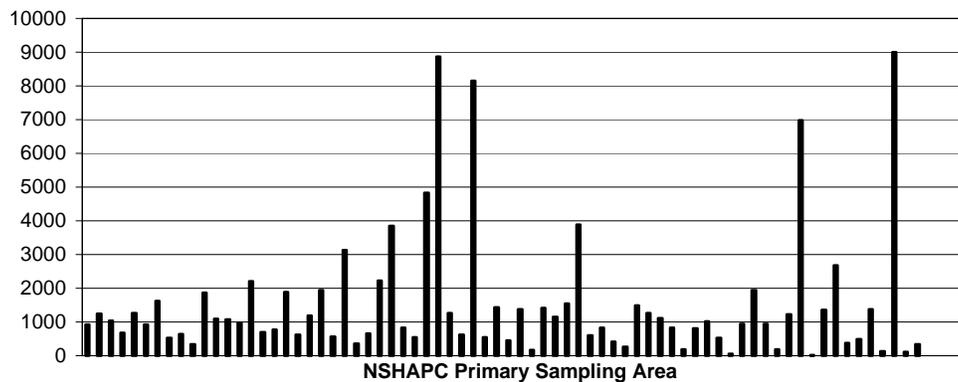
(a) Aggregate Number of Program Contacts



(b) Program Contacts per 10,000 People



(c) Program Contacts per 10,000 Poor People



Source: Urban Institute analysis of weighted NSHAPC telephone survey of program representatives.

Note: Primary sampling areas are listed in order of population size from largest on the left to the smallest on the right. Sampling areas appear by name in the same order in appendix A.2.

In figure 17.1, each of NSHAPC's 76 sampling areas is arrayed from largest population (on the left) to smallest population (on the right).⁴ Each bar shows the total estimated number of program contacts on an average day in February 1996.⁵ All other things being equal, one might expect the sampling areas with the most population to provide the most homeless assistance program contacts. This relationship is generally true, but there are exceptions (figure 17.1a). For example, providers in the largest sampling area estimate only about two-thirds the number of program contacts (about 123,000) as do providers in the next largest sampling area (about 186,000).

The average estimated number of program contacts per sampling area is about 17,600 on an average day in February 1996, combining program contacts of all types (table 17.1 gives highs, lows, and standard deviations). The estimated numbers of program contacts range from a high of about 186,000 to a low of nothing (for two sampling areas that had no programs of any kind). And variation exists even at the highest end (Appendix table 17.A1 provides detailed statistics).

To examine how much population size accounts for the differences observed in figure 17.1a, the estimated number of program contacts per 10,000 people is employed. Figure 17.1b shows this rate for each of the 76 sampling areas, arrayed in the same order as figure 17.1a. The average estimated rate of program contacts per 10,000 population in a sampling area is 122, with a high of about 660, a low of 0, and a standard deviation of 103. The use of a common denominator (10,000 people) reduces the differences among sampling areas quite a bit. Now one can see that some of the sampling areas in the middle and toward the right of the figure appear to provide more units of homeless assistance services per 10,000 population than do some of the largest sampling areas.

Yet another way to look at these data is to ask whether the variability in service levels can be accounted for by the size of a sampling area's population in poverty, and not just by the total number of people in the sampling area. There is some reason to expect that services should be related to need, and the number of poor people in a sampling area is used here as a proxy for need in all 76 sampling areas. Some large sampling areas could have a lot of people but not very many poor people, while some smaller sampling areas might actually have more poor people than some larger areas. Therefore a second rate was constructed for each sampling area—the rate of program contacts per 10,000 *poor people*. Figure 17.1c shows the results.

⁴ The 28 MSAs with the largest population are the 28 leftmost bars. However, five rural areas have more population than five of the medium- and small-sized MSAs, so the remaining bars do not divide cleanly into the 24 medium- and small-sized MSAs and the rural sampling areas.

⁵ The reader is not expected to follow each sampling area through each of the panels in figures 17.1, 17.2, and 17.3. Rather, these figures provide an overall visual impression of the large variation across sampling areas in the level of program contacts of all types (figure 17.1), the share of all programs falling within a given program type (figure 17.2), and the share of housing/shelter programs falling within emergency, transitional, permanent, and voucher programs (figure 17.3). For detailed information on each sampling area, see Appendix table 17.A1.

Table 17.1
Statistics for Program Contacts in Primary Sampling Areas

	Average	High	Low	Standard Deviation
Total Number of Program Contacts	17,600	186,000	0	29,600
Program Contacts/10,000 Population	120	660	0	104
Program Contacts/10,000 Poor People	1,437	9,000	0	1,858
Percentage of All Contacts that Are Shelter/Housing Contacts	24%	100%	0%	17%
Percentage of All Contacts that Are Food Program Contacts	49%	90%	0%	23%
Percentage of All Contacts that Are Health Program Contacts	5%	59%	0%	9%
Percentage of All Contacts that Are Other Program Contacts	19%	92%	0%	18%
Shelter/Housing Program Contacts/10,000 Poor People	195	860	0	153
Emergency Shelter Contacts/10,000 Poor People	81	405	0	66
Transitional Housing Program Contacts/10,000 Poor People	49	238	0	52
Permanent Housing Program Contacts/10,000 Poor People	40	453	0	72
Voucher Program Contacts/10,000 Poor People	26	445	0	39

Using the rate of program contacts per 10,000 poor people in a sampling area also reduces the level of variability in program contacts (both rates produce about the same reduction of variability). Further, because the poverty population is a better proxy for level of service need than the total population of a sampling area, the rate of service contacts per 10,000 poor people gives a better idea of service levels in relation to need than the rate based on the sampling area's whole population.

The average estimated rate of program contacts per 10,000 poor people is 1,437, with a high of about 9,000, and a low of zero. While the rate of contacts per 10,000 poor people equalizes the level of service provision considerably among the largest sampling areas at the left of the graph, the variability in the middle of the graph (medium- and small-sized metropolitan areas) appears to have increased in relation to that in figure 17.1b. The mostly rural areas to the right of figures 17.1b and 17.1c appear to have the greatest variability whichever rate is used.

From the three graphs in figure 17.1, one can draw the conclusion that the biggest sampling areas, which comprise the nation's biggest cities, do not always provide the most services *on a per capita basis*, even though they obviously provide very large numbers of services. One can also draw the conclusion that a great deal of inter-community variability remains in the provision of homeless services, even after controlling for levels of population and poverty. This degree of variability is probably due to important differences in policies, resources, and experience among communities, suggesting that poverty by itself is only one factor contributing to homelessness.

Distribution of Program Contacts within Sampling Areas by Program Type

This section examines how the total estimated number of program contacts within each sampling area are distributed among the four major program types of shelter/housing, food, health, and other. The results, shown in figure 17.2, reveal great variation in the proportion of service contacts across sampling areas within shelter/housing, food, health, and other program types (Appendix tables 17.A2 and 17.A3 provide details).

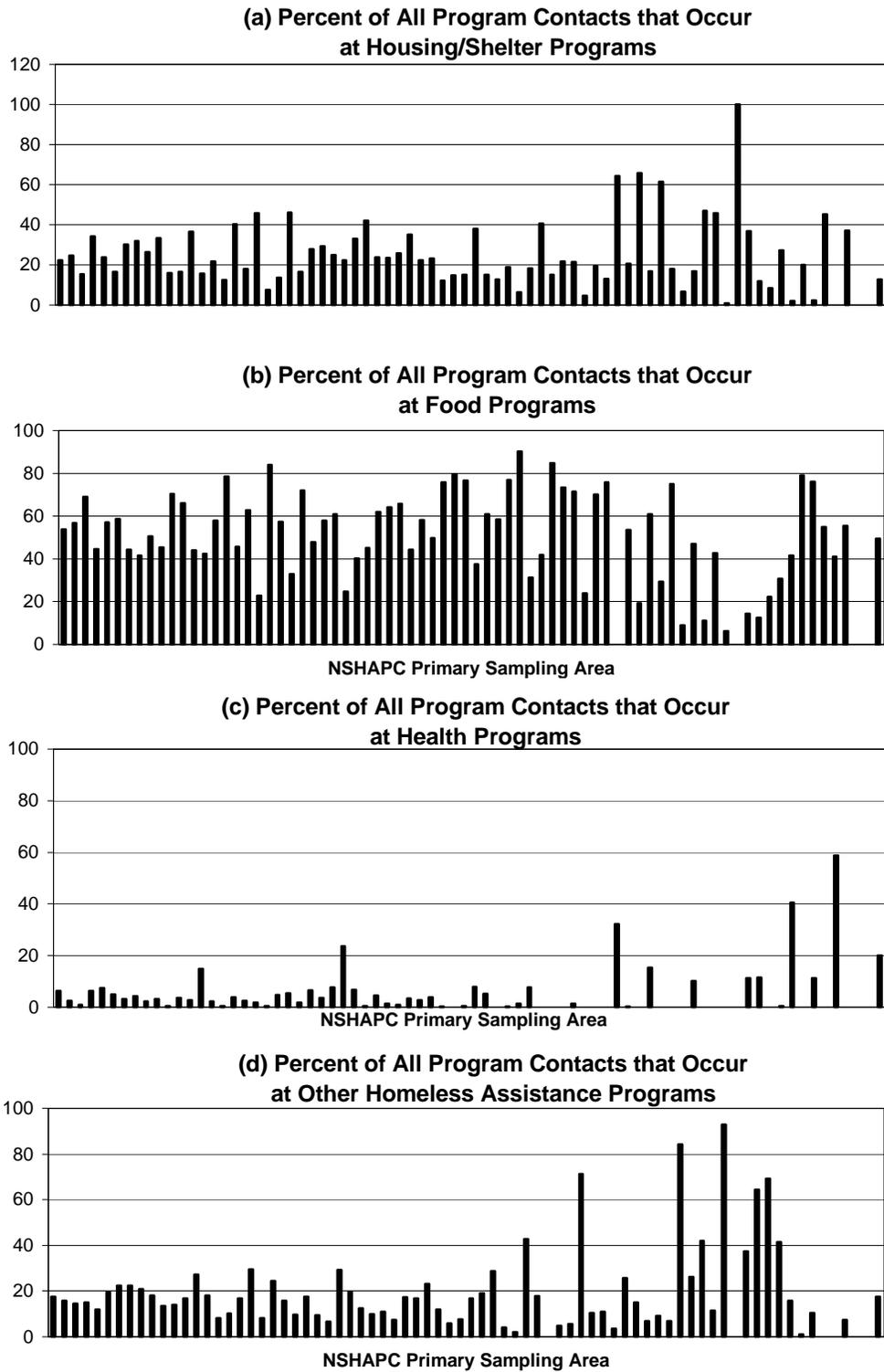
Figure 17.2a-d shows four panels, one each for shelter/housing, food, health, and other program contacts. The average proportion of program contacts devoted to shelter/housing programs is 24 percent, to food programs is 49 percent, to health programs is 5 percent, and to other programs is 19 percent (table 17.1 gives highs, lows, and standard deviations). In comparing sections (a) through (d) of figure 17.2, one can see the predominance of food program contacts and the relative paucity of health program contacts. Food program contacts comprise at least 40 percent of all program contacts in most sampling areas (only 17 of the 74 areas with any services have less than 40 percent of their program contacts at food programs, and one-third have more than 60 percent of program contacts at food programs). In contrast, only five sampling areas have as much as 20 percent of program contacts occurring at health programs, and most have less than 10 percent in the health area.

The greatest variability occurs in smaller metropolitan areas and rural areas. They are the most likely to have either much more of a concentration in a particular type of service than is true nationally, or much less of a concentration. Some of these sampling areas have all or virtually all of their program contacts in housing programs, others have all or almost all their contacts in “other” programs (such as outreach, drop-in, or housing/financial assistance programs), and a few have a significant share in health programs.

Distribution within Sampling Areas of Contacts with Different Types of Shelter/Housing Programs

Shelter/housing program distributions in sampling areas reflect very different decisions about where to invest homeless housing resources. This analysis uses a rate of shelter/housing program contacts per 10,000 poor people. Figure 17.3 provides this information, first for all shelter/housing program types (figure 17.3a), and then separately for each type of shelter and housing program (emergency shelter—figure 17.3b; transitional housing—figure 17.3c; permanent housing for the formerly homeless—figure 17.3d; and vouchers for temporary shelter—figure 17.3e).

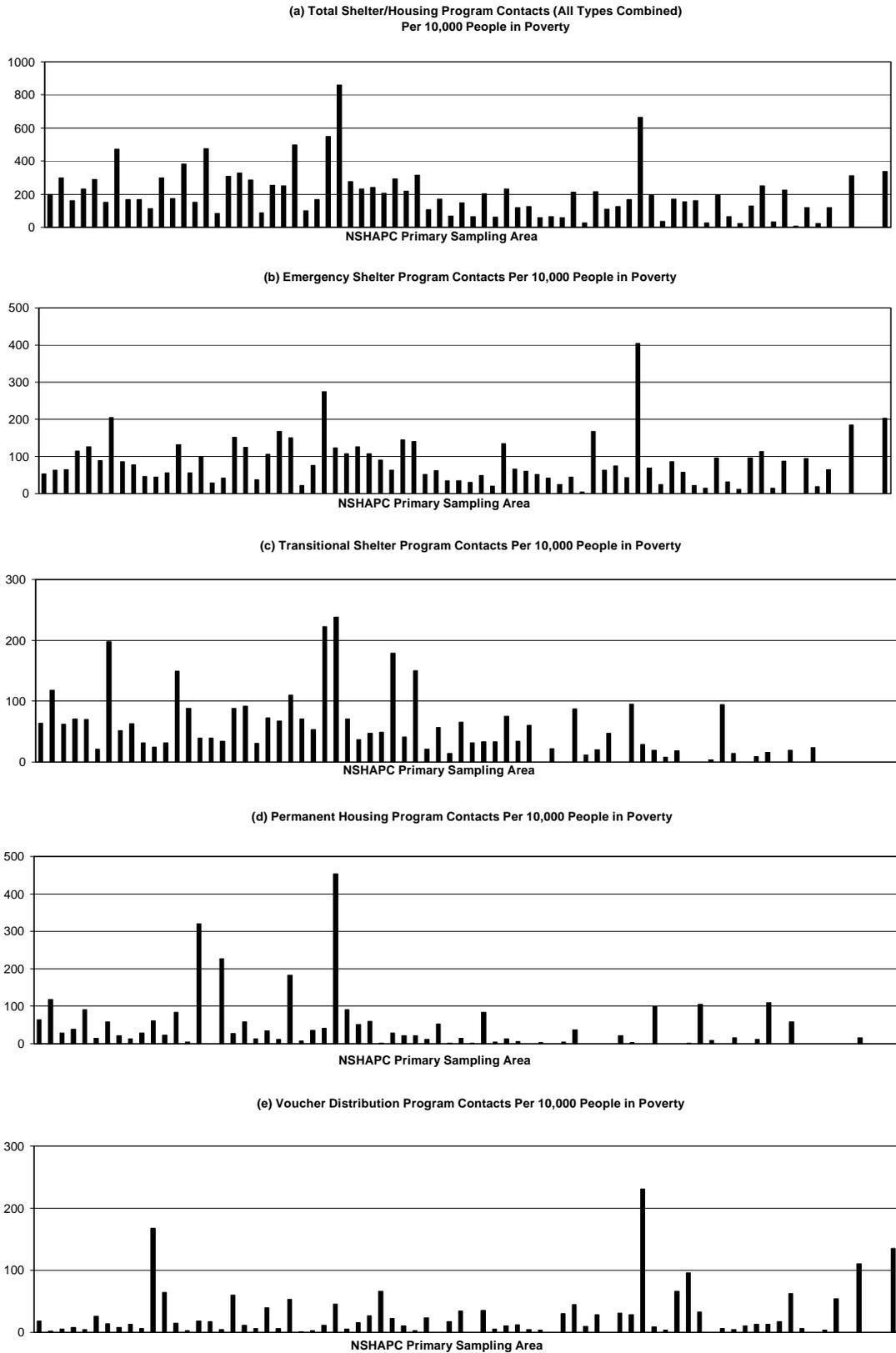
Figure 17.2
Program Contacts in Primary Sampling Areas, by Program Type



Source: Urban Institute analysis of weighted NSHAPC telephone survey of program representatives.

Note: Primary sampling areas are listed in order of population size from largest on the left to the smallest on the right. Sampling areas appear by name in the same order in appendix A.2.

Figure 17.3
Rate of Shelter/Housing Program Contacts Per 10,000 Poor People, by Type of Housing Program



Source: Urban Institute analysis of weighted NSHAPC telephone survey of program representatives.
 Note: Primary sampling areas are listed in order of population size from largest on the left to

The estimated national rate of program contacts with all types of shelter and housing programs for homeless people is 195/10,000. In addition to the two sampling areas with no programs of any kind, one additional sampling area has no shelter/housing program contacts at all.

Variability is even greater among primary sampling areas for rates of transitional housing, permanent housing, and voucher distribution:

- *Emergency shelter* contacts per 10,000 poor people in the study's primary sampling areas average 81/10,000. Six sampling areas offer 150 or more shelter/housing contacts per 10,000 poor people, while nine sampling areas offer 20 or fewer emergency shelter contacts per 10,000, including four that do not offer any.
- *Transitional housing* contacts within sampling areas have a national average of 49/10,000 poor people, with eight sampling areas offering more than 100 transitional housing contacts per 10,000 poor people and 23 offering 20 or fewer, including 13 that offer none.
- *Permanent housing* contacts within sampling areas have a national average of 40/10,000 poor people, with seven sampling areas offering more than 100 permanent housing contacts per 10,000 poor people and 42 offering 20 or fewer, including 20 that offer none.
- *Voucher distribution* contacts within sampling areas have a national average of 26/10,000 poor people, with 4 sampling areas offering more than 100 voucher program contacts per 10,000 poor people and 50 offering 20 or fewer, including 9 that offer none.

Soup Kitchen Meals Relative to Population in Poverty

In addition to shelter and housing, the NSHAPC telephone survey responses also give us the opportunity to examine the ability of primary sampling areas to provide prepared meals to people in need through soup kitchen and other programs. "Prepared meals" usually means breakfast, lunch, or dinner as served in a soup kitchen or bread line, but it can mean anything from bag lunches consisting of a sandwich, salad and fruit distributed at a church doorstep to restaurant-style service in some innovative instances. It does not, however, include the typical offerings of a food pantry such as canned, raw, or bulk food that would usually be expected to need cooking or preparation before being eaten.

This section examines what respondents from soup kitchens said about how many contacts their program would be likely to have on an average day in February 1996. These responses were used to estimate the rate of soup kitchen program contacts within each primary sampling area per 10,000 poor people. The rate of soup kitchen program contacts is not as straightforward as the rate for shelter/housing program contacts, for a number of reasons. First, some soup kitchens offer only one meal a day (e.g., only breakfast, or only dinner), but others offer two or even three meals a day. Second, some soup kitchens are open seven days a week, but others are open only on weekdays, some are open for only one or two days a week, and some are open at different

times depending on which week it is in the month (e.g., they are open only on the last two Mondays of each month). Third, the survey asked each soup kitchen respondent how many people would be served on an average day in February 1996, but did not obtain separate estimates for each meal offered (i.e., breakfast, lunch, and/or dinner). If the service location offered its meals on fewer than seven days a week, it gave its answer as “the average number of people served *on the days we are open* in February.” If the service location offered more than one meal in a day, it gave its answer as “the average number of people we serve *in a day*.” Other questions ascertained the days on which the program was open, and whether the service location offered breakfast, lunch, and/or dinner.

The nature of the information available for soup kitchens thus required several adjustments to produce a rate, including adjusting for the number of days a week the program was open and the fact that for a service location that offered more than one meal (e.g., both breakfast and lunch), some of the people reported as being served on an average day might have made contact with the program one, two, or three times. Because there is no way to know the extent of this duplication, a range of estimates is presented. For the *low* estimate, when a service location offered more than one meal a day the assumption was made that *each person contacted the program only once (i.e., for one meal)*. For example, if a service location reported that it fed 75 people on an average day, and it offered both breakfast and lunch, the assumption was made that for the low estimate that 75 different people contacted the program, for one meal each, either breakfast or lunch, and that nobody came for both meals, so the total number of program contacts was 75. For the *high* estimate, when a service location offered more than one meal in a day the average number of people reported was applied *to each meal offered*. Thus for the example just given, the high estimate would be 150 program contacts (75 people at each of two meals). There is no way to distinguish whether the truth lies closer to the high or to the low estimate, but on average it probably lies somewhere in between, so the midpoint between the high and low estimates was also calculated.

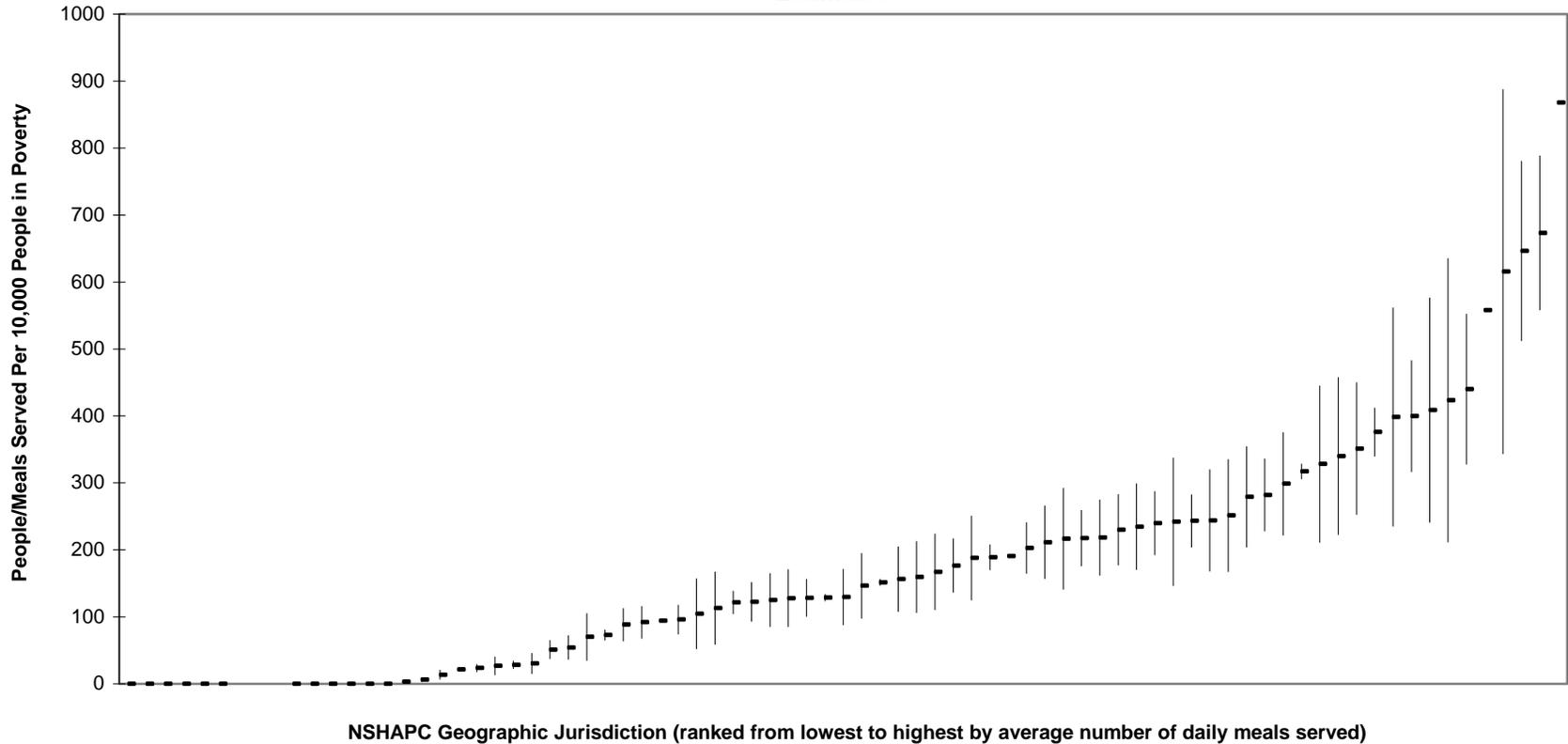
Figure 17.4 and Appendix table 17.A4 give the results. The primary sampling areas depicted in figure 17.4 are arrayed in order of increasing numbers of weekday soup kitchen program contacts per 10,000 poor people in the primary sampling area. The statistics displayed in figure 17.4 are for *weekday* soup kitchen contacts.⁶ In figure 17.4, each line represents one of the 76 NSHAPC primary sampling areas. The bottom point of each line represents the low estimate, the top point of each line represents the high estimate, and the small black mark represents the midpoint.

On an average *weekday* in February 1996, soup kitchens throughout the country expected to average 213 program contacts per 10,000 people in poverty (midpoint estimate). This midpoint estimate is bracketed by a low estimate of 177 soup kitchen program contacts per 10,000 poor people, and a high estimate of 249 soup kitchen program contacts per 10,000 poor people.

⁶ Average weekend soup kitchen contacts were 57 percent of average program contacts during weekdays, with substantially lower weekend program contacts in rural areas than in other primary sampling areas in the NSHAPC (Appendix table 17.A4).

Figure 17.4

Soup Kitchen Weekday Service Units and Meals Served Per 10,000 Poor People, Low, High and Average Estimates



Note: The bottom point of each vertical line is the number of program contacts at soup kitchens on an average weekday in February. This bottom point is also the minimum number of program contacts on an averageweekday, assuming that each person comes to only one meal. The top point of each vertical line estimates the maximum number of program contacts on an average weekday, if every person at soup kitchens that offer more than one meal (i.e., breakfast and lunch) comes to every meal. The small black boxes are the midpoint of the low and high estimates.
Source: Urban Institute analysis of weighted NSHAPC telephone survey (CATI) of program representatives.

Estimates for soup kitchen program contacts on *weekend* days range from a low of 83 per 10,000 to a high of 159 per 10,000, with an average of 121 per 10,000 poor people. Thus weekend meal program contacts across primary sampling areas is somewhere between 47 and 64 percent of weekday soup kitchen program contacts.

Nine primary sampling areas, all rural, had no soup kitchen program contacts, and are shown at the left of Figure 17.4 at the zero point. Eight additional primary sampling areas, also all rural, have *high* estimates below 50 weekday soup kitchen program contacts per 10,000 poor people. Primary sampling areas go up from there, with the average for many primary sampling areas in the range of 100 to 300 weekday meals per 10,000 poor people. Four primary sampling areas have a high estimate of weekday meal availability in excess of 800 meals per 10,000 poor people; one of these is a large metropolitan area, two are smaller metropolitan areas, and one is a rural area, indicating that not all service of prepared meals is concentrated large cities. At the other extreme, two large metropolitan areas have *high* estimates below 100 weekday meals per 10,000 poor people, which is lower than all but two of the high estimates for smaller metropolitan areas. Thirty of the NSHAPC's 76 primary sampling areas—15 of which are large metropolitan areas, 12 of which are smaller metropolitan areas, and 3 are rural areas—have higher midpoint rates of meal availability per 10,000 people in poverty than the national average (Appendix table 17.A4).

One also gets a sense from figure 17.4 of the degree to which programs in a primary sampling area provides more than one meal program. The length of the line representing each primary sampling area in figure 17.4 represents the difference between the estimated minimum and maximum number of soup kitchen program contacts per 10,000 people in poverty. In most cases, the high estimate within a given primary sampling area is 150 to 200 percent above the low estimate and the line for that primary sampling area is quite long, indicating that a substantial number of service locations offer more than one meal a day. However, there are other primary sampling areas in which the low and high estimates are quite close and their line in Figure 17.4 is quite short, indicating that most soup kitchens in the primary sampling area offer only one meal a day.

Appendix Table 17.A1
Housing/Shelter Program Contacts by Primary Sampling Area

NSHAPC Primary Sampling Area	Total Available Housing/Shelter Program Contacts		Emergency Shelter Program Contacts		Transitional Shelter Program Contacts		Permanent Housing Program Contacts		Voucher Distribution Program Contacts	
	Total Number	Program Contacts Per 10,000 People in Poverty	Total Number	Program Contacts Per 10,000 People in Poverty	Total Number	Program Contacts Per 10,000 People in Poverty	Total Number	Program Contacts Per 10,000 People in Poverty	Total Number	Program Contacts Per 10,000 People in Poverty
US	290463	220	103254	85	90555	65	77336	50	19318	20
11	26554	198	7168	54	8517	64	8491	63	2378	18
15	44794	299	9450	63	17594	118	17495	117	256	2
4	13307	159	5363	64	5209	62	2322	28	414	5
19	14123	230	7003	114	4338	71	2336	38	447	7
3	13483	289	5853	126	3237	69	4208	90	184	4
8	8358	150	4944	88	1176	21	786	14	1452	26
28	13166	472	5675	204	5509	198	1605	58	377	14
9	8296	165	4306	86	2576	51	1035	21	378	8
1	4981	167	2317	78	1871	63	397	13	395	13
6	3692	112	1515	46	1047	32	939	29	191	6
14	3258	297	478	44	269	25	674	62	1838	168
22	5509	174	1772	56	978	31	727	23	2032	64
13	7815	380	2716	132	3070	149	1723	84	306	15
24	4246	150	1573	56	2491	88	113	4	69	2
23	12794	475	2638	98	1064	40	8602	320	491	18
18	1738	85	581	28	800	39	4	0	352	17
21	8882	307	1192	41	996	34	6573	227	121	4
2	7860	327	3641	151	2112	88	661	27	1446	60
20	8266	286	3597	125	2642	92	1695	59	332	12
5	2306	87	987	37	801	30	353	13	165	6
17	4877	252	2050	106	1393	72	667	34	768	40
27	5920	251	3932	167	1587	67	258	11	143	6
26	7673	497	2327	151	1692	110	2832	183	822	53
12	3476	100	749	22	2459	71	236	7	32	1
16	2826	168	1278	76	901	53	601	36	47	3
7	8635	548	4312	274	3496	222	651	41	176	11
25	12410	860	1782	123	3432	238	6541	453	656	45
10	4256	274	1666	107	1102	71	1405	91	82	5
42	3782	230	2075	126	604	37	846	51	257	16
36	3272	239	1459	107	648	47	806	59	360	26
45	3125	206	1365	90	735	49	31	2	994	66
30	2272	291	487	62	1395	179	216	28	174	22
46	2191	217	1458	145	415	41	218	22	101	10
43	4196	315	1869	140	2001	150	291	22	35	3
31	1354	107	653	51	265	21	142	11	293	23
49	1278	170	458	61	429	57	391	52	0	0
52	563	66	293	34	117	14	6	1	146	17
41	535	147	123	34	236	65	53	15	123	34
48	530	63	253	30	267	32	11	1	0	0
51	431	201	105	49	71	33	180	84	75	35
50	240	62	75	19	128	33	16	4	21	5
32	733	232	426	135	237	75	39	12	31	10
47	500	118	280	66	144	34	27	6	49	12
40	280	125	134	60	136	60	0	0	10	5
71	172	57	154	51	1	0	7	2	10	3
33	113	63	74	41	39	22	0	0	0	0
70	129	58	55	25	0	0	8	4	66	30
57	431	213	89	44	177	87	75	37	90	45
55	89	26	15	4	40	12	0	0	34	10
67	295	215	230	167	27	20	0	0	38	28
37	197	110	112	62	85	47	0	0	0	0
44	254	126	148	74	0	0	43	22	62	31

Appendix Table 17.A1 (cont.)
Housing/Shelter Program Contacts by Primary Sampling Area

NSHAPC Primary Sampling Area	Total Available Housing/Shelter Program Contacts		Emergency Shelter Program Contacts		Transitional Shelter Program Contacts		Permanent Housing Program Contacts		Voucher Distribution Program Contacts	
	Total Number	Program Contacts Per 10,000 People in Poverty	Total Number	Program Contacts Per 10,000 People in Poverty	Total Number	Program Contacts Per 10,000 People in Poverty	Total Number	Program Contacts Per 10,000 People in Poverty	Total Number	Program Contacts Per 10,000 People in Poverty
29	319	168	80	42	181	95	4	2	54	28
39	2386	664	1454	405	104	29	0	0	828	230
38	254	194	89	68	25	19	129	99	11	8
64	91	36	61	24	20	8	0	0	10	4
34	212	169	107	85	23	18	0	0	83	66
58	179	155	66	57	0	0	2	2	111	96
75	261	159	36	22	0	0	172	105	53	32
68	58	25	32	14	7	3	19	8	0	0
69	275	195	134	95	132	94	0	0	9	6
66	57	65	27	31	12	14	14	16	4	5
56	54	21	28	11	0	0	0	0	25	10
65	439	128	328	95	29	8	39	11	43	12
61	370	251	167	113	23	15	162	110	18	12
59	60	31	27	14	0	0	0	0	33	17
62	156	225	60	87	13	19	40	58	43	62
73	10	6	0	0	0	0	0	0	10	6
35	94	118	76	95	19	23	0	0	0	0
74	21	22	18	19	0	0	0	0	3	3
53	61	118	33	64	0	0	0	0	28	54
72	0	0	0	0	0	0	0	0	0	0
76	101	310	60	184	0	0	5	16	36	110
54	0	0	0	0	0	0	0	0	0	0
60	0	0	0	0	0	0	0	0	0	0
63	35	337	21	202	0	0	0	0	14	135

Source: Urban Institute analysis of weighted NSHAPC telephone survey of program representatives.

Appendix Table 17.A2
**Percent of Program Contacts in a Primary Sampling Area That Are
 Allocated to Different Types of Services**

Primary Sampling Area	Housing	Food	Health	Other	Total
1	26	51	2	21	100
2	18	63	2	17	100
3	24	57	7	12	100
4	15	69	1	15	100
5	8	84	0	8	100
6	33	45	3	18	100
7	25	61	8	7	100
8	17	59	5	20	100
9	32	42	4	22	100
10	33	40	7	20	100
11	22	54	6	18	100
12	28	48	7	18	100
13	36	44	3	17	100
14	16	70	0	13	100
15	25	57	3	16	100
16	29	58	4	9	100
17	14	57	5	24	100
18	13	79	1	8	100
19	34	44	6	15	100
20	46	23	2	29	100
21	40	46	4	10	100
22	16	66	4	14	100
23	22	58	2	18	100
24	16	42	15	27	100
25	22	25	24	29	100
26	17	72	2	10	100
27	46	33	5	16	100
28	30	44	3	22	100
29	21	53	0	26	100
30	26	66	1	7	100
31	23	50	4	23	100
32	19	77	0	4	100
33	15	85	0	0	100
34	18	75	0	7	100
35	20	79	0	1	100
36	24	62	4	10	100
37	13	76	0	11	100
38	17	61	15	7	100
39	66	19	0	15	100
40	18	31	8	43	100
41	15	77	0	8	100
42	42	45	0	12	100
43	22	58	3	17	100
44	64	0	32	4	100
45	24	64	1	11	100
46	35	44	3	17	100
47	6	90	1	2	100
48	38	37	8	17	100
49	12	76	0	12	100
50	13	58	0	29	100
51	15	61	5	19	100
52	15	80	0	6	100

Appendix Table 17.A2 (cont.)
**Percent of Program Contacts in a Primary Sampling Area That Are
 Allocated to Different Types of Services**

Primary Sampling Area	Housing	Food	Health	Other	Total
53	45	55	0	0	100
54	0	0	0	0	100
55	5	24	0	71	100
56	100	0	0	0	100
57	21	71	1	6	100
58	7	9	0	84	100
59	8	22	0	69	100
60	0	0	0	0	100
61	12	13	11	64	100
62	27	31	1	42	100
63	13	49	20	18	100
64	61	29	0	9	100
65	37	14	11	37	100
66	1	6	0	93	100
67	19	70	0	11	100
68	47	11	0	42	100
69	46	43	0	11	100
70	22	73	0	5	100
71	41	42	0	18	100
72	0	41	59	0	100
73	2	41	41	16	100
74	2	76	11	10	100
75	17	47	10	26	100
76	37	55	0	7	100

Source: Urban Institute analysis of weighted NSHAPC telephone survey of program representatives. *Respondents could give more than one destination.

Appendix Table 17.A3
**Percent of All Program Contacts in a Primary Sampling Area That Are Allocated
to Different Types of Services**

Housing

	Percent with:					
	0-8	11-20	21-30	31-42	45-65	100
As Percent Of Total Jurisdictions	14	34	24	16	11	1

Food

	Percent with:					
	0-14	19-40	40-50	53-71	73-79	83-90
As Percent Of Total Jurisdictions	12	17	24	33	13	4

Health

	Percent with:					
	0	1-2	3-6	7-15	20-32	40-58
As Percent Of Total Jurisdictions	29	29	22	13	4	3

Other

	Percent with:					
	0-5	6-12	13-19	20-29	37-42	64-92
As Percent Of Total Jurisdictions	17	28	29	14	5	7

Source: Urban Institute analysis of weighted NSHAPC telephone survey of program representatives.

*Respondents could give more than one destination.

Appendix Table 17.A4
Soup Kitchen Weekday/Weekend Program Contacts per 10,000 Poor People, Low, High, and Average Estimates

Primary Sampling Area	Weekday Per 10,000 People in Poverty			Weekend Per 10,000 People in Poverty		
	Program Contacts	Average Number of Meals	Maximum Number of Meals	Program Contacts	Average Number of Meals	Maximum Number of Meals
United States	129	173	217	75	110	145
1	86	125	165	62	95	128
2	328	440	552	191	273	354
3	170	235	299	116	178	240
4	98	146	195	51	78	105
5	178	230	283	77	97	117
6	59	113	167	35	70	104
7	235	398	562	169	315	461
8	192	240	287	80	115	150
9	64	88	113	56	75	94
10	125	188	251	88	151	214
11	141	217	292	87	133	178
12	65	73	80	42	52	62
13	222	299	375	132	205	278
14	101	128	156	6	7	8
15	176	217	259	75	98	121
16	137	177	217	85	102	118
17	340	376	412	124	146	169
18	36	54	72	36	58	80
19	108	156	205	54	81	108
20	74	96	117	40	61	81
21	156	152	147	55	72	89
22	306	317	328	169	177	185
23	204	279	354	155	223	291
24	165	203	241	135	161	186
25	512	646	780	336	467	599
26	253	351	450	142	208	274
27	88	130	171	72	113	155
28	223	340	457	135	222	309
29	211	328	445	133	211	288
30	204	243	282	114	133	151
31	93	122	151	87	116	145
32	558	673	788	153	266	379
33	168	244	320	0	0	0
34	228	282	336	120	120	120
35	317	400	483	83	166	249
36	147	242	337	79	137	196
37	52	105	157	52	105	157
38	106	159	213	106	159	213
39	94	94	94	0	0	0
40	111	167	224	60	100	141
41	558	558	558	534	534	534
42	68	92	116	54	82	109
43	343	615	887	302	538	774
44	0	0	0	0	0	0
45	37	51	65	41	55	69
46	170	189	208	170	189	208
47	162	218	275	56	113	169
48	35	70	105	35	70	105
49	157	211	266	51	59	66
50	105	121	138	34	50	67
51	241	409	576	94	188	282
52	134	129	124	65	114	164

Appendix Table 17.A4 (cont.)
**Soup Kitchen Weekday/Weekend Program Contacts per 10,000 Poor People,
 Low, High, and Average Estimates**

Primary Sampling Area	Weekday Per 10,000 People in Poverty			Weekend Per 10,000 People in Poverty		
	Program Contacts	Average Number of Meals	Maximum Number of Meals	Program Contacts	Average Number of Meals	Maximum Number of Meals
53	0	0	0	0	0	0
54	0	0	0	0	0	0
55	85	128	171	78	117	156
56	0	0	0	0	0	0
57	23	28	34	0	0	0
58	0	0	0	0	0	0
59	0	0	0	0	0	0
60	0	0	0	0	0	0
61	18	24	29	6	11	17
62	168	251	335	0	0	0
63	868	868	868	0	0	0
64	13	27	40	13	27	40
65	15	30	45	15	30	45
66	212	424	635	212	424	635
67	21	21	21	0	0	0
68	3	6	9	3	6	9
69	7	14	20	0	0	0
70	0	0	0	0	0	0
71	0	0	0	0	0	0
72	0	0	0	0	0	0
73	0	0	0	0	0	0
74	0	0	0	0	0	0
75	3	3	3	0	0	0
76	191	191	191	0	0	0

Source: Urban Institute analysis of weighted NSHAPC telephone survey of program representatives.

*Respondents could give more than one destination.