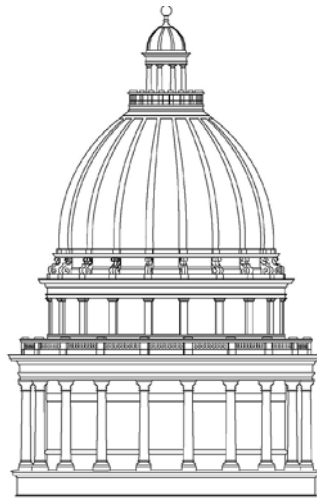


REPORT TO THE
UTAH LEGISLATURE

Number 2017-11



**A Limited Review of Sources of Funding and
Expenditures for Homeless Initiatives**

October 2017

Office of the
LEGISLATIVE AUDITOR GENERAL
State of Utah



STATE OF UTAH

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JOHN M. SCHAFF, CIA
AUDITOR GENERAL

October 2017

TO: THE UTAH STATE LEGISLATURE

Transmitted herewith is our report, **A Limited Review of Sources of Funding and Expenditures for Homeless Initiatives** (Report #2017-11). A digest is found on the blue pages located at the front of the report. The objectives and scope of the audit are explained in the Introduction.

We will be happy to meet with appropriate legislative committees, individual legislators, and other state officials to discuss any item contained in the report in order to facilitate the implementation of the recommendations.

Sincerely,

A handwritten signature in black ink that reads "John M. Schaff". The signature is stylized and includes a flourish at the end.

John M. Schaff, CIA
Auditor General

JMS/lm

Digest of A Limited Review of Sources of Funding and Expenditures for Homeless Initiatives

This report examines what homeless services are provided in Utah, who pays for these services, and whether homeless spending is used efficiently. We looked at homeless funding streams originating at the federal, state, and local levels of government as well as from private donors.

Chapter II Federal Sources Contribute Majority of Funds Spent on Homelessness

Significant Funds Are Spent on Homeless Services and Programs in Utah. All levels of government participate financially in Utah homeless services and programs. The federal government is the largest government funder of homeless services and programs in Utah.

Homeless Funding Has Many Sources, Can Pass Through Multiple Entities. Homeless funding comes from four sources— federal, state, local governments, and private donors. While the funding ultimately reaches service providers, the funding path can involve multiple levels of government.

Each Funding Source Plays Role in Overall Homeless Service Delivery System. Federal, state, and local government funding that directly addresses homelessness is routed to nonprofit organizations who provide the actual services to the homeless population. Non-government donors also provide funding needed by service providers.

Chapter III Salt Lake County Oversees Largest Portion of Local Homeless Distribution

County Expenditures Dominated By Three Areas. A large majority of county distributions are going to three main categories: Housing and Community Development, behavioral health services, and jail costs. These three categories make up 87 percent of county distributions.

Associated Costs Are Most of County Expenditures for Homelessness. Associated costs made up \$8.9 million of the \$12.2 million of Salt Lake County's total homeless funding. Associated costs are spent on programs that would exist regardless of homeless populations. Some of the county's largest distributions of federal and state funds are used

for associated costs. Increased transparency in the presentation of county expenditures and distributions will help all stakeholders better understand homeless funding.

Most County Homeless Funding Is Federal and State Dollars. Salt Lake County is responsible for distributing the largest share of homeless spending, even though the funding provided by the county is less than both federal and state governments' contributions.

Chapter IV

Salt Lake City is Significantly Affected By Transient Homeless Population

Most Salt Lake City Spending on Homelessness Is for Policing. As in Salt Lake County, most homeless expenditures in Salt Lake City are associated, rather than direct costs. In Salt Lake City, homeless spending is dominated by police services. Nearly three-quarters of city expenditures were for police in fiscal year 2016.

Significant Expenditures Are Directed to Rio Grande Area. Nearly all funding distributed by Salt Lake City for homelessness is directly tied to Rio Grande area service providers, police and fire dispatches, and cleanup in this area and others with similar concentrations of homeless individuals.

Chapter V

State and Federal Funds Appear to Be Distributed Appropriately, Will Continue to Grow

State and Federal Funds Are Distributed According to Best Practices. The federal government allocates Continuum of Care (CoC) money according to a competitive scoring process overseen by three organizations in the state. According to HUD, the local CoCs have generally done well in their application processes. Likewise, the State Homelessness Coordinating Committee allocates state funds and some federal funds according to a competitive process. Funding for domestic violence shelters is provided to organizations around the state through an approved sole source procurement process.

New Salt Lake County Shelter System Is Being Funded by New Legislative Appropriations. One-time and ongoing state funding for homeless programs have both increased to help pay for a new shelter system in Salt Lake County. The transformation of homeless services and shelters is due in large part to the work of state and local leaders and Salt Lake County's Collective Impact Steering Committee. Salt Lake City played an important role by choosing new shelter sites through a multiyear public process. This coordination across levels of government and across service providers appears to be consistent with best practices and existing government programs.

REPORT TO THE UTAH LEGISLATURE

Report No. 2017-11

A Limited Review of Sources of Funding and Expenditures for Homeless Initiatives

October 2017

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Chapter I

Introduction

This report examines what homeless services are provided in Utah, who pays for these services, and whether homeless spending is used efficiently. The primary areas of focus are Salt Lake County and Salt Lake City because of their concentrated homeless populations and large financial involvement of these local governments. We looked at homeless funding streams originating at the federal, state, and local levels of government as well as from private donors. This report is a retrospective look at prior year's initiatives and does not include information related to the recent operations in the Rio Grande area.

Utah's Homeless Population Is Concentrated in Salt Lake County

Homeless individuals and families constitute less than one percent of the state's population. However, this percentage still amounts to a sizeable homeless population concentrated in Salt Lake County. A point-in-time count conducted in January 2016 determined there were 1,810 homeless individuals and an additional 979 persons in homeless families statewide. Of these, 67 percent, or 1,255 homeless individuals and 625 persons in homeless families, were in Salt Lake County. The rest of Utah's homeless population is dispersed in the state. The second largest region, Weber and Morgan counties, has 12 percent of the state's homeless population. Utah's homeless population can be described according to subpopulations. For example, of the 2016 point-in-time numbers, 802 were survivors of domestic violence, 335 were homeless veterans, and 150 were unaccompanied youth.¹

Most homelessness in Utah occurs in Salt Lake County.

¹ These categories do not appear to be mutually exclusive. Homeless individuals can fall under multiple categories.

Multiple Definitions Exist for Homelessness

Federal agencies use definitions of homelessness to describe the programs' service populations and eligibility qualifications. These definitions identify the groups targeted by each respective department's homeless programs. Definitions differ across federal departments and agencies because of varying priorities and mandates. Homeless programs and funds target subpopulations of homeless individuals and families that fall under different homeless definitions.

The United States Department of Housing and Urban Development (HUD). HUD focuses primarily on housing, and its institutional definition for homelessness reflects this. Under HUD's definitions, individuals and families are considered homeless if they lack "fixed, regular, and adequate nighttime residences" or will "imminently lose their primary nighttime residences." HUD also includes unaccompanied youth and families with children that are considered homeless under other federal definitions. Individuals and families fleeing domestic or sexual violence or those staying in temporary homeless shelters are also considered homeless.

The United States Department of Health and Human Services (HHS). HHS incorporates part of the HUD definition, but includes people who are "doubled up" or staying with a series of friends or family members for short periods of time. HHS also includes previously homeless individuals about to be released from prison or a hospital without stable housing. The HHS definition focuses primarily on the instability of living arrangements.

The United States Department of Education (Education). Education defines homeless youth as those lacking a "fixed, regular, and nighttime residence" or staying in shelters, other temporary residences, or a "public or private place not meant for sleeping accommodation for human beings."

Homeless definitions differ across federal departments.

HUD's homeless definition includes individuals and families fleeing domestic violence.

For the purposes of this report, we did not adopt a specific definition of homelessness, but documented and evaluated homeless programs and funding identified as such by different levels of government, both federal and those in Utah. These entities used preferred definitions to identify the homeless and the programs that help them. For example, the United States Interagency Council on Homelessness identified numerous federal programs that target homelessness. Likewise, Utah state government has multiple programs addressing homelessness.

Government and Donors Fund Many Homeless Services, Programs

Many programs funded by government and private donations provide services to homeless individuals and families to satisfy basic needs. Federal homeless programs provide services to specific subpopulations like homeless children and youth as well as veterans. Federal programs focus on healthcare, food, shelter, and mental health. The state of Utah funds diverse direct homeless services, including emergency shelters, permanent supportive housing services, rapid re-housing assistance, street outreach, and transitional housing. Permanent supportive housing targets those with disabilities through a combination of affordable housing, health care, and supportive services. Rapid re-housing programs use financial assistance and various supportive services to quickly get homeless families and individuals into permanent housing.

Homeless services are provided at locations throughout the state. Large homeless shelters are found in Ogden, Salt Lake City, Midvale, and St. George. Domestic violence shelters provide services around the state. In Salt Lake County, numerous service providers and nonprofit entities have provided a wide range of services to meet basic needs, such as prepared meals and food pantries, clothing and other necessities, and medical resources, to name a few.

Audit Scope and Objectives

We were asked to document and review sources of funding for homeless programs in the state, assess how those funds are used, and determine the efficiency of expenditures. The following outlines the issues addressed in this report in each chapter.

We do not adopt a specific definition of homelessness in this report. We rely on government entities to identify homeless programs and spending.

Homeless services are provided at locations throughout the state with large shelters found in Ogden, Salt Lake City, Midvale, and St. George.

- **Chapter II** – Documents homeless funding amounts and sources. It also provides information about the different parties involved in homeless funding and how funding reaches service providers.
- **Chapter III** – Provides a look at Salt Lake County’s involvement in homeless funding and services.
- **Chapter IV** – Provides a look at Salt Lake City’s involvement in homeless funding and services.
- **Chapter V** – Reviews how state and select federal homeless funds are awarded. The chapter also addresses changes to Utah’s homeless service delivery system.
- **Appendices** – Identifies funding distributed to service providers by Salt Lake County, Salt Lake City, and the state.

Chapter II

Federal Sources Contribute Majority of Funds Spent on Homelessness

The focus of this report is on funding provided to combat homelessness by the federal and state governments and Salt Lake County and Salt Lake City governments. We recognize that many counties and municipalities spend money that can be attributed to homelessness, however the concentration of homeless populations and homeless services in Salt Lake City and Salt Lake County has resulted in significant government spending by these localities.

Utah has addressed and continues to address homelessness through government intervention. A large amount of government funding goes towards homeless programs. Funding for homeless programs comes from many sources and can pass through multiple levels of government. Federal, state, and local governments each play a role in funding and managing programs that benefit homeless populations. Private donors supplement this government funding with direct monetary donations and in-kind services.

Significant Funds Are Spent on Homeless Services and Programs in Utah

All levels of government participate financially in Utah homeless services and programs. Figure 2.1 shows how homeless funding compares across various levels of government. The federal government is the largest government funder of homeless services and programs in Utah.

Funding for homeless programs comes from many sources and can pass through multiple levels of government.

Figure 2.1 Recent Federal, State, and Local Funding of Utah Homeless Programs and Services. Amounts are in millions of dollars.²

Fiscal Year*	Cost Category	Federal**	State	Salt Lake County	Salt Lake City	Total
2014	Direct	\$27.0	\$5.9	\$2.7	\$0.4	\$36.0
	Associated	6.9	4.1	10.0	6.7	27.6
	Total	33.9	10.0	12.7	7.1	63.6
2015	Direct	27.1	9.0	2.9	0.5	39.5
	Associated	8.6	4.9	9.8	8.7	31.9
	Total	35.7	13.9	12.7	9.2	71.5
2016	Direct	28.4	7.6	3.3	1.1	40.4
	Associated	13.5	7.2	8.9	11.2	40.8
	Total	41.9	14.8	12.2	12.3	81.2

*Source: Individual federal program data, COBI 2017, Salt Lake City and Salt Lake County provided spending data; totals may not equal the sum of relevant columns and rows due to rounding
 *State, county, and city figures adhere to state fiscal year, July through June. Most federal dollars adhere to federal fiscal year, October through September. Remainder of federal dollars adhere to state fiscal year.
 **The US Department of Veterans Affairs provides many services for homeless veterans directly. The cost of these directly provided services in Utah are not included in this report due to the difficulty in acquiring this information from federal agencies.*

The federal government is the largest government funder of homeless services and programs in Utah.

For the purposes of this report, we define direct and associated costs as follows. Direct costs are those related to the provision of homeless services or services that exist because there is a homeless population in Utah. Associated costs are those related to programs that would exist regardless of homeless populations. These programs are not directly attributable to homelessness, but funds are typically allocated to homeless populations. Associated costs also include costs for programs that help the homeless, not because they are homeless, but because they are indigent or have a disability.

Government Direct Costs Fund Homeless Service Providers

As shown in Figure 2.1, in fiscal year 2016, the federal government provided \$28.4 million (70 percent) in funding to cover \$40.4 million in direct costs. As will be discussed in Chapter III of this report, most of this money is routed through Salt Lake County for distribution to homeless service providers. The state funded \$7.6 million in direct costs for homeless services in fiscal year 2016, mostly through the State Homeless Coordinating Committee (SHCC) and the state’s domestic violence program, which includes shelters and

The state funds homeless services through the State Homeless Coordinating Committee and the state’s domestic violence program.

² Fiscal year 2016 is the most recent year for which we have complete data for all levels of government.

associated services. Salt Lake County and Salt Lake City have also directly addressed homelessness with \$4.5 million combined funding of direct costs in fiscal year 2016. This funding focused on service providers and cleanup services. These expenditures will be discussed in further detail in Chapters III and IV of this report.

Associated Costs Have Grown Rapidly

Associated costs have grown much faster than direct costs from fiscal years 2014 to 2016. Associated spending was \$40.8 million in fiscal year 2016, up 48 percent from the \$27.6 million spent in fiscal year 2014. This increase resulted in associated costs surpassing direct spending. The increase in associated costs has likely been spurred, in part, by the rise in the number of homeless individuals receiving Medicaid along with increased police costs incurred in areas of the city with large numbers of transient populations.

Associated costs made up the majority of Salt Lake County and Salt Lake City spending on homelessness, issues that will be discussed further in Chapters III and IV. Almost all of Salt Lake County's fiscal year 2016 associated expenditures of \$8.9 million were spent on behavioral health and criminal justice costs. In fiscal year 2016, Salt Lake City spent nearly 85 percent of its \$11.2 million in associated costs on policing.

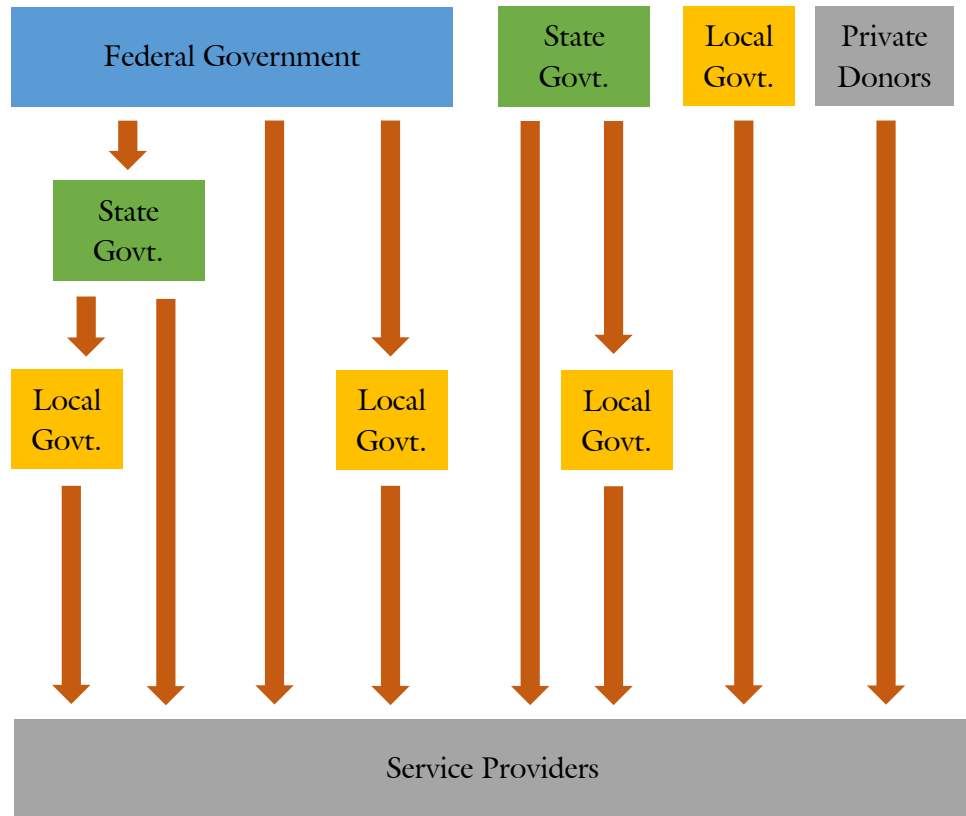
Homeless Funding Has Many Sources, Can Pass Through Multiple Entities

Homeless funding comes from four sources—federal, state, local governments, and private donors. While the funding ultimately reaches service providers, the funding path can involve multiple levels of government. Figure 2.2 is a diagram of various homeless funding paths. Each path has been observed for at least one homeless program or stream of money that was spent on homelessness in Utah.

Homeless associated costs have grown much faster than direct costs between fiscal years 2014 and 2016.

Associated costs make up the majority of Salt Lake County and Salt Lake City spending on homelessness.

Figure 2.2 All Levels of Government Participate in Funding Homeless Programs. Depending on the program, funding passed through more than one level of government before being used.



Homeless funding comes from four sources— federal, state, local governments, and private donors.

Source: Auditor analysis

At least one federal grant passed through state government, then through the county to service providers.

Depending on the program or grant, funding can pass through multiple levels of government. For example, we found that at least one federal homeless grant passed through state government, then through the county to service providers. The multiple paths funding can take makes identifying all homeless funding difficult as it involves many entities and government agencies. A list of service providers that receive funds distributed by Salt Lake County, Salt Lake City, and state government is found in Appendix A through G.

Each Funding Source Plays Role in Overall Homeless Service Delivery System

Federal, state, and local government funding that directly addresses homelessness is routed to nonprofit organizations who provide the actual services to the homeless population. As shown in Figure 2.1,

the federal government provides most of the direct service funding, with \$28.4 million in fiscal year 2016. Utah state government is the next biggest government provider of direct service funding at \$7.6 million, followed by Salt Lake County with \$3.3 million and Salt Lake City with \$1.1 million. Non-government donors also provide funding needed by service providers.

Federal Programs Provide Most Direct Homeless Funding

Six federal agencies administer programs targeting homelessness in Utah.³ These 18 programs may fund nonprofit service providers directly or provide grants to state and local governments, which then allocate the money. Figure 2.3 lists federal programs that target homelessness with their associated federal department or agency. Compiled by United States Interagency Council on Homelessness, the list has been modified to include only programs administered in Utah.

Six federal agencies administer 18 programs targeting homelessness in Utah.

³ Federal programs not present in Utah are not included in this number or in Figure 2.3.

Figure 2.3 Six Federal Departments and Agencies Administer 18 Programs That Target Homelessness. These programs provide many basic needs.

Federal Department	Program Name
Education	<ul style="list-style-type: none"> • Education for Homeless Children and Youth Grants for State and Local Activities
Health and Human Services	<ul style="list-style-type: none"> • Grants for the Benefit of Homeless Individuals - Services in Supportive Housing • Cooperative Agreements to Benefit Homeless Individuals for States • Healthcare for the Homeless Program • Programs for Runaway and Homeless Youth • Projects for Assistance in Transition from Homelessness • Family Violence Prevention and Services Formula Grants
Homeland Security	<ul style="list-style-type: none"> • Emergency Food and Shelter Program
Housing and Urban Development	<ul style="list-style-type: none"> • Emergency Solutions Grant Program • Continuum of Care Program • HUD-Veterans Affairs Supportive Housing
Justice	<ul style="list-style-type: none"> • Transitional Housing Assistance Grants for Victims of Sexual Assault, Domestic Violence, Dating Violence, and Stalking Program
Veterans Affairs	<ul style="list-style-type: none"> • Domiciliary Care for Homeless Veterans Program • Grant and Per Diem Program • Health Care for Homeless Veterans Program • Homeless Veterans Dental Program • Supportive Services for Veterans Families • Veteran Justice Outreach Initiative

Source: USICH, FVPSA web site, VA representative

Figure 2.1’s federal spending data include these programs under direct costs.

The Federal Government Also Provides Semi-Discretionary Grants to State and Local Governments. These grants and funding programs can be used for a variety of purposes, including homeless programs or homelessness in general. Semi-discretionary funds, which include Temporary Assistance for Needy Families (TANF), the Community Development Block Grant (CDBG), Social Services Block Grant (SSBG), and the HOME Investment Partnerships Program, are spent on direct homeless services. The state has used TANF money to fund domestic violence shelters and will use it to fund homeless shelters in the future. Salt Lake County uses SSBG, CDBG, and HOME money for homeless shelter programs. These county programs are referenced in Chapter III. Salt Lake City has also used CDBG money for homeless programs, as described in Chapter IV of this report.

The state, county, and city use semi-discretionary federal grants for homeless programs.

Federal Programs Fund Significant Associated Costs. As mentioned earlier, associated costs are those related to programs that would exist regardless of homeless populations. Federal funds used for associated costs shown in Figure 2.1 primarily take the form of Medicaid payments for both physical and mental health treatment of homeless individuals and families. The mental health portion of Medicaid requires state and county funding participation while the physical health portion requires only state funding participation. The federal government likely also contributes money towards administrative and overhead costs. However, estimates for these costs, which would increase federal totals in Figure 2.1, are outside the scope of this audit. Similar overhead costs have been included by Salt Lake County and Salt Lake City in their associated costs, but are not reflected in federal expenditures.

State of Utah Funds Homeless Shelters, Homeless Services, and Domestic Violence Centers

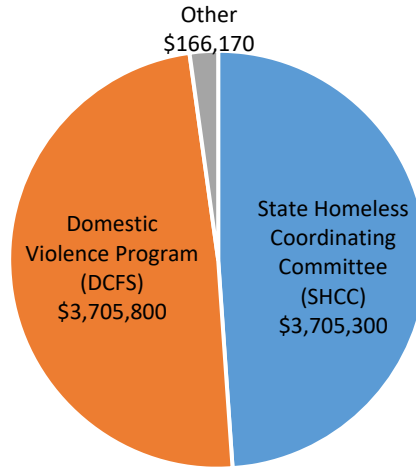
The state of Utah has dedicated millions of dollars to homeless programs, as shown in Figure 2.1. State funds totaling \$14.8 million were used for direct and associated homeless costs in relatively similar amounts in fiscal year 2016.

State Funding for Direct Homeless Costs Comes from Two Programs. The Utah State Legislature appropriates money annually that is awarded by the SHCC to homeless service providers. The SHCC, staffed by the Department of Workforce Services (DWS), awards various state and federal monies including money from the Pamela Atkinson Homeless Trust Fund. The Legislature also appropriates funds to the domestic violence program at the Division of Child and Family Services (DCFS) in the Department of Human Services. DCFS awards contracts to domestic violence shelters throughout the state. Figure 2.4 shows fiscal year 2016 state funding for direct costs.

Federal funds used for associated costs primarily take the form of Medicaid payments.

State funds totaling \$14.8 million were used for direct and associated homeless costs in fiscal year 2016.

Figure 2.4 State Direct Homeless Funding Primarily Went to Shelters and Housing Programs Administered by SHCC and DCFS. Other spending includes dollars that helped fund Salt Lake County government homeless programs.



Source: COBI 2017, Salt Lake County

As will be discussed in Chapter V of this report, the state’s financial involvement in direct homeless services is poised to increase substantially.

The State Also Pays for Certain Associated Homeless Costs.

As mentioned previously, the state pays a portion of all Medicaid spending, which includes spending on homeless individuals and families. This portion of their associated costs has increased from \$2.2 million in fiscal year 2014 to \$4.8 million in fiscal year 2016, making up 67 percent of the state’s associated expenditures on homelessness shown in Figure 2.1. The number of homeless individuals receiving physical Medicaid benefits has increased, likely driving a large part of this increase. The state also helps pay for substance abuse and criminal justice programs, some of which also receive funding by Salt Lake County. Three of these programs are the Justice Reinvestment Initiative, Drug Offender Reform Act, and the Family Drug Dependency Court.

As with the federal government, other associated costs the state pays are not included in this analysis. As shown in Chapter III, one major Salt Lake County expense is the incarceration costs of homeless individuals. The state has similar costs at the state prison that are not reflected in state expenditures, though the amount of these is unclear.

The state participates in Medicaid payments related to physical health, mental health, and substance abuse.

These incarceration costs, both at the county and state level, are considered associated costs because they would still exist if homelessness were eliminated. The state has other programs through which homeless individuals can benefit, such as Women, Infants, and Children nutrition program, cancer screening, childhood immunizations, and communicable disease screenings. DWS provides employment counseling services to homeless individuals and determines the eligibility of homeless individuals and families for government benefits. The direct and overhead costs associated with providing these programs to homeless individuals are not included in our analysis.

Local Governments Fund Existing Homeless Programs and Services

Both Salt Lake County and Salt Lake City have direct homeless costs, but most homelessness spending was related to associated costs. As shown in Figure 2.1, Salt Lake County has contributed on average about \$3 million in each of the last three fiscal years in general funds to various housing programs, shelter operations, and shelter renovations. The city contributed close to \$0.5 million to direct homeless costs in fiscal years 2014 and 2015, increasing to \$1.1 million in 2016. These city funds were used for similar programs to the county's, namely housing and shelter operation. Additionally, both the county and the city have been involved in cleanup efforts in downtown Salt Lake.

Associated homeless costs make up a majority of total spending in both Salt Lake County and Salt Lake City. Seventy-three percent of Salt Lake County's homeless expenditures cover associated costs, mostly on the mental health portion of Medicaid, substance abuse treatment, indigent legal defense, and the county jail. Salt Lake City spending is 91 percent associated costs, all for police and fire response in areas of the city most directly affected by homeless populations.

Private Donations Provide Service-Provider Revenues

In addition to federal, state, and local government funding, nonprofit service providers rely heavily on private donations to fund their operations. Quantifying these amounts, however, is difficult.

Homeless individuals and families benefit from other state programs like WIC, cancer screening, childhood immunizations, and disease screening.

County and city funding pays for direct costs related to housing assistance and shelters.

Salt Lake City spending is 91 percent associated costs, all for police and fire response.

Quantifying total amount of private donations for homelessness across all service providers in the state is difficult.

Some of the biggest providers in the state receive a significant portion of their revenues from nongovernment sources. For example, the Road Home, one of the largest homeless shelter providers in the state, received \$6.3 million in donations and in-kind work in fiscal year 2016. These contributions accounted for 37 percent of the Road Home's revenues in 2016. However, quantifying the total amount of private donations for homelessness across all service providers in the state is difficult. Audited financial statements are generally available for nonprofit organizations. However, nonprofit service providers may provide services other than homeless services. This introduces difficulties because it is unclear what portion of donations is used for homeless services. The focus of this audit was on government funding for homelessness, but it is important to note that private donations are a key part of funding for service providers.

Chapter III

Salt Lake County Oversees Largest Portion of Local Homeless Distribution

Salt Lake County distributes federal and state funds to homeless programs in addition to county funds. These distributions come mostly from three areas in the county: Housing and Community Development, behavioral health services, and jail costs. Most of the county funds that are distributed are associated costs, as they pay for homeless individuals in programs and services that are not designated only for addressing homelessness. Examining all distributions to homeless programs by the county, more dollars were from federal and state sources than from the county.

Although the federal government contributes the largest share of funding directed at combatting homelessness, Salt Lake County distributes the largest portion of homeless expenditures in Utah. As shown in Figure 3.1, most of the money distributed by the county in fiscal year 2016 for homeless programs and services are federal and state dollars passed through Salt Lake County to be awarded. Salt Lake County also funds homeless programs with county dollars. These funds are typically spent on associated costs, such as jail, Medicaid, and public defender costs.

Salt Lake County distributed over \$30 million in homeless funding.

Figure 3.1 Salt Lake County Distributed Over \$30 Million of the \$81.2 Million Spent on Homeless Programs in Fiscal Year 2016. Most of this money was federal and state funding that was passed through the county.

Fiscal Year	Federal	State	County	Total
2014	\$9,727,798	\$2,618,205	\$12,684,178	\$25,030,181
2015	11,313,019	3,167,606	12,670,547	27,151,172
2016	14,689,087	3,607,747	12,201,028	30,497,862

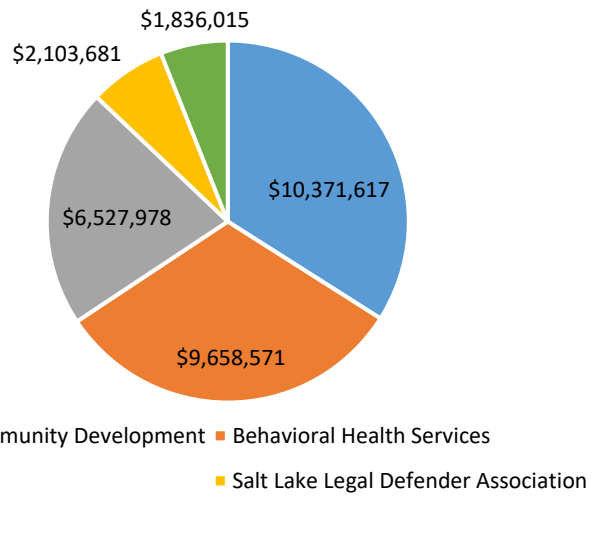
Source: Salt Lake County

As shown in Figure 2.1 in Chapter II, \$81.2 million was spent by all levels of government in fiscal year 2016 for homeless programs. The \$30.5 million distributed by Salt Lake County represents 38 percent of this total.

County Expenditures Dominated By Three Areas

As shown in Figure 3.2, a large majority of county distributions are going to three main categories: Housing and Community Development, behavioral health services, and jail costs. These three categories make up 87 percent of county distributions.

Figure 3.2 In Fiscal Year 2016, Salt Lake County Distributions Were Mostly for Homeless Programs, Behavioral Health, and Jail Costs. The county also pays for indigent legal defense.



Most distributions from Salt Lake County were to service providers, behavioral health services, and the county jail.

Source: Salt Lake County

Housing and Community Development costs are direct costs spent on service providers for programs such as housing and shelter services and are made up of many smaller distributions. The seven providers who received over \$200,000 in fiscal year 2016 are shown in Figure 3.3 below; a full list of providers, programs funded, and the sources of funding received for fiscal years 2014 to 2016 can be found in Appendices A through C.

Figure 3.3 Service Providers Received More Than \$10 Million in Distributions from Salt Lake County in Fiscal Year 2016. The top seven recipients of funding shown below received over \$9 million of this amount.

Recipient	Amount
Housing Authority of Salt Lake County	\$ 3,779,254
The Road Home	3,339,051
Volunteers of America	680,829
Housing Authority of Salt Lake City	590,186
AmeriCorps	336,513
Department of Workforce Services	223,151
Tooele County Housing Authority	209,884

Source: Salt Lake County

The distributions to service providers were often split among several different projects. For example, The Road Home received 13 different allocations of money for projects including shelter operations, rapid re-housing, and permanent supportive housing. The housing authorities received 20 allocations, mostly for permanent supportive housing. Volunteers of America received funding for similar programs, as well as money for a capital improvement. Funding for AmeriCorps paid for case management services and the Department of Workforce Services received funding for the state’s Homeless Management Information System.

Behavioral health services shown in Figure 3.2 include Medicaid mental health and substance abuse treatments. Jail costs represent the total cost of incarcerating homeless individuals.

In addition to the three large categories described above, the county spends over \$2 million for legal representation of the homeless population by the Salt Lake Legal Defender Association. Over three-quarters of “Other” expenditures are spent on case management and therapy, transient camp clean-ups, and a youth services housing program.

Salt Lake County distributed over \$10 million to homeless service providers in fiscal year 2016.

Salt Lake County spent over \$2 million for legal representation of homeless individuals.

Associated Costs Are Most Of County Expenditures for Homelessness

As shown in Chapter II, Figure 2.1, \$8.9 million of the \$12.2 million of Salt Lake County's total homeless funding were spent on associated costs. While we feel the classification of these costs as homeless spending is appropriate, it is important to distinguish these costs from direct costs that are spent solely on homeless services. As discussed in Chapter II, associated costs are spent on programs that would exist regardless of homeless populations, so while some costs may be reduced, they will not be eliminated even if these populations are no longer homeless. For example, incarceration costs related to lawlessness would occur even if homelessness is reduced. Similarly, Medicaid program costs are due to indigence or health conditions, not just because an individual is homeless. Some of the county's largest distributions of federal and state funds are used for these and other associated costs.

County Homeless Expenditures Fund Behavioral Health, Criminal Justice Costs

As shown in Figure 3.1, the other two major categories of distributions besides Housing and Community Development are behavioral health services and jail costs. Both federal and state dollars fund these programs in addition to \$7.2 million in county funds — \$1.8 million in behavioral health services and \$5.4 million in operating costs for the county jail. The other major county expense for homeless individuals is for criminal defense services for homeless offenders paid to the Salt Lake Legal Defender Association. This funding ensures that indigent persons can receive legal representation as Salt Lake County does not have its own public defenders.

We have classified these costs as associated costs because the populations served by these programs extend beyond homeless individuals. The county has allocated costs for these programs based on the number of homeless individuals served.

When individuals receive behavioral health services, they report their homelessness status. A similar method is used for individuals booked into the county jail where individuals self-identify as homeless or are classified as such if a shelter is listed as their home address. The Salt Lake Legal Defender Association also uses this information to estimate costs for providing services to homeless individuals. Although

Associated costs accounted for \$8.9 million of the \$12.2 million spent by Salt Lake County on homelessness.

The county spends \$1.8 million on behavioral health services and \$5.4 million on jail costs for homeless individuals.

expenditures for homeless individuals were significant in these areas, they represent only a small portion of the budgets for these programs.

Behavioral health services were provided to 7,214 individuals for substance abuse in calendar year 2016, and an additional 16,794 received mental health services. The county reported 1,129 homeless individuals received substance abuse treatment and 575 homeless individuals received mental health services in fiscal year 2016.

The County Sheriff's Office had jail expenditures of over \$75.6 million in calendar year 2016, compared to costs of just under \$6.5 million for homeless individuals in fiscal year 2016. Additionally, the Sheriff's Office reported that it was at maximum capacity in the jail, and had a 600 bed shortage. Even without the average daily 190 homeless individuals in the jail in fiscal year 2016, the jail would still have been at capacity and costs would not have decreased. Homeless individuals used 8 percent of the 2,271 beds in the county jail.

The Salt Lake Legal Defender Association estimated \$2.1 million, or 14 percent of its budget, is used for representing homeless individuals.

Solving the homeless problem would not result in a significant reduction in most of these associated costs, and the total associated homeless expenditures are typically a small part of county program budgets. While homelessness may contribute to substance abuse, mental health, and criminal justice costs, there is not likely to be significant cost avoidance possible in these areas regardless of the housing status of currently homeless populations.

Salt Lake County Funds Homeless Services

The county directly funds many homeless programs that make up most of the county's direct homelessness expenditures. Additionally, the county estimates spending \$693,000 on transient cleanups in fiscal year 2016.

Much of these direct costs are incurred by the county's Division of Housing and Community Development for programs such as rental assistance and supporting nonprofit organizations like the Road Home and Weigand Center in the Rio Grande area of Salt Lake City, as shown in Appendices A through C.

Only a small portion of county budgets address homeless individuals.

Associated costs may not see significant reductions even if homelessness is reduced.

The county spent \$693,000 on transient cleanups in fiscal year 2016.

Overhead costs related to homelessness were not consistently reported for different areas of Salt Lake County.

Cost Accounting Is Not Consistent. Homelessness is not typically a specific cost driver for county departments. As a result, costs specific to homelessness are not typically tracked. For this reason, cost data is not consistently represented across departments. For instance, the county calculated jail costs by taking the total budget of the jail and dividing by the number of jail days to get a total cost of \$100.84 per day. All overhead costs of the jail are included in this number. For Medicaid mental health and substance abuse treatments, only the costs of payments to providers were included and no overhead was allocated.

County Spending Has Not Been Clear. Salt Lake County has reported at different times that \$52 million in government and private funds were provided for direct services. While the sources and expenditures of this entire amount were not clarified, \$20 million in direct services were presented to the Collective Impact on Homelessness Steering Committee as funded or provided by the county. This same information was presented to the Senate Health and Humans Services Committee meeting on March 4, 2016 and the House Public Utilities, Energy, and Technology Standing Committee on March 6, 2017. However, most of the funds were federal contributions that passed through the county, as will be discussed later in this chapter. We have classified other expenditures included in the \$20 million, such as mental health treatment and substance use disorder treatment, as associated costs.

Homeless spending reported by Salt Lake County was mostly federal funds.

Given the increased attention that has been given to homeless spending in recent years, it would be beneficial to the county and other stakeholders if a reliable, consistent method of allocating and reporting costs was developed. This would ensure that overhead costs are treated in a similar manner and the source of funds is made clear. Increased transparency in the presentation of county expenditures and distributions will help all stakeholders better understand homeless funding.

Identifying Homeless Individuals Is Difficult. Determining who is homeless can also be difficult. The Salt Lake Legal Defender Association believe its number of homeless clients underrepresents the true homeless count because some individuals who are arrested give fake addresses and some become homeless upon release from jail. This same problem could also affect reported homeless spending for behavioral health services. Direct costs spent on homeless programs

Self-reporting of homeless status may cause the true number of homeless individuals to be underrepresented.

typically will not have the same sort of problems since most of these costs are payments directly to service providers. Because each associated cost has a different allocation method, costs may not be consistently represented.

Most County Homeless Funding Is Federal and State Dollars

Salt Lake County is responsible for distributing the largest share of homeless spending, even though the funding provided by the county is less than both federal and state governments' contributions. Sixty percent (\$18.3 million) of the \$30.5 million in total distributions from the county in fiscal year 2016 were federal (\$14.7 million) and state (\$3.6 million) funds that the county passed through to service providers. This federal and state funding is usually allocated for specific purposes and the county does not have discretion on how it is spent.

Salt Lake County Distributes \$14.7 Million in Federal Spending

Salt Lake County distributes over one-third of federal homelessness dollars spent in the state. While many homeless programs are funded with a combination of federal, state, and county dollars, over \$7 million of the \$14.7 million in federal funding the county distributed passed through the Continuum of Care (CoC) program which is 100 percent federally funded. The CoC takes applications from homeless service providers and then scores and awards money from the federal Department of Housing and Urban Development. The county plays a key role in the application process for service providers, but does not actually receive the money provided directly by the federal government. CoCs are discussed in more detail in Chapter V of this report. Other major distributions of federal funds include the following:

- \$3.9 million for Medicaid mental health payments
- \$700,000 to serve the non-Medicaid homeless community with mental health and/or substance use disorder needs
- \$700,000 for general substance use disorder treatment.

Sixty percent of the money distributed by Salt Lake County is federal and state funds.

Federal funds accounted for \$14.7 million of county distributions for homelessness.

The county used discretionary federal grants to fund homeless programs.

While most county distributions come from other branches of government and for specific purposes, the county does have limited discretion with how some federal funding is allocated. As discussed in Chapter II, some grants awarded from the federal government to Salt Lake County do not require that the funding be spent on homeless populations, but the county has chosen to fund these programs. These grants do not provide completely discretionary funding, but depending on the grant, the funds may be spent on programs that serve low or moderate-income persons or provide social services needs to children or adults. While Salt Lake County could have used these grants for other purposes, it is worth noting that they chose to fund numerous homeless programs with them.

Salt Lake County Distributed \$3.6 Million In State Expenditures During Fiscal Year 2016

The county distributed \$3.6 million in state dollars for homelessness.

The state of Utah provided 12 percent of the homeless funding that was distributed by the county in fiscal year 2016. Salt Lake County reported that over \$3 million of this \$3.6 million in state funds was used for three main programs— substance abuse disorder treatment, Medicaid, and jail costs.

In addition to the \$700,000 in federal funding for substance use disorder treatment, Salt Lake County distributed \$850,000 in state funds to this program. The state also provided to the county \$1.2 million for its portion of Medicaid mental health payments and over \$1 million of the total county jail costs of \$6.5 million.

Recommendation

1. We recommend that Salt Lake County consider developing a transparent methodology for tracking and reporting costs for homeless spending that allocates overhead in a consistent manner and accurately reports the source of homeless funding distributions.

Chapter IV

Salt Lake City Is Significantly Affected By Transient Homeless Population

Salt Lake City spends most homeless funding on police services related to calls and investigations in areas with high concentrations of homeless people. The Rio Grande area is one location where Salt Lake City has deployed significant resources.

The concentration of homeless services in the Rio Grande area has had a large effect on Salt Lake City expenditures. All but a small portion of city distributions related to homelessness were city funds, almost three-quarters of which were for police services in the Rio Grande area and other areas with concentrations of homeless populations. Other expenditures for homeless services and response were focused mostly on these areas of the city as well. As shown in Figure 4.1, almost all distributions by Salt Lake City were city funds, in contrast to Salt Lake County. While both Salt Lake City and Salt Lake County contributed roughly the same amount of money to homelessness, most distributions in Salt Lake County were federal and state dollars. Salt Lake City had comparably few distributions from these sources.

Most homeless spending in Salt Lake City was for the Rio Grande and similar areas.

Figure 4.1 Salt Lake City Expenditures Were Mostly City Dollars. Federal and state expenses are only those funds associated with reported city programs.

Year	Federal	State	City	Total
2014	\$673,304	\$10,507	\$7,381,784	\$8,062,594
2015	723,648	16,038	9,588,391	10,328,078
2016	823,286	184,012	12,549,800	13,557,098

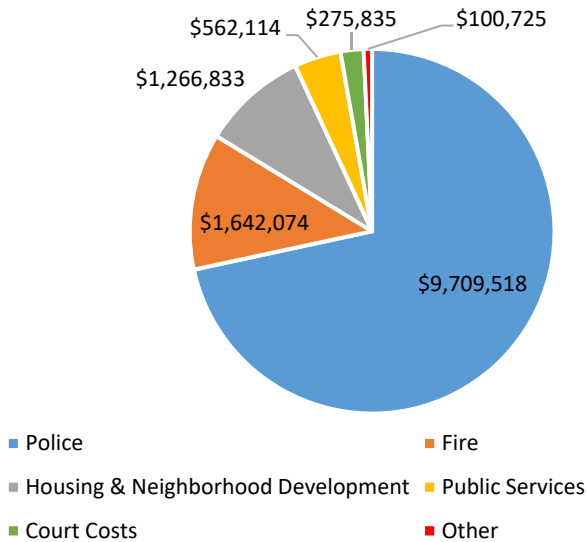
Source: Salt Lake City

Most Salt Lake City Spending on Homelessness Is for Policing

As in Salt Lake County, most homeless expenditures in Salt Lake City are associated, rather than direct costs. In Salt Lake City, homeless spending is dominated by police services. As shown in Figure 4.2, nearly three-quarters of city expenditures were for police in

fiscal year 2016. The city also expends city resources on fire and court costs related to homelessness.

Figure 4.2 Almost 75 Percent of Salt Lake City Homeless Spending Was on Police Response. Fire department and Housing and Neighborhood Development costs account for an additional 21 percent of expenses.



Source: Salt Lake City

**Policing Homelessness Cost
Salt Lake City Almost \$10 Million**

Salt Lake City reported police expenditures of \$9.7 million of \$13.6 million in homeless distributions for fiscal year 2016. Of the \$9.7 million, \$9.5 million were paid with city funding. These expenditures include calls for service in areas such as Rio Grande with significant homeless populations, police investigations, and special assignment costs. These special assignment costs of \$4.4 million include projects specific to the Rio Grande area and account for almost half of police expenditures related to homelessness reported by the city. Although total police expenditures for homelessness account for 16 percent of the city’s police budget, the city reports that no additional personnel or shifts were used to address homeless populations. Increased efforts in the Rio Grande area have come at the expense of heavier workloads for police officers and the quality of service and community policing efforts. Salt Lake City did, however, create the Community Connection Center (CCC) in the Rio Grande area. The operation of the CCC is to become the liaison between

Salt Lake City spent \$9.7 million on policing areas with significant homeless populations.

Salt Lake City has not added additional police officers or shifts to address homelessness.

police, the community, and individuals and families that are experiencing homelessness or are in crisis. The city also had court costs of \$275,000 for homeless individuals.

Fire Department Costs Were 12 Percent Of Salt Lake City Homeless Costs

Fire department costs are the next largest area of Salt Lake City spending to address homelessness. The \$1.6 million spent in this area was allocated in a similar manner as police expenditures, and is all city funded. Fire department overhead accounts for \$483,000 (29 percent) of these costs. Fire department homeless spending makes up 4 percent of the department's budget. The city reports that no additional shifts or personnel have been added to address these service calls, but fire personnel have been busier because of calls related to homeless populations.

Fire department costs accounted for \$1.6 million of Salt Lake City homeless expenditures.

Salt Lake City Funds The Road Home Shelter and Other Direct Costs

The remainder of fiscal year 2016 Salt Lake City homeless distributions were direct costs. The largest portion, \$1.3 million from the Housing and Neighborhood Development Division (HAND), was two-thirds funded by the federal government and one-third by the city. These expenditures are similar to Salt Lake County's Housing and Community Development costs discussed in Chapter III that support nonprofit organizations. The \$100,000 in Other costs in figure 4.2 represent additional city funds sent to homeless service providers that were not channeled through a city department, bringing total distributions to service providers to \$1.4 million.

Salt Lake City distributed \$1.4 million to homeless service providers.

As shown in Figure 4.3, The Road Home received nearly half of the city's distributions to homeless providers in fiscal year 2016, while the remainder was distributed to various other providers. Those receiving over \$100,000 in fiscal year 2016 are shown in Figure 4.3. A complete list of organizations that received funding through the city, as well as the source and use of that money is shown in appendices D through F.

Figure 4.3 Salt Lake City Funded Homeless Service Providers. This figure lists providers receiving at least \$100,000 in fiscal year 2016. Nearly half of the \$1.4 million distributed by the city was for The Road Home.

Recipient	Amount
The Road Home	\$ 684,775
Catholic Community Services	157,662
Volunteers of America	127,558
Advantage Services	110,000

Source: Salt Lake City

These funds were given to service providers for a variety of purposes, and some providers received multiple allocations of money for various activities. The Road Home received funding for building improvements, shelter operations, and rapid re-housing. Catholic Community Services operates the Weigand Homeless Resource Center, located across the street from The Road Home in the Rio Grande area, as well as a detoxification center. Volunteers of America was funded for detoxification beds, a youth resource center, and building improvements of a young women’s transition home. Advantage Services runs employment and transitional storage programs.

Like the county, Salt Lake City funds homeless programs and services with federal grants that can be used for different purposes. These discretionary funds made up half of federal funding distributed through HAND in fiscal year 2016.

The remainder of Salt Lake City’s expenditures for homelessness are in the Public Services Department. Of the \$562,000 spent in fiscal year 2016, just over half was spent on Portland Loos, a type of public toilet. Cleanup of public areas make up most of the remaining costs.

Significant Expenditures Are Directed to Rio Grande Area

With the concentration of homeless individuals in the area, nearly all funding distributed by Salt Lake City for homelessness is directly tied to Rio Grande area service providers, police and fire dispatches, and cleanup in this area and others with similar concentrations of homeless individuals. In total, 94 percent of city homeless distributions can be tied to these areas.

The Road Home received nearly half of Salt Lake City distributions to service providers.

Salt Lake City spent \$562,000 for public toilets and cleanup efforts.

Salt Lake City spends 94 percent of homeless distributions on areas with significant homeless populations.

- To allocate costs to police and fire services, Salt Lake City looked at three areas where homelessness is most pervasive, one of which is the Rio Grande area. Police and fire costs made up 84 percent of city homeless distributions in fiscal year 2016.
- Public Service operations have focused on the Rio Grande area with the installation of Portland Loos and area cleanup efforts accounting for more than 78 percent of fiscal year 2016 homeless expenditures in this department.
- Over 60 percent of the city's HAND disbursements for homelessness go to The Road Home, Weigand Center, and 4th Street Clinic, all service providers in the immediate vicinity of Rio Grande. Other service providers, including the YWCA and the Luisa E. Lema Food Pantry are within a few blocks of the area.

Part of the long-term solution to homelessness planned for Utah is the closing of The Road Home shelter. Once this is done, it is hoped that the dispersal of the homeless individuals to multiple new shelters throughout Salt Lake County will reduce the concentration of homeless individuals and crime in the Rio Grande area, which could result in a decrease in Salt Lake City homeless expenditures in the area.

However, as with Salt Lake County, many associated costs may be unavoidable even as homelessness is reduced. Salt Lake Police and Fire Departments, which are the main costs to Salt Lake City for homelessness, will still maintain presences in the downtown areas of the city. The city's allocation of costs to homelessness may change, but without large decreases to police and fire expenditures.

Most homeless service providers who receive funding from Salt Lake City are located close to Rio Grande.

Most Salt Lake City homeless distributions are associated costs that may be unavoidable even if homelessness is reduced.

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Chapter V

State and Federal Funds Appear to Be Distributed Appropriately, Will Continue to Grow

Unlike the expenditures shown in chapters III and IV, most funding addressed in this report from the federal government and the state of Utah are direct costs associated with providing funding to service providers. Our analysis of competitively distributed funds shows that best practices have been used in these expenditures. State funding of homeless initiatives has increased in the last two years with appropriations from the Utah State Legislature to fund a new shelter system in Salt Lake County.

State and Federal Funds Are Distributed According to Best Practices

The United States Department of Housing and Urban Development (HUD) allocates Continuum of Care (CoC) money according to a competitive scoring process overseen by three organizations in the state—Salt Lake, Mountainland, and Balance of State CoCs. According to HUD, the CoC program is designed to “promote communitywide commitment to ending homelessness” and “quickly rehouse homeless individuals and families.” According to HUD, the local CoCs have generally done well in their application processes. Likewise, the State Homelessness Coordinating Committee (SHCC) allocates state funds and some federal funds according to a competitive process. Funding for domestic violence shelters is provided to organizations around the state through an approved sole source procurement process. Due to the nature of the funding and the results of past procurements, this sole source process appears to be appropriate.

Continuum of Care Processes Have Generally Scored Well

The Continuum of Care (CoC) program provides federal funding and is the biggest provider of direct homeless funding in the state of Utah. Overseen by HUD, the CoC program provided over \$10 million to homeless service providers in the state. The funding is

The application processes used by Utah’s Continuum of Care organizations have scored well in HUD reviews.

The Continuum of Care program provided over \$10 million to Utah homeless service providers in fiscal year 2016.

Salt Lake County, United Way of Utah County, and DWS oversee the CoC program in Utah.

distributed to three regions in Utah — Salt Lake County, Mountainland (consisting of Utah, Wasatch, and Summit Counties), and Utah Balance of State, which consists of local homeless coordinating councils around the state. The application process is overseen by Salt Lake County for that region, the United Way of Utah County for Mountainland, and the Department of Workforce Services for the Utah Balance of State.

Each of these CoCs reviews and ranks service provider applications for HUD, which makes the ultimate award decisions. HUD then grades each continuum on their application process. This review process helps ensure that funding recipients are using money appropriately and effectively.

There are 200 total points possible from HUD’s review in four different categories: CoC Structure and Governance, Data Collection and Quality, Performance and Strategic Planning, and Cross-Cutting Policies. The highest scoring CoC in the country received 187.75 out of 200 points with the median score being 154.5. Salt Lake and Mountainland CoCs scored above median, with scores of 179.25 and 167.75 respectively while Utah Balance of State scored slightly below at 149. All three CoCs scored well on their Structure and Governance section, indicating that the process for ranking and reviewing applications met HUD expectations.

The lowest scoring area for all three CoCs was Performance and Strategic Planning. This category looks at how services result in quantifiable improvements in the number of homeless individuals and positive outcomes for the homeless, as well as how the providers target specific vulnerable populations. HUD places an emphasis on programs that serve the chronically homeless, families, and veterans. To improve scoring in this area, CoCs should confirm that providers serving targeted populations and experiencing positive program outcomes are measuring and capturing this information. CoCs should also encourage the service providers to focus on these subpopulations identified by HUD. We recommend the CoCs ensure the application processes adequately reward performance and serving targeted populations and work with service providers to address these issues.

Continuum of Care Performance and Strategic Planning scores could be raised.

SHCC Has Responsibly Distributed Funding

The State Homeless Coordinating Committee (SHCC) distributes state and federal money to service providers in the state. The source of these funds includes federal grants as well as funding from the Pamela Atkinson Homeless Account, Homeless to Housing Account, and state general funds. The distributions by the SHCC appear to be appropriate. Applications for funding received by the committee are scored separately by three committee members on criteria such as applicant experience and capacity, community needs for the project, how funds are used, and the program outcomes. While most funding recipients are the same each year as SHCC wants to ensure the existing safety net is maintained, some new applicants have received funding. Figure 5.1 shows the service providers who received at least \$100,000 in fiscal year 2016. A complete listing of distributions by the SHCC for fiscal years 2015 and 2016 is found in Appendix G.

The State Homeless Coordination Committee competitively distributes state funds to service providers.

Figure 5.1 SHCC Allocated \$3.7 million to Service Providers in Fiscal Year 2016. The Road Home received the largest appropriation, accounting for 40 percent of total distributions.

Recipient	Amount
The Road Home	\$1,488,855
Volunteers of America	388,458
St. Anne's Center	296,550
Salt Lake County Housing Authority	233,400
Valley Mental Health	170,000
Housing Assistance Management Enterprise	113,704

Source: SHCC

In fiscal year 2016, SHCC awarded funding to 33 different organizations totaling \$3.7 million. Each organization received at least \$10,000, with a median award of \$35,100. Funding was provided for a variety of programs, with permanent housing receiving the most at \$1.4 million, shelter operations receiving \$1 million, and rapid re-housing receiving \$653,000.

SHCC distributed \$3.7 million dollars to 33 different organizations.

DCFS contracts with domestic violence shelters follow state procurement processes.

DCFS reviews domestic violence operations to ensure required duties are performed.

State funding for homeless programs have increased to help pay for a new, disbursed shelter system in Salt Lake County.

Domestic Violence Shelter Contracts Follow State Procurement Law

The Department of Human Services' Division of Child and Family Services (DCFS) has been given Limited Purchasing Delegation (LPD) by the Division of Purchasing for the purpose of contracting with domestic violence shelters throughout the state. This LPD allows DCFS to enter into contracts with shelters without the involvement of the Division of Purchasing. The contracting process appears to have followed state procurement law. DCFS has used a sole-source method of procuring contracts, which is allowed when there is only one source for a service. Although this process is used, DCFS also posts a solicitation through the state's online procurement website. The purchasing employees in the Department of Human Services report that no other shelters have responded to posts for domestic violence shelters other than those currently under contract.

To ensure that these shelters, which operate without direct competition, are performing the duties required by the contract, an annual review process is conducted. These reviews verify that contracted shelters are qualified, maintain proper documentation, and correctly bill DCFS. In our analysis of these compliance audits, it appears that shelters are responsive to findings issued. Although these audits often have some sort of finding, DCFS reports that they have not had to take adverse action against a shelter for failing to correct deficiencies, which are typically related to properly completing paperwork and not related to health or safety issues.

New Salt Lake County Shelter System Is Being Funded by New Legislative Appropriations

One-time and ongoing state funding for homeless programs have both increased to help pay for a new, disbursed shelter system in Salt Lake County. The transformation of homeless services and shelters is due in large part to the work of state and local leaders and Salt Lake County's Collective Impact Steering Committee (Collective Impact). This committee's work to bring stakeholders together and agree on shared goals and outcomes played a role in securing additional state funding for homelessness. Salt Lake City played an important role by choosing new shelter sites through a multiyear public process. This coordination across levels of government and across service providers

appears to be consistent with best practices and existing government programs.

Legislature Began Setting Aside Money for Shelters Opening in 2019

In addition to existing homeless state funding, the State Legislature appropriated new money for the construction and operation of new shelters in Salt Lake County. These shelters are planned to open in 2019.

Two principal pieces of legislation have laid out changes in the state's involvement in homeless programs. House Bill (HB) 436, passed during the 2016 Legislative General Session, created the Homeless to Housing Reform Restricted account and appropriated \$4.75 million onetime and \$4.5 million ongoing into this account. The bill also mandated greater coordination with local government. The mayors of both Salt Lake County and Salt Lake City (no designee is allowed) are now on the SHCC.

The second bill, HB 441, was passed during the 2017 Legislative General Session. This bill appropriated \$9.85 million in one-time and \$0.25 million ongoing funding to the restricted account. The bill also required that the Salt Lake County mayor make a recommendation for a new homeless shelter location outside Salt Lake City. The selection of a South Salt Lake City site was ratified by the SHCC in April 2017 in response to this requirement. HB 441 also required recipients of new homeless funding to work toward closing the Salt Lake Community Center on Rio Grande Street by June 30, 2019. Taken together, these two pieces of legislation have provided the financial backing for major changes to homeless services in Salt Lake County.

Salt Lake County United Homeless Stakeholders, Helped Create Shared Goals for New System

The Collective Impact Steering Committee, organized by Salt Lake County, brought together stakeholders from many different organizations, including service providers and relevant government agencies. Collective Impact identified deficiencies in the current homeless service system, and helped identify collective solutions. Their work, done over two years, led to the new state funding for dispersed homeless shelters.

New shelters are planned to open in 2019.

Two legislative bills in 2016 and 2017 appropriated \$14.6 million onetime and \$4.75 million ongoing in total for new shelters.

HB 441 required one of the new shelters be built outside of Salt Lake City but in Salt Lake County.

Collective Impact identified deficiencies in current homeless programs and made progress towards solutions.

Collective Impact identified several problems with the existing homeless shelter system. Homeless funding is not coordinated across funding sources, and evaluation of funding is done primarily by individual funding sources, not for the homeless system as a whole. To address these problems, Collective Impact adopted shared, desired outcomes or goals and helped align funding from different sources. As an example, Salt Lake County states they are aligning Community Development Block Grant, Social Services Block Grant, and Emergency Solutions Grant funding according to the work of Collective Impact. Collective Impact appears to have played a role in establishing a field of interest fund at the Community Foundation of Utah to coordinate monetary contributions by private donors towards homeless programs. Salt Lake City's Homeless Services Site Evaluation Commission worked closely with Collective Impact during this process.

Salt Lake City Led Efforts to Find Sites for New Shelters

Salt Lake City's Homeless Services Site Evaluation Commission (commission) began meeting in 2014 to develop a new homeless services model. The commission worked closely with the county's Collective Impact efforts. The commission also took on a more active role in finding possible new shelter locations after the 2016 Legislative General Session.

According to Salt Lake City, potential sites within city boundaries were evaluated based on federal guidelines, city zoning and ordinance restrictions, and criteria developed by the commission that was prioritized by the public. Combining these factors helped identify geographic areas and properties that would be further evaluated and scored.

A potential shelter site in Sugar House on Simpson Avenue was removed from consideration as the number of candidate sites was narrowed. Consequently, Salt Lake City reports to have lost \$10,000 in non-refundable earnest money. Salt Lake City announced the two finalist shelter sites at 275 West High Avenue and 135 East 700 South in Salt Lake City on February 24, 2017.

Salt Lake City identified potential homeless shelter sites within city boundaries.

Coordinated Homeless Efforts Should Continue

The work by Collective Impact, the commission, and state officials to coordinate and improve homeless service delivery appears to be consistent with best practices and should continue. These coordinated efforts are also consistent with the intent of the CoC federal homeless program.

Collective Impact identified a lack of funding coordination as a major barrier to implementing an effective homeless system. The National Alliance to End Homelessness states that gathering funding from multiple sources for select homeless projects can cause duplication of effort and can divert time and staff resources. Increasing coordination of funding sources has the potential to increase the efficiency of homeless dollars and appears to be a best practice. This coordination also includes common desired goals and outcomes.

HUD implemented the CoC program in 1995 under the McKinney-Vento Homeless Assistance Act. The purpose of the program is to encourage communities to coordinate the planning and provision of homeless housing services. A review by the Urban Institute determined that the program fulfilled this purpose in high performing areas of the country and helped more people receive more homeless services. Similarly, the Government Accountability Office found lack of coordination among multiple federal homeless programs may decrease their overall effectiveness. Homeless stakeholders in Utah, including state and local government representatives, should continue working towards a more coordinated approach to homeless service delivery. This coordination can help increase the efficiency and effectiveness of homeless spending and services in Utah.

Recommendations

1. We recommend the Continua of Care (Salt Lake, Mountainland, and Balance of State) work with service providers to ensure adequate focus on targeted populations and performance metrics. Continua of Care should also ensure application processes reward high performance in these areas.
2. We recommend that efforts by the Utah State Legislature and state and local leaders to coordinate the delivery of homeless

Efforts to coordinate homeless funding and services is consistent with best practices and existing federal programs.

Homeless stakeholders in Utah should continue working towards a more coordinated approach to homeless services delivery.

services and expenditures from various funding sources should continue.

Appendices

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Appendix A
Salt Lake County Distributions to Service Providers,
Fiscal Year 2016

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Total Salt Lake County Distributions to Service Providers Through Housing and Community Development and Other Programs, Fiscal Year 2016						
Service / Program / Project	Service / Program / Project Description	Federal Funding	State Funding	County Funding	Total Funding	
4th Street Clinic	Parking Lot and Drainage	\$83,000	\$0	\$0	\$83,000	
4th Street Clinic	Behavioral Health Services	40,000	0	0	40,000	
AmeriCorps	Case Management/essential services	260,943	75,570	0	336,513	
Catholic Community Services	Weigand Center Men's Restrooms	25,000	0	0	25,000	
Catholic Community Services	Weigand Center Operations	0	0	100,000	100,000	
CGF Housing	Various County funded housing programs serving the homeless	0	0	999,075	999,075	
Department of Workforce Services	Homeless Management Information Systems	223,151	0	0	223,151	
Family Promise Salt Lake	Homeless Prevention and Case Management	0	46,200	0	46,200	
First Step House	Fire Suppression System	34,000	0	0	34,000	
House of Hope	Treatment Center Renovations	41,000	0	0	41,000	
Housing Authority of Salt Lake City	Shelter Plus Care - PSH	218,654	0	0	218,654	
Housing Authority of Salt Lake City	Shelter Plus Care - PSH	215,294	0	0	215,294	
Housing Authority of Salt Lake City	Shelter Plus Care - PSH	87,963	0	0	87,963	
Housing Authority of Salt Lake City	Sunrise Metro - PSH	68,275	0	0	68,275	
Housing Authority of Salt Lake County	Shelter Plus Care - PSH	976,195	0	0	976,195	
Housing Authority of Salt Lake County	Bonus - PSH	757,894	0	0	757,894	
Housing Authority of Salt Lake County	Reallocated - PSH	247,806	0	0	247,806	
Housing Authority of Salt Lake County	Tenant Based Rental Assistance	240,600	0	0	240,600	
Housing Authority of Salt Lake County	Chronic Shelter - PSH	235,743	0	0	235,743	
Housing Authority of Salt Lake County	Grace Mary Manor - PSH	181,746	0	0	181,746	
Housing Authority of Salt Lake County	Chronic - PSH	144,790	0	0	144,790	

Total Salt Lake County Distributions to Service Providers Through Housing and Community Development and Other Programs, Fiscal Year 2016						
Service / Program / Project	Service / Program / Project Description	Federal Funding	State Funding	County Funding	Total Funding	
Housing Authority of Salt Lake County	Rental Assistance - PSH	\$115,908	\$0	\$0	\$115,908	
Housing Authority of Salt Lake County	Millcreek Families - PSH	106,627	0	0	106,627	
Housing Authority of Salt Lake County	Millcreek Youth Shelter - PSH	96,946	0	0	96,946	
Housing Authority of Salt Lake County	Kelly Benson - PSH	87,100	0	0	87,100	
Housing Authority of Salt Lake County	Sponsor based shelter - PSH	75,899	0	0	75,899	
Housing Authority of Salt Lake County	Housing Retention	65,000	0	0	65,000	
Housing Authority of Salt Lake County	Tenant Based Rental Assistance	0	0	447,000	447,000	
Milestone Transitional Housing Program	Housing program for homeless young adult from ages 18-22	200,000	29,400	135,662	365,062	
Salt Lake Community Action Program	Tenant Based Rental Assistance	95,800	0	0	95,800	
Salt Lake Community Action Program	Case Management for TBRA Clients	40,000	0	0	40,000	
Salt Lake Housing Authority	Provide short term, long term, and transitional housing for Mental Health Clients	0	0	86,246	86,246	
SLCO Contract #-CRD140448	COC Planning Grant	34,686	0	8,672	43,358	
SLCO Contract #-CRD15004	COC Planning Grant	0	15,000	3,750	18,750	
SLCO Contract #-CRD15006	COC Planning Grant	36,507	0	9,127	45,633	
South Valley Sanctuary	Rapid Re-Housing RRH	109,294	0	0	109,294	
South Valley Services	Crisis Shelter	62,000	0	0	62,000	
The Helping Association - The Haven	Residential Substance Abuse Treatment & Transition Housing Program	45,018	0	0	45,018	
The Road Home	Rental Assistance - PSH	1,253,205	0	0	1,253,205	
The Road Home	CHSH Leasing - PSH	449,292	0	0	449,292	
The Road Home	Tenant Based Rental Assistance	269,850	0	0	269,850	

Total Salt Lake County Distributions to Service Providers Through Housing and Community Development and Other Programs, Fiscal Year 2016						
Service / Program / Project	Service / Program / Project Description	Federal Funding	State Funding	County Funding	Total Funding	
The Road Home	Permanent Supportive Housing	\$143,208	\$0	\$0	\$143,208	
The Road Home	Frontier Apartments - PSH	123,866	0	0	123,866	
The Road Home	Rapid Re-Housing for Families - RRH	121,921	0	0	121,921	
The Road Home	Rapid Re-Housing Expansion - RRH	105,664	0	0	105,664	
The Road Home	Rapid Re-Housing	78,909	0	0	78,909	
The Road Home	Shelter Operation Costs	48,983	0	0	48,983	
The Road Home	Second West - PSH	16,715	0	0	16,715	
The Road Home	Midvale Family Shelter - Operations	0	0	200,000	200,000	
The Road Home	Shelter Operation Costs	0	0	400,000	400,000	
The Road Home	COG Homeless Services - Outreach Services	0	0	127,438	127,438	
Tooele County Housing Authority	Shelter Plus Care - PSH	209,884	0	0	209,884	
Valley Mental Health	Safe Haven - PSH	106,814	0	0	106,814	
Valley Mental Health	Homefront - PSH	50,301	0	0	50,301	
Volunteers of America	Supportive Housing for Youth - TH	290,967	0	0	290,967	
Volunteers of America	Rapid Re-Housing for Youth - RRH	247,862	0	0	247,862	
Volunteers of America	Homeless Youth Resource Center	60,000	0	0	60,000	
Volunteers of America	Detox Center Roof Replacement	42,000	0	0	42,000	
Volunteers of America	Homeless Outreach	40,000	0	0	40,000	
YWCA	Kathleen Robison Huntsman Residential Program - TH	124,648	0	0	124,648	
YWCA	Family justice center for those who have been victims of domestic and sexual violence	0	0	50,000	50,000	
YWCA	Women in Jeopardy	68,550	0	0	68,550	
YWCA-Rape Recovery	Operations	0	0	42,124	42,124	
Total		\$9,105,478	\$166,170	\$2,609,093	\$11,880,740	

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Appendix B
Salt Lake County Distributions to Service Providers,
Fiscal Year 2015

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Total Salt Lake County Distributions to Service Providers Through Housing and Community Development and Other Programs, Fiscal Year 2015						
Service / Program / Project	Service / Program / Project Description	Federal Funding	State Funding	County Funding	Total Funding	
4th Street Clinic	Operations	\$30,000	\$0	\$0	\$30,000	
Alliance House	Transitional Housing Remodel	19,350	0	0	19,350	
AmeriCorps Program	Case Management/essential services	194,912	68,324	0	263,236	
Catholic Community Services	Weigand Center Floor Replacement	40,000	0	0	40,000	
Catholic Community Services	Weigand Center services	12,000	0	0	12,000	
Catholic Community Services	Weigand Center Operations	0	0	100,000	100,000	
CGF Housing	Various County funded housing programs serving the homeless	0	0	141,660	141,660	
Community Action Program	Homeless Prevention - relocation and stabilization services	28,899	0	0	28,899	
Community Action Program	Homeless Prevention - rental assistance	10,000	0	0	10,000	
Community Action Program	Landlord Tenant Mediation	0	25,000	0	25,000	
Department of Workforce Services	Homeless Management Information Systems	223,151	0	0	223,151	
Family Promise	Homeless Prevention	30,000	0	0	30,000	
Family Promise	Services/shelter	10,000	0	0	10,000	
Family Support Center	Life Start Village - TH	74,589	0	0	74,589	
Family Support Center	LifeStart Village Kitchen Improvements	21,380	0	0	21,380	
Family Support Center	Tiffany Town - PSH	13,835	0	0	13,835	
Family Support Center	Operations	10,000	0	0	10,000	
HACSL in Partnership w/ County Behavioral Health	Tenant Based Rental Assistance - Case Management Services	0	0	1,118,964	1,118,964	
House of Hope	Electrical Upgrade - Fencing	30,116	0	0	30,116	
Housing Authority of Salt Lake City	Shelter Plus Care - PSH	414,424	0	0	414,424	
Housing Authority of Salt Lake City	Shelter Plus Care - PSH	207,254	0	0	207,254	
Housing Authority of Salt Lake City	Sunrise Metro - PSH	67,236	0	0	67,236	

Total Salt Lake County Distributions to Service Providers Through Housing and Community Development and Other Programs, Fiscal Year 2015					
Service / Program / Project	Service / Program / Project Description	Federal Funding	State Funding	County Funding	Total Funding
Housing Authority of Salt Lake City	Shelter Plus Care - PSH	\$29,597	\$0	\$0	\$29,597
Housing Authority of Salt Lake County	Shelter Plus Care - PSH	939,187	0	0	939,187
Housing Authority of Salt Lake County	Chronic Shelter - PSH	228,759	0	0	228,759
Housing Authority of Salt Lake County	Grace Mary Manor - PSH	178,013	0	0	178,013
Housing Authority of Salt Lake County	Chronic - PSH	139,390	0	0	139,390
Housing Authority of Salt Lake County	Rental Assistance - PSH	111,588	0	0	111,588
Housing Authority of Salt Lake County	Kelly Benson	83,860	0	0	83,860
Housing Authority of Salt Lake County	Case Management/essential services	0	40,000	0	40,000
Housing Authority of Salt Lake County	Tenant Based Rental Assistance	210,600	0	0	210,600
Milestone Transitional Housing Program	Housing program for homeless young adult from ages 18-22	200,000	29,400	129,539	358,939
Salt Lake Housing Authority	Provide short term, long term, and transitional housing for Mental Health Clients	0	0	85,119	85,119
SLCO Contract #-CRD14000107	COC Planning Grant	0	55,000	13,750	68,750
SLCO Contract #-CRD140448	COC Planning Grant	34,686	0	8,672	43,358
SLCO Contract #-CRD15004	COC Planning Grant	0	15,000	3,750	18,750
South Valley Sanctuary	South Valley Sanctuary	105,838	0	0	105,838
South Valley Sanctuary	Operations	40,000	0	0	40,000
South Valley Sanctuary	Playground and Kitchen	31,636	0	0	31,636
The Haven	Facility Improvements	35,607	0	0	35,607
The Road Home	Pathways Expansion - PSH	638,187	0	0	638,187
The Road Home	Family Leasing	592,935	0	0	592,935
The Road Home	CHSH Leasing - PSH	436,645	0	0	436,645
The Road Home	Tenant Based Rental Assistance	234,000	0	0	234,000

Total Salt Lake County Distributions to Service Providers Through Housing and Community Development and Other Programs, Fiscal Year 2015					
Service / Program / Project	Service / Program / Project Description	Federal Funding	State Funding	County Funding	Total Funding
The Road Home	Permanent Support Housing - PSH	\$140,904	\$0	\$0	\$140,904
The Road Home	Frontier Apartments - PSH	119,387	0	0	119,387
The Road Home	Rapid Re-housing - Families RRH	118,177	0	0	118,177
The Road Home	Rapid Re-housing - Expansion RRH	102,100	0	0	102,100
The Road Home	Second West	16,084	0	0	16,084
The Road Home	Parking lot Gate and Fencing	10,741	0	0	10,741
The Road Home	Transitional Housing Unit Improvements	10,564	0	0	10,564
The Road Home	Shelter Operations	0	0	400,000	400,000
The Road Home	COG Homeless Services Fund - Outreach Services	0	0	200,000	200,000
Tooele County Housing Authority	Shelter Plus Care - PSH	191,860	0	0	191,860
Valley Mental Health	Safe Haven	104,760	0	0	104,760
Valley Mental Health	Homefront	49,346	0	0	49,346
Volunteers of America	Center for Women and Children - TH	113,297	0	0	113,297
Volunteers of America	Chronic Homeless Substance Abuse Project - TH	94,866	0	0	94,866
Volunteers of America	Street Outreach	33,000	0	0	33,000
Volunteers of America	Homeless Youth Resource Center - Operations	25,000	0	0	25,000
Volunteers of America	Young Men/Women Transition Home	22,500	0	0	22,500
West Valley Housing Authority	Shelter Plus Care - PSH	210,854	0	0	210,854
West Valley Housing Authority	Shelter Plus Care - PSH	84,843	0	0	84,843
YWCA	Kathleen Robison Huntsman Residential Program - TH	124,648	0	0	124,648
YWCA	Family justice center for those who have been victims of domestic and sexual violence	0	0	50,000	50,000
YWCA	WU LEP Client Services Operations	29,129	0	0	29,129

Total Salt Lake County Distributions to Service Providers Through Housing and Community Development and Other Programs, Fiscal Year 2015					
Service / Program / Project	Service / Program / Project Description	Federal Funding	State Funding	County Funding	Total Funding
YWCA	WU Shelter Operations	\$23,500	\$0	\$0	\$23,500
YWCA	RSS Program Operations	14,725	0	0	14,725
YWCA	Family Justice Center Operations	0	0	42,124	42,124
	Total	\$7,347,959	\$232,724	\$2,293,578	\$9,874,261

Appendix C
Salt Lake County Distributions to Service Providers,
Fiscal Year 2014

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Total Salt Lake County Distributions to Service Providers Through Housing and Community Development and Other Programs, Fiscal Year 2014					
Service / Program / Project	Service / Program / Project Description	Federal Funding	State Funding	County Funding	Total Funding
4th Street Clinic	Operations	\$22,500	\$0	\$0	\$22,500
Alliance House	Kitchen Remodel	8,625	0	0	8,625
AmeriCorps Program	Case Management/Essential Services	194,933	103,070	0	298,003
Catholic Community Services	Weigand Center - Operations	0	0	100,000	100,000
Catholic Community Services	Weigand Center - Operations	0	0	100,000	100,000
Catholic Community Services	St. Vincent DePaul/Weigand Center HVAC	22,000	0	0	22,000
CGF Housing	Various County funded housing programs serving the homeless	0	0	141,413	141,413
Community Action Program	Landlord Tenant Mediation	0	25,000	0	25,000
Community Action Program	Homeless Prevention - Relocation and Stabilization	12,880	0	0	12,880
Community Action Program	Homeless Prevention - Rental Assistance	15,120	0	0	15,120
Community Action Program	Tenant Based Rental Assistance	100,000	0	0	100,000
Department of Workforce Services	Homeless Management Information Systems	223,151	0	0	223,151
Family Promise	Case Management/Essential Services	0	20,000	0	20,000
Family Promise	Rapid Re-Housing	8,000	0	0	8,000
Family Promise	Operations	21,800	0	0	21,800
Family Support Center	Life Start Village - Operations	10,000	0	0	10,000
Family Support Center	Tiffany Town - PSH	13,891	0	0	13,891
Family Support Center	Life Start Village - TH	81,966	0	0	81,966
HACSL in Partnership w/ County Behavioral Health	Tenant Based Rental Assistance - Case management services	0	0	1,118,964	1,118,964
House of Hope	Fencing and Emergency crash bars for exit doors	8,461	0	0	8,461
Housing Authority of Salt Lake City	Shelter Plus Care - PSH	29,885	0	0	29,885

Total Salt Lake County Distributions to Service Providers Through Housing and Community Development and Other Programs, Fiscal Year 2014					
Service / Program / Project	Service / Program / Project Description	Federal Funding	State Funding	County Funding	Total Funding
Housing Authority of Salt Lake City	Shelter Plus Care - PSH	\$201,854	\$0	\$0	\$201,854
Housing Authority of Salt Lake City	Shelter Plus Care - PSH	403,648	0	0	403,648
Housing Authority of Salt Lake City	Sunrise Metro - PSH	66,479	0	0	66,479
Housing Authority of Salt Lake County	Wendell Apartments Shelter Plus Care - PSH	109,917	0	0	109,917
Housing Authority of Salt Lake County	Grace Mary Manor - PSH	173,333	0	0	173,333
Housing Authority of Salt Lake County	Shelter Plus Care - PSH	194,200	0	0	194,200
Housing Authority of Salt Lake County	Chronic Shelter Plus Care - PSH	222,735	0	0	222,735
Housing Authority of Salt Lake County	Shelter Plus Care - PSH	914,683	0	0	914,683
Housing Authority of Salt Lake County	Tenant Based Rental Assistance	270,000	0	0	270,000
Housing Authority of Salt Lake County	Case Management/Essential Services	0	50,000	0	50,000
Milestone Transitional Housing Program	Housing program for homeless young adult from ages 18-22	240,324	21,100	115,286	376,710
Salt Lake Housing Authority	Provide short term, long term, and transitional housing for Mental Health Clients	0	0	87,090	87,090
South Valley Sanctuary	Kitchen Cabinets	5,000	0	0	5,000
South Valley Sanctuary	Operations	35,000	0	0	35,000
The Helping Association - The Haven	Boiler System Replacement	41,360	0	0	41,360
The Road Home	Shelter Operations	0	0	400,000	400,000
The Road Home	Operations	10,000	0	0	10,000
The Road Home	Second West - PSH	15,916	0	0	15,916
The Road Home	Housing Relocation & Stabilization	20,000	0	0	20,000
The Road Home	Transitional Housing roof replacement	34,681	0	0	34,681
The Road Home	Rapid Re-Housing	58,809	0	0	58,809
The Road Home	Frontier Apartments - PSH	118,086	0	0	118,086

Total Salt Lake County Distributions to Service Providers Through Housing and Community Development and Other Programs, Fiscal Year 2014					
Service / Program / Project	Service / Program / Project Description	Federal Funding	State Funding	County Funding	Total Funding
The Road Home	Tenant Based Rental Assistance	\$300,000	\$0	\$0	\$300,000
The Road Home	CHSH Leasing - PSH	427,435	0	0	427,435
The Road Home	Family Leasing - PSH	580,381	0	0	580,381
The Road Home	Pathways Expansion Leasing - PSH	624,700	0	0	624,700
Tooele County Relief Services	PSH	70,468	0	0	70,468
Valley Behavioral Health	Homefront - PSH	53,461	0	0	53,461
Valley Behavioral Health	Safe Haven - SH	116,400	0	0	116,400
Volunteers of America	Street Outreach	15,000	0	0	15,000
Volunteers of America	CWC-Bathroom remodel	23,200	0	0	23,200
Volunteers of America	Homeless Youth Resource Center - SSO	28,808	0	0	28,808
Volunteers of America	Chronic Homeless Substance Abuse Project - TH	94,866	0	0	94,866
Volunteers of America	Center for Women and Children - TH	124,502	0	0	124,502
West Valley Housing Authority	Shelter Plus Care - PSH	225,582	0	0	225,582
YWCA	Kathleen Robison Huntsman Residential Program - TH	124,648	0	0	124,648
YWCA	Family justice center for those who have been victims of domestic and sexual violence	0	0	50,000	50,000
YWCA	Operations	14,725	0	0	14,725
YWCA	Operations	21,236	0	0	21,236
YWCA/Rape Recovery Center	Family Justice Center Operations	0	0	42,124	42,124
	Total	\$6,754,649	\$219,170	\$2,154,877	\$9,128,696

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Appendix D
Salt Lake City Distributions to Service Providers,
Fiscal Year 2016

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Total Salt Lake City Distributions to Service Providers Through Housing and Neighborhood Development and Other Programs, Fiscal Year 2016					
Service / Program / Project	Service / Program / Project Description	Federal Funding	State Funding	City Funding	Total Funding
Advantage Services - Provisional Supportive Employment Program	Program which provides supportive employment for homeless individuals	\$80,000	\$0	\$0	\$80,000
Advantage Services - Transitional Storage Program	Operational Support for A Place For Your Stuff, the transitional storage program	0	0	30,000	30,000
Catholic Community Services - St. Mary's Center for Recovery	Operational Support for an adult detoxification center	10,000	0	0	10,000
Catholic Community Services - Weigand Center	Operational Support for the Weigand Center	0	0	62,000	62,000
Catholic Community Services - Weigand Center	Operational Support for the Weigand Day Center	18,000	0	0	18,000
Catholic Community Services - Weigand Center	Operational Support for the Weigand Day Center	20,000	0	0	20,000
Catholic Community Services - Weigand Center Weekend Hours	Additional funding to provide services on the Weekends during the Winter	0	0	30,000	30,000
Crossroads Urban Center - Luisa E. Lema Food Pantry	Operational support for a food pantry for homeless individuals	13,500	0	0	13,500
Fourth Street Clinic - Mobile Outreach Service Team	Operational Support for mobile health services and homeless outreach	20,792	0	0	20,792
Fourth Street Clinic - Mobile Outreach Service Team	Operational Support for mobile health services and homeless outreach	21,208	0	0	21,208
Housing Authority Transitional Housing	No description given	0	0	83,063	83,063
The Road Home - Building Improvements	Building improvements for homes that are used to house homeless individuals	51,081	0	0	51,081
The Road Home - Emergency Shelter	Operational Support for the Downtown Emergency Shelter	0	0	30,000	30,000
The Road Home - Emergency Shelter	Operational Support for the Downtown Emergency Shelter	76,265	0	0	76,265
The Road Home - Emergency Shelter	Operational Support for the Downtown Emergency Shelter	70,089	0	0	70,089

Total Salt Lake City Distributions to Service Providers Through Housing and Neighborhood Development and Other Programs, Fiscal Year 2016					
Service / Program / Project	Service / Program / Project Description	Federal Funding	State Funding	City Funding	Total Funding
The Road Home - House 20	Program that provides case management and housing for the highest emergency service users in the City	\$0	\$0	\$128,000	\$128,000
The Road Home - Midvale Family Shelter	Operational Support for the Midvale Family Shelter	0	0	91,200	91,200
The Road Home - Rapid Re Housing	Tenant based rental assistance for families experiencing homelessness	87,695	0	0	87,695
The Road Home - Rapid Re Housing	Tenant based rental assistance for families experiencing homelessness	150,445	0	0	150,445
Utah Community Action - Homeless Prevention Program	Funding for a program that provides case management and rental assistance	22,000	0	0	22,000
Utah Community Action - Tenant Based Rental Assistance	Program which provides housing vouchers for individuals experiencing homelessness	70,000	0	0	70,000
Volunteers of America - Detox Beds	Funding for two detox beds at the VOA facility	0	0	84,000	84,000
Volunteers of America - Young Women's Transition Home	Building improvements for transitional housing for homeless women	19,500	0	0	19,500
Volunteers of America - Youth Resource Center	Operational Support for the Youth Resource Center, a drop-in center for homeless youth	24,058	0	0	24,058
Weigand Homeless Shelter	No description given	0	0	17,662	17,662
YWCA - Residential Self Sufficiency Program	Program that provides transitional housing and services for women fleeing domestic violence	23,000	0	0	23,000
YWCA - Women in Jeopardy Program	Operational support for emergency shelter for women fleeing domestic violence	34,000	0	0	34,000
	Total	\$811,633	\$0	\$555,925	\$1,367,558

Appendix E
Salt Lake City Distributions to Service Providers,
Fiscal Year 2015

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Total Salt Lake City Distributions to Service Providers Through Housing and Neighborhood Development and Other Programs, Fiscal Year 2015						
Service / Program / Project	Service / Program / Project Description	Federal Funding	State Funding	City Funding	Total Funding	
Catholic Community Services - Extended Hours	Additional funding to extend the hours of the Weigand Center to 9:00pm in the Winter	\$0	\$0	\$30,000	\$30,000	
Catholic Community Services - St. Mary's Recovery Center	Operational Support for an adult addiction treatment facility	9,000	0	0	9,000	
Catholic Community Services - Weigand Center	Operational Support for the Weigand Center	18,000	0	0	18,000	
Catholic Community Services - Weigand Center	Operational Support for the Weigand Center	20,000	0	0	20,000	
Catholic Community Services - Weigand Center	Operational Support for the Weigand Center	0	0	62,000	62,000	
Community Emergency Winter Housing	No description given	0	0	86,857	86,857	
Crossroads Urban Center - Luisa E. Lema Food Pantry	Operational Support for an emergency food pantry	13,500	0	0	13,500	
Fourth Street Clinic - Mobile Outreach Service Team	Operational Support for mobile health services and homeless outreach	35,100	0	0	35,100	
Homeless Employment Pilot Program	No description given	0	0	24,778	24,778	
Housing Authority Transitional Housing	No description given	0	0	84,338	84,338	
The Road Home - Emergency Shelter	Operational Support for the Downtown Community Shelter	98,120	0	0	98,120	
The Road Home - Emergency Shelter	Operational Support for the Downtown Community Shelter	76,265	0	0	76,265	
The Road Home - Midvale Family Shelter	Operational Support for the Midvale Family Shelter	0	0	91,200	91,200	
The Road Home - Rapid Re Housing	Tenant based rental assistance for families experiencing homelessness	110,000	0	0	110,000	
The Road Home - Rapid Re-Housing	Tenant based rental assistance for families experiencing homelessness	93,014	0	0	93,014	

Total Salt Lake City Distributions to Service Providers Through Housing and Neighborhood Development and Other Programs, Fiscal Year 2015					
Service / Program / Project	Service / Program / Project Description	Federal Funding	State Funding	City Funding	Total Funding
Utah Community Action - Homelessness Prevention	Rental assistance and housing relocation and stabilization	\$11,000	\$0	\$0	\$11,000
Utah Community Action - Housing Outreach Rental Program	Provides rental assistance and housing location services	20,000	0	0	20,000
Utah Community Action - Tenant Based Rental Assistance	Program which provides housing vouchers for individuals experiencing homelessness	70,000	0	0	70,000
Valley Mental Health - Safe Haven	Operational Support for Save Haven	8,000	0	0	8,000
Volunteers of America - Young Men's Transition Home	Building Improvements for transitional housing	22,163	0	0	22,163
Volunteers of America - Youth Resource Center	Operational Support for the Youth Resource Center	24,058	0	0	24,058
Weigand Homeless Shelter	No description given	0	0	74,339	74,339
YWCA - Residential Self Sufficiency Program	Program that provides transitional housing and services for women fleeing domestic violence	23,000	0	0	23,000
YWCA - Women in Jeopardy	Operational support for emergency shelter for women fleeing domestic violence	34,000	0	0	34,000
	Total	\$685,220	\$0	\$423,512	\$1,108,732

Appendix F
Salt Lake City Distributions to Service Providers,
Fiscal Year 2014

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Total Salt Lake City Distributions to Service Providers Through Housing and Neighborhood Development and Other Programs, Fiscal Year 2014					
Service / Program / Project	Service / Program / Project Description	Federal Funding	State Funding	City Funding	Total Funding
Catholic Community Services - St. Mary's	Operational Support for an adult addiction treatment facility	\$10,000	\$0	\$0	\$10,000
Catholic Community Services - Weigand Center	Operational Support for the Weigand Center	20,000	0	0	20,000
Catholic Community Services - Weigand Center	Operational Support for the Weigand Center	20,000	0	0	20,000
Community Emergency Winter Housing	No description given	0	0	82,721	82,721
Crossroads Urban Center - Luisa E. Lema Food Pantry	Operational Support for an emergency food pantry	15,000	0	0	15,000
Fourth Street Clinic - Mobile Outreach Service Team	Operational Support for mobile health services and homeless outreach	39,000	0	0	39,000
Homeless Employment Pilot Program	No description given	0	0	55,222	55,222
Housing Authority Transitional Housing	No description given	0	0	76,054	76,054
The Road Home - Emergency Shelter	Operational Support for the Downtown Community Shelter	109,022	0	0	109,022
The Road Home - Emergency Shelter	Operational Support for the Downtown Community Shelter	44,000	0	0	44,000
The Road Home - Midvale Family Shelter	No description given	0	0	91,200	91,200
The Road Home - Rapid Re Housing	Tenant based rental assistance for families experiencing homelessness	110,000	0	0	110,000
The Road Home - Rapid Re-Housing	Tenant based rental assistance for families experiencing homelessness	95,500	0	0	95,500
Utah Community Action - Homeless Outreach Rental Program	Program that provides outreach, housing location and rental assistance	20,000	0	0	20,000
Utah Community Action - Homelessness Prevention	Rental assistance and housing relocation and stabilization	11,000	0	0	11,000

Total Salt Lake City Distributions to Service Providers Through Housing and Neighborhood Development and Other Programs, Fiscal Year 2014					
Service / Program / Project	Service / Program / Project Description	Federal Funding	State Funding	City Funding	Total Funding
Utah Community Action - Tenant Based Rental Assistance	Program which provides housing vouchers for individuals experiencing homelessness	\$70,000	\$0	\$0	\$70,000
Valley Mental Health - Safe Haven	Operational Support for Save Haven	8,000	0	0	8,000
Volunteers of America - Youth Resource Center	Operational Support for the Youth Resource Center	18,923	0	0	18,923
Weigand Homeless Shelter	No description given	0	0	60,000	60,000
YWCA - Residential Self Sufficiency Program	Program that provides transitional housing and services for women fleeing domestic violence	23,000	0	0	23,000
YWCA - Women in Jeopardy	Operational support for emergency shelter for women fleeing domestic violence	34,000	0	0	34,000
	Total	\$647,445	\$0	\$365,197	\$1,012,642

Appendix G
State Homeless Coordinating Committee
Distributions to Service Providers,
Fiscal Years 2015 and 2016

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Total State Homeless Coordinating Committee Distributions to Service Providers			
Organization	Program Service	Fiscal Year 2016	Fiscal Year 2015
Bear River Association of Governments	Rapid Re-housing Assistance	\$7,860	\$0
Bear River Association of Governments	Rapid Re-housing Assistance	2,880	0
Bear River Association of Governments	Other	300	300
Bear River Association of Governments	Rapid Re-housing Assistance	2,800	2,800
Bear River Association of Governments	Rapid Re-housing Assistance	7,200	7,200
Canyon Creek Women's Crisis Center	Emergency Shelter	10,000	10,000
Catholic Community Services of Utah	Street Outreach	10,000	10,000
Center for Women and Children In Crisis	Emergency Shelter	10,450	11,000
Citizens Against Physical and Sexual Abuse	Emergency Shelter	24,568	25,108
Citizens Against Physical and Sexual Abuse	Emergency Shelter	39,511	41,590
Citizens Against Physical and Sexual Abuse	Permanent Housing Services	8,707	8,707
Community Action Services & Food Bank, Inc.	Rapid Re-housing Assistance	30,000	2,323
Community Action Services & Food Bank, Inc.	Rapid Re-housing Assistance	5,000	500
DOVE Center	Emergency Shelter	10,000	10,000
Family Connection Center of Davis Support Center	Rapid Re-housing Assistance	45,000	70,000
Family Connection Center of Davis Support Center	Rapid Re-housing Assistance	17,500	17,500
Family Promise Salt Lake	Emergency Shelter	18,658	17,000
Family Promise Salt Lake	Emergency Shelter	16,492	20,000
Family Promise Salt Lake	Rapid Re-housing Assistance	15,000	24,000
First Step House	Permanent Housing Services	24,700	24,700
Five County Association of Governments	Rapid Re-housing Assistance	5,000	2,758
Five County Association of Governments	Rapid Re-housing Assistance	21,242	17,242
Friends of The Coalition	Emergency Shelter	7,000	15,000
Friends of The Coalition	Other	24,000	24,000
Golden Spike Outreach	Permanent Housing Services	20,000	20,000
Homeless Veterans Fellowship	Permanent Housing Services	12,000	8,000
Homeless Veterans Fellowship	Permanent Housing Services	22,100	12,100

Total State Homeless Coordinating Committee Distributions to Service Providers			
Organization	Program Service	Fiscal Year 2016	Fiscal Year 2015
Homeless Veterans Fellowship	Permanent Housing Services	\$1,000	\$0
Housing Assistance Management Enterprise	Permanent Housing Services	100,000	100,000
Housing Assistance Management Enterprise	Other	13,704	13,704
Housing Authority of the County of Salt Lake	Permanent Housing Services	233,400	233,400
Iron County Care and Share Inc.	Emergency Shelter	42,275	44,500
Iron County Care and Share Inc.	Rapid Re-housing Assistance	30,000	30,000
Iron County Care and Share Inc.	Emergency Shelter	2,565	2,700
Iron County Care and Share Inc.	Emergency Shelter	11,875	12,500
Iron County Care and Share Inc.	Rapid Re-housing Assistance	8,000	8,000
Mountainlands Community Housing Trust	Transitional Housing	10,000	10,000
New Horizons Crisis Center	Emergency Shelter	10,450	11,000
Salt Lake Co on behalf of Division of Community Resources & Development	Permanent Housing Services	75,570	75,570
Salt Lake Community Action Program	Other	50,000	0
South Valley Sanctuary	Emergency Shelter	7,225	7,605
South Valley Sanctuary	Emergency Shelter	13,300	14,000
St. Anne's Center	Rapid Re-housing Assistance	100,000	65,000
St. Anne's Center	Emergency Shelter	65,550	40,000
St. Anne's Center	Emergency Shelter	76,000	65,000
St. Anne's Center	Rapid Re-housing Assistance	35,000	35,000
St. Anne's Center	Permanent Housing Services	20,000	20,000
St. George City	Emergency Shelter	76,000	80,000
The Road Home	Emergency Shelter	441,019	464,231
The Road Home	Permanent Housing Services	772,613	772,613
The Road Home	Rapid Re-housing Assistance	54,421	54,421
The Road Home	Permanent Housing Services	15,000	25,000
The Road Home	Rapid Re-housing Assistance	105,802	105,802
The Road Home	Rapid Re-housing Assistance	100,000	100,000
Uintah Basin Association of Governments	Emergency Shelter	3,000	3,000
Uintah Basin Association of Governments	Emergency Shelter	2,000	2,000

Total State Homeless Coordinating Committee Distributions to Service Providers			
Organization	Program Service	Fiscal Year 2016	Fiscal Year 2015
Uintah Basin Association of Governments	Transitional Housing	\$2,500	\$2,500
Uintah Basin Association of Governments	Transitional Housing	2,500	2,500
Valley Mental Health	Street Outreach	80,000	121,000
Valley Mental Health	Rapid Re-housing Assistance	60,000	80,000
Valley Mental Health	Street Outreach	30,000	62,000
Volunteers of America	Emergency Shelter	39,238	41,303
Volunteers of America	Street Outreach	50,000	50,000
Volunteers of America	Street Outreach	60,000	60,000
Volunteers of America	Street Outreach	40,050	40,050
Volunteers of America	Street Outreach	21,431	21,431
Volunteers of America	Street Outreach	90,000	90,000
Volunteers of America	Street Outreach	45,000	45,000
Volunteers of America	Permanent Housing Services	21,945	21,945
Volunteers of America	Transitional Housing	20,794	20,794
Wasatch Homeless Health Care, Inc.	Other	4,000	3,797
Wasatch Homeless Health Care, Inc.	Other	34,000	36,203
Wasatch Mental Health Services SSD	Emergency Shelter	21,850	23,000
Wasatch Mental Health Services SSD	Street Outreach	12,750	12,750
Weber Housing Authority	Permanent Housing Services	50,000	50,000
Weber Housing Authority	Street Outreach	10,000	10,000
Your Community Connection	Permanent Housing Services	5,000	0
Your Community Connection	Permanent Housing Services	5,000	10,000
YWCA	Transitional Housing	22,000	22,000
YWCA	Emergency Shelter	4,708	16,947
YWCA	Emergency Shelter	63,454	70,000
Total		\$3,765,594	\$3,689,957

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Agency Responses

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October 9, 2017

John M. Schaff, CIA
Auditor General
Office of the Legislative Auditor General
W315 Utah State Capitol Complex
PO Box 145315
Salt Lake City, UT 84114

Ben McAdams
Salt Lake County Mayor

Erin Litvack
Deputy Mayor, County Services

Rick Graham
Deputy Mayor, Operations

Karen Hale
Deputy Mayor, Community
& External Affairs

Darrin Casper
Deputy Mayor, Finance
& Administration

Dear Mr. Schaff:

Thank you for the opportunity to respond to ***A Limited Review of Sources of Funding and Expenditures for Homeless Initiatives (Report #2017-11)***.

Salt Lake County concurs with your findings that significant amounts of money are spent on homeless services and programs in Utah and that the State of Utah is a funder of direct costs. We also concur with the conclusion that each source of funding plays a role in the overall homeless service delivery system. We agree with the recommendation to develop a transparent methodology for tracking and reporting costs that allocates overhead in a consistent manner and reports the source of distributed funds accurately. We have already begun that effort.

As you note, Salt Lake County oversees the largest portion of local homeless distribution. That fact prompted the county three years ago to launch a Collective Impact Committee with stakeholders who undertook a comprehensive review of the homeless services system and what outcomes were achieved after substantial expenditures of public dollars. That work led to what you correctly state as “uniting the homeless stakeholders and helping create shared goals for a new system.”

With respect to the Chapter III (***Salt Lake County Oversees the Largest Portion of Local Homeless Distribution***) we would note that the county believes the crisis in homelessness is caused in large part due to failure to provide sufficient treatment options for substance abuse, mental health and criminal justice. We agree that simply providing more options for shelter will not reduce the need for treatment, exacerbated when the Justice Reinvestment Initiative released many individuals from custody at the state prison without the promised reinvestment. However, if the promised funding for behavioral health treatment becomes available, this will ease demands on our criminal justice and homeless services system.

With respect to the section following the heading ***County Spending has Not Been Clear***, we'd note that Salt Lake County agrees that federal, state, county and city funds for homeless services are muddled. Salt Lake County launched our Collective Impact on Homelessness effort precisely because of the belief that funds currently committed to homeless services could be better leveraged to minimize homelessness and provide better coordination – and thus better outcomes – across the system. (Salt Lake County has consistently recognized that much of the funding for homeless services under our stewardship is provided by federal and state sources and the purpose for noting which government entity directs such funding is to better understand where the homeless services system may be influenced to provide better coordinate and better outcomes, not for the purpose of determining who 'gets credit' for funding homeless services). That point has been made consistently by Salt Lake County officials in presentations on the homeless services system. Even funds that are statutorily required to be spent on a specific action can be leveraged to ensure greater coordination and utilized to achieve better outcomes.

We would also like to clarify one of the findings on jail costs. Although the state does provide “over \$1 million of the total county jail costs”, this is in exchange for the county housing, as required by statute, the state’s “Condition of Probation” inmates at a rate of \$35 per day, while the full cost to the county of housing these inmates is approximately \$106 per day.

We are gratified that your report concludes that “the work by Collective Impact, the commission and state officials to coordinate and improve homeless services delivery” is consistent with best practices and should continue. We are committed to aligning outcomes and indicators in a way that minimizes homelessness throughout Utah and carefully and transparently utilizes taxpayer dollars.

Sincerely,

A handwritten signature in black ink, appearing to read 'Darrin Casper', with a long horizontal flourish extending to the right.

Darrin Casper
Deputy Mayor, Finance & Administration



A Limited Review of Sources of Funding and Expenditures for Homeless Initiatives

SALT LAKE CITY RESPONSES

Salt Lake City would first like to thank everyone for their time and effort on this audit. The audit portrays a simple yet informative understanding of a very complex homeless issue. Salt Lake City does not have any response as it pertains to the write-up itself. Salt Lake City does have three areas of interest that it would like to share:

1. Although the hope is for a reduction in homelessness in the Rio Grande area, Salt Lake City's Public Safety Personnel (those dealing with homelessness) will be relocated to the new homeless resource center locations.
2. This report is only reporting expenditures through Salt Lake City's 2016 fiscal year. Since this time Salt Lake City increased the funding for homeless services in fiscal year 2017 and an additional amount in fiscal year 2018.
3. Salt Lake City is creating a new tracking system for projects such as homelessness. With this new tracking system Salt Lake City hopes to have a better understanding of the expenditures and the resources behind those expenditures.

A handwritten signature in black ink, appearing to read "David Litvack", written over a horizontal line.

David Litvack, Deputy Chief of Staff

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State of Utah

GARY R. HERBERT
Governor

SPENCER J. COX
Lieutenant Governor

Department of Workforce Services

JON S. PIERPONT
Executive Director

CASEY R. CAMERON
Deputy Director

GREG PARAS
Deputy Director

October 4, 2017

John M. Schaff
Office of the Legislative Auditor General
W315 Utah State Capitol Complex
PO Box 145315
Salt Lake City, UT 84114-5315

Mr. Schaff,

Thank you for the opportunity to respond to the recommendations set forth in, **A Limited Review of Sources of Funding and Expenditures for Homeless Initiatives (Report #2017-11)**. We appreciate the chance to meet with your staff over the last several months to discuss our efforts and those of other with whom we coordinate.

We offer the following responses to your recommendations:

Recommendation #1: We recommend the Continua of Care (Salt Lake, Mountainland, and Balance of State) work with service providers to ensure adequate focus on targeted populations and performance metrics. Continua of Care should also ensure application processes reward high performance in these areas.

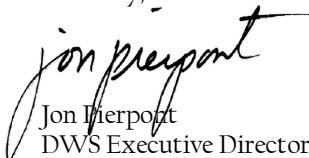
Response: We concur with this recommendation. To the extent we are able to participate with this process, we will look to support their efforts. This includes helping to utilize the Homeless Management Information System as directed to support these efforts. In addition, as our Housing and Community Development Division serves as the Collaborative Applicant and coordinator of these items for the Balance of State Continuum of Care, we will work to incorporate these recommendations into their planning process.

Recommendation #2: We recommend the continued efforts on the part of the Legislature, state, and local leaders to coordinate the delivery of homeless services and expenditures of various funding sources.

Response: We concur with the recommendation. The Department of Workforce Services is committed to our continual efforts of collaboration with these other entities, funding and services to ensure the most efficient delivery of program objectives.

If you have any comments, questions or concerns, please feel free to direct them to our HCD Director, Jonathan Hardy at (801) 468-0137 or via email at jhardy@utah.gov.

Sincerely,


Jon Pierpont
DWS Executive Director



DEPARTMENT OF
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