A Report on the Homelessness Intervention Ecosystem of the Greater Kansas City Metropolitan Region

Final Project Report

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Mapping the Homelessness Intervention Ecosystem of the
Greater Kansas City Metropolitan Region: Final Project Report

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Affordable and safe housing is the foundation of health and well-being. Housing is a human right, and every person deserves the opportunity to flourish in their community in stable housing. The experience of homelessness severely diminishes the potential to thrive and the quality of life for hundreds of individuals and families across the Kansas City metropolitan area every day.[1]

Introduction

Homelessness is among the most significant and persistent of community challenges in the U.S., and this is as true for the Greater Kansas City metropolitan region as anywhere in the nation. And yet, for all that governments and nonprofits have done to examine and address homelessness and houselessness, many feel great concern and frustration that we have made quite limited progress in our efforts to resolve this pervasive and wicked problem.[2]

Questions abound about what is being done, by whom, and for whom, when it comes to addressing the challenge of homelessness in our region. A variety of research reports and studies have been done to document the nature and scope of homelessness and houselessness in many parts of the Kansas City metro region, and more are conducted every year. And yet, there remain some significant gaps in what we as a region actually know about who is doing what to address homelessness. Most regional leaders recognize that Kansas City has an extensive network of organizations and programs - a system, of sorts - that exists for the purpose of intervening in or attempting to manage one or more aspects of homelessness.

This "homelessness intervention system" of Greater Kansas City is not an intentionally designed system. It has emerged organically and in a relatively haphazard and ad hoc manner over many years (decades, in fact) as numerous nonprofit and government organizations recognized problems and needs and responded with the creation of a myriad of programs and services. Ad hoc though it is, this must be viewed as a system because it is composed of a set of interconnected and mutually influential entities that affect each other and each other's services, sometimes positively and sometimes negatively, as each seeks to intervene in and have some kind of impact on some part of the core issue: the condition of homelessness and houselessness in the Greater Kansas City metropolitan region. In 2023, an extensive number of homelessness intervention and management programs operates in the region. However, it has become clear that no one knows the full extent or nature of this constellation (or ecosystem) of programs. This is the need that this unique research project addresses.

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[1] From the introduction to the Executive Summary of the Greater Kansas City Continuum of Care 2020 Needs Assessment. Greater Kansas City Coalition to End Homelessness.
[2] "Homeless advocates: 'We're seeing more and more folks die on the streets' in Kansas." *Kansas Reflector*. Rachel Mipro. July 26, 2023.

Project Purpose and Research Focus

The purpose of this Homelessness Intervention Mapping Project is to examine, document, catalog, and report on the state of development of the "homelessness intervention system" (ad hoc though it is) of all the agencies and programs that are engaged in efforts to address one or more aspects of the Kansas City metro region's homelessness problem. The geographic focus for this research is the six core counties of the KC metro region: Jackson, Wyandotte, Johnson, Clay, Platte, and Cass counties. This study has collected data about and created a research-based integrative regional database and "map" of all of the programs and agencies that perform functions or provide services that are intended to manage or intervene in the problem of homelessness as of August 2023. We describe this as a "map" of the homeless intervention system but, for the most part, we do not mean a geographic map (although we have captured basic geographic data as part of it). Our "map" is a *conceptual map* of the system, focused on identifying all of the elements and levels of this system and its operation. This type of mapping explains the proximity and relationship of programs and activities, which we supplement to the degree possible (given the availability of data) with a geographic map that can help us understand the availability of particular services throughout the region. The resulting system map helps us better understand the aggregate work of the entire population of community agencies and programs that exist to address the complex problem of homelessness and assess where this system is at work to address the region's needs.

In a sense, this project is a census of programs in a system. We gather data about what they do and where, and for whom, but we do not collect data on or engage in any form of evaluation about the performance, outcomes, or effectiveness of any of these programs. We have done our best to confirm that each program actually is in operation, but we accepted at face value that each program is doing what it states it is doing.

This report outlines the information gathered, explains what we have learned, and offers suggestions for how Greater Kansas City might further develop its system to manage and address the multi-faceted challenge of homelessness. This is not in any way a final or definitive report on the state and level of development of the region's homelessness intervention system. No such report could ever be final, given the dynamic and complex nature of the region's system. This report does reflect a substantive milestone in the work to document and understand this system and its state of development. We hope the data base and this report support and inform productive collaboration among the programs and agencies that address one or more facets of homelessness throughout the Greater Kansas City metro region, as well as help system leaders and organizations understand the scale, scope, and character of this ad hoc system and where there may be gaps and areas of overlap. Our goal is to inform agencies' plans for strategies and initiatives that will acceleterate the region's progress in addressing homelessness. We hope this resource will help regional leaders, including policymakers, coordinators (especially but not limited to the Continuum of Care organizations), funders, program developers, health care and human services providers, and others to better and more fully understand the nature of system so future initiatives and strategies will be able to contribute further to the long-term ideal of eliminating homeless in the region.

Conceptualizing "Intervention" in Homelessness

It is no secret that homelessness is a complex and multi-faceted problem, one that is defined in a myriad of different (and in sometimes conflicting) ways by the various governmental and nonprofit entities that seek to impact one or more of its dimensions. Indeed, this wide range of definitions is a distinct part of the challenge of understanding what really is being done to address homelessness in the Kansas City metro region (as well as everywhere in in the US). Many of the prevailing definitions are grounded in national and state policy and law, key elements of which do not agree and at times actually function in conflict with each other. For example, at a basic level, federal agencies that operate programs designed explicitly to intervene in homelessness (such as the US Department of Housing and Urban Development and the US Department Education's McKinney-Vento program, to name but two) do not define homelessness the same way. But such complications are not limited to federal agencies. State and local governments, as well as many of the nonprofits that that operate programs designed to address one or more aspects of homelessness in the Kansas City metro also have multiple and overlapping labels for this phenomenon. Recently, for example, some in the region have described the aspect of homelessness they wish to address as "houselessness" (for example, The City of Kansas City, Missouri, has a "Houseless Task Force"). While it is indisputable that every one of these agencies and programs cares deeply about addressing homelessness, and there often are valid policy reasons for adopting these variations in terminology and definition, the result is a lot of confusion (especially for the general public) about what homelessness really is.

Our research has been challenged by such complications, too. We focus explicitly on documenting programs that intervene in or address the problem of homelessness. When preparing to compile a complete database of such programs, one of our first imperatives has been to be clear about which programs do (and do not) belong in the database. There are many programs whose work has an impact on the incidence of homelessness yet that is not their mission or purpose. For example, every successful job training program in America can be said to decrease homelessness because people who have well-paying jobs are able to pay for their housing. But the mission of job training programs is not to eliminate homelessness, per se – that is but one of many long-term benefits of their work when they succeed in preparing people to have jobs that enable them achieve economic self-sufficiency. Because job training programs are not limited to nor focused explicitly on housing or homelessness, they are not included in our database.

Similarly, but closer to our focus: utility-bill assistance programs operated by gas and electric power companies can help renters pay their bills, and this may help ease the financial tension that otherwise might eventually force a crisis that results in someone losing their housing, but in our research we found that these utility-bill assistance programs (at least for Kansas City utility companies) do not exist to intervene in homelessness – they merely seek to address the financial problems of their customers. Thus, we do not include these programs in our database because they do not exist for the purpose of addressing any specific element of homelessness.

We find this distinction easier to explain when we use the Housing Insecurity Spectrum framework developed in 2021 by the Johnson County, Kansas, Housing Subcommittee that is working with the county Housing Department to address housing and homelessness in this suburban Kansas City county. The Subcommittee, working with Johnson County Housing staff, developed the "Housing Insecurity Spectrum" (see Figure A, below) to help the community and its policy makers understand the range that exists with regard to housing insecurity, ranging from those who experience Chronic Homelessness to those who are not homeless but are at risk – they experience housing insecurity due to significant financial (and sometimes other) burdens. This illustration clarified for our research team what to include in our database.

Figure A: The Johnson County Housing Insecurity Spectrum
(Source: Board of Commissioners Housing Subcommittee. Johnson County Kansas.2021. Used with permission.)

Figure B illustrates the segment of the Housing Insecurity Spectrum that our research studies. The segment of the Spectrum that is included in the red box in Figure B is the focus of our

Figure B: The Focus of the Midwest Center Homelessness Intervention Ecosystem Study

research. All the programs in the Greater Kansas City metro region that exist to address one or more parts of this segment of the spectrum are included in the Homelessness Intervention Ecosystem database that is described and explained in this report.

The Research Framework:
Key Elements of a Social Ecological Model of Homelessness Intervention
(Socioecological System Model)

The work to develop our mapping process began with a review of several types of literature and information about housing and homelessness, beginning with the extensive literature published (in paper and on the Internet) by the U.S. Department of Housing and Urban Development (HUD) and certain other federal and state agencies who work includes certain elements of homelessness. Of particular importance to our design is a very extensive information system framework developed and overseen by HUD, the Homeless Management Information System (HMIS). All entities seeking funding from HUD are required to report on their activities via the HMIS system, which then accumulates all of the information at a national level and provides an extensive amount of data in real time on the state of homeless programming across the nation. The majority of the homeless program and support service data elements (and their definitions) were based on the HMIS framework.

Our research design was also informed by the research literature on homelessness and homeless intervention programs, particularly the literature that employs a socioecological and complex systems perspective to examine homelessness. In particular, we found the recent work by Fowler et al. (2019) and Davidson et al. (2016) to be very relevant to our research design. These models, in combination with the HMIS framework, became the basis for our own schema of a homelessness intervention system and the primary dimensions, functions, and characteristics that should be mapped for our regional system. Two of the homelessness system models that were especially applicable were those of Fowler and colleagues (2019). They are presented in Figures C and D on the next two pages. Such graphics are quite detailed and complex, and the benefit of using them is that they are comprehensive and offer the level of detail that can be clustered into "higher order" sets of systems variables and elements (as we have done in this project). A complementary model, designed to exemplify the social ecological elements relevant to the management of homelessness, is presented in Figure E. Figure E articulates the multiple levels of intervention that must be addressed (concurrently) in order for any homelessness intervention system to have any significant impact. We adapted the concepts of these frameworks to formulate the design of our research and the structure of our data base, and our analyses are framed in part by the categories of variables that have been found especially relevant to addressing and intervening in the challenge of homelessness.

Figure C: Coordinated Responses to Homelessness as a Complex System
(Source: Fowler et al. 2019:469)
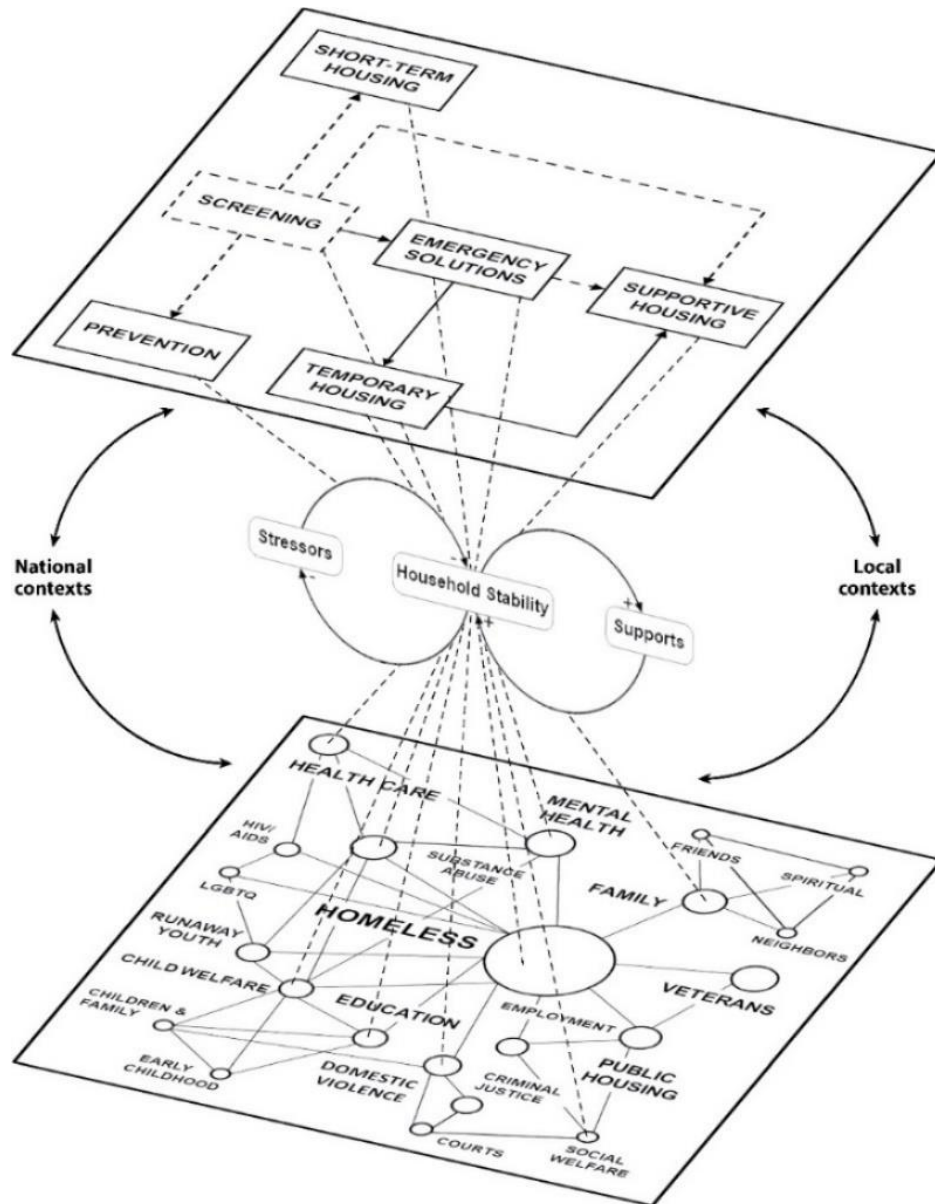
Fowler PJ, et al. 2019.
Annu. Rev. Public Health 40:465–86
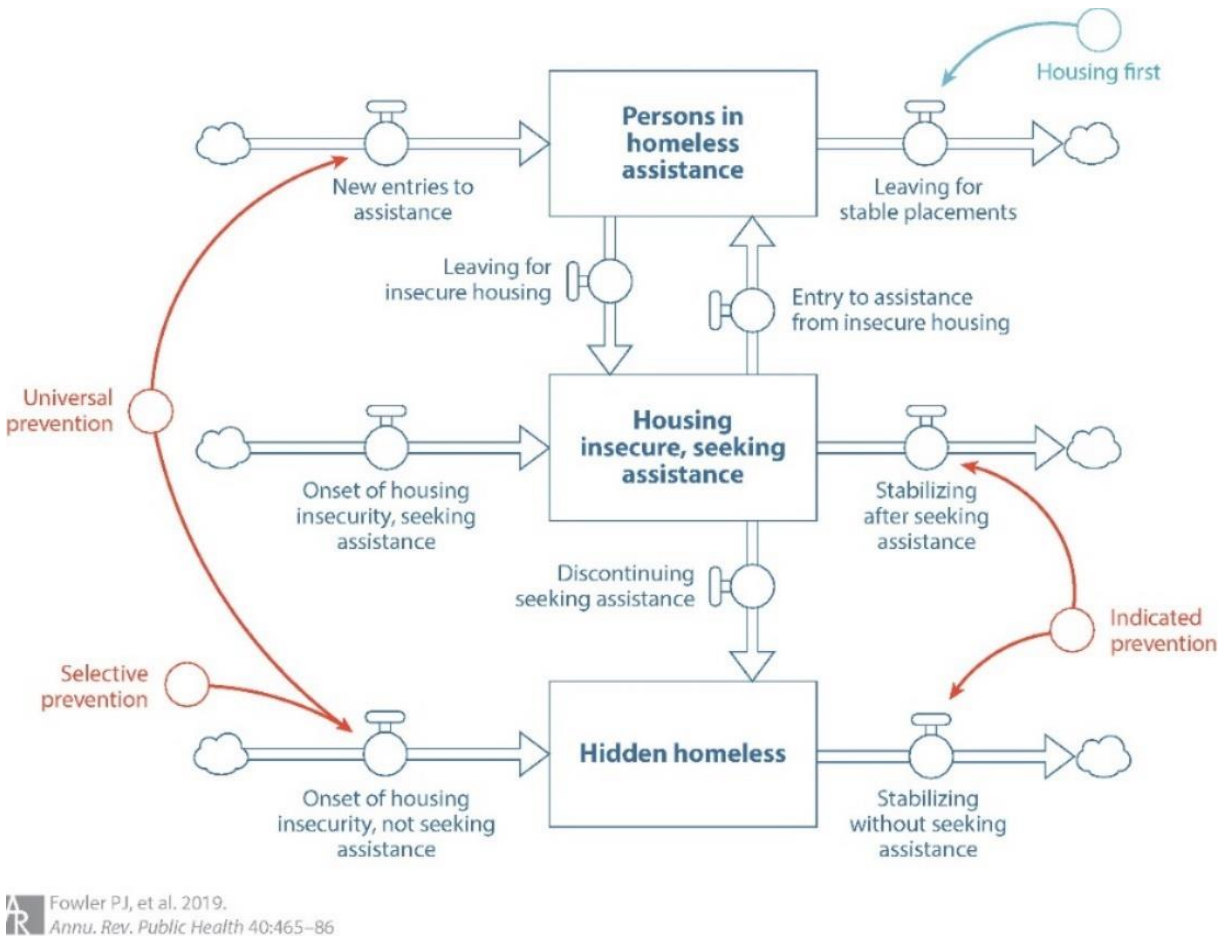
Figure D: System Dynamics Model of People Receiving Homeless Assistance, Those Experiencing Housing Insecurity, & Hidden Homelessness (Source: Fowler et al. 2019: 477)

Our Socio-Ecological Framework: The Key Dimensions of a Social Ecological System Model

The recent literature on community health and wellbeing makes clear that, to be effective, a community system that is supposed to address a complex dynamic health phenomenon such as homelessness must intervene concurrently in multiple ways and at multiple levels. Therefore, our project employed a multiple-levels, multiple dimensions approach to understanding and mapping the Kansas City homelessness intervention system. Figure E provides a useful example of this layering and how each of the levels should contribute to the effort of managing the problem of homelessness. We adapted this model and combined it with the analysis of the functions of the system to create a hybrid *system socio-ecological framework* for our research.

Examples of management:

Define homelessness- eligibility for resources; laws and regulations that affect organization resources and support; federal programs; policy barriers; stakeholders

Networks of resources and support; networks of organizations; system barriers

Define homelessness-eligibility for services; organization resources and support; promote services; system barriers

Ongoing social support and encouragement from personal groups

Knowledge of homelessness status, resources and support; ability to access services; individual barriers

Public Policy (local, state, federal)

Community (social networks)

Organizational (churches, stores, community orgs.)

Interpersonal (friends, family, peers)

Intrapersonal (knowledge, self-efficacy)

Figure E: Key Elements of a Social Ecological Model Relevant to the Management of Homelessness (adapted from Davidson et al. 2016: 19)

For our research, the three socio-ecological elements, which are illustrated in Figure F, are as follows.

A) *Formal Systems and Structures:* Some elements of the system serve as or influence formal structures of the system, such as the laws, policies, rules, regulations, and standards of government or professional entities (including professional licenses). These include the Public Policy elements of Figure E, but they also include formal or official organizational structures. For example, the federal government and several of its agencies have adopted extensive laws, rules, policies and procedures for securing funds and or other support from them. Similar, a county and its housing department typically are formal structures that develop and enforce policies, laws, and regulations with regard to housing and people who are homeless. Usually, there also are other less official but influential community organizations or entities that have similar kinds of impact for the system. Among key examples are the Continuum of Care (CoCs)organizations, which serve as formal structures to guide the planning and coordinate and control the application for funds that are distributed (through the CoC) from federal (and sometimes other) funding sources to other programs that

Formal Systems & Structures
- Programs that provide formal structure in the system, including enforcing law & policy

Social and Physical Environment
- Programs that address system ecology & shape the social and physical environment & infrastructure

Transmission of Behaviors & Practices
- Programs that play a role in disseminating or encouraging (or discouraging) behaviors & practices that affect behaviors
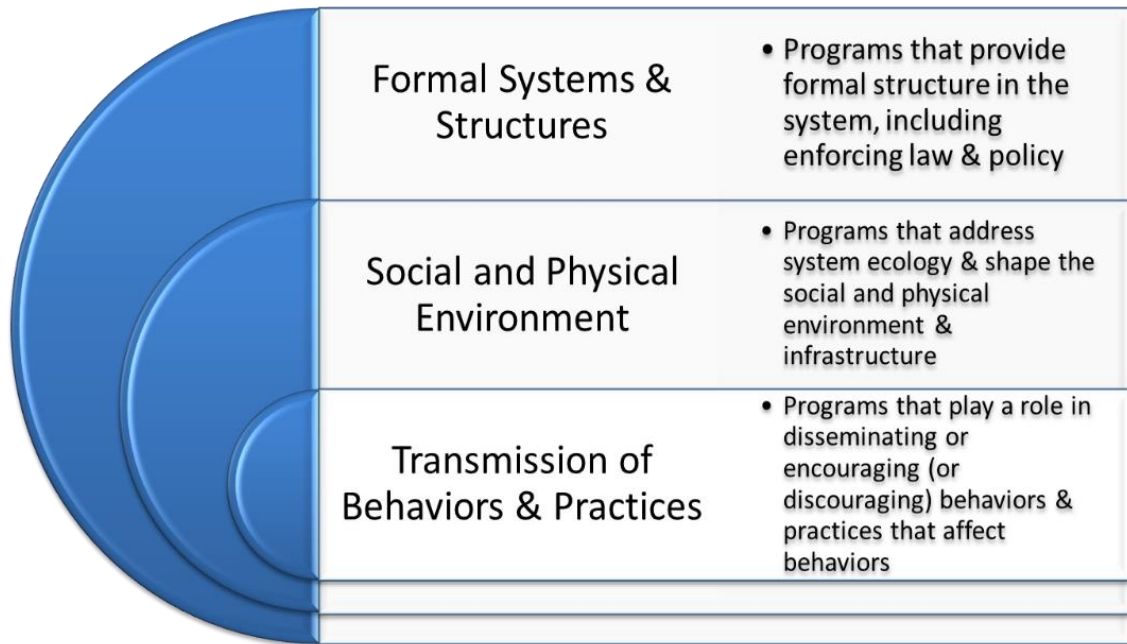
are active in the relevant region's homelessness intervention system. All programs that seek to address these roles are placed in this category (although they also may serve in others).

Figure F: Three Primary Socio-Ecological Dimensions of the Homelessness System

Formal Systems & Structures
- Federal & State Governments
- Metro Regional/Multi-County Agencies
- Educational Programs
- Professional Education & Training
- Coalitions & Collaboratives

Social and Physical Environment
- Physical Environment
- Physical Infrastructure
- Social & Peer Networks
- Institutional Cultures
- Community or Professional Culture

Transmission of Behaviors & Practices
- Trends & Norms
- Consumer Experiences
- Mimicked & Learned Behaviors & Practices
- Individual Behaviors & Practices

Figure G: Elements of Socio-Ecological Dimensions of the Homelessness System

B) *Social and Physical Infrastructure and Environment:* Some elements of the system create, influence, or shape the social or physical environment or "ecosystem" within which people

act. In Figure E, these include the community and organizational social networks. Typically, these entities provide or shape the social (non-official, non-formal) and/or physical context and conditions within which people interact, particularly those who are homeless and those trying to manage homelessness. For example, this would include information media sources and platforms (e.g., tv, radio, social media) that create or provide the social environment or platforms through which individuals and families interact and are influenced. Also in this category are programs that cannot make laws, rules or policies but work to have an influence or impact on homelessness (such as government agencies and schools of social work that create or provide the social environment through which the administrators and professionals, such as navigators, program advisors, social workers, etc., receive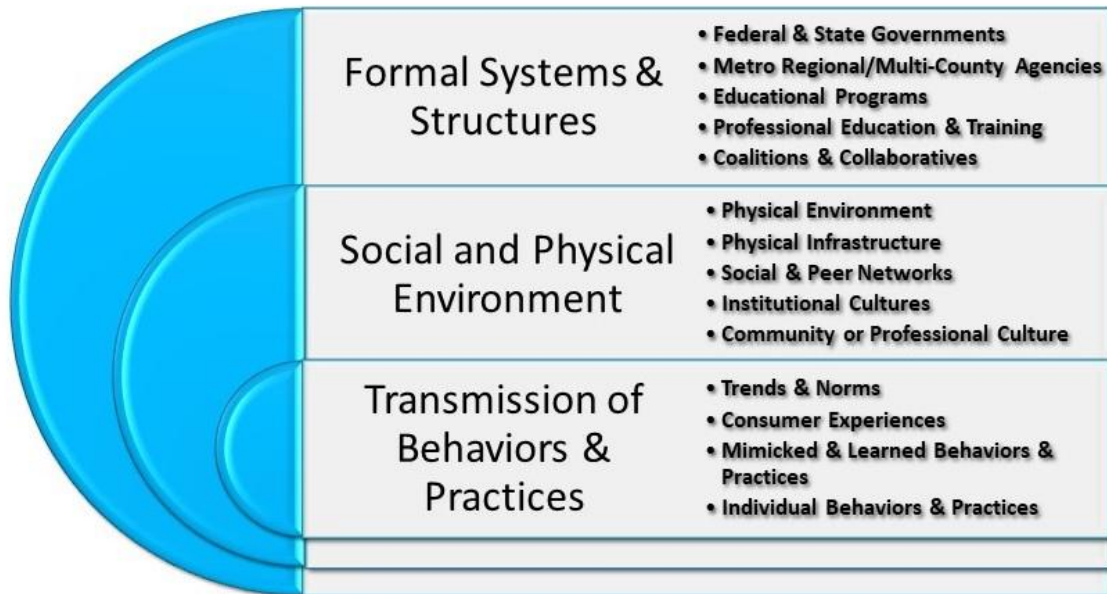 their training and interact or are influenced). Similar, in an emergency intervention context, this would include a housing agency or emergency housing assistance program that creates or provides the physical and/or social environment within which staff and homeless clients interact with and influence each other. In other words, programs that work to have an influence or impact on homelessness without formal rules or authority are in this category. Programs that create or influence the built environment are also in this category – programs such as homeless shelters, homeless services day centers, and similar facilities.

C) *Transmission of Behaviors and Practices:* In every system there are entities that play an active role in modeling, teaching (often informally), and disseminating and encouraging (and discouraging) behaviors, practices, and habits of individuals, families, neighbors and other groups in communities. In Figure E, these are listed as the Interpersonal and Intrapersonal levels: they have a very informal yet real impact on the behaviors that encourage or support (or actively intervene to decrease) the incidence of homelessness. Behaviors, practices, and norms are the non-formal behavioral influencers that impact (pro or con) the ultimate outcomes of efforts to reduce homelessness. Often relatively unseen, these include significant sources of peer and community influence. Programs that seek to have an influence or impact on whether or how peers influence their peers (intentional or not) are in this category.   This extends to (but is not limited to) programs designed to prepare and/or influence ongoing behaviors, practices, and even habits of professionals and other workers (such as street workers) who provide services as part of the homelessness intervention system (including administrators and other bureaucratic executives).   At the street level, examples include "peer to peer" programs that work to have an influence or impact on whether or how homeless people influence other homeless people to remain on (or leave) the street.

When we mapped the homelessness intervention system of Kansas City, we examined every program we could identify to determine which one or more of these socio-ecological categories it addressed. Often, we found that individual programs worked on more than one of these. For example, county health departments are actors in the formal systems of the county, yet most also try to affect behaviors and practices through programs for family and consumer education and information programs. In order to successfully impact homelessness, it is necessary that the community ecosystem mobilize a relatively complete set of strategies and initiatives (often taking the form of programs) to intervene or at least influence this entire set of these elements, in ways that will be able to change the balance of the system to address and decrease the diminish the incidence of homelessness.

Another Dimension of the Puzzle: The Functions of the System

The homelessness intervention system of Greater Kansas City, as highlighted earlier, is not a system that has been systematically or even intentionally designed and implemented. It is a "system" because it comprises of a number of elements that are interconnected and that have an influence on at least some of the other elements in the system. Nonetheless, this system is rather haphazard in the degree to which it meets all of the needs and interests of the community that seeks to address homelessness. A well-functioning and successful system will have all of the entities (i.e., programs) that a system needs to fully and effectively perform, ranging from high-level leadership and structure to front-line service and support. The categories of work these entities perform are, in the language of our system analysis, the functions of the system. To understand the evolving ad hoc system homelessness intervention system in Kansas City, and understand its capacity to effectively serve the region, we consider it important to understand the degree to which the region's system has all of the essential functions of a system.

At a basic level, the functions needed for a system to function well fall into a few key categories. For example, the core of the system exists to provide direct services to individuals. But it is important to recognize that a community system must include other kinds of functions, some meeting direct service needs and some operating to lead and support the services delivered at the front lines, in order for the system to perform well. In addition to the list of general system functions, we (in consultation with our project advisory council) elaborated these generic lists of system functions to tailor our research to more effectively enable us to identify the actors and assess the state of development of Kansas City's homelessness intervention system.

We have learned, in completing past projects of this type, that it is important to classify each Kansas City homelessness program according to the degree to which it served one or more of the following fifteen essential systems functions (and each function category label is followed by a brief explanation of the nature of its role within the system).

- **System Organization & Integration:** This function includes programs that exist to organize, coordinate or integrate the work of multiple programs, organizations and/or actors in the region's homelessness intervention ecosystem.
- **System Monitoring & Accountability**: This function includes programs that establish and monitor performance and accountability benchmarks & standards for the region's homelessness intervention ecosystem and the programs and organizations that are active within it; often including documentation and evaluation of the performance of the programs as well as the overall system (e.g., receipt and analysis of program performance reports).
- **Research, Knowledge Management, & System Innovation:** This function includes programs that conduct research and develop knowledge (including but not limited to the HMIS systems), document and test innovative strategies, and analyze the state of development of the knowledge relevant to the prevention and intervention in homelessness in the region (or parts of the region).
- **Funding, Finance, & Resource Allocation**: This function includes programs that provide or allocate funds to support or implement programs that address homelessness. In our study, we further examine this group with regard to categories of funders, governmental and private.

Some programs provide their own funds and allocate them, while others serve as a conduit and merely allocate others' resources.

- **Law & Policy:** This function includes programs that have a role in the adoption, implementation, or enforcement of laws, public policies, and/or regulations that have the force of law to affect behaviors and practices that impact the incidence or condition of homelessness (on the part of both programs providing services and actual clients).
- **Advocacy & Mobilization**: This function includes programs that engage in advocacy about the need to address homelessness and/or work to mobilize others to advocate for changes to law, policy and/or programs to decrease homelessness or its implications.
- **Professional Education & Development:** This function includes programs that prepare people to engage in work (paid and volunteer) that addresses one or more of the conditions associated with homelessness (e.g., health issues, childcare issues, advise clients on overcoming some of their challenges). Also, for those working in the system, this includes training on how to use funding and infrastructure systems (e.g., to assist clients, comply with funding requirements, work with the information systems such as HMIS).
- **Communication & Information Dissemination**: This function includes programs that prepare and distribute information about topics relevant to homelessness and how to overcome or stop it.
- **Consumer Counseling & Education:** This includes programs that educate consumers and clients to use the systems and resources that exist to help them avoid or cope with the issues of homelessness.
- **Prevention Services**: This function includes programs that provide direct services that immediately intervene those who are imminently near homelessness (e.g., eviction intervention), or avoid and address the conditions that cause homelessness. (Note: This does not include the myriad of programs that provide help to potential homeowners, or those who are cost-burdened homeowners or renters.)
- **Emergency Intervention:** This function includes programs providing rapid response and emergency support to people experiencing or about to experience homelessness.
- **Transitional Housing Service:** This function includes programs providing support for those in transition from one level or form of homelessness to another (e.g., temporary shelters).
- **Special Needs Services:** This function includes programs that provide interventions and housing support to those with special needs or challenges (e.g., domestic violence, elderly).
- **Service Referral & Coordination**: This function involves referral and coordination of services for those who seek help understanding and securing homelessness intervention options.
- **Housing Providers:** This function includes special purpose programs providing "permanent" housing to address the unique needs of special at-risk segments of the homeless population. (This function does not include any "regular" providers of any type of housing to be available to the general population.)

Putting It All Together

When considered in total, as a research project that will examine all of the categories that have been discussed in this section of the report, it becomes clear that we must be able to describe

many different kinds of programs engaged in many different kinds of work. The result is a database and map that classify every homelessness intervention program from multiple perspectives. For each program listed in our database, we have data about and categorized it according to each of the following dimensions:

- Program name and description
- Program mission focus
- Organizational host and type
- System function(s) it serves
- Socio-ecological focus
- Funding source(s)
- Geographic focus and scale
- Service delivery setting(s)

- Client Specialization or Focus, such as:
  - Client age
  - Client type
  - Income
  - Race and ethnic focus
  - Other unique housing needs and characteristics
- Type of housing support provided
- Types of Support Services

Through this system-mapping project, we have attempted to collect, organize, analyze and report data on all homelessness intervention programs operating in the region. Our goal is to help begin to understand how actively and in what ways the Kansas City community is at work to address the challenge of homelessness. The result is a relatively complicated database and map. However, this level of complexity is relevant and necessary if we are to be at all accurate in our description of the nature of a system as complex and "wicked" as that of homelessness.

Our Findings: Kansas City's Homelessness Intervention "System"

Introduction to the Six Counties of Our Study

We identified 325 programs, housed in 215 organizations, operating as of August 2023 in one or more of the six core counties of the Greater Kansas City metropolitan area to address at least one facet of the problem of homelessness. The six counties addressed in this study, as illustrated by the map below, are at the geographic core of the Greater Kansas City metropolitan region and they straddle the state line separating Missouri and Kansas. Four of the counties, Platte, Clay, Jackson, and Cass, are located in the State of Missouri; the other two counties, Johnson and Wyandotte, are located in the State of Kansas. As the map illustrates, these counties are of varying size. Of perhaps greater importance, these counties vary significantly in terms of population.

The 2021 population of the nine-county Greater Kansas City Metropolitan region, as a whole, was estimated by the US Census Bureau to be about 2.2 million people. However, six counties of our study are the most populous; nearly two million people (or about 90 percent) of the nine-county population live in these six counties. Perhaps of equal relevance to the topic of homelessness is the economic prosperity or wellbeing of the populations of each of these counties. Table 1 provides an overview of the population and income statistics for these six counties. There are many elaborate algorithms for determination of poverty but, for the basic purpose of this study's analysis, we consider an annual income of less than $25,000 to be living in poverty.

Table 1: Homelessness Intervention System Map County Data		
County	2021 County Population (U.S. Census Bureau)	Percent of Population with income under $25,000/year
Jackson (Missouri)	716,862	19.4%
Platte (Missouri)	108,569	9.6%
Clay (Missouri)	255,518	11.6%
Cass (Missouri)	109,638	12.0%
Johnson (Kansas)	613,219	8.4%
Wyandotte (Kansas)	167,046	22.2%

The Organizations of the Kansas City System

As noted in the introduction, we identified 215 organizations in the six-county region that house one or more homeless programs. The majority these, about 61 percent, are hosted and operated by nonprofit organizations; about 34 percent are operated or hosted by government agencies; and two percent are collaboratives. (Reminder: Not all of these organizations' programs provide direct service to the homeless – some are funders, some are policymakers, some are multi-purpose governmental entities, etc.) Only about one percent of the programs we catalogued are operated by for-profit businesses (the remainder did not report their sector category).

Table 2A: Host Organization Budget Size and Types					
Budget Size (Range)	Total Number of organizations	Collaborative	Govt	Nonprofit	For profit
Less than $100,000	10	0	0	9	1
$100,000 - $249,999	4	0	0	4	0
$250,000 - $499,999	9	0	0	9	0
$500,000 - $999,999	12	0	0	12	0
$1,000,000 - $2,499,999	20	0	0	20	0
$2,500,000 - $4,999,999	17	0	0	17	0
$ 5,000,000 - $9,999,999	13	0	0	12	0
More than $10,000,000	90	0	63	27	0
Unknown	40	5	11	21	3
Total Number of Organizations	215	5	74	132	4

 The majority of the governmental organizations and a substantial share of the nonprofit organizations that house homelessness programs are relatively large, as illustrated in Table 2A. About 42 percent of homeless programs are housed in organizations whose budgets are greater than $10 million per year. More than two-thirds of these programs are operated by very large governmental agencies and departments (e.g., federal and state agencies, school districts, and certain housing authorities; the remainder are housed in metro-wide nonprofit organizations. About 28 percent are in nonprofits with budgets of from $1 to 5 million; nine percent have budgets between $5 and $10 million; and it should be noted that one-third of the nonprofit agencies that operate one or more homeless programs have total annual budgets of less than $500,000. Perhaps not surprising, as illustrated in Table 2B, these organizations also tend to be the ones whose focus is smaller in geographic scale (i.e., neighborhood or single-city in scale). It should be noted, however, that we do not have budget numbers for nineteen percent of the programs' host organization. This includes most collaboratives, because collaboratives network with but are not actually housed in any one specific organization (e.g., Project Homeless Connect and the Good Faith Network, neither of which is a single organization).

It is important to note there are certain types of organizations that are important to the homelessness challenge that do not appear in our statistics. This is true, for example, for cities and counties; most in the Kansas City region do not operate homelessness-specific programs but they are very active in policy making that affects housing and, therefore, impacts certain

segments of the homeless population. This also is true of the largest hospitals in the region – they provide an extensive number of services to the homeless, but these services are provided to everyone who needs them – they are not targeted to the homeless. Further, very few for-profit businesses are included in this database. Businesses also are not listed in the database unless they operate special programs designed explicitly to intervene in homelessness, yet there are many (such as most utilities) that provide some forms of financial assistance to those struggling to pay their utility bills. Most Kansas City utilities have such programs but we found that these programs do not focus on seeking out and helping the homeless (or at imminent risk of becoming homeless), they help all who apply for such assistance. Even though we have little in our database about these organizations, they are relevant to the issue of homelessness in the region.

Table 2B: Host Organization Budget Size and Scope of Organization						
Budget Size (Range)	**Neighbor hood**	**Single City/ Municipality**	**School District**	**Multiple Cities**	**Metro Region**	**State/ Federal**
Less than $100,000	5	2	0	2	1	0
$100,000 - $249,999	0	3	0	1	0	0
$250,000 - $499,999	2	5	0	1	1	0
$500,000 - $999,999	1	3	0	4	4	0
$1,000,000 - $2,499,999	0	10	0	2	5	3
$2,500,000 - $4,999,999	0	5	0	7	3	2
$ 5,000,000 - $9,999,999	0	2	0	7	2	2
More than $10,000,000	0	7	43	10	19	10
Unknown	4	15	1	10	7	4

As part of our study, we examine the scale of each of the region's programs (e.g., is it a one-city program or a multi-city or even regional program), as well as the degree to which the overall set of homeless programs are present in each of the six core counties of our study. This is reported, overall, in Table 2B. Some programs operate throughout the entire region (or even beyond, as is the case for federal and state programs that serve but are not limited to Kansas City), but others serve only one county, or city, or even just one school district (which is the case for McKinney-Vento programs, each of which is operated in only one school district for the children in that district).

Table 2C examines the mix from a mix of annual budget size as well as the number that serve each county. Fifty-nine (59) organizations report their homeless programs serve the entire metro region, but there are many organizations whose programs serve only one or a few counties. It is not surprising that many programs serve Jackson County – as Table 1 reports, it is the single most populous county in the region. The rest of the counties have fewer but relatively similar numbers of organizations serving them although, as that table shows, the numbers of people in poverty in each county vary significantly. Interestingly, the Johnson County Kansas population is about 86 percent that of Jackson County, but it has substantially fewer organizations operating homelessness programs within its boundaries. That noted, it also must be noted that the size of Johnson County's low income population is slightly less than 44 percent of Jackson County's The percentage of Wyandotte's low income population is even higher than that of Jackson

County, but in actual numbers this translates to nearly four times as many people whose incomes are very low in Jackson County as in Wyandotte. In fact, the number of low income people in Johnson County exceeds by about 25 percent the number of people in Wyandotte. None of these statistics defines what level of intervention is needed in any given county, but they are indicators of potential need that the homeless intervention system may need to address.

Table 2C: Host Organization Budget Size per County							
	Total	**Jackson**	**Platte**	**Clay**	**Cass**	**Johnson**	**Wyandotte**
Population (2021) for entire KC Region = 2.2 million		716,862 (33%)	108,569 (5%)	255,518 (12%)	109,638 (5%)	613,219 (28%)	167,046 (8%)
Percent with Income < $25,000		19.4%	9.6%	11.6%	12.0%	8.4%	22.2%
Organizational Budget Size (Range)							
Less than $100,000	10	8	3	3	1	2	1
$100,000 - $249,999	4	3	1	1	1	1	2
$250,000 - $499,999	9	6	1	2	2	2	1
$500,000 - $999,999	12	8	4	4	3	2	5
$1,000,000 - $2,499,999	20	16	9	9	8	7	9
$2,500,000 - $4,999,999	17	14	10	10	7	8	9
$ 5,000,000 - $9,999,999	13	11	8	8	6	6	6
More than $10,000,000	90	51	37	40	43	39	35
Unknown	40	29	13	16	12	14	12
Column Totals	215	146	86	93	83	81	80
Note: 59 of the 215 host organizations (27%) report they operate programs in all six counties.							

Essentially all of the information presented so far in this report is about host organizations. The rest of this report will focus on *programs* rather than organizations, because it the programs that are the actual vehicles through which organizations address the various aspects of homelessness. It is not uncommon for larger organizations to host more than one homeless program, and each program has its own purpose, focus, clientele, and scale. This is true for both nonprofit and governmental organizations. For example, we have identified twelve programs operated or hosted by the Kansas City nonprofit, reStart Incorporated. And we have identified nine different programs operated by the federal government agency, the U.S. Department of Housing and Urban Development. Most organizations operate fewer programs than these two, but many operate more than one. Thus, it is our description of programs and who they serve and what they do that actually brings greater depth and clarity to our understanding of the region's efforts to intervene in homelessness.

Where Do Homeless Intervention Programs Operate, and What Do They Do?

Table 3A provides a description of how many individual programs provide services in each of the six counties of our study, and what sectors house these programs. The percentages of programs operating in each county are similar to those reported in the previous section of this report, but the difference is that the earlier discussion is about organizations and Table 3A

reports on how many programs operate in each county. It should be noted that 82 of the programs in our database (i.e., 25 percent) report they work in all of the six counties (for at least the most common types of programs). The column labelled "% of programs serving county" reports for each county the percentage of the region's homeless programs are working in that county.

Table 3A: Number of Homelessness Intervention Programs Serving Each Metro County						
County	Total Number	% of Programs Serving County	Govt	Nonprofit	Collaborative	For-profit
Jackson	242	75%	55	179	4	4
Platte	145	45%	40	102	0	3
Clay	154	47%	46	105	0	3
Cass	135	42%	43	89	0	3
Johnson	143	44%	42	98	1	2
Wyandotte	145	45%	36	105	2	2
Total number for region	325	100%	103	211	7	4

Table 3B identifies the homelessness mission focus or type for each of the direct service homeless intervention programs. These categories are used because they are HUD funding (and HMIS) categories. Of course, different types of programs align with different kinds of needs of different segments of the homeless population, and homeless clients often will be eligible for only one of these forms of assistance at any specific point in time. Table 3C elaborates on this table to report how many of these types of programs are available in each county. Clearly, a large share of the programs of every mission type are at work in Jackson County, and substantially fewer are available in each of the other counties. Notably, however, every county

Table 3B: Homelessness Intervention Program Type (n=325)		
Homeless Program Mission Type	Number of Programs	Percentage of All
Prevention (Specific to Homelessness Intervention)	125	39%
Transitional Housing	57	18%
Permanent Housing Placement	37	11%
Rapid Re-Housing	28	9%
Emergency Shelter	24	7%
Permanent Supportive Housing	13	4%
Public & Indian Housing	12	4%
Short-Term Facility	3	1%
Safe Haven	6	2%
Maternity Group Home	3	1%
Rural Housing Stability program	2	>1%
Motel Vouchers	1	>1%
Single Room Occupancy	1	>1%
Joint Component TH/RRH	1	>1%
Bridge Housing	2	>1%

has at least one program of each type available to serve its homeless – although it is clear that it may be only one program reaching across all counties for the types that have the fewest numbers of programs (e.g., motel vouchers, single room occupancy, and bridge housing).

Table 3C: Homeless Intervention Program Type Available in Each County						
Program Mission Type	**Total**	**Jackson**	**Platte**	**Clay**	**Cass**	**Johnson**	**Wyandotte**
Prevention	125	109	67	69	61	63	63
Transitional Housing	57	53	34	33	31	31	30
Permanent Hsg Placement	37	35	25	28	24	26	26
Rapid Re-Housing	28	17	7	11	6	9	10
Emergency Shelter	24	21	14	14	13	14	13
Permanent Supportive Hsg	13	9	10	10	9	8	9
Public & Indian Housing	12	4	1	4	1	4	3
Youth Demo Program	10	7	3	2	1	3	5
Short-Term Facility	3	2	1	2	1	1	1
Safe Haven	6	6	3	3	3	3	3
Maternity Group Home	3	3	2	2	2	1	1
Rural Housing Stability prog.	2	2	2	2	2	1	1
Motel Vouchers	1	1	1	1	1	1	1
Single Room Occupancy	1	1	1	1	1	1	1
Joint Component TH/RRH	1	1	1	1	1	1	1
Bridge Housing	2	2	1	1	1	1	1
Note: 82 of the 325 programs (25%) report they serve in all six counties, for at least the most common types of programs.							

Another way to differentiate among programs is by their geographic scale, or how big a share of the metro region each one serves.   Figure G identifies the numbers of programs by the geographic scale (some might call this scope) they serve or address. We mapped programs from a very small scale, local scope (e.g., serving only one individual neighborhood) to those that serve the Kansas City region but are in fact national scale organizations whose services are available to Kansas Citians.

We find quite a lot of variation in the scope of each of these programs, and one of the interesting questions to consider is whether the scale of a program aligns well with the impact it seeks to have. A relatively small percentage of the programs we identified, about one third of all of them, actually operate at a metro scale. These are among the federal and "Greater KC Metro Region" nonprofit programs. This may seem to be discrepant given that the total number of programs reported for both Federal and State and Greater KC Metro equals 104 programs, but the reason for the variance is that (by definition) state programs work in either Missouri or in Kansas but they do not operate across the state line. It also should be noted, as will be explained more fully later in this report, that a large share of the programs operating at the State & Federal level are not programs that provide any direct services – they provide legal and policy guidance, monitor the performance of the programs that do provide direct services, and are the sources of governmental funding (e.g., the US Department of Housing and Urban Development, or the State of Missouri Department of Mental Health).

Program Geographic Scope*

State & Federal Level: 41 programs (13%)

* Most programs of a specific geographic "footprint" also have a larger Internet scope

Greater KC Metro Region
63 programs (19%)

Multiple Cities/Municipalities
74 programs (23%)

School District 44 Programs (14%)

Single City/Municipality
88 programs (27%)

Neighborhood 15 programs (5%)
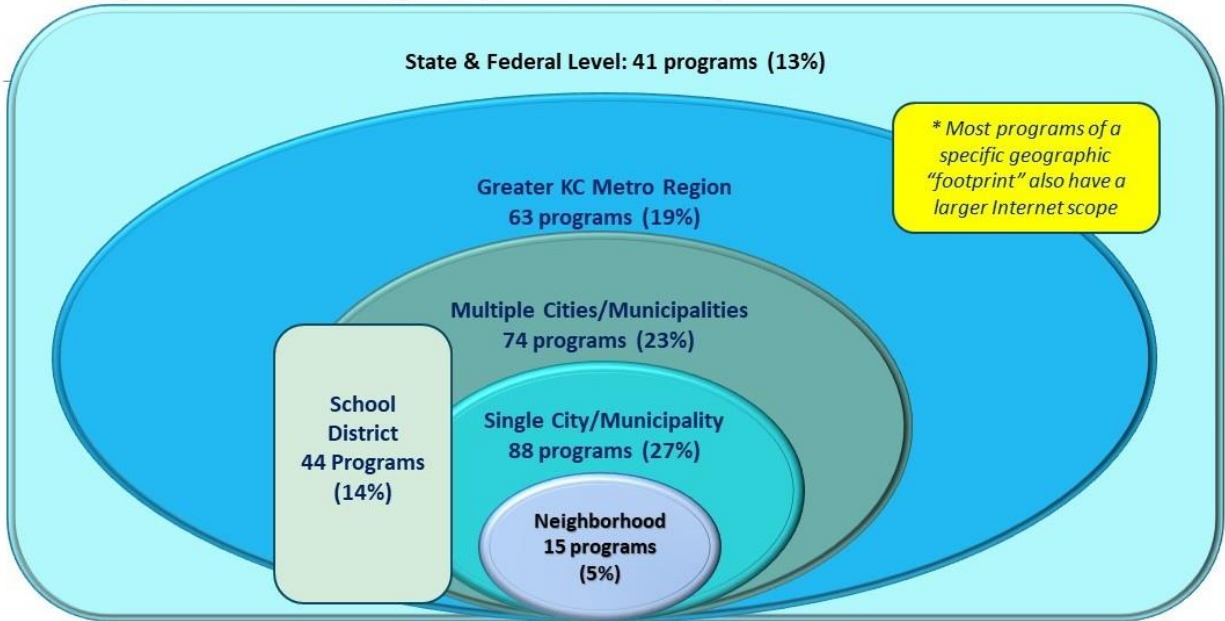
Figure G: Geographic Scale of the Region's Homelessness Intervention Programs

One scale category that does not align with other boundaries (although none cross the state line) is that of school districts, and there are 44 of these. Almost without exception, these school district-based programs are the so-called McKinney-Vento programs that each district must implement. These programs are funded with funds from the U.S. Department of Education, which administers the McKinney-Vento Act; the school-based programs are designed to assist children and youth who are homeless (including both students with parents and those who are unaccompanied) to help them learn about and connect with local nonprofit and other agencies that may be able to provide front-line services to them.

Support Services Delivery

The tables in this section identify the number and percentage of programs that provide the most common types of support services to the homeless. These range from services of very limited engagement and low intensity (such as programs that provide access to equipment for electronic communications so users can access email) to relatively intensive forms of support (such as medical or clinical treatment). It is important to note that the services listed in these tables are included only if they are provided specifically to those who are already experiencing homelessness or houselessness. (Note: Certain categories, such as utility assistance and childcare, are similar to or the same as assistance provided to the population at large, but to be listed in this data base requires that the program exist to provide the assistance only to those who are homeless.)

Table 4A: Types of Homeless Support Services Provided in Region (n = 325)						
Type of Support Service	**Total**		**Percent of Total Operated by this Sector**			
	#	**%**	**Collaborative**	**Govt**	**Nonprofit**	**Profit**
Various "Other" (Shower, Laundry, etc.)	149	46%	1%	36%	62%	1%
Outreach: Housing Information	142	44%	3%	26%	72%	1%
Outreach: Street-Level	75	24%	7%	8%	85%	0%
Transportation	69	21%	0%	65%	35%	0%
Food Assistance	51	16%	4%	2%	94%	0%
Budget Education	47	15%	0%	2%	98%	0%
Clinical Treatment	44	14%	2%	7%	91%	0%
Medical Needs	39	12%	2%	10%	87%	0%
Case Management	34	11%	0%	21%	79%	0%
Utility Assistance	34	11%	0%	9%	91%	0%
Short-term Rent or Mtg Assist	32	10%	0%	6%	94%	0%
Parenting Education	23	7%	0%	0%	100%	0%
Mail Address	20	6%	0%	0%	100%	0%
Bill Paying & Budgeting	18	6%	0%	0%	100%	0%
Electronic Communic. Access	18	6%	6%	0%	94%	0%
Childcare	6	2%	0%	0%	100%	0%

It is not surprising that the most common of these services (apart from the "Other" category, which is a general catch-all phrase) are outreach and information dissemination services. These typically are provided along with many other of the services listed in these tables. And some of these services are not defined in the same manner by all who provide some form of them. For example, what qualifies as case management for some programs is not as complete or rigorous as is the case for others. The same is true for the provision of "medical needs" services.

Table 4A also reports which sectors play a role in providing these support services. There are only a total of seven collaborative programs in the region, so it is not surprising that relatively few of these programs offer much of the overall share of services. And we have noted that we have very little information about for-profit businesses and what they do to address homelessness. Thus, our focus is on the share of services provided directly by government versus the share of services provided by nonprofit sector programs. With the exception of transportation, nonprofit programs clearly provide the great majority of all support services provided to the homeless of the region.

Table 4B reports the geographic availability of homeless support services, and the general tendency highlighted in tables and segments of this report hold true for the support service category as well. Jackson County generally has a substantially larger number of programs for its population when compared to the other counties (but it also has substantially more people who likely need these services, as reported earlier in this document).

Table 4B: Types of Homeless Support Services Provided in Each County (n = 325)							
Type of Support Service	**Total**	**Number of Programs Serving in This County**					
		Jackson	**Platte**	**Clay**	**Cass**	**Johnson**	**Wyandotte**
Various "Other" (Shower, Laundry, etc.)	149	100	47	51	45	49	49
Outreach: Housing Information	142	118	75	80	63	69	73
Outreach: Street-Level	75	63	23	23	19	24	23
Transportation	69	37	19	23	20	16	14
Food Assistance	51	41	22	23	18	22	26
Budget Education	47	43	27	27	25	23	25
Clinical Treatment	44	38	21	21	19	22	19
Medical Needs	39	35	19	20	16	17	13
Case Management	34	32	25	26	22	26	27
Utility Assistance	34	27	11	13	7	7	9
Short-term Rent or Mtg Assist	32	25	11	13	8	10	12
Parenting Education	23	21	14	15	13	13	13
Mail Address	20	17	11	12	9	10	12
Bill Paying & Budgeting	18	17	9	9	8	8	9
Electronic Communic. Access	18	16	10	11	8	8	9
Childcare	6	6	3	3	3	2	2

Table 4C reports on the various settings where these services are provided. For the most part, this table reports on the type of physical location at which a program provides services. However, online information is of course provided via web sites accessed through the Internet, and this is not a location (although it is a setting). It is common that most programs providing various services also make information about their services available online via the Internet, although one might question what share of the homeless population has access to the equipment needed to access online information online. The category of "Organization's Own Facilities" is the most common location for delivery of services, and nearly all of the program types listed in

Table 4C: Settings Where Homeless Clients are Served		
(Note: the totals for each column exceed the total number of programs in operation because most programs operate at more than one type of delivery site.)		
Setting or Location of Delivery	**Number of Programs**	**Percentage of All**
Organization's Own Facilities	250	77%
• Safe Haven Housing	3	1%
• SRO Housing	1	>1%
• Emergency Shelter	18	6%
• Motel Voucher	1	>1%
• Bridge Housing	1	>1%
Outreach:		%
• Street Level	76	23%
• Online Information	154	47%

Tables 3B and 3C (earlier in this report) provide their services at their organization's own facilities. It is interesting to observe that one-fourth of all programs' services are delivered via street outreach.

Services to Special Client Populations

Most of the homeless intervention programs in the region provide services designed to serve all who have a need for assistance. However, there are many in the region who have special needs and challenges when it comes to homelessness, and the Kansas City region has many programs that are designed specifically to meet the needs of unique segments of the homeless population. Table 5A on the next page identifies these special segments of the homeless population and reports how many programs exist to serve each. It should be noted that these are programs specifically focused on serving the relevant category of homeless. For example, there are many housing programs in the region that will accept veterans, but the twenty programs listed in our database are dedicated to meeting the needs of *homeless veterans*. Similarly, there are many agencies in the region that meet the needs of refugees and to help them resettle in the region, but only two have the specific intention of serving homeless refugees. As such, the programs in each focus capacity have specialized capacity to address the needs of their unique segment of the homeless population. Table 5A also reports the extent to which such assistance is available in each county.

Table 5A highlights that certain segments of the homeless population have few or even no options for assistance. Notable is that there are no programs that report they explicitly serve the transient and seasonal homeless. We sought to determine whether programs exist that specialize in serving people of specific individual races and/or ethnicities, and found that there are only two programs that make any such distinction. One program each state they exist to serve only Native Americans and Hispanic. There are no programs that report a focus on serving the homeless of any other specific BIPOC communities. Perhaps there is no need for such specialization; it is not for us to judge, but we find it noteworthy. The other categories of homeless for whom there are only one to three programs in the entire region are sex offenders, those who have been victims of trafficking, those living with HIV/AIDS. There also is only one program focused on serving the homeless elderly, but it is likely that programs serving the general population are serving the elderly as part of their general service. Perhaps this is true for some of the other categories for which there are only a few dedicated programs, such as for single adult men, persons with physical disabilities, and the LGBTQ+ homeless. Of course, such distinctions are of lesser significance for agencies that handle advising and information sharing, such as the communication and information dissemination and resource and referral agencies; the challenges of maintaining unique physical facilities likely are irrelevant for most of these types of programs.

It is important to note that the total number of programs listed in this and the following tables exceeds the actual total of 325 programs; this is because most programs have more than one mission focus, serve more than one type of client, and provide multiple types of support services. For example, it would not be surprising to find an emergency shelter program that serves both

families with children and homeless programs health care programs and insurance programs that also report their program mission includes education.

Table 5A: Homelessness Intervention Programs Dedicated to Serving Special Populations							
Special Population Focus	Total	Number of Programs Serving in This County					
		Jackson	Platte	Clay	Cass	Johnson	Wyandotte
Families with children (HH)	17	14	6	7	6	6	8
Young adults (18 - 24)	19	18	10	11	9	9	9
Unaccompanied minor	59	28	12	15	17	14	12
Runaway or Rejected youth	58	27	12	15	17	14	12
Pregnant or parenting youth	10	10	2	2	1	1	1
Veterans	20	20	18	18	17	17	17
Single adult males	6	6	1	1	1	2	2
Elderly	1	1	0	0	0	0	0
Re-entry (criminal history)	10	10	6	6	6	4	4
Transient & seasonal	0	0	0	0	0	0	0
Persons experiencing domestic violence	9	9	8	8	8	8	7
Persons experiencing a physical disability	4	2	2	2	1	2	1
Persons with a developmental disability	5	3	3	3	2	2	1
Persons experiencing addiction disorder	17	13	9	9	8	10	9
Persons experiencing mental illness	14	9	7	7	6	6	6
Persons living with HIV/AIDS	1	1	1	1	1	1	1
LGBTQ+	4	3	2	2	2	2	3
Immigrant	1	1	0	0	0	1	1
Refugee	2	2	1	1	1	2	2
Income qualifications (Low)	26	16	13	13	9	5	8
Gender: All	286	204	122	131	112	122	124
Gender: Women	25	25	15	15	15	14	13
Gender: Men	13	13	8	8	8	7	7
Race: All	321	239	144	153	134	143	144
Race: Native American Focus	1	1	0	0	0	0	0
Ethnicity: Hispanic focus	1	1	0	0	0	0	0
Other: Sex Offenders	1	1	1	1	1	0	0
Other: Trafficked	3	3	1	1	1	1	1

Table 5B examines the region's portfolio of homeless intervention programs from the perspective of which sector or sectors are most active in serving the needs of these special populations. It should be noted that the focus of this table is the percentage of the programs

serving a specific population (not from all 325 in the database) and their sector. When viewed
from an overall perspective, it is very clear that the region relies on nonprofit sector programs to
meet the majority of the needs for a majority of its special populations. Indeed, nonprofit
programs are the only source of assistance for some of the most unique of these – such as the
needs of pregnant and parenting youth, those experiencing domestic violence, and the programs

Table 5B: Sector of Special Population Programs					
Population	**Total**	**Percent of Total Operated by this Sector**			
		Collaborative	**Govt.**	**Nonprofit**	**For-Profit**
Families with children	17	6%	0%	94%	0%
Young adults (18 - 24)	19	5%	11%	84%	0%
Unaccompanied minor	59	1%	75%	24%	0%
Runaway or Rejected youth	58	0%	76%	24%	0%
Pregnant or parenting youth	10	0%	0%	100%	0%
Veterans	20	5%	55%	40%	0%
Single adult males	6	17%	0%	83%	0%
Elderly	1	100%	0%	0%	0%
Re-entry (criminal history)	10	0%	10%	80%	10%
Transient & seasonal	0	0%	0%	0%	0%
Persons experiencing domestic violence	9	0%	0%	100%	0%
Persons experiencing a physical disability	4	0%	25%	75%	0%
Persons with a developmental disability	5	0%	40%	60%	0%
Persons experiencing addiction disorder	17	0%	24%	71%	6%
Persons experiencing mental illness	14	0%	43%	57%	0%
Persons living with HIV/AIDS	1	0%	0%	100%	0%
LGBTQ+	4	0%	0%	100%	0%
Immigrant	1	0%	0%	100%	0%
Refugee	2	0%	0%	100%	0%
Income qualifications (Low)	26	0%	54%	42%	0%
Gender: Serving All	286	2%	35%	61%	1%
Gender: Women	25	0%	0%	100%	0%
Gender: Men	13	0%	8%	85%	7%
Race: Serving All	321	2%	37%	65%	1%
Race: Native American Focus	1	0%	0%	100%	0%
Ethnicity: Hispanic focus	1	0%	0%	100%	0%
Other: Sex Offenders	1	0%	0%	0%	100%
Other: Trafficked	3	0%	0%	100%	0%

that have a specific focus on the relatively small segments of the homeless population that often
have unique and sometimes difficult situations (such as programs serving people of color,
trafficked, LGBTQ+, people living with HIV/AIDS, etc.). Often, when we see that one sector or
another claims 100 percent of the services provided to a special population, it is because there

are very few (i.e., one to at most four or five) programs that operate in that niche. Interestingly, the few for-profit businesses in our data base clearly serve some very unique niches for the homeless population, including sex offenders, those with addiction disorders, and part of the reentry (post prison release) community. This indicates that there are segments of the homelessness intervention system for which conventional for-profit business model principles are workable (such as, the clients can afford to pay the full cost of the services they receive).

In general, nonprofits often emerge in systems to address needs of special populations that are small in number and have needs that require special services, whereas governmental programs tend to serve the needs of larger segments of the population. In the programs described in this table, several of the governmental sector programs perform non-direct service functions such as system law and policy, system monitoring and accountability, and law and policy. They are integral to the survival and performance of the system, but they tend to serve roles that generally are less visible to those who observe the system "from the outside." These roles are discussed later in this report, in the section that examines the system functions of the homelessness intervention system.

These statistics offer useful insight into the overall activities of programs in the region, and how they contribute to the overall system by which we seek to intervene in homelessness. However, there additional insights that can be gained by examining the blend of funding sources the support the various elements of the system. Funding sources are the focus of the next section of this report.

Who's Paying for The Operations of the System?

Table 6A and B provide information about the sources of funding for the various programs that are a part of the region's homelessness intervention system. These tables *do not* report the amount of funding (in actual dollar terms) that comes from each source; they do explain the range of sources and the share of support they provide for programs in this system. Indeed, it must be noted: there are fewer governmental sources of funds for programs in this system, but the amounts of money these governmental sources provide dwarf the amounts of money that programs secure from non-governmental sources. The general reality of the portfolio of funding sources at work in the homelessness intervention system (similar to funding for interventions in system addressing other wicked problems in society) is that governmental funds address those aspects of the system that have larger, more mainstream appeal and support; and nonprofit funds tend to go to support programs that work in local settings, and/or are smaller and more specialized niches that that call for less uncommon and less widely-embraced (in a political sense) approaches to addressing needs. Programs that do not have widespread public support (sometimes due to the nature of their clients, sometimes due to the ways that needs must be met) typically will have less governmental support and more private support (i.e., funds from individual donors, foundations, etc.).

Table 6A provides a general overview of the range of sources of funds that provide support for the homelessness intervention system of Greater Kansas City. The table highlights that the

largest percentage of programs draw on private sources of funding: foundation grants, combined gift campaigns grants (from United Ways, Jewish Federations, and combined federal workforce campaigns). About half of all programs in the region secure funds from these private non-governmental sources. A smaller number of programs (about one-quarter of all programs) secure their funding from governmental sources (e.g., FEMA, HUD, and also state and local agencies and units of government). However, as noted previously, the amounts of money each program secures from most of their individual governmental sources exceeds the dollar value of their private sources. (Note: The majority of homeless serving programs in the region secure their funding from a mix of private *and* governmental sources. It is difficult to sustain a program on only one category of funding sources.)

Clearly, the largest number of programs (about half of all programs) secured funds from private nongovernmental sources of funding. About one-fourth of programs received funds from two large federal government agencies: Federal Emergency Management Agency and Housing and Urban Development. In general, we see that these agencies rely on the federal government for a key share of their funding and then go to private philanthropy sources for funds to help elaborate programs and/or create programs that supplement those funded by the federal (and sometimes the state) government.

Table 6A: Where Do the Region's Homelessness Programs Secure Funds?		
Type of Funding Source	**Number of Programs**	**Percentage of Programs**
Foundation, Combined Gift Campaign (e.g., United Way) Grants	160	49%
Fundraising: Individual Donations & Philanthropic Gifts	139	43%
Federal: FEMA	74	23%
Federal: HUD	68	21%
Earned Income (fees for services, thrift stores, fees, etc.)	63	19%
State of Missouri	50	16%
Other Revenue Sources (e.g., Investment income & ARPA & other Federal Funds)	36	11%
City-level Funds & Grants	34	11%
County-level Funds & Grants	30	9%
Federal: VA	20	6%
Federal: Medicare & Medicaid	27	8%
State of Kansas	9	3%
Federal: HHS	7	2%

Table 6A also highlights that nineteen percent of all of the homeless programs of the region secure at least some of their funds from earned income sources- in other words, from operations of their thrift stores, from fees for services to clients who could afford to pay, and additional fees (such as rental of part of an agency's space to others for a fee). About ten percent of the agencies (clearly the larger, better funded ones) also funded some of their program expenses from earnings on their investments. It is noteworthy that substantially more of the programs secured money from the State of Missouri than did from the State of Kansas. At least a part of

the reason for this disparity is that four of our region's counties are in Missouri and thus eligible for certain funds from the State of Missouri, whereas only two of the counties are in Kansas and therefore fewer agencies would even be eligible to seek funds from Kansas.

It is important to note that this study was conducted at a unique point in time, and the general level and form of governmental and philanthropic support that is reflected in this report will not continue very long into the future. Due to the COVID pandemic and associated fears of a national (and even global) recession, unprecedented amounts of governmental funds were pumped into the funding streams of both governmental and nonprofit programs starting in 2021. In addition, an extensive share of the foundation and combined campaign philanthropic world placed a hold on its conventional approaches to grantmaking and chose to allocate substantially all of their funds to help support community emergency assistance causes. (This was the case for a joint initiative of the Greater Kansas City United Way, working in partnership with the Greater Kansas City Community Foundation, the Local Initiatives Support Corporation of Greater Kansas City, and the Mid-America Regional Council, with substantial additional funding from large regional foundations.)

Further, many of the homeless intervention programs of the Greater Kansas City region received exceptionally larger influxes of grants and government appropriations beginning in federal fiscal year 2022 (October 2021 through September 2022) as well as in the subsequent two federal fiscal years. The sources of these funds were a blend of the usual departments that were appropriated additional money (such as HUD) *and* new special sources (such as funds from the American Rescue Plan Act, or ARPA, which sent funds to both nonprofits and to state and local units of government, such as counties and cities). And these all were in addition to the funds distributed nation-wide through the Paycheck Protection Program (PPP) of the US Small Business Administration that all organizations, for-profits and nonprofits alike, were able to receive as cancellable loans to help them retain at least some of their employees and cover the costs of operating during the worst of the pandemic.[3] The reason all of this is so important to note for this report is that these special appropriations and grants are all of limited duration. Some already have expired as of the date of this report; a substantial number of additional funding programs will expire in December of 2024. Regardless of the merit of these additional resources to meet community needs, essentially none of these sources of money will continue to support nonprofit and governmental operations beyond 2024. Indeed, in most cases, some of the funds not spent by the end of 2024 will have to be returned to the federal government!

Table 6B reports which of the seven most prominent sources and types of funds each homeless program of the region drew upon. The percentages presented in this table state the percentage of all of programs for each specific population category that drew at least some of their funding from each of the listed sources. This table reports on only the most significant sources of funding for these programs. The other funding sources not listed in this table that funded a relatively smaller share of programs for special populations in this region are the State of Kansas, the U.S. Department of Veterans Affairs (VA), the U.S. Department of Health and Human Services (HHS), and federal Medicare and Medicaid funds. The text of the report provides

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[3] This study does not reflect what share of all programs secured forgivable loans from the PPP program, since none of our program or organizational data allows us to determine this.

Table 6B: Key Funding Sources for Special Populations Programs								
Special Population Focus		Percents of System Functions Receiving Funds Per Source						
	Total	Fdns & UWs	Donors & Gifts	FEMA	HUD	State of MO	City/ County	Earned Income & Other[4]
Families with children	17	100%	88%	71%	18%	12%	6%	82%
Young adults (18 - 24)	19	89%	79%	32%	63%	42%	37%	79%
Unaccompanied minor	59	79%	74%	10%	12%	8%	26%	41%
Runaway/Rejected youth	58	24%	22%	10%	12%	9%	9%	40%
Pregnant/parenting youth	10	100%	80%	70%	50%	50%	50%	100%
Veterans	20	30%	25%	50%	10%	5%	5%	20%
Single adult males	6	50%	100%	17%	0%	0%	0%	83%
Elderly	1	100%	100%	0%	0%	0%	0%	100%
Re-entry (criminal history)	10	70%	70%	40%	10%	70%	0%	40%
Transient/seasonal/ nonpermanent	0	100%	100%	89%	89%	44%	11%	100%
Persons experiencing domestic violence	9	25%	25%	0%	50%	0%	50%	25%
Persons experiencing a physical disability	4	20%	20%	0%	60%	20%	40%	20%
Persons with a developmental disability	5	53%	35%	6%	29%	12%	12%	59%
Persons experiencing addiction disorder	17	36%	21%	7%	57%	21%	21%	43%
Persons experiencing mental illness	14	100%	100%	0%	100%	0%	0%	100%
Persons living with HIV/AIDS	1	100%	100%	100%	75%	0%	25%	25%
LGBTQ	4	100%	100%	100%	0%	0%	0%	0%
Immigrant	1	100%	100%	100%	0%	0%	0%	50%
Refugee	2	28%	16%	15%	100%	20%	12%	36%
Income qualification (Low)	26	45%	37%	22%	20%	14%	12%	42%
Gender: All	286	100%	88%	40%	36%	28%	4%	64%
Gender: Women	25	54%	77%	8%	0%	23%	0%	77%
Gender: Men	13	49%	43%	23%	21%	15%	11%	45%
Race: All	321	100%	0%	0%	0%	0%	0%	100%
Race: Native American Focus	1	100%	100%	100%	0%	0%	0%	100%
Ethnicity: Hispanic focus	1	0%	0%	0%	0%	0%	0%	100%
Other: Sex Offenders	1	100%	100%	0%	0%	33%	0%	33%
Other: Trafficked	3	100%	88%	71%	18%	12%	6%	82%

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[4] Earned income and Other Sources funds include fees for service, revenues from thrift store and other resale ventures, and facilities rental fees, as well as earnings on investments and miscellaneous federal fund sources (such as ARPA and VOCA).

specific information for these sources. (*Please note: these percentages reflect the percentage of programs that receive some of their funding from the source – these numbers <u>do not</u> reflect the percentage of actual dollars provided to these agencies. We do not have that information.*)

System Functions and Levels

As reported earlier in this report, we identified 325 homelessness intervention programs operating 2015 organizations in the core six counties of the Greater Kansas City metro region. Since we employ a systems perspective to categorize or map the role(s) of these programs, we have classified each program according to the function or functions it serves (using the list of fifteen systems functions identified earlier in this report). The average program in our database addresses three functions in the system, although some execute as many as six or seven different functions. The overall results are summarized in this section of this report and presented in extensive detail in the Appendices. Tables 7A, B, and C provide more information about the nature, geographic scope, and funding of the programs addressing each function. Of course, substantially more detail about each individual program and its relevant functional roles is available in the database.

- **System Organization and Service Integration:** Programs that organize, coordinate or integrate the work of multiple programs, organizations and actors in the region's homelessness intervention system. The programs that address this functional area do not deliver direct client services as a part of their work related to this function.
    - o *In Kansas City's homelessness intervention system, seventeen programs (about five percent of all programs) in fifteen organizations engage in work in the functional area of system organization and service integration. Seven are governmental, including two federal agencies, and nine (including four that are Continuum of Care programs that serve each of four geographic areas (none of which comprises the entire metro region).*

    There is no single program or entity that serves as a metro-wide coordinator and integrator, although there are a couple ad hoc initiatives that seek to proceed in this direction. Eight of these programs cover only one city, the largest of which is the Kansas City Missouri Zero KC strategic homelessness initiative. (Please see the section on collective impact, presented later in this report, for additional discussion on this category and its linkage with the other functions that are integral to collective impact).

- **System Monitoring and Accountability**: This function includes programs that establish and monitor performance and accountability benchmarks & standards for the region's homelessness intervention ecosystem or programs and organizations that are active within it, and that evaluate & document the performance of the system or key parts of it. The programs that address this functional area do not deliver direct client services as a part of their work related to this function.
    - o *In Kansas City's homelessness intervention system, fifteen programs (five percent of programs) in twelve organizations engage in one or more aspects of the functional role of system monitoring and accountability. Seven of these programs are associated*

with the Continuum of Care (CoC) organizations operating in the region (including their work with the HMIS system), two are federal government agencies, and four are local units of government.

The programs that list their work in this functional category, in addition to the COCs and their HMIS contractors, include the Kansas City Eviction Project, Hillcrest Ministries of MidAmerica, and four local units of government.

- **Research, Knowledge Management, and System Innovation:** This function includes programs that conduct research and develop knowledge, document and test innovative strategies, or analyze the state of development of the knowledge relevant to the prevention and intervention in homelessness in the region (or parts of the region). The programs that address this functional area do not deliver direct client services as a part of their work related to this function.
  - *In Kansas City's homelessness intervention system, 20 programs (six percent of programs), in eighteen organizations, engage in one or more aspects of the functional role of research, knowledge development, and system innovation. Thirteen are nonprofit and four are governmental.*

  The programs that list their work in this functional category, in addition to the COCs and their HMIS contractors, include the Good Faith Network, the Local Initiatives Support Corporation, the Missouri Interagency council on Homelessness, and the Urban Neighborhood Initiative.

- **Funding, Finance, and Resource Allocation**: This function includes programs that provide or allocate funds to support or implement programs that address homelessness. In our study, we further divide this group into two categories: government funding programs and private funding programs. Some programs provide their own funds and allocate them, while others serve as a conduit and merely allocate others' resources.
  - *In Kansas City's homelessness intervention system, 38 programs (12 percent of all programs) in 29 organizations, engage in one or more aspects of the functional role of funding, finance, and resource allocation. Sixteen programs are governmental programs, and 22 are nonprofit organizations (including the CoCs, which play a pivotal role in the funding allocation process). Fourteen are foundations.*

  The area of funding, finance, and resource allocation includes a number of programs and organizations of quite divergent types. As noted, none of the programs in this category are governmental programs that focus specifically on delivering front-line services to the homeless. It needs to be noted that there is a significant amount of governmental funding coming into the region to address homelessness, particularly from HUD programs, as well as State of Missouri agencies (such as the Department of Mental Health and the Missouri Housing Development Commission).

- **Law & Policy:** This function includes programs that have a role in the adoption, implementation, or enforcement of laws, public policies, and/or regulations that have the force of law to affect behaviors and practices that impact the incidence or condition of homelessness.
  - *In Kansas City's homelessness intervention system, twenty programs (six percent) in nineteen organizations engage in work in the functional area of law and policy. Sixteen are local government programs and three are nonprofit programs (two are CoCs for the largest counties).*

  Most of the local units of government are cities with large active housing authorities, and the two active nonprofits are the Kansas City Eviction Project and the Urban Neighborhood Initiative.

- **Advocacy and Mobilization**: This function includes programs that engage in advocacy about the need to address homelessness and/or work to mobilize others to advocate for policy or behavior change to decrease homelessness.
  - *In Kansas City's homelessness intervention system, ten programs (three percent of all programs) in ten organizations engage in roles in the functional area of advocacy and mobilization.*

  There are relatively few programs in the region that engage in advocacy and mobilization, and they include the two large CoCs and the Mid-America Regional Council (MARC), as well as nonprofits such as the Local Initiatives Support Corporation, KC Tenants, and the Good Faith Network.

- **Professional Education and Workforce Development:** This function includes programs that prepare people to engage in work (paid or volunteer) that addresses homelessness (e.g., financial planning, how to care for a home, other challenges affecting the client population), and also training on how to use funding and infrastructure systems (e.g., to assist clients, comply with funding requirements, work with the information systems such as HMIS).
  - *In Kansas City's homelessness intervention system, only nine programs (three percent of all programs) in three organizations engage in roles in the functional area of professional education and workforce development. Most of these are federal programs of the US Department of Housing and Urban Development.*

  There are very few programs that exist for the specific purpose of professional education and workforce development in the region. However, there are numerous other programs in the region that address this aspect of homelessness as part of a much larger portfolio of work. Among the most prominent of these are universities and colleges that educate social workers and similar professionals. These people are in careers as executives, managers, professionals, and a myriad of other front line care providers. None of these larger education institutions and programs is listed because the programs do not exist primarily for the work of intervening in homelessness (even though the system does not function without the people they educate).

- **Communication and Information Dissemination**: This function includes programs that prepare and distribute information about topics relevant to homelessness and how to cope with and/or intervene in homelessness.
  - *In Kansas City's homelessness intervention system, 200 programs (62 percent of programs) engage at least partly in work in the functional area of communication and information dissemination. One-third are governmental programs, and two-thirds are nonprofits. Nearly all front line, homeless-serving programs include as a part of their work the role of communication and information dissemination about homelessness and the resources available in the community to help people cope with it. Three of the programs actually operate as part of for-profit organizations.*

The programs that engage in communication and information dissemination operate from a variety of organizations and sectors, ranging from all levels and types of government (including all school districts) to nonprofits and their networks for service delivery.

- **Consumer Counseling and Education:** This includes programs that educate consumers and clients to use the systems and resources that help them avoid or address homelessness.
  - *In Kansas City's homelessness intervention system, 177 programs (about 55 percent of programs) are at least partially engaged the functional role of consumer education. As is true for Communication and Information Dissemination, nearly all front line, homeless-serving programs include as a part of their work the role of communication and information dissemination about homelessness and the resources consumer counseling and education to help their clients deal with their homelessness challenges. Three of the programs are based in for-profit organization.*

As the above statistics note, substantially all programs engaged in front-line service delivery in the region's homelessness system engage in work that would be described as consumer counseling and education. Few focus solely on consumer counseling or education but almost all include this function as a part of their work. These programs operate from a variety of organizations and sectors, ranging from all levels and types of government (including all school districts) to nonprofits and their networks for service delivery.

- **Prevention Services (specific to homelessness)**: This function includes programs that work to help consumers and clients avoid or moderate the conditions that lead to homelessness.
  - *In Kansas City's homelessness intervention system, 125 programs (39 percent of all programs) engage in work related to the function of prevention. As explained elsewhere in the report, these organizations operate in homelessness-specific organizations and settings, and this number does not include the myriad of agencies and programs that help those who are not homeless avoid becoming part of the system. This large range of entities NOT listed in this database includes but is not limited to agencies addressing all aspects of poverty, those providing job training and education programs, personal finance and budget training programs, and many more.*

More than one-third of the programs in the database focus on prevention, and there is
extensive variety among the group. There is also substantial overlap between this
category and the system functions of Communication and Information Dissemination and
Consumer Counseling and Education. Similar to those programs, these programs
function in organizations that range from federal to state to local government agencies to
more than 100 nonprofit programs in a variety of settings.

- **Service Referral & Coordination**: This function involves referral and coordination of
  services for those who seek help navigating and securing homelessness aid options.
    - *In Kansas City's homelessness intervention system, 231 programs (about 72 percent)
      engage in work associated with the Service Referral and Coordination function.
      About one-third of these are governmental programs, and most of the rest are
      nonprofit programs. However, a few are based in collaboratives and for-profit
      businesses.*

These programs work in the "space" in the system that lies between Prevention (and
Communication and Information Dissemination) and direct services and support for those
who are homeless. The programs engaged in this aspect of the work of intervening in
homelessness are engaged in work directly with clients, but with attention to the work of
coordination of services and (sometimes) case management. As such, there often is some
overlap of programs in this function with programs providing direct services to the homeless,
but service referral and coordination programs focus on helping the homeless find, connect
with, and continue to engage with the resources and services they need. One set of programs
that are at the core of this work are the school districts' McKinney-Vento programs, because
they exist explicitly to help homeless students secure housing and the services and support
they need to become and remain housed.

- **Emergency Intervention:** This function includes programs providing rapid response and
  emergency intervention and support to people experiencing or about to experience
  homelessness, especially those in crisis.
    - *In Kansas City's homelessness intervention system, 35 programs (about eleven
      percent) in 31 organizations (almost all nonprofit front-line direct service delivery
      organizations) engage in the work of emergency intervention.*

Many of these programs do their work via street outreach and exist to help the homeless
during extreme weather conditions. Among the programs in this group are the KCK Cold
Weather Shelter (which is a collaborative of multiple Kansas City Kansas nonprofits teaming
to help those on the streets when weather conditions become extreme) and Artists Helping
the Homeless, along with a number of the shelters that are open every day to meeting those
with emergency needs along with those whose needs are more ongoing. These include
reStart, Synergy, City Union Mission, the Salvation Army, for example. Of course, there
also are many organizations that provide emergency assistance (especially when the
homeless experience medical problems) that are not listed in this database because they exist
for a larger purpose but do not have programs that specifically focus on the homeless.
Examples range from the Kansas City Care Clinic to all of the nonprofit and for-profit

hospitals in the region. These organizations are active in the work of serving and helping address the needs of the homeless even though they do not focus specifically on this community problem.

- **Transitional Housing Assistance:** This function includes programs providing support for those in transition from one level or form of housing to another (e.g., temporary shelters).
  - *In Kansas City's homelessness intervention system, 64 programs (twenty percent) in 54 organizations are engaged in one or more aspects of the work of Transitional Housing Assistance. Nearly all of these programs are based in nonprofits, although three are based in governmental organizations.*

Many of the programs in this function are among the most often recognized homeless shelters in the region – organizations such as reStart, Synergy, City Union Mission, the Salvation Army, Drumm, Farm Center for Children, Hillcrest Ministries, Catholic Charities, Journey to New Life, and many more. Two of the governmental programs are affiliated with the US Department of Veterans Affairs and one is associated with the Missouri Department of Corrections.

- **Special Needs Services:** This function includes programs that provide assistance and housing support to those experiencing special needs or challenges (e.g., domestic violence, developmental disabilities).
  - *In Kansas City's homelessness intervention system, 96 specialized programs (thirty percent) in 70 organizations engage in some form of Special Needs Services provision. Most of the fifteen governmentally affiliated programs are associated with the US Department of Veterans Affairs; two are associated with the State of Missouri.*

The majority of the services of this category are provided by nonprofit programs. Many are the shelters available to all who are experiencing homelessness (e.g., Kim Wilson Housing, the Catholic Charities affiliates, Community LINC), but many specialize in serving only those who are homeless and experiencing special challenges (e.g., Mental Health America of the Heartland, Veterans Community Project, Our Spot, KC Footprints Inc., Kansas City Indian Center).

- **Housing Providers (Special Purpose Placement):** This function includes special purpose programs providing "permanent" housing that address the unique needs of specific segments of the otherwise homeless population.
  - *In Kansas City's homelessness intervention system, 53 specialized programs (sixteen percent) in 44 organizations provide longer-term special purpose housing. Twenty-one of these programs are governmental programs (including thirteen local government housing authorities), and thirty-one are nonprofit programs.*

These programs are similar to special needs programs but provide longer-term housing options for those with distinctive challenges (including those with financial challenges that make them qualified for governmental housing authority assistance). Among the nonprofit programs are the Veterans Community Project, Amethyst Place, and Kim Wilson Housing.

Socio-Ecological Functions of the Homelessness Intervention System

Table 7A reports the number of programs that address each of the three core dimensions of the socio-ecological functions in our study. As noted earlier, every program plays a role in one or more of these dimensions of the system, and many are in several. (Note: These labels are sociological in nature, so when we categorize something as a structure, we are talking about structure in sociological terms, not necessarily physical structures.) Here are the definitions and some examples for each dimension.

A) Formal Systems & Structures: these are entities in the system (organizations or programs, for the most part) that serve as or influence formal structures of the community and the system, such as the laws, policies, rules, regulations, and standards of government or professional entities (including professional licenses). For example:
   a. A county and its housing department typically serve as a formal structure that develops and enforces policies, laws, and regulations with regard to housing (and thus these are listed in the functional category or row labelled "law and policy").
   b. Usually, there also are other less official but influential community organizations or entities that have similar kinds of impact for the system. A key example exists with regard to the Continuum of Care (CoC) organizations, which serve as a formal structure to coordinate and guide the acquisition of funds that are distributed to other entities (programs) in a region's homelessness intervention system. From a function perspective, these serve in the "system organization and integration" category, and they implement formal systems and structures (such as applications for funds) by which funds are secured from HUD.

B) Social and Physical Infrastructure/Environment: These are programs that create, influence, or shape the social or physical environment or "ecosystem" within which people act. This is their focus for the intervention in the problem of homelessness. Typically, these entities provide or shape the social (non-official) and/or physical context within which homeless people interact. Some examples for selected functions are:
   a. In "communication and information dissemination," various information media sources (e.g., tv, radio, social media) create or provide the social environment within which individuals and families interact or are influenced. Thus, programs or organizations that work to have an influence or impact relevant to this function are placed in the social and physical infrastructure/environment category.
   b. In "professional education and development" function, government agencies and training programs create or provide the social environment within which the administrators and professionals (such as program advisors, social workers, etc.) receive training and interact and/or are influenced. Thus, programs or organizations that work to have an influence or impact of this type are placed in this category.
   c. In "emergency intervention," a housing agency or emergency housing assistance program will create or provide the physical and/or social environment within which homeless clients interact with and influence each other and the staff. Thus, programs or organizations that work to have an influence or impact relevant to

this function are placed in this category. Programs that create or influence the built environment also are in this category – such as homeless shelters, homeless day centers, and other facilities serving homeless.

C) Transmission of Behaviors and Practices: These are the programs that play an explicit or overt role in modeling, teaching (usually informally), disseminating and encouraging (and discouraging) behaviors, practices, and/or habits of individuals, families, and groups in communities that have an impact on the prevalence of homelessness. Behaviors, practices, and norms are the non-formal behavioral influencers that have an impact on the success of the system (or lack thereof) in reducing homelessness. Among these are sources of peer and community influence, and programs or organizations that have an influence or impact on whether or how peers influence their peers (whether intentional or not) are in this category.   This extends to (but is not limited to) professions and professionals; professional associations influence the behaviors of professionals and others in the homelessness intervention system who provide services (e.g., administrators/bureaucrats, social workers, street workers).   Examples for a couple of the functions include:

    a. In "consumer counseling and education," peers often influence their peers. Thus, for example, programs that work to have an influence or impact on whether or how homeless people influence other homeless people are placed in this category.

    b. In "professional education and development," professional associations often influence the behaviors of professionals (e.g., social workers, counselors, street workers) – thus, programs that try to influence professionals' and other service providers' behaviors, norms, or practices are included in this functional category.

Table 7A on the next page explains how many programs we identified that serve one or more functions in the homelessness intervention system. The functions at the top of the table focus more on system rules and coordination, monitoring and assessment of conditions and impact, and research on the system. The functions listed in the bottom rows of the table are much more front-line service delivery and individual in their focus, so we see (as was described in the previous section of this report) that there are many more of them in the system and much of their focus is on social and physical environment and behaviors and practices.

Table 7A: Mapping the System Functions & Socio-Ecological Levels of Focus (Number of the 325 programs addressing each function)								
Function	**Number of System Programs**		**Formal Structure**		**Social & Physical Environment**		**Transmission of Behaviors/Practices**	
			#	**%**	**#**	**%**	**#**	**%**
System Organization & Integration	17	5%	9	3%	18	6%	9	3%
System Monitoring & Accountability	15	5%	13	4%	11	3%	2	0.6%
Research, Knowledge Mgmt, System Innovation	20	6%	10	3%	17	5%	10	3%
Funding, Finance, & Resource Allocation	38	12%	33	10%	36	11%	15	5%
Law & Policy	20	6%	13	4%	16	5%	7	2%
Advocacy & Mobilization	10	3%	1	0.3%	9	3%	7	2%
Professional Education & Development	9	3%	0	0%	7	2%	9	3%
Communication & Information Dissemination	201	62%	3	1%	100	31%	197	61%
Consumer Counseling & Education	178	55%	1	<1%	124	38%	179	55%
Prevention Services (specific to Homelessness)	125	39%	4	1%	59	18%	119	37%
Emergency Intervention	36	11%	1	<1%	29	9%	36	11%
Transitional Housing Assistance	64	20%	7	2%	54	17%	59	18%
Special Needs Services	97	30%	1	<1%	77	24%	96	30%
Service Referral & Coordination	233	72%	4	1%	194	60%	224	69%
Housing Providers (Special Purpose Permanent)	53	16%	26	8%	50	15%	52	16%

The Geographic Character of Programs for Each System Function

Table 7B, on page 44, presents our data from a different perspective: it describes the programs that work on each function in terms of their geographic scale (e.g., neighborhood, single city, metro region, etc.). It should be noted that we generally discuss system organization and integration throughout this report from the perspective of metro region organization. However, as Table 7B shows, there are many programs that handle system functions for only one city or one county (which is the "multiple cities" category), and a few that are state or federal programs,

but there are essentially no programs that address system organization across the entire metro region. We will discuss the implications of these characteristics of the system in the final section of this report.

Table 7B: Scale of Programs Addressing Each System Function						
Function	Neighbor-hood (n=15)	Individual City (n=88)	School District (n=44)	Multiple Cities (n=74)	Metro Region (n=63)	State/ Federal (n=41)
System Organization & Integration	0	8	0	6	0	3
System Monitoring & Accountability	0	5	0	6	1	3
Research, Knowledge Mgmt, System Innovation	1	2	0	10	2	5
Funding, Finance, & Resource Allocation	0	2	0	6	17	13
Law & Policy	0	13	0	5	0	2
Advocacy & Mobilization	0	1	0	3	4	2
Professional Education & Development	0	1	0	0	0	8
Communication & Information Dissemination	8	51	44	44	35	19
Consumer Counseling & Education	2	51	44	41	26	14
Prevention Services (specific to Homelessness)	4	39	0	40	29	13
Emergency Intervention	1	15	1	7	10	2
Transitional Housing Assistance	1	18	0	21	14	10
Special Needs Services	3	28	1	24	23	18
Service Referral & Coordination	13	66	44	48	41	20
Housing Providers (Special Purpose Permanent)	0	21	0	15	8	9

The next table, Table 7C on page 45, reports on a function-by-function basis the number of programs that operate in each of the six counties of this study.

Table 7C: Geographic Scope of Programs Addressing Each System Function (Number of the 325 programs serving in each County)								
Function	Number of Programs		Number of Programs Serving Each County					
			Jackson	Platte	Clay	Cass	Johnson	Wyandotte
System Organization & Integration	17	5%	13	9	9	6	7	7
System Monitoring & Accountability	15	5%	12	10	10	7	8	7
Research, Knowledge Mgmt, System Innovation	20	6%	15	8	8	8	11	11
Funding, Finance, & Resource Allocation	38	12%	36	34	34	34	32	34
Law & Policy	20	6%	11	5	8	2	6	5
Advocacy & Mobilization	10	3%	8	6	6	6	8	6
Professional Education & Development	9	3%	9	8	8	8	7	7
Communication & Information Dissemination	200	62%	147	83	89	77	79	83
Consumer Counseling & Education	177	55%	123	71	77	67	69	72
Prevention Services (specific to Homelessness)	125	39%	109	67	69	61	63	63
Emergency Intervention	35	11%	30	18	19	16	17	18
Transitional Housing Assistance	64	20%	59	37	36	34	34	34
Special Needs Services	96	30%	90	59	59	57	54	58
Service Referral & Coordination	231	72%	170	90	98	84	88	89
Housing Providers (Special Purpose Permanent)	53	16%	38	26	30	23	25	27

The final table in this series, Table 7D on page 46, reports the key types of funding sources that programs addressing each of the functions in our system draw on for their funding.

Table 7D: System Function Funding Sources								
		Percents of System Functions Receiving Funds Per Source						
System Functions	Total	Fdns & UW	Donation & Gifts	FEMA	HUD	Earned[5] Income	City/ County	Other Sources[6]
System Organization & Integration	17	47%	24%	0%	35%	29%	29%	6%
System Monitoring & Accountability	15	33%	13%	0%	40%	33%	13%	75
Research, Knowledge Mgmt, System Innovation	20	35%	20%	0%	15%	15%	15%	0%
Funding, Finance, & Resource Allocation	38	9%	3%	5%	13%	3%	3%	3%
Law & Policy	20	10%	5%	0%	50%	5%	25%	5%
Advocacy & Mobilization	10	60%	30%	0%	10%	10%	10%	0%
Professional Education & Development	9	11%	22%	11%	0%	11%	11%	0%
Communication & Information Dissemination	200	57%	50%	30%	20%	18%	11%	14%
Consumer Counseling & Education	177	55%	45%	27%	30%	24%	9%	14%
Prevention Services (homeless specific)	125	78%	71%	42%	28%	35%	14%	16%
Emergency Intervention	35	80%	80%	40%	34%	20%	23%	40%
Transitional Housing Assistance	64	80%	72%	30%	28%	28%	9%	17%
Special Needs Services	96	75%	69%	42%	32%	26%	10%	14%
Service Referral & Coordination	231	56%	52%	28%	23%	19%	10%	15%
Housing Providers (Special Purpose Perm)	53	53%	42%	30%	64%	21%	13%	2%

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[5] Earned Income includes fees for services, thrift store and other resale ventures, and facilities rental fees

[6] Other Sources funds include earnings on investments, and miscellaneous federal fund sources such as ARPA and VOCA

Observations on the State of Development of the Kansas City System

The purpose of this project is to gather and report data about the programs that exist in the Kansas City region to intervene in the issue of homelessness. As such, this research focuses on description rather than evaluation. We have collected data to document the number and types of homelessness programs in the region and report in relatively general terms their functions and focus, who they serve, how they fit together as a system. A project of this type is not a program evaluation or policy analysis, and it provide very little basis for assessing whether the region's system is performing well. There is extensive anecdotal and empirical information that suggests the system is not performing very well,[7] and there is no question that the issue of homelessness remains a significant problem for the region and most of its communities. However, this report complements those reports and analyses as a census of what is underway in the region. It is designed to compare the elements of the system to a general systems model and describe the population of programs in a way that helps us begin to understand what does and does not exist in the system. We hope this information will be a useful addition and a resource to inform future system planning and development initiatives.

From the perspective of a regional systems map, Greater Kansas City appears to have in place an active and diverse but quite fragmented "system" for addressing the challenges of homelessness and those who are experiencing it. This certainly is a subjective assessment, since there are no regional-level metrics that would be a valid basis for comparing the development of the Kansas City system to that of any other region.

As explained earlier in this report, Greater Kansas City's homelessness intervention system (as is generally true for that of other regions) is not yet an intentionally-designed, functionally-planned system. It has emerged in an ad hoc, organic way that inevitably exhibits inconsistencies and overlaps. The program information of this database suggests the region has developed a general system that addresses in a broad and general way the needs of the region, but that its operations are somewhat spotty – focused on segments of the region and (to some degree) meeting the needs of the region's citizens. It should be noted that there is much underway, and it is entirely possible that the scope of the homelessness problem in the region would be much more severe were it not for the dedicated efforts of the 325 programs now working to address our communities' needs. If all of this infrastructure disappeared, the plight of the region undoubtedly would be much worse than today.

Kansas City's governmental and nonprofit programs, as a "system," appear to be characterized by a lot of complexity and a moderate degree of differentiation or specialization. Logically, the system is dominated by the extensive amount of activity (programmatic but also administrative and bureaucratic) that derives from the substantial scope of the federal government (especially the Department of Housing and Urban Development). Interestingly, however, only about a fourth of the region's programs are funded by this extensive system. The rest of the system,

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[7] Such as the data presented in the reports of the Greater Kansas City Coalition to End Homelessness, the City of Kansas City Missouri's Zero KC strategic plan, and recent reports and initiatives of United Community Services and several affiliated collaboratives in Johnson County Kansas.

which is comprised of smaller-scale and niche-serving programs, appears to step in to complement existing federally-funded services with more locally-focused and specialized services. This is not surprising, but all of these more local activities are less coordinated and less inclined to work from a region-wide perspective. Likely, many of them are so focused on meeting the immediate challenges of day-to-day service delivery that they do not have the capacity to be very actively engaged in region-wide system coordination activities. This results in pockets of services that can be quite responsive to sub-regional (e.g., single neighborhood and single city), but the challenge is at least in part that those experiencing homelessness are not necessarily going to stay in just that one place. It moves from place to place across the region (as well as outside the region.

Level of Development of Systems Functions

A review of the array of systems functions served by the KC homelessness intervention system indicates that all of the key functions identified as important by our advisory council and research team (based on reviews of the concepts map literature described earlier in this report) do exist and are (to at least some extent) being addressed by the programs now in operation in the KC region. As noted, certain of these functions appear to be addressed in relatively narrow, small scale, and fragmented (from a region-wide perspective) ways. We cannot assess whether all of these functional needs are being fully addressed because a program census database of the type created by this project does not capture such data. It could be that, even though there are 177 consumer counseling and education programs in the region, not all areas or clients are adequately served at this time. We do see that every county is served by a relatively comparable number of programs, for all of the direct service functions, that should be in place. We cannot assess whether all parts of each of these counties is equally well served – our data is not that granular. For example, while Jackson County has a large number of all systems functions served by program in the county, it could be that the more rural or exurban areas are less fully served than are those closest to Jackson County's part of the urban core.

Kansas City has a modest yet seemingly functional set of advocacy and mobilization programs whose work overlaps with the diabetes needs of the region. Each has its own niche and focus, but the networks of programs do seem to exist to link (if not coordinate) some of the activity among all of these advocacy organizations. It is noteworthy that the set of advocacy programs, as a set, tends to address all levels in the system – from national to regional to local. That is because the Kansas City programs tend to have regional and national organizational linkages that bring some essential connectedness across levels. As long as all coordinate at the local level with each other to ensure that they maximize their impact, this level of advocacy capacity seems appropriate for a region of our size.

Law and policy programs are largely the function of governmental entities and therefore are always going to reflect the structure of the governmental structures of the region. They exist at federal, state, county and (to a small degree) city levels, but there appears to be no formal entity that works to coordinate all (on targeted issue-specific health needs). The Mid-America Regional Council, the organization that is designed specifically and officially to provide

coordination for multiple metropolitan systems, is not doing this type of coordination work for the diabetes system.

There are a large number of programs in the region that play some role in the area of workforce development and professional education. The majority of these programs serve this role as part of a larger set of functions they serve, and it is likely that most do the professional development work to complement the impact they seek to have with direct service clients. However, a noteworthy number are involved in professional education for those preparing for careers in health fields and, not surprisingly, these tend to be housed in Kansas City educational institutions.

Funding and Financing

It is striking to see the large number of funder and financing programs operating throughout the six counties, and to see the substantial diversity in sources of funding (e.g., governmental, philanthropic, earned income). It must be noted that it is not possible (with the data we have) to ascertain whether a substantial share of the financial need is being met, or how well future growth and development of existing programs will be able to meet the region's needs (if appropriately organized, coordinated, and funded). However, it is clear that relatively little of the funding of the region's system is being spent on region-wide organization, coordination, and monitoring. This is further discussed the next section of this report, from the perspective of the region's system operating from a "collective impact" orientation. It is typical that siloing and fragmentation of funding streams leads to siloing and fragmentation in system programming, and that likely warrants further examination in Kansas City.

Clearly, the largest number of homeless programs (about half of all programs) secured funds from private nongovernmental sources of funding. Indeed, a large share of the philanthropic and foundation community of the region is actively investing in many facets of homelessness service delivery (although our data does not provide insight into how much money has been invested). About one-fourth of programs received funds from two large federal government agencies: Federal Emergency Management Agency and Housing and Urban Development. In general, we see that these agencies rely on the federal government for a key share of their funding and then go to private philanthropy sources for funds to help elaborate programs and/or create programs that supplement those funded by the federal (and sometimes the state) government. (*Please note: these percentages reflect the percentage of programs that receive some of their funding from the source – these numbers do not reflect the percentage of actual dollars provided to these agencies. We do not have that information.*)

Table 6A also highlights that nineteen percent of the programs secured at least some of their funds from earned income sources- in other words, from operations of their thrift stores, from fees for services to clients who could afford to pay, and additional fees (such as rental of part of an agency's space to others for a fee). It is noteworthy that substantially more of the programs reported securing funds from the State of Missouri than from the State of Kansas. At least a part of the reason for this disparity is that four of our region's counties are in Missouri and thus

eligible for certain funds from the State of Missouri, whereas only two of the counties are in Kansas and therefore fewer agencies would even be eligible to seek funds from Kansas.

As discussed in more detail earlier in this report (pages 32-35), we must note this study was conducted at a unique point in time, and the general level and form of governmental and philanthropic support that is reflected in this report will not continue very long into the future. Due to the COVID pandemic and associated fears of a national (and even global) recession, unprecedented amounts of governmental funds were pumped into the funding streams of both governmental and nonprofit programs starting in 2021. In addition, an extensive share of the foundation and combined campaign philanthropic world chose to allocate substantial amounts of funds to help support community emergency assistance causes (and many of these included an element of homelessness programming).

Further, many of the homeless intervention programs of the Greater Kansas City region received exceptionally larger influxes of grants and government appropriations beginning in federal fiscal year 2022 (October 2021 through September 2022) as well as in the subsequent two federal fiscal years. The sources of these funds were a blend of the usual departments that were appropriated additional money (such as HUD) *and* new special sources (such as funds from the American Rescue Plan Act, or ARPA, which sent funds to both nonprofits and to state and local units of government, such as counties and cities). But these special appropriations and grants are of limited duration. Some already have expired, and many more federal (and therefore some state) funding programs expire in December of 2024. Regardless of the merit or need for these additional resources, essentially none will continue beyond 2024. Indeed, in most cases, the funds not spent by the end of 2024 will have to be returned to the federal government!

Direct Services to Clients

It is useful to examine the distribution of programs that are more direct in their service to people dealing with homelessness. Most programs identified in this research serve essentially all clients who are within the general geographic scope of their program and organization. However, a key issue noted above focuses on the degree to which programs specialize in serving particular types of clients. While there are many unique types of services provided for special populations (see Table 5A), most of the programs we have identified provide services to the broad overall population of the region and there are relatively few programs that provide particular services to specific categories of clients. And apart from the schools-based McKinney-Vento programs (which limit their work to coordinating and connecting students with services), there are not a lot of programs meeting the needs of children and youth. The functions that are most widely developed to meet needs across the spectrum seem to be in the areas prevention, consumer counseling and education, and some treatment and short-term housing – although it must be noted that this study does not generate the data about quantity of need that would be needed to assess this.

There are some questions that occur to us as we review our findings. We note, for example, an interesting absence of any significant number of programs that focus on specific client groups

(e.g., programs that focus their service primarily on Hispanic or African-American clients). That is a finding that may be worth further consideration. Is there a reason that the system should have more programs that focus especially on serving individual client groups? Typically, in a complex regional system, we would expect to find more differentiation and specialization than our program numbers indicate. It may be that there is more differentiation than we perceive – it may be that this differentiation is hidden within very large organizations (e.g., city and county programs, certain hospitals and clinics, etc.) and these entities simply do not highlight this kind of focus.

Overall, we find there is an extensive array of services available across the entire continuum of program functions and most age-related client categories, although a good share of these services reportedly are available only through sub-regional programs. Is this accurate or are the programs reporting that they could be working in multiple parts of the region that in reality do not receive any services (such as the outlying areas of Jackson, Platte, Clay and Cass Counties)? In other words, are programs saying clients could access their programs from any part of the region but, in fact, the clients must find some way to get to their facilities to gain this support?

We know that the type of data we have gathered in this study is not adequate to examine issues of program quality and performance. Therefore, the next generation of this research will need to go beyond the current census of programs to consider questions of quality, depth, and adequacy. Our current data also do not enable us to evaluate aggregate program adequacy given the numbers of clients that are served by each program. Such additional information would be useful to gather as part of any follow-up studies that build on the baseline information of this study.

We must note that, in this effort to map the Kansas City homelessness intervention system, we have not attempted to identify every organization that has any impact on the issue. In fact, there are thousands of programs that we appreciate for their general relevance to the issue of homelessness but, for purposes of a study of this scale, we find necessary to discuss only in general terms. For example, we have not itemized organizations and programs of the following types:

- *Poverty relief organizations:* as noted earlier in the report, there are many organizations that provide services and even financial assistance to those of very low incomes who are having difficulty making payments for housing, food, utilities, childcare services, and more. These programs make an important difference in the lives of many in the region who are only a car repair or medical expense bill away from poverty and, as a result, these programs help decrease the number of people who become homeless. All organizations that are "upstream" in assuring or enabling a person's or family's financial wellbeing (including job training and retraining programs) are having an impact on homelessness and we do not have data to describe this much larger part of the region.
- *Healthcare and treatment organizations* that exist to meet the general medical needs of families and their children, including the hospitals, health clinics, and offices of physicians, dentists, and other health care providers. There are an estimated 545 primary care physicians in the region, as well about 103 nephrologists and 92 endocrinologists.

Further there are 28 hospitals and 18 dialysis centers in the region. These organizations all serve the homeless, along with all others, when they arrive with needs for support.

- *Infrastructure organizations and systems* that exist to address the general needs of communities and their citizens, including parks and recreation facilities, transportation providers, and planners and builders of the built environment.
- The myriad of *municipal, county, regional, state, and national governmental entities* that have adopted laws, regulations, ordinances and policies that indirectly affect homelessness. We have documented those Kansas City region governmental programs that operate to directly address some facet of homelessness (e.g., Kansas City, Missouri's Zero KC initiative), but we are not able to document all of the larger numbers of general governmental entities that adopt policies and operate programs that indirectly (and sometimes directly, in the case of fees and taxes) impact homelessness. In addition to the two states and the many regional and local offices of the US Government, there are 128 cities and counties in the Greater Kansas City metropolitan region, plus innumerable intergovernmental commissions, task forces, and programs.

As will be discussed in the next section of this report, there is very little in the way of a region-wide system leadership and coordination structure to integrate the functions of system organization, coordination, integration, and monitoring functions. However, a large percentage of the programs we identify do engage in collaboration of one type or another with other programs in the region's homelessness intervention system. Of course, what one program considers to be collaboration may be something less than another would, so there is a lot of room for interpretation. It would seem that there is potential for increased synergy and impact (and perhaps some efficiency) if the Kansas City homelessness intervention "community" develops a way to come together to strengthen and further integrate and develop its system.

Homelessness Intervention as a Metropolitan Imperative: Does Kansas City's "System" Have a Collective Impact?

Most people engaged in the work to address homelessness in the Kansas City region would agree that this problem is a very complex and multi-faceted challenge, one that we cannot expect any individual organization or small group of organizations to address with any region-wide impact. The nature, breadth, and scope of the issue are such that substantive progress will require the focused energy of the community and, especially, a wide-ranging group of leaders who come together and coordinate action across organizational, institutional, professional, geo-political, socio-economic, and racial and ethnic boundaries. This type of problem requires a form of community action that recent literature in the human services and philanthropic communities has labeled "collective impact" at a community level (Kramer and Kania, 2011; Hanleybrown, Kania, and Kramer, 2012). Indeed, homelessness is a rather classic example of the kind of community issue that calls for a collective impact approach.

As a part of our research, we have examined our data to assess the degree to which Kansas City's homelessness intervention system exhibits the functions and characteristics that are integral to a successful collective impact approach. One of the key distinguishing characteristics of the

collective impact approach is that it calls for a level of coordination and even integration among organizations that can be challenging for a large bistate metropolitan community to execute. Successful action for collective impact requires that the region come together to address (across the entire region) all of these five conditions (Hanleybrown, Kania, and Kramer, 2012):

- **Common Agenda**
- All participants have a shared regional vision for change including a common understanding of the problem and a joint approach to solving it through agreed-upon actions.

- **Shared Measurement**
- All organizations in the initiative work together to plan and then collect data and measure results consistently (using the same measures) across all to ensure everyone's efforts remain aligned and all hold each other accountable for the selected outcomes.

- **Mutually Reinforcing Activities**
- Programs' activities must be differentiated yet all are coordinated and are mutually-reinforcing (though a shared plan of action) to ensure they meet all needs in the system.

- **Continuous Communication**
- Consistent and open communication is needed among all of the many programs to build and sustain trust, assure attention to mutual objectives, and develop and sustain motivation to achieve collective impact.

- **Backbone Support**
- Creating and managing collective impact requires a separate structure (organization or program) that has the staff with the capacity and "intelligence" needed to serve as the backbone to facilitate (not control or direct) the entire initiative and coordinate participation.

These five conditions relate directly to five of the systems functions that we have examined in our Kansas City research, Specifically, they align closely with the functions of system organization and service integration; system monitoring and accountability; advocacy and mobilization; law and policy, communication and information dissemination (focused at the system level, not at the individual consumer level); funding, finance and resource allocation (at a system level); and regional system research, knowledge management, and innovation. It may need to include advocacy and mobilization, as well. However, it should be underscored that these functions are relevant to collective impact only to the degree that the relevant program is focused on the region and the formal structures and systems level (much less the transmission of behaviors and practices at the individual level), and that the scope of the initiative's orientation and work is metro regional. Tables 8A and B present KC metro data for these seven functions (the data is drawn from the other systems functions tables in this report).

Table 8A: Collective Impact-Related Functions Present in Ecosystem									
Function	**Number & % of Programs**		**Formal Structure**		**Social & Physical Environment**		**Transmission of Behaviors/Practices**	
			#	**%**	**#**	**%**	**#**	**%**
System Organization & Integration	17	5%	9	3%	18	6%	9	3%
System Monitoring & Accountability	15	5%	13	4%	11	3%	2	0.6%
Research, Knowledge Mgmt, System Innovation	20	6%	10	3%	17	5%	10	3%
Funding, Finance, & Resource Allocation	38	12%	33	10%	36	11%	15	5%
Law & Policy	20	6%	13	4%	16	5%	7	2%
Advocacy & Mobilization	10	3%	1	0.3%	9	3%	7	2%
Communication & Information Dissemination	201	62%	3	1%	100	31%	197	61%

Table 8B: Scale of Programs Serving Collective Impact Functions							
Function	**Number of Programs**		**Individual City** **(n=88)**	**School District** **(n=44)**	**Multiple Cities** **(n=74)**	**Metro Region** **(n=63)**	**State/ Federal** **(n=41)**
System Organization & Integration	17	5%	8	0	6	0	3
System Monitoring & Accountability	15	5%	5	0	6	1	3
Research, Knowledge Mgmt, System Innovation	20	6%	2	0	10	2	5
Funding, Finance, & Resource Allocation	38	12 %	2	0	6	17	13
Law & Policy	20	6%	13	0	5	0	2
Advocacy & Mobilization	10	3%	1	0	3	4	2
Communication & Information Dissemination	201	62 %	51	44	44	35	19

When we apply this screen, we do not find any single program or organization that can be described as playing substantially all of these functions, and there appears to be relatively limited scale effort to develop the dimensions of a system that would align with a collective impact type of approach in Kansas City. Kansas City has a few organizations that have begun to engage in

work that could be described as setting the stage for a more complete collective impact approach, but we find no evidence that any organization serves as or has the capacity to serve as a backbone organization at this time. Further, it is debatable whether any program or organization has the will, political capital, resources and functional capacity to do so. There are three organizations in the database that report operations in at least three or four of the functions relevant to a collective impact role in at least a large share of the region. A few others have an active presence in a few of the system functions, but their activities do not extend throughout the region or beyond those key but limited system functions.

The creation of a new program or organization could be another option, but this could only work if the homelessness intervention "community" of Greater Kansas City actually developed the political interest and will to work together to grow something analogous to a collective impact or networked approach to addressing region-wide the problem of homelessness. Its current level of fragmentation likely works against options for taking a region-wide collective impact approach.

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Appendix I: Project Design and Research Methodology

This system-mapping project began with an extensive review of two sets of literature related to homelessness, the extensive body of information about the Homelessness Management Information System and the key published articles on employing a socio-ecological systems approach to addressing homelessness. After developing a research schema for the design of the project data base, the research team convened an advisory council (AC) for the project. This AC included 29 executives and professionals experienced in the field of homelessness intervention in Greater Kansas City. This AC was formed to assist the research team with advice on the organization and implementation of the project. The AC worked with the research team at the outset to consider the general nature of the homelessness intervention system and identify the elements that would be integral to its existence and operation. It reviewed and critiqued the researchers' initial conceptions about the key elements and functions of the region's homelessness system, offered advice on the components to include in a systems map, and helped define the functions that should be mapped to effectively reflect the scope and nature of the system. The council also helped the research team plan its data collection strategies and reach out to as many individuals and agencies as possible to gather the information that would be integral to the creation of a reasonably- comprehensive system map. At two other key points over the life of the project, the advisory council met to review the information and advise the research team on ways to refine the project to ensure that it would accomplish its goals.

Once agreement had been reached on the data to be collected and the research team established the framework of the database, we began the data collection process. Members of the research team drew on the recommendations from the AC and supplemented that information with information collected via extensive online searches (including the Midwest Center's own internal database of Kansas City nonprofit agencies) to identify and gather as much information as possible about additional programs that should be included in the study. After as many programs were identified as possible, the resulting list was reviewed by the research team, and later by advisory council members. As additional organizations were identified, they were added to the database and further examined through web site reviews and telephone calls. Project leaders reviewed the resulting data set and consulted with advisory council members to increase the completeness and accuracy of the data set, validate whether each listed program was appropriate to include in the data base, identify programs to delete because they did not meet the study criteria. This iterative review and vetting process resulted in the identification of a total of 325 programs that are a part of the homelessness intervention system of the region.

Employing the database as the source of information, we developed an overall "map" of the six-county system to describe what is being done and to inform assessments about where there may be gaps, overlaps, and planning and coordination issues. The project results have been reported to the advisory council and, subsequently, shared will all who cared to attend an online webinar report on the project findings. The results will be presented again in October of 2023, again as an interactive webinar for professionals in the homelessness intervention field. Participants will be invited to discuss the results and their implications for the homelessness intervention system. As additional observations and feedback are gathered from these presentations and meetings, the

research team will refine and update this report and the database to ensure that it reflects the most up to date information as of the Fall of 2023. The Midwest Center is seeking a community organization that might care to maintain and update the database following the conclusion of this project. The center also will post on its web site both the database and the report for any who care to review them.

This report outlines the information gathered, explains what we have learned as we have engaged in this extensive effort, and offer suggestions for how Greater Kansas City might best grow and further develop its system to address the wicked problem of homelessness. It certainly is not a final or definitive report on the state and level of development of the region's homelessness intervention system. Neither this report nor the underlying database can ever be considered final, given the dynamic and complex nature of the region's system. However, this report does reflect a substantive milestone in the work to document and understand the system and its state of development. It is our hope that the information reported herein will be useful food for thought as system leaders continue to work to develop a complete and effective regional system to successfully address the complex and wicked problem of homelessness in Greater Kansas City.

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