

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

Revised Final Project Report



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**Mapping the Homelessness Intervention Ecosystem of the
Greater Kansas City Metropolitan Region: Revised Final Project Report February 2024**

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*Cover photo: Homeless camped at Van Brunt & East 31st Street, Kansas City Missouri
Photo credit: Mare Rose Williams. Kansas City Star. November 14, 2022.*

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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 operated 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.

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 research initiative 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 December 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 revised report outlines the information gathered, explains in general terms 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 report 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 as of December 2023. We hope the database 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 accelerate 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 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 to 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

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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 within the red box in Figure B is the focus of our



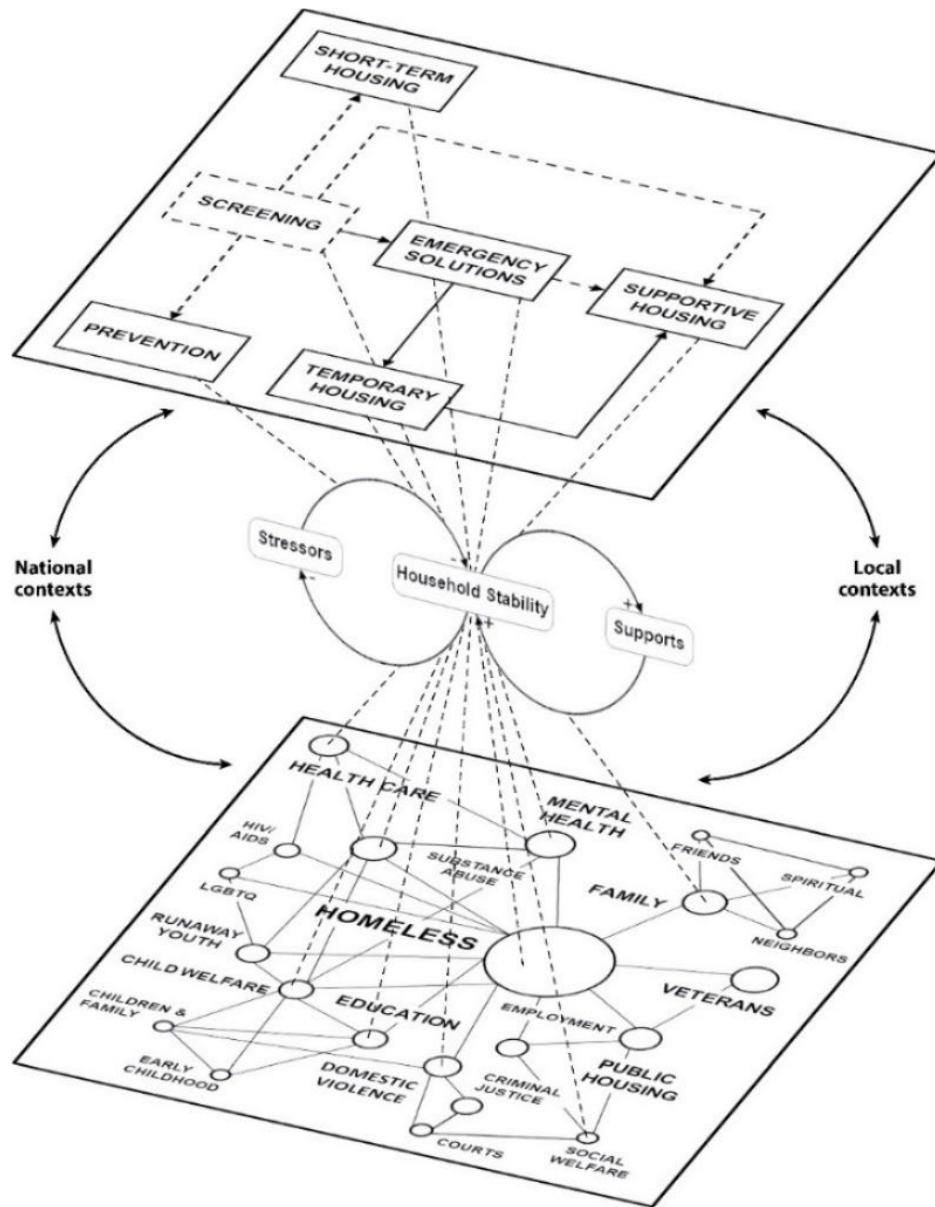
Figure B: The Focus of the Midwest Center Homelessness Intervention Ecosystem Study

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 whose 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) 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 database, 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.



Fowler PJ, et al. 2019. *Annu. Rev. Public Health* 40:465–86

Figure C: Coordinated Responses to Homelessness as a Complex System
(Source: Fowler et al. 2019: 469)

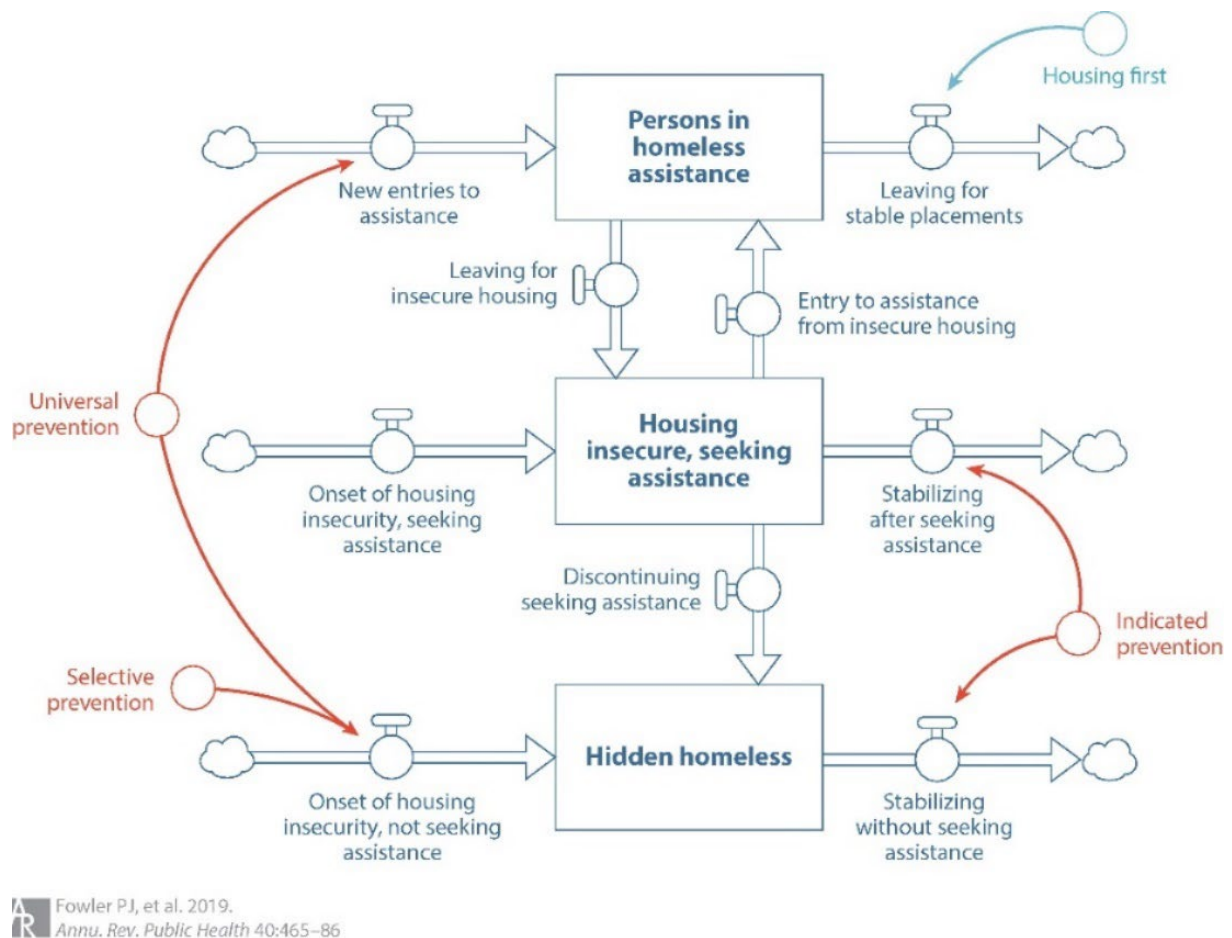


Figure D: System Dynamics Model of People Receiving Homeless Assistance, Those Experiencing Housing Insecurity, & Hidden Homelessness (Source: Fowler et al. 2019: 477)

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-level, multiple dimension 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.

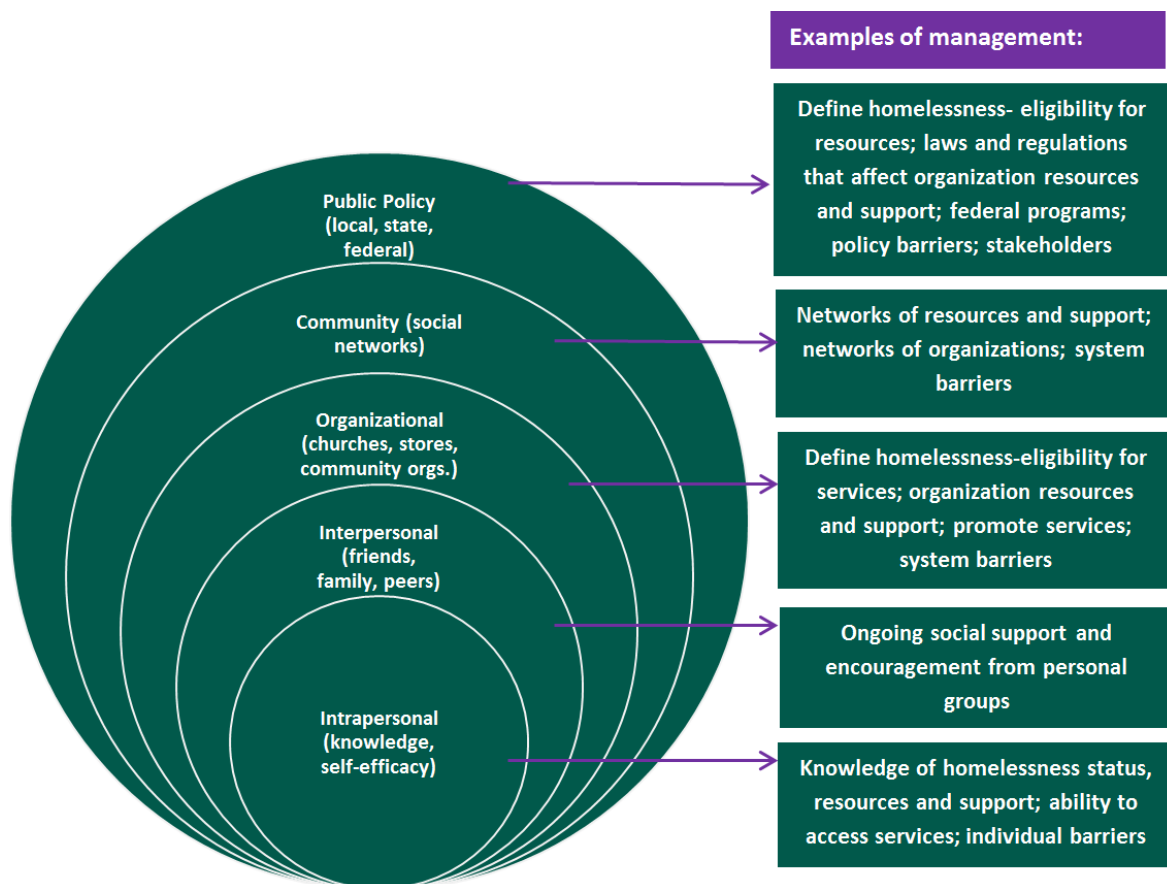


Figure E: Key Elements of a Social Ecological Model Relevant to the Management of Homelessness (adapted from Davidson et al. 2016: 19)

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. Similarly, a county and its housing department typically are formal structures that develop and enforce policies, laws, and regulations regarding 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 organizations (CoCs), 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 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).

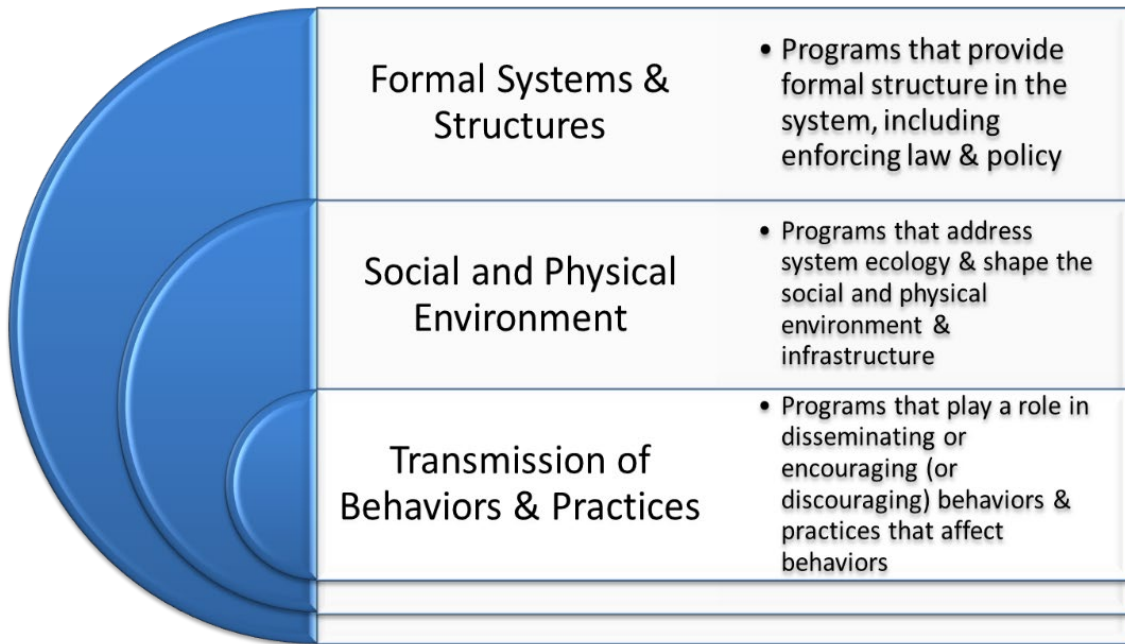


Figure F: Three Primary Socio-Ecological Dimensions of the Homelessness System

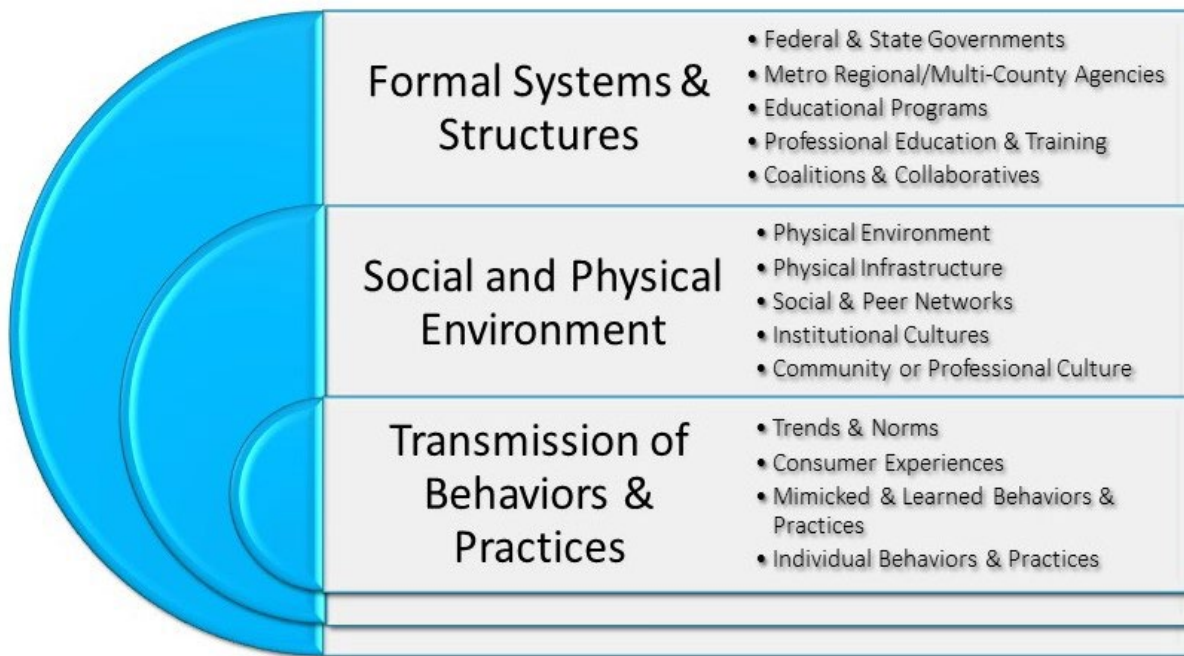


Figure G: Elements of Socio-Ecological Dimensions of the Homelessness System

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. 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 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 the needs and interests of the community that seeks to address homelessness. A well-functioning and successful system will have all 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 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, from past projects of this type, that it is important to classify each Kansas City homelessness program according to the degree to which it serves one or more of the following fifteen essential systems functions. Each function category label is followed by a brief explanation of the nature of its role within the system.

- **System Organization and 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 and 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, and 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, 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 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 and 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 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 changes to law, policy and/or programs to decrease homelessness or its implications.
- **Professional Education and 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 and 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 and 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 to aid those in imminent danger of 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 and 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 Greater 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 333 programs, housed in 214 organizations, operating as of December 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 sizes. 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.

County	2021 County Population	Population Below \$25,000/year		% of Region Population Below \$25,000
		Percent of County Below \$25,000	Number of People in County	
Jackson (Missouri)	716,862	19.4%	139,070	7.0%
Platte (Missouri)	108,569	9.6%	10,423	0.5%
Clay (Missouri)	255,518	11.6%	29,640	1.5%
Cass (Missouri)	109,638	12.0%	13,157	0.6%
Johnson (Kansas)	613,219	8.4%	51,510	2.6%
Wyandotte (Kansas)	167,046	22.2%	37,084	1.8%
Regional Total	1,970,852	14.2%	280,884	14.2%

The Organizations of the Kansas City “System”

As noted in the introduction, we identified 214 organizations in the six-county region that house one or more homeless programs. The majority of these programs, about 61 percent, are hosted and operated by nonprofit organizations; about 35 percent are operated or hosted by government agencies; and three percent are collaboratives. (Reminder: Not all these organizations’ programs provide direct service to the homeless – some are funders, some are policymakers, some are multi-purpose governmental entities, etc.) Only slightly more than two percent of the programs we catalogued are operated by for-profit businesses (the rest did not report sector category).

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	5	0	0	5	0
\$250,000 - \$499,999	6	0	0	6	0
\$500,000 - \$999,999	11	0	0	11	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	13	0
More than \$10,000,000	85	0	59	26	0
Unknown	47	6	15	23	3
Total Number of Organizations	214	6	74	130	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 36 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 of agencies that are nonprofits have budgets of from \$1 to \$5 million; ten percent of the nonprofit programs’ agencies have budgets between \$5 and \$10 million; and it should be noted that about 15 percent 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 data for about 22 percent of host organizations. This includes most collaboratives, because collaboratives network with many yet 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

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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 those at imminent risk of becoming homeless), they help all who apply for such assistance. Even though they are not included in our database, these organizations are relevant to understanding aspects of the issue of homelessness in the region.

Table 2B: Host Organization Budget Size and Scope of Organization (n = 214)

Budget Size (Range)	Neighborhood	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	1	0
\$250,000 - \$499,999	0	5	0	1	0	0
\$500,000 - \$999,999	1	3	0	2	5	0
\$1,000,000 - \$2,499,999	0	11	0	1	5	3
\$2,500,000 - \$4,999,999	0	6	0	6	3	2
\$ 5,000,000 - \$9,999,999	0	2	0	8	2	1
More than \$10,000,000	0	9	41	8	19	8
Unknown	4	18	3	11	6	5

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 of annual budget size as well as the number that serve each county. Sixty-two organizations (29 percent) 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 said, 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.

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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.

	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	5	4	2	2	2	2	3
\$250,000 - \$499,999	6	3	0	1	1	1	0
\$500,000 - \$999,999	11	7	4	4	3	3	5
\$1,000,000 - \$2,499,999	20	16	8	8	7	6	8
\$2,500,000 - \$4,999,999	17	14	10	9	7	8	9
\$ 5,000,000 - \$9,999,999	13	11	8	8	6	6	6
More than \$10,000,000	85	49	35	38	0	35	33
Unknown	47	34	13	16	13	17	13
Column Totals	214	146	86	89	80	80	78
Note: 62 of the 214 host organizations (29 percent) report they operate programs in all six counties.							

Essentially all 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 is 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 identified 12 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 (HUD). 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 brings greater depth and clarity to our understanding of the region’s activities 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

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reports on how many programs operate in each county. It should be noted that 109 of the programs in our database (i.e., 33 percent) report they work in all of the six counties (for at least the most common types of programs). The column labeled “% of All Programs Serve This County” reports for each county the percentage of all of the region’s homeless programs that are working in that county.

County	Total Number	% of All Programs Serve This County	Govt	Nonprofit	Collaborative	For-profit
Jackson	252	76%	55	189	4	4
Platte	147	44%	40	104	0	3
Clay	156	47%	46	107	0	3
Cass	137	41%	43	91	0	3
Johnson	146	44%	43	100	1	2
Wyandotte	147	44%	37	106	2	2

Note: 109 of the 333 programs (33 percent) report they serve in all six counties.

Table 3B identifies the homelessness mission focus or type for each of the direct service homeless intervention programs. These category labels 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

Homeless Program Mission Type	Number of Programs	Percentage of All
Prevention (Specific to Homelessness Intervention)	125	38%
Transitional Housing	57	17%
Permanent Housing Placement	44	13%
Emergency Shelter	33	10%
Rapid Re-Housing	28	8%
Permanent Supportive Housing	13	4%
Public & Indian Housing	12	4%
Short-Term Facility	4	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%

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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).

Program Mission Type	Total	Jackson	Platte	Clay	Cass	Johnson	Wyandotte
Prevention	152	109	67	69	61	63	63
Transitional Housing	57	53	34	33	31	31	30
Permanent Hsg Placement	44	36	26	29	25	27	26
Emergency Shelter	33	30	14	14	13	14	14
Rapid Re-Housing	28	18	8	12	7	10	10
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	4	3	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: 109 of the 333 programs (33 percent) report they serve in all six counties, for at least the most common types of programs. Note: Not all these programs provide *direct* services to the homeless.

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 metropolitan 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, operate at a metropolitan region 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 and Federal levels 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 (HUD), or the State of Missouri Department of Mental Health).

Program Geographic Scope*

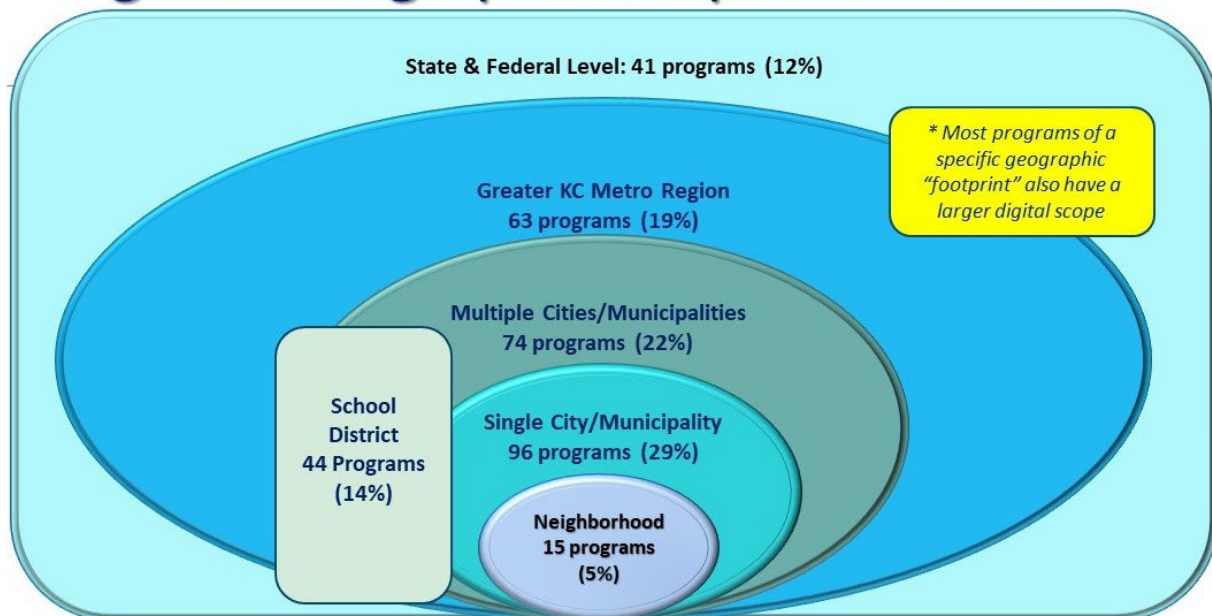


Figure H: Geographic Scale of the Region’s Homelessness Intervention Programs

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 direct 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 database requires that the program exist to provide the assistance only to those who are homeless.)

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Type of Support Service	Total		Percent of Each Service Operated by Sector			
	#	% of all 333	Collaborative	Govt	Nonprofit	Profit
Various “Other” (Shower, Laundry, etc.)	150	45%	1%	36%	62%	1%
Outreach: Housing Information	143	43%	3%	26%	72%	1%
Outreach: Street-Level	76	23%	7%	8%	85%	0%
Transportation	69	21%	0%	65%	35%	0%
Food Assistance	58	17%	4%	2%	94%	0%
Budget Education	47	14%	0%	2%	98%	0%
Clinical Treatment	43	13%	2%	7%	91%	0%
Medical Needs	40	12%	2%	10%	87%	0%
Case Management	39	12%	0%	20%	80%	0%
Utility Assistance	34	10%	0%	9%	91%	0%
Emergency Shelter	33	10%	3%	9%	88%	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	5%	0%	0%	100%	0%
Electronic Communic. Access	18	5%	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

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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).

Type of Support Service	Total	Number of Support Programs Serving This County					
		Jackson	Platte	Clay	Cass	Johnson	Wyandotte
Various "Other" (Shower, Laundry, etc.)	150	102	48	52	46	50	49
Outreach: Housing Information	143	119	75	81	64	70	73
Outreach: Street-Level	76	63	23	23	19	24	24
Transportation	69	37	19	23	20	16	14
Food Assistance	58	48	22	23	18	22	26
Budget Education	47	43	27	27	25	23	25
Clinical Treatment	43	38	21	22	20	23	20
Medical Needs	40	36	19	20	16	17	14
Case Management	39	33	26	26	22	26	27
Utility Assistance	34	27	11	13	7	7	9
Emergency Shelter	33	30	14	14	13	14	13
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	18	11	13	10	11	12
Bill Paying & Budgeting	18	17	9	9	8	8	9
Electronic Communic. Access	18	17	11	12	9	9	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,

Setting or Location of Delivery	Number of Programs	Percentage of All
Organization's Own Facilities	258	78%
• Safe Haven Housing	6	2%
• SRO Housing	1	>1%
• Emergency Shelter	33	10%
• Motel Voucher	1	>1%
• Bridge Housing	2	>1%
Outreach:		
• Street Level	61	18%
• Online Information	154	46%

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; nearly all of the program mission types listed in Tables 3B and 3C (earlier in this report) provide their services at their organization’s own facilities. It is interesting to observe that nearly one-fifth 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 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 have a specific focus on addressing 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 focus of serving *homeless refugees*. As such, the programs listed for each focus report they have specialized capacity to address the needs of that 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 in each state reports they exist to serve only Native Americans or Hispanics. 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 are also only two programs focused on serving the homeless elderly, but it is likely that programs serving the general homeless population are serving the elderly as part of their general service (without making it a special focus). 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.

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It is important to note that the totals of the number of programs listed in 5A and following tables exceeds the regional total of 333 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 homeless families with children and low income homeless, or programs that offer health care programs and insurance programs that also report their mission includes education.

Special Population Focus	Total	Number of Programs Serving in This County					
		Jackson	Platte	Clay	Cass	Johnson	Wyandotte
Families with children (HH)	21	18	6	7	6	6	8
Young adults (18 - 24)	22	21	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	12	12	1	1	1	2	2
Elderly	2	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	5	3	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+	5	4	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	10	13	9	5	8
Gender: All	289	208	124	133	114	125	127
Gender: Women	27	27	15	15	15	14	13
Gender: Men	15	15	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

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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 333 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

Population	Total	Percent of Each Special Population’s Service Providers Operated by Each Sector			
		Collaborative	Govt.	Nonprofit	For-Profit
Families with children	21	5%	0%	95%	0%
Young adults (18 - 24)	22	5%	9%	86%	0%
Unaccompanied minor	59	2%	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	12	8%	0%	92%	0%
Elderly	2	50%	0%	50%	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	5	0%	20%	80%	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+	5	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	289	2%	35%	61%	1%
Gender: Women	27	0%	0%	100%	0%
Gender: Men	15	0%	7%	86%	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 certain 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 database clearly serve some very unique niches for the homeless population, such as sex offenders, those with addiction disorders, and the reentry (i.e., 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 or system monitoring and accountability. 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 are additional insights that can be gained by examining the blend of funding sources that support the various elements of the system. Funding sources are the focus of the next section of this report.

Where Do Programs Get Their Funds?

Tables 6A and 6B 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; these tables explain the range of sources and the share of support these sources provide for programs in this system. Indeed, it must be noted: There are fewer governmental *sources* of funds for programs in this system, however, the *amounts* these governmental sources provide dwarf the amounts of money that programs currently 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 systems addressing other wicked problems in society) is that governmental funds address those aspects of the system that have larger, more mainstream appeal and support; nonprofit funds tend to go to support programs that operate in local settings and/or are operating in smaller and more specialized niches that call for less common and less widely-embraced (in a political sense) approaches to addressing needs. Programs that do not have widespread public support (e.g., due to the nature of their clients, or to the ways that needs must be met) typically will have less governmental support and will need to seek more private support (i.e., funds from individual donors, foundations, etc.).

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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), individual donations and gifts. About half of all programs in the region secure funds from these private nongovernmental 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 amount of money each program secures from most of its 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 (as well as other sources). About one-fourth of programs received funds from two large federal government agencies: FEMA and HUD. In general, we see that these programs 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	48%
Fundraising: Individual Donations & Philanthropic Gifts	139	42%
Federal: FEMA	74	22%
Federal: HUD	69	21%
Earned Income (fees for services, thrift stores, fees, etc.)	36	11%
State of Missouri	50	15%
Other Revenue Sources (e.g., Investment income & ARPA & other Federal Funds)	26	8%
City-level Funds & Grants	43	13%
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 11 percent of all the homeless programs of the metropolitan region secure at least some of their funds from earned income sources - in other words, from operations of 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 Kansas City’s

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programs secured 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).

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 nationwide 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 many cases, some funds not expended 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 category of homeless programming in the region drew upon. The percentages presented in this table state the percentage of all of programs explicitly serving each specific population category that drew at least some of their funding from each of the listed sources. This table reports 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

Table 6B: Key Funding Sources for Special Populations Programs

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.

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Special Population Focus	Total (#)	Share of Special Populations Programs Receiving Funds Per Source (percentages of programs using the source)						
		Fdns & UWs	Donors & Gifts	FEMA	HUD	State of MO	City/County	Earned Income & Other ⁴
Families with children	21	86%	76%	57%	19%	10%	29%	67%
Young adults (18 - 24)	22	77%	68%	27%	55%	36%	41%	68%
Unaccompanied minor	59	25%	24%	10%	12%	8%	15%	41%
Runaway/Rejected youth	58	24%	22%	10%	12%	9%	16%	40%
Pregnant/parenting youth	10	100%	80%	70%	50%	50%	50%	100%
Veterans	20	30%	25%	50%	10%	5%	5%	20%
Single adult males	12	25%	50%	8%	0%	0%	50%	42%
Elderly	2	100%	100%	0%	100%	0%	50%	50%
Re-entry (criminal history)	10	70%	70%	40%	10%	70%	0%	40%
Transient/seasonal/nonpermanent	0	-	-	-	-	-	-	-
Persons experiencing domestic violence	9	100%	100%	89%	89%	44%	29%	100%
Persons experiencing a physical disability	5	40%	40%	0%	60%	0%	60%	20%
Persons with a developmental disability	5	20%	20%	0%	60%	20%	40%	20%
Persons experiencing addiction disorder	17	53%	35%	6%	29%	12%	18%	59%
Persons experiencing mental illness	14	36%	21%	7%	57%	21%	21%	43%
Persons living with HIV/AIDS	1	100%	100%	0%	100%	0%	0%	100%
LGBTQ	5	100%	100%	0%	80%	0%	20%	20%
Immigrant	1	100%	100%	100%	0%	0%	0%	0%
Refugee	2	100%	100%	100%	0%	0%	0%	50%
Income qualification (Low)	26	27%	15%	4%	50%	19%	12%	35%
Gender: All	289	44%	37%	22%	21%	14%	20%	42%
Gender: Women	27	93%	81%	59%	33%	26%	11%	59%
Gender: Men	15	47%	67%	7%	0%	20%	13%	67%
Race: All	321	0%	0%	0%	0%	0%	2%	37%
Race: Native American Focus	1	100%	0%	0%	0%	0%	0%	100%
Ethnicity: Hispanic focus	1	100%	100%	100%	0%	0%	0%	100%
Other: Sex Offenders	1	0%	0%	0%	0%	0%	0%	100%
Other: Trafficked	3	100%	100%	0%	0%	33%	0%	33%

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).

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. (*Please note: these percentages reflect the percentage of programs that receive at least 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.*)

System Functions and Levels

As reported earlier, we identified 333 homelessness intervention programs operated by 214 organizations in the six core counties of the Greater Kansas City metro region in 2023. 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 15 systems functions described earlier in this report). The typical program in our database addresses about three of these system functions, although some address as many as six or seven different functions. The overall results are summarized in this section of this report and presented in more detail in the tables and appendices. Tables 7A, 7B, 7C, and 7D 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 can be drawn from the database.

- **System Organization and Service Integration:** This function includes programs that organize, coordinate, and/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.
 - *In Kansas City’s homelessness intervention system, 17 programs (about five percent of all programs) in 14 organizations engage in the functional work of System Organization and Service Integration. Eight are governmental, including two federal agencies, and nine programs (including four that are CoCs) are nonprofits, each serving one of four geographic areas (i.e., none serve 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. Seven of these programs cover only one city, the largest of which is the Kansas City, Missouri, Zero KC strategic homelessness initiative. (See the section on collective impact, presented later in this report, for additional discussion on this category and its relevance to the other functions that are integral to the collective impact approach).

- **System Monitoring and Accountability:** This function includes programs that establish and monitor performance and accountability benchmarks and standards for the region’s homelessness intervention ecosystem, or programs and organizations that are active within it, and that evaluate and 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.

- *In Kansas City's homelessness intervention system, 16 programs (five percent of programs) in 12 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) entities 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 report 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, 21 programs (six percent of programs), in 17 organizations, engage in one or more aspects of the functional role of Research, Knowledge Management, and System Innovation. Fourteen are nonprofit, four are governmental, and two are cross-sector collaboratives.*

The programs that report 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. Some programs provide their own funds and allocate them, while others serve as a conduit and merely allocate resources from other sources. None of the programs in this category focus specifically on delivering front-line services to the homeless (although most provide funding to the service providers).
 - *In Kansas City's homelessness intervention system, 38 programs (11 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. 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 and 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, 21 programs (six percent) in 19 organizations engage in work in the functional area of Law and Policy. Sixteen are local government programs and four are nonprofit programs (two are CoCs for the largest counties).*

Most of the local unit of government entities are cities with large active housing authorities, and two nonprofits (in addition to the two largest CoCs) 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 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 nine organizations engage in activities in the functional area of Advocacy and Mobilization. Seven are nonprofit organizations.*

There are relatively few programs in the region that engage in Advocacy and Mobilization; 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., eviction intervention, personal budgeting, and other challenges relevant to the homeless client population). It also includes training on how to use funding and infrastructure systems (e.g., to assist clients, help programs 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 (HUD).*

There are very few programs in the region that exist for the purpose of Professional Education and Workforce Development on homelessness. However, it is important to note there are numerous programs that engage in education and training and development as part of their much larger portfolios of programming. A key example would be colleges and universities that educate social workers and similar professionals and paraprofessionals to pursue careers as professionals, managers, and a myriad of front-line intervention and direct service providers. None of these education institutions or programs is listed in our database because they do not exist primarily for the purpose of

intervening in homelessness (even though the homelessness intervention 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, 202 programs (61 percent of programs) in 140 organizations invest at least part of their energy in the work of Communication and Information Dissemination. One-third are governmental programs, and two-thirds are nonprofit programs. Nearly all front line, homeless-serving programs include as part of their work Communication and Information Dissemination about homelessness and the resources available in the community to help people cope with it. Three of the programs in this function are units 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) in 134 organizations invest at least part of their energy in one or more aspects of Consumer Counseling and Education. As is true for the function of Communication and Information Dissemination, nearly all front line, homeless-serving programs include as a part of their work one or more aspects of counseling or education to help their clients cope with their homelessness challenges. Three of the programs in this function are units of for-profit organizations.*

As the above statistics suggest, substantially all programs engaged in front-line service delivery in the region’s homelessness system engage to at least some degree in the work Consumer Counseling and Education. Few focus solely on this work, but almost all include this function as a part of their work. These programs are based in 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 those on the verge of homelessness avoid or moderate the conditions that lead to homelessness.
 - *In Kansas City’s homelessness intervention system, 125 programs (38 percent of all programs) engage in work related to the function of homelessness prevention. As explained elsewhere in the report, the programs listed for this function operate primarily in homelessness specific organizations and settings. This segment of the database does NOT include the myriad of agencies and programs that help those who are housed and are trying to avoid becoming homeless (as illustrated in the general*

categories identified in Figures A and B of this report. (For this reason, this database does not include the large range of programs across the region that work to address aspects of poverty and poverty reduction, such as job training and education programs, personal finance literacy and budget training programs, and much more.)

More than one-third of the programs listed in the database focus at least partially on prevention, and there is extensive variation 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 programs listed for those functions, these programs are based in organizations that range from federal to state to local government agencies to more than 100 nonprofit programs.

- **Service Referral and Coordination:** This function involves referral and coordination of services for those who seek help navigating and securing homelessness assistance options.
 - *In Kansas City’s homelessness intervention system, 233 programs (about 70 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. A few are based in collaboratives and a few in for-profit businesses.*

The programs that address this function work in the part of the system that lies between prevention (and Communication and Information Dissemination) and direct services and support for those who are homeless. These programs address homelessness by working directly with clients, usually with some attention to the work of service coordination 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 help the homeless find, connect with, and become engaged with the resources and services they need. One set of programs that is at the core of this work is 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, 40 programs (about 12 percent) in 31 organizations engage at least partly in the work of Emergency Intervention. Almost all of these are nonprofit front-line direct service delivery programs that (at least partially) engage in the work of Emergency Intervention.*

Many of these programs provide their services via street outreach activities 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 temporarily house those with emergency needs (along with those whose needs are more ongoing). These include reStart, Synergy, City Union Mission, and the Salvation Army, for example. It should be noted that there are many other organizations that provide one or more forms of emergency assistance but do not focus explicitly or solely on those experiencing homelessness (e.g., medical care providers who serve the homeless but do not limit their work to the homeless); these programs are not listed in this database since they do not specialize or focus specifically on the homeless and their needs. Examples of such programs and organizations range from the Kansas City Care Clinic to all of the nonprofit and for-profit hospitals in the region.

- **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 (19 percent) in 59 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 Services, 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 (VA) and 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, 98 specialized programs (29 percent) in 59 organizations provide some form of Special Needs Services. 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., restart, Kim Wilson Housing, the Catholic Charities organizations, 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, Footprints Inc., Kansas City Indian Center).

- **Housing Providers (Special Purpose Permanent):** This function identifies special purpose programs providing “permanent” housing that address the unique needs of specific segments of the broader homeless population.
 - *In Kansas City’s homelessness intervention system, 53 specialized programs (16 percent) in 38 organizations provide longer-term special purpose housing. Twenty-*

one of these programs are governmental programs (including 10 local government housing authorities), and 31 are housed in nonprofits.

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 qualify them for specialized governmental housing authority assistance). Among the nonprofit programs in this category 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 play roles 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 programs that have similar kinds of impact for the system. A key example is the Continuum of Care (CoC) organization, which serves as a formal structure that coordinates and facilitates the acquisition of federal funds that are distributed to other entities (programs) in a region’s homelessness intervention system. From a functional 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 intervention in the problem of homelessness. Typically, these programs 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 Workforce Development” function, government 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 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. Such programs that try to have an influence or impact of this type are included in this category. Programs that create or influence the built environment (i.e., physical structures) also are included in this category – programs such as homeless shelters, homeless day centers, and other facilities focused on 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, and even professional associations. 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 identified in this category.
 - b. In “Professional Education and Workforce Development,” professional associations actively influence the behaviors of professionals (e.g., social workers, counselors, street workers). Thus, programs that work to influence professionals’ and other service providers’ behaviors, norms, and/or practices are included in this functional category.

Table 7A reports the number of programs in the region serving the functions of the homelessness intervention system. Many programs serve more than one function. The functions listed in the rows toward 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 lower rows of the table are much more focused on front-line service delivery to individuals and families, so we see (as was described in the previous section of this report) that there are many more of them and much of their focus is on social and physical environs and the behaviors and practices of individuals.

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Table 7A: Mapping the System Functions & Socio-Ecological Levels of Focus (The number of the 333 programs in the region’s system that address each function)								
Function	Number of System Programs		Formal Structure		Social & Physical Environment		Transmission of Behaviors/Practices	
			#	%	#	%	#	%
System Organization & Integration	17	5%	10	3%	15	5%	6	2%
System Monitoring & Accountability	16	5%	14	4%	12	4%	3	< 1%
Research, Knowledge Mgmt., System Innovation	21	6%	11	3%	18	5%	11	3%
Funding, Finance, & Resource Allocation	38	11%	33	10%	36	11%	14	4%
Law & Policy	21	6%	14	4%	17	5%	8	2%
Advocacy & Mobilization	10	3%	1	< 1%	9	3%	7	2%
Professional Education & Development	9	3%	0	0%	7	2%	9	3%
Communication & Information Dissemination	202	61%	3	1%	100	30%	197	59%
Consumer Counseling & Education	178	54%	1	< 1%	123	37%	178	54%
Prevention Services (Specific to Homelessness)	125	38%	4	1%	59	18%	119	36%
Emergency Intervention	40	12%	3	< 1%	38	11%	38	11%
Transitional Housing Assistance	64	19%	7	2%	54	16%	59	18%
Special Needs Services	98	29%	1	< 1%	78	23%	97	29%
Service Referral & Coordination	233	70%	5	2%	194	58%	224	67%
Housing Providers (Special Purpose Permanent)	53	16%	26	8%	50	15%	52	16%

The Geographic Character of Programs for Each System Function

Table 7B 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

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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	Total Per Function	Neighborhood (n=15)	Individual City (n=96)	School District (n=44)	Multiple Cities (n=74)	Metro Region (n=63)	State/Federal (n=41)
System Organization & Integration	17	0	7	0	6	0	4
System Monitoring & Accountability	16	0	5	0	7	1	3
Research, Knowledge Mgmt., System Innovation	21	1	2	0	11	2	5
Funding, Finance, & Resource Allocation	38	0	2	0	6	17	13
Law & Policy	21	0	13	0	6	0	2
Advocacy & Mobilization	10	0	1	0	3	4	2
Professional Education & Development	9	0	1	0	0	0	8
Communication & Information Dissemination	202	8	50	44	46	35	19
Consumer Counseling & Education	178	2	51	44	41	26	14
Prevention Services (Specific to Homelessness)	125	4	39	0	40	29	13
Emergency Intervention	40	1	19	1	7	10	2
Transitional Housing Assistance	64	1	18	0	21	14	10
Special Needs Services	98	3	28	1	25	23	18
Service Referral & Coordination	233	13	65	44	50	41	20
Housing Providers (Special Purpose Permanent)	53	0	21	0	15	8	9

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Table 7C reports on a function-by-function basis the number of programs that serve in each of the six counties of this study.

Table 7C: Geographic Scope of Programs Addressing Each System Function (Number of the 333 programs that report 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	10	10	7	7	7
System Monitoring & Accountability	16	5%	13	11	11	8	9	8
Research, Knowledge Mgmt., System Innovation	21	6%	16	9	9	9	12	12
Funding, Finance, & Resource Allocation	38	11%	36	34	34	34	32	34
Law & Policy	21	6%	12	6	9	3	7	6
Advocacy & Mobilization	10	3%	8	6	6	6	8	6
Professional Education & Development	9	3%	9	8	8	8	7	7
Communication & Information Dissemination	202	61%	149	83	89	77	79	82
Consumer Counseling & Education	178	54%	128	74	77	68	70	73
Prevention Services (Specific to Homelessness)	125	38%	109	67	69	61	63	63
Emergency Intervention	40	12%	34	18	19	16	17	18
Transitional Housing Assistance	64	19%	60	38	37	35	35	34
Special Needs Services	98	29%	91	59	59	57	54	58
Service Referral & Coordination	233	70%	171	90	98	84	88	89
Housing Providers (Special Purpose Permanent)	53	16%	39	27	31	24	26	27

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

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Table 7D: System Function Funding Sources								
System Functions	Total	Percent of System Functions Receiving Funds from Each Source Type						
		Fdns & UW	Donation & Gifts	FEMA	HUD	Earned ⁵ Income	City/County	Other Sources ⁶
System Organization & Integration	17	47%	24%	0%	35%	29%	29%	41%
System Monitoring & Accountability	16	31%	13%	0%	38%	31%	13%	50%
Research, Knowledge Mgmt., System Innovation	21	33%	19%	0%	14%	14%	24%	29%
Funding, Finance, & Resource Allocation	38	8%	3%	5%	13%	5%	5%	29%
Law & Policy	21	10%	5%	0%	48%	5%	24%	8%
Advocacy & Mobilization	10	60%	30%	0%	10%	10%	10%	40%
Professional Education & Development	9	11%	22%	11%	0%	11%	11%	89%
Communication & Information Dissemination	202	56%	49%	30%	20%	21%	14%	30%
Consumer Counseling & Education	178	54%	49%	29%	20%	19%	14%	22%
Prevention Services (homeless specific)	125	78%	70%	42%	29%	27%	20%	31%
Emergency Intervention	40	70%	70%	35%	30%	18%	33%	40%
Transitional Housing Assistance	64	80%	72%	30%	30%	28%	4%	41%
Special Needs Services	98	74%	68%	41%	33%	26%	15%	33%
Service Referral & Coordination	233	56%	52%	28%	23%	21%	14%	30%
Housing Providers (Special Purpose Permanent)	53	53%	42%	30%	64%	21%	15%	25%

⁵ Earned Income includes fees for services, thrift store facilities rental fees, and other non-charitable ventures.

⁶ Other Sources funds include earnings on investments, miscellaneous state and federal funding sources such as Missouri Department of Mental Health, ARPA, VOCA, and U.S. Department of Education (including Title I).

Observations on the State of Development of the Greater 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 provides 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 other 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 region-level metrics that would be a valid basis for comparing the development of the Greater 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 other regions of the US, as well) 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, and 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 work 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 333 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.

Greater 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 HUD). Interestingly, however, only about a fourth of the region’s programs are funded by this extensive system. The rest of the system, which is comprised of

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.

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 populations), but the challenge is at least in part that those experiencing homelessness are not necessarily going to stay in just that one place. Thus, need 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 Greater Kansas City homelessness intervention system indicates that all the key functions identified as important by our advisory council and research team (based on reviews of the concept map literature described early in this report) do exist and they are (to at least some extent) being addressed by the programs now in operation in the Greater Kansas City 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 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 178 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 are 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.

The Greater Kansas City region has a modest yet seemingly functional set of advocacy and mobilization programs whose work addresses at least the basic 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 Greater 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, it could be argued this level of advocacy capacity is 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 we have not identified any formal entity that works to coordinate among all. The Mid-America Regional Council (MARC), the organization that is designed specifically and officially to provide coordination for many of the

Greater Kansas City metropolitan systems, has hosted some basic awareness building discussions but, to date, is doing relatively little to mobilize a coordinated regional response to homelessness.

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 social services and 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 funding and financing programs operating throughout the six counties, and to see the substantial diversity in sources of funding (e.g., governmental, philanthropic, earned income) supporting the work now underway. It must be noted that it is not possible (with the data of this project) 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 in the next section of this report, from the perspective of the region taking a "collective impact" orientation to addressing homelessness. 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 the Kansas City region as well.

Clearly, the largest number of homeless programs (about half of all programs) secure some of their funds from private nongovernmental sources. 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-third of programs received funds from one or both of two key federal agencies, FEMA and HUD. In general, we see that these programs 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 federal (and sometimes the state) government. *(As noted earlier: the percentages stated in this report (e.g., Table 7D) reflect the percentage of programs that receive some of their funding from particular sources, but these do not reflect the percentage of actual dollar amounts provided by specific sources to specific programs. We do not have that information.)*

As discussed earlier in this report, it is important to recognize 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 chose to allocate substantial amounts of funds to help

support community emergency assistance causes (and many of these included an element of homelessness programming). These special allocations initiatives now have begun to decline as other philanthropic priorities have come to the fore.

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 (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 will expire in December of 2024. Regardless of the merit or need for these additional resources, essentially none will remain available beyond 2024. Indeed, in many cases, the federal 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 (as reported in Table 5A), most of the programs we have identified provide services to the broad overall population of the region; 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 area of prevention, consumer counseling and education, and some treatment and short-term housing – although it must be noted that this study does provide data about quantity of need that would enable us 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 Black clients). That is a finding that may be worth further consideration. Might it be important to have more programs that focus on serving specific individual segments of the client population? 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 programs (e.g., city and county programs, certain multi-purpose agencies' programs, 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 that report they work in multiple parts of the region in reality not meeting all needs (especially in parts of the region 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 service delivery locations to receive 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. This was not a part of our research. However, the next generations 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 does not enable us to evaluate aggregate program adequacy given the numbers of clients each program serves. 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 Greater Kansas City homelessness intervention system, we have not attempted to identify every organization and program that has any impact on the issue. (We suggest the reader review Figures A and B at the beginning of this report to gain a more complete sense of the range of programming that is related to but beyond the scope of this research.) In fact, there are hundreds of programs and organizations that deserve acknowledgement for their relevance to addressing homelessness. For the purposes of this study, we find it necessary to discuss these only in general terms. But we want to note them. 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 Greater 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 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 some type 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 Greater 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 Greater Kansas City’s “System” Have a Region-wide Collective Impact?

Most people engaged in the work to address homelessness in the Greater Kansas City region would agree 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 classic example of the kind of community problem that calls for a collective impact approach.

As a part of this project, we have examined our data to assess the degree to which Greater 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 basic integration among organizations that can be challenging for a large bistate metropolitan community to execute. Successful action for collective impact requires that all programs of the region come together to develop all five of the following conditions (Hanleybrown, Kania, and Kramer, 2012):

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- **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**
 - Collective impact requires a discrete structure (an 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 Greater Kansas City research; 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 (although focused at the system level, not the individual consumer level); Funding, Finance and Resource Allocation (also 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 a program is focused on the region and the formal structures and systems level (and much less on the transmission of behaviors and practices at the individual level); the scope of the initiative’s orientation and work must be metro regional. Tables 8A and 8B present Greater Kansas City data for these seven functions. (The data in Tables 8A and 8B are drawn from the systems functions tables presented earlier in this report.)

Table 8A: Collective Impact-Related Functions Present in Ecosystem

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Function	Number & % of Programs		Formal Structure		Social & Physical Environment		Transmission of Behaviors/Practices	
			#	%	#	%	#	%
System Organization & Integration	17	5%	10	3%	15	5%	6	2%
System Monitoring & Accountability	16	5%	14	4%	12	4%	3	< 1%
Research, Knowledge Mgmt., System Innovation	21	6%	11	3%	18	5%	11	3%
Funding, Finance, & Resource Allocation	38	11%	33	10%	36	11%	14	4%
Law & Policy	21	6%	14	4%	17	5%	8	2%
Advocacy & Mobilization	10	3%	1	< 1%	9	3%	7	2%
Communication & Information Dissemination	202	61%	3	1%	100	30%	197	59%

Table 8B: Scale of Programs Serving Collective Impact Functions

Function	Number of Programs		Individual City	School District	Multiple Cities	Metro Region	State/Federal
			(n=96)	(n=44)	(n=74)	(n=63)	(n=41)
System Organization & Integration	17	5%	7	0	6	0	4
System Monitoring & Accountability	16	5%	5	0	7	1	3
Research, Knowledge Mgmt., System Innovation	21	6%	2	0	11	2	5
Funding, Finance, & Resource Allocation	38	11%	2	0	6	17	13
Law & Policy	21	6%	13	0	6	0	2
Advocacy & Mobilization	10	3%	1	0	3	4	2
Communication & Information Dissemination	202	61%	50	44	46	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 have no evidence that suggests 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 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. The current level of “system” fragmentation likely works against options for taking a region-wide collective impact approach in the near-term future.

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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 database, 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 AC 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 AC met to review the information and advise the research team on ways to refine the project to help ensure 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 Greater 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 AC members to increase the completeness and accuracy of the data set, validate whether each listed program was appropriate to include in the database, and 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 333 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 AC and, subsequently, shared with all who cared to attend an online webinar report on the project findings. The results were presented again in October 2023, as an interactive webinar for professionals in the homelessness intervention field, and again in November 2023 with members of the Kansas City, Missouri, Zero KC project. Participants were invited to discuss the results and their implications for the homelessness intervention "system," and the research team refined

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and updated this report and the database to ensure that it reflects current information as of December 2023. The Midwest Center is exploring options for engaging a community organization that would be willing to maintain and update the database following the conclusion of this project. The Center also will post on its website both the database and this 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 offers 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 homelessness challenge. 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 we report will offer useful “food for thought” as community 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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And the Project Research Team
The Midwest Center for Nonprofit Leadership
Henry W. Bloch School of Management
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Appendix II: List of All Programs and Organizations in the Database

Organization	Programs
12th Street House	Transition Living House
A Turning Point	Community Meals
	The Guest House
Amythyst Place	Supportive Housing
Ann & Gary Dickinson Charitable Trust	Funder
Archie R-V School District	McKinney Vento
Artists Helping the Homeless	Bohdi House Respite
	Finnegan Place
	Johnson County Food Ministry
	Re-Entry
Avenues of Life	Impact KCK
Belton School District 124	McKinney Vento
Benilde Hall	Permanent Housing
	Safe Haven
	Transitional Housing
BFMA - Budget and Financial Management Assistance	Financial Case Management
Bishop Sullivan Center	Aid
	First Month Rent
	Food Baskets
Blue Springs R-IV School District	McKinney Vento
Blue Valley USD D0229 School District	McKinney Vento
Bonner Springs/Edwardsville Unified School District D0204	McKinney Vento
Care Beyond the Boulevard	Medical Clinic
Caseworthy	HMIS Reporting
Catholic Charities of Kansas City - St. Joseph	Community Housing
	Veterans Rapid Rehousing
	Welcome Center
Catholic Charities of Northeast KS	Family Support Centers
	Refugee & Immigration Services
	Shalom House Men's Transitional Living Program
Center No. 58 School District	McKinney Vento
Central Avenue Center of Hope	Homeless Outreach
Childrens' Mercy	Lift Up KC
City Union Mission	Community Assistance
	Emergency Cold Weather Shelter
	Men's Shelter
	Women and Family Center
Clinton County R-3 School District	McKinney Vento
Commerce – Oppenstein	Funder
Community Action Agency of Greater Kansas City	Supportive Services
Community Assistance Council	Emergency Assistance
Community LINC	Community Housing Access

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	Home for Good
	Interim Housing
	Parenting Youth
Community Services League	Basic Needs Initiative
Comprehensive Mental Health Services	Crisis
COPS - Certified Outpatient Recovery and Transitional Housing	Transitional housing for substance abuse
Cornerstones of Care	Foster Care
Creative Innovative Entrepreneurs	Case Management
Cross-Lines Community Outreach – KCK	Basic Needs
	Housing Stabilization
De Soto USD D0232 School District	McKinney Vento
Della Lamb Community Services - Emergency Assistance and Social Services	Refugee Assistance
	Social Services
Dismas House of Kansas City	Department of Mental Health Pass Through Funding
	Michael's Place
Downtown Council	Funder
	The Human Service Committee
Drexel R-IV School District	McKinney Vento
Drumm Farm Center for Children	COMPASS
	Counseling Services
	Street Outreach
Dunn Family Foundation	Funder
East Lynne 40 School District	McKinney Vento
Economic Opportunity Foundation	Housing Services Program
El Centro Inc	Emergency Financial Assistance
Ellis Care	Emergency Assistance
Evangelical Children's Home	SteppingStone Youth Transitional Housing
Excelsior Springs 40 School District	McKinney Vento
Family Promise of the Northland	Becoming a Guest
	DAY CENTER
Footprints Inc.	Veterans Housing (Heroes Home Gate)
	Wayne D White Recovery Center (Outpatient Recovery)
	Women's Recovery House
Fort Osage R-1 School District	McKinney Vento
Free Hot Soup (FHS)	Free Hot Soup
Friends of Yates	Emergency Shelter
Gardner Edgerton School District D0231	McKinney Vento
God & Me Ministries	residential disability, substance abuse, mental health
Good Faith Network	DART (Direct Action & Research Training
Good Samaritan Center of Excelsior Springs, MO	Emergency Assistance
Grain Valley R-5 School District	McKinney Vento
Grandview Assistance Program	Jackson County Emergency Rental Assistance Program (ERAP)
Grandview C-4 School District	McKinney Vento
Greater Kansas City Coalition to End Homelessness (GKCCEH)	Coordinated Entry System
	Dashboards and reports

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	MO-604 Continuum of Care
	Notice of Funding Opportunity (NOFO)
	Point in Time Count
Greenwood Missouri Police Policy Manual	Homeless Persons 464.1
Guadalupe Centers	Family Support Services
Harrisonville Ministerial Alliance - Emergency Assistance	HMA Assistance
Harrisonville R-IX Schools School District	McKinney Vento
Health Forward Foundation	Funder
Health Outreach Foundation	Healthcare for the Homeless
Health Outreach Foundation Kansas City	Homeless Healthcare Program
Health Partnership Clinic	Support for Homeless
Heartland Center for Behavioral Change	Street Outreach Heartland Center Services
Heartland Center for Jobs & Freedom	Housing
Henry Bloch Family Foundation	Funder
Hickman Mills C-1 School District	McKinney Vento
Hillcrest Ministries of MidAmerica	Adult Transitional Housing Program
	Coordinated Entry Access - KC Northland, NW Missouri, Saint Joseph
	Rapid Re-Housing for Families and Youth - KC Northland and NW Missouri
	Youth Transitional Housing Program
Hillcrest Platte County - Transitional Housing	Our Program
Hope City	Emergency Cold Weather Shelter
Hope Faith Ministries Inc.	Hope Faith Homeless Assistance Campus
	Winter Cold Weather Shelter
Hope Haven of Cass County	Emergency Shelter
Hope House	Emergency Shelter
	Permanent Housing Program
Housing Authority - Excelsior Springs	Section 8 housing
Housing Authority - Independence	Section 8 housing
Housing Authority - Johnson County	Housing Choice Voucher Program
Housing Authority - Kansas City Kansas	Section 8 housing
Housing Authority - Kansas City, Missouri	Adult Programs
	Housing Choice Voucher Program
	Section 8 housing
Housing Authority - Lees Summit	Public Housing
Housing Authority - Liberty	Section 8 housing
Housing Authority - Olathe	Public Housing
	Section 8 housing
Housing Authority - Smithville	Section 8 housing
Housing Authority - Weston, MO	Section 8 housing
Impact KC - Greater Kansas City Community Foundation	Impact KC
Independence 30 School District	McKinney Vento
Institute for Community Alliance	Lead HMIS agency
Jackson County Children's Services Fund	Funder

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Johnson County Aging Services & Human Services	Rent assistance
	Utility Assistance
Johnson County Interfaith Hospitality Network	Transitional Shelter for Women & Men
Johnson County Mental Health	Permanent Supportive Housing
	Street Outreach
Journey to New Life, Inc.	Identification Assistance
	Reentry Case Managers & Rapid Rehousing
	Residential Program
Kansas City Eviction Project	Research
Kansas City Heroes	Housing Transitions
	Mats
Kansas City Indian Center	Food Pantry and Emergency Assistance for Low-Income American Indians
Kansas City Missouri	Zero KC
Kansas City Missouri Health Department	HMIS Reporting
Kansas City MO Parks and Rec	Scott Eicke Warming Center WAS at Garrison Community Center - Check out
Kansas City Public Library-Community Resources Division	Online Resource Directory
	Street Sheet
Kansas City Public Schools School District	McKinney Vento
Kansas City, Kansas Public Schools D0500	McKinney Vento
Kansas Housing Resources Corporation	Kansas Emergency Rental Assistance (KERA)
Kauffman Foundation	Funder
KC Tenants	Tenant Union
KCK Cold Weather Shelter	KCK Cold Weather Shelter
	Street Outreach
Kearney R-1 School District	McKinney Vento
Kim Wilson Housing	Beacon Homes
	Frank Williams Outreach Center
	Homeless Case Management
	Housing Opportunity Services
	Rapid Housing
	Rental Assistance Voucher Processing
KVC Health Care - Missouri	Foster Care
Lee's Summit R-VII School District	McKinney Vento
Legal Aid of Western Missouri - (Jamie Matarazzo - Homelessness Diversion)	Legal Help
Lenexa	Zoning Codes Allowing for Shelters
Liberty 53 School District	McKinney Vento
Life in full Transition	HMIS Reporting
Local Initiative Support Corporation (LISC)	System funder
Lone Jack C-6 School District	McKinney Vento
Lorraine's House	Transitional Living for Women in Recovery & Trauma
Lotus Care House	Housing Navigation Center
Love INC - Emergency Assistance	Emergency Rent and Utility Assistance
MCRC Mt. Carmel Redevelopment Corporation - Willa Gill Center	Transitional Housing

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Mental Health America of the Heartland	HUD funded housing for individuals with a mental health diagnosis
Metropolitan Lutheran Ministry	Permanent Supportive & Rapid Re-Housing (Grace Homes)
	Rent & Utility Assistance
Mid America Assistance Coalition (MAAC)	Low Income Home Energy Assistance Program (LIHEAP)
Mid-America Regional Council (MARC)	HMIS Lead Agency for Johnson County CoC KS-505
Midway R-1 School District	McKinney Vento
Missouri Balance of State Continuum of Care	MO-606 Continuum of Care
Missouri City School District 56	McKinney Vento
Missouri Connections for Health	Rural Unhoused Helpline
Missouri Department of Mental Health	Funder
	Missouri Supportive Housing Institute 2022
Missouri Department of Social Services	Low Income Home Energy Assistance Program (LIHEAP)
Missouri Housing Development Commission	Administration of (some) HUD Programs
Missouri Interagency Council on Homelessness	Data
	Online Resource Guide
Morning Glory Ministries	Emergency Assistance
Mothers Refuge	Shelter
Neighbor2Neighbor	Support to Homeless and Near Homeless
Neighborhood Legal Support of KC Inc.	HMIS reporting
Newhouse Domestic Violence Shelter	Emergency Shelter & Transitional Housing
North Kansas City 74 School District	McKinney Vento
North Platte R-1 School District	McKinney Vento
Northland Assistance Center	Client Advocacy Program
Oak Grove R-VI School District	McKinney Vento
Olathe Public Schools USD D0233	McKinney Vento
Ourspot	Lion House
	Outreach on Wheels
Park Hill School District	McKinney Vento
Phoenix Family Housing	Families First
Pieces Peaces	Fighting poverty and homelessness
Piper Unified School District D0203	McKinney Vento
Platte County R-III School District	McKinney Vento
Pleasant Hill R-III School District	McKinney Vento
Project 10-20	Cold Weather Shelter
Project Homeless Connect	Project Homeless Connect
R.C. Kemper Charitable Trust	Funder
Raymore-Peculiar R-2 School District	McKinney Vento
Raytown C-2 School District	McKinney Vento
Raytown Emergency Assistance Program	Rent and Utilities
REACH Foundation	Funder
Reconciliation Services	The REVEAL (Restore-Engage-Value-Encourage-Act-Lead)
Redemptorist Social Services Center	Financial Assistance
	Sack Lunches & Weekend Bags

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ReDiscover	Transitional Living for Young Adults
Relentless Pursuit Outreach and Recovery (RPOR) (formerly Christine’s Place Drop-In Center)	Christine's Place
ReScore	Credit Repair
Resident Relief Foundation	Rent assistance
reStart	A Good Street
	Family Services
	Permanent Housing
	Rapid Housing
	Safe Place
	Single Adult Services
	Street Outreach
	Veteran Services
	Wrap Around Services
	Youth Emergency Shelter
	Youth Street Outreach
	Youth Transitional Housing
River of Refuge	Transitional Housing Program
Rose Brooks Center	Domestic Violence Shelter
Safehome	Domestic Violence Shelter
Salvation Army	Crossroads Shelter
	Honk and Hollar
	HUD Permanent Supportive Housing
	Pathway of Hope
	Supportive Services for Veteran Families
SAMHSA	Funder
Save Inc	Emergency Assistance Program
	Pride Haven
	The Coordinated Entry System (CES)
Scraps KC	Homeless Person "Employment"
Serve the World	Impact Center Schools
Seton Center	Rent/Utility Assistance
Shawnee Mission School District D0512	McKinney Vento
Sheffield Place	Multibarriers services for Mothers
Shelter KC	Emergency Cold Weather Shelter
	Men's Services
	The Women's Center
Sherwood Cass R-VIII School District	McKinney Vento
Sisters in Christ	Carolyn's House of Faith
	Dahomey Center
	Habukkak House
	Serenity House
Smithville R-II School District	McKinney Vento
Speas Foundation at Bank of America	Funder
Spring Hill School District USD D0230	McKinney Vento
St. Michaels Veterans Center	St. Michaels Veterans Center
Strasburg C-3 Schools School District	McKinney Vento

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Sunderland Foundation	Funder
Swope Health	Imani House
Synergy	Domestic Violence Shelter
	Street Outreach
	Transitional Housing
	Youth Center
The Beehive	The Beehive
The Dignity Project	Shelter Planning Grant
The HALO Foundation	Housing
The LIGHT House	The LIGHT House Maternity Home
The Starfish Project Foundation	Blessing Bags
	Raleen's Kids
Transition Center of Kansas City (MO Dept of Corrections)	Transitional Housing for Re-Entry Men
Transitions for Life Foundation	Adult Housing Services
	Phoenix Program
	Titan Program
	YOUTH HOUSING PROGRAM
True Light Family Resource Center	Computer Center
	Emancipation Station
	Winter Cold Weather Shelter
Truman Heartland Community Foundation	Funder
Turner Unified School District D0202	McKinney Vento D0204 Piper Unified School District D0203
Unified Government	Draft 2023 Annual Action Plan
	Emergency Solutions Grant (ESG)
United Community Services of Johnson County	Continuum of Care Johnson County
	Emergency Food and Shelter Program APRA-R Funds
	KS-505 Continuum of Care
United Services Community Action	Need Help Paying Bills
United States Department of Education	McKinney Vento Students in Transition
United States Department of Housing and Urban Development	2022 - 2026 Strategic Plan
	Community Development Block Grants (CDBG)
	Continuum of Care (CoC)
	Emergency Solution Grants (ESG)
	Funding
	Housing Opportunities for Persons with Aids (HOPWA)
	Investment Partnerships (HOME)
	Public Housing & Voucher Programs
	Shelter Plus Care
United States Department of Veterans Affairs	Community Resource and Referral Centers (CRRC's)
	Health Care for Homeless Veterans (HCHV)
	Homeless Patient Aligned Care Teams (HPACT's)
	Homeless Providers Grant and Per Diem (GPD)
	Homeless Veteran Community Employment Services (HVCEs)
Homeless Veterans Dental Program	

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	KCVA - Emergency Housing for Veterans
	Permanent housing
	Supportive Services for Veterans Families
	Transitional housing
	VA Supportive Housing (HUD-VASH)
United Way of Greater Kansas City	211
	Program Funder
Unity Southeast	Winter Cold Weather Shelter
University Health	Drop in for homeless person mental health
	TruFutures
	TruRoots
Uplift Organization Inc	Mobile Street Outreach
Urban Neighborhood Initiative (UNI)	Promoting Equitable Neighborhoods (PEN) Workgroup
Veronica's Voice	Residential Program
Veterans Community Project (housing, VASH)	VCP Village
	VETERANS OUTREACH CENTER
West Platte R-II School District	McKinney Vento
Westport Presbyterian Church	Bag Lunch
	Showers & Laundry
William J. Brace Charitable Trust	Funder
William T. Kemper Foundation	Funder
Working Families Friend	Roof Over Head
Wyandot Center for Community Behavioral Health	HMIS Data Reporting
	Walk-In Mental Health Clinic