



National Coalition for the Homeless

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The admin. believes in extending educ. opport. to all children.

The Education for Homeless Children Act, passed by the General Assembly of the State of Illinois and enacted last September, strengthens the requirements under the federal Education for Homeless Children and Youth program under the Stewart B. McKinney Homeless Assistance Act.

Under Illinois's Education for Homeless Children Act, school districts are required to enroll homeless children immediately even if the parents or guardians are unable to produce medical records, proof of residence, or other documentation normally required for enrollment. If the child should need immunizations, the school must promptly refer the child for those immunizations. The school district must also provide transportation for the child to attend school. If the child is attending a school outside of the school district in which he or she resides, the district where the child resides and the district where the child attends school, must share equally the cost of transporting the child to and from school. These provisions are stronger than those required under the McKinney Act.

According to sources in Illinois, the State has not been very active in enforcing the Education for Homeless Children Act. Information regarding the Act has not been widely distributed.

Under the McKinney Act, the State Coordinator for Illinois coordinates and collaborates with different State and local agencies and organizations to provide services to homeless children and youth. The State Coordinator also works to raise awareness in schools and communities about the unique problems that homeless children and youth have enrolling and succeeding in school.

According to the most recent count of homeless children and youth in Illinois, submitted to the U.S. Department of Education in December, 1993, there over 5,000 homeless children in the State. Counts provided by States are very likely low estimates of the actual number of homeless children because of the enormous difficulties involved with counting. The overall count provided by States of homeless children and youth nationwide more than doubled between 1991 and 1993. The Department's recently released Report to Congress indicated that there are close to 750,000 identified homeless children and youth in the U.S. Of those children identified in Illinois, the State reported that almost 800 were not attending school.

The purpose of the federal Education for Homeless Children and Youth program is to provide formula grants to the 50 States, the District of Columbia, and Puerto Rico and reserve funds for the Bureau of Indian Affairs and the outlying areas, to enable them to provide all homeless children and youth equal access to the same free, appropriate public education, including preschool education, as provided to other children and youth. State educational agencies (SEAs) and school districts receiving subgrants are required to review and revise any policies which may act as barriers to the enrollment, attendance, and success in school of homeless children and youth. SEAs must establish or designate an Office of Coordinator of Education of Homeless Children and Youth and develop and implement a State plan to carry out the purposes of this Act.

The Education for Homeless Children and Youth program has been successful in eliminating barriers to the enrollment of homeless children and youth in school. Since the program's inception, the percentage of homeless children attending school during their homelessness has increased. If appropriations are cut, the 20% or more of homeless children not attending school during their homelessness will likely increase. States and school districts will be unable to provide the level of services necessary to retain such students in school. Already, States and districts are struggling to pay the transportation, tutoring, and other costs necessary to help homeless children and youth enroll, attend, and succeed in school.

HESD HIGHLIGHTS

VOLUME VIII, NUMBER 2

SPRING, 1995



Hesed Advocates Help Move Federal Mountain! Small, But Important, Victory Encourages Additional Efforts

The analogy of the impossible task of moving a mountain seemed fitting—the huge federal government and the tiny advocates—but the advocates were from Hesed House, *the Miracle on South River Street*.

It seemed unlikely that advocates could change the minds of federal legislators who planned to cut the entire line item for the Education for Homeless Children. But, the educational services for homeless children is dear to the hearts of folks associated with Hesed House.

For the past two years, they have been involved with and have succeeded in getting a law passed in Illinois, the first in the nation, that goes beyond federal guidelines designed to help homeless children get into and succeed in school.

If this proposed budget cut happened, any and all protection for homeless kids across the country and the financial support (\$28.8 million) for education programs serving homeless kids would be lost including Illinois' new law.

In the words of a Hesed staffer, "*That simply cannot happen!*" So the Hesed advocacy ministry went into A-C-T-I-O-N!

Children from the Transitional Living Community at Hesed House provided the artwork to decorate letters to Congressman John Porter (R-Lake County, IL) whose subcommittee initially proposed the cuts.

Friends in Lake County and politicians who advocated for "Charlie's Bill," the Illinois statute, contacted Rep. Porter, urging him not to cut the funds.

In the meantime, Diane Nilan and Judy Strauman (advocacy intern), in Washington to talk to lawmakers about other cuts, were graciously allowed to use the Washington-based Illinois "embassy" office (with copier, phones and fax) to focus their efforts on members of Congress.

Although it seemed like an impossible task, Hesed advocates proceeded with enthusiasm. Homeless folks, volunteers, members of religious congregations, residents of public housing complexes and supporters from wealthy neighborhoods all joined in the crusade.



A HUGE Valentine was created and delivered to Congressman Hustert's Batavia office by PADS guests and TLC residents.

While, to outsiders, it seemed unlikely that the advocates would succeed, they continued their efforts. Friends of Hesed House held a rally on the steps of a local school, with the area's key Republican state legislators strongly speaking out on behalf of homeless children's need for a good education.

Then, Rep. Porter announced a wonderful thing—he *had* made a mistake in cutting funds for education of homeless

children, so he was amending his own bill to restore the funds.

The next night, a staff person from Congressman Dennis Hustert's office (R-Aurora) stopped by Hesed House to say Congress voted to restore the Education for Homeless Children funds.

Note: While we relish this "victory," we realize many other cuts to social programs need to be seriously addressed.

"Do you know Helen Gibbons?" asked the staff person in Representative Michael Flanagan's (R-Chicago) Washington office. "She's my mother and a volunteer at Hesed House!"

Hesed volunteers, their families and friends are EVERYWHERE!



the

Advocate

SPRING 1995

ICH Leads Fight to Preserve Education Funds

The ink had barely dried on the Illinois Education for Homeless Children Act when homeless children faced an onslaught from another direction: Washington, D.C.

In a move that took many by surprise, U.S. Representatives from across the nation sought to slash the federal funding that is designed to help some homeless children succeed in school.

"It was a small amount of funding in terms of the national budget—about \$29 million," said Joseph Clary, ICH Executive Director. "But it is a crucial amount of funding for homeless kids. Right now

I have always believed that the true mark of a just society is how it treats its most vulnerable members—the very young, the very old, weak, the disabled, the homeless...

Rep. Mary Lou Cowlshaw

Illinois receives about \$1.2 million, which funds some very successful programs in East St. Louis, Springfield, and other parts of the State."

Clary, along with members of the ICH Education Committee, Lake County PADS, and other ICH members from across the State, joined with the National Law Center on Homelessness and Poverty in an effort to preserve the funding. Perhaps because of the credibility established by ICH in Springfield and in Washington, D.C., the effort was supported by members of the Illinois General Assembly, including Suzanne Deuchler, Mary Lou Cowlshaw, and Tom Cross.

"We were taken by surprise because Representative Porter was proposing to cut the funds and he's from Lake County," said Diane Nilan, chair of the ICH Education Committee. "Still, we joined forces to educate Representative Porter about the realities of homelessness among 25,000 kids in Illinois, and he and his colleagues finally decided to leave the program alone."

For now.



Fox Valley Republican Representatives Suzanne Deuchler (left) and Mary Lou Cowlshaw speak out at a press conference calling attention to proposed federal budget cuts to programs to educate homeless children and youth as ICH Executive Director Joseph Clary looks on.

The word on Capitol Hill is that the McKinney Act program that funds education for homeless children will be in serious jeopardy next year.

ICH, along with the PADS Coalition to End Homelessness, proposes to produce literature and a video-tape that can be used to educate communities and their leaders as to the educational needs of homeless children.

ICH needs funds and professional services—layout and production—in this effort. If you or anyone you know can support such an effort, please contact the ICH Education Committee at (708) 897-2156.

If you think education
is expensive,
try ignorance.

The Education for Homeless Children and Youth program has been successful in eliminating barriers to the enrollment of homeless children and youth in school. Since the program's inception, the percentage of homeless children attending school during their homelessness has increased. If appropriations are cut, the 20% or more of homeless children not attending school during their homelessness will likely increase. States and school districts will be unable to provide the level of services necessary to retain such students in school. Already, States and districts are struggling to pay the transportation, tutoring, and other costs necessary to help homeless children and youth enroll, attend, and succeed in school.



UNITED STATES DEPARTMENT OF EDUCATION

OFFICE OF VOCATIONAL AND ADULT EDUCATION

THE ASSISTANT SECRETARY

FAX

TO: Molly Brostrom

FROM: Trish McNeil

DATE:

5/10/95

NAME OF SENDER:

OUR TELEPHONE NUMBER:

YOUR TELEPHONE NUMBER:

YOUR FAX NUMBER:

**NUMBER OF PAGES INCLUDING
COVER SHEET:**

5

RESPONSE REQUESTED:

YES

NO

NOTES:



UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF VOCATIONAL AND ADULT EDUCATION

THE ASSISTANT SECRETARY

FROM: Patricia W. McNeil
TO: Molly Brostrom
DATE: May 10, 1995
SUB: Adult Education Legislation

On Wednesday, May 10th, the Administration's proposal to streamline adult education and literacy will be sent to Congress. This proposal is part of the President's Middle Class Bill of Rights. The legislation will be introduced by Congressmen Clay and Kildee in the House and Senators Simon and Pell in the Senate. Attached are some brief talking points and a 2 page background piece.

If you have any questions, please call me or Ivonne Jaime in our staff at
(202) 205-5451.

Jim Parker

- funding $\downarrow \Rightarrow 1\% \downarrow$, Gramm - Rudman

- h'less advocate response: = Does whether states will continue to tug
= included as priority "such as"

→ Clinton Exec. Order ^{on Homeless} May 93
- emphasized education +
mandate that public ed.
serve h'less

- states shall base
plan on needs of
sp indls, such as h'less
- lang could be stronger
to specific funding ant

TALKING POINTS ON THE MCKINNEY ADULT EDUCATION FOR THE HOMELESS
PROGRAM AS IMPACTED BY THE ADMINISTRATION'S ADULT ED LEGISLATION

--- currently 28 states receive grants in FY 1994 totalling \$9.5 million

--- the Administration's legislation identifies homeless adults as a population with special needs

--- under the Administration's legislation, states would show in their plans how they would serve homeless adults

--- the Administration's legislation has an authorization of \$479.5 million for the basic grants and \$41 million for national programs

--- the legislation permits homeless advocates to have access to much larger resources depending on need and their ability to demand that this need be met at the state and local level

--- the ED department will provide technical assistance to those states not currently funded to ease the transition

*prepared by: The Office of Vocational and Adult Education
U.S. Department of Education
May 10, 1995*

ED Plan to Transition the McKinney Homeless Adult Education Program into the Adult Education Mainstream

As many as 600,000 Americans are homeless on any given night, according to Priority: Home! The Federal Plan to Break The Cycle of Homelessness. Issued by the Interagency Council on the Homeless in response to an 1993 Executive Order, Priority: Home! calls for a coordinated Federal, State, and local effort to combat current and prevent future homelessness. It also recognizes the strong role education has to play in these efforts. Current programs serving homeless adults, families, and children have rich experience to offer any action to end homelessness.

The Program

The Stewart B. McKinney Adult Education for the Homeless (AEH) program funds State educational agencies to provide basic and life skills training for homeless adults. Since 1987, the AEH Program has awarded nearly \$70 million to States, serving more than 250,000 adults. The AEH is now in its 8th year, and 1995 marks the final year of a three-year grant cycle. Twenty-eight States are currently funded.

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The Outcomes

In 1993 ED conducted a national study of the AEH Program. A variety of outcomes were documented:

- 82% of learners accomplished one or more personal goals
- 54% moved up one or more English as a Second Language levels
- 23% were admitted to another educational program
- almost 10% achieved a GED or other secondary education credential
- 38% obtained or improved their employment
- 12% got off welfare
- 12% registered to vote for the first time
- 9% obtained a driver's license

The Transition Plan

The McKinney Act provided for a national program that, in various years, has funded 28 to 35 States on a competitive basis. While most States have received funds for at least 3 of the 8 years, all States have the need to serve homeless adults and families. After 8 years of capacity-building for AEH programs, we believe that it is time to transfer the responsibility for this effort directly to the States.

The ED Plan will involve the following steps:

near
flm
\$9.4 M of Mck consolidated into Adult Ed - States will give plan on how will use to Feds - we assume States will continue to fund but
1- OVAE will hold a competition for FY 1995 budget funds (\$9.4 million), giving discretionary priority to applications that plan to make a transition from a specially funded AEH program to a homeless program which will be a component of the overall State Adult Education plan. Approximately 30 States will be funded.

2- OVAE will provide technical assistance to States that are not funded in this final competition, helping them make a more rapid transition in 1996, or, for those States that have not been recently funded, helping them begin services to homeless adults.

3- The Administration's proposed new consolidation legislation identifies Homeless Adults as a population of special need for AE services. States would show in their State Plans how they will serve these clients during the period from 1996 - 2000. States will then document the outcomes of their efforts to serve homeless adults in their Performance Reports.



National Coalition for the Homeless

The Education for Homeless Children and Youth Program 1996

Congress should work to help homeless children enroll, attend, and succeed in school through funding of the McKinney Education for Homeless Children and Youth (EHCY) program at \$30 million. These funds represent only .0019% of the federal budget but have a tremendous impact on the lives of this nation's most vulnerable children.

The Program

Established by Congress in 1987 as part of the Stewart B. McKinney Homeless Assistance Act, the Education for Homeless Children and Youth Program provides formula grants to state educational agencies (SEAs) to ensure that all homeless children and youth have equal access to the same free, appropriate education, including preschool education, provided to other children and youth. State and local educational agencies that receive McKinney funds develop, review, and revise policies to remove barriers to the enrollment, attendance, and success of homeless children and youth.

States may provide grants to local educational agencies (LEAs) for direct services to carry out the purposes of this program; over 500 local programs were funded last year. This year an estimated 600,000 children have received services through the McKinney program. Countless more homeless children and youth have benefitted from revised state policies, awareness initiatives, and coordination efforts.

Policy Studies Associates, Inc. recently evaluated the EHCY program. Key findings include:

- **Access to school has improved significantly** for homeless students under the McKinney Act. In the mid-80s, reports indicated that over **50%** of homeless children could not attend school; the 1995 U.S. Department of Education Report to Congress revealed that **82%** of homeless children and youth are attending school .
- **Subgrants support a variety of activities**, including before and after school tutoring projects, coordination among local service providers, transportation to school, identification and placement of homeless children, and improving access of homeless children and youth to educational programs and services.
- **Remaining barriers to enrollment** in school include guardianship and immunization requirements, transportation problems, and school fees. Barriers to success in school include family mobility, poor health, and lack of food, clothing, and school supplies.

FY96 and FY97 Appropriations

- **Appropriations for the McKinney program have not kept up with inflation or demand for services.** Many states are unable to fund a large number of the applications received for the EHCY program. Moreover, the number of homeless children and youth has increased dramatically. Reports to Congress from the U.S. Department of Education show that the number of homeless children and youth more than doubled from 1991 to 1993. Recent reports from states indicate that the number of homeless children continues to increase. **Yet Congress reduced FY96 funding for the EHCY program by 20%, from \$28.8 million in FY95 to \$23 million in FY96.** As a result, thousands of homeless children and youth will not get to one of the few stable, secure places in their lives, a place where they can be like other children, a place where they can acquire the skills needed to help them escape poverty--school.
- The EHCY Program is the **only** federal program specifically targeting homeless children - it must be a priority for every Member of Congress.

REPORT TO CONGRESS

**A Compilation and Analysis of Reports
Submitted by States in Accordance with
Section 722(d)(3) of the**

EDUCATION FOR HOMELESS CHILDREN AND YOUTH PROGRAM

**STEWART B. McKINNEY HOMELESS ASSISTANCE ACT
Title VII, Subtitle B**



JULY 1995

This report is submitted in response to the requirement in Section 724(b)(5) of the Stewart B. McKinney Homeless Assistance Act (Public Law 100-77, July 22, 1987, amended November 29, 1990).

**UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF ELEMENTARY AND SECONDARY EDUCATION**

REPORT TO CONGRESS

AGENCY: U.S. Department of Education

PROGRAM: Education for Homeless Children and Youth

STATUTE: Stewart B. McKinney Homeless Assistance Act, Title VII-B (Public Law 100-77, July 22, 1987, amended November 29, 1990)

SUBJECT: A compilation of the reports submitted by States in accordance with Section 722(d)(3) of the Stewart B. McKinney Homeless Assistance Act.

INTRODUCTION

In accordance with Section 722(d)(3) of the Act, the Department instructed State educational agencies (SEAs) to submit by December 31, 1991, and every second year thereafter, reports concerning data collected on the number and location of homeless children and youth in their States.¹ This report summarizes data reported by States and other jurisdictions (hereafter referred to as States) for the period ending December 31, 1993.

State educational agencies in 50 States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, American Samoa, the Commonwealth of the Northern Mariana Islands, and the Bureau of Indian Affairs (BIA) received fiscal year (FY) 1993 funds under this program. All SEAs receiving program funds submitted reports to the Department except the Virgin Islands, American Samoa, and the Northern Mariana Islands, which receive funds through a consolidated funds system.

The 1991 report stated that due to problems with gathering data on homeless children and youth, data contained in the report should be viewed with caution. In spite of efforts by the Department and the States, the problems associated with duplication, extrapolation, and differing State definitions of homeless continue. We advise, therefore, that the data contained in this report be viewed cautiously as estimates rather than as precise numbers.²

¹ Under Section 722(f)(4) of the amended McKinney Act, as reauthorized by the Improving America's Schools Act of 1994 (Public Law 103-382), participating States are required to submit reports to the Department by October 1, 1997, and every third year thereafter.

² In reauthorizing the McKinney Act, Congress recognized the problems inherent with this data. Amendments to the Act eliminated the requirement that States report on numbers of homeless children and youth in their States and instead requires States to provide estimates of the numbers of homeless children and youth in their States. The revised Act focuses more on the difficulties homeless children and youth have enrolling in school and the special needs of such children and youth. See Sections 722(f)(1) and 722(f)(2) of the Act.

Department guidance regarding the data collection asked States to make adjustments, to the extent possible, for duplication. However, not all States were able to do this. In addition, some segments of the homeless population, such as those temporarily in doubled-up housing (i.e., children who live with relatives or friends to avoid homelessness), are extraordinarily difficult to identify. Not all States included this population in their counts.

SUMMARY OF DATA INCLUDED IN SEA REPORTS

This report compiles data submitted by States regarding the total numbers of homeless children and youth in each State by academic grade level, type of housing, and school attendance. This report also summarizes data from States on the special service needs of homeless children and youth and the reasons such children and youth do not attend school.

TABLE 1: Grade Levels of Homeless Children and Youth

Table 1 shows the grade levels of all reported homeless children and youth in each State. Excluding preschool children, States reported a total of 744,266³ homeless school-age children and youth, of whom:

- ▶ 57 percent were elementary students;
- ▶ 22 percent were junior high school students;
- ▶ 19 percent were high school students; and
- ▶ 2 percent were of unspecified grade level.

Eighteen (18) States included optional counts of homeless preschool children. The number of preschool children totaled 86,534, 31 percent of the homeless children and youth, pre-kindergarten through 12th grade, in those States.

TABLE 2: School Attendance of Homeless Children and Youth

Table 2 shows that 23 percent of children and youth were not attending school during their homelessness. New York was not able to provide data on the attendance or non-attendance of its homeless children and youth. Some States gathered their data for Table 1 from different sources than their data for Table 2. This accounts for discrepancies between Tables 1 and 2.

³ This total, like all others in the report, was summed from the data submitted by the States. Since methodologies used by States differ, this figure is a broad estimate only.

Reasons Homeless Children and Youth Are Not Attending School

States provided a number of reasons why homeless children and youth did not attend school. The most frequently reported reasons in order of their frequency are:

- ▶ Lack of transportation to or from temporary residence;
- ▶ Shelter stays are too short to make enrollment worthwhile;
- ▶ Youth are discouraged by frequent school changes and by the condition of homelessness;
- ▶ Families lack motivation/keep children out of school;
- ▶ Lack of school records--academic, health, and immunization;
- ▶ Parents preoccupied with finding food, shelter, and employment;
- ▶ Lack of resources for supplies and clothing;
- ▶ Behavior problems or drug use by youth;
- ▶ Lack of health and mental health care/illness;
- ▶ State guardianship/residency requirements not uniformly interpreted by schools;
- ▶ Lack of information on school requirements/location; and
- ▶ Delays in transferring school and other records.

Special Needs of Homeless Children and Youth

States provided information on the special educational needs of homeless children and youth. The most frequently reported needs in order of their frequency are:

- ▶ Remediation/tutoring in basic skills;
- ▶ School materials and clothes for school;
- ▶ Support services such as counselors and social workers;

- ▶ After-school/extended day/summer programs to provide basic needs (food, shelter) and recreation;
- ▶ Adequate transportation;
- ▶ Educational assessment, screening, placement, and tracking;
- ▶ Educational program continuity and stability;
- ▶ Extensive long-term counseling to deal with problems associated with homelessness;
- ▶ Access to health care and nutritional services;
- ▶ Sensitivity and awareness training for school personnel/students; and
- ▶ Special education/expedited evaluation for special education services.

TABLE 3: Types of Housing of Homeless Children and Youth

Table 3 shows the housing arrangements of homeless children and youth in States. Connecticut, Michigan, Pennsylvania, and the BIA did not provide data on the housing of homeless children and youth. Several States provided only partial data (e.g., they did not count the number of children living in doubled-up housing). In addition, some States gathered their data for Table 1 from different sources than their data for Table 3. This accounts for discrepancies between Tables 1 and 3.

States that provided complete data reported that homeless children and youth resided in the following settings⁴:

- ▶ 22 percent in publicly funded homeless shelters;
- ▶ 21 percent in privately funded homeless shelters;
- ▶ 34 percent with family or friends for temporary periods of time; and
- ▶ 24 percent in other locations, including welfare hotels, runaway shelters, battered women shelters, campgrounds, parks, and abandoned buildings.

⁴ Total percentage does not equal 100 percent because of rounding.

TABLE 1
GRADE LEVELS OF REPORTED HOMELESS CHILDREN AND YOUTH

State	Pre-K	Elementary School	Junior High School	High School	Not Specified	Total (K-12)
Alabama		4672	3066	2597		10335
Alaska		299	293	1096		1688
Arizona		5663	2914	3337		11914
Arkansas		2973	1298	1136		5407
California		78310	27480	31247		137037
Colorado		2170	894	1292		4356
Connecticut		1989	807	2294		5090
Delaware		294	118	69		481
District of Columbia	529	334	133	64		531
Florida	3291	38799	8776	6870		54445 ⁵
Georgia		3335	4316	1831		9482
Hawaii		480	55	139		674
Idaho		1733	1383	2039		5155
Illinois		2682	1329	1246		5257
Indiana	9596	7788	3544	3970		15302
Iowa	1437	2202	2092	3219		7513
Kansas	193	3680	1387	2976		8043
Kentucky	203	3310	1240	1112		5662
Louisiana		8759	2300	2487		13546
Maine		1084	1417	5836		8337

⁵ Florida's count is based on a representative sample of 34 school districts in the State. The number is high because of the effects of Hurricane Andrew. Dade County reported 15,000 children.

State	Pre-K	Elementary School	Junior High School	High School	Not Specified	Total (K-12)
Maryland	318	1344	435	286		2065
Massachusetts	3668	2192	1154	717	1356	5419
Michigan		92106	34889	12560		139555
Minnesota	8329	6339	3166	2968		12473
Mississippi		2249	724	580		3553
Missouri		317	224	149		690
Montana		604	428	996		2028
Nebraska		2809	995	1988	309	6101
Nevada		565	107	282		954
New Hampshire		46	31	148		225
New Jersey	11659	9451	3816	3865		17132
New Mexico		1102	608	1317		3027
New York		2575	626	389	2000 ⁶	5590
N. Carolina		3262	1569	1443		6274
N. Dakota		78	21	33		132
Ohio	7456	7021	2125	3645	7172	19963
Oklahoma		1235	461	562	216	2474
Oregon	7830	4581	2052	1224		7857
Pennsylvania	11184	9446	3776	3098	1462	17782
Puerto Rico		2970	986	499		4455
Rhode Island		646	289	151	205 ⁷	1291
South Carolina	1442	2918 ⁸	615 ⁹	332		3865

⁶ New York State's report provided grade level data only for students in New York City. Homeless children and youth in the rest of the State are not broken down by grade level and appear in the "not specified" column, totaling 2,000.

⁷ This figure represents the State's estimate of 205 runaways, based on monthly service totals received from Travelers Aid.

State	Pre-K	Elementary School	Junior High School	High School	Not Specified	Total (K-12)
South Dakota	1515	772	416	267		1455
Tennessee		795	327	250	56	1428
Texas		77195	31161	15382		123738
Utah	2492	3788	1496	2193		7477
Vermont	224	405	109	212		726
Virginia		1680	1337	1042		4059
Washington	15168	8715	3539	4217		16471
West Virginia		2422	1390	1486		5298
Wisconsin		4252	2025	1968		8245
Wyoming		550	679	245		1474
Bureau of Indian Affairs		479	177	79		735
Totals	86,534	425,465	166,595	139,430	12,776	744,266

⁸ This figure includes 1,164 children in preschool through grade 6.

⁹ This figure includes 91 children in grades 7-12.

TABLE 2
SCHOOL ATTENDANCE OF HOMELESS CHILDREN AND YOUTH¹⁰

State	Attending	Not Attending	Total
Alabama	10,335	0	10,335
Alaska	1366	322	1688
Arizona	8332	3582	11914
Arkansas	5407	0	5407
California	120730	16308	137038
Colorado	3092	1264	4356
Connecticut	5090	0	5090
Delaware	481	0	481
District of Columbia	525	6	531
Florida	50,253	7483	57736
Georgia	9435	47	9482
Hawaii	674	0	674
Idaho	3375	1780	5155
Illinois	4468	789	5257
Indiana	14057	1245	15302
Iowa	7486	1464	8950
Kansas	2695	78	2773
Kentucky	5603	59	5662
Louisiana	13546	0	13546
Maine	3752	4585	8337
Maryland	1999	66	2065
Massachusetts	2085	54	2139 ¹¹
Michigan	37,691	101,864	139555

¹⁰ Some States gathered data on school attendance (Table 2) from different sources than their data on grade levels (Table 1) of homeless children and youth. These differences account for discrepancies between Tables 1 and 2.

¹¹ This figure does not include homeless children and youth in doubled-up living situations.

State	Attending	Not Attending	Total
Minnesota	9973	2500	12473
Mississippi	3325	228	3553
Missouri	596	94	690
Montana	1839	189	2028
Nebraska	5203	517	5720 ¹²
Nevada	942	12	954
New Hampshire	212	13	225
New Jersey	16234	898	17132
New Mexico	2837	190	3027
New York	n/a	n/a	n/a ¹³
North Carolina	6274	0	6274
North Dakota	132	0	132
Ohio	19610	350	19960
Oklahoma	2434	288	2722
Oregon	6750	1107	7857
Pennsylvania	13522	2826	16348
Puerto Rico	4373	82	4455
Rhode Island	1073	13	1086
South Carolina	3811	54	3865
South Dakota	1120	335	1455
Tennessee	1372	56	1428

¹² This total does not include 68 homeless children and youth whose enrollment is unknown and 309 homeless children and youth whose age or grade is unknown.

¹³ New York's status report included the following explanation: "The data for New York City were obtained from the New York City Board of Education and represent statistics from their Citywide Percentage of Attendance Report. The Board of Education collaborates with the New York City Human Resources Administration to identify and register all homeless children in New York City. Outside of New York City, the local departments of social services must file a "Designation of School District Attendance for a Homeless Child" form for any child placed in a school district outside the child's district of origin. As a result, the Department has data on the number of homeless children in this situation, but not of homeless children continuing to reside and attend school in the district of origin."

State	Attending	Not Attending	Total
Texas	113098	10640	123738
Utah	9969	0	9969
Vermont	675	51	726
Virginia	2955	1104	4059
Washington	10541	5930	16471
West Virginia	5197	101	5298
Wisconsin	7948	297	8245
Wyoming	1429	45	1474
Bureau of Indian Affairs	735	0	735
Totals	566,565	168,916	738,797

TABLE 3
TYPE OF HOUSING OF HOMELESS CHILDREN AND YOUTH¹⁴

State	Public Shelter	Private Shelter	Relatives or Friends	Other	Total
Alabama	3100	1034	6201	0	10335
Alaska	232	380	831	328	1771
Arizona	136	7324	0	4454	11914
Arkansas	135	1217	3839	216	5407
California	3907	19545	41060	72525 ¹⁵	137037
Colorado	72	2967	1317	0	4356
Connecticut	n/a	n/a	n/a	n/a	n/a
Delaware	481	0	0	0	481
District of Columbia	14	511	6	0	531
Florida	31227 ¹⁶	0	20889	5620	57736
Georgia	0	9482	0	0	9482
Hawaii	480	55	139	0	674
Idaho	1733	1383	2039	0	5155
Illinois	41	2195	1919	1102	5257
Indiana	16931	6473	996	498	24898
Iowa	1486	0	4423	3041	8950
Kansas	1171	4557	5937	671	8236

¹⁴ Some States gathered data on grade levels of homeless children and youth (Table 1) from different sources than data on housing of homeless children and youth (Table 3). For example, States surveyed schools to gather grade level data and social service agencies to gather data on housing. These differences account for the discrepancies between Tables 1 and 3.

¹⁵ According to the SEA, 50,128 of these homeless children and youth now reside in permanent housing.

¹⁶ This figure includes public and private shelters. The SEA did not provide a breakdown between public and private shelters. This figure also includes 8,000 homeless children and youth living in FEMA trailers in the South Dade County Hurricane Area.

State	Public Shelter	Private Shelter	Relatives or Friends	Other	Total
Kentucky	347 ¹⁷	0	4059	1156 ¹⁸	5662
Louisiana	0	13,546	0	0	13546
Maine	196	2081	500	5560	8337
Maryland	4471	0	81	14	4566
Massachusetts	3737	520	3525	1305	9087
Michigan	n/a	n/a	n/a	n/a	n/a
Minnesota	0	17942	1800	1060	20802
Mississippi	1964	20	1046	523	3553
Missouri	140	395	153	2	690
Montana	0	741	687	600	2028
Nebraska	0	2204	340	3557	6101
Nevada	0	34	211	709	954
New Hampshire	0	23	124	78	225
New Jersey	670	3896	5906	6660	17132
New Mexico	121	51	1971	240	2383
New York	20925	1380	n/a	471	22776
North Carolina	2070	816	2510	878	6274
North Dakota	20	0	103	9	132
Ohio	25926	967	465	58	27416
Oklahoma	222	115	2035	50	2434
Oregon	2479	1886	1728	1494	7857
Pennsylvania	n/a ¹⁹	n/a	n/a	n/a	n/a

¹⁷ This figure includes homeless children and youth residing in privately operated shelters.

¹⁸ This figure includes 347 children and youth living in inhabitable living conditions, 324 in temporary foster care, 243 in "HUD substandard housing," 116 in motels and hotels, 108 in spouse abuse/domestic violence shelters, and 18 in runaway shelters.

State	Public Shelter	Private Shelter	Relatives or Friends	Other	Total
Puerto Rico	297	868	2604	686	4455
Rhode Island	25	964	82	15	220 ²⁰
South Carolina	978	2634	534	1161	5307
South Dakota	422	655	349	29	1455
Tennessee	875	144	267	86	1372
Texas	29	17842	78182	27685	123,738
Utah	3689	698	5283	299	9969
Vermont	n/a	341	252	133	726
Virginia	653	2,333	0	0	2986
Washington	5378	1344	5556	4193	16471
West Virginia	208	217	2011	2862	5298
Wisconsin	3380	1896	2638	331	8245
Wyoming	64	32	763	615	1474
Bureau of Indian Affairs	n/a	n/a	n/a	735 ²¹	735
Totals	140,432	133,708	215,361	151,709	641,210

¹⁹ Pennsylvania's status report states: "Pennsylvania's shelter system is comprised of a wide range of private, non-profit agencies. Although the city of Philadelphia has a city-operated intake office - the Office of Services to Homeless and Adults (OSHA) - the city contracts with many providers who shelter individuals, families, and children."

²⁰ This figure includes an estimated 205 runaways.

²¹ This figure specifies homeless children and youth located at BIA-funded facilities.



UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF THE UNDER SECRETARY

ANALYSIS AND HIGHLIGHTS

**An Evaluation of State and Local Efforts to
Serve the Educational Needs of Homeless Children and Youth**

Background

The Stewart B. McKinney Homeless Assistance Amendments Act of 1990 authorizes the U.S. Department of Education to review state plans submitted under the Act to "evaluate whether State laws, policies, and practices . . . adequately address the problems of homeless children and homeless youth relating to access to education and placement" and to gather information to "determine the extent to which State educational agencies are ensuring that each homeless child and homeless youth has access to a free appropriate public education."

Policy Studies Associates has conducted a study of the McKinney program for the Department. Findings are based on a survey of state coordinators in all 50 states, the District of Columbia, Puerto Rico, and the Bureau of Indian Affairs, and site visits to six state educational agencies and eight school districts, along with an analysis of state plans submitted to the Department.

Key Findings

State Legislative and Policy Responses to McKinney Act Requirements

- *Almost all states have revised their laws, regulations, and policies to improve access to education for homeless students.*

They report a high level of success in identifying and eliminating barriers once posed by policies on residency and school records.

- *However, states and districts still struggle to provide access while meeting guardianship and immunization requirements (which raise sensitive health and safety issues).*

To fight disease, most states (42) retain immunization requirements for all students. The extent to which these states are able to enroll homeless children and youth largely depends on the effectiveness of state and local methods for providing immunizations or obtaining these records for homeless students.

To protect children's safety and welfare (and to avoid liability), schools require a legal guardian's permission for many enrollment and education decisions. Few states set aside these requirements entirely, instead making special allowances for homeless students.

Barriers remain when children are not identified as homeless or when special allowances are not made at the district or school level.

- *States and districts have few resources to address transportation needs.*

Site visit data suggest that homeless students are rarely placed in their school of origin, particularly when it would require transportation across district lines. The McKinney program does help transport shelter-based homeless students to a school; before McKinney, some homeless students had no access to any school transportation services.

McKinney Act Subgrants: Projects at the District Level

- *A large percentage of state grant funds are used for subgrants to districts.*

States awarded an average of 71 percent of their McKinney Act grant funds for 1993-94 to local educational agencies (LEAs); subgrant funds went to 3 percent of LEAs nationwide, the majority (51 percent) to urban LEAs.

- *Subgrants support a variety of activities.*

Subgrant activities included: before- and after-school education projects; awareness raising and sensitivity training; coordination among local service providers; transportation to school; parent involvement; identification and school placement of homeless children; and improving access of homeless children and youth to educational programs and services.

Additional Challenges

- *Homeless youth face extreme barriers to school access.*

Efforts to curb crime or ensure school safety may impede enrollment for homeless teens—for example, curfew laws make them guilty of a crime just because they have no place to go. Schools in some states refuse to admit homeless teens due to liability concerns. Unlike younger children, teens may be placed statewide, with up to six or seven moves a year disrupting learning. In terms of McKinney-funded services, few of the LEAs in the site visit sample provided instructional services to older students.

- *Housing authorities are generally unaware of the importance of considering the educational needs of homeless students when making housing placements.*
- *Although access to school has improved significantly for homeless students under the McKinney Act, a large proportion have difficulty gaining access to specific educational services (e.g., gifted and talented programs, Head Start).*

These difficulties remain despite state policies promoting such access. Some subgrantees try to ensure access to Chapter 1 (e.g., by tracking students' whereabouts), but few

reported monitoring the access to other services, such as special education, limited English proficiency programs, or Head Start.

- *Family mobility may be the greatest barrier to school success for homeless students.*

States and districts are just beginning to explore ways to help homeless students continue making progress as they move from school to school.

Policy Implications

While this study was conducted prior to the enactment of the new legislation, many of the findings point to situations that policymakers still need to address.

Access

- *Homeless students in different districts within the same state often have uneven access to educational services. This situation can be addressed at the state, district, and school level.*

State policies exempting homeless students from enrollment requirements do not eliminate barriers unless schools and districts are aware of and enforce these policies. State coordinators could help improve these situations by giving technical assistance and information on promising practices to all districts.

- *State policies favoring access for homeless students to federally-funded educational services are not sufficient in themselves to guarantee that access for eligible students.*

Federal officials can provide guidance to state coordinators on ways to monitor and increase access. Also, federal program guidelines could give priority on waiting lists to homeless students.

- *Considering the unmet needs of homeless youth when targeting McKinney resources and developing programs for homeless students, along with better coordination among state and local agencies, may reduce some of the educational barriers homeless youth confront.*
- *Complying with the McKinney Act's school-of-origin provision may not be feasible for states and districts without additional transportation resources.*

However, in many cases they have not exhausted all other avenues to find alternate solutions. For example, collaboration with shelter placement agencies may ensure that students are placed near their school of origin or near school bus routes or public transportation services.

Coordination With Other Agencies

- *Housing authorities must be made aware of the need to consider educational needs when making housing placement decisions, particularly for students with disabilities.*

If state and federal officials review the policies of other government agencies (e.g., housing, health and human services), they may identify additional impediments to school access for homeless children and youth.

School Success

- *Focusing more attention and resources on addressing the negative effect of family mobility on students' academic progress may improve homeless students' school success.*

Resources

- *State coordinators should more strongly consider the needs of districts that have not received McKinney subgrants when allocating time and resources.*
- *State coordinators could do more to build links among the countless public and private state and local groups and agencies that serve homeless children and youth.*

Because McKinney funds are small relative to the size of the homeless student population, the funds might best serve to leverage the blending of resources and information among service providers to better address the educational needs of homeless children and youth. For example, officials should weigh the value of district liaisons, who coordinate among local providers serving homeless students, when planning McKinney-funded services. Supporting these liaisons may be the most efficient use of funds.

Additional copies are available from the Planning and Evaluation Service, U.S. Department of Education, 600 Independence Ave., SW, Room 4162, Washington, DC 20202-8240 or (202) 401-0590.