FEBRUARY 2019

FEDERAL DATA SUMMARY
SCHOOL YEARS 2014-15 TO 2016-17

EDUCATION FOR HOMELESS CHILDREN AND YOUTH

NATIONAL CENTER FOR HOMELESS EDUCATION

UNC GREENSBORO

National Center for Homeless Education
THE UNIVERSITY OF NORTH CAROLINA AT GREENSBORO

With funding from the U.S. Department of Education, the National Center for Homeless Education (NCHE) at the University of North Carolina at Greensboro provides critical information to those who seek to remove educational barriers and improve educational opportunities and outcomes for children and youth experiencing homelessness.

Table of Contents

List of Tables and Figures

Summary

This report marks the thirteenth school year for which the U.S. Department of Education (ED) has collected annual performance data from all states for the Education for Homeless Children and Youth (EHCY) program.[1] The ED*Facts* Submission System allows for the collection of unduplicated data on students who experienced homelessness and were reported as enrolled in public schools, even if they attend more than one local educational agency (LEA) during the school year. This report draws from that data to provide the only publicly available compilation of unduplicated data for the EHCY program.

The number of homeless students enrolled in public school districts and reported by state educational agencies (SEAs) during School Year (SY) 2016-17 was 1,355,821.[2] This total is not intended to indicate the prevalence of children and youth experiencing homelessness, as it only includes those students who are enrolled in public school districts or LEAs. It does not capture school-aged children and youth who experience homelessness during the summer only, those who dropped out of school, or young children who are not enrolled in preschool programs administered by LEAs.

Key findings over the three school year comparison period, provided in the order that they appear in this report, include the following:

- The number of school districts that received EHCY subgrants under the McKinney-Vento Homeless Assistance Act (McKinney-Vento Act) saw little change, with only 4,301, or just under one-quarter, of school districts receiving either an award as a single school district or as an award to a regional consortium.
- Funding for the EHCY program increased by $4.8 million between Fiscal Years (FYs) 2014 and 2016.
- States provided an average per pupil amount of $79.61 in federal McKinney-Vento funding to school districts for the additional supports needed by homeless students in SY 2016-17.
- The number of identified, enrolled students reported as experiencing homelessness at some point during the last three school years increased 7%, from 1,263,323 students in SY 2014-15 to 1,355,821 students in SY 2016-17.
- Twenty states experienced a growth in their homeless student populations of 10% or more during the three-year period covered in this report.
- At the point of identification by school district liaisons, the majority of students experiencing homelessness, 76%, share housing with others due to loss of housing, economic hardship, or a similar reason. Shelters are the next most commonly used type of housing, as 14% of

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[1]Copies of this report from previous years are archived at https://nche.ed.gov/data-and-stats/.
[2]California experienced an error resulting in a minimum estimated loss of 48,103 student records during SY 2014-15.

homeless students resided in shelters. Six percent had a primary nighttime residence of hotels or motels, and 4% were identified as unsheltered.

- Among the types of housing used by students at the time they were identified by liaisons, the unsheltered category of primary nighttime residence grew the most, with a 27% increase in the number of unsheltered students. The use of hotels and motels increased by 10%, continuing a trend seen in past versions of this report, while doubled-up students increased by 7%. The number of students staying in shelters only increased by 3% over the three-year period.

- The change in the unaccompanied homeless youth subgroup was the most marked of the subgroups, with an increase of 25%. Additionally, unaccompanied youth make up 10% or more of the homeless student population in 28 states, up from 20 states in the previous school year.

- Students experiencing homelessness who are also English learners increased by 19%. They now account for 16% of students in homeless situations.

- The category for homeless students with a disability enrolled in school saw another increase, with a change of 14%. While only 13% of all students have an identified disability, nearly 62% of states reported a proportion of homeless students with disabilities of 20% or more.

- Due to testing waivers granted during the years covered by this report and many other changes in the standards and administration of assessments, this report does not compare achievement trends over the three years included. However, during SY 2016-17, approximately 30% of students experiencing homelessness achieved academic proficiency in reading (language arts), and 25% of them were proficient in mathematics.

In addition to data quality, there are some other important caveats to consider when interpreting the data summarized in this report. For example, changes to state academic standards and assessments may explain the decreasing or irregular performance by homeless students on some academic achievement measures. The duration and cause of homelessness are also not controlled for and could impact academic outcomes for some students.

In addition to the description of data collected by ED provided in this report, Section 5 highlights publicly available data from other federal agencies regarding children and youth experiencing homelessness. The information is aligned as closely as possible to ED data included in this report and covers the reporting periods closest to SY 2016-17. Programs incorporated into this report include:

- the Head Start program administered by the U.S. Department of Health and Human Services (HHS),
- the Child Care and Development Fund overseen by HHS,
- Runaway and Homeless Youth programs administered by HHS, and
- homeless assistance programs funded by the U.S. Department of Housing and Urban Development.

Section

1

Introduction

T he purpose of the Education for Homeless Children and Youth Program (EHCY), authorized under Subtitle VII-B of the McKinney-Vento Homeless Assistance Act (McKinney-Vento Act), is to ensure students experiencing homelessness have access to the education and other services they need to meet state academic standards. The Office of Safe and Healthy Students, within the U.S. Department of Education's Office of Elementary and Secondary Education, requires all state educational agencies (SEAs) to submit information regarding the education of students experiencing homelessness as a part of the ED*Facts* Initiative. This is done in order to ensure schools and states are meeting the goals of the EHCY program.

The ED*Facts* Submission System was created in 2005. This online system allows SEAs to securely submit data to the U.S. Department of Education (ED) for all education programs, from preschool through graduation. Some ED programs allowed voluntary participation prior to School Year (SY) 2008-09; however, all states were required to use the system for data submissions beginning that year. While ED*Facts* data may be corrected for

For more information on the EDFacts Initiative, visit http://www2.ed.gov/about/inits/ed/edFacts/index.html.

More information on the collection of data describing the Education for Homeless Children and Youth Program can be found in the Guide to Collecting and Reporting Federal Data*: https://nche.ed.gov/downloads/data-guide-16-17.pdf.*

approximately two years after the data is due to ED, data used in this report mirrors the timelines required for the Consolidated State Performance Report. As such, the data presented in this report reflect data extracted from the ED*Facts* Repository on April 28, 2016, May 16, 2017, and April 30, 2018.

Use of Unduplicated Data

Data stored in ED*Facts* includes information collected at the school, local educational agency (LEA or school district), and SEA levels. While enrollment data for homeless students is not collected at the school level, states are required to submit unduplicated counts of students, ensuring that students are counted only one time for each question. However, when providing the SEA with student counts, an LEA can only edit student data for those students provided educational services within its own district. As a result, when LEA data are aggregated to represent the state, duplicate counts of students occur if students have attended more than one LEA during the school year. For this reason, file specifications governing the collection of data also require SEAs to report the cumulative, unduplicated number of

homeless students enrolled in public schools, resulting in counts with fewer redundancies. Therefore, in order to provide the most accurate description of the current status of homeless education, this report focuses on SEA level data to the extent that it is available.[3] As a result of the previously noted differences in the dates on which source files were generated and the possibility that LEA level data were used in lieu of SEA level data in other reports, information in this report may or may not match other published reports, such as previous versions of this report, or data from EDDataExpress.ed.gov.[4]

Included States

For the purposes of this report, the term *state* refers to all reporting entities, including the 50 States, the District of Columbia, and Puerto Rico. Data from schools administered by the Bureau of Indian Education (BIE) were previously included; however, ED*Facts* only contains data provided by BIE for SYs 2015-16 and 2016-17. As a result, BIE schools were excluded from the report. Hawaii and Puerto Rico each report only one LEA, which is also the SEA.

Information Included in This Report

The information in this report is a compilation of data about students who experienced homelessness during SYs 2014-15, 2015-16, and 2016-17. Students are included in this report if, at any point during those school years, they were enrolled in school and

The term "homeless children and youths"—

(A) means individuals who lack a fixed, regular, and adequate nighttime residence…and
(B) includes—
(i) children and youths who are sharing the housing of other persons due to loss of housing, economic hardship, or a similar reason; are living in motels, hotels, trailer parks, or camping grounds due to the lack of alternative adequate accommodations; are living in emergency or transitional shelters; are abandoned in hospitals; or are awaiting foster care placement;
(ii) children and youths who have a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings…
(iii) children and youths who are living in cars, parks, public spaces, abandoned buildings, substandard housing, bus or train stations, or similar settings; and
(iv) migratory children (as such term is defined in section 6399 of title 20) who qualify as homeless for the purposes of this part because the children are living in circumstances described in clauses (i) through (iii).

42 U.S.C. § 11434a(2) (2002)

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[3]The following states were unable to verify that their data were unduplicated, resulting in counts that may contain redundancies: Alabama, Colorado, Delaware, Florida, Indiana, Louisiana, Maryland, Massachusetts, Minnesota, Missouri, Nevada, New Hampshire, New Jersey, North Dakota, Oklahoma, Utah, Vermont, Washington, West Virginia, and Wisconsin. Kansas did not provide an unduplicated count for SY 2016-17; as a result, this report uses the school district duplicated count provided by the state.
[4]Public LEA level data files on the number of homeless students enrolled in public school are available at
https://www2.ed.gov/about/inits/ed/edfacts/data-files/school-status-data.html.

determined to be homeless by LEA homeless liaisons. Children and youth who were not enrolled in school are not included in this report. Additionally, ED*Facts* also contains data for Grade Thirteen.[5] It was excluded from tables and figures in this report, unless otherwise noted, due to the fact that only North Carolina reported Grade Thirteen students; the state identified 35 students experiencing homelessness in Grade Thirteen in SY 2016-17. As a result, readers are cautioned to read this report with the knowledge that the data are limited, and more children and youth experience homelessness in the United States than is reflected here.

School district liaisons work with other school personnel, community, and state agencies to ensure students who lack fixed, regular, and adequate nighttime residences are identified and receive educational and related support services. No parameters for the duration of homelessness are included, meaning that students could have been homeless very briefly or for the full-time period covered in this report.

Each year, liaisons work with LEA data stewards to provide their SEAs with federally mandated data reports. State Coordinators of homeless education then review data submitted by the LEAs, work with the liaisons and their data stewards to address data quality issues, and approve the data for submission to ED. This requires State Coordinators to also work with the SEA's ED*Facts* Coordinator, who submits the reports to ED. Reports submitted to ED include only de-identified data; SEAs never disclose personally identifiable information to ED.

Once data are submitted to ED, the National Center for Homeless Education (NCHE) reviews the submissions and related comments, noting data discrepancies. Comments about potential errors or other quality concerns are then provided to the ED*Facts* and State Coordinators for review. At that point, State Coordinators work with the liaisons and data stewards to make necessary corrections, and data are resubmitted to ED. Any remaining issues related to data quality for various elements are discussed in this report, as necessary.

All references in this report to the McKinney-Vento Homeless Assistance Act and its mandates reflect those included in the McKinney-Vento Act, as amended in 2002, unless otherwise noted.

It is important to note that while Congress amended the McKinney-Vento Act with the Every Student Succeeds Act (ESSA) in December 2015, the changes included in those amendments did not begin to take effect until October 1, 2016. As a result, the information included in this report reflects program and legal requirements based on the 2002 reauthorization of the McKinney-Vento Act through the No Child Left Behind Act of 2001 (NCLB), Pub. L. No. 107-110 (2002), unless otherwise noted.

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[5]Grade 13 is used to indicate students who have successfully completed Grade 12, but stay in high school to participate in a bridge to higher education program. These programs allow students to simultaneously earn credit for both high school and college; examples include early or middle college programs. Note that successful completion of Grade 12 does not indicate the student has graduated in this context, as the students are still considered enrolled in high school.

While some comparative tables or graphics are included in this report, they are meant for descriptive purposes only and do not address factors that lead to homelessness experienced by students, the educational outcomes they achieved, or the complex variables that impact the implementation of programs under the McKinney-Vento Act. Information in this report may be used to answer critical questions about the program, technical assistance that should be provided by states, policy changes that should be made, etc., but such considerations go beyond the scope of the report and are, therefore, omitted.

Section

2

State and District Characteristics

To understand the scope and complexities of implementing the McKinney-Vento Act, it helps to understand the school districts it governs. An LEA, or school district, is a public board of education or other public authority legally constituted within a state for either administrative control, direction of, or to perform a service function for public schools [20 U.S.C. § 7801(30)(A)].

Two unique characteristics of LEAs must be noted. First, based on the structure of a state's charter school laws, a charter school may operate as an LEA or as a school within an LEA. Secondly, because some LEAs exist to provide specific services for the public schools, they may provide these services for students who are actually enrolled in another LEA. For example, cooperative LEAs that exist for the purpose of providing special education and related services provide direct education services to students, but the students are often considered enrolled in the school that sent them to the co-op.

During the 2016-17 School Year, states identified and reported a subgrant status for 17,601 operational public school districts.[6] Of those districts, 92% reported data on students experiencing homelessness.[7] The 8% of districts that did not provide data were limited to five states, were largely represented by LEAs that did not enroll students, and were therefore exempt from data reporting requirements.[8]

EHCY subgrants are awarded to public school districts based on the quality of applications submitted for funds and the need

An LEA is a public board of education or other public authority legally constituted within a State to provide administrative control or a service for public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State. LEAs may provide administrative control for a single entity or for a combination of school districts or counties. Examples of LEAs include traditional or intermediate school districts, districts that act as a component of a supervisory union, supervisory union administrative centers, regional education service and cooperative agencies that provide specialized services to other agencies, state or federal agencies that provide education services to specific populations of students, and independent charter schools.

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[6] These data were collected under rules outlined in ED*Facts* file specification C170.

[7] The number of school districts that reported data was taken from Question 1.9 of the Consolidated State Performance Report (CSPR). The CSPR is available at https://www2.ed.gov/admins/lead/account/consolidated/index.html#sy06-07.

[8] In SY 2016-17, North Dakota, Oregon, Pennsylvania, and Texas had LEAs that did not report data on homeless students. LEAs in Alabama, North Dakota, Oregon, Pennsylvania, and Wisconsin omitted data in SY 2015-16. Illinois omitted how many of its LEAs reported data in both SYs 2015-16 and 2016-17.

demonstrated by applicants. Subgrants are used to facilitate the enrollment, attendance, and success in school of homeless children and youth. Nearly 25% of LEAs received a subgrant funded by the McKinney-Vento Act in SY 2016-17. Only three states had subgrantees that failed to report data.[9] Figure 1 shows the percentage of LEAs with subgrants for each state.

Some states use a regional model to award subgrants in which a single LEA acts as the fiscal agent, but two or more LEAs apply for the funds together. In these instances, subgrant recipients within the state may include only regional subgrantees or a mixture of regional subgrantees and single LEA subgrantee recipients. Regional subgrants may be given to traditional school districts that act as administrative units, enroll students, and provide educational services for students. Other regional subgrants, such as those awarded to LEAs in Illinois, may provide funds to regional LEAs that provide administrative oversight or professional development for other LEAs, but do not actually enroll students. In some instances, these LEAs may or may not provide direct educational services, such as special education and related services, to students with disabilities. Examples of regional LEAs that fall into this category include intermediate school districts, educational service units, boards of cooperative educational services, county offices of education, and regional educational service agencies, etc. For SY 2016-17, only New Jersey's SEA awarded a McKinney-Vento subgrant to every LEA within the state through the use of regional subgrants. Table 1 provides a longitudinal snapshot of the change over three years in the number of districts and subgrantees during SYs 2014-15 through 2016-17.[10]

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[9]Mississippi and Oregon. Illinois omitted how many of its LEAs reported data.

[10]All tables and maps included in this report use data extracted from the ED*Facts* Data Repository unless otherwise noted. SY 2014-15 data was extracted on April 28, 2016. SY 2015-16 data was extracted on May 16, 2017, and SY 2016-17 data was extracted on April 30, 2018. Guidelines for the collection of these data are located at https://www2.ed.gov/about/inits/ed/edfacts/index.html.

Table 1. Number of LEAs with McKinney-Vento subgrants and total LEAs by state: School Years 2014-15, 2015-16, and 2016-17

| State	Grantee LEAs SY 2014-15	Total LEAs SY 2014-15	Grantee LEAs SY 2015-16	Total LEAs SY 2015-16	Grantee LEAs SY 2016-17	Total LEAs SY 2016-17
United States	4,311	17,395	4,303	17,678	4,301	17,601
Alabama	46	136	47	138	52	137
Alaska	4	54	4	54	4	54
Arizona	29	692	29	693	29	699
Arkansas	15	257	15	259	17	262
California	118	1,163	88	1,163	97	1,159
Colorado	80	182	79	182	77	183
Connecticut	12	204	12	205	12	205
Delaware	13	45	13	49	11	48
District of Columbia	9	64	7	64	6	67
Florida	48	74	52	74	52	75
Georgia	50	198	44	203	44	202
Hawaii	1	1	1	1	1	1
Idaho	8	158	8	159	8	160
Illinois	790	876	783	873	822	904
Indiana	30	410	33	417	33	414
Iowa	11	338	9	336	9	333
Kansas	9	286	9	286	9	286
Kentucky	17	176	15	176	14	177
Louisiana	27	139	28	179	28	185
Maine	6	261	5	266	5	268
Maryland	11	25	11	25	11	25
Massachusetts	22	408	27	406	27	405
Michigan	824	908	823	912	827	901
Minnesota	11	548	11	554	13	567
Mississippi	15	151	14	146	15	147
Missouri	8	567	8	567	10	566
Montana	21	409	19	408	22	486
Nebraska	11	287	11	284	12	284
Nevada	6	18	5	19	6	19
New Hampshire	7	197	7	201	5	204
New Jersey	691	691	681	681	678	678
New Mexico	19	149	15	152	15	157
New York	147	1,003	143	1,015	131	1,032
North Carolina	42	115	49	266	49	284
North Dakota	5	226	6	225	5	226
Ohio	66	1,116	72	1,106	35	1,088
Oklahoma	10	540	10	542	9	543
Oregon	41	220	41	220	48	221

Table 1. Number of LEAs with McKinney-Vento subgrants and total LEAs by state: School years 2014-15, 2015-16, and 2016-17, cont'd.

State	Grantee LEAs SY 2014-15	Total LEAs SY 2014-15	Grantee LEAs SY 2015-16	Total LEAs SY 2015-16	Grantee LEAs SY 2016-17	Total LEAs SY 2016-17
Pennsylvania	721	788	723	795	715	788
Puerto Rico	1	1	1	1	1	1
Rhode Island	5	55	5	58	4	59
South Carolina	14	83	17	83	17	83
South Dakota	2	151	2	151	2	150
Tennessee	24	140	18	146	22	146
Texas	128	1,230	128	1,222	126	1,206
Utah	10	138	10	148	10	156
Vermont	4	360	35	360	39	343
Virginia	31	132	31	132	31	132
Washington	34	296	34	302	50	332
West Virginia	11	57	11	57	16	57
Wisconsin	25	424	16	449	15	448
Wyoming	6	48	4	48	5	48

Figure 1. Percentage of LEAs with subgrants: School Year 2016-17

Legend: 4.9% or less (N=14) | 5.0% - 9.9% (N=12) | 10.0% - 22.9% (N=13) | 23.0% or more (N=13)
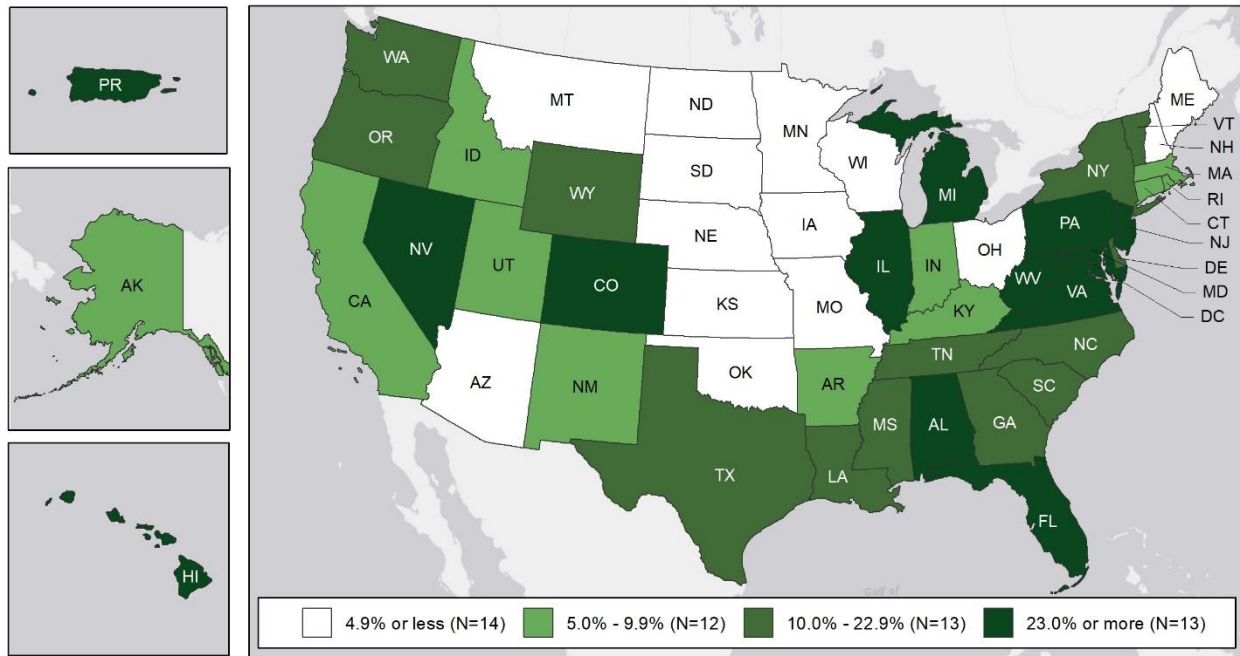
More than 98% of funds allocated by Congress for the EHCY program go to states in order to support subgrant activities and provide technical assistance to LEAs. States must award a minimum of 75% of their McKinney-Vento funding to LEAs through subgrants; they may retain the remaining funds for state level activities (42 U.S.C. § 11432(e)(1), 2002). States that are funded at the minimum level set

forth in the statute may retain up to 50% of their award for state level activities (42 U.S.C. § 11432(e)(1), 2002). ED determined the allocations for North Dakota, Vermont, and Wyoming to be at the minimally funded level for the years represented in this data summary.

The number of LEAs and the number of LEAs receiving subgrants saw little change over the three-year period. On the other hand, funding for the program increased by 8% or $4.8 million between Federal FYs 2014 and 2016. Based on funding levels during SY 2016-17, this allowed states to provide an annual average per pupil amount of $79.61 from McKinney-Vento funds to address the unique educational challenges faced by students experiencing homelessness. However, there is a wide range in this calculation across states, from $26.93 to $414.22 per student.[11] Additionally, while every state saw an increase in the amount of McKinney-Vento funds they received, the per pupil amount went down in 25% of states over the three-year period.

Table 2. Number of homeless students by state and school year with corresponding McKinney-Vento fiscal year funding: 3 to 5 year olds, Kindergarten through Grade 12, and Ungraded

State	Homeless students SY 2014-15	Allocations FY 2014	Homeless students SY 2015-16	Allocations FY 2015	Homeless students SY 2016-17	Allocations FY 2016
United States	1,263,323	$63,282,957	1,304,803	$63,262,085	1,355,821	$68,144,961
Alabama[1]	19,373	987,126	14,112	980,926	15,931	1,097,307
Alaska	4,018	168,641	3,784	164,770	4,041	192,491
Arizona	28,393	1,422,929	24,770	1,416,334	25,454	1,519,858
Arkansas	10,756	701,739	11,984	669,001	13,104	711,661
California[2]	235,983	7,623,234	246,296	7,540,970	262,935	8,176,567
Colorado	24,146	686,387	23,014	658,229	21,062	696,654
Connecticut	3,192	516,605	3,759	514,685	4,293	573,359
Delaware	3,098	194,161	3,227	195,641	3,018	218,903
District of Columbia	3,551	189,585	6,260	189,746	6,415	205,265
Florida	73,117	3,538,297	72,042	3,505,038	75,106	3,805,384
Georgia	37,791	2,264,988	38,474	2,202,823	38,336	2,417,445
Hawaii	3,526	242,517	3,790	206,397	2,958	250,839
Idaho	7,162	262,279	7,143	255,262	7,512	266,853
Illinois	52,333	2,924,369	50,949	2,983,614	51,617	3,105,256
Indiana	19,205	1,164,301	17,863	1,143,010	18,431	1,183,406
Iowa	6,936	365,075	6,774	407,232	6,789	439,270
Kansas	9,715	467,752	9,265	462,805	9,297	511,750
Kentucky	27,836	989,053	27,603	922,990	26,826	985,760
Louisiana	20,277	1,284,073	20,254	1,248,853	30,481	1,337,278
Maine	1,934	231,277	2,271	219,208	2,515	243,011

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[11]Fiscal information in this report was retrieved from www2.ed.gov/about/overview/budget/statetables/index.html.

Table 2. Number homeless students by state and school year with corresponding McKinney-Vento fiscal year funding: 3 to 5 year olds, Kindergarten through Grade 12, and Ungraded, cont'd.

State	Homeless students SY 2014-15	Allocations FY 2014	Homeless students SY 2015-16	Allocations FY 2015	Homeless students SY 2016-17	Allocations FY 2016
Maryland	16,096	899,065	16,267	883,445	17,122	1,030,974
Massachusetts	19,353	961,811	20,929	1,041,710	20,872	1,073,618
Michigan	40,861	2,234,452	39,092	2,091,649	36,811	2,171,535
Minnesota	15,196	647,502	16,550	664,628	17,750	764,878
Mississippi[3]	10,309	814,288	9,284	831,076	9,979	818,753
Missouri	30,650	1,046,820	32,133	1,065,659	33,857	1,099,270
Montana	3,075	195,908	3,003	198,951	3,606	210,834
Nebraska	3,317	313,327	3,422	317,735	3,592	325,732
Nevada[4]	17,178	526,193	20,696	523,528	16,765	562,455
New Hampshire	3,335	189,363	3,349	173,611	3,913	198,577
New Jersey	10,150	1,363,440	10,391	1,487,585	10,994	1,597,434
New Mexico	10,279	482,888	10,071	516,819	11,625	514,359
New York	118,435	4,853,128	139,959	4,971,410	148,418	5,303,566
North Carolina	26,613	1,874,706	26,339	1,870,366	29,297	1,991,387
North Dakota	2,715	162,605	2,230	162,605	2,153	175,000
Ohio	27,939	2,525,315	29,403	2,455,369	30,385	2,655,242
Oklahoma	26,979	687,105	26,268	693,626	27,096	742,595
Oregon	22,637	$657,555	22,958	$613,967	24,322	670,644
Pennsylvania	22,014	2,452,072	23,164	2,401,896	25,109	2,668,736
Puerto Rico	3,628	1,662,919	4,001	1,669,651	4,736	1,799,585
Rhode Island	1,004	213,020	1,049	221,115	1,231	234,839
South Carolina	13,353	964,324	14,140	1,019,733	11,767	1,120,247
South Dakota	2,156	187,144	1,958	192,684	2,018	206,160
Tennessee	13,259	1,253,754	15,404	1,274,112	16,851	1,410,301
Texas	113,063	5,833,850	115,676	5,862,858	111,177	6,398,616
Utah	14,999	402,330	15,094	394,746	15,438	411,241
Vermont	1,124	162,605	1,098	162,605	1,097	175,000
Virginia	17,876	1,043,882	18,577	1,093,945	20,593	1,227,620
Washington	35,511	961,986	39,127	1,025,134	40,930	1,057,610
West Virginia	7,955	394,101	9,320	396,084	9,024	408,193
Wisconsin	18,366	928,506	18,592	933,644	19,264	1,006,643
Wyoming	1,556	162,605	1,625	162,605	1,908	175,000

[1] Alabama counts for SYs 2015-16 and 2016-17 are not cumulative.

[2] California experienced an error resulting in a minimum estimated loss of 48,103 student records during SY 2014-15.
[3] Mississippi did not include data on students who were identified as homeless but declined assistance from the schools during SY 2015-16.

[4] A change in Nevada's data software may have resulted in lower counts.

Section

3

Characteristics of Homeless Students

SEAs collect general demographic data for students experiencing homelessness who are enrolled in school. The data focus on the number of students enrolled in each grade, the type of primary nighttime residence used by students, and subgroups of students experiencing homelessness. While the reasons for changes in the data points and related trends cannot be explained within the scope of this report, each of the data points and the trends related to them are described below.

Based on available data, when examining the change in the number of students over the three-year period using data submitted by all states, the homeless student population saw an increase of 7%. Growth rates across individual grades were

Enrolled is defined as attending classes and participating fully in school activities.
42 U.S.C. § 11434a(1), 2002

variable. A decrease in the number of students identified as experiencing homelessness was again observed in Kindergarten and First Grade; this trend was first noted in last year's version of this report. Grades Six through Nine saw growth consistent with the overall rate of change, while the number of homeless students in Grades Eleven and Twelve grew by 15%. Grades Ten and Five also saw greater growth, with an increase of 12%. Overall, high school grades saw the greatest increases in homeless students over the three years, while early elementary grades saw the least growth.

Table 3. Number of homeless students enrolled by grade: School Years 2014-15, 2015-16, and 2016-17

Grade	SY 2014-15	SY 2015-16	SY 2016-17
Total[1]	1,263,323	1,304,803	1,355,821
Age 3 through 5	39,369	42,199	43,365
Kindergarten	118,684	110,328	115,904
1st	116,848	117,302	115,809
2nd	111,517	115,781	115,313
3rd	106,044	111,561	115,739
4th	98,552	104,526	108,899
5th	91,928	97,701	102,988
6th	88,044	91,276	95,211
7th	84,028	86,964	89,551
8th	82,214	85,813	88,514
9th	94,543	95,974	100,101
10th	76,966	82,329	85,826

Table 3. Number of homeless students enrolled by grade: School Years 2014-15, 2015-16, and 2016-17, cont'd.

Grade	SY 2014-15	SY 2015-16	SY 2016-17
11th	68,740	74,057	79,091
12th	83,014	88,635	95,796
Ungraded	2,832	3,210	3,714

[1] Alabama counts for SYs 2015-16 and 2016-17 are not cumulative. California experienced an error resulting in a minimum estimated loss of 48,103 student records during SY 2014-15. The table does not include data on Mississippi students who were identified as homeless but declined assistance from the schools during SY 2015-16. A change in Nevada's data software may have resulted in lower counts.

When growth is examined at the state level, 20 states reported growth in their identified homeless student populations of 10% or more during the three-year period in comparison to only 15 states in the previous three-year reporting period; nine states experienced growth in the homeless student population of 20% or more. In contrast, only seven states reported a reduction of 10% or more. Of the seven states, only four reported a decrease in the number of homeless students identified by public schools for two consecutive years.

Table 4. Number of homeless students enrolled by state: School Years 2014-15, 2015-16, and 2016-17

State	SY 2014-15	SY 2015-16	SY 2016-17
United States	1,263,323	1,304,803	1,355,821
Alabama[1]	19,373	14,112	15,931
Alaska	4,018	3,784	4,041
Arizona	28,393	24,770	25,454
Arkansas	10,756	11,984	13,104
California[2]	235,983	246,296	262,935
Colorado	24,146	23,014	21,062
Connecticut	3,192	3,759	4,293
Delaware	3,098	3,227	3,018
District of Columbia	3,551	6,260	6,415
Florida	73,117	72,042	75,106
Georgia	37,791	38,474	38,336
Hawaii	3,526	3,790	2,958
Idaho	7,162	7,143	7,512
Illinois	52,333	50,949	51,617
Indiana	19,205	17,863	18,431
Iowa	6,936	6,774	6,789
Kansas	9,715	9,265	9,297
Kentucky	27,836	27,603	26,826

Table 4. Number of homeless students enrolled by state: School Years 2014-15, 2015-16, and 2016-17, cont'd.

| State	SY 2014-15	SY 2015-16	SY 2016-17
Louisiana	20,277	20,254	30,481
Maine	1,934	2,271	2,515
Maryland	16,096	16,267	17,122
Massachusetts	19,353	20,929	20,872
Michigan	40,861	39,092	36,811
Minnesota	15,196	16,550	17,750
Mississippi[3]	10,309	9,284	9,979
Missouri	30,650	32,133	33,857
Montana	3,075	3,003	3,606
Nebraska	3,317	3,422	3,592
Nevada[4]	17,178	20,696	16,765
New Hampshire	3,335	3,349	3,913
New Jersey	10,150	10,391	10,994
New Mexico	10,279	10,071	11,625
New York	118,435	139,959	148,418
North Carolina	26,613	26,339	29,297
North Dakota	2,715	2,230	2,153
Ohio	27,939	29,403	30,385
Oklahoma	26,979	26,268	27,096
Oregon	22,637	22,958	24,322
Pennsylvania	22,014	23,164	25,109
Puerto Rico	3,628	4,001	4,736
Rhode Island	1,004	1,049	1,231
South Carolina	13,353	14,140	11,767
South Dakota	2,156	1,958	2,018
Tennessee	13,259	15,404	16,851
Texas	113,063	115,676	111,177
Utah	14,999	15,094	15,438
Vermont	1,124	1,098	1,097
Virginia	17,876	18,577	20,593
Washington	35,511	39,127	40,930
West Virginia	7,955	9,320	9,024
Wisconsin	18,366	18,592	19,264
Wyoming	1,556	1,625	1,908

[1] Counts for SYs 2015-16 and 2016-17 are not cumulative.

[2] California experienced an error resulting in a minimum estimated loss of 48,103 student records during SY 2014-15.

[3] Does not include data on students who were identified as homeless but declined assistance from the schools during SY 2015-16.

[4] A change in data software may have resulted in lower counts.

Figure 2. Percentage change in enrolled homeless students by state, School Years 2014-15 to 2016-17: Ungraded, 3 to 5 year olds, and Kindergarten to Grade Twelve
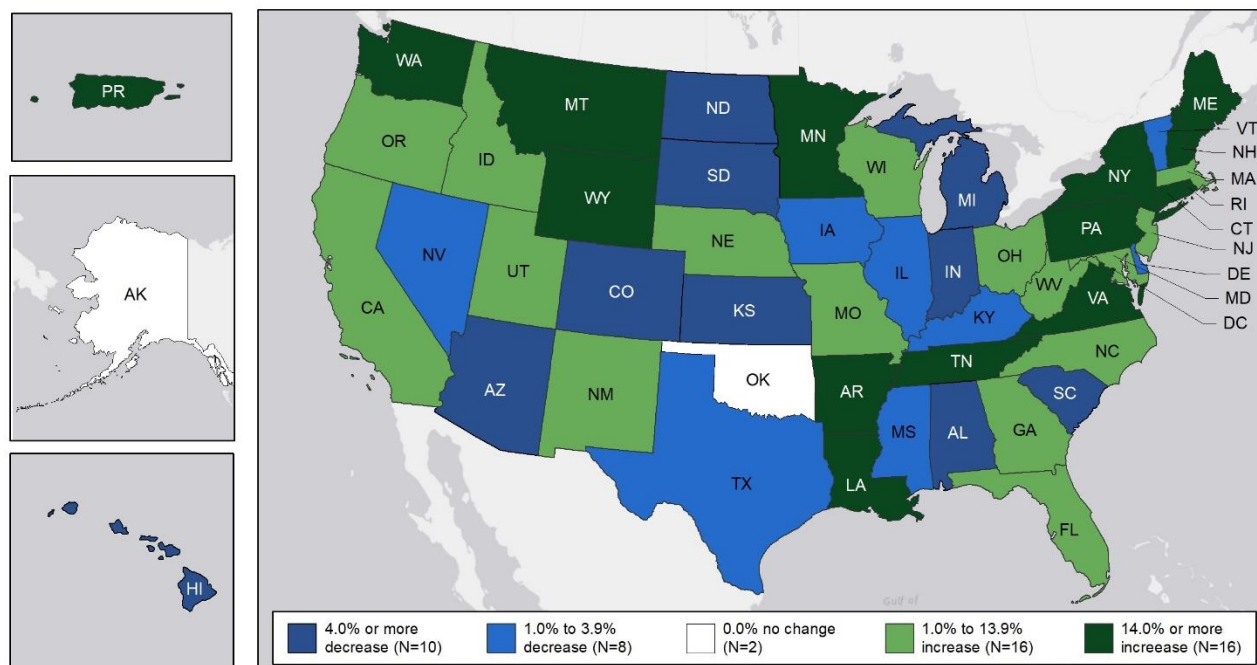
Primary Nighttime Residence

A student's primary nighttime residence is determined at the time of the initial identification of a child or youth as experiencing homelessness and is divided into four categories for data collection purposes: sheltered, unsheltered, hotels or motels, and doubled-up. The *sheltered* category includes all types of homeless shelters and transitional living programs, as well as students awaiting foster care placement.[12] *Unsheltered* students include those living in cars, abandoned buildings, places not meant for humans to live, and substandard housing. Students living in *hotels and motels* are included when they lack alternative, adequate accommodations and their housing cannot be considered fixed, regular, and adequate. Students who are *doubled-up* are those who are sharing housing with others due to a loss of housing, economic hardship, or a similar reason. To be considered homeless, students sharing housing must also be determined to lack fixed, regular, and adequate nighttime residence.

The type of nighttime residence used by students may change over the course of a school year; however, LEA liaisons submit data based on the type of housing used by the student at the time they

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[12] *Awaiting foster care placement* was removed from the definition of *homeless* when the McKinney-Vento Act was reauthorized in 2015. For *covered states* (i.e., states that have a statutory law that defines or describes the phrase awaiting foster care placement for the purposes of a program under 42 U.S.C. § 11431 et seq.) the effective date for this change was December 10, 2017. For uncovered states, the effective date for this change was December 10, 2016. As a result, not all states reported students as homeless due to awaiting foster care placement in SY 2016-17, while all states did in the other school years included in this report.

were initially identified as homeless. Thus, the data provided in the table below only includes a snapshot of the types of housing students used and is not a comprehensive overview of all types of housing used by students over the full course of the year. Additionally, seven states did not provide complete data on primary nighttime residences used by homeless students, while three provided data for more students by primary nighttime residence than enrolled by grade.[13] The net result is a total for primary nighttime residence that is lower than the number of homeless students enrolled by grade.

Table 5. Number of enrolled homeless students, by primary nighttime residence: School Years 2014-15, 2015-16, and 2016-17

Type of Residence	SY 2014-15	SY 2015-16	SY 2016-17
Total[1]	1,261,461	1,300,957	1,353,179
Shelters, transitional housing, awaiting foster care	181,386	186,868	187,605
Doubled-up[2]	958,495	985,932	1,025,416
Unsheltered[3]	39,421	43,194	50,145
Hotels/Motels[4]	82,159	84,963	90,013

[1]Enrolled students include those aged, 3 through 5, Kindergarten through Grade Thirteen, and Ungraded. North Carolina and North Dakota include children aged Birth to 2 in their counts of enrolled students.

[2]i.e., living with others due to loss of housing, economic hardship, or a similar reason.

[3]i.e., cars, parks, campgrounds, temporary trailer, abandoned buildings, or other places not intended for human habitation.

[4]Due to the lack of alternate, adequate accommodations.

When comparing the types of primary nighttime residence used by students experiencing homelessness against each other, the percentage of students using a particular type of nighttime residence have remained fairly steady. Just over three-fourths of homeless students relied on doubled-up housing. Shelters were the next most commonly used type of nighttime residence, with 14% of students residing there at the time they were identified by LEA liaisons. Hotels and motels, along with the unsheltered category, were the least utilized of the housing options, at 6% and 4%, respectively.

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[13]Arizona allowed LEAs to submit "unknown" as a type of primary nighttime residence in SYs 2014-15 and 2015-16, which is not allowed by ED*Facts* collections. Kentucky included unaccompanied youth as a type of primary nighttime residence during SYs 2013-14 and 2014-15, resulting in the loss of data on the primary nighttime residence of any student in the unaccompanied youth subgroup. Additionally, the following states did not provide nighttime residence data for all students: Arizona (SY 2016-17), District of Columbia (SY 2015-16), Hawaii (SY 2016-17), Illinois (SYs 2014-15, 2015-16), Indiana (SY 2016-17), New Mexico (all years), Tennessee (SYs 2015-16, 2016-17) and West Virginia (SY 2015-16). North Carolina reported more students by primary nighttime residence than by grade (all years). Wisconsin also reported more students by nighttime residence than grade in SY 2014-15, as did North Dakota and West Virginia in SY 2016-17. States may include students aged birth to two in primary nighttime residence counts, resulting in more students identified by type of residence than grade.

While the overall breakdown for the type of primary nighttime residence used by students experiencing homelessness has remained fairly steady over the course of the three years, use of individual types of nighttime residence grew. The number of unsheltered students increased the most, escalating 27% between SYs 2014-15 and 2016-17. The use of hotels and motels continues to see steady growth, increasing nearly 10% over the three-year period. This continues a trend in which the least used types of housing, unsheltered and hotels, saw the largest increases in use while the most commonly used type of housing saw the least growth in use. The doubled-up category grew by 7%; at the same time, the use of shelters by students experiencing homelessness increased by only 3%. While individual primary nighttime residence categories underwent variable growth rates, the overwhelming majority of students share housing with others due to loss of housing, economic hardship, or a similar reason.

Figure 3. Percentage of enrolled homeless students by primary nighttime residence, School Year 2016-17: Ungraded, 3 to 5 year olds, and Kindergarten to Grade Thirteen
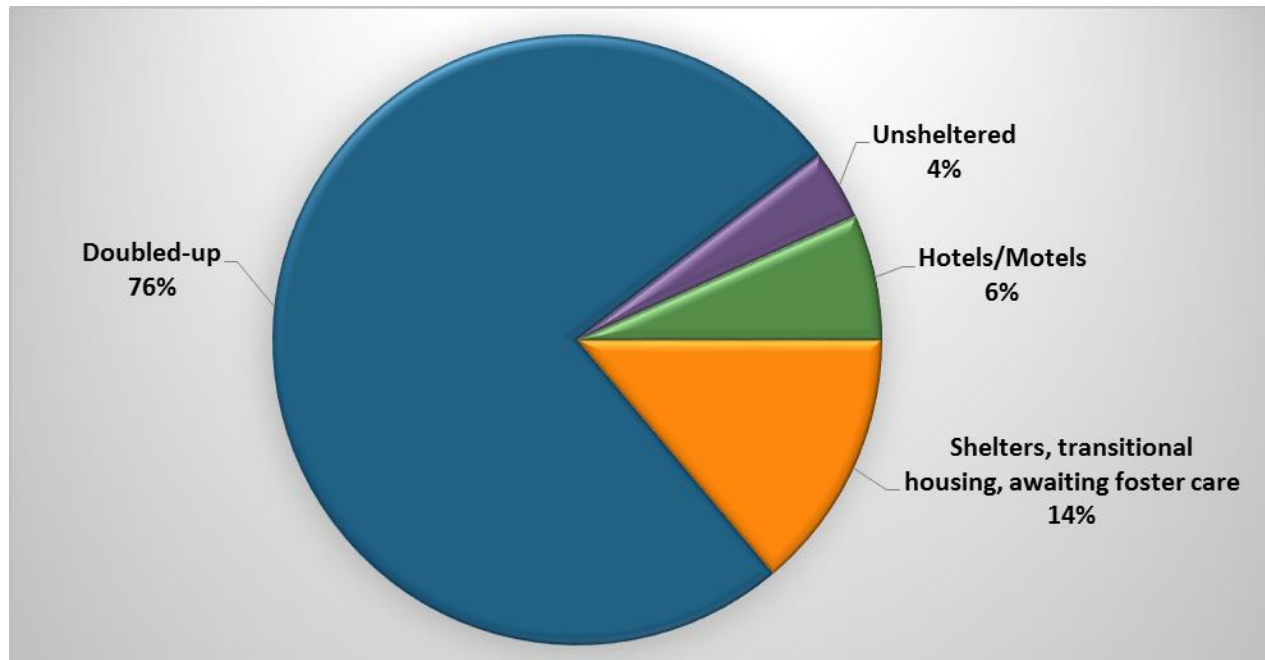
Subgroups of Enrolled Homeless Students

ED*Facts* data includes information on four subgroups of homeless students:

- students with disabilities as defined by the Individuals with Disabilities Education Act (IDEA, 2004),
- students who are migratory,
- students who are English Learners (previously referred to as students with limited English proficiency), and

- students who are unaccompanied youth.

As these categories describe non-exclusive student attributes, it is possible for a single student to belong to, and therefore be represented in, more than one category. In other words, a homeless student could theoretically be an English learner who is migratory, have a disability, and be unaccompanied.

With the exception of migratory students, the subgroups of homeless students all increased in size at a rate that outpaced the growth of the homeless student body as a whole. The change in the unaccompanied homeless youth subgroup was the most marked, with an increase of nearly 25%, which continues the pace set over the preceding three-year period. Homeless students with an identified disability grew by 14%, while English learners increased by more than 34,000 students, representing a growth of 19%. Thus, not only did the majority of the subgroups of students identified increase at a pace that was faster than the homeless student body as a whole, but even the slowest of the three subgroups showing growth increased at twice the rate of the homeless student body overall.

Table 6. Number and percentage change in enrolled homeless students, by subgroup: School Years 2014-15, 2015-16, and 2016-17

Subgroup	2014-2015		2015-2016		2016-2017	
	Enrolled Homeless Students	Percent of Homeless Students	Enrolled Homeless Students	Percent of Homeless Students	Enrolled Homeless Students	Percent of Homeless Students
Unaccompanied homeless youth[1]	95,032	7.5	111,708	8.6	118,364	8.7
Migratory students[2]	17,748	1.4	16,628	1.3	16,170	1.2
English Learners	181,949	14.4	201,124	15.4	216,295	16.0
Children with disabilities	216,477	17.4	234,506	18	247,110	18.2

[1]Excludes Wyoming for SY 2014-15, New Jersey for all years. New collection processes instituted in New Hampshire may have resulted in under reporting of students (SY 2014-15).
[2]Connecticut, District of Columbia, Puerto Rico, Rhode Island, and West Virginia do not operate migrant programs.

The McKinney-Vento Act defines *unaccompanied youth* as homeless children and youth who are not in the physical custody of a parent or guardian [42 U.S.C. § 11434a(6)].[14] While unaccompanied youth are often assumed to be older, no age parameters are set by law, and unaccompanied homeless youth may be very young students in addition to older students. Overall, 41 states indicated

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[14] Prior to the passage of the ESSA, the definition of unaccompanied youth was a youth not in the physical custody of a parent or guardian. The definition of an unaccompanied youth was amended by the ESSA and now defines an unaccompanied youth as a homeless child or youth not in the physical custody of a parent or guardian. This change took effect on October 1, 2016. However, to be included in this report, all unaccompanied youth must have been both unaccompanied and homeless.

unaccompanied youth made up 5% or more of the homeless student population, while 28 states indicated unaccompanied youth account for 10% or more of their homeless students.

Figure 4. Percentage of enrolled homeless students who are unaccompanied youth, School Year 2016-17: Ungraded, 3 to 5 year olds, and Kindergarten to Grade Thirteen
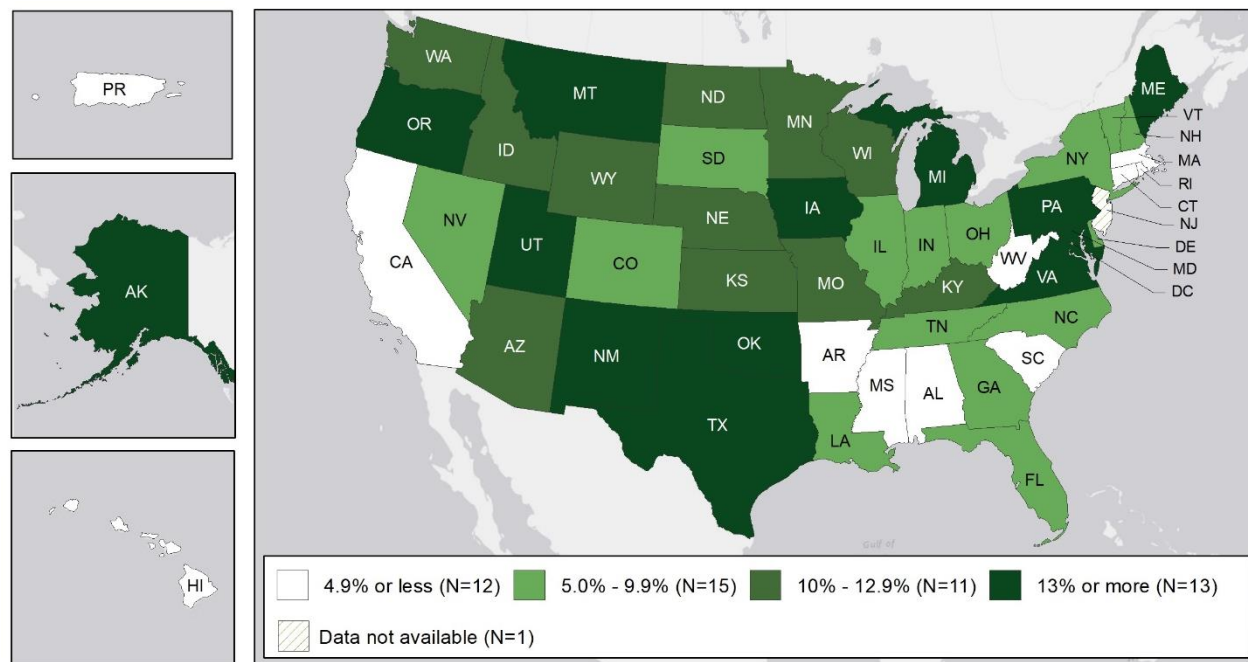

Homeless students who are English learners make up the second largest subgroup of enrolled students. The definition of an English learner is included in section 8101(20) of the Elementary and Secondary Education Act of 1965 (ESEA), as amended by the ESSA.[15] While English learners make up 16% of the homeless student population, they make up only 10% of the total student population.[16] This is particularly useful to note when considering the academic performance of students on statewide assessments, as students who experience both homelessness and are English learners may need different instructional interventions than students who experience only homelessness or are acquiring the English language but are not homeless.

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[15]Like the McKinney-Vento Act, the ESEA was reauthorized by the ESSA in December 2015. While the definition of a limited English proficient student did not change, the terminology used to describe those students is now English learners.

[16]McFarland, J., Hussar, B., Wang, X., Zhang, J., Wang, K., Rathbun, A., Barmer, A., Forrest Cataldi, E., and Bullock Mann, F. (2017). *The condition of education 2018* (NCES 2018144). U.S. Department of Education, National Center for Education Statistics. Washington D.C. Retrieved June 27, 2018 from https://nces.ed.gov/pubsearch/pubsinfo.asp?pubid=2018144.

Figure 5. Percentage of enrolled homeless students who are English Learners, School Year 2016-17: Ungraded, 3 to 5 year olds, and Kindergarten to Grade Thirteen
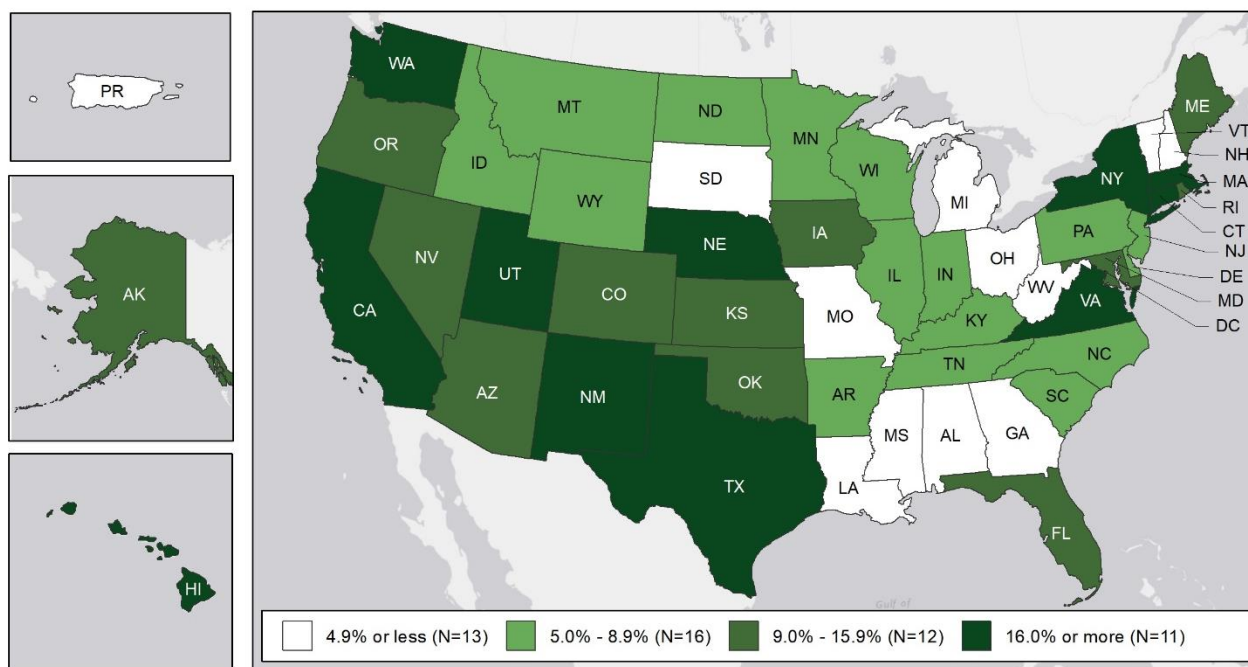
Children with disabilities, as defined by IDEA, comprise the largest subgroup of homeless students enrolled in public schools. The percentage of homeless students with an identified disability under IDEA has now reached 18% and the average rate of disabilities among homeless students for states was 22%. Nearly 62% of states had a proportion of homeless students with disabilities of 20% or more. This represents an increase from SY 2014-15, in which just over half of states had rates of disabilities at 20% or larger among their homeless students. In contrast, the total number of students in the public school population who possess an identified disability decreased between SYs 2004-05 and 2011-12. Additionally, the total number of students in the public school population with an identified disability under IDEA has remained stable at 13% of the overall student population since SY 2012-13.[17]

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[17]McFarland, J., Hussar, B., Wang, X., Zhang, J., Wang, K., Rathbun, A., Barmer, A., Forrest Cataldi, E., and Bullock Mann, F. (2017). *The condition of education 2018* (NCES 2018144). U.S. Department of Education, National Center for Education Statistics. Washington D.C. Retrieved June 27, 2018, from https://nces.ed.gov/pubsearch/pubsinfo.asp?pubid=2018144.

Figure 6. Percentage of homeless children and youth with disabilities (IDEA), School Year 2016-17: Ungraded, 3 to 5 year olds, and Kindergarten to Grade Thirteen

Section

4
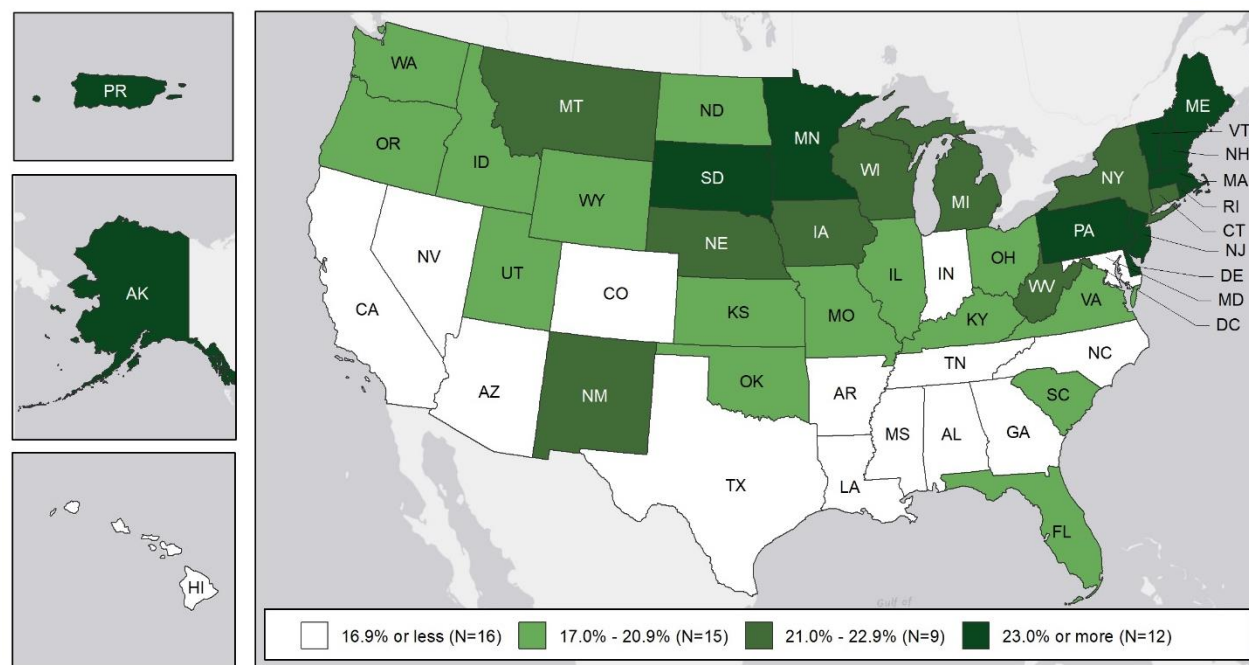
Academic Achievement

In order to evaluate the yearly performance of states, LEAs, and schools in enabling all children to meet the state's challenging student academic achievement standards, states are required to administer academic assessments to students in reading (language arts), mathematics, and science under the ESEA, as amended by NCLB [20 U.S.C. § 6311(b)(3)].[18]   All states must administer assessments in reading/language arts and mathematics to students in Grades Three through Eight and at least once in Grades Ten through Twelve. States must administer science tests to students at least once in each of the following grade ranges: three through five, six through nine, and ten through twelve [20 U.S.C. § 6311(b)(3)]. ED*Facts* includes data on the performance of homeless students on statewide assessments for each subject area. Data must be reported regardless of how much time the students were enrolled in a school district and includes students who took regular assessments, as well as, those who took assessments with accommodations or who took alternate assessments.

Several considerations must be weighed when evaluating statewide assessment data, especially when considering comparisons across years or states. First, while all states use the same definitions to measure areas of homeless education, such as homelessness or enrollment status, the definitions for and measurements of student achievement vary across states. Each state may independently develop its own assessments to measure student achievement. Assessments are based on academic standards that each state is similarly tasked with developing for its students. In addition to variances between states, differences exist in how many years a particular test has been used, the time of year that statewide assessments are given, and the format in which they are given (e.g., paper versus computer administered tests). Furthermore, while some students may experience homelessness in consecutive years, others will not.

As a result, the students included in the data set experiencing homelessness this year may not be the same students included in another year, and the number of students taking each type of assessment may vary from year to year (regular, regular with accommodations, alternate assessments, etc.)[19] The type of assessments taken by homeless students may be particularly relevant given the high rates of disabilities and English learners among homeless students. For all of these reasons, the best option for evaluating the growth of homeless students as measured by statewide assessments is to compare each state's data against itself across a period of years, with limited comparisons across states.

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[18] Changes made to the ESEA as a result of the ESSA did not take effect until after the years covered in this report.

[19] See ED*Facts* file specifications C175, C178, C179, C185, C188, and C189 for more information on the types of assessments states use: https://www2.ed.gov/about/inits/ed/edfacts/sy-15-16-nonxml.html. Regular assessments with accommodations are used for students with disabilities who are expected to meet grade level academic achievement standards. Alternate assessments are used to measure the performance of students who are unable to participate in regular assessments, even with accommodations.

However, even that method is limited, as at least 22 states adopted new standards, administered new assessments, changed scoring related to each level of academic proficiency, or made other significant changes to their statewide assessments between SYs 2012-13 and 2013-14. For many states, SY 2014-2015 is the first year for which they have valid data for their new assessments.

Given all the factors impacting data reliability, the following tables and figures contain a single year snapshot of academic performance that has been aggregated to the national level, limiting state comparisons. The tables include information on both the number and percentage of students tested, as the group size could skew or otherwise reveal helpful information. For example, students in high school had the highest scores on mathematics assessments, yet that same subgroup of students had the lowest number of students receiving valid scores. As a result, it would require a smaller number of students either passing or failing the tests to change the percentage of students passing the test than one of the larger grade groups would require to move the percent passing mark. The only legitimate reasons to exclude homeless students from the number of students receiving a valid score include exemptions due to medical emergencies or if the students did not participate in testing at all.[20]

Table 7. Number and percentage of homeless students who received valid and proficient scores on state reading (language arts) assessments, by grade: School Year 2016-17

Grades	Received valid score	Percent received valid score	Received proficient score	Percent received proficient score
Total	533,172	93.2	160,157	30.0
3rd	91,202	95.1	26,630	29.2
4th	86,411	95.1	25,291	29.3
5th	82,515	95.2	25,047	30.4
6th	74,239	94.4	20,627	27.8
7th	68,898	93.2	19,753	28.7
8th	67,022	92.2	20,006	29.8
High School	62,889	85.8	22,803	36.3

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[20]For more information on which students are included in testing, see file specifications C175, C178, C179, C185, C188, and C189 at https://www2.ed.gov/about/inits/ed/edfacts/sy-16-17-nonxml.html.

Figure 7. Percentage of enrolled homeless students who scored at or above proficient, reading (language arts): School Year 2016-17
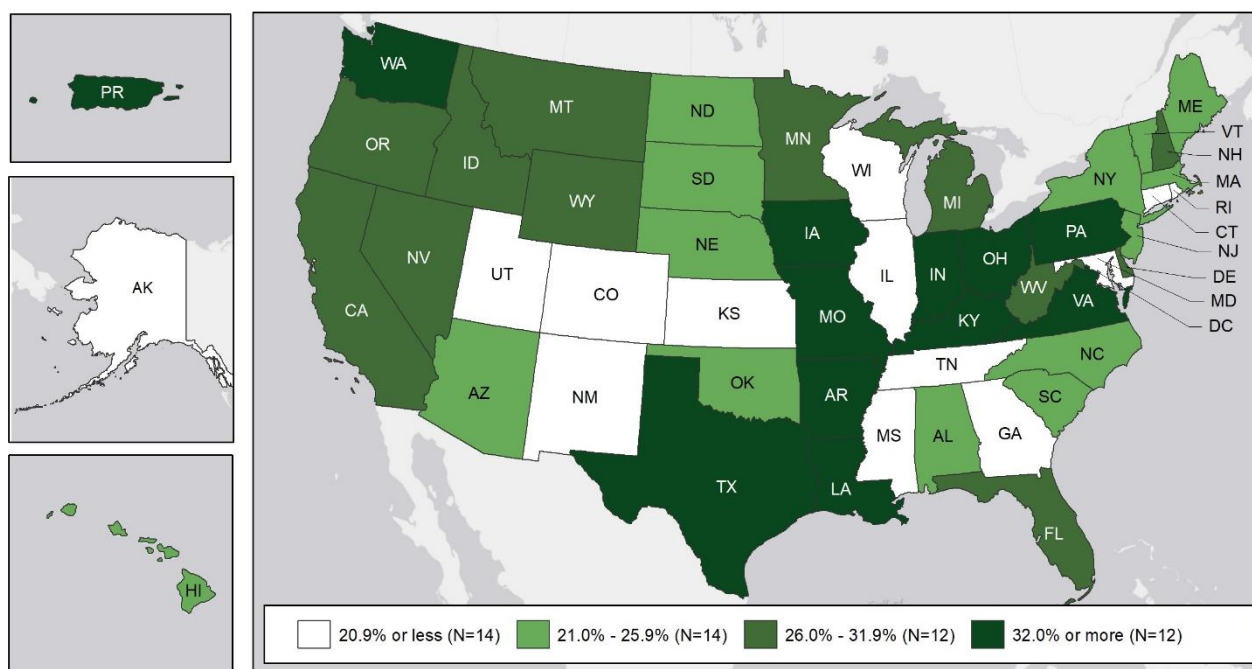

Table 8. Number and percentage of homeless students who received valid and proficient scores on state mathematics assessments, by grade: School Year 2016-17

Grade	Received valid score	Percent received valid score	Received proficient score	Percent received proficient score
Total	541,270	94.5	137,400	25.4
3rd	92,506	96.5	28,875	31.2
4th	87,827	96.6	24,258	27.6
5th	83,769	96.7	20,961	25.0
6th	75,360	95.9	17,092	22.7
7th	69,840	94.8	14,477	20.7
8th	68,232	93.7	15,112	22.1
High School	63,736	86.2	16,625	26.1

Figure 8. Percentage of enrolled homeless students who scored at or above proficient, mathematics: School Year 2016-17
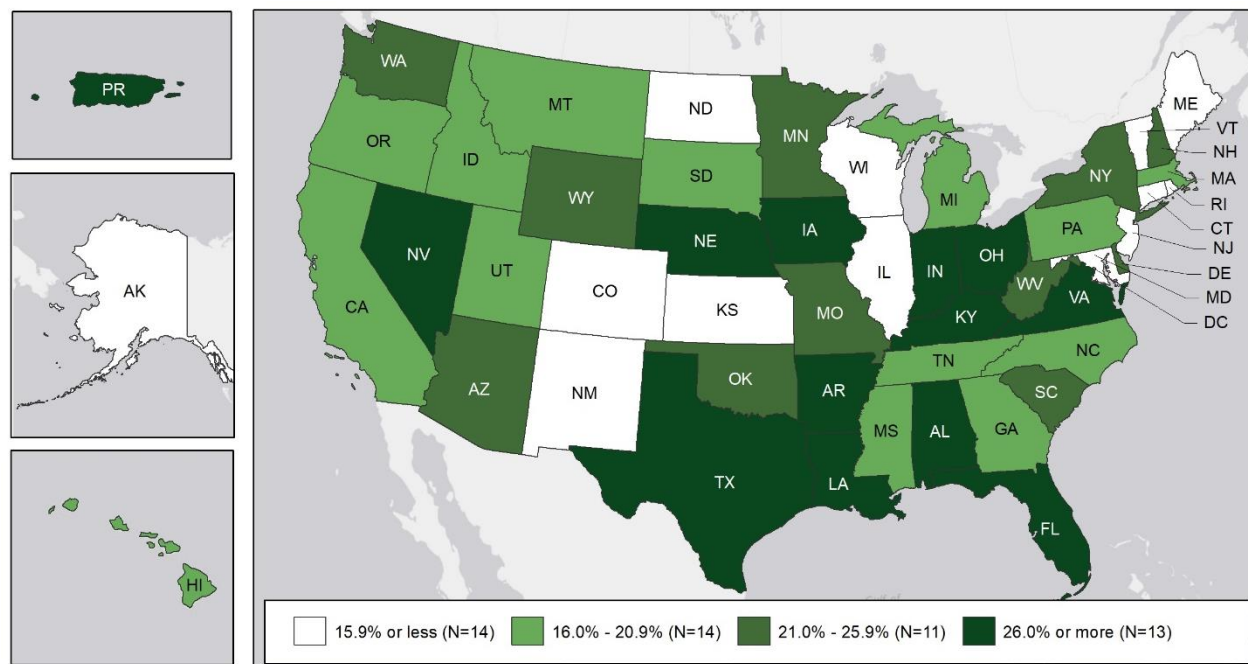

Table 9. Number and percentage of homeless students who received valid and proficient scores on state science assessments, by grade: School Year 2016-17

Grades	Received valid score	Percent received valid score	Received proficient score	Percent received proficient score
Total[1]	164,330	69.0	62,194	37.8
3rd	4,228	99.4	2,013	47.6
4th	26,466	94.6	12,683	47.9
5th	38,124	60.6	13,485	35.4
6th	6,265	98.2	2,455	39.2
7th	8,782	97.0	2,493	28.4
8th	40,980	63.4	13,652	33.3
High School	39,485	62.6	15,413	39.0

[1]California was provided a waiver and did not submit data. Illinois did not provide science assessment data. Kentucky provided only alternate assessment data for Grades 4 and 7.

Figure 9. Percentage of enrolled homeless students who scored at or above proficient, science: School Year 2016-17
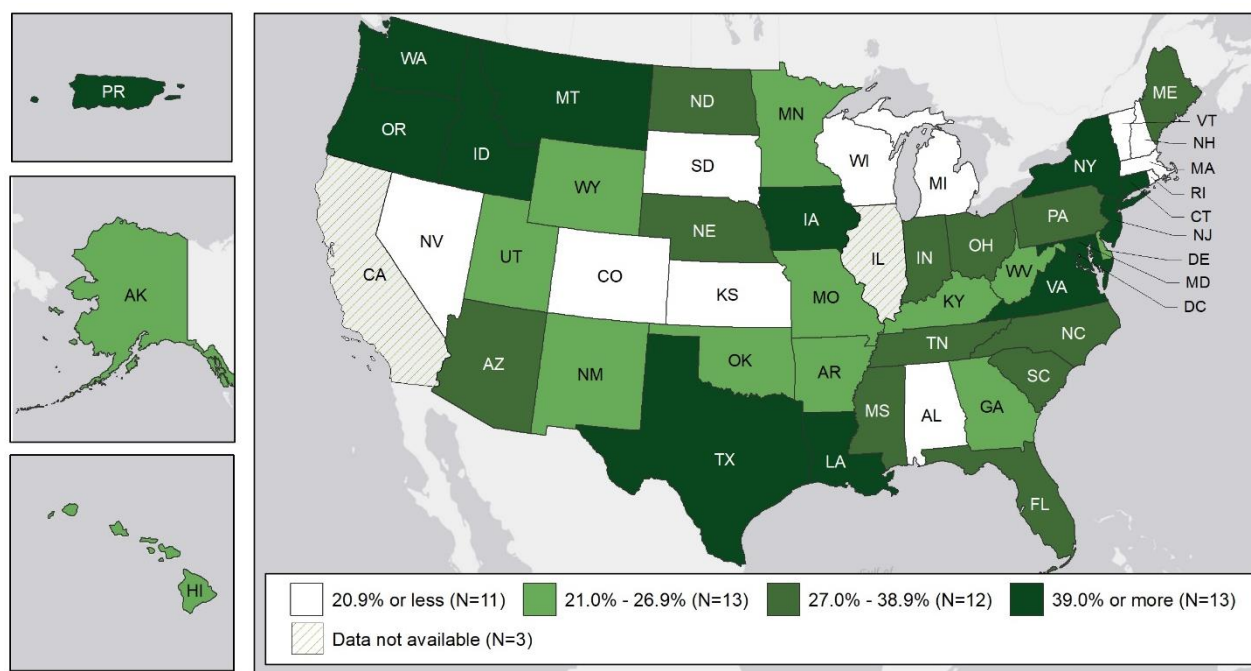
Adjusted Cohort Graduation Rates

ED began collecting data on adjusted cohort graduation rates (ACGRs) disaggregated for homeless students at the high school, LEA, and SEA level for the first time beginning with data from SY 2016-17. Forty-four of 53 SEAs submitted 4-year ACGR data for homeless students. The 4-year ACGR for homeless students ranged between 45% to 88% compared to a national average of 64% that excludes some states with large homeless student cohorts. In addition, states must submit extended year ACGRs (e.g., 5- and 6-year graduation rates) for homeless students if the state calculates an extended year ACGR. For SY 2016-17, 21 states submitted an extended year ACGR, which ranged between 49% to 88% for homeless students. The national average was 70%. ED plans to provide the 4-year state ACGR and national average in this summary report beginning with SY 2017-18.

Section

5

Other Federal Agency Programs

The McKinney-Vento Act requires LEAs to coordinate the provision of services under the EHCY program to homeless students and their families with local social services agencies and other agencies providing services to homeless children and youth (42 U.S.C. § 11432(g)(5)(A), 2002), and requires each SEA and LEA to coordinate with housing agencies responsible for developing the comprehensive housing affordability strategy described in Section 105 of the Cranston-Gonzalez National Affordable Housing Act (42 U.S.C. § 11432(g)(5)(B), 2002). This coordination ensures that homeless students have access and reasonable proximity to available education and related support services. It also serves to raise the awareness of both school personnel and service providers of the effects of short term stays in shelters and other challenges experienced by students as a result of their homelessness (42 U.S.C. § 11432(g)(5)(C), 2002).

Since 2010, ED has been an active participant in federal interagency coordination to prevent and end homelessness, including for families, children, and youth.[21] ED encourages counterpart agencies that serve homeless children and youth at the state and local level to use data across agencies to build a system with the capacity and resources to create a pathway to end all forms of homelessness. In the U.S. Interagency Council on Homelessness' (USICH's) framework for a *Coordinated Community Response to Preventing and Ending Youth Homelessness*,[22] communities are encouraged to develop a model of what the community needs towards this end, and to identify how they can fill gaps and sustain progress. This includes developing a governance structure that involves local homeless educators in ongoing oversight and monitoring of programs and services to ensure increasing effectiveness through system enhancements and modifications.

This section aims to provide information on agencies or programs that collect data beyond that collected by ED, including data that potentially addresses the causes and conditions of homelessness experienced by students. By examining the services and outcomes from other programs that serve homeless students, more robust interventions can be developed to address the complex variables that impact the implementation of programs, leading to more success in ameliorating the impact of homelessness on students and communities. Programs highlighted in this section include the Head Start and Runaway and Homeless Youth programs, both of which are administered by the U.S. Department of Health and Human Services' Administration for Children and Families (ACF). Highlighted programs also include homeless assistance programs administered by the U.S.

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[21] The U.S. Interagency Council on Homelessness released a new strategic plan to end homelessness on July, 19, 2018; it is available at https://www.usich.gov/home-together.
[22] Released on September 18, 2015.

Department of Housing and Urban Development (HUD), such as emergency shelter and program components funded under the Continuum of Care Program. Each program uses different definitions of homelessness, which are referenced in Appendix A of USICH's [Report to Congress on How to Better Coordinate Federal Programs Serving Youth Experiencing Homelessness](#).

Early Childhood Programs

ACF oversees early childcare and education programs such as Early Head Start, Head Start, and the Child Care and Development Fund (CCDF). While the programs are administered at the local and state level, respectively, these programs have legal requirements for prioritizing homeless children for services. The programs also require the use of flexible policies for enrollment, allowing homeless families to submit documentation typically required for enrollment at a later date.

Head Start and Early Head Start programs submit data to ACF through the Head Start Enterprise System, or HSES. The Program Information Report (PIR) is due in late summer of each year and includes data on the number of children who were homeless at the time of enrollment, the number of homeless children served, and the number of families who found housing while in the program.

Based on the cumulative count included in the PIR for Program Year 2016-17, Head Start and Early Head Start served 52,870 homeless children. This represents nearly 5% of the children served by all Head Start programs with no significant increase from the number of homeless children served in 2015-16. To see more information about the questions included in the PIR form or to see Service Snapshots, visit https://eclkc.ohs.acf.hhs.gov/hslc/data/pir.

Programs funded by ACF as a part of the CCDF are also required to submit information. CCDF programs gather data on types of childcare provided, amounts paid to providers, hours of care provided, and other types of services, such as housing or Supplemental Nutrition Assistance Program services.   To see the latest estimates of children served by the CCDF, visit http://www.acf.hhs.gov/occ/data.

Runaway and Homeless Youth Act Programs

The Runaway and Homeless Youth Act (RHYA), administered by the Family and Youth Services Bureau within the Administration on Children, Youth and Families in ACF, authorizes funding for the Street Outreach, Basic Center, and Transitional Living Programs. These programs help thousands of youth who run away from home or become homeless each year by providing preventive and reunification services, connecting runaway and homeless youth to stable housing and supportive services, and supporting emergency shelter and longer-term transitional living and maternity group home programs. RHYA was most recently reauthorized by the Reconnecting Homeless Youth Act of 2008.

RHYA programs use local Homeless Management Information System (HMIS) software to collect and track data on youth served, including youth served by the Street Outreach, Basic Center, and Transitional Living Programs.   The use of HMIS allows communities to track the prevalence,

characteristics, outcomes, and service utilization of runaway and homeless youth across programs funded by multiple funding streams, including federal and non-federal partners. In addition to collecting and tracking data on the local level, RHYA grantees upload client-level data on all youth served by RHYA-funded programs to ACF twice a year, allowing for a national data set of all youth served by RHYA programs.

To see data elements collected by RHYA programs, see the RHY Program HMIS Manual or visit the Runaway and Homeless Youth Technical Assistance and Training Center website.

Homeless Assistance Programs

While provisions impacting the education of homeless children and youth are contained within Subtitle VII-B of the McKinney-Vento Act, the rest of the law addresses other needs of persons experiencing homelessness. The McKinney-Vento Act authorized the Emergency Solutions Grants (ESG) Program, which funds rapid rehousing, homeless prevention programs, emergency shelters, supportive services and street outreach programs, and the Continuum of Care (CoC) Program, which funds transitional housing, rapid rehousing, supportive services, and permanent supportive housing. The Act requires programs that receive funding under CoC Program provisions, and the community of stakeholders known collectively as the CoC, to assure the education rights of the children and families that they serve. For example, providers are required to "establish policies and practices that are consistent with, and do not restrict the exercise of or rights provided by" subtitle B of title VII of the McKinney-Vento Act (42 U.S.C. § 11386(b)(4)(C), 2009). They must also designate a liaison to work with schools, as well as, ensure that children and youth are enrolled in schools and connected to the appropriate community services (42 U.S.C. § 11386(b)(4)(D), 2009). The CoC also must ensure that community-wide policies take into account the educational needs of children and youth, including the location of housing "so as not to disrupt such children's education" (42 U.S.C. § 11386(b)(7), 2009). CoC Program regulations established by HUD further require that the CoC membership includes representation from school districts and universities to the extent that they exist within the CoC's geographic area (24 CFR §§ 578.3 and 578.5).

HUD compiles data entered from homeless programs, including programs that do not receive HUD funding, into the HMIS. HUD program data is publicly reported in the Annual Homeless Assistance Report, or AHAR. The report is released in two parts: the first provides data based on one-night national, state, and local estimates of sheltered and unsheltered homelessness. Part II includes one-year national estimates of people in shelter and in-depth information about their characteristics and use of the homeless services system. The annual data provide a more comprehensive picture of homelessness that can be considered with other related federal datasets.

In addition to the HMIS data used for Part II, HUD grantees and community partners conduct a Point in Time (PIT) count and Housing Inventory Count on a designated day at the end of January each year. PIT counts provide estimates of persons experiencing homelessness based on the type of shelter they use, if any, and estimates of the subgroups of persons experiencing homelessness. Subgroups include persons who experience chronic homelessness, veterans, persons with specific disabilities, families

with children, and unaccompanied youth. Housing Inventory Counts are similar, but focus on the number of beds available to homeless persons through shelters or other housing programs. Emergency shelters, safe havens[23], transitional housing, rapid rehousing, permanent supportive housing[24], and other permanent housing[25] programs all participate in the Housing Inventory Count.

The Housing Inventory Count for January 2017 shows 201,286 emergency shelter and transitional housing beds were available for families experiencing homelessness, with an additional 3,862 emergency and transitional housing beds available for child-only households. This represents 52% of the emergency and transitional housing beds available to persons experiencing homelessness during January 2017. An additional 126,186 permanent housing beds were available for families experiencing homelessness and 91 permanent housing beds were available for persons in child-only households, representing just under 36% of available permanent housing beds.[26] PIT counts from that same time show 184,411 family members from 57,886 families were homeless with an additional 4,632 unaccompanied youth under the age of 18 experiencing homelessness. Of the family members who were homeless during the PIT count, 16,688 of them were unsheltered while 2,513 unaccompanied youth under age 18 were unsheltered.[27] This aligns to the same definition of unsheltered used by education programs and includes people living in places not meant for human habitation, such as the streets, in cars, parks, or abandoned buildings.

For more information on the AHAR, visit the [AHAR Resource Page](#).

Considerations When Using Multiple Sources of Data

All of the sources of data noted in this report are valuable; however, they are also all tailored to the programs requiring them. Of particular note:

- The programs use different definitions of the term *homeless* for the purposes of eligibility. ED and HHS programs use the definition found in 42 U.S.C. § 11434a(2), while HUD programs use the definition found in 42 U.S.C. § 11302.
- The programs use different timelines for program years and program reporting. Some programs focus on a particular point in time, while others look at outcomes over the course of an entire year. Some programs also operate 365 days a year, while schools and Head Start programs have defined program years that operate less than a calendar year.

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[23]These programs provide private or semi-private housing for persons with severe mental illness. The housing is long-term, but must constitute no more than 25% of the housing provided by a facility.

[24]These programs provide permanent housing and supportive services to formerly homeless persons with disabilities.

[25]These programs provide housing and may or may not provide supportive services. Program participants must be homeless to be eligible, but are not required to have a disability.

[26]Housing count information is available at https://www.hudexchange.info/programs/coc/coc-housing-inventory-count-reports/.

[27]Henry, M., Watt, R., Rosenthal, L., Shivji, A. (2017). *The 2017 annual homeless assessment report to Congress: Part 1 point-in-time estimates of homelessness.* U.S. Department of Housing and Urban Development. Washington D.C. Retrieved June 28, 2018, from https://www.hudexchange.info/resources/documents/2017-AHAR-Part-1.pdf.

- The types of services provided by the programs are based on the goals of the program; therefore, the eligibility requirements vary across programs. For example, all homeless students are eligible for certain rights and services related to public education, but programs like Head Start must consider the overall needs of applicants and prioritize services for homeless students.
- Data sources may reflect actual counts of homeless persons who were identified or served for administrative reporting purposes, as included in ED or HHS data, or an estimated count based on sampling methodology (e.g., the AHAR Part II).