



STATEWIDE HOMELESSNESS FUNDING REPORT

Governor's Office of Planning & Budget
State of Utah

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EXECUTIVE SUMMARY

During the 2021 General Session, the Utah legislature passed and the governor signed *HB 347, Homeless Services Amendments, (S. Eliason)*. The bill established the Office of Homeless Services (OHS) which is tasked with coordinating homeless services across Utah, including developing and maintaining a “comprehensive annual budget and overview of all homeless services available in the state” from all sources, including state, local, federal, and private funding ([Utah Code 35A-16-203](#)). The intent of this report is to summarize state-level funding appropriated and distributed for addressing homelessness and to begin developing a framework for the annual budget estimate.

Staff in the Governor’s Office of Planning and Budget (GOPB) completed the analysis included in this report with data and feedback provided by the State Homeless Coordinator and staff in OHS. The report includes data from two years¹—2019 and 2023. 2019 data are included because this was the most recent year of financial reports available at the provider level in fall 2021 when the first iteration of the analysis was completed. Responses to the local follow-up survey were also reported in 2019 amounts. 2023 data are included as they are the most up-to-date state appropriation.

FINDINGS

STATE MANAGED FUNDS (SECTIONS 1 AND 2)

- 1** In FY 19, the legislature appropriated \$36.5 million from all state-administered sources to directly address homelessness. That amount grew to nearly \$98.0 million in FY 23, with over half (\$55.0 million) of the total intended for one-time deeply affordable housing projects.
- 2** Over half of all Office of Homeless Services contracted dollars in FY 19 and FY 23 were intended for emergency shelter services for both fiscal years.

SYSTEMWIDE ESTIMATED FUNDS (SECTION 3)

- 1** GOPB identified \$126.6 million from all sources that was categorized as funding for direct homelessness or domestic violence services. \$102.2 million of the direct funding was intended for homelessness services while the remaining \$24.4 million was intended for domestic violence services.
- 2** GOPB identified an additional \$188.9 million from all sources that was categorized as “affordable housing, other social services, and response activities” because beneficiaries may or may not include individuals experiencing homelessness.

¹ All state-administered funds are reported in state fiscal years (Jul. 1 to Jun. 30). As described in Section 3, some other sources use different fiscal years.

Due to the nature of the data, several caveats should be noted:

- Significant changes were made to the structure of homelessness funding in the state of Utah between FY 19 and FY 23. Namely, the legislature created the position of State Homeless Coordinator and the Office of Homeless Services as a separate line item in the Department of Workforce Services.
- Additional funding may support individuals experiencing homelessness. For example, the population may receive benefits through Medicaid. However, because these programs support low-income individuals no matter their housing status, these programs were not comprehensively included in this report.
- Individuals seeking domestic violence services from providers analyzed in this report are a subset of the homeless population. Funding for domestic violence services is isolated from funding for homeless services in this report.
- All sections of the report must be treated separately. Data cannot be aggregated across sections.
- Additional caveats are included in each section, specific to the data represented therein.

This report represents the first attempt at building a framework for estimating all sources of funding intended to directly address homelessness in the state. Additional actions are needed to ensure access to vetted and homogeneous data in future iterations of the report. As the framework is further developed, data sources, methodology, and analytical findings could change.

SECTION 1: FY 19 AND FY 23 LEGISLATIVE APPROPRIATIONS TO THE HOMELESS COMMITTEE AND STATE OFFICE OF HOMELESS SERVICES²

During the 2018 General Session, the legislature appropriated \$36,555,000 from all sources to the [Homeless Committee](#) (Utah Office of the Legislative Fiscal Analyst [LFA], 2022a; LFA, 2022b). 87.5% of the total was from state funds, 6.8% from local sales tax (Shelter Cities Mitigation Fund), and 5.6% from federal funds. A portion of the balances is from the sale of land as part of [Operation Rio Grande](#) in 2018.

² Prior to FY 22, funding for homeless services was appropriated to the Homeless Committee under the Housing and Community Development line item. The FY 19 table includes appropriations to the Homeless Committee and balances from the sale of Operation Rio Grande (LFA, 2022c).

TABLE 1: FY 19 APPROPRIATIONS TO THE HOMELESS COMMITTEE	
FUNDING SOURCE	AMOUNT
General Fund (GF)	\$1,145,100
General Fund 1X	\$2,920,900
Homeless Account (GF restricted)	\$1,654,900
Homeless Housing Reform Account (GF Restricted)	\$11,362,400
Transfers	\$0
Dedicated Credits	\$18,100
Shelter Cities Mitigation (State GF)	\$0
Beginning Nonlapsing Balance*	\$19,057,100
Closing Nonlapsing Balance*	-\$4,095,400
Lapsing Balance*	\$296,500
Subtotal state	\$31,766,600
Shelter Cities Mitigation (Local Sales Tax)	\$2,500,000
Subtotal local	\$2,500,000
Federal Funds Ongoing	\$2,037,1000
Federal Funds 1X	\$0
Federal Funds - American Rescue Plan Act 1X	\$0
Subtotal federal	\$2,037,1000
TOTAL	\$36,555,000

*Includes funds from the sale of land for Operation Rio Grande

During the 2022 General Session, the legislature appropriated \$97,959,200 from all sources to OHS (LFA, 2022c). 32.0% of the total was from state funds, 5.4% from local sales tax (Shelter Cities Mitigation Fund), and 66.0% from federal funds. Approximately \$63.8 million, or 65.1%, of the total funding is one-time, including \$55.0 million from the American Rescue Plan for deeply affordable housing.

**TABLE 2: FY 23 APPROPRIATIONS TO THE
OFFICE OF HOMELESS SERVICES**

FUNDING SOURCE	AMOUNT
General Fund (GF)	\$1,934,700
General Fund 1X	\$5,800,000
Homeless Account (GF restricted)	\$2,951,600
Homeless Housing Reform Account (GF Restricted)	\$12,816,900
Transfers	\$1,025,000
Dedicated Credits	\$19,600
Shelter Cities Mitigation (State GF)	\$5,000,000
Beginning Nonlapsing Balance*	\$2,000,000
Closing Nonlapsing Balance*	\$0
Lapsing Balance*	\$0
Subtotal state	\$31,548,100
Shelter Cities Mitigation (Local Sales Tax)	\$5,314,900
Subtotal local	\$5,314,900
Federal Funds Ongoing	\$5,095,400
Federal Funds 1X	\$800
Federal Funds - American Rescue Plan Act 1X	\$56,000,000
Subtotal federal	\$61,096,200
TOTAL	\$97,959,200

SECTION 2: FY 19 AND FY 23 STATE HOMELESSNESS GRANTS TO PROVIDERS

Each year, OHS receives requests for funding from verified providers of homeless and domestic violence services. OHS staff provide recommendations to the Utah Homelessness Council (UHC) on what requests should be funded and from what funding sources. The following charts show contract information for FY 19 and FY 23, identifying whether the contract was intended for a homeless or domestic service provider, funded with federal or state funds and which project type (described in the appendix) the funds would target. All grants are assumed to provide direct services to individuals experiencing homelessness or domestic violence.³

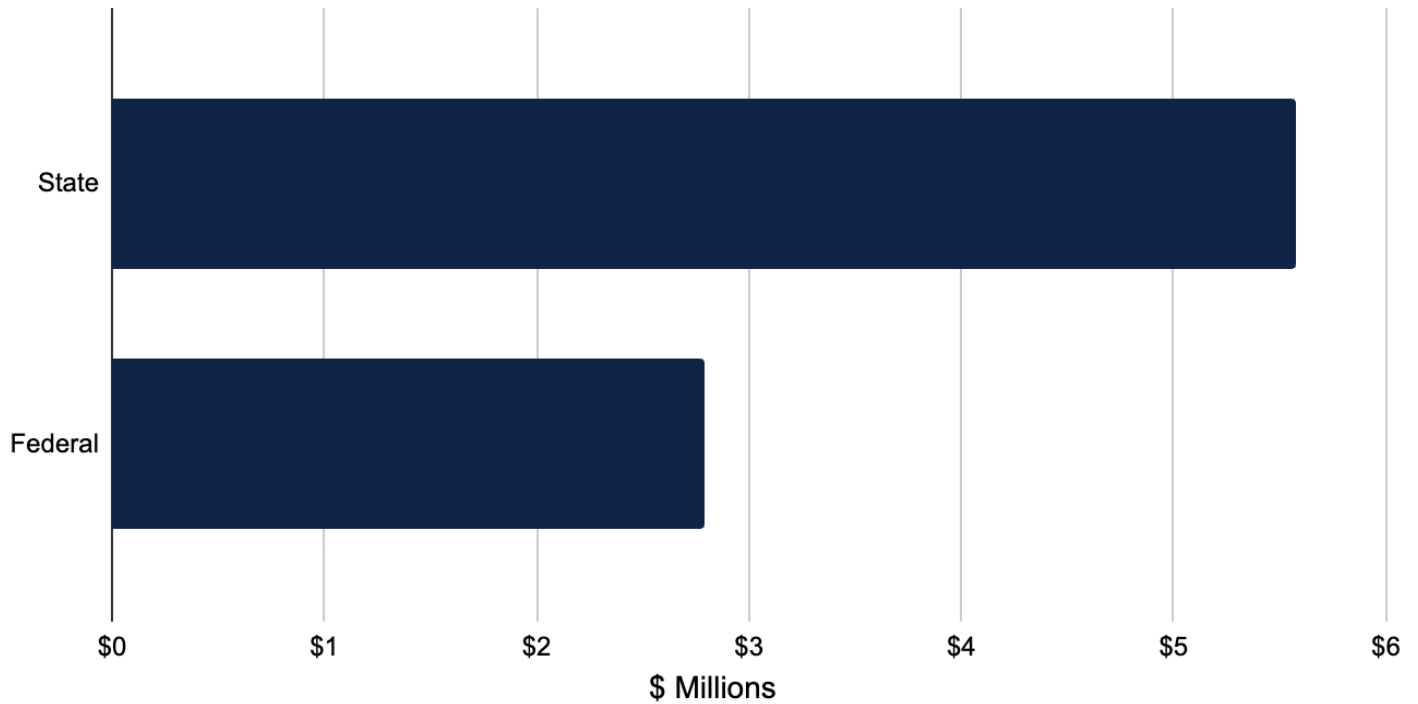
Please note that not all funding appropriated through OHS is distributed through the grants mechanism, so the following graphs may not align with the preceding appropriations information.

³ See Section 3: Funding Classification for more explanation about how funds are classified.

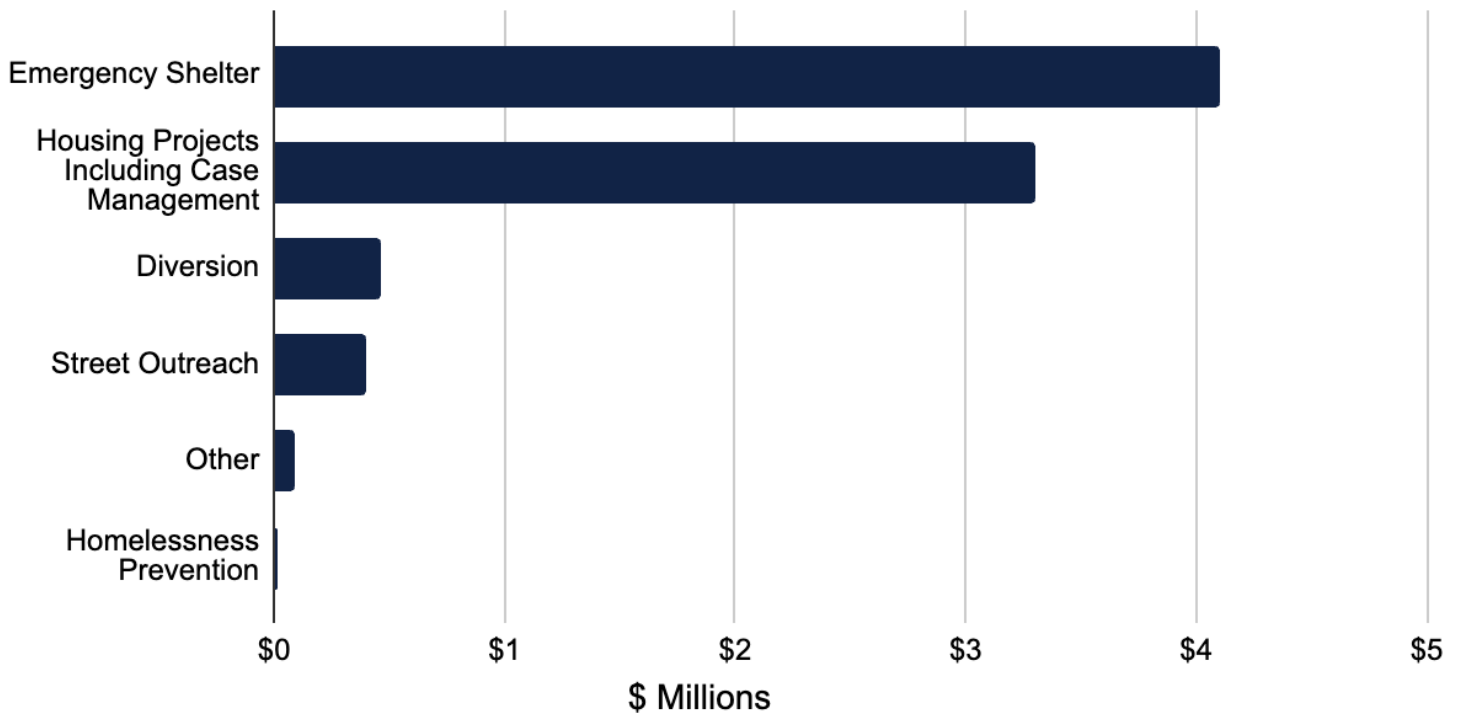
FY 19 CONTRACTS

During FY 19, the Homeless Committee distributed almost \$9.5 million in state and federal funds to homeless and domestic violence service providers (OHS Staff, personal communication, Aug. 9, 2022). Nearly \$8.4 million of the funding was contracted to homelessness services providers with the majority intended for emergency shelter. The remaining \$1.1 million was contracted to providers focusing on domestic violence services, with over \$500,000 going towards emergency shelter.

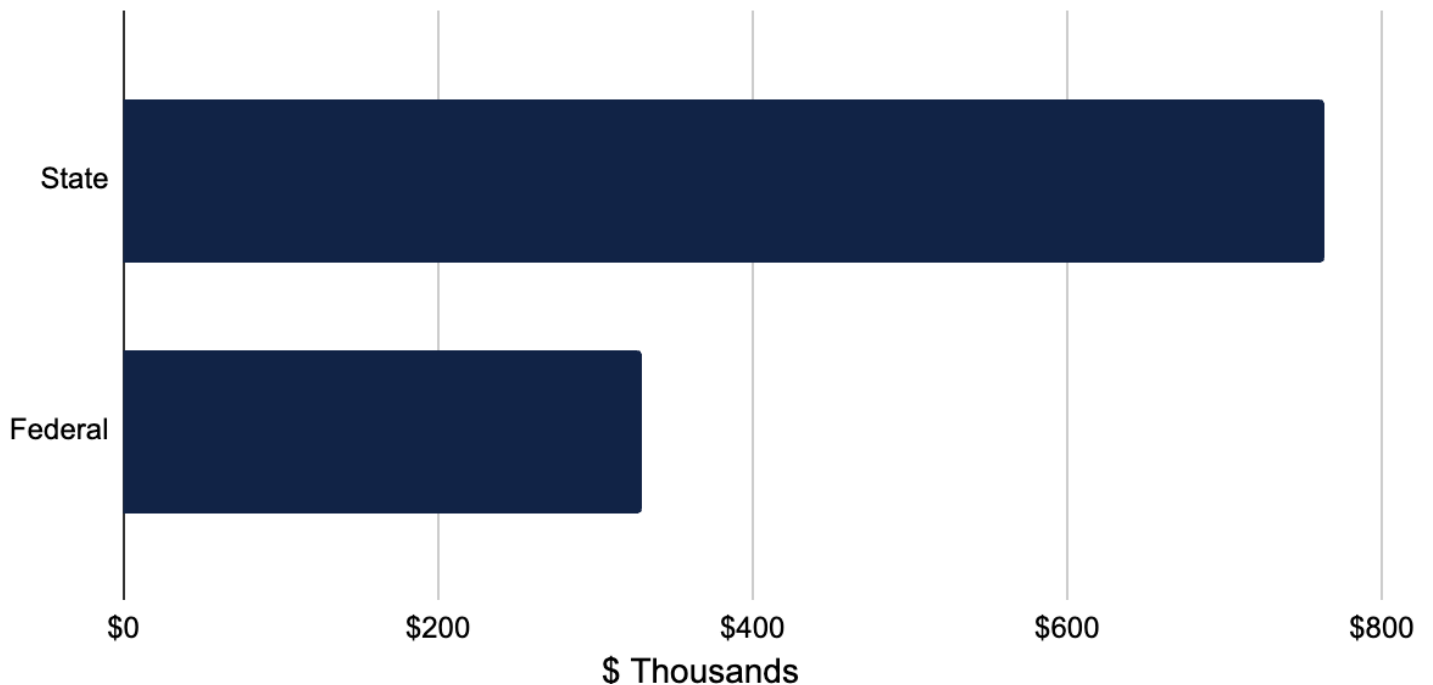
FY 19 HOMELESSNESS SERVICE PROVIDERS CONTRACT FUNDING SOURCE



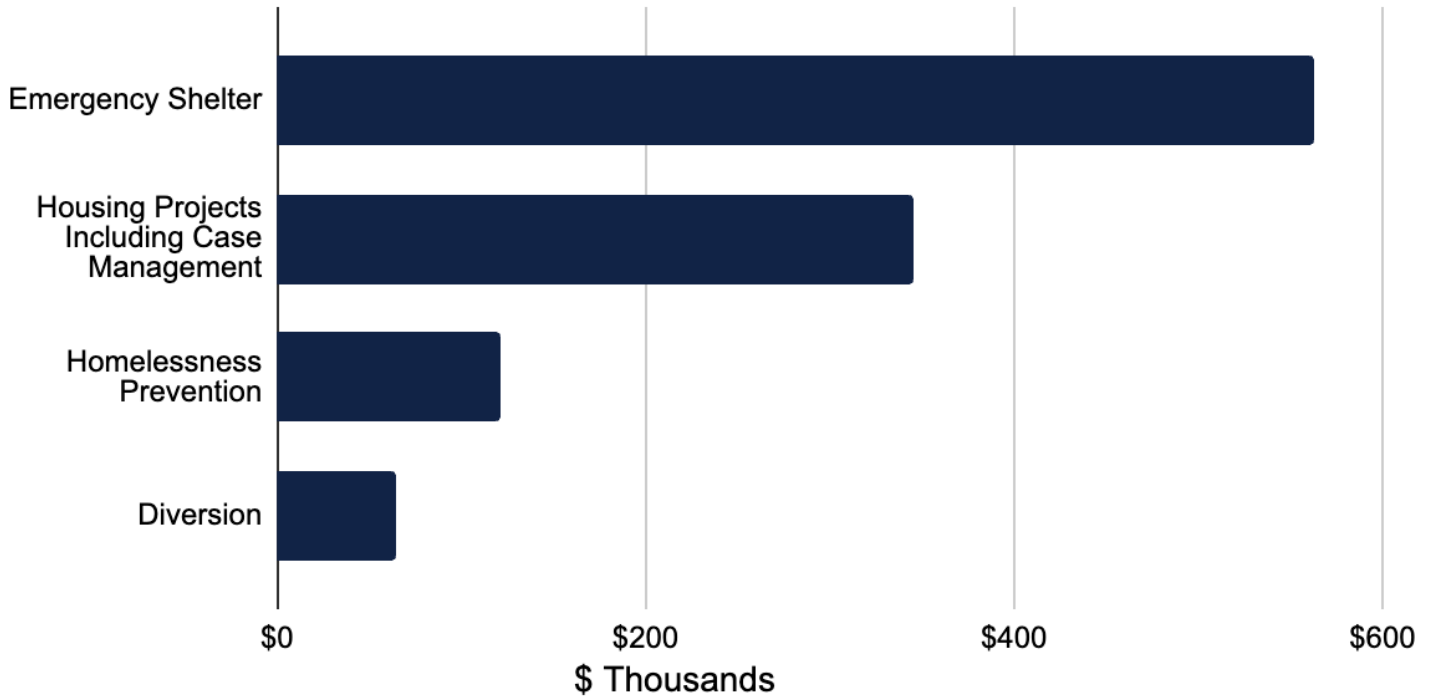
FY 19 HOMELESSNESS SERVICE PROVIDERS CONTRACT FUNDING PROJECT TYPE



FY 19 DOMESTIC VIOLENCE SERVICE PROVIDERS CONTRACT FUNDING SOURCE



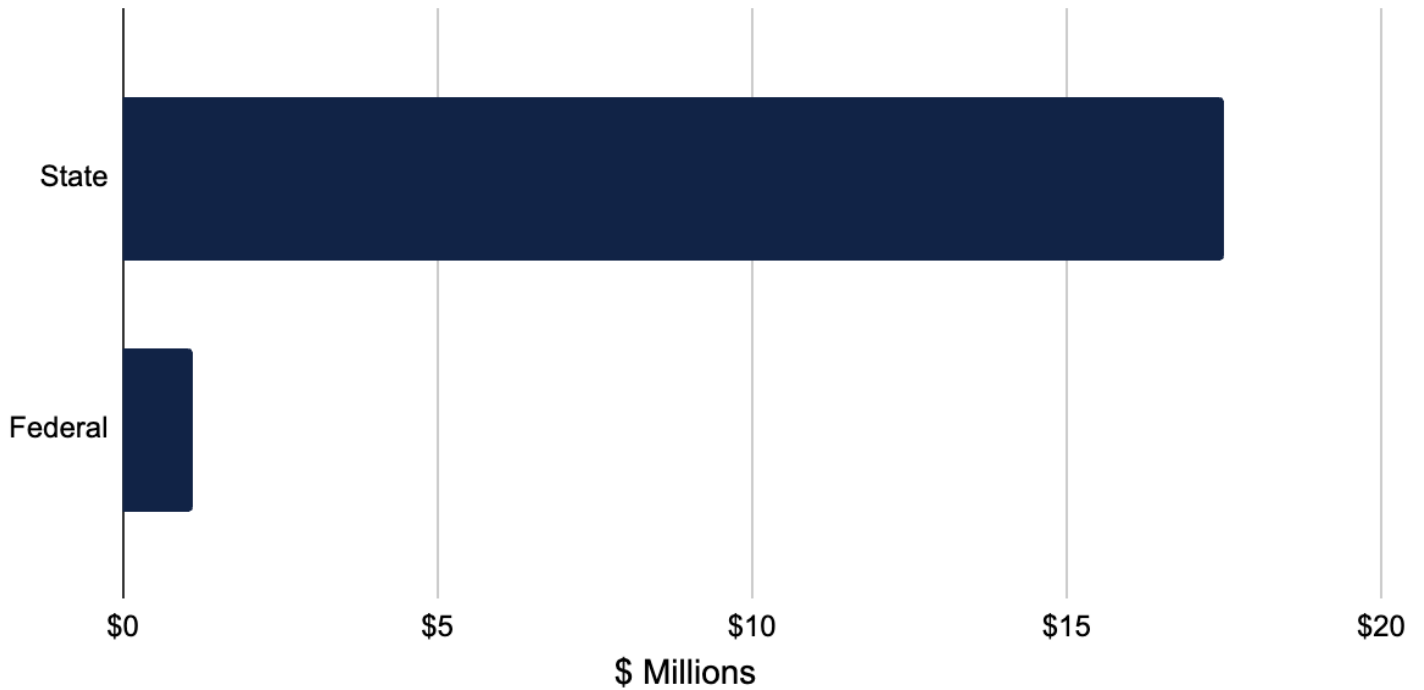
FY 19 DOMESTIC VIOLENCE SERVICE PROVIDERS CONTRACT PROJECT TYPE



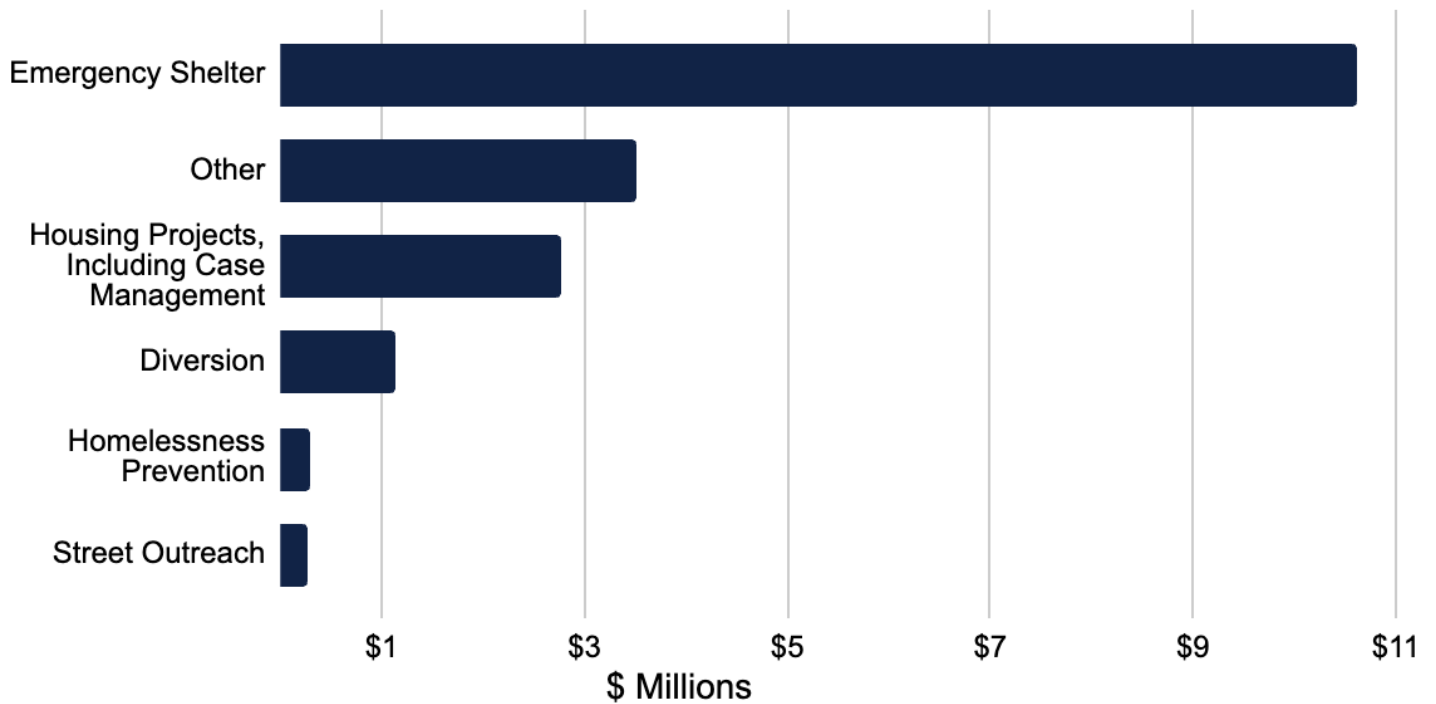
FY 23 CONTRACTS

During FY 23, the Office of Homeless Services distributed almost \$20.1 million in state and federal funds to homeless and domestic violence service providers (OHS Staff, personal communication, Aug. 22, 2022). Nearly \$18.6 million of the funding was contracted to homelessness services providers with over \$10.6 million intended for emergency shelter. The remaining \$1.5 million was contracted to providers focusing on domestic violence services, with over \$900,000 going towards emergency shelter.

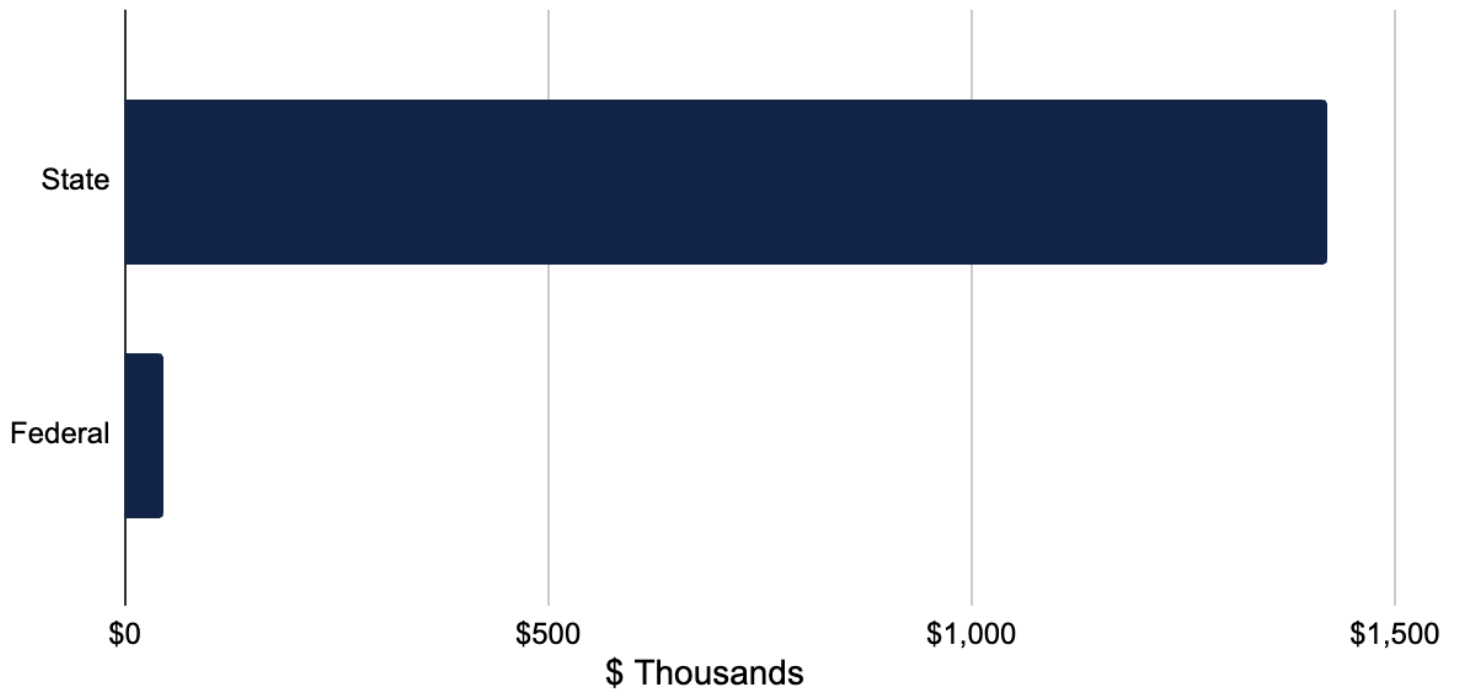
FY 23 HOMELESSNESS SERVICE PROVIDERS CONTRACT FUNDING SOURCE



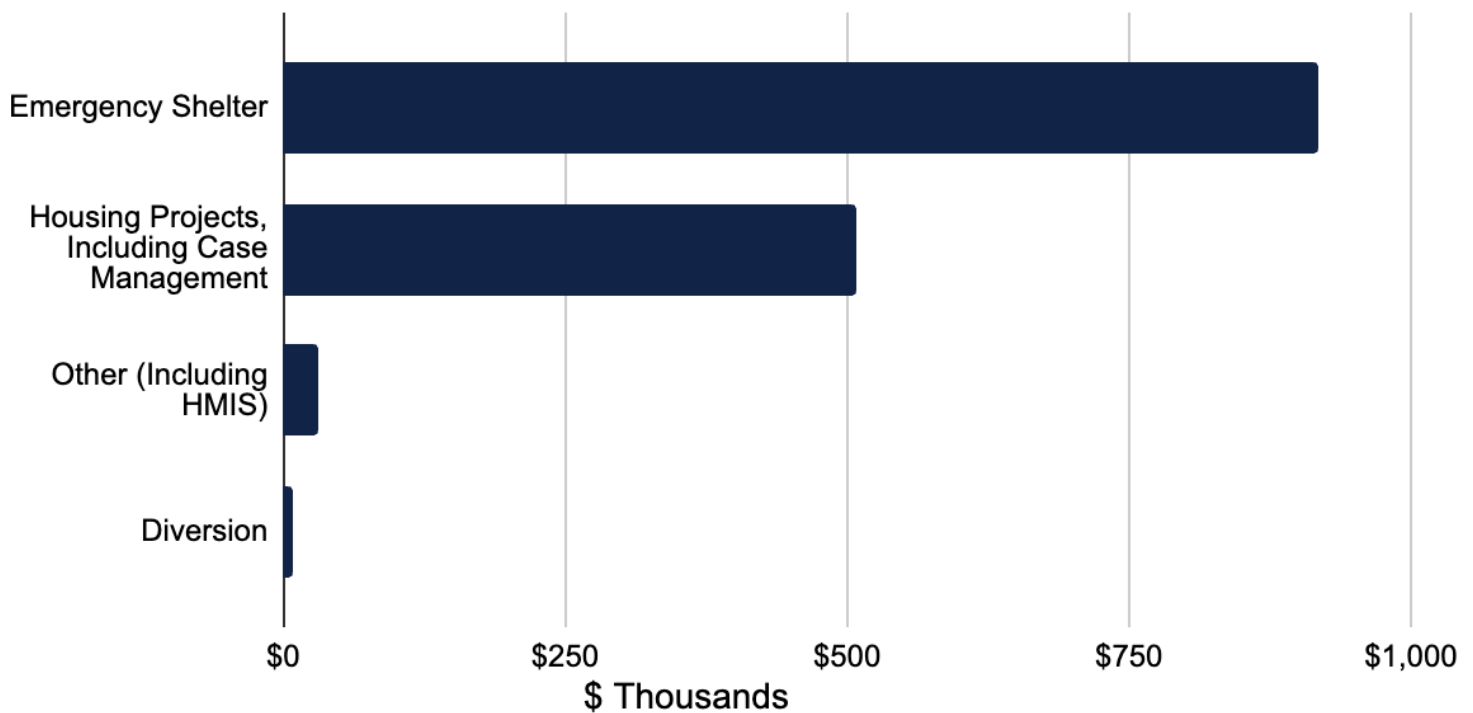
FY 23 HOMELESSNESS SERVICE PROVIDERS CONTRACT PROJECT TYPE



FY 23 DOMESTIC VIOLENCE SERVICE PROVIDERS CONTRACT FUNDING SOURCE



FY 23 DOMESTIC VIOLENCE SERVICE PROVIDERS CONTRACT PROJECT TYPE



SECTION 3: ESTIMATED AVAILABLE RESOURCES FOR HOMELESS SERVICES IN UTAH IN 2019

The 2019 data analysis is based on the review of 97 service providers. These providers were identified through the Department of Workforce Services (DWS) Recognized Service Provider list (50 providers; OHS Staff, personal communication, 2021), the GOPB administered local government follow-up survey (32 providers), and other sources including IRS 990s and the Transparent Utah database (15 providers; Internal Revenue Service, n.d.; Utah Office of the State Auditor, 2019a and 2019b). While these 97 providers represent a wide scope of providers, they should not be understood to represent all possible providers. Some private providers choose not to engage with the state funding system so they would not be identified on the DWS list while other providers may not have received state grants during 2019 or were not identified during the analysis. These issues with ensuring all providers are represented is one reason GOPB cautions that the 2019 analysis should be referenced as a framework rather than as a complete picture of funding for homelessness, domestic violence, and affordable housing/other social services/response activities.

Additional 2019 data disclaimers and caveats should be noted:

- Financial information is from 2019. However, the data sources are not normalized, including fiscal years used. 63.0% of the providers reported funding using the state fiscal year (Jul. 1, 2018 to Jun. 30, 2019), 21.0% used the calendar fiscal year (Jan. 1, 2019 to Dec. 31, 2019), and 17.0% used a different fiscal year (such as the federal fiscal year).
- 2019 data were used as these were the most recent financial reports available at the provider level in fall 2021 when the first iteration of the report was completed. Responses to the local survey were also reported in 2019 amounts.
- The level of precision for financial reporting is unique to the reporting entity. For example, some provided information on nearly every grant received from any level of government while others reported a lump sum under the category “government grants.” This same variation in granularity is also seen across project types where some entities reported funding for specific projects (such as emergency shelter) while others reported an amount intended for a broad program (such as homeless services).
- There are considerable differences between providers, including populations served, services provided, and funding sources. Although providers and funding are grouped into three broad categories (direct homelessness services providers; direct domestic violence services providers; and affordable housing, other social services, and response activities), not all providers in each category provide the same level of services to the same populations.
- The categorization of funding is limited to available documentation and analyst manual review.

GOPB LOCAL GOVERNMENT FOLLOW-UP SURVEY RESPONSES

At the request of the Utah Homelessness Council (UHC), GOPB sent out a voluntary survey to 277 municipalities and counties requesting information regarding their financial contributions toward addressing homelessness. Local governments had about four weeks to respond and received two email reminders over the course of the four-week period. Respondents were asked to separate the

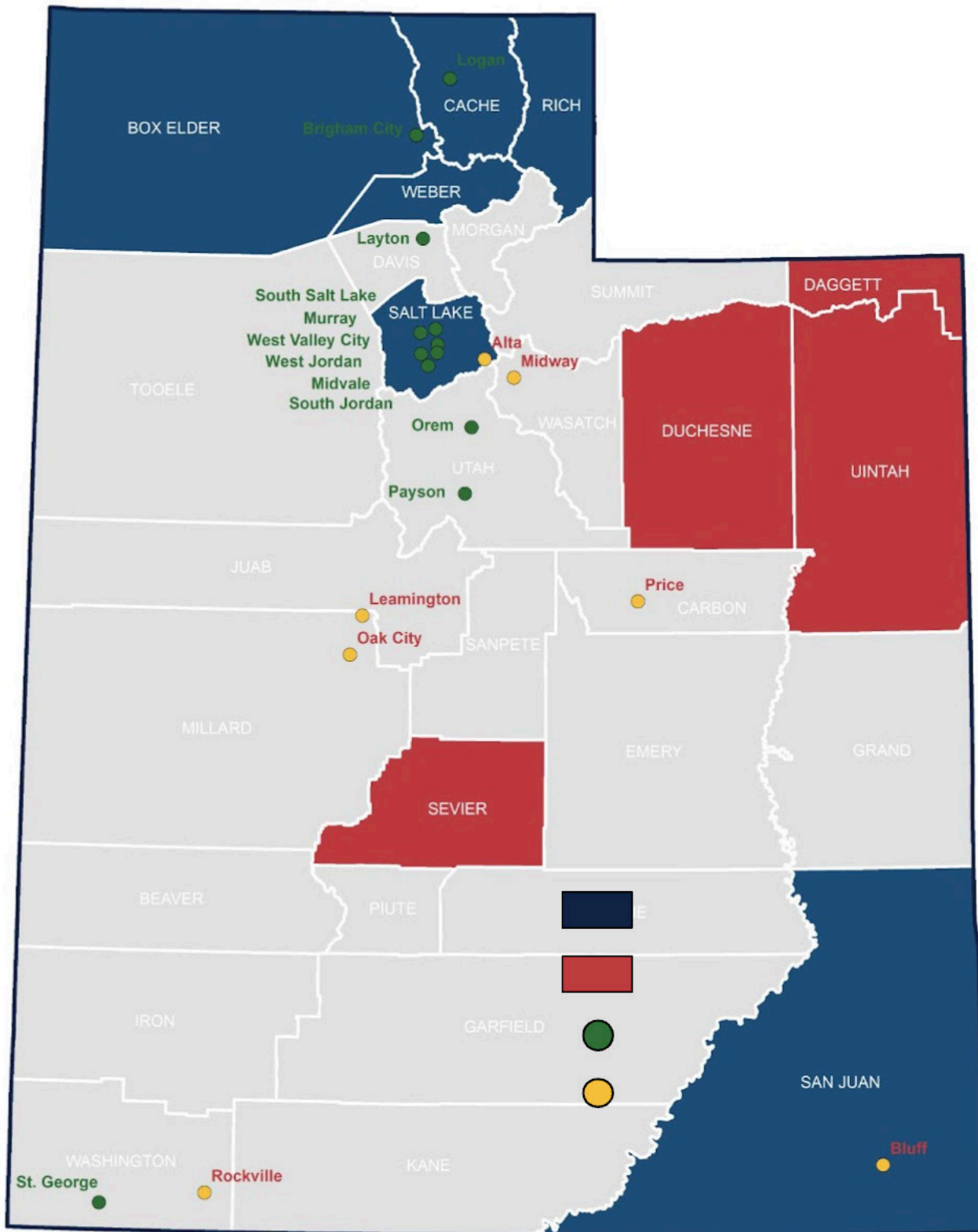
reported funding into two categories (direct and indirect) and to provide links to budgets or other documentation for verification.

Participating in the local government follow-up survey was entirely voluntary. Out of the 248 municipalities and 29 counties, 10 counties (6 of which were represented by responses from their local Association of Governments) and 19 municipalities responded. Of those, only 6 counties and 12 municipalities reported funding associated with homeless services. Although about 10.0% of the contacted entities responded, the map below shows that the respondents covered many of the areas with the largest homeless populations. As such, GOPB estimates that respondents represent about 80.0% of the estimated annual nights of emergency shelter statewide.⁴

The entities reported a total of \$45.2 million,⁵ with the majority being local funds reported by 13 of the respondents. Most of the reported funding was not classified as direct to homelessness or domestic violence. For example, approximately \$16 million was classified as public safety while another \$5.6 million was classified as mental, physical, or substance abuse care. Approximately \$4.2 million or 9.3% of the reported funding was classified as direct to homelessness and \$503,600 or 1.1% was classified as direct to domestic violence services.

4 Estimated using the 2019 Point in Time report.

5 Estimated using the 2019 Point in Time report.



- Counties/AOGs* that Reported Funding
- Counties/AOGs* that Did Not Report Funding
- Cities that Reported Funding
- Cities that Did Not Report Funding

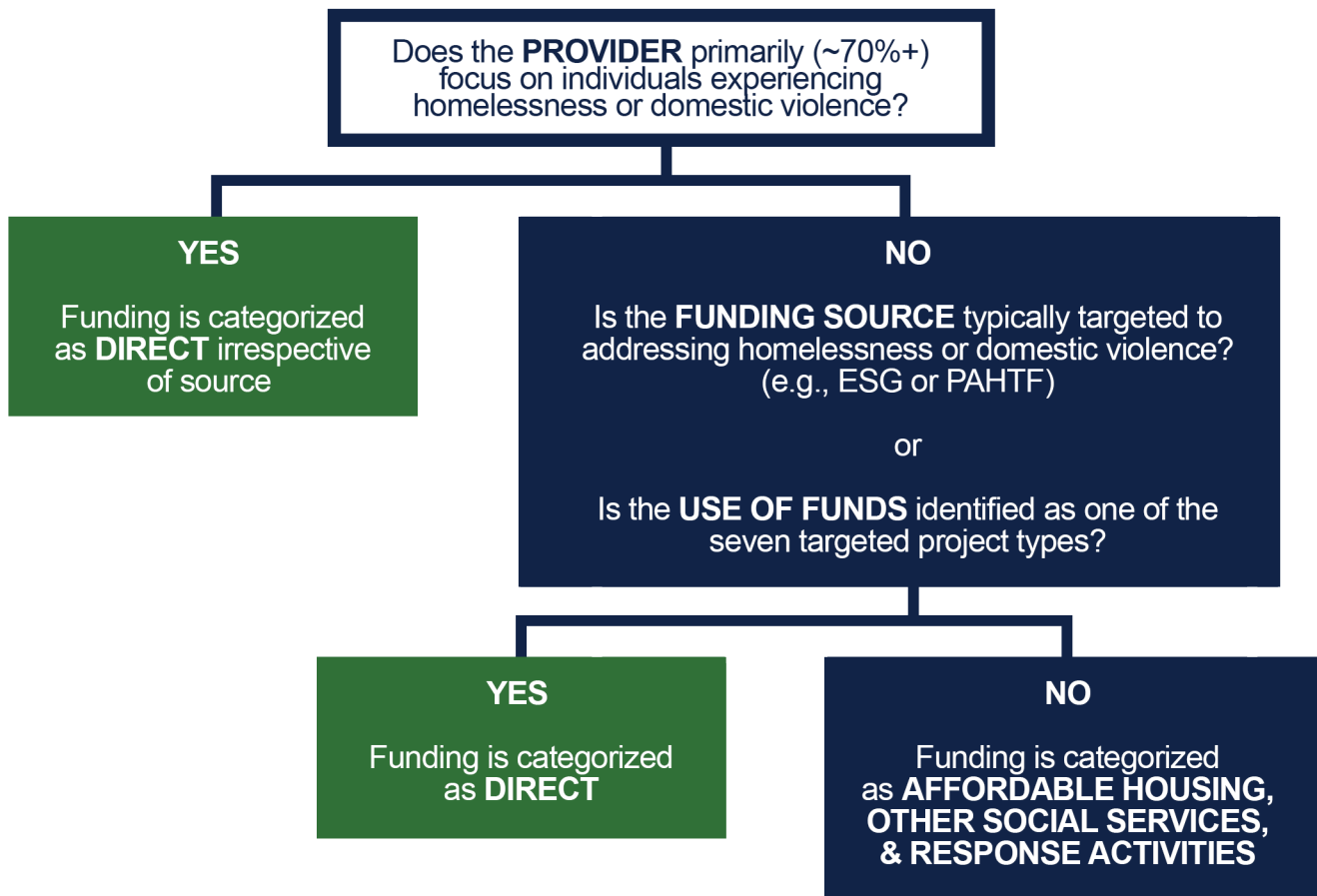
*AOG = Association of Governments

FUNDING CLASSIFICATION

The following flow chart illustrates how GOPB classified the providers and funding. First, we determined whether the provider primarily (estimated at 70.0% or more of activities) focuses on individuals experiencing homelessness or domestic violence. If the answer was “Yes,” then all funding associated with that provider was classified as direct no matter the source.

If the provider was determined to not focus primarily on homelessness or domestic violence, then we looked at the funding source to determine whether it is typically targeted to addressing homelessness or domestic violence. For example, all funding from the federal Emergency Solutions Grants (ESG) or the state Pamela Atkinson Homelessness Trust Fund was classified as direct to homelessness or domestic violence. Alternatively, the use of funds was sometimes identified in financial documents. If the use aligned with one of the project types classified by DWS, then the funding was also classified as direct to homelessness or domestic violence.

Finally, if the answer to all of the preceding questions was “No,” then the funding was placed in the residual category, “Affordable Housing, Other Social Services, & Response Activities.”⁶



⁶ Due to the two-tiered nature of the classification (provider, then funding purpose), providers may be represented in both the direct funding and the affordable housing, other social services, and response activities categories.

Within each category, funding was further classified by funding source (federal; state; local; unspecified government; monetary & in-kind donations, including donations from corporations, foundations, individuals, and other non-profits; and other, including program fees, rent, and interest income) and project type. For further details on these classifications, please see the Appendix.

2021 AND 2022 FINDINGS COMPARISON

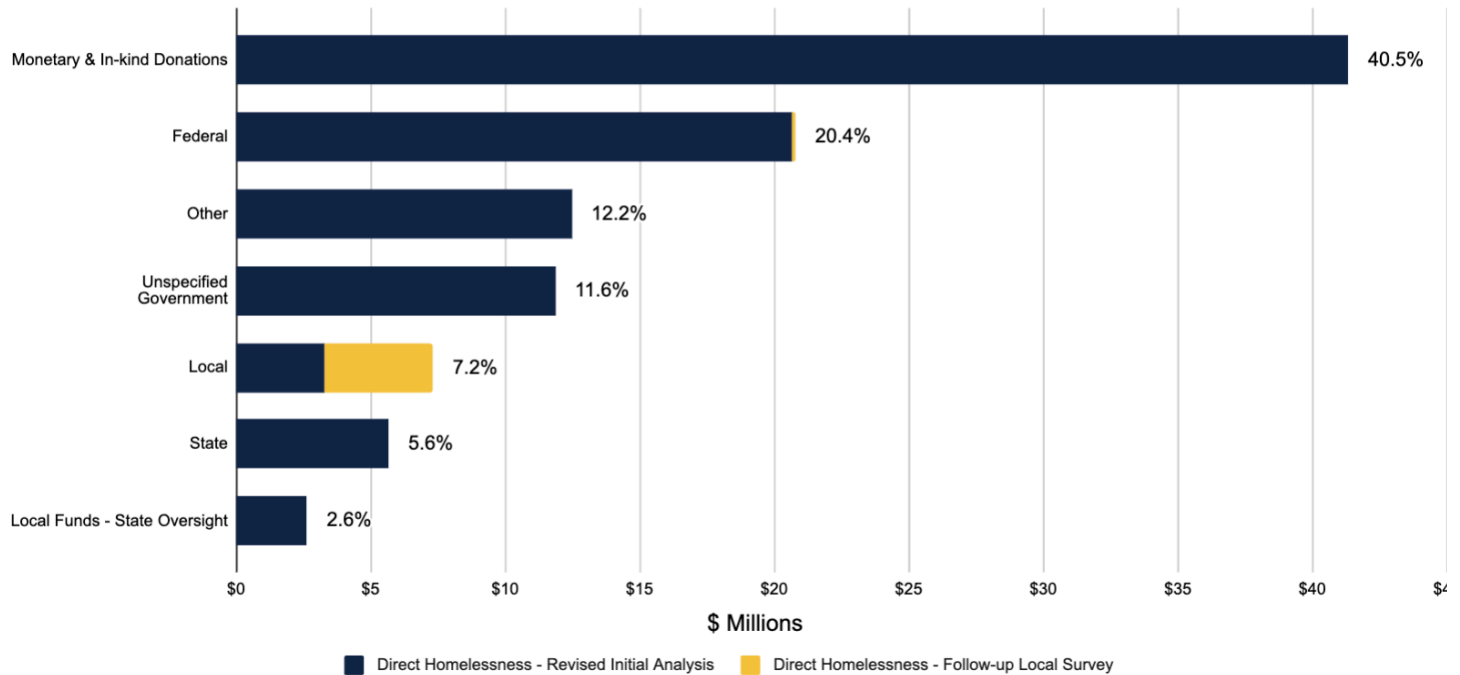
Due to refining the data analysis process and using other data sources, the 2021 and 2022 analyses provided different results. In 2021, nearly \$329 million in total funding from all sources was identified. In 2022, that number changed to approximately \$315.5 million, largely due to using FY19 OHS contract data rather than FY20 Housing and Community Development contract data as was used in the 2021 analysis. The following table summarizes these differences and similarities.

TABLE 3: COMPARISON OF 2021 AND 2022 ANALYSIS		
	2021 Findings	2022 Findings
Directive	Statutory requirement to build a statewide budget for homelessness funding (Utah Code 35A-16-203)	Statutory requirement;UHC-requested local follow-up survey and definition refinement
Data years	2019 and 2020	2019
Funding classifications	<ul style="list-style-type: none"> • Direct by provider • Indirect by provider 	<ul style="list-style-type: none"> • Direct homelessness • Direct domestic violence • Affordable housing, other social services, and response activities
Revenue source	Revenue source by pass-through entity	Revenue source by originating entity
Project types	Not included	DWS definitions
Direct funding estimate - all sources	\$121 million	\$126.6 million <ul style="list-style-type: none"> • Direct homelessness: \$102.2 million • Direct domestic violence: \$24.6 million
Other funding estimate - all sources	\$208 million	\$188.9 million
Components of change	N/A	<ul style="list-style-type: none"> • -\$38.3 million from standardizing to FY 19 where possible • -\$6.9 million from deduplication • +\$45 million from local government survey • Net change = -\$13.3 million

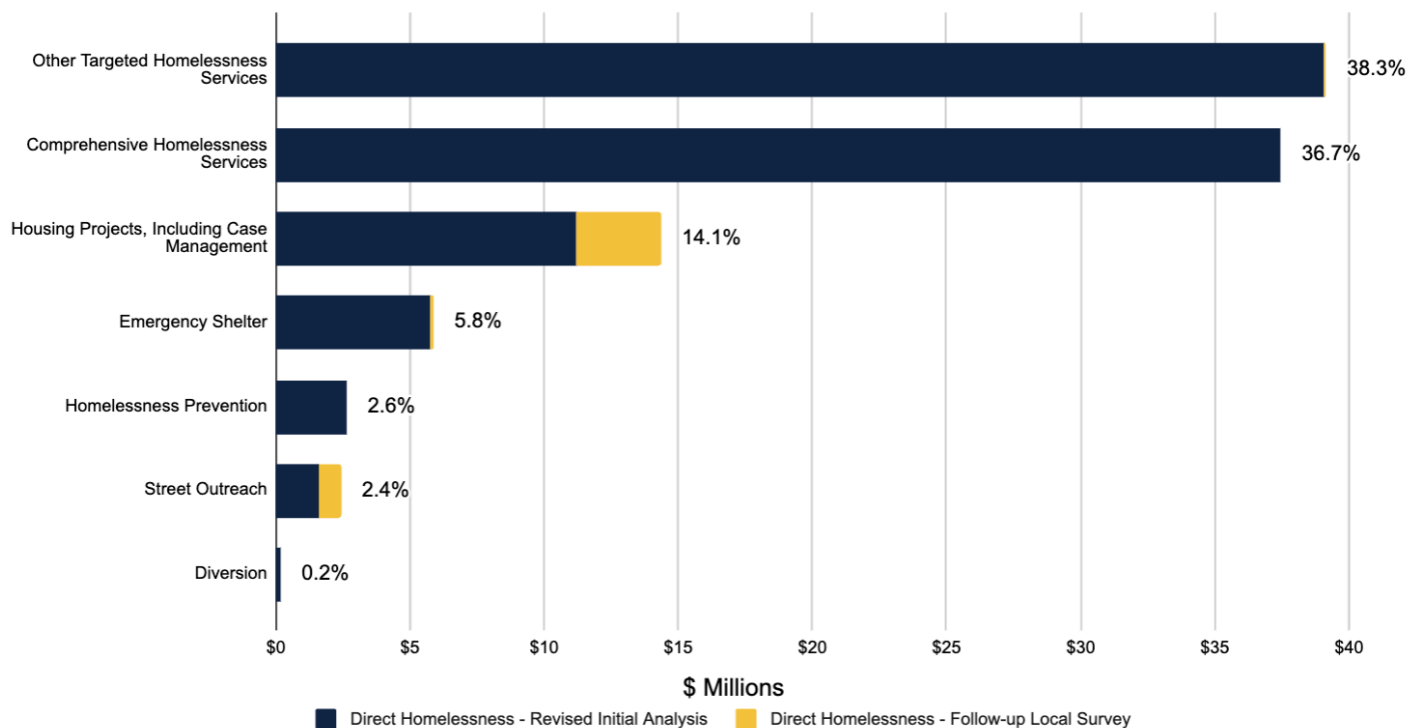
2021 AND 2022 DIRECT FUNDING - ALL SOURCES

Based on our revised analysis, the estimated funding for direct homelessness (DH) and direct domestic violence (DDV) services is approximately \$126.6 million or 40.1% of the total. \$102.2 million or 32.2% of the total was classified as DH. \$24.6 million or 7.8% of the total was classified as DDV.

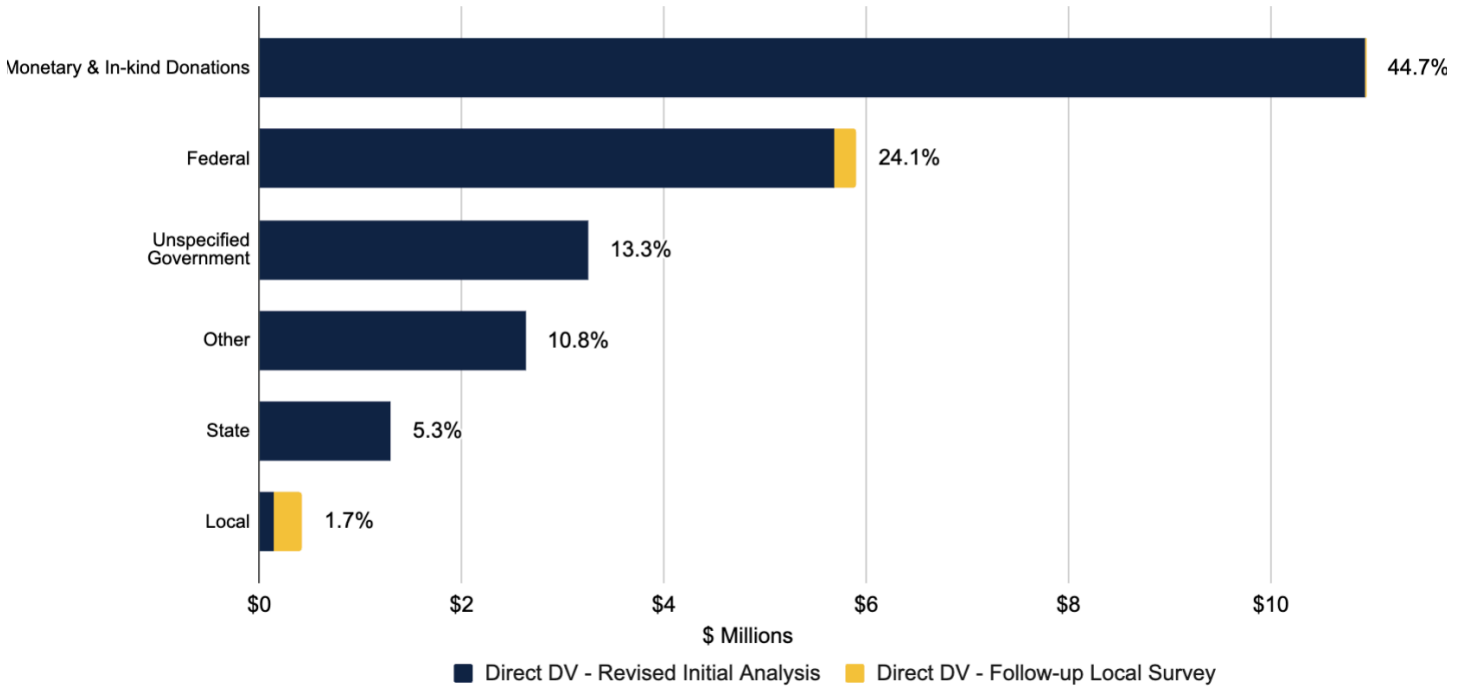
ESTIMATED DIRECT HOMELESSNESS FUNDING BY SOURCE



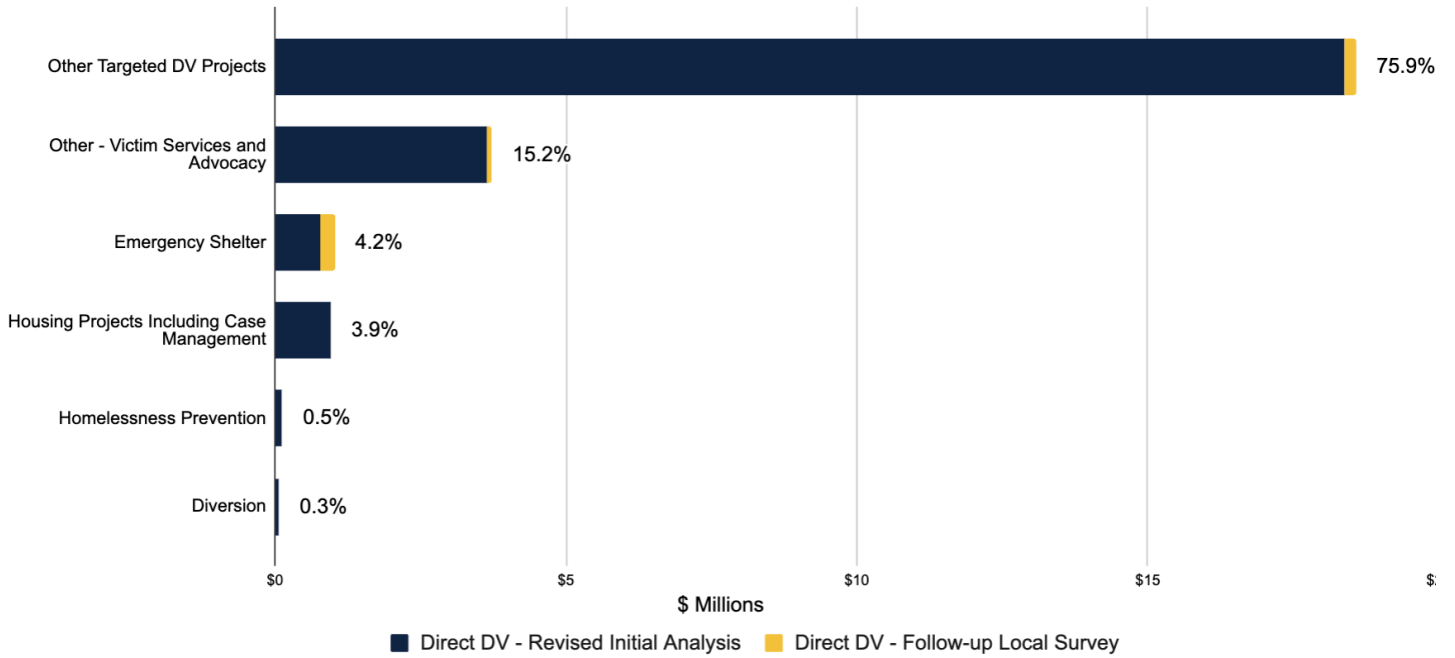
ESTIMATED DIRECT HOMELESSNESS FUNDING PROJECT TYPE



ESTIMATED DIRECT DV FUNDING BY SOURCE



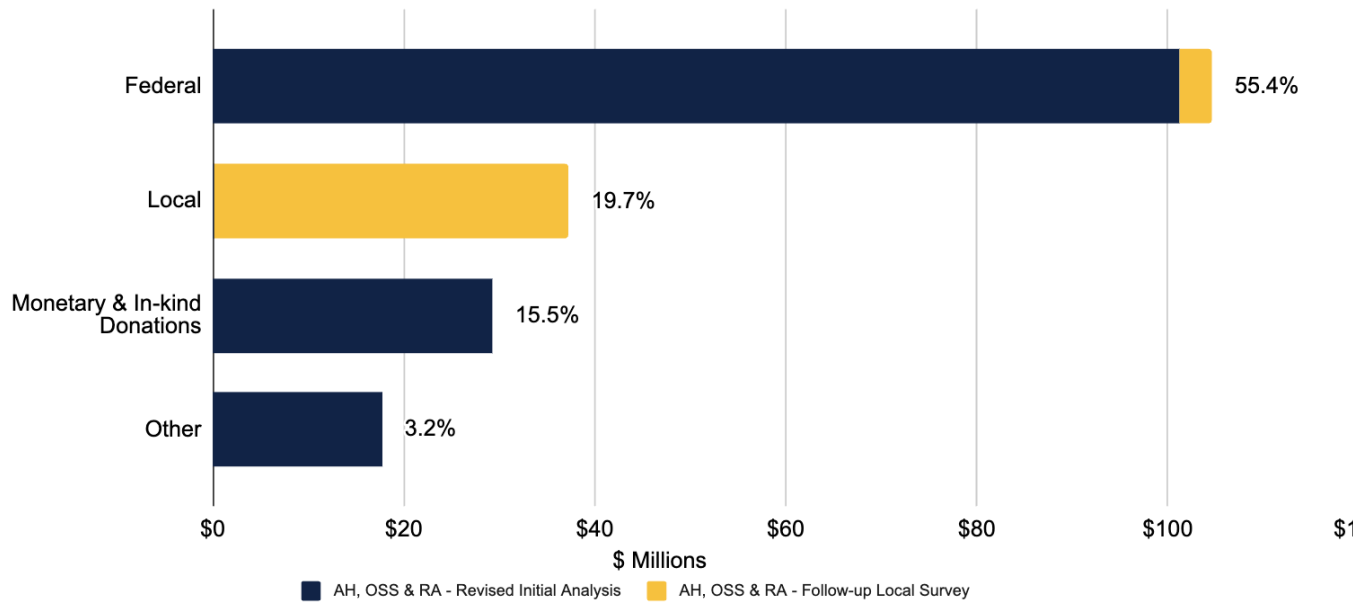
ESTIMATED DIRECT DV FUNDING BY PROJECT TYPE



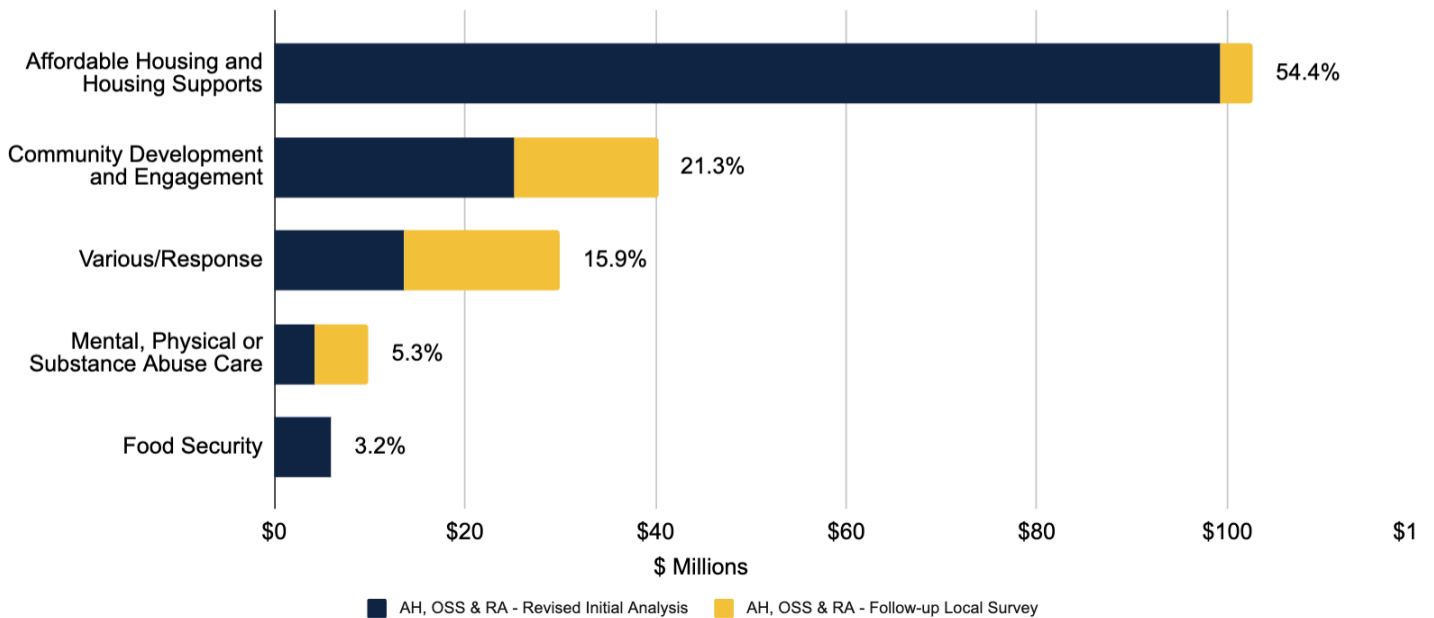
AFFORDABLE HOUSING, OTHER SOCIAL SERVICES, AND RESPONSE ACTIVITIES FUNDING

All other funding included in the analysis falls into the residual category. At \$188.9 or nearly 60.0% of the total, it represents the largest portion of identified funding. The funding in this category is considered ancillary to DH or DDV as the beneficiaries may or may not include individuals experiencing homelessness and domestic violence or the funding may have a broader purpose outside of services to DH or DDV.

AFFORDABLE HOUSING, OTHER SOCIAL SERVICES, AND RESPONSE ACTIVITIES FUNDING BY SOURCE



AFFORDABLE HOUSING, OTHER SOCIAL SERVICES, AND RESPONSE ACTIVITIES FUNDING BY PROJECT TYPE



SECTION 4: RECOMMENDATIONS

To continue developing a framework for estimating statewide homelessness services funding from all sources, UHC voted during their Aug. 11, 2022, meeting to direct OHS and GOPB to work together to define and refine reporting elements included in annual reports from contracted providers. These elements could include information such as the amount of funding received from local sources, the number of individuals experiencing homelessness served, and the amount spent on each defined project type.

Additionally, OHS could work with cities that receive funds from the shelter cities mitigation fund to provide the cities' annual homelessness budgets. This recommendation was not voted on by UHC.

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APPENDIX: PROJECT TYPE DEFINITIONS

PROVIDER CATEGORIZATION

Ninety-seven unique providers were reviewed and included in the analysis. Providers were identified through Department of Workforce Services (DWS) contracts for FY19, a survey administered by GOPB to local governments, Transparent Utah, AFRs, and IRS 990s. GOPB used the flowchart below to classify providers and funding into three categories: Direct Homelessness Services; Direct Domestic Violence Services; and Affordable Housing, Other Social Services, & Response Activities.

HOMELESS AND DOMESTIC SERVICE PROVIDERS PROJECT TYPES

“Project type” definitions for homeless and domestic violence service providers were adopted from the OHS Request for Proposals (RFP) for state and federal funding administered by DWS.

Diversion activities are designed to fund grant recipients’ and sub-recipients’ to administer diversion assessments to clients who present at an emergency shelter “front door,” or another program or system entry point where individuals or families are seeking a place to stay.

Emergency Shelter activities are designed to increase the quantity and quality of temporary shelters provided to individuals experiencing homelessness, through the renovation of existing shelters or conversion of buildings to shelters, paying for the operating costs of shelters, and providing essential services. Emergency Shelter includes Day Shelter programs.

Homeless Management Information System (HMIS) Comparable Database activities are designed to fund DWS’s Housing and Community Development section’s grant recipients’ and sub recipients’ participation in an HMIS Comparable Database by agencies who are legally prohibited from entering data into HMIS as a result of Victims of Crime Act (VOCA) or Violence Against Women Act (VAWA) Federal Funding (no projects met this definition).

Homelessness Prevention activities are designed to prevent an individual or family from moving into an emergency shelter or living in a public or private place not meant for human habitation through housing relocation and stabilization services and short- and medium-term rental assistance.

Housing Projects Including Case Management - the following three project types are combined for the purpose of this report:

Rapid Re-Housing activities are designed to move individuals experiencing homelessness quickly to permanent housing through housing relocation and stabilization services and providing short- and medium- term rental assistance.

Transitional Housing is housing where all program participants have signed a lease or occupancy agreement, the purpose of which is to facilitate the movement of homeless individuals and families into permanent housing within a 24-month period. Transitional Housing is prioritized for domestic violence and youth projects.

Permanent Supportive Housing for Persons with Disabilities is community-based housing without a designated length of stay for individuals with disabilities and families in which one adult or child has a disability or with HIV/AIDS. To be permanent housing, the program participant must be the tenant on a lease for a term of at least one year, which is renewable for terms that are a minimum of one month long, and is terminable only for cause.

Single Room Occupancy provides rental assistance in connection with the moderate rehabilitation of residential properties that, when renovations are completed, will contain upgraded single occupancy units for individuals who are homeless (no projects met this definition).

Street Outreach activities are designed to meet the immediate needs of unsheltered individuals by connecting them with emergency shelter, housing, or critical health services.

Other projects are those that benefit people experiencing homelessness that absolutely do not fall under any of the other project categories listed above or were not identified in the financial disclosures. There are four classifications of “other” projects based on provider type:

Comprehensive Homeless Services are unidentified projects overseen by homeless resource centers and funded by sources without an identified purpose;

Other Targeted Homeless Services are unidentified projects overseen by providers that are not homeless resource centers and funded by sources without an identified purpose;

Other - Victim Services and Advocacy are unidentified projects overseen by domestic violence service providers and funded by sources intended for victim services or advocacy;

Other Targeted DV Services are unidentified projects overseen by domestic violence service providers and funded by sources without an identified purpose.

AFFORDABLE HOUSING, OTHER SOCIAL SERVICES, AND RESPONSE ACTIVITIES ACROSS REVIEWED PROVIDERS

All other providers and funding that did not meet the requirements for direct homelessness or domestic violence service providers were classified according to their primary aid activity and funding source.

Affordable Housing and Housing Supports are providers or funding focused on affordable housing, including housing vouchers, home maintenance, and mortgage assistance for low- to moderate-income households.

Examples:

- Tooele County Housing Authority
- Logan City Housing Rehabilitation program

Community Development and Engagement are providers or funding focused on community and economic development or engaging citizens with government programs.

Examples:

- Bear River Association of Governments
- City initiatives

Food Security are providers or funding focused on access to food and nutrition.

Example:

- Redwood Food Pantry

Mental, Physical, or Substance Abuse Care are providers or funding focused on access to mental or physical health care or access to substance abuse recovery programs.

Example:

- Wasatch Mental Health Services Special Services District

Various/Response are providers or funding focused on individuals not captured in the other categories such as the elderly and refugees and public safety responses.

Examples:

- Asian Association of Utah
- Midvale Public Safety

FUNDING SOURCES

There are up to seven identified funding sources for each provider type.

Local: Funding originating from a local county, municipality, or subsidiary entity. Reported in the Feb. 2022 survey or collected from AFRs.

Example:

- Weber Human Services Corporation grant for St. Anne's Center/The Lantern House shelter

State: FY19 funding originating from the state and disbursed by the Housing and Community Development Division within DWS to service providers through individual contracts. Obtained from OHS.

Federal: All funding originating from a federal agency, no matter the pass-through entity.

Examples:

- Community Development Block Grant (CDBG) funds passed through Taylorsville to the Road Home
- Emergency Solutions Grant (ESG) funds passed through DWS to Iron County Care and Share
- Continuum of Care (CoC) funds passed from the Federal Department of Housing and Urban Development directly to the Young Women's Christian Association of Utah

Unspecified Government: Revenue from governments where the level of government was not identified.

Example:

- "Government grants" for Citizens Against Physical and Sexual Abuse

Local-State Oversight: Revenue from local governments that is passed to the state for distribution. Only the “State Homeless Shelter Cities Mitigation Fund” is in this category. Prior to FY23, all funding in the mitigation fund came from local sales taxes.

Private: Contributions, grants, in-kind donations, fundraiser/special event revenue, other nonprofits (such as United Way), or the financially quantified donation of professional services originating from individual citizens, corporations, endowment funds, or private foundations.

Examples:

- A corporate donation to the South Valley Sanctuary
- The total amount of in-kind donations for Wasatch Homeless Health Care/Fourth Street Clinic

Other: Program fees, rent, or interest income reported by a direct service provider, and all other sources of revenue/funding that cannot be otherwise classified.

Example:

- Interest income collected by the INN Between (Homeless Hospice Care)