

# DRAFT

October 1995

## INTERIM REPORT

### IMPLEMENTATION OF PRIORITY: HOME! THE FEDERAL PLAN TO BREAK THE CYCLE OF HOMELESSNESS

#### BACKGROUND

The Clinton Administration's policy on homelessness was articulated in a May 1994 report entitled *Priority: Home! The Federal Plan to Break the Cycle of Homelessness*. *Priority: Home!* was prepared by the Interagency Council on the Homeless, a working group of the White House Domestic Policy Council. The Interagency Council is comprised of the heads of 18 Federal agencies with programs and other resources that can be used to assist the homeless. There was unprecedented consultation with representatives of State and local governments, service providers, and public interest and advocacy organizations, and other concerned individuals in writing the report.

*Priority: Home!* includes a thorough analysis of the nature and causes of homelessness and a comprehensive overview of Federal and local assistance and relief efforts. It acknowledges the importance of two broad and sometimes overlapping classes of problems--"crisis poverty" and chronic disabilities--which can interact and result in large-scale homelessness.

*Priority: Home!* proposes the development of a seamless system of services called the "continuum of care," a concept which encompasses early assessment, transitional housing and services, and permanent housing to promote long-term independence and self-sufficiency, as well as short-term emergency needs.

Other key recommendations include doubling the HUD McKinney homeless assistance budget, improving the mental and physical health systems, increasing Federal housing subsidies for homeless families, fighting illegal discrimination, and exploring the use of tax incentives to assist low-income households with housing costs.

To prevent future homelessness, *Priority: Home!* cites the need to increase education, job training, and employment opportunities while increasing the accessibility to social services and affordable housing for homeless people.

## IMPLEMENTATION STEPS

*Priority: Home!* recommends a number of initiatives and agency actions to assist those who are currently homeless or at risk of homelessness through long-term "structural" changes and cross-cutting agency actions. Shortly after the publication of *Priority: Home!*, the Interagency Council established work groups to recommend specific action steps for implementing the various recommendations. The work groups were formed around the following topical areas: (1) making prevention equal to remediation in policy planning; (2) integrating the services system for homeless persons with mainstream programs so that it no longer operates as a parallel system; (3) expanding and enhancing access to long-term, affordable housing; (4) improving the delivery of mental health and substance abuse services for those who need them; (5) increasing access to health care and nutrition services; (6) addressing special needs in rural areas; and (6) improving interagency coordination.

The work groups were directed to take necessary steps to implement the recommendations in *Priority: Home!* The work groups assessed the adequacy of current Federal efforts in these areas, and also identified additional steps that Federal agencies could take to improve, build upon, or otherwise enhance this strategy. }

## SIGNIFICANT ACCOMPLISHMENTS TO DATE

While some of these actions require legislative changes, others can be acted upon administratively. There have been numerous changes in key Federal policies and programs since the May 1994 publication of *Priority: Home!*, and the Administration and Congress are currently reviewing proposals for major revisions to key support programs such as welfare and Medicaid in connection with the F.Y. 1996 budget. However, there has been major progress in implementing the principles and recommendations in *Priority: Home!*. Highlights include the following accomplishments:

### Increased Funding

- o The Administration was successful in more than doubling the HUD budget for targeted homelessness assistance programs under the McKinney Act from \$571 million in FY 1993 to \$1.12 billion in FY 1995. ✓
- o The Administration has strengthened the support network for homeless veterans by doubling the VA budget for homeless veterans from \$32 million in FY 1992 to \$76 million in FY 1995. ✓

### Improved Data

- o Under the auspices of the Interagency Council on the Homeless, the Census Bureau and 11 other Federal agencies are co-sponsoring a **National Survey of Homeless Assistance Providers and Clients** to provide current information on the providers of homeless assistance and the characteristics of homeless persons who use services. ✓
- o The **Census Bureau** is testing methods to ensure that homeless persons are adequately counted as part of the national decennial census in 2000.

### Program Improvements

- o DoD and HUD have worked with Congress to enact the **Base Closure Community Redevelopment and Homeless Assistance Act of 1994** to improve the process for making surplus property on closed military bases available for homeless assistance while allowing local reuse committees to balance homeless assistance needs with other economic and community development needs.
- o HUD developed a legislative proposal to **consolidate** all five of its McKinney homeless assistance programs into a single **Homeless Assistance Grant Program** to enhance local flexibility in designing effective programs and filling local gaps in the continuum of care. The proposal initially submitted to Congress in 1994 is still pending.
- o HUD awarded \$900 million to 818 projects in 228 cities in 1995 through a consolidated competition designed to foster community planning. These projects are key components in specific communities' continuum of care strategies to break the cycle of homelessness.
- o HHS has proposed **consolidating its mental health, substance abuse and primary health care programs** to provide greater local flexibility, encourage more comprehensive approaches and improve program administration. Grant recipients will be required to address the needs of homeless persons in their plans.
- o USDA is evaluating the results of \$2.8 million in small demonstration grants to 26 community organizations in 10 States to test innovative ways of providing outreach and enrollment assistance to homeless persons and other hard-to-reach groups in connection with the **Food Stamp Program**.
- o HHS has proposed consolidating three programs for **runaway and homeless youth** into a single, comprehensive program for this population.

### Provision of Technical Information and Other Assistance

- o **USDA and FEMA** have co-sponsored three regional interactive workshops and a national conference to obtain information on the special nature of **homelessness in rural areas** and recommendations on ways to combat it.
- o Through its **CHALENG** (Community Homelessness Assessment, Local Education and Networking Groups) **for Veterans** initiative, **VA** has undertaken a nationwide assessment of the needs of homeless veterans through a series of VA-hosted mini-summits on homelessness at each of its 171 medical centers. All of the relevant agencies in each medical center catchment area are brought together at these meetings to energize community-wide efforts to improve assistance to homeless veterans and develop new strategies to address identified needs.
- o **HUD** is offering in 40 cities a nationwide series of technical assistance workshops to help service providers develop an effective **continuum of care**.
- o The **Department of Labor** required grantees under the Job Training for the Homeless Program to "partner" with and provide technical assistance to at least one **Job Training Partnership Act** administrative entity. This partnership would implement strategies likely to prove effective in increasing the number of homeless persons served by JTPA and enhancing the services that this mainstream program offers them.
- o **VA** has continued its support of two-three day **Stand Downs** to provide homeless veterans with clothing, food and linkages to programs and benefits. **VA** supported over 40 Stand Downs and Benefit Fairs in FY 1994, assisting over 16,000 homeless veterans.

### Miscellaneous Actions

- o **FEMA** is working to encourage the 2,500 local boards and 11,000 agencies under the Emergency Food and Shelter National Board Program to incorporate prevention activities into their local plans.
- o The **Corporation for National and Community Service** has created a partnership with **HUD** to match some of HUD's funds for the Supportive Housing program with human resources available through **AmeriCorps\*** and **VISTA** volunteers to assist local, community-based organizations.

- o **The Department of Justice** filed an amicus brief on behalf of overturning a Santa Ana, California, ordinance that clearly targeted the homeless community by prohibiting sleeping in public with a blanket.
- o Because it administers key benefits that assist homeless people, the **Social Security Administration** was made a full member of the Interagency Council on the Homeless.

cc: Jimmy

THE WHITE HOUSE

WASHINGTON

4 May 1995

MEMORANDUM FOR CAROL RASCO

FROM: Molly Brostrom

RE: **Funding of Census Survey of the Homeless**

Following is an update of recent discussions on the funding of the Census Bureau Survey of the Homeless, as well as names of members of the Senior Policy Coordination Group for you to call to discuss the funding issue.

June 1 is the drop-dead date for a decision on funding the survey; after June 1, the Census will be incurring expenses for which they have no authority.

The Interagency Council on the Homeless has held several staff-level meetings to discuss the funding issue, including one yesterday. Participants included representatives from HHS, VA, Education, USDA, and DOJ. According to Marsha Martin, everyone is very supportive of funding the survey, and she believes that all agencies will agree to contribute some level of funding.

The question is, obviously, how much each agency will contribute, and, if HUD remains firm in not contributing, will the others be able to make up the difference. If you recall the funding options laid out at the last meeting, one option was for all members with discretionary research authority to contribute equal shares (about \$300,000 each).

Another option was for agencies with McKinney funding to make a contribution proportional to their McKinney funding, with HUD thus contributing the lion's share (about \$3 million). Unfortunately, agencies such as VA and Education have become comfortable with contributing the amounts specified under this option (\$164,000 and \$102,500) -- unfortunate since it appears highly unlikely that, if HUD can be pushed to contribute at all, they will agree to that option. In your calls tomorrow, you may warn people that the proportional McKinney funding option is unlikely, and get them to start thinking of contributing higher levels.

According to Marsha Martin, the Census Bureau will shortly be sending a memo to the Senior Policy Coordination Group, reminding everyone of past discussions on funding of the survey and the need for a decision.

Finally, Marsha Martin believes that HUD is not opposed to funding the survey, only Andrew Cuomo. She points to a conversation at an early meeting of the Council at which Cisneros expressed interest, and Andrew Cuomo and David Ellwood were asked to set up a workgroup on the survey (transcript attached). I don't know what to make of the assertion, but it may be helpful to keep in mind for later strategy.

If you find people to be as supportive as Marsha says they are, I think we should try and send around additional funding options next week, and perhaps have a vote at the full Council meeting (unless we can work something out, puts HUD on the spot, but do we have an option?).

#### Calls on Census Survey of Homeless

David Ellwood, HHS (690-7858)

I spoke to Mary Ellen at HHS today (works with Gerry and David); she is going to let David know you will be calling. They are obviously very supportive of funding the survey, and have been floating the \$300,000 figure around -- that amount will probably need to be pushed higher.

Kathy Jurado, VA (273-5750)

I spoke to Peter Dougherty in Kathy's office today. They are supportive of funding, and have focused on the \$164,000 in option b -- would be helpful for them to begin thinking of a higher level as well.

They are also aware of our willingness to have VA host the next meeting; Sec. Brown's scheduler was checking on some final scheduling questions.

Dennis Kwiatkowski, FEMA (646-3487)

FEMA is very supportive of the survey (contributed \$20,000 to the pre-test). They say they are unable to contribute toward completion, but I think can be pushed to contribute something. Kwiatkowski will be available late tomorrow afternoon, and knows you may call.

There are others that you can call, including DOJ, USDA, DoEd, and DOL, but I have not yet made initial contact at these agencies. Let me know if you would like to make more calls.

Attachments

cc: Jeremy Ben-Ami

## FUNDING THE NATIONAL SURVEY

It is estimated that \$4.1 million will be needed to conduct the full national survey. This estimate does not include the cost of data analysis, which would be the responsibility of the user.

There are several ways to fund the national survey:

1. Fund the entire survey from one agency as a budget line item.

Under this proposal, a single agency would be responsible for obtaining the entire \$4.1 million either through existing resources or through the appropriations process. This proposal, if adopted, would ensure that the entire amount is available when needed.

2. Fund the entire survey through multi-agency cost sharing.
  - a. Require all member agencies of the Council with discretionary research authority to contribute equal shares (approximately \$292,860 each). This could include all member agencies with research authority: USDA, Commerce, Corporation for National and Community Service, Defense, Education, Energy, FEMA, HHS, HUD, Interior, Justice, Labor, Transportation, and VA.
  - b. Require all agencies with McKinney funding to make a contribution in proportion to their share of FY 1995 McKinney funding.

Under this proposal, HUD, HHS, VA, DOL, FEMA and Education would be required to contribute:

|                    |    |             |
|--------------------|----|-------------|
| HUD (75.0 percent) | -- | \$3,075,000 |
| HHS ( 9.5 percent) | -- | 389,500     |
| VA ( 4.0 percent)  | -- | 164,000     |
| DOL ( 0.5 percent) | -- | 20,500      |
| ED ( 2.5 percent)  | -- | 102,500     |
| FEMA( 8.5 percent) | -- | 348,500     |

Total:                   \$4,100,000

- c. Obtain funding through equal contributions of \$1.37 million from the three leadership agencies of the Council (HUD, HHS, and VA).

1 have anything you want to say?

2 SECRETARY BROWN: I would just like to make  
3 one observation. I think obviously after the hearing  
4 the terms of the '94 budget and prognosis on the '95  
5 budget, I think it is at least one conclusion that we  
6 probably should now begin to look at bringing all of  
7 the resources into focus. And by that I mean, not just  
8 the federal resources. There are a lot of people out  
9 in the private sector that are doing great work. And  
10 if we can find a mechanism by which to support them, I  
11 think that we should. In a lot of instances they are  
12 able to accomplish their goals in a much more cost  
13 effective approach than we can. And I think that we  
14 can learn a lot from just observing what is taking  
15 place particularly on the West Coast and up in the New  
16 England area.

17 SECRETARY CISNEROS: Other questions or  
18 comments on budget issues on Chris' presentation?

19 Chris, thank you very much. That is an  
20 overview of the budget environment.

21 The next item you see on the agenda is  
22 discussion of a proposed national survey of homeless  
23 persons who use homeless services. I think Secretary  
24 Shalala has some views on this and we will begin with  
25 her.

1 SECRETARY SHALALA: We have, we do not have  
2 updated national data about homeless. Actually our  
3 data is about six years out of date. And we propose to  
4 do a new national survey. I should point out this is  
5 not an attempt to go out and get a count, which is as  
6 we have learned from a variety of attempts to do that,  
7 which is, gets you into a (inaudible) of both politics  
8 as well as methodology. But, as opposed to getting  
9 information about the characteristics of the homeless  
10 population that will help us to better strategies for  
11 our programs. And from that point of view I think that  
12 this national survey is tremendously important. The  
13 more data that we have, particularly if we compare it  
14 with some earlier data the better off we will be in  
15 terms of the changing nature of the homeless  
16 population.

17 SECRETARY CISNEROS: The suggestion I think  
18 has been that a work group be created that would be  
19 headed by Assistant Secretary Elwood and Assistant  
20 Secretary Cuomo at HUD, to begin to chart what the  
21 elements of such a survey would be. I have been told  
22 in my conversations with homeless providers that there  
23 is great risk, great danger from a methodological point  
24 of view in attempting to do a count. That is just not  
25 possible to do a count. But, what is possible is to

1 survey people who are going through programs and to  
2 assess, number 1, the number who are going through  
3 programs, the level of success of various programs, the  
4 transition from shelter to transitional housing, to  
5 permanent housing, the movement through mental health  
6 counseling, substance abuse counseling and other kinds  
7 of outreach. And that that would be a very useful  
8 thing to have from the -- standpoint, both numbers as  
9 well as the quality of programs.

10 SECRETARY SHALALA: Right. Mr. Secretary,  
11 perhaps Jerry Britten from HHS could tell us a little  
12 bit about the --

13 SECRETARY CISNEROS: All right.

14 MR. BRITTEN: The survey planning to date has  
15 been really as you say looking at characteristics,  
16 looking at service needs with the idea of essentially  
17 using the information for policy. It would focus on  
18 homeless people that are exposed to the current service  
19 system. In other words, shelters, whatever.

20 Bill, do you want to say a couple of words.  
21 Bill Butz, from the Census Bureau, briefly on the  
22 methodology and then we can come back to a couple of  
23 ideas.

24 MR. BUTZ: Sure, thank you.

25 The Census Bureau in response to interest

1 from several federal agencies and from the Interagency  
2 Council has designed a survey that we think takes  
3 advantage of the research and the experience that we  
4 had in the '90 census and that others have, have had  
5 going back to the '87 survey that you mentioned, Ms.  
6 Secretary. And we have designed and that are ready to  
7 pretest and to carry it out when the authorization  
8 comes through. If you would like I could take just  
9 about three minutes --

10 SECRETARY SHALALA: Sure, why don't you do  
11 that.

12 MR. BUTZ: Okay. Describe a little bit about  
13 the methodology, first. Second the kind of information  
14 that will be gathered. And third, just a little bit  
15 about how it differs from the 1987 survey.

16 In terms of methodology, we propose to  
17 interview about 3400 people in 68 sites, large urban  
18 sites, smaller cities, non-metropolitan areas and rural  
19 areas. And that is one way in which this survey will  
20 differ from the '87 survey, which looked at about 20  
21 large urban sites, cities greater than 100,000.

22 The field representatives will interview  
23 persons at soup kitchens, homeless shelters, food  
24 pantries in rural areas, voucher programs, and outreach  
25 programs. And this is another difference, because this

1 list of service providers is considerably broader than  
2 the list that the Urban Institute survey was able to  
3 do.

4 SECRETARY SHALALA: Are we using the same  
5 definition of homeless?

6 MR. BUTZ: We are really not using the  
7 definition of homeless. We are really looking at  
8 whoever comes, whoever passes through these service  
9 providers. And then we are getting characteristics  
10 about them.

11 SECRETARY SHALALA: Okay.

12 MR. BUTZ: And data analyzers then, policy  
13 analysts can use those data to define it however they  
14 wish.

15 We plan to visit each of these sites as they  
16 stack up in the 68 areas, an average of three to four  
17 times over the four week period. And it turns out  
18 that the winter is, the research indicates the winter  
19 is the best time to get the count. And so we would  
20 plan to do this in the winter, over a four week period.  
21 And the local studies that we are relying on,  
22 particularly of several studies that was done here in  
23 the District of Columbia, indicates that we should be  
24 able to cover about 90 percent of the urban homeless  
25 persons in a given area. That is the coverage for

1 urban areas would be about 90 percent. One would wish  
2 for 100 percent, we don't think we will reach that.

3 The survey will be able to identify sub-  
4 groups of homeless, such as veterans, children, people  
5 in families, unattached person and the like. So that  
6 is a little bit about methodology.

7 In terms of the data collected, we will  
8 collect information on such topics as current living  
9 conditions, current and previous episodes of  
10 homelessness, types of services and benefits used,  
11 information about the physical and mental condition of  
12 the respondent. That will be limited, of course,  
13 because we won't be doing examination. But, it will be  
14 done in a survey context. Drug and alcohol usage and  
15 treatment, extent of homelessness among children and  
16 its impact on their education and current and previous  
17 employment.

18 In comparison with the '87 survey, I have  
19 already given you several ways in which this will  
20 differ. Methodologically there are several additional  
21 ways. First, as I have mentioned, the rural and small  
22 town America would be included. Second, several  
23 significant issues not addressed in the '87 study have  
24 been incorporated here. For example, where were  
25 homeless people living before they became homeless,

1        what differences are there among homeless persons found  
2        in cities versus suburbs, versus rural areas? Do  
3        homeless persons in rural areas migrate to urban areas  
4        for services and benefits? How prevalent is drug and  
5        alcohol use? How many homeless persons are veterans?  
6        How many homeless persons have never owned, rented or  
7        leased a place of their own versus those who have and  
8        have subsequently fallen into homelessness?

9                As I mentioned we will expand the type of  
10       service facilities that we cover. And lastly we are  
11       going to use the very best methods that we and other  
12       statistical and social scientists have to increase the  
13       coverage. That is the proportion of the total number  
14       of people who are eligible, who we actually can  
15       document and question in our survey. We will do that  
16       by adding questions and estimation methods that we  
17       think will enable us to get the maximum possible  
18       coverage. That is a very brief summary.

19               SECRETARY CISNEROS: Was the '87 survey an  
20       attempt at a total count?

21               MR. BUTZ: I don't believe it was. Cindy, am  
22       I right about that?

23               SECRETARY CISNEROS: Did it claim to be that?

24               MS. TORBER: They made estimates on the  
25       information they got --

1 MR. BUTZ: This is Cindy Torber from the  
2 Census Bureau.

3 MS. TORBER: They made estimates based on the  
4 numbers that they used, but they only had 20 cities, so  
5 they had to make a lot of assumptions.

6 MR. BRITTEN: However, we don't have to do  
7 that this time.

8 SECRETARY CISNEROS: How would you  
9 characterize what the product is then, if not a count?  
10 It would be a --

11 MR. BUTZ: The product will be in some ways  
12 similar to the information that came from the 1990  
13 Census, except much more detailed in that it will give  
14 detailed characteristics as people who passed through  
15 these service providers, their family characteristics,  
16 their previous employment and service use  
17 characteristics, so that policy analysts can pick the  
18 types of people that they are interested in and look at  
19 their characteristics. And thereby, get an overall  
20 characterization of these populations.

21 SECRETARY SHALALA: Give us a better feel for  
22 whether we should use a combination of mainstream and  
23 targeted programs. Jerry, you had some --

24 MR. BRITTEN: I was going to mention that  
25 work we are told examined the questions and also looked

1 at how to fund the survey. The total bill is roughly,  
2 is about 3.5 million dollars. And the pretest is  
3 already funded. We have to look at a couple of options  
4 of how to do this. For example, whether to put it in  
5 one agency's budget or multiple agencies or take up a  
6 collection. I think we can address that factor.

7 SECRETARY SHALALA: So we are suggesting that  
8 Elwood and Cuomo share and then Census, AG, VA and  
9 Education and suppose anyone else that wants to sit in  
10 on the session.

11 SECRETARY CISNEROS: Absolutely. Anyone  
12 else, any other agency that feel they want to have some  
13 role in deciding some of these preliminary questions as  
14 well as the set of methodological issues that  
15 necessarily will come up, ought to feel free to join  
16 up.

17 We will ask Secretaries Cuomo and Elwood  
18 to --

19 Any other discussion on this? Chris?

20 MR. EDLEY: How close can we get to doing a  
21 count?

22 SECRETARY SHALALA: That is another, that is  
23 a -- Marsha, do you want talk about that, the count  
24 issue?

25 MS. MARTIN: The count is a very political

1 sensitive issue because as the Census Bureau ran into  
2 and Urban Institute discovered, the methodological  
3 questions, who is homeless, when are they homeless,  
4 where, what sites, who gives you the information, what  
5 time of day, what the seasonal variability is? It  
6 opens up the (inaudible) on homeless issues. And then  
7 you end up with a product that no one wants to spend  
8 with you to discuss. And at the same time questions,  
9 your reasons for spending the money to do it in the  
10 beginning, when, in fact, you really do a service  
11 provision from advocacy client perspective. Are there  
12 enough services? Do the services do the things that we  
13 like services to do? Are they helping mainstream  
14 people and move people back into what we would  
15 consider, you know, sort of quality of American life we  
16 think is available for everybody. And so, some people  
17 feel that the question of a count is not as useful as  
18 one of is the quality of service that we are delivering  
19 an effective one, an efficient one and does it do what  
20 we would like for it to do? And then are those people  
21 that are being served folks we need to know about so we  
22 can do prevention efforts to help to reduce the number  
23 of people coming through. So the survey of services,  
24 the clients going through them, and the transition to  
25 permanence is something that sort, the advocacy

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1 community, the academic and research community, the  
2 service providers are much more interested in  
3 supporting and helping to influence policy. The  
4 direction that we are taking information, not just the  
5 demographic delineation of who is out there.

6 SECRETARY CISNEROS: I have long felt that  
7 the count would be a helpful thing and started from the  
8 premise, particularly where a community is involved.  
9 And what I am told is, first of all, it is very  
10 difficult to count. And presumably what you want to do  
11 when you count is improve your programs. So you  
12 improve programs and maybe you have taken some people  
13 off the street, but chances are additional people come,  
14 both from within the community for some very odd  
15 reasons, like maybe it is easier to get public housing  
16 if you have an effective public housing homeless  
17 program. And so people would come up from other lists  
18 to get on the homeless list in order to get at things  
19 they couldn't otherwise get at. That kind of thing  
20 happens in a community. As well as people come from  
21 other places. So you never, you never know what your  
22 are counting. For the purposes that we need, what you  
23 really need to know is how many people are going  
24 through the programs? Are we having success for those  
25 programs? Are we moving them along from our continuing

1       care? Those are the relevant questions. But, the  
2       reaching of the millennium, through counting we reduce  
3       the number, at least in the short runs, is not close  
4       enough to make counting a worthwhile -- I have been  
5       persuaded of this by working with --

6               SECRETARY SHALALA: My sense is that we spend  
7       some much time on the counting issue that it would  
8       distract us from doing what we are going to end up  
9       doing anyhow and that is trying to get our programs to  
10      fit better together, and particularly trying to get the  
11      fit between the targeted programs and the more  
12      mainstream programs, so that people can actually put  
13      strategies together to be helpful. I think from an  
14      intellectual point of view, it is an interesting  
15      exercise to go through. But, I am far more  
16      programmatic about what is possible to do in the first  
17      couple of years and that is, you know, give a kick to  
18      the programs.

19             MR. EDLEY: Well, I guess I intended --

20             SECRETARY SHALALA: Because OMB is never  
21      going to give us all the money to deal with any number.

22             MR. EDLEY: I guess that is the problem,  
23      isn't it, in gauging the extent to which need is being  
24      met and that question --

25             SECRETARY SHALALA: Yes, there are very few

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1 programs, social service programs in which you can  
2 calculate the percentage of need being met. For  
3 instance, we are calculating now for, on substance  
4 abuse, trying to measure the number of people that want  
5 treatment, that we can provide treatment slots for.  
6 And even that is complicated, although it seems very  
7 straightforward.

8 SECRETARY CISNEROS: Yes, sir, Mr. Butz?

9 MR. BUTZ: I should point out that although  
10 the purpose of the survey is clearly not to produce  
11 counts, in order to produce information on  
12 characteristics, weighed up to the national level, it  
13 will be possible for the users of the data, whoever has  
14 access, to make their own counts of people going  
15 through different service providers, people with  
16 different characteristics. You know, it is not  
17 possible to do one without the other. So I think we  
18 need to be clear that although that is not the purpose  
19 of the survey and that that can be, that needs to be  
20 made clear in all the documentation, that you can't  
21 really separate, you can't produce characteristics data  
22 without information that someone can use to produce  
23 numbers --

24 SECRETARY SHALALA: All right, but I  
25 certainly don't, I hope the Census Bureau is not going

1 to present it in a way that sets us up.

2 MR. BUTZ: No. No, Ma'am.

3 SECRETARY SHALALA: Someone is measuring, you  
4 know, whether we have reduced those numbers in anyway.

5 MR. BUTZ: No, Ma'am, in fact, our current  
6 plan is really not to analyze the data, but to pass the  
7 data tape onto the federal agencies, presumably HUD and  
8 HHS, that are responsible.

9 SECRETARY CISNEROS: I will take another  
10 couple of comments on this and then Secretary Shalala  
11 is going to have to leave in a minute. Before she does  
12 I want to move on to the next item, which involves  
13 specific initiatives.. So let's begin to wind down on  
14 this one.

15 Jerry, you had something and Andrew had  
16 something.

17 SECRETARY CUOMO: Following up what Mr. Butz  
18 said, that is, those are the issues I think that the  
19 working group has to deal with. Because there is a  
20 danger that whatever numbers you come up with, people  
21 can extrapolate up to what the total homeless  
22 population is. As Marsha said, that is a politically  
23 charged issue. You have estimates from three million  
24 to six million on the advocacy side. You have 300,000,  
25 100,000 on the governmental side. So we are going to

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1 out and do a 3.5 million dollar study, people are going  
2 to assume that we are going to come up with a number or  
3 they will extrapolate a total number. There is a  
4 danger that we may wind up characterizing the homeless  
5 population. If we come back and say X percent have a  
6 substance abuse problem, then are we saying that 50  
7 percent of the homeless population in the nation are  
8 substance abusers, or mentally ill, or victims of  
9 domestic violence? I don't think that is what we will  
10 mean to say, but I think they could take that  
11 information and use it that way. And we will have  
12 misinformed and done a disservice. So those are the  
13 types of issues the working group will be grappling  
14 with. And Chris, you might be interested in sitting in  
15 on a few of those meetings.

✓ 16 SECRETARY CISNEROS: All right, let's move to  
17 Item 7, if we can, which is the discussion of potential  
18 program and policy initiatives for the Interagency  
19 Council. I think I would like to begin with the  
20 proposed series of workshops that HUD and the  
21 Interagency Council are proposing. Andrew, do you want  
22 to either speak about that or have someone else  
23 describe what are the envisions?

24 SECRETARY CUOMO: Yes, roughly, as you are  
25 familiar, one of the statutory mandates of the Council

# DRAFT

## MEMORANDUM FOR MEMBERS OF THE INTERAGENCY COUNCIL ON THE HOMELESS

FROM: Henry G. Cisneros  
Secretary of Housing and Urban Development  
Chairman of the Interagency Council on the Homeless

SUBJECT: Appointment of Tipper Gore as Special Advisor to the  
Interagency Council on the Homeless

On behalf of the Council's leadership, I am pleased to announce the appointment of Mrs. Tipper Gore as Special Advisor to the Interagency Council on the Homeless. She will have full membership status equal to that of the 17 member agencies and will serve in a leadership capacity.

The Council has benefited from Mrs. Gore's advice and expertise in the area of mental health and homelessness during the past two years. Her participation in events such as the release last May of Priority: Home! The Federal Plan to Break the Cycle of Homelessness has enhanced our ability to communicate with the general public and to develop sound policies. In addition, her staff have actively participated in the Council's Policy Group meetings and in the development of special initiatives.

Mrs. Gore's leadership skills will significantly enhance the Council's ability to improve both the effective delivery of Federal homeless assistance resources and program coordination at the State and local level. Her appointment is effective immediately. I look forward to her participation in our future meetings.

I want to take this opportunity to thank you again for the ongoing support which you have provided to the Council through the program resources and technical assistance available from your agencies.

# DRAFT



U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT  
WASHINGTON, D.C. 20410-7000

OFFICE OF THE ASSISTANT SECRETARY FOR  
COMMUNITY PLANNING AND DEVELOPMENT

**FAX COVER SHEET**

From the Office of: JACQUIE M. LAWING  
DEPUTY ASSISTANT SECRETARY  
FOR ECONOMIC DEVELOPMENT  
OFFICE OF COMMUNITY PLANNING  
AND DEVELOPMENT  
PHONE: 202-708-0270

THIS FAX IS FOR:

*Seremy Benami*

PHONE NO. \_\_\_\_\_

FAX NO. \_\_\_\_\_

THERE SHOULD BE 2 PAGES, INCLUDING THE COVERSHEET

COMMENTS:

*Seremy, Jacqui wants to know if there  
any problems with our sending this out?  
Please call me. 708-0270 -*

*Shelva*

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT  
WASHINGTON, D.C. 20410-7000OFFICE OF THE ASSISTANT SECRETARY FOR  
COMMUNITY PLANNING AND DEVELOPMENTFAX COVER SHEET

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OFFICE OF COMMUNITY PLANNING  
AND DEVELOPMENT  
PHONE: 202-708-0270

THIS FAX IS FOR: Jeremy Ben Arrie / Lynn Margherio

PHONE NO. \_\_\_\_\_ FAX NO. \_\_\_\_\_

THERE SHOULD BE \_\_\_\_\_ PAGES, INCLUDING THE COVERSHEET

## COMMENTS:

Jeremy + Lynn - Attached is a draft memo.  
at our December conference call w/ Carol  
we agreed to draft a memo. We can discuss  
this at our meeting this week, but this is a  
first draft.

\* Please circulate to Jeremy + Lynn.

**DRAFT**

## MEMORANDUM FOR MEMBERS OF THE INTERAGENCY COUNCIL ON THE HOMELESS

From: Carol H. Rasco  
Assistant to the President for Domestic Policy

Subject: Interagency Council on the Homeless

I am pleased with the accomplishments of the Interagency Council on the Homeless since it became a working group of the Domestic Policy Council in October 1993.

The Full Council met at the White House in December 1993 to discuss the development of the Federal Plan to Break the Cycle of Homelessness. As you know, the Council released the Plan, Priority: Home!, in May 1994, which was praised for its honest assessment of the issue and bold recommendations. The Council next met in August 1994 at the Blair Shelter in northeast Washington. At that meeting, we approved an implementation work plan and timetable for implementing the recommendations in the report. In addition, we approved changes to the McKinney Title V surplus property policies as they applied to base closure properties that were proposed by the Department of Defense and the other agencies which constitute the Council's Surplus Property Work Group. The Council also had an opportunity to tour the shelter, meet some of the residents, and hear a presentation on the innovative employment program at the shelter.

As a result of the policy direction received from the Full Council, I am pleased about two major milestones: the development of specific agency action steps to implement each recommendation in the Federal Plan and an improved process for making base closure properties available for homeless assistance. Both of these accomplishments were the result of substantial staff support from your agencies. Seven interagency working groups met throughout the fall to develop specific action steps to implement each recommendation in Priority: Home!. We expect to receive their reports soon. Congress approved and the President signed into law our recommended base closure and homeless assistance proposal in October. The new process reflects the best of the "reinvention" principles--a streamlined process combined with increased local decision making.

As homelessness increasingly receives our attention, Secretary Cisneros and I feel that the next step is establish a vehicle for policy coordination and development on a monthly basis by senior Administration officials. To that end, we will convene a monthly meeting of assistant secretaries (or their equivalents) from each of your agencies to discuss Federal policies and their implications for homeless persons, review agency initiatives, and make recommendations to the Full Council.

This Policy Coordination Group, to be chaired by myself and HUD Assistant Secretary Andrew Cuomo, will have its first meeting on February xxx. Please let me know your designee for this group by (insert date). Prior to this meeting, we will send your designee an agenda. Each Department may have one senior official accompanied by a single staff person in attendance at these meetings.

The Full Council will continue to meet two to four times per year. This year's schedule will include a meeting in mid- to late February to review the proposed agency actions steps to implement the Federal Plan; a meeting in late summer to discuss the budget; and a final year-end meeting in October and November.

The Council's existing "policy group," composed of agency staff, will continue to meet on a regular basis to ensure interagency coordination of program resources and special initiatives. The staff director of the Council will convene these meetings at HUD.

Secretary Cisneros and I very much appreciate your cooperation to date, and look forward to our next steps. I look forward to meeting your designee on February XXX. The effectiveness of the Council and the success of the Clinton Administration's policies and programs to address homelessness depend on our continued interagency collaborative relationships.

**DRAFT**

## **HOUSING WORKING GROUP: PROPOSED ACTION STEPS**

December 14, 1994

### **I. Inventory Mainstream Programs and Action Steps to Improve Assessability for Homeless People and People At-risk of Homelessness**

#### **Federal Plan Recommendations:**

Identify the principal mainstream programs in the area of housing that are critical to preventing homelessness and helping the current homeless make the transition from homelessness and conduct a systematic assessment of how effectively sets of these programs serve the homeless and those at risk of homelessness. Identify how to make the programs more accessible to the homeless, and determine how to improve these programs so that they better prevent homelessness. Monitor ongoing programs and conduct impact evaluations of outcomes to identify ways to forge more effective linkages between targeted and mainstream programs. [p. 91]

#### **Actions Taken:**

The Housing Working Group has met with representatives from program offices within the Department and from outside the Department to identify mainstream programs, to assess their effectiveness and determine action steps. See Appendix for lists of participating program representatives and Federal agencies.

#### **A. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT (HUD)**

(1) Community Development Block Grant (CDBG) - Provides formula grants to States and entitlement communities to carry out a wide range of community development activities directed toward neighborhood revitalization, economic development, and improved community facilities and services. Many CDBG grantees are currently using this funding to assist homeless persons for public services, rehabilitation of multifamily properties, or public facilities. FY 1995 Appropriation, \$4.6 billion.

#### **Action Steps:**

- o Will issue notice on how to use HOME and CDBG for homeless assistance activities.
- o Final economic development guidelines will be issued soon that implement economic development activities that create employment and training opportunities for low-income including homeless persons. The Office of Block Grant Assistance will promote the use of CDBG funding for such activities.

(2) HOME - Provides formula grants to States and units of general local government to increase homeownership and affordable housing opportunities for low-income Americans. HOME funds have been used to develop permanent and transitional housing, including single room occupancy units. FY 1995 Appropriation, \$1.4 billion.

Action Steps:

- o COSCDA is doing a series of case studies on how HOME is being used to assist homeless people/projects.
- o HUD/Office of Affordable Housing Programs will standardized the HOME definition of SRO housing with the McKinney Act definition.
- o HUD/Office of Affordable Housing Programs will promote the use of HOME funds for the development of SRO housing.
- o HOME program will continue to be flexible in granting waiver authority within the confines of the statute.

(3) Supportive Housing for the Elderly (Sec. 202) - Provides capital advances and rental assistance to nonprofit sponsors to expand the supply of housing with supportive services to the elderly. Congregate Housing Services grants and Service Coordinators funding are also provided by HUD to fund supportive services. FY 1995 Appropriation, ?.

Action Steps:

- o None identified.

(4) Supportive Housing for the Disabled (Sec. 811) - Provides capital advances and rental assistance to nonprofit sponsors to expand the supply of housing with supportive services for persons with disabilities. Section 811 is serving low-income people with chronic disabilities including persons who are homeless or at-risk of homelessness. In the past, Section 811 program has had Congressionally-mandated set-asides for chronically mentally ill people and, in FY 1989, bonus points were awarded to projects involved in National Institute of Mental Health demonstrations/ research projects. FY 1995 Appropriations ??

Action Steps:

- o Continue to allow transfer of physical assets to eligible nonprofit sponsors to reuse of group homes as housing for the homeless when there are not enough otherwise eligible elderly or disabled residents.

Program Office recommends dropping:

- o Section 811 will continue to encourage local program coordination by requiring a certification of consistency with the State Mental Health Plan as part of its application. This certification is required by law. This promotes the local integration of housing and services for chronically mentally ill persons, many of whom are homeless or at-risk of homelessness.

(5) Fair Housing and Equal Opportunity Education and Enforcement - Provides implementation of the Fair Housing Act which prohibits discrimination in housing based on race, color, religion, sex, national origin, handicap, or familial status. The Office of Fair Housing and Equal Opportunity investigates complaints and reviews HUD programs to eliminate discrimination.

Action Steps:

- o FHEO is working on a set of recommendations.

(6) Section 8 Rental Assistance - Provides housing assistance to very low-income families leasing privately owned, decent, safe, and sanitary rental housing. HUD enters into contracts with local housing agencies to administer the program. Proposed Section 8 set-asides for homeless programs for FY 1995 are \$514 million for homeless families and \$20 million the HUD-VA Supportive Housing demonstration.

Action Steps:

- o HUD will continue its Section 8 initiatives which are currently underway to assist homeless people or people at-risk of homeless:

HUD/VA Supportive Housing Demonstration (HUD-VASH) - HUD and VA have collaborated on this program that combines HUD Section 8 vouchers with VA case management to establish models of supported permanent housing in communities for homeless veterans with mental illness or substance abuse problems.

Family Self-Sufficiency - PHAs and IHAs are required to promote the self-sufficiency of its clients that receive Section 8 vouchers and certificates by providing supportive services through local resources. The purpose of the program is to help develop the life skills, education and job skills of Section 8 clients so they, in turn, provide for themselves without housing and other Federal, state and local subsidies.

Homeless Assistance Set-Asides - In FY 1994, published a funding notice providing \$130 million in Section 8 certificates to public housing authorities to provide outreach and housing combined with services to hard-to-serve homeless persons who are disabled. In FY 1995, an additional \$514 million is expected to be available for Section 8 rental assistance vouchers for homeless families.

- o Disseminate information on HUD preferences for both the public housing and Section 8 programs. Articulate for providers what the Federal and local preferences are and how they are established. Publicize that it is possible for housing agencies to make units, certificates, or vouchers available in exchange for supportive services providers delivering services to disabled families, however, clients of the service provider may not receive housing assistance before other non-elderly, disabled families already occupying or on the housing agency's waiting list.
- o HUD is working on reforming the rent provisions of public housing and Section 8 to remove disincentives for residents to work.

(7) Public and Indian Housing - Local housing agencies develop, own and operate over 1.4 million units of public housing. HUD provides an annual operating subsidy (FY 1995 Appropriation - \$2.9 Billion) and modernization funding (FY 1995 Appropriation - \$3.7 Billion).

Action Steps:

- o HUD is working on reforming the rent provisions of public housing and Section 8 to include a income disregard removing disincentives for residents to work.
- o A NOFA announcing \$60 million to provide approximately 400 service coordinators for elderly and disabled developments will soon be published in the Federal Register.
- o PIH will continue to encourage local cooperation between public housing and mental health authorities. A "Blueprint for a Cooperative Agreement Between Public Housing Agencies and Local Mental Health Authorities" has been developed. Promotion of this document and cooperative agreements as a means of local coordination will continue.

(8) HUD Property Disposition Programs

Multi-Family Property Disposition - HUD sells multi-family properties from its inventory to organizations, including homeless service providers. To date, 12 properties have been sold to organizations to be used as transitional housing. Most properties require extensive rehabilitation.

Action Steps:

- o Promote the availability of multi-family properties to eligible nonprofit sponsors, including homeless providers through increased outreach and education.
- o Convene a government-wide task force to review and better coordinate the dissemination of information on all Federal property disposition programs.

Single Family Property Disposition (SFPD) Homeless Initiative - HUD's Offices of Housing and Community Planning and Development work cooperatively to administer the SFPD program. Properties may be leased for a \$1 a year for up to 5 years at which time they are purchased or returned to HUD's inventory for sale or additional leasing opportunities. Currently, HUD has 2,100 properties leased to homeless providers for use as transitional housing. If properties are purchased, nonprofit organizations may get a 10 percent discount off the sales price of the property (30 percent for properties in designated revitalization areas). Since 1990, 1,000 properties have been sold. Homeless providers often purchase property for resale to homeless families.

Action Steps:

- o Continue to offer 30 percent discount for properties in designated revitalization areas.
- o Promote to nonprofits their eligibility for \$200 million in purchase money mortgages.
- o Participate in a government-wide task force to review and coordinate Federal property disposition programs.

**B. DEPARTMENT OF HEALTH AND HUMAN SERVICES (HHS)**

Write up of HHS programs is coming.

Family Support Centers - HHS administers this demonstration program to support a limited number of two and three-year project grants designed to prevent homelessness among families with children through intensive and comprehensive supportive services.

### C. RURAL ECONOMIC AND COMMUNITY DEVELOPMENT (RECD)

(1) Section 515 rental assistance - This program is RECD's major tool for getting low-income persons into decent and safe housing environments in rural and traditionally underserved areas. There are no specific set-asides or targeting for homeless persons under this program, however, the rental assistance is key to preventing low-income persons from becoming homeless.

Action Steps:

- o None specified.

(2) Transitional Housing for the Homeless

Migrant Workers Program - This program houses migrant workers during the farming season and on the off-seasons, the housing may be used as transitional housing for homeless persons.

Single Family Leasing Program - This program makes available foreclosed RECD single-family properties. These properties may be leased for \$1.00 a year for up to 10 years at which time the properties may be purchased, or returned to RECD's inventory.

Action Steps:

- o RECD will continue to promote the use of its single-family inventory for leasing by homeless service providers.
- o RECD will continue to promote the availability of a ten percent discount off the purchase price of homes purchased by nonprofit organizations.
- o RECD will continue to explore opportunities for increased coordination with other agencies that lease and sell foreclosed properties including advertising the availability of these properties to house homeless persons.
- o Participate in a government-wide task force to review and coordinate Federal property disposition programs.

### D. FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA)

(1) Emergency Food and Shelter Program - The EFS program provides funds to local nonprofit organizations and other entities to cover the costs associated with the provision of food and supplies, in addition to emergency shelter and rental and mortgage assistance.

Actions Steps:

- o FEMA will continue to promote the use of EFS funds to provide emergency and short-term housing assistance.
- o FEMA will work cooperatively with HUD to promote effective use of EFS with HUD's Emergency Shelter Program (ESG) by homeless service providers.

E. RESOLUTION TRUST CORPORATION (RTC)

(1) Single-Family Property Disposition Program (Need correct program title and description) -

Action Steps:

- o RTC will explore the possibility of developing guidance, in conjunction with other Federal agencies that administer foreclosed property programs, that helps to identify non-performing single-family loans before foreclosure proceedings begin.
- o RTC will increase its outreach to, and information sharing with nonprofit organizations that serve low-income, including homeless persons.
- o Participate in a government-wide task force to review and coordinate Federal property disposition programs.

(2) Multi-Family Property Disposition Program (Need correct program title) - Under RTC's multi-family inventory, one-third of the units in each property must be used for low-income persons for 50 years. Properties that are in need of substantial rehabilitation are sold to nonprofit organizations at a nominal fee, or at no cost.

Action Steps:

- o Convene a government-wide task force to review and coordinate Federal property disposition programs. Not enough attention is paid to the amount of property available (shear numbers), the dissemination of information, and who actually benefits from the sale of foreclosed properties.
- o RTC will promote the use of its multi-family inventory by service providers as a potential source of affordable housing for low-income, including homeless persons.
- o RTC will work cooperatively with nonprofit organizations to educate them on the skills and financing involved in the major rehabilitation of multi-family properties.

(3) RTC Completion Act - RTC drafted a new directive that promulgates the policies and procedures mandated by Sections 16 and 17 of the Resolution Trust Corporation Completion Act. The directive describes preferences for proposals: (1) to provide housing for the homeless; and (2) from certain types of purchasers of commercial properties to be used for office/administrative purposes in connection with an affordable housing program or a program providing shelter for the homeless. (don't know how this Act relates to the SF and MF programs.)

#### F. DEPARTMENT OF VETERANS AFFAIRS

Loan Guaranty Service - Department of Veterans Affairs (VA) acquires residential property through Loan Guaranty operations after determining that the alternative of paying a claim under the guaranty and leaving the property with the loan holder would result in greater loss to VA. VA sells the properties at market value in order to minimize losses and to replenish funds for the home loan guaranty benefit program. The homeless program is an exception to this longstanding cost-recovery mission.

Acquired Property Sales to Homeless Providers - Under this program, VA makes properties available for sale to local government agencies and nonprofit organizations, including veterans' service organizations, working on behalf of homeless persons. Eligible properties are available for sale at discounts ranging from 20 to 50 percent, depending on the amount of time a property has been listed for sale, and VA offers financing for those properties which are available for sale with the maximum 50 percent discount.

#### Action Items:

- o VA will continue its test program of leasing properties to homeless providers. Under the test program, properties may be leased to organizations working on behalf of homeless persons for one year for a lease of \$1.00. The leases may be renewed for up to two additional lease terms of one year each, and providers may exercise the option to purchase the property.
- o VA regional offices will continue outreach efforts to promote the homeless program and will continue to routinely notify homeless providers and other parties about the program.
- o VA will continue to work cooperatively with housing offices of local governments to sell VA-acquired properties through HUD's HOPE 3 program.

## **II. Rural Homelessness**

### **Federal Plan Recommendation:**

Assess homeless needs of rural communities and evaluate existing initiatives designed to alleviate needs. [p. 50].

### **Action Steps:**

- o HUD, RECD, and FEMA will work in partnership to develop and hold rural housing conferences.
- o HUD will soon be awarding \$20 million in Supportive Housing funding for rural projects to provide supportive housing and homelessness prevention.

## **III. Promote the development of Single Room Occupancies (SROs)**

### **Federal Plan Recommendation:**

HUD will analyze the successes of some communities at developing SRO housing, identifying ways to create incentives for private developers to reinvest in this type of housing, and ways to develop linkages with support services. [p. 78]

### **Action Steps:**

- o HUD will identify up to 5 communities that have been particularly successful in developing SRO housing and then disseminate this information.
- o HUD worked with Fannie Mae to plan and hold a 1-day workshop on how to encourage the development of affordable SRO housing.
- o HUD will work to standardized the definition of SRO housing among its different programs.
- o HUD/Office of Affordable Housing Programs will promote the use of HOME funds for the development of SRO housing.
- o HUD/Multifamily Programs will educate nonprofit housing developers and the mortgage industry about the availability of Mortgage Insurance for Single Room Occupancy Projects.

#### **IV. Improve the Title V Surplus Federal Property Program.**

##### **Federal Plan Recommendation:**

As many military bases will be closing in coming years, the National Law Center on Homelessness and Poverty, Beyond McKinney, and the U.S. Conference of Mayors have recommended that HUD strengthen implementation of the program to encourage nonprofit organizations and cities to use the program. Development would be easier if use of vacant land is included in the program. [p.94]

##### **Action Steps:**

- o Congressional legislation passed late in FY 1994 removing military base closures from the Title V process. HUD is working with Defense and HHS to expedite implementation of this new legislation.

#### **V. Continue Education Efforts on How to Use HUD programs**

##### **Federal Plan Recommendations:**

Continue special efforts to educate and encourage states, cities, and not-for-profit organizations about the potential use of CDBG, HOME, HOPWA, acquired properties and other mainstream HUD program resources to assist homeless people. [p. 94]

##### **Action Steps:**

- o Notice on CDBG/HOME for use in homeless assistance activities.
- o Council on State Community Development Agencies (COSCDA) is doing a series of case studies on how HOME is being used to assist homeless people/projects.

#### **VI. Reorganize the McKinney Act**

##### **Federal Plan Recommendation:**

Reorganize the McKinney Act programs, beginning at HUD, to provide streamlined homeless assistance. The HUD proposal would rely in a single plan to establish and implement a continuum of care presented by the community to HUD for a single source of funding. The local continuum would include Outreach, Intake Assessment, Emergency Shelter, Transitional Housing with appropriate integrated services, Permanent Housing and Permanent Supportive Housing. (p. 73)

Action Steps:

- o HUD is working to transform the way the Federal Government addresses homelessness by reorganizing these competitive homeless assistance programs into a formula program to States and local governments. While this legislation did not pass Congress during the last session, HUD will work with the next Congress to pass this important initiative. This proposal will be resubmitted to Congress in January 1995.
- o HUD will be announcing awards for approximately \$290 million for new Supportive Housing grants in December 1994.
- o HUD intends to issue its Final Rule for the Consolidated Plan in December and implementation will become effective shortly thereafter. This consolidation will affect over \$6 billion in assistance (CDBG, Home, ESG, HOPWA) that can be used to assist homeless persons.
- o Identify how the Consolidated Plan could coordinate with other existing Federal, state and local planning requirements related to homelessness and special needs populations (e.g., state mental health, PATH, etc.).
- o HUD and HHS will continue to provide technical assistance to ensure that Safe Havens remain a viable component of local continuums of care.

**VII. Establish performance based contracting.**

## Federal Plan Recommendation:

Through new partnerships with State and local governments and nonprofits, Federal assistance will provide incentives for innovation and initiatives among homeless assistance providers. [p. 74]

Action Steps:

- o HUD will develop performance based contracting with State and local governments receiving formula awards under the Reorganized McKinney Act Formula program.

## **VIII. Increase Federal Funding**

### **Federal Plan Recommendation:**

Increase HUD's housing assistance budget to begin to make up for past budget cuts, and to enable homeless people and those precariously housed to access permanent housing. Increase the HUD overall budget by nearly two billion dollars in 1995. Enact President Clinton's 1995 budget proposal, which includes increased budget recommendations for HUD and FmHA. [pp. 85-86]

### **Action Steps:**

- o Since the Clinton Administration took office, the amount of Federal homeless assistance has significantly increased in the HUD budget, from \$566 million in Fiscal Year (FY) 1993 to \$822 million in FY 1994. For FY 1995, the Administration expects to provide more than \$1.6 billion for HUD homeless assistance, doubling the funding level from last year. This will include \$1.12 billion appropriated for grant programs and \$514 million expected to be available for Section 8 rental assistance vouchers for homeless persons. HUD will work to keep these increase in FY 1996.

## **IX. Fight discrimination**

### **Federal Plan Recommendation:**

Aggressively enforce Federal fair housing laws. HUD and DOJ must vigorously enforce the housing rights of all persons, including the homeless and those who seek to provide housing and other services for the homeless. [p. 86-87]

### **Action Steps:**

- o Continue to adopt proactive measures to increase the investigation and litigation of fair housing violations. DOJ's Fair Housing Testing Program will be expanded.
- o Develop and disseminate information on how the Americans with Disabilities Act (ADA) prohibits discrimination in public accommodations and other places and services that may affect homeless persons.
- o Continue to challenge cities that refuse to permit group homes for persons who are mentally ill, mentally retarded, or former substance abusers.

## **X. Work with Communities to Implement the Continuum of Care**

### **Federal Plan Recommendation:**

Work with States and communities to develop integrated systems of support services and housing. Develop incentives, requirements, and ways to assist them to address effectively the needs of mentally ill persons who are homeless or at risk of becoming homeless [p. 77]

### **Action Steps:**

- o HUD has prepared, printed and widely distributed a booklet on the Continuum of Care (CC).
- o CPD is conducting Consolidated technical assistance sessions in 40 cities; implementing the CC is discussed. TA to be completed by February, 1995.
- o CPD will soon be making awards for TA to various groups, including homeless providers.
- o HUD has awarded SRO and S+C grants and SHP grants will awarded in the near future. All three competitions used selection criteria including the heavily weighted "Coordination and Planning" criterion which encourages development of CC in communities.
- o HHS, VA, HUD to hold/participate in various forums to discuss homelessness and CC. HHS held PATH and Call to Action conferences. VA held follow-up session to its national summit on homelessness. All 3 agencies participated in these meetings.
- o For all future Federally sponsored or supported conferences related to homelessness, agencies will emphasize the CC (e.g., provide literature, discuss the concept in presentations, etc.).
- o Other Federal agencies recommend that HUD include in its consolidation proposal to Congress that mental health and substance abuse representatives be included on all local CC boards.

## **XI. Low-Income Housing Tax Incentives**

### **Federal Plan Recommendation:**

Explore use of tax incentives to assist lower income households with rental and homeownership costs. Give special attention to initiatives that would work together with existing tax incentives to ensure that those who work do not become homeless because of the discrepancy between their income and affordable rents.

[p. 6, 87]

Action Steps:

- o ICH should include Treasury as a participating agency in its activities and in implementation of the Federal Plan.

**XII. Provide Guidance on McKinney Act Programs**

Federal Plan Recommendation:

Update and develop new handbooks for McKinney Act Programs to provide comprehensive guidance to states, localities, and not-for-profits on eligible activities, grant management strategies, fiscal and accounting requirements, and outcome measures. [p. 95]

Action Steps:

- o The Office of Special Needs Assistance Programs will develop a monitoring guide for Field Offices and a companion program management guidebook for its competitive homeless assistance programs.
- o ICH and HUD will publish and distribute the technical assistance report, "More Than Housing: A Guide to Developing and Managing Supportive Housing for Homeless People." HHS will help disseminate this report.
- o HUD's Policy Development & Research (PD&R) has evaluated five HUD administered five McKinney Act programs (SAFAH, ESG, Sec. 8 SRO, SHDP, S+C). Most of these reports have been published. PD&R will develop a brochure to market the availability of these reports to nonprofit homeless assistance providers.
- o PD&R will submit a report to Congress summarizing the results and conclusions of its evaluations of the McKinney Act homeless assistance programs.
- o PD&R is planning to fund a FY 1996 evaluation of homeless prevention programs.
- o PD&R has funded a study by the Urban Institute examining the relationship between poverty and homelessness. This project will start in January 1995. HUD will publish the findings of this study.
- o PD&R will fund Dennis Culhane of the University of Pennsylvania to develop a centralized intake and tracking data system/software package. Once this is developed, HUD will make this software package along with technical assistance

available to communities implementing continuums of care.

IMPLEMENTATION OF "PRIORITY HOME! THE FEDERAL PLAN  
TO BREAK THE CYCLE OF HOMELESSNESS"

ACCESS TO MAINSTREAM - HOUSING PROGRAMS SUBGROUP  
List of HUD participants

Chair: Maggie Taylor, Acting Director  
Office of Special Needs Assistance Programs  
708-4300

Participants:

|                  |                            |               |
|------------------|----------------------------|---------------|
| George Ferguson  | ICH                        | 708-1480      |
| Dick Kennedy     | CPD/OBGA                   | 708-3587      |
| Lau Gnessin      | Housing/Multi Family PD    | 708-4280      |
| Roy Gonnella     | CPD/OCV                    | 708-3436      |
| Helen Guzzo      | CPD/SNAPs                  | 708-1234      |
| Marc Harris      | Housing/Multi Family PD    | 708-4280      |
| Cynthia Hernan   | CPD/SNAPs                  | 708-1234      |
| James Hoben      | PD&R                       | 708-0574 x132 |
| Bill Howell      | FHEO                       | 708-0836      |
| Gordon McKay     | CPD/OAHP                   | 708-2685      |
| Margaret Milner  | Housing/Sections 202 & 811 | 708-4542      |
| Pat Morgan       | ICH                        | 708-1480      |
| Bill Murphy      | PIH/Sec. 8/HUD-VASH        | 708-0477      |
| Art Orton        | Housing/Single Family      | 708-4767      |
| David Pollack    | CPD/SNAPs                  | 708-1234      |
| Sara Pratt       | FHEO                       | 708-0836      |
| Mary Schulof     | PIH                        | 708-0713      |
| Diane Sterenbuch | CPD/SNAPs                  | 708-1226      |
| Ann Sudduth      | Housing/Single Family      | 708-0740      |
| Mary Walsh       | Housing/Multi Family       | 708-4542      |
| Jean Whaley      | CPD/SNAPs                  | 708-2140      |
| Rebecca Wiley    | CPD/SNAPs                  | 708-1234      |
| Theresa Williams | CPD/SNAPs                  | 708-2140      |

IMPLEMENTATION OF "PRIORITY HOME! THE FEDERAL PLAN  
TO BREAK THE CYCLE OF HOMELESSNESS"

ACCESS TO MAINSTREAM - HOUSING PROGRAMS SUBGROUP  
List of Federal agency participants

|                      |                                             |              |
|----------------------|---------------------------------------------|--------------|
| Peter Dougherty      | Department of Veterans Affairs              | 273-5760     |
| Linda Walker         | Department of Veterans Affairs              | 273-7335     |
| Betty Throne         | USDA/Rural Economic & Community Development | 720-1452     |
| Larry Rickards       | HHS/Center for Mental Health Services       | 301-443-3706 |
| Wendy Drucker        | FEMA                                        | 646-3656     |
| Carol Coleman        | FEMA                                        | 646-3107     |
| Kerry Scanlon        | Department of Justice                       | 514-3828     |
| Shayla Simmons       | Department of Interior                      | 208-7120     |
| Amy Donoghue         | USDA/RECD                                   | 305-2920     |
| Mary Ellen O'Connell | HHS/ASPE                                    | 260-0391     |
| Elizabeth Cohen      | White House                                 | 456-2846     |
| Steve Allen          | RTC/AHDP                                    |              |

# DRAFT - 1

*DRAFT - DO NOT DISTRIBUTE*

10/12/94

## PROPOSAL FOR A NATIONAL SURVEY ON CHARACTERISTICS OF PERSONS USING SERVICES TO BREAK THE CYCLE OF HOMELESSNESS AND PREVENT FUTURE HOMELESSNESS

As part of the 1990 Census, the Census Bureau enumerated persons residing in homeless shelters and pre-identified street locations. However, this operation was not designed to provide the full range of information needed for guiding policy decisions related to homelessness. With this understanding, in September of 1993 the Bureau of the Census convened a conference of researchers, representatives of public interest groups, and government representatives to discuss ways of improving data collection on the homeless population. The consensus among this group was that the decennial census is not the appropriate vehicle for gathering information on the homeless population. They suggested that a new national survey using updated methodologies to obtain an accurate and useful picture of those homeless people who use services in the United States is needed.

The information this new survey would provide is critical for developing the kinds of effective public policy responses needed to break the cycle of homelessness, both through targeted programs and the leveraging of mainstream resources. This survey would provide up-to-date information about the characteristics of today's homeless population who use services and would tell us how this population has changed since 1987 in urban areas. Included in the survey would be the first national examination of the characteristics of homelessness in rural America, fulfilling a Congressional mandate for a report on this subject.

Among other things, the survey would:

1. Provide national information on the types of services available to homeless persons in both urban and rural communities.
2. Provide information not addressed by the last national study in 1987 such as: What are the triggering events that precipitate homelessness? Where were homeless people living before they became homeless? How prevalent is AIDS among homeless persons? What impact does rural homelessness have on urban homelessness? What differences are there among homeless persons found in cities, suburbs, and rural areas?
3. Tell us what characteristics of the homeless population have changed since the 1987 study.

# DRAFT

## *National Survey on Homelessness, Page 2*

**Survey Design.** Most of the preliminary design work for a new survey has been completed in consultation with Dr. Martha Burt of the Urban Institute (author of the 1987 national study of the homeless population) and other consultants. Dr. Burt played a key role in the overall design of the survey and the survey questionnaire. This new survey would collect additional information related to drug use, mental illness, AIDS, tuberculosis, and previous episodes of homelessness. It would also include smaller cities, nonmetropolitan and rural areas in order to more accurately and fully reflect homelessness in the United States. The survey would interview a sufficient number of people using services in 76 geographic areas to ensure reliability of the national estimates. Twenty-four of these geographic areas would include small cities, nonmetropolitan and rural areas.

**Pretest.** A small-scale practice run of the survey is a necessary first step to test survey materials and procedures, eliminate problems, and otherwise prepare for the full survey. The pretest must be conducted at the latest by May 1995 in order to use its results in preparing to conduct a full survey in February 1996. The process of collecting service provider data should begin as soon as possible so that the results of the pretest can be incorporated in the survey.

**National Survey.** The survey would be conducted in two stages. The first stage of the survey would be conducted among service providers in the 76 sample communities. Service providers interviewed would include those with programs specifically targeted at the homeless (e.g. homeless shelters, soup kitchens, homeless outreach programs) as well as other mainstream community service providers with programs from which homeless individuals are eligible to receive services. The purpose of this survey of service providers would be to assess the types of services available to homeless persons in these metropolitan, suburban, and rural areas.

The second stage of the survey would interview a sample of persons at homeless shelters, soup kitchens, and other service locations where homeless people are found. Interviewers will make repeat visits if necessary in order to obtain a representative sample. In addition to providing data on characteristics of the portion of the homeless population who use services, this phase of the survey would identify homeless subgroups and help determine their use of various types of assistance programs. It would also collect limited comparative data on housed persons with very low incomes who also rely on soup kitchens and other emergency assistance.

The survey will produce data on characteristics at the national level only. The sample design is not large enough to produce estimates of client characteristics at the regional or local levels.

# DRAFT - A

10/12/94

## Proposal for a National Survey on Characteristics of Persons Using Services to Break the Cycle of Homelessness and Prevent Future Homelessness

### Options

#### I. General

1. Conduct the survey as proposed, including data collection on service providers and client characteristics.
2. Conduct the survey as proposed, with modifications in sample size, service provider network, methodology, funding, or schedule.

#### II. Sample Size

1. Conduct the survey as proposed in 76 geographic areas, 24 of which include smaller cities, nonmetropolitan and rural areas.
2. Conduct a more intensive survey (using up-to-date methodology) in a smaller number of communities, and forego national characteristics data.
3. Broaden the sample size of the proposed survey to include additional communities to obtain better data on homelessness in smaller communities.

#### III. Methodology

1. Conduct the survey through a contractual arrangement with the Bureau of the Census for data collection and independent contractual arrangements for data analysis.
2. Contract with a private research organization to conduct the entire survey.

#### IV. Funding

1. Fund from one agency as a budget line item.
2. Fund through multi-agency cost sharing.

#### V. Schedule

1. Conduct survey of service providers in Fall 1995 with results available in the Summer of 1996. Characteristics survey conducted in February 1996 with results available in December 1996.

# DRAFT

## *Homeless Survey Options, Page 2*

2. Conduct survey as proposed above in V(1), but repeat the survey of service providers in Fall 1996 in order to obtain comparative data for assessing communities' progress in developing continuum of care. Results of second service provider survey would be available in the summer of 1997.
3. Delay service provider and characteristics survey until February 1997 with results available in December 1997 or beyond.

### Issues Remaining

- Selection of lead agency for administration of survey.
- Source of agency funding if cost-sharing option chosen.
- True time schedule for project.
- Scope of study and level of outreach.

Note: Decision to proceed must be made by 11/15/94 in order to receive results by 1996.

# DRAFT - B

10/12/94

## Proposal for a National Survey on Characteristics of Persons Using Services to Break the Cycle of Homelessness and Prevent Future Homelessness

### Options

#### I. General

1. Conduct the survey as proposed, including data collection on service providers and client characteristics.
2. Conduct the survey as proposed, with modifications in sample size, service provider network, methodology, funding, or schedule.

#### Pros/Cons:

- Information is needed for improving policies and programs and meeting Congressional information requirements.
- Requires \$4.1 million in budget outlays.

#### II. Sample Size

1. Conduct the survey as proposed in 76 geographic areas, 24 of which include smaller cities, nonmetropolitan and rural areas.
2. Conduct a more intensive survey (using up-to-date methodology) in a smaller number of communities, and forego national characteristics data.
3. Broaden the sample size of the proposed survey to include additional communities to obtain better data on homelessness in smaller communities.

#### Pros/Cons:

- Sample of 76 geographic areas would be large enough to support national conclusions.
- Sample of 76 areas is not large enough to support conclusions based on local or regional differences.

#### III. Methodology

1. Conduct the survey through a contractual arrangement with the Bureau of the Census for data collection and independent contractual arrangements for data analysis.
2. Contract with a private research organization to conduct the entire survey.

**DRAFT***Homeless Survey Options, Page 2***Pros/Cons:**

- Census Bureau has capacity to conduct national survey and has trained interviewers on board, allowing for a short start-up time; training costs would be less.
- Cost for survey would be higher if contracted out.

**IV. Funding**

1. Fund from one agency as a budget line item.

**Pros/Cons:**

- Entire funding for project is secured through one administrative or appropriations process.
  - If the agency is unable to secure funding, viability of project is jeopardized.
2. Fund through multi-agency cost sharing.

**V. Schedule**

1. Conduct survey of service providers in Fall 1995 with results available in the Summer of 1996. Characteristics survey conducted in February 1996 with results available in December 1996.

**Pros/Cons:**

- Provides both service provider and characteristics data as early as possible.
  - Bulk of costs in FY 1996 and no funding currently in agency budgets.
2. Conduct survey as proposed above in V(1), but repeat the survey of service providers in Fall 1996 in order to obtain comparative data for assessing communities' progress in developing continuum of care. Results of second service provider survey would be available in the summer of 1997.
  3. Delay service provider and characteristics survey until February 1997 with results available in December 1997 or beyond.

# DRAFT

## *Homeless Survey Options, Page 3*

### Issues Remaining

- Selection of lead agency for administration of survey.
- Source of agency funding if cost-sharing option chosen.
- True time schedule for project.
- Scope of study and level of outreach.

Note: Decision to proceed must be made by 11/15/94 in order to receive results by 1996.

November 8, 1994

MEMORANDUM TO JEREMY BEN-AMI

FROM Elisabeth Cohen

SUBJECT Minutes from Health and Nutrition Working Group 11/7/94 meeting

- \* in addition to health care reform legislation, what else can be done to improve health and nutrition of homeless or near-homeless?
- \* moderator expressed challenge of determining action steps in the absence of health care reform decisions -- I was asked if I had any further information re: health care reform and I said that I did not;
- \* AIDS & TB sub-group is holding 11/16 focus group of core group of 12 providers in the field and sub-group members to discuss feasibility of plans -- issues: directly observed therapy (DOT), respite care, those who can't return to shelter system;
- \* demonstration project in New Orleans - food stamp provision to homeless people with AIDS -- Marsha stressed importance of defining "homeless" population being served by program -- this food stamp program has very inclusive definition (includes those living in another's home who would otherwise be homeless);
- \* local chefs and the media are involved in nutrition-education program initiative is growing/ exciting/ working with communities (have not been pulling in shelters -- we're working with them to expand partnerships);
- \* FEMA rep. to be added to nutrition side;
- \* a lot of overlap between homeless and migrant populations; homeless routinely hired to assist with crop picking;
- \* importance of developing specific action steps was continually stressed by group moderator (Jerry Britten?).

SUGGESTED ACTION ITEMS FROM 8/30/94  
HEALTH AND NUTRITION DISCUSSION GROUP

DISCUSSION DRAFT

*from Tuesday's  
meeting  
— Eei*

HEALTH CARE

*AIDS/TB:*

- Develop additional respite and step-down units for persons with HIV/AIDS and other chronic illnesses.
  - clarify that this is an eligible form of housing assistance for HUD McKinney funds;
  - provide technical assistance materials to providers about the usefulness/need for set-aside respite beds; and
  - provide technical assistance on the availability of Federal resources to support development of respite beds.
- Provide technical assistance on the availability and process for obtaining Medicaid Home and Community-Based waivers to treat persons with chronic diseases such as HIV/AIDS in their homes, prevent them from becoming homeless, and avoid more costly inpatient care.
- Utilize Americorps volunteers to provide in-home care for persons with chronic diseases.
- Evaluate SSI eligibility criteria to determine whether eligibility can be modified to include persons with HIV infection at an earlier stage in their disease in order to provide resources needed to prevent homelessness.
- Conduct expanded outreach to identify rep payees for persons with HIV/AIDS.

*Targeting of Resources:*

- Require community health centers to serve homeless persons, including a requirement to conduct outreach, and develop accountability standards.
- Encourage health care for the homeless providers to pursue eligibility as Federally Qualified Health Centers and other Medicaid reimbursement.
- Develop strategies for health care for the homeless providers to participate in States' move toward managed care.
- Evaluate the extent to which health care problems is the cause of persons homelessness and target resources accordingly.

- Develop strategies to ensure that homeless persons eligible for VA benefits access VA health benefits.
- Improve discharge planning for homeless and at-risk clients from health care facilities and provide sufficient resources for housing and necessary transitional services.

*Technical Assistance/Resource Materials:*

- Develop and widely disseminate to the range of interested parties (from homeless persons to program administrators), a simple guide outlining mandated health benefits, e.g. Federally mandated Medicaid benefits; requirement for public hospitals to serve anyone regardless of ability to pay, etc.
- Develop easily usable technical assistance materials outlining: a) Medicaid eligibility requirements, b) the process for homeless individuals to apply for Medicaid, and c) the process for providers to become Medicaid-eligible.
- Disseminate information about Medicaid benefits, waiver provisions, needs of the homeless, etc at National Conferences sponsored by health care provider organizations.

## NUTRITION SERVICES

*New Initiatives:*

- Conduct outreach to small providers of prepared foods to increase participation in the food stamps program.
- Develop a food and nutrition program targeted to persons with AIDS/HIV.
- Develop sample waiver to allow WIC, Food Stamps, HOPWA (Housing Opportunities for Persons with AIDS) rental assistance and other related benefits to more easily transfer when persons move across county lines.

*Technical Assistance/Information Dissemination:*

- Disseminate information to homeless providers on the ability for Food Stamps benefits to electronically transfer.
- Disseminate information to homeless shelter providers on the availability of reimbursement for meals provided to children during the summer.

- Develop a directory or clearinghouse of information on feeding programs.
- Provide technical assistance and seed money on how to establish food banks, and materials the food banks could disseminate on how to prepare nutritious meals using the food they provide.
- Provide information, including recipes, to shelter providers and soup kitchens on how to prepare nutritious meals using surplus food and food available from food banks.
- Provide communities, food banks, and other relevant organizations suggestions on the types of food that are more useful in preparing nutritious meals.

m e m o r a n d u m

to: Jeremy and Stan  
fr: Elisabeth  
dt: 10/12/94  
re: Interagency Council on the Homeless 10/12 Policy Group Mtg.

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**A. FEDERAL PLAN IMPLEMENTATION:** All working groups have met

Conceptual plan for implementation should address

- \* prevention as an over-reaching policy goal
- \* accessing mainstream programs

Our recommendations should address

- \* assisting those now homeless
- \* prevention (long-term structural measures to help communities re-build)
- \* cross-cutting agency action steps

How far should agencies go? macro/micro recommendations?

- \* want action steps specific to each agency that EACH AGENCY CAN CARRY OUT

We need to ask

- \* does group agree action is possible
- \* does your agency support this recommendation
- \* working group members should approve with their agency
  - this way we know we can carry out recommendations to
    - enhance service delivery
    - assist homeless
    - & prevent future homelessness

We need action steps that all agencies can do as other agencies sign on, or steps that 1 or 2 agencies can head

Goal: agreement on steps we can take to agencies as part of proposal

**Discussion:**

Jacquie L. (HUD) - still aiming for dec/jan full agency mtg. - need to move ahead on solid recommendations on original chart

Joseph (OMB) \*\*\*\* budget timetable needs to be considered - bind exists re: recommendations vs. specific, on paper budget suggestions

\*\* can we bring budget goals to next nov. mtg so they can be included -- look at

- 1) what's in the '94 budget (i.e. HUD's doubling of homeless budget)
- 2) what's in '96 budget that moves towards federal plan

also remember that a lot of what working groups are looking at is not budget-related

Issue of over-lap addressed (i.e. Access to Mainstream may come up with different suggestions that MH subgroup on continuum

of care/ access to mainstream)

\*Marsha encouraged over-lap -- want as many recommendations on the table as possible

Hopefully working groups have broad mix of people so while we ask questions about prevention, we're also addressing institutional structure - attached packet includes names/contacts - if we need input from other agencies, call each other - invite each other to various meetings

\*\*Marsha requested list (by friday) like attached VA list from all agencies so lines of communication open (to be distributed - I'll call to f/u)

Must look at agency budget recommendations -- revisit annual report - if there are things on fed. plan that match the report, let's put them on the table - let's try to have this by 11/10 - fine tune our product with goal of Dec. full council mtg.

\*\* 10/13, 2:30 prevention meeting - rm. 345 \*\* Seth to leave info on Jeremy's voice mail re: is this the right room

**B) PROPOSED SURVEY OF PERSONS USING SERVICES:**

- \* Met to look at options document - all agree new survey would provide useful baseline info
- \* Marty Burke involved
- \* Now at point of trying to identify options
- \* large survey can represent urban/ suburban/ rural commun. up to 76 communities, but won't be nat'l representative survey but could be used to understand homes from national perspective
- \* remaining issues - schedule: for '95/6 info, must decide by late nov.
- \* info will be distributed once draft available

**C) BASE CLOSURE PROPERTIES/ TITLE V AMENDMENTS:**

Rob from DOD summarized attached document - using base closure to assist homeless, everyone agreed current system not working, Rob thanked Andrew Cuomo, Marsha, Jacquie and others for helping to "pass something remarkable"

overall, process allows decisions to be made at local level, communities can work creatively with providers and can now choose best provider to fit local needs

Marsha added that this process builds on the administrations community-based approach as seen in HUD's proposed McKinney re-organization

Federal agencies will still report property closures by same process -- Act applies to base-closures only



## Interagency Council on the Homeless

POLICY GROUP MEETING  
HUD CONFERENCE ROOM 8202  
WEDNESDAY, OCTOBER 12, 1994  
2:00 P.M.

### AGENDA

- A. INTRODUCTIONS
- B. FEDERAL PLAN IMPLEMENTATION (2:00-2:45)
- C. PROPOSED SURVEY OF PERSONS USING SERVICES (2:45-3:00)
- D. BASE CLOSURE PROPERTIES/TITLE V AMENDMENTS (3:00-3:15)



## Interagency Council on the Homeless

### POLICY GROUP AND STAFF DIRECTORY - OCTOBER 7, 1994

#### AGRICULTURE

Policy Group Members: Shirley R. Watkins (202) 720-7711  
(FNS)  
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Deborah Matz (202) 720-3213 (FmHA)  
FAX: (202) 720-4033

Staff Contacts: Michael Fishman (703) 305-2017 (FNS)  
Jill Randell (703) 305-1112 (FNS)  
FAX: (703) 305-2576

Amy Donohue (703) 305-2920 (FmHA)  
FAX: (703) 305-2982

#### NON-MCKINNEY PROGRAMS:

- All USDA Food Programs, including Food Stamps and Soup Kitchens  
Staff Contact: Jill Randell (above)
- Farmers Home Administration Surplus Properties  
Staff Contacts: Reed Peterson or Betty Throne  
(202) 720-1452  
FAX: (202) 205-2476

#### COMMERCE

Policy Group Member: William P. Butz (301) 763-5167  
FAX: (301) 763-5013

Staff Contact: Annetta Clark (301) 763-2784  
FAX: (301) 763-4144

#### CORPORATION FOR NATIONAL AND COMMUNITY SERVICE

Policy Group Member: Susan Stroud (202) 606-5000,  
ext. 172  
FAX: (202) 606-4928

## DEFENSE

Policy Group Member: Steve Kleiman (703) 614-5356  
FAX: (703) 695-1493

Staff Contact: Frank Savat (703) 614-5574  
FAX: (703) 695-1493

### SURPLUS REAL PROPERTY

Air Force: John Carr (703) 696-5569  
FAX: (703) 696-8828

Navy: Jack Kane (703) 325-0474  
FAX: (703) 325-2839

Army/CE: Gary Paterson (202) 272-0520  
FAX: (202) 272-1754

Office of Economic Adjustment:  
Patrick O'Brien (703) 604-5844  
Robert Hertzfeld (703) 604-5844  
FAX: (703) 604-5843

SURPLUS PERSONAL PROPERTY (Blankets)  
John Reavey (215) 737-8280  
FAX: (215) 737-8281

### NON-MCKINNEY PROGRAMS:

- Homeless Assistance Program  
Staff Contact: Frank Savat (above)

## EDUCATION

Policy Group Member: Judy Wurtzel (202) 401-3281  
FAX: (202) 401-3095

Staff Contact: Patricia McKee (202) 260-0991  
FAX: (202) 260-7764

### MCKINNEY PROGRAMS:

- Adult Education Statewide Literacy Initiatives  
(Adult Education for the Homeless)  
Staff Contacts: Ronald S. Pugsley (202) 205-5698  
James Parker (202) 205-5499  
FAX: (202) 205-8973

- Homeless Children and Youth Education Grants  
(Including formerly funded Exemplary Education Grants)  
Staff Contacts: Francine Vinson (202) 260-0995  
Christine Miller (202) 260-0997  
FAX: (202) 260-7764

#### ENERGY

Policy Group Member: William Raup (202) 586-2214  
FAX: (202) 586-5145

#### FEDERAL EMERGENCY MANAGEMENT AGENCY

Policy Group Member: Dennis Kwiatkowski (202) 646-3487  
FAX: (202) 646-4557

Staff Contacts: Fran McCarthy (202) 646-3652  
Carol Coleman (202) 646-3107  
FAX: (202) 646-4557

#### MCKINNEY PROGRAMS

- Emergency Food and Shelter National Board Program  
Staff Contact: Sharon Bailey (703) 706-9660  
FAX: (703) 706-9679

#### GENERAL SERVICES ADMINISTRATION

Policy Group Member: Gordon S. Creed (202) 501-0210  
FAX: (202) 219-2072  
or (202) 501-2520

Staff Contacts: Marjorie Lomax (202) 501-2209  
Ray Wynter (202) 501-0386  
FAX: (202) 501-2520

#### MCKINNEY PROGRAMS:

- Title V Surplus Property (Personal Property)  
Staff Contacts: Grant Beattie or  
Victor Arnold-Beck (703) 305-7240  
FAX: (703) 305-7728
- Title V Surplus Property (Real Property)  
Staff Contact: Marjorie Lomax (above)  
Ray Wynter

## HEALTH AND HUMAN SERVICES

Policy Group Member: Jerry Britten (202) 690-8774  
FAX: (202) 690-8252

Staff Contacts: Mary Ellen O'Connell (202) 260-0391  
Bob Raymond (202) 260-0389  
Susan Young (202) 690-7316  
FAX: (202) 690-8252

### MCKINNEY PROGRAMS:

- AFDC Welfare Hotel Demonstration  
Staff Contact: Sheldon Shalit (202) 401-4807  
FAX: (202) 401-4683
- Community Demonstration Projects for Alcohol and Drug Abuse Treatment  
Staff Contact: Robert Huebner (301) 443-0787  
FAX: (301) 443-8774
- PATH (formerly Community Mental Health Services for the Homeless Block Grants)  
Staff Contact: Jean Hochron (301) 443-3706  
FAX: (301) 443-0541
- Community Mental Health Services Demonstration Projects for the Chronically Mentally Ill  
Staff Contact: Roger Straw (301) 443-3606  
FAX: (301) 443-0541
- ACCESS Initiative (Access to Community Care and Effective Services and Supports)  
Staff Contact: Frances Randolph (301) 443-3706  
FAX: (301) 443-0541
- Emergency Community Services for the Homeless Grants  
Staff Contact: Joseph Carroll (202) 401-9354  
FAX: (202) 401-5718
- Family Support Centers  
Staff Contact: Sheldon Shalit (202) 401-4807  
FAX: (202) 401-5718
- Health Services for the Homeless Grants  
Staff Contact: Joan Holloway (301) 594-4420  
Jim Gray (301) 594-4430  
FAX: (301) 594-4989

- Surplus Property Disposition (Title V applications)  
Staff Contacts: Judy Breitman or  
Brian Rooney (301) 443-2265  
FAX: (301) 443-0084

#### NON-MCKINNEY PROGRAMS

- Community Support Program for the Homeless Severely Mentally Ill  
Staff Contacts: Neal Brown (301) 443-3653  
FAX: (301) 443-0541
- Homeless Youth Drug Education  
Staff Contact: Pamela Johnson (202) 205-9843  
FAX: (202) 205-8221
- Runaway and Homeless Youth Program - Basic Center Grants and Transitional Living Program  
Staff Contact: Pamela Johnson (202) 205-9843  
FAX: (202) 205-8221

#### HOUSING AND URBAN DEVELOPMENT

Policy Group Members: Andrew Cuomo (202) 708-2690  
Jacquie Lawing (202) 708-0270  
Fax: (202) 708-3336

Staff Contact: Maggie Taylor (202) 708-4300  
FAX: (202) 708-3617

#### MCKINNEY PROGRAMS

- Emergency Shelter Grants Program  
Staff Contact: Maggie Taylor (202) 708-4300
- Rural Homeless Assistance Grants  
Staff Contact: Maggie Taylor (above)
- Shelter Plus Care  
Staff Contact: Maggie Taylor (above)
- Supplemental Assistance for Facilities to Assist the Homeless (SAFAH)  
Staff Contact: Maggie Taylor (above)

- Supportive Housing Demonstration Program-Permanent Housing for Handicapped Homeless  
Staff Contact: Maggie Taylor (above)
- Supportive Housing Demonstration Program-Transitional Housing  
Staff Contact: Maggie Taylor (above)
- Safe Havens  
Staff Contact: Maggie Taylor (above)
- Title V Surplus Properties  
Staff Contact: Maggie Taylor (above) or  
Toll Free Hotline: 1-800-927-7588

#### NON-MCKINNEY PROGRAMS

- Innovative Homeless Initiatives Demonstration Program  
Contact: HUD's Office of Special Needs Assistance Programs at (202) 708-4300, or local HUD Field Office (Office of Community Planning and Development)
- Section 811 Housing for People with Disabilities  
Staff Contact: David Harre (202) 708-2866  
FAX: (202) 708-2583
- Comprehensive Housing Affordability Strategy (CHAS) (Homeless Issues) Staff Contact: Maggie Taylor (above)
- Housing Opportunities for Persons with AIDS (HOPWA)  
Staff Contact: Maggie Taylor (above)

#### INTERIOR

Policy Group Member: Shayla Simmons (202) 208-7120  
FAX: (202) 208-5902

Staff Contacts: Bernita Joyce (202) 208-3460  
FAX: (202) 208-4867

#### JUSTICE

Policy Group Member: Kerry Scanlon (202) 514-3828  
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Christine Ladd (202) 514-4748  
Kenneth Zimmerman (202) 514-4742  
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## LABOR

Policy Group Member: Raymond Uhalde (202) 219-6050  
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Staff Contacts: Robert Litman (202) 219-8660  
Lafayette Grisby (202) 219-5677  
John Heinberg (202) 219-8660  
FAX: (202) 219-5455

Al Borrego (202) 219-9116  
FAX: (202) 219-4773

## MCKINNEY PROGRAMS:

- Homeless Veterans Reintegration Project  
Staff Contact: Eileen Connors (202) 219-9110  
FAX: (202) 219-7341
- Job Training for the Homeless Demonstration Program  
Staff Contacts: Gus Morrison (202) 219-7674  
Bob Rann (202) 219-7674  
FAX: (202) 219-5455

## OFFICE OF MANAGEMENT AND BUDGET

Policy Group Member: Kenneth Ryder (202) 395-4516  
Fax: (202) 395-6889

Staff Contact: Joseph Firschein (202) 395-1483  
FAX: (202) 395-1307

## POSTAL SERVICE

Policy Group Member: Laurie Weiner (202) 268-3743  
FAX: (202) 268-3775

## TRANSPORTATION

Policy Group Member: Charlotte Adams (202) 366-4060  
FAX: (202) 366-7116

Staff Contacts: Betty Jackson (202) 366-1730  
FAX: (202) 366-7116

## VETERANS AFFAIRS

Policy Group Member: Dale Renaud (202) 273-5760  
FAX: (202) 273-5716

Additional Contacts: Kathy Jurado (202) 273-5750  
FAX: (202) 273-5717

Pete Dougherty (202) 273-5774  
FAX: (202) 273-5716

## MCKINNEY PROGRAMS

- Domiciliary Care for Homeless Veterans  
Staff Contact: Dick Olson (202) 535-7168  
FAX: (202) 535-7006
- Health Care for Homeless Veterans  
Staff Contact: Gay Koerber (202) 535-7303  
FAX: (202) 535-7581

## NON-McKINNEY PROGRAMS

- VA Acquired Properties for Homeless Providers Program  
Staff Contact: Linda Walker (202) 273-7335  
FAX: (202) 275-3523
- VA Homeless Providers Grant and Per Diem Program  
Staff Contact: Lynn Bailey (202) 535-7303  
Fax: (202) 535-7581

## WHITE HOUSE

Domestic Policy Council  
Staff Contact: Jeremy Ben-Ami (202) 456-5584  
FAX: (202) 456-7028

National Economic Council  
Staff Contact: Paul Dimond (202) 456-2800  
FAX: (202) 456-2223

## Policy Implications

Government policy must provide more than emergency shelter. It must address both the need for *services and housing* for those with disabling conditions, at the same time as it meets the need for *a temporary way station en route to stable housing* for others.

1. Given limited resources and the daunting scale of existing homelessness, this dual function can be met adequately only if *prevention becomes the equal of remediation in policy planning*. If potential demand for shelter is to be reduced, institutional practices that foster residential instability must be corrected. These practices include the lack of adequate treatment resources, the inadequacy of income maintenance and service programs, lack of education and job training opportunities, and inequities in housing assistance.
2. The objective should be to reduce the use of drop-in centers and emergency shelters to a minimum, *not to institutionalize such makeshift facilities as a parallel service system*. The need for emergency and outreach services cannot be denied. However, the success of such programs should ultimately be determined not by expanding their capacity, but by reducing the demand for them. "Putting ourselves out of business" should become the goal of all specialized programs serving the homeless poor, not just a catchphrase for not-for-profits.
3. *Secure housing is fundamental to repairing and stabilizing broken lives*. It is not something that is earned as a reward for successfully completing treatment or a resource contingent upon remaining in treatment. Access to housing is the indispensable requirement upon which successful rehabilitation and reintegration are conditioned.

## RECOMMENDATIONS FOR NEW POLICY AND AGENCY INITIATIVES

From the foregoing analysis, it is clear that national trends in homelessness, rooted as they are in more persistent structures of poverty and lack of basic services, will not yield to a simple expansion of current programs. "More of the same" would serve only to perpetuate the same makeshift assembly of half-measures that hobbled the Federal response in the 1980s.

The task, then, is to develop a strategic plan that properly addresses the problem of homelessness. This strategy must recognize that if we are truly to eradicate homelessness we must address the causes of homelessness: crisis poverty and chronic disabilities. Set forth below is an attempt to take the first steps in such an approach. The recommendations intend to build upon and coordinate efforts with policy initiatives set forth at the Federal level under President Clinton's leadership. The recommendations offer a two-pronged strategy: (1) assisting those now homeless and (2) long-term structural measures.

## **Assisting Those Now Homeless**

The major recommendations for immediate measures to serve those currently homeless or in danger of becoming homeless are aimed at bringing those who are currently homeless back into community living, the work force, and families. They include:

- Reorganize the McKinney assistance programs to ensure provision of all necessary housing and emergency services assistance, relying upon a new relationship between Federal, State and local governments and not-for-profit providers.
- Dramatically increase the McKinney Act budget by doubling the HUD McKinney homeless assistance budget and providing for additional permanent housing assistance.
- Develop a system to serve the mentally ill indigent population more effectively by making mental health services work for the poor.
- Address the needs of homeless persons with substance abuse problems by increasing the effectiveness of substance abuse services that serve the poor.
- Help people with TB and AIDS by providing appropriate prevention services, housing and health care resources and other supportive services.
- Continue the Earned Income Tax Credit (EITC) and remove barriers to its use by accelerating payments to eligible recipients.

## **Long-Term Structural Measures**

The necessary long-term response to homelessness is both apparent and complex. It is necessary to provide increased opportunities for work, job training that leads somewhere, necessary social services, better education, and affordable housing. While we may lack all the resources to solve the problem right away, this Administration has taken some bold steps on the long-term agenda. It has moved to integrate economic, physical, and human development through creation of the empowerment zone/enterprise community program to build partnerships for economic opportunity and sustainable community. Other steps include: reforming the Community Reinvestment Act; enacting legislation to establish community development financial institutions to insure investments in needy areas; significantly strengthening the Earned Income Tax Credit to make work pay; expanding funding and enhancing the quality of Head Start to provide a helping hand early in life; enhancing technical assistance and access to employment and training services through the Job Training Partnership Act service delivery system; and initiating comprehensive welfare and health-care reform.

The Clinton administration recognizes that more can be done to provide to provide an equitable housing system that assists the very poor and those at risk of becoming homeless and to provide an economic and human development system that effectively addresses those in need. Specific recommendations to address long-term structural issues include:

- Increase the availability of affordable housing by increasing HUD's housing assistance budget to enable homeless people and those precariously housed to access permanent housing. To ensure that permanent housing can be freely sited and developed, aggressively enforce fair housing laws.
- Explore the use of the tax system to determine ways that benefits could be extended to lower income people through rental and homeownership incentives and coordinate these opportunities with existing tax options.
- Strengthen integrated economic and human development through the provision of adequate education and training and the creation of jobs, particularly those that are accessible to poor residents of center city areas where most of the homeless are concentrated.

### **Cross-Cutting Agency Action Steps**

Cross-cutting items are those recommended actions or policies, such as health care or welfare reform, that apply across various agencies: These items, necessary to the success and enhancement of the major recommendations, can enable us to make homelessness a passing phase in our Nation's life.

- Enact the Administration's proposed Health Security Act which would significantly contribute to reducing homelessness and preventing future homelessness.
- Reform the welfare system to reward work, building upon the Family Support Act and the expansion of EITC.
- Improve access to mainstream programs to ensure that the existing service system is able to address the needs of homeless individuals and families, thereby avoiding the need to institutionalize a parallel system of services for the poor and those with chronic disabilities.
- Strengthen mechanisms of interagency coordination at the Federal and local levels to ensure the success of McKinney and non-McKinney homeless assistance efforts.

## IMPLEMENTATION STRATEGY AND WORKPLAN

Priority: Home! includes a number of proposals which build upon Clinton Administration reform efforts and other legislative initiatives. These initiatives include health care and welfare reform, empowerment zones, consolidation of HUD's homeless assistance programs, and increased educational and employment opportunities. Consistent with the Federal Plan, the Council staff will monitor the progress of these initiatives as they proceed through Congressional review and provide relevant information to the appropriate implementation Workgroups to assist them in their deliberations.

In addition, Priority: Home! recommends a number of proposals and cross-cutting agency action steps which do not require legislative changes and could be acted upon immediately. These initiatives and action steps will be the focus of workgroups comprised of senior policymakers. They include making prevention equal to remediation in policy planning; integrating the homeless services system into the mainstream so that it no longer operates as a parallel system; increasing mental health, substance abuse, health and nutritional services for those who need them; addressing special needs in rural areas; strengthening measures for interagency coordination; and forming an advisory committee of homeless persons.

The strategy for implementation of the proposals recommended by the Council in Priority: Home! will begin with the formation of six policy level interagency workgroups responsible for improving the coordination of Federal efforts to assist homeless individuals and families; ensuring that these efforts go beyond emergency measures and include longer-term opportunities for self-sufficiency, permanence and prevention; and promoting interagency cooperative, collaborative homelessness initiatives on the federal, state and local levels. In addition to the six policy level workgroups, a homeless persons advisory committee will be established to provide information and feedback to the implementation process.

All workgroups will be coordinated through the Interagency Council on the Homeless. Outlined below is the work plan, timetable and descriptions of the six work groups and their primary policy and program focus.

## A. Workplan and Timetable

### 1. Establish six Workgroups and Homeless Persons Advisory Committee

Homeless Prevention (formed June 1994)

Improving Access to Mainstream Programs  
(formed June 1994)

Mental Health and Substance Abuse Services  
(August 1994)

Health and Nutrition Services (August 1994)

Addressing Special Needs in Rural Areas (August 1994)

Interagency Coordination and Program Evaluation  
(September 1994)

Homeless Persons Advisory Committee (September 1994) *October 1994*

2. Each Workgroup submits draft interim report identifying issues and proposed agency initiatives and action steps to Policy Group for review and comment (~~October~~ 1994). *November 1994*
3. Agencies submit comments to Work Groups on draft interim report (~~November~~ 1994). *December 1994*
4. Policy Group submits consolidated interim report to Full Council for approval of proposed agency initiatives and action (~~December 1994~~/January 1995).
5. Policy Group submits first quarterly implementation progress report to Full Council (May/June 1995).

## **B. Workgroup Description**

### **Homelessness Prevention**

This workgroup will review existing mechanisms for identifying families and individuals who are at risk of becoming homeless to determine their effectiveness and propose changes (as necessary) in current policies/programs which may be contributing to homelessness.

### **Improving Access to Mainstream Programs**

This workgroup will focus on the identification of obstacles and barriers which prohibit the use of mainstream programs by homeless individuals and families and those at risk of becoming homeless and develop strategies to remove them. While improvement of service delivery within the homeless service system is critical, increased participation by homeless families and individuals and those at risk in programs which provide income support, education and training, employment, health and mental health care and housing as part of an integrated service system is essential if the Nation is to truly break the cycle of existing homelessness. Enrolling homeless individuals and families in mainstream programs and sustaining their participation is an absolute priority of the Interagency Council on the Homeless.

### **Mental Health/Substance Abuse**

This workgroup will focus on the development of consistent standards for the delivery of mental health and substance abuse services to ensure that individuals with mental health and/or substance abuse problems receive services, treatment, housing and support. It is critical to coordinate treatment and supportive services with housing as neither is sufficient without the other. While many models of supportive housing, outreach and case management services exist, not enough has been done to ensure that treatment services are available, accessible and affordable for homeless individuals and families with mental health and substance abuse problems.

### **Health Care and Nutrition Services**

The workgroup will focus on improving the process of assessing the health and nutrition needs of homeless families and individuals, especially those with HIV/AIDS and TB and recommending guidelines to ensure the delivery of adequate care and follow-up services.

## Addressing Special Needs in Rural Areas

Recognizing the distinctive character of rural homelessness, this workgroup will systematically evaluate the homeless needs in rural communities, review Federal existing initiatives to alleviate the problem of homelessness in rural areas, and propose policy and program modifications.

## Interagency Coordination and Program Evaluation

All federal efforts proposed in the plan require cooperation within and among the Federal agencies working on homelessness as well as between the federal government agencies and state, local, private, and voluntary efforts to assist homeless individuals and families. This workgroup will identify opportunities for collaborative agreements and "MOUs" and work with the agencies and the communities to support the development of local integrated homeless assistance systems. Beyond service integration and agency collaboration, this workgroup will monitor the success of these efforts, identify "best practices" and disseminate the knowledge gained from these programs nationwide.

## Homeless Persons Advisory Committee

A homeless persons advisory committee will be formed to provide first hand expertise and feedback to the six workgroups.

Interagency Council on the Homeless  
Federal Plan Report  
Involvement by VA

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The individuals listed below are the key contacts with the Department of Veterans Affairs for various action items under the Federal Plan. A complete list of names, voice and fax numbers is included.

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Action items under Federal Plan

| <u>Recommendation(page #)</u>                                                      | <u>Lead Agency</u> | <u>VA person(s) responsible</u>                                           |
|------------------------------------------------------------------------------------|--------------------|---------------------------------------------------------------------------|
| p.74<br>(coordinate application deadlines<br>-- local planning)                    | ICH                | Pete Dougherty                                                            |
| p.77-79<br>(C.1 C.2)<br>Larger mental health issues<br>includes discharge planning | HHS                | Tom Horvath<br>Don Moses<br>Bill Van Stone, M.D.                          |
| p.77-79<br>(VSO partnerships)                                                      | VA,                | Pete Dougherty<br>Gay Koerber<br>Dick Olsen<br>Tom Horvath                |
| p.79-80<br>(SA -MH access to<br>housing, rehab. srvs, etc.)<br>(D.1 & D.2)         | HHS                | Gay Koerber<br>Karen Boies                                                |
| p.81-82<br>(TB/AIDS)<br>E.1                                                        | HHS                | Bobbie Peterson<br>Abid Rahman                                            |
| p.91-94<br>(Accessibility to<br>mainstream programs)<br>G.1                        | ICH                | Pete Dougherty<br>Alice "Sam" Raatjes<br>Tom Horvath<br>Richard Suchinsky |

p.91-94  
(title V -Fed. Prop.)  
C.1

HHS

Pete Dougherty  
Don Johnson/Doug Shinn

p.94-95  
("best practices/programs")  
D.1

ICH

Pete Dougherty  
Gay Koerber  
Dick Olson

p.94-95  
(increase support for  
Stand Downs)  
D.2

VA

Al Taylor  
Roger Casey  
Alice "Sam" Raatjes  
Pete Dougherty

p.94-95  
(AmeriCorps to assist  
homeless)  
D.3

Corp for NCS

Pete Dougherty

p. 94-95  
(Estb. Homeless Advisory Comm)  
D.4

ICH

Pete Dougherty

p.47-54  
(Rural Homeless -- initiatives  
needs)

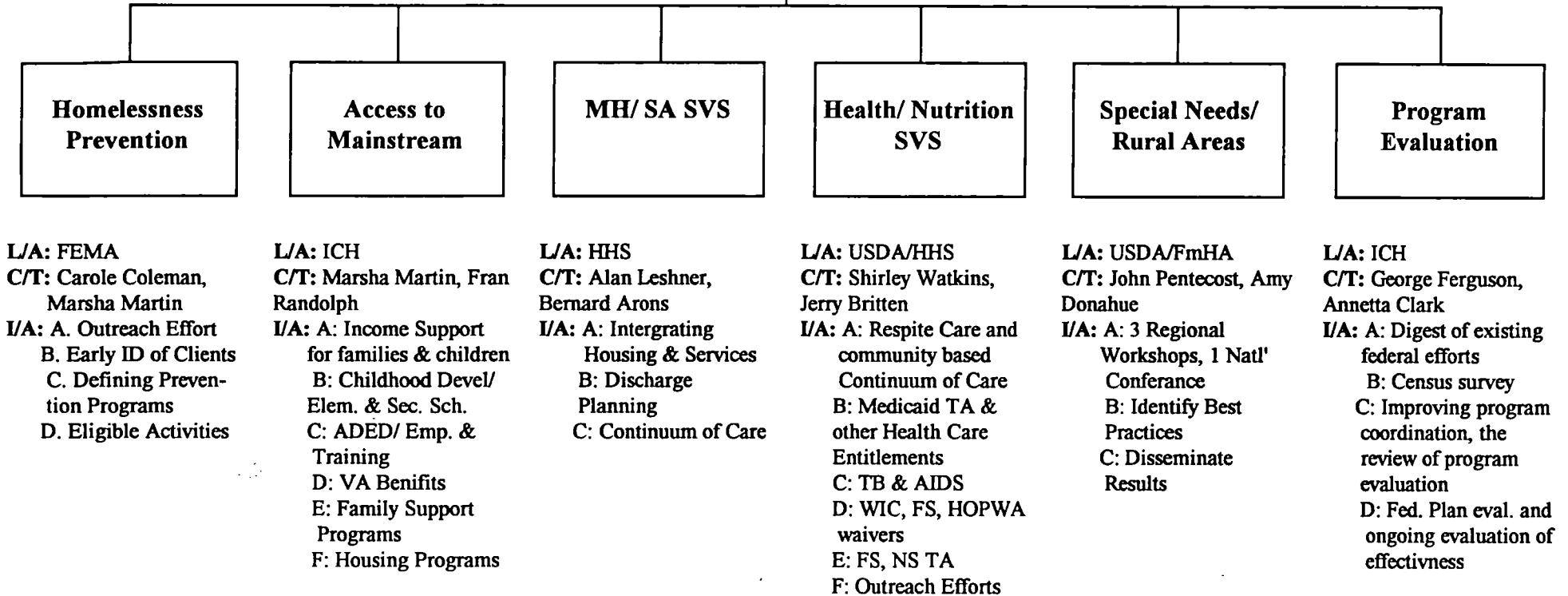
USDA

Dick Olson  
Roger Casey

| <u>Names</u>   | <u>voice numbers</u> | <u>fax numbers</u> |
|----------------|----------------------|--------------------|
| Karen Boies    | (202) 535-7316       | (202) 535-7486     |
| Roger Casey    | (202) 535-7311       | (202) 535-7581     |
| Pete Dougherty | (202) 273-5774       | (202) 273-5716     |
| Tom Horvath    | (202) 535-7304       | (202) 535-7486     |
| Don Johnson    | (202) 233-5026       | (202) 233-8083     |
| Gay Koerber    | (202) 535-7303       | (202) 535-7486     |

|                       |                |                |
|-----------------------|----------------|----------------|
| Don Moses             | (202) 535-7265 | (202) 523-1900 |
| Dick Olson            | (202) 535-7168 | (202) 535-7006 |
| Bobbie Peterson       | (202) 535-7571 | (202) 535-7572 |
| Alice "Sam" Raatjes   | (202) 275-5554 | (202) 275-5146 |
| Abid Rahman, Ph.D.    | (202) 535-7571 | (202) 535-7572 |
| Doug Shinn            | (202) 233-5026 | (202) 233-8083 |
| Richard Suchinsky, MD | (202) 535-7317 | (202) 535-7486 |
| Allen "Al" Taylor     | (202) 273-6105 | (202) 273-6225 |
| Bill Van Stone, MD    | (202) 535-7790 | (202) 535-7486 |

# Federal Plan Implementation Policy-Area Work Groups



## Workshop Objectives:

- A: Identification of Agency Action Steps as per each working group - August/September 1994.
- B: ICH member agency reviews Action Steps for consistency with Agency Goals - October/November 1994
- C: ICH Policy Group reviews final draft of proposed Agency Action Steps - November 1994
- D: Recommends endorsement by Full Council - December 1994

## Goal:

Full Council approval of Agency Action Steps to Implement Priority: Home! - January 1995

**Interagency Council on the Homeless**

October 17, 1994

MEMORANDUM TO: POLICY GROUP MEMBERS AND STAFF CONTACTS

FROM: MARSHA MARTIN, D.S.W.   
EXECUTIVE DIRECTOR

SUBJECT: FOLLOW-UP ACTIVITIES FOR THE SEPTEMBER 20  
POLICY GROUP MEETING

This memorandum summarizes key matters discussed at the October 12 Policy Group meeting and identifies required follow-up activities.

Marsha Martin opened the meeting and asked all in attendance to introduce themselves. Following introductions, the following issues were discussed:

1. Federal Plan Implementation

Marsha Martin distributed a chart showing the six Federal Plan Implementation Work Groups, the lead agency and contact person for each Work Group, and the major issues that are being addressed by each group. She gave a brief overview of the timeline for the Work Groups to report to the full Council on implementation steps for the Federal Plan. She emphasized that the Work Groups need to think broadly, but also need to develop real activities that specific agencies will do.

Jacquie Lawing told the group that HUD Secretary Cisneros is still aiming to hold the next meeting of the full Interagency Council in December. She said that is critical for agencies to review the recommendations from the Federal Plan involving their agencies and to note what progress has been made in implementing each of these recommendations. It was agreed that Policy Group members from each agency would bring a list of proposed expenditures in their FY 1996 budget that relate to or support the implementation of the Federal Plan.

In response to a question, Marsha Martin acknowledged that there would be some overlap between the recommendations of the various work groups. She stated that the Policy Group would review recommendations, identify areas of duplication or inconsistencies and would work to reconcile these into a single consistent set of implementation steps.

Dale Renaud (VA) distributed a list of staff at the Department of Veterans Affairs who have responsibility for items recommended in the Federal Plan. Marsha Martin requested that any agencies that have not submitted similar lists for their agencies please do so by Friday, October 14.

## 2. Proposed Survey of Persons Using Services

Marsha Martin described the follow-up activities that have occurred regarding a new national survey on the characteristics of homeless people who use services. This issue was discussed at the September Policy Group meeting and by the Program Evaluation Working Group and it was agreed that ICH would convene a group to discuss options. This group met and developed a draft options paper which is currently being reviewed. Discussions have centered on the idea of conducting a survey through the Bureau of the Census in 76 communities, including a mix of metropolitan and rural areas. The proposed survey would build upon the service-based enumeration approaches that are being tested for use in the Year 2000 census.

## 3. Base Closure Properties/Title V Amendments

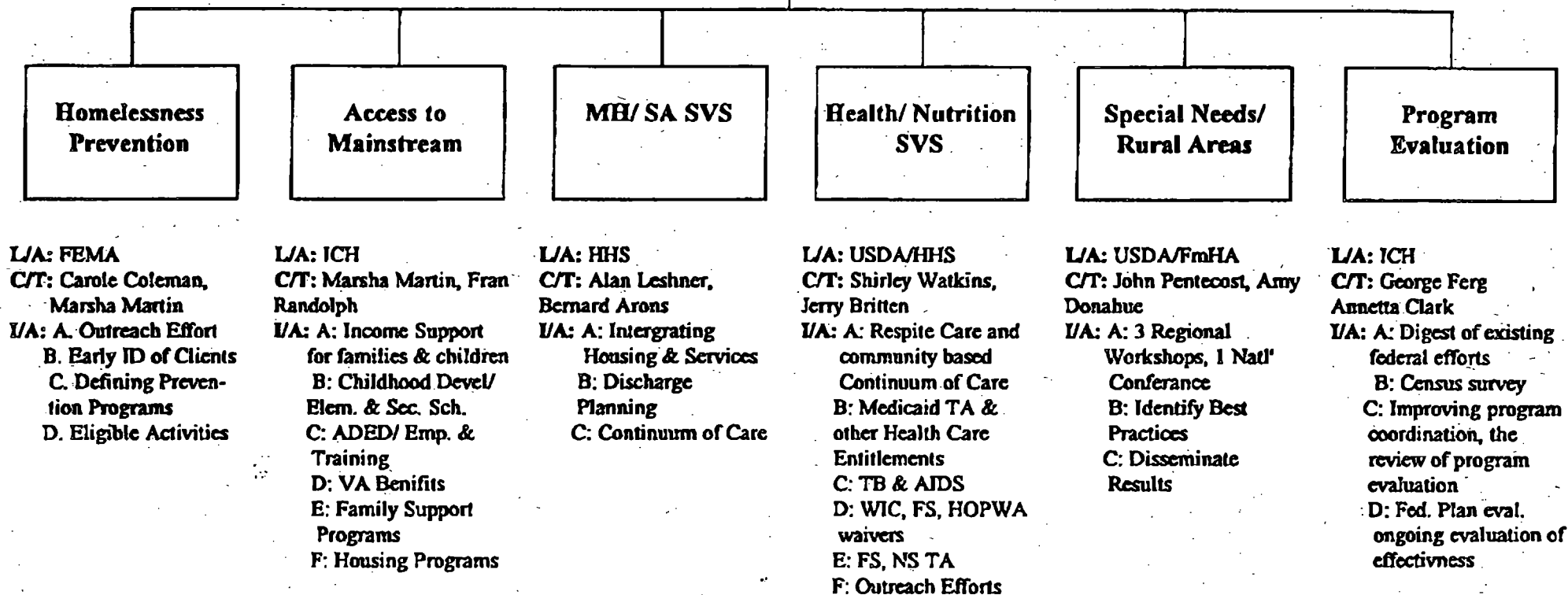
Robert Hertzfeld from the Department of Defense presented information on the base closure legislation recently passed by Congress. The legislation establishes a new process for using property on bases that are being closed or realigned for homeless assistance and attempts to balance homeless needs and economic development needs. Under the new process, redevelopment authorities will create redevelopment plans for bases with input from local homeless providers. HUD will review all base redevelopment plans to ensure that plans are responsive to the needs of homeless service providers. It was agreed that the Interagency Council would develop a short summary of the new process in a question and answer format.

## 4. Next Meeting

The meeting of the Policy Group is scheduled for Thursday, November 10, 1994 at 2:00 p.m. in the HUD Building, 451 Seventh Street, S.W., Washington, D.C. A notice containing the draft agenda and room number for the meeting will be faxed to you before the meeting.

Attachment

# Federal Plan Implementation Policy-Area Work Groups



## Workshop Objectives:

- A: Identification of Agency Action Steps as per each working group - August/September 1994.
- B: ICH member agency reviews Action Steps for consistency with Agency Goals - October/November 1994
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## Goal:

Full Council approval of Agency Action Steps to Implement Priority: Home! - January 1995

# IMPLEMENTING THE FEDERAL PLAN

**DRAFT**

SEP 20 1994

| Rec. Number (page)                  | Recommendation                                                                                                                     | Responsible Policy Work Group | Lead Agency | Expected 12/94 Progress                                                                                                                                  | Status Report 9/19/94                          |
|-------------------------------------|------------------------------------------------------------------------------------------------------------------------------------|-------------------------------|-------------|----------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------|
| <b>ASSISTING THOSE NOW HOMELESS</b> |                                                                                                                                    |                               |             |                                                                                                                                                          |                                                |
| A. 1 (pp. 71-74)                    | Reorganize McKinney<br>-Consol HUD \$<br>-Trans EFSP to HUD<br>-Etab Perf. Based contracts                                         |                               | HUD         | HUD Reauth bill will pass with C of Care (HUD to issue regulations by April; HUD to provide T/A; HUD to identify financing supplements (e.g., with FNMA) | Bill before Congress<br>EFSP to remain at FEMA |
| A. 2 (p. 74)                        | Coordinate application requirements and deadlines for McKinney funds<br>-Link funds with local coordinated planning on local level |                               | ICH         | Plan of action                                                                                                                                           | Committee to be formed                         |

| Rec. Number (page) | Recommendation                                                                                                                                                       | Responsible Policy Work Group              | Lead Agency | Expected 12/94 Progress                                                                 | Status Report 9/19/94          |
|--------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------|-------------|-----------------------------------------------------------------------------------------|--------------------------------|
| B. 1 (p. 75)       | Double HUD McKinney Budget                                                                                                                                           |                                            | HUD         | Congress approves higher budget (HUD to issue regulations by April; HUD to provide T/A) | Congress has approved request; |
| C. 1 (pp. 77-79)   | Develop integrated systems of support and housing for HMI persons<br>-Link State MH and SA Block Grant Plans, PATH and ACCESS with local plans for Continuum of Care | Mental Health and Substance Abuse Services | HHS         | Plan for MH and SA planning requirements and TA and schedule for implementation         | Work Group established         |
| C. 2 (pp. 77-79)   | Identify and Strengthen effective discharge-planning strategies                                                                                                      | Mental Health and Substance Abuse Services | HHS         | Implementation Plan and Agency Action steps                                             | To be established Mtg- 9/26-27 |

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| Rec.<br>Number<br>(page) | Recommendation                                                                                                                                                                                                                                                                      | Responsible<br>Policy Work<br>Group        | Lead<br>Agency | Expected 12/94<br>Progress | Status Report<br>9/19/94 |
|--------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------|----------------|----------------------------|--------------------------|
| C. 3<br>(pp. 77-79)      | Development of new Partnerships with VSOs, VA HCHV and VA Hospitals                                                                                                                                                                                                                 | Mental Health and Substance Abuse Services | VA             | Implementation Plan        | To be established        |
| D. 1<br>(pp. 79-80)      | Develop effective SA treatment systems linked with housing and community-based rehabilitative services.<br>-Enhance inpatient treatment options<br>-Target hard-core and difficult to reach populations<br>-Ensure Access to treatment for ind. w/ co-occurring MH and SA disorders | Mental Health and Substance Abuse Services | HHS            | Implementation Plan        | Work Group established   |

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| Rec. Number (page) | Recommendation                                                                                                                                                                                                                           | Responsible Policy Work Group              | Lead Agency | Expected 12/94 Progress                    | Status Report 9/19/94           |
|--------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------|-------------|--------------------------------------------|---------------------------------|
| D. 2 (pp. 79-80)   | Integrate Addiction treatment into primary and managed care                                                                                                                                                                              | Mental Health and Substance Abuse Services | HHS         | Agency Action Steps                        | Work Group established          |
| D. 3 (pp. 79-80)   | Strengthen VA SA services and outreach to homeless service system                                                                                                                                                                        | Mental Health and Substance Abuse Services | VA          | Agency Action Steps                        | Work Group established          |
| E. 1 (pp. 81-82)   | Provide Assistance for Persons w/TB and AIDS<br>-Focus on Prevention<br>-Expand funding for early ID<br>-Increase housing placements and maintain HOPWA<br>-Broaden availability of treatment and supportive services aimed at home care | Health Care and Nutrition Services         | HHS         | New Approaches and Intervention Strategies | Work Group established met 8/30 |

**DRAFT**

SEP 20 1994

FROM: HOMELESS COUNCIL

TO: WH DOM PC-PG

SEP 20, 1994 7:07PM #305 P.07

| Rec.<br>Number<br>(page)      | Recommendation                                        | Responsible<br>Policy Work<br>Group              | Lead<br>Agency | Expected 12/94<br>Progress                                         | Status Report<br>9/19/94                        |
|-------------------------------|-------------------------------------------------------|--------------------------------------------------|----------------|--------------------------------------------------------------------|-------------------------------------------------|
| F. 1                          | Enhance Access to<br>Health and Nutrition<br>Services | Health Care and<br>Nutrition<br>Services         | USDA           | New Approaches<br>and Intervention<br>Strategies                   | Work Group<br>established<br>met 8/30           |
| G. 1<br>p. 83                 | Continue EITC and<br>remove barriers to<br>its use    | Improving<br>Access to<br>Mainstream<br>Programs | HHS            | Develop legislative<br>proposals in<br>consultation w/<br>Treasury | Demonstrations<br>proposed in<br>welfare reform |
|                               |                                                       |                                                  |                |                                                                    |                                                 |
|                               |                                                       |                                                  |                |                                                                    |                                                 |
| LONG-TERM STRUCTURAL MEASURES |                                                       |                                                  |                |                                                                    |                                                 |

| Rec. Number (page) | Recommendation                                                                                                                                                                                           | Responsible Policy Work Group           | Lead Agency  | Expected 12/94 Progress                                                      | Status Report 9/19/94         |
|--------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------|--------------|------------------------------------------------------------------------------|-------------------------------|
| A. 1 (pp. 85-86)   | Increase Housing Resources<br>-Increase HUD and FmHA budgets<br>-Improve services to public and assisted housing residents<br>-Explore use of tax Incentives to assist low-income renters and homeowners | Improving Access to Mainstream Programs | HUD          | Congress approves higher budget; Develop legislative proposals in w/Treasury | Congress has approved budget; |
| A. 2 (pp. 85-86)   | Fight Discrimination in Housing<br>-Aggressively enforce Fed. fair housing laws<br>-Build upon enforcement of ADA                                                                                        | Improving Access to Mainstream Programs | HUD, Justice | Continue to investigate and litigate discrimination in public accommodations | Cases continue to be reviewed |

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SEP. 20 1994

FROM: HOMELESS COUNCIL

TO: UH DOM PC-PG

SEP 20, 1994 7:07PM #305 P.08

| Rec. Number (page)                       | Recommendation                                                                                                                                              | Responsible Policy Work Group           | Lead Agency | Expected 12/94 Progress                                                         | Status Report 9/19/94        |
|------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------|-------------|---------------------------------------------------------------------------------|------------------------------|
| B. 1<br>p. 88                            | Strengthen Integrated Economic and Human Development                                                                                                        | Improving Access to Mainstream Programs | ICH staff   | On-going monitoring of Admin. broad-based reforms aimed at economic development | Work Group to be established |
| <b>CROSS-CUTTING AGENCY ACTION STEPS</b> |                                                                                                                                                             |                                         |             |                                                                                 |                              |
| A. 1<br>p.89                             | Implement proposed reforms in Health Care System                                                                                                            | Health Care and Nutrition Services      | HHS, USDA   | Congress approves reform                                                        | Bills before Congress        |
| B. 1<br>(pp. 90-91)                      | Reform the Welfare System to Reward Work and Self-Support<br>-Re-invent Govt. Assistance<br>-Promote parental responsibility by strengthening child support | Improving Access to Mainstream Programs | HHS         | Congress approves reform                                                        | Bills before Congress        |

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SEP 20 1994

| Rec. Number (page) | Recommendation                                                                                                                                                                          | Responsible Policy Work Group           | Lead Agency                                             | Expected 12/94 Progress                              | Status Report 9/19/94                                               |
|--------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------|---------------------------------------------------------|------------------------------------------------------|---------------------------------------------------------------------|
| C. 1 (pp. 91-94)   | Make mainstream programs more accessible to homeless ind/families<br>-Income Support<br>-Child Development<br>-Veterans Benefits<br>-Empl. & Training<br>-Ele./Sec./Ad Educ<br>-Housing | Improving Access to Mainstream Programs | ICH staff<br><br>HHS<br>HHS<br>VA<br>Labor<br>ED<br>HUD | New Policy Recommendations                           | Administration approval; Agency Implementation                      |
| C. 2 (pp. 91-94)   | Improve the Title V Federal Property Program                                                                                                                                            | Surplus Property Task Force             | HHS, HUD, DoD, GSA, VA                                  | New Policy recommendations and legislative proposals | Congressional working group established, Draft proposals for change |

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SEP 20 1994

| Rec. Number (page) | Recommendation                                                                                                                                                                                           | Responsible Policy Work Group | Lead Agency | Expected 12/94 Progress | Status Report 9/19/94                        |
|--------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------|-------------|-------------------------|----------------------------------------------|
| C. 3 (pp. 91-94)   | Review and explore characteristics of homeless and at-risk ind/families, their needs and service utilization patterns<br>-Review impact of Federal Homeless Assistance programs in reducing homelessness | Program Evaluation            | ICH staff   |                         | Census working with Agencies to update files |

**DRAFT**

SEP 20 1994

| Rec. Number (page) | Recommendation                                                                                                                                                                                                                               | Responsible Policy Work Group           | Lead Agency                  | Expected 12/94 Progress | Status Report 9/19/94                                                                                                  |
|--------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------|------------------------------|-------------------------|------------------------------------------------------------------------------------------------------------------------|
| C. 4 (pp. 91-94)   | Promote family and life skills development<br>-Continue support and funding for Head Start, Even Start, Healthy Start, Family Support, Family Self-Sufficiency, Operation Fatherhood<br>-Identify and Remove obstacles for homeless families | Improving Access to Mainstream Programs | HHS, HUD, ED, Labor, Justice | Work Group Established  | Congress approved 20% funding increase for the Head Start programs for FY 94; Welfare Reform proposals before Congress |

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SEP 20 1994

| Rec. Number (page) | Recommendation                                                                                                                                                                                 | Responsible Policy Work Group | Lead Agency   | Expected 12/94 Progress | Status Report 9/19/94 |
|--------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------|---------------|-------------------------|-----------------------|
| D. 1 (pp. 94-95)   | Strengthen Mechanisms for Interagency Coordination at the Federal and Local Levels<br>-Disseminate "best practices/programs" thru TA, manuals, handbooks, workshops, conferences, newsletters. | ICH staff to coordinate       | ICH staff     | on-going process        | on-going              |
| D. 2 (pp. 94-95)   | Increase Federal Support for Stand Downs and Outreach to VSOs.                                                                                                                                 |                               | VA            | on-going                | on-going              |
| D. 3 (pp. 94-95)   | Develop AmeriCorps Programs to assist in addressing homelessness                                                                                                                               |                               | Corp. for NCS | Allocations completed   | on-going              |

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| Rec. Number (page)                             | Recommendation                                                                                           | Responsible Policy Work Group           | Lead Agency           | Expected 12/94 Progress                                                                           | Status Report 9/19/94                                    |
|------------------------------------------------|----------------------------------------------------------------------------------------------------------|-----------------------------------------|-----------------------|---------------------------------------------------------------------------------------------------|----------------------------------------------------------|
| D. 4 (pp. 94-95)                               | Establish Homeless Persons Advisory Committee                                                            |                                         | ICH Staff             | Advisory Committee established                                                                    | To be established                                        |
| <b>SPECIAL INITIATIVES AND RECOMMENDATIONS</b> |                                                                                                          |                                         |                       |                                                                                                   |                                                          |
| A. 1 (pp. 47-54)                               | Prevention must become equal to remediation in policy planning                                           | Homelessness Prevention                 | FEMA, USDA/ FmHA      | New Policy Initiatives;                                                                           | Work Group Established                                   |
| A. 2 (pp. 47-54)                               | Assess homeless needs of rural communities<br>-Evaluate existing initiatives designed to alleviate needs | Addressing Special Needs in Rural Areas | USDA/ FmHA, HUD, FEMA | Sponsor conferences to identify unmet needs in rural areas and develop strategies to address them | Work Group Established; Conference planning group formed |
|                                                |                                                                                                          |                                         |                       |                                                                                                   |                                                          |
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