



Interagency Council on the Homeless

WORKING GROUP OF THE DOMESTIC POLICY COUNCIL

BLAIR SHELTER
635 EYE STREET, N.E.
WASHINGTON, D.C.

Tuesday, August 9, 1994

12:30 - 12:50 -- TOUR OF BLAIR SHELTER

LUNCH AND INTRODUCTION OF HOSTS BEGINS AT 12:50 P.M.

COUNCIL MEETING BEGINS AT 1:00 P.M. SHARP

MEETING AGENDA

- I. WELCOME AND INTRODUCTIONS (1:00-1:05) Secretary Henry Cisneros
- II. OPENING REMARKS (1:05-1:08) Carol Rasco
- III. IMPLEMENTATION PLAN FOR (1:08-1:10) Secretary Cisneros
"PRIORITY: HOME! THE FEDERAL PLAN Secretary Donna Shalala
TO BREAK THE CYCLE OF HOMELESSNESS" Secretary Jesse Brown
 - Developing the Continuum of Care (1:10-1:20)
 - Improving Access to Mainstream (1:20-1:30)
Programs to Address Long-Term
Structural Needs
- IV. TITLE V OF THE MCKINNEY ACT: (1:30-1:45) DOD, HUD, HHS and GSA
BASE CLOSURE PROPERTIES AND
REDEVELOPMENT AUTHORITIES
- V. AGENCY INITIATIVES (1:50-2:00) All members
LEGISLATIVE AND BUDGET ISSUES
- VI. ADJOURNMENT (2:00)

August 8, 1994

NOTE TO CAROL RASCO

From: Jeremy Ben-Ami

Re: Interagency Council on the Homeless

Here's a quick run-down on the meeting and some suggestions for your brief remarks:

The Meeting

Prior to your arrival, members will

- o get a brief tour of the Blair Shelter, learn about the program, and meet some participants and staff
- o hear from the woman whose photo is on the front of the federal plan
- o get lunch and sit down for business by 1:00.

You have seen a copy of the draft agenda for the business part of the meeting. The two prime goals are to get Council approval and "buy-in" on the implementation of the federal plan and to discuss and hopefully approve the base closure policy. We hope to get to the base closure discussion by 1:30 and will close the meeting by 2:00.

Your Remarks

My thoughts would be as follows:

- o Reiterate the new structure of the Council and its interagency nature
- o Reaffirm the President's commitment to the issue and to follow-through on the Plan
- o Mention that you hope that meeting at such a model program was interesting and energizing

I will see you at Blair Shelter after your meeting, and I am arranging for us to stay for half an hour after the meeting to see the Shelter. Let me know if you need anything else.

Newark, NJ

THE STAR-LEDGER, Friday, May 27, 1994



NATIONAL HOMELESS ADVOCACY ORGANIZATIONS BACK FEDERAL PLAN TO HELP THE HOMELESS

WASHINGTON -- Executive directors of the National Coalition for the Homeless, the National Coalition for Homeless Veterans, and the President of the National Alliance to End Homelessness today endorsed "Priority Home!", a \$1.7 billion federal strategy for getting government aid to homeless people on the street and helping them into homes of their own, unveiled yesterday, May 17, by the Clinton Administration.

Excerpts from their statements, released at a press conference today at "Third and Eats" a restaurant in downtown Washington staffed by homeless persons, follow:

"This plan, for the first time, provides an insightful and honest evaluation of the problem of homelessness in our nation. It bucks the trend of moralizing on the dependent poor and forthrightly admits both the economic underpinnings of homelessness and the need to address personal issues such as substance abuse and mental illness. It honestly states that we have a big job ahead of us, but now that we know what it is, we can move forward."

--Fred Karnas, Jr. Executive Director of the
National Coalition for the Homeless

"...Our community-based, veteran-helping-veteran programs around the country, are pleased to have the opportunity to express our strong support for the Federal Plan to Break the Cycle of Homeless. The plan calls for a full-scale attack on homelessness. We're here to enlist...So we will follow General Cisneros and General Cuomo. We'll support the Commander and Chief, when he calls for doubling the financial commitment to this effort."

--Richard Fitzpatrick, Executive Director of
the National Coalition for
Homeless Veterans

"It is imperative that every American citizen rally behind the bold initiatives called for in this plan if we are to see an end to homelessness in our lifetime."

--Tom Kenyon, President of the National
Alliance to End Homelessness

The New York Times

Founded in 1857

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The Invisible Parade

For over a decade, the homeless have been parading, shivering, ranting, eating, drinking, sleeping and occasionally dying within view of the north-facing windows of the family quarters of the White House. At last, perhaps, we have a President who can see them. It is about time.

Homelessness in America is a spectacle to crack any caring heart. The scores of homeless who shuffle among the springtime tulips and winter snowbanks of Lafayette Park in Washington are the unelected representatives of a far-flung constituency. During the Reagan and Bush Administrations, neither these Washington representatives of the homeless nor the Congress itself could get the residents of the White House to open their eyes.

Finally, the Clinton Administration seems ready to make the Federal Government look at and respond to homelessness. The new report prepared by the secretaries of Veterans Affairs, Health and Human Services, and Housing and Urban Development argues that addiction and mental illness account for about half of the adult homeless population.

It also blames structural changes in society and the economy for causing growing numbers of poor Americans — there are 37 million of them — to lose their shelter. In the 80's, available jobs and wages for unskilled workers declined. Among women with dependent children, the buying power of welfare benefits has eroded in the last 20 years. Meanwhile, the study asserts that "huge numbers" of cheap units have disappeared from the rental market. In short, some poor citizens who were

not addicted or mentally incompetent became homeless because the cost of bad apartments increased as the amount of money in their pockets declined.

The new report was written by Andrew Cuomo, the Assistant Secretary of Housing who produced a much praised and largely ignored report on homelessness in New York City in 1992. As in the earlier report, Mr. Cuomo called for a mix of remedial and preventive measures as well as new programs that enlist nonprofit organizations in delivering services to the homeless.

The report does not pretend to answer every question. For example, its finding that up to seven million people were homeless at some point in the late 80's does not answer how many are homeless at this moment. Guesses range from 500,000 to several million.

It does not take a head count to affirm the evidence before our eyes night and morning. Nor should the White House's formal commitment to the spirit of this draft report await clearance from the Office of Management and Budget. After 12 years of willful myopia, the numbers are less important than the commitment to behold the mundane suffering outside the windows of Pennsylvania Avenue and Main Streets across America.

A few weeks ago, Mr. Clinton described the residents of our door stoops and underpasses as "people who are battered and bruised and broken, but who still have a lot of God's grace left in them." To have left them so long to the grace of God alone is an insult to our national values.

Nashville Tennessean
May 31, 1994

EDITORIALS

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A GANNETT NEWSPAPER

Homeless plan lays base

AT first glance, the Clinton administration's recent report, *Priority: Home*, seems to take the federal government's concern over homelessness to an entirely new and more realistic plane.

Where previous administrations have done precious little about homelessness, President Clinton signed an executive order last year directing 17 federal agencies to develop a blueprint for breaking the cycle of homelessness. That effort, directed by assistant HUD secretary Andrew Cuomo, involved a sweeping national effort to identify the scope of the problem and formulate appropriate responses.

Where previous administrations downplayed the number of homeless, this report estimates that 7 million people were homeless during the second half of the 1980. Previous government estimates of about 800,000 homeless people were based on the number of individuals who could be counted on the streets on a given night.

Where previous administrations tended to treat homelessness as a problem brought on primarily by lack of will, this

report assesses the way in which poverty, drug addiction, changes in the family structure and the lack of affordable housing have worsened the problem.

As an analytical tool, the report is superb, and that in itself provides a huge benefit. Where it falls short is in its recommendations.

The report calls for doubling the McKinney Act budget, which was established to help the homeless, to \$1.7 billion. But those funds, though they are certainly needed, would be funneled through local governments, many of which have not been responsive or sensitive to the homeless problem.

The report advocates a "seemless" approach to providing for the immediate needs of the homeless, but it is still lacking in concrete recommendations to help homeless people build their own independence.

Priority: Home demonstrates a real commitment to help the problem of homelessness. But it is best viewed, not as a blueprint to solve the problem, but as the foundation. Even at that, it's the government's best work ever on homelessness.

Detroit Free Press

May 26, 1994

Page 18A

HOMELESSNESS

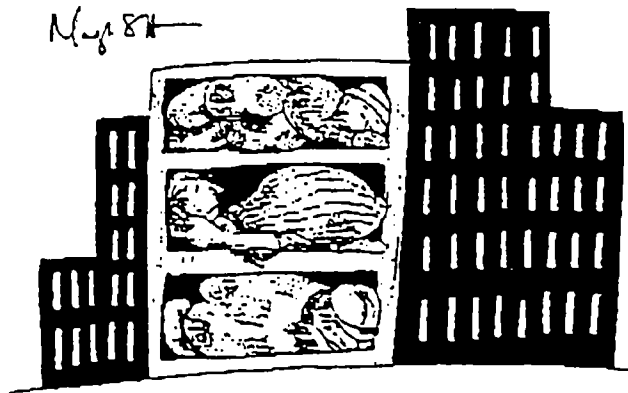
A national disgrace finally gets a higher priority

It remains to be seen whether President Bill Clinton can keep his promise to reduce homelessness in this country, but at least he has placed the issue higher on his agenda. Homelessness has been a scandal for too long.

Previous administrations ignored homeless people, as if they would be absorbed easily into the nation's mainstream. It hasn't happened. An estimated 600,000 Americans are homeless on any night, and about 7 million persons have been homeless at some time in their lives.

In Detroit, at least 4,000 people live in shelters or on city streets. Aid is available primarily through programs run by private groups. In February, the city got a \$1-million federal grant to coordinate those efforts. The \$28 million destined for Detroit under the president's new anti-homelessness initiative would allow the city to coordinate all homeless services, from emergency shelters to vouchers for permanent housing.

Nationally, the Department of Housing and Urban Development seeks to double its budget for programs to help homeless Americans, to \$1.7 billion. The proposal would place greater emphasis on improving mental and physical health among homeless



MARGARET SCOTT/Special to the Free Press

persons, and helping them combat substance abuse. HUD also plans to increase federal housing subsidies, reversing a pattern of aid cuts that began in the 1980s, and to provide tax incentives for those who build low-income housing.

As usual, funding is the key question. With welfare reform and health care already at the top of the presidential agenda, how to pay for new services for homeless Americans needs to be resolved honestly. Opinion polls show that the national desire to help homeless people — or any other disadvantaged group — is weak.

But it still is important that the request is being pursued. If the administration makes the alleviation of homelessness an essential component of both health care and welfare reform, which it surely is, there's a decent chance progress can occur.

Homelessness: Putting Money Where the Concern Is

Clinton calls for \$1.7-billion outlay; Los Angeles would receive \$40 million

The most promising element of the Clinton Administration's ambitious new plan "to break the cycle of homelessness and prevent future homelessness" is the amount of money requested from Congress. The Administration seeks an unprecedented \$1.7 billion, which would more than quadruple the funds now available to Los Angeles and other heavily impacted areas.

Because the new federal funds would be allocated on the basis of poverty and unemployment rates, Los Angeles stands to get \$40 million next year. Orange, Ventura, San Bernardino and Riverside counties would share \$46 million. Washington wouldn't dictate how the new money would be spent. Rightly, that would be a local determination. By law, nonprofit organizations—the key players in the recent assault on homelessness—must get 51% of the funds. That mandate would allow groups that have long provided scarce social services and built affordable housing to collaborate rather than compete for crumbs.

The Administration's plan is expensive because the Clinton team honestly acknowledges the scope of homelessness, and the complexity of the multiple challenges. The federal plan cites recent studies finding that between 500,000 and 600,000 people are homeless on any given night.

Christopher Jencks, a sociology professor at Northwestern University and the author of the new book "The Homeless," believes that the number of the "visible homeless"—who live in shelters or public places like doorways, parks and cars—is between 300,000 and 400,000. Jencks in large part links the recent increase in the numbers of aggressive panhandlers and confused or babbling men and women pushing shopping carts to the proliferation of cheap crack cocaine and government's failure to provide adequate mental health treatment.

Two of three single adults who agreed to the voluntary and anonymous drug testing requested by the Cuomo Commission at New York shelters tested positive for cocaine, according to Jencks. In family shelters, 16% tested positive. Jencks puts overall drug use at 25%, and notes that it makes the users even less employable, deprives them of money for rent, drives away

friends and family members who could give them shelter and in general prolongs their homelessness. They need drug treatment, job training and additional low-cost housing.

One of three homeless people is severely mentally ill, according to Jencks. Many wouldn't be on the streets if states still operated the warehouse-like mental hospitals that were common in earlier generations. According to Jencks, these people require some mix of hospitalization, outpatient programs, rent vouchers to pay for board-and-care facilities and government support for relatives willing to provide care.

Despite these daunting challenges, Henry G. Cisneros, the head of the Department of Housing and Urban Development, promises to reduce homelessness by one-third. HUD has already selected Los Angeles, the second-largest city in the nation, to receive a special homeless initiative grant for pilot programs to close gaps in services. Officials of a new city-county effort expect to use that \$20-million infusion to target a 60-square-mile area that stretches from East Los Angeles through the poor neighborhoods of Downtown, Pico-Union and Echo Park then south through South-Central, Watts and Willowbrook. Smaller satellite projects are planned in Glendale, Long Beach, the Westside and Pacoima.

To help the homeless mentally ill, the most visible street people, new pilot programs expect to replicate the successful Los Angeles Men's Place (LAMP), a drop-in center that also offers short- and long-term housing. LAMP outreach workers avoid high-pressure tactics; their approach is to seek to help the homeless mentally ill reconnect to society. Helping sick people who hear voices, fear others and are prone to violence is difficult. As the Clinton plan and the Jencks book indicate, they need more than a place to live. Providing treatment, services and financial aid will require a long-term commitment from Washington.

The Clinton Administration deserves credit for tackling a thorny social problem with a request for significant new funds and a well-thought-out plan of action that is long overdue. Now does America have the political patience required to make this plan successful?



HUD's Cisneros: Vowing to cut problem by one-third.

Miami, FL

VIEWPOINT

SECTION
SUNDAY,
MAY 22, 1994

The Herald

Plain logic on homelessness

Federal programs to combat homelessness seem to proliferate in the dark, like wire hangers in closets. As theories about the problem change — one year it's a housing shortage, next it's drug abuse, then family breakdown, and so on — a new program arises to suit this or that theory. There are by now 32 federal programs aimed at homelessness, costing \$1.4 billion, yet the problem is more entrenched than ever.

The Clinton administration, keen on reinventing government, would like to clear out the tangle in its closet, but probably can't. Many of those programs are the proud invention of some member of Congress, and consolidating them all would be a political Armageddon.

Less radical, but still helpful, is a plan outlined recently in a lucid little report by the government's main housing and social service agencies. The group urges consolidation of the half dozen biggest homeless programs in the Department of Housing and Urban Development, and doubling the funds allotted to them.

Under current rules in several of these programs, localities have to compete for funding, project by project. The projects needn't fit well together; in fact, it's actually hard to combine them sensibly. The piecemeal funding militates against the kind of system likeliest to succeed: a

IN NEW FEDERAL PLAN
Washington has plenty of programs to help the homeless. The tough part is making sense of them.

smooth progression from temporary shelter to education and drug or alcohol rehabilitation, to job training, and finally into permanent housing.

To make that system possible, HUD would give a fixed sum for

homeless aid to each community, based on its population and depth of poverty. To get the money, a locality would first have to submit a single, plain-English plan describing its whole continuum of services, how they fit together, and where money is to be spent.

Then, best of all, the plans would have to be published in an easy-to-read format. "Once the press and people understand what's going on," says Assistant HUD Secretary Andrew Cuomo, "you're going to see a much different, more responsive system."

This is all especially relevant in Dade County, which is trying to create a coherent, integrated solution to homelessness. Under current rules, coherence is normally the first casualty of federal funding. With this proposed reform, Dade and others might just have a chance at crafting a solution that works.

Better planning won't end the homeless problem. But it could remove some obstacles that now prevent communities from ending it. That's hardly a breakthrough in government social policy, but it's a refreshing dose of common sense.

Charlotte, NC
May 20, 1994

The Charlotte Observer

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Editorials

Helping the homeless

■ Homelessness is more than being without a home. The Clinton administration plan recognizes that.

At last, we're recognizing that homelessness is much more than a lack of housing. The Clinton administration's new \$900 million effort unveiled Tuesday focuses on problems believed to be at the root of homelessness — joblessness, substance-abuse, mental illness. By giving local governments more responsibility to create and coordinate programs that tackle those issues, as well as provide emergency and longer-term housing, the federal government aims to reduce homelessness by a third within two years.

Washington's new focus is welcome and overdue. Local officials have long talked about the need for a comprehensive plan. Martha Brown, executive director of the Travelers Aid Society, says Charlotte-Mecklenburg is ahead of many cities in that respect. "We're in a real good spot. We've been talking about a continuum of services, identifying the gaps and barriers for a while and working toward coordinating services. We recognize that homelessness is just part of a larger community problem."

That's not to say homelessness has been eliminated here. Officials estimate about 3,000 people are homeless in Charlotte and Mecklenburg County, but there are only 1,000 bed spaces for them. And there is little emergency housing for families, officials say.

The federal government's move was prompted by studies indicating the number of

homeless is rising. On any given night in the United States 600,000 people are homeless, says a report from the Department of Housing and Urban Development, and 7 million had no permanent residence at some point between 1985 and 1990. In 1980, the number of homeless was about 125,000, most studies indicate.

Evidence shows that substance abuse and mental illness remain the major factors in long-term homelessness. More than a third of the homeless are said to have mental problems. And substance abuse has been noted in 30% to 40% of those in shelters. But a significant portion of the homeless are also people who have been hit by severe poverty, people who have lost jobs and have few skills for the job market today.

In Charlotte, some 50 agencies provide various services for the homeless, with a core of 10 that work exclusively with homeless problems. Recognizing the need for coordination, they formed a homeless services network a year ago to address such needs as domestic violence counseling, job training and substance abuse treatment, and to remove such barriers as transportation and bureaucracy.

That's a good move. So is the Clinton plan. A country as affluent as ours should cringe at the depth and breadth of homelessness here. Tackling homelessness effectively will require addressing the myriad of problems associated with it.

The Evening Sun

6A 1

Baltimore, Monday, May 23, 1994

Really helping the homeless

The Clinton administration's doubling of funds to combat homelessness is an admirable example of putting its money where its mouth is. Admirable not just because the projected \$1.7 billion is twice as much as this year's appropriation or triple the amount spent by the previous administration. The program announced by Housing and Urban Development Secretary Henry Cisneros appears not to be another instance of throwing more money at a social problem in hope it would then go away.

The program recognizes that what is termed homelessness is actually a complex of social, physical and mental disabilities, of which the lack of permanent shelter can be a symptom.

For some time, specialists working with the homeless have recognized that the old-fashioned charity approach: "three hots and a cot," or three nourishing meals and a clean place to sleep, often combined with religious proselytizing, doesn't suffice. Different factors — often in combination — drive people onto the streets. And they're not the same for men and for the growing number of women and children without a regular home. By combining the efforts of 17 federal agencies, including elements of the Health and Human Services and

Veterans Affairs departments, the new program attacks homelessness at all of its roots.

Even so, Mr. Cisneros has not been able to avoid playing the bureaucratic numbers game. He estimates that on any given night some 600,000 people are homeless in this country, and that over a five-year period perhaps 7 million went without shelter for some time. In fact, the number of nightly homeless could well be half that, or half again, as many. No one really knows. Setting fixed targets may be the bureaucrat's equivalent of a security blanket, but they can also become traps, as some homeless advocates have discovered.

Just as difficult is measuring success, so necessary to justifying government programs. Given the variety and severity of ills that drive people to the streets, the batting average is never going to be very high. Nor will it be easy to calculate precisely, since the benchmark will vary from case to case. Nevertheless, it's clear a substantial number of people live on the streets. An intelligently managed, adequately financed program to help the homeless overcome their problems is welcome, as long as it is not suffocated by ham-handed bureaucracy or drowned in political blather.

June 1994

FUNDAMENTAL CHANGES AND THE 1995 CENSUS TEST

Fundamental Change from 1990	Major Goals	
	Reduce Differential Undercount	Reduce Cost
NEW USES OF SAMPLING AND ESTIMATION		
We will use sampling and estimation procedures to reduce the differential undercount and the cost of the census.	X	X
NEW PROCEDURES TO COUNT THE UNDERCOUNTED		
We will use an easy-to-fill-out questionnaire with multiple mail contacts to improve response.		X
We will use new coverage questions to ensure a complete listing of household members.	X	
We will mail Spanish language questionnaires to areas with large concentrations of Spanish-speaking households.	X	X
We will make census questionnaires available at convenient locations for those who did not receive a questionnaire or feel they were not counted.	X	
We will use special targeted methods to count historically undercounted populations and geographic areas.	X	
For counting persons with no usual residence, we will use a method that utilizes the places where homeless persons obtain services.	X	
We will study various ways that administrative records can be used to identify persons missed in the census.	X	
NEW AVENUES FOR GREATER INVOLVEMENT		
We will develop cooperative ventures with other Federal agencies; state, local, American Indian Tribal, and Alaska Native Village governments; and private and nonprofit organizations to form partnerships in taking the census.	X	X
We will evaluate our initial efforts to compile and maintain an address list and geographic files in cooperation with the U.S. Postal Service and state, local, American Indian Tribal, and Alaska Native Village governments.	X	X
The U.S. Postal Service will identify vacant housing units or mistakes on our address list.		X
NEW USES OF TECHNOLOGY		
We will use new technologies to contact persons or to allow them to contact us.		X
We will develop a new data capture system using electronic imaging.		X
We will use fully automated matching to improve census coverage.	X	
NEW METHOD FOR COLLECTING LONG FORM DATA		
We will experiment with collecting sample (long form) data using multiple sample forms.		X

June 1994

FUNDAMENTAL CHANGES AND THE 1995 CENSUS TEST

The 1995 Census Test will culminate the 2000 Census Research and Development (R&D) Program that began in 1991. The goal of the 1995 Census Test is to determine if the fundamental changes being considered for the 2000 census show promise of reducing the differential undercount and containing costs of the census.

The fundamental changes--resulting from 2 years of Census Bureau research and widespread consultation with stakeholders--include new statistical methods, enumeration methodologies, and automated technologies. The information provided by the 1995 Census Test will be used to specify the design of the 2000 census.

NEW USES OF SAMPLING AND ESTIMATION

We will use sampling and estimation procedures to reduce the differential undercount and the cost of the census. The 1995 Census Test will use new combinations of counting and estimation methods to reduce the differential undercount. We will use statistical techniques, administrative records, and the like to estimate the number and types of persons missed in the census while we are conducting the census so that the combined results produce a "one-number" census.

NEW PROCEDURES TO COUNT THE UNDERCOUNTED

We will use an easy-to-fill-out questionnaire with multiple mail contacts to improve response. Questionnaires that are much easier for respondents to understand and complete, and notifications for alerting and reminding respondents to complete the questionnaires have increased the mail response substantially in experiments over the last 2 years.

We will use new coverage questions to ensure a complete listing of household members. We will change the way we ask people to list the residents at their address, so that they include persons who may have been missed in the past due to error or unclear membership in the household. The results of research going on now will be reflected on the 1995 Census Test questionnaire.

We will mail Spanish language questionnaires to areas with large concentrations of Spanish-speaking households. While we have made Spanish language questionnaires available in the past, they have never before been sent in the initial mailout. We are currently conducting a test to determine if there are benefits to such a mailing.

We will make census questionnaires available at convenient locations for those who did not receive a questionnaire or feel they were not counted. For 1995, we plan to place questionnaires in selected locations so that households or individuals may pick them up, complete them, and return them conveniently.

We will use special targeted methods to count historically undercounted populations and geographic areas. Based on extensive ongoing research, we will be able to identify areas where barriers to enumeration--such as unusual housing situations, mobile populations, or linguistically isolated groups--exist, and use innovative enumeration methods targeted at these specific conditions.

For counting persons with no usual residence, we will use a method that utilizes the places where homeless persons obtain services. We propose to forego the street night portion of the "S-Night" procedures of the 1990 census that were used to count components of the homeless population in shelters on the street at night, and use procedures that concentrate on counting these groups where they obtain services.

We will study various ways that administrative records can be used to identify persons missed in the census. We will determine the potential effectiveness of administrative records in improving the census count and coverage measurement strategies.

NEW AVENUES FOR GREATER INVOLVEMENT

We will develop cooperative ventures with other Federal agencies; state, local, American Indian Tribal, and Alaska Native Village governments; and private and nonprofit organizations to form partnerships in taking the census. Among the many activities that could be jointly conducted are census promotion, recruiting, and targeting and developing special enumeration procedures.

We will evaluate our initial efforts to compile and maintain an address list and geographic files in cooperation with the U.S. Postal Service and state, local, American Indian Tribal, and Alaska Native Village governments. These partnerships should improve the quality of the Master Address File (MAF) and TIGER database.

The U.S. Postal Service will identify vacant housing units or mistakes on our address list. We can eliminate one enumerator visit by using information from postal carriers when they cannot deliver notices or questionnaires because housing units are vacant or addresses do not exist.

NEW USES OF TECHNOLOGY

We will use new technologies to contact persons or to allow them to contact us. This will allow respondents to answer the census by telephone. Touchtone data entry, voice activated menu selections, automatic routing of calls to facilities with idle capacity, and communication in various languages will be an integral part of the system.

We will develop a new data capture system using electronic imaging. In past censuses, we have used a data capture system that required photographing census questionnaires, processing film, and computer translating written responses into a computer-readable form. With this system, we will be able to convert responses directly from paper to computer-readable form.

We will use fully automated matching to improve census coverage. In past censuses, we had to check addresses or persons against our control and data files to prevent duplicating persons or to add persons in the census. This process was only partially automated and required extensive clerical work. For the 1995 Census Test, we will develop, to the extent possible, an automated, interactive, and "real-time" record linking and matching system.

NEW METHOD FOR COLLECTING LONG FORM DATA

We will experiment with collecting sample (long form) data using multiple sample forms. Rather than having a single, lengthy sample form as in the past two censuses, we will divide the questions between a number of smaller forms, thus asking fewer questions of each sample household.

**PROPOSED METHODOLOGY FOR A
SERVICE-BASED ENUMERATION (SBE)
TO BE TESTED IN THE 1995 CENSUS TEST**

I. INTRODUCTION

Information from a variety of sources, including the 1989 Baltimore S-Day pilot study conducted by the Census Bureau, the 1990 Census S-Night operation, local areas studies, comments on the Test Design Recommendation (TDR), the May 1993 "Research Conference on Undercounted Ethnic Populations," the September 1993 conference "Towards Census 2000: Research Issues for Improving Coverage of the Homeless Population," and the Westat study "Methods to Enumerate Persons with no Usual Residence Using Sampling and Estimation," provided input to help define this proposed methodology. The 1995 Census Test will be our first attempt, since the 1990 Census, at a fundamentally different approach for enumerating persons without a usual home. Recent research indicates that a service-based enumeration with multiple visits over time may be an effective method for improving coverage of this population group.

II. PROPOSED METHOD

A. We expect the design for the 1995 Census Test will allow us to count persons who would be missed in the standard enumeration of housing units and other types of group quarters. The enumeration will take place during March 1995. Specifically, we will:

1. Develop a list of service providers for each urban and rural site. The sources for list development will include local governments, the Federal Emergency Management Agency (FEMA), state representatives to the National Coalition for the Homeless, and others. In rural areas, we will also work with Community Assistance Program catchment area coordinators to identify service providers.

During the list development stage, we will mail a letter during mid-August to all local governments in the test sites, as well as to the appropriate state representatives to the National Coalition for the Homeless and the state contact person designated under the McKinney Homeless Assistance Act. We will mail a follow-up letter in early October to all nonresponding local governments and telephone any remaining nonresponding governments in late October.

2. Conduct a complete enumeration of shelters on the evening of March 6, 1995. We will use the special place/group quarters enumeration procedures within the shelters for this enumeration, using the standard short form Individual Census Report (ICR).
3. Conduct a complete enumeration of other service providers, such as soup kitchens and regularly scheduled outreach locations¹ that provide services on the day and evening of March 7, 1995. We will use new procedures developed for this enumeration including an Individual Census Questionnaire (ICQ) developed for use in the Service-Based Enumeration. We will conduct the enumeration at soup kitchens during the meal serving the largest number of persons.
4. Count shelter residents at the shelters in the 1995 Census Test. We will collect usual home elsewhere (UHE) data for evaluation purposes. Respondents at soup kitchens and other outreach locations will be counted in the block where the services are located unless they supply a searchable UHE address within the test site.
5. Conduct two follow-up visits after Census day to soup kitchens and shelters. The first follow-up will take place at shelters on March 8 and at soup kitchens on March 9. It will be a complete enumeration of all shelters and soup kitchens. The second follow-up will take place at shelters on March 13 and at soup kitchens on March 14. We will sample respondents within sampled soup kitchens and shelters during the second follow-up. Data collected during the follow-up visits will not be included in the count of the 1995 Census Test. The data will be used for research to develop the sampling and estimation methodology for members of this population group.
6. Leave 'Be Counted' questionnaires that are coded by type of distribution point at other (non-enumeration) outreach program sites, such as rural voucher programs, food pantries, and clothing distribution centers.

¹ Regularly scheduled outreach locations include mobile services that make regular stops at specific locations to provide services for homeless persons.

- B. Listed below are the major operational elements of the Service-Based Enumeration which we want to address in the 1995 Census Test. Specifically, we want to determine if it is feasible to:
1. Develop a list of service providers for enumeration and outreach efforts.
 2. Successfully collect respondent name, date of birth, characteristics, and UHE information required for matching and unduplication.
 3. Conduct a large-scale matching operation to unduplicate persons who use multiple services.
 4. Improve census coverage by enumerating persons using services, such as shelters and soup kitchens.
 5. Sample service providers and persons using these services during follow-up visits.

III. ASSUMPTIONS

To provide a context for the proposed 1995 Census Test methodology, we made the following assumptions:

- A. There will not be a late night/early morning enumeration of persons found on the street, sleeping in cars, in encampments, or entering/exiting abandoned buildings.
- B. All respondents will be asked if they have a Usual Home Elsewhere.
- C. Hotels and motels used to provide emergency shelter will be included in the shelter inventory.
- D. Similar to enumeration in other types of group quarters, we will not collect long form data in shelters, at soup kitchens, or other outreach program sites in the 1995 Census Test.
- E. We will collect operational cost data.

These assumptions will be used to develop the operational procedures for the Service-Based Enumeration.

IV. EVALUATION

The 1995 Census Test should provide answers to the following questions:

- A. How effective is the list development process?
- B. How many people do we count at shelters, soup kitchens, and regularly scheduled outreach locations?
- C. How effective is the unduplication process?
- D. How reliable are the responses to the questions asking about usual residence and location where respondent stayed "last night?"
- E. What are the strengths and weaknesses of the service-based enumeration procedures?
- F. What can we learn from the follow-up enumerations in terms of feasibility, methodology, and estimation?

If you have any questions concerning the Service-Based Enumeration, please contact Annetta Clark at 301-763-2784.

1995

March

1995

SUNDAY	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	
			1	2	3	CENSUS DAY 4	
5	COMPLETE ENUMERATION OF SHELTERS	6 COMPLETE ENUMERATION OF SOUP KITCHENS AND MOBILE OUTREACH LOCATIONS	7 FIRST FOLLOW-UP VISIT AT SHELTERS, COMPLETE ENUMERATION	8 FIRST FOLLOW-UP VISIT AT SOUP KITCHENS, COMPLETE ENUMERATION	10	11	
12	SECOND FOLLOW- UP VISIT AT SHELTERS, WITH SAMPLING	13 SECOND FOLLOW- UP VISIT AT SOUP KITCHENS, WITH SAMPLING	14	15	16	17	18
19	20	21	22	23	24	25	
26	27	28	29	30	31		

DESCRIPTION OF THE TYPES OF SERVICE PROVIDERS

We are trying to develop a comprehensive list of service facilities in your jurisdiction. We need your assistance. Please provide at your earliest convenience a list of service facilities within your jurisdiction. Listed below are detailed descriptions of the types of service providers to include in your listing.

- A. Shelters which operate on a first-come-first-served basis where people must leave in the morning and have no guaranteed bed for the next night OR where people know that they have a bed for a specified period of time (even if they leave the building every day). Shelters include facilities which provide temporary shelter during extremely cold weather (such as churches) and facilities which provide emergency shelter for runaway or neglected children or for battered or abused women.
- B. Transitional shelters (maximum stay up to two years in group situations) which offer augmented services to promote self-sufficiency and to gain permanent housing. When identifying these places, include ONLY shelter facilities. DO NOT include houses or apartments offering transitional housing; these will be enumerated in separate operations.
- C. Hotels, motel, or other facilities for which vouchers are given out OR which operate under contract to provide shelter to homeless persons.
- D. Soup kitchens, food lines, and programs distributing prepared breakfasts, lunches, or dinners for homeless or needy people. These programs may be organized as food service lines, bag or box lunches, tables where people are seated and then served by program personnel, etc. These programs may or may not have a place to sit and eat the meal.
- E. Food pantries which distribute uncooked food to needy people.
- F. Regularly scheduled outreach programs for the homeless which, on a regular schedule, visit designated street locations offering homeless people food, blankets or other necessities.
- G. Health care providers that are part of the Health Care for the Homeless program. This includes medical, dental and mental health care services.
- H. Other facilities which provide services for the homeless; such as facilities which distribute vouchers, clothing distribution centers, drop-in centers that provide daytime services primarily for the homeless (other than facilities serving meals that have already been included under section D), etc.

DRAFT



Interagency Council on the Homeless

DRAFT

WORKING GROUP OF THE DOMESTIC POLICY COUNCIL

BLAIR SHELTER
635 EYE STREET, N.E.
WASHINGTON, D.C.

Tuesday, August 9, 1994

12:30 p.m.

AGENDA

- I. WELCOME AND INTRODUCTIONS -- Secretary Cisneros
- II. OPENING REMARKS -- Carol Rasco
- III. IMPLEMENTATION PLAN FOR "PRIORITY: HOME! THE FEDERAL PLAN TO BREAK THE CYCLE OF HOMELESSNESS" -- Secretary Cisneros
Developing the Continuum of Care
Improving Access to Mainstream Programs to Address Long-Term Structural Needs
- IV. TITLE V OF THE MCKINNEY ACT: BASE CLOSURE PROPERTIES AND REDEVELOPMENT AUTHORITIES
- V. AGENCY INITIATIVES
LEGISLATIVE AND BUDGET ISSUES
- VI. ADJOURNMENT

*Wm - before 1:00
PM timeframes.*

*Find a spot
✓ for Brown, Shalala on
the agenda*

PLANNING for 8/9/94

BLAIR SHELTER 635 I St NE

Fox expose on DC shelters.

12:30 - 1:00 Tour/Presentations

NOTESBOOKS

- w/ Agency updates.

- COMMUNITY PLANNING

- Continuum of

I. IMPLEMENTATION OF PLAN -

- fitting agency programs into continuum of care
- access to mainstream programs.

II. OPEN Policy ISSUES

- surplus property/base closure
-

5 mins I Pres HUD on implem - Approval of
- memo prep. imp plan

10 mins II Continuum - Discussion

10 mins III Mainstream - Discussion

15 mins IV Base Closure Policy (1:30) (HHS/HUD
- 1 page by coluted)

5 mins V CLOSING REMARKS



Interagency Council on the Homeless

POLICY GROUP MEETING
HUD CONFERENCE ROOM 7202
TUESDAY, AUGUST 2, 1994
2:00 P.M.

AGENDA

- A. INTRODUCTIONS
- B. GAO REPORT ON THE IMPACT OF THE MCKINNEY ACT IN SELECTED CITIES (GAO)
- C. AGENDA FOR AUGUST 9 FULL COUNCIL MEETING
- D. PROGRAM UPDATES
 - INITIATIVE CITIES (HUD)
 - VA GRANT AND PER DIEM PROGRAM (VA)
 - VA NATIONAL HOMELESSNESS NETWORKING, EDUCATION, AND PLANNING PROCESS (VA)
 - HOMELESS ASSISTANCE GRANT PROGRAM (HUD)
 - FY 1994 APPLICATION REVIEWS (HUD)
 - HOMELESS INVOLVEMENT ON BOARDS (FEMA)
 - EARNED INCOME TAX CREDIT (ICH)
 - RURAL HOMELESSNESS TASK FORCE (USDA)
- E. FEDERAL PLAN Fri 9:30 *
 - (1) WORK GROUPS--UPDATE
 - HOMELESSNESS PREVENTION
 - IMPROVING ACCESS TO MAINSTREAM PROGRAMS
 - MENTAL HEALTH/SUBSTANCE ABUSE WORKING GROUP
 - HEALTH CARE AND NUTRITION SERVICES
 - (2) EVALUATION OF PROGRAM IMPACT
- F. AMENDMENT REGARDING TITLE V AND BASE CLOSURES (ICH)



THE SECRETARY OF VETERANS AFFAIRS
WASHINGTON

JUN 1 1994

The Honorable Henry G. Cisneros
Secretary of Housing and Urban Development
451 Seventh Street, SW
Washington, DC 20410

Dear Mr. Secretary:

Now that we have formally released the new Federal Plan, I thought I would share some ideas with you on how we might accelerate and promote more interagency cooperation and coordination by reinvigorating the Interagency Council on the Homeless.

As you know, the Full Council has not met since last December, and the Interagency Council's Policy Group made of staff from each agency who focus on homelessness matters every day has met only once since then. I propose that we not only make sure that the Full Council meet more regularly -- at least three times per year, perhaps -- but that the Policy Group go back to meeting regularly each and every month.

I think the Full Council meetings are important because they keep our feet to the fire. By regularly asking each agency to report on recent accomplishments and new initiatives pertaining to homelessness, the meetings help to ensure that each member agency maintains a strong, consistent focus on homelessness assistance. The Full Council meetings are also an important opportunity to formalize new interagency initiatives, set priorities, and the like.

Regular meetings of the Policy Group might be even more important. The informal communication that occurs simply by bringing together the major homelessness staff members from each agency can produce significant positive results. The HUD-VA Supported Housing program and the VA-SSA Joint Outreach Initiative both have their origin in informal discussions at Policy Group meetings. These meetings have also served as an important forum for developing new strategies or action items, discussing new initiatives, and sharing information.



Putting Veterans First

2.

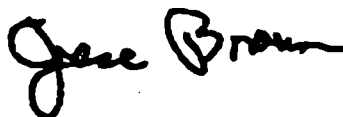
The Honorable Henry G. Cisneros

In addition, past Interagency Council task forces on such matters as surplus Federal property, homeless mentally ill persons, homeless families, and homelessness prevention have helped produce new cross-cutting ideas and action plans. Establishing new, regularly meeting task forces to focus on the action areas of the new Federal Plan could ensure quick, interagency progress.

Please let me know what you think about revitalizing the Interagency Council through the ideas proposed here. However we end up doing it, I look forward to working with you to implement the new Federal Plan and make a visible reduction in the national tragedy of homelessness.

An identical letter has been sent to The Honorable Donna Shalala, Secretary of Health and Human Services.

Sincerely yours,

A handwritten signature in black ink, appearing to read "Jesse Brown". The signature is fluid and cursive, with the first name "Jesse" written in a larger, more prominent script than the last name "Brown".

Jesse Brown

JB/el

cc: Marsha Martin, Executive Director
Interagency Council on the Homeless



THE SECRETARY OF HEALTH AND HUMAN SERVICES
WASHINGTON, D.C. 20201

JUL 19 1994

The Honorable Jesse Brown
Secretary of Veterans Affairs
Washington, D.C. 20420

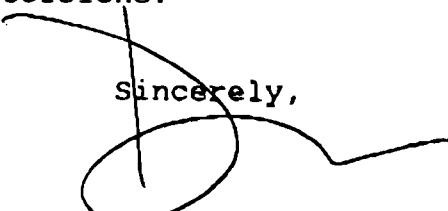
Dear Jesse:

I received your letter of June 1, in which you recommend that we reinvigorate the Interagency Council on the Homeless by meeting more frequently and by ensuring that the Policy Group meet at least once a month.

With our release of the Federal Plan on May 17, we have a clear and challenging mission requiring substantial coordination and work among the Council's member agencies. I agree that regular meetings of the Policy Group are essential to this effort and I support your recommendation that the group meet each month. I understand from my staff that the Group has now begun such meetings.

I suggest we decide the frequency of future meetings of the Interagency Council at our next meeting, which I understand will be scheduled for later this summer. My impression is that, with an active Policy Group, biannual meetings of the full Council may allow sufficient attention to, and resolution of, the major interagency issues. However, I would support meeting three times a year if such meetings are necessary, substantive, and directed to issues requiring Council decisions.

Sincerely,



Donna E. Shalala

JUL 27 1994

Honorable Jesse Brown
Secretary
Department of Veterans Affairs
810 Vermont Avenue, NW
Washington, DC 20420

Dear Mr. Secretary:

Thank you for your letter of June 1, 1994, regarding interagency cooperation and coordination through the Interagency Council on the Homeless.

I agree that it is essential that the Full Council and Policy Group meet regularly. We are currently planning to schedule a meeting of the Full Council in August, and the Policy Group is once again meeting regularly every month. In fact, Andrew Cuomo, Assistant Secretary for Community Planning and Development, accompanied Carol Rasco, Assistant to the President for Domestic Policy, to the most recent Policy Group meeting to emphasize the importance of the Interagency Council on the Homeless.

We have recently convened several meetings of staff from VA and the member agencies of the Council to begin to develop a plan for implementing the recommendations contained in Priority: Home! The Federal Plan to Break the Cycle of Homelessness. We plan to present a detailed work plan to the Full Council at its next meeting.

I look forward to working with you to implement the new Federal Plan and to accomplish a significant reduction in homelessness during this Administration.

Sincerely,

Henry Cisneros

Henry G. Cisneros

cc:

COMO	CPD Files	7233	IH	Jeff	7274
CGHO	Chron	7274	AX		10139

CGHO:CHOU:rp 708-1480 7/6/94 WP:G:RLP:CISNLETT
CL-SXE-18273 RETYPED-7/12/94, 7/19/94

INTERAGENCY COUCIL ON THE HOMELESS

Talking Points
7/5/94

1:30 Meeting: ICH Staff

Informal meeting with Marsha Martin and staff of the interagency council.

Purpose: For you to meet the staff, get to know Marsha, and to give them your view of the structure of the Council within the DPC.

Format: Informal. You may want to spend the first five minutes giving them a brief pep talk, a sense of the priority of the issue for the President and for you. Then Jackie and I suggest opening the floor for informal discussion and questions from the staff. You may want to ask each of the staff to briefly describe what they do.

2:00 Meeting: ICH Interagency Policy Group

Attendees: The Policy Group is made up of staff one or two levels below Assistant Secretary. They generally are career staff who run programs, although some are political.

Marsha chairs the meeting and ^{Andrew} will introduce you. They have a full agenda (attached), and you are just sitting in on the meeting, but you will have a few minutes to make remarks. Here are some suggestions:

- . Your view of the structure of ICH within DPC
- . Stress importance of issue/Council to the President
- . Discuss full Council meeting later this month/early next
- . Focus on implementation: looking for report at six months mark on where we are with the plan

**Interagency Council on the Homeless****M E M O R A N D U M**

TO: Policy Group Members and Staff Contacts

FROM: *MA* Marsha A. Martin, D.S.W.
Executive Director

DATE: June 29, 1994

SUBJECT: July Policy Group Meeting

=====

The next meeting of the Policy Group will be held on Tuesday, July 5, 1994 at 2:00 p.m. in Room 10233 (Departmental Conference Room) of the HUD Building.

A copy of the agenda is attached. Please let me know as soon as possible if you have suggestions for additional agenda items or if you are unable to attend or send a representative.

Attachment

cc: Program Managers



Interagency Council on the Homeless

POLICY GROUP MEETING
HUD CONFERENCE ROOM 10233
TUESDAY, JULY 5, 1994
2:00 P.M.

AGENDA

- A. INTRODUCTIONS
- B. CURRENT PROJECTS AND ACTIVITIES
 - INITIATIVE CITIES (HUD)
 - D.C. INITIATIVE (ICH AND COMMUNITY PARTNERSHIP)
 - HOMELESSNESS PREVENTION MEETINGS (FEMA)
 - SURPLUS PROPERTY (ICH)
- C. GAO REPORT ON THE IMPACT OF THE MCKINNEY ACT IN SELECTED CITIES
- D. FEDERAL PLAN WORK GROUPS--UPDATE
 - HOMELESSNESS PREVENTION
 - IMPROVING ACCESS TO MAINSTREAM PROGRAMS
 - MENTAL HEALTH/SUBSTANCE ABUSE WORKING GROUP
 - HEALTH CARE AND NUTRITION SERVICES
- E. UPDATE ON PROGRESS OF FY 1995 BUDGET AND LEGISLATIVE PROPOSALS (All agencies)

12:00

{ July 28 12:30 - 2:00 C.s | Shalala | Brown | Rasco ✓X
- not entire time
July 5 2:00 ✓ MAY work
July 5 1:30? 1:00 ✓ maybe

[June 29 2:00 @ AIDS office]

↳ Ryan WHITE mty
↳ Art Lawrence
↳ will check w/ Phil Lee

Separate out:

- who met
- bank folks
- business community

Jonathan Kenner
President of the bank

June 17, 1994

MEMORANDUM TO FILE

From: Jeremy Ben-Ami

Subject: Next Steps on Interagency Council on the Homeless

On June 8, Carol Rasco and I met with Andrew Cuomo and Jackie Lawing from HUD to discuss next steps with regard to the Interagency Council on the Homeless. We agreed to the following steps:

1) Meetings

We would set up several meetings involving Carol during the summer:

- late June, CHR to meet Council staff
- CHR to attend July policy group meeting
- Meeting of principals in August
 - o overview of implementation planning
 - o discussion of a couple of policy issues

2) Plan Implementation

- a) HUD to develop computer tracking of plan recommendations
- b) Subgroups of the ICH to start meeting
- c) Six Month Report to President in November

3) Functions

Other functions of the Interagency Council will continue including the database, newsletters, conferences, etc.

6/8/94
notes from
meeting

1. Functions will continue
2. Plan impl. will be on a computer tracking system.
3. Principal's meeting late July, early Aug at a homeless facility.
 - CHR attend July WG mtg
 - Present imp. plan at Aug mtg.
4. August meeting
 - overview of implementation tracking
 - present a couple of issues.

} start planning date now.
5. Six months report to the President on status of the plan.
(Nov-Dec)
6. Informal briefing for CE before July mtg.
7. Put together a quick mtg w/ 3 chairs and key members.

FORMER ACTIVITIES OF THE INTERAGENCY COUNCIL ON THE HOMELESS

- o Issue funding bulletins through "Flash Alerts" and "Program Alerts".
- o Publish the "Council Communique", a quarterly newsletter.
- o Disseminate weekly Title V surplus property notices to regional coordinators, State homeless contacts, and public interest groups.
- o Sponsor biennial regional workshops (5 per year) and other conferences and meetings.
- o Develop and distribute special publications and technical assistance materials.
- o Serve as a central information and referral resource for homeless assistance programs.
- o Hold regular conference calls and meetings at the regional level with other Federal agencies, State contacts, and homeless coalitions.
- o Establish special ad hoc working groups and task forces.
- o Use unique ICh statutory authority to receive and dispose of donations of personal property (excess food) from GSA.
- o Convene 2-3 meetings of the full Council per year.
- o Issue an annual report to the President and Congress.

DRAFT ACTION PLAN FOR THE INTERAGENCY COUNCIL ON THE HOMELESS

o Implement the Federal Plan

--Convene meetings of subcommittees to address Federal Plan obligations:

6/13--Homelessness Prevention (FEMA, ED, USDA, HUD, DOE, DOL, HHS)

6/24--Improving Access to Mainstream Programs (HUD, HHS, DOL, USDA/FmHA, ED, VA)

6/29--Mental Health/Substance Abuse (HUD, HHS, VA, DOJ, ED, DOL)

6/29--Health Care and Nutrition Services (including special task force on TB/AIDS) (HHS, HUD, USDA, Office of Drug Control Policy, WH AIDS Czar)

Fall 1994--Evaluation Task Force (All program agencies)

Fall 1994--Homeless Clients Group

o Issue funding bulletins through "Flash Alerts" and "Program Alerts"

--Fax "Flash Alerts" immediately to 10 ICH Regional Coordinators and 50+ State Contacts.

--Compose and mail Program Alerts to entire ICH mailing list within two weeks of Federal Register announcement.

--Publish consolidated schedule of McKinney applications deadlines in Program Alerts.

Purpose: To provide organizations and individuals involved in homeless assistance programs current information on funding opportunities, regulatory changes, and application deadlines to help them take advantage of Federal resources.

o Publish Quarterly Newsletters (Formerly Bi-Monthly "Council Communique")

--Include column on ICH activities in HUD quarterly newsletter for distribution to entire ICH mailing list, including State contacts, local governments, and other public and private nonprofit organizations.

Purpose: To highlight Federal, State and local programs and activities and innovative approaches that are effectively meeting the needs of homeless individuals.

o Disseminate Weekly Title V Surplus Property Notices to Regional Coordinators and State Homeless Contacts, and Public Interest Groups

--Mail copies of area-relevant portions of the HUD listings to Regional Coordinators and State Contacts each Friday using advance copy provided by HUD.

--Mail copies of entire Title V list to 25 public interest groups on the Monday following Federal Register publication.

Purpose: To help publicize "suitable and available" properties and comply with court order and Congressional direction.

o Participate in national workshops and other conferences and meetings (formerly 5 regional workshops per year)

--Approximately 500 people attend each regional workshop.

Purpose: To help disseminate information on available resources and encourage program coordination.

o Conduct site visits to local programs (HQ and regional staff)

--Over 200 site visits are conducted each year by ICH staff..

Purpose: To help identify current trends and problems in outreach, program management, and other program-related issues and bring them to the attention of key policymakers.

o Develop and distribute special publications and technical assistance materials

Examples: "The Federal Plan to Break the Cyle of Homelessness"
 "Federal Programs to Help Homeless People"
 "Outcasts on Main Street"
 "Volunteer? What Difference Does It Make?"
 "Obtaining Federal Property to Help the Homeless"
 "Use of Base Closure Properties for Facilities to Assist the Homeless"
 State Profiles

Purpose: To fill unmet needs for informational materials on special populations and issues

o Provide a central information and referral resource in the Federal Government for homeless programs

--Reinstitute the McKinney Grant database which summarizes grant awards at the State level. Incorporate FY 1993 data by August 1994; Incorporate FY 1994 data by January 1995.

--Numerous daily telephone inquiries on Federal programs and activities are answered or routed to the appropriate Federal agency

Purpose: To eliminate need to contact numerous different Federal agencies for basic program information.

o Hold regular conference calls and meetings at the regional level with other Federal agencies, State contacts, and homeless coalitions

Purpose: To encourage State and local coordination in conjunction with similar efforts at the Federal level.

o Establish special ad hoc working groups and task forces

--Examples: Surplus Property Task Force and Task Force on Homelessness and Severe Mental Illness; DOT Outreach Project

Purpose: To provide a forum for Federal agencies with diverse programs and interests to address and coordinate their responses to common issues.

o Use unique statutory authority to receive and dispose of donations from GSA.

--Approximately \$132 million in excess food from GSA (50 percent of all food items turned over to GSA by DOD) has been transferred since 1991 from the Council to local food banks through the Second Harvest National Food Bank Network and the Salvation Army. (Most recent transfer: \$152,000 worth in April 1994.) Review options for future assistance in connection with expiration of necessary ICH statutory authority in September 1994.

Purpose: To ensure that a substantial portion of excess military food is distributed to homeless and at-risk individuals.

- o Convene meetings of the heads of 17 Federal agencies and monthly meetings of their designees

Purpose: To provide a senior level forum for coordinating federal programs and addressing cross-cutting issues.

- o Issue an annual report to the President and Congress

Purpose: To provide a report on agency activities, identify impediments to effective program implementation, and recommend necessary levels of Federal assistance and other legislative and administrative actions.

Pre-Briefing: Homeless Issues

1. DPC Responsibility

- perception of outside world is that we are now responsible. This is now a DPC working group with WH imprimatur and interagency participation
- Key: interagency, not just HUD

2. What does the Council do?

- specific concern: things that used to be done by the Council are not being done because of lack of budget, clear mandate to continue
- specific tasks:
 - mailing list
 - data base
 - technical assistance: through people in field
 - publications (not HUD, but interagency)
 - monthly newsletter
 - bimonthly program announcements
- need to let the world know what will continue to be done and by whom, and what won't
- if problem for HUD, then other agencies could be asked to pick up certain pieces

3. What about the Council itself?

- Should we have a meeting of the principals
- purpose: send clear signal about (1) continuing priority - signal to staff; (2) plan implementation; (3) affirm everyone's roles in an interagency effort

4. Plan Implementation

- need a work plan from Council staff on how the various commitments will be met
- process in place (again interagency) for taking on the follow-through on each recommendation

5. Longer Term

- need to think about having Executive Director report to Domestic Policy Advisor

AGENDA
Interagency Council on the Homeless
6/8/94

1. DPC View of Interagency Council

- role/purpose
- structure

2. Continuing Council Functions

- publications
- mailing list
- regional staff
- plan implementation

3. Plan implementation

- work plan
- working groups

4. Interagency Council

- meetings/agenda

THE WHITE HOUSE
WASHINGTON

May 9, 1994

MEMORANDUM FOR ANDREW CUOMO

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

Subject: Agenda for Meeting on the Status of the Interagency Council

I know that our offices are trying to set up a meeting between us to discuss next steps for the Interagency Council and implementation of the homeless plan.

I wanted to suggest a couple of topics for the agenda that might require a little thought and preparation. First, I would like to discuss our vision for the ongoing role of the Interagency Council itself and to agree on the purpose and subjects for future meetings of the Council's members. I would be interested in your thoughts about timing and agendas for such meetings this year.

Second, I am concerned about the continuity of some of the ongoing functions of the Council that are no longer funded, but are being kept up by HUD. Specifically, Congressman Vento recently wrote concerning the database with consolidated grant information that the Council used to maintain. I understand that HUD is intending to keep that up, but that the transition has not occurred yet. I would greatly appreciate it if you could bring to the meeting a status report on each of the functions of the Council and an indication of which ones HUD intends to continue and how so that I know what we are and are not going to do. It strikes me that the Council's role in disseminating information and providing technical assistance in the field was very important, and I would like to know how much of that will continue.

Please let me know if there are other specific issues you would like to discuss. Thank you very much.

cc: ✓ Jeremy Ben-Ami
Suzan Johnson-Cook
Jacquie Lawing

DRAFT WORK PLAN
INTERAGENCY COUNCIL ON THE HOMELESS

ONGOING MEETINGS

Full Council - TBA

Policy Group (Monthly: First Tuesdays)

June 7
July 5
August 2
September 6
October 4
November 1
December 6

Program Managers (Bi-monthly: Second Tuesdays)

June 14
August 9
October 11
December 13

Surplus Property/Title V - TBA

MEETINGS RELATING TO FEDERAL PLAN OBLIGATIONS

6/13 - Homelessness Prevention (FEMA, ED, USDA-FNS and FmHA, HUD, Energy, DOL, HHS)
6/24 - Improving Access to Mainstream Programs (HUD, HHS, DOL, USDA/FmHA, ED, VA)
6/29 & 7/27 - Mental Health/Substance Abuse Working Group (HUD, HHS, VA, DOJ, ED, DOL)
6/29 & 7/27 - Health Care and Nutrition Services (including Special Task force on TB/AIDS) (HHS, HUD, USDA, Office of Drug Control Policy, WH AIDS Czar)
Fall 1994 - Evaluation Task Force (All program agencies)
Fall 1994 - Homeless Clients Group

PUBLICATIONS:

Flash Alerts - As often as necessary
(Funding bulletins faxed to Regional Coordinators and State homeless contacts)

Program Alerts - Bi-monthly (6 per year)
(Funding/program information bulletins mailed to entire ICH mailing list [Average cost= \$4,000 each])

Community Connections

(Regular column with ICH policy and program updates, news from member agencies)

Jeremy-

Here is the first draft.

Will send around
another draft tonight.

Please call w/ comments or
fax 708-3336.

Jacqueline

apter shall remain

shall be made in
and Impoundment
that would cause
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which enacted

chapter IV of this chapter and amended sec-
tion 5302 of this title.

This chapter, referred to in text, was in the
original, "this Act", meaning Pub.L. 100-77, July
22, 1987, 101 Stat. 482, known as the Stewart B.
McKinney Homeless Assistance Act, which enact-
ed this chapter and sections 256 and 290cc-21 to
290cc-36 of this title, amended sections 254,
290bb-1a, 290bb-2, and 5302 of this title, sections
2012, 2014, 2020, and 2025 of Title 7, Agricul-
ture, sections 1205 and 1207a of Title 20, Edu-
cation, sections 1503 and 1551 of Title 29, Labor,
and section 484 of Title 40, Public Buildings,
Property, and Works, omitted section 256a of this
title, enacted provisions set out as notes under this
section and section 290aa-3 of this title and sec-
tions 2012 and 2014 of Title 7, and amended
provisions set out as notes under section 612c of
Title 7 and section 1721 of Title 29. For com-
plete classification of this Act to the Code, see

Short Title note set out under this section and
Tables.

1988 Amendment

Pub.L. 100-628 substituted "Annual program
summary" for "Audits" in the section heading
and, in text, substituted "shall annually evaluate"
for "shall evaluate" and "submit to the Congress
an annual summary of the status of each program
authorized under this chapter" for "submit a re-
port to the Congress setting forth the findings of
such evaluation, upon the expiration of the
4-month and 12-month periods beginning on July
22, 1987".

Legislative History

For legislative history and purpose of Pub.L.
100-77, see 1987 U.S.Code Cong. and Adm.News,
p. 362. See, also, Pub.L. 100-628, 1988 U.S.Code
Cong. and Adm.News, p. 4395.

LIBRARY REFERENCES

United States ¶82(3.2).
C.J.S. United States § 122.

SUBCHAPTER II—INTERAGENCY COUNCIL ON THE HOMELESS

§ 11311. Establishment

There is established in the executive branch an independent establishment to be
known as the Interagency Council on the Homeless.

(Pub.L. 100-77, Title II, § 201, July 22, 1987, 101 Stat. 486.)

HISTORICAL AND STATUTORY NOTES

Legislative History

For legislative history and purpose of Pub.L.
100-77, see 1987 U.S.Code Cong. and Adm.News,
p. 362.

LIBRARY REFERENCES

United States ¶29.
C.J.S. United States § 34 et seq.

§ 11312. Membership

(a) Members

The Council shall be composed of the following members:

- (1) The Secretary of Agriculture, or the designee of the Secretary.
- (2) The Secretary of Commerce, or the designee of the Secretary.
- (3) The Secretary of Defense, or the designee of the Secretary.
- (4) The Secretary of Education, or the designee of the Secretary.
- (5) The Secretary of Energy, or the designee of the Secretary.
- (6) The Secretary of Health and Human Services, or the designee of the Secretary.
- (7) The Secretary of Housing and Urban Development, or the designee of the Secretary.
- (8) The Secretary of the Interior, or the designee of the Secretary.
- (9) The Secretary of Labor, or the designee of the Secretary.
- (10) The Secretary of Transportation, or the designee of the Secretary.
- (11) The Secretary of Veterans Affairs, or the designee of the Secretary.
- (12) The Director of the ACTION Agency, or the designee of the Director.

(13) The Director of the Federal Emergency Management Agency, or the designee of the Director.

(14) The Administrator of General Services, or the designee of the Administrator.

(15) The Postmaster General of the United States, or the designee of the Postmaster General.

(16) The heads of such other Federal agencies as the Council considers appropriate, or their designees.

(b) Chairperson

The Council shall elect a Chairperson and a Vice Chairperson from among its members.

(c) Meetings

The Council shall meet at the call of its Chairperson or a majority of its members. The first meeting of the Council shall be held not later than 80 days after July 22, 1987.

(d) Prohibition of additional pay

Members of the Council shall receive no additional pay, allowances, or benefits by reason of their service on the Council.

(Pub.L. 100-77, Title II, § 202, July 22, 1987, 101 Stat. 486; Pub.L. 101-645, Title I, § 101, Nov. 29, 1990, 104 Stat. 4674.)

HISTORICAL AND STATUTORY NOTES

1990 Amendment

Subsec. (a)(11). Pub.L. 101-645, § 101(2), (3), redesignated par. (11) as par. (12) "The Director of the ACTION Agency, or the designee of the Director." and added par. (11) "The Secretary of Veterans Affairs, or the designee of the Secretary."

Subsec. (a)(12)-(14). Pub.L. 101-645, § 101(2), redesignated pars. (11) to (13) as pars. (12) to (14). Former par. (14) redesignated (15).

Subsec. (a)(15). Pub.L. 101-645, § 101(1), (2) struck par. (15) "The Administrator of Veterans Affairs, or the designee of the Administrator." and redesignated par. (14) as par. (15) "The Postmaster General of the United States, or the designee of the Postmaster General."

Legislative History

For legislative history and purpose of Pub.L. 100-77, see 1987 U.S. Code Cong. and Adm. News, p. 362. See, also, Pub.L. 101-645, 1990 U.S. Code Cong. and Adm. News, p. 6398.

LIBRARY REFERENCES

United States ☞ 29.

C.J.S. United States § 34 et seq.

§ 11313. Functions

(a) Duties

The Council shall—

- ✓ (1) review all Federal activities and programs to assist homeless individuals;
- ✓ (2) take such actions as may be necessary to reduce duplication among programs and activities by Federal agencies to assist homeless individuals;
- ✓ (3) monitor, evaluate, and recommend improvements in programs and activities to assist homeless individuals conducted by Federal agencies, State and local governments, and private voluntary organizations;
- ✓ (4) provide professional and technical assistance (by at least 2, but in no case more than 5, regional coordinators employed by the Council, each having responsibility for interaction and coordination of the activities of the Council within the 10 standard Federal regions) to States, local governments, and other public and private nonprofit organizations, in order to enable such governments and organizations to—

(A) interpret regulations and assist in the application process for Federal assistance, including grants;

(B) provide assistance on the ways in which Federal programs, other than those authorized under this chapter, may best be coordinated to complement the objectives of this chapter;

(C) develop recommendations and other issues in serving the homeless population;

(D) establish a schedule for biennial Council in each of the 10 standard Federal regions to provide the assistance described in subsection (a), including appropriate assistance as necessary,

(i) not less than 5 such workshops in each region, beginning in 1989; and

(ii) at least 1 such workshop in each region every 2 years, beginning in 1989; and

(5) collect and disseminate information;

(6) prepare the annual reports required by this section;

(7) prepare and distribute to States, local governments, and other public and private organizations a bulletin that describes the Federal program to assist the homeless, including current information and appropriate persons to contact in each Federal region.

(b) Authority

In carrying out subsection (a) of this section,

(1) arrange Federal, regional, State, and local developing and coordinating effective programs to assist homeless individuals; and

(2) publish a newsletter concerning Federal efforts to assist the needs of homeless individuals.

(c) Reports

(1) Within 90 days after July 22, 1987, and annually thereafter, each member of the Council shall submit to the Congress and the Council a report that—

(A) each program to assist homeless individuals and the number of homeless individuals assisted;

(B) impediments, including any statutory or regulatory barriers, to the use by homeless individuals of each such program; and

(C) efforts made by such agency to assist homeless individuals to obtain shelter, food, and such other assistance as may be necessary.

(2) The Council shall prepare and transmit annually to the Congress a report that—

(A) assesses the nature and extent of the problem of homelessness and the needs of homeless individuals;

(B) provides a comprehensive and coordinated plan of Federal Government activities for meeting the needs assessed pursuant to this section;

(C) describes the accomplishments and activities of the Federal Government, with Federal, State, and local agencies and organizations, in order to provide assistance to homeless individuals;

(D) assesses the level of Federal assistance and the problems and needs assessed pursuant to this section;

(E) specifies any recommendations of the Council for necessary legislative and administrative action to meet such needs.

(d) Notification of other Federal agencies

If, in monitoring and evaluating program activities conducted by other Federal agencies, the Council determines that a significant problem, abuse, or deficiency exists in the activity of any Federal agency, the Council shall—

(13) The Director of the Federal Emergency Management Agency, or the designee of the Director.

(14) The Administrator of General Services, or the g of the Administrator.

(15) The Postmaster General of the United States, or the designee of the Postmaster General.

(16) The heads of such other Federal agencies as the Council considers appropriate, or their designees.

(b) Chairperson

The Council shall elect a Chairperson and a Vice Chairperson from among its members.

(c) Meetings

The Council shall meet at the call of its Chairperson or a majority of its members. The first meeting of the Council shall be held not later than 30 days after July 22, 1987.

(d) Prohibition of additional pay

Members of the Council shall receive no additional pay, allowances, or benefits by reason of their service on the Council.

(Pub.L. 100-77, Title II, § 202, July 22, 1987, 101 Stat. 486; Pub.L. 101-645, Title I, § 101, Nov. 29, 1990, 104 Stat. 4674.)

HISTORICAL AND STATUTORY NOTES

1990 Amendment

Subsec. (a)(11). Pub.L. 101-645, § 101(2), (3), redesignated par. (11) as par. (12) "The Director of the ACTION Agency, or the designee of the Director." and added par. (11) "The Secretary of Veterans Affairs, or the designee of the Secretary."

Subsec. (a)(12)-(14). Pub.L. 101-645, § 101(2), redesignated pars. (11) to (13) as pars. (12) to (14). Former par. (14) redesignated (15).

Subsec. (a)(15). Pub.L. 101-645, § 101(1), (2), struck par. (15) "The Administrator of Veterans, or the designee of the Administrator." and redesignated par. (14) as par. (15) "The Postmaster General of the United States, or the designee of the Postmaster General."

Legislative History

For legislative history and purpose of Pub.L. 100-77, see 1987 U.S. Code Cong. and Adm. News, p. 362. See, also, Pub.L. 101-645, 1990 U.S. Code Cong. and Adm. News, p. 6398.

LIBRARY REFERENCES

United States § 29.

C.J.S. United States § 34 et seq.

§ 11313. Functions

(a) Duties

The Council shall—

(1) review all Federal activities and programs to assist homeless individuals;

(2) take such actions as may be necessary to reduce duplication among programs and activities by Federal agencies to assist homeless individuals;

(3) monitor, evaluate, and recommend improvements in programs and activities to assist homeless individuals conducted by Federal agencies, State and local governments, and private voluntary organizations;

(4) provide professional and technical assistance (by at least 2, but in no case more than 5, regional coordinators employed by the Council, each having responsibility for interaction and coordination of the activities of the Council within the 10 standard Federal regions) to States, local governments, and other public and private nonprofit organizations, in order to enable such governments and organizations to—

(A) interpret regulations and assist in the application process for Federal assistance, including grants;

(B) provide assistance on the ways in which Federal programs, other than those authorized under this chapter, may best be coordinated to complement the objectives of this chapter;

(C) develop recommendations and program based on regional specific iss in serving the homeless population; and

(D) establish a schedule for biennial regional workshops to be held by the Council in each of the 10 standard Federal regions to further carry out and provide the assistance described in subparagraphs (A), (B), and (C) and other appropriate assistance as necessary, of which—

(i) not less than 5 such workshops shall be held by September 30, 1989; and

(ii) at least 1 such workshop shall be held in each of the 10 Federal regions every 2 years, beginning on September 30, 1988;

(5) collect and disseminate information relating to homeless individuals;

(6) prepare the annual reports required in subsection (c)(2) of this section; and

(7) prepare and distribute to States (including State contact persons), local governments, and other public and private nonprofit organizations, a bimonthly bulletin that describes the Federal resources available to them to assist the homeless, including current information regarding application deadlines and appropriate persons to contact in each Federal agency providing the resources.

(b) Authority

In carrying out subsection (a) of this section, the Council may—

(1) arrange Federal, regional, State, and local conferences for the purpose of developing and coordinating effective programs and activities to assist homeless individuals; and

(2) publish a newsletter concerning Federal, State, and local programs that are effectively meeting the needs of homeless individuals.

(c) Reports

(1) Within 90 days after July 22, 1987, and annually thereafter, the head of each Federal agency that is a member of the Council shall prepare and transmit to the Congress and the Council a report that describes—

(A) each program to assist homeless individuals administered by such agency and the number of homeless individuals served by such program;

(B) impediments, including any statutory and regulatory restrictions, to the use by homeless individuals of each such program and to obtaining services or benefits under each such program; and

(C) efforts made by such agency to increase the opportunities for homeless individuals to obtain shelter, food, and supportive services.

(2) The Council shall prepare and transmit to the President and the Congress an annual report that—

(A) assesses the nature and extent of the problems relating to homelessness and the needs of homeless individuals;

(B) provides a comprehensive and detailed description of the activities and accomplishments of the Federal Government in resolving the problems and meeting the needs assessed pursuant to subparagraph (A);

(C) describes the accomplishments and activities of the Council, in working with Federal, State, and local agencies and public and private organizations in order to provide assistance to homeless individuals;

(D) assesses the level of Federal assistance necessary to adequately resolve the problems and meet the needs assessed pursuant to subparagraph (A); and

(E) specifies any recommendations of the Council for appropriate and necessary legislative and administrative actions to resolve such problems and meet such needs.

(d) Notification of other Federal agencies

If, in monitoring and evaluating programs and activities to assist homeless individuals conducted by other Federal agencies, the Council determines that any significant problem, abuse, or deficiency exists in the administration of the program or activity of any Federal agency, the Council shall submit a notice of the determina-

tion of the Council to the Inspector General of the Federal agency (or the head of the Federal agency, in the case of a Federal agency that has no Inspector General).

(e) **Program timetables**

Not later than 90 days after November 7, 1988, the head of each Federal agency that is a member of the Council and responsible for administering a program under this chapter shall provide to the Council a timetable regarding program funding availability and application deadlines. The Council shall furnish such information to each State (including the State contact person).

(Pub.L. 100-77, Title II, § 203, July 22, 1987, 101 Stat. 487; Pub.L. 100-628, Title VI, §§ 201-203, Nov. 7, 1988, 102 Stat. 3227, 3228.)

HISTORICAL AND STATUTORY NOTES

References in Text

This chapter, referred to in text, was in the original "this Act", meaning Pub.L. 100-77, July 22, 1987, 101 Stat. 482, known as the Stewart B. McKinney Homeless Assistance Act, which enacted this chapter and sections 256 and 290cc-21 to 290cc-36 of this title, amended sections 254, 290bb-1a, 290bb-2, and 5302 of this title, sections 2012, 2014, 2020, and 2025 of Title 7, Agriculture, sections 1205 and 1207a of Title 20, Education, sections 1503 and 1551 of Title 29, Labor, and section 484 of Title 40, Public Buildings, Property, and Works, omitted section 256a of this title, enacted provisions set out as notes under this section and section 290aa-3 of this title and sections 2012 and 2014 of Title 7, and amended provisions set out as notes under section 612c of Title 7 and section 1721 of Title 29. For complete classification of this Act to the Code, see Short Title note set out under this section and Tables.

1988 Amendment

Subsec. (a)(4). Pub.L. 100-628, § 202(1), substituted "(by at least 2, but in no case more than 5, regional coordinators employed by the Council, each having responsibility for interaction and coordination of the activities of the Council within the 10 standard Federal regions)" for "through personnel employed by the Council in each of the 10 standard Federal regions," in the provisions preceding subpar. (A).

Subsec. (a)(4)(A). Pub.L. 100-628, § 202(2), substituted "interpret regulations and assist in the application process for Federal assistance, including grants;" for "effectively coordinate and maximize resources of existing programs and activities to assist homeless individuals; and".

Subsec. (a)(4)(B). Pub.L. 100-628, § 202(2), substituted "provide assistance on the ways in which Federal programs, other than those authorized under this chapter, may best be coordinated to complement the objectives of this chapter;" for "develop new and innovative programs and activities to assist homeless individuals;".

LIBRARY REFERENCES

United States $\Leftarrow$ 29.
C.J.S. United States § 34 et seq.

§ 11314. Director and staff

(a) Director

The Council shall appoint an Executive Director who shall

under section 5316 of Title 5. The Council shall appoint an Executive Director at the first meeting of the Council held under section 11312(c) of this title.

(b) Additional personnel

With the approval of the Council, the Executive Director of the Council may appoint and fix the compensation of such additional personnel as the Executive Director considers necessary to carry out the duties of the Council.

(c) Details from other agencies

Upon request of the Council, the head of any Federal agency may detail, on a reimbursable basis, any of the personnel of such agency to the Council to assist the Council in carrying out its duties under this subchapter. Upon request of the Council, the Secretary of Health and Human Services shall detail, on a reimbursable basis, any of the personnel of the Department of Health and Human Services who have served the Federal Task Force on the Homeless of the Department to assist the Council in carrying out its duties under this subchapter.

(d) Administrative support

The Secretary of Housing and Urban Development shall provide the Council with such administrative and support services as are necessary to ensure that the Council carries out its functions under this subchapter in an efficient and expeditious manner.

(e) Experts and consultants

With the approval of the Council, the Executive Director of the Council may procure temporary and intermittent services under section 3109(b) of Title 5.

(Pub.L. 100-77, Title II, § 204, July 22, 1987, 101 Stat. 488.)

HISTORICAL AND STATUTORY NOTES

Legislative History

For legislative history and purpose of Pub.L. 100-77, see 1987 U.S. Code Cong. and Adm. News, p. 362.

LIBRARY REFERENCES

United States $\Leftarrow$ 29.
C.J.S. United States § 34 et seq.

§ 11315. Powers

(a) Meetings

For the purpose of carrying out this subchapter, the Council may hold such meetings, and sit and act at such times and places, as the Council considers appropriate.

(b) Delegation

Any member or employee of the Council may, if authorized by the Council, take any action that the Council is authorized to take in this subchapter.

(c) Information

The Council may secure directly from any Federal agency such information as may be necessary to enable the Council to carry out this subchapter. Upon request of the Chairperson of the Council, the head of such agency shall furnish such information to the Council.

(d) Donations

The Council may accept, use, and dispose of gifts or donations of services or property.

(e) Mails

The Council may use the United States mails in the same manner and under the

Continuity

Legislative History

For legislative history and purpose of Pub.L. 100-77, see 1987 U.S. Code Cong. and Adm. News, p. 362.

LIBRARY REFERENCES

United States $\Leftarrow$ 29.
C.J.S. United States $\S$ 34 et seq.

$\S$ 11316. Transfer of functions

(a) Transfers from HHS Task Force

The Council shall be the successor to the Federal Task Force on the Homeless of the Department of Health and Human Services. The property, records, and undistributed program funds of the Task Force shall be transferred to the Council.

(b) Termination of HHS Task Force

The Secretary of Health and Human Services shall terminate the Federal Task Force on the Homeless of the Department of Health and Human Services as soon as practicable following the first meeting of the Council.

(Pub.L. 100-77, Title II, $\S$ 206, July 22, 1987, 101 Stat. 489.)

HISTORICAL AND STATUTORY NOTES

Legislative History

For legislative history and purpose of Pub.L. 100-77, see 1987 U.S. Code Cong. and Adm. News, p. 362.

LIBRARY REFERENCES

United States $\Leftarrow$ 29.
C.J.S. United States $\S$ 34 et seq.

$\S$ 11317. Definitions

For purposes of this subchapter:

(1) The term "Council" means the Interagency Council on the Homeless established in section 11311 of this title.

(2) The term "Federal agency" has the meaning given the term "agency" in section 551(1) of Title 5.

(Pub.L. 100-77, Title II, $\S$ 207, July 22, 1987, 101 Stat. 489.)

HISTORICAL AND STATUTORY NOTES

Legislative History

For legislative history and purpose of Pub.L. 100-77, see 1987 U.S. Code Cong. and Adm. News, p. 362.

LIBRARY REFERENCES

United States $\Leftarrow$ 29.
C.J.S. United States $\S$ 34 et seq.

$\S$ 11318. Authorization of appropriations

There are authorized to be appropriated to carry out this subchapter \$1,500,000 for fiscal year 1993 and \$1,563,000 for fiscal year 1994.

(Pub.L. 100-77, Title II, $\S$ 208, July 22, 1987, 101 Stat. 489; Pub.L. 100-628, Title II, $\S$ 204, Nov. 7, 1988, 102 Stat. 3228; Pub.L. 101-645, Title I, $\S$ 102, Nov. 29, 1990, 104 Stat. 4674; Pub.L. 102-550, Title XIV, $\S$ 1421, Oct. 28, 1992, 106 Stat. 4043.)

HISTORICAL AND STATUTORY NOTES

1990 Amendment

Pub.L. 101-645 substituted appropriations authorization "\$1,200,000 for year 1991 and \$1,000,000 for fiscal year 1992" for "\$1,100,000 for fiscal year 1989 and \$1,200,000 for fiscal year 1990".

1988 Amendment

Pub.L. 100-628 substituted "\$1,100,000 for fiscal year 1989 and \$1,200,000 for fiscal year 1990" for "\$200,000 for fiscal year 1987 and \$2,500,000 for fiscal year 1988".

LIBRARY REFERENCES

United States $\Leftarrow$ 29.
U.S. United States $\S$ 34 et seq.

$\S$ 11319. Termination

The Council shall cease to exist, and the requirements of this subchapter shall terminate, October 1, 1994.

(Pub.L. 100-77, Title II, $\S$ 209, July 22, 1987, 101 Stat. 489; Pub.L. 100-628, Title II, $\S$ 205, Nov. 7, 1988, 102 Stat. 3228; Pub.L. 101-402, $\S$ 2, Oct. 1, 1990, 104 Stat. 866; Pub.L. 101-645, Title I, $\S$ 102, Nov. 29, 1990, 104 Stat. 4675; Pub.L. 102-550, Title XIV, $\S$ 1422, Oct. 28, 1992, 106 Stat. 4043.)

HISTORICAL AND STATUTORY NOTES

1990 Amendment

Pub.L. 101-645 extended termination date to October 1, 1992 from Oct. 31, 1990.

Pub.L. 101-402 substituted "October 31, 1990" for "October 1, 1990".

1988 Amendment

Pub.L. 100-628 substituted "on October 1, 1990" for "upon the expiration of the 3-year period beginning on July 22, 1987".

Effective Date of 1992 Amendments

Except as otherwise provided, amendment by Pub.L. 102-550 effective Oct. 28, 1992, see section 1421 of Pub.L. 102-550, set out as a note under section 5301 of this title.

Effective Date of 1990 Amendment

Amendment by Pub.L. 101-402 to be deemed to have taken effect as if such law had been enacted on September 29, 1990, see section 1(a) of Pub.L. 101-494, set out as a note under section 11319 of Title 12, Banks and Banking.

Temporary Extension of Council

Pub.L. 101-494, $\S$ 3, Oct. 31, 1990, 104 Stat. 4674 provided that:

United States $\Leftarrow$ 29.
C.J.S. United States $\S$ 34 et seq.

$\S$ 11320. Encouragement of State involvement

(a) State contact persons

Each State shall designate an individual to serve as a State contact person for the purpose of receiving and disseminating information and communications received

Effective Date of Amendments

Except as otherwise provided, amendment by Pub.L. 102-550 effective Oct. 28, 1992, see section 2 of Pub.L. 102-550, set out as a note under section 5301 of this title.

Legislative History

For legislative history and purpose of Pub.L. 100-77, see 1987 U.S. Code Cong. and Adm. News, p. 362. See, also, Pub.L. 100-628, 1988 U.S. Code Cong. and Adm. News, p. 4395; Pub.L. 101-645, 1990 U.S. Code Cong. and Adm. News, p. 6398; Pub.L. 102-550, 1992 U.S. Code Cong. and Adm. News, p. 3281.

"(a) Extension.—If upon enactment of this Act, section 209 of the Stewart B. McKinney Homeless Assistance Act (42 U.S.C. 11319) [this section] provides for the termination of the Interagency Council on the Homeless on October 31, 1990, then notwithstanding such section, the Interagency Council on the Homeless shall cease to exist, and the requirements of title II of the Stewart B. McKinney Homeless Assistance Act shall terminate, on November 30, 1990.

"(b) Limitations.—If upon enactment of this Act such section 209 provides for termination of the Council (referred to in subsection (a)) on a date other than October 31, 1990, this section shall not apply. This section shall not apply with respect to any amendment to section 209 of the Stewart B. McKinney Homeless Assistance Act [this section] made after the date of the enactment of this Act [Oct. 31, 1990]."

Legislative History

For legislative history and purpose of Pub.L. 100-77, see 1987 U.S. Code Cong. and Adm. News, p. 362. See, also, Pub.L. 100-628, 1988 U.S. Code Cong. and Adm. News, p. 4395; Pub.L. 101-645, 1990 U.S. Code Cong. and Adm. News, p. 6398; Pub.L. 102-550, 1992 U.S. Code Cong. and Adm. News, p. 3281.

LIBRARY REFERENCES

United States $\Leftarrow$ 29.
C.J.S. United States $\S$ 34 et seq.

from the Council, including the bimonthly bulletin described in section 11813(a)(7) of this title.

(b) **State interagency councils and lead agencies**

Each State is encouraged to establish a State interagency council on the homeless or designate a lead agency for the State for the purpose of assuming primary responsibility for coordinating and interacting with the Council and State and local agencies as necessary.

(Pub.L. 100-77, Title II, § 210, as added Pub.L. 100-628, Title II, § 206(a), Nov. 7, 1988, 102 Stat. 3229.)

HISTORICAL AND STATUTORY NOTES

Legislative History

For legislative history and purpose of Pub.L. 100-628, see 1988 U.S. Code Cong. and Adm. News, p. 4395.

SUBCHAPTER III—FEDERAL EMERGENCY MANAGEMENT FOOD AND SHELTER PROGRAM

PART A—ADMINISTRATIVE PROVISIONS

§ 11331. Emergency Food and Shelter Program National Board

(a) **Establishment**

There is established to carry out the provisions of this subchapter the Emergency Food and Shelter Program National Board. The Director of the Federal Emergency Management Agency shall constitute the National Board in accordance with subsection (b) of this section in administering the program under this subchapter.

(b) **Members**

The National Board shall consist of the Director and 6 members appointed by the Director. The initial members of the National Board shall be appointed by the Director not later than 30 days after July 22, 1987. Each such member shall be appointed from among individuals nominated by 1 of the following organizations:

- (1) The United Way of America.
- (2) The Salvation Army.
- (3) The National Council of Churches of Christ in the U.S.A.
- (4) Catholic Charities U.S.A.
- (5) The Council of Jewish Federations, Inc.
- (6) The American Red Cross.

(c) **Chairperson**

The Director shall be the Chairperson of the National Board.

(d) **Other activities**

Except as otherwise specifically provided in this subchapter, the National Board shall establish its own procedures and policies for the conduct of its affairs.

(e) **Transfers from previous National Board**

Upon the appointment of members to the National Board under subsection (b) of this section—

- (1) the national board constituted under the emergency food and shelter program established pursuant to section 101(g) of Public Law 99-500 or Public Law 99-591 shall cease to exist; and
- (2) the personnel, property, records, and undistributed program funds of such national board shall be transferred to the National Board.

HISTORICAL AND STATUTORY NOTES

References in Text

Section 101(g) of Public Law 99-500 or Public Law 99-591, referred to in subsec. (e)(1), is section 101(g) of Pub.L. 99-500, Oct. 18, 1986, 100 Stat. 1783-242 and Pub.L. 99-591, Oct. 30, 1986, 100 Stat. 3341-242, which appropriated amounts as necessary for programs, projects, or activities provided for in H.R. 5313, the Department of Housing and Urban Development-Independent Agencies Appropriations Act, 1987, to the extent

and in the manner provided for in the conference report and joint explanatory statement of the committee of conference (House Report 99-977) as filed in the House of Representatives, Oct. 7, 1986, as if enacted into law.

Legislative History

For legislative history and purpose of Pub.L. 100-77, see 1987 U.S. Code Cong. and Adm. News, p. 362.

LIBRARY REFERENCES

United States § 29.

C.J.S. United States § 34 et seq.

§ 11332. Local boards

(a) **Establishment**

Each locality designated by the National Board shall constitute a local board for the purpose of determining how program funds allotted to the locality will be distributed. The local board shall consist, to the extent practicable, of representatives of the same organizations as the National Board, except that the mayor or other appropriate heads of government will replace the Federal members. The chairperson of the local board shall be elected by a majority of the members of the local board. Local boards are encouraged to expand participation of other private nonprofit organizations on the local board, and except that each local board administering program funds for a locality within which is located a reservation (as such term is defined in section 1452(d) of Title 25), or a portion thereof, shall include a board member who is a member of an Indian tribe (as such term is defined in section 5302(a)(17) of this title).

(b) **Responsibilities**

Each local board shall—

- (1) determine which private nonprofit organizations or public organizations of the local government in the individual locality shall receive grants to act as service providers;
- (2) monitor recipient service providers for program compliance;
- (3) reallocate funds among service providers;
- (4) ensure proper reporting; and
- (5) coordinate with other Federal, State, and local government assistance programs available in the locality.

(Pub.L. 100-77, Title III, § 302, July 22, 1987, 101 Stat. 490; Pub.L. 101-645, Title II, § 202(a), Nov. 29, 1990, 104 Stat. 4675.)

HISTORICAL AND STATUTORY NOTES

1990 Amendment

Subsec. (a). Pub.L. 101-645 inserted in the second sentence "The local board . . ." preceding the period the except clause: ", and except that each local board administering program funds for a locality within which is located a reservation (as such term is defined in section 1452(d) of Title 25), or a portion thereof, shall include a board member who is a member of an Indian tribe (as such term is defined in section 5302(a)(17) of this title)."

Shelter Program whose membership shall include a member of an Indian tribe by reason of the amendment made by subsection (a) [amending subsec. (a) of this section] shall comply with the requirement made by such amendment not later than the expiration of the 30-day period beginning on the date of the enactment of this Act [Nov. 29, 1990]."

Legislative History

For legislative history and purpose of Pub.L.

EXECUTIVE ORDER
- - - - -**FEDERAL PLAN TO BREAK THE CYCLE OF HOMELESSNESS**

By the authority vested in me as President by the Constitution and the laws of the United States of America, including title II of the Stewart B. McKinney Homeless Assistance Act, as amended (42 U.S.C. 11311-11320), and section 301 of title 3, United States Code, and in order to provide for the streamlining and strengthening of the Nation's efforts to break the cycle of homelessness, it is hereby ordered as follows:

Section 1. Federal member agencies acting through the Interagency Council on the Homeless, established under title II of the Stewart B. McKinney Homeless Assistance Act, shall develop a single coordinated Federal plan for breaking the cycle of existing homelessness and for preventing future homelessness.

Sec. 2. The plan shall recommend Federal administrative and legislative initiatives necessary to carry out the plan and shall include a proposed schedule for implementing administrative initiatives and transmitting any necessary legislative proposals to the Congress. These initiatives and legislative proposals shall identify ways to streamline and consolidate, when appropriate, existing programs designed to assist homeless individuals and families.

Sec. 3. The plan shall make recommendations on how our funding programs can be redirected, if necessary, to provide links between housing, support, and education services and to promote coordination and cooperation among grantees, local housing and support service providers, school districts, and advocates for homeless individuals and families. The plan shall also provide recommendations for the development of a national database of homeless individuals and families.

... provide information on ways to encourage and support creative approaches and cost-effective, local efforts to break the cycle of existing homelessness and prevent future

homelessness, including tying current homeless assistance programs to permanent housing assistance, local housing affordability strategies, or employment opportunities.

Sec. 4. To the extent practicable, the Council shall consult with representatives of State and local governments (including education agencies), nonprofit providers of services and housing for homeless individuals and families, advocates for homeless individuals and families, currently and formerly homeless individuals and families, and other interested parties.

Sec. 5. The Council shall submit the plan to the President no later than 9 months after the date of this order.

William Clinton

THE WHITE HOUSE,
May 19, 1993.

THE WHITE HOUSE

EXECUTIVE ORDER

FEDERAL PLAN TO BREAK THE CYCLE OF HOMELESSNESS

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Section 4. To the extent practicable, the Council shall consult with representatives of State and local governments (including education agencies), nonprofit providers of services and housing for homeless individuals and families, advocates for homeless individuals and families, currently and formerly homeless individuals and families, and other interested parties.

Section 5. The Council shall submit the plan to the President no later than 9 months after the date of this order.

WILLIAM J. CLINTON

THE WHITE HOUSE, May 19, 1993

The White House
Washington

FAX COVER SHEET

OFFICE OF DOMESTIC POLICY

Old Executive Office Building
Washington, DC 20500
FAX: (202) 456-7028

TO: Carol Pascoe

FAX No. 7878

FROM: SD Cook PHONE: 6402

DATE: ~~11/20~~ 11/7/94

NUMBER OF PAGES (Including cover sheet) 8

COMMENTS:

As per our discussion
Suzanne



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

MEMORANDUM FOR:

SECRETARY HENRY CISNEROS
SECRETARY DONNA SHALALA
SECRETARY JESSE BROWN

FROM:

Carol Rasco
Leon E. Panetta

SUBJECT:

Review of Homeless Assistance

Attached is a package prepared by OMB and DPC to facilitate discussion at the December 17 review of homeless programming and funding in the FY 1995 budget. We will report the conclusions of that discussion to the President to assist him in making final budget decisions next week.

Package Contents. The discussion paper (Attachment 1) describes the distribution of funding by agency; guiding principles; and potential options for reallocation of resources. Attachment 2 describes key issues relating to mainstream programs. Following the text (Attachment 3) is a set of tables and charts.

FY 1992-94 charts. The charts following the text summarize FY 1992-95 budget information for homeless programs: (1) growth of homeless funding from FY 1992-94; (2) composition of total FY 1994 homeless funding by agency; and (3) composition of FY 1994 McKinney Act funding by agency. These charts illustrate two key trends:

- Overall growth in homeless funding. FY 94 funding for all homeless programs (including both McKinney and non-McKinney programs) increased by about 25 percent relative to FY 1993 enacted. The FY 1994 McKinney Act programs alone increased by about 29 percent relative to FY 1993.
- Growth in HUD share of homeless budget. HUD had about 62 percent of the total FY 1994 homeless funding. HUD had almost 69 percent of the FY 1994 McKinney Act funding. In 1993 HUD had 55 percent of the total homeless funding and 62 percent of the McKinney funding.

Tables will be distributed at the meeting describing FY 1995 agency requests and preliminary decisions for homeless programs.

Thank you. We look forward to seeing you on Friday.

HOMELESS ASSISTANCE CROSSCUT

Although homeless assistance was not designated as a distinct area for crosscut review as part of the FY 95 budget process, the Interagency Council on the Homeless (ICH), in conjunction with the Domestic Policy Council, is in the process of preparing a comprehensive review of homeless assistance, as mandated in the President's March 1993 executive order. Because this review is due to be completed after FY 95 President's budget decisions have been made, the DPC and ICH have been asked to lead a crosscutting review to inform FY 1995 budget decisions in this area.

The purposes of this review are to explore options for: (1) possible changes in the existing structure of programs affecting the homeless; and (2) potential reallocation of resources across agencies.

Scope of Analysis

This crosscut includes Federal *discretionary* programs that are specifically targeted to homeless families and individuals, and are designed to break the cycle of existing homelessness and prevent future homelessness. These programs total over \$1.3 billion in FY 94 budget authority. Most of the targeted homeless programs are part of the 1987 Stewart B. McKinney Homeless Assistance Act, which authorized a broad range of homeless assistance in several agencies. This crosscut also includes a number of non-McKinney discretionary programs that are targeted to homeless persons.

Mainstream Federal programs also aid the homeless. These include programs providing direct income support such as Food Stamps and AFDC as well as Community Development Block Grants. Although data are lacking, mainstream Federal programs may provide more aid to the homeless than discretionary spending for the homeless. Increasing access and priority for the homeless to mainstream programs may have great potential for reducing or mitigating homelessness. (*See attachment for discussion of issues related to mainstream programs*).

The estimated value of surplus Federal equipment, food, and real property donated to homeless providers also is significant, totalling over \$100 million in 1992.

Excluded from this analysis are other relevant Federal policies, such as those affecting rates of and treatment for substance abuse, access to health care, and care for the mentally ill.

Distribution by Agency

Agencies with one or more homeless programs include HUD, HHS, FEMA, Veterans Affairs, Education, and Labor. HUD and HHS account for the largest share of funds. Based on FY 94 enacted budget authority, major agency contributions are as follows: *(see attached table for funding for each program by agency)*

- HUD programs represent 62 percent of the \$1.3 billion;
- HHS programs represent 17 percent;
- FEMA emergency food and shelter program accounts for 10 percent; and
- All other agency programs combined account for 11 percent.

The specific types of assistance offered within the crosscut vary by agency:

- HUD's programs provide a broad range of specialized housing assistance and services for homeless people, including emergency shelter, transitional housing and support services, and permanent housing for homeless people with disabilities.
- HHS programs mainly provide services to the mentally ill homeless and those with alcohol/substance abuse problems.
- Other agencies specialize with respect to the groups of homeless they target or the types of services they provide. For example, Education largely serves the educational needs of both homeless children and adults; FEMA provides emergency food and shelter; Veterans Affairs targets its assistance to veterans; Labor programs are focused on job training.

Some Guiding Principles

The overall goals of Federal assistance are to break the cycle of existing homelessness and prevent future homelessness. To achieve these ambitious goals, it may be necessary to re-think the way we distribute funding (both within and between agencies), as well as to redesign the programs themselves. Activities demonstrating high potential for productive use of funds should receive higher priority.

The following principles are proposed for discussion as a possible basis for setting Federal assistance priorities:

- *Principle 1: Supplementing local and State efforts.* Federal resources should supplement rather than replace local and State efforts. The varied incidence and

character of homelessness suggests that communities must have the primary responsibility for devising solutions.

- *Principle 2: Assisting homeless people through a continuum of care.* Assistance should not be provided through a set of discrete programs, but through a comprehensive system that links emergency shelter to transitional housing to permanent housing. The system should not warehouse the homeless but move them as soon as practical either to independence or, if necessary, into permanent supported housing.
- *Principle 3: Combining support services with shelter.* While people are in the homeless system and as they reestablish their independence, they should receive packages of services appropriate to their varied needs. Given the multiple problems contributing to homelessness, shelter and transitional housing assistance must generally be combined with other services. On the other hand, the combination of assistance given to the homeless should not be so generous or unconditioned that it draws people into the shelter system who otherwise would manage on their own or would be served in mainstream programs.
- *Principle 4: Linking homeless and mainstream assistance.* Homeless assistance should be linked with mainstream programs providing services and income support. Access to mainstream assistance can prevent many instances of homelessness and should be a key component of the continuum of care model described in Principle 2.
- *Principle 5: Coordinating at the local level to ensure that all parties (states, units of local government, residents, private sector, non-profits, etc.) have a role in setting priorities and determining use of Federal resources.* Effective use of scarce resources requires strategic planning to set priorities and needs, and to allocate resources accordingly. Federal programs should be designed in a way that requires local coordination.
- *Principle 6: Coordinating across Federal agencies engaged in similar activities.* To the extent feasible, Federal programs should be consolidated to reduce the number of discrete Federal programs with the same or overlapping goals. This would reduce administrative complexity and thus facilitate effective State/local use of Federal resources.
- *Principle 7: Increasing knowledge about how best to address homelessness.* By supporting increased data collection, research, demonstration, and evaluation, Federal programs can contribute to a better understanding of how homelessness arises, what current approaches are most effective in reducing homelessness, and how to improve the design of programs and policies.

Some Options

The following options for restructuring Federal homeless programs are intended to be consistent with the principles listed above:

- *Option 1: Reduce the number of small, discrete programs through consolidation.*

PROS: Consolidation would potentially provide States and communities with greater flexibility to design approaches that are best suited to the nature of the problem in each locality. If shelter programs and services and transitional housing programs were consolidated into a single formula block grant program, communities could more easily shift resources between emergency shelters and other forms of assistance. A formula grant approach would reduce the uncertainty and high overhead associated with competition for limited grant funds.

CONS: It may prove very difficult to develop a block grant allocation formula that distributes funds in proportion to local need. A block grant may be viewed as an open-ended entitlement that would serve to further institutionalize a separate "industry" of homeless providers. A block grant provides limited means of ensuring accountability and tying future assistance to performance.

- *Option 2: Reduce the number of small, discrete programs in favor of priority within and increased access to mainstream assistance programs.*

PROS: HHS and DOL are among the agencies taking this approach. HUD currently gives homeless families priority for assisted housing. Funding similar services through separate channels duplicates administration and increases complexity. Relatively small adjustments to priorities within mainstream programs can have a large dollar impact. Drawing the homeless into mainstream social programs may reduce their economic isolation and social stigmatization.

CONS: If mainstream programs were responsive to homeless individuals in the first place, separate services approaches would not be needed. Even if the homeless are given increased priority and special access, it may be difficult to track what share of a broader program's resources are directed to the homeless. To homeless advocates, it will appear that Federal support for the homeless is being reduced.

- *Option 3: Shift Federal emphasis from open-ended subsidies to temporary concentrated support for innovative continuum of care community programs.*

PROS: The Federal government's most appropriate role in helping communities deal with an essentially local problem may be in supporting and forcing the pace of innovation. Resources can be directed at the most promising locally supported models, thus concentrating resources rather than spreading them by formula over a large number of places. This is the approach taken by HUD's Innovative Homeless Initiatives program. By demonstrating to others what works, concentrated Federal assistance to a smaller number of communities can have a wider impact on program designs. By avoiding open-ended commitments, it can reinforce local and State responsibility for solutions. By emphasizing a continuum of care approach, it can discourage warehousing and encourage transitions to independence by those who can potentially support themselves.

CONS: Homeless providers and shelter operators may prefer an open-ended commitment of operating subsidies to temporary support. Some communities that would receive assistance under either a formula or scatter-shot competitive grant approach would lose Federal assistance under a concentrated demonstration approach. Some States and communities may argue that they need permanent Federal support given the scale of homelessness in their areas.

HOMELESS ISSUES RELATED TO MAINSTREAM PROGRAMS

The Federal homeless assistance tracking table does not include mainstream (non homeless-specific) programs, primarily because there is little information on the use of these programs by homeless persons. However, it is likely that Federal mainstream programs have the potential to exceed the \$1.3 billion in funding currently provided for homeless-specific programs. The 1992 Annual Report of the Interagency Council on the Homeless noted that although in many cases only a small portion of the funding for each of the mainstream Federal programs assists homeless persons, a much larger portion goes to help those at risk.

Examples of mainstream programs - The following examples illustrate the potential funding available through mainstream programs, as well as some of the difficulties in using these resources.

- Food Stamp Program. This program, administered by the Food and Nutrition Service (FNS) of the Department of Agriculture, provides over \$20 billion annually to supplement the food purchasing power of low-income individuals, including homeless persons and families, in the form of food stamps. The Program serves over 30 million people annually, but USDA does not routinely collect information on the portion who are homeless. In 1988, the FNS conducted an evaluation of provisions that allow homeless persons to exchange their food stamps for prepared meals. Although virtually all homeless are probably eligible for food stamps, the *Prepared Meals Provision Evaluation* estimated that only 18 percent of homeless persons in cities of 100,000 or more who were using homeless meal or shelter services were receiving food stamp benefits at the time the study was conducted.¹ This evaluation also reported that many food and shelter providers did not accept food stamps in exchange for prepared meals.

Despite the difficulty in making food stamps available to homeless persons, access to food stamps has been enhanced by program regulations that specify that it is not necessary to have a fixed address or to have resided in a city or county for a certain period of time, and that households in which all members receive AFDC or Supplemental Security Income are automatically eligible.

- Community Development Block Grants (CDBG). This HUD program provides over \$4 billion in annual grants to states and cities for community development activities, such as housing rehabilitation, public facilities improvements, public services, and economic development. Activities must meet at least one of three national objectives:

¹ Urban Institute and Chapman Associates, *Feeding the Homeless: Does the Prepared Meals Provision Help?* (USDA, Food and Nutrition Service: October 1990).

benefitting low- and moderate-income persons; eliminating slums or blight; or meeting urgent community development needs. HUD assumes that homeless persons are low- and moderate-income, thus enabling grantees to use CDBG to help homeless persons without any documentation of their incomes. CDBG can be a major local resource for assisting the homeless because funds can be used flexibly to provide housing and support services, and can be used to meet the matching requirements of HUD and other Federal homeless programs.

Community statements of projected use of CDBG funds show that 190 communities proposed to use about \$70 million in FY 1990 funds for homeless activities. Of the \$70 million, more than half was directed to shelter acquisition and rehabilitation. More than one-half of the large city funds budgeted for homeless assistance is provided to New York City.

- Job Training Partnership Act (JTPA). JTPA is the nation's major job training program for the economically disadvantaged, providing over \$2.5 billion to serve almost one million persons annually. The program does not require special projects for homeless persons, but homeless persons are eligible. According the DoL, in 1990 approximately 7,000 homeless adults and youths (almost 2% of the total population served) received JTPA assistance. Recent JTPA reforms have established homeless persons as a target group for services. This targeting of the program has called into question the need for a separate homeless-specific job-training program outside of JTPA.

Program and Policy Issues - As noted in the planning principles, mainstream programs may play a key role in meeting the goal of reducing the number of homeless Americans and reducing future homelessness. However, their role in Federal homeless policy is not clear. The following questions/issues still need to be addressed:

- Despite efforts to provide homeless access to mainstream programs, Federal assistance to homeless families and individuals is still viewed in terms of the homeless-specific (in most cases McKinney Act) appropriations. The Federal commitment to the homeless is often measured in terms of the dollars for targeted homeless funding despite the fact that relatively small adjustments to priorities within mainstream programs can have a large dollar impact.
- Access to mainstream programs is a complex function of program rules, local administration, information, and the willingness of the homeless to use services if and when offered.
- Some mainstream assistance programs (e.g., CDBG) are viewed by communities as Federal revenue-sharing, and many communities resist targeting of these programs to the homeless.

29 After
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Chris Edley

2 different screens

Welfare	HUD
Entitlement	discretionary
side of budget	side of budget

all a search
4 revenue
showing latest status
\$100M
\$300M
HUD is charged with
families / 194 men /
children / facilities
disposal / have
plans for
2 sites

Neither substantial increase
of Homeless by HUD

HHF
Health Services
by 95
everyone with health ins.
expand community health

by 40%

Notion: consolidated grant program
- a little at variance
getting more mainstream

Manufacturing
Shelters - place
to stay
housing
linked
w/ services

What's best way to put programatically
in 95? Demonstrate

Ables

program / HHF - 4 Homeless

mentally ill people
integrated SVL piece
link housing etc. in community

HUD's Resp 5027 (McKinney) Programs

\$530M spent '93

823M '95

194 Budget

under existing people
have 3 apply 5 diff plans
= not yet

asked Cong. this yr. / govt \$100M to urban

amended - 25M - 2B used innovation for
75M - future where we can make
a difference in whether way

more money
into
perm
housing
more
achievement
we comp to
reduce the
number of
homeless

TARGETED HOMELESS ASSISTANCE PROGRAMS 1/

ATTACHMENT 3

(Dollars in millions)

	FY 1992		FY 1993		FY 1994				
	Actual		Actual		Pres. Budget		Enacted		% change BA
	BA	OL	BA	OL	BA	OL	BA	OL	FY 93-94
McKinney Act Programs									
Housing and Urban Development.....	450.0	151.1	571.6	190.0	952.9	250.4	822.7	258.2	44.0%
Health and Human Services.....	138.3	141.7	135.6	133.0	135.5	131.0	140.3	138.6	3.5%
Federal Emergency Management Agency....	134.0	134.0	129.0	129.0	123.0	123.0	130.0	130.0	0.8%
Veterans Affairs.....	33.0	33.0	44.5	44.5	51.7	51.7	55.4	51.7	24.5%
Education.....	34.8	18.0	34.4	30.6	35.5	33.9	35.1	33.7	1.9%
Labor.....	9.3	12.8	12.5	7.9	12.5	11.4	12.5	11.4	---
Interagency Council on the Homeless 4/.....	<u>1.1</u>	<u>1.3</u>	<u>0.9</u>	<u>0.9</u>	<u>0.9</u>	<u>0.9</u>	---	---	-100.0%
Subtotal, McKinney Act Programs.....	800.4	491.9	928.4	535.8	1,312.0	602.3	1,196.0	623.7	28.8%
Non-McKinney Act Programs									
Health and Human Services.....	87.8	80.2	85.9	86.4	85.9	86.0	87.3	86.4	1.6%
USDA.....	32.0	32.0	32.0	32.0	32.0	32.0	40.0	40.0	25.0%
Housing and Urban Development.....	165.6	---	19.1	2.0	---	10.5	---	10.5	-100.0%
Veterans Affairs.....	<u>3.0</u>	<u>3.0</u>	<u>2.4</u>	<u>2.4</u>	<u>2.5</u>	<u>2.5</u>	<u>10.5</u>	<u>10.5</u>	337.5%
Subtotal, Non-McKinney Act Programs....	288.4	115.2	139.5	122.8	120.4	131.0	137.8	147.4	-1.2%
TARGETED HOMELESS TOTAL	<u>1,088.8</u>	<u>607.1</u>	<u>1,067.9</u>	<u>658.6</u>	<u>1,432.4</u>	<u>733.3</u>	<u>1,333.8</u>	<u>771.1</u>	<u>24.9%</u>

December 9, 1993

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Worksheet A

TARGETED HOMELESS ASSISTANCE PROGRAMS 1/

(Dollars in millions)

	FY 1992		FY 1993		FY 1994			
	Actual		Actual		Pres. Budget		Enacted	
	BA	OL	BA	OL	BA	OL	BA	OL
MCKINNEY ACT PROGRAMS								
HUD								
HUD: Supportive Housing	150.0	69.4	150.0	85.0	320.0	101.0	334.0	109.8
HUD: Shelter Plus Care.....	110.5	---	266.6	10.0	273.7	43.2	123.7	40.2
HUD: Section 8 SRO.....	105.0	7.3	105.0	20.0	107.8	25.5	150.0	25.5
HUD: Emergency Shelter Grants.....	73.2	71.0	50.0	70.0	51.4	57.7	115.0	67.3
HUD: Supplemental Assistance (SAFAH).....	11.3	3.4	---	5.0	---	8.0	---	8.0
HUD: Innovative Homeless Initiatives Program.....	---	---	---	---	200.0	15.0	100.0	7.5
HUD: Homeless Assistance Grants.....	---	---	---	---	---	---	---	---
HUD Subtotal.....	450.0	151.1	571.6	190.0	952.9	250.4	822.7	258.2
FEMA								
FEMA: Emergency Food and Shelter	134.0	134.0	129.0	129.0	123.0	123.0	130.0	130.0
HHS								
HHS: Health Care for the Homeless	56.0	49.3	58.0	53.9	58.0	56.6	63.0	61.0
HHS: Mental Health Svc Block Grant/PATH	30.0	30.2	29.5	29.5	29.5	29.5	29.5	29.5
HHS: Substance Abuse/Mental Illness Demos	21.8	22.1	21.4	21.9	21.4	21.9	21.4	21.9
HHS: Family Support Ctrs. (Research Demo).....	5.5	1.0	6.9	3.0	6.9	3.0	7.4	7.2
HHS: Emergency Community Services.....	<u>25.0</u>	<u>39.1</u>	<u>19.8</u>	<u>24.7</u>	<u>19.8</u>	<u>20.0</u>	<u>19.0</u>	<u>19.0</u>
HHS Subtotal.....	138.3	141.7	135.6	133.0	135.5	131.0	140.3	138.6
Department of Labor								
DOL: Job Training.....	9.3	12.8	12.5	7.9	12.5	11.4	12.5	11.4
Veterans Reintegration Project (non-add).....	{1.4}	{1.9}	{5.1}	{3.2}	{5.1}	{4.6}	{5.1}	{4.6}
Department of Education								
DoEd: Homeless Children Education Grants.....	25.0	10.3	24.8	21.8	25.5	24.7	25.5	24.6
DoEd: Adult Literacy.....	<u>9.8</u>	<u>7.6</u>	<u>9.6</u>	<u>8.8</u>	<u>10.0</u>	<u>9.2</u>	<u>9.6</u>	<u>9.2</u>
DoEd Subtotal.....	34.8	18.0	34.4	30.6	35.5	33.9	35.1	33.7

TARGETED HOMELESS ASSISTANCE PROGRAMS 1/

(Dollars in millions)

	FY 1992		FY 1993		FY 1994			
	Actual		Actual		Pres. Budget		Enacted	
	BA	OL	BA	OL	BA	OL	BA	OL
Dept. of Veterans Affairs								
VA: Chronically Mentally Ill Veterans 3/.....	16.5	16.5	22.2	22.2	28.3	28.3	28.3	28.3
VA: Domiciliary Care 3/.....	<u>16.5</u>	<u>16.5</u>	<u>22.3</u>	<u>22.3</u>	<u>23.4</u>	23.4	27.1	23.4
VA Subtotal.....	33.0	33.0	44.5	44.5	51.7	51.7	55.4	51.7
Interagency Council on the Homeless 4/.....	<u>1.1</u>	<u>1.3</u>	<u>0.9</u>	<u>0.9</u>	<u>0.9</u>	<u>0.9</u>	==	==
Subtotal, McKinney Act Programs.....	800.4	491.9	928.4	535.8	1,312.0	602.3	1,196.0	623.7
NON-MCKINEY ACT PROGRAMS								
HHS: Community Support Program	24.9	21.2	24.4	24.4	24.4	24.4	24.4	24.4
HHS: Runaway & Homeless Youth Program.....	35.7	34.7	35.1	35.0	35.1	35.2	36.1	35.4
HHS: Runaway & Homeless Youth: Drugs	15.2	12.6	14.6	15.0	14.6	14.6	14.6	14.6
HHS: Runaway Youth/Transitional Living.....	12.0	11.7	11.8	12.0	11.8	11.8	12.2	12.0
HUD: HUD-VA Supported Housing 5/.....	17.9	---	19.1	2.0	---	8.0	---	8.0
HUD: Section 8 Rental Voucher Set-Aside 6/...	147.7	---	---	---	---	2.5	---	2.5
USDA/F&NS: Soup Kitchens.....	32.0	32.0	32.0	32.0	32.0	32.0	40.0	40.0
VA: Compensated Work Therapy/TR Program.	0.7	0.7	0.4	0.4	0.4	0.4	0.4	0.4
VA: HUD-VA Supported Housing 5/	2.3	2.3	2.0	2.0	2.1	2.1	2.1	2.1
VA: Comprehensive Services.....	==	==	==	==	==	==	<u>8.0</u>	<u>8.0</u>
Subtotal, Non-McKinney Act Programs.....	288.4	115.2	139.5	122.8	120.4	131.0	137.8	147.4
TARGETED HOMELESS TOTAL	<u>1,088.8</u>	<u>607.1</u>	<u>1,067.9</u>	<u>658.6</u>	<u>1,432.4</u>	<u>733.3</u>	<u>1,333.8</u>	<u>771.1</u>

December 9, 1993

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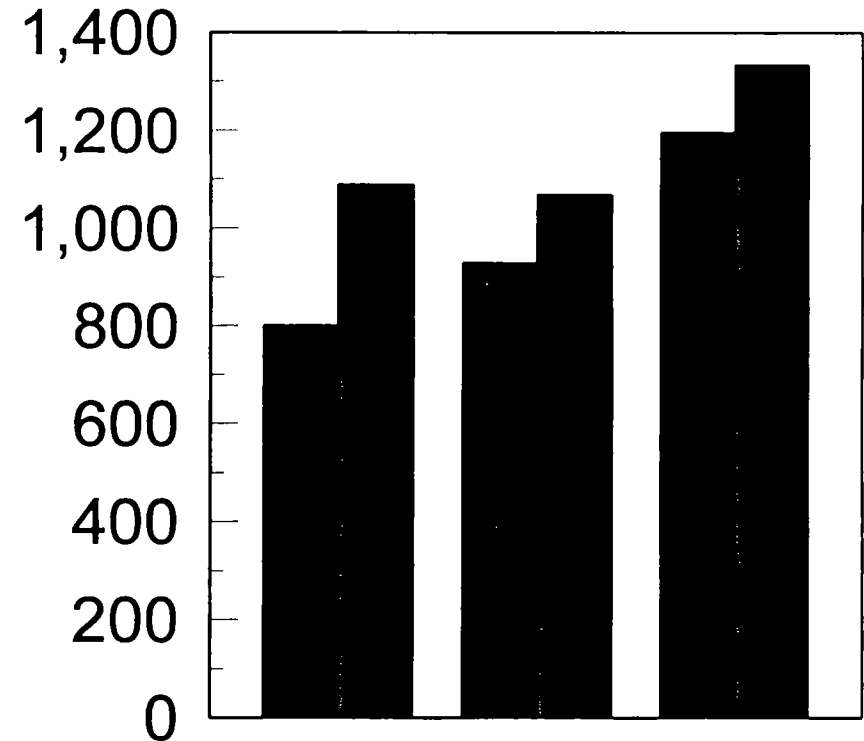
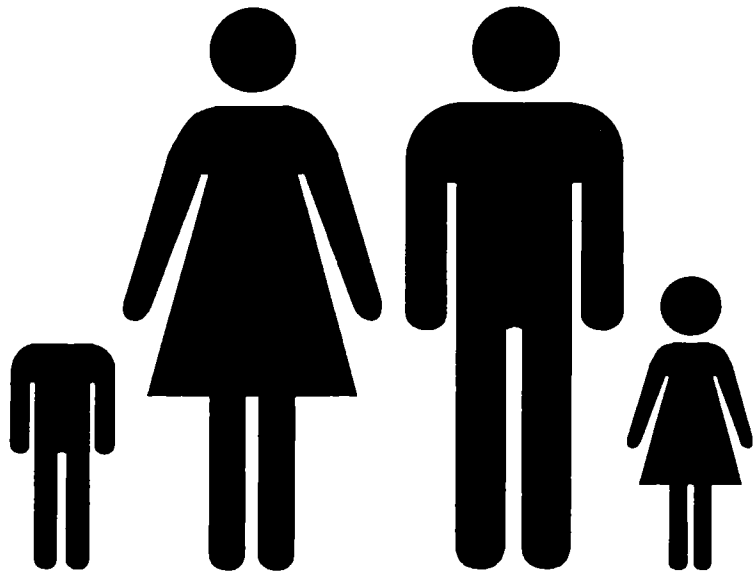
Worksheet B

- 1/ Table includes funding specifically targeted to homeless persons. It does not include an estimate of the portion of mainstream Federal assistance provided to the homeless (e.g., through programs like Food Stamps or AFDC) or the estimated value of surplus Federal equipment, food, and real property provided to homeless individuals and families.
- 2/ FY 1993 enacted funding level represents a consolidation of the Mentally Ill Demo and the Alcohol and Drug Abuse Demo.
- 3/ The FY 93 VA/HUD bill provides \$10 million above the \$34.6 million requested by the Administration for the VA homeless programs. The bill does not specify how the \$10 million will be allocated between the two programs.
- 4/ FY 94 VA/HUD appropriations bill provided no separate appropriation for the Council. FY 94 Council activities will be staffed and funded within HUD, and the Council will become a working group of the Domestic Policy Council.
- 5/ HUD funding level represents the estimated cost of 750 Section 8 rental vouchers set aside by HUD for the Department of Veterans Affairs to use in providing supported housing to homeless veterans with mental illness or substance abuse problems. VA funding level provides clinical support and case management in the permanent housing.
- 6/ Funding is from Section 8 vouchers set-aside in 1992 for homeless persons with disabilities. The vouchers are to be used to provide rental assistance to 4,750 disabled homeless households annually for five years.

COMPARISON OF HOMELESS FUNDING

BUDGET AUTHORITY FOR 1992, 1993 and 1994

(\$ in millions)

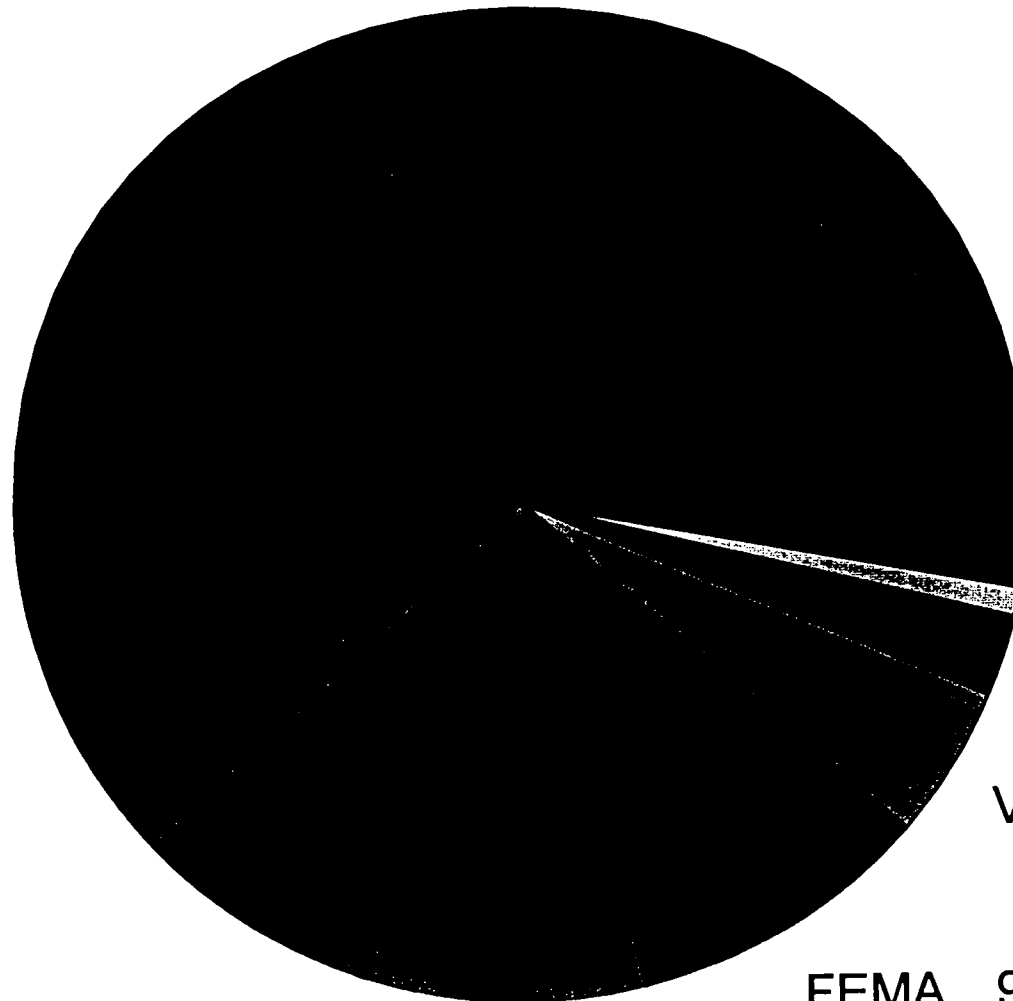


	1992	1993	1994
McKINNEY ACT PROGRAMS	800.4	928.4	1,196.0
TOTAL HOMELESS PROGRAMS	1,088.8	1,067.9	1,333.8

TOTAL HOMELESS ASSISTANCE PROGRAMS

COMPOSITION BY AGENCY BUDGET AUTHORITY FOR 1994

HUD 61.7%



USDA 3.0%

LABOR 0.9%

EDUCATION 2.6%

VA 4.9%

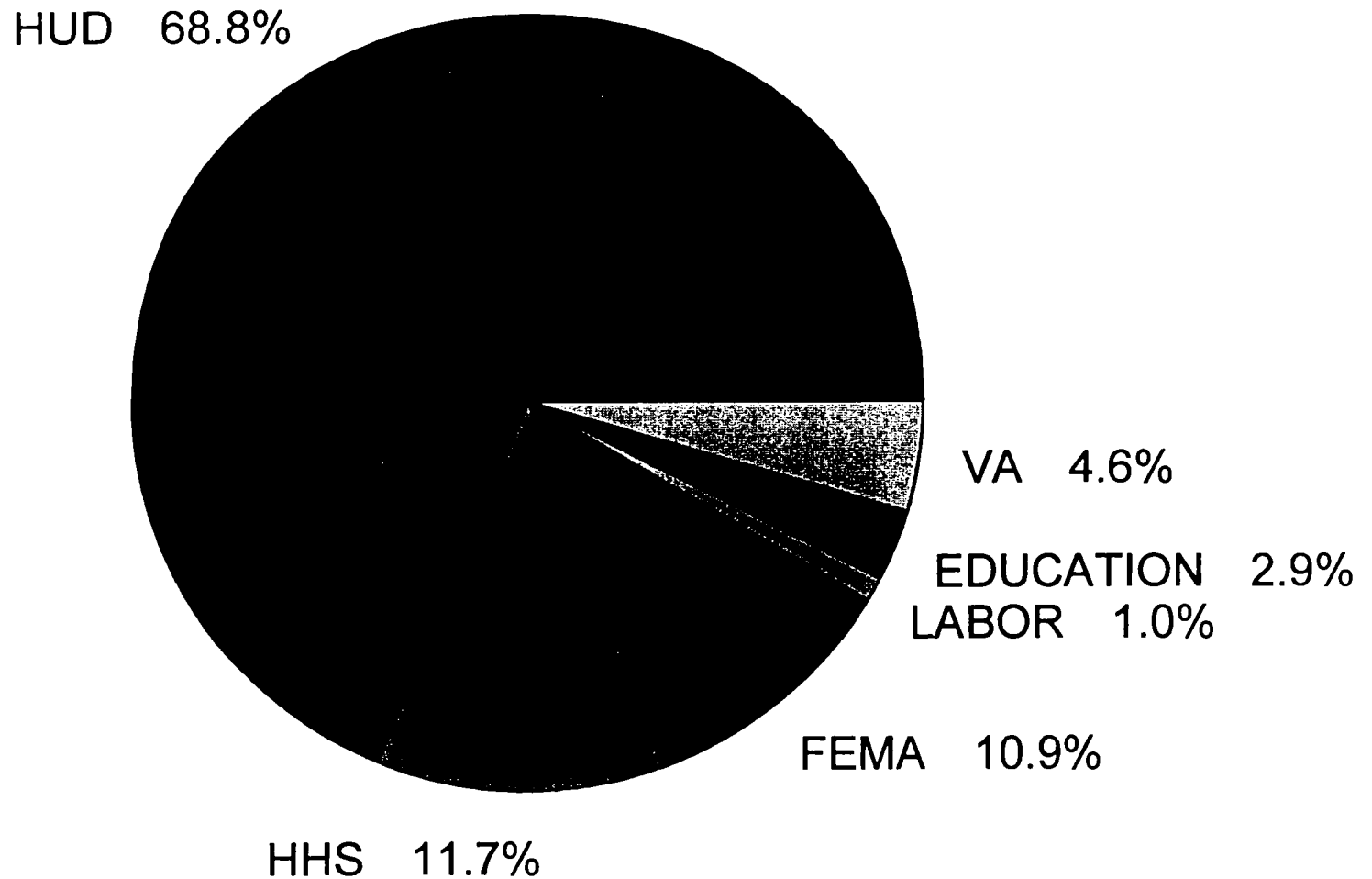
FEMA 9.7%

HHS 17.1%

COMPOSITION OF MCKINNEY ACT PROGRAMS

BY AGENCY

BUDGET AUTHORITY FOR 1994



1994

TARGETED HOMELESS ASSISTANCE PROGRAMS 1/

(Dollars in millions)

	FY 1992		FY 1993		FY 1994				
	Actual		Actual		Pres. Budget		Enacted		% change BA
	BA	OL	BA	OL	BA	OL	BA	OL	FY 93-94
McKinney Act Programs									
Housing and Urban Development.....	450.0	151.1	571.6	190.0	952.9	250.4	822.7	258.2	44.0%
Health and Human Services.....	138.3	141.7	135.6	133.0	135.5	131.0	140.3	138.6	3.5%
Federal Emergency Management Agency....	134.0	134.0	129.0	129.0	123.0	123.0	130.0	130.0	0.8%
Veterans Affairs.....	33.0	33.0	44.5	44.5	51.7	51.7	55.4	55.4	24.5%
Education.....	34.8	18.0	34.4	30.6	35.5	33.9	35.1	33.7	1.9%
Labor.....	9.3	12.8	12.5	7.9	12.5	11.4	12.5	11.4	—
Interagency Council on the Homeless 4/.....	<u>1.1</u>	<u>1.3</u>	<u>0.9</u>	<u>0.9</u>	<u>0.9</u>	<u>0.9</u>	—	—	-100.0%
Subtotal, McKinney Act Programs.....	800.4	491.9	928.4	535.8	1,312.0	602.3	1,196.0	627.4	28.8%
Non-McKinney Act Programs									
Health and Human Services.....	99.8	92.2	98.8	99.3	98.7	98.8	101.0	100.1	2.2%
USDA.....	32.0	32.0	32.0	32.0	32.0	32.0	40.0	40.0	25.0%
Housing and Urban Development.....	165.6	—	19.1	2.0	—	10.5	—	10.5	-100.0%
Veterans Affairs.....	<u>3.0</u>	<u>3.0</u>	<u>2.4</u>	<u>2.4</u>	<u>2.5</u>	<u>2.5</u>	<u>10.5</u>	<u>10.5</u>	337.5%
Subtotal, Non-McKinney Act Programs....	300.4	127.2	152.4	135.7	133.2	143.8	151.5	161.1	-0.5%
TARGETED HOMELESS TOTAL	1,100.8	619.1	1,080.8	671.5	1,445.2	746.1	1,347.5	788.5	24.7%

December 15, 1993

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Worksheet A

TARGETED HOMELESS ASSISTANCE PROGRAMS 1/
(Dollars in millions)

	FY 1992		FY 1993		FY 1994			
	Actual		Actual		Pres. Budget		Enacted	
	BA	OL	BA	OL	BA	OL	BA	OL
MCKINNEY ACT PROGRAMS								
HUD								
HUD: Supportive Housing	150.0	69.4	150.0	85.0	320.0	101.0	334.0	109.8
HUD: Shelter Plus Care.....	110.5	—	266.6	10.0	273.7	43.2	123.7	40.2
HUD: Section 8 SRO.....	105.0	7.3	105.0	20.0	107.8	25.5	150.0	25.5
HUD: Emergency Shelter Grants.....	73.2	71.0	50.0	70.0	51.4	57.7	115.0	67.3
HUD: Supplemental Assistance (SAFAH).....	11.3	3.4	—	5.0	—	8.0	—	8.0
HUD: Innovative Homeless Initiatives Program.....	—	—	—	—	200.0	15.0	100.0	7.5
HUD: Homeless Assistance Grants.....	—	—	—	—	—	—	—	—
HUD Subtotal.....	450.0	151.1	571.6	190.0	952.9	250.4	822.7	258.2
FEMA								
FEMA: Emergency Food and Shelter	134.0	134.0	129.0	129.0	123.0	123.0	130.0	130.0
HHS								
HHS: Health Care for the Homeless	56.0	49.3	58.0	53.9	58.0	56.6	63.0	61.0
HHS: Mental Health Svc Block Grant/PATH	30.0	30.2	29.5	29.5	29.5	29.5	29.5	29.5
HHS: Substance Abuse/Mental Illness Demos	21.8	22.1	21.4	21.9	21.4	21.9	21.4	21.9
HHS: Family Support Ctrs. (Research Demo).....	5.5	1.0	6.9	3.0	6.9	3.0	7.4	7.2
HHS: Emergency Community Services.....	25.0	39.1	19.8	24.7	19.8	20.0	19.0	19.0
HHS Subtotal.....	138.3	141.7	135.6	133.0	135.5	131.0	140.3	138.6
Department of Labor								
DOL: Job Training.....	9.3	12.8	12.5	7.9	12.5	11.4	12.5	11.4
Veterans Reintegration Project (non-add).....	{1.4}	{1.9}	{5.1}	{3.2}	{5.1}	{4.6}	{5.1}	{4.6}
Department of Education								
DoEd: Homeless Children Education Grants.....	25.0	10.3	24.8	21.8	25.5	24.7	25.5	24.6
DoEd: Adult Literacy.....	9.8	7.6	9.6	8.8	10.0	9.2	9.6	9.2
DoEd Subtotal.....	34.8	18.0	34.4	30.6	35.5	33.9	35.1	33.7

TARGETED HOMELESS ASSISTANCE PROGRAMS 1/

(Dollars in millions)

	FY 1992		FY 1993		FY 1994			
	Actual		Actual		Pres. Budget		Enacted	
	BA	OL	BA	OL	BA	OL	BA	OL
Dept. of Veterans Affairs								
VA: Chronically Mentally Ill Veterans 3/.....	16.5	16.5	22.2	22.2	28.3	28.3	28.3	28.3
VA: Domiciliary Care 3/.....	<u>16.5</u>	<u>16.5</u>	<u>22.3</u>	<u>22.3</u>	<u>23.4</u>	<u>23.4</u>	<u>27.1</u>	<u>27.1</u>
VA Subtotal.....	33.0	33.0	44.5	44.5	51.7	51.7	55.4	55.4
Interagency Council on the Homeless 4/.....	<u>1.1</u>	<u>1.3</u>	<u>0.9</u>	<u>0.9</u>	<u>0.9</u>	<u>0.9</u>	—	—
Subtotal, McKinney Act Programs.....	800.4	491.9	928.4	535.8	1,312.0	602.3	1,196.0	627.4
NON-MCKINNEY ACT PROGRAMS								
HHS: Community Support Program	24.9	21.2	24.4	24.4	24.4	24.4	24.4	24.4
HHS: Runaway & Homeless Youth Program.....	35.7	34.7	35.1	35.0	35.1	35.2	36.1	35.4
HHS: Runaway & Homeless Youth: Drugs	15.2	12.6	14.6	15.0	14.6	14.6	14.6	14.6
HHS: Runaway Youth/Transitional Living.....	12.0	11.7	11.8	12.0	11.8	11.8	12.2	12.0
HHS: NIH Research on Homeless	12.0	12.0	12.9	12.9	12.8	12.8	13.7	13.7
HUD: HUD-VA Supported Housing 5/.....	17.9	—	19.1	2.0	—	8.0	—	8.0
HUD: Section 8 Rental Voucher Set-Aside 6/...	147.7	—	—	—	—	2.5	—	2.5
USDA/F&NS: Soup Kitchens.....	32.0	32.0	32.0	32.0	32.0	32.0	40.0	40.0
VA: Compensated Work Therapy/TR Program.	0.7	0.7	0.4	0.4	0.4	0.4	0.4	0.4
VA: HUD-VA Supported Housing 5/	2.3	2.3	2.0	2.0	2.1	2.1	2.1	2.1
VA: Comprehensive Services.....	—	—	—	—	—	—	<u>8.0</u>	<u>8.0</u>
Subtotal, Non-McKinney Act Programs.....	300.4	127.2	152.4	135.7	133.2	143.8	151.5	161.1
TARGETED HOMELESS TOTAL	<u>1,100.8</u>	<u>619.1</u>	<u>1,080.8</u>	<u>671.5</u>	<u>1,445.2</u>	<u>746.1</u>	<u>1,347.5</u>	<u>788.5</u>

December 15, 1993

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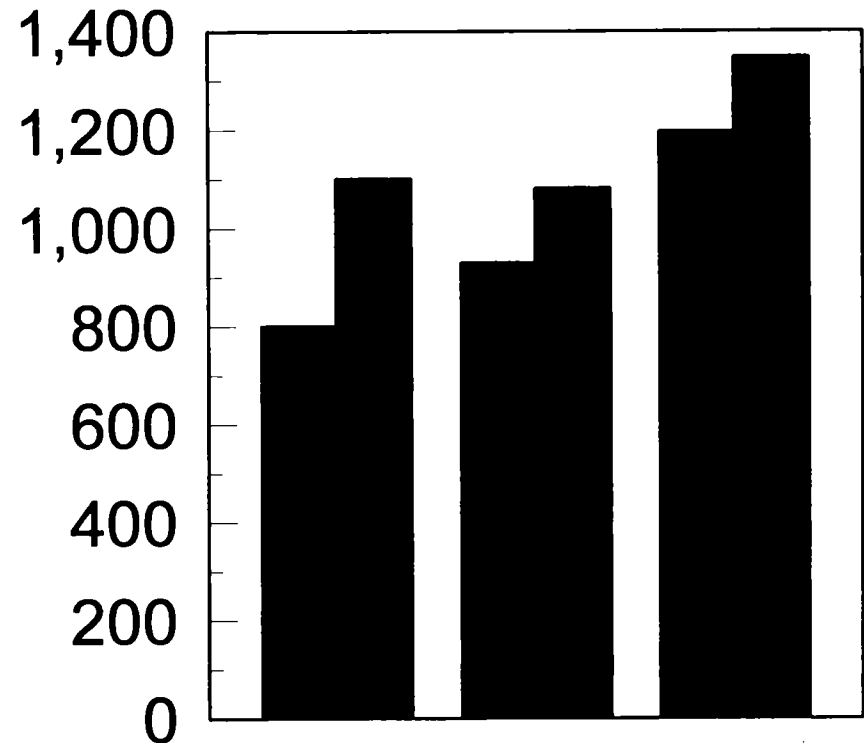
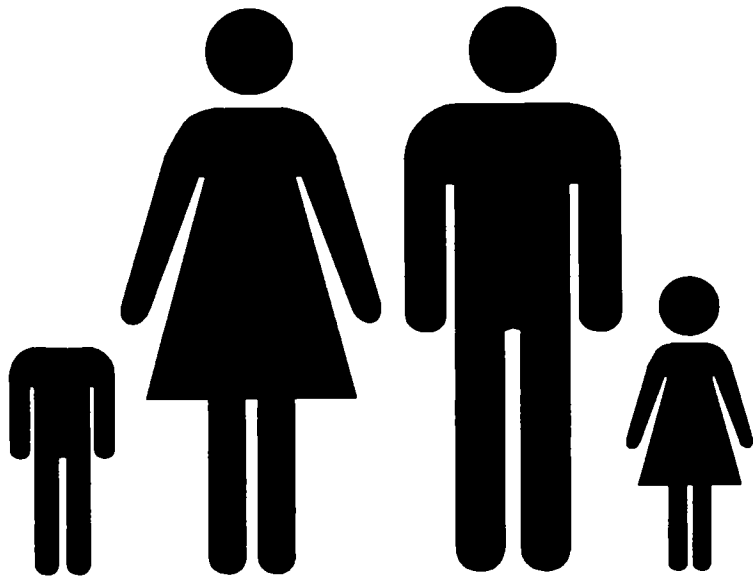
Worksheet B

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COMPARISON OF HOMELESS FUNDING

BUDGET AUTHORITY FOR 1992, 1993 and 1994

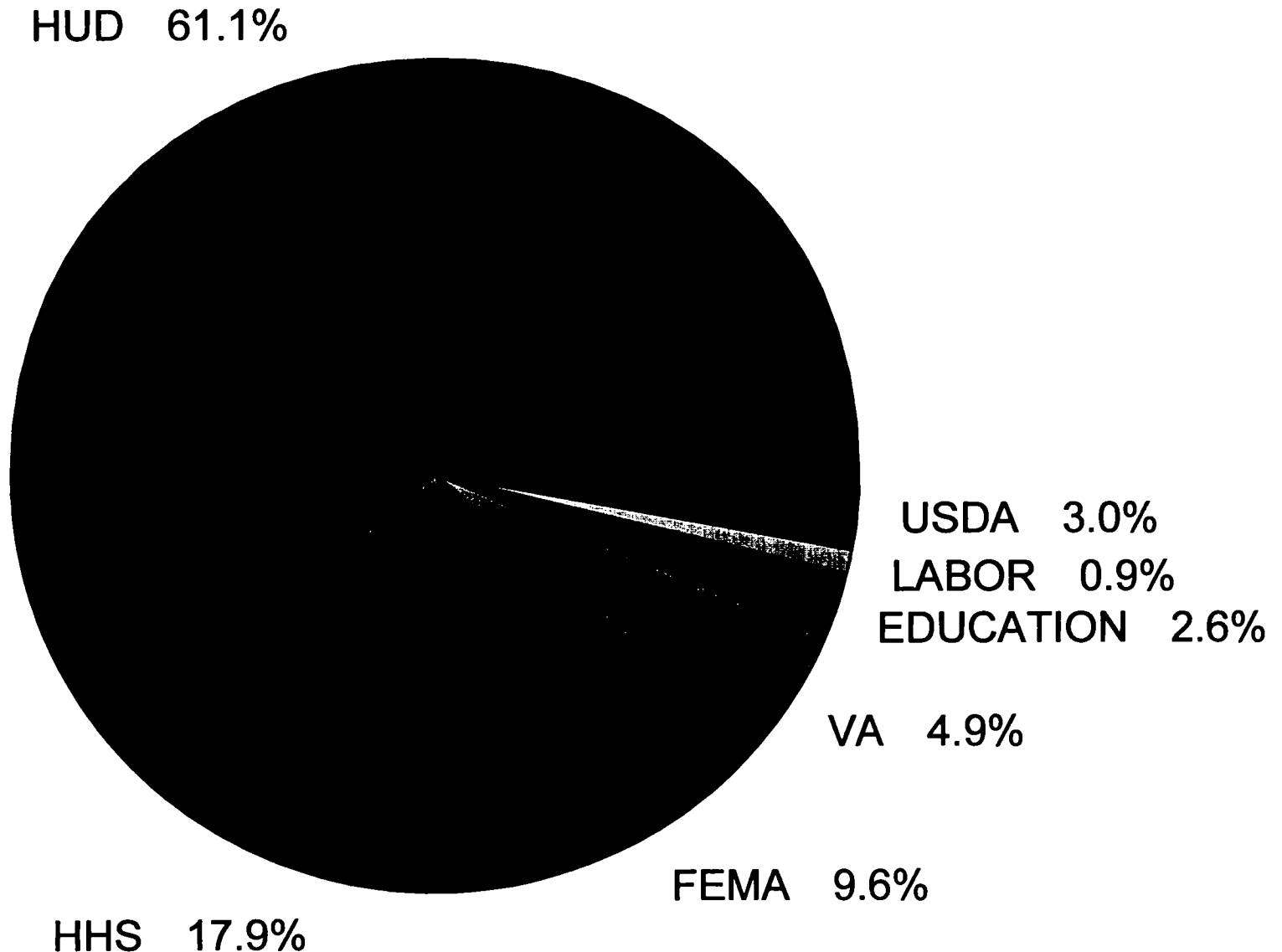
(\$ in millions)



	1992	1993	1994
McKINNEY ACT PROGRAMS	800.4	928.4	1,196.0
TOTAL HOMELESS PROGRAMS	1,100.8	1,080.8	1,347.5

TOTAL HOMELESS ASSISTANCE PROGRAMS

COMPOSITION BY AGENCY BUDGET AUTHORITY FOR 1994



COMPOSITION OF McKINNEY ACT PROGRAMS

BY AGENCY

BUDGET AUTHORITY FOR 1994

