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## HOMELESS ISSUES

### ISSUE:

- o What role should the Federal Government play in providing assistance to the estimated several hundred thousand chronically homeless in America.

### SUB-ISSUE

- o What efforts should be made to shelter the estimated 900 homeless persons in the District of Columbia who will be without shelter after April 14th.

### BACKGROUND

#### The Chronic or Traditional Homeless

The chronically homeless constitute a distinct subculture in American society. Largely for reasons of mental illness, alcoholism or drug dependency, those individuals are unable to join the mainstream of society or avail themselves of conventional forms of social service assistance. This group is often described as "grate men" and "bag ladies." They have traditionally sought housing in overnight shelters, cheap hotels, and rooming houses or the streets.

Historically the chronic or deinstitutionalized homeless are very different from the new or temporary homeless. This latter group are conversant and are able to access the available social services.

The chronically homeless have been traditionally taken care of by non-profit providers, i.e., churches, Salvation Army, etc. This focus should continue at the local level.

#### The Deinstitutionalized

During the 1960's a combination of factors led to a marked shift in the care of the mentally ill--deinstitutionalization to the community. Unfortunatley, for a large segment of that population the funds that States saved by releasing clients to communities did not follow clients. Forty to fifty percent of the homeless are made up of former institutionalized mental patients.

Of that estimated 50 percent who are severely mentally ill, approximately 40 percent are alcoholics and 10-15 percent are drug abusers.

## The New or Temporary Homeless

This broad group encompasses those who have been "dishoused" because of external factors, including temporary unemployment, personal or family life crises urban renewal, gentrification, and the growing shortage of low-income housing.

### Current Federal Activities to Aid the Homeless with Shelter and Emergency Food Assistance

- o The White House Task Force on Private Sector Initiatives began the initial impetus.
- o The National Citizen's Committee on Food and Shelter, Inc. (NCCFS) was created in 1983 as a response to this critical need for food and shelter and in concert with the President's call for blending private and public resources. This non-partisan group is headed by John Macy, former head of the U.S. Civil Service Commission and includes Meg Graham, the immediate past president of the International Junior League, and Susan Baker.
- o Since the NCCFS' primary mission is to mobilize private sector resources and link these with governmental efforts at all levels, this group formally requested the Secretary of HHS, Margaret M. Heckler, to serve as the contact point for matching Federal resources with community needs.
- o The Federal Interagency Task Force on Food and Shelter for the Homeless was established on October 31, 1983 to coordinate all the Federal resources. HHS serves as the lead agency and has named Dr. Havey Vieth with representatives of the Departments of Agriculture, Defense, Interior, Labor, Housing and Urban Development, Commerce, Transportation, the General Services Administration, FEMA, ACTION, the Veterans Administration, and the Postal Service. The ten HHS regional offices also established a working group with all these 13 agencies to work with State, local and private organizations.
- o The Federal Task Force uses or redirects existing Federal Resources. Vacant Federal buildings have been made available to State/local governments and community groups and non-marketable foods from military commissaries are being transferred to food banks for distribution (see Attachment A).

The thrust of the Task Force efforts have followed two parallel courses, food and shelter activities.



o Food Banks

- o GSA has changed its policy to specifically allow food banks to directly or indirectly be eligible for the government's \$4.6 billion surplus property program. It covers all types of equipment from refrigerators to meat cutting machines.
- o DOD and HHS have signed a memorandum of understanding to facilitate the transfer of nonmarketable foods from military commissaries to a nationwide network of food banks. Thus far, 140 bases have been connected to food banks. Of the 31 bases reporting, 149,442 pounds have been given to the food banks. This is only a supplemental program to the food bank network. No Federal dollars have been spent. (See Attachment B.)
- o HHS is working with the Department of Agriculture on ways and means of making commodities available to the food banks for wider distribution.

SHELTERS

- o The task force is currently assisting approximately 50 communities in mounting projects. For example, in Atlanta, a day shelter for the homeless is being established. In Denver, another federal building has been provided to the city for use as a permanent shelter. A shelter was opened at the Armed Forces Reserve Center in Lawrence, Massachusetts and is jointly operated by the Greater Lawrence Community Action Council and the Greater Lawrence Coalition on Shelter for the Homeless.
- o HUD has made ten single family homes available to the city of Memphis. This is a successful model program which houses families on a short term basis. The homes are managed by individual churches with the full support of the city and local officials.
- o In the District of Columbia, a vacant GSA building (Federal City College) has been transformed into one of the largest shelters in the Nation -- accommodating up to 1,000 homeless.

OTHER RELATED HHS PROGRAMS

SSI and the Homeless

Under present SSI policy, qualified individuals in private shelters have always been eligible for SSI benefits, providing they meet the income and resources requirements. Individuals in public shelters for the homeless became eligible for SSI benefits for a three-month period (out of any 12-month period) effective May 1983 as a result of Section 403 of PL 98-21.



SSA recognizes and has made appropriate provisions for the special problems encountered by homeless SSI applicants and recipients:

- o SSA field offices maintain ongoing contact with local institutions, including shelters. When appropriate, SSA representatives will visit shelters to take claims, conduct interviews.
- o SSA permits homeless to receive SSI checks at the local SSA office address.
- o In New York City, SSA representatives regularly visit six shelters to take claims/make arrangements for medical examinations.
- o Secretary Weinberger made available over 600 potential bases to various cities and localities. The Defense Department has made a concerted effort to help with the homeless problem. Even though \$8 million was made available for minor repair/rehabilitation and utilities. Because of lack of interest on the part of local governments, only three bases are presently being utilized for homeless.
- o Secretary Weinberger addressed the Conference of Mayors stressing again the availability of bases.

1983 -- 1. Kirkland AFB, Albuquerque, New Mexico  
6-8 families per night

2. Corpus Cristy Naval Airstation, Texas  
6-8 families -- This was most successful  
because families became employed.

1984 -- 3. Reserve Center, Lawrence, Massachusetts

#### Impediments to Using Bases:

1. Location away from downtown area
  2. Cities not able or willing to provide services to homeless
  3. Some cases of Congressional pressure not to open shelters in their District.
- o The Robert Wood Johnson Foundation and the Pew Memorial Trust "Health Care for the Homeless Program" is co-sponsored by the U.S. Conference of Mayors. This program will offer as many as 14 four-year grants to up to \$1.4M each for demonstration projects to deliver health services to homeless people. Coalitions of health professionals, voluntary organizations, religious groups and public agencies are eligible to apply. Deadline for applications is July 1, 1984. Grant recipients to be announced December 3, 1984.

- o As part of the Task Force's efforts, the Department of Health and Human Services is conducting a study which assesses the different methods currently used to provide services to the homeless. A workshop is being held on March 29 and 30 to evaluate effective projects from throughout the country. The findings, based on the evaluation of selected model programs, will enable State, local agencies, and other provider groups to utilize the best and most practical ways to help the homeless.

While the Department of Health and Human Services has not completed the study, initial findings show many successful, innovative projects, which have been established to address specific needs of the homeless population. The primary categories are food banks, emergency feeding stations/pantries, emergency overnight shelters, transitional housing, multi-service providers, and innovative approaches. (See Attachment C.)

#### SUB-ISSUE

##### District of Columbia Shelter at 425 2nd Street, N.W.

At the request of the NCCFS and the District of Columbia government, HHS was able to secure a short-term lease from GSA on a soon to be sold building. This building was turned over to the District of Columbia government who, in turn, chose the Community for Creative Non-Violence (CCNV) to operate the District of Columbia Shelter. It opened on January 15, 1984 to temporarily house 800 men and 200 women. The lease was due to expire on March 31, 1984 but has now been extended to April 14, 1984.

Negotiations have been ongoing with the District of Columbia government, NCCFS and CCNV around where the homeless will sleep after the GSA lease expires. GSA has extended the lease to April 14th and has the building up for auction on April 25th.

On April 1st at 9:30 a.m., Mitch Snyder of CCNV is planning on marching from the shelter to Lafayette Park along with hundreds of homeless, friends and supporters (including Dick Gregory and District of Columbia Councilmember John Wilson) to appeal directly to the President for more permanent shelters for homeless persons throughout the United States.

The District of Columbia shelter can house up to 1,000 persons, (CCNV would like to keep this shelter open at a cost of \$5,013,674 to rehabilitate it. A 1,000 bed shelter is too large and should only be a temporary solution to a long-term problem. In addition, there are major life safety and sanitary problems with the building.

Since these homeless persons are District of Columbia residents, it is the District of Columbia's obligation to resolve the long-term sheltering needs beyond April 14th.



Proposal for an Administrative Initiative to Expand the Efforts of the Federal Interagency Task Force on Food and Shelter for the Homeless

- o The President could announce that the accomplishments of the five month old Federal Interagency Task Force has been brought to his attention and he proposes that:
  - By Presidential order, the Federal Interagency Task Force on Food and Shelter for the Homeless be formally charged with the following mission:
    - o to compile a comprehensive inventory of federal resources to be made available to serve the homeless including government buildings, supplies, and food resources that are surplus or could be made available for this effort.
    - o to compile from States and cities where homeless activities are needed an inventory of local resources that could voluntarily be provided to serve the homeless.
    - o to identify and remove statutes and regulations which are impediments to the timely provision of available government resources to serve the homeless.
    - o to encourage the active participation of private sector organizations in homeless activities to work closely with voluntary groups, as well as government entities.
    - o to facilitate the coordination of community resources and providers for the day-to-day management of shelter activities.
    - o to facilitate necessary interagency agreements within the federal government to make needed resources available to homeless activities.
    - o to serve as a national clearinghouse for technical assistance to replicate effective homeless activities nationwide.
  - The Federal Interagency Task Force continue to facilitate access to available Federal resources by cutting red tape for State and local governments and community organizations.
  - Challenge city and State officials to make use of their surplus property, i.e., vacant school buildings to use as transitional housing for the homeless.
  - Encourage State and local governments to build relationships with private and voluntary groups, i.e., churches, Salvation Army, etc., and corporate donors.



- /-
- The President will direct that the task force be given adequate support staff and necessary resources and authority to accomplish these goals.

- o HUD Housing

Announce a HUD demonstration project at four sites to temporarily house the homeless. These projects could build new or rehabilitate existing facilities. They would be nonprofit and city run and could revert to the city. The NCCFS would work with the four sites possibly: St. Louis, Denver, San Francisco and District of Columbia. (In the District of Columbia, there is available land that could be built on and then run by the Luthern Minister's Volunteer group, not CCNV.)

LEGISLATIVE ACTIONS THE FEDERAL GOVERNMENT MAY WANT TO CONSIDER:

Chronically Mentally Ill - Community Support Program

There are approximately 1.7M-2.4 million chronically mentally ill who reside outside institutions in the U.S. The Community Support Program (CSP) at the National Institute of Mental Health was established in 1977 to stimulate and assist States and localities who work with the Chronically Mentally Ill who were being deinstitutionalized.

Forty-eight States and two territories and the District of Columbia currently are receiving grants of approximately \$125,000 each through FY 1984. They serve over 90,000 chronically mentally ill.

The Administration could support expansion of this program. The House and Senate (S.2303 Hatch) are considering amendments to the Alcohol Drug Abuse and Mental Health Services Block Grant renewal which would authorize demonstration projects for the Chronically Mentally Ill. The Administration could support highlighting the homeless chronically mentally ill and ask States to identify high concentrations of this population. Funds could be provided to demonstrate service approaches, i.e., outreach, mental health services in overnight shelters, crisis housing, transitional and long-term permanent housing.

The model programs that are successful could be disseminated to other States. Approximate cost \$500,000-1M for each State.

- o Foster Family Care for the Chronically Mentally Ill. An alternative to institutionalization or homelessness.

The Administration could support this new concept. HHS could ask HCFA to streamline the application process for States to apply for Section 2176 waivers which provides for home and community based services. SSI funds could be used to pay for the room and board. The National Institute for Mental Health could disseminate materials about Foster Family Care (NY did a TV spot to promote it.)

- o This concept provides families for people who do not have a home or cannot live with their natural family and provides money to a family for the use of a spare bedroom.
- o Support HR 4274 (Snowe R-Maine). To provide a deduction from gross income for individual taxpayers who maintain a household which includes a dependent of the taxpayer who suffers from Alzheimer's Disease.

Administrative Options Which Also Could Be Considered:

- o Explore the role of the National Health Service Corps for Provision of physicians' services to shelters.
- o To optimize Hill-Burton requirements provision of hospital care by hospitals for the homeless.
- o Direct the Department of Education to inventory vacant school buildings to be used for shelters.
- o Make shelters housing over 30 people eligible for public health care services.
- o Make all HUD foreclosure inventory stock eligible on a temporary basis for homeless family housing.
- o Increase low income housing by reopening abandoned public housing stock through rehabilitation.
- o Instruct HUD to design the architectural and sociological model for a quality homeless shelter for both new and rehabilitated structures.
- o Mandate that HUD identify four quality demonstration projects in urban areas to provide new or rehabilitated structures to be managed by either non-profit organizations or local government.
- o Direct the Commerce Department to do a census of the homeless.
- o Encourage states to provide Medicaid reimbursement for mental health services at shelter locations.
- o Allow for two-party entitlement checks in order that the housing provider be paid first and allow for the establishment of fiduciary accounts.
- o Recommend statutory changes in the social services block grant to allow for the collection of data regarding state and local expenditures for the homeless.
- o Mandate GSA, DOD, and other federal agencies to open underutilized space to house the homeless where applicable.



- o Increase funds to Community Mental Health Centers for servicing homeless.
- o Increase funding for alcohol and drug abuse programs.
- o Change the Medicaid statute to allow reimbursement for outpatient alcohol and drug abuse, and mental health services for the chronically homeless.
- o Utilize Department of Labor private industry councils to target job training programs at shelters for the homeless.
- o Evaluate the availability of food stamps for the homeless.
- o Encourage states to promote foster family care for the chronically mentally ill.
- o Expand training and technical assistance to increase the number of food bankss.
- o Expand the Community Support Program at the National Institute of Mental Health to fund demonstration service approaches; i.e., outreach, mental health services, crisis housing, etc. (Support S. 2303 Hatch) and expaand to include the "Homeless Chronically Mentally Ill."
- o Establish a workfare program among welfare recipients to staff shelters.
- o Encourage court action to enjoin cities for failing to provide homeless support services.



## ATTACHMENT A

### Successful Food Programs

- Food Bank in Charleston, South Carolina has received 8,500 pounds of food through the Charleston Air Force Base from the commercial vendors.
- The Food Bank of Corpus Christi, Inc., in Corpus Christi has received 2,784 pounds from the vendors serving the Naval Air Station.
- Care and Share, Pikes Peak Food Bank in Colorado Springs receives 300 pounds of food a day -- five days a week.
- Good Shepherd Food Bank in Auburn, Maine is receiving between 1,600 and 1,000 pounds of food per week.
- The Hawaii Food Bank in Honolulu has received 1,100 pounds in their first delivery at only one of the seven commissaries assigned to them.
- A food bank in Huntington, Long Island, New York has received from the GSA Surplus Property Donation Agreement \$25,000 worth of surplus property at no cost to the food bank.
- In Memphis, a food bank has recently expanded the activities of HHS, HUD, FEMA, city government, the Memphis Interfaith Agency, Code North and the Memphis Food Bank.

## AN UP-DATE ON THE TASK FORCE ACHIEVEMENTS TO DATE

Currently, the Task Force has concluded seven major sharing agreements in support of Food Banks and shelter projects. They are as follows:

1. GSA Surplus Property Donation Program for Food Banks and shelter projects.
  - Food Banks and shelter operators can now apply to their State Property Offices to requisition surplus property (i.e. refrigerators, fire extinguishers, heaters, etc.)
2. GSA Leasing of Vacant Federal Facilities for shelter projects.
  - The UDC Shelter, in Washington, D.C., since its opening on January 15, 1984, has provided shelter for 600-700 people daily. The building can accommodate as many as 800 men and 200 women.
3. HHS/DoD Military Commissary Program to support Food Banks.
  - To date, 129 out of a potential 250 Food Banks have been linked with approximately 200 out of a field of 250 Army, Navy and Air Force installations.
4. HHS/DoT-Coast Guard Commissary Program to support Food Banks.
  - To date, 11 out of a potential 75 Coast Guard commissaries are in the process of being linked with food banks.
5. DoD Agreement to offer military facilities to shelter the homeless. Congress, in FY 84, appropriated \$8 million to be used for renovation of facilities.
  - An Armed Forces Reserve Center in Lawrence, Massachusetts run by the Navy now houses 25 homeless persons daily.
  - The use of an Army Reserve Center in Roslindale, Massachusetts is pending while the Catholic Charities reviews the lease. The Task Force awaits a fee waiver from the DoD chain of command.
  - Due to the fact that so few military facilities are being considered at this point, no renovation funds have been requested.

- Eight DoD barracks, at the request of Senator Hatch, have been made available in Ogden and Tooele, Utah to house the homeless. The National Guard will be contacted to assist in assembling the barracks. They will be operating shortly.
- 6. DoD Agreement to lease available warehouse space on military bases to Food Banks for storage use.
  - To date, no Food Bank has been able to take advantage of this resource.
- 7. HUD Agreement that authorizes Regional Directors to lease single-family homes in HUD-held inventory to mayors and/or local organizations that support homeless projects.
  - A model project, using 10 HUD single-family units, in Memphis, Tennessee, has been in operation providing medium-term housing for homeless families.
  - A HUD facility will be used as a Day-Shelter and Job Training Center, in Atlanta, Georgia, serving up to 400-600 homeless persons. Renovation is currently underway and is anticipated to open in mid-May.

#### ADDITIONAL EFFORTS TO SUPPORT HOMELESS SERVICES AT THE LOCAL LEVEL

1. The Task Force, in connection with HHS Public Affairs, has developed a pamphlet, to be distributed nationwide, summarizing the Task Force's efforts to date. It will serve to inform interested parties on how to gain access to Federal resources available in support of homeless projects.
2. The Task Force, in connection with ASPE, has organized a Food and Shelter Service Operators Workshop, on Thursday, March 29, 1984. It will allow 30 service providers from across the country to present an overview of their programs and technically advise others on how to best initiate or continue similar programs of their own. The workshop will be monitored by CSR, who will in turn develop a pamphlet summarizing the various programs.
3. The Task Force will provide a briefing to Senators Orrin Hatch and Jake Garn on April 6, 1984, to inform Utah Counties and Cities on the available use of HUD single-family homes to shelter the homeless. This serves as a positive model whereby cities may become aware of and encouraged to utilize existing Federal resources for the homeless.



## ATTACHMENT B

### EXAMPLES OF EFFECTIVE NON-GOVERNMENT ACTIVITIES

- o In Philadelphia, three homeless men established the Committee on Dignity and Fairness for the Homeless and they now provide a bed and two meals for thirty homeless men and women. The shelter is housed on the first floor of a local church and has an outreach program for people living on the grates and in the subways. It continues to be staffed and managed by homeless people.
- o A major project to renovate 1,100 units of Single Room Occupancy housing in the heart of Skid Row in Los Angeles has just begun. The SRO Housing Cooperation is using a mix of city and Community Development Block Grant funds to provide long-term housing for the homeless.
- o The Seattle Emergency Housing Service, provides transitional housing to homeless families with children in 35 apartments rented from the Seattle Housing Authority. Families are housed an average of 33 days and receive supportive services and employment information and referral. The Emergency Housing Service has been operating since 1973 and has proven to be a cost effective program using a blend of public and private resources.
- o The Community Services Program of Catholic Charities in Spokane, Washington, is a multi-service provider with a food bank, a night shelter, a noon meal program, and a private emergency energy assistance program. Funding comes from a wide variety of public and private sources and Catholic Charities has depended on a strong "team" of volunteers.
- o The Western Massachusetts Food Bank began distributing non-marketable food items to urban and rural poor in four Massachusetts counties and in Southern Vermont in 1982. They are now serving approximately 12,000 individuals annually and were able to confront obstacles of service delivery in rural areas by working closely and coordinating with food and trucking companies.
- o The Manillian House is an emergency food pantry which serves approximately 1,200 people a month on Chicago's Westside, they are particularly concerned with the children and mothers in the area and have a joint day care program, WIC commodities program and a private nutrition program for pregnant women.

ATTACHEMENT C

LISTING OF CITIES/COMMUNITIES  
REQUESTING ASSISTANCE FROM THE  
FEDERAL INTERAGENCY TASK FORCE ON THE HOMELESS  
AND STATUS OF INTERGOVERNMENTAL AGREEMENTS

Regional Report  
March 14, 1984 - March 20, 1984

Prepared by:

Federal Interagency  
Task Force on the  
Homeless

Office of Operations

TASK FORCE REGIONAL REPORT  
(Listing of cities/communities requesting Task Force assistance  
and status of interagency agreements)  
March 14, 1984 through March 20, 1984

REGION I  
(Connecticut, Mass., N.H., R.I., Vermont)

Task Force Representative: James Hearn/Charla Stratton  
Regional Director: Clara Monier  
Regional Contact: Maureen Osolnik (FTS) 223-6830

PROJECTS

<u>City</u>	<u>Status</u>	<u>Comments</u>
Boston, MA	The Bishop's office of the Catholic Diocese looking into the prospect of operating the project. Awaiting lease.	Sec. Heckler very interested in this project being operational.
Lawrence, MA	Navy facility in use as a shelter for 25 homeless persons. Awaiting Sec. Heckler's visit to officially open the shelter.	An invitation was extended to Sec. Heckler to open project in March.
Meriden, CN	Request for GSA and HUD information.	
Southbridge, MA	Request for shelter facilities. (10 person) HUD, GSA, and DoD options under consideration.	

REGION II  
(New York, New Jersey, Puerto Rico, V.I.)

Task Force Representative: Mary Militello  
Regional Director: Bernard Kilbourn  
Regional Contact: Robert Pascocello (FTS) 264-4483

PROJECTS

<u>City</u>	<u>Status</u>	<u>Comments</u>
Albion, N.Y.	Armory not available, because it is now owned by non-profit organizations who are using the space for other purposes.	



Ithaca, N.Y. Trucks not available. Seeking space for food storage. Louise Bundy will be contacted about obtaining food from Tompkins County Air Force Base.

Atlantic City, NJ Assistance given to local officials who are being sued for neglecting the homeless issue. Shelter being considered in military facilities.

### REGION III

(Delaware, Md., Penn., Va., W. Va., D.C.)

Task Force Representative: Charla Stratton  
 Regional Director: Linda Marston  
 Regional Contact: Jim Mengel (FTS) 596-6492

### PROJECTS

<u>City</u>	<u>Status</u>	<u>Comments</u>
Pittsburgh, Pa.	P.O. Building with room for 60 persons. Awaiting Mayoral request.	
York, Pa.	Local officials in contact with HUD.	
Montgomery County, MD (Silver Springs)	Awaiting meeting with local military commander in March. GSA property listing forwarded to county officials.	
Washington, D.C.	HHS building open 1/15/84 with space for 800 men and 200 women.	
Georgetown, D.C.	Shelter open as of 2/22/84 with space for 50-75 persons. Military beds and blankets in use..	
Arlington, VA	Local group negotiating with Fire Dept. on code violation.	
Norfolk, VA	Verification in progress of 170 bed shelter in Navy facility.	
	Negotiations between GSA, Property Review Board and Southeastern Food Bank representatives over warehouse space lease.	

REGION V

(Illinois, Indiana, Michigan, Minnesota, Ohio, Wisconsin)

Task Force Representative: James Hearn/Charla Stratton

Regional Director: Wayne Stanton

Regional Contact: Michelle Harris (FTS) 358-5132

PROJECTS

<u>City</u>	<u>Status</u>	<u>Comments</u>
Detroit, MI	City Council reviewing options.	Many HUD houses available.
Minneapolis, St. Paul	Interest shown by Congressman Oberstrauss. GSA listings made available.	
Ann Arbor, MI	National Guard armory under consideration. New information concerning the NGB will assist in freeing up this facility.	
Belleville, IL	County Executive interested in mass shelter in an armory. Awaiting results with local military commanders.	

REGION VI

(Arkansas, Louisiana, New Mexico, Oklahoma, Texas)

Task Force Representative: Richard Lord

Regional Director: John Daeley (214) 707-3301

PROJECTS

<u>City</u>	<u>Status</u>	<u>Comments</u>
Ft. Worth, TX	General TF information sent. No further action.	
New Orleans, LA	City officials briefed on TF. GSA listing forwarded. Awaiting response.	

REGION VII

(Iowa, Kansas, Missouri, Nebraska)

Task Force Representative: Richard Lord

Regional Director: Al Kemp (816) 374-2821

Regional Contact: Leroy Vokins (816) 374-2821

PROJECTS

<u>City</u>	<u>Status</u>	<u>Comments</u>
St. Louis, MO.	General information sent. No further action.	
East St. Louis, MO.	HUD housing list (single family) given to Lynn Sheehan of Sen. Dixon's office. Awaiting city's choice of implementation.	



REGION VIII

(Colorado, N. Dakota, S. Dakota, Utah, Wyoming)

Task Force Representative: Richard Lord

Regional Director: Patrick Allison

(303) 837-3373

PROJECTS

<u>City</u>	<u>Status</u>	<u>Comments</u>
Denver, CO	Acceptance of HHS controlled facilities for mass shelter. In process of setting up a model shelter program which will have final HHS approval.	
Williston, N.D.	Surplus property on request from the airforce, awaiting reply.	
Utah---		
Ogden	State officials planning workshop on the HUD housing option for local government and community groups. TF member to attend.	Sen. Hatch's office very interested.  Workshop date: April 6th.
Tooele	Sen. Hatch has requested 8 barracks from DoD for distribution in the state of Utah.	
Brigham	Awaiting HUD/Interior transfer of apartment building to community group.	

REGION IX

(Arizona, Calif., Hawaii, Nevada)

Task Force Representative: Richard Lord

Regional Directors: George Miller

Bill Adams

(415) 556-6603

PROJECTS

<u>City</u>	<u>Status</u>	<u>Comments</u>
San Diego, CA	TF contacted local HUD and military to inform them of the agreements between the agencies. Positive feedback encountered and information forwarded concerning the matter.	

San Luis Obispo, CA	Made contact with local community officials. Awaiting Mayoral approval. Sent DoD agreements. Awaiting results of meeting with local commanders.
Los Angeles, CA	Looking into Food Stamp problem.
Oakland, CA (Camp Parks)	Awaiting final military approval for use of barracks at Camp Parks base.
Phoenix, Az	City officials briefed on TF. Awaiting further contact.
San Jose, CA	Contact made with National Coalition on the Homeless briefed on TF programs. Requested GSA, HUD and barrack information.

REGION X

(Alaska, Idaho, Oregon, Washington)

Task Force Representative: Richard Lord  
Regional Director: Bernard Kelly (206) 442-0420

PROJECTS

<u>City</u>	<u>Status</u>	<u>Comments</u>
Boise, ID	Food/shelter information sent. No further action.	
Portland, OR	Contact with city officials and National Coalition on the Homeless. GSA and HUD listings will be forwarded.	
Pierce County, WA	Inquiry visit to ascertain ways to utilize HUD and DoD facilities. GSA listing sent.	
King County, WA	Inquiry visit to ascertain ways to utilize HUD and DoD facilities. GSA listing sent.	
Seattle, WA	Initial contact with city officials. Awaiting response.	
	Local VA representative very interested in assisting the TF. Awaiting further contact.	



WEEKLY REPORT ON THE THIRTEEN INTERGOVERNMENTAL AGREEMENTS UNDER NEGOTIATION  
3/13 - 3/20

1. The Farmer's Home Administration (FmHA)

The Assistant Administrator for Housing in FmHa, L.D. Elwell, and his associate, met with the Housing Assistant Council (HAC) and Task Force members on Monday, March 19, 1984. As agreed, HAC, in connection with the Task Force, has identified three viable community housing organizations interested in using a FmHa facility to house homeless persons. They are located in Florida, Delaware and Massachusetts. HAC has been unable to offer these groups any definite arrangements until FmHA lawyers submit a verdict on the validity of leasing regulations. The verdict should be issued soon and if the regulations are approved, Mr. Elwell will locate possible FmHa properties to be used.

2. The Veterans Administration

As a follow-up to the VA final report on the medical services that were conducted at the UDC shelter, the VA has proceeded to make certain that two important concerns will be addressed to support homeless veterans. These concerns are: (1) the need for immediate access to VA Medical Offices when needed by homeless veterans, and (2) the need for information on how to easily gain access to VA Regional Offices administering veterans' benefits. The VA has made a conference call to all community social service offices alerting them of the Task Force/VA determination to make homeless veterans' services a priority. VA Medical and Benefits Directors have also been sent a letter regarding this information, a copy of which will be supplied to the Task Force. The Task Force will proceed to notify shelters with this information and intends to further investigate the possibility of providing on-site veteran assistance at shelters through non-federal, veteran-affiliated organizations, (i.e. the American Legion, the Disabled American Veterans and the Veterans of Foreign War.) At this point in time, no official VA agreement will be signed.

3. The United States Postal Service

The Executive Assistant to the Postmaster General, Ann Robinson, will disseminate information on the time and location of Postal entry level examinations to enable homeless persons to take advantage of possible employment opportunities. The Task Force sent to Mrs. Robinson a list of shelters throughout the country that the Postal Service may use to make their announcements. Additional issues that the Task Force has presented to the Postal Service will soon be addressed further with Mrs. Robinson.



4. The Department of Energy

A meeting has been planned with Mr. Bill Raup, from the Department of Energy, and the Task Force, on Thursday, March 22, 1984, to discuss possible ways in which the DoE may assist in serving the homeless.

5. The National Guard Bureau (NGB)

The Acting Chief of Public Affairs within the NGB, Joe Hanley, met with Task Force members on Thursday, March 15, 1984, to discuss how the NGB may assist shelter and food programs throughout the country. The structure of the NGB differs from other DoD divisions in that it is a separate entity within each state. In each of the following situations, the NGB local commanders, State Adjunct Generals, and ultimately the Governors, exercise the right to approve NGB facility or manpower uses.

- (1) The use of NGB armories as shelters.
- (2) The use of manpower services available within the existing NGB structure which emphasizes skill development and training programs.
  - a) to help transport goods or assist in food shelter program implementation,
  - b) to help renovate federal buildings to be used in food and shelter programs.

The Task Force will attempt to tap this possible resource as it responds to local needs. To date, two shelter projects have much to gain from NGB assistance.

6. The Department of Labor

The Task Force will receive notice from DoL officials to plan a meeting to identify ways in which DoL resources may be used to assist homeless persons.

7. The Department of Health and Human Services

The Task Force has obtained an agreement by HHS Office of Facilities and Management Services whereby Regional staffs will be alerted to identify possible HHS-controlled vacant facilities that may be used to house the homeless. A listing of these facilities has been submitted to the Task Force, and we will proceed to investigate the possible use of these facilities.

8. The Census Bureau

The Task Force will meet shortly to discuss ways to develop a more effective documentation of the number and type of

homeless persons in this country. We have identified a significant attempt made in the past to do this, through the Public Health Service, ADAMHA and the Census Bureau. We will continue to investigate possibilities to accomplish this.

9. HHS/GSA Warehousing Agreement

The Task Force is responding to requests from the local community to allow food banks to rent, lease or purchase warehouse facilities through commercial, deferred-payment agreements.

10. Expansion of the General Services Administration's (GSA's) Donated Surplus Property Agreement

The Task Force will disseminate information through contact with its regions expanding awareness of the pilot surplus donation program to other States to assure that all eligible non-profit organizations, including projects for the homeless, may gain access.

11. Department of Defense Post Exchanges and Messing Area Food Support Agreement

The Task Force will negotiate with DoD and the American Logistics Association to obtain surplus food items for direct feeding.

12. Potential transportation agreements to support Food Banks

The Task Force will be working with various transport services, including:

- Conrail
- DoD
- National Private Sector Transportation Organizations (Rail; airlines; coast-to-coast shippers; truckers)

13. Support from the National Citizens Committee for Food and Shelter

The Task Force will collaborate with the National Citizens Committee to secure agreements with National Private Sector Trade Associations.

The following industries will be contacted:

- clothing; sundries and cosmetics; woolens and bedding; health services and volunteer medical care.

WFS

THE WHITE HOUSE  
WASHINGTON

March 22, 1984

MEETING, Monday, March 26, 1984  
10:00 AM

Participant: Mrs. James Baker  
Mr. Harvey Vieth

TOPIC: The Homeless Issue

Mrs. Baker would like to discuss the homeless issue in particular Federal City College.

Federal City College was offered as temporary housing during the winter months. The homeless have to vacate on April 1. There is a demonstration of approximately one thousand people planned for that day at Lafayette Park.

Mrs. Baker thinks we could use that group to turn around the President's image of not caring.

For your information, "60 Minutes" is planning on doing a segment on the issue.

Bul

pls follow  
thru  
set-up  
meeting

Weds 2:30

- Coordinate  
with CF -  
- shd include  
+ Head of GSA  
Sen. Decker  
OMB



THE WHITE HOUSE  
WASHINGTON

March 29, 1984

File


102

MEMORANDUM FOR MICHAEL K. DEEVER

FROM: CRAIG L. FULLER

SUBJECT: Follow-up on the "Homeless" Meeting

We agreed that the follow actions should be recommended:

- 1) Schedule a briefing for the President with Secretary Heckler and HHS staff to discuss the problems of the homeless -- specifically those with serious mental health, drug, and alcohol. 
- 2) Have Secretary Heckler form a departmental task force to consider possible governmental actions at the federal, state and local level as well private sector community action that could be taken to relieve the problems of 500,000 people estimated to be without shelter and who have serious psychological and/or physical health problems.
- 3) GSA should postpone sale of the Federal City property now being used as a shelter in Washington, D.C. HHS would work with the District government and community groups to find alternative shelter before the facility is sold.
- 4) White House should coordinate arranging an HHS spokesman to be offered to CBS to tell our story on the "60 Minutes" program which will be filming the protest expected to occur this Sunday in Washington, D.C.
- 5) A concise memorandum will be forwarded to the President outlining the steps and a quick background on the problem.

11:30

OVAL

Homeless

THE WHITE HOUSE

WASHINGTON

April 3, 1984

CABINET AFFAIRS BRIEFING ON THE HOMELESS

DATE: April 4, 1984  
LOCATION: Oval Office  
TIME: 11:30 A.M. (15 minutes)  
FROM: Craig L. Fuller *CF*

I. PURPOSE

To receive a briefing on the status of Administration efforts to provide shelter for the homeless.

II. BACKGROUND

The question of providing shelter for the homeless has become important recently. The homeless are principally made up of individuals who are mentally ill, alcoholics, and drug abusers. In the past, they were housed in overnight shelters run by groups such as the Salvation Army or cheap hotels and rooming houses. In recent years the number who are mentally ill has increased drastically as a result of state policies that encouraged the deinstitutionalization of patients. While there have been great advances through medicine that allow the discharge of individuals, many simply cannot cope with the complexity of everyday life and end up living on the street, afraid to give anyone their real name for fear of returning to the hospital. Accordingly, it is difficult to persuade some to utilize shelter.

Currently, there is a Federal Interagency Task Force on Food and Shelter for the Homeless working to coordinate all Federal efforts to provide shelter during the cold weather period. This group, made up of thirteen agencies, work with state, local, and private groups by using or redirecting existing Federal Resources. This task force is currently assisting approximately 50 communities.

On January 15, 1984, the Department of Health and Human Resources turned over to the District of Columbia a building to temporarily house up to 1,000 of the homeless. This building, due to be sold by GSA, was to remain open until March 31. As you know, through White House intercession prior to the closing deadline, the building will remain open until a more permanent solution can be found. At the same time, Secretary Heckler ordered a special working group to look into possible solutions to the homeless problem. She will bring you up to date on their efforts as well as provide additional background on this question.



III. PARTICIPANTS

- Secretary Heckler
- Michael K. Deaver
- Richard G. Darman
- Craig L. Fuller
- John A. Svahn
- Raymond Kline, Acting Administrator,  
General Services Administration
- Donald A. Clarey, Associate Director,  
Office of Cabinet Affairs
- George Sigular, Chief of Staff,  
Department of Health and Human Services
- Harvey Vieth, Chairman of the Homeless Task Force
- Susan Baker, National Citizens' Committee  
of Food and Shelter

IV. PRESS PLAN

None

V. SEQUENCE OF EVENTS

Participants will take their seats and Secretary Heckler will lead the briefing.

Attachment: Briefing paper

THE WHITE HOUSE  
WASHINGTON

April 4, 1984

TO: MIKE DEAVER  
FROM: *CRAIG L. FULLER*

☒ FYI

☐ Comment

☐ Action

Attached is background on  
homeless meeting.

## HOMELESS INITIATIVE

### Issue

- o What role should the federal government play in providing assistance to the estimated several hundred thousand chronically homeless in America.

### BACKGROUND

#### Who are the Homeless?

There are no reliable data on the extent of homelessness in the United States. Although estimates are imprecise and vary widely, there are perhaps as many as 500,000 or more homeless persons. (New research has been initiated by HHS aimed at securing more information on demographic and clinical characteristics.)

The homeless population can be segmented into distinct subgroups. Some working estimates have been developed by the National Institute of Mental Health and are generally consistent with published studies on the homeless population across the country, though some geographic variability has been noted -- e.g., a higher proportion of the chronically mentally ill homeless in the Northeast.

#### The Chronic or Traditional Homeless

The chronically homeless constitute a distinct subculture in American society. Largely for reasons of mental illness, alcoholism or drug dependency, these individuals have been unable to join the mainstream of society or avail themselves of conventional forms of social service assistance. They have instead sought housing in overnight shelters, cheap hotels and rooming houses or the streets.

The chronically homeless have been traditionally taken care of by non-profit providers, i.e., churches, Salvation Army, etc.

#### The Newly Deinstitutionalized

During the 1960's a combination of factors led to a marked shift in the care of the mentally ill--deinstitutionalization to the community. Unfortunately, for a large segment of that population, funds and continuity of services did not follow clients. Forty to fifty percent of the homeless are made up of formerly institutionalized mental patients.



### The New or Temporary Homeless

This broad group encompasses those who have been "dishoused" because of external factors, including temporary unemployment, personal or family life crises, urban renewal, gentrification, or a shortage of low-income housing.

Historically the chronic or deinstitutionalized homeless are very different from the new or temporary homeless. This latter group is more conversant with and able to access available social services.

### Summary

In March 1983, ADAMHA Administrator Dr. William Mayer conducted an expert roundtable that developed the following summary characteristics of the homeless:

- o An estimated 50 percent of the homeless are severely mentally ill, many of whom have been formerly institutionalized
- o An estimated 40-50 percent of the homeless are alcoholics
- o An estimated 10-15 percent of the homeless are drug abusers
- o There is much overlap of mental illness, drug abuse, and alcoholism in the homeless population
- o A small percentage of the homeless are recently unemployed. (this represents a more remediable population.)
- o An estimated 25 percent of the homeless suffer from acute medical problems, e.g., gangrenous limbs, pneumonia, burns, and fractures
- o A greater percentage suffer from chronic medical problems, such as diabetes, hypertension, and tuberculosis

### EFFORTS TO DATE

The primary responsibility in helping the homeless lies with local government and private and/or philanthropic organizations. HHS Secretary Heckler has initiated a coordinated effort to make certain federal resources available and facilitate the efforts of local, public and private groups seeking to aid the homeless. This approach follows the President's lead in emphasizing community initiative and responsibility, in partnership with Federal technical and material assistance.

- o Initial impetus came from the White House Task Force on Private Sector Initiatives. HUD offered cities, through the Mayors' offices, default properties for temporary housing

- o The National Citizen's Committee on Food and Shelter, Inc. (NCCFS) was created in 1983 as a response to the need for food and shelter, consistent with the President's call for blending private and public resources. This non-partisan group is headed by John Macy, former head of the U.S. Civil Service Commission and includes Meg Graham, the immediate past president of the International Junior League, and Susan Baker.
- o The Federal Interagency Task Force on Food and Shelter for the Homeless was established on October 31, 1983 to facilitate community efforts and coordinate available federal resources. HHS serves as the lead agency. Dr. Harvey Vieth chairs the group, with representatives of the Departments of Agriculture, Defense, Interior, Labor, Housing and Urban Development, Commerce, Transportation, the General Services Administration, FEMA, ACTION, the Veterans Administration, and the Postal Service. The ten regional offices also established working groups with all 13 agencies to work with State, local and private organizations.
- o The Federal Task Force uses or redirects existing federal resources. Vacant Federal buildings have been made available to State/local governments and community groups and non-marketable foods from military commissaries are being transferred to food banks for distribution.
- o Ten cities have been targeted initially for Task Force assistance. These cities are Memphis, Baltimore, Boston, District of Columbia, Atlanta, San Francisco/Oakland, Cleveland, Pittsburgh, Detroit, and St. Louis.
- o The thrust of the Task Force efforts have followed two parallel courses, food and shelter activities.
- o On March 29 and 30, HHS sponsored a workshop designed to disseminate information and best practices on operations of food banks, shelters and related projects. Managers of some 30 model projects nationwide made presentations and a "how-to-do" manual will be developed.



Proposal for an Administration Initiative to Expand the Efforts of the Federal Interagency Task Force on Food and Shelter for the Homeless

Recommendation: That the President announce the accomplishments of the five month old Federal Interagency Task Force and that by Presidential order, the Federal Interagency Task Force on Food and Shelter for the Homeless establish a special work group to be formally charged with the following further mission:

- o draw from resources of ADAMHA to develop understanding of chronic homeless as it relates to deinstitutionalization, mental illness and substance abuse.
- o to develop more refined census data on scope and character of homelessness.
- o to compile a comprehensive inventory of Federal resources available including government buildings, supplies, and food resources.
- o to compile from States and cities an inventory of local resources that could voluntarily be provided.
- o to identify impediments in statutes and regulations that restrict the provision of available government resources to serve the homeless.
- o to facilitate necessary Federal interagency agreements to make needed resources available.
- o to develop options and recommendations for targeting or expanding Federal resources to serve the homeless.
- o to develop recommendations for continued Federal leadership following completion of the work group's report, including:
  - establishment of a national clearinghouse, and
  - development of activities to facilitate the coordination of community resources and to encourage the active participation of private sector organizations.

Activities related to continued Federal leadership should be closely coordinated with the White House Office of Private Sector Initiatives.

Report Completion

The Interagency Task Force should submit its preliminary report and recommendations to the Cabinet Council on Human Resources by August 15, 1984; and, within 30 days following submission of the report, the Cabinet Council on Human Resources should submit its review with specific recommendations for the President's consideration.



## SHELTERS IN THE DISTRICT OF COLUMBIA

- o Federal City College Shelter -- 800 men and 200 women -- open indefinitely until an alternative shelter is found.
- o Facilities under contract with DC government -- are open and will remain open;

### Families

Pitts shelter for families -- 52 families

Parkside Hotel Shelter -- 32 families

My Sister's Place -- 11 families

Community of Hope -- 11 families

### Women

House of Ruth -- 65 women

### Men

Council of Churches -- operates Blair shelter in old school house for 150 men; Pierce shelter in old school house for 150 men; both have set up space for another 50 each (could house 400).

- o Facilities that have just closed on 3/31/84:

Bilingual (Martin Luther King Shelter) -- houses 35-50 but has closed. 25-30 of these people were placed in jobs or arrangements.

Georgetown -- trailers to house a total of 40 -- closed 3/31.

Bill  
Keep - ne posted

Singular has informed me that D.C. Mayor Barry is refusing to sign an extension on the lease on the 2nd Street building.

George is going to inform Mrs. Baker -- maybe her organization can pressure the mayor. I will continue to monitor.

Disposition: D

To: C.FULLER (EOP021)

From: L.HERBOLSHEIMER (EOP029) Posted: Thu 5-Apr-84 15:28 Sys 64 (9)

Subject: CALL TO THE SPACE SHUTTLE  
Acknowledgment Sent

--More--

- END -

4/6

Mike Deaver

After all the good  
work done on the  
Shelter here in Washington  
The district government  
is balking.  
We'll keep you posted

ES

THE WHITE HOUSE  
WASHINGTON

April 9, 1984

*See*

MEMORANDUM FOR MICHAEL K. DEEVER

FROM: JAMES K. COYNE / SPECIAL ASSISTANT TO THE PRESIDENT  
PRIVATE SECTOR INITIATIVES

SUBJECT: THE HOMELESS ISSUE

I recently visited a shelter for the homeless in Denver. While I was there, the attached editorials were published.

The articles point out that many of the people living in shelters are there because they choose to be, which is concurrent with the Administration's thought and with what I found at the Denver shelter and others I have visited.

I thought you may be interested in passing this along to the President.



# Boulder study finds 40 homeless

By WYNNE BILBY  
Denver Post Staff Writer

BOULDER — An \$8,000 city-sponsored study shows that Boulder's "homeless" population — once large enough to cause the city "acute problems" — has dwindled to about 40 people.

And one-third of those people say they are homeless by choice.

Researchers found that most of Boulder's homeless are single men who are about 30 years old.

Many said they were homeless because they were traveling through the city or because they didn't want to be "hassled" with the details of finding permanent places to live.

"The great majority" of them sleep at the city's emergency shelter or at an "informal crash pad," the report said. During the coldest winter months, between 35 and 40 homeless people "were willing to accept shelter."

Researchers estimated that the number of homeless people in-

creases during the summer, but that the need for shelter is not as severe because of the warmer weather.

The study concluded that Boulder's existing shelter system "effectively prevents homelessness" among the groups it is designed to serve because it provides special accommodations for families with children, elderly single people,

battered women and the chronically mentally ill.

But the population of young single people who are homeless — even as few as 40 people in a general population of about 85,000 — are cause for concern because they are falling through the social services "safety net," said Susan Purdy, director of community develop-

LIMITED  
TIME OFFER

Contemporary  
Comfort

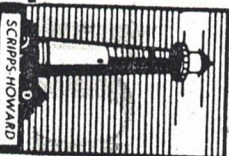
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N. BROADWAY

CLEARANCE  
Specials



# Editorials



Rocky Mountain News

Founded April 23, 1859

Ralph Looney, Editor William W. Fletcher, General Manager

"Give light and the people will find their own way"

400 W. Colfax Ave., Denver, Colo. 80204 (303) 892-5000

## Survey of Boulder's homeless makes the point

IT'S hard to believe that Boulder, a hip, liberal college town, could turn out to prove President Reagan was right when he said that some Americans are homeless because they want to be.

A survey conducted among the homeless people of Boulder seemed to indicate that about one-third of the city's homeless people chose that status. The study, conducted in January and February, showed that 35 to 40 people slept in the city's emergency shelters on most cold nights. Approx-

imately 10 to 12 said they had no homes because they wanted none.

But a closer look at the results of the survey shows that the people who told the interviewers they wanted to be homeless actually chose their status by default. Tragically, they were not able to make another choice. They were the chronic alcoholics, those with chronic mental illness, the ones without the wherewithal to choose rationally. Many were lost souls who, a generation or so ago,

would have been institutionalized but who now are supposed to be treated with drug therapy and/or in community centers. They're often free to leave such centers; no one forces them to "get well." Some manage to slip through the constraints of the programs and become the bag ladies and dumpster burns familiar in central cities, the people who make the well-fed citizens feel guilty.

The conclusions of the Boulder study make sense: Emergency shelters should continue to offer short-

term help, the community should do its utmost to connect people with service agencies, the various groups should work together to help the down-and-outers.

Until such people become stable enough to make decisions, shelters and halfway houses are their best — probably their only — hope. When they're well enough to make choices, it is likely they will choose, contrary to Reagan's expectations, privacy, a full stomach, a job and clean sheets. Just like the rest of us.