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**COLLECTION:**

Clinton Presidential Records  
 Domestic Policy Council  
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**FOLDER TITLE:**

Homelessness

rs45

### RESTRICTION CODES

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## HOMES FOR THE HOMELESS

*Serving homeless children and their families*

36 Cooper Square New York, NY 10003  
(212) 529-5252 tel. • (212) 529-7698 fax

Ralph Nuñez  
President/CEO

March 25, 1994

Dear Colleague,

Given the Clinton Administration's emphasis on transforming welfare into workfare, we thought you would be interested in reading the enclosed quarterly report by the Institute for Children and Poverty, the research and training arm of Homes for the Homeless. *Job Readiness: Crossing the Threshold to Employment* explores the reasons traditional job training programs fail to meet the needs of homeless heads-of-household.

This study finds that the primary reason for failure is homeless participants' lack of *job readiness*, or the ability to meet the minimum requirements of job training programs. For homeless heads-of-household who have not completed high school and have virtually no employment history, this barrier to job placement is the greatest to overcome. Innovative training programs that offer comprehensive services to address this lack of basic skills provide the most promising results for taking homeless families off welfare and on to independent living.

If you have any questions about this research or would like other publications of the Institute for Children and Poverty, please feel free to contact us.

Yours truly,

Ralph Nunez, Ph.D.

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# JOB READINESS

## Crossing the Threshold from Homelessness to Employment

*I really want to get a job, move my family to an apartment and get off of welfare, but I just don't know how!*

- Anna

21 year-old mother of two

ICP Report 5

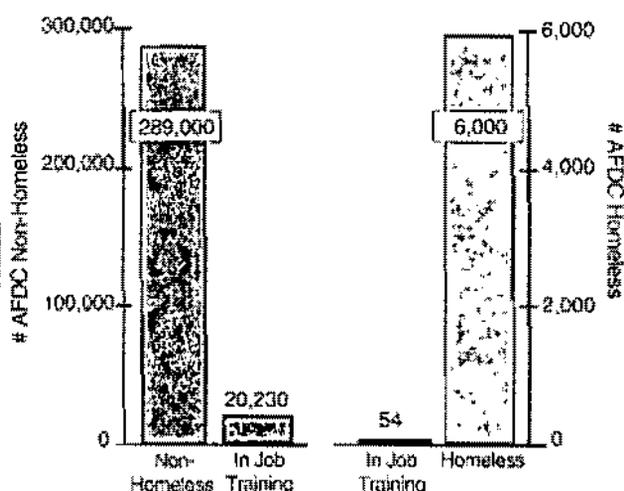
March 1994

### When Job Training Doesn't Work

With employment emerging as the central theme of welfare reform, the possibility of successful job placement of welfare recipients will not hinge simply upon the provision of jobs, but rather on job readiness. As Figure 1 indicates, only 7 percent of all AFDC (Aid to Families with Dependent Children) heads-of-household in New York City participated in job training programs in 1991. The striking comparison to homeless heads-of-household shows that such participation was virtually non-existent. There are, of course, a number of reasons for this low participation rate, but there appears to be one central issue: *job readiness*, or the ability to meet the minimum requirements of a job training program. Not all AFDC recipients, particularly those who are homeless, are prepared to participate in job training, let alone hold a job. This lack of job readiness, coupled with other obstacles associated with traditional job training programs—such as the need for child care and transportation—creates a clear formula for failure.

This report will deal with the poorest of AFDC recipients—homeless families. While it is this group that exhibits the most difficult problems to overcome in preparation for job training and employment, it is also this group that holds the greatest promise for testing innovative employment training models which fight homelessness and may eventually reduce welfare dependency.

Figure 1: Number of AFDC Heads-of-Household in Job Training in NYC — Non-Homeless vs. Homeless



Source: NYC Human Resources Administration, 1991

*Although there are a number of reasons for not participating in job training programs, one problem is paramount for the poorest of the AFDC population: job readiness. Without addressing the obvious lack of basic skills and provision of support services, we have a sure formula for failure.*

As previous studies by Homes for the Homeless (HFH) and the Institute for Children and Poverty have shown, family homelessness is not simply a housing issue.<sup>1</sup> These families suffer from a severe, chronic form of poverty that places the homeless heads-of-household outside the scope of traditional job training programs. To enable these individuals to participate in employment training requires a re-focusing of such programs, more appropriately, on *job readiness*.



INSTITUTE FOR CHILDREN AND POVERTY

A Project of Homes for the Homeless



**THE NATIONAL ALLIANCE TO END HOMELESSNESS**

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**FAX**

to: Bruce Reed & Carol Basco.

fax #: 456-~~7739~~. 7431

from: Gill Rathbun, Director of Policy.

date: 3/29/94.

pages: 25

subject: Job Training For The Homeless - Dept. of Labor.  
Copies of Congressional letters and Newspaper  
Articles.

NOTES: Bruce, This is information to follow-up on  
a phone call you had with Barry Sedmon,  
a board member of Fountainhouse, one in New York.  
It is unfortunate that the Department of Labor  
had such a negative portrayal in these articles.  
There is a very simple solution to this  
problem. Let's talk! Thanks, Gill.

MEMO from Jobs for Homeless People, Inc., Washington, D.C.

*Points re: Department of Labor's decision to shut down 20 current operations under its Job Training for the Homeless Demonstration Program (JTHDP) and transfer the \$7.5 million appropriated for this program in FY94 to a national competition under the JTPA Title II-A system.*

- \* DOL's decision to mainstream this program does not appear to be connected in any way to President Clinton's executive order to create a new and coordinated federal response to homelessness, nor with Secretary Reich's desire to make DOL customer-oriented and focused on outcomes rather than process.

The decision has no rationale in terms of the emerging federal plan to end homelessness, but appears instead as a short-sighted attempt by DOL not to lose the \$7.5 million, even if it means spending it poorly. It appears that DOL is simply dumping these funds for a year with little regard as to what this program means in terms of a coordinated federal response to homelessness. DOL wants to rush to mainstreaming through Title II-A when a better approach, based on the results of the demonstration and the significant constraints of JTPA II-A, would be a collaboration between DOL and HUD to insure that DOL-funded employment activities become an integral part of McKinney Act formula allocations to jurisdictions to create a full "continuum of care" for the homeless.

The DOL report to Congress (page 5-4) emphasizes the importance of coordination with housing, addictions services, health care providers, etc. How likely is it that new projects in FY94 will be able to make effective linkages in one year, only to see those linkages abandoned when the program is shut down? By contrast, the current grantees have these linkages in place and are fully geared up to get results with homeless people.

Secretary Reich wants to see Labor more results-oriented, less process-oriented. This DOL decision comes in the guise of "consolidating programs," but seems to have actually resulted from an internal administrative problem - that DOL had the appropriation for FY94 but not the authorizing language. This process problem consumed DOL's attention for months, and now has resulted in an ill-considered decision to dump the funds into JTPA. Who loses? The customers lose, and this is not what Sec. Reich wants to happen.

- \* DOL is unnecessarily threatening the infrastructure of homeless services in 20 communities, and jeopardizing its ability to evaluate fully a program its has spent \$30 million on in the past four years.

DOL has spent 10 months debating this change and has given its JTHDP program operators only 60 days notice of their intent to change the program. They did not inform operators until March 1 by telephone, then sent a letter back-dated to February 25 as the official notice for programs scheduled to run through April 30. This is fairly shoddy treatment of programs that, by DOL's own account, are working well, and it is not sufficient time to seek replacement funding at the local level. Programs have been put in a bind because: a) they could not make a good case for local funding while they had federal funding, because local governments are unwilling to spend scarce resources on a program that is already funded; and b) they now have no time, or have missed deadlines, to apply for local funding. DOL by its indecision has unnecessarily put quality programs in jeopardy.

Most current grantees will have to cut case management staff right away. Some will shut their doors altogether. This means that DOL's ability to evaluate completely the outcomes of this demonstration will suffer. Also, DOL has yet to include in its evaluation any questions to current grantees about how they have tried to access mainstream funding or the problems they have had with mainstream programs. DOL is presuming the JTPA II-A mainstream program can work for homeless people, but has not yet bothered to ask its program operators if they agree with this presumption.

- DOL is skirting the intent of Congress for this program.

If Congress wanted to authorize another \$7.5 million to go into an FY94 JTPA II-A system that is already funded at \$2.66 billion (source: GAO), presumably it would have done so. *The 20 JTHDP sites are currently serving as many homeless people as the entire JTPA II-A system, and if these sites close down precipitously there will be a 50% loss of capacity to serve the homeless, and surely this is not what Congress wants.*

DOL is planning to use its NOFA (Notice of Fund Availability) authority to slip the JTHDP funds quietly into the JTPA system, on the pretext that they have the right to limit applicants to Private Industry Councils (PIC's) to "demonstrate" what will happen. Yet they have no real need for this new "demonstration," as the following point addresses.

- DOL's plan to exclude PIC's who are current operators under this program has no justification.

Remarkably, DOL plans to exclude from the FY94 competition the PIC's that have successfully created programs which now have multiple linkages to social services within their communities, while asking new PIC's to create services of the very type that the current PIC's are operating. How does this advance the demonstration? Does DOL expect the start-up programs of new PIC's to fare remarkably better than the programs that DOL itself has assisted and monitored these past four years? Is DOL suggesting some radically new model for encouraging PIC's to create services under JTPA Title II-A? If not, it has no business excluding the work of PIC's that has already proven to be succeeding.

- The JTPA II-A system is a bad permanent home for services to homeless people.

The demonstration has shown clearly that providing short-term job search assistance, supplemented by an array of support services, is an effective approach to getting homeless people into the workforce (p. 5-6 of 1993 DOL's own report to Congress). But now DOL wants to mainstream this program through JTPA Title II-A. The problem is, recent JTPA amendments disallow funding of short-term job search assistance as a stand alone activity, and the JTPA system is inflexible (and stingy) in terms of funding support services not directly tied to employment. Thus DOL's plan to operate this program through JTPA ignores a key lesson of its own demonstration.

- DOL's decision is not consistent with the recommendations of Vice President Gore's National Performance Review to support flexible and results-oriented programs.

The hallmark of JTHDP has been its flexibility and lack of red tape, encouraging innovation, allowing program and budget changes in mid-year, and making record keeping simple. But now DOL wants to put the program within a system that will eat up 7 to 15% of the funds in administrative costs (source:GAO) and will transfer new administrative burdens to the providers of services.

In Chapter 1 of Vice President Gore's report (p.36), a JTHDP grantee (Jobs for Homeless People in D.C.) reported that it lost local JTPA funding for the very activity (job search assistance) that was working so well for its clients. Why? Because JTPA amendments, designed to correct an old abuse of the system when job search programs spent money without results, have now categorically eliminated job search as a fundable activity. Once again two years behind the learning curve, the federal government corrects an old problem while creating a new one. DOL seems unaware that JTPA II-A is a bad home for homeless services, despite its own report to Congress on the demonstration that affirms the efficacy of flexible, customer friendly services.

- \* DOL's decision on JTHDP runs counter to the General Accounting Office's principles for overhauling the federal employment and training system.

On pp.16-17 of General Accounting Office's testimony to Congress (March 3, 1994: "Multiple Employment Training Programs") several principles for a proposed new employment and training system are articulated: 1) simple and accessible services, 2) timely and customer-driven services, and 3) administrative efficiency. DOL is very unlikely to find these principles embedded in the everyday practices of PIC's around the country, and its FY94 "demonstration" will only confirm what GAO and the National Performance Review already know. While consolidation is a good goal, DOL should not consolidate a flexible, working program for homeless into an inflexible big program that serves homeless people poorly.

- \* DOL's decision to mainstream the remaining \$7.5 million appropriation for JTHDP for one year only will kill good programs, will waste scarce funds on start-up costs, and will waste DOL staff resources in an unnecessary competition that yields lesser results than what DOL is currently getting.

a) It will kill successful, experienced programs that are in full stride in terms of meeting their annual goals; *programs that are right now serving just as many homeless people nationwide as are being reached by the entire JTPA system*; and programs that now have only 2 month's notice to find new funding or die out in their communities.

b) It will start up programs that may only die out after one year, with the predictable loss of efficiency that goes with start-up costs (DOL should know this from its first two years of operating JTHDP).

c) It will cost DOL hundreds of staff hours and tens of thousands of dollars to do a national competition to produce what are likely to be lesser results than they are already assured of getting from known, proven operators.

# Programs to help homeless scuttled by cut in funding

By MICHAEL QUINLAN  
Staff Writer

Five months ago, Pamela Johnson was homeless, jobless and drunk. Now she's sober, pursuing a career in nursing, and sharing an apartment with her 4-year-old granddaughter.

She says she owes it all to Project WORTH, a Louisville program that helps homeless people by teaching them job skills.

But Johnson's uplifting tale likely will be one of the last success stories of Project WORTH. That nationally acclaimed program and nine similar Kentucky programs for the homeless have effectively been scuttled by the federal government.

Project WORTH officials

say they learned last month that the 5-year-old program would receive no more funding from the Department of Labor. The same goes for other job-training programs run by Louisville's Center for Women and Families and the Home Builders Association of Louisville, as well as programs for homeless and battered women in Lexington, Owensboro, Elizabethtown, Hopkinsville, Covington, Paducah and Mount Vernon.

The 10 programs received about \$1 million of the \$7.5 million the Department of Labor awarded in grants last year under the McKinney Act of 1987, which set aside money for the homeless.

The money now will be dumped directly into the pot of the Job Training Partnership Act. There's no telling how much of that new money will come to Kentucky or whether it will be set aside for programs for the homeless.

Marlene Gordon, coordinator of Project WORTH, assumed she would be able to apply for new funds this spring, as she had for the past five years. She said she didn't learn until last month that the money was being cut off. Unless it finds other funding to replace the \$400,000 it got this past year, Project WORTH will have to shut down in June.

Mary Meagher, a Labor Depart-

demonstration projects and were never intended to be financed permanently. She said officials of the homeless programs were told a year and a half ago that they would get no funding after April 1994. But Gordon and officials from the other programs insist that the first they heard of it was last month.

"It took us by surprise," said Alana Maddox, who runs the Initiative Program for the Center for Women and Families.

The Louisville programs can still apply for money from the Louisville-Jefferson County Private Industry Council, which administers the Job Training Partnership Act locally. But this year's budget already is set and more money won't become available until July 1995, said Pam Anderson, the council's executive director.

"My concern is if you shut down these services, people are going to be left out on a limb for a year," Gordon said.

Although the Private Industry Council currently finances some programs for the homeless, it had relied on the efforts of Project WORTH and the Center for Women and Families to take up the slack.

Anderson said the council probably will earmark more money for the homeless in 1995, and some of it could go to programs such as Project WORTH and the Initiative Program — if they still exist.

About 2,000 homeless people have gone through the various Kentucky programs during the past five years, and a majority of them now have jobs and a place to live, according to program officials.

Tammy Moore, 31, credits the Initiative Program with helping her put her life back together after she left her husband. She now lives in a transitional housing complex and is pursuing a business degree.

"A lot of women stay in an abusive marriage because they are scared of the unknown," Moore said. "This program gave me confidence and self-esteem."

Johnson agreed. "I wonder about

**"We're scrambling to try to find some other source of funding, but we've not had any luck so far."**

Marlene Gordon,  
Project WORTH coordinator



STAFF PHOTO BY MARY ANN LYONS

...they allowed their support for the Lady Navajos.

## urrah

## ending for M.C. Napier

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Lady Navajos have  
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...dies yesterday after-  
...team.

...than this," said Kilm  
...r the team from 1985

...ams scored 25 points

to the championship game. "A happy ending, she said."

The team will get a police and fire escort today to M.C. Napier's gym when it returns to the area at 4:30 p.m.

Sondra Combs, who was an honorable mention All-American in 1984 for the Lady Navajos, said she listened to the game on the radio yesterday morning. When Napier principal Richard Russell got on the air to plea with basketball fans to come to the championship game, Combs said that was all she needed to hear.

Three hours later, she was sitting in Diddie Arena cheering for a school she will never see the likes of again.

"I had the radio up loud and listened to the game at work," Combs said. "I wouldn't miss it for the world."

Russell said he would miss cheering for the school he's been affiliated with for 25 years.

"This is the only school that I ever taught at," Russell said. "I feel like I going to lose a home. But it's sweet that we are going out this way."

# Facing a cutoff of its funding, H.E.L.P. is in need of help

1 of 2

## Program offers job-training to the homeless

By TERRY RODGERS  
Staff Writer

Until a few weeks ago, 39-year-old Enrique De La Cruz was a regular on the psychegrinding homeless-shelter-and-soup-kitchen circuit.

Today, he can see a job at the end of his tunnel.

The former homeless transient is a first-string recruit at the Downtown Work Center, a job-training center for those who have fallen through the safety net.

In an interview, De La Cruz outlined his options:

"I don't like to go on welfare or food stamps because it's too embarrassing for me," he said, while putting together promotional sample kits at the downtown factory. "If I go back on the streets, the only alternative I have is to sell drugs or to steal. That's the honest truth.

"I'm trying hard," he added. "I fill out three job applications each day."

The job training program that has given De La Cruz and hundreds of other homeless people in San Diego a fighting chance to bootstrap themselves back into mainstream society is in danger of losing its federal funding.

The U.S. Department of Labor recently notified local officials that San Diego no longer is eligible to re-apply for \$400,000 in annual funding that has gone to operate the 4-year-old Homeless Employment Linkage Project (H.E.L.P.) program.

The reason cited by federal officials for pulling the plug on H.E.L.P., the largest and most comprehensive homeless job service in the San Diego metropolitan area, has local officials both puzzled and infuriated. Washington officials say they want to spread the money around and give other cities a chance to compete for the "demonstration project" funding, which is



Union-Tribune / CHARLES STARR

**Enrique De La Cruz** He works on stuffing promotional bags during job training.

expected to dry up entirely after 1995.

Attempting to explain the reasons for canceling San Diego's eligibility, Robert J. Litman, a labor department official, wrote a letter to local officials: "We have decided that the best use of (the) funds . . . is to broaden and enhance the effective delivery of services to homeless persons by the current Job Training Partnership Act . . . therefore, the 1994 open competition will not include the current grantees."

Attempts to obtain a more detailed explanation from Litman via telephone were unsuccessful.

"We disagree with that logic," said Stan Schroeder, an official with

the San Diego Consortium and Private Industry Council, the primary sponsor and applicant for the federal funding. "We don't think it's fair."

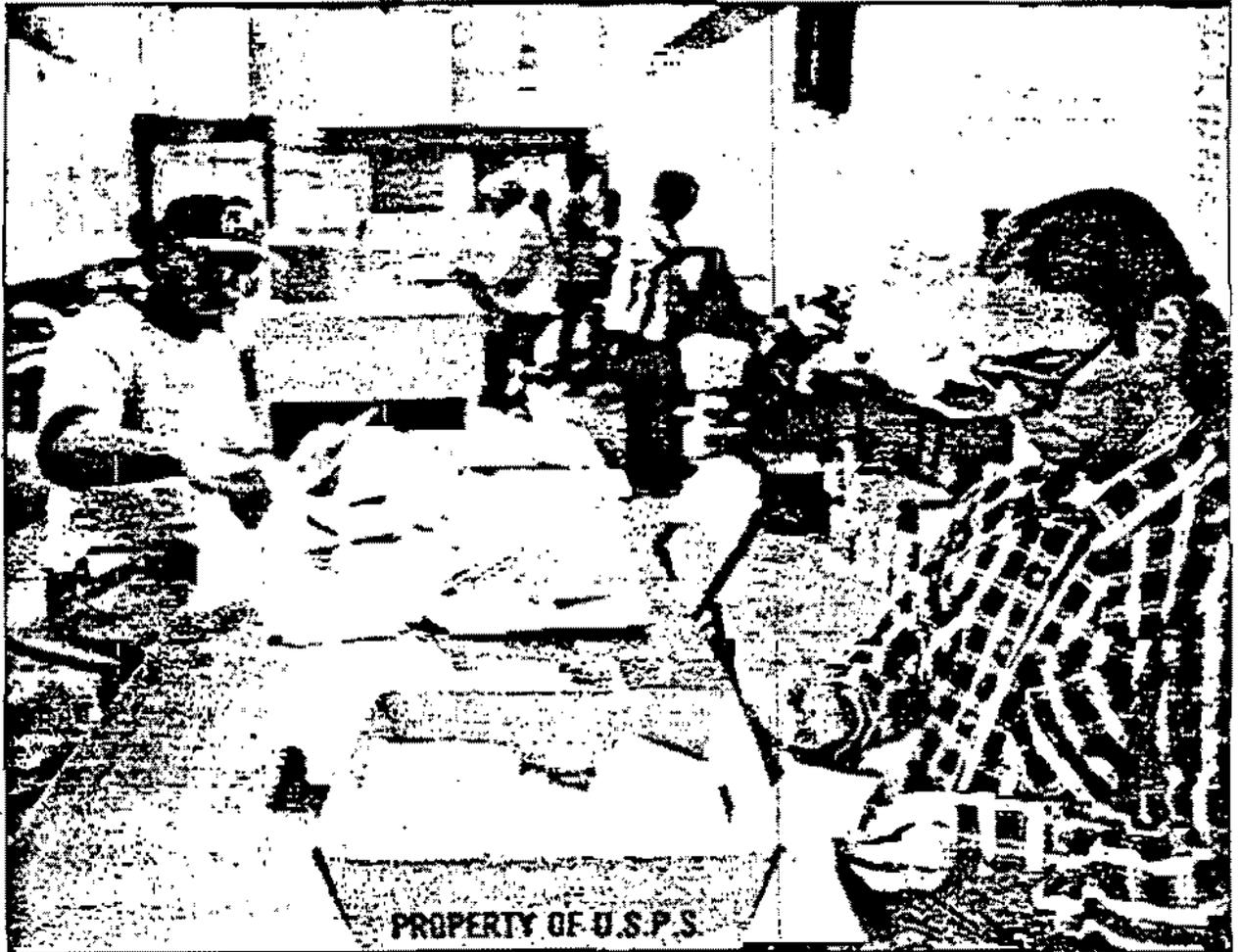
Harvey Mandall, an official with St. Vincent de Paul Village, which has split the federal funding for H.E.L.P. with another nonprofit social agency, Episcopal Community Services, was equally angered.

"They're penalizing us for having a successful program," he said. "It doesn't make any sense to me."

Schroeder said he intends to seek the support of San Diego's congressional delegation and other local officials to help lobby and persuade federal officials to reverse their unexpected change in eligibility poli-

city  
As a further contingency, city of-

2 of 2



Union-Tribune/CHARLES STARR

**Training:** At Episcopal Community Services, Kevin Pierce (right) puts tabs on newsletters to be mailed as Arnet Evans affixes address labels to other mail.

socials are exploring other potential funding sources such as federal Community Development Block Grant money.

H.E.L.P. was designed to assist a variety of homeless people, from the situationally homeless who suffer one-time economic catastrophes to chronically unemployed, gutter-hugging alcoholics and drug addicts. Those enrolled in the program could obtain an array of services ranging from literacy training and hands-on work experience to free housing in a 24-hour sober-living program while they are looking for work.

Over the last four years, 1,092 homeless people were enrolled in

the H.E.L.P. program, and, so far, 618 have been able to get hired in the workplace, Schroeder said.

"Our main disappointment with the program was that we were able to serve only a portion of those homeless people who needed and could benefit from the services," Schroeder said. "We would have liked to have had a larger program, but that wasn't possible."

A report submitted in August to federal officials that summarizes the first three years of H.E.L.P. shows that, of 776 homeless people who entered the program, 471 obtained jobs and 258 of them — about 53 percent — were able to stay employed at least 13 weeks.

"What this program did that was so effective and unusual is that we provided intensive services at the front end in order to get better results at the back end," said Ann King, director of transitional services for Episcopal Community Services.

The program has been both a tangible funnel to re-enter society and a mental lifeline to many of the estimated 5,000 to 7,000 urban homeless people in San Diego, she said.

"Some people feel better knowing that, when they're ready to quit the streets, we're here," she said. "When people lose all hope, they become totally disconnected with society."

OAKLAND TRIBUNE

3/18/94

A-9

# Homeless group battles for survival

■ Berkeley jobs placement program searches for funds

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AA

By Elizabeth Mason  
STAFF WRITER

3/12/94

BERKELEY — Michael Daniels is looking for "green ketchup."

Project director of the Jobs for Homeless Consortium, he says that's what it will take to save Berkeley's best job training and placement center for street people.

The Telegraph Avenue center — which offers free literacy and computer classes, addiction counseling, interview and job training and housing help — has

lost its federal funding.

Officials learned in February that the Department of Labor is discontinuing funding 20 operations under its Job Training for the Homeless Demonstration Program. Instead, it will transfer the \$7.5 million to another program.

The Berkeley center, which was founded in 1993 and has placed more than 1,400 homeless people in mainstream jobs, is slated to close at the end of April.

Program Coordinator Michael Daniels said the consortium is appealing to the cities of Berkeley and Oakland and Alameda

Please see Jobs, page A-10



PETER DASILVA

Veronica White, left, a staffer at the Jobs for Homeless Consortium, counsels the homeless on how to find jobs.

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# Jobs: Homeless program struggles to find funding

Continued from page A-9

County for help.

Clients and supporters are also lobbying the Department of Labor to change its decision.

"We are hopeful that the feds will pick up the baby they dropped and that Berkeley and Oakland and Alameda County can take on a share," Daniels said of the program which costs about \$709,000 a year.

Eighty percent of that funding came from the Department of Labor. "I'm looking for several green knights."

The program's closure is devastating to its employees and the

people it has served. Clients describe the center as a place where they are taught to help themselves.

Like about half of the clients, When Donald O. went to the center in November 1992 he had difficulty reading. Now he can read beginner books and tutors adults in math.

"If the center wasn't here I don't know what I would have done," said Donald, 51. "I'm so glad I can sit down and read a (beginner) book. I want to read Jack London."

Kristin Murphy, 25, of Oakland turned to the program three years ago when she was home-

less. She received job training and assistance for school and rent. She got jobs as a cook in a sorority and now at a store.

"I'd probably still be homeless if it weren't for them," Murphy said Thursday. "You don't find many places where people give you individual help."

"I came here when I was broken," added Moses King, 38, who is now self-employed and works in a ministry. "I had a low self-esteem but they encouraged me to go on. This is hope. Hope is a chance to get a job."

Though the consortium has stopped taking new homeless clients, those already receiving help there are continuing until April.

DOL GRANT WHICH IS 80% OF TOTAL FUNDS

THE CINCINNATI ENQUIRER

METRO/STATE

B2/Metro THE CINCINNATI ENQUIRER

Saturday, March 26, 1994

Program's key jobs in danger

Agency finds employment for battered women

BY JANE PRENDERGAST

The Cincinnati Enquirer

COVINGTON — Funding for a program that helps battered women in shelters find jobs is about to run out, which means a Northern Kentucky agency may have to eliminate key staff positions.

The Women's Crisis Center of Northern Kentucky, which serves 13 Kentucky counties, will lose \$85,000 a year when the U.S. Department of Labor discontinues the Job Training for the Homeless program on April 30.

The money, used to train abused women for the work place, will be shifted to programs of the Job Training Partnership Act, which is not specifically focused on homeless people.

Unless the center's efforts to lobby Congress succeed or officials find money elsewhere, the loss will mean a job funder, job counselor, child-care worker and part-time teacher will be out of work and women may not get job help, said Edwina Walker, agency director. The agency employs 20 direct service workers.



Walker

Women: Clients grateful

CONTINUED FROM PAGE B1

support they were," she said. "They helped me figure out what to do, where to look, everything. I really think if they hadn't helped, I would have gone back to the situation. I had no idea how I was going to support myself and my little girl."

Connie Helman of Taylor Mill got help interviewing, and landed a job six months ago as a phlebotomist. "It just helped build my self-esteem," she said. "They slowly

build you up. And when you go into a lot of interviews and you don't get one right away, they help you stay motivated."

The federal money is administered through the Kentucky Domestic Violence Association in Frankfort, which funded six other programs at agencies across the commonwealth. The association gave out \$2.5 million during the 4 1/2 years it has had the grant. More than 35 other programs around the United States also were funded, including one in Columbus, Ohio.

Post-it Fax Note	7671	Date	3/28	# of pages	1
To	Jill Kothman	From	Edwina Walker		
Co. Dept.		Co.	Women's Crisis Center		
Phone #		Phone #	606/491-3335		
Fax #		Fax #	606/455-2656		

"The really valuable thing is that this money was very flexible," Walker said.

"We could use it for all kinds of things — maybe to help them buy decent work clothes, pay a phone deposit, maybe dental work if a woman had gotten her teeth knocked out. It can be very difficult to get job if you don't have any front teeth."

The agency runs walk-in centers in Covington, Florence, Williamstown and Laysville and shelters in Campbell and Mason counties.

Walker said the funding loss comes at a time when more women than ever are seeking help. At the local crisis center, 218 battered women were served last year, up from 2,027 in 1992. The number of women needing temporary shelter grew, too, from 197 to 219.

"I'd like to think that we could continue to work without these people, if we have to let them go," Walker said. "But I don't know how we can. There's already such a growing demand on our time."

The program helped Pam Thomas, who is fleeing with her young daughter an abusive 12-year marriage. Since February, she has been a manager of a Northern Kentucky clothing store.

"I can't tell you how much moral support they were," she said. "They helped me figure out what to do, where to look, everything. I really think if they hadn't helped, I would have gone back to the situation. I had no idea how I was going to support myself and my little girl."

(Please see WOMEN, Page B3)

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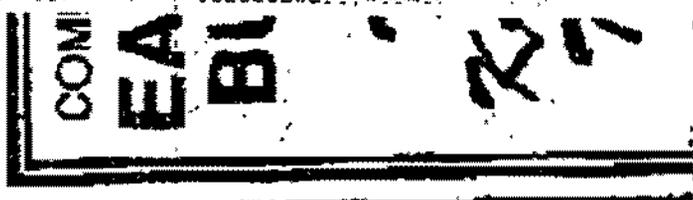
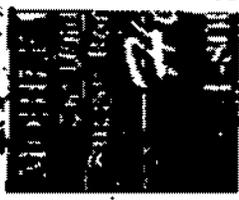
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Paducah Sun March 26, 1994 Krauthke

# Spouse abuse center fighting cut to prevent job aid funding

**BY DONNA GROVES HAYNES**  
*Staff Writer*

Funds used by the Purchase Area Spouse Abuse Center to improve the chances of homeless victims in finding jobs may be directed to another job program, under U.S. Department of Labor plans.

The Kentucky Domestic Violence Association has received about \$200,000 a year under the Job Training for the Homeless Demonstration Program. Of the amount, \$60,000 goes to the Purchase Area Spouse Abuse Center.

Although Congress allocated money that could fund the program through fiscal year 1994, a new decision is that the funds could best be used "to broaden and enhance the effective delivery of services" to the homeless via the current Job Training Partnership Act, U.S. Rep. Bruce F. Vento said in a letter written on Labor Department let-

terhead.

Peggy Payne, executive director of the Purchase Area Spouse Abuse Center, vowed to try to keep the funds, although the loss would affect only one facet of the assistance provided by her organization.

Payne called the current process a "perfect" means of helping homeless, domestic violence victims. "The grant was designed to help people become self-sufficient for the future, to keep them from being added on to the welfare rolls," she said.

"Anything we saw that they needed for work, up to \$500 per client, we could provide it — whether it was buying an old car to get them to and from work, or if they had a car, paying the insurance on it, whatever. If they needed false teeth to make them more employable, we could do that."

The spouse abuse center's other funds, including those provided by the state, fulfill other needs and can't be switched over, she said.

The funding is to cease next month. "We have been told to close down the program by April 30," she said.

Payne wrote a plea to U.S. Labor Secretary Robert Reich and has contacted area members of Congress to save the funding.

U.S. Rep Tom Barlow wrote a supportive letter asking that funds appropriated by Congress for fiscal 1994 be put to their intended use.

"Several domestic abuse centers in my congressional district, including centers in both Paducah and Hopkinsville, put these funds to excellent use," Barlow wrote. "Any attempt to cut off funds would be contrary to the congressional intent expressed in the implementing legislation."

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Job-training programs disbanding amid fund loss

ASSOCIATED PRESS

LOUISVILLE — Pamela Johnson credits an acclaimed job-training program in Louisville with lifting her out of homelessness.

But she wonders if others facing similar despair will have the same opportunities to gain job skills that can turn around their lives.

That's because Project WORTH, the program that assisted Johnson, is among 10 job-training programs for the homeless across Kentucky that have effectively been gutted by the federal government.

"I wonder about others that were in my position," Johnson said. "Who will help them?"

Johnson was homeless, jobless and drunk five months ago but now is sober and pursuing a career in nursing. She shares an apartment with her 4-month-old granddaughter.

Project WORTH officials say they learned last month that the program, in operation for five years, would receive no more funding from the Department of Labor.

The same goes for other job-training programs run by Louisville's Center for Women and Families and the Home Builders Association of Louisville, as well as programs for homeless and battered women in Lexington, Owensboro, Elizabethtown, Hopkinsville, Covington, Paducah and Mount Vernon.

The 10 programs received about \$1 million of the \$7.5 million the Department of Labor awarded in

grants last year under the McKinney Act of 1987, which set aside money for the homeless.

The money now will be dumped directly into the pot of the Job Training Partnership Act. There's no telling how much of that new money will come to Kentucky or whether it will be set aside for programs for the homeless.

Martens Gordon, coordinator of Project WORTH, assumed she would be able to apply for new funds this spring, as she had for the past five years. She said she didn't learn until last month that the money was being cut off.

Unless it finds other funding to replace the \$400,000 it got this past year, Project WORTH will have to shut down in June.

Mary Meagher, a Labor Department spokeswoman, said officials of the homeless programs were told a year and a half ago they would get no funding after April 1994. She said the Kentucky programs were considered demonstration projects and were never intended to be financed permanently.

But Gordon and officials from the other programs insist that the first they heard of it was last month.

"It took us by surprise," said Anne Madden, who runs the Initiative Program for the Center for Women and Families.

The Louisville programs can still apply for money from the Louisville-Jefferson County Private Industry Council, which administers the Job Training Partnership Act locally. But this year's budget already is set and more money won't become available until July 1995, said the

council's executive director, Jim Anderson.

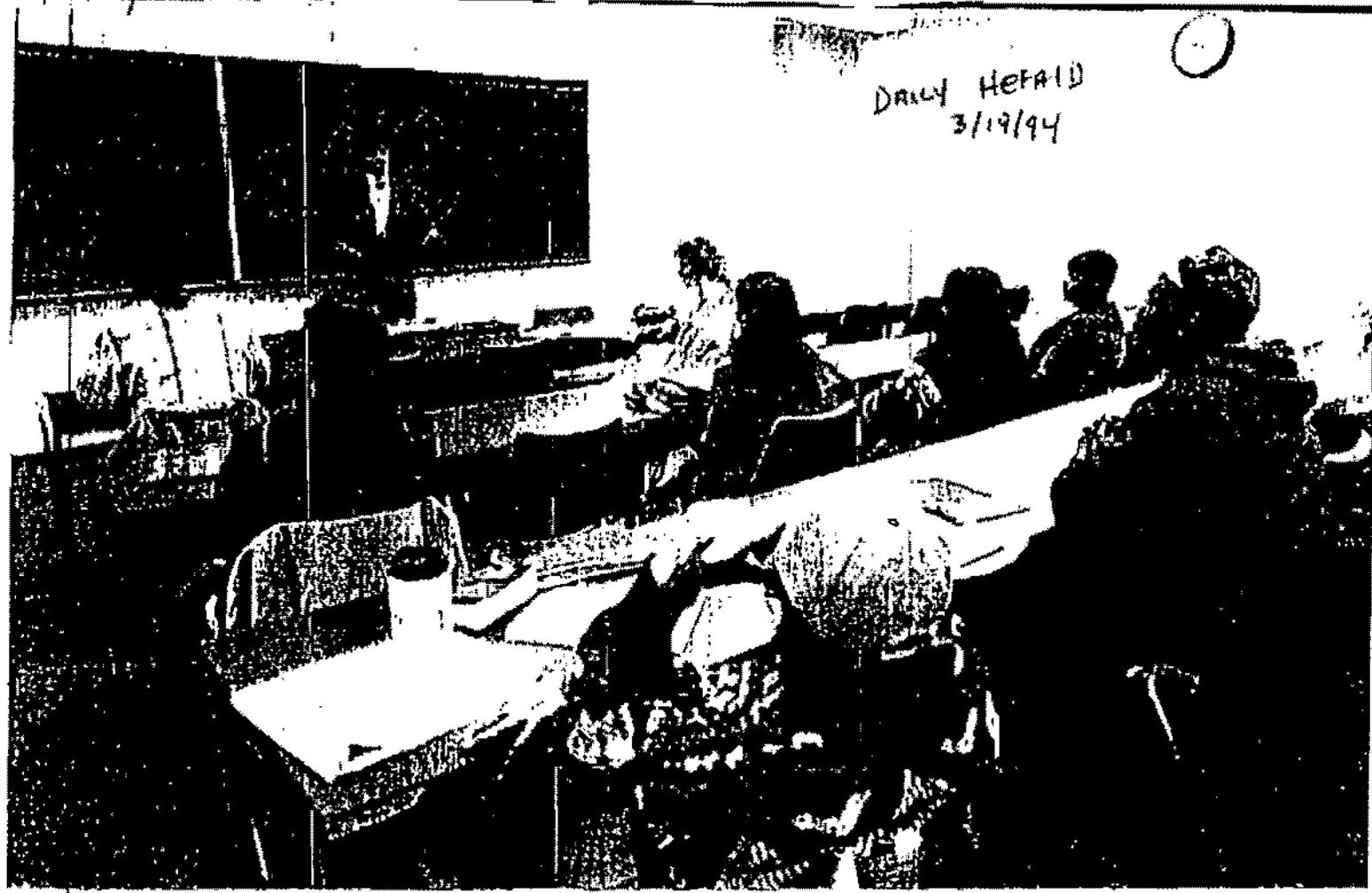
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DAILY HERALD  
3/19/94



Barbara Zaha, job placement coordinator, conducts a training session as part of the Alternatives program. The program, however, is scheduled to be out on April 30 because of the elimination of federal funding.

# Program looking for an alternative

By SHERIDAN CRANEY  
Daily Herald Correspondent

A federally-funded job training program will be cut as soon as next month affecting more than 160 homeless clients in the Fox Valley area.

The Elgin site along with the other 19 homeless demonstration projects throughout the United States is scheduled to be closed on April 30.

All sites are funded by the U.S. Department of Labor, which has decided to eliminate funding for the project. The Elgin site is the only one in the state.

The Illinois program, housed at Elgin Community College's Foundation Square campus, has provided employment training and support services for persons without permanent nighttime shelter since the project's 1988 inception.

April 30. Enrollment has been halted. Townsend plans to apply for a 60-day funding extension in order to give staffers more time to wind down the program.

The last group of homeless clients to receive services from the program are about a month into the process. Some say it will be difficult for them to obtain self-sufficiency within the shutdown period.

"There's no second chance now. And this was my second chance," said 24-year-old Karen Kethavong who has been homeless for more than a year.

Many of the program's clients, like Kethavong, became homeless because of changing circumstances.

Sudden unemployment, loss of a second income and high housing costs are commonly cited by the clients, most of whom are hoping



quite under the Stewart W. McKinney Act—the Alternatives program for the homeless was originally scheduled to run for five years.

More than 60 of the Elgin site's 160 clients have been placed this year, according to Michael Townsend, Alternatives program director. Last year, the site served more than 500 clients.

Notice of the termination left program directors stunned by what they're calling an "abrupt" end.

"It was shocking to all the sites," said Townsend. "The staff knew that this was a grant funded project, but we've always operated on an optimistic basis. Now we're in the position of having to refer and turn away clients."

Services to active clients are scheduled to continue through

to find permanent jobs that will enable them to meet their basic needs.

Anthony Walker, 39, is a homeless Vietnam veteran living in an Elgin shelter.

He's held a variety of skilled labor positions, but says he doesn't have enough experience to land a job paying a living wage.

"This provided an opportunity to get into school and pick up a new trade," he said of the project. "That's really what you need to do."

"I'm homeless, I work and I stay in a shelter. Basically, you can eat in Elgin and you can get a place to stay. But there's not a place where they offer the same things Alternatives offers," Walker added. "What this will really affect is the people just becoming homeless. This is it, and it's going



Anthony Walker is one of more than 100 clients who take advantage of the federally funded Alternatives program, which provides job training and assistance for the homeless.

to hurt."

Those who may feel the most pain are clients in the middle of the training and job search process.

Staffers wonder where they will find future support.

"It's one less option," explained Joyce Fountain, case worker, "and I'm not sure where they're

going to get their needs addressed. You're taking away something, but what's replacing it?" she asked. "What's next?"

That sentiment is echoed by some clients. Jeff Hanson, a 38-year old unemployed carpenter, sought assistance from Alterna-

See HOMELESS on Page 2

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## HOMELESS: Alternative programs available

Continued from Page 1

lives last month after four months of homelessness. He says he is confused by the decision to cut the program.

"What I don't understand is why they're quitting a service that's been established," Hanson said. "These people have been doing it for seven years. To me, they're helping me build back by self-esteem and get on my job search. I feel sorry for the next guy in my position."

Site directors were told the Department of Labor plans to mainstream services for the homeless within other department programs as part of the Job Training Partnership Act of 1992. So far, there has been no decision on which program will provide homeless job training services or when the services will be transferred.

Townsend says cutting the demonstration project is not a reflection on its efficiency, and he is not convinced other Department of Labor programs are prepared to handle homeless services.

"The project definitely met its goals and objectives. We and they [Dept. of Labor] thought we were doing an outstanding job," he said. "But we question the idea that all J.T.P.A. projects may be equally equipped to begin providing homeless services quickly."

Homeless persons seeking services at the Elgin site will be referred to the Salvation Army, Wayside Rescue Mission and other community service agencies, Townsend added. Alternatives programs for single parents and displaced homemakers are not affected by the change, he said, and have received funding through the next fiscal year.

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# Fountain House

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Telephone: (212) 582-0340

March 7, 1994

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Senate Daniel Patrick Moynihan  
United States Senate  
464 Russell Street  
Senate Building  
Washington, D.C. 20510

Honorable Daniel Patrick Moynihan:

We are one of approximately 20 grantees receiving funding from the United States Department of Labor under the Job Training For the Homeless Demonstration Project, and we understand that we are the only grantee servicing the homeless severely and persistently mentally ill.

The Department of Labor is proposing to close down the whole program, with no renewals of existing grants. This was proposed some two years ago, the stated reason being that the program was too small, and that the McKinney Funds used for this would be better used by H.U.D. That proposal was defeated at that time, and we fear that the same reason is now being given, without, however, any provision for H.U.D. to continue funding.

The National Alliance to End Homelessness (contact Ms. Jill Rathbun) is coordinating some of our efforts. Their telephone is (202) 638-1526 and fax is (202) 638-4664.

We would be grateful for any help you can provide.

Sincerely,

*Kenneth J. Dudek*  
Kenneth J. Dudek  
Executive Director

*Bob Hibbard*  
219-6141

*+ Appropriations Education Labor*

KJD:mc

*Pat Foley*  
219-6141  
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# A Bill Promises Aid for New York City's Mentally Ill

By CELIA W. DUGGER

Saltatrice Whigham used to be one of the thousands of homeless mentally ill people in New York City who quieted his pain with the medicines of the street — L.S.D., marijuana, cocaine. "I didn't want to live that life anymore," he said recently. "There's always hope. It's just that you have to find it."

Mr. Whigham, who is schizophrenic, found hope, as well as a place to live and a way to stay off drugs, through Fountain House, a nonprofit social club and social service agency for the mentally ill. It is one of only four such programs serving a total of 1,100 people in a city that is home to 25,000 seriously mentally ill people, 8,500 of them homeless, according to state estimates.

Soon there will be many more Fountain Houses, as well as more new drug-treatment programs, drop-in centers, outreach

in a menacing way, Richard Bryson, a spokesman for Mr. Giuliani, said recently that the new state money "will be a great help to us in getting people who are homeless into appropriate care."

Mr. Giuliani has specifically mentioned the need for more teams of workers to comb the streets, befriending the mentally ill and coaxing them in some inside, or calling the police if they are dangerous. There are now 13 "outreach" teams and mobile crisis units, most of them in Manhattan. There are none in Queens or the Bronx and only one in Brooklyn.

"It is essential that we have outreach teams in every borough to identify the mentally ill in the streets and the parks," Dr. Marcos said. "That is a glaring deficiency."

One team, from a program called Project Help, cruised the city in a blue van on Monday, checking on some of the city's most fragile mentally ill homeless. They stopped at the corner of 67th Street and Lexington Avenue, where an elderly woman who calls herself Bucky Foxx Cosby sat huddled on an orange crate, chomping on a bag of potato chips. She had no upper teeth and wore a clear plastic kerchief on her head. She is psychotic, but somehow managing to feed and clothe herself.

"You know Redd Foxx?" she asked the team. "I was married to him once."

Sara Tzemberis, a psychologist who is director of Project Help, asked her, "Was he nice?"

She burst into song, a flirtatious gleam in her eye. "He touched me, sweet Jesus," she crooned in a scratchy, shaky voice.

When Mr. Tzemberis asked if she had enough to eat, she did not deign to reply. She drew herself up and looked at him like he was the nicest person in the world, then refused his offer of a ham and cheese sandwich.

"Now listen, no kidding," he said. "Is there something I can do for you?"

"Yeah, there's something you can do for me," she said. "Speak to Jesus."

The team wished her well, and piled back in the van. Under state law, they cannot call the police to forcibly hospitalize a homeless mentally ill person unless she is a danger to herself or when Bucky Foxx Cosby is the antithesis of dangerous.

### Sleeping in Park

In Battery Park, they approached a grizzled, 44-year-old schizophrenic man sitting on a bench. The man, who gave his name only as David, was dressed in a shiny overcoat and a brown woolen cap. It was only the

"It's a nice place," Debbie Sullivan, a nurse, assured him. "They have food, beds, doctors. It's very clean."

David fell quiet for a moment as the three team members hovered over him, hoping he wouldn't change his mind. A note of shame crept into his voice. "I'm very dirty," he said. But Mr. Tzemberis assured him, "It happens in everybody on the street."

In addition to more teams of street workers like Project Help, city and state officials say the city must build an array of other services. It needs more drop-in centers, where homeless people can get a shower, food, medical attention and a respite from the rigors of the streets. It needs more case managers assigned to mentally ill individuals, helping them navigate the dizzying number of city, state and Federal bureaucracies they rely on.

It needs more sophisticated emergency room services for mentally ill people in crisis, as well as drug treatment for the thousands of homeless mentally ill people who are addicted to combinations of drugs and alcohol. It needs more housing and special residences for the mentally ill, with supportive social services attached.

### A Welcome Haven

And it needs more clubhouses like Fountain House, 424 West 47th Street.

Many chronically mentally ill people find themselves isolated, with little to do and no one to talk to. When they sign up at Fountain House, they always have a place to go. They are also assigned to caseworkers, who help them acquire housing, medical care, food and even jobs.

"Here I have my friends," said Mario Pinot, 44, who was once homeless and suffering from depression and anxiety on the Bowery. "I don't have to wear a mask. This is a place for people with emotional problems. Where else is there for us to go?"

Mr. Whigham, 38, joined Fountain House almost four years ago and often spends time at the Georgian colonial building that houses the program. He is now living in one of Fountain House's residences for the formerly homeless. "They make sure you take your meds," he said. "That's a must." He is relieved, he said, to be out of the shelters and flophouses, where robbery and violence are endemic and he often woke covered with bedbugs.

"Fountain House helps you to get back in everyday society," he said, "and to become a regular citizen again."

Margaret Kane, 66, has never been homeless, but she said she has found refuge from loneliness since she joined Fountain House. She used to live at her sister's home, where she had to walk through her sister's bedroom to reach the bathroom. "I was disturbing her and I would have to tiptoe and that bothered me," she said. "My sister's very well meaning, but sometimes she's so busy she can't always help me."

Mrs. Kane, who is manic depressive, now lives in a Fountain House apartment across the street from the clubhouse. She has her own bedroom and bathroom, a gray poodle, Timmy, and a counselor, Steve Anderson, whom she reveres.

"They treat you with respect," she said. "They don't talk down to you like you're a sickle. Ever since I was a child, there was always a stigma against the mentally ill. They used to put people in what they called the nuthouse."

Those days are over. The number of patients in state mental hospitals has declined from a peak of 93,000 in the mid-1950's to about 10,000 today. The mentally ill; their families; the doctors, nurses and social workers who tend their needs, and the historians who have studied the state's sorry record say they hope a better day is finally at hand.

"Again and again, I've witnessed people whose life circumstances expand in the community in ways that are remarkable," said Professor Rothman. "You get people out of institutions and give them services and all of a sudden they're not inmates, they're people."

## Savings from state psychiatric hospitals to help those outside.

teams, crisis services and housing options for the mentally ill because of a historic agreement reached Nov. 16 between the State Legislature and Gov. Mario M. Cuomo.

For the first time since the state began emptying its mental hospitals of tens of thousands of patients in the mid-1950's, the state's elected leaders have promised to dedicate money saved from shrinking the size of the state psychiatric hospital system to caring for the mentally ill in the communities where they now live.

The new legislation, which is expected to pass next month, or as soon as both the Assembly and Senate are back in session, would mean about \$100 million over the next five years for new programs in the city, about half the total of savings to be spent statewide.

### Many Tragedies

The victory is a bittersweet one for mental health experts and advocates for the mentally ill who say they have witnessed countless lives wasted in loneliness, isolation and homelessness because the state abdicated its responsibility to care for the mentally ill who were no longer institutionalized.

"The delay has meant tragedy for life after life," said David Richman, a professor of social medicine at Columbia University. "You wonder, 'Why did it have to take so long?' But thank God, finally, it's done."

While it is not yet clear exactly how the money will be spent, there is a strong consensus among those who work in the mental health field about what the mentally ill need and a growing optimism that the infusion of money will make a dent in the problem. Under the terms of the bill, the city will propose how to spend the bulk of the money, subject to state approval. Programs like Fountain House are considered models of the types of projects that will be financed.

The city's Commissioner of Mental Health, Dr. Luis Marcos, who was appointed by Mayor David N. Dinkins, and who hopes to stay on under the city's newly elected Mayor, Rudolph W. Giuliani, predicted, "There will be fewer sick street people. We know these programs work, we just don't have enough of them."

During the campaign, Mr. Giuliani defined the problem of the homeless mentally ill as a quality of life issue for a city suffering from compassion fatigue, worn down by the dispiriting sight of men curled up in fetal positions on park benches or panhandling



"They treat you with respect," said Margaret Kane, who is manic depressive and lives in an apartment of Fountain House, a nonprofit agency for the mentally ill.



"There's always hope. It's just that you have to find it," said Saltatrice Whigham, who is schizophrenic and used drugs when by was homeless.

## Officials agree new outreach services are needed.

team's second conversation with David, who said he had been sleeping in the park for months. "It's been rough the last couple of nights," he told them, referring to the cold temperatures.

To the shock and joy of the team, which rarely gets such easy victories, David said he wanted to go someplace warm. A psychiatrist, Diane Lauer, got on the car phone and found a small, specialized shelter for homeless mentally ill people that had a bed for him.

F A X T R A N S M I T T A L

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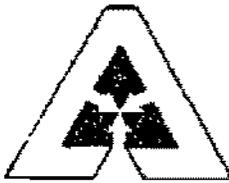
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appreciated, and I am, of course, available, if you need further  
information.



**THE NATIONAL ALLIANCE TO END HOMELESSNESS, INC.**

**URGENT!URGENT!URGENT!URGENT!URGENT!**

**TO:** For Alliance Members Who Are Interested in Job Training for Homeless People

**FROM:** Jill Rathbun, Director of Policy  
National Alliance to End Homelessness

**DATE:** March 9, 1994

**RE:** Update Information

**It's Time to Re-Focus Our Educational Efforts!!!!** I know it is hard to keep up the momentum, but this is the time to make the greatest impact. Don't let this Administration and this Congress forget about job training for homeless people. We need three things to happen every day until Friday, March 18th. Note a new strategy for handling the press versus having a national press conference.

1. Have everyone you know (Board Members, Community Groups, City Government, Clients, Etc) call you Congressional Delegation asking them to write a letter on your behalf to Secretary Reich, cc'ing Asst. Secretary Doug Ross. If you are afraid that this would be lobbying with federal funds, take an hour off and call from home on Monday morning to organize this effort. We should not be bullied!!!! This will pay off. Also ask them to call Secretary Reich, (202) 219-8274, Asst. Secretary Ross, (202) 219-6050, and Bruce Reed, (202) 456-6515 at the White House on your behalf and on behalf of Job Training for Homeless People all over this country.

2. First thing Monday Morning and everyday after that, call the Editor of the biggest newspaper in your area and the lead Anchor(s) for the local nightly news. Sell the situation as a local story with a national twist. Let them know how much your community is losing by the Department of Labor having made a bad program/policy decision. We really need some press this week!!!!

3. We really need to work the Mayors and the Governors. Letters from mayors and governors to Secretary Reich and the White House will be a very powerful influence. With President Clinton being an ex-governor and many political appointees being ex-local and state officials, they carry a lot of weight in the advocacy arena.

If each one of you could fax (202) 638-4664 or call me (202) 638-1526 with the number of training slots your program will lose and the number of employees you will have to lay-off that would be helpful. Also, if each one of you could call me sometime this week and let me know how your educational efforts are coming that would be good. Then I can follow up from this end, if needed. Furthermore, let me know if you are coming to D.C. the end of March and we can schedule a meeting of whoever is here. ***IF THERE WAS EVER A TIME TO MAKE YOUR VOICES HEARD, IT IS NOW. DO NOT LET JOB TRAINING FOR HOMELESS PEOPLE END IN THIS COUNTRY!!! I KNOW WE CAN MAKE THE DIFFERENCE AND WIN!!!!***

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CENTER ON SOCIAL WELFARE POLICY AND LAW

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Tel: 212 633-6967 · Fax: 212 633-6371

March 4, 1994

Bruce Reed  
Deputy Asst. to the President for Domestic Policy  
Old Executive Office Bldg., Rm. 216  
Washington, D.C. 20500

Dear Mr. Reed:

We are pleased to enclose the Executive Summary of our new report, *Jobless, Penniless, Often Homeless: State General Assistance Cuts Leave "Employables" Struggling for Survival*. This report analyzes available research on the impact of terminating "able-bodied" persons from state General Assistance (GA) programs, illustrating the devastating effect GA cuts have had on individuals and communities. We hope you find it useful.

Highlights of the report include:

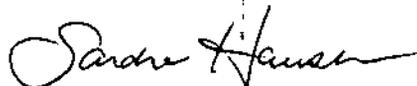
- The vast majority of "employable" individuals terminated from GA did not find jobs, and for those who found it, employment has typically been temporary, low wage and/or part-time;
- Crises resulting from the cuts were immediate and severe, including increased homelessness, hunger, health problems and growing social isolation among the terminated population;
- State definitions of "employability" were totally unrealistic, as most former recipients face profound barriers to employment including lack of education, low skill levels, minimal job experience and chronic illness; and
- Communities have not been able to meet the increased need resulting from termination of GA.

It is important to keep the lessons from GA cuts in mind, as the nation moves forward in the debate over welfare reform for families with children. The GA research suggests that unless many more jobs are available, or income support is continued, families will face long-term suffering as they struggle to survive without income support or permanent employment.

Copies of the full report are available from the Center on Social Welfare Policy and Law, 275 Seventh Avenue, Sixth Floor, New York, NY 10001-6708, Tel:212-633-6967, Fax:212-633-6371.

This report continues the Center's efforts to publicize shortcomings in current welfare programs. An earlier report, *Living at the Bottom: An Analysis of AFDC Benefit Levels*, available free from the Center, describes in detail the utter inadequacy of current AFDC benefit levels and the extent to which they have shrunk in value over two decades.

Best Wishes,

A handwritten signature in cursive script that reads "Sandra Hauser".

Sandra D. Hauser  
Staff Attorney

SDH:jmp  
Enclosure

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## **Clinton Presidential Records Digital Records Marker**

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The  
Welfare  
Law  
Center

# **Jobless, Penniless, Often Homeless: State General Assistance Cuts Leave “Employables” Struggling for Survival**

## **Executive Summary**

February 1994

**Center on Social Welfare Policy and Law**

*Publication No. 805-Executive Summary*

THE WHITE HOUSE

WASHINGTON

October 18, 1993

Ms. Chrysanthe Gussis  
National Law Center on  
Homelessness & Poverty  
Suite 412  
918 F Street, NW  
Washington, D.C. 20004

Dear Chrysanthe:

Thank you for your letter of October 7 forwarding the reports entitled, "No Way Out" and "Beyond McKinney." I appreciate your taking the time to send them.

I am sharing these reports with the Ms. Donsia Strong of the Domestic Policy staff. Donsia is our senior policy analyst working on homelessness issues.

Thanks again and keep in touch.

Sincerely,



Bruce Reed

Deputy Assistant to the President  
for Domestic Policy

**NATIONAL LAW CENTER**  
**ON HOMELESSNESS & POVERTY**

October 7, 1993

Bruce Reed  
Deputy Assistant to the President  
for Domestic Policy  
The White House  
Washington, DC 20500

① TY  
② Give this  
to Donsia FYI

Dear Mr. Reed:

I was interested to hear you speak about the Administration's goals for welfare reform at the National Alliance Leadership Roundtable last week. I found the talk informative, and believe that reform of the welfare system is an important step in addressing homelessness.

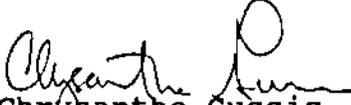
The Administration's primary goal to ensure child support is of particular importance to the Law Center in our efforts to prevent homelessness among families. Of equal importance, however, are provisions to ensure that low-income non-custodial parents, including homeless parents, are not required to provide more than they can afford. Such provisions are described in further detail in the "Income" section of Beyond McKinney: Policies to End Homelessness, including examples of cities which have implemented such provisions.

Another area of concern to the Law Center involves stricter benefit regulations for two-parent families receiving AFDC. Although all states are now required to offer AFDC benefits to two-parent families, stricter eligibility requirements for these families can lead to family break up. Recently, the Law Center released a report documenting the options available to homeless and poor families in cities across the country. Of the providers we surveyed, 61% reported that government benefit regulations are encouraging, or even forcing, two-parent families to break up. Any effort to reform the welfare system must ensure that families receiving assistance are not at greater risk of break up due to government benefit restrictions.

I am enclosing a copy of the our report, entitled No Way Out, as well as another copy of Beyond McKinney. The Law Center would be happy to provide you with further information, as well as present recommendations to the Task Force.

I look forward to hearing the Administration's plans for these two areas of reform.

Sincerely,

  
Chrysanthe Gussis

(encl.)



Interagency Council on the Homeless

August 13, 1993

Honorable David T. Ellwood  
Assistant Secretary for  
Planning and Evaluation  
Department of Health and  
Human Services  
Washington, DC 20201

Dear Mr. Ellwood:

I was pleased to be able to attend the first Welfare Reform Working Group Hearing on Wednesday in Chicago. This issue is of critical importance to the Interagency Council on the Homeless (ICH). I am sorry that I did not have a chance to talk with you. I wanted to congratulate you on the agenda you have identified to address this issue, which includes four key principles:

1. Making work pay;
2. Transforming the child support enforcement system;
3. Providing education, training and support services people need to get off welfare and stay off welfare, and;
4. Once the first three steps are in place, creating a time-limited welfare system.

I also wanted to share with you a few of my observations during the hearing:

- o I found the presentations by current and former welfare recipients went right to the heart of the issues. Their day-to-day struggles are real and persistent. And no matter how hard they try, almost all of them still experienced homelessness as well as dependence on public assistance. We have found that their stories are typical for many of America's homeless families.
- o Approximately 95% of our homeless families are on AFDC or are eligible for these benefits. I recognize that not all AFDC families run the risk of becoming homeless, but the patterns of instability described in vivid detail by the speakers put them at high risk for shelter use. And ICH, which provides Federal leadership through its 17 member agencies, will make prevention one of the top priorities during the Clinton Administration.

- o Your agenda item on Prevention/Family Stability is key. You have fused these two issues for a perfect fit. A revised public assistance program can succeed only if we see them as inseparable elements.

In addition, family stability affects the entire family ... women, children and men. I had to return to Washington before the hearing was over, but I didn't see any men participating as affected parties during the hearings. I think that men could provide another look at this very complex issue. I recommend that during future hearings, men from nearby communities be invited to speak to the panel.

- o One poignant example of the struggle males have was cited yesterday in the Wall Street Journal and Washington Post. (See enclosures.) These articles point out the one problem males have staying with their families. As these articles indicate, "fathers and older male children are forced to split off from their families" due to the shelter rules.

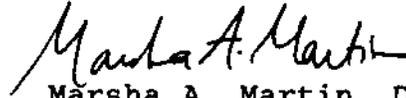
ICH has long been aware of this problem. It was first noted in a 1990 staff report to our Policy Group and in 1991 by the HHS Inspector General in their "5 Cities Report". In these reports it was found that these older males were often between 8 and 12 years of age.

- o Your presentation and the comments from the public made it very clear that this is not just a housing, financing and social services issue. Families are concerned about program rules, violence, discrimination, stigmatization, and the whole array of pressures which confront the poor. Even though their lives are constantly in flux, they are challenged to overcome these barriers to plan for their children and themselves.

We at the Interagency Council on the Homeless are keenly aware of their issues and concerns. As I have indicated, our homeless families will be disproportionately affected by the Working Group's decisions. For this reason, I request observer status during the deliberations of your Working Group. I have enclosed a copy of my background experience for your information.

I hope to hear from you soon regarding my request and again wish you continued success in your upcoming hearings.

Sincerely yours,



Marsha A. Martin, D.S.W.  
Executive Director

Enclosures

cc: Bruce Reed  
Mary Jo Bain

Name: Marsha A. Martin, D.S.W.

College: Hunter College

Title: Associate Professor

Department: Social Work

Effective Date: 9/1985-present  
(on leave 1991-1993)

Salary Rate:  
(subject to financial  
ability)

Higher Education

A. Degrees

<u>Institution</u>	<u>Dates Attended</u>	<u>Degree and Major</u>	<u>Date Conferred</u>
Columbia School of Social Work	1977-1982	DSW Social Work Practice	1982
University of Iowa School of Social Work	1974-1976	MSW Social Work Practice	1976
University of Iowa	1970-1974	BA Psychology	1974

B. Additional Higher Education and/or Education in Progress

<u>Institution</u>	<u>Dates Attended</u>	<u>Course(s)</u>
--------------------	-----------------------	------------------

Experience

A. Teaching in other Institutions

<u>Institution</u>	<u>Dates</u>	<u>Title</u>
Jewish Board of Family and Children Services	1988-1991	Adjunct Faculty
Institute for Child Mental Health	1990-1991	Instructor

B. Other (non-teaching)

<u>Institution</u>	<u>Dates</u>	<u>Title</u>
Office of the Mayor, NY Homelessness and SRO Housing	1991-present	Director
Manhattan Bowery Corp., NY Midtown Outreach Program	1981-1985	Director
Clark, Phipps, Clark & Harris, NY	1979-1981	Research Consultant
NYU School of Social Work	1979	Interviewer

Experience (non-teaching) (con't)

Whitney M. Young Memorial Library, NY	1978-1979	Grad. Assistant
YM-YWHA of Greater Flushing, NY	1978	Camp Counselor
Wilkie House, Inc., IA Settlement House	1976-1977	Program Specialist
Scott County Community Mental Health, IA	1975	Therapist
Seven Rivers Traveling Library, IA	1975	Library Assistant
University of Iowa Residence Halls, IA	1972-1974	Resident Advisor
University of Iowa, IA	1972	Research Assistant

Publications:

"Whereabouts Unknown: America's Missing People" in The Family Face of Schizophrenia, edited by Patricia Backlar. Forthcoming Fall, 1993.

"Homelessness and Social Work Practice" in Alumni News, Hunter College School of Social Work, Spring 1992.

"Group Work with the Homeless Mentally Ill: In Shelters, Drop-in Centers and SRO Hotels," with Susan Nayowith Theory and Practice in Social Group Work: Creative Connections, special edition edited by Marie Weil et al., New York: Hayworth Press Fall 1991.

"The Homeless and Community-Based care: Changing the Mind Set" in Community Mental Health Journal, special edition edited by Stephen Goldfinger, 1990.

"No Room at the End: The Homeless Elderly" in Serving Aged and Vulnerable Populations, edited by Phyllis Ehrlich et al, 1990.

"Creating Community: The Development of Networks of Support with the Homeless Mentally Ill," with Susan Nayowith in Group Work with the Poor and Oppressed; special edition edited by Judith Lee, New York: Hayworth Press, Fall, 1989.

"Homeless Women: A Historical Perspective" in On Being Homeless in New York: A Historical Perspective, edited by Richard Beard, New York: Museum of the City of New York. November, 1987.

Publications (con't)

"Homelessness Among Chronically Mentally Ill Women" in Issues Treating Chronically Mentally Ill Women, edited by Leona Bachrach and Carol Nadelson, Wash. ,D.C.: APA Press, Fall 1987; pp. 127-140.

"The Implications of NIMH-Supported Research for Homeless Mentally Ill Racial and Ethnic Minority Persons," Wash., D. C.: National Institute of Mental Health, November 1986.

"Mobilizing Services to Meet New Realities: Outreach, Advocacy and Case Management Services," with Jane Hausner, National Conference on Social Welfare Annual Forum Report, Houston, Texas, 1983-1984; pp. 137-148.

"Aging; the Media and Social Change," in Resource Book on Aging, edited by M.A. Susselan, New York: United Board Homeland Ministries, 1980; pp.-24-26.

Research Projects, Grants, etc.

<u>Dates</u>	<u>Title</u>
1988-1990	"Educating Students to Work with the Homeless" Funding: Port Authority of NY/NJ
1989	"The Homeless and the NYC Subway System" Funding: NYC Transit Authority

Professional Activities (highlights from 1988 to present)

National Alliance to End Homeless, National Conferences. Workshop and panel presentations at the SRO, Transitional Housing, Prevention and Services conferences in Chicago, Illinois; St. Louis, Missouri; Columbus, Ohio; San Francisco, California, Washington, D.C., 1990 through 1992.

"Outreach and Case Management Services to Black Homeless Women" Association of Black Psychologists Annual Meeting, Dallas, Texas, August 1989.

"Homelessness in the U.S." Tokyo Metropolitan University, Tokyo, Japan. April 18-26, 1989

"Homelessness: A Challenge to the Social Work Profession." NASW Special Meeting June 29-30, 1989. Chairperson.

"Working with the Homeless Mentally Ill: From Outreach to Housing." National Urban Homelessness Conference, Veteran's Administration, Vancouver, Washington, February 9-10, 1989.

- "Sameness/Difference and the Development of Empathy." International Conference on Mental Health Care for Women. The Moon Foundation. Amsterdam, The Netherlands, December 18-24, 1988.
- "Saving the Homeless: Restoring Family Stability." Empowerment: An Imperative for Black Children and Families, 18th Annual Conference, National Black Child Development Institute, Los Angeles, California, October 12-14, 1988.
- "Toward the Development of a Culturally Sensitive Workforce." Fall Directors' Conference, New York State Office of Mental Health, Albany, N.Y. October 4, 1988.
- "Strategies for State Legislatures: Solving the Homeless Problem." National Conference of State Legislatures, Reno, Nevada, July, 1988.
- "Working with the Homeless Mentally Ill." Conference on the Homeless, Erie County, Pennsylvania, June 1988.
- "Advocacy and Empowerment," Fourth Annual Conference of the Manhattan Child and Adolescent Services Committee, Children Without a Future: Fallout From Homelessness. New York, New York, June 1988.
- "Reaching the Vulnerable Populations," Annual Conference on Alcoholism. NYC Chapter, NASW Committee on Alcoholism, New York, New York, May, 1988.
- "Case Management with the Homeless." Working with the Homeless, Harlem Valley Psychiatric Center, Harlem Valley, New York, April, 1988.
- "Adult Homeless Population: Meeting the Mental Health Needs of Homeless Persons," Mental Health Association of Westchester County, A One Day Symposium, March, 1988.
- "Homeless Families," Children and Families Workshop, Black and Puerto Rican Caucus Weekend. The Assembly of the State of New York, February, 1988.

Consulting Projects: (highlights from 1988 to present)

Developing and Culturally Sensitive Workforce. Jewish Board of Children and Family Services. NY. 1991

State of Oregon Housing and Community Services Department.  
Housing for the Homeless Mentally Ill. Portland, Ore.  
Summer 1991.

Women in Need, Inc. - NIAAA Outreach Demonstration Project.  
Homeless Women, Outreach and Chemical Dependency  
Training Consultant and Staff Development Coordinator,  
New York, July 1989 - December 1991.

Washington, D. C. Coalition for the Homeless. Shelter  
Reorganization Project, Washington, D.C. August 1989 -  
March 1990.

University of Nebraska - Creighton University Department  
of Psychiatry. Homeless Training Project. Omaha,  
Nebraska, August - September 1989.

New York City Transit Authority. The Homeless Who Use the  
NYC Subway: An Approach to Services. New York City,  
November 1988 - September 1990.

National Resource Center on Homelessness and Mental Illness.  
Homeless Projects Technical Assistance Program, Delmar,  
New York, August 1988 to present.

South Beach Psychiatric Center. Working with the Homeless  
Mentally Ill and Family Case Management. Brooklyn and  
Staten Island, NY. May 1988 to August 1989.

Kings Park Psychiatric Center. Case Management with the  
Homeless. Kings Park, NY, February 1988.

#### Editorial Board

Journal of Multicultural Social Work  
Journal of Progressive Human Services  
Community Mental Health Journal

#### Academic and Professional Honors:

Distinguished Community Services Award. NASW NYC Chapter,  
October, 1992.

Distinguished Alumna Award. University of Iowa School of Social  
Work, October 1991.

Who's Who in American Women, 16th Edition

#### Membership in Professional Societies:

National Association of Social Workers  
International Conference on Social Welfare  
Council on Social Work Education

# Withdrawal/Redaction Marker

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- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

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- b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

Administrative and other services on behalf of the College

Service to large community:

1990-present Lesbian Mothers Project. Annual Conference  
Coordinator, Hunter College Social Work, NY

1987-present Church Council. Riverside Church, NY  
Member, Benevolence Committee

1981-1990 Board Member/Officer of the following  
organizations: Coalition for the Homeless,  
Coalition of Voluntary Mental Health Agencies,  
Women In Need, Center for Family Policy,  
Shelter and Care Foundation, Hands Across  
New York, Mayor's Office on Homelessness

Record at Hunter College:

<u>Dates:</u>	<u>Rank</u>	<u>Salary</u>
1/1/90-present	Associate Professor	
9/1/85 - 12/31/89	Assistant Professor	

Personal Data:

Address:  
215 West 101st Street Apt. 10G  
New York, New York 10025

Telephone No.: 212 866-8094

Social Security Number: [REDACTED] Date of Birth: 5/22/52

Wall ST. Journal  
8/12/43

Post-It brand fax transmittal memo 7871	Page 2 of page 2
From: Julie BREF	To: East Pakistan
Subject: Sanitary m/Handls	CLIPPING SOURCE
Phone: (202) 708-3672	Fax: 1

## Families Seen Splitting to Use Shelter Centers

By LAURIE MCGINLEY

Staff Reporter of THE WALL STREET JOURNAL  
WASHINGTON - Homeless families are increasingly being forced to split up to find emergency shelter, according to a new report based on a survey of 19 cities across the country.

The National Law Center on Homelessness and Poverty, an advocacy group based here, surveyed 147 programs - shelters, transitional housing and referral services - serving more than 12,000 homeless families a night in the 19 cities.

The center's study, called "No Way Out," said that 41% of the programs surveyed reported that families are breaking up to find emergency shelter because of overcrowding and age and gender restrictions, and that the problem was worsening.

Only half of the family shelters surveyed, for example, accept men or teenage boys. "Fathers and older male children are forced to split off from their families due to the restrictions, and will either go to single-sex shelters, to relatives or to the streets," the report said. In other cases, many single mothers who are homeless are forced to place their children in foster homes or with relatives because they are unable to find shelter for the entire family.

Among the other findings:

-71% reported that homeless families are staying in the shelter system for longer periods of time than in the past because of the lack of affordable housing throughout the community.

-72% said they are turning away home-

less families because of a shortage of space.

-93% reported a lack of transitional housing in their cities. These programs, which combine temporary housing with social services, are intended to be an intermediate step for some families between emergency and permanent housing. They often have deadlines for moving out. But because permanent, affordable housing often isn't available, the family ends up shuttling back and forth between the emergency shelter and the transitional housing.

Maria Foscarinis, director of the non-profit group, said the study was important because it underscores how poverty can lead to the involuntary dissolution of families. In recent years, the debate on poverty often focused on a different perspective - how the disintegration of the family can lead to poverty.

The cities surveyed included Atlanta, Chicago, Indianapolis, Miami and Washington.

### Kaiser Aluminum Corp.

Kaiser Aluminum Corp. said its Kaiser Aluminum & Chemical Corp. unit, Furukawa Electric Co. and Itochu Corp. finalized an agreement to form a joint venture in Japan.

On May 24, Kaiser and the two Japanese concerns announced their intention to form Tokyo-based Furukawa Kaiser Forged Products Co., which will develop, design and market cast and forged aluminum structural parts for the ground-transportation industry in Japan and other Asian markets.

The Houston maker of aluminum products said that it will own a 47.5% stake in the joint venture, with an equal stake being held by Furukawa, a maker of copper, aluminum and other nonferrous metal products. Itochu, a trading concern, will own 5% of the joint venture, said Kaiser which is 68%-owned by Houston-based Maxxam Inc., an aluminum, forest-products and real estate management concern.

# New York Confronts Its Own Shelter Rule

By CELIA W. DUGGER

New York City's new policy on homelessness sounds straightforward: the city will shelter only families who have no adequate place to live, screening out those with apartments of their own or friends or families they can stay with.

But carrying out the new eligibility rules for shelter, approved by state regulators this week, will be anything but simple. Most of the thousands of families who ask the city for shelter each year are not literally living on the streets with no roof over their heads. Rather, they are doubled up in cramped apartments with their mothers, aunts, cousins or friends.

In about a month, the caseworkers who counsel the homeless will be plunged into a new role of weighing which families are in

sufficiently dire straits to be deemed homeless, and thus entitled to shelter.

Specifically, they will have to decide when families should be required to stay doubled up. And they will be faced with complex questions: When is an apartment too crowded to be safe? When does a building have enough drug dealing in the hallway to be considered hazardous? When are the physical conditions of an apartment so dilapidated that it is no longer habitable? As the mayoral campaign heats up, the Dinkins administration will have to make the politically touchy decision of how strictly to enforce the rules it proposed and persuaded the state to adopt.

On the one hand, the city is under tremendous legal and political pressure to reduce the number of families entering the shelter system. Top administration officials, including two deputy mayors, have been slapped with embarrassing contempt-of-

court citations because the city has left families in city offices for days waiting for a spot in overcrowded shelters.

On the other hand, city officials do not want to appear to be dealing harshly with poor, desperate mothers and innocent children in a city with a strong liberal tradition. And Mayor David N. Dinkins himself has often stated his own personal commitment to help those in need, reiterated yesterday at a news conference.

So city officials are walking a careful line in explaining how the new eligibility rules will be enforced. While acknowledging that there will be many tricky judgments to make, they also said that the 300 front-line city workers involved in carrying out the new policy will be instructed to give families the benefit of the doubt. "Our rules will

Continued on Page B4

# New York May Not Like Enforcing Shelter Rule

Continued From Page B1

be to err on the side of protecting the family," said Ken Murphy, deputy commissioner of operations for the city's month-old Department of Homeless Services.

The small investigative staff of 17 — only 11 will actually be in the field to verify people's claims of homelessness — will stay away from subjective judgments and focus on ferreting out clear cases of people lying about their housing, said Deputy Mayor Cesar A. Perales, one of those found in contempt of court last week.

For example, they will try to determine whether the ceiling of a family's apartment has, in fact, collapsed, or if a landlord actually told a family they could no longer live doubled up with relatives in the apartment he owned.

"I don't think we'll be facing the tougher questions immediately," he said. "First, we'll look into issues of fact that can be easily determined."

## On Dishing Tough Calls

But experts on homelessness say that if the city avoids tough calls and excludes only families who clearly have decent places to live, its policy will have little impact on how many families are considered homeless.

And advocates say they mistrust the city's motives. They contend that city officials who are looking for ways to reduce the number of families in the system will arbitrarily enforce the rules, leaving families doubled up in abusive or overcrowded situations or pushing them onto the streets.

The advocates also charge that workers will not have the time or

expertise to make fair, rational judgments about who qualifies for shelter — and promise they will take the city to court for the umpteenth time if it wrongly denies anyone shelter.

"Overworked, undertrained social services workers will be playing God," said Steve Banks, coordinating lawyer for the Legal Aid Society's Homeless Family Rights Project.

A majority of families who request shelter have been living in extremely crowded conditions, often with couples and their children sharing a bed, said Anna Lou Dehavenon, an anthropologist who has studied New York homeless families since 1988.

Mrs. Dehavenon, who has testified against the city in the contempt proceedings, said the city has no concrete set of standards to guide workers in deciding which doubled up arrangements are acceptable, nor will it have enough investigators to visit the homes and see the real conditions.

"The policy sounds sensible," she said. "But it's a disaster."

City officials disagree, saying the policy can be carried out effectively and justly, possibly reducing the numbers in the system enough to prevent dozens of families from sleeping in city offices every night. Coupled with the city's new \$5 million effort to prevent homelessness with special legal and advocacy services, the new eligibility rules will help ensure that those who are truly homeless are helped quickly, they said.

But, both city and state officials acknowledge, in a shelter system as huge as the city's, housing 6,700 families a night, workers will make mistakes and in some cases families who should be sheltered will be excluded.

"There will be unfortunate decisions," said Michael J. Dowling, the State Social Services Commissioner who approved the new rules. "You hope those situations will be rare and that the city will correct the problems. But you can never have a fool-proof system."

N.Y. Times 8/12/93

# Report Focuses on Side Effect of Homelessness: Splitting of Families

By Tracy Thompson  
Washington Post Staff Writer

Brenda Thomas sat on the curb with her elderly parents and her 3-year-old daughter, staring glumly at her family's worldly goods—a messy heap of clothes and furniture. Unemployed and for months behind on the rent, she had been evicted a few hours earlier from her town house in Manassas.

Now it was late afternoon, a low-lying sky promised rain, and night was coming. "It's everyone for himself," Thomas's mother said grimly. Within minutes, the family had split. Thomas's brother said he could take in their mother and Thomas's toddler. Thomas's father went to stay with a friend. As a steady rain began, Thomas and her other daughter, age 14, went to find a telephone to start calling shelters or friends, anyone who might give them a place to stay.

That scene was witnessed June 29 by a Washington Post reporter and photographer who happened to be in Prince William County on another assignment. Since then, Thomas has dropped off the official radar. The caseworker she spoke with does not know where she is, nor do many of her acquaintances or her former landlord.

What happened to Thomas that night is one example of a crisis that a report released in Washington yesterday calls "dangerous, but often-ignored, new developments: the forced separations of homeless families."

The report was compiled by the National Law Center on Homeless-



Brenda Thomas and her daughter, Triana, when they were evicted. Social workers no longer know where they are.

advocacy group. It surveyed 147 shelter providers in 19 cities across the country, including Washington, from February 1992 to June of this year.

Families must split to find shelter in 60 of the 147 programs surveyed, the report said. Usually, that happens because shelters are so crowded they can accommodate homeless people only in same-sex dormitory setups, it said.

"Fathers and older male children are forced to split off from their

term of emergency care that offers little chance of escape."

The report comes at a time when advocates for the homeless say that demands on shelters, particularly by families, are increasing dramatically across the country. A trend they attribute to long-term effects of the recession and the nation's chronic lack of affordable housing. A report issued in December by the National Coalition for the Homeless, another nonprofit research group here, documented increasing shelter demand in 20 states, including the District, where demand jumped 49 percent from 1990 to 1992.

The report released yesterday buttressed that finding. The new report found that 106 of the 147 shelters surveyed reported that they are now turning families away for lack of space.

At the moment, the District is able to shelter only one or two families out of the roughly 20 that apply each day. DHS officials recently announced they would stop taking federal money for emergency shelter so they could turn away the increasing number of applicants without fear of violating federal regulations.

Conditions issued by the Department of Housing and Urban Development say that to be affordable, housing should cost no more than 30 percent of a family's yearly income. In the 19 cities surveyed, the report said, a parent working full time at minimum wage would be unable to afford a fair-market rent on a two-bedroom apartment following that rule of thumb.

In Washington, the situation is

for a two-bedroom apartment here comes to \$10,246, the report said—but the yearly gross income at the current minimum wage of \$4.25 an hour comes to only \$8,840.

Besides shelter crowding, the report said other factors breaking up families are:

- Rules requiring parents who can't find shelter to put their children in foster care. In the District, it said, "families are threatened with charges of child neglect unless they can find alternate housing arrangements."
- Inadequate transitional housing programs that don't allow families enough time to find permanent shelter and learn new job skills. Families that don't move out of transitional housing into permanent housing of their own, the report said, end up shuffling among various housing programs, which "creates even more instability and increases the risk of a family's splitting."
- Welfare rules that make it harder for two-parent families to navigate the application process for benefits. A law passed in October 1990 requires states to offer Aid to Families with Dependent Children to two-parent families as long as one of the parents is unemployed. But many states force those families to run a gauntlet of confusing eligibility requirements, the report said.

As a short-term solution, the report urged more federal funding for emergency shelter programs. Long-term solutions include more programs in the earned-income tax credits for households under \$15,000, the poverty level and more federal solutions for low-cost housing.

# Welfare Cuts May Double Homelessness, Experts Say

■ **Poverty:** L.A. County will slash general relief payments for some to \$212 next month.

By TED ROHRLICH  
TIMES STAFF WRITER

With Los Angeles County slashing its welfare payments for single adults to a level that will not even pay for a room in a Skid Row hotel, thousands of people are likely to become homeless in coming months.

The payments, called general relief, are the only lawful source of income other than food stamps for more than 100,000 destitute adults.

Last year, Los Angeles County gave these paupers \$341 a month. Then, pleading poverty, the county reduced its payments to \$293. In September, it will slash them to \$212.

"How can a man live on \$212?" asked Skid Row hotel owner Michael Kushner. "How can he pay the rent?"

The answer, according to many homeless advocates, general relief recipients and hotel owners, is that he cannot.

Best estimates now are that between 40,000 and 75,000 people are homeless in Los Angeles County on any given night.

Some predict that those numbers will double.

"You'll see increases in encampments, increases in panhandling . . . levels of degradation unheard of before," said Jamie Court, a staffer at the Harbor Interfaith Shelter in San Pedro.

"People talk about the Big One," said county welfare worker Norma Pearson. "This is the Big One."

Please see **POVERTY, B4**

# POVERTY

Continued from B1

But how quickly and dramatically the cityscape changes will depend on a number of unpredictable factors, such as how many general relief recipients will be able to stay with friends or family, or will double, triple or even quadruple up in cheap apartments.

People who live with family members or roommates make up the vast majority of general relief recipients. And it is unclear whether they will be able to keep a roof over their heads.

Paul Koegel, a RAND researcher who studies homelessness, said their margin for maintaining shelter will be dramatically reduced by the lower payments, and any kind of crisis, even a brief illness, could put them over the edge.

How the housing market will react is another mystery. County Chief Administrative Officer Harry L. Hufford predicted even worse slum conditions. "This is tragic stuff," he said. "The marketplace will produce something which is undesirable for almost any human condition. . . . There's also going to be dislocation, no question."

Some increases in crime and health problems seem inevitable as well. Judging from experience, welfare worker Arthur Ellerd said, some relief recipients will supplement their checks by dealing dope and some will turn to prostitution.

Others will steal.

"Hey, what would you do?" asked a recipient who declined to give his name. To qualify for general relief, people are allowed to have no more than \$50 to their names.

Recipients such as Michael Yocum, a soft-spoken 38-year-old who says he cannot work because of a back injury sustained while cleaning buses, are trying to sort out their options. Yocum pays \$235 for his room—a bargain even by Skid Row standards. But soon his rent will be more than his welfare check.

On medication to help him cope with despondency and rage, Yocum shuddered the other day as he gazed out the window and contemplated joining a passing parade of raggedy people pushing shopping carts, criminals pushing drugs, and down-and-outers curled in cardboard boxes on the sidewalk.

"You hope you don't end up like that," he said, as a tear coursed down his cheek.

The cuts were approved last month by the Los Angeles County Board of Supervisors, which was facing an unprecedented budget shortfall. Anti-poverty groups are challenging the action in court,

asserting that the county broke the law in the way it calculated the cuts.

The county justified going below the \$285 minimum grant allowed under state law by maintaining that the free medical care it provides the poor is worth \$73 a month.

Anti-poverty groups say that because the county is obligated to provide the medical care, it cannot figure that into its general relief equation.

Even if the advocacy groups win in court, they may only succeed in stalling the cuts for six months. That is because a new state law takes effect next year that allows any county that can prove it is in budgetary distress to reduce general relief to a flat minimum of \$212 a month.

"The best we can hope for is a delay," said Barbara Zeidman, assistant general manager of the Los Angeles City Housing Department. "There is no reprieve."

Owners of some of Los Angeles' least desirable housing say they cannot cut prices enough to serve general relief recipients on a reduced budget and stay in business.

Kishner, owner of Skid Row's Ford Hotel, said he might be able to knock \$10 off his \$260-a-month single room occupancy rates and still make his mortgage payments. But what would be the point? His rooms would remain unaffordable to the general relief recipients who make up most of his tenants. "The people would have to go on the street," he said.

John S. Hong, who manages the St. George Hotel on Skid Row, said he lowered rents last December to accommodate those hit by the county's last reduction in general relief payments from \$341 to \$293. But this time, Hong said, the best he probably will be able to do is come up with a 25-day rate—giving general relief recipients 25 days of shelter and five or six days of homelessness per month.

Outside of Skid Row, the outlook for housing appears equally bleak. San Pedro's Harbor Interfaith Shelter recently surveyed 35 low-cost housing providers in its area, and almost all said they would not be able to continue housing general relief recipients.

Even most nonprofit hotel operators say they will not be able to make ends meet. Candy Rupp of the Skid Row Housing Trust, which operates nine hotels, said she could not reduce rents below \$235 unless the county agreed to pay hotel operators directly. That, she said, would protect her against deadbeats.

Perhaps the one exception is the SRO Housing Corp., a Skid Row nonprofit organization that prides itself on efficient management and

has about 600 beds for people on general relief. Director Andy Raubeson said he plans to cut already low rates for these tenants from \$195 to \$180 a month.

Counties are required by state law to support indigents and for years have maintained, against all evidence, that the grants provided are more than enough to pay for housing. Only this month, welfare officials in Los Angeles reluctantly gave up the pretense under pressure from anti-poverty groups. The officials dropped a longstanding requirement that people produce rent receipts in order to stay on the dole, acknowledging that many of the receipts they were getting were phony.

County officials now acknowledge that substantial numbers of people on general relief are homeless, but say they do not have an estimate of how many. Sketchy survey data compiled by private groups indicates that the number may be as high as 25,000.

Hotel owners say that many of their general relief tenants pay for shelter only part of the month and live on the streets the rest. One survey by the city Housing Department suggests that current benefits are enough to pay for three weeks of shelter in a typical single-room-occupancy hotel; and next month's reduction will be enough to pay for two weeks.

General relief recipients are scattered throughout the county. But Skid Row is a mecca for many of them. So much food is given away there that no one with the energy to stand in a line will go hungry. The liquor stores open at 6 a.m. sharp. Drugs are available in quantities to fit any budget. And there are many temporary shelters and other social services—including free legal help.

"I got lawyers down here," said James McGowan, a 45-year-old who said he is a Vietnam combat veteran with post-traumatic stress syndrome.

McGowan said he sometimes stays with friends on the Row.

In Los Angeles County, the number of people on general relief has doubled in the last three years, reaching more than 105,000. By contrast to neighboring counties, that caseload is staggering. Orange County, which plans to reduce its payments from \$307 to \$299 next month, has only about 4,000 people receiving such assistance. Ventura County, which will pay \$295 after Sept. 1, has only 355.

About half the people on general relief are physically or mentally disabled.

To hear welfare workers tell it, more and more are former members of the middle class who never expected to need a safety net.

Bruce-

I am not certain this is  
a good idea. Once we open  
the door a crack, I fear  
a flood of requests.

Perhaps she ~~she~~ should  
be encouraged to go  
thru Bruce Katz as an  
expansion of HUD's delegation.

Katlin



Interagency Council on the Homeless

KATHI -  
What's she think?  
-BR

July 22, 1993

Mr. Bruce Reed  
Deputy Assistant to the President  
for Domestic Policy  
Room 216  
Old Executive Office Building  
Washington, DC 20500

CM -  
Call her & tell her  
we welcome her interest,  
but that attendance  
at the mtgs is limited to  
members plus one, so  
she should check with  
Bruce Katz.  
In any event, we'll want  
to coordinate with her over  
the coming months. Perhaps  
she should meet w/Douglas.  
-BR

Dear Mr. Reed:

President Clinton issued an Executive Order on May 19, 1993 which directed the 17 Federal agencies that comprise the Interagency Council on the Homeless to develop a single, coordinated plan for breaking the cycle of existing homelessness and for preventing future homelessness.

As the newly appointed Executive Director of the Interagency Council, it would be helpful for me to attend the meetings of the Welfare Reform Working Group that you co-chair. The issues that your Working Group are addressing are particularly germane to the Council's efforts to coordinate Federal policies and programs that affect families and individuals who are currently homeless or at imminent risk of homelessness. It is essential that the plan on homelessness we are developing reflect the current thinking of the Administration on welfare reform.

Please let me know if I may attend the meetings of the Welfare Reform Working Group as an observer.

Sincerely,

Marsha A. Martin, D.S.W.  
Executive Director

August 19, 1993

National Law Center on  
Homelessness and Poverty  
Suite 412  
918 F Street, N.W.  
Washington, D.C. 20004

Dear Friends:

Thank you for your letter of support. As we look toward solutions for the homelessness and housing dilemmas, I'm grateful for your suggestions.

I have already ordered federal agencies to look closely at the problem to develop a single, coordinated plan. These agencies are now redirecting their efforts to promote cooperation among all levels of government and local housing and homeless services. With increased communication, we can begin to solve these difficult problems.

I appreciate your concern for this important issue.

Sincerely,

**BILL CLINTON**

BC/RDS/emu (Corres. #753949)

SEND TO:

Ms. Maria Foscarinis  
Director  
National Law Center on  
Homelessness and Poverty  
Suite 412  
918 F Street, N.W.  
Washington, D.C. 20004

cc: Domestic Policy, Rm. 223

File:  
Homelessness

Bruce,

Here is a draft of the homelessness proposal. I took it to Bob Damus at OMB to do what is necessary to have it finalized for Wednesday.

He agreed that it looked more like a Presidential Memorandum than an executive order. Moreover, he thought that it would facilitate getting it completed for Wednesday if it were stylized as a Memorandum. He said that he would conform it to the requirements of a Memorandum and get it ready.

I told Jacquie and she got back to me later saying that they absolutely wanted it to be an executive order. (I guess that I assume that she conferred with Cisneros about this.) In their view, a Presidential Memorandum doesn't have as much "punch" as an executive order because the latter has the weight of "law" behind it.

Because of the short timeframe, I asked Damus to forward the draft to Justice immediately to get an expedited legal opinion so that this can be issued as an executive order if that is what is going to be. His first reaction was that it would be a lot harder to get it ready as an executive order by Wednesday. Nevertheless, he is going to attempt to do so. I think that it probably can be done, but it will be very tight.

Since there is no substantive difference in making this particular proposal to create a homelessness plan an order versus a memorandum, I guess my recommendation would be that if we can get it completed as an executive order by Wednesday, then the form that this takes is probably not worth fighting over with HUD. Obviously, it apparently means a lot to them and there will probably be more important policy issues to disagree over eventually -- we can probably pick a more worthwhile battle in the future. From the President's standpoint, the public generally perceives executive orders as being more significant than Presidential Memoranda (because executive orders are viewed as law and Memoranda are thought of as an internal administrative and organizational mechanism -- this is also the root of HUD's preference), so it is arguable that he would get slightly more credit for addressing the homelessness issue by media reports that he has issued an executive order on the subject.

Let me know what you think about this. I have tried to put this in a position that it will be possible to go either direction on Wednesday.

By the way, loved the Post story. But I can't figure out how a kid from the Northwest became such a fan of the Pirates. Did you have one of their minor league teams in town?

Steve

## EXECUTIVE ORDER \_\_\_\_\_ OF \_\_\_\_\_, 1993

## ET: FEDERAL PLAN TO BREAK THE CYCLE OF HOMELESSNESS

By virtue of the authority vested in me as President of the United States by the Constitution and laws of the United States of America to provide for the streamlining and strengthening of our Nation's efforts to break the cycle of homelessness, it is hereby ordered as follows:

The Interagency Council on the Homeless, established under Title II of the Stewart B. McKinney Homeless Assistance Act, shall coordinate the development of a single coordinated Federal plan for breaking the cycle of existing homelessness and for preventing future homelessness.

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

The plan shall make recommendations on how current funding programs can be re-directed, if necessary, to provide links between housing and supportive services and promote improved coordination and cooperation among grantees, local housing and supportive service providers and advocates for homeless people. It shall also provide for the flexibility needed to encourage and support creative approaches and cost-effective, productive local efforts to break the cycle of existing homelessness and prevent

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

In coordinating the development of the plan, the Interagency Council shall obtain the views of agencies that are members of the Council. To the extent practicable, the Council shall also consult with representatives of State and local governments, non-profit providers of services and housing for homeless people, consumers of services for homeless people, advocates for homeless people, homeless people, formerly homeless people, and other interested parties.

The Interagency Council shall submit the plan to the President within six months from the date of this Order.



U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT  
THE SECRETARY  
WASHINGTON, D.C. 20410-0001

MAY 14 1993

MEMORANDUM FOR: Leon Panatta, Director  
Office of Management and Budget

FROM: Henry G. Cisneros, The Secretary

SUBJECT: Proposed Executive Order on Homelessness and the First  
Meeting of the Interagency Council on the Homeless

The Interagency Council on the Homeless will have its first meeting of Clinton Administration cabinet-level members on May 19, 1993. This meeting will mark a new direction in Federal homeless policy. The 17 member agencies will outline a new, more substantive and proactive role for the Interagency and they will outline actions planned which will provide direction in Federal homeless policy.

As a first step in this new direction, the members of the Interagency would like to announce an Executive Order to provide guidance from President Clinton to the agencies on Federal homeless policy coordination.

The Executive Order would direct the Interagency Council on the Homeless to coordinate the development of a Federal plan for breaking the cycle of existing homelessness and for preventing future homelessness. The plan to include recommendations for administrative and legislative initiatives necessary for implementation of the plan would be submitted to the President within six months from the date of issuance.

Attached is the Executive Order which I would like the President to sign for announcement on May 19 at the Interagency Council meeting.

I would appreciate your comments on the substance and your expedited review. Please contact Andrew Cuomo, Assistant Secretary for Community Planning and Development-Designate, or Jacquie Lawing, Deputy Assistant Secretary for Economic Development-CPD, at 708-2690 for additional information.

Attachment

FMI

March 19, 1993

Mr. Todd Otis  
Minnesota State Chair  
Democratic-Farmer-Labor Party  
352 Wacouta Street  
St. Paul, Minnesota 55101

Dear Todd:

I appreciate your letter suggesting an early White House Summit on Housing and Homelessness.

My top priorities and those of the Department of Housing and Urban Development include addressing the national disgrace of homelessness and improving the effectiveness of the federal government's housing programs.

Secretary Cisneros is already implementing several measures to improve program effectiveness, such as efforts to accelerate spending of \$9.1 billion of unspent funds appropriated for modernization of public housing. In addition, to improve implementation of the HOME program, he is publishing regulatory changes, targeting technical assistance resources, and requesting specific statutory changes in order to increase program flexibility and accelerate spending.

I have also requested close to \$3 billion for HUD as part of my economic stimulus package. This request includes \$2.5 billion for the Community Development Block Grant program and \$423 million for the Supportive Housing program. If these funds are appropriated by the Congress, CDBG funds will be passed on immediately to eligible communities to benefit low- and moderate-income persons, eliminate slums or blight, and meet urgent community development needs.

\* [ The White House Summit will address all these and other key issues. I will make every effort to have an inclusive group of participants at the Summit.

Again, thank you for sharing your thoughts with me.

Sincerely,

~~BILL CLINTON~~

BC/JANV/HUD/DP/SH/jfc

(Corres. #373837)

cc: Carol Rasco, 2FL/WW

F41

March 19, 1993

Ms. Norma L. Freiberg  
Executive Director  
New Orleans Neighborhood  
Development Foundation  
Suite 200, 2051 Senate Street  
New Orleans, Louisiana 70122

Dear Norma:

Thank you for your suggestions urging that housing and homelessness be a priority for action.

My top priorities and those of the Department of Housing and Urban Development include addressing the national disgrace of homelessness and improving the effectiveness of the federal government's housing programs.

Secretary Cisneros is already implementing several measures to improve program effectiveness, such as efforts to accelerate spending of \$9.1 billion of unspent funds appropriated for modernization of public housing. In addition, to improve implementation of the HOME program, he is publishing regulatory changes, targeting technical assistance resources, and requesting specific statutory changes in order to increase program flexibility and accelerate spending.

I have also requested close to \$3 billion for HUD as part of my economic stimulus package. This request includes \$2.5 billion for the Community Development Block Grant program and \$423 million for the Supportive Housing program. If these funds are appropriated by the Congress, CDBG funds will be passed on immediately to eligible communities to benefit low- and moderate-income persons, eliminate slums or blight, and meet urgent community development needs.

The White House Summit will address all these and other key issues. I will make every effort to have an inclusive group of participants at the Summit.

Again, I appreciate hearing your perspective.

Sincerely,

**BILL CLINTON**

BC/JANV/HUD/DP/SH/jfc

(Corres. #373829)

cc: Carol Rasco, 2FL/WW

THE WHITE HOUSE  
WASHINGTON

Bruce Reed -

Are you aware of  
a decision to hold  
a summit?

CRK

Carol -

No - I'm sure  
there hasn't been one.

Does correspondence promise  
these things on its own?

BR