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THE HOMELESS: OVERVIEW OF THE PROBLEM AND THE FEDERAL RESPONSE

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THE HOMELESS: OVERVIEW OF THE PROBLEM AND THE FEDERAL RESPONSE

I. OVERVIEW OF PROBLEM

A prolonged period of historically high unemployment and the resulting "new poor" are calling attention to a problem which is not new in many large cities; that is, the number of people without permanent homes who are living in cars, tents or on the street. Unlike the skid row "derelicts" who comprised the typical homeless population of the 1960s, today's street people represent many diverse groups including: the mentally ill, evicted families, the aged, alcoholics, drug addicts, abused spouses, abused young people, and cast-off children. The Department of Housing and Urban Development (HUD) noted in a recent report that the most commonly cited estimate of the number of homeless people is more than 2 million nationwide, based on information gathered by advocacy organizations for the homeless. 1/ However, HUD's own estimate of the number of homeless people nationwide is between 250,000 and 350,000. 2/

Little data exist on the homeless and no single Federal agency or program focuses its efforts specifically on the homeless. Reasons that have been cited for the increased number of homeless are unemployment, scarcity of affordable housing, deinstitutionalization of the mentally ill, and social service and disability cutbacks, although documentation on the extent of each as a cause is not available.

1/ U.S. Department of Housing and Urban Development, "A Report to the Secretary on the Homeless and Emergency Shelters," May 1984, p. 9.

2/ Ibid, p. 18.

In the case of the newly unemployed, some may have always been "marginally" poor but became destitute after losing their jobs. Some leave their homes in search of work in another State. In many cases, entire families live in cars or emergency shelters as they move from place to place looking for work.

For years, the inner cities and downtowns of our large metropolitan areas have been havens for the potentially homeless. Here they found church missions, shelters and inexpensive residential hotels, referred to as "single-room occupancy hotels" (SROs). However, urban renewal programs which bulldozed "flophouses" and cheap hotels, coupled with a shortage of subsidized or inexpensive housing, and the buying and remodeling of inner city dwellings and changing them into expensive single family homes and condominiums, have contributed to the number of people classified as homeless. Eviction, threat of eviction, intolerable conditions in a prior residence, or rent increases that outstrip the ability to pay are several factors that can be the immediate precipitating cause of homelessness.

According to Psychology Today, approximately one-third to one-half of the homeless are believed to be mentally ill and on the streets primarily because of deinstitutionalization. The deinstitutionalization movement, which began during the 1960s, was spurred by advances in the development of tranquilizers that could be used to stabilize the more serious cases of mental illness and by landmark legal decisions guaranteeing the right to treatment in the least restrictive setting (e.g., Wyatt v. Stickney, 344 F. Supp. 373, 344 F. Supp. 387 (M.D. Ala. 1972)). This resulted in the release of patients into communities which sometimes were unprepared to care for them. Later policies resulted in more restrictive admissions requirements for institutions and mental hospitals.

These restrictive admissions policies, combined with personnel and funding cutbacks in State hospitals, make it unlikely that many of the deinstitutionalized will be reinstitutionalized. Also because of restrictive admissions policies, there is a fast growing number of young, chronically mentally ill persons who are living on the streets and have never received treatment in an institution. 3/

A considerable amount of activity on behalf of the homeless is going on in communities throughout the country, funded in part by Federal programs and operated by a wide variety of organizations, ranging from State and local governments, to religious and charitable agencies, to ad hoc volunteers. Anecdotal data reported by these groups indicate a rise in recent years in the number of homeless people seeking emergency services. Homelessness in America's Cities, a survey of city officials by the U.S. Conference of Mayors, reported in June 1984 that 43 percent of the demand for emergency services is being met in their communities. These officials reported that food and shelter led the list of emergency services most acutely in demand. In addition, the U.S. Conference of Mayors' report, entitled Housing Needs and Conditions in America's Cities: A Survey of the Nation's Principle Cities, found that the demand for housing assistance among lower income households is increasing, and that the resources available to meet this rising demand are inadequate.

While there are a number of Federal programs that can be tapped to help provide shelter, food and emergency services to the homeless, no single Federal agency or program is charged with this purpose. Several existing Federal programs which can be used to aid the homeless and a description of some of the legislative proposals currently pending related to the homeless are described

3/ Psychology Today. "Home on the Street," by Steven Fustero. Feb. 1984. p. 58.

in later sections of this report. This CRS report does not address the unique homelessness problems resulting from spouse abuse and runaway and homeless youth. For additional information on spouse abuse see CRS Report # 81-59 EPW.

II. RECENT FEDERAL INITIATIVES

A. Federal Interagency Task Force on Food and Shelter for Homeless

The Federal Interagency Task Force on Food and Shelter for the Homeless is a coordinated Federal effort, established in 1983 under Secretary of Health and Human Services Margaret Heckler, to help address some of the needs of the homeless. The Task Force's goal is to "cut red tape" and act as a key contact between the government and the private sector in providing Federal buildings to shelter the homeless or available food to feed the hungry. Represented on the Task Force are the Departments of Agriculture, Defense, Interior, Labor, Health and Human Services, Housing and Urban Development, and Transportation, as well as ACTION, the Census Bureau, the Federal Emergency Management Agency, the General Services Administration, the Postal Service and the Veterans Administration. Each agency or department head has designated a representative to the Task Force. The Task Force also maintains contact with the National Citizen's Committee of Food and Shelter (NCCFS), a private, nongovernmental group. ^{4/} Additionally, the Department of Health and Human Services (HHS) has set up an internal committee to coordinate its agency's participation in the overall Federal effort to help the homeless. Also, the 10 HHS Regional Directors have established interagency working groups for a coordinated Federal response at the regional level.

^{4/} Testimony of Dr. Harvey Vieth, Chairman, Federal Task Force on Food and Shelter for the Homeless, Department of Health and Human Services, before the House Aging Subcommittee on Housing and Consumer Interests. May 2, 1984.

As of Spring 1984, the Task Force had succeeded in making available various Government facilities as shelters or food banks for the homeless, including surplus property of the General Services Administration, a vacant Federal building in Washington, D.C., military and Coast Guard commissaries and other military facilities, and vacant single-family homes in the inventory of the Department of Housing and Urban Development.

B. HUD Study On Homeless and Emergency Shelters

On May 1, 1984, the Department of Housing and Urban Development (HUD), released its study on the Homeless and Emergency Shelters. The HUD study addresses three basic issues concerning the homeless. The first concerns the extent of homelessness nationwide and by region. The second concerns who the homeless are, and whether their profile has changed over time. The third deals with the extent of shelter capacity and other programs for those who are homeless.

HUD puts the extent of homelessness at between 250,000 and 350,000 people. This represents the number of people, nationally, who were homeless on an average night in December 1983 or January 1984. For the purposes of the study, HUD counted people as homeless if their night time residence was a public or private emergency shelter, or the streets, parks, subways, bus or railroad stations, airports, under bridges or aqueducts, abandoned buildings, cars, trucks, or any other public or private space not designed for shelter. Excluded were people with some form of permanent shelter, even if it was physically inadequate or overcrowded (such as a friend's or relative's home). The study notes that "there is considerable turnover in this group" and not all of these people are chronically homeless or will continue to be homeless. The report further notes that its estimate represents a count of the homeless on a single given night during the 2-month period and will be less than the number of people who might have been homeless for some period during an entire year.

The HUD report finds that the traditional "single, middle-aged, white, alcoholic" stereotype of the homeless has been replaced by a much more heterogeneous group. This group now consists of women as well as men, family members (about 20 percent of the total), blacks and Hispanics as well as whites, those with alcohol and drug abuse problems, those who have never been employed (or have been unemployed for a very long period of time) and those who are recently unemployed. HUD places these people into three basic categories: people who have experienced severe personal crises, people with chronic disabilities, and people who have suffered from adverse economic conditions (also referred to as the "new homeless"). 5/ HUD found that the private sector (mostly nonprofit) operates, finances, volunteers time and donates food and supplies to most of the shelters that are also subsidized by some public funding. 6/ HUD estimates the nationwide shelter capacity is about 91,000 beds for homeless people, plus another 20,000 specifically for runaway youth and battered or abused women. In addition, some homeless people are given vouchers to use in renting hotel rooms on a temporary basis. 7/ However, HUD concludes that the housing needs of the homeless are complex, given the diversity of the homeless population, and require "tailoring long-term public and private responses to fit their widely varying needs rather than placing a singular emphasis on emergency shelter." 8/

5/ U.S. Department of Housing and Urban Development, "A Report to the Secretary on the Homeless and Emergency Shelters," May 1984, p. 22.

6/ Ibid, p. 43.

7/ Ibid, p. 34-35.

8/ Ibid, p. 50.

HUD's report came under fire at a joint congressional hearing, held by the House Banking's subcommittee on Housing and Community Development and the House Government Operations' Subcommittee on Manpower and Housing. Major criticism from the witnesses focused on the study's estimate of the number of homeless and the methodology used to arrive at this estimate. Most of the witnesses were advocates for the homeless, social workers or shelter administrators. They testified that the information they provided HUD researchers was either ignored, distorted or wrongly quoted. The panels included Mitch Snyder, Community for Creative Non-Violence; Kim Hopper, New York City Coalition for the Homeless; Dr. Louisa Stark, Co-Chair, Phoenix Consortium for the Homeless; Dr. Chester Hartman, Institute for Policy Studies; Richard Applebaum, Associate Professor of Sociology, University of California--Santa Barbara, and many others. However, Benjamin Bobo, director of HUD's Office of Policy Development and Research, defended the statistical methods and political integrity of the report. 9/

C. Recently Enacted Legislation

During the 98th Congress, \$100 million was appropriated for FY 1983 in the Emergency Jobs bill (P.L. 98-8) for an emergency food and shelter program funded through the Federal Emergency Management Agency (FEMA). From that amount, \$50 million was provided through a National Board, composed of FEMA and various national voluntary organizations, to private voluntary organizations at the local level. The National Board determined eligibility criteria and allocated the funds. The remaining \$50 million was given to States by FEMA using

9/ Hearings held on May 24, 1984. Not yet published.

the Community Services Block Grant formula. The States allocated those funds and determined eligibility criteria.

For FY 1984, a total of \$110 million was provided for emergency food and shelter for the homeless, appropriated in three installments (\$10 million in the Further Continuing Resolution for FY 1984, P.L. 98-151; \$30 million in the Supplemental Appropriations Act, P.L. 98-181; and \$70 million in the Second Supplemental Appropriations Act, P.L. 98-396.) Also, section 216 of the Housing and Urban-Rural Recovery Act of 1983 (P.L. 98-181), authorized up to \$60 million for an emergency shelter program administered through HUD; however, no funds were actually appropriated for this activity. The 1983 emergency jobs bill (P.L. 98-8) also included provision for commodity food donations which would help the homeless among others. For FY 1983, \$75 million was appropriated for the purchase and distribution of section 32 surplus perishable commodities. In addition, \$50 million was appropriated to assist States and local agencies to distribute nonperishable (e.g. cheese and butter) commodities held by the Commodity Credit Corporation (CCC) to the needy. P.L. 98-8 also required the Secretary of Agriculture to release as many of these CCC commodities as possible for distribution to needy people. In the past this release had been discretionary. This program of accelerated release of CCC commodities and Federal funds for State and local distribution costs was extended through FY 1985 with the enactment of P.L. 98-82.

The Domestic Volunteer Service Act amendments of 1983 (P.L. 98-288) added the following activities to appropriate projects and programs for VISTA volunteers: those which address the problems of the homeless, the jobless, the hungry, illiterate or functionally illiterate youth or other individuals, and low-income youth.

The 98th Congress also passed the Department of Defense Authorization Act, 1984 (P.L. 98-94), which permits the Secretaries of the various military departments to provide shelter for the homeless at military installations. The conference report (#98-567) on the FY 1984 Department of Defense appropriation contains \$8 million for shelter for the homeless. Little of these funds were actually used for this purpose, however.

III. POTENTIAL SOURCES OF FEDERAL ASSISTANCE

While there is no specific Federal program or agency which assists the homeless as its sole purpose, several programs exist that can be used for the homeless. The following are brief descriptions of some of the more significant of these programs.

In addition, traditional welfare programs also assist certain homeless people who meet the eligibility criteria. These programs include food stamps, Aid to Families with Dependent Children, Supplemental Security Income for the needy aged, blind and disabled, and some health programs. Although some homeless people may be receiving some of these benefits, it is likely that others may be eligible but are not currently receiving assistance.

A. Commodity Food Distribution

At the discretion of the Secretary of Agriculture, federally donated food commodities are available to child and elderly nutrition projects serving meals, food banks designated by States as serving needy individuals and families, charitable institutions, hunger centers, soup kitchens and similar nonprofit agencies providing food assistance to low-income and unemployed persons.

A mandatory program also is authorized through FY 1985 that requires the Secretary to distribute Section 416 commodities (i.e., primarily cheese, butter and non-fat dry milk) to charitable institutions, food banks, hunger centers, soup kitchens and local agencies and to provide administrative funds for State

and local costs associated with this commodity distribution. The law requires that no less than 20 percent of the funds appropriated for commodity distribution costs be made available for paying or making advance payments to cover the actual costs of commodity distribution by local charitable institutions, food banks, soup kitchens and similar nonprofit agencies. As in the original law, payments for such costs are not to exceed 5 percent of the value of the commodities distributed by the agency. P.L. 98-92 authorized appropriations of up to \$50 million for each of fiscal years 1984 and 1985 for the Secretary to make available to States for commodity storage and distribution costs. The FY 1984 agricultural appropriation provided the full \$50 million authorized for such administrative costs and both the House and Senate have passed versions of the FY 1985 agricultural appropriations bill (H.R. 5743) which would provide \$50 million for FY 1985.

B. Community Development Block Grant Program (CDBG)

The Community Development Block Grant Program (CDBG), authorized under title I of the Housing and Community Development Act, provides assistance to communities to undertake a number of community development activities intended to facilitate the development of viable urban communities. In addressing this goal, funded activities must meet one of the three objectives of the program: (1) aid in eliminating or preventing slums and blight; (2) provide benefits principally to low and moderate income persons; or (3) meet urgent community development needs.

The 1983 amendments require States and communities to certify that they will allocate 51 percent of the CDBG funds to activities that principally benefit low and moderate income persons.

Communities may undertake a variety of activities intended to promote neighborhood revitalization and community and economic development, which can also include programs to assist the homeless. These include the acquisition of real property, housing rehabilitation, the construction of community facilities, public services, and assistance to community-based groups. It is not known to what extent CDBG-funded activities actually benefit the homeless.

The Department of Housing and Urban Development (HUD) administers the program at the Federal level. It is administered at the local level by local governments with some State input.

The FY 1983 appropriation for the Community Development Block Grant Program was \$3,456 million. For FY 1984, \$3,468 million was appropriated, and \$3,472 million was appropriated for FY 1985.

C. Community Services Block Grant (CSBG)

The Community Services Block Grant provides grants to States which pass funds to local public and private nonprofit agencies to conduct antipoverty activities in low-income communities. Most grantees are Community Action Agencies, which were established in the mid-1960s under the former Office of Economic Opportunity (OEO), later renamed the Community Services Administration (CSA), and subsequently abolished in 1981. Although States and local agencies generally are free to design their own programs under the Community Services Block Grant, the law specifically allows funds to be used for emergency assistance to meet urgent needs for health care, food and housing.

The Community Services Block Grant is administered by the Office of Community Services at the Department of Health and Human Services and by the States.

Funding for the CSBG and related Federal administrative costs in FY 1983 was \$385.5 million and \$352.3 million is available for FY 1984.

D. Community Support Program (CSP)

Since 1978, the National Institute of Mental Health (NIMH) has used the general authority under section 301 of the Public Health Service Act to fund Community Support Program (CSP) demonstrations through State departments of mental health. The CSP demonstrations have been used to stimulate and assist States and localities to improve opportunities and services for adults with chronic mental illness, including those in the homeless population.

The ultimate aim of the CSP projects has been to promote the development of local community systems for the chronically mentally ill. CSP projects have been used to increase the capacity of State mental health agencies to provide leadership in working with local health, mental health, and human services agencies to address services at the local level.

In FY 1983, the appropriation for Community Support Programs was \$6 million; in FY 1984, the funding is \$7 million. The average grant from NIMH to a State under the program is \$150,000 a year.

E. Emergency Assistance to Needy Families with Children

The Social Security Act provides 50 percent Federal funding to States for emergency cash assistance to needy families with children for up to 30 days per year to avoid destitution of the children or to provide them with living arrangements. Reports submitted by States indicate that 27 States participated in the emergency assistance program in FY 1984. States are allowed to limit the conditions of eligibility for this program. In April 1984, 27,300 families received emergency assistance payments, averaging \$295 per family.

Emergency assistance is administered by the Office of Family Assistance in the Social Security Administration.

Total expenditures for FY 1984 for emergency assistance are estimated to be \$131.4 million, of which the Federal share is \$65.7 million.

F. Emergency Food and Shelter National Board Program

Four separate laws have appropriated a total of \$160 million for this emergency food and shelter program for needy individuals (P.L. 98-8, 98-151, 98-181, and 98-396). The National Board established by law determines the amount of funds for local areas in the greatest need for such funds. This Board is composed of representatives of six major national voluntary organizations and the Federal Emergency Management Administration which serves as the chair. Local boards composed similarly to the National Board determine which local organizations in their areas receive funds.

Funds under the first three appropriations were distributed primarily based on unemployment data. The distribution of the \$70 million appropriated under P.L. 98-396 for this program is expected to be announced in the Federal Register on about October 15, 1984. FEMA program data indicate that about two-thirds of the funds thus far have gone for food and one-third for shelter. About 50 million meals and 7 million nights lodging were provided with the first appropriation of \$50 million.

G. Social Services Block Grants (SSBG)

Block grants to States for social services are authorized under title XX of the Social Security Act. There are very few Federal requirements under this program. States are free to determine their own eligibility criteria and to design their own mix of services within broad Federal guidelines. However, there are certain limitations on the use of grants, such as funds may not be

used to buy or build a facility, although minor remodeling is allowable. Funds also may not be used to provide cash payments for subsistence or to provide room and board, except for short-term shelter as a protective service or as part of another social service.

On the Federal level, title XX is administered by the Office of Human Development Services within the Department of Health and Human Services. At the State level a single agency is designated by the Governor to receive and administer title XX funds. Funding for the Social Services Block Grant was \$2.675 billion in FY 1983 and \$2.7 billion is appropriated for FY 1984.

IV. PENDING LEGISLATION

Numerous bills have been introduced during the 98th Congress, aimed at providing homeless people with emergency food and shelter. The following is a computer printout of selected pending legislation introduced thus far in this Congress related to the homeless issue. Not included is legislation enacted which is covered earlier in the report.

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*** THE LEGISLATIVE INFORMATION FILE FOR THE 98TH CONGRESS ***  
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*** PENDING HOMELESS LEGISLATION ***  
***  
*** REQUESTED BY: MONIQUE C. AUSTIN ***  
***  
*** SUBMITTED BY: CRS - EPW DATE: 09/11/84 ***  
*** NUMBER OF CITATIONS: 15 TIME: 15:55 ***  
*** JOB NAME: ***  
*** BIN: ***  
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LEGISLATIVE INFORMATION 98TH CONGRESS

BILL NUMBER: H.J.Res. 470

DATE INTRODUCED: 02/02/84

SPONSOR: Rep Rangel

COMMITTEE(S) OF REFERRAL:

House Banking, Finance and Urban Affairs

ABSTRACT OF BILL AS INTRODUCED:

Requires the appropriation of funds authorized under the Housing and Urban-Rural Recovery Act of 1983 for the rehabilitation of structures for use as shelters for the homeless and for demonstration projects coordinating local efforts to assist families trying to locate affordable housing.

STATUS OF BILL:

Feb 2, 84 Referred to House Committee on Banking, Finance and Urban Affairs.

Feb 15, 84 Referred to Subcommittee on Housing and Community Development.

BILL NUMBER: H.R. 927

DATE INTRODUCED: 01/25/83

SPONSOR: Rep Stark

COMMITTEE(S) OF REFERRAL:

House Ways and Means

ABSTRACT OF BILL AS INTRODUCED:

Amends part A (Aid to Families with Dependent Children) of title IV of the Social Security Act to authorize appropriations for FY 1983 to assist States in providing emergency shelter and related assistance to homeless individuals and families.

STATUS OF BILL:

Jan 25, 83 Referred to House Committee on Ways and Means.

Jan 31, 83 Referred to Subcommittee on Public Assistance and Unemployment Compensation.

BILL NUMBER: H.R. 1330

DATE INTRODUCED: 02/08/83

LEGISLATIVE INFORMATION 98TH CONGRESS

SPONSOR: Rep Gonzalez

COMMITTEE(S) OF REFERRAL:

House Banking, Finance and Urban Affairs

ABSTRACT OF BILL AS INTRODUCED:

Amends certain housing and community development laws to provide emergency mortgage assistance to homeowners and emergency shelter for the homeless.

STATUS OF BILL:

Feb 8, 83 Referred to House Committee on Banking, Finance and Urban Affairs.
Mar 1, 83 Referred to Subcommittee on Housing and Community Development.
Mar 8, 83 Subcommittee Consideration and Mark-up Session Held.
Mar 8, 83 Forwarded by Subcommittee to Full Committee (Amended).

BILL NUMBER: H.R. 1647

DATE INTRODUCED: 02/24/83

SPONSOR: Rep Foglietta

COMMITTEE(S) OF REFERRAL:

House Agriculture;
House Banking, Finance and Urban Affairs;
House Energy and Commerce

ABSTRACT OF BILL AS INTRODUCED:

Authorizes grants to States and matching grants to States and local governments for assistance to the homeless. Establishes a one-year Homeless Advisory Committee in the Department of Health and Human Services.

STATUS OF BILL:

Feb 24, 83 Referred to House Committee on Agriculture.
Mar 7, 83 Referred to Subcommittee on Domestic Marketing, Consumer Relations, and Nutrition.
Feb 24, 83 Referred to House Committee on Banking, Finance and Urban Affairs.
Feb 24, 83 Referred to House Committee on Energy and Commerce.
Mar 2, 83 Referred to Subcommittee on Health and the Environment.

LEGISLATIVE INFORMATION 98TH CONGRESS

BILL NUMBER: H.R. 1950

DATE INTRODUCED: 03/07/83

SPONSOR: Rep Rangel

COMMITTEE(S) OF REFERRAL:

House Banking, Finance and Urban Affairs;
House Ways and Means

ABSTRACT OF BILL AS INTRODUCED:

Authorizes the Secretary of Health and Human Services to make grants to States, local governments, and nonprofit organizations for: (1) the rehabilitation or conversion and operation of emergency shelter for the homeless; and (2) demonstration projects to develop innovative approaches for providing basic services for the homeless. Establishes the Federal Coordinating Council on the Homeless. Provides tax incentives for the construction of emergency shelters.

STATUS OF BILL:

Mar 7, 83 Referred to House Committee on Banking, Finance and Urban Affairs.
Mar 7, 83 Referred to House Committee on Ways and Means.
Mar 14, 83 Referred to Subcommittee on Public Assistance and Unemployment Compensation.
Mar 25, 83 See H.R.1900.

BILL NUMBER: H.R. 1983

DATE INTRODUCED: 03/09/83

SPONSOR: Rep Gonzalez

COMMITTEE(S) OF REFERRAL:

House Banking, Finance and Urban Affairs

ABSTRACT OF BILL AS INTRODUCED:

Amends certain housing and community development laws to provide emergency mortgage assistance to homeowners and emergency shelter for the homeless.

STATUS OF BILL:

05/16/83 Referred to Senate Committee on Banking, Housing and Urban Affairs
05/11/83 Measure passed House, amended, roll call #106 (216-196)
05/11/83 Motion to recommit to Committee on Banking, Finance and Urban Affairs rejected in House

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05/11/83 Measure considered in House
04/19/83 Measure considered in House
04/19/83 Measure called up by special rule in House
03/15/83 Reported to House from the Committee on Banking, Finance
and Urban Affairs with amendment, H.Rept. 98-32

BILL NUMBER: H.R. 3512

DATE INTRODUCED: 07/11/83

SPONSOR: Rep Stark

COMMITTEE(S) OF REFERRAL:
House Ways and Means

ABSTRACT OF BILL AS INTRODUCED:

Revises provisions of part A (Aid to Families With Dependent Children) of title IV of the Social Security Act with respect to the: (1) income and resources of applicants; and (2) eligibility of students, pregnant women, aliens, and families with an unemployed parent. Authorizes appropriations to provide emergency shelter and related assistance to homeless individuals and families. Provides for a demonstration program to test the use of common rules and procedures under the AFDC, food stamp, and Medicaid (title XIX of the Act) programs.

STATUS OF BILL:

Jul 11, 83 Referred to House Committee on Ways and Means.
Jul 15, 83 Referred to Subcommittee on Public Assistance and
Unemployment Compensation.
Jul 18, 83 Subcommittee Hearings Held.

BILL NUMBER: H.R. 3815

DATE INTRODUCED: 08/04/83

SPONSOR: Rep Guarini

COMMITTEE(S) OF REFERRAL:
House Agriculture;
House Banking, Finance and Urban Affairs

ABSTRACT OF BILL AS INTRODUCED:

Directs the President to call a White House Conference on the Homeless and the Hungry.

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STATUS OF BILL:

Aug 4, 83 Referred to House Committee on Agriculture.
 Aug 4, 83 Referred to House Committee on Banking, Finance and
 Urban Affairs.
 Aug 15, 83 Referred to Subcommittee on Housing and Community
 Development.

BILL NUMBER: H.R. 4327

DATE INTRODUCED: 11/08/83

SPONSOR: Rep Ford, H.

COMMITTEE(S) OF REFERRAL:
House Ways and Means

ABSTRACT OF BILL AS INTRODUCED:

Revises provisions of part A (Aid to Families with Dependent Children) of title IV of the Social Security Act relating to:
 (1) the treatment of earnings; (2) the gross income limitation;
 (3) sanctions imposed on States for erroneous excess payments;
 and (4) aid for pregnant women and their unborn children.
 Provides Federal matching for State supplementary payments.
 Authorizes appropriations to provide emergency shelter and
 related assistance to homeless individuals and families.

STATUS OF BILL:

Nov 8, 83 Referred to House Committee on Ways and Means.
 Nov 9, 83 Committee Consideration and Mark-up Session Held.

BILL NUMBER: H.R. 5151

DATE INTRODUCED: 03/15/84

SPONSOR: Rep Panetta

COMMITTEE(S) OF REFERRAL:
House Agriculture;
House Education and Labor

ABSTRACT OF BILL AS INTRODUCED:

Amends the Food Stamp Act of 1977 to revise provisions
 regarding eligibility, benefits, and program administration.
 Establishes a rural Alaskan food assistance pilot program.
 Authorizes appropriations for an emergency food program.
 Provides for: (1) nutrition monitoring; (2) nutrition and

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consumer education; and (3) older Americans meal programs.
Amends the Child Nutrition Act of 1966 and the National School Lunch Act to increase specified program levels.

STATUS OF BILL:

09/05/84 Placed on calendar in Senate
08/01/84 Measure passed House, amended, roll call #342 (364-39)
08/01/84 Measure considered in House
07/27/84 Measure considered in House
07/27/84 Measure called up by special rule in House
05/15/84 Reported to House from the Committee on Agriculture with amendment, H.Rept.98-782(Part I)

BILL NUMBER: H.R. 5752

DATE INTRODUCED: 05/30/84

SPONSOR: Rep Oakar

COMMITTEE(S) OF REFERRAL:

House Banking, Finance and Urban Affairs

ABSTRACT OF BILL AS INTRODUCED:

Directs the Secretary of Housing and Urban Development to conduct a demonstration program of assisting nonprofit organizations in providing housing and supportive services for homeless persons.

STATUS OF BILL:

May 30, 84 Referred to House Committee on Banking, Finance and Urban Affairs.
Jun 15, 84 Referred to Subcommittee on Housing and Community Development.

BILL NUMBER: S.J.Res. 223

DATE INTRODUCED: 02/01/84

SPONSOR: Sen Moynihan

COMMITTEE(S) OF REFERRAL:

Senate Appropriations

ABSTRACT OF BILL AS INTRODUCED:

Requires the appropriation of funds authorized under the Housing and Urban-Rural Recovery Act of 1983 for the

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rehabilitation of structures for use as shelters for the homeless and for demonstration projects coordinating local efforts to assist families trying to locate affordable housing.

STATUS OF BILL:

Feb 1, 84 Read twice and referred to the Committee on Appropriations.

BILL NUMBER: S. 429

DATE INTRODUCED: 02/03/83

SPONSOR: Sen Tsongas

COMMITTEE(S) OF REFERRAL:

Senate Labor and Human Resources

ABSTRACT OF BILL AS INTRODUCED:

Authorizes formula grants to States and matching grants to States and local governments for assistance to the homeless. Establishes a one-year Homeless Advisory Committee in the Department of Health and Human Services.

STATUS OF BILL:

Feb 3, 83 Read twice and referred to the Committee on Labor and Human Resources.
 Feb 22, 83 Committee on Labor and Human Resources requested executive comment from Health and Human Services Department, GAO, OMB.
 Feb 22, 83 Referred to Subcommittee on Family and Human Services.

BILL NUMBER: S. 698

DATE INTRODUCED: 03/07/83

SPONSOR: Sen Moynihan

COMMITTEE(S) OF REFERRAL:

Senate Finance

ABSTRACT OF BILL AS INTRODUCED:

Authorizes the Secretary of Health and Human Services to make grants to States, local governments, and nonprofit organizations for: (1) the rehabilitation or conversion and operation of emergency shelters for the homeless; and (2) demonstration

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projects to develop innovative approaches for providing basic services for the homeless. Establishes the Federal Coordinating Council on the Homeless. Provides tax incentives for the construction of emergency shelters.

STATUS OF BILL:

Mar 7, 83 Read twice and referred to the Committee on Finance.
Mar 11, 83 Committee on Finance requested executive comment from OMB, Treasury Department.

BILL NUMBER: S. 2607

DATE INTRODUCED: 04/30/84

SPONSOR: Sen Huddleston

COMMITTEE(S) OF REFERRAL:

Senate Agriculture, Nutrition, and Forestry

ABSTRACT OF BILL AS INTRODUCED:

Revises Federal food assistance programs under the Child Nutrition Act of 1966, the National School Lunch Act, and the Food Stamp Act of 1977. Extends specified child nutrition programs under such Acts.

STATUS OF BILL:

Apr 30, 84 Read twice and referred to the Committee on Agriculture.

Among other provisions, provides for the participation of homeless persons in the food stamp program.

V. ADDITIONAL SOURCES

A. Books, Pamphlets, Documents, Etc.

Congressional Quarterly. America's needy: care and cutbacks. 1984.

Garogian, Andrew. Homeless in America: A Selected Bibliography. Vance Bibliographies, June 1984.

The MacNeil-Leher Report. Homeless unemployed. Transcript No. 1890. Dec. 24, 1982.

U.S. Conference of Mayors. Homelessness in America's Cities. June 1984.

U.S. Dept. of Housing and Urban Development. A Report to the Secretary on the Homeless and Emergency Shelters. May 1984.

B. Articles

Lamb, H. Richard. Deinstitutionalization and the homeless mentally ill. Hospital Psychiatry, v. 35, Sept. 1984.

Leepson, Marc. The homeless: growing national problem. Editorial Research Reports, v. II, no. 16, Oct. 29, 1982.

Main, Thomas J. The homeless of New York. The Public Interest, no. 72, Summer 1983.

Newsweek. The hard-luck Christmas of '82, Dec. 27, 1982.

New York Times. Homeless crisscross U.S. until their cars and dreams break down, Dec. 15, 1982.

Scientific American. The homelessness problem, v. 251, July 1984.

Social Service Review. The emergence of the homeless as a public problem, v. 58, June 1984.

U.S. News and World Report. America's wandering jobless, Jan. 17, 1983.

C. CRS Information Products

Commodity Food Distribution. # IB83061

Community Services Block Grants. Karen Spar, Education and Public Welfare Division. # 84-657 EPW

Comparison of Major Commodity Donation Legislation in the 98th Congress by Jean Yavis Jones. Sept. 16, 1983. CRS Report # 83-566 EPW

Federal Programs Affecting Children. Coordinated by Jan Fowler. Jan. 26, 1984. CRS Report # 84-18 EPW

Food Banks and the Distribution of Surplus Food. # AB50064

How the Food Stamp program works. Joe Richardson and Gene Falk, Education and Public, Welfare Division. # 84-92 EPW

Hunger in America: Selected References, 1979-1982. #L0231

Hunger in the World. # IP0061H

Hunger in the United States. # IP0277H

Hunger: Selected References, 1980-1983. # L0130(REV)

Poverty: Trends, Causes and Cures. # 84-9 EPW

Spouse Abuse: Research, Federal Activities, and Proposed Legislation by Jan Fowler. February 20, 1981. CRS Report # 81-59 EPW

Summary of Reports Concerning Hunger in America, 1983-1984. # 84-598 SPR

U.S. Library of Congress. Congressional Research Service. Homelessness in the U.S.: Selected References, 1980-1984. # L0280

U.S. Library of Congress. Congressional Research Service. Hunger and soup kitchens: selected references, 1982-1983. Bibliography by Marsha Cerny. Jan. 26, 1983.

Codes: AB(audio brief); IB(issue brief); IP(info pack); L(bibliography-in-brief). CRS Reports are indicated by number and letter (e.g., 84-49 EPW).