

GAO

Testimony

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Status of the Activities of the
Interagency Council on the Homeless

Statement of
John M. Ols, Jr., Director, Housing and
Community Development Issues

Before the Subcommittees on Government Activities
and Transportation and on Employment and Housing
Committee on Government Operations
House of Representatives



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Madam Chairwoman, Mr. Chairman, and Members of the Subcommittees:

I am pleased to be here today to discuss the preliminary results of our review of the activities of the Interagency Council on the Homeless, which was requested by your Subcommittees. Our review of the Council's activities began in January 1989 and is still continuing. My remarks today will focus on

- the purpose and structure of the Council,
- the Council's efforts to meet the McKinney Act requirements, and
- the problems experienced by Council staff in attempting to fulfill the Council's responsibilities.

The McKinney Act charged the Council with: reviewing all federal activities and programs to assist the homeless; reducing duplication of effort among federal agencies; monitoring, evaluating, and recommending improvements in programs and activities to assist the homeless; providing professional and technical assistance to organizations serving the homeless; collecting and disseminating information; and reporting annually to the President and the Congress on activities dealing with the homeless.

In summary, our work to date indicates that the Council has been slow to react to what the Congress said was an immediate and unprecedented homelessness crisis. In fact, the Council did not start to fully function until approximately June 1988--almost 1 year after its creation--and never has been fully staffed. Although the Council has engaged in numerous activities to meet the requirements of the McKinney Act, such as the issuance of annual reports and newsletters, these efforts have been largely inadequate and ineffective. The Council's most recent annual report did not make any recommendations as to the level of federal assistance

needed to address the problem of homelessness; thus its usefulness to the Congress is limited.

In addition, the Council has not successfully met its requirement to disseminate information regarding McKinney Act programs to state and local providers of homeless assistance, possibly precluding providers from receiving federal assistance. Further, although more than a year and a half has passed since its creation, the Council still has not developed detailed policies and guidance to direct its activities.

We believe that the Council's goals and responsibilities must be clearly defined to ensure that the urgently needed assistance intended by the Congress and the McKinney Act is provided to the homeless. Because the Council is due to expire in 1990, it is imperative that the Council elect its new Chairperson and appoint its new Executive Director as soon as possible to initiate positive actions to assist service providers in meeting the needs of the homeless.

PURPOSE AND STRUCTURE OF THE INTERAGENCY COUNCIL ON THE HOMELESS

The Stewart B. McKinney Homeless Assistance Act (P.L. 100-77, July 22, 1987) was enacted in response to an immediate and unprecedented crisis due to the lack of shelter for a growing number of individuals and families. The purpose of the act was to provide urgently needed assistance to protect and improve the lives and safety of the homeless. The McKinney Act represented the first effort of the Congress to establish a comprehensive, coordinated program of assistance for homeless people. Title II of the McKinney Act created the Interagency Council on the Homeless as an independent organization within the federal executive branch. We should note that the Council is the successor to the Department of Health and Human Services' (HHS) Federal Task Force on the Homeless, which was originally established in November 1983.

The Council is comprised of the heads, or their designees, of the 11 Cabinet departments, the Federal Emergency Management Agency (FEMA), ACTION, the General Services Administration (GSA), and the Postal Service, plus the heads of other federal entities as determined by the Council. As provided in the Act, the Council is scheduled to cease operations on October 1, 1990.

Council's Budget

The Council received a total of \$950,000 in fiscal year 1988 to cover salaries and expenses--\$750,000 was appropriated by the Congress and \$200,000 was transferred from the HHS Task Force on the Homeless. For fiscal year 1989, the Council has a budget of about \$1.5 million (an appropriation of \$1.1 million plus unspent fiscal year 1988 funds of about \$400,000.) To date, the Council obligated for fiscal year 1988 about \$547,000 and has expended about \$229,000. For fiscal year 1989, the Council obligated about \$271,000 and expended about \$200,000. (App. I contains a detailed breakdown of funding and obligations.)

Council Staffing

The Council met for the first time on September 29, 1987--2 months after passage of the McKinney Act--and has met a total of five times. The last meeting was held in November 1988. At their first meeting, Council members elected the Secretary of Housing and Urban Development (HUD) as the Chairman and the Secretary of Health and Human Services as Vice-chairman. Between September 29, 1987, and January 3, 1988, the Council operated under the direction of an acting Executive Director. The Council appointed an Executive Director on December 18, 1987, but she did not take office until January 4, 1988.

According to the Executive Director, much of her time up until June 1988 was involved with interviewing applicants for the Council's staff positions (10 currently authorized) and it was not until around June 1988 that the Council started fully functioning. The most recent staff member was hired in January 1989. I should note that the Executive Director resigned March 3, 1989, and no replacement has been named. Also, three other staff positions are vacant. (See app. II.)

Working Group

To carry out the tasks assigned to the Council by the McKinney Act, the Council created a working group consisting of designated representatives from each member agency. The working group held its first meeting on February 2, 1988, and has met once a month since then. (App. III contains a detailed organization chart.)

The working group members also organized four smaller subgroups consisting of the following:

- The Annual Report Group--consisting of representatives from the Executive Director's staff; the Departments of Agriculture, HUD, and HHS; and the Office of Management and Budget (OMB)--was charged with overseeing the production of the Council's Annual Report.

- The Editorial Board--consisting of representatives from the Executive Director's staff and the Departments of Agriculture, HUD, and HHS; and FEMA--was charged with writing and distributing the Council's newsletter and disseminating information about the Council and the McKinney programs.

- The Technical Group--consisting of representatives from the Executive Director's staff; the Departments of HUD, Labor,

Education, USDA, and HHS; and FEMA and GSA--was to assist primarily in the development of a data base containing information on the distribution of McKinney Act program funds.

- The Federal Interagency Committee on Educational Resources for the Homeless--consisting of representatives from the Executive Director's staff; the Departments of Interior, Education, HHS, and Defense; and GSA--was recently organized to determine the feasibility of using local educational facilities to assist the homeless.

Regional Coordinators

The McKinney Act requires the Council to provide professional and technical assistance on homeless programs to states, localities, and private or non-profit agencies. To carry out this mandate, the Council requested its member agencies to designate coordinators for the homeless in each of its regional offices. There are presently 126 regional coordinators.

The regional network was supposed to provide technical assistance to the field and promote dialogue and facilitate contacts with the service providers. Regional coordinators duties include arranging state and local conferences, holding monthly meetings with other regional coordinators as well as with state and local organizations, responding to inquiries on homeless programs, and submitting quarterly reports to the Council.

COUNCIL'S EFFORTS TO MEET McKINNEY ACT REQUIREMENTS

I will now address the Council's efforts to meet the requirements of the McKinney Act.

Executive Director's Views

According to the Council's Executive Director, the Council has attempted to meet its statutory responsibilities under the McKinney Act through

- the issuance of an annual report,
- the publication of three newsletters and one bulletin
- the holding of three regional conferences,
- the establishment of a network of regional coordinators,
- the development of an electronic mail system to disseminate information, and
- the development of a data base of funding information on grants awarded for each McKinney Act program.

We believe that the Council's efforts to meet its statutory responsibilities were inadequate and ineffective. I will now discuss the activities of the Council.

Annual Report

The Executive Director and her staff said that most of the work of the Council has been devoted to the preparation and issuance of the annual report, which was issued on January 18, 1989.¹ However, the report did not fully meet the requirements set

¹The Council contracted with several organizations and individuals to develop the annual report. Contract costs for the annual report totaled approximately \$180,000. The major contract cost was for a study by the Urban Institute for \$96,500, which, in general, was a survey of what six states were doing to assist the homeless.

out in the McKinney Act and, therefore, is of limited value to the Congress in its policy deliberations.

In general, the report focused on state and local efforts to assist the homeless. To a limited extent, the annual report addressed (1) the nature of homelessness, (2) federal homeless assistance programs, and (3) the accomplishments of the Council. I should also note that it contains only general policy recommendations and did not make any recommendations as to the level of federal assistance necessary to resolve homelessness (see app. IV). I should emphasize that our work to date indicates that the Council made no attempt to assess the needed level of federal assistance.

The Executive Director told us that she believed it was important to highlight state efforts to address homelessness because each level of government has a contribution to make. Further, according to the Executive Director, although it was not an overriding concern to them, the report's authors were aware that a report critical of the administration's support for federal housing programs would probably not be approved by the Council.

A member of the Executive Director's staff told us that because the annual report was drafted during an election year and because the issues of homelessness and the lack of affordable housing was a sensitive topic in the past administration, the authors of the report had to walk a fine line to avoid offending anyone.

Newsletters

The McKinney Act authorizes the Council to publish a newsletter concerning federal, state, and local programs that are effectively meeting the needs of the homeless. Since the Council was established, it has published only three newsletters. For the

most part, the newsletters provide general information on the Council's activities and topics on homelessness. The most recent newsletter was issued in December 1988 and focused on homeless individuals with AIDs.

Some state officials, according to their statements to us, did not think the newsletters were useful: the information they provided merely repeated items heard many times before. In this regard, one New York state official wrote to the Council in February 1989, complaining about the lack of attention by the newsletters to program data needed by the states and specifically cited the newsletter on the AIDs problem as not being useful. According to the New York state official, none of the newsletters contained more specific information on the act or its ongoing programs, such as funding levels, program descriptions, or technical changes due to reauthorization of the act.

Bimonthly Bulletin

The Congress, in reaction to the Council's limited dissemination of McKinney program information, included a requirement in the 1988 McKinney Act amendments (P.L. 100-628, Nov. 7, 1988) for the Council to prepare and distribute to states, local governments, and other public and private nonprofit organizations, a bimonthly bulletin describing the federal resources available to assist the homeless. The amendments also required that each member agency of the Council provide to the Council a timetable regarding program funding availability and application deadlines. The Council was to then furnish this information to the states. The amendments called for each state to designate a contact person to receive and disseminate information from the Council.

A member of the Executive Director's staff told us that, as of early March, the Council has received all the agency funding

information except for one Department of Education program. However, he has only received the names of 18 state agency contacts and is therefore using NGA's list of state agency contacts to disseminate program information.

On February 7, 1989 the Council issued its first bimonthly bulletin entitled Program Alert. Council staff told us that, in addition to the state contacts, it was sent to the 19,000 addressees on the Council's mailing list. This bulletin only contained information regarding three HUD programs and the names and phone numbers of the program contacts to assist organizations interested in applying for McKinney programs. The deadlines for applying for these programs were February 13, 1989, to April 27, 1989. A member of the Executive Director's staff told us that she knew that the first Program Alert would not go out in time to be useful but the staff decided to issue it any way.

A second bulletin was issued the first week of March detailing McKinney Act programs administered by the Departments of Labor and HHS.

Regional Conferences

In addition to publishing the newsletters and the bulletin, the Council has held three conferences covering a variety of homeless-related topics. According to the Council staff member in charge of the conferences, the conferences were to serve as a networking activity for federal, state, and local groups. He stated that a total of about 260 people have attended them.

The conferences followed a similar theme as the newsletters-- general information about the McKinney Act with highlights of some federal and state programs. Several of the conference evaluations focused on this as a weakness of the conferences, stating that the panel discussions focused too much on general presentations and not

enough on providing specific information on the McKinney Act, such as funding and application information.

Electronic Mail System

The Executive Director's staff established an electronic mail system in August 1988 for the purpose of disseminating, on a timely basis, information regarding McKinney Act programs and other related information. According to the staff member in charge of the system, as of March 1989, all 10 HUD regional coordinators had been linked to the system. The HUD coordinators were instructed to disseminate the bulletins in hard copy to their counter parts at the federal, state, and local level. It should be noted that this system is not linked with state agencies or local assistance providers.

According to the staff member in charge of the system, the system is a waste of money and should be scrapped because he does not have enough information to transmit to the HUD coordinators to justify its use. We plan to further evaluate the viability of continuing this system.

Data Base

The Council's data base compiles information on grants awarded for each McKinney Act program. Federal agencies report this information to the Council after they complete their funding awards process which occurs at different times of the year for each agency's programs. The data base identifies the federal agency and its program, the amount of the award, the recipient, and the state in which the grant is being administered. The Council hopes to expand the database to include a more detailed breakdown of recipients. For example, the Council would like to trace McKinney Act money awarded directly to a state and to that state's actual service provider. In addition, the Council would like to

eventually develop information on other, non McKinney Act, homeless assistance as well. We have not verified the accuracy or reliability of this data.

Dissemination of Information to State and Local Groups

A major responsibility of the Council is to disseminate information to the states and local groups about McKinney Act programs. Almost half of the state administrators responsible for McKinney Act programs we talked to have not been contacted by the Council's regional coordinators. In other instances, the Council did not provide the type of information needed by the states to effectively implement and coordinate McKinney Act programs at the state level.

Council Dissemination Efforts Need to Be Refocused

To obtain data on the type of problems state agencies are experiencing, we are in the process of conducting a telephone survey of state agency homeless program officials and HUD regional coordinators in 25 states. To date we have completed our survey in 16 states in 5 HUD regions. In interviewing state program personnel, we heard a persistent theme: basic information needed to implement the McKinney Act is not being provided to the states. Of the state agency officials contacted thus far, almost half have expressed the need for this type of data. Specifically, state officials claim that they have not received basic "how-to" data from the Council, such as funding availability for each program as well as its funding cycle, application deadlines, eligibility requirements, and basic descriptions of the programs. Several states mentioned that they had to obtain this information from the National Governors' Association (NGA) and the Council for State Community Affairs Agencies (COSCAA). This was confirmed by an NGA

official who stated that she had received numerous calls from states asking for help in obtaining this information. To quote one state official with whom we spoke, "I would have been lost without COSCAA."

The minutes of the Council's working group meetings confirm that state and local officials made their needs for this information known to the Council's representatives. For example, on July 27, 1988, the Executive Director met with members of state and local interest groups including representatives of NGA, COSCAA, and the U.S. Conference of Mayors. During this meeting, the Council was encouraged to provide information on how to apply for McKinney Act funds. In addition, assistance in the preparation of applications was seen as a critical need, particularly for small agencies, not-for-profit agencies, and for small cities and rural areas. The state and local groups also recommended that the Council more aggressively distribute information and identify networks to use as conduits for information. However, the Council's working group minutes for meetings held on July 28, 1988, and August 2, 1988, showed that although the concerns raised by the state and local representatives were mentioned by the working groups, no decisions were made on what actions the Council could or would take to address these urgent concerns.

I would like to reemphasize something I mentioned earlier. The legislatively required bimonthly bulletin was intended to address the types of concerns raised at the July 1988 meeting. Unfortunately, its late issuance may have precluded some service providers from obtaining the financial assistance the Congress intended through the McKinney Act.

Information Is Not Being Provided
by Some Regional Coordinators

Although the regional coordinators of the Council are important connectors linking the Council with the states, a member of the Executive Director's staff told us that only 5 of the 10 coordinators are very active in their outreach effort. Almost half of the 17 state officials we spoke with have had no contact at all with their regional coordinators. Five state officials told us that they did not even know the names of their coordinators. In short, in the two regions with the 5 active coordinators, the state officials were satisfied with the information and help they were receiving, but in three regions they had no contact with the coordinators.

Regional Coordinators Are Not Receiving
Information From the Council

In addition to the states' not receiving information, HUD's regional coordinators have had problems obtaining information from the Council. As recently as January 1989, regional coordinators were complaining to the Council about the lack of specific program information flowing from Washington to them. A January 1989 letter from one HUD regional coordinator to the Executive Director stated, "the Federal Homeless Coordinators seem to be the last to know about program actions . . . (A)ny assistance you might provide in ensuring that the various Federal Regional Homeless Coordinators are timely apprised of homeless activities/initiatives would contribute greatly to our ability to be a conduit for information." This problem actually came to the Council's attention earlier in 1988, as evidenced by minutes of the Council's May 3 meeting. In response to this, the Council did hold a training workshop for the regional coordinators in August 1988. However, in our recent telephone calls to five HUD regional coordinators, three still mentioned information dissemination as a continuing problem.

COUNCIL OPERATIONS

We have identified several matters that may have interfered with Council operations. These include the lack of policy guidance or direction from the Chairman and the Council and the uncertainty among working group members about the role of the Council. In addition, I will discuss the Executive Director's perception that HUD officials interfered with Council operations.

Lack of Guidance by The Council

According to the Executive Director, the Council will only be as strong as its Chairman wants it to be and the former Chairman did not have a "very hands-on style" of management. She said that the five meetings of the Council were "staged shows" lacking in substance and that she was rarely given policy guidance by the Chairman. Further, as Executive Director, she said that she was not in a position to enact policy.

Further, for the Council to operate effectively, according to the Executive Director, it needs more authority and requires very strong leadership from the Chairman. In addition, she said that the working group should report policy matters to the Council and the Council, in turn, should report them to the Congress. Indeed, the minutes of the working groups and the Council meetings showed that problems or issues raised in the working group meetings had not been brought to the full Council's attention.

In addition, one member of the Executive Director's staff told us that she had questioned the usefulness of the working group meetings because the meetings did not allow for a free exchange of ideas and were tightly controlled by the Executive Director. Working group members told us that the meetings facilitated the

sharing of information among working group members but accomplished little else.

Council's Role

Even today, confusion exists regarding the Council's role. For example, on December 6, 1988--15 months after the Council's first meeting--the working group was discussing the desirability for a more active role by the Council. The point was made in the meeting that the Council has the potential to act as a public forum and to set a policy agenda and that it would be frustrating if the Council simply issued a series of annual reports.

The question of the Council's role was again raised in the February 2, 1989, working group meeting. During that meeting the Executive Director read the January 1989 regional coordinators memo, which I mentioned earlier, that highlighted the need for the Council to define its role and responsibilities. In addition, several working group members attending the meeting cited the need for the Council to define its role and purpose and to set goals for the coming year. One member stated that the Council is looked to for leadership on the homelessness issue and must take charge. He also said that the Council should be communicating information to the Congress.

At the February 2 meeting, the Executive Director acknowledged that the Council's role is not clear and assigned several working group members the task of developing a position paper to study the points mentioned in the regional coordinators memo. This position paper is currently being developed.

HUD Officials' Relationship
With Executive Director's Staff

The Executive Director and members of her staff told us that some HUD officials went well beyond the provision in the McKinney Act requiring HUD to provide administrative services to the Council and, in fact, interfered with the work of the Council. Specifically, according to the Executive Director, a Special Assistant to the Secretary and the Deputy Assistant Secretary in the Office of Policy Development tried to direct the daily activities of Council staff, including approving or disapproving the hiring of staff and reviewing and approving drafts of Council publications such as the newsletter. According to the Executive Director, another example of control of Council activities by HUD officials included her being instructed not to visit homeless shelters because it would generate unwanted publicity.

HUD's Deputy Assistant Secretary in the Office of Policy Development told us that he was designated by the Chairman as liaison to the Council and any discussions he held with the Executive Director was in that capacity.

SUMMARY AND OBSERVATIONS

Our preliminary work to date shows that the Council's effort to meet its statutory responsibilities under the McKinney Act were inadequate and ineffective. We believe that, even under the best of circumstances, fulfilling these requirements would not have been an easy task. However, the Council's slow start compounded the difficulties it faced in trying to comply with its statutory responsibilities.

Although the Council's annual report presents data on the nature of homelessness and state and local efforts to address the problem, it did not make any recommendations as to the level of

federal assistance needed to address the problem of homelessness. Thus, its usefulness to the Congress is limited. In addition, the Council did not provide state agencies and local assistance providers with critical McKinney Act program information even after the need for this information was brought to its attention, thus possibly precluding providers from receiving federal assistance. We believe that the issuance of the Council's Program Alert is a step in the right direction and encourage the continued but more timely and frequent dissemination of as much of this type of information as possible.

Although it has been more than a year and a half since the passage of the McKinney Act, the Council working group members and regional coordinators are unsure of their roles and responsibilities and are just now trying to define these roles. Finally, it appears that the former Council Chairman did not provide adequate policy guidance and management direction.

We believe that the Council's goals and responsibilities must be clearly defined to ensure that the urgently needed assistance intended by the Congress and the McKinney Act is provided to the homeless. Because the Council is due to expire in 1990, it is imperative that the Council elect its new Chairperson and appoint its new Executive Director as soon as possible to initiate these actions.

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Madam Chairwoman, Mr. Chairman, this concludes my prepared statement. I would be pleased to respond to any questions you or members of the Subcommittees may have.

FISCAL YEARS 1988-89 BUDGET DATA

The Interagency Council received a total of \$950,000 in fiscal year 1988 to cover salaries and expenses--\$750,000 was appropriated by the Congress with \$200,000 transferred from the HHS Task Force on the Homeless. Of this amount, the Council obligated approximately \$547,000 and expended about \$229,000. In fiscal year 1989, the Council has a budget of about \$1.5 million. This consisted of an appropriation of \$1.1 million plus unspent fiscal year 1988 funds of about \$400,000. To date, the Council has obligated for fiscal year 1989 about \$271,000 and has expended approximately \$200,000.

The following outlines the Council's appropriations and obligations for fiscal years 1988 and 1989.

APPROPRIATIONS

FY 1988	Transfer from HHS	\$200,000
	Appropriation	<u>750,000</u>
	Total FY 1988 funding	<u>\$950,000</u>
FY 1989	Appropriation	\$1,100,000
	Carryover from FY 1988	<u>403,064^a</u>
	Total FY 1989 funding	<u>\$1,503,064</u>

^aThis number was obtained from HUD's Budget Execution documents submitted to Treasury.

COUNCIL OBLIGATIONS BY CATEGORY
FISCAL YEAR 1988 AND 1989

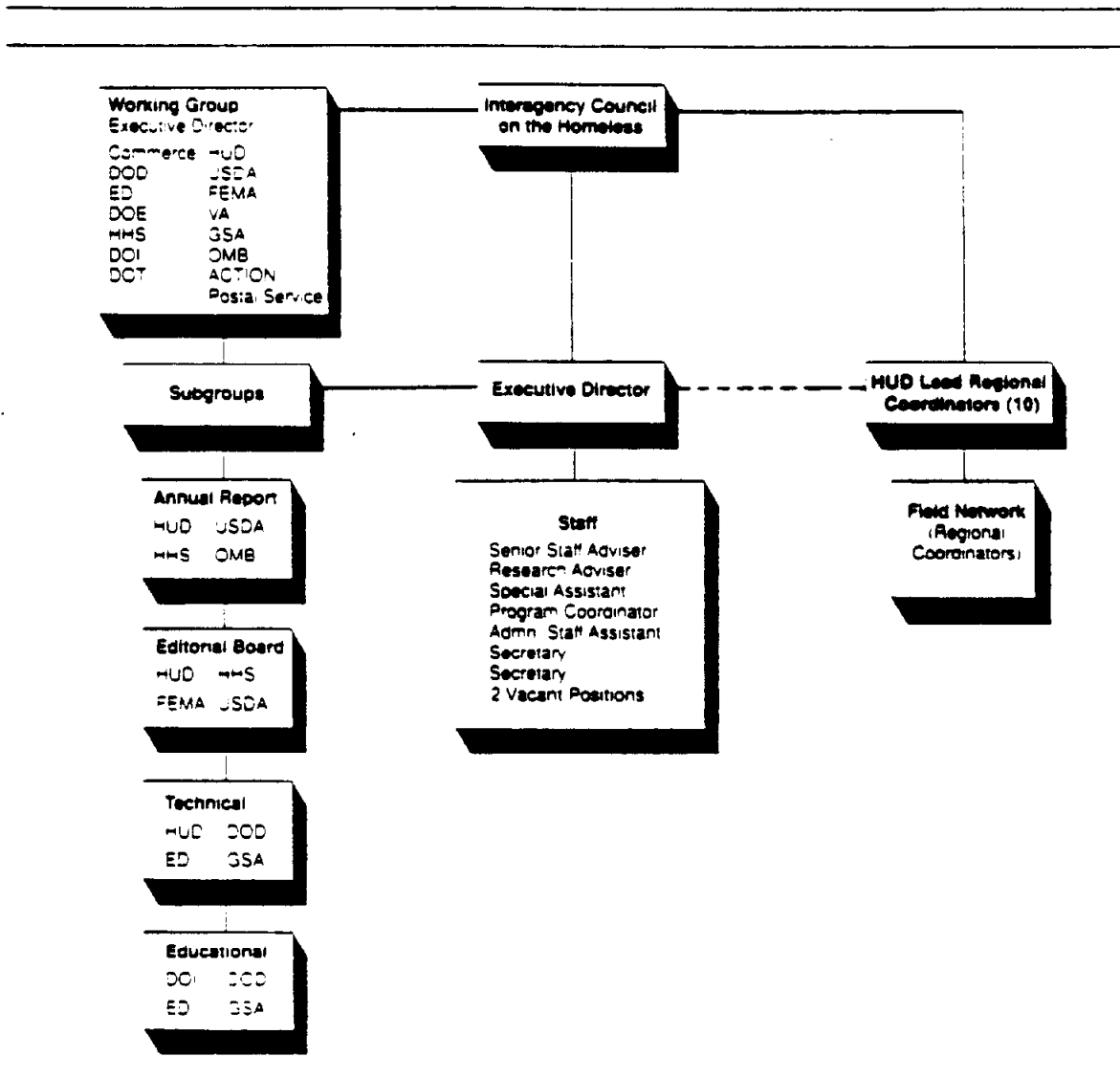
<u>Category</u>	<u>FY 1988</u>	<u>FY 1989</u>	<u>TOTAL</u>
Salaries	\$203,768	\$145,530	\$349,298
Benefits	22,371	21,300	43,671
Travel	41,980	20,107	62,087
Printing/Production	4,793	2,027	6,820
Other Services (Contracts)	234,290	80,013	314,303
Supplies and Materials	5,806	1,482	7,288
Equipment (Computers)	33,924	0	33,924
Rent, Communications, Utilities	0	211	211
Total	<u>\$546,932</u>	<u>\$270,670</u>	<u>\$817,602</u>

STAFFING FOR THE INTERAGENCY COUNCIL ON THE HOMELESS

<u>Name</u>	<u>Date hired</u>
Cassandra C. Moore Executive Director *	01/04/88
Alan R. Sutherland Senior Staff Advisor	06/05/88
Robert Parke Research Advisor	01/01/89
Patricia A. Rodgers Special Assistant	12/10/87
Mark S. Quigley Program Coordinator	03/13/88
Beverly G. Miller Administrative Staff Assistant	09/24/87
Sherrill Nettles-Hawkins Secretary (Stenographer)	04/24/88
Valerie J. Langley Secretary (Typing)	05/23/88
LaShan Wood Clerk-Typist	02/01/88
Ella Gant Johnson Staff Assistant (Typing)	08/07/88

*NOTE: As of March 1989, the Executive Director position was vacant. At that time, an Acting Director was named temporarily until a full time Director can be appointed.

INTERAGENCY COUNCIL ON THE HOMELESS



Source: GAO's interpretation based on discussions with the Executive Director and her staff

RECOMMENDATIONS CONTAINED IN ANNUAL REPORT¹
OF THE INTERAGENCY COUNCIL ON THE HOMELESS

1. "Those entities which have been providing assistance to the homeless, including local governments, private voluntary agencies, and recently, many States, should continue to be the primary vehicles for delivery assistance."
2. "Over time, the McKinney Act programs and others that deal directly with homelessness should be integrated into existing programs."
3. "Policymakers in all areas of social assistance programs should develop remedies that may be helpful over the long term in preventing homelessness."
4. "Research and evaluation of homelessness and other assistance programs need to be better coordinated and more widely distributed. A need exists for careful monitoring and analysis of programs to assist policymakers in determining what is efficient and cost effective."
5. "Improvements in the coordinated delivery of services and in the facilitation of access must have a high priority.

-- Integrated management approaches should be adopted at the State level to ensure coordination of effort among various homeless programs at that level and the optimal allocation of resources to effective programs at the community level.

¹A Nation Concerned: Report to the President and the Congress On the Response to Homelessness in America, Interagency Council on the Homeless, 1988.

- Existing federal programs should be operated in a manner to facilitate State- and local-level planning and coordination as well as the flexible use of resources at the community level."
6. "Efforts to address homelessness should shift emphasis to programs aiding in the transition to more stable living arrangements and to find ways to reduce the need for emergency services in the future."

HOMELESSNESS: GAO'S ISSUED REPORTS
AS OF MARCH 15, 1989

Homelessness: Implementation of Food And Shelter Programs Under the McKinney Act (GAO/RCED-88-63, Dec. 8, 1987).

Homelessness: A Complex Problem and the Federal Response (GAO/HRD-85-40, Apr. 9, 1985).

Welfare Hotels: Uses, Costs, and Alternatives (GAO/HRD-89-26BR, Jan. 31, 1989).

Homeless Mentally Ill: Problems and Options in Estimating Numbers and Trends (GAO/PEMD-88-24, Aug. 3, 1988).