



## **A Study on the Status of Homeless Veterans in California**

Submitted to the

California Veterans Board  
October 5, 2002

Submitted by the

State of California  
Department of Veterans Affairs  
Veteran Services Division  
1227 O St., Suite 101  
Sacramento, CA 95814

(INSIDE FRONT COVER)

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## Preface

STATE OF CALIFORNIA

GRAY DAVIS, Governor

**CALIFORNIA VETERANS BOARD**

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October 8, 2002

To Whom it May Concern:

By way of written correspondence dated August 21, 2002, I, the undersigned, requested that Glen Halsey, chief, Veteran Services Division, California Department of Veterans Affairs (CDVA), and his staff, specifically CDVA's state homeless veterans advocate, prepare *A Study on the Status of Homeless Veterans in California*.

Furthermore, the letter requested that Mr. Halsey submit the report on behalf of CDVA at the board's monthly public meeting scheduled during October 2002.

I was pleased to accept the department's report presented by Mr. Halsey on October 5, 2002 during the board's meeting, which occurred in San Diego at the Veterans Memorial Center and Museum.

By unanimous resolution, the members of the board motioned to adopt the study as an official report by the Department of Veterans Affairs, State of California. Looking ahead, the board will review the report and make future recommendations.

Sincerely,

***Original Signed***

GEORGE SINOPOLI

Chairman

California Veterans Board

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## Message from Bruce Thiesen, Secretary, California Department of Veterans Affairs

**H**omeless veterans face a wide variety of barriers and have a common set of needs. Consequently, it takes many funding sources and coordination between agencies and nonprofit organizations to establish programs that will make homeless veterans well and productive. I believe this study is critical to lay the groundwork for solutions to the unique needs of homeless veterans.

The fact that there are homeless veterans is a national disgrace. In order to find a solution, California should commit to a plan, similar to our nation's Marshall Plan<sup>1</sup> following World War II. In many other countries around the world there is a commitment to those men and women who fought for their country. Veterans are honored and cared for. After the Vietnam War, America seemed to have lost this commitment. To allow veterans to live under bridges and in back alleys is shameful. People who put their lives on the line for others deserve to be honored and treated with respect.

There are many critical issues that need to be addressed if we are going to assume our obligation to help homeless veterans regain the dignity of a productive life.

Hepatitis C, diabetes, prostate cancer, and HIV/AIDS among homeless veterans are in epidemic proportions and we should be doing something about addressing these three issues. The hepatitis C Grant<sup>2</sup> has given us a good start in this area, engaging service providers who are encountering homeless veterans daily in the process of education and referral.

The needs of older veterans are increasingly compelling. We are seeing more homeless veterans who are seniors who desperately need permanent housing. The Veterans Homes of California are excellent facilities, and I think we ought to be providing a continuum of care within the state veterans home campuses so that homeless veterans can receive the care they need.

We have to do a much better job in creating housing for this particular special needs population. With as many as 55,000 homeless veterans residing in shelters and on the streets of California, the need for permanent affordable and transitional housing and services is acute.

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<sup>1</sup> U.S. postwar aid program of loans and other economic assistance provided by the U.S. government between 1947 and 1952 to help western European nations rebuild after World War II.

<sup>2</sup> Senate Bill No. 1256, Polanco, Hepatitis C, Chapter 754, Approved by Governor Sept. 26, 2000.

We need to increase our commitment to the Veterans Workforce Investment Program and Workforce Investment Act funds to assist veterans in obtaining job skills and education, and finding gainful employment.

There is a need for substance abuse treatment services, especially detoxification beds, and the state should coordinate veterans services and health and human services in order to expand our capacity in this critical step toward full rehabilitation and independence.

The investment in housing and services for this population will not only save lives, it will save money. A substance abuse treatment study in the 1990s (see Chapter 4: *Evaluating Recovery Services: The California Drug and Alcohol Treatment Assessment*) showed that for each dollar invested in treatment, three dollars were saved through crime reduction, reduction in provision of emergency services, and reduction in the welfare roles. Veterans answered the call when needed, served our country, and protected freedom and democracy. Now they are suffering and we have a responsibility to give them a hand up.

So many people are one paycheck, one medical illness without insurance, or one tragedy away from becoming homeless. But once a veteran becomes homeless, problems are magnified and complicated. The road back out is so much more difficult than the road down. It will take a concerted, coordinated effort to garner the resources to attack this problem.

Americans are proud of our military in times of need. Our current situation has put veterans and active duty military in a place of honor again. But there have been times when we have ignored them. Believe it or not, there are decorated veterans -- Silver Star, Bronze Star, and Purple Heart recipients -- and honorably discharged veterans who served their country, who now find themselves homeless. What is wrong with this picture? Fortunately, there are programs that will lift these veterans off the street, in good times or bad, programs that treat all veterans, no matter their present circumstances, with respect and dignity, 365 days a year.

Imagine what it must be like for a homeless veteran living a precarious existence on the mean streets of the inner city or a "bush veteran" camping on the banks of the American River, year in and year out, without hope and without help, ignored by those around him, his or her past service forgotten. No wonder some become worn down, disenfranchised and give in to the temptations of drugs and alcohol. Some people are unforgiving, and look at these veterans without understanding. But these are the same men, and women, who answered when called. They suited up; they showed up; they gave us part of their lives so we could be free. Who else deserves our help more?

We have some people in the state of California -- in major metropolitan areas like San Diego, Long Beach, Inglewood, Los Angeles, West Los Angeles,



San Francisco, and Sacramento, and in coastal and central valley areas like Monterey, Santa Rosa, Fresno, Modesto, Chico, and Eureka – who prove every day that we can help homeless veterans break the cycle of homelessness. They are showing real tangible results because they will not give up on the men and women they serve.

Homeless veteran advocates in urban areas like Al Pavich, Stephen Peck, Dwight Radcliff, Joe Smith, Toni Reinis, Michael Blecker, and Don Harper, and homeless veteran advocates in rural areas like Ronn Rygg, Peter Cameron, Bob Brown, Marvis Hood, Mike Helm, and Bob Fewell, started their agencies to help homeless veterans with one thing in mind: You never, ever leave anyone on the battlefield. You will risk what you need to bring them back.

That is what we saw recently in New York, at the Pentagon, and in the field in Pennsylvania. The firefighters and the police answered the call. Yet we have veterans who answered our call who are MIA, Missing in America.

Let us not leave any homeless veterans on the battlefield. Let us not leave anyone living on the sidewalk, in a cardboard box, or in a dumpster. Let us help the veteran advocates so they do not have to look a homeless veteran in the eye and say, 'I know you are ready for the change and I know you can make it, but I have no place for you and I have no room'. Let us give the California Association of Veteran Service Agencies and their partners, including the county veteran service officers, veteran service organizations, and other community-based organizations what they need to get homeless veterans off the street and back into a life of dignity and purpose.

America is waging the first war of the 21<sup>st</sup> century and there is a lot of support for the military. I'm hoping this will translate into more services for those Missing in America. Homeless veterans answered our nation's call to duty during every major war of the 20<sup>th</sup> century. The least we can do is answer the call to duty in fighting the war on homelessness.

As Sheila McKechnie, Director of Shelter National Campaign for the Homeless Ltd. in London, once said, "People who are homeless are not social inadequates. They are people without homes."<sup>3</sup> It is up to us to provide them not just a home, but also the skills with which to build a meaningful life. Skills that reawaken the imagination, and bring hope for the future to homeless veterans, will not only make them productive citizens, but will create role models for their children, and for other veterans still in need of help. In this way, these veterans become instruments of healing to the broader population.

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<sup>3</sup> *Christian Science Monitor*, May 7, 1985.

## Methodology

Under the guidance of Glen Halsey, chief, Veteran Services Division, California Department of Veterans Affairs (CDVA), Steve Dakota, state advocate for homeless veterans, CDVA, prepared *A Study on the Status of Homeless Veterans in California* between Aug. 21, 2002 and Oct. 5, 2002.

Some of the individuals listed in “Appendix A, Acknowledgements” rendered outstanding clerical, consultative, editorial, or informational assistance, while others provided excellent referrals, encouragement, or words of wisdom, or simply responded to the California Department of Veterans Affairs’ questionnaire.

After talking with formerly homeless veterans who turned their lives around, Mr. Dakota conducted on-site interviews with the following homeless veteran service providers who provided ‘up close and personal’ guided tours of their transitional housing facilities.

- **California Association of Veteran Service Agencies**
  - Don Harper, president
- **County Veteran Service Officers**
  - Col. Joe Smith, Los Angeles, United States Marine Corps (Retired)
- **New Directions Inc.**
  - Toni Reinis, executive director
- **Sacramento Veterans Resource Center**
  - Don Harper, public policy director, Vietnam Veterans of California Inc.
- **Salvation Army**
  - Greg Thompson, residential coordinator, The Haven (Victory Place)
- **Stand Down**
  - Cdr. Al Pavich, chair, San Diego, United States Navy (Retired)
  - Don Harper, special advisor, Sacramento



- **United States Department of Veterans Affairs**
  - Betty Zamost, Grant and Per Diem Program coordinator, United States Department of Veterans Affairs, Comprehensive Homeless Center, West Los Angeles Healthcare Center
  - Mariquita McBride, coordinator, Comprehensive Homeless Center, West Los Angeles Healthcare Center
- **United States Veterans Initiative Inc.**
  - Col. Joe Smith, president, board of directors, United States Marine Corps (Retired)
  - Stephen Peck, site director, Villages at Cabrillo
  - Dwight Radcliff, site director, Westside Residence Hall
  - Ivan Mason, director, Fathers Program, Westside Residence Hall
- **Vietnam Veterans of San Diego**
  - Cdr. Al Pavich, president/CEO, United States Navy (Retired)
  - Bob Simpson, executive vice president/chief operating officer
  - David Siegler, vice president of finance & administration

Gaining insight from experts in the field of combating homelessness, CDVA's homeless veterans advocate conducted telephone interviews with the following individuals, representing the following organizations:

**California Association of Veteran Service Agencies**

- Michael Blecker, vice president
- Don Harper, president

**California Employer Council**

- Claire Hope, vice chair, Veterans Executive Committee

**Century Housing**

- Robert J. Norris Jr., executive vice president

### **Corporation for Supportive Housing**

- Carol Wilkins, director of intergovernmental policy (Oakland, Calif.)
- Lisa Chapman, associate director (Brighton, Mich.)

### **County Veteran Service Officers**

- Col. Joe Smith, Los Angeles, United States Marine Corps (Retired)

### **Los Angeles Homeless Services Authority**

- Natalie Profant Komuro, director of policy and legislative affairs

### **National Coalition for Homeless Veterans**

- Linda Boone, executive director

### **National Coalition for the Homeless**

- Brad Paul, housing policy analyst

### **Stand Down**

- Barbara Ross, director, Sacramento
- Claire Hope, chair, Ventura County

### **Swords to Plowshares**

- Michael Blecker, executive director

### **United States Department of Housing and Urban Development**

- Raynard Primrose, HUDVET communications coordinator, United States Department of Housing and Urban Development

### **United States Department of Veterans Affairs**

- Allen Taylor, program specialist, Homeless Veterans Programs Office, Office of Intergovernmental Affairs
- William L. Daniels, acting director, Community Care; director, Comprehensive Homeless Center, Greater Los Angeles Healthcare System
- Betty Zamost, Grant and Per Diem Program coordinator, United States Department of Veterans Affairs, Comprehensive Homeless Center, West Los Angeles Healthcare Center
- Mariquita McBride, coordinator, Comprehensive Homeless Center, West Los Angeles Healthcare Center

### **United States Veterans Initiative Inc.**

- Col. Joe Smith, president, board of directors, United States Marine Corps (Retired)
- Tim Cantwell, managing member
- Stephen Peck, site director, Villages at Cabrillo

### **Vietnam Veterans of California Inc.**

- Don Harper, public policy director

Additionally, Mr. Dakota reviewed existing reports, studies, and surveys – such as *“Evaluating Recovery Services: The California Drug and Alcohol Treatment Assessment”* (see Chapter 4).

Finally, a six-page questionnaire and cover letter (see Appendix B) were submitted to Don Harper, president of the California Association of Veteran Service Agencies (CAVSA) and public policy director for Vietnam Veterans of California Inc.

In addition to Mr. Harper, a courtesy copy was emailed to all 20 members of CAVSA and mailed to all 56 county veteran service officers in California.

In completing this report, all of the responses submitted were taken into consideration and, in some cases, information from some of the responses was incorporated into this document.

## CHAPTER 1: Executive Summary

Homeless veterans are clearly a difficult group to serve. They share with other homeless populations the barriers to employment that result from living on the streets or in shelters. One third of the homeless population are veterans. There are 2,000 transitional beds provided by the California Association of Veteran Service Agencies (CAVSA), yet on any given night up to 55,000 homeless veterans live on the streets of and in shelters in California<sup>4</sup> (as many as 27,000 homeless veterans reside in Los Angeles County<sup>5</sup>). This means that, as many as 53,000 veterans, some with families, are without needed housing and supportive services. The fact is there are 22 homeless veterans for every available slot in homeless veteran service provider programs.<sup>6</sup>

### Background

Unemployment and employment-barrier issues are cited as major causes of homelessness. The lack of full-time work and the shortage of blue collar, non-technical jobs; low wages; and the lack of competitive work skills among the homeless are identified as contributing to homelessness. Some assume that if homeless people were provided with adequately paid jobs, their homelessness would be resolved.

While it is possible that this assumption could hold true for some, most unemployed homeless veterans face multiple problems that have contributed to their homelessness and have a number of barriers to future employment. Homeless veterans usually require social and/or supportive services, either prior to or in conjunction with assistance in obtaining training or employment.

In addition to unemployment, other significant factors identified as contributing to homelessness among veterans are housing, substance abuse, mental illness, and Post Traumatic Stress Disorder (PTSD). PTSD is a cluster of symptoms stemming from an original reaction to a traumatic episode, such as combat. The core feature of PTSD is that the sufferer re-experiences the original traumatic event in a variety of ways, including depression, intense anxiety, hyper-vigilance, explosive aggressive behavior, emotional numbing, guilt, intrusive imagery, nightmares, and sleep disturbances.

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<sup>4</sup> Don Harper, president, California Association of Veteran Service Agencies (CAVSA), public policy director, Vietnam Veterans of California Inc.

<sup>5</sup> Toni Reinis, executive director, New Directions Inc., Los Angeles.

<sup>6</sup> Although it won't close the gap, one of CAVSA's goals is to triple the number of beds within the next three to five years.

## Targets

Homelessness can affect all veterans, however it should be noted that at least 50 percent of the homeless veteran population are minorities, including female veterans.<sup>7</sup>

## Population

On any given night up to 55,000 homeless veterans live on the streets of and in shelters in California.<sup>8</sup> As many as 27,000 homeless veterans reside in Los Angeles County.<sup>9</sup>

## Proposed Solutions

1. Bring all offices, departments and agencies together and come up with a collaborative plan to end homelessness.
2. Using unrestricted Cal-Vet funds, offer a Cal-Vet Home Loan, with no down payment and no closing costs, as an incentive for rehabilitated homeless veterans.
3. Allow agencies serving this population to purchase repossessed Cal-Vet homes for the purpose of providing transitional housing.
4. The State of California should monitor military bases identified for closing, support CAVSA by requiring cities to work with homeless service providers, and become involved in the process as a state action.
5. Veterans make up about 23 percent of the homeless population, so carve out 23 percent of the \$2 billion Housing and Emergency Shelter Trust Fund Act of 2002 for homeless veterans.
6. Partner the Veterans Home of California with Vietnam Veterans of California Inc. (VVC), United States Veterans Initiative Inc. of Riverside (USVR) and Vietnam Veterans of San Diego (VVSD) to expand services for homeless veterans in California.
7. Establish a Cal-Vet-type General Fund-funded or bond-funded program to make grants or low cost, low interest loans to homeless veterans service providers to fund construction of new and

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<sup>7</sup> *Gaps in State Programs for Supportive Services to Veterans, Report to the Governor, California Department of Veterans Affairs, May 2000.*

<sup>8</sup> Don Harper, president, California Association of Veteran Service Agencies, public policy director, Vietnam Veterans of California Inc.

<sup>9</sup> Toni Reinis, executive director, New Directions Inc., Los Angeles.



rehabilitation of existing transitional and permanent housing, and development of new programs and services for homeless veterans.

8. Work with the Department of Education and the Department of Labor to increase adult education, distance learning, and vocational training opportunities.

### **Some of the Currently Available Programs and Funding Sources Serving Homeless Veterans and/or the Homeless**

#### **Federal**

1. United States Department of Labor  
Veterans Employment and Training Services  
[www.dol.gov/dol/vets](http://www.dol.gov/dol/vets)
  - Veterans Workforce Investment Programs [VWIP] (train and place veterans in unsubsidized employment)
  - Homeless Veterans Reintegration Project [HVRP] (employment, training, supportive and transitional housing assistance)
  - Veterans Workforce Investment Act (WIA)
    - Employment training-driven program
    - For veterans with barriers to employment
    - \$850,000 (competitive bid)
  
2. United States Department of Veterans Affairs
  - Homeless Providers Grant and Per Diem (up to 65 percent of the cost of acquiring or renovating facilities used for transitional housing or service centers serving veterans)  
[www.va.gov/homeless/page.cfm?pg=3](http://www.va.gov/homeless/page.cfm?pg=3)
  - Homeless Chronically Mentally Ill [HCMI] (outreach, physical and health exams, treatment, referrals, and ongoing case management to veterans with mental health problems, including substance abuse)
  - Compensated Work Therapy/Transitional Residence Program [CWT/TR] (job skills training for veterans)
  - Supported Housing Program (ongoing case management services to veterans and assistance in finding permanent housing)
  - Loan Guarantee Program for Multifamily Transitional Housing will allow service providers to borrow up to \$100 million nationally to develop transitional housing serving veterans. Loan Guarantee Program for Multifamily Transitional Housing for Homeless Veterans enacted in 1998. Program design nearly complete. The VA was expected to issue request for proposals in 2001.
    - California's fair share of this program should be at least \$10 million.

- Provision of state matching funds should make California applicants more competitive, assuring that the state receives fair share of national allocation.
3. United States Department of Housing and Urban Development (HUD)  
[www.hud.gov/index.html](http://www.hud.gov/index.html)
- HUD McKinney Continuum of Care—Last year the U. S. Department of Housing and Urban Development (HUD) awarded \$165.4 million in California for homeless housing and services. This included 247 grants for Supportive Housing Programs (SHP) totaling \$110.6 million to develop housing and related support services for people moving from homelessness to independent living; 53 Shelter Plus Care (S+C) grants totaling \$32.5 million to provide rental assistance for homeless people with disabilities living in supportive housing; and \$4.5 million to be used by three Single Room Occupancy (SRO) programs to provide Section 8 rental assistance tied to moderate rehabilitation of buildings.
    - HUD Emergency Housing Program.
    - HUD Permanent Housing Program.
    - Veterans Assistance Supported Housing [VASH] (Section 8 housing assistance and ongoing treatment services to the harder-to-serve homeless mentally ill veterans and those suffering from substance abuse disorders)
4. Federal Emergency Management Agency (FEMA)  
[www.fema.gov](http://www.fema.gov)
- FEMA issues local grants to local providers

### **State of California Continuum of Existing Services<sup>10</sup>**

Because there are multiple causes of homelessness, there are multiple state agencies, programs, and policies that address the issue. These agencies, programs, and policies intersect with the homeless or potentially homeless at multiple points. The term used here to describe the broad spectrum of state programs, “continuum of services,” is distinguished from the phrase “continuum of care,” a term understood by most homeless experts, and reflects the ongoing responsibility of the state to provide policies and programs to prevent or end homelessness.

California’s current spectrum of programs and services has been divided into six categories, with state agencies listed under each in alphabetical order. The categories are:

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<sup>10</sup> *A Summary Report on California’s Programs to Address Homelessness, Prepared for Governor Gray Davis, March 2002.*

1. **Prevention**—Prevention refers both to the many state programs that seek to turn every citizen into a successful, independent, and productive adult and to more specific programs targeted at known risk factors for homelessness.
2. **Outreach and Assessment**—A key strategy in tackling homelessness is proactive outreach—often repeated many times—to identify an individual’s or family’s needs and to direct them to appropriate available services and resources.
3. **Law Enforcement**—Law enforcement serves two key roles in regard to the homeless. Often, law enforcement is an initial point of contact between the government and a homeless citizen and can direct the homeless person to available services. Law enforcement is also charged with enforcing the law, keeping the peace, reducing potential friction among citizens, and ensuring that each citizen’s rights are respected.
4. **Emergency Shelter and Services**—The goal of emergency shelter is to get the homeless off the streets and provide a safe haven and necessary services while additional needs assessments are made.
5. **Transitional Housing and Services**—Transitional housing provides the stability necessary for the effective delivery of supportive services.
6. **Permanent Affordable Housing and Services**—Permanent affordable housing is the goal for all homeless persons. To be able to remain housed, some individuals may need ongoing supportive services.

## Prevention

### **Department of Aging**

- Utilizes a combination of state and federal funds for several local programs that serve persons who are, or are at risk of becoming, homeless, including legal services to assist in fighting evictions and help for low-income and disabled seniors in obtaining cash assistance.
- Funds local information and referral services targeted to seniors that provide referrals to emergency shelter.

### **Department of Alcohol and Drug Programs**

- **Friday Night Live**—Traditional prevention programs focus on reducing and eliminating harmful conditions, events, and outcomes. The youth development approach moves prevention programs from a deficit-based model to an asset-based model, which emphasizes creating

significant supports and opportunities for youth to develop their full potential and positive capabilities. The state has been transitioning the statewide “Friday Night Live” system to a youth development model.

### **Department of Child Support Services**

- Seeks to increase child support collections to increase the income available to parents with children.

### **Department of Corrections**

- **Education and Inmate Programs Unit (EIPU)**—Offers a variety of education and vocational training services designed to assist individuals in building skills and successfully integrating back into the community upon release from prison.
- **Computer Literacy Learning Center Program (CLLC)**—Provides computer training to a minimum of 8,000 parolees per year at 22 sites.
- **Substance Abuse Treatment and Recovery Program (STAR)**—Teaches parolees how to address and prevent substance abuse issues. Serves a minimum of 4,600 parolees per year at 28 sites.
- **Job Placement Programs**—Provides job training and placement services to approximately 13,595 parolees per year.
- **Parolee Outpatient Clinics (POC)**—Provides outpatient services to the mentally ill, serious sex offenders, and other serious/violent offenders.
- **Transitional Case Management Program (TCMP)**—Provides support services to inmates and parolees in 38 counties who have been diagnosed with HIV/AIDS.

### **Department of Developmental Services**

- **State Developmental Centers**—Provide 24-hour residential care to persons with developmental disabilities who cannot live independently and do not have other community supports that can adequately house and care for them.

### **Department of Education**

- The Department of Education administers a number of programs that, although not directly aimed at preventing homelessness, target factors that can lead to homelessness later in a student's life. These include,



but are not limited to, dropout prevention and retention programs, alternative education programs, school-to-work programs, teenage pregnancy prevention programs, drug and alcohol education, sex education, mentoring programs, and after school programs.

### **Department of Mental Health**

- **Program for Assistance in Transition from Homelessness (PATH)** —In partnership with the federal government, administers funds to provide treatment services to persons with serious mental illness who are homeless or at imminent risk of becoming homeless. Twenty percent of PATH funds may be used to assist clients in obtaining or retaining housing.

### **Department of Social Services**

- **CalWORKs-Cash Assistance and Welfare-to-Work Program**— Provides temporary cash assistance to low-income families to assist in meeting their basic needs, including monthly housing costs. CalWORKs families also receive a variety of work support services to help them become employed and steadily increase their income so that they can achieve self-sufficiency.
- **The Transitional Housing Placement Program (THPP)** —Serves children who are in out-of-home placements under the supervision of their county department of social services or their county probation department and who are actively participating in an independent living program (ILP). While each county has its own policies, all applicants must meet certain minimum criteria. As participants, foster/probation youth prepare for emancipation by learning to live independently under the close supervision and support of their caseworker, ILP coordinator, and foster care agency. Twenty-four counties have approved THPP programs.
- **SSI/SSP**—Federal Supplemental Security Income combined with the State Supplemental Payment is the primary source of income for many aged, blind, and disabled individuals in California who are unable to work at the level necessary to sustain themselves and to provide independently for their daily needs. The state provides SSP to assist individuals in paying for basic necessities such as food and housing. In the absence of such supports, many of these recipients would be homeless.
- **Adult Protective Services Program**—Provides protective services to adults aged 65 years or older or who are aged 18-64 but disabled to the extent they cannot meet their own needs. Such persons may be



subject to exploitation, dispossession, abuse or neglect (including self neglect) that, left uncorrected, may lead to impoverishment and homelessness.

- **Special Circumstances Program**—Provides small one-time cash payments for non-recurring situations, such as meeting moving and rent expenses. This program serves low-income seniors and disabled individuals who are eligible if they receive other public assistance.

### **Employment Development Department**

- **Veterans Workforce Investment Program (VWIP) and Governor's Discretionary WIA 15% Dollars**—Provides services to the state's hardest-to-serve/hardest to employ veterans. Many of the veterans served are coping with mental disabilities, recovering from alcohol and drug addiction, homeless, and facing multiple barriers to employment. Of the 20 funded programs, half focus their resources on specifically on homeless veterans.<sup>11</sup>
- **Unemployment Insurance (UI) Program**—Provides weekly unemployment insurance payments for workers who lose their job through no fault of their own. UI ensures that at least some of life's necessities, most notably food, shelter and clothing, can be met while an active search for new work takes place.
- **One-Stop Career Centers**—WorkNet, California's One-Stop Career Center system, is a statewide network of centers that provide employment, education, and training services through a combination of state, local, and federal programs.

### **Governor's Mentoring Partnership**

- Under the auspices of the Governor's Mentoring Partnership, California has expanded the availability of mentoring programs for youth. The goal of the Mentoring Partnership is to reduce the harmful effects of substance abuse, violence, teen pregnancy, and educational failure among California's youth. Mentoring is an effective prevention strategy. Research has found that mentoring produces a 46 percent reduction in the initiation of drug use, a 27 percent reduction in the initiation of alcohol use, and an improvement in school achievement of 59 percent for those students with a mentor.

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<sup>11</sup> Based on the needs of this population, the California Association of Veteran Service Agencies recommends \$10 million per year.

## **Governor's Office of Service and Volunteerism (GO SERV)**

- **Foster Youth Mentoring Program** —GO SERV provides grants to support 285 community college students enrolled as AmeriCorps members to serve as mentors to foster youth throughout the state. The AmeriCorps members provide needed support, guidance, and other assistance for foster youth ages 14 to 18 to assist their transition from foster care to independent living, a difficult transition that often leads to homelessness.

## **Other Programs Providing Homelessness Prevention Services**

- **Drug Courts**—Described in Law Enforcement section.
- **Emergency Housing and Assistance Program (EHAP)**—Described in Emergency Shelter and Services section.
- **Federal Emergency Shelter Grant Program (FESG)**—Described in Emergency Shelter and Services section.
- **Food, Shelter, Incentives, and Enablers Program (FSIE)**—Described in Emergency Shelter and Services section.
- **General Assistance**—Administered by the counties, designed as the final safety net of support for basic needs, including housing.
- **Housing Opportunities for Persons with AIDS (HOPWA)**—Described in Transitional Housing and Services section.

## **Outreach and Assessment**

### **Department of Education**

- **Adult Education for the Homeless Program**—Provides financial assistance to educational agencies for the purpose of implementing a program of literacy training and basic skills remediation for homeless adults. Program emphases include literacy improvement, self-esteem enhancement, job and education placement, increased education aspirations, and increased competency-based life skills. Services include, but are not limited to, assistance with food and shelter, alcohol and drug abuse counseling, individual and group mental health counseling, health care, child care, case management, job skills training, employment training, and job placement.

## Department of Health Services

- **Women, Infants, and Children (WIC)**—Provides food packages to homeless women and children on a monthly basis, as well as referrals to other needed services.
- **Hepatitis C Prevention Program**—Provides outreach, education, screening, and referral to homeless persons concerning Hepatitis C. Half of the funds are targeted toward homeless veterans.

## Department of Mental Health

- **Integrated Services for Homeless Adults with Severe Mental Illness** —Targets adults and young adults with severe mental illness who are, or are at risk of becoming, homeless. Serves individuals recently released from a county jail or state prison with no residence, and other homeless at imminent risk of incarceration. Finds persons who are living on the streets or exiting institutions and provides them services such as mental health counseling, alcohol and drug treatment, transportation, and supervised employment to help them integrate into a positive and productive way of life. Funds may be used to provide temporary and/or permanent housing with supportive services. Since the program began in 1999, 32 counties and two city jurisdictions have been awarded funds.

## Department of Veterans Affairs

- **Stand Downs**—Typically one- to three-day events that provide services to homeless veterans such as food, shelter, clothing, health screenings, benefits counseling, and referrals to a variety of other necessary services such as housing, employment, and substance abuse treatment. Stand Downs are organized by community-based veteran service organizations with cooperation from the Department of Veterans Affairs and a variety of other state, federal, private, and non-profit agencies.<sup>12 13</sup>

## Governor's Office of Service and Volunteerism (GO SERV)

- **California Collaboration for Homeless Veterans**—Funding from GO SERV supports 42 AmeriCorps members in Southern California who

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<sup>12</sup> As directed by Gov. Gray Davis at his Summit on Homelessness on April 22, 2002, the California Department of Veterans Affairs (CDVA) awarded a \$5,000 grant to all nine Stand Downs in California scheduled during calendar year 2002.

<sup>13</sup> In addition to providing financial assistance to Stand Downs, CDVA, in collaboration with the California Department of Corrections, is developing brochures to inform inmates and parolees who served in the U.S. armed forces about veterans benefits, programs, and services.

work with the California Collaboration for Homeless Veterans, sponsored by U.S. Vets. Members assist homeless veterans in three major areas: outreach, referral, and support services; intake assessment, transition planning, life skills counseling, and other case management activities in a variety of transitional environments; and addressing employment barriers.

- **Shelter Outreach Services for Homeless Youth**—GO SERV provides an annual grant that supports 20 AmeriCorps members who work with Shelter Outreach Services, sponsored by the Fresno County Economic Opportunities Commission. Members conduct outreach to encourage homeless youth in Fresno County to enter a shelter, re-enroll in school, or reunify with their families. Members also assist youth in finding community resources for food, clothing, and health care and provide HIV awareness, rape awareness, and tutoring for youth living in the local youth shelter.

#### **Office of Criminal Justice Planning**

- **Homeless Youth Emergency Services Program**—Funds two projects in Los Angeles and San Francisco providing runaway and homeless youth with the basic necessities required to help them leave the streets, including street outreach, crisis intervention, food, access to emergency shelter, follow-up counseling, case management, screening for basic health needs, long-term stabilization planning, and referrals to other public and private agencies.
- **Child Sexual Exploitation Intervention Program**—Funds projects in San Francisco, Santa Clara, San Diego, and Los Angeles counties that provide emergency services to runaway, abandoned, and homeless youth involved in “survival sex” as a means of obtaining basic necessities. Services include a 24-hour crisis telephone line, street outreach counseling, temporary safe shelter, training in independent living skills, drug counseling, AIDS education, and access to basic medical services.
- **Statewide Youth Emergency Telephone Referral Network Program**—Operates the California Runaway Hotline, which can be accessed anywhere in the state by homeless and runaway youth seeking assistance. It can connect the caller directly to services in the caller’s area and it acts as a message center for parents, guardians, or youth who wish to communicate with each other but do not want to speak directly.
- **Victim/Witness Assistance Centers**—Located in every county, the centers provide a wide range of services, including crisis intervention,



emergency assistance, and resource referrals. Approximately 25 percent of the victims served by these centers are homeless. Funded with a combination of state and federal funds.

### **Other Programs Providing Outreach and Assessment Services**

- **Domestic Violence Battered Women Shelter Program (BWSP)**—Described in Emergency Shelter and Services section.
- **Federal Emergency Shelter Grant Program (FESG)**—Described in Emergency Shelter and Services section.
- **PATH Program**—Described in Prevention section.

### **Law Enforcement**

#### **California Highway Patrol**

- CHP officers are encouraged to either transport or direct homeless individuals to a safe location and to provide them with information on shelters and other locations where they may receive assistance.

#### **Department of Alcohol and Drug Programs**

- **Drug Courts**—Drug courts work with persons who have been convicted of alcohol- and drug-related crimes and divert them from incarceration into treatment. Through court monitoring, weekly supervision by probation officers, daily drug tests, and treatment sessions, the program is effective at reducing the cost of incarceration. Drug Courts promote long-term recovery and reduces social costs associated with criminal activity and homelessness. A frequent requirement for completion of the program is having stable housing. The success of drug courts has resulted in the utilization of this model with the homeless in “homeless courts.”
- **Substance Abuse and Crime Prevention Act of 2000 (Proposition 36)**—Provides certain non-violent adult offenders who use or possess illegal drugs up to one year of drug treatment and six months of after-care. Those offenders who are homeless are housed and may receive transitional housing at the completion of their program.

#### **Department of Alcoholic Beverage Control**

- Operates several programs aimed at educating and assisting licensed merchants of alcoholic beverages to avoid selling alcohol to persons, including homeless individuals, known to abuse it.



- Actively investigates violations of state law requiring licensed package stores and bars to take affirmative measures to prevent and eliminate nuisance conditions at their premises, including loitering.
- Provides funds to local law enforcement agencies to enforce ABC-related measures.

### **Department of Corrections**

- Enforces and monitors parolee compliance with all laws. The Department estimates that there are 7,650 homeless parolees in California, representing about seven percent of the total felon parolee population under active supervision. Specific programs are described in Prevention and Transitional Housing and Services sections.

### **Department of Fair Employment and Housing**

- Enforces state and federal fair housing and non-discrimination laws. The agency might intervene if someone becomes homeless as a result of discrimination in housing, or if a homeless person is discriminated against in the provision of emergency or transitional shelter.

### **Department of Mental Health**

- **Mentally Ill Offender Crime Reduction (MIOCR) Grant Program—** Provides funding to support the implementation and evaluation of locally developed demonstration projects designed to curb recidivism and reduce crime, jail crowding, and criminal justice costs associated with adult offenders with mental illness. Funds are granted to counties on a competitive basis based upon service needs identified in the Local Plan. Local Plans summarize existing services and identify needs for a cost-effective continuum of graduated responses, including prevention, intervention, and incarceration for mentally ill offenders who often are homeless or at risk of homelessness.

### **Department of Parks and Recreation**

- Homeless persons in some areas of the state camp at state park camping grounds, use park facilities as temporary shelter from the elements, take shelter in areas of dense vegetation, or fashion makeshift shelter from natural materials found along stream corridors or footpaths off designated trails. Unauthorized individuals living on park lands are treated as a law enforcement issue and State Park Peace Officers respond to complaints generated in the campgrounds or other areas of the park. Park units with ongoing homeless issues have regular contacts with local social service agencies and have partnered

on a limited basis with public and private social service providers, including mental health, shelters, local law enforcement, and others to connect homeless people to needed services.

### **Department of Transportation (Caltrans)**

- **Health and Safety Clean-ups**—Caltrans routinely clears illegal campsites created by the homeless and directs residents to shelters and other services. The clean-ups are usually a collaborative effort between Caltrans, local and state law enforcement, and local social services agencies. Caltrans provides notice to the residents of an illegal campsite before cleaning the area in order to provide time for them to gather their belongings and also holds anything of value left behind for 30 days to give residents a chance to reclaim their possessions.

### **Office of Criminal Justice Planning**

- **Domestic Violence Response Teams**—Provide an immediate response by law enforcement personnel specially trained in domestic violence issues in coordination with a domestic violence advocate. These teams work to insure that domestic violence victims receive a continuum of assistance and access to needed services, including housing and counseling.

### **Emergency Housing and Services**

#### **California National Guard**

- **Temporary Emergency Shelter Program**—The California National Guard makes many of its armories available each year from October 15 through April 15 to provide additional emergency shelter space to local communities during the winter months. Cities and counties obtain a license from the Guard to use an armory as a temporary shelter and are responsible for all costs associated with running the shelter. During winter 2000-01, the program provided shelter to 181,446 homeless persons in 17 armories in 10 counties.

### **Department of Community Services and Development**

- **Community Service Block Grant Funds**—Provides funds used by many local community action agencies to provide emergency shelter and other types of emergency services for the homeless.

## Department of Corrections

- **Residential Multi-Service Centers (RMSC)**—Provide homeless parolees with shelter and sustenance. Residents receive substance abuse counseling; literacy training; job placement services; cognitive and parenting skills; anger management, individual, group and family counseling; and transition to independent living services. There are six RMSCs with a total bed count of 228.
- **Community Correctional Reentry Centers (CCRC)**—Provides programming to low-risk inmates who are within 120 days from the date of their release on parole. CCRCs assist inmates with education and employment training to increase employability once on parole. There are approximately 1,222 CCRC beds at 24 sites.
- **Residential Substance Abuse Services (RSAS)**—Provides room and board along with treatment and counseling to parolees with substance abuse problems. Currently, 19 contracts statewide provide over 290 beds.
- Provides motel vouchers for temporary housing on a case-by-case basis.

## Department of Health Services

- **Food, Shelter, Incentives, and Enablers Program (FSIE)**—Funds are available to all local health jurisdictions for the provision of shelter and other services for persons with suspected or confirmed tuberculosis who are or are at risk of becoming homeless. Additional outreach, assessment, and emergency housing allotments are made available through State TB Control Local Assistance Subvention Funds.
- **Domestic Violence Battered Women Shelter Program**—Provides outreach, intake and assessment services; a 24-hour crisis hotline, individual and peer group counseling; emergency safe homes or shelters for 30-90 days; emergency food and clothing; emergency response to calls from law enforcement; hospital emergency room protocol and assistance; emergency transportation; counseling for children; court and social advocacy; legal assistance with temporary restraining orders and custody disputes; community resource and referral; and household establishment assistance. In addition, of the 91 shelters, approximately 35 shelter agencies provide transitional housing services for battered women and their children.

## **Department of Housing and Community Development**

- **Emergency Housing and Assistance Program (EHAP)**—Provides funding to local governments and non-profit organizations in every county for emergency shelter, transitional housing, temporary rental assistance to prevent homelessness, and supportive services. EHAP funds can be used for facility operating expenses or for facility acquisition, conversion, new construction, rehabilitation, lease payments, or equipment purchase. During FY 2001-02, EHAP will fund an estimated 2,850,000 Person Shelter Days.
- **Federal Emergency Shelter Grant Program (FESG)**—Allocates federal funds for homeless services to local governments and non-profits in small cities and counties. Eligible uses of FESG funds include homeless prevention, outreach, emergency shelter/transitional housing operations, and facility renovation, conversion, or major rehabilitation. In 2001, FESG funds provided 1,226,955 Person Shelter Days.

## **Department of Transportation (Caltrans)**

- Allows use of right-of-way airspace for emergency shelters or other homeless services in the County of Santa Barbara and in the cities of San Francisco, Stockton, and San Diego.
- Currently working to identify excess lands and underutilized Department properties that may accommodate affordable permanent housing.

## **Office of Criminal Justice Planning**

- **Domestic Violence Assistance Program**—Provides funding to 85 battered women's shelters across the state. Through these shelters, victims can receive 24-hour crisis intervention and assistance with filing police reports, obtaining restraining orders, or seeking medical treatment. Many shelters are now offering transitional housing for women and their children who need additional time moving from a violent environment into a new safe one.

## **Other Programs Providing Emergency Housing and Services**

- **CalWORKs**—Described in Prevention section.
- **Child Sexual Exploitation Intervention Program**—Described in Outreach and Assessment section.

- **Homeless Youth Emergency Services Program**—Described in Outreach and Assessment section.
- **Housing Opportunities for Persons with AIDS (HOPWA)**—Described in Transitional Housing and Services section.
- **Integrated Services for Homeless Adults with Severe Mental Illness**—Described in Outreach and Assessment section.
- **Low-Income Housing Tax Credit (LIHTC)**—Described in Permanent Affordable Housing and Services section.
- **Military Base Reuse Housing**—Described in Transitional Housing and Services section.

### Transitional Housing and Services

#### **Department of Alcohol and Drug Programs**

- A homeless person in need of substance abuse treatment can receive transitional housing through alcohol and drug residential treatment, sober living environments, or resident-run housing.

#### **Department of Corrections**

- **Regional Residential Contracts (RRC)**—Provide homeless parolees with temporary and/or long-term room and board. Currently, there are 13 contracts statewide that provide over 160 beds.
- **Substance Abuse Services Coordination Agencies (SASCA)**—Provide continuing substance abuse services to parolees exiting an in-prison treatment program. Services are provided for up to six months to approximately 10,580 parolees annually.
- **Parolee Services Networks (PSN)**—Provide detoxification, residential sober living, and outpatient treatment services to parolees addicted to alcohol and other drugs for a maximum of 180 days. PSNs provide services to approximately 6,092 parolees annually.
- **Female Offender Treatment and Employment Program (FOTEP)**—Provides extensive training and counseling services for female parolees to enable their successful reintegration into the community. Services include 24-hour residential care and placement in affordable housing. FOTEP is funded to serve 989 female parolees annually.



- **Residential Multi-Service Centers**—Provide homeless parolees with shelter and sustenance. Residents receive substance abuse counseling; literacy training; job placement services; cognitive and parenting skills training; anger management and individual, group, and family counseling; and services to help with the transition to independent living. There are six of these centers around the state with a total of 228 beds.

#### **Department of Health Services**

- **Housing Opportunities for Persons with AIDS (HOPWA)**—Provides assistance that allows persons living with HIV/AIDS to remain in their homes, as well as assistance to those who are in need of emergency, transitional, and affordable permanent housing with HIV services.

#### **Technology, Trade and Commerce Agency**

- **Military Base Reuse Housing**—The Office of Military Base Retention and Reuse is responsible for working with local communities to make surplus federal military land and property available for homeless uses, including transitional, emergency, and permanent affordable housing. Bases that are active in providing assistance to the homeless are Mather Air Force Base (Sacramento), Hamilton Army Base (Novato), the Presidio Army Base (San Francisco), Norton AFB (San Bernardino), Sacramento Army Depot, Ford Ord Army Base (Monterey), Castle AFB (Merced County), Tustin Marine Corp Air Station, Alameda Naval Air Station (Alameda), Mare Island Naval Shipyard (Vallejo), El Toro Marine Corp Air Station (Orange County), San Diego Naval Training Center, Treasure Island (San Francisco), McClellan AFB (Sacramento), and the Sierra Army Depot (Herlong).

#### **Other Programs Providing Transitional Housing and Services**

- **Domestic Violence Battered Women Shelter Program (BWSP)**—Described in Emergency Housing and Services section.
- **Domestic Violence Assistance Program**—Described in Emergency Housing and Services section.
- **Emergency Housing and Assistance Program (EHAP)**—Described in Emergency Shelter and Services section.
- **Federal Emergency Shelter Grant Program (FESG)**—Described in Emergency Shelter and Services section.

- **Integrated Services for Homeless Adults with Severe Mental Illness**—Described in Outreach and Assessment section.
- **Multifamily Housing Program (MHP)**—Described in Permanent Affordable Housing and Services section.
- **State and Federal Low Income Housing Tax Credit (LIHTC)**—Described in Permanent Affordable Housing and Services section.

## Permanent Affordable Housing and Services

### California Housing Finance Agency

- **Special Needs Permanent Loan Program**—Provides below-market rate financing to special needs and supportive housing projects. Interest rates are as low as 3% for a project with a mix of special needs and non-disabled residents, and as low as 1% for developments serving a 100% special needs population. Populations for this program are broadly defined to encompass individuals and families eligible for supportive housing programs. CHFA has issued commitments for 12 projects under this program for a total of 455 units, including 266 special needs units.

### Department of Housing and Community Development

- **Multifamily Housing Program (MHP)**—Finances the development of affordable permanent rental and transitional housing. Over 30 percent of the units it assists are reserved for extremely low-income households. Since its creation in 1999, MHP has produced 3,279 units of permanently affordable housing, of which 531 are designated for persons who are homeless or at risk of homelessness, including emancipated foster youth and persons with chronic mental illness.

### Departments of Mental Health and Housing and Community Development

- **Supportive Housing Initiative Act (SHIA)**—Operated in partnership to provide grants to local governments and private non-profit organizations to provide permanent housing with support services to low-income homeless individuals and families with disabilities, including mental illness, HIV/AIDS, substance abuse, developmental disabilities, and other chronic health conditions. Requires that the services assist the tenant in retaining their housing, improving their health status, and maximizing their ability to live and work in the community.

## **GO SERV and Employment Development Department**

- **YouthBuild**—In 2000-01, GO SERV and the Employment Development Department (EDD) jointly funded 160 AmeriCorps members and disadvantaged youth to build and rehabilitate 56 units of affordable housing for low-income families.

## **State Treasurer's Office**

- **State and Federal Low Income Housing Tax Credit Program (LIHTC)**—Provides the largest source of rental subsidies for the development of deeply affordable rental housing. Tax credits are frequently used in combination with SHIA funds. Homeless and special needs projects are awarded bonus points in the highly competitive allocation process. LIHTC devotes at least 5 percent of the annual federal tax credit to homeless developments, or about \$25 million annually for ten years. Additionally, some of these projects also are awarded state tax credits. In 2001, \$4.8 million in state credit was awarded to developments serving homeless populations.

## **Other Programs Providing Permanent Affordable Housing and Services**

- **HUD McKinney Continuum of Care**—Last year the U. S. Department of Housing and Urban Development (HUD) awarded \$165.4 million in California for homeless housing and services. This included 247 grants for Supportive Housing Programs (SHP) totaling \$110.6 million to develop housing and related support services for people moving from homelessness to independent living; 53 Shelter Plus Care (S+C) grants totaling \$32.5 million to provide rental assistance for homeless people with disabilities living in supportive housing; and \$4.5 million to be used by three Single Room Occupancy (SRO) programs to provide Section 8 rental assistance tied to moderate rehabilitation of buildings.
- **Housing Opportunities for Persons with AIDS (HOPWA)**—Described in Transitional Housing and Services section.
- **Integrated Services for Homeless Adults with Severe Mental Illness**—Described in Outreach and Assessment section.
- **Military Base Reuse Housing**—Described in Transitional Housing and Services section.

## CHAPTER 2: Background

The situation of many homeless veterans in California is an on-going concern to many. In 1994, the National Coalition for Homeless Veterans estimated that there were 33,250 homeless veterans in California. According to the most recent numbers, on any given night up to 55,000 homeless veterans lives on the streets of and in shelters in California.<sup>14</sup> As many as 27,000 homeless veterans reside in Los Angeles County.<sup>15</sup> The United States Department of Veterans Affairs estimates that nationally, more than 275,000 veterans are homeless on any given night and more than 500,000 experience homelessness over the course of a year. The California Veterans Board is interested in the California Department of Veterans Affairs developing a comprehensive approach to address homelessness among the state's veterans population. "Once we are able to determine the scope of the problem, CDVA will be able to develop and implement effective programs that will reduce the number of homeless veterans in California," said George Sinopoli.

To that end, George Sinopoli, chair of the California Veterans Board, the policy-making board for the California Department of Veterans Affairs (CDVA), submitted on Aug. 21, 2002 a request (See Appendix A) to Glen Halsey, chief, Veteran Services Division, CDVA, requesting a study on the status of homeless veterans in California.

Existing law charges CDVA with the responsibility for veterans' welfare and veterans homes. The board's request requires CDVA to study the status of homeless veterans in California and to prepare a proposal on ways to provide them with adequate housing. The findings are to be reported to the meeting of the California Veterans Board scheduled for Oct. 5, 2002 in San Diego.

The study is to include an updated demographic breakdown of homeless veterans in California and a recommendation on the appropriate lead agency to coordinate a statewide campaign to eliminate homelessness among veterans. The study is also to address a short-term and a long-term proposal on how to provide adequate housing for California's homeless veterans.

Stakeholders and groups interested in the study include nonprofit community based organizations, veteran services organizations, CDVA, and the United States Department of Veterans Affairs (VA).

Another group with a vested interest in the study is the California Association of Veteran Service Agencies (CAVSA), a coalition of community-based organizations whose goal is to address and promote the housing,

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<sup>14</sup> Don Harper, president, California Association of Veteran Service Agencies, public policy director, Vietnam Veterans of California Inc.

<sup>15</sup> Toni Reinis, executive director, New Directions Inc., Los Angeles.

supportive services, and employment and training of veterans. CAVSA conducted the first –ever homeless veterans summit in California on Dec. 12, 2000, co-sponsored by CDVA. About 150 people, representing 40 statewide community-based, veterans, and faith-based organizations came together with one goal in mind – to address the complex challenges confronting many homeless and unemployed veterans.

CAVSA was responding to a variety of obstacles faced by a significant number of veterans, many of which are homeless, in their efforts to re-enter the workforce. A disproportionate number of these men and women are Vietnam-era veterans; however, there are substantial numbers from other war eras, as well as those serving during peacetime. The need for comprehensive services to this group is greater now than ever before. Many veterans face substantial challenges in their efforts to gain and maintain employment. Sadly, the majority of veterans seeking employment and training programs also require comprehensive supportive services for themselves and their families.<sup>16</sup>

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<sup>16</sup> California Homeless Veterans Summit 2000 Recommendations.



## CHAPTER 3: Homeless Veteran Issues in California

### A Few of the Problems

1. No state funding for homeless veteran-specific transitional and permanent housing.
2. No state funding for homeless veteran-specific programs and services.
3. Huge gap between the number of homeless veterans in California – up to 55,000 – and the number of veteran-specific transitional housing beds – 2,000 – available through the California Association of Veteran Service Agencies (CAVSA).

### What is the California Department of Veterans Affairs (CDVA) Doing Now?

1. Launched in 2001 new “Homeless Veteran Resources” section in CDVA’s Internet web site ([www.cdva.ca.gov/service/homeless.asp](http://www.cdva.ca.gov/service/homeless.asp)).
2. Secretary Bruce Thiesen attended every Stand Down in California in 2001 and has attended every Stand Down in California to-date in 2002 ([www.cdva.ca.gov/service/standdown.asp](http://www.cdva.ca.gov/service/standdown.asp)).
3. Co-coordinating, co-hosting CAVSA’s Homeless Veterans Summit, planned for January 2003 in Sacramento.<sup>17</sup>
4. Senate Bill 1256 (Polanco)
  - a. Hepatitis C coordinator hired June 4, 2001. Position was effective through June 30, 2002.
  - b. At-risk, hepatitis C indicators posted on CDVA web site and e-mailed to all county veteran service offices and all known veteran service organizations in California.  
[www.cdva.ca.gov/service/hep-c.asp](http://www.cdva.ca.gov/service/hep-c.asp)
  - c. Grants awarded to:
    - Alameda County Public Health
    - Los Angeles Department of Public Health

<sup>17</sup> For information about the summit, call Don Harper or Thomas Wolvers at (916) 393-8387. For information about how to register, call Mary McClary at (707) 578-2785.

- Mendocino County HIV Prevention, Public Health
- Sacramento County Department of Health Services
- San Bernardino County
- San Mateo County Health Services
- Santa Clara Health Services Agency
- Santa Cruz County Health Services Agency
- California Association of Veteran Service Agencies (\$250,000)

### **Definition of Homelessness**

According to the Stewart B. McKinney Act. 42 U.S.C. section 11301, *et seq.* (1994), Public and Welfare Code, a person is considered homeless who lacks a fixed, regular, and adequate nighttime residence; and ... has a primary nighttime residency that is:

- A supervised publicly or privately operated shelter designed to provide temporary living accommodations
- An institution that provides a temporary residence for individuals intended to be institutionalized, or
- A public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

According to 42 U.S.C. Section 11302(a), the term "homeless individual" does not include any individual imprisoned or otherwise detained pursuant to an act of Congress or a state law.

### **Why are Veterans Homeless?**

In addition to the complex set of factors affecting all homelessness ... extreme shortage of affordable housing, livable income, and access to health care ... a large number of displaced and at-risk veterans live with lingering effects of Post Traumatic Stress Disorder and substance abuse, compounded by a lack of family and social support networks.

A top priority is secure, safe, clean housing that is free of drugs and alcohol, and has a supportive environment.

While "most homeless people are single, unaffiliated men... most housing money in existing federal homelessness programs, in contrast, is devoted to helping homeless families or homeless women with dependant children," according to "Is Homelessness a Housing Problem?" in *Understanding*

*Homelessness: New Policy and Research Perspectives published by Fannie Mae Foundation, 1997.*<sup>18</sup>

**What Should be the Role of the State?**

Provide state funding for community-based organizations and their partners so that they may provide adequate housing and services to California's homeless veterans.

**Do We Want/Need a Statewide Homeless Advocate?**

Yes, an advocate who has access to federal and state policy makers. Homelessness, especially among veterans, is a national tragedy.

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<sup>18</sup> National Coalition for Homeless Veterans.

## **CHAPTER 4: Evaluating Recovery Services: The California Drug and Alcohol Treatment Assessment**

### **Key Findings:**

#### **Costs and benefits to taxpaying citizens:**

- **The cost of treating approximately 150,000 participants represented by the CALDATA study sample in 1992 was \$209 million.**
- **The benefits received during treatment and in the first year afterwards were worth approximately \$1.5 billion in savings to taxpaying citizens, due mostly to reductions in crime.**

In April 1994, the National Opinion Research Center at the University of Chicago and Lewin-VHI Inc., Fairfax, Va., submitted to the State of California Department of Alcohol and Drug Programs (CADP) the general report, *Evaluating Recovery Services: The California Drug and Alcohol Treatment Assessment (CALDATA)*. The report was authored by Dean R. Gerstein and Robert A. Johnson, National Opinion Research Center, Washington Office; Henrick J. Harwood and Douglas Fountain, Lewin-VHI Inc., Fairfax, Virginia; and Natalie Suter and Kathryn Malloy, National Opinion Research Center, Chicago and Pasadena.

The State of California, Health and Welfare Agency, Department of Alcohol and Drug Programs, provided support for the study under contract no. 92-001100.

In the second phase of the study, more than 1,850 individuals drawn from 83 cooperating providers were successfully contacted and interviewed in 9 months. The participant follow-up interview was developed for CALDATA based on extensive work with previous research studies. The questionnaire took approximately one hour and fifteen minutes to administer on average. Follow-up interviews occurred an average of 15 months after treatment, with the longest interval being 24 months. Part of the sample was comprised of individuals who were in continuing methadone maintenance treatment, since this type of treatment is typically longer than other services.

The results of this study will fill many gaps in the research literature – such as the detailed coverage of social model programs and the side-by-side comparison of cost and effectiveness of treatment for alcohol, cocaine, and heroin abuse.

The major goal of the study was to provide CADP a thorough analysis of the data on which data-driven policy decisions can be made. Public policy based on fact ensures the best return on investment for taxpayers.

## **Key Findings--The Costs-Benefits Of Treatment In California**

### **Taxpaying Citizens**

**Costs and benefits to taxpaying citizens<sup>19</sup>:** The cost of treating approximately 150,000 participants represented by the CALDATA study sample in 1992 was \$209 million, while the benefits received during treatment and in the first year afterwards were worth approximately \$1.5 billion in savings to taxpaying citizens, due mostly to reductions in crime.

**Daily trade-off:** Each day of treatment paid for itself (the benefits to taxpaying citizens equaled or exceeded the costs) on the day it was received, primarily through an avoidance of crime.

**Cost-benefit ratios for taxpaying citizens:** The benefits of alcohol and other drug treatment outweighed the costs of treatment by ratios from 4:1 to greater than 12:1 depending on the type of treatment.

**Differences by treatment types:** The cost-benefit ratio for taxpaying citizens was highest for discharged methadone participants, lowest – but still clearly economically favorable – for participants in residential programs, including social model recovery houses.

### **Total Society: Economic Benefits**

**Cost-benefit ratios for the total society:** Findings differed when cost-benefit ratios for the total society were calculated. The cost-benefit ratios ranged from 2:1 to more than 4:1 for all treatment types, except methadone treatment episodes ending in discharge. For methadone episodes ending in discharge, there were net losses – mainly from earnings losses to the treatment participants themselves.

### **Benefits Projection**

Benefits after treatment persisted through the second year of follow-up for the limited number of participants followed for as long as two years. This suggests that projected cumulative lifetime benefits of treatment will be

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<sup>19</sup>The economic benefits of treatment were calculated two ways: benefits to *taxpaying citizens* and benefits to the *total society*. The major difference is that taxpaying citizens benefit when there is less theft and other crime and when the state makes fewer drug-related disability payments and other welfare-type transfers. However, these transfers of income and property are considered economically neutral to the total society, since one person's loss equals another's gain.



substantially higher than the shorter-term figures. An additional phase of follow-up interviews and analyses would permit a more valid projection of lifetime treatment costs and benefits.

### **Treatment Effectiveness**

**Crime:** The level of criminal activity declined by two-thirds from before treatment to after treatment. The greater the length of time spent in treatment, the greater the percent-reduction in criminal activity.

**Alcohol/Drug Use:** Declines of approximately two-fifths also occurred in the use of alcohol and other drugs from before treatment to after treatment.

**Health Care:** About one-third reductions in hospitalizations were reported from before treatment to after treatment. There were corresponding significant improvements in other health indicators.

**Differences by substance:** There has been concern that stimulants, and crack cocaine especially, might be much more resistant to treatment than more familiar drugs such as alcohol or heroin. However, treatment for problems with the major stimulant drugs (crack cocaine, powdered cocaine, and methamphetamine), which were all in widespread use, was found to be just as effective as treatment for alcohol problems, and somewhat more effective than treatment for heroin problems.

**No gender, age, or ethnic differences:** For each type of treatment studied, there were slight or no differences in effectiveness between men and women, younger and older participants, or among African-American, Hispanics, and Whites.

**Ethnic differences in selecting treatments:** There were ethnic differences in the selection of treatment types and in reported main drugs of use. Hispanics were disproportionately in methadone programs for heroin addiction and African-Americans were disproportionately in residential programs (primarily for alcohol and cocaine) compared with non-Hispanic Whites and with African-Americans in other types of treatment.

**Employment and economic situations:** Overall, treatment did not have a positive effect on the economic situation of the participants during the study period. However, the data indicate that longer lengths of stay in treatment have a positive effect on employment. This finding is greater for those in social model or other residential programs than for the other treatment types. The largest gains in employment occur with those individuals staying in treatment beyond the first month.

**Disability and Medi-Cal:** In every type of treatment there were greater levels of enrollment and payments received from disability and Medi-Cal after treatment; these increases ranged from one-sixth to one-half. The study analyses indicated that treatment increased the eligibility to receive disability payments even though it actually led to overall improvements in health status.<sup>20</sup>

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<sup>20</sup> Stephen Peck, vice president, California Association of Veteran Service Agencies, site director, Villages at Cabrillo, U.S. Veterans Initiative Inc., Long Beach, Calif.

## **CHAPTER 5: California Association of Veteran Service Agencies -- Findings, Conclusions and Recommendations**

### **Quote, Unquote**

“Veterans should be encouraged, rewarded and treated with respect, not treated shabbily and forced to live on the streets without programs available to assist them. These needed programs take political will and financial resources on behalf of the State of California. The fact is, action and deeds are needed over speeches and promises. These veterans delivered for us, and California needs to deliver for them.” – Don Harper, president, California Association of Veteran Service Agencies; public policy director, Vietnam Veterans of California Inc.

### **What is the California Association of Veteran Service Agencies?**

The California Association of Veteran Services Agencies (CAVSA) is a coalition of community-based organizations whose goal is to address and promote the housing, supportive services, and employment and training of veterans.

### **Findings**

Creative state funding is needed for transitional and permanent housing for homeless veterans. Building housing units is critical, but paying for supportive services is just as important. Both elements go hand-in-hand.

The identified funding resources by CDVA should be grant and loan-based dollars. Many CAVSA partners do not have the debt loan resources to repay loans, but could match grants by way of local soft match ability and leveraging other non-state dollars for projects.

The economics are simple in serving homeless veterans. One invests serious program dollars now in prevention and ongoing programs, or one does nothing and the problem gets worse and much more expensive as it reaches a crisis in the state of California. Neglect is not an option for anybody, and particularly for the veteran who served when called upon and now needs help.

### **Conclusions**

CAVSA believes that there should be a state priority in serving homeless veterans since this group has been overlooked and underserved.

The neglect of these veterans over the years by state agencies has been noticed by the Legislature. CAVSA is hopeful that this report will trigger a serious investment of program dollars for this group.

The phrase "Heroes Today, Homeless Tomorrow" speaks volumes about the lack of attention this special population of veterans has received over the years. How can we expect the younger generation to serve their country when they hear about the lack of adequate programs for veterans when they get out and now are in need of help?

It is a sobering fact that one third of the homeless are veterans. It is the responsibility of CDVA to be the lead agent in accessing dollars and resources for veteran service providers so they may focus on providing direct services to veterans in need.

CDVA should create a Marshall-type plan to focus on homeless veterans in California. This would include a gubernatorial and cabinet level commitment with supportive staff to lay out a five-year funding and program plan to mitigate homelessness among veterans in California.

CAVSA is committed to working with CDVA to lay out the details of this Marshall Plan. Including CAVSA members Swords to Plowshares and Vietnam Veterans of California Inc., founded in 1974 and 1980 respectively, the association would bring more than 20 years of nonprofit service provider and program experience working directly with homeless veterans to the table. CDVA could bring many state agencies together that can fund and invest in this undertaking.

It takes a committed partnership to solve this problem and it can be done. We must all make sure that no current or future veteran living in California will ever be forced to live on the streets because seamless services are unavailable or, more importantly, because of a lack of caring by the society that the veteran served.

### **Recommendations**

1. Develop better integration of all vet services available for this population (one stop seamless services).
2. Create statewide funding for transitional housing programs for homeless veterans in California.
3. Create a California veterans entrepreneurship and small business development component to work with Disabled Veteran Business Enterprise groups.

4. Encourage the Department of Corrections to work with community-based veteran organizations serving parolees in need of reintegration services.
5. Establish state permanent funding for special programs so homeless veteran service providers can focus on providing services, rather than chase dollars.
6. Create and fund an affordable housing program within the Department of Housing and Community Development for special need veterans.
7. Develop a statewide outreach program for women veterans in need of housing, along with mental health and recovery services.
8. Require the participation of community-based veteran service providers on state policy entities, which directly or indirectly may have an impact on issues affecting veterans and veterans programs throughout the state.
9. Establish a service provider focus group to look into prevention of homelessness among veterans.<sup>21</sup> The group would examine prevention of homelessness resulting from the following:
  - a. Losing one's job (downsizing)
  - b. Family divorce situation
  - c. Discharge from correctional facilities
  - d. Discharge from mental health facilities
  - e. Discharge from recovery/addiction programs
  - f. Lack of affordable rents
  - g. Lack of affordable housing
  - h. Military discharge (lack of transferable work skills)
  - i. Lack of education
  - j. Dishonorable discharge from the armed forces

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<sup>21</sup>*A Summary Report on California's Programs to Address Homelessness, Prepared for Governor Gray Davis, March 2002: Recommended Actions: I. Make Preventing and Reducing Homelessness a State Priority—Direct State agencies and departments to make homelessness prevention an integral part of their program missions.*



The findings of the group would be forwarded to the lead agency that would incorporate this element into the proposed Marshall Plan.

Studying prevention methods now, and in the future, would save millions of dollars in the service delivery system now needed to serve homeless veterans on the streets.<sup>22</sup>

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<sup>22</sup> Don Harper, president, California Association of Veteran Service Agencies; public policy director, Vietnam Veterans of California Inc.

## **CHAPTER 6: California Department of Veterans Affairs -- Findings, Conclusions, and Recommendations**

### **Findings**

1. CAVSA estimates that on any given night as many as 55,000 homeless veterans live on the streets of or in emergency shelters in California. The executive director of New Directions Inc., Los Angeles, estimates that 27,000 homeless veterans reside in Los Angeles County alone. Yet, CAVSA currently has only 2,000 beds, including both transitional and permanent housing, statewide.
2. From HUD to local funds, county funds, and state funding there is a huge gap in funding sources available to homeless veteran service providers. HUD is now putting 30 percent of all funding into permanent housing. As we understand it, that number in the future will increase which means, in local communities throughout the state, unless a homeless veteran service provider is developing permanent housing, the only funding HUD will provide is for renewals of existing contracts. That means there is no money for developing a new program.
3. In addition to providing facilities and programs, homeless veteran service providers need to be able to turn on the lights. Constructing a transitional housing facility without funds to pay the staff is very shortsighted. Homeless veteran service providers need to be able to put the whole package together.
4. The same funding that is available to the general population is available to homeless veteran service providers, including the VA Grant and Per Diem Program, the Department of Labor HVRP, and segregated money under the Workforce Investment Act.
5. Even though there is state funding available for people suffering from mental illness and substance abuse under Proposition 36 and under AB 2034, veteran-specific homeless service providers are ineligible to use that funding because counties feel that veterans have access to VA hospitals and should not be accessing county services, so veteran-specific homeless service providers have been excluded from use of those statewide funds. Yet, only about 10 percent of veterans use VA facilities.
6. The multi-diagnosed, homeless veterans who have several health issues (substance abuse, a major mental illness, and a major physical illness) is an area people have just turned away from, because it is an expensive

population and difficult to manage, and the outcomes may not be as glowing as they would be for people who are not mentally ill. It is a very difficult area to fund. However, it is very necessary and we think multi-diagnosed can be helped and become independent. There are incredible success stories about homeless veterans who were shopping cart-pushers down in skid row for 20 years and are now maintenance workers at the VA, but cannot sleep at night because they are so excited to go to work in the morning. We feel people can have a good quality of life so it is worth spending the money and to try to address multi-diagnoses, now more than ever. We have new medications that were not available 10 years ago to address many of the issue people who are bi-polar or schizophrenic have.

7. SB 1227 (Burton) - As Amended: Feb. 26<sup>th</sup>, 2002, enacts the Housing and Emergency Shelter Trust Fund Act of 2002, which would authorize the issuance of a \$2 billion general obligation bond for state housing programs. Unfortunately, none of the \$2 billion is specified for homeless veterans.

## **Conclusions**

Miracles (i.e., program successes) do happen. Everybody can be helped. We do not believe there are homeless veterans who should be considered throw-aways, castaways, or neglected. We know that many policeman tire of arresting the same people year after year, day after day. At some point, these homeless veterans make it into a detox. facility and end up having an incredible quality of life. We should never give up on homeless veterans because they may very well turn their life around.

## **Recommendations**

1. Bring all offices, departments and agencies together and come up with a collaborative plan to end homelessness.
2. Using unrestricted Cal-Vet funds, offer a Cal-Vet Home Loan, with no down payment and no closing costs, as an incentive for rehabilitated homeless veterans.
3. Allow agencies serving this population to purchase repo. Cal-Vet homes for the purpose of providing transitional housing.
4. The State of California should monitor military bases identified for closing, support CAVSA by requiring cities to work with homeless service providers, and become involved in the process as a state action.

5. Veterans make up about 23 percent of the homeless population, so carve out 23 percent of the \$2 billion Housing and Emergency Shelter Trust Fund Act of 2002 for homeless veterans.
6. Partner the Veterans Homes of California with Vietnam Veterans of California Inc. (VVC), United States Veterans Initiative Inc. of Riverside (USVR) and Vietnam Veterans of San Diego (VVSD) to expand services for homeless veterans in California.
7. Establish a Cal-Vet-type General Fund-funded or bond-funded program to make grants or low cost, low interest loans to homeless veterans service providers to fund construction of new and rehabilitation of existing transitional and permanent housing, and development of new programs and services for homeless veterans.
8. Work with the Department of Education and the Department of Labor to increase adult education, distance learning, and vocational training opportunities.

## CHAPTER 7: Updated Demographic Breakdown of Homeless Veterans

### America's Homelessness Crisis

- At least 3.5 million people are likely to experience homelessness during a year in the United States. Of this number:
- 45 percent are employed
- 39 percent are children
- 27 percent are disabled
- 55 percent have neither public nor private health insurance
- And one third of families requesting shelter have to be turned away for lack of room<sup>23</sup>

### How Many Homeless Veterans Are There?

- Although accurate numbers are impossible to come by ... no one keeps national records on homeless veterans ... the United States Department of Veterans Affairs estimates that more than **275,000** veterans are homeless on any given night. And, more than a **half million** experience homelessness over the course of a year. Conservatively, one out of every four homeless males who is sleeping in a doorway, alley, or box in our cities and rural communities has put on a uniform and served our country.<sup>24</sup>

### More than Just Numbers – Relevant Statistics: Los Angeles County, California, and the United States

- An estimated 84,000 people are homeless in L.A. County on any given night
- In L.A. County, more than 27,000 are veterans of the United States Armed Forces
- 33% of the male homeless population are veterans
- 50% of all homeless veterans have substance abuse problems
- 45% of all homeless veterans suffer from mental illness
- The VA provided services to 2,500 dually diagnosed veterans in greater L.A. in 2001
- The VA reaches less than 10% of the homeless veteran population
- There are 10,000-20,000 homeless veterans with mental illness in California

<sup>23</sup> National Figures based on reports by the U.S. Conference of Mayors, 2000; the Urban Institute, 2000; HUD Report, 2000; and the Better Homes Fund, 1999.

<sup>24</sup> National Coalition for Homeless Veterans.



- There are 700,000 people in L.A. County who suffer from severe and persistent mental illness<sup>25</sup>

### **The Bay Area Differs from Other Cities in California**

- One significant difference between homeless vets in San Francisco and homeless vets in most other cities is that in SF most of them have left their roots elsewhere.
- Based on Swords to Plowshares' experience (seeing 2,000 drop-in visitors and housing 200 vets annually) in San Francisco, very few of their homeless vets grew up in the Bay Area.
- They have left their families and home communities behind, and whatever community they may have now is among the indigent and homeless of San Francisco.
- This means the vets have less support to fall back on, and it makes Swords to Plowshares' job much more challenging.<sup>26</sup>

### **Demographic Characteristics**

- 46% Caucasian, 45% African American, 5% Hispanic, 4% Native American, and 1% other
- 46% White non-Hispanic males, compared to 34% non-veterans
- 46% age 45 and older, compared to 20% non-veterans
- 85% completed high school/GED or higher, compared to 56% of non-veterans
- 79% reside in central cities, 16% in suburban areas, 5% in rural areas<sup>27</sup>

### **Military Service**

- 8% served August 1990 or later
- 17% served from September 1980-July 1990
- 32% served post-Vietnam, May 1975-August 1980
- 47% served during the Vietnam Era, August 1964-May 1975
- 15% served pre-Vietnam, February 1955-July 1964
- 4% served during the Korean conflict, June 1950-January 1955
- 1% served during World War II, September 1940-July 1947
- 67% served three or more years
- 33% stationed in war zone, 28% of whom report being exposed to combat

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<sup>25</sup> National Coalition for Homeless Veterans; Don Harper, president, California Association of Veteran Service Agencies, public policy director, Vietnam Veterans of California Inc.; Toni Reinis, executive director, New Directions Inc., Los Angeles.

<sup>26</sup> Michael Blecker, vice president, California Association of Veteran Service Agencies, executive director, Swords to Plowshares, San Francisco.

<sup>27</sup> National Coalition for Homeless Veterans.

- 11% did not receive honorable discharges<sup>28</sup>

### **Health, Mental Health, and Substance Abuse Problems:**

- 25% report having one or more acute infectious conditions
- 52% report having one or more chronic health conditions, compared to 44% non-veterans
- 76% experienced alcohol, drug, or mental health problems in the past month
- 93% experienced alcohol, drug, or mental health problems at some point during their life
- 18% experienced both alcohol and mental health problems in the past year, compared to 9% non-veterans<sup>29</sup>

### **Social Service Needs and Use**

- 45% report needing help finding a job
- 37% report needing help finding housing
- 25% have participated in programs specifically for homeless veterans
- 57% have used a Department of Veterans Affairs medical facility sometime during their life
- 49% report carrying no current medical insurance
- 18% report needing but not being able to see a doctor or nurse in past year<sup>30</sup>

### **Incarcerated Veterans**

In January 2000, The Bureau of Justice Statistics released a *Special Report on Incarcerated Veterans* (<http://www.ojp.usdoj.gov/bjs/pub/pdf/vpj.pdf>). Following are highlights of the report: *Veterans in Prison or Jail*.

More than 225,000 veterans held in nation's prisons or jails in 1998.

- Among adult males in 1998, there were 937 incarcerated veterans per 100,000 veteran residents.
- 1 in every 6 incarcerated veterans was not honorably discharged from the military.
- About 20% of veterans in prison reported seeing combat duty during their military service.
- In 1998, an estimated 56,500 Vietnam War-era veterans and 18,500 Persian Gulf War veterans were held in State and Federal prisons.
- Nearly 60% of incarcerated veterans had served in the Army.

<sup>28</sup> National Coalition for Homeless Veterans.

<sup>29</sup> National Coalition for Homeless Veterans.

<sup>30</sup> National Coalition for Homeless Veterans.

- Among state prisoners, over half (53%) of veterans were white non-Hispanics, compared to nearly a third (31%) of non-veterans; Among Federal prisoners, the percentage of veterans who were white (50%) was nearly double that of non-veterans (26%).
- Among State prisoners, the median age of veterans was 10 years older than other prison and jail inmates.
- Among State prisoners, veterans (32%) were about 3 times more likely than non-veterans (11%) to have attended college.

Veterans are more likely than others to be in prison for a violent offense but less likely to be serving a sentence for drugs.

- About 35% of veterans in State prison, compared to 20% of non-veterans, were convicted of homicide or sexual assault.
- Veterans (30%) were more likely than other State prisoners (23%) to be first-time offenders.
- Among violent State prisoners, the average sentence of veterans was 50 months longer than the average of non-veterans.
- At year-end 1997, sex offenders accounted for 1 in 3 prisoners held in military correctional facilities.
- Combat veterans were no more likely to be violent offenders than other veterans.

Veterans in State prison reported higher levels of alcohol abuse, lower levels of drug abuse, than other prisoners.<sup>31</sup>

- Veterans in State prison were less likely (26%) than other State prisoners (34%) to report having used drugs at the time of their offense.
- Nearly 60% of veterans in State prison had driven drunk in the past, compared to 45% of other inmates.
- About 70% of veterans, compared to 54% of other State prisoners, had been working full-time before arrest.

Incarcerated veterans were as likely as non-veterans to have been homeless when arrested.<sup>32</sup>

### **Providing Reasonable Estimates of Homeless Veterans in America on any Given Night**

This information is an excerpt from a report published in May 1994.<sup>33</sup>  
<http://www.nchv.org/qa.html#report>

<sup>31</sup> National Coalition for Homeless Veterans.

<sup>32</sup> National Coalition for Homeless Veterans.

<sup>33</sup> Compiled by the National Coalition for Homeless Veterans.

## Demographic Characteristics<sup>34</sup>

Approximately three percent of homeless veterans are women. The mean age of homeless veterans assessed by United States Department of Veterans Affairs Health Care for Homeless Veterans (HCHV) clinicians has increased gradually from 44 in FY 96 to 47 in FY 2000. Homeless veterans who served in the military during the Vietnam War consistently comprise the largest group of homeless veterans screened. Marital status of HCHV homeless veterans has been similar throughout this time period, with most homeless veterans reporting that they are divorced or separated (58 percent in FY 2000); very few homeless veterans (6 percent) are married.

In view of the aging veteran population, it is not surprising that the composition of the population with respect to military service era has changed over the last five years; an increasing proportion served in the Post-Vietnam era, with just under 5 percent listing service in the Persian Gulf era. Slightly less than one-fourth of HCHV homeless veterans report combat duty, about the same proportion as in the general population (National Center for Veteran Analysis and Statistics, 1995).

African Americans continue to be over-represented in the homeless veteran population relative to the general veteran population. The largest increase in the proportion of African American homeless veterans occurred between FY 90 and FY 93. Since then, the percentage of HCHV veterans who are African American has decreased somewhat; between FY 96 and FY 2000 the percentage decreased from 50 percent to 47.

Existing trends with respect to work behavior also are quite stable. The majority of HCHV homeless veterans report their employment patterns as working part-time or irregular jobs, or not working at all. The proportion of HCHV homeless veterans receiving public support has declined by about six percent since FY 96.

The differences between sites on the characteristics of age, gender and race of homeless veterans seen at intake during FY 2000 generally reflect the varying composition of the homeless population in each city; additionally, some program sites may make particular efforts to outreach to special populations, such as the elderly and/or women.

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<sup>34</sup> *14<sup>th</sup> Annual Report: Health Care for Homeless Veterans Programs*: This information concerning homeless veterans was assessed by the United States Department of Veterans Affairs Health Care for Homeless Veterans (HCHV) clinicians. Much of the data is offered for its value in describing veterans with respect to their demographic characteristics.



## **CHAPTER 8: Recommendation on the Appropriate Lead Agency to Coordinate a Statewide Campaign to Eliminate Homelessness Among Veterans**

### **Findings – County Veterans Service Offices<sup>35</sup>**

One of the major functions and responsibilities of the California network of county veteran service offices is to provide benefit entitlement determinations, claim development, claim filing, advocacy, and case management services to the veterans population in 56 of the state's 58 counties. The homeless veterans population, estimated to be 30 to 35 percent of the homeless population, constitutes a viable part of the county veteran service officers' (CVSOs) respective veterans populations.

With this premise in mind, the CVSOs as a whole lack a vital fundamental component of a true continuum of care system; the ability to provide outreach and assessment services to homeless veterans. For CVSO purposes, outreach and assessment services is defined as the capability to interview homeless veterans on the street, at shelters, and at community service agencies for the purpose of providing the previously described support services; benefit entitlement determinations, claim development, claim filing, advocacy, and case management. This dilemma is compounded by the fact that most CVSOs do not have the luxury of implementing outreach programs to assist homeless veterans due to factors such as staffing levels, increased workloads, and significant county budget constraints and to the best of their knowledge, the agencies that comprise the California Association of Veteran Service Agencies (CAVSA) are not in the business of determining benefit entitlement and filing disability claims for homeless veterans. Their main thrust encompasses issues such as transitional housing, job training, substance abuse treatment, etc.

Both the United States Department of Veterans Affairs (VA) and the United States Department of Housing and Urban Development (HUD) have grant programs. Unfortunately, according to CVSOs, filing grant applications can be a very laborious process and CVSOs for the most part do not have the staff and expertise to perform these functions, or the clout. With this in mind, and in an effort to eliminate homelessness among veterans in California, the California Department of Veterans Affairs (CDVA), as the lead agency, could file the applications for VA/HUD grants on behalf of a consortium comprised of CVSOs, veteran service organizations (VSOs), and CAVSA and their partners. This would be a statewide continuum of care project with an emphasis on providing outreach and assessment services (i.e., benefit entitlement determinations, claim

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<sup>35</sup> Jeff Pealer, Sacramento County veteran service officer.



development, claim filing, advocacy, and case management services) to the homeless veterans population within the jurisdiction of each respective CVSO included in the consortium, CVSOs would be required to submit a project summary to CDVA, which would be used as part of the grant application. The project summary would include factors such as a narrative description of the services to be provided and operating costs.

The state of California must take action to close the continuum of care gap identified. CVSOs believe this recommendation could serve as one step towards the mutual goal of eliminating homelessness among veterans in California.

#### **Findings – Riverside County Veterans Service Office<sup>36</sup>**

The simple answer would be the California Department of Veterans Affairs (CDVA). But designating a lead agency would only be effective if all agencies and branches of federal, state and local government acknowledge that a true team approach is needed if any efforts are to be successful. The governor and Legislature must hold whatever agency is appointed lead - CDVA, Department of Health Services, Health and Human Services Agency -strictly accountable for results to avoid government efforts becoming money pits with few significant long-term results. Government leaders often create and support programs whose effectiveness lasts only as long as they remain in office.

Veterans are a unique sub-set of the general population, with unique military experiences, training, disabilities, and needs, and, in the United States Department of Veterans Affairs, a benefit system in place to address some of the causes of homelessness. Who better to lead and coordinate programs aimed at assisting the state's homeless veterans than the state agency charged with serving all California's veterans?

#### **Findings – Imperial County Veterans Service Office<sup>37</sup>**

The California Department of Veterans Affairs should take the lead because they are the only department that deals with veterans issues.

#### **Findings – Sacramento Veterans Resource Center, Vietnam Veterans of California Inc.<sup>38</sup>**

The California Department of Veterans Affairs (CDVA) should subcontract to community-based organization (CBO) veteran service agencies where they have expertise to perform the service. CBOs have specific awareness of homeless veteran issues, CDVA does not.

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<sup>36</sup> William Densmore, veteran service officer, Riverside County.

<sup>37</sup> Don Vaughn, veteran service officer, Imperial County.

<sup>38</sup> Rick Dibble, site director, Sacramento Veterans Resource Center, Vietnam Veterans of California Inc.

## **Findings – VA Greater Los Angeles Healthcare System<sup>39</sup>**

The VA Greater Los Angeles Healthcare System's Comprehensive Homeless Programs recognize that the needs of homeless veterans transcends local and federal boundaries within the state of California. It is for that reason it is incumbent that one agency/organization assumes the leadership and coordination of programs and services. It is for this reason that we support the appointment of the California Department of Veterans Affairs for this position.

Currently, within the state, services for homeless veterans are often fragmented and duplicative. This fragmentation and duplication often leads to a veteran's frustration in attempting to secure assistance. In addition, the eligibility for veteran programs varies and is dependent upon the funding source. The confusion regarding eligibility exists within social service agencies that often are unfamiliar with veteran eligibility requirements for different programs.

The California Department of Veteran Affairs is in a unique position to coordinate homeless veteran programs throughout the state. As the lead state agency for California's veterans, CDVA is in a position to coordinate, monitor and identify the needs of California's homeless veterans. It is for this reason that the VA Greater Los Angeles Healthcare System endorses the California Department of Veteran Affairs as the lead agency to combat veteran homelessness.

## **Findings – United States Veterans Initiative Inc.<sup>40</sup>**

Either the California Department of Veterans Affairs (CDVA) or the California Association of Veterans Service Agencies (CAVSA) could be the lead agency to coordinate a statewide campaign to eliminate homelessness among veterans. One could make a case for either one. CAVSA is made up of community-based organizations with broad experience serving homeless veterans and advocates to the state for more services for homeless veterans. As a non-governmental association, it would advocate from the outside. CDVA, as part of state government, could advocate from inside state government. This could serve to engage CDVA in a more fundamental way to come up with solutions for homeless veterans and make CDVA an internal agent for change in the state.

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<sup>39</sup> William L. Daniels, acting director, Community Care; director, Comprehensive Homeless Center, Greater Los Angeles Healthcare System, United States Department of Veterans Affairs.

<sup>40</sup> Stephen Peck, vice president, California Association of Veteran Service Agencies; site director, Villages at Cabrillo, United States Veterans Initiative Inc., Long Beach.

## **Findings – Los Angeles Homeless Services Authority<sup>41</sup>**

There are several possibilities for lead agencies. The ones that come to my mind include the California Department of Veterans Affairs (CDVA), the California Department of Housing and Community Development (HCD) or, if the Legislature passes it (although it is too soon to tell), a homeless services department. Regardless of which agency will lead, there will necessarily need to be collaboration. If CDVA does it, developers will want to leverage funds from HCD. If HCD does it, there will need to be connection to veteran-specific benefits.

## **Conclusions**

In California, there are some very good departments and agencies involved in the process of getting homeless veterans off the streets and into life sustaining positions. The process involves medical, alcohol/drug programs, housing, employment, etc. Having but one is a very difficult recommendation. Many do so much. Really, no one agency or department can take the lead on reducing, much less eliminating homeless among veterans in California.<sup>42</sup>

## **Recommendation**

It is not just CDVA's mandate or CAVSA's mandate to conduct a statewide campaign to eliminate homelessness among veterans in California. Because there are so many agencies and so many needs that a homeless veteran has, between education and health care and housing, CDVA ought to get all of the offices, departments and agencies (as listed below) together at the table and come up with a collaborative plan to end homelessness. It is not just something that certainly an agency on its own could do, but a collaboration with identifying specific funding for veterans would be the best way to accomplish this.

### **Federal Government**

- United States Department of Housing and Urban Development
- United States Department of Labor
- United States Department of Veterans Affairs

### **Organizations**

- California Association of County Veteran Service Officers Inc.
- California Association of Veteran Service Agencies
- National Coalition for Homeless Veterans
- National Coalition for the Homeless

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<sup>41</sup> Natalie Profant Komuro, director of policy and legislative Affairs, Los Angeles Homeless Services Authority.

<sup>42</sup> Al Pavich, treasurer, California Association of Veteran Service Agencies; president/CEO, Vietnam Veterans of San Diego.

- Salvation Army

#### State of California

- Assembly Veterans Affairs Committee
- California Department of Veterans Affairs
- California Highway Patrol
- California Housing Finance Agency
- California National Guard
- Department of Aging
- Department of Alcohol and Drug Programs
- Department of Alcoholic Beverage Control
- Department of Child Support Services
- Department of Community Services and Development
- Department of Corrections
- Department of Developmental Services
- Department of Education
- Department of Fair Employment and Housing
- Department of Health Services
- Department of Housing and Community Development
- Department of Mental Health
- Department of Parks and Recreation
- Department of Social Services
- Department of Transportation (Caltrans)
- Employment Development Department
- Governor's Mentoring Partnership
- Governor's Office of Planning and Research
- Governor's Office of Service and Volunteerism (GO-SERV)
- Office of Criminal Justice Planning
- Senate Veterans Affairs Committee
- State Treasurer's Office
- Technology, Trade and Commerce Agency

The above would be a good template to end homelessness throughout the state of California.

Under the McKinney Act, HUD created an interagency council a number of years ago in Washington. HUD mandated that each state create an interagency council to eliminate homeless or address the needs of homelessness. Basically, HUD has dissolved the interagency council although we understand there is interest in revving it.

The Heather French Bill requires the U.S. secretary of veterans affairs to put together a national committee to "end veterans' homelessness within 10 years." Obviously, the national committee will be tasking the states with actions associated with that goal.

It seems logical that CDVA may want a similar committee working simultaneously with the VA secretary. CDVA could have a committee represented by each department needed AND key providers (CASVA organizations) to work on those issues and to develop the strategic plan for the state.

VA Secretary Anthony Principi is also including providers on his committee. Parallel committees, for them, also make sense.<sup>43</sup>

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<sup>43</sup> Al Pavich, treasurer, California Association of Veteran Service Agencies, executive director/CEO, Vietnam Veterans of San Diego.



## CHAPTER 9: California Department of Veterans Affairs Short-Term Proposals on How to Provide Adequate Housing for California's Homeless Veterans

### Problems in California

1. No state funding for homeless veteran-specific transitional and permanent housing.
2. No state funding for homeless veteran-specific programs and services.
3. Huge gap between the number of homeless veterans in California – as many as 55,000 – and the number of transitional housing beds – 2,000 – available through CAVSA.
4. *Illegal to be Homeless: The Criminalization of Homelessness in the United States* -- published by the National Coalition for the Homeless and the National Law Center on Homelessness & Poverty, with outreach and organizing by the National Homeless Civil Rights Organizing Project – distinguishes California as the "meanest" state in the country for people who are poor and homeless, with New York City vying with Atlanta, GA and San Francisco, CA - the three meanest cities nationally- for top notoriety.
5. NEW CONFERENCE OF MAYORS SURVEY: The U.S. Conference of Mayors released a report in December revealing the results of a survey that shows a sharp rise in hunger and homelessness in major U.S. cities over the past year, according to US Newswire. Requests for emergency food assistance climbed an average of 23 percent and requests for emergency shelter assistance increased an average of 13 percent in the 27 cities surveyed. The 17<sup>th</sup> annual report found an increase in requests for emergency food assistance in 25 of the 27 cities surveyed. The average increase reported in emergency food assistance requests was 23 percent. The largest increase reported was in Santa Monica, Calif. (50 percent).
6. SB 1227 (Burton) enacts the Housing and Emergency Shelter Trust Fund Act of 2002, which would authorize the issuance of a \$2 billion general obligation bond for state housing programs, but none of the \$2 billion is specified for homeless veterans.

**The following proposals are recommended to reduce homelessness among veterans in California.**

**Proposal No. 1<sup>44</sup>**

Using unrestricted Cal-Vet funds, offer a Cal-Vet Home Loan, with no down payment and no closing costs, as an incentive for rehabilitated homeless veterans who meet all of the following criteria:

- 1) Have graduated from a community-based organization transitional housing program
- 2) Have been gainfully employed for at least one year, but preferably five years
- 3) Have been clean and sober for at least five years
- 4) Receive a letter of recommendation from their sponsoring community-based organization, and
- 5) Are otherwise qualified and eligible for a Cal-Vet Home Loan

**Proposal No. 2<sup>45</sup>**

Allow agencies serving this population to purchase repossessed Cal-Vet homes for the purpose of providing transitional housing.

- During the time vets are housed in these facilities, they would be required to pay a "fair share" of the living expenses, based on their income. There would be a time limit, and stringent behavioral requirements during their time at the residence.

**Proposal No. 3<sup>46</sup>**

The State of California should monitor military bases identified for closing, support CAVSA by requiring cities to work with homeless service providers, and become involved in the process as a state action. Since CAVSA would not have to battle the process alone, this would remove some of the pressure for the homeless providers to work with cities. If the State monitors this process and supports CAVSA and their partners, the process would be much fairer.

**Proposal No. 4<sup>47</sup>**

Veterans make up about 23 percent of the homeless population, so carve out 23 percent of the \$2 billion Housing Bond Act of 2002 for homeless veterans.

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<sup>44</sup> Steve Dakota, state advocate for homeless veterans; Joe Smith, director of military and veterans affairs, Los Angeles County.

<sup>45</sup> Barbara Ross, chair, Sacramento Stand Down 2002.

<sup>46</sup> Al Pavich, treasurer, California Association of Veteran Service Agencies; president/CEO, Vietnam Veterans of San Diego.

<sup>47</sup> Tim Cantwell, managing member, United States Veterans Initiative Inc., Inglewood.

## **Proposal No. 5**<sup>48</sup>

Partner the Veterans Homes of California with Vietnam Veterans of California Inc. (VVC), United States Veterans Initiative Inc. of Riverside (USVR), and Vietnam Veterans of San Diego (VVSD) to expand services for homeless veterans in California. The pilot program would draw homeless veterans from the Yountville, Barstow, and Chula Vista catchments into a comprehensive support system that combines programs offered by VVC, USVR, VVSD and the Veterans Home of California. Regional Homeless Veterans Service Projects would be based on the grounds of the Yountville, Barstow, and Chula Vista campuses. The three homeless veteran service providers would be co-located on site to provide employment, training, and supportive housing services to homeless veterans in the adjacent counties. Activities of VVC, USVR and VVSD would attract homeless veterans to Yountville, Barstow, and Chula Vista who would take advantage of housing and services currently under-utilized.<sup>49</sup>

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<sup>48</sup> Peter Cameron, secretary, California Association of Veteran Service Agencies (CAVSA), executive director, Vietnam Veterans of California Inc.

<sup>49</sup> Stephen Peck, vice president, CAVSA; site director, Villages at Cabrillo, United States Veterans Initiative Inc., Long Beach, Calif.: "These partnerships would work if the nonprofits acted as a stabilizing spot for seniors and disabled before they went to the homes. Transitional housing and wrap around services provided at the nonprofits would give veterans life skills that would prepare them for permanent housing at the homes. The nonprofits could also provide services at the homes to the disabled and seniors. The Social Independent Living Skills Program at Westside Residence Hall [in Inglewood] prepares disabled and senior vets for the time when they move back out into the community."

## **Chapter 10: California Department of Veterans Affairs Long-Term Proposals on How to Provide Adequate Housing for California's Homeless Veterans**

### **Brief Summary of Proposals (No. 1A and No. 1B)**

Establish a Cal-Vet-type General Fund-funded or bond-funded (general obligation or revenue) program to make<sup>50</sup>:

1. Grants<sup>51</sup>

OR

2. Low cost, low interest loans<sup>52</sup>

To homeless veterans service providers to fund:

1. Construction of new and rehabilitation of existing transitional and permanent housing

AND

2. Development of new programs and services for homeless veterans

The following proposals offer some variation in addressing the long-term housing needs of homeless veterans in California. If there is support, the fund could be funded from the General Fund (\$100 million) or as a portion of Housing Bond Act of 2002 (\$500 million), in which case the proposal from Century Housing would be attractive. If on the other hand one has support for a separate homeless veterans housing bond measure then one would need to ensure that the dollar amount is large enough to justify a statewide bond of at least \$500 million dollars, or more, in which case the proposal from United States Veterans Initiative Inc. would be attractive.<sup>53</sup>

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<sup>50</sup> Steve Dakota, state advocate for homeless veterans, California Department of Veterans Affairs.

<sup>51</sup> Grants, as proposed by Century Housing, could be a short-term proposal; loans, as proposed by United States Veterans Initiative Inc., could be a long-term proposal.

<sup>52</sup> Loans, as proposed by United States Veterans Initiative Inc., could be a long-term proposal; grants, as proposed by Century Housing, could be a short-term proposal.

<sup>53</sup> Robert J. Norris Jr., executive vice president, Century Housing, a nonprofit corporation, Culver City.

## **Proposal No. 1A**<sup>54</sup>

### **Findings**

- What is needed?
  - Funding from the state of California to develop transitional and permanent housing facilities for homeless veterans.
  - Funding from the state of California to provide services for homeless veterans in transitional and permanent housing facilities.

### **The Plan**

- A set-aside for grants to develop new transitional housing opportunities to serve previously or currently homeless veterans. A minimum of \$25 million in fiscal year (FY) 2002-2003, and \$50 million FY 03-04.
- Grants to be used for 'brick and mortar' costs only, similar to CDBG program restrictions; no program or service funding from this source.
- Project sponsors required to have service plan to meet the needs of veterans for employment, substance abuse and mental health support.
- Reasonable charge for occupying a unit must be levied (e.g., vets pay some rent or service providers pay some rent on master lease).
- Residents required to maintain 'clean and sober' status as a condition of occupancy.

### **The Process**

Grants administered by the California Department of Housing and Community Development (HCD).

Grants to be 'matched' by other funding on a 2:1 ratio (\$2 other funding for each \$1 state grant funding), which could be loans or grants, or in-kind contributions of real property interest(s), from non-state sources, e.g., federal local agency, private. Contributions of real property to be valued at 'as-is' condition.

Grants to be no more than \$5 million per project or sponsor, and no less than \$500,000. [Project size: \$15 million to \$1,500,000.]

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<sup>54</sup> Robert J. Norris Jr., executive vice president, Century Housing, a nonprofit corporation, Culver City.



Grant to be accompanied by regulatory agreement restricting property to intended use for a minimum of 20 years.

Grants to be distributed by modified RFP process: top ranked applicants to be awarded time-limited funding commitment, with other applicants placed on 'waiting list' for future funding; if awardee fails to use grant within time limits of award, funding commitment is cancelled and awarded to highest ranked project on waiting list.

HCD may contract with nonprofit organization with experience in underwriting transitional housing projects for veterans to obtain counsel and advice in implementing this program, and may contract for administration.

What else is needed? Funding to provide services in facilities these funds would assist in developing.

### **Proposal No. 1B**<sup>55</sup>

#### **Findings – Westside Residence Hall and Villages at Cabrillo**

Westside Residence Hall is a fully mature operation, and while it houses more than 450 veterans, its real estate operation is fully sustained from rents to the facility. It is a leverage transaction that currently supports about \$6.5 million of debt.

Likewise, Villages at Cabrillo has an average daily census in excess of 600 and its real estate operations are sustained by rents. It supports nearly \$8 million of debt.

These projects could never have been brought online but for financing provided by Century Housing Corporation's affordable housing financing activities. However, these are geographically and time-limited funds. A long term financing vehicle does not exist except for that which is being developed on a pilot basis through the U.S. Department of Veteran Affairs.

#### **Findings – United States Veterans Initiative Inc.**

How could CDVA replicate throughout California U.S. Vets' operations in Long Beach, Inglewood, Riverside and Ventura?

The following problems, solution, and proposal were submitted in 1996 to then-U.S. Secretary of Veterans Affairs Jesse Brown and the House Veteran Affairs Committee. The ensuing legislation, HR 3039, was developed in

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<sup>55</sup> Tim Cantwell, managing member, United States Veterans Initiative Inc., a public-private partnership for homeless veterans.

response. The legislation passed almost unanimously with only one dissenting vote in the house. It was ratified in the Senate and became law that same year.

The United States Department of Veteran Affairs (VA) \$100 million authorization that came out of HR 3039 is taking the form of a direct loan, limited to about 15 major urban areas spread across the United States and thus, at its onset will have little or no impact on California's veterans. It seems that a general obligation bond for \$500 million administered on a cost plus administration basis by the California Department of Veteran Affairs could easily deliver 15,000 units of veteran housing. The design and development should contemplate product that would be leased in the long term as senior veteran housing, but in the short term as transitional and permanent service enriched housing for homeless veterans.

While there may well be a housing bond issue for the general homeless, we feel strongly that veterans will not get a fair share portion. We believe that the voters of California should get the opportunity to vote their conscience with a ballot measure to authorize a Homeless Veteran Service Enriched Housing Development Bond. The outcome would be a model for financing product for homeless veterans that could be followed in other states.

### **The Problem**

The needs of homeless veterans have never been more pronounced. Congress has long recognized the need to adopt programs designed specifically to help veterans. Many of these men and women who spent a portion of their formative young adult years in service to this country are now homeless. During the first session of the 103rd Congress, a *Sense of Congress* was enacted urging that all federal programs for homeless be fully open for veteran programs. The resolution introduced by Representative Stump was a clear call for significant progress to be made to address the needs of the estimated one-third of homeless men who are veterans.

While most are cognizant of the homeless on the streets and even in shelters, in September 1995, the VA conducted its first ever inpatient survey to identify the number of veterans treated at VA medical care facilities who met the McKinney Act definition of homelessness. The 160 facilities fully reporting revealed more than 22 percent of all veterans treated at VA medical facilities as inpatients were "homeless" at the time of admission, and approximately six percent lost their marginal living accommodations while an inpatient in the veterans health care system.

These staggering numbers demonstrate not only the "safety net" that the VA provides for our nation's veterans, but adds to the overwhelming need for society to have ready access to transitional housing for these homeless men and women. Discharge planning for veterans who have no safe, stable housing is not

only medically inappropriate, but is an enormous financial drain on the system as these vets return to inpatient care again and again. The need for adequate transitional housing for veterans to continue to heal and stabilize is important, both for the well being of the patient and for the taxpayer who is spending significant dollars to provide quality medical care. This investment, which annually costs hundreds of millions of dollars, is lost without sufficient community housing for these homeless veterans.

This ever more pronounced requirement surfaces as Congress wrestles with dwindling resources. Typical solutions require annual appropriations to fund operations. These entitlement programs in general and their concomitant cost of living increases threaten the financial integrity of our economic system and are at the root of the current debate.

In recent budget years there has been no lack of commitment on the part of the federal government and the State of California in addressing the problem. It is more a matter of allocation, organizational systems, and implementation strategy. The demand for solutions is at an all-time high. The need is great. The federal and the State of California's budgets must be negotiated in a way that more can be accomplished with less.

### **The Solution**

The VA has expertise in providing clinical and medical support for this homeless veteran population. The private sector has expertise in housing development and job formation. Community-based organizations provide access to local networks and services. These public/private resources must be partnered in a way that not only creates the highest level of independence for the homeless veteran, but also must be organized in a self-sustaining manner that does not require annual appropriations for the bulk of its operations. We believe there are five major conditions that must exist to accomplish this goal:

- 1) A large concentration of homeless veterans
- 2) Inexpensive real estate suitable for adaptive reuse
- 3) A VA hospital and/or a Veterans Home of California with expertise and a commitment to providing clinical support
- 4) Willing, experienced for-profit and non-profit partners
- 5) Long-term available financing

The gap in meeting this goal is in the lack of long-term available financing.

### **The Proposal**

Create a \$100 million revolving loan fund, designed to add 5,000 units of self-sustaining, long-term transitional housing. This revolving loan fund would:

- Be a one-time appropriation.
- Be administered by the California Department of Veterans Affairs who would contract with a private underwriting agency who has experience in extending credit to large-scale housing developments with significant related social outcomes attached.
- Create long-term therapeutic transitional housing for homeless veterans in major markets of need.
- Operate in partnership with VA medical centers and/or Veterans Homes of California in those major markets.
- Have as its basis economic development, strategies for private company participation, a job resource center, and business incubator activities, all aimed at job formation and long-term employment.
- Fund programs that demonstrate the ability to operate such housing, as well as the ability to be self-sustaining and repay the financing from what it charges participants.

Proceeds in the form of principal and interest payments can be relied upon to bear the administrative costs of the program, the California Department of Veterans Affairs (CDVA), and the underwriting agency, as well as seed additional housing.

The proposed \$100 million revolving loan fund could produce 5,000 units of self-supporting transitional housing when appropriately organized around clinical staff of the attendant VA medical centers and/or Veterans Homes of California. A three percent return per year on this \$100 million would generate \$3 million of cash flow to the fund. The underwriting firm's administrative costs would be paid out of origination fees borne by the borrower; ongoing collection would be paid out of a servicing fee borne by the project; CDVA's administrative costs could easily be met out of a portion of the interest payment, leaving repayment of principal available for reseeding additional projects.

This socially progressive yet fiscally conservative idea, harnessing the strengths of both the private and the public sectors, goes a long way toward meeting the need for veteran-specific housing.



## Appendix A: California Veterans Board Request

STATE OF CALIFORNIA  
**CALIFORNIA VETERANS BOARD**  
POST OFFICE BOX 942895  
SACRAMENTO, CALIFORNIA 942895  
Telephone: (916) 653-2041  
Fax: (916) 653-1400  
[www.cdva.ca.gov/board](http://www.cdva.ca.gov/board)

GRAY DAVIS, Governor

August 21, 2002

Glen Halsey, Chief  
Veteran Services Division  
California Department of Veterans Affairs  
1227 O St., Rm. 101  
Sacramento, California 95814

Dear Mr. Halsey:

As I write this letter, community-based nonprofit service organizations throughout California are responding to a variety of obstacles faced by a significant number of veterans, many of which are homeless, in their efforts to re-enter the workforce. A disproportionate number of these men and women are Vietnam-era veterans; however, there are substantial numbers from other war eras, as well as those serving during peacetime. The need for comprehensive services to this group is greater now than ever before. Many veterans face substantial challenges in their efforts to gain and maintain employment. Sadly, the majority of veterans seeking employment and training programs also require comprehensive supportive services for themselves and their families. The California Veterans Board would like to propose legislation to help, however, to do so, the board requires updated information.

Therefore, I respectfully request on behalf of the board that the Veteran Services Division study the status of homelessness veterans in California and prepare a proposal on ways to provide them with adequate housing. We request your outline be presented at the next monthly meeting of the California Veterans Board, scheduled for Saturday, Sept. 14, 2002, in Medal of Honor Hall. Additionally, we request your completed study be presented at the monthly meeting of the California Veterans Board, scheduled for Saturday, Oct. 5, 2002, in the San Diego area.

The study should include an update demographic breakdown of homeless veterans in California and a recommendation on the appropriate lead agency to coordinate a statewide campaign to eliminate homelessness among veterans. The study is also to address a short-term and a long-term proposal on how to provide adequate housing for California's homeless veterans.



Glen Halsey  
August 21, 2002  
Page 2

If you have any questions or need additional information, please contact me.  
Thank you.

Sincerely,

***Original Signed***

GEORGE SINOPOLI  
Chairman  
California Veterans Board

cc: Secretary Bruce Thiesen CDVA

**BOARD MEMBERS SERVING VETERANS TODAY**

Chairman George Sinopoli (Fresno), Vice Chairman Edward Feldman (Westlake Village)  
Members, Jerry Basconcillo (Delano), Leo Burke (Stockton), Judy Gaze (San Diego),  
and Larry Lattman (Veterans Home of California-Yountville)  
Executive Officer, Earl Steck

## Appendix B: Acknowledgements<sup>56</sup>

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- John McCombs, manager

### **Business Media Services**

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- Darrell Stone, production manager

### **Business Wire**

- Trina Laird, account executive

### **California Association of County Veteran Service Officers Inc.**

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- Bill Reardon, president, Solano CVSO

### **California Association of Veteran Service Agencies**

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- Peter Cameron, secretary
- Don Harper, president
- Al Pavich, treasurer
- Stephen Peck, vice president

### **California Business, Transportation and Housing Agency**

- Bessie Papailias, project manager, Small Business Program

### **California Department of Education**

- Cheryl McDonald, senior graphic artist, Publications Division
- Curt Robinson, editor-in-chief, Publications Division

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- Senior Master Sgt. Henry J. (Joe) Barajas, manager, Disabled Veteran Business Enterprise Outreach and Education Program, United States Air Force (Retired)
- Marty Sengo, Disabled Veterans Business Enterprise contract compliance administrator

### **California Department of Health Services**

- Connie Demant, legislative coordinator
- Lori Fries, hepatitis C coordinator

---

<sup>56</sup> Listed alphabetically.

### **California Department of Veterans Affairs**

- George Andries, deputy secretary of veterans homes
- Beckie Brown, secretary, Legislative and Public Affairs Office
- Arianna Burger, office assistant, Veterans Services Division
- Kenn Capps, webmaster, Information Services Division
- Gary Crossland, state hepatitis C coordinator, Veteran Services Division
- Steven J. Dakota
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  - Coordinator, Outreach and Awareness Program  
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Governor's Interagency Task Force on Homelessness
- Ivann Greene, associate governmental program analyst, Financial Management and Audits
- Glen M. Halsey
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  - Volunteer  
Sacramento Stand Down 2002
  - Staff member  
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  - Inspector general for veterans affairs
  - Co-chair, Governor's Blue Ribbon Task Force on Veterans Homes
- Robert Johnson, strategic planning, Veterans Homes Division
- Jerry Jones, chief, Legislative and Public Affairs Office
- Carmen Lugo, associate information systems analyst, Help Desk, Information Services Division
- Eileen McAfee, special assistant to the secretary
- Kylene Teeple, secretary, Veteran Services Division

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- Claire Hope, vice chair, Veterans Executive Committee

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- Jeremiah Flynn, state supervisor of veterans programs, Operations Support Division
- Donald Migge, manager, 15% Welfare-to-Work Unit, Program Development and Management Division
- Gary Murawski, veterans representative
- Viv Richards, administrative assistant
- James Santianna, veterans representative
- Paula Snipes, veterans representative

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- Maj. Gen. Ezell Ware Jr., assistant adjutant general

**Central Valley Homeless Veterans Inc.**

- Marvis Hood, site director
- 

**Century Housing**

- Robert J. Norris Jr., executive vice president
- Tim O'Connell, director, legislation and policy

**Corporation for Supportive Housing**

- Lisa Chapman, associate director (Brighton, Mich.)
- Carol Wilkins, director of intergovernmental policy (Oakland, Calif.)

**Chosin Few**

- Cliff Meyer, founding member, consultant, and editor, River City Chapter
- William Turnage, president, River City chapter

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- Don L. Cole, veteran service officer, Tehama
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- Dennis Ziegenbein, veteran service officer, Tulare

### **Governor's Office**

- Scott Farris, senior policy advisor/special projects, Planning and Research
- Trish Fontana, director of special projects/special assistant to California's First Lady

### **Joint Efforts Inc.**

- Matt Davison, vet, Homeless Veterans Reintegration Project

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- Burt McChesney, chief of staff

### **Los Angeles Homeless Services Authority**

- Natalie Profant Komuro, director of policy and legislative affairs

### **National Coalition for Homeless Veterans**

- Linda Boone, executive director

### **National Coalition for the Homeless**

- Brad Paul, housing policy analyst

### **National Pearl Harbor Survivors Association Inc.**

- Haile H. (Jake) Jaekel, national secretary



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- Mary MacGyver, director of development
- Craig A. Polin, development associate
- Toni Reinis, executive director

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**Salvation Army**

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**Secretary of State**

- Beth Miller, assistant secretary of state

**Shelter Partnership Inc.**

- Ali Berzon, project manager

**Solano Safety Net Consortium, Community Action Agency**

- Patricia J. Davis (PJ), executive director

**Songwriter**

- Dan Bradley<sup>57</sup>, songwriter: *Homeless American*.

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<sup>57</sup> Immediate Past Management Staff, Public Relations, Lee Greenwood Inc., Nashville, Tenn.

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- Tom Bourne, assistant director, Sacramento
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- Dan Reich, SSC/veterans liaison, Homeless Intervention Program

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- Art Benckert, administrative assistant, Command Information Division, Office of the Chief of Public Affairs, the Pentagon
- Roy Clemans, public affairs officer, United States Army Kwajalein Atoll, Republic of the Marshall Islands<sup>58</sup>
- Bill Morris, speechwriter, Office of the Chief of Public Affairs, Command Information Division, Department of the Army, the Pentagon<sup>59</sup>

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<sup>58</sup> Retired Department of the Army civilian.

#### **United States Department of Housing and Urban Development**

- Raynard Primrose, HUDVET communications coordinator, United States Department of Housing and Urban Development

#### **United States Department of Labor**

- Len Dobish, assistant director, Veterans Employment and Training Services
- John Giannelli assistant director, Veterans Employment and Training Services

#### **United States Department of Veterans Affairs**

- Gabe Avila, veterans outreach representative, Oakland Regional Office
- Joe Barison, immediate past senior public affairs specialist, Western Region Public Affairs Office, Los Angeles
- William Daniels, acting director, Community Care; director, Comprehensive Homeless Center, Greater Los Angeles Healthcare System
- Mariquita McBride, coordinator, Comprehensive Homeless Center, West Los Angeles Healthcare Center
- Susan McCrea, program analyst, Office of Intergovernmental Affairs
- Mike Miracle, team leader, Sacramento Vet Center
- Roberta Rosenthal, chief, Social Work Service, San Francisco Medical Center
- Allen Taylor, program specialist, Homeless Veterans Programs Office, Office of Intergovernmental Affairs
- Col. Jay Vargas, United States Marine Corps (Retired), veterans liaison to the secretary, San Diego
- Mike Wells, statistician, Office of Policy and Planning
- Betty Zamost, Grant and Per Diem Program coordinator, Comprehensive Homeless Center, West Los Angeles Healthcare Center

#### **United States Veterans Initiative Inc.**

- Tim Cantwell, managing member
- Ivan Mason, Fathers Program director, Westside Residence Hall
- Stephen Peck, site director, Villages at Cabrillo
- Dwight Radcliff, site director, Westside Residence Hall
- Col. Joe Smith, president, board of directors, United States Marine Corps (Retired)

#### **Veterans Assistance Foundation Inc.**

- Robert Piaro, president
- Don Waak, volunteer

---

<sup>59</sup> Retired Department of the Army civilian.

**Veterans Executive Corporation To Organize Rehabilitative Services (VECTORS)**

- Mike Helm, executive director

**Veterans Crisis Programs, Fresno**

- Bob Brown, executive director emeritus
- Dan Hartman, executive director

**Veterans of World War I of the USA Inc.**

- Lt. Col. Robert Johnson, state adjutant, Department of California, United States Air Force (Retired)

**Veterans Transition Center of Monterey County**

- Ronn Rygg, executive director

**Vietnam Veterans of California Inc.**

- Edward Alexander, case manager/employment development specialist, Sacramento Veterans Resource Center
- Irma Anderson, housing specialist, Sacramento Veterans Resource Center
- Latecieya Bryant, program support specialist, Sacramento Veterans Resource Center
- Peter Cameron, executive director
- Armando Cansales, case manager, Sacramento Veterans Resource Center
- Rick Dibble, site director, Sacramento Veterans Resource Center
- Ben Fewell, site director, Vietnam Veterans of California Inc., Eureka
- Thea Greenhalgh, Hepatitis C Virus Program director
- Don Harper, public policy director
- Jon Oberg, Homeless Veterans Reintegration Program supervisor, Sacramento Veterans Resource Center
- Rose Sutton, site director, Next Step Center of Menlo Park
- Tom Wolvers, senior program support specialist, Sacramento Veterans Resource Center

**Vietnam Veterans of San Diego**

- Phil Landis, realtor®, RE/MAX of Rancho Bernardo
- Commander Al Pavich, president/CEO, United States Navy (Retired)
- David Siegler, vice president of finance & administration
- Bob Simpson, executive vice president/chief operating officer

**Veterans of Foreign Wars of the United States**

- Doug Brown, state homeless veterans committee, Department of California

## Appendix C: Cover Letter and Questionnaire

January 9, 2002

Don Harper, President  
California Association of Veteran Service Agencies  
c/o 7270 E. Southgate Drive  
Sacramento, CA 95823

Dear Mr. Harper:

As you are aware, Assembly Bill No. 1060, Chapter 265, requires the California Department of Veterans Affairs (CDVA) to study the status of homeless veterans in California.

To that end, I have enclosed a questionnaire to solicit your answers to several key questions. Your responses will assist us preparing the study. Please feel free to use a continuation sheet if needed for more space to respond.

According to AB 1060, CDVA shall report the findings of the study on or before March 15, 2002 to the Governor and to the Legislature. Therefore, I am requesting that you complete and return the questionnaire as soon as possible.

If you have any questions, please contact Steven J. Dakota of my staff at (916) 653-2573. Thank you for your assistance in this matter.

Sincerely,

**ORIGINAL SIGNED**

GLEN M. HALSEY  
Chief

cc: Members of the CAVSA  
County Veterans Services Officers  
Bruce Thiesen, Secretary, California Department of Veterans Affairs



## **Questionnaire for CDVA Study on the Status of Homeless Veterans in California**

1. Regarding the homeless veterans study, what message(s) would you like to convey to the Governor and the Legislature?
2. Please describe in detail why you believe this report is important?
3. Regarding homeless veterans in your service area(s), please list the -
  - 1) Population (best estimate):
  - 2) Ages (range or war period is okay):
  - 3) Geographic locations:
  - 4) Ethnicities:
4. In your experience, among homeless veterans, what are the top five causes of homelessness? Feel free to provide detailed responses.
  - 1) :
  - 2) :
  - 3) :
  - 4) :
  - 5) :
5. Please describe your organization's outreach to homeless veterans.
6. Please describe in detail Stand Down in your service area(s).
7. Please describe in detail transitional housing facilities for homeless veterans in your service area(s).
8. Please describe in detail permanent housing facilities for homeless veterans in your service area(s).
9. In your experience, what sources (*government, private, corporate, etc.*) of funding (*grants, loans, government, etc.*) are available for helping homeless veterans?

10. What resources would you recommend the State of California provide now, and in the future, to assist homeless veterans in California?
11. Please describe in detail your *short-term* proposal on how to provide adequate housing for California's homeless veterans?
12. Please describe in detail your *long-term* proposal on how to provide adequate housing for California's homeless veterans.
13. Which office or department of the State of California would you recommend as the appropriate lead agency to coordinate a statewide campaign to eliminate homelessness among veterans in California?
14. Please describe in detail why you would recommend this particular office or department?
15. Please list any other recommendations you would like to suggest for helping homeless veterans in California.
16. What other findings would you care to share with CDVA/DHS regarding homeless veterans in your service area?
17. What conclusions would you care to share with CDVA/DHS regarding homeless veterans in your service area?
18. Please provide a list of all non-veteran homeless service providers in your area (examples: The Salvation Army, Loaves & Fishes, Union Gospel Mission, etc.), including addresses and phone numbers.
19. Additional comments?

**THE END**

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## Appendix E: Related Web Sites

### California Association of Veteran Service Agencies

- American G.I. Forum of Rosemead [www.agif.org](http://www.agif.org)
- Central Valley Homeless Veterans of Modesto [www.cvhomelessvets.org](http://www.cvhomelessvets.org)
- CHARO-East Los Angeles [www.charocorp.org](http://www.charocorp.org)
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- Inter-City Services of Berkeley [www.icsworks.com](http://www.icsworks.com)
- New Directions of Los Angeles [www.newdirectionsinc.org](http://www.newdirectionsinc.org)
- Next Step of Menlo Park [NEXTSTEP@nextstepjobs.org](mailto:NEXTSTEP@nextstepjobs.org)
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  - Riverside [www.usvetsinc.org/locations/riverside.asp](http://www.usvetsinc.org/locations/riverside.asp)
  - Ventura [www.usvetsinc.org/locations/ventura.asp](http://www.usvetsinc.org/locations/ventura.asp)
- Veterans Assistance Foundation Inc. (Bakersfield) [www.veteransassistance.org](http://www.veteransassistance.org)
- Veterans Transition Center of Monterey County-Marina [www.vtcmonterey.org](http://www.vtcmonterey.org)
- Vietnam Veterans of California Inc. [www.vietvets.org](http://www.vietvets.org)
  - Eureka
  - Menlo Park
  - Oakland
  - Sacramento Veterans Resource Center
  - Santa Rosa
- Vietnam Veterans of San Diego [www.vvsd.net](http://www.vvsd.net)

### Homeless Veterans

- California Association of County Veteran Service Officers Inc. [www.cacvso.org](http://www.cacvso.org)
- Los Angeles Vietnam Veterans Alliance-Ventura County Stand Down [www.namvets.org/stand.htm](http://www.namvets.org/stand.htm)
- National Coalition for Homeless Veterans [www.nchv.org](http://www.nchv.org)
- Operation Hand Up <http://members.tripod.com/vacavets/Standdown/standdown.htm>
- United States Department of Veterans Affairs [www.va.gov/homeless/index.cfm](http://www.va.gov/homeless/index.cfm)

## Homelessness

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- Center for the Homeless [www.center-for-homeless.com](http://www.center-for-homeless.com)
- Corporation for Supportive Housing [www.csh.org](http://www.csh.org)
- Farm Aid – The Official Web Site [www.farmaid.org](http://www.farmaid.org)
- Health Care for the Homeless  
<http://bphc.hrsa.gov/homeless/HomelessMainPage.htm>
- Homeless Shelters in the United States  
[www.gtii.com/members/lannin/shelters/us.htm](http://www.gtii.com/members/lannin/shelters/us.htm)
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- StandUp for Kids On-Line [www.standupforkids.org/standupforkids](http://www.standupforkids.org/standupforkids)
- Union Gospel Mission [www.onecaringperson.org](http://www.onecaringperson.org)
- Web links on Homelessness <http://csf.colorado.edu/homeless>

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