

**UNUSED BUT STILL USEFUL:  
ACQUIRING FEDERAL PROPERTY  
TO SERVE HOMELESS PEOPLE**

**A Report  
by the  
Housing Program  
of the  
National Law Center on Homelessness & Poverty**

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The National Law Center on Homelessness & Poverty is committed to solutions that address the causes of homelessness, not just the symptoms, and works to place and address homelessness in the larger context of poverty.

To this end, we employ three main strategies: impact litigation, policy advocacy, and public education. We are a persistent and effective voice on behalf of homeless Americans, speaking effectively to federal, state, and local decision makers. We also produce investigative reports and provide legal and policy support to local organizations.

You are invited to join the attorneys, students, advocates, activists and committed individuals who make up NLCHP's membership network. Our network provides a forum for individuals, non-profits, and corporations to participate and learn more about using the law to advocate for solutions to homelessness. For more information about our organization, membership, and access to publications such as this report, please see the form at the end of this report or visit our website at [www.nlchp.org](http://www.nlchp.org).

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## TABLE OF CONTENTS

ACKNOWLEDGMENTS .....	i
PREFACE .....	ii
EXECUTIVE SUMMARY .....	iii
<b>PART ONE</b>	
I. Introduction.....	1
II. Title V of the McKinney-Vento Homeless Assistance Act.....	2
A. Overview .....	2
B. How Title V Works .....	4
1. Suitability Determination .....	4
2. Publication of Available Property .....	6
3. Applying for the Property .....	6
4. HHS' Consideration of the Application .....	9
5. Transferring the Property .....	9
6. Judicial Review .....	9
III. Base Closure Community Redevelopment and Homeless Assistance Act of 1994 .....	9
A. Overview .....	9
B. How the 1994 Base Closure Act Works.....	10
IV. Impact of the Surplus Federal Property Programs .....	11
V. Barriers to Achieving Maximum Effectiveness of the Surplus Property Programs .....	14
A. Ineffective Outreach .....	14
B. Agency Attempts to Withhold Property .....	16
C. Cumbersome and Standardless Application Process .....	17
D. Unreasonable Limits on the Use of Title V Property .....	19
E. NIMBY Opposition .....	20
F. Administrative and Legislative Attempts to Cut Back on Surplus Federal Property Programs.....	21

VI. Recommendations for Strengthening Surplus Federal Property Programs .....	22
A. Agencies Should Improve Outreach .....	22
B. HUD Should Ensure Proper Suitability Determinations and That All Suitable Property Is Made Available.....	23
C. HHS Should Simplify and Standardize the Application Process .....	23
D. HHS Should Allow Surplus Property to Be Used for Permanent Housing .....	24
E. HHS and HUD Should Work to Overcome NIMBY Problems.....	24
F. The Administration and Congress Should Be Committed to the Programs.....	25
G. Recommendations for Providers/State and Local Government Agencies .....	25
1. Collaborate .....	25
2. Be Aware of Property in the Community .....	25
3. Contact NLCHP with Questions .....	25
VII. Conclusion.....	25

## **PART TWO - PROGRAMS BY STATE**

### Alaska

Anchorage Duplexes .....	27
Tundra Women's Coalition (Bethel).....	28

### Arizona

House of Refuge East (Mesa) .....	29
Phoenix Rescue Mission .....	30
Esperanza En Escalante (Tucson) .....	31

### Arkansas

Salvation Army Family Shelter (Benton) .....	33
Quapaw House (Hot Springs) .....	34
Our House II (Little Rock).....	35

### California

The Rose Julia Riordan Tranquility Village (Atwater).....	37
Regional Opportunity Center (Los Angeles) .....	38
Veterans Transition Center of Monterey County (Marina).....	40
A Woman's Place of Merced County (Merced) .....	41
Interim, Inc. (Monterey).....	42
California Emergency Foodlink (Sacramento) .....	44
Sacramento Veterans Resource Center .....	46
Children's Services International (Salinas) .....	47

California (continued)

Housing Authority of Monterey County (Salinas).....	49
Shelter Plus (Salinas) .....	50
Grace Chapel (San Bernardino) .....	51

Colorado

Catholic Charities (Denver) .....	52
Colorado Coalition for the Homeless (Denver) .....	53
Del Norte Neighborhood Development Corporation (Denver) .....	55
Golfer's Way (Denver) .....	56
Empowerment Program Service (Denver) .....	57
Third Way Center, Inc. (Denver) .....	58

District of Columbia (Washington, D.C.)

Mitch Snyder Arts & Education Center Community for Creative Nonviolence .....	59
---	----

Florida

South Miami-Dade Homeless Housing Project (Miami) .....	60
---	----

Illinois

Growing Home (Chicago).....	62
Northwest Self-Help Center (Mt. Prospect).....	63

Indiana

Horizon House (Indianapolis) .....	64
------------------------------------	----

Kansas

Choices (Manhattan) .....	65
---------------------------	----

Louisiana

Aftercare Ministries, Inc. (Alexandria).....	66
A.C. Dowden Memorial Homeless Shelter (Leesville) .....	67
Harmony House (Monroe) .....	68

Maine

Park Woods (Bangor).....	70
Vickers Hope (Caribou) .....	71
Emmaus Center (Ellsworth).....	72

Maryland

Crossroads Community Incorporated (Centreville).....	73
Southern Maryland Tri-County Community Action Committee, Inc. (Hughesville). .....	74

Michigan

Grace Centers of Hope (Pontiac) .....	76
---------------------------------------	----

## Missouri

Economic Security Corporation of Southwest Area (Joplin).....	77
---	----

## Montana

Human Resource Development Council of Distric IX, Inc. (Bozeman).....	78
---	----

## New Jersey

Amandla Crossing (Edison) .....	79
Imani Park Housing (Edison).....	80
Urban Renewal Corp (Newark) .....	81
Catherine A. Rowe Commons (Paterson) .....	82

## Pennsylvania

Liberty House (Phoenixville).....	83
-----------------------------------	----

## Rhode Island

Crossroads (North Kingstown) .....	84
------------------------------------	----

## South Carolina

Carolina Youth Development Center (Charleston).....	85
Disabilities Board Charleston County (Charleston).....	86
Hotline, Inc. (Charleston).....	87
Florence Crittenton Programs (North Charleston).....	88
Mental Health Association of the Lowcountry (North Charleston).....	89
Interfaith Hospitality Network of York County (Rock Hill) .....	90

## Texas

The Children's Center (Galveston).....	91
Women Opting for More Affordable Housing Now, Inc. (Houston) .....	92
Mental Health Mental Retardation Services for the Cocho Valley (San Angelo) .....	93

## Virginia

Carpenter's Shelter (Alexandria).....	94
Capital Area Food Bank - Northern Virginia Branch (Lorton).....	95
Dawson Beach (Woodbridge).....	96

## Washington

Redmond Family Housing Site (Redmond).....	97
Low Income Housing Institute (Seattle) .....	98
Nike Residential Community (Tukwila).....	99

## West Virginia

Guthrie Transitional Community (Charleston) .....	100
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## **PREFACE**

This report is designed to provide accurate and authoritative information concerning two surplus federal property programs, Title V of the McKinney-Vento Homeless Assistance Act and the Base Closure Community Redevelopment and Homeless Assistance Act of 1994, which are directed toward serving homeless people. In distributing the report, the National Law Center on Homelessness & Poverty (NLCHP) is not rendering legal or other professional services. If you are not an attorney and need legal advice concerning a particular problem or question related to something in the report, you should contact an attorney who can advise you on the matter. If you are unable to secure help from an attorney, NLCHP staff may be able to refer you to an attorney.

NLCHP monitors the federal government's implementation of the surplus property programs. If you are aware of federal property that should be considered surplus but has not been so designated, please e-mail us at [nlchp@nlchp.org](mailto:nlchp@nlchp.org). You also should notify us if you are aware of properties that HUD has mistakenly designated as "not suitable" to assist the homeless population.



## EXECUTIVE SUMMARY

Homelessness continues to plague people and communities across the country. Between 2.5 and 3.5 million men, women, and children experience homelessness over the course of a year. On any given night, over 800,000 Americans are homeless. According to the U.S. Conference of Mayors' 2003 report, requests for emergency shelter in the 25 cities studied rose by an average of 13 percent over 2002. On average, 30 percent of requests for emergency shelter went unmet during the same period. Most of the cities surveyed expect requests for emergency shelter to increase in the coming year. Funding cuts in housing and homeless programs add to the crisis, requiring homeless service providers and state and local governments to look to other sources for help.

One underused resource -- surplus federal property -- may help fill the gaps in services for homeless people. But the federal agencies charged with implementing the programs are not doing so fully, and some times act in violation of federal law. The first part of this report examines the programs, the agencies' enforcement of the laws, and recommends changes to ensure that the programs help end homelessness, as Congress intended. The second part of the report examines 64 programs that acquired surplus federal property.

### Surplus Federal Property Statutes

- In 1987, Congress enacted what is now known as the McKinney-Vento Homeless Assistance Act, the first comprehensive federal legislation addressing the problems of homelessness. In passing the statute, Congress recognized the Federal Government's "clear responsibility and . . . existing capacity to meet the basic needs of all the homeless."
- Under Title V of the Act, 42 U.S.C. 11411, Congress directed that surplus federal property be made available to serve homeless people. Nonprofit organizations or government agencies that serve homeless people are able to acquire surplus federal property at no cost.
- In 1994, Congress enacted the Base Closure Community Redevelopment and Homeless Assistance Act of 1994 (1994 Base Closure Act). The 1994 Base Closure Act governs the disposition of surplus federal property on military bases, and requires consideration of the needs of the homeless population in the redevelopment process.
- Local governments and non-profit organizations have used surplus federal property to provide services to hundreds of thousands of homeless people throughout the country each year, including shelter, transitional and permanent housing, case management, food pantries, job training, mental health and substance abuse treatment, and childcare.

## How Title V Works

- Title V requires the Department of Housing and Urban Development (HUD) to canvas federal agencies for their surplus property. Based on the surveys that the agencies complete, HUD determines whether the property is “suitable” for serving homeless people. The available properties are then published in the Federal Register.
- Non-profit organizations and state and local agencies interested in acquiring the property to serve homeless individuals must send a “notice of interest” to the Department of Health and Human Services (HHS). HHS provides an application, which must be filed with HHS within 90 days.
- The application requires the provider to demonstrate that it has the resources to carry out the program for which it plans to use the property. Under the statute, HHS is supposed to act on an application within 25 days of receipt. If HHS approves the application, HHS and the provider negotiate the transfer of property, either by deed or long-term lease.
- After Title V’s enactment, homeless advocates sued five federal agencies for failing to implement the surplus property provisions.<sup>1</sup> The United States District Court for the District of Columbia granted an injunction, ordering the departments to comply with the law.<sup>2</sup> The district court’s injunction remains in effect, and the court has enforced it on four separate occasions, most recently in 2000 when the General Services Administration withheld property from the Title V process.
- Between 1988 and 2003, 91 properties worth a total of \$105.4 million were transferred under Title V of the McKinney Act for use to assist homeless Americans.

## How the 1994 Base Closure Act Works

- The Department of Defense will make a second source of surplus federal property available after the next round of base closings -- scheduled for 2005 -- under the 1994 Base Closure Act.
- Originally, surplus base property fell under Title V. The 1994 Base Closure Act amended Title V to remove base closure property from that process and instead, requires the Department of Defense to approve a Local Redevelopment Authority to handle the redevelopment, taking into account the needs of the

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<sup>1</sup> The defendant agencies are the Department of Housing and Urban Development, the Department of Health and Human Services, the General Services Administration, the Veterans Administration, and the Department of Defense.

<sup>2</sup> Initially, the National Coalition for the Homeless was the lead plaintiff. After the National Law Center on Homelessness & Poverty (NLCHP) was formed in 1989, it became the lead plaintiff in the litigation.

homeless population. The Department of Housing and Urban Development must approve the plan's homeless services provisions.

- Since 1994, 53 out of 90 approved base closure plans included accommodations for homeless services. Base closures typically involve redeveloping large amounts of property.

### **Problems in the Implementation of the Property Programs**

Given the estimated 2.5 to 3.5 million people who experience homelessness each year in the United States, more could and should be done. In 2003, HUD listed 945 properties as suitable and available for homeless use, but HHS received only 17 applications. Only 91 properties have been transferred under Title V since 1989, a fraction of the property that has been listed as suitable and available under the program, and an even smaller fraction of all of the federal government's thousands of pieces of unused property. According to a 2004 Republican Study Committee fact sheet, 5.1 million acres of federal land are classified as "vacant with no definable purpose." While there are no estimates of the total number of federal buildings that are vacant or unused, the Government Accountability Office has estimated that the federal government spends billions of dollars to maintain properties that are not needed. The low number of properties available under the surplus property programs and the low use rate are attributable to a number of factors.

#### **Ineffective Outreach**

- Title V and the 1994 Base Closure Act require the implementing federal agencies to disseminate information about the availability of surplus federal property as widely as possible, including, as the U.S. District Court ordered in 1991, "direct information to homeless providers on the properties that are available in their localities."
- Outreach efforts are limited and sporadic, and fail to reach many providers and potentially-interested state and local agencies.
- The Department of Housing and Urban Development (HUD) is the only agency with any information explaining the Title V program on its website. That information, however, is limited, and does not allow potential applicants to determine what property is currently available, or how to apply for it.
- Although each agency could easily post a list of available and suitable properties on its web site, federal agencies have failed to make even that effort, despite NLCHP's repeated requests. GSA's web site does list all federal properties that are for sale, however.

## Agency Attempts to Withhold Property

- The suitability determinations are entirely subjective, and HUD is unable to monitor agency responses to property surveys. Agencies may thus withhold properties by taking an overly-narrow view of the criteria for suitability in filling out their HUD surveys.
- Because the standards for determining what property is “suitable” to serve homeless people are very general, a number of properties are listed that have no realistic chance of being used to serve homeless people. Among these are properties that may be contaminated with lead or asbestos. Of the 945 properties that HUD listed as suitable and available in 2003, over 400 mention the possibility of contamination, but there is no way, without more detailed information, for a provider to know whether or to what degree there is contamination, and whether it is worth applying for the property.
- The federal agencies have attempted to avoid compliance with Title V on several occasions. Just recently, the General Services Administration took the position that a federal property law -- enacted fifty years before Title V -- trumped Title V’s requirements. GSA thus sold a courthouse without making it available under Title V. GSA was planning to sell another when NLCHP secured a court order barring the sale.
- The property that is made available is often too large for one homeless provider to acquire or use productively, and has not been broken into parcels or subdivided.

## Cumbersome and Standardless Application Process

- HHS requires Title V applicants to use a generic form, Form 696, that is long (over 20 pages) and complex. Form 696 is much more suited to the other uses for which it is envisioned, including sewage disposal systems, hospitals, and morgues. Using a form that is not tailored to serving homeless people and that does not take into account the size or use of the property makes the process unnecessarily burdensome.
- HHS appears to have no standard review or decision-making process that ensures equal treatment of applicants. For example, HHS’s determination that a provider does not have the financial resources to carry out a program appears to be totally subjective. Without specific standards for determining whether an applicant meets the criteria under the Act, these decisions are vulnerable to influence from outside forces, including political pressure.

## Unreasonable Limits on the Use of the Property

- HHS does not allow surplus federal property under Title V to be used for any type of permanent housing, including permanent supportive housing. HHS defines “permanent housing” as housing that is available for more than two years. Nothing in the statute or HHS’ regulations, however, precludes Title V property from being used for permanent housing.
- The Administration has recognized the importance of permanent housing to efforts to end chronic homelessness, and has set a goal of ending chronic homelessness in ten years. Evicting, after two years, people who are chronically homeless, especially those with disabilities, does not end chronic homelessness.

## NIMBY (Not-In-My-Backyard) Opposition

- Of the sixty-four providers in our report, eleven reported significant community opposition to their proposed programs. In several cases, the community opposition forced the providers to give up their claim to the property.
- NIMBY-motivated efforts extend to attempts to influence the federal agencies charged with implementing Title V. Those agencies have done little, if anything, to counter such actions and sentiment.
- Under Title V, because state and local governments have no jurisdiction over federal property, programs that lease property from the federal government are not subject to local zoning actions, although they must comply with local building codes.
- At least some providers were not aware that if the federal government leased them the property, rather than deeded it to them, they would not be subject to local zoning requirements. These providers thus acquired the property, only to face new zoning regulations prohibiting them from using the property to serve homeless people.

## Legislative Efforts To Exempt or Withhold Property

- Legislative actions have cut back on Title V’s coverage by removing property from the Title V process. “Enhanced-use lease” legislation allows the Department of Veterans Affairs (VA) to lease undeveloped or underutilized property for compensation, and the VA continues legislative efforts to exempt its property from Title V completely.
- There have been consistent congressional efforts to avoid Title V. The “Bob Stump National Defense Authorization Act for Fiscal Year 2003”

would have exempted from Title V any federal property requested for activities supporting response to war or certain national emergencies or disasters. After NLCHP's efforts to explain the implications of the provision to Congress, it dropped Section 2813 from the bill.

## **Recommendations**

- The federal agencies charged with implementing the surplus federal property programs must improve their outreach efforts by ensuring that their web sites are current and give complete information on all of the surplus property that is available, when a notice of interest is due, and how to apply.
- The agencies should contact state and local agencies and the nonprofit organizations that serve homeless people directly to ensure they are aware of property available in their areas, and provide the type of marketing programs and seminars the agencies represented to the court that they were conducting in the early 1990s.
- The federal agencies must publicize the programs and the availability of the properties to organizations such as the National League of Cities, the U.S. Conference of Mayors, the International City/County Management Association, the National Governors' Association, and the National Association of Counties to ensure the greatest possible outreach. The federal agencies also should encourage collaboration among government agencies and nonprofits to increase resources and enhance community support.
- HUD should revise the suitability determination process and ensure that property that is not suitable for serving homeless people is not listed as suitable. Landholding agencies should be responsible for determining the status of the property and whether it is contaminated and to what extent.
- HUD should ensure that suitability standards are applied consistently, and that determinations do not depend solely on the judgment of the landholding agencies. Agencies should not be able to claim that property is not suitable, for example, but then attempt to sell or lease it to those same providers.
- HHS' application process should be streamlined so that properties can be turned over "promptly" to service providers, as Title V requires. HHS should develop a short application form tailored to Title V, and help applicants complete the process.

- HHS should develop standards for evaluating applications and apply them consistently with the Act's intent to use surplus property to assist homeless people.
- HHS should allow surplus property under Title V to be used for permanent housing.
- HHS and HUD (and the application form) should explain clearly to applicants the local zoning implications of leasing the property rather than acquiring the property by deed.
- The federal agencies should help applicants work through potential NIMBY problems with the community.
- The Administration and Congress must recognize the benefits of the surplus federal property programs, and make a genuine commitment to their success. Agency attempts to exempt property from the process and congressional efforts to amend Title V will continue to prevent the programs from serving as many of the millions of homeless people as possible.
- Applicants for surplus property should collaborate when possible to ensure that they have the resources and the community support needed to achieve the goals envisioned in the application. Providers have reported significant success dampening community concerns when they include city officials and neighbors at all planning stages.
- Homeless service providers who learn about unused or vacant federal property should check with HUD and NLCHP to determine whether it is properly listed under Title V.
- Applicants or potential applicants for property under Title V or the 1994 Base Closure Act with questions or problems should contact NLCHP for assistance.

## I. INTRODUCTION

This nation continues to struggle with the ever-growing problem of homelessness. Between 2.5 and 3.5 million men, women, and children experience homelessness over the course of a year.<sup>3</sup> On any given night, more than 800,000 Americans are homeless.<sup>4</sup> According to the U.S. Conference of Mayors' 2003 report, requests for emergency shelter in the 25 cities studied rose by an average of 13 percent over 2002.<sup>5</sup> On average, 30 percent of requests for emergency shelter went unmet during the same period.<sup>6</sup> Unfortunately, officials in most of the cities surveyed expect requests for emergency shelter to increase in the coming year.<sup>7</sup> While this Administration has set a goal of ending chronic homelessness in ten years, the Administration and Congress are cutting funding for housing and homeless programs in the face of increasing budget deficits.

As hundreds of thousands of persons across the nation cope with homelessness, an underused national resource -- unused federal property -- is available to help alleviate the problem. The federal government owns thousands of pieces of real property, including 29.6% of all of the land in the United States. According to an April 2004 Republican Study Committee fact sheet, 5.1 million acres of federal land are classified as "vacant with no definable purpose." While we know of no current estimates of the total number of federal buildings that are vacant or unused, the Government Accountability Office estimated in June 2003 that the federal government spends billions of dollars to maintain properties that are not needed.<sup>8</sup>

There are two federal programs governing transfer of federal real property to provide services to homeless people. In 1987, Congress enacted the surplus federal property program known as Title V of the McKinney-Vento Homeless Assistance Act.<sup>9</sup> Title V makes unused federal properties available, at no cost, to serve as facilities to assist homeless persons. In 1994, Congress enacted the Base Closure Community Redevelopment and Homeless Assistance Act of 1994 (1994 Base Closure Act).<sup>10</sup> The 1994 Base Closure Act removed military base property from Title V's requirements, but requires that the needs of homeless persons be considered in determining how to use the property. A wide variety of property becomes available as a result of base closure, and some, such as former base housing, is particularly well suited to the needs of the homeless population.

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<sup>3</sup> Martha Burt et al., *Helping America's Homeless: Emergency Shelter or Affordable Housing?* 49-50 (2001).

<sup>4</sup> *Id.*

<sup>5</sup> U.S. Conference of Mayors, *A Status Report on Hunger and Homelessness in America's Cities: A 25-City Survey* ii (Dec. 2003).

<sup>6</sup> *Id.*

<sup>7</sup> *Id.* at iii.

<sup>8</sup> GAO Report No. GAO-03-839T, *Federal Real Property: Executive and Legislative Actions Needed to Address Long-standing and Complex Problems* (June 5, 2003).

<sup>9</sup> Pub. L. No. 100-77, 101 Stat. 509 (codified at 42 U.S.C. 11411).

<sup>10</sup> Pub. L. No. 103-421, 108 Stat. 4346 (amending the Defense Base Closure and Realignment Act of 1990) (codified at 10 U.S.C. 2687 note).



NLCHP's Founder and Executive Director, Maria Foscarinis, was one of the architects of the McKinney-Vento Homeless Assistance Act, and NLCHP has been integrally involved in the surplus property programs from the beginning. NLCHP monitors enforcement of the Acts, offers technical advice on the programs to service providers around the country, and has, on occasion, brought suit to force compliance with the statutes. After Title V's enactment, Maria Foscarinis, on behalf of the National Coalition for the Homeless, sued the Veterans Administration, the General Services Administration, the Department of Defense, the Department of Housing and Urban Development, and the Department of Health and Human Services for failing to implement Title V. The United States District Court for the District of Columbia granted an injunction, ordering the departments, among other things, to screen federal property properly and make it available for use to assist homeless persons.<sup>11</sup> After NLCHP was formed in 1989, it became the plaintiff in the litigation. The federal agencies that implement Title V remain under the court's injunction.<sup>12</sup>

As part of its continuing effort to ensure effective implementation of the surplus federal property programs, NLCHP has produced this report to educate the public, legislators, and potential service providers about the programs and their problems and benefits. This report has two major sections. The first part outlines the requirements of Title V and the 1994 Base Closure Act and summarizes the results of the programs, showing how they have benefited homeless Americans by supplying surplus federal property to homeless service providers and local governments across the country. The first part also discusses problems that applicants for surplus federal property have faced in acquiring and using the property, and general barriers to effectiveness of the programs. Finally, the first section offers recommendations for removing those barriers and ensuring that the programs serve the people Congress intended to serve.

Part Two of the report describes a large sample (64) of the programs that have acquired surplus federal property. NLCHP surveyed providers that applied successfully for surplus federal property and asked them a number of questions, including how they are using the property, what their costs have been, their capacity, and the number of people they serve. We also asked the providers to describe any problems they encountered in applying for and using the property. The variety of programs, the creativity and dedication they reflect, and the number of people they have served testify to the need to broaden the impact of the programs.

## **II. TITLE V OF THE MCKINNEY-VENTO HOMELESS ASSISTANCE ACT**

### **A. Overview**

In the early 1980s, as homelessness and poverty reached emergency proportions, the federal government initially viewed homelessness as a problem not requiring federal intervention. Advocates around the country began to demand that the federal government

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<sup>11</sup> See Nat'l Coalition for the Homeless v. U.S. Veterans Admin., No. 88-2503, 1988 WL 136958, at \*10 (D.D.C. Dec. 15, 1988).

<sup>12</sup> See NLCHP v. U.S. Veterans Admin., 98 F. Supp. 2d 25, 26 (D.D.C. 2000).

acknowledge homelessness as a national problem requiring a national response. In late 1986, legislation providing emergency shelter, food, mobile health care, and transitional housing for homeless Americans was introduced as the Urgent Relief for the Homeless Act. Both houses of Congress passed the legislation by large bipartisan majorities in 1987. After the death of its chief Republican sponsor, Representative Stewart B. McKinney of Connecticut, the bill was named the Stewart B. McKinney Homeless Assistance Act. The Stewart B. McKinney Homeless Assistance Act became law on July 22, 1987.<sup>13</sup> It was renamed the McKinney-Vento Homeless Assistance Act in 2000, after the death of a key Democratic champion, Congressman Bruce Vento of Minnesota.

In passing the McKinney Homeless Assistance Act, Congress found that the country faced “an immediate and unprecedented [homelessness] crisis” and that “the problem of homelessness has become more severe and . . . is expected to become dramatically worse.”<sup>14</sup> Congress recognized for the first time that “the Federal Government has a clear responsibility” to address the needs of homeless Americans.<sup>15</sup> Congress’s purpose was, in part, “to use public resources and programs in a more coordinated manner to meet the critically urgent needs of the homeless of the Nation.”<sup>16</sup> The statute as originally enacted authorized fifteen new programs providing a range of (mostly emergency) services to homeless people, and amended existing programs to include, improve, or expedite access for homeless people.

Title V of the McKinney Act, entitled “Identification and Use of Surplus Federal Property,” required all federal agencies to identify and make available surplus federal real property for use by states, local governments, and nonprofit agencies “to assist the homeless.”<sup>17</sup> Those entities receive the federal property at no cost, either by long-term lease or deed.<sup>18</sup> As this report shows, homeless service providers and local government agencies have used surplus federal property to provide meals, shelter, job training, counseling, administration of programs for homeless individuals, childcare, medical care, case management, substance abuse and mental health treatment, and food banks.

In enacting Title V, Congress used as its basis the Federal Property and Administrative Services Act of 1949 (FPASA),<sup>19</sup> a comprehensive scheme for the disposal of federal real property administered by the General Services Administration. Since 1987, GSA has conveyed over \$3 billion worth of federal property.<sup>20</sup> Normally, under FPASA, GSA conveys the property to other government entities or to private parties at its fair market

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<sup>13</sup> Pub. L. No. 100-77, 101 Stat. 484 (codified at 42 U.S.C. 11301, *et seq.*); Maria Foscarinis, The Federal Response: The Stewart B. McKinney Homeless Assistance Act, in HOMELESSNESS IN AMERICA, 160 (Jim Baumohl, Nat’l Coalition for the Homeless ed., 1996).

<sup>14</sup> 42 U.S.C. 11301(a)(1), (2).

<sup>15</sup> 42 U.S.C. 11301(a)(6).

<sup>16</sup> 42 U.S.C. 11301(b)(2).

<sup>17</sup> 42 U.S.C. 11411(a).

<sup>18</sup> 42 U.S.C. 11411(f); 45 C.F.R. 12a.9(e)(2).

<sup>19</sup> Now codified at 40 U.S.C. 101, *et seq.*

<sup>20</sup> Found at GSA’s website,

<http://www.gsa.gov/Portal/gsa/ep/channelView.do?pageTypeId=8195&channelPage=%2Fep%2Fchannel%2FgsaOverview.jsp&channelId=-12952>

price, but GSA has conveyed about one-third of the property to state or local government agencies as a “public benefit conveyance” at a substantially discounted price.<sup>21</sup>

Under FPASA and GSA’s implementing regulations, federal landholding agencies must conduct a survey to determine whether they have properties that are excess, surplus, unutilized, or underutilized. “Excess property” under FPASA is “property under the control of any Federal executive agency that is not required for the agency’s needs or the discharge of its responsibilities.”<sup>22</sup> The statute defines “surplus property” as any “excess real property not required by any Federal landholding agency for its needs or the discharge of its responsibilities, as determined by the Administrator of GSA.”<sup>23</sup> “Underutilized” under the statute “means an entire property or portion thereof, with or without improvements which is used only at irregular periods or intermittently by the accountable landholding agency for current program purposes of that agency.”<sup>24</sup> “Unutilized property” is “an entire property or portion thereof . . . not occupied for current program purposes for the accountable executive agency or occupied in caretaker status only.”<sup>25</sup>

While “surplus property” under the GSA regulations technically means only that excess property that is not required by any federal agency, the phrase “surplus federal property” has taken on a broader meaning, as reflected in the language of Title V, and covers all four types of federal real property that must be made available to assist homeless persons under Title V. For purposes of this report, we also will use this broader definition of “surplus property” to include all types of federal property that may be available for homeless assistance.

## **B. How Title V Works**

### **1. Suitability Determination**

Administration of Title V is complex and involves three separate federal departments (in addition to the property-holding agency): the Department of Housing and Urban Development (HUD), the Department of Health and Human Services (HHS), and the General Services Administration (GSA). The Interagency Council on Homelessness, which was created by the McKinney Homeless Assistance Act, also has the general responsibility of coordinating federal homelessness efforts.

Congress charged HUD with the task of screening all properties that potentially could be used to provide homeless services.<sup>26</sup> Each quarter, all federal agencies must submit descriptions of underutilized, unutilized, excess, and surplus real properties to HUD for a suitability determination. HUD then determines, based on the property survey form that

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<sup>21</sup> Id.

<sup>22</sup> 40 U.S.C. 102(3).

<sup>23</sup> 40 U.S.C. 102(10).

<sup>24</sup> 45 C.F.R. 12a.1

<sup>25</sup> Id.

<sup>26</sup> 42 U.S.C. 11411(a).

the landholding agency must complete, whether the properties are “suitable for use to assist the homeless.”<sup>27</sup>

Title V itself does not define “suitable for use to assist the homeless.” HUD considers properties suitable for the purposes of Title V unless they fall under one of the following categories:

National security: Properties to which the public is denied access, including properties where a security clearance is necessary for entrance, are unsuitable unless alternative access can be provided without compromising national security.<sup>28</sup>

Flammable or explosive materials: A property is considered unsuitable if it is within 2000 feet of any facility handling flammable or explosive material.<sup>29</sup>

Runways and Military airfield clear zones: Properties within airport or airbase runway clear zones are unsuitable.<sup>30</sup>

Floodway: Properties within a floodway of a 100-year floodzone are unsuitable unless the floodway has been corrected or only a small section of the property that will not affect the use of the remainder is in the floodzone.<sup>31</sup>

Documented Deficiencies: Properties containing hazards to personal safety are not suitable. These could include: contamination, structural damage, deterioration, asbestos, PCBs, radon, flooding, sinkholes or earthslides.<sup>32</sup>

Inaccessible: Properties to which there is no road or right of entry are unsuitable.<sup>33</sup>

Within 45 days of receiving HUD’s suitability determination, the landholding agency must explain to HUD whether there is a compelling federal need for the property or whether it intends to make the property available for homeless assistance. If the landholding agency contends that there is a compelling federal need for the property or that it should otherwise not be made available to assist homeless persons, it must fully justify its conclusion to HUD.<sup>34</sup>

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<sup>27</sup> 42 U.S.C. 11411(c)(1)(C).

<sup>28</sup> 24 C.F.R. 581.6 (a)(1).

<sup>29</sup> 24 C.F.R. 581.6 (a)(2).

<sup>30</sup> 24 C.F.R. 581.6 (a)(3).

<sup>31</sup> 24 C.F.R. 581.6 (a)(4).

<sup>32</sup> 24 C.F.R. 581.6 (a)(5).

<sup>33</sup> 24 C.F.R. 581.6 (a)(6).

<sup>34</sup> 24 C.F.R. 581.7.

## **2. Publication of Available Property**

Under the statute, HUD must publish a list of the properties reviewed within 15 days of the end of the 45-day period for the landholding agency to respond to the suitability determinations.<sup>35</sup> As a result of one of the court's orders in NLCHP's lawsuit against the federal agencies, the lists of property are published weekly in the Federal Register and in general, appear on Fridays. This publication must include all properties that are suitable and available, as well as all properties that have been determined unsuitable and/or unavailable. Information published about each property includes a description of the property, its address and its classification. In addition to this specific requirement, "the Secretary [of HUD], the Administrator [of GSA] and the Secretary of Health and Human Services shall make such efforts as are necessary to ensure the widest possible dissemination of the information on such list."<sup>36</sup> The Interagency Council on Homelessness must also distribute the list to all State and regional homeless coordinators.<sup>37</sup>

To appeal HUD's determination of unsuitability, the homeless provider must contact HUD either by calling a toll-free number (1-800-927-7588) or in writing within 20 days of its publication in the Federal Register.<sup>38</sup> Upon receiving the request for review, HUD will notify the landholding agency of the request and ask for all available information on the property to review the determination. HUD must act on the request for review within 30 days of receiving the requested information from the landholding agency. It will then notify both the potential applicant and the landholding agency of its decision.<sup>39</sup>

## **3. Applying for the Property**

Once HUD announces that a property is "suitable" and "available" in the Federal Register, the government must hold it for 60 days to allow potential applicants, called "representatives of the homeless,"<sup>40</sup> to submit a notice of interest in applying for the property. "Representatives of the homeless," which means nonprofit organizations or state or local government agencies, must submit a brief letter of interest to HHS identifying the property in which they are interested, describing the proposed use, giving the name of the organization or agency and whether it is a public body or a private non-profit, stating the provider's intent to apply formally for the property, and requesting an application packet.<sup>41</sup> Potential applicants may be individual organizations or government agencies, or a collaboration of nonprofits and/or government agencies, that intend to use the property for services for the homeless population such as meals, shelter, job training, and counseling.<sup>42</sup> Letters of interest must be sent to:

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<sup>35</sup> 42 U.S.C. 11411(c)(2)(A).

<sup>36</sup> 42 U.S.C. 11411 (c)(2)(B).

<sup>37</sup> 42 U.S.C. 11411(c)(2)(A).

<sup>38</sup> 24 C.F.R. 581.4 (e), (f).

<sup>39</sup> 24 C.F.R. 581.4 (f)(4).

<sup>40</sup> 42 U.S.C. 11411(i)(4).

<sup>41</sup> 45 C.F.R. 12a.9.

<sup>42</sup> 45 C.F.R. 12a.9(e)(2)(ii).

Director  
Division of Health Facilities Planning  
Public Health Service, Room 17A-10  
Parklawn Building  
5600 Fishers Lane  
Rockville, MD 20857

During the 60-day period in which potential applicants may submit a letter of interest, the landholding agency may not dispose of the property for any use other than to assist homeless persons. If the 60 days pass and HHS receives no letter of interest, the landholding agency may dispose of the property, but it still must give priority consideration to homeless uses if a letter of interest is submitted after the 60-day period.<sup>43</sup>

HHS will send an application packet in response to the letter of interest, which the applicant must return in 90 days. The application form for properties under Title V (HHS Form 696) is long and complex, and is not tailored to surplus property to serve homeless populations. It is the same application that HHS uses for disposing of federal property for all other uses, including hospitals, sewage disposal systems, animal control facilities, and forensic laboratories and morgues. The landholding agency possesses much of the information required in the application. The application also requires more detailed information than the Title V regulations require and in some instances, the application conflicts with the regulations.

According to the regulations, applicants must provide:

- 1) A description of the applicant organization, including documentation that the organization is a “representative of the homeless,” that the applicant is allowed to hold real property, and in the case of those private non-profit organizations applying for deeds, documentation of 501(c)(3) tax-exempt status.<sup>44</sup>
- 2) A description of the property and whether any proposed modifications conform to local use restrictions, except for local zoning regulations.<sup>45</sup>
- 3) An outline of the proposed program, explaining the population it will serve and “how the program will address the needs of the homeless population to be assisted.”<sup>46</sup> The application, in contrast to the Title V-specific regulations, requires an applicant for property to “[l]ist other facilities in the community that currently offer the same type of service you propose to offer, including the number of clients and/or beds. Provide information to support the need for additional services in the community. **Include any surveys, reports, or other documentation to support your analysis.**”<sup>47</sup>

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<sup>43</sup> 45 C.F.R. 12a.9 (a)(4).

<sup>44</sup> 45 C.F.R.12a. 9(b)(1).

<sup>45</sup> 45 C.F.R.12a.9(b)(2).

<sup>46</sup> 45 C.F.R.12a.9(b)(3).

<sup>47</sup> HHS Form 696 at 5 (emphasis in original).

4) The ability to finance and operate the proposed program, describing all costs and sources of funding, including the cost of maintaining the property. The application requires the applicant to provide more detailed information than the regulations seem to suggest, including a capital outlay budget and separate identification of funding sources for operations.<sup>48</sup>

5) A certification that the applicant complies with various non-discrimination requirements.<sup>49</sup>

6) Proof of ability to insure the property against loss, damage or destruction.<sup>50</sup>

7) Information relevant to historic preservation concerns, where applicable.<sup>51</sup>

8) Environmental information, including sufficient information about environmental issues to allow HHS to analyze the environmental impact of the proposed project on the surrounding area.<sup>52</sup> Again, the application's requirements are more detailed, requiring the applicant to complete a ten-page environmental questionnaire.<sup>53</sup>

9) The applicant must inform local government service providers of the proposed program.<sup>54</sup>

10) Those applicants applying to lease the property are not required to comply with local zoning requirements (because HUD's regulations preempt state and local zoning laws under the Supremacy Clause),<sup>55</sup> but applicants for either a lease or a deed must comply with local use requirements and building codes.<sup>56</sup> The application form, however, requires the applicant to "[i]ndicate the zoning restrictions, if any, that are applicable to the subject property, and assure that the proposed program will conform to such restrictions."<sup>57</sup>

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<sup>48</sup> HHS Form 696 at 6.

<sup>49</sup> 45 C.F.R. 12a (b)(5) (these include the Fair Housing Act, Equal Opportunity in Housing, Title VI of the Civil Rights Act of 1964, the Age Discrimination Act of 1975, and the Rehabilitation Act of 1973).

<sup>50</sup> 45 C.F.R. 12a.9(b)(6).

<sup>51</sup> 45 C.F.R. 12a.9(b)(7).

<sup>52</sup> 45 C.F.R. 12a.9 (b)(8).

<sup>53</sup> HHS Form 696, attachment C.

<sup>54</sup> 45 C.F.R. 12a.9 (b)(9).

<sup>55</sup> See also United States v. Village of New Hempstead, 832 F. Supp. 76 (S.D.N.Y. 1993) (upholding regulation exempting leased Title V property from local zoning requirements).

<sup>56</sup> 45 C.F.R. 12a.9 (b)(10).

<sup>57</sup> Form HHS 696 at 5.

#### **4. HHS' Consideration of the Application**

HHS, in theory, has 25 days in which to approve or deny an application.<sup>58</sup> HHS' regulations provide under "scope of evaluation" that "[d]ue to the short time frame imposed for evaluating applications, HHS' evaluation will, generally, be limited to the information contained in the application."<sup>59</sup> HHS often avoids this 25-day time limit by requesting additional information from the applicant. Of the seventeen applications HHS received in 2003, it acted within the twenty-five day period in only five cases.<sup>60</sup>

#### **5. Transferring the Property**

The statute requires that once an application is approved, the property must be made "promptly" available.<sup>61</sup> Generally, the property may be made available in one of two ways: The controlling agency may declare the property excess and transfer it to GSA, which may then deed or lease the property to an applicant. Or, the agency may grant an "interim use" permit directly to the applicant. Successful applicants can secure transfer of the property either by lease or deed. As noted above, any applicant that takes possession of the property under a permit or lease is not subject to local zoning requirements, although it still must comply with local use restrictions.<sup>62</sup>

#### **6. Judicial Review**

No specific HHS regulations govern the procedures for challenging HHS' rejection of an application, and there is no reported opinion in any case of a disappointed applicant suing any of the agencies that administer Title V. There is a case pending in the United States District Court for the District of Columbia, New Life Evangelistic Center, Inc. v. Tommy G. Thompson (C.A. No. 04-1159), in which the homeless services provider sued HHS and GSA for denying its application.

### **III. BASE CLOSURE COMMUNITY REDEVELOPMENT AND HOMELESS ASSISTANCE ACT OF 1994**

#### **A. Overview**

Originally, surplus military base property also fell under Title V of the McKinney Homeless Assistance Act. The Base Closure Community Redevelopment and Homeless Assistance Act of 1994 (1994 Base Closure Act)<sup>63</sup> revised Section 2905(b)(7) of the Defense Base Closure and Realignment Act of 1990 (DBCRA)<sup>64</sup> and amended Title V to remove military base property from Title V's requirement, substituting a new

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<sup>58</sup> 42 U.S.C. 11411(e)(3).

<sup>59</sup> 45 C.F.R. 12a.9(c).

<sup>60</sup> HHS Monthly Homeless Reports for 2003 (on file with NLCHP).

<sup>61</sup> 42 U.S.C. 11411(f)(1).

<sup>62</sup> 24 C.F.R. 581.9(b)(10).

<sup>63</sup> Pub. L. No. 103-421, 108 Stat. 4346 (codified at 10 U.S.C. 2687 note).

<sup>64</sup> Codified as amended at 10 U.S.C. 2687 note.



community-based redevelopment process. The 1994 Base Closure Act was designed to reconcile the affected communities' multiple interests in base property reuse and the national priority of assisting homeless persons. The 1994 Base Closure Act, in effect, replaces the priority of consideration for entire base properties with a different kind of safeguard -- inclusion in the reuse process and plan, and protection by mandatory federal review. In contrast to Title V, under which HHS will transfer the property to a provider or government agency only for homeless uses,<sup>65</sup> the 1994 Base Closure Act is more flexible and the base property can be used in any number of ways to provide homeless assistance. Some plans have provided, for example, for job set-asides for homeless people on the former base property, and under other plans, the property was sold for commercial use and the money from the sales was to be put in a housing trust to assist homeless people.<sup>66</sup>

## **B. How the 1994 Base Closure Act Works**

The base redevelopment process begins with the Defense Base Closure and Realignment Commission's recommendations as to what bases should be closed or realigned. Once the Commission chooses bases for closure or realignment, the Secretary of Defense must evaluate the property and determine whether the Department of Defense (DoD) or another federal agency needs the property.<sup>67</sup> After this screening phase, DoD must publish a list of all surplus buildings and properties in the Federal Register and in a newspaper of general circulation.<sup>68</sup>

While this federal screening process occurs, the affected communities must form a Local Redevelopment Authority (LRA). HUD defines an LRA as any authority or instrumentality established by State or local government and that the Secretary of Defense recognizes as the entity responsible for the reuse plan. After DoD recognizes this LRA, the Secretary of Defense notifies the community by publishing the name, address, and point of contact for the LRA in both the Federal Register and in a newspaper of general circulation in the communities affected.<sup>69</sup> At this point, the burden switches to the LRA to publish a time period during which it will receive "notices of interest" from homeless representatives and state and local governments.<sup>70</sup> "A notice of interest under this clause shall describe the need of the government, representative, or party concerned for the buildings or property covered by the notice."<sup>71</sup> The statute directs the LRA to consult with representatives of the homeless and take into account the needs of homeless people in preparing a reuse plan.<sup>72</sup> After all interested parties submit their notices of

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<sup>65</sup> Of course, in practice under Title V, homeless service providers have, on occasion, acquired other property or money from a city in exchange for a promise to withdraw an application for Title V property.

<sup>66</sup> See Maria Foscarinis, Converting Military Bases and Other Vacant Federal Property to Aid Homeless People, 28 CLEARINGHOUSE REVIEW 1365, 1369 (April 1995).

<sup>67</sup> § 2905(b)(7)(B)(i)(I). For ease of reference, all citations to the 1994 Base Closure Act are to the DBCRA as it appears in the note following 10 U.S.C. 2687.

<sup>68</sup> § 2905(b)(7)(B)(i)(IV).

<sup>69</sup> § 2905(b)(7)(B)(ii).

<sup>70</sup> § 2905(b)(7)(C)(i); (D)(i).

<sup>71</sup> Id.

<sup>72</sup> § 2905(b)(7)(C).

interest, the LRA then determines which notices of interest to support and submits a formal plan, incorporating all of the uses for the property, to the Secretary of Defense and HUD for review.<sup>73</sup> The LRA and homeless service providers, if they agree on a plan to serve homeless people, prepare legally binding agreements implementing that understanding.<sup>74</sup> The redevelopment plan essentially is a strategic plan for the reuse of the installation. It must explain the proposed reuses of the military installation and how this reuse will balance economic redevelopment, other community concerns, and homeless assistance.<sup>75</sup>

After the LRA submits its reuse plan to HUD and DoD, HUD has sixty days to review it to determine whether the LRA has complied with the homelessness requirements of the 1994 Base Closure Act.<sup>76</sup> In making this determination, HUD considers: (1) the size, nature, and need of the homeless population in the vicinity of the installation; (2) whether the LRA can document that it consulted with representatives of the homeless community and the extent of such consultation; (3) if the plan specifies how buildings and property will become available for homeless assistance; and (4) the economic impact of the proposed homeless assistance on the communities in the vicinity of the installation.<sup>77</sup> HUD can negotiate and consult with the LRA during the review process and will notify the LRA of its determination or, when necessary, of any further steps the LRA needs to take to comply with the 1994 Base Closure Act.<sup>78</sup> Upon acceptance of the plan, the military disposes of the property for the approved uses. It is then the LRA's responsibility, with HUD's assistance when necessary, to implement the reuse plan.

In 2001, Congress approved a round of base closures to be conducted in 2005 to achieve cost savings for the Department of Defense (DoD). In preparation, DoD promulgated base closure selection criteria in February 2004.<sup>79</sup> In 2005, a Presidentially-appointed Base Realignment and Closure (BRAC) Commission will recommend which bases should be closed. Some efforts are underway in Congress to delay this base closure selection process by one or more years, although such efforts are not expected to succeed and it is anticipated that Congress will approve a new round of base closures in 2005, and a significant amount of property will become available at that time.

#### **IV. IMPACT OF THE SURPLUS FEDERAL PROPERTY PROGRAMS**

Between 1988 and 2003, according to GSA, 91 properties worth a total of \$105.4 million were transferred under Title V of the McKinney Act to be used to assist homeless Americans, including the base closure properties that were transferred before Congress enacted the Base Closure Act in 1994.<sup>80</sup> Most of these properties were transferred in the early years of the statute's implementation as a result of NLCHP's lawsuit against the

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<sup>73</sup> § 2905(b)(7)(G).

<sup>74</sup> § 2905(b)(7)(F)(ii)(I).

<sup>75</sup> § 2905(b)(7)(G)(V).

<sup>76</sup> § 2905(b)(7)(h)(i).

<sup>77</sup> § 2905(b)(7)(H)(i)(I).

<sup>78</sup> § 2905(b)(7)(I)(i)-(v).

<sup>79</sup> 69 Fed. Reg. 6948 (Feb. 12, 2004).

<sup>80</sup> August 5, 2004, e-mail from GSA to NLCHP (on file with NLCHP).

federal agencies that implement the Act. In each of the last three fiscal years, an average of less than five properties were transferred under Title V, even though a total of 945 properties were publicized as suitable and available in 2003 and 886 were announced as suitable and available in 2002. In 2003, there were seventeen Title V applications.<sup>81</sup> HHS approved seven, it disapproved six, and four withdrew or failed to pursue the application after HHS requested more information.<sup>82</sup> It is troubling that so few local government agencies have received property under the program -- only three applied in 2003 and HHS approved one of the three applications (HHS denied one and the other government applicant apparently did not pursue the application).<sup>83</sup> Of the seven applications HHS approved in 2003, one withdrew after HHS approved the application because of a real or perceived inability to operate the program. Of the other six that applied successfully in 2003, only two had actually received the property as of September 2004.<sup>84</sup>

Since the 1994 Base Closure Act became effective, HUD has approved ninety base closure plans, and fifty-three included accommodations for homeless services.<sup>85</sup> With respect to the other thirty-seven plans, the LRA received no notices of interest from homeless service providers.<sup>86</sup> While neither DoD nor HUD keeps statistics on the amount or value of property that ultimately is devoted to homeless services under the 1994 Base Closure Act, it is safe to assume that both numbers are significant, and that base closure property represents an important resource for homeless service providers.

Part Two of this report describes sixty-four programs that acquired surplus federal property or directly benefited from the property. All of the properties were transferred before January 1, 2004. Four of the programs are no longer operating, two never began operations, and two will begin operations by 2006. These numbers include properties under both Title V and the 1994 Base Closure Act. While NLCHP included as many properties in this report as possible, in many instances (especially with properties transferred before the agencies complied with the court's order requiring the agencies to report on the program to NLCHP), information about the programs was unavailable. In other cases, program officials did not respond to requests for information.

Of the sixty-four properties described in the report, local governments acquired six properties, and non-profit organizations acquired the rest. Three of the local government applicants (in Redmond, Washington, Miami Dade County, Florida, and King County, Washington) formed public/non-profit collaborations to develop the property.

Service providers have used the properties for a wide variety of programs, and many offer multiple services. Ten programs offered emergency shelter, serving almost 11,900

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<sup>81</sup> HHS Monthly Homeless Reports for 2003 (on file with NLCHP).

<sup>82</sup> Id.

<sup>83</sup> Id.

<sup>84</sup> HHS Title V Activity Reports for January through September 2004 (on file with NLCHP).

<sup>85</sup> September 22, 2004, e-mail from HUD to NLCHP (on file with NLCHP).

<sup>86</sup> Id.

homeless people a year. Nine of the programs are still operating, providing emergency shelter to 11,788 persons a year.

Forty-two programs receiving property offered transitional housing, although only thirty-seven of those programs are currently using surplus federal property. Two more transitional housing programs will operate by 2006. Those thirty-nine programs will serve more than 5000 homeless people annually.

There are few permanent housing programs (in part because HHS no longer allows Title V property to be used for permanent housing of any kind). Two of the four permanent housing programs use base closure property, one was approved before HHS decided not to approve permanent housing, and one is a program that gave up the Title V property (after significant community opposition) in exchange for property the city offered at another site. Two of the four programs that offer permanent housing include supportive services for residents with disabilities.

Although only a small number of properties were used for food pantries or food banks, the seven programs provide meals to almost 1,900,000 people a year. The Emergency Foodlink, which operates on a former army depot, has become the largest single food program in the nation, serving more than 1.5 million people a month.

Five programs offer mental health services to individuals with mental disabilities, serving more than 4,000 people annually, while seven properties have been used to provide substance abuse services to about 6,200 people each year. Most of the programs (forty out of sixty-four) provide case management and counseling, serving more than 132,000 clients a year. Only four of the programs operate adult day centers, but they serve 5,500 homeless people annually. Eleven programs offer childcare to more than 3,300 homeless children a year. Finally, twenty-one programs offer education and/or job training, serving more than 20,000 homeless individuals annually.

The programs experienced a variety of reactions from the communities in which they applied to operate. Eleven of the programs NLCHP surveyed reported significant community opposition. One program, the Tri-County Community Action Committee, Inc. in Hughesville, Maryland, has yet to open, at least in part because of significant opposition from the community as well as zoning problems. In Denver, the community opposition forced the providers to give up their claim to the Lowry Air Force Base property in exchange for other property or, in some instances, revenue from the sale of the property. The negotiations that resulted in the exchanges were long and drawn out, and it took years for the programs to begin operations.

At least six programs, including Aftercare Ministries in Alexandria, Louisiana, have reported good community relations, fostered in part by their early efforts to generate community support. In Bangor, Maine, local organizations and residents have provided the Park Woods transitional housing community with multiple in-kind donations. The Salvation Army Family Shelter in Benton, Arkansas, which operates in a former federal

building, has broad community support and receives clothing donations from area business people.

## **V. BARRIERS TO ACHIEVING MAXIMUM EFFECTIVENESS OF THE SURPLUS PROPERTY PROGRAMS**

While a significant amount of federal property has been transferred under Title V and the 1994 Base Closure Act to assist homeless Americans since the McKinney Act became effective, a variety of factors have prevented the programs from having the maximum impact possible. A number of these problems are reflected in the record of the ongoing litigation between NLCHP and the federal agencies responsible for implementing Title V, which began in 1988. Since first entering a permanent injunction, the U.S. District Court for the District of Columbia has issued additional orders enforcing its injunction on four occasions.<sup>87</sup> These orders relate generally to the agencies' refusal to identify all property to which Title V applies, HUD's failure properly to determine which property is suitable to serve homeless persons, and the agencies' failure to conduct meaningful outreach for the program. In 1991, three years after the suit was filed, the district court noted that "[t]he defendants . . . still do not appear to be serious about their obligation and responsibility to 'take such actions as may be necessary to make vacant federal properties available to assist the homeless.'"<sup>88</sup> As part of the extensive relief in the lawsuit, the district court ordered HHS to include the name and phone number of NLCHP in the application packet, explaining that it is an organization able to help applicants complete the forms.<sup>89</sup> The United States District Court has described the long trail of litigation over Title V as a record of the agencies' "history of resolving conflicts to the detriment of those whom the McKinney Act was designed to help and protect."<sup>90</sup>

While the district court's injunction improved the administration of Title V of the McKinney Act in several respects, other factors continue to impede the effectiveness of both surplus property programs. Some barriers could be removed with almost no effort on the part of the federal agencies responsible for implementing the statutes. Others are more problematic and will require more sophisticated solutions.

### **A. Ineffective Outreach**

The McKinney Act requires the three federal agencies responsible for administering Title V to "make such efforts as are necessary to ensure the widest possible dissemination of the information on [the list of available and suitable properties]."<sup>91</sup> Congress thus

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<sup>87</sup> See NLCHP v. U.S. Veterans Admin., 98 F. Supp. 2d 25 (D.D.C. 2000); NLCHP v. U.S. Veterans Admin., 819 F. Supp. 69, 77 – 80 (D.D.C. 1993); NLCHP v. Veterans Admin., No. 88-2503, 1992 WL 44324, at \*4 (D.D.C. Feb. 11, 1992); NLCHP v. U.S. Veterans Admin., 765 F. Supp. 1, 13 – 14 (D.D.C. 1991), aff'd, 964 F.2d 1210, 1214 (D.C. Cir. 1992); Nat'l Coalition for the Homeless v. U.S. Veterans Admin., No. 88-2503, 1988 WL 136958, at \*10 (D.D.C. Dec. 15, 1988).

<sup>88</sup> NLCHP v. U.S. Veterans Admin., 765 F. Supp. 1, 13 (D.D.C. 1991), aff'd, 964 F.2d 1210, 1214 (D.C. Cir. 1992).

<sup>89</sup> NLCHP v. U.S. Veterans Admin., 819 F. Supp. 69, 73 (D.D.C. 1993).

<sup>90</sup> NLCHP v. U.S. Veterans Admin., No. 88-2503, 1992 WL 44324, at \*2 (D.D.C. Feb. 11, 1992).

<sup>91</sup> 42 U.S.C. 11411(c)(2)(B).

recognized that the program would not be effective if those serving homeless people did not know about the program and the property available under it. The agencies responsible for administering the program, however, failed from the beginning to do sufficient outreach. The court in 1991 faulted the agencies on this count, finding that “defendants have failed to provide a meaningful outreach program,”<sup>92</sup> even though at the time, outreach included “numerous seminars conducted by the Interagency Council for the Homeless” and a HUD-planned “marketing campaign.”<sup>93</sup> The court found that the agencies also must “provide direct information to homeless providers on the properties that are available in their localities.”<sup>94</sup>

The agencies’ efforts to publicize the availability of the property continue to be woefully inadequate. There have been no agency seminars on the program, no HUD marketing campaigns, and no consistent efforts to provide direct information to homeless providers to let them know of property in their areas that might be available. And while technology has improved significantly since Congress passed Title V, the agencies responsible for administering the Act have failed to take advantage of these improvements. Only HUD even references the Federal Register notices on its web site, and the Federal Register notices represent far from adequate outreach. The weekly notices list only the property that has become available that week, and there is no one place that lists all the property that is suitable and available at any given time. While it is not possible to estimate how many more applications would be filed if the agencies disseminated the information about the program more effectively, we must assume that there would be more than just seventeen applications for 945 properties over the course of a year.<sup>95</sup> It is particularly troubling that so few local government agencies have received property under the program -- only three applied in 2003 and HHS approved one of the applications.<sup>96</sup>

HUD also is the only agency whose web site explains Title V. It provides an outdated link to the Federal Register, although the link takes one just to the Federal Register home page, not to the pages that list the available property. HUD’s web site does not explain for what a potential applicant should be searching once he/she gets to the general Federal Register site. And once one links to the Federal Register site, the most that is available is a list of properties that HUD has announced as suitable and available during any particular week. There is no comprehensive list of all properties that currently are available and suitable to assist the homeless. HUD has no information on its web site about the 1994 Base Closure Act, although it is possible that such information will be posted when that process gets underway in 2005.

At this time, HHS has no information on its web site about Title V, although NLCHP has been urging HHS to include such information for the past several years. The HHS web

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<sup>92</sup> NLCHP v. U.S. Veterans Admin., 765 F. Supp. 1, 12 (D.D.C. 1991).

<sup>93</sup> Id.

<sup>94</sup> Id.

<sup>95</sup> HHS Monthly Homeless Reports for 2003 (on file with NLCHP).

<sup>96</sup> HHS Title V Activity Reports for January through September 2004 (on file with NLCHP).

site thus does not contain the application form or explain the procedures for applying for surplus property under Title V.

The General Services Administration's web site is similarly unhelpful. There is no page on the site that explains the Title V program or GSA's role in administering the program, although there is one page with Title V notices.<sup>97</sup> Most importantly, as with the Federal Register notices, there is no cumulative list of all of the properties that are currently available for use to assist the homeless. GSA does list, however, all properties currently for sale, so the technology for listing all available Title V properties presumably is available.<sup>98</sup>

The web site of the Interagency Council on Homelessness is equally unenlightening. It provides no information at all about available properties, and the only mention of Title V is a link to the statute. The Council has started to distribute a newsletter that sporadically provides links to the HUD web site or the Federal Register, but again, the web site does not explain the program and there is no comprehensive list of currently-available property.

### **B. Agency Attempts to Withhold Property**

The suitability determination process suffers from two problems. First, properties that would be desirable and usable as facilities to assist homeless people are also more likely to be desirable for other purposes. Second, in contrast, HUD lists large numbers of property that are not suitable for homeless use, resulting in providers wasting resources pursuing properties that will not work out in the long run. Because of the first problem -- the desirability of suitable properties for non-homeless uses -- the landholding agencies or GSA are motivated to withhold the properties from the McKinney process. GSA or other agencies have sought special legislation to exempt what they view as particularly desirable properties from Title V altogether. In 2003, HHS listed 51 properties that were taken out of the McKinney process by special legislation.<sup>99</sup>

When that avenue fails, the other agencies are able to thwart the McKinney process by interpreting suitability standards very narrowly. Although HUD is responsible for determining the suitability of surplus property, HUD does not confirm or audit the results of the property surveys it receives from the landholding agencies. The agencies therefore have much latitude in defining subjective criteria, and there is little HUD can do to ensure accurate application of the criteria, absent an objection from someone in the community who knows the property. Many properties are listed, for example, as "excessively deteriorated," a subjective phrase that agencies could use to avoid McKinney requirements. In September 2004, a homeless service provider in Ohio told us of a property that the Department of Veterans Affairs (VA) listed as "excessively deteriorated," that the VA later offered to lease to the provider at a market rate. The

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<sup>97</sup> See <http://rc.gsa.gov>.

<sup>98</sup> See GSA web site at:

<http://rc.gsa.gov/ResourceCenter/Property/Propforsale/updateProperty/theList60767.pdf>.

<sup>99</sup> HHS Monthly Homeless Reports for 2003 (on file with NLCHP).

provider has challenged the unsuitability determination with HUD but the challenge has not yet been resolved.<sup>100</sup>

Federal agencies have attempted to use their administrative authority to limit Title V as well. In the late 1990s, the General Services Administration argued that a federal property act that was enacted before Title V trumped Title V's requirements. GSA thus sold a courthouse in St. Louis, Missouri, without making it available under Title V. GSA was planning to sell another in Lafayette, Louisiana, when the U.S. District Court in D.C. barred the sale, after NLCHP objected, because GSA had failed to comply with Title V.<sup>101</sup>

At the same time, the standards for determining what is "suitable" to serve homeless people are vague. HUD thus lists property that may contain asbestos or other contamination (even though its guidelines suggest such property would not be considered suitable). 401 of the 945 listings for properties in 2003 mention the possibility of asbestos or lead contamination.<sup>102</sup> Homeless service providers with limited resources must thus apply for property without knowing what expense they will incur to make the property useable.

### **C. Cumbersome and Standardless Application Process**

In response to NLCHP's survey, many service providers mentioned difficulties in navigating the application process. As noted above, the application form that HHS requires applicants to use under Title V is a standard form (HHS Form 696) that HHS uses for all property disposals as "public benefit conveyances." HHS thus uses the same form to transfer a small house that will be used as a homeless service provider's administrative offices under Title V as it does property that will be transferred under FPASA for sewage disposal systems, hospitals, and animal control facilities. The application, for example, suggests that the provider may not use the property without complying with local zoning laws. That, however, is not true if it is Title V property that is leased from the federal government, rather than property deeded to the provider.<sup>103</sup>

Use of this complicated form, not tailored to Title V, guarantees a long, complicated process that makes it unlikely that HHS will be able to rule on an application within the time frame the statute requires. Thus, in 2003, HHS completed evaluating only five out of seventeen applications in the 25-day statutory period.<sup>104</sup> Such delay conflicts with Congress's intent to provide immediate help to the nation's homeless population. It also conflicts with HHS' understanding, reflected in its regulations, that its "scope of evaluation" should be limited.<sup>105</sup>

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<sup>100</sup> E-mail correspondence with provider (on file with NLCHP).

<sup>101</sup> NLCHP v. U.S. Veterans Admin., 98 F. Supp. 2d 25 (D.D.C. April 27, 2000).

<sup>102</sup> Id.

<sup>103</sup> 24 C.F.R. 581.9(b)(10).

<sup>104</sup> HHS Monthly Homeless Reports for 2003 (on file with NLCHP).

<sup>105</sup> 45 C.F.R. 12a.9(c).



Several providers described the difficult application process, which often includes repeated HHS requests for supplemental information. HHS asked for various types of information that was not listed specifically in the application or in HHS regulations, especially environmental impact information. The Economic Security Corporation of the Southwest Area in Joplin, Missouri, reported multiple problems with its application for a former federal building, including being required to answer difficult environmental questions, even though the building was going to be used for administrative offices. The Southern Maryland Tri-County Community Action Committee made multiple submissions to HHS, which asked it on several different occasions for environmental information.

An applicant in St. Louis filed its original application on December 22, 2003. HHS requested additional information on four subsequent occasions. The applicant responded promptly to each request for additional information.<sup>106</sup> HHS ultimately denied the application on April 26, 2004, taking five times as long as the statute envisions for ruling on an application.<sup>107</sup>

In most cases, homeless services providers have neither the expertise to answer complicated environmental questions (that make sense in the context of big projects, like sewage disposal plants, that will have some environmental effects), nor do they have the money to hire environmental or financial experts. Requiring complicated environmental and economic analyses from homeless assistance providers simply diverts valuable resources from the homeless community Title V is intended to serve.

Another defect in the process is the lack of standards governing how HHS makes its decisions. Objective criteria are particularly important when so much political pressure is brought to bear on the decision-maker, as was evident from the correspondence on behalf of the City of St. Louis to HHS in the example above. HHS did not mention this deluge of correspondence in its decision letter.<sup>108</sup> HHS alleged that part of its basis for denying the application in St. Louis was its finding that there was insufficient “need” for the services in St. Louis -- a city with a critical homeless problem -- because other shelters had plans that included enough beds for individual homeless people.<sup>109</sup> HHS’ finding that the City of St. Louis had no need for the proposed services (including housing, job training, and case management) because St. Louis claimed that it would have enough shelter beds ignores the other services the applicant proposed, and makes no sense in light of HHS’ recognition that homeless individuals need more than just a bed in a shelter to escape homelessness.

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<sup>106</sup> Complaint, New Life Evangelistic Center, Inc. v. Tommy G. Thompson (D.D.C. ) (C.A. No. 04-1159).

<sup>107</sup> Letter from Heather Ransom, Director, Division of Property Management, to Larry Rice (April 26, 2004) (HHS Letter).

<sup>108</sup> Responses of the City of St. Louis and GSA to FOIA requests from the New Life Evangelistic Center (on file with NLCHP). The documents include letters to HHS urging denial of the application from the Mayor of St. Louis, the City of St. Louis Affordable Housing Commission, the President of the Board of Directors of the Public Library, the Human Development Corporation of Metropolitan St. Louis, the St. Louis Chief of Police, Missouri Senator Christopher Bond, Missouri Congressman Clay, the St. Louis Department of Human Services, and an Alderman of the City of St. Louis.

<sup>109</sup> HHS Letter.

Similarly, HHS' letter to the St. Louis applicant suggested that the applicant had insufficient financial resources to operate the proposed programs. HHS has not issued criteria for making such a determination, and did not articulate such standards in its letter denying the application.<sup>110</sup> To require homeless service providers to prove beyond a reasonable doubt that there is a significant need for additional homeless services in a community, or that they have an overwhelming financial ability to run the program successfully, is inconsistent with the Act. The law does not require homeless service providers, with their limited resources, to guarantee indefinite financial solvency. It also is entirely unnecessary because if the provider encounters financial problems and cannot operate the program, HHS can reclaim any property that is not used for the purposes in the application.<sup>111</sup>

#### **D. Unreasonable Limits on the Use of Title V Property**

Under Title V, the only statutory limitation on the use of the surplus federal property is that it must be "use[d] to assist the homeless."<sup>112</sup> HHS regulations require the agency to review the services the applicant proposes to provide, "such as meals, shelter, job training, and counseling."<sup>113</sup> Although nothing in the Act or the regulations prohibits using surplus property for permanent housing, including permanent supportive housing, HHS has taken the position that it will not approve applications that envision any type of housing other than transitional housing -- housing in which people cannot live for more than two years.

Several studies on family homelessness have recommended that resources should be redirected from transitional housing toward permanent "housing first" strategies, and the Interagency Council's web site shows this Administration's preference for the stability of permanent housing.<sup>114</sup> Studies have found that the majority of homeless families, even those with multiple needs, who move directly to permanent housing from shelters and other homeless situations remain stable for considerable periods of time.<sup>115</sup> Other research has found a correlation between the stability of low-income workers' housing and their ability to find and keep a job.<sup>116</sup> In addition, individuals with disabilities may never be able to live independently, so transitional housing serves no real purpose in that context. This Administration has made ending chronic homelessness a key goal. To the extent that using Title V property for permanent housing serves the goals of reducing homelessness, especially for the chronically homeless who need permanent supportive housing, HHS' inflexibility on the appropriate use of surplus property makes little sense.

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<sup>110</sup> Id.

<sup>111</sup> See 45 C.F.R. 12.9.

<sup>112</sup> 42 U.S.C. 11411(e)(1).

<sup>113</sup> 45 C.F.R. 12a.9(e)(2)(i).

<sup>114</sup> See the web site of the Interagency Council at: <http://www.ich.gov/library/pr02-078.html>.

<sup>115</sup> Rog, Debra J. and Holupka, C. Scott, "Reconnecting Homeless Individuals to the Community," PRACTICAL LESSONS: THE 1998 NATIONAL SYMPOSIUM ON HOMELESSNESS RESEARCH 11-9 (U.S. Department of Housing and Urban Development and U.S. Department of Health and Human Services, August 1999).

<sup>116</sup> Id. at 11-27.

Over the years, many providers have been unable to obtain Title V property because they intended to fulfill the need for permanent, rather than transitional, housing. Late last year, the public housing authority in Calexico, California, unsuccessfully applied to use old border patrol property for permanent housing, not knowing that HHS would reject such an application. HHS also recently denied an application contemplating permanent housing in Albany, Georgia. While it is impossible to determine how many housing providers would have applied to use surplus federal property for permanent housing had HHS' policy not precluded that use, sixteen national organizations concerned about housing and homelessness, including the Corporation for Supportive Housing, Habitat for Humanity International, the National Alliance to End Homelessness, the National Association of Housing and Redevelopment Officials, the National League of Cities, and Volunteers of America, all signed a letter in July 2004 to the Secretary of Health and Human Services, urging the Department to allow Title V property to be used for permanent housing.

### **E. NIMBY Opposition**

Of the sixty-four providers in our survey, eleven mentioned Not-in-My-Backyard (NIMBY) opposition to their programs, which in some cases resulted in programs being unable to use the property for which they applied. Some reported not just a lack of support for their efforts, but genuine opposition to serving homeless people in their communities. Community opposition often comes in the form of zoning regulations.

Under Title V, programs that lease property are not subject to local zoning actions, although they must comply with local building codes, such as those that address fire safety issues. At least some providers were not aware that they had the option of leasing the property so they could avoid NIMBY-ism in the form of hostile zoning actions. The Southern Maryland Tri-County Community Act Committee, for example, reported that after it obtained its deed in July 2002, the town undertook a comprehensive rezoning effort that rendered the program's proposed use of the property nonconforming. Those providers who acquire the property by deed thus are vulnerable to zoning efforts to derail their programs, while providers who lease the property under long-term leases are protected from local zoning efforts under HUD regulations. Rather than making this clear to applicants, HHS confuses the issue with its application Form 696 that tells applicants that they must comply with local zoning codes.<sup>117</sup>

The federal agencies that administer Title V also do little or nothing to help providers that apply for surplus property deal with community opposition, and in some cases, appear to facilitate it. Although the applicant in St. Louis was not aware of all of the letters of opposition to its application HHS received, responses to FOIA requests subsequent to the decision show a determined effort on the part of all branches of the government of the City of St. Louis to derail the application. City, state, and federal officials corresponded extensively with HHS and the Interagency Council, voicing unanimous opposition to using a federal office building to provide services to St. Louis' large homeless

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<sup>117</sup> HHS Form 696 at 5.

population.<sup>118</sup> HHS' letter denying the application failed to reveal the City's opposition.<sup>119</sup> Given that the federal agencies' role should be to help end homelessness, they should be actively engaged in building community support for homeless services, rather than sanctioning community antagonisms.

#### **F. Administrative and Legislative Attempts to Cut Back on Surplus Federal Property Programs**

Over the years, agencies and Congress have attempted to circumvent or cut back on Title V's coverage by removing property from the Title V process. In 2003, 51 properties were removed from the process by special legislation.<sup>120</sup> Federal agencies also have been successful in seeking broader exemption authority. In 1991, for example, the Secretary of the Veterans Administration (now Veterans Affairs) successfully sought congressional authority to enter into "enhanced-use leases" with respect to real property that is under VA's jurisdiction or control.<sup>121</sup> The enhanced-use lease statute allows the VA to lease undeveloped or underutilized property for compensation in the form of cash or in-kind consideration for leasing the property. The law requires that enhanced use leases "contribute to the VA's mission, enhance the use of VA property, and provide VA with fair compensation."<sup>122</sup> This focus reflects VA's clear preference for remuneration rather than leasing or deeding the property at no cost to homeless organizations under Title V. As noted above, NLCHP learned from a provider in Ohio that the VA has used its enhanced-use lease authority to try to lease property to homeless service providers at market rates or higher, after claiming that the property was "too deteriorated" to be used to provide homeless services under Title V.<sup>123</sup>

Other legislative attempts to cut back on Title V include a bill introduced in 2002, the "Bob Stump National Defense Authorization Act for Fiscal Year 2003," which would have exempted from the Title V process any federal property that local or federal officials alleged was needed to respond to war or other emergencies.<sup>124</sup> The bill appeared to permit anyone who requested a conveyance unilaterally to make these federal properties entirely unavailable for homeless uses. Thus, for example, the provision would have permitted local officials who did not want a particular property to be used for a homeless shelter to exclude it under the guise of national emergency or disaster. This part of the bill was dropped before it became law, at least in part due to NLCHP's efforts to educate Congress about the value of Title V and the repercussions of the provision.

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<sup>118</sup> Responses of the City of St. Louis and GSA to FOIA requests from the New Life Evangelistic Center (on file with NLCHP).

<sup>119</sup> HHS Letter.

<sup>120</sup> HHS Monthly Homeless Reports for 2003 (on file with NLCHP).

<sup>121</sup> Pub. L. No. 102-86, Title IV, § 401(a), 105 Stat. 417 (codified at 38 U.S.C. 8162).

<sup>122</sup> Department of Veterans Affairs Memorandum from Director, Los Angeles Audit Operations Division, to Under Secretary for Health (July 13, 2001) (found at: [http://www.index.va.gov/search/va/va\\_search.jsp](http://www.index.va.gov/search/va/va_search.jsp)).

<sup>123</sup> September and October 2004 e-mail exchanges with Ohio provider (on file with NLCHP).

<sup>124</sup> H.R. 4546, 107th Cong. § 2813 (2002).

Most recently, in the fall of 2004, the Administration introduced legislation that would have exempted all VA property from the Title V process.<sup>125</sup> The legislation was amended before passage to narrow the exclusion to one piece of property in the District of Columbia after NLCHP and the National Coalition for Homeless Veterans objected to narrowing Title V's reach.

One of the latest threats to Title V appeared in February 2004, when the President issued an executive order establishing a Federal Real Property Council within OMB to institute more effective property management.<sup>126</sup> According to OMB, "[f]ederal agencies currently hold significant amounts of underused and unneeded real property" and action is needed to "dispos[e] of these properties."<sup>127</sup> OMB's announcement of the initiative did not mention the agencies' responsibility to make surplus property available under Title V. OMB's subsequent (failed) attempt to have certain properties (including multiple housing units) excluded from Title V coverage through a special authorities request in the FY 2005 Budget suggests less than full support of the statute and the program.<sup>128</sup> While NLCHP understands the need to improve property inventory procedures, such procedures need not preempt the agencies' statutory duties under Title V.

## **VI. Recommendations for Strengthening Surplus Federal Property Programs**

### **A. Agencies Should Improve Outreach**

Although Title V and the 1994 Base Closure Act require the implementing federal agencies to ensure the widest possible dissemination about the availability of surplus federal property, the information continues to be difficult to access. The federal agencies charged with implementing the surplus federal property programs must improve their outreach efforts and comply with the statute and the court's order to ensure that providers know about properties in their areas. At the very least, the agencies should ensure that their web sites are current and provide complete information on all of the surplus property that is available and how to apply for it.

The federal agencies' outreach efforts should extend to state and local government agencies, and encourage private/public collaborations. Only six of the programs in our report were sponsored by government entities, and only three projects involved collaboration between government and non-profits. The federal agencies should publicize the programs and the availability of the properties to organizations such as the National League of Cities, the U.S. Conference of Mayors, the International City Management Association, the National Governors Association, and the National Association of Counties, to ensure the greatest possible outreach and the largest possible number of collaborations. Many of the properties that HUD announces are available are very large (and probably should be made available in more useable parcels). Larger

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<sup>125</sup> S. 2845, 108th Cong. § 8122 (2004).

<sup>126</sup> Executive Order No. 13327, 69 Fed. Reg. 5897 (Feb. 4, 2004).

<sup>127</sup> Found at OMB's web site: [www.whitehouse.gov/omb/pma/print/fed\\_real\\_prop\\_2004mgmt\\_init.html](http://www.whitehouse.gov/omb/pma/print/fed_real_prop_2004mgmt_init.html).

<sup>128</sup> Budget Appendix, pp. 510, 975 (March 2004).

properties could and should be the focus of collaborative efforts by nonprofit organizations and local government agencies.

The agencies also should resume the efforts they assured the court they were making in the early 1990s, including conducting seminars and marketing the program to non-profit organizations and state and local agencies.<sup>129</sup> The training could focus on the issues the providers have encountered in trying to apply and use federal property, including how to foster community support and collaborate with other organizations and agencies.

### **B. HUD Should Ensure Proper Suitability Determinations and That All Suitable Property Is Made Available**

HUD should not rely solely on the agencies' responses to HUD surveys to determine whether property may be suitable for use for homeless services. HUD should have the resources to monitor agency responses and ensure that the agencies provide HUD accurate designations. HUD also should require agencies to determine accurately the status of the property, including whether and to what degree the property may be contaminated by asbestos, lead, or other dangerous materials.

HUD would be assisted in this process if it had detailed, uniform, and realistic criteria for determining suitability, including what excessively deteriorated means. By improving the suitability determination process, HUD could ensure both that all appropriate properties are made available, and exclude those that have no realistic possibility of being used for homeless services.

### **C. HHS Should Simplify and Standardize the Application Process**

HHS' application process should be streamlined so that properties can be turned over "promptly" to service providers as Congress intended. Because Congress did not intend the application process to be a lengthy one in which HHS asks long series of questions irrelevant to using the property to serve homeless people, HHS should develop a short application form tailored to Title V. Congress would not have afforded HHS only 25 days to review applications if it expected HHS to undertake the long, complicated review needed for major projects with significant public health implications, such as a sewage disposal system. HHS thus should limit its "scope of evaluation," as it recognized it must when it wrote the regulations.<sup>130</sup> Title V creates a presumption that homeless services providers and local government agencies should be able to obtain surplus federal property to help homeless people, and for HHS to turn the process into a long one in which the provider bears the burden of proving just how much a particular type of homeless service is needed in a community is completely inconsistent with both the statutory and regulatory scheme.

Given the volume of information HHS currently requests and must therefore review, HHS is, of course, challenged to determine how to evaluate all that information. It also

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<sup>129</sup> NLCHP v. Veterans Admin., 765 F. Supp. at 11-12.

<sup>130</sup> 45 C.F.R. 12a.9(c).

may be susceptible to outside pressures absent specific standards applicable to the Title V review process. Limiting the information HHS requires from Title V applicants will make it easier for HHS to develop a set of uniform criteria to govern the application review process. After it has limited the scope of evaluation to the information provided in a properly-tailored Title V application, it should be relatively easy for HHS to establish reasonable standards for reviewing that information, consistent with the congressional directive to use surplus federal property to serve homeless people.

#### **D. HHS Should Allow Surplus Property to Be Used for Permanent Housing**

Given this Administration's focus on ending chronic homelessness, and the increasing recognition of housing experts that providing permanent housing is the best way to address homelessness, HHS' position barring permanent housing is unjustified. Other parts of the McKinney-Vento Homeless Assistance Act recognize permanent housing as one solution to the problems of homelessness, and HUD and DoD allow base closure property to be used to serve the need for permanent housing. Because neither the statute nor HHS's regulations bar such a use, HHS can and should immediately reverse its position.

#### **E. HHS and HUD Should Work to Overcome NIMBY Problems**

HHS and HUD should explain clearly to applicants the implications of leasing the property rather than acquiring the property by deed. Because, in most situations, the providers will not gain any benefit from ownership as opposed to a long-term lease, they should be aware that in taking a deed to the property, they risk being subject to the vagaries of local zoning laws, and the whims of local zoning officials. HHS also should consider allowing property that has been deeded already to revert back to HHS if a provider finds that zoning laws enacted after the property was sold prevent it from using the property as the statute envisions. In that case, HHS should accept the property and then lease it back to the provider to ensure that the congressional purpose in enacting Title V is not defeated.

The federal agencies, particularly HUD, HHS, and the Interagency Council, should also help applicants for surplus property avoid NIMBY issues by working with the community. Providers have reported significant success dampening community concerns when the city and neighbors are included in the initial stages of planning. The agencies should provide technical assistance to providers to allow them to navigate community concerns, and educate communities about the need for services for homeless people, and explain that concerns about having homeless people in their midst are, for the most part, based on false stereotypes. At least in the case of St. Louis, it appears that the Interagency Council and HHS took just the opposite approach. Rather than attempting to convince the City of the need for services for its large homeless population, they were co-opted by the City's opposition to the program.<sup>131</sup>

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<sup>131</sup> See Responses to New Life Evangelistic Center's FOIA request to City of St. Louis and GSA (on file with NLCHP).

## **F. The Administration and Congress Should Be Committed to the Programs**

The Administration and Congress need to become educated on the benefits of the surplus federal property programs, and make a genuine effort to ensure their success. Agency attempts to exempt property from the process and congressional efforts to amend Title V ensure that the programs do not serve as many of the millions of homeless people as possible. Without a genuine commitment to implementing Congress's purpose in enacting the surplus property programs, the programs will never achieve maximum effectiveness.

## **G. Recommendations for Providers/State and Local Government Agencies**

### **1. Collaborate**

Applicants for surplus property should work to avoid NIMBY issues by working with the community and with each other as soon as possible in the process. Providers have reported significant success dampening community concerns when they include city and neighbors at all planning stages and approach the application process as a collaborative effort. Engaging a government agency as part of the collaborative increases the chances of allaying community concerns. Collaborations also increase the chances of demonstrating to HHS that the applicant has the resources to operate the program successfully.

### **2. Be Aware of Property in the Community**

Homeless service providers who learn about unused or vacant federal property should check with HUD and NLCHP to determine whether it is properly listed as available under Title V. Providers should direct any concerns that the federal government may not be complying with Title V's requirements to NLCHP, and NLCHP will determine the status of the property.

### **3. Contact NLCHP with Questions**

Applicants under Title V or the 1994 Base Closure Act that have questions or encounter problems in the application process should contact NLCHP for assistance.

## **VII. CONCLUSION**

Homelessness continues to be a crisis in this country and there is much we can and should do to address the needs of poor and homeless Americans. Ensuring that the surplus federal property programs work as Congress intended can be part of the solution, and the agencies responsible for the programs must play a leading role in this effort.



**PART TWO**  
**PROGRAMS BY STATE**

**ANCHORAGE  
DUPLEXES**

1057 W. Fireweed, Suite 102  
Anchorage, Alaska 99501

**Contact:**  
Sophia Gomma

**Phone:**  
(907) 263-2050  
**Fax:**  
(907) 263-2051

**Applicant:** Alaskan AIDS Assistance Association  
**Applicant Type:** Private nonprofit

**Property:** Government Hill Properties  
**Property Description:** 2 duplexes (pictured below)

**Property Type:** Title V Surplus Property

**Program Type:** Transitional housing  
**Client Base:** Homeless individuals with HIV/AIDS

**Start Date:** November 1995

Alaskan AIDS Assistance Association (AAAA or Four As) provides transitional housing with case management for homeless persons who are diagnosed with HIV/AIDS. Other services provided by AAAA are a food bank, transportation, substance abuse counseling, and mental health counseling. Four As also advocates for clients' medical treatment and pays for medication for clients who are waiting for their insurance and/or Medicaid benefits to take effect.

There are 14 beds within the facility and the program serves approximately 15 persons annually. Although it is open to both men and women, the program serves mostly men.

Rehabilitation of the property cost approximately \$400,000 and annual operating costs are approximately \$58,000. AAAA uses a variety of funding sources to provide transitional housing and supportive services to their clients.



**TUNDRA WOMEN'S  
COALITION**

250 Sixth Avenue  
Bethel, Alaska 99559

**Contact:**

Michelle Dewitt

**Phone:**

(907) 543-3444

**Fax:**

(907) 543-3752

**Applicant:** Tundra Women's Coalition

**Applicant Type:** Private nonprofit

**Property:** Housing

**Property Description:** 2 lots of land, with 2 housing units

**Property Type:** Title V Surplus Property

**Program Type:** Transitional housing

**Client Base:** Domestic violence victims

**Start Date:** Fall 2002

The Tundra Women's Coalition provides transitional housing to domestic violence victims, many of whom have already benefited from services provided by the shelter that TWC operates. Most inhabitants are on waiting lists for permanent housing and have found employment. They are still part of ongoing support groups and one-on-one counseling programs while in the facility. The transitional housing facility serves, on average, eight people daily and approximately 15 individuals per year.

Rehabilitation costs were \$3,000-\$4,000, and annual operating costs are approximately \$35,000. Funding comes from the Council on Domestic Violence and Sexual Assault and the Alaska Housing Finance Corporation. The organization also plans to apply for funding from HUD.

**HOUSE OF REFUGE EAST**  
6935 East Williams Field Rd.  
Mesa, Arizona 85212

**Contact:** Tony Johnson

**Phone:**  
(480) 988-9242

**Fax:**  
(480) 988-2405

**Applicant:** House of Refuge, Inc. and Community Partnership

**Applicant Type:** Private nonprofit

**Property:** Williams Air Force Base

**Property Description:** 88 two-bedroom housing units on 15 acres of land

**Property Type:** Base Closure

**Program Type:** Transitional housing

**Client Base:** Homeless families and individuals

**Start Date:** October 1996

House of Refuge, Inc. and Community Housing Partnership completed a joint application in 1992 to provide transitional housing on a collaborative basis. The program's goals are to provide assistance to those individuals who meet the U.S. Department of Housing and Urban Development (HUD) definition of homelessness and earn less than 80% of area median income. The goal is to assist with social service intervention, begin resolving situations that caused their state of homelessness, and move individuals into permanent housing within less than 24 months. Seventy percent of all clients achieve this goal.

Program participants are required to work or attend school if they have not yet received their GED. Participants must combine work and school for a combination of 32 hours weekly. In addition, program participants pay 30 percent of their adjusted gross income for rent. The services provided to participants include outreach, case management, transportation, counseling, financial management, parenting skills, employment, education assistance, and life skills.

As of 2003, House of Refuge East served 225 adults and children annually in the facility's 88 two-bedroom homes. Each housing unit accommodates up to 5 people, resulting in a maximum of 425 beds for the facility. Rehabilitation costs were \$100,000. Annual operating costs for this program are approximately \$1,200,000. Funding for the program comes from HUD, state and county funds, rental fees, and private donations.

**PHOENIX RESCUE  
MISSION**

1801 S. 35th Avenue  
Phoenix, Arizona 85009

**Contact:**

Jerry Sandvig

**Phone:**

(602) 233-0300

**Fax:**

(602) 233-1329

**Applicant:** Phoenix Rescue Mission

**Applicant Type:** Private nonprofit

**Property:** Gila Bend Air Force Auxiliary Field,  
Building #1895100A3

**Property Description:** 32 single room occupancy  
(SRO) units, approximately 10 feet by 20 feet in size

**Property Type:** Base Closure

**Program Type:** Emergency shelter and transitional  
housing

**Client Base:** Homeless women and families

**Start Date:** Was planned for June 1999 — property  
could not be used

HHS approved Phoenix Rescue Mission's application in November 1996 to provide both emergency shelter and transitional housing in a vacant Air Force building. A faith-based organization, Phoenix Rescue Mission (PRM) provides a number of support services to over 100 homeless residents daily, and an estimated 1,200 residents annually. Support services provided include case management, employment counseling, transportation, shower facilities, and family living skills. PRM also supplies a total of 700 meals to clients each day.

PRM ultimately was not able to use the federal property because the buildings did not conform to local building codes. PRM thus incurred \$60,000 in transportation costs to move buildings it could not use.

**ESPERANZA EN  
ESCALANTE**

3700 S. Calle Polar  
Tucson, Arizona 85730

**Contact:**

Betty Slaybaugh

**Phone:**

(520) 571-8294

**Fax:**

(520) 748-0398

**Applicant:** Esperanza En Escalante

**Applicant Type:** Private nonprofit

**Property:** Davis Monthan Air Force Base

**Property Description:** 1 double-wide trailer and  
19.6 acres of land

**Property Type:** Base Closure

**Program Type:** Transitional Housing

**Client Base:** Homeless veterans and their families

**Start Date:** March 1993

Approved to use part of Davis Monthan Air Force Base in 1990 and 1992, Esperanza En Escalante (EEE) currently reaches 42 individuals and eight families of the estimated 900 veterans who are homeless each day in Tucson. EEE is constantly expanding and improving its facilities. Clients come to EEE through referrals from the Veterans Administration's Medical Center, social service agencies, hospitals, and homeless programs in the community. Several of the current residents have been placed by EEE into job training programs. Recognizing the need for a specialized program for disabled homeless veterans, EEE constructed a three-building complex in March 1999 that serves 15 disabled homeless veterans.

Services provided to residents include: life skills and vocational training; case management; individual and small group counseling; and health education. Over 95 percent of previous residents have graduated to self-sufficiency or, in the case of disabled clients, to income and housing assistance programs. The program served approximately 70 homeless persons during 2003.

Full rehabilitation costs are indeterminate because of ongoing construction, but have reached \$1,145,579 to date. Annual operating costs are approximately \$490,000. Funding comes from the Department of Veterans Affairs; city, county and state funds, and private contributions.



This typical desert home has four bedrooms and serves four homeless veterans. Family units have two bedrooms and each serve one family.



Volunteers completing construction on one of the  
50 housing units



Children of a family that live at EEE.

**SALVATION ARMY  
FAMILY SHELTER**  
129 N. Main  
Benton, Arkansas 72105

**Contact:**  
Major Phil Murphy

**Phone:**  
(501) 315-1058  
**Fax:**  
(501) 776-2201

**Applicant:** Salvation Army  
**Applicant Type:** Private nonprofit

**Property:** Benton Federal Building  
**Property Description:** One 15,000 square foot building  
**Property Type:** Title V Surplus Property

**Program Type:** Emergency shelter, crisis center, and transient drop-in center  
**Client Base:** Homeless families

**Start Date:** Crisis Center—November 1997;  
Shelter—November 1998

In March 1997, HHS approved the Salvation Army's application to use the Benton federal building, a former post office turned federal office building. The program experienced initial NIMBY opposition. However, maintaining the same ambiance that the Benton building had in the 1940s, the Salvation Army has been able to turn its program into a source of community pride. The original goal was to create the first family shelter, crisis center, and transient drop-in center in Saline County. Eight months later, the Salvation Army was operating the only shelter within 25 miles that allowed families to remain intact.

By contracting with several outside organizations to operate in the building, the Salvation Army has been able to provide its 150 clients per month with a wide spectrum of services including child advocacy, adult education, and special literacy programs for dyslexic children. Also available to clients is a program that helps them prepare for job interviews by providing them a haircut, beauty products, and business attire. The program has gained wide support within the community and receives many clothing donations from area business men and women.

The most recent addition to the Salvation Army operation is a drop-in day center where clients can receive meals, bathe, and launder their clothes, thus aiding them in finding and keeping jobs. The Salvation Army also operates a family crisis shelter that provides services to homeless families. Shelter staff work with clients during a fourteen-day program to create an individual plan of action tailored to each family's needs. This plan may include counseling, providing groceries, or paying the first month's rent for the client's new home. During 2003, the Benton Shelter provided services to 236 families, with 819 members. During that same period, the Center provided services to 103 individuals. Renovation costs were a little less than \$100,000 and annual operating costs are \$45,000.



**QUAPAW HOUSE****Contact:**

Mickie Grisham  
P.O. Box 3450  
Hot Springs, Arkansas 71914

**Phone:**

(501) 767-4456

**Fax:**

(501) 767-4617

**Applicant:** Quapaw House, Inc.

**Applicant Type:** Private nonprofit

**Property:** Office Building

**Property Description:**

**Property Type:** Title V Surplus Property

**Program Type:** Transitional housing, job training

**Client Base:** Men with substance abuse problems

**Start Date:** March 2004

Quapaw House, Inc. applied for the former Social Security Administration Building in Hot Springs in August 2002 and after asking for additional information, HHS approved the application in September 2003. Assignment of the property was conditioned upon it becoming completely vacant. The property was eventually deeded to Quapaw House, Inc. on September 30, 2003.

Quapaw House began operations in the building in March 2004 and serves eight men with substance abuse problems each day, providing transitional housing and job training. It estimates it will serve almost 96 men annually.

Rehabilitation costs for the building were \$18,500. Annual operating costs are estimated to be \$36,000.

**OUR HOUSE II**

P.O. Box 34155  
Little Rock, Arkansas 72203

**Contact:**

Joe Flaherty

**Phone:**

(501) 374-7383

**Fax:**

(501) 374-9611

**Applicant:** Our House II, Inc.

**Applicant Type:** Private nonprofit

**Property:** Veterans Affairs Medical Center

**Property Description:** 4 acres of land, 40 units of housing, 4 administrative offices, 2 warehouses, and 2 garages

**Property Type:** Title V Surplus Property

**Program Type:** Transitional housing, job training, and childcare

**Client Base:** Homeless men, women, children, and families

**Start Date:** 1991

Our House II officials first sought to obtain the Little Rock Veterans Affairs (VA) property in 1988, but were initially unsuccessful. In 1989, following the court's injunction in NLHCP v. VA, HHS approved Our House II's application to use the former VA buildings, making it one of the first programs to operate under the Title V program.

Our House, Inc. spent \$274,000 to rehabilitate this property. Annual operating costs are approximately \$500,000. Funding for Our House, Inc. comes from grants (including a transitional housing grant from the U.S. Department of Housing and Urban Development), donations, and in-kind contributions. Many of the computers for the computer job training program were donated by a computer company and the local community donates several broken appliances for the appliance repair program.

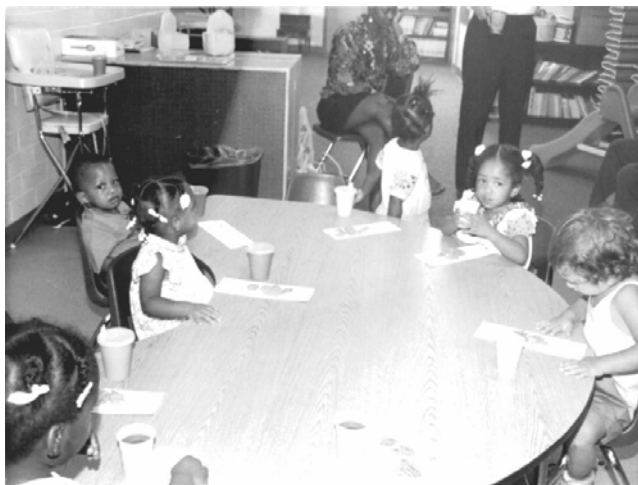
Since opening in 1991, Our House II has supplied over 50,000 nights of shelter and nearly 120,000 meals through the transitional housing program. In 2003, Our House II



served 58 adults and 47 children, supplying not only housing, but literacy training, day care, parental counseling and job training. Our House II requires that all residents obtain their GED if they are not working.

Clients are referred to the transitional housing program from Our House's emergency shelter. Clients may stay in transitional housing for up to two years. In 2003, 34 individuals and families found unsubsidized housing after moving on from Our House's program. Clients also have the option of enrolling in Our House II's job training program. Those who complete Our House II's intensive eleven-week computer training course have an eighty-seven percent success rate in finding full-time positions. In 2003, twelve of Our House II's clients were able to find full-time jobs and work at locations ranging from the post office to the railroads.

Our House, Inc. runs an award-winning program that has received national media attention, including a front page article in The New York Times. Our House, Inc. was the recipient of the "Community Service Excellence Award" given by the Interagency Council On The Homeless as well as Goodwill Industries of Arkansas winner of the 1995 Outstanding Achievement Award.



The day care facilities at Our House provide meals and recreational facilities for the children, while the parents (and other individuals) attend classes at the job training center.



**THE ROSE JULIA  
RIORDAN TRANQUILITY  
VILLAGE**

559 Mendocino Ct.  
Atwater, CA 95301- 4230

**Contact:**

Kathleen Lynn, Director

**Phone:**

(209) 722-6377

**Fax:**

(209) 357-5263

**Applicant:** Community Social Model Advocates, Inc.

**Applicant Type:** Private nonprofit

**Property:** Castle Air Force Base

**Property Description:** 3 buildings and 1 acre of surrounding land

**Property Type:** Base Closure

**Program Type:** Supportive/Transitional housing

**Client Base:** Homeless women and children (ages 6 and under)

**Start Date:** January 1999

Community Social Model Advocates, Inc. (CSMA), founded by David Riordan, was approved in 1994 to acquire three buildings to operate an alcohol and drug recovery program for homeless women and women accompanied by their children (age 6 and under). The Rose Julia Riordan Tranquility Village began full operation in January 1999 and was formally dedicated on June 11, 1999. Approximately 100 residents are served annually by this program, and there are 56 beds within the total facility.

When the Rose Julia Riordan Tranquility Village began operations, it became the first transitional housing program in Merced County to offer substance abuse treatment/recovery to women and mothers accompanied by their children. Because of the high demand for the program, which is licensed and certified by the State of California Department of Alcohol and Drug Programs, there is a continual waiting list, which usually contains ten applicants. All women at the Rose Julia Riordan Tranquility Village Transitional Housing Program, who are often referred through Alcoholics/Narcotics Anonymous, receive alcohol or other drug recovery services. Some additional services offered by CSMA include alcohol education, parenting classes, and HIV education.

Rehabilitation costs have been more than \$100,000 to date and annual operating costs are approximately \$375,000. The majority of funding comes through a county contract and donations.

**REGIONAL  
OPPORTUNITY CENTER**

11303 Wilshire #116  
Los Angeles, California  
90073

**Contact:**  
Toni Reinis

**Phone:**  
(310) 914-4045

**Fax:**  
(310) 914-5495

**Applicant:** New Directions, Inc.  
**Applicant Type:** Private nonprofit

**Property:** Building #116 - West Los Angeles  
Veterans Administration

**Property Description:** 60,000 square foot building  
**Property Type:** Title V Surplus Property

**Program Type:** Substance abuse detoxification  
program, transitional housing, job training, and job  
placement

**Client Base:** Homeless veterans

**Start Date:** September 1997



Regional Opportunity Center facility

After a seven year wait to occupy a historic building on this property that had been vacant for over 20 years, the Regional Opportunity Center (the Center) opened its doors to the largest homeless veterans population in the country. New Directions, Inc. operates 156 beds, including a 24 bed facility for substance abuse detoxification, and 24 beds for homeless persons with multiple disabilities. Services include money management, legal assistance, health education, substance abuse counseling, and a range of vocational training classes.

Annually, more than 250 veterans enter the program and 120 residents are prepared to move into permanent housing after 9-12 months. Additionally, 700-800 veterans access the detoxification program annually.

New Directions (ND) operates three businesses out of the Center; these businesses employ residents of the program. A fifties diner opened a year ago, and a catering business employs residents who have completed on-site culinary arts courses taught by the Los Angeles Trade Technical College. The Los Angeles Trade Technical College trains residents for an on-site handy-worker business. ND also collaborates with the Los Angeles Unified School District, which provides on-site remedial education. New Directions Inc., along with the State Department of Rehabilitation, provides on-site job

search and job placement assistance. Residents assisted in the rehabilitation of the site and graduates have and will continue to be hired as case managers and administrative staff.

Rehabilitation costs reached \$5.4 million and were funded by the Cities of Los Angeles, Santa Monica, Culver City, and Beverly Hills; the County of Los Angeles; the Los Angeles Housing Authority, U.S. Veterans Administration (VA), U.S. Department of Housing and Urban Development (HUD), and private donations. The annual operating budget is \$4 million and is supported through funding from various local, state, and federal grants.

**VETERANS TRANSITION  
CENTER OF MONTEREY  
COUNTY (VTC)**

Martinez Hall,  
220 12th Street  
Marina, California 93933

**Contact:**

Ronald M. Holland

**Phone:**

(831) 883-8387

**Fax:**

(831) 883-3024

**Applicant:** Vietnam Veterans of Monterey County (VVMC)

**Applicant Type:** Private nonprofit

**Property:** Fort Ord

**Property Description:** 20 duplexes with 2-4 bedrooms; 38,000 square foot administrative building; 3,700 square foot warehouse; and a 3,200 square foot warehouse

**Property Type:** Base Closure

**Program Type:** Transitional housing, supportive services, and case management

**Client Base:** Homeless veterans and families

**Start Date:** Case management—February 1998;  
Transitional housing and Self-Help Center—2002

In 1996, the VVMC created the Veterans Transition Center of Monterey County (VTC) to operate a supportive service program for homeless veterans and their families and to provide property management for these facilities. A major obstacle, that caused more than a two-year delay, was amending the application to make VTC (a 501(c)(3) corporation) the applicant rather than VVMC (a 501(c)(19) corporation).

By October 1998, all properties of the former Fort Ord, except for ten duplexes, had been transferred to various nonprofit organizations working to help homeless persons in that community. VTC acquired the ten duplexes and, prior to rehabilitation, it estimated it would need to spend nearly \$30,000 per building for rehabilitation. Initially, it seemed unlikely that VTC would be able to proceed because of its limited financial resources. In 1998, however, VTC received a Continuum of Care grant from the U.S. Department of Housing and Urban Development and was able to begin the rehabilitation process. Actual costs for rehabilitation were \$75,000 per unit, or \$3 million for all twenty units. Additional funds for rehabilitation were obtained from the Federal Loan Bank Affordable Housing Program, the Community Development Block Grant through the City of Marina, and local foundations. Renovation began in September 2001 and was completed in May 2002.

In addition to providing transitional housing, the program supports homeless veterans and their families. Services VTC provides to program participants include case management, permanent housing placement, and life skills courses. Annual operating costs are \$575,000 and they are provided through funds from HUD, the Department of Veterans Affairs, local foundations, and individual donations. There are 58 beds in the facility, and an estimated 56 people are served daily, including 40 veterans. The VTC serves an estimated 198 homeless persons annually.

**A WOMAN'S PLACE OF  
MERCED COUNTY**

P.O. Box 822  
Merced, California 95341

**Contact:**

Diana Alamanza

**Phone:**

(209) 725-7900

**Fax:**

(209) 725-7908

**Applicant:** A Woman's Place of Merced County

**Applicant Type:** Private nonprofit

**Property:** Castle Air Force Base

**Property Description:** 1 building for administrative offices and 1 warehouse

**Property Type:** Base Closure

**Program Type:** Rape crisis and domestic violence intervention shelter and program

**Client Base:** Battered women and their children

**Start Date:** March 1996

A Woman's Place of Merced County (AWP) has operated an emergency shelter program targeted toward the victims of domestic violence and sexual assault since 1996. In addition, AWP continues to be the only agency in Merced County that provides comprehensive services to survivors of domestic violence and sexual assault.

AWP facilitates shelter residents' goals by providing transportation when needed and connecting clients with organizations that can aid them in obtaining permanent housing. Referral services also include those for legal assistance and social services. Bilingual and bicultural staff are "on call" 24-hours a day to assist with emergency domestic violence incidents.

AWP's vertical advocacy program is available to all shelter residents. Under this program, advocates accompany local law enforcement to ensure the proper execution of court orders for the immediate removal of batterers from the family home and for the return of abducted children. Advocacy then continues through both the counseling process, which includes group and individual counseling, and future court proceedings. AWP serves approximately 3000 individuals per year.

Staff at AWP also perform outreach to inform the community about domestic violence and sexual assault. This entails presentations or training for the following: professional associations, law enforcement personnel, social services staff, volunteers, and teenage students. Funding for this program comes primarily from the Office of Criminal Justice Planning, the State of California, and Merced County. Annual operating costs for the shelter are \$60,000.



**INTERIM, INC.**  
P.O. Box 3222  
Monterey, California 93942

**Contact:**  
Barbara Mitchell

**Phone:**  
(831) 649-4522

**Fax:**  
(831) 647-9136

**Applicant:** Interim, Inc.  
**Applicant Type:** Private nonprofit

**Property:** Fort Ord  
**Property Description:** 5 buildings which include 9 four-bedroom apartments, a community room, and administrative offices  
**Property Type:** Base Closure

**Program Type:** Transitional Housing  
**Client Base:** Homeless individuals with psychiatric disabilities

**Start Date:** May 1997

Approved in 1994, Interim Inc. provides transitional housing for homeless persons with a severe psychiatric disability. Interim's program, Shelter Cove, provides its residents with a wide range of services, including case management, crisis intervention, food, and transportation. Residents at Shelter Cove are encouraged to learn daily living skills that foster the self-sufficiency needed to move into permanent housing.



The inspiration for Shelter Cove came when administrators at Interim Inc. were unable to find homes for clients who were ready to move out from their crisis center for mentally ill homeless persons. To fill this gap in the continuum of care, Shelter Cove was created to allow clients to explore independence while remaining in a supportive environment. Residents work with peers and case managers to gain valuable life skills through independent living experience and active participation in their own treatment. The Shelter Cove community maintains social support networks by hosting resident dinners nightly and holding community council meetings.

Interim provides a job placement program and there are some paid positions available for residents on site as well as on-site day treatment for residents who require more intensive support. Case managers also assist clients in applying for government benefits for which they are eligible as well as work with clients to develop a plan to ensure a stable source of income. Approximately 74 percent of Shelter Cove's residents were able to move into permanent housing in the 1999-2000 program year. Of those moving into permanent housing, 91 percent remained in permanent housing as of July 2000.

The program serves approximately 36 persons daily and 60 persons annually and has been filled to capacity since it first opened in May 1997.

Approximately \$600,000 was spent for rehabilitation of the original property, constructing a new community room, and in bringing the units in line with current property regulations. Combined annual operating costs for the housing project and day program are approximately \$980,000. Funding for Interim Inc.'s program is provided by the U.S. Department of Housing and Urban Development Supportive Housing Program grant; rental and dining fees paid are by residents and local government funds.

### Interim, Inc. Properties



**CALIFORNIA  
EMERGENCY  
FOODLINK**

P.O. Box 292700  
Sacramento, California 95829

**Contact:**

John Healey

**Phone:**

(916) 387-9000

**Fax:**

(916) 387-7046

**Applicant:** California Emergency Foodlink

**Applicant Type:** Private nonprofit

**Property:** Sacramento Army Depot

**Property Description:** One 21,200 square foot building for offices; two 528,000 square foot warehouses for food; and freezer space of 19,000 square feet on 28 acres of land

**Property Type:** Base Closure

**Program Type:** Food bank, state-wide charitable food distribution, and job training

**Client Base:** Homeless and hungry persons

**Start Date:** April 1994

California Foodlink (Foodlink) was approved in 1993 to operate a charitable food distribution program at the Sacramento Army Depot. Foodlink obtained several buildings it uses for warehouse space, office space, classrooms and a cafeteria. Since 1993, Foodlink has become the largest single food program in the nation, distributing millions of pounds of food throughout California. In addition to charitable food distribution programs, Foodlink has expanded its services to include a job training program which won the 1999 Peter F. Drucker Award for Nonprofit Innovation.

Operating in conjunction with the California Department of Social Services, Foodlink distributes millions of pounds of food through The Emergency Food Assistance Program (TEFAP), to a network of agencies that serves the homeless and hungry in all 58 counties in California. Approximately 1.5 million people access the TEFAP network every month. Moving to this property has given Foodlink the capacity to distribute this volume of food as well as give Foodlink the cold storage space necessary to accept and store donations of fresh produce and vegetables from the agricultural industry in California.

Foodlink's job training programs work with the homeless, jobless, and other persons transitioning to self-sufficiency, including parolees. The program includes training in commercial truck driving, warehousing, forklift operation, packaging, food service and child care. All Foodlink training programs are tuition-free and include support services for the students. The commercial truck driver training program is particularly successful, providing Foodlink with a steady supply of skilled drivers to work its charitable food distributions, while providing graduates skills and on-the-job experience in a high growth field. Over 90 percent of graduates find related employment in the field, earning between \$10 and \$18 an hour. Annually, the entire job training program serves over 350 persons.

Rehabilitation costs were negligible and approximately \$5.2 million was spent for operating costs for federal Fiscal Year 2000. Foodlink receives support from the U.S. Department of Agriculture, the California State Department of Social Services, the California State Employment Development Department, the Sacramento County Office of Education, the Sacramento County Department of Human Assistance, and numerous individuals, businesses, and foundations. In addition, Foodlink generates funds by contracting with businesses to provide various warehouse services.

**SACRAMENTO  
VETERANS RESOURCE  
CENTER**

7270 East Southgate Drive  
Sacramento, California 95823

**Contact:**

Byron Calos

**Phone:**

(916) 393-VETS (8387)

**Fax:**

(916) 393-8389

**Applicant:** Vietnam Veterans of California

**Applicant Type:** Private nonprofit

**Property:** Sacramento Army Depot

**Property Description:** 2 buildings (1 for housing, 1 for administration) and a cafeteria

**Property Type:** Base Closure

**Program Type:** Transitional housing and job training

**Client Base:** Homeless/low-income single male veterans

**Start Date:** May 1998

**Website:** <http://www.vietvets.org>

In May 1998, the Vietnam Veterans of California (VVC) completed the Sacramento Veterans Resource Center (SVRC). VVC originally planned to use a portion of the Sacramento Army Depot property for this project, but VVC sold its rights to the property back to the City of Sacramento in order for Packard Bell to occupy the property. The alternate site, which VVC purchased, consists of a 4,000 square foot facility for office and classroom space, and a 5,000 square foot transitional housing facility for homeless veterans. The program serves about 500 homeless and low income persons annually.

In addition to a 34-bed transitional living program, SVRC operates several job training and reintegration services. The Veterans Workforce Investment Program and the Homeless Veterans Reintegration Project specifically target veterans who have significant barriers to employment, such as substance abuse disorders and mental illnesses. Services include case management and alcohol/drug counseling and education.

Initial funding in the amount of \$1.5 million for the SVRC program came from the Sacramento Army Depot payment, U.S. Department of Housing and Urban Development, U.S. Department of Veterans Affairs, and the Sacramento Housing and Redevelopment Agency. Annual operating costs are \$475,000 and are met through grants from HUD and the VA. SVRC is building an alcohol and drug treatment wing with 19 beds in 2005.

**CHILDREN'S SERVICES  
INTERNATIONAL**

P.O. Box 1634  
Salinas, California 93902

**Contact:**

Jean Miner or Larry  
Coppotelli  
Jean@csichildcare.org

**Phone:**

(831) 424-6939, ext. 19 or 22

**Fax:**

(831) 424-5932

**Applicant:** Children's Services International

**Applicant Type:** Private nonprofit

**Property:** Fort Ord

**Property Description:** 6 acres of land and a 24,000 square foot building constructed in 1990

**Property Type:** Base Closure

**Program Type:** Child care, job training, family advocacy, and health care services

**Client Base:** Homeless families with children

**Start Date:** February 1996

The first program to open in 1996 at Fort Ord, Children's Services International (CSI), obtained the deed to its 24,000 square foot Family Services and Child Development Center in 1997. Its goal is to provide multiple services for homeless children and their families, ranging from child care to adult education. CSI first assesses clients' needs and refers them to appropriate social service organizations. CSI is able to offer a wealth of supportive services through partnering with eleven other social service organizations, many of which are also located at the Fort Ord facility and possess transitional housing units.

CSI's case management and family advocacy services include making the initial contact for the client and following up to ensure that needed services are provided to clients. Health services are provided daily on site. Adults are assisted in their search for housing, provided transportation assistance, and may enroll in parenting classes, or continuing adult education. Job training is available to those interested in becoming child care providers. CSI helps to meet the childrens' needs by providing up to ten hours of child care per day for children, from birth to twelve years of age.

A typical school age client is picked up and transported to the Center by CSI. During the first part of the afternoon at CSI, children eat a snack and complete their homework with the guidance of an adult tutor. When their homework is completed, the children participate in other activities. At the conclusion of these activities, parents pick up their children. Clients are referred to CSI through local shelters, Coalition members' transitional housing programs, children's protective services, emergency rooms, schools, and word of mouth and serves 100 people daily, and 315 annually. Approximately half of the enrolled families now come from the Coalition's transitional housing programs. Almost all families are employed, seeking employment, or enrolled in an educational or vocational program. CSI's program has been replicated at a new \$3 million family and

child development center in East Salinas which has been funded through a multitude of private and public sources.

Rehabilitation costs were approximately \$200,000. Annual operating costs for the year 2000 were approximately \$750,000. Funding for this program comes from federal, state, county, and city grants as well as service contracts, private foundations, and corporations.



Family Services and Child Development Center run  
by Children's Services International

**HOUSING AUTHORITY  
OF MONTEREY COUNTY**

123 Rico Street  
Salinas, California 93907

**Contact:**

Jean Goebel

**Phone:**

(831) 775-5000

**Fax:**

(831) 424-9153

**Applicant:** Housing Authority of Monterey County

**Applicant Type:** Public nonprofit

**Property:** Fort Ord

**Property Description:** 56 housing units and an  
8,000 square foot building

**Property Type:** Base Closure

**Program Type:** Transitional housing, sobriety, and  
family services

**Start Date:** April 1999

Approved in 1993 to use a portion of the former Fort Ord, the Housing Authority of Monterey County (HAMC) provides transitional housing to homeless families whose heads of household are recovering from substance abuse disorders. The Housing Authority's program, Pueblo Del Mar, began operations in December 1998 after completing rehabilitation efforts.



Pueblo Del Mar's primary goal is to promote self-sufficiency among its clients. Clients are primarily referred through CalWORKS or substance abuse recovery programs and are offered a variety of services such as Alcoholics/Narcotics Anonymous meetings, community council membership, and life skills training modules. Pueblo Del Mar's community council, which consists of all residents, governs the community and organizes special events. Residents pay 30 percent of their income as rent and are encouraged to participate actively in the community. There are 75 adults and 150 children served by the program. The facilities contain 224 beds and are comprised of 56 two-bedroom units that accommodate four people.

Pueblo Del Mar creates additional opportunities for its clients through partnerships with more than ten other service providers. The Monterey County Department of Health, Division of Behavioral Health, Alcohol and Drug Program conducts case management and after care case management. CalWORKS job training and cooperative day care are also available. Clients may also use programs offered by other nonprofit agencies housed in nearby surplus federal properties, including a job training workshop offered by Interim, Inc. and child care and parent support offered by Children's Services International.



**SHELTER PLUS**  
P.O. Box 3584  
Salinas, California 93906

**Contact:**  
Bob Glick

**Phone:**  
(831) 384-3388  
**Fax:**  
(831) 384-1308

**Applicant:** Shelter Outreach Plus  
**Applicant Type:** Private nonprofit

**Property:** Fort Ord  
**Property Description:** 6 1/2 acres with 16 duplexes  
**Property Type:** Base Closure

**Program Type:** Transitional housing  
**Client Base:** Victims of domestic violence and homeless families with children

**Start Date:** November 1998

In November 1998, four years after receiving initial approval, Shelter Outreach Plus, a merger of Shelter Plus and Peninsula Outreach, opened its transitional housing program "Homeward Bound." Shelter Outreach Plus used the land it received, including 16 duplexes, to provide a safe and confidential location where women and their children may receive housing and supportive services. Services provided include case management, food and clothing pantries, peer counseling, and child care. Homeward Bound currently uses 27 dwelling units and has an approximate capacity of 108 residents, dependent upon family size. The two-year program serves approximately 100 people annually.

Homeward Bound provides counseling, educational and recreational programs, and referral to job training programs to help clients move toward self-sufficiency. Homeward Bound fosters social ties by matching clients with peer counselors who are often graduates of transitional housing programs. The program also promotes a community atmosphere by hosting holiday events and social gatherings for residents at its community center. In addition to its transitional housing program, Shelter Outreach Plus also provides emergency shelter and toll-free phone referrals to anyone in Monterey County requiring information on available social services, including emergency shelters, food distribution, primary health care, including dental care, alcohol and drug treatment programs, children's services, and prenatal care.

Rehabilitation costs were approximately \$575,000. Annual operating costs for 2003 were approximately \$176,674. Funding comes from Monterey County, a U.S. Department of Housing and Urban Development Supportive Housing Program grant, private foundations, the United Way, and individuals.

**GRACE CHAPEL**

1595 E. Art Townsend Drive  
San Bernardino, California  
92408

**Contact:**

Jeffery Morehead

**Phone:**

(909) 382-8540

**Fax:**

(909) 382-8542

**Applicant:** Grace Chapel

**Applicant Type:** Private nonprofit

**Property:** Norton Air Force Base

**Property Description:** One 9,000 square foot building, one 15,000 square foot building, parking lot, and an outdoor recreational area

**Property Type:** Base Closure

**Program Type:** Intake center for transitional housing, job search assistance, and youth development

**Client Base:** Homeless men, women, and children

**Start Date:** May 1995

HHS approved Grace Chapel's application in 1993 to operate an intake center that would assist homeless persons in locating transitional housing at the Grace Apostolic Church Transitional Housing Program or other off-site housing programs. To supplement the intake program, Grace Apostolic Church provides a number of supportive services, including case management, food and clothing distribution, transportation, job search assistance, and budget counseling. Grace Chapel also operates a recreational center for youths in a 9,000 square foot facility, which includes a basketball court.

In 2003, 862 homeless persons received services at Grace Chapel; recipients of services included people ranging from infancy to 60 years of age. Twenty percent of the persons served received transitional housing. Staff at Grace Chapel have noted a significant rise in the number of homeless families, most notably in families with two or three children. Rehabilitation costs for the Grace Chapel Program were \$63,000 and annual operating costs are \$356,000. Funding comes from U.S. Department of Housing and Urban Development grant programs and private donations.

**CATHOLIC CHARITIES**

P.O. Box 19020  
Denver, Colorado 80219

**Contact:**

Mary Boland

**Phone:**

(303) 830-0215 ext. 313

**Fax:**

(303) 830-2885

**Applicant:** Catholic Charities

**Applicant Type:** Private nonprofit

**Property:** Lowry Air Force Base

**Property Description:** 40 housing units

**Property Type:** Base Closure

**Program Type:** Transitional housing

**Client Base:** Homeless families

**Start Date:** January 31, 2003

In 1994, Catholic Charities was awarded 40 units of family housing on this property to create a transitional housing program for homeless families. Originally Catholic Charities and other partner organizations, such as the Colorado Coalition for the Homeless (Coalition), were told that the family apartment units on this property (a total of 868 units) would be sold to private developers for use as affordable rental apartments. Catholic Charities and its partners agreed with this plan because it meant that homeless families would be integrated into a mixed income rental neighborhood.

Later, however, the local redevelopment authority (LRA) changed its plan. Apartment units were instead demolished and land was sold to private homebuilders for the development of single family homes. The starting prices for these homes ranged from \$225,000 to \$1 million. Over time, the units occupied by Catholic Charities and the Coalition's families were set apart because these families were in the original Air Force housing. It became evident that the two types of housing units could not coexist in the same neighborhood. Neighborhood associations objected to relocating the homeless families to another part of the base.

After 18 months of unfruitful negotiations, Catholic Charities and the Coalition filed suit, claiming breach of contract and damages for depriving their organizations of the legitimate use of property under Title V of the McKinney-Vento Act. The case was settled out of court. Part of the settlement included a cash payment to develop affordable housing units off base in lieu of the units originally awarded in 1994. As of January 2003, the families remaining in 35 units on base were placed in housing off base, pursuant to the settlement agreement.

**COLORADO COALITION  
FOR THE HOMELESS**

2111 Champa St.  
Denver, Colorado 80205

**Contact:**  
John Parvensky

**Phone:**  
(303) 293-2217

**Fax:**  
(303) 298-1021

**Applicant:** Colorado Coalition for the Homeless

**Applicant Type:** Private nonprofit

**Property:** Lowry Air Force Base

**Property Description:** 2 administrative offices and  
298 housing units

**Property Type:** Base Closure

**Program Type:** Transitional housing

**Client Base:** Homeless families

**Start Date:** November 1994

HHS granted the application of the Colorado Coalition for the Homeless (the Coalition) in 1993 to use 100 housing units on this property for transitional housing for homeless families. Because of major NIMBY opposition to the program, the Coalition entered into an agreement with the Local Redevelopment Authority (LRA). This agreement required the Coalition to give up its rights to 54 of the housing units in exchange for funds that would be collected by the LRA from the sale of the returned units. The Coalition used these funds and additional funding from the U.S. Department of Housing and Urban Development (HUD), the City of Denver and State of Colorado to develop over 250 housing units, including single room occupancy (SROs), transitional housing for homeless families, and permanent housing for low income families. These units were completed by September 1997.

The Coalition leased the remaining 46 units on the base from the LRA for \$1. Between December 1994 and October 2000, the Coalition provided transitional housing for more than 225 homeless families using these units. Services included case management, vocational counseling, substance abuse counseling, and mental health services. Seventy-five percent of these families successfully transitioned to permanent housing.

In 1999, the Coalition filed a lawsuit in state court to force the LRA to abide by its agreement, and transfer fee title to the Coalition. In October 2000, a settlement agreement was reached under which the Coalition received \$1.6 million (which was used to construct single room occupancy housing units throughout the city of Denver), and took title to 92 apartments on the base. Thirty of these units are used for homeless families, while the remaining units are reserved for affordable housing.

In December 2002, the Coalition completed renovation on the ninety-two 2-4 bedroom housing units and built a community center for its residents on the base. The funding

for the new construction came from low income tax credits, the City of Denver and State of Colorado HOME funds, and bank financing. Funding for transitional housing and services comes from a U.S. Department of Housing and Urban Development Supportive Housing Program (SHP) and community support.

In addition, the Coalition received title to a 9 acre vacant parcel on the base, once environmental remediation was completed. The Coalition completed construction of 120 housing units on the site, including 40 transitional housing units for homeless families, in December 2003. Currently, the program serves 300 individuals annually, an estimate that is expected to more than double with the addition of these new units.

**DEL NORTE  
NEIGHBORHOOD  
DEVELOPMENT  
CORPORATION**

2926 Zuni Street, #202  
Denver, Colorado 80211

**Contact:**

Marvin Kelly

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(303) 477-4774

**Fax:**

(303) 433-0924

**Applicant:** Del Norte Neighborhood Development Corporation

**Applicant Type:** Private nonprofit

**Property:** Lowry Air Force Base

**Property Description:** 15 units

**Property Type:** Base Closure

**Original Program Type:** Transitional housing

**Current Program Type:** Permanent housing

**Client Base:** Homeless persons with HIV/AIDS

**Start Date:** April 2000

The Del Norte Neighborhood Development Corporation (Del Norte) initially got approval in 1993 to use this property as an assisted living program for homeless persons with HIV and AIDS. However, because of significant NIMBY problems, Del Norte made an agreement with the City of Denver to give up its rights to the property in exchange for funds from the City.

Del Norte is using the funds it received from the City of Denver to operate a permanent housing program with case management services for homeless persons with HIV or AIDS at an alternate site. This new site contains 14 housing units and one manager's unit. Residents may remain at the new program permanently; the program serves 15 to 17 persons annually.

**GOLFER'S WAY  
(FORMERLY CROOKED  
TREE)**

4407 Morrison Road  
Denver, Colorado 80219

**Contact:**

Caleb Seeling

**Phone:**

(303) 377-3334

**Fax:**

(303) 377-3327

**Website:**

[www.denverindiancenter.org](http://www.denverindiancenter.org)

**Applicant:** Denver Indian Center, Inc (initially);  
Northeast Denver Development Corporation (current  
owner)

**Applicant Type:** Private nonprofit

**Property:** Lowry Air Force Base

**Property Description:** 2 acres, 44 single room  
occupancy (SRO) housing units in a dormitory-style  
building

**Property Type:** Base Closure

**Program Type:** Permanent Section 8 housing

**Client Base:** Homeless single adults

**Start Date:** April 1998

Approved in 1994 to create a transitional housing program for homeless single adults, the Denver Indian Center, Inc. planned to serve approximately 50 persons daily at its facility, named Crooked Tree. The U.S. Department of Housing and Urban Development (HUD), however, requested that the organization change its program from transitional housing to permanent Section 8 housing. For this purpose, Crooked Tree received one dormitory-style building with 44 single room occupancy (SRO) housing units on two acres of land. The Northeast Denver Development Corporation acquired the property in November 2002 and changed the name of the residences to Golfer's Way. It continues to be Section 8 housing.

Rehabilitation costs were \$600,000; annual operating costs are \$201,000. Financial support for this program comes from HUD and rent payments from clients.

**EMPOWERMENT  
PROGRAM SERVICE**

1245 E. Colfax, Room 404  
Denver, Colorado 80218

**Contact:**

Carol Lease

**Phone:**

(303) 320-1989 ext. 211

**Fax:**

(303) 320-3987

**Applicant:** Empowerment Program

**Applicant Type:** Private nonprofit

**Property:** Lowry Air Force Base

**Property Description:** 2-3 acres, 20 housing units

**Property Type:** Base Closure

**Program Type:** Transitional housing

**Original Client Base:** Previously incarcerated  
homeless women

**Current Client Base:** Homeless and low-income  
persons

**Start Date:** February 1996; April 2003 (new property)

The Empowerment Program proposed to provide transitional housing to formerly incarcerated homeless single women on this property. However, due to NIMBY opposition from the City of Denver, the Local Redevelopment Authority (LRA), and the neighboring community, Empowerment entered into an agreement with the City to give up its rights to the property in exchange for funds to develop housing off site.

The Empowerment Program used the funds to operate a program at an alternate site in North Capitol Hill, 1904 Logan, beginning in February 1996. The property consists of 28 1-bedroom apartments. Because of continued NIMBY opposition, Empowerment was not able to provide housing to its initial target population—exclusively previously incarcerated homeless women. Instead, the organization provides transitional housing to homeless and low-income persons, many of whom have been incarcerated. To be eligible for the program, persons are required to earn less than 40% of the median income for the Denver area. All residents may receive supportive services off site. Empowerment estimates that one third of program participants are homeless.

In 1999, the City of Denver Department of Human Services asked Empowerment to take over an existing Shelter Plus Care contract that would involve owning and rehabilitating the property that the Lowry redevelopment authority awarded to Empowerment originally. Those buildings, however, were eventually sold and relocated, and other base property (1090 Quebec Street) was given to Empowerment and rehabilitated through a \$2.1 million grant from Denver. Yearly operating costs for that property are about \$130,000. The property consists of 17 one-bedroom apartments and the residents are women who had been on the street and were seriously mentally ill. In addition to housing services for 17 women on the site, Empowerment provides health, housing, education, and employment opportunities to a larger group of homeless women. 500 women annually receive this sort of assistance, while an additional 60 women receive rental assistance through the shelter plus care program.



**THIRD WAY CENTER,  
INC.**

P.O. Box 61385  
Denver, CO 80206

**Contact:**

David F. Eisner

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(303) 780-9191 ext. 60

**Fax:**

(303) 780-9192

**Applicant:** Third Way Center, Inc.

**Applicant Type:** Private nonprofit

**Property:** Lowry Building 964

**Property Description:** 1.6 acres of land and building

**Property Type:** Title V Surplus Property

**Program Type:** Housing and treatment

**Client Base:** Homeless and mentally-ill youth

**Start Date:** Applied for property in 1999

By September 2005, Third Way Center expects to open its doors to homeless individuals and mentally-ill youth to provide housing and treatment. It will support about 32 people daily and about 75 individuals annually.

Three years elapsed between the application and the transfer of the deed. Since that time, the program had to apply for zoning approval, which has been a lengthy process, and it cannot begin demolition of the existing structure until it receives approval.

Rehabilitation costs for the demolition of the current standing building are estimated to be approximately \$200,000 and annual operating costs are estimated to be \$2,000,000. Remaining asbestos in the building also must be removed during the demolition. Reaction from the community has been positive, and funding will come from foundations, HomeAid Colorado, and the Department of Human Services.

**MITCH SNYDER ARTS &  
EDUCATION CENTER  
COMMUNITY FOR  
CREATIVE NONVIOLENCE**

425 2nd Street, NW  
Washington, DC 20001

**Contact:**

Terri Bishop

**Phone:**

(202) 393-1909

**Fax:**

(202) 783-3254

**Applicant:** National Coalition for the Homeless and Community for Creative Non-Violence (CCNV)

**Applicant Type:** Private nonprofit

**Property:** Square 571

**Property Description:** 1 two-story building with a basement, totaling 3,110 square feet

**Property Type:** Title V Surplus Property

**Program Type:** Educational center and job training

**Client Base:** Homeless men and women

**Start Date:** 1989

In 1989, the Community for Creative Non-Violence (CCNV), the largest shelter in the District of Columbia, began using this property adjacent to CCNV's existing main shelter building. Because CCNV did not have 501(c)(3) nonprofit status when Square 571 became available, the National Coalition for the Homeless initially acquired this property and turned the title over to CCNV after CCNV obtained its nonprofit status. Acquiring the property allowed CCNV to expand services that were in high demand at its main facility. On the new property, now called the Mitch Snyder Arts and Education Center (the Center), CCNV offers a variety of services including Jobs for the Homeless program, alcohol and other drug counseling, arts and educational courses, a GED program, and computer classes. These services are available to all its residents. Participants in CCNV's program had an 85 percent success rate in finding employment after graduation. The Center reaches some 24 persons daily six days a week and an estimated 4,992 persons annually.

Costs for the rehabilitation of the property were approximately \$25,000. Annual operating costs are \$50,000. Funding for the program comes from individual donations and fundraising events such as car washes, open houses, and graduation ceremonies for the residents; 50 percent of funding comes from in-kind goods and services.

**SOUTH MIAMI-DADE HOMELESS HOUSING PROJECT**

111 NW 1st Street,  
Suite 310, 27<sup>th</sup> Floor  
Miami, Florida 33128

**Contacts:**

Karen Mahar (Camillus House),  
Al Brown (CPHI),  
David Raymond (Dade County  
Homeless Trust)

**Phone:**

(305) 374-1065  
(305) 329-3013  
(305) 375-1490

**Fax:**

(305) 372-1402 (Camillus House)  
(305) 375-2722

**Applicant:** Miami-Dade County  
Government, Homeless Trust

**Applicant Type:** Local Government

**Property:** Homestead Air Force Base

**Property Description:** 84 acres, 300  
emergency housing beds, and 200  
transitional housing units

**Property Type:** Base Closure

**Program Type:** Emergency housing,  
transitional housing, health care, job  
training, and day care

**Client Base:** Homeless individuals and  
families

**Start Date:** Emergency housing—Fall  
1998;

Transitional housing—Summer 2000

The Miami-Dade County Homeless Trust was approved to acquire this property in 1995 to provide a wide range of housing services in coordination with other area agencies. It obtained 84 acres of unimproved vacant land in a suburban area. Community Partnership for the Homeless, Inc. (CPHI) began operating its emergency shelter in October 1998, following completion of its eleven-structure Homeless Assistance Center (HAC) and installation of the essential infrastructure (including water and sewer facilities, sidewalks, and roads).



The HAC has a nightly capacity of 300 people and serves approximately 2,000 clients annually. The HAC provides a variety of services to its clients, including adult education, day care, head start, outreach, case management, and job training. HAC job training includes vocational classes that are taught at a local vocational high school. Students from these classes are often later hired by the HAC as cooks, receptionists, and security guards. Also available through the vocational school are certification programs for nurse's and physician's assistants. Currently, the HAC refers many of its clients to Job Corps, which is located adjacent to the property. By aiding their clients in finding livable wage jobs and coordinating with transitional housing

programs, 61 percent of HAC's clients are able to obtain permanent housing. HAC's current operating budget is \$3,057,846.

Transitional housing programs for families and singles now operated by Camillus House, Inc. began in July and October 2000, respectively. The facility consists of 37 family units (152 beds) and 15 units for individuals (30 beds). The annual operating budget for the family units is \$548,167 and \$150,727 for the individual units. During the last year, the program served a total of 431 participants, including 67 single adults and 80 families (113 adults and 251 children). Fourteen on-site staff members provide an array of supportive services, including case management, life skills training, parenting skills, child care, legal services, transportations, and referrals for other services.

The Miami Dade County Department of Human Services awarded funds to Camillus House to operate the outpatient substance abuse program, which will be using space in HAC's building. The program began in Autumn 2004.

**GROWING HOME**

1325 S. Wabash Ave, #205  
Chicago, Illinois 60605-2504

**Contact:**

Harry Rhodes

**Phone:**

(312) 435-8601

**Fax:**

(312) 435-0198

**Applicant:** Chicago Coalition for the Homeless

**Applicant Type:** Private nonprofit

**Property:** Chicago Moorings

**Original Property Description:** 1 cottage with less than 1 acre of land

**Property Type:** Base Closure

**Program Type:** Job training

**Client Base:** Homeless and low income adults

**Start Date:** Spring 1999

In 1992, the Chicago Coalition for the Homeless applied for and was awarded a parcel of federal surplus land in Chicago to begin an urban agriculture training program for homeless people. In 1996, Growing Home was formed as an independent non-profit organization in order to operate the program. In 1996, Growing Home acquired 10 additional acres of federal surplus land in LaSalle County and in April 2002 started its transitional job and organic agriculture social enterprise. This program was developed in response to the overwhelming need for job training and job creation as well as an anticipated growth in the demand for persons experienced in horticulture. The program is devoted to teaching homeless persons horticulture and business through the operation of an outdoor garden and greenhouses operated throughout the year. Since Growing Home began operations in 2002, the number of individuals completing the program has increased annually. It is expected that 15-16 individuals will complete the program in 2004. Growing Home has trained over twenty people since it began its training program. After completing the training, 71% of program graduates have found full-time employment or have continued training or studying in other programs.

The Chicago Moorings site was part of The Navy Pier, a tourist center, which was slated for redevelopment by the City of Chicago. The Coalition negotiated with the City to give up its rights to the property in exchange for the following: an alternate site; \$50,000; the right of first refusal of all day laborers in the area; a stall that is used to sell produce grown through the program; and free access to all farmers markets. The cash portion of the settlement was used to rehabilitate the alternate property, one acre of land.

**NORTHWEST  
SELF-HELP CENTER**  
1300 W. Northeast Highway  
Mt. Prospect, Illinois 60056

**Contact:**  
Ron Jordan

**Phone:**  
(847) 392-2332  
**Fax:**  
(847) 392-2427

**Applicant:** Community and Economic Development Associates, Inc. Northwest Self-Help Center  
**Applicant Type:** Private nonprofit

**Property:** Fort Sheridan  
**Property Description:** 6 single family houses,  
3 duplexes, and a common area  
**Property Type:** Base Closure

**Program Type:** Transitional housing and job training  
**Client Base:** Homeless persons

**Start Date:** June 1999

The Community and Economic Development Associates, Inc. (CEDA) Northwest Self-Help Center was approved in 1994 to provide a range of services to homeless persons on this property. However, Not In My Back Yard (NIMBY) opposition from the surrounding cities of Highland Park and Highwood, who were serving as the Local Redevelopment Authority (LRA), was strong. Unable to reach an agreement to share the property, CEDA gave up its rights to the property in exchange for \$850,000 in funds.

Following an evaluation of the gaps in the local area's Continuum-of-Care, CEDA used the funds to open a new homeless shelter for homeless families and individuals at an alternate location and to expand one of CEDA's existing buildings to provide space for an employment resource center. The agency operates 32 units for homeless individuals and families. The Resource Training Center (Center) serves hard-to-employ, immigrant, and homeless individuals. The Center opened in February 2001. Services provided include family counseling and instruction in financial management. The money was also used as matching funds to apply for grants from the U.S. Department of Housing and Urban Development. CEDA estimates that 100 homeless persons are served annually by the programs funded through revenues generated by CEDA. Annual operating costs are \$1.7 million.

**HORIZON HOUSE**

1625 East Washington Street  
Indianapolis, Indiana 46201

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Carter Wolf

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**Fax:**

(317) 423-8906

**Applicant:** Horizon House

**Applicant Type:** Private Nonprofit

**Property:** Fort Benjamin Harrison

**Property Description:** Single building totaling 21,000 square feet.

**Property Type:** Base Closure

**Program Type:** Emergency shelter, job training, health care, food bank, street outreach.

**Client Base:** Homeless persons

**Start Date:** August 2001

Horizon House had proposed expanding services it provides at other facilities by developing a day center on this property. Because of Not In My Back Yard (NIMBY) opposition from the Mayor's office and the Local Redevelopment Authority (LRA), Horizon House returned its rights to the property in exchange for funds.

The funds were used to purchase an alternate facility. Horizon House received a grant from the Veterans Administration to assist with the purchase, rehabilitation, and development of the alternate property, a former tire service center. The Fort Benjamin Harrison property was later developed into a state park, residential area, and a commercial development area.

Since it reopened and began operations in the summer of 2001, Horizon House offers a wide variety of services to homeless individuals in the Indianapolis community. These services include emergency shelter, food and clothing supplies with access to laundry, an outpatient medical suite, mental health services, legal services, job readiness training, and job placement. In addition, volunteers perform "street outreach" on a weekly basis to find individuals to take part in Horizon House programs.

As of 2003, Horizon House served 3,811 clients annually, with more than 76,000 duplicate visits.

**CHOICES**

437 Houston  
Manhattan, Kansas  
66502-6148

**Contact:**

Julie Govert Walter

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(785) 776-9294

**Fax:**

(785) 776-9479

**Applicant:** North Central-Flint Hills Area Agency on Aging

**Applicant Type:** Private nonprofit

**Property:** Manhattan Federal Building

**Property Description:** 11,000 square foot building

**Property Type:** Base Closure

**Program Type:** Intake center with food bank, job placement, and a housing program

**Client Base:** Homeless families and individuals

**Start Date:** October 2003

In 1997, HHS approved the application of the North Central-Flint Hills Area Agency on Aging, Inc. (NC-FH AAA). Services for homeless people were expanded through co-locating local service agencies in office space on this property. The large building was rehabilitated to remove lead paint, make the building accessible, and implement other improvements. NC-FH AAA currently sponsors programs operating on site. Services include a nutrition program, local food bank services, and programs providing job training, job search services, and assistance in obtaining housing, and Section 8 housing vouchers. The Flint Hills Breadbasket (Breadbasket) intake services are also located in the facility. The Breadbasket provides local food bank services. NC-FH AAA is partnered with cooperating organizations to serve a large portion of the 6,000 to 7,000 homeless persons that are estimated to live in Manhattan and the surrounding area.

Rehabilitation costs exceeded \$600,000. Funding for the program comes from grants and private donations.



**AFTERCARE  
MINISTRIES, INC.**  
1815 N. Bolton  
Alexandria, LA 71303

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Sandra Bolton

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(318) 448-5315  
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(318) 443-2800

**Applicant:** Aftercare Ministries, Inc.  
**Applicant Type:** Private nonprofit

**Property:** Nettles Army Reserve  
**Property Description:** 4 acres, 4 offices, 1 warehouse  
**Property Type:** Title V Surplus Property

**Program Type:** Transitional Housing  
**Client Base:** Men coming out of prison and homeless veterans  
**Start Date:** Applied 2002, start date was November 2003.

Aftercare Ministries Inc. will provide services in a positive environment to help veterans and ex-felons stay off the streets and out of prisons. The organization plans to serve about 24-30 individuals daily and is located in a commercial area of the city. Aftercare Ministries has worked with the community to generate support for the program, and the community has reacted positively. Aftercare Ministries wants to continue to build relationships with the community by participating in cleanups and being a citizen of the community.

Rehabilitation costs were about \$112,000 and annual operating costs are estimated to be about \$175,000. Funding comes from Rapides Foundation and private sources, and AMI is working on a grant with HUD.

**A.C. DOWDEN  
MEMORIAL HOMELESS  
SHELTER**

P.O. Box 277  
Leesville, Louisiana  
71496-0275

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(337) 392-0384

**Applicant:** Vernon Community Action Council  
**Applicant Type:** Private nonprofit

**Property:** Fort Polk  
**Property Description:** 1 former military  
administrative building  
**Property Type:** Base Closure

**Program Type:** Transitional supportive housing, job  
training, and day care

**Client Base:** Homeless individuals and families

**Start Date:** 1994

Vernon Community Action Council (VCAC) was approved in 1993 to use this property for a transitional supportive housing program for the homeless. In 2002, 226 persons were served through the program at A.C. Dowden Memorial Shelter with an average of eight persons served daily.

The Dowden Memorial Shelter is one of the few shelters in Louisiana that serves all segments of the homeless population including men, women, and families. Each client at the shelter receives case management. Clients begin case management by setting both short and long term goals for themselves which, when achieved, will lead to self-sufficiency. Other supportive services provided to clients include: job search assistance, transportation, food and clothing distribution, education referrals, legal advocacy, relocation assistance, and advocacy and supportive services for victims of domestic violence and sexual assault. Graduates of the VCAC program have an 86 percent success rate in finding employment and 75 percent are able to obtain permanent housing.

Rehabilitation costs for the Dowden Memorial Shelter reached \$22,500. Annual operating costs are \$130,000. Funding for the program comes from the U.S. Department of Housing and Urban Development Emergency Shelter Grants Program, rent payments, private foundation grants, and local donations. The surrounding community has given "tremendous support" to the program and has volunteered time and given in-kind donations to the shelter.

**HARMONY HOUSE**

1900 Garrett Road  
Monroe, Louisiana 71202

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Haynes Harkey, Chair

**Phone:**

(318) 343-9200

**Fax:**

(318) 343-9222

**Applicant:** Monroe Area Guidance Center

**Applicant Type:** Private nonprofit

**Property:** Naval Reserve Center

**Property Description:** A 12,000 square foot building, a 8,000 square foot gymnasium, and 16 acres of land

**Property Type:** Base Closure

**Program Type:** Emergency shelter, job training, day care, health clinic, and drop-in center

**Client Base:** Homeless mentally ill and multiply-diagnosed persons, and homeless veterans

**Start Date:** August 1996

In 1994, the Monroe Area Guidance Center (MAGC) was approved to acquire this property for the operation of Harmony House and Fairhaven Homeless Shelter, the only emergency shelters in Louisiana that target the mentally ill. The use of this property saves the MAGC program \$18,000 in rent per year, which is now put toward the development and funding of new programs to assist homeless persons.

By using the new and more spacious Navy property, MAGC was able expand its emergency shelter program for mentally ill and otherwise homeless persons to include 50 percent more clients. Harmony House has landscaped and improved the original site, including the addition of three storage buildings and a gazebo, as well as expansion of the gym facilities, in order to make it a suitable extreme weather shelter. An average of 60 persons are served daily at Harmony House and an estimated 500-600 persons are served annually.



12,000 sq. ft. administration building



8,000 sq. ft. gymnasium

Harmony House focuses on supporting clients in meeting their personal goals. Clients may stay at Fairhaven Homeless Shelter for up to six months. During this time, Harmony House provides supportive living, employment services, and a nutrition program for clients. Harmony House has its own psychiatric rehabilitation center for clients with mental illnesses. The rehabilitation center is partially staffed through a partnership with a local university in which nursing, counseling, and occupational therapy students work at the rehabilitation center to gain experience in their field. Upon graduation, 85 percent of the program's clients move into permanent housing

Future plans for MAGC include creating a Section 8 permanent housing program on six acres of land bordering Harmony House. MAGC has already obtained funding to build 19 apartments for Section 8 use. Rehabilitation costs for the property were approximately \$50,000, and annual operating costs for the program are \$800,000. Funding comes from a contract with the Office of Mental Health, the U.S. Department of Veterans Affairs, Medicaid reimbursement, the United Way, the U.S. Department of Transportation, the U.S. Department of Housing and Urban Development Emergency Shelter Grant Program, a Community Development Block Grant, Vocational Rehabilitation funds, and private donations.



A handful of the volunteers that made  
*Harmony House* possible

**PARK WOODS**

103 Texas Avenue  
Bangor, Maine 04401

**Contact:**

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**Fax:**

(207) 942-4633

**Applicant:** Department of Health and Welfare, City of Bangor

**Applicant Type:** Local government

**Property:** Charleston Family Housing

**Property Description:** 60 housing units, 1 office, and approximately 13 acres of land

**Property Type:** Base Closure

**Program Type:** Transitional housing

**Client Base:** Homeless families and individuals

**Start Date:** April 1995

In 1993, HHS approved the application of the City of Bangor to use this property to create a transitional community for homeless individuals and families. Residents may receive assistance from a range of on site services: case management; housing subsidies; education/training/planning; child care assistance; transportation assistance; and counseling. Residents may also benefit from off-site services provided through the City of Bangor, including maternal and child health services, immunizations, HIV and STD testing, children's dental services, lead screening, and participation in the WIC program. Persons may reside in Park Woods for up to 2 years and must make a commitment to work toward self sufficiency prior to entering the program. One hundred and fifty persons are served daily, and 600 persons are served annually.

Rehabilitation costs exceeded \$490,000 and annual operating costs are \$260,000. Funding for the Park Woods program comes primarily from multiple grants administered by the U.S. Department of Housing and Urban Development. In addition, a range of local organizations provide in-kind donations, including churches, the Bangor Daily News Foundation, local salons, and members of the residential community around Park Woods.

**VICKERS HOPE**  
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Caribou, Maine 04736

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**Applicant:** AMHC Facilities, Inc.  
**Applicant Type:** Private nonprofit

**Property:** Loring Air Force Base  
**Property Description:** 16 buildings, each approximately 1,100-square feet  
**Property Type:** Base Closure

**Program Type:** Emergency shelter, transitional housing, and adult day care  
**Client Base:** Homeless teenagers, victims of domestic violence, and chronically ill homeless persons

**Start Date:** June 1997

HHS approved the application of AMHC Facilities Inc. in 1995 to use these sixteen 2-3 bedroom housing units to provide housing and a range of supportive services to homeless individuals and families. The housing and services are offered through a collaborative of local agencies including Aroostook Mental Health and Battered Women's Project. The services which the organizations provide include: case management, a children's crisis center, a pre-school program, transitional housing for victims of domestic violence, and supportive housing for the chronically mentally ill. There are approximately 32 beds in the facility. The program serves an average of 32 persons daily and 30-35 persons annually.



Ten buildings are used as supportive housing for chronically mentally ill homeless persons. Two buildings are for the battered women's project. The remaining four buildings are used for office space, the children's crisis center, supportive housing for the elderly, and a pre-school.

Rehabilitation costs have been approximately \$130,000 to date. Annual operating costs, excepting each agency's individual program costs, are approximately \$86,000. Funding for this collaborative program comes from the Maine State Housing Authority and the U.S. Department of Housing and Urban Development.

**EMMAUS CENTER**

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Ellsworth, Maine 04605

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Sister Lucille MacDonald

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**Applicant:** H.O.M.E. Inc.

**Applicant Type:** Private nonprofit

**Property:** Ellsworth Federal Building

**Property Description:** 5,000 square foot building

**Property Type:** Title V Surplus Property

**Program Type:** Emergency shelter

**Client Base:** Homeless families and individuals

**Start Date:** October 1992

Approved in 1991 to open the only emergency shelter in Ellsworth, H.O.M.E., Inc. houses residents for up to 45 days and assists them in locating housing. Twenty-two persons at one time may stay at Emmaus Center. In 2002, 450 homeless persons, including 54 families, received shelter.

In addition to providing the shelter's residents with three meals a day, H.O.M.E. also provides services to non-residents to help them obtain stable and adequate housing. H.O.M.E. assists clients in obtaining food, clothing, transportation, furniture, and day care, as well as providing short term loans for security deposits on housing, and emergency needs such as utility or repair bills. Furthermore, H.O.M.E. helps clients with paperwork and finding jobs. In 1999, HOME provided 11,710 clients with food boxes or furniture.

Rehabilitation costs were \$35,907. The operating budget for 1999 was \$198,000. Funding for Emmaus Center comes from the Main State Housing Authority, Federal Emergency Management Agency, and private donations.

**CROSSROADS  
COMMUNITY  
INCORPORATED**

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**Contact:** John F. Plaskon

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**Applicant:** Crossroads Community, Inc.

**Applicant Type:** Private nonprofit

**Property:** Stillpond Housing Units Coast Guard

**Property Description:** 4 single family dwellings

**Property Type:** Title V Surplus Property

**Program Type:** Transitional housing

**Client Base:** Homeless individuals with mental illness

**Start Date:** August 2003

Crossroads Community, Inc. applied for properties in Chestertown, Maryland and Queen Anne's County, Maryland in May 2002. The properties consist of 4 single-family dwellings, 2 split-level and 2 ranch style. All of the homes are between 1000-1100 square feet, sit on land between 15,000-190,000 square feet, and have 3 bedrooms. The property provides transitional housing for homeless individuals with mental illness, and serves 12 individuals daily, and 16-20 individuals annually.

Before the property could begin housing individuals, renovations were completed, a license to operate was obtained, and final corrections and improvements had to be made. Lead paint abatements were required in 1 unit.

The biggest problem facing the project was NIMBY opposition from the community. The project received negative press from local papers through articles as well as letters to the editor. Articles featuring the project were juxtaposed with articles and pictures about policemen who had been shot and killed by a person with a long history of mental illness, which caused a great outcry from the community that public safety was being threatened by the transitional housing. To overcome NIMBY opposition, Crossroads Community, Inc. held multiple community meetings, met with local elected officials, met with local neighborhood associations, sent letters to every house in the neighborhood, and co-sponsored a defeating stigma workshop at the local college.

All four dwellings began operations in the Summer of 2003. The Maryland Department of Housing and Community Development provided funding for renovation of the property, while the Mental Hygiene Administration is providing ongoing funding. The total rehabilitation cost for the property was \$119,174. The FY03 operating expense for the four homes was \$405, 136.



**SOUTHERN MARYLAND  
TRI-COUNTY COMMUNITY  
ACTION COMMITTEE,  
INCORPORATED**

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Hughesville, Maryland 20637

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**Applicant:** Southern Maryland Tri-County  
Community Action Committee, Inc.

**Applicant type:** Private nonprofit

**Property:** La Plata Housing

**Property Description:** 16 townhouses

**Property Type:** Title V Surplus property

**Program Type:** Transitional housing

**Client Base:** Homeless families

**Start date:** Projected to start in summer 2006

Southern Maryland Tri-County Community Action Committee, Inc. (SMTCCAC) was approved for use of 16 former Navy townhouses on 4.13 acres of land in La Plata, Maryland, in August 2001 and plans to use the property as transitional housing for homeless families.

This approval came after multiple attempts. The first time HHS told SMTCCAC its application was incomplete and HHS needed more information on agencies that it was collaborating with on the property. SMTCCAC also had to provide more information on current programs, on plans for vacant land, and environmental information.

However, despite its approval, it is estimated that SMTCCAC will not be able to operate the facility until the summer of 2006 due to a host of difficulties. While SMTCCAC obtained its deed in July 2002, it still faces problems concerning the property. The biggest problem is that the town in which the property is located underwent comprehensive rezoning between the award and receipt of the deed. The property is now non-conforming and not able to be developed further without an amendment to either the zoning code or the deed.

Furthermore, SMTCCAC has experienced problems visiting the property, which is imperative to make the necessary renovations. To view the property, which was boarded up, persons from SMTCCAC had to force entry onto the site. This occurred during the application process as well as after approval. As of the fall of 2002, these problems were resolved and SMTCCAC currently has full access to the property.

Additionally, the property has lead paint and asbestos problems, which SMTCCAC plans to abate at construction commencement.

Finally, SMTCCAC has dealt with NIMBY opposition from members of the community, including town leadership, and is dealing with these problems by securing services through Maryland volunteer lawyers service. Difficulties that SMTCCAC is facing with lead paint and asbestos on the property as well as opposition from NIMBY are moot until the town rezoning issues are resolved and construction may commence.

SMTCCAC is working in conjunction with the Charles County Homelessness Committee in developing the property. The estimated total rehabilitation costs of the property are \$1,000,000 to \$3,000,000. They estimate that annual operating costs of the facility will be \$100,000.

**GRACE CENTERS OF HOPE**

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Pontiac, Michigan 48342

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(248) 334-0109

**Applicant:** Grace Centers of Hope (formerly Pontiac Rescue Mission)

**Applicant Type:** Private nonprofit

**Property:** Harold A. Furlong Building

**Property Description:** Building is one city block long

**Property Type:** Base Closure

**Program Type:** Transitional housing, emergency shelter, health care, food bank, and day care

**Client Base:** Homeless families and individuals

**Start Date:** 1990

Grace Centers of Hope, formerly known as Pontiac Rescue Mission, was approved in 1989 to use this property in downtown Pontiac to provide a wide range of services to homeless men, women, and children. These services include transitional housing with case management, emergency shelter, and health care. A long term care program, including substance abuse counseling, is available to adults with addictions and a day care program is available for their children.

The shelter provides 43,000 nights of stay and 106,000 meals annually with 150 dormitory-style rooms and a kitchen/dining area that seats 200 persons. GCH serves approximately 116,000 clients annually.

Rehabilitation costs were approximately \$800,000. Total annual operating costs are \$1.8 million. Funding comes strictly from private donations.



**ECONOMIC SECURITY  
CORPORATION OF  
SOUTHWEST AREA**

302 South Joplin Street  
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**Applicant:** Economic Security Corporation of Southwest Area

**Applicant Type:** Private nonprofit

**Property:** Durward G. Hall Federal Building and Courthouse

**Property Description:** 36,228 sq. foot building with full basement and 3 floors

**Property Type:** Title V Surplus Property

**Program Type:** Administrative services for transitional housing and drop in facility

**Client Base:** Homeless individuals

**Start Date:** January 2002

In July 2001, the Economic Security Corporation of Southwest Area applied for property in Joplin, Missouri. The property, Durward G. Hall Federal Building and Courthouse, is a 150 ft. by 120 ft. lot comprised of a basement and three upper levels with 65 rooms. Economic Security Corp. of Southwest Area uses the property to provide administrative services for transitional housing for homeless individuals. Additionally, the property is used as a drop-in facility for homeless individuals who are seeking shelter and protection from extreme weather conditions. The program serves approximately 100 people annually.

The program encountered several problems in obtaining and moving into the property. The program was told that it had an incomplete application and needed to expand on the roles of the Jasper County Public Housing Agency. In addition, the program had to explain why its other buildings were not suitable for its proposed purpose. Finally, it had to list the persons who determined the answers to questions regarding environmental concerns. After HHS approved its application, the program encountered other problems. The IRS and Social Security Disabilities Hearing Offices were in the building and delayed moving out for approximately five months after Economic Security Corp. of Southwest Area moved in. The program also had to wait a year before signing the deed to the property, which caused problems. This delayed renovation and forced the program to physically move offices on multiple occasions.

GSA spent approximately \$1,000,000 renovating the building before it was declared surplus under Title V. Remodeling costs of the property, after the property was assigned to the Economic Security Corporation, were approximately \$300,000. The program receives funding from Agency Reserves, various programs the agency operates and private resources.

**HUMAN RESOURCE  
DEVELOPMENT  
COUNCIL OF DISTRICT IX,  
INC.**

32 South Tracy  
Bozeman, Montana 59715

**Contact:**  
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(406) 585-3538

**Applicant:** Human Resource Development  
Council of District IX, Inc.

**Applicant Type:** Private nonprofit

**Property:** Bozeman Reserve Center

**Property Description:** 14 offices and 2  
transitional housing units.

**Property Type:** Base Closure

**Program Type:** Two transitional housing  
programs, emergency and permanent housing,  
Headstart, rental housing, family services, health  
care services, and job training

**Client Base:** Homeless families, displaced  
community residents, elderly, and disabled people

**Start Date:** October 2001

HHS approved the application of the Human Resource Development Council Inc. in 1996 to provide a range of services to homeless individuals and persons needing home health care. This space has been renovated to make room for 41 staff members to provide supportive services to homeless and displaced community residents and offices for home health care services. These services include: Head Start, case management, employment and training, food bank, and both temporary and permanent housing assistance. Also on the site are two transitional living units for homeless persons. Currently, the Bozeman Reserve Center serves approximately 50 unduplicated clients per day and offers direct services to nearly 2145 unduplicated clients annually. In addition, in 2003 the program issued over 12,000 referrals to other agencies and service providers.

Rehabilitation costs for the site were \$1.4 million. Annual operating costs are approximately \$600,000. Funding for the Bozeman Reserve Center comes from a variety of sources, including federal and state grants, contract revenues, contributions, and fundraising.

**AMANDLA  
CROSSING**

100 Mitch Snyder Drive  
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08837-3653

**Contact:**

Cari Tarica

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**Applicant:** Middlesex Interfaith Partners with the Homeless

**Applicant Type:** Private nonprofit

**Property:** Raritan Depot

**Property Description:** 30 housing units and 3.2 acres of land

**Property Type:** Title V Surplus Property

**Program Type:** Transitional housing, children's day care, and case management

**Client Base:** Homeless single-parent families on welfare

**Start Date:** July 1991

In 1989, Middlesex Interfaith Partners for the Homeless (MIPH) became one of the first organizations in the country to acquire surplus federal property. It improved the vacant land that they received with 29 apartment-style housing units which are used for transitional housing and services including case management, daily living skills instruction, and educational classes for homeless single-parent families on welfare. The maximum occupancy of these units are 78-82 adults and children; an estimated 28 adults and 45-50 children reside in these housing units at any given time. Since it began operations, Amandla Crossing has been filled to capacity and has approximately 45 applications for the program on file at any given time. The program serves 86 homeless persons in single parent families annually.

Amandla Crossing educates residents with classes on building self-esteem, health issues and nutrition, parenting, home management, the GED, and tenancy. Residents pay a percentage of their annual income as rent. Formerly, this level was set at 30%, however, after a change in state law, MIPH was required to change this to 65%. Amandla Crossing succeeds in placing 100% of their clients in permanent, Section 8 housing and after one year, 98% of graduates are still living in safe and affordable housing.

Rehabilitation and construction costs for this property were \$1.7 million. Annual operating costs are \$1,000,000. Funding comes from the U.S. Department of Housing and Urban Development, emergency assistance payments, foundations, the United Way, and individual donations.

**IMANI PARK HOUSING**

60 Kilmer Rd/Rd 2  
Edison, NJ 08817

**Contact:** Alice Abner

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**Fax:**

(732) 572-2715

**Applicant:** Middlesex Interfaith Partners with the Homeless

**Applicant Type:** Private nonprofit

**Property:** Camp Kilmer

**Property Description:** One 21,000 square foot building

**Property Type:** Title V Surplus Property

**Program Type:** Transitional housing

**Client Base:** Homeless individuals living with HIV/AIDS and their families.

**Start Date:** June 2004

Middlesex Interfaith Partners obtained this property in 1996. The property consists of a single, newly-constructed 21,000 square foot facility containing 16 apartments, a classroom, and several offices. The facility contains 4 one-bedroom, 8 two-bedroom, and 4 three-bedroom apartments. At any given time, the Imani Park may be expected to house 35-45 individuals, depending on family size. The program serves as a transitional housing facility for homeless individuals living with HIV or AIDS and their families, and began operations in June 2004.

Costs of building construction were approximately \$2,800,000. Annual operating costs are expected to be between \$600,000-\$700,000. Funding for the program comes from a variety of sources, including Supportive Housing Grants from HUD, Middlesex County Home, the United Way of Central New Jersey, Housing and Mortgage Finance Association (HMFA), and the Department of Community Affairs (DCA).

**URBAN RENEWAL CORP.**

224 Sussex Avenue  
Newark, NJ 07103

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**Applicant:** Urban Renewal Corporation

**Applicant Type:** Private nonprofit

**Property:** Naval Reserve Center

**Property Description:** 4-story brick building, 48,000 square feet, and 2 acres of land

**Property Type:** Title V Surplus Property

**Program Type:** Job training for homeless individuals

**Client Base:** Homeless individuals

**Start Date:** January 2003

In March 2001, Urban Renewal Corporation applied for property in Kearny, New Jersey. The property, two acres of land and one building, is used by the program to provide job training to homeless individuals. Annually, the program serves 600-850 clients per year.

Urban Renewal Corp. has encountered some problems in starting its program. It was unable to obtain the property's utility records, maintenance information, environmental information, etc. Additionally, the program has environmental problems with the facility. Lead paint on the property made it unsafe for future use as a residence and had to be addressed.

Furthermore, Urban Renewal Corp. also has been faced with Not In My Back Yard (NIMBY) opposition to its program. Community members were reluctant to have homeless individuals in the area.

Rehabilitation of the property has cost \$116,753.39 to date. Annual operating costs are approximately \$950,000-\$1,100,000. Funding for the property comes from the Department of Labor.



**CATHERINE A. ROWE  
COMMONS**

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**Applicant:** Paterson Coalition for Housing, Inc.

**Applicant Type:** Private nonprofit

**Property:** Naval Reserve Center (Clifton)

**Property Description:** 1 and 1/2 acres of land

**Property Type:** Base Closure

**Program Type:** Transitional housing and children's  
day care

**Client Base:** Homeless families

**Start Date:** February 1995

The Paterson Coalition for Housing was approved in 1992 to use land at a Naval Reserve Center to create a transitional living community. The Catherine A. Rowe Commons Transitional Housing Program (The Commons), operating in 20 housing units and a day care center, is a comprehensive program for homeless families that includes case management, on-site therapy, and drug and alcohol counseling, and targets chronically homeless families and young parents with a history of child abuse and neglect. All applicants are given an initial interview and are sent for a drug screening and psychological evaluation. If appropriate, they are interviewed a second time and the screening committee considers their case. If approved, a move-in date is set.

The day care program, which includes after school and summer programs, is available to all children of families residing at the facility and is closely linked with the local school district. In 2003, the Commons added a summer day camp for children ages 5-12 that complements the Head Start program that is also on site. The Commons also expanded its services recently to include a Division of Youth and Family Services Aging-out Youth program for 18-21-year-old homeless individuals.

The Commons serves 60 persons daily and 100 annually. Rehabilitation costs were \$1.8 million. Annual operating costs are \$350,000. Construction funding came from the Federal Home Loan Bank of New Jersey, the New Jersey Department of Community Affairs, and the Stewart B. McKinney Transitional Housing Demonstration Program. Operating and services are funded through Stewart B. McKinney, the Division of Youth & Family Services, and Emergency Assistance.

**LIBERTY HOUSE**

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Phoenixville, PA 19460

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(610) 430-7708

**Applicant:** Community Mental Health Services Inc.

**Applicant Type:** Private nonprofit

**Property:** Valley Forge Hospital

**Property Description:** 1 two-story building with 48 housing units, 5 administrative offices, staff apartments, and space for a community dining area and laundry facilities on 7 acres

**Property Type:** Base Closure

**Program Type:** Transitional housing

**Client Base:** Mentally ill homeless individuals and families

**Start Date:** November 1996

A residential facility for mentally ill homeless persons, Liberty House opened its doors late in 1996, after Community Mental Health Services, Inc. (CMHS) was approved to use the property in 1989. Full-time case management, including on-site counseling and social services, in addition to a 24-hour crisis intervention program, are all part of the services available to residents. Liberty House also provides three meals a day in its cafeteria (although residents may prepare meals in lounges that contain kitchenettes). There also is an outdoor eating area with a canopy and picnic tables, laundry facilities, and an enclosed area for children to play. The facility has a total of forty-eight beds, and the same number of people are served annually at the site. Residents pay 30 percent of their monthly income.



Rehabilitation costs were \$4.7 million and annual operating costs are \$296,000. Funding for Liberty House comes from the Department of Housing and Urban Development through a Single Room Occupancy grant, the Pennsylvania Housing Finance Agency, a Community Development Block Grant from Chester County; the Chester County Housing Trust, the Pennsylvania Department of Community Affairs, and the Federal Home Loan Bank.



**CROSSROADS**  
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Manager

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**Applicant:** Travelers Aid Society of Rhode Island  
**Applicant Type:** Private nonprofit

**Property:** Davisville Housing at Quanset Naval Base  
**Property Description:** 58 three- and four-bedroom housing units and 14 acres of land  
**Property Type:** Base Closure

**Program Type:** Transitional housing, day care, and job training

**Client Base:** Homeless families

**Start Date:** September 1994

The Travelers Aid Society (TAS) was approved in 1993 to provide transitional housing to homeless families with at least two children. Program participants must be able to attend school or work and are required to develop short-term and long-term goals with assistance from a case manager. TAS works with other agencies to provide a variety of services on-site. Programs for parents include computer training, GED preparation, parenting classes, and nutrition classes. In addition to day care, programs for children include Boy Scouts, Girl Scouts and Big Brother/Big Sister. The Crossroads Program provides housing for 58 families or 215 persons each year.

Rehabilitation costs were \$920,000 and the program operates on an annual budget of \$550,000. Funding is provided by a Community Development Block Grant, private foundations, individual donations, and the Rhode Island Housing and Mortgage Finance Corporation.



**CAROLINA YOUTH  
DEVELOPMENT  
CENTER**

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**Applicant:** Carolina Youth Development Center

**Applicant Type:** Private nonprofit

**Property:** Charleston Naval Base

**Property Description:** 4 housing units and 1/2 acre of land

**Property Type:** Base Closure

**Program Type:** Transitional housing

**Client Base:** Single children from foster care, ages 18 to 21

**Start Date:** January 1998; closed 2000

Approved in 1994 to operate a transitional housing program for children ages 18 to 21 that are referred from the Department of Social Services, Carolina Youth Development Center (CYDC) served up to 9 children daily and up to 20 children annually. CYDC's services included case management, food, and health education. The Lowcountry Food Bank provided food for residents and some children were able to assist with meal preparation.

There were no rehabilitation costs for the property; the annual operating budget was \$100,000. Funding came from the South Carolina Department of Social Services, foundation grants, Medicaid reimbursement, and private donations.

The program was closed in 2000 because of a lack of state funding.

**DISABILITIES BOARD  
CHARLESTON COUNTY**

995 Morrison Drive  
Charleston, SC 29403

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(843) 805-5825

**Applicant:** Disabilities Board of Charleston County

**Applicant Type:** Private nonprofit

**Property:** Charleston Naval Base

**Property Description:** 4 duplex housing units

**Property Type:** Base Closure

**Program Type:** Permanent housing

**Client Base:** Homeless people with developmental disabilities and social needs

**Start Date:** April 1997

Approved in 1994 to use a portion of the former Charleston Naval Base, the Disabilities Board of Charleston County (DBCC) has created a supportive housing program for people with developmental disabilities. All residents are referred through the South Carolina State Department of Disabilities and Special Needs and receive a Medicaid Community Home-Based Waiver, which allows them to access a range of Medicaid-funded supportive services with the assistance of the staff. The program, which consistently runs at full capacity, serves 27 persons annually with a total number of 27 beds for residents.

Residents in DBCC's program participate in a day program that includes prevocational training, supported employment, and sheltered workshops. In the sheltered workshops, workers do contract work under the supervision of a vocational trainer. When at home, clients have constant access to the program's staff who provide transportation, meals, and any other case management and assistance that the resident might need. Clients are also provided with daily living and community skills training. Residents pay \$400 per month in rent to the Disabilities Board of Charleston County and may stay in the program permanently.

Rehabilitation costs were up to \$90,000 per unit. In 2003, the annual operating costs were approximately \$137,000. Funding comes from the South Carolina State Department of Disabilities and Special Needs and residents' rent payments.

**HOTLINE, INC.**  
P.O. Box 71583  
Charleston, SC 29415

**Contact:**  
Charlotte Anderson

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**Fax:**  
(843) 566-7193

**Help line:**  
(800) 922-2283

**Applicant:** HOTLINE, Inc.  
**Applicant Type:** Private nonprofit

**Property:** Charleston Naval Base  
**Property Description:** 1 administrative office  
**Property Type:** Base Closure

**Program Type:** 24 hour crisis, teen line, and referral line

**Client Base:** Homeless persons in crisis

**Start Date:** February 1998 (moved January 2003)

HOTLINE, Inc. was approved in 1994 to obtain offices at Charleston Naval Base to operate a 24 hour crisis and referral line. HOTLINE serves approximately 12,000 persons a year. HOTLINE provides community outreach and education through presentations and written materials on various subjects (e.g. suicide prevention, self-esteem, stress management and effective communication skills). This organization also provides the Tri-County Resource Directory, The Youth Yellow Pages, and the Community Service Directory. After five years on the former naval base property, the program merged with another nonprofit organization and moved to offices off the base.

**FLORENCE  
CRITTENTON  
PROGRAMS**

1835 Marine Ave.  
N. Charleston, SC 29405

**Contact:**

Linda Flanagan

**Phone:**

(843) 529-9494

**Fax:**

(843) 577-0770

**Applicant:** Florence Crittenton Programs

**Applicant Type:** Private nonprofit

**Property:** Charleston Naval Base

**Property Description:** 1 office unit

**Property Type:** Base Closure

**Program Type:** Outreach and support; transitional housing

**Client Base:** Homeless single mothers over age 18

**Start Date:** July 1997; housing closed June 2003

Approved in 1995 to reuse property at Charleston Navy Base, Florence Crittenton Programs provided transitional housing for up to eight families until June 2003, when it closed. Residents were able to remain at the facility for 24 months receiving a number of on-site services from case management to presentations from local attorneys on pertinent legal issues such as child custody. In addition, linkages to off-site day care were available to all residents. One parent received an outside scholarship for college. One office unit remains open for outreach, support services, and case management.

Rehabilitation costs for the property were \$7,000; the program had an annual budget of \$128,000. Funding came from the Department of Social Services, United Way, private foundations, reserve funding, and Medicaid reimbursements.

**MENTAL HEALTH  
ASSOCIATION OF THE  
LOWCOUNTRY**

1850 Truxtun Avenue  
North Charleston, SC 29405

**Contact:**

Mary Jo Madden

**Phone:**

(843) 224-2477

**Applicant:** Mental Health Association of the Lowcountry

**Applicant Type:** Private nonprofit

**Property:** Charleston Naval Base

**Property Description:** 4 housing units and 1 former Navy lodge

**Property Type:** Base Closure

**Program Type:** Transitional housing, emergency shelter

**Client Base:** Homeless adolescents and elderly abused persons.

**Start Date:** June 1997; closed 1999

The Mental Health Association of the Lowcountry (MHA) was approved in 1994 to reuse property at Charleston Naval Base for a transitional housing and emergency shelter program. In collaboration with Elder Shelter and Elder Support Line, MHA devoted its emergency shelter to elderly abused persons from the surrounding three counties. Each room in the lodge had kitchens to facilitate independent living for each person entering the program. The emergency shelter had the capacity to serve five persons daily and 100 to 150 persons annually. Residents came to the shelter through referrals from the Department of Social Services, hospitals, and law enforcement agencies. Services provided included case management, crisis intervention, and counseling.

The transitional housing program, operated solely by MHA, was a supervised independent living program for homeless adolescent persons. This program served six to ten individuals daily and 45 individuals annually.

Rehabilitation costs approached \$30,000, and annual operating costs were approximately \$75,000. Funding for the programs came from public donations, grants, foundations, and some fees for services. The organization declared bankruptcy in 1999 and the property reverted back to the reuse authority.



**INTERFAITH  
HOSPITALITY  
NETWORK OF YORK  
COUNTY**

404 East Main St.  
Rock Hill, SC 29730

**Contact:**  
Sheila Chance

**Phone:**  
(803) 329-2456

**Applicant:** Interfaith Hospitality Network of York County, Inc.

**Applicant Type:** Private nonprofit

**Property:** Social Security Office

**Property Description:** 1 building

**Property Type:** Title V Surplus Property

**Program Type:** Day Center

**Client Base:** Homeless Families

**Start Date:** February 2003

Interfaith Hospitality Network of York County provides services as a day center to homeless families and helps adults find jobs in conjunction with other social agencies in the area. In addition, counseling and training for life skills, such as budgeting, interpersonal skills, and stress management are available. The project serves about 14 people daily and 60 people annually. Community reaction and support from local churches and individuals has been very favorable.

Rehabilitation costs were alleviated through donated labor and supplies, and the total costs, though valued at \$40,000, were actually around \$15,000. The budget for Interfaith is about \$90,000 per year, and the majority of funding comes from local churches and private individuals, with additional funding from grants. Interfaith Hospitality Network shares its building with another private nonprofit service provider, The Hope Project. The Hope Project provides emergency assistance as a food pantry and serves about 40 people per day.

**THE CHILDREN'S  
CENTER**

P.O. Box 2600  
Galveston, TX 77553

**Contact:**

Terry Keel

**Phone:**

(409) 765-5212 or  
(409) 763-8861

**Fax:**

(409) 765-6094

**Applicant:** The Children's Center

**Applicant Type:** Private nonprofit

**Property:** Fort Crockett

**Property Description:** 15 efficiencies and duplexes

**Property Type:** Title V Surplus Property

**Program Type:** Transitional housing

**Client Base:** Homeless families with children and  
homeless youth, ages 18 to 21, with or without  
children

**Start Date:** June 1999

The Children's Center (CC) was approved to use ocean front housing at Fort Crockett in February 1998. CC staff participated in negotiations regarding whether to give up its rights to the ocean front property for an alternate property that was newer and in a residential area and, therefore, safer for children than the ocean front property. After these negotiations, CC moved to a safer, more child-friendly location.

The program includes transitional housing with a variety of support services from case management to education in home and community living. Day care is provided off site at one of The Children's Center's other facilities. Additional services for residents are available through linkages with other agencies in the Galveston area. The facility is equipped with 32 beds. Annually, the program serves approximately 75-100 adults and children.

Rehabilitation costs were approximately \$500,000 and annual operating costs are \$1.5 million. Funding comes from the Emergency Shelter Grants Program, the Moody Methodist Permanent Endowment Fund, Houston Endowment, Meadows Foundation, Diocese of Galveston, and private donations.

**WOMEN OPTING FOR  
MORE AFFORDABLE  
HOUSING NOW, INC.**  
P.O. Box 571898  
Houston, Texas 77257-1888

**Contact:**  
Michaelle Wormly

**Phone:**  
(713) 869-9727

**Fax:**  
(713) 869-7278

**Applicant:** Women Opting for More Affordable Housing Now, Inc. (WOMAN, Inc.)

**Applicant Type:** Private nonprofit

**Property:** Fort Crockett, Galveston, Texas

**Property Description:** 10 housing units, 2,700 square foot warehouse, 2 storage sheds, and 2.7 acres

**Property Type:** Base Closure

**Program Type:** Transitional housing with child care assistance

**Client Base:** Homeless victims of domestic violence

**Start Date:** November 1998

Women Opting for Affordable housing Now, Inc. (WOMAN, Inc.) was approved in January 1998 to provide transitional housing to homeless victims of domestic violence. The program provides comprehensive case management and child care assistance for 10 families or approximately 40 people annually in ten townhouse units. The warehouse was converted into a community center. Residents will be employed or obtain job training while in the program and will work toward self-sufficiency. Woman, Inc. provides the following support services: case management, counseling, child care assistance, rental assistance, parenting skills training, life skills management, nutrition and medical intervention, job skills improvement, and advocacy. The maximum stay period is 18-24 months.

Rehabilitation costs were \$250,000 and funding came from the Sisters of Charity of the Incarnate World. Annual operating costs are \$150,000. Funding comes from foundation grants and the Supportive Housing Program.

**MENTAL HEALTH  
MENTAL RETARDATION  
SERVICES FOR THE  
CONCHO VALLEY**

1501 W. Beauregard Street  
San Angelo, TX 76901

**Contact:**  
Tom Hopkins

**Phone:**  
(325) 658-7750

**Fax:**  
(325) 658-8381

**Applicant:** Concho Valley Center for Human Advancement

**Applicant Type:** Private nonprofit

**Property:** Fish Hatchery Station #2

**Property Description:** Two 1,200 square foot housing units, 2 warehouses, a garage, a pump house, a holding house for fish, and 91 acres of land

**Property Type:** Title V Surplus Property

**Program Type:** Permanent housing, job training, and job placement assistance

**Client Base:** Homeless persons with mental disabilities

**Start Date:** August 1990

Beginning operations in August 1990, Mental Health Mental Retardation Services for the Concho Valley (MHMRSCV) administers permanent housing for individuals with mental disabilities on a former fish hatchery. An average of 3 people daily and 15 annually are served by MHMRSCV's program.

MHMRSCV offers life skills training, prevocational training, vocational training, and a job placement program for residents and other mentally disabled homeless persons from the area. The employment program includes job training in areas such as ceramics production, shelf stocking at a local military commissary, and highway custodial work. Residents of the housing program receive on-site case management and 24-hour supportive service staffing and are expected to pay 30 percent of their income as rent. Although there is no limit on the length of time which residents may stay with the program, the average length of stay is 24 to 30 months. When residents leave, often for less structured supportive housing, they are offered continual case management until they leave the area.

Rehabilitation costs were \$10,000 for the housing units. Annual operating costs are approximately \$25,000. Funding comes from state and local sources as well as residents' rent payments.

**CARPENTER'S SHELTER**

930 North Henry Street  
Alexandria, Virginia 22314

**Contact:**

Fran Becker

**Phone:**

(703) 548-7500

**Fax:**

(703) 548-3167

**Applicant:** Carpenter's Shelter

**Applicant Type:** Private nonprofit

**Property:** Cameron Station

**Property Description:** 22,000 square foot building  
and 1.9 acres of land

**Property Type:** Title V (Base Closure)

**Program Type:** Emergency shelter

**Client Base:** Homeless men, women, and children

**Start Date:** April 1999

In 1994, Carpenter's Shelter was awarded property to provide emergency shelter in an existing facility at Cameron Station Army Base. Through a property exchange, Carpenter's sold the Cameron Station property and purchased an existing DMV site which they renovated and expanded. In April 1999, Carpenter's Shelter moved into its new \$3.5 million, debt-free facility.

As Northern Virginia's largest homeless shelter, servicing more than 1,000 people each year, Carpenter's provides free, comprehensive services that include: temporary residential shelters, case management services, educational and family services, a daytime drop-in center at David's Place, and an overnight hypothermia shelter during the winter months which Carpenter's coordinates for the City of Alexandria. As of 2004, the yearly operating costs for the facility were approximately \$1,100,000.

**Eighty-bed Residential Shelter:** Carpenter's serves homeless people who are chronically mentally ill, those working to live a life of sobriety or abstinence from drugs/alcohol, individuals who are unemployed, physically ill or disabled persons, victims of domestic violence or abuse, parolees, refugees, and veterans. Carpenter's provides opportunities that enable residents to overcome poverty. More than 400 homeless men, women, and children accessed the residence in 2003.

**David's Place:** Besides homeless persons who use shelters, some "street people" in Alexandria do not, or cannot, use a shelter. Many of these individuals suffer from substance abuse disorders and mental illnesses. David's Place is Carpenter's daytime drop-in center, and serves more than 350 homeless individuals in a year. The facility includes showers, restroom facilities, laundry services, mail, and a dry storage area.

**Hypothermia Shelter:** From November through March, Carpenter's provides an overnight refuge to unsheltered individuals to prevent overexposure to the winter weather. Approximately 325 homeless persons, including some children, access the winter overflow program each year.

**CAPITAL AREA FOOD  
BANK-NORTHERN  
VIRGINIA BRANCH**

6833 Hill Park Drive  
Lorton, Virginia 22079

**Contact:**  
Crystal Hair

**Phone:**  
(202) 526-5344

**Fax:**  
(202) 529-2938

**Applicant: Capital Area Food Bank**

**Applicant Type:** Private nonprofit

**Property:** Lorton

**Original Property Description:** 12,000 square foot warehouse and 3 acres of land

**Property Type:** Base Closure

**Program Type:** Food bank and distribution

**Client Base:** Homeless and low-income persons

**Start Date:** October 1998

The Capital Area Food Bank (CAFB) was approved in 1994 to acquire a warehouse at Cameron Station, a former Army base, to conduct a food distribution program throughout the Northern Virginia area. However, at the request of the City of Alexandria and a local developer who had acquired the rights to develop the rest of the base, CAFB gave up its rights to the property in 1996 and was awarded funds to purchase another facility elsewhere.

Difficulties in finding property large enough for its intended program and in a neighborhood that would not oppose such a program proved to be a significant barrier. Nevertheless, CAFB found and purchased property formerly owned by the Frito-Lay Company in December 1997. This property consists of 2.5 acres of land, including a 12,000 square foot building, most of which is warehouse space. CAFB distributes 22 million pounds of food each year to 275,000 people. In addition, CAFB provides programs on food safety, nutrition, and organic farming and advocacy.

Renovation costs for the facility were approximately \$400,000, which includes the cost of installing a refrigeration and freezer system. Annual operating costs are \$700,000, and are met through funding from private sources.

**DAWSON BEACH**  
15941 Cardinal Drive  
Woodbridge, Virginia 22191

**Contact:**  
Teresa Giesting

**Phone:**  
(703) 792-7535

**Fax:**  
(703) 792-7393

**Applicant:** Board of Supervisors of Prince William County

**Applicant Type:** Local government

**Property:** Woodbridge Housing Site

**Property Description:** 9 housing units and 7 acres of land

**Property Type:** Base Closure

**Program Type:** Transitional housing and child care

**Client Base:** Homeless families

**Start Date:** February 1992

HHS approved the Prince William County Government to use former military housing for a transitional housing program for homeless families in 1991. Case management, supportive services, and life skills seminars are provided to the estimated 33 persons served daily and the 47 persons served annually.

As of December 2001, 53 families had graduated to permanent housing. One former resident with two children completed her bachelor's degree, obtained full-time employment and moved into permanent housing. Another woman with two children attended business college, obtained employment with the federal government, and purchased a home through the County's Single Family Lease Purchase Program.

The initial rehabilitation costs for this property were \$339,000 and an additional \$100,000 was spent in 1998-1999 to renovate kitchens in all nine units. The annual cost for maintaining staff, utilities, property, and supplies is approximately \$246,000. The maintenance and program fees are supported by a local community development block grant, a federal shelter grant, a state shelter support grant, and rents collected. Local churches have supported the program through volunteer efforts.



**REDMOND FAMILY  
HOUSING SITE**

C/o City of Redmond,  
Community Planning Div.  
15670 Northeast 85th Street  
Redmond, Washington 98052

**EAST SIDE HOUSING  
ASSOCIATION**

**Contact:** Kim Lovall

**Phone:** (425) 885-0043

**Fax:** (425) 861-8279

**Applicant:** City of Redmond, Community Planning Division

**Applicant Type:** Local government

**Property:** Coast Guard housing site

**Property Description:** 18 housing units and 5 acres of land

**Property Type:** Title V Surplus Property

**Program Type:** Transitional housing and emergency shelter

**Client Base:** Homeless families and homeless youth over 18 years of age

**Start Date:** January 1998

Through the City of Redmond's acquisition of the Coast Guard housing site, several levels of services are provided on this property. The City acquired a division of the property through the Title V program and leased the housing units in that division to four local agencies to provide transitional housing. The agencies were Seattle Indian Center, Friends of Youth, Hopelink, and Catholic Community Services. The latter three agencies, now known as the East Side Housing Association, manage the properties and provide case management services. The City purchased the rest of the site for the provision of mixed income permanent housing. Funding comes from the City of Redmond, King County, the State of Washington, other east side cities, and private sources. Services provided include case management, housing placement assistance, living skills training, and job skills training.

The Redmond Family Housing Site closed for redevelopment and reopened in spring 2004, after a \$14,480,000 capital campaign. The facility now has 50 family housing units (two are for resident managers) and eight emergency shelter units. The program also is constructing a child care center, to be opened in 2005. Estimated client service will be approximately 150 individuals annually in transitional housing, and 300 family members in the shelter. Annual operating costs are \$800,000.



**LOW INCOME HOUSING INSTITUTE**

2407 1st Avenue, Suite 200  
Seattle, Washington  
98121-1311

**Contact:**  
Jill Davies

**Phone:**  
(206) 443-9935

**Fax:**  
(206) 443-9851

**Applicant:** The Low Income Housing Institute  
**Applicant Type:** Private nonprofit

**Property:** Olympia Federal Building  
**Property Description:** 30 units for housing and offices, and a common area  
**Property Type:** Title V Surplus Property

**Program Type:** Permanent housing  
**Client Base:** Homeless men and women without children

**Start Date:** September 1997

The Low Income Housing Institute (LIHI) had planned to use the former Federal Building for transitional housing for homeless adults. The organization encountered extreme opposition from the business association in Olympia and the City Government, which prevented LIHI from using the property by restricting funding resources for the organization and refusing to write a letter making the organization eligible for Federal funds. In addition, the area representative threatened to try to amend the McKinney Act to prevent other organizations from receiving this type of property to assist homeless persons.

As a result, in 1995, the Low Income Housing Institute reached a negotiated agreement with the City and agreed to give up its rights to the property in exchange for operating the program at another site. The City agreed that if the LIHI moved to another site, it would not prevent the organization from developing and using the alternate site. LIHI received no funds as part of this agreement.

A permanent housing program for previously homeless people, the Fleetwood Apartments, has been operating at the new site since September 18, 1997, and contains 43 studio units. Within one week, 116 homeless persons applied for housing and by October 1st there were already persons on the wait list. The facilities have 43 beds and serve an estimated 60 clients per year. Only single men and women may reside at the facility. Current operating costs are approximately \$225,000, not including supportive services.

**NIKE RESIDENTIAL  
COMMUNITY**

35th Place South  
Tukwila, Washington 98188

**Contacts:**

Joan Mladineo - St. Stephen  
Housing Association;  
Gerald Perez - High-Line West  
Seattle Mental Health Center

**Phone:**

(206) 933-7213 (Highline)

**Fax:** (206) 933-7014

**Applicant:** King County Housing Authority

**Applicant Type:** Public nonprofit

**Property:** Nike Midway Housing Site

**Property Description:** 31 three-bedroom single  
family homes on 10 acres of land

**Property Type:** Base Closure

**Program Type:** Transitional housing and  
emergency shelter

**Client Base:** Homeless families and chronically  
mentally ill seniors

**Start Date:** November 1990

The King County Housing Authority was approved in 1990 to create an emergency shelter and transitional housing program for homeless families and chronically mentally ill seniors. The Nike Residential Community Program was developed through partnerships with four nonprofit agencies -- Highline-West Seattle Mental Health Center, St. Stephen Housing Association, South King County Multi-Service Center, and the King County Housing Authority -- that operate independent programs within the property owned by the Housing Authority.

Services provided in this Community include case management, employment, education, family literacy programs, and instruction in nutrition and household budgeting. There are 14 emergency shelter units and 8 transitional units in the facility, totaling 50-55 beds. Since 1992, Nike Residential Community has served an average of 830 homeless household members per year, 377 in transitional housing and 453 in emergency shelter.

Rehabilitation costs were approximately \$900,000 and were funded by seven South King County Cities' Community Development Block Grant Programs, King County, Washington State, and the Federal Home Loan Bank. Annual operating costs are \$85,000, excluding services.

**GUTHRIE TRANSITIONAL  
COMMUNITY**

1007 Bigley Avenue  
P.O. Box 3228  
Charleston, West Virginia  
25332

**Contact:**  
Lloyd Casto

**Phone:**  
(304) 342-6100 ext. 222

**Fax:**  
(304) 342-9242

**Applicant:** Multi-Community Action Against Poverty, Inc.

**Applicant Type:** Private nonprofit

**Property:** Guthrie Center Property

**Property Description:** 17 brick and frame three bedroom houses on 7.5 acres of land

**Property Type:** Base Closure

**Program Type:** Transitional housing and health care with supportive services that include job training, GED courses, life skills, daycare, transportation, and distance learning

**Client Base:** Homeless families, special need individuals (homeless with disabilities, women and children from domestic violence situations, youth, seniors, veterans, etc.), and single homeless adults

**Start Date:** Never operated

Multi-Community Action Against Poverty, Inc. (Multi-CAAP) applied in September 1997 to acquire the Guthrie property to rehabilitate, establish, and operate a transitional housing and support community for homeless veterans and families. The application was approved and the deed finalized in August 1998. Multi-CAAP invested about \$85,000 in the project and received close to \$1 million in local, state, and federal money. About half of the 14 houses were renovated when it was discovered that the director of the program had embezzled funds from the project. He was eventually convicted on criminal charges, and the program went bankrupt. HHS took possession of the houses, and Multi-CAAP's new director is working to encourage other non-profits to pick up the project.

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Homelessness & Poverty  
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Washington, DC 20005

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