



Global Food
Initiative

Addressing Food Insecurity for Families and Individuals in California Experiencing Housing Insecurity

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For general information about the UC Global Food Initiative, please go to <https://www.ucop.edu/global-food-initiative/index.html>.

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Executive Summary

Californians struggle to afford adequate housing and food. As the cost of living in California continues to rise, many individuals and families struggle to afford adequate housing and food. Food insecurity and housing insecurity have been linked to poor health outcomes^{1,2,3} and poor access to healthcare^{4,5} respectively, threatening the overall health of California's most vulnerable populations. Food and housing are basic human needs and coordinated efforts to assist those without access to these basic needs is essential.

Who can play a role? Government and nonprofit programs and organizations that address food insecurity and housing insecurity are well positioned to address basic needs together, through either direct services, program referrals, or policy. Uniting efforts related both to housing and food insecurity could improve access to a host of services for individuals and families in California, with the potential to improve their health and quality of life. Researchers and other professionals could assist existing government and nonprofit organizations with data collection and evaluation, providing evidence to inform policy makers of which services and programs designed to alleviate housing and food insecurity have the highest impact and are the most fiscally viable.

Purpose of this report. The intersection of housing insecurity and food insecurity among university and college students has garnered interest among researchers and professionals within the University of California (UC) system.⁶ This report aims to provide insight into what other organizations in California are doing to deliver and improve access to basic needs services for other populations, such as nonstudent adults and families who struggle to afford the high cost of living in California. The ultimate goal is to inform UC researchers, particularly those in the Division of Agriculture and Natural Resources (ANR) – the Cooperative Extension arm of UC who provide direct services and outreach to communities – what needs exist in these areas and provide recommendations for how to better integrate their efforts with organizations that address both housing and food insecurity. UC ANR is well positioned to serve as a partner for government and nonprofit programs and organizations that address food insecurity and housing insecurity.

With a focus on California families and individuals experiencing housing insecurity and food insecurity, this report aims to:

- **Describe assessment tools and definitions:** This report provides definitions and methods for assessing food insecurity and housing insecurity while detailing gaps in definitions and assessments. A glossary of terms related to housing insecurity and food insecurity can be found in **Appendix A**.
- **Provide a brief literature review:** Existing literature and prevalence statistics related to the

status of food and housing insecurity in California are provided.

- **Provide detailed case studies:** Case studies describe current services provided by California organizations addressing both housing and food insecurity.
- **Suggested policy, program and research recommendations:** The final section summarizes recommendations for policy, programs, and research and evaluation. This section also includes recommendations on how UC ANR can engage with communities and organizations to improve the delivery of basic needs services for Californians.

Focusing on California

California has the highest poverty rate in the United States (US), tied with Louisiana and Florida.⁷ One in three households in California (which translates to over 3.3 million families) struggle each month to meet their basic needs for food and housing, including those with incomes above the Federal Poverty Level.⁸ Among Californians, 4.7 million adults and 2.0 million children live in low-income households that are also food insecure.⁹ In 2017, 6.5 million children lived in food insecure households in which both children and adults were food insecure nationally.¹⁰

California also has among the highest rates of homelessness of any state and these rates are on the rise. In 2018, 68.9% of individuals experiencing homelessness in California were unsheltered (meaning living on the streets without proper housing); this is the highest unsheltered rate of any state.¹¹ As estimated in the US Department of Housing and Urban Development (HUD)'s Annual Homeless Assessment Reports, 24% of the entire nation's homeless population lived in California in 2018, while this percentage was only 20% ten years earlier.¹¹⁻¹⁵ Additionally, 123,480 Californians experienced homelessness in 2010, which decreased to 113,952 in 2014 and increased again to 129,972 in 2018. Within this total on any given day in January 2018, 6,702 were family households; 12,396 were unaccompanied young adults aged 18 to 24 years; and 34,332 were individuals experiencing chronic homelessness.^{13,16}

Households paying more than 30% of their monthly income for housing are considered 'cost-burdened.'¹⁴ The number of cost-burdened households increased due to the Great Recession of 2007-2009. In 2011, over half of renters paid over 30% of their income for housing and 7.3 million households spent more than half of their income on housing compared with 5 million in 2001.¹⁵ Affording basic needs in California continues to be difficult during recovery from this recession in part due to the extremely high housing and rental costs; rent prices are often based on area median income and are especially high in California's coastal and urban areas.¹⁶ In 2017, the median income for all California households was \$67,169, while the median household incomes for San Francisco County, Santa Barbara County and San Diego County were \$96,265, \$68,023 and \$70,588, respectively.^{17,18} Individuals and families experiencing high housing costs may compromise other basic needs, such as nutritionally adequate food. For already vulnerable populations, this may exacerbate health.

In California, as in other states in the nation, there are disparities in food and housing insecurity. California has a higher proportion of racial and ethnic minority residents than the general US population, and racial and ethnic minority groups often experience a higher cost burden for basic needs than non-minority groups. In 2018, it was estimated that 39.1% of Californians were Hispanic or Latino compared with 18.1% nationally.¹⁸ Two out of three Californians with unaffordable housing are racial/ethnic minority residents.¹⁹ In California, racial and ethnic

minority populations also disproportionately experience poor health outcomes.^{20,21} In 2017 21.8% of Black/non-Hispanic households and 18% of Hispanic households were food insecure compared to under 10% of White households in California. Nationally, 11.8% of all US households were food insecure in 2017. Among households with children, the rate of food insecurity was 15.7%.¹⁰

Given the scope, interconnections and consequences of food and housing insecurity, efforts to address basic needs in California are urgently needed.

Defining and Assessing Food Insecurity and Housing Insecurity

Food Insecurity Definition

According to the US Department of Agriculture (USDA), **food security** is defined as:

“Access by all people at all times to enough food for an active, healthy life. Food security includes at a minimum: (1) the ready availability of nutritionally adequate and safe foods, and (2) an assured ability to acquire acceptable foods in socially acceptable ways (e.g., without resorting to emergency food supplies, scavenging, stealing, or other coping strategies).”²²

Food insecurity is defined as:

“Limited or uncertain availability of nutritionally adequate and safe foods or limited or uncertain ability to acquire acceptable foods in socially acceptable ways.”²²

An individual or household can be food insecure but not necessarily hungry, meaning that the household may have access to food, but the food available might lack adequate nutrient content. As such, the USDA has incorporated a way to describe the severity of food security on a gradient.²³ **Food security** and **food insecurity** both have two levels with their own definitions related to USDA questionnaires:

- **High food security** (formerly referred to as *food security*) refers to individuals or households that do not report any indications of limitations or issues related to food access.
- **Marginal food security** (formerly *food security*) refers to individuals or households that report one or two indications of anxiety related to a shortage or insufficiency of food in the house, but with little or no indication of changes in food or nutrient intakes.
- **Low food security** (formerly *food insecurity without hunger*) refers to individuals or households that report reduction in quality, variety or desirability of diet consumed plus little or no indications of changes in food or nutrient intakes.
- **Very low food security** (formerly *food insecurity with hunger*) refers to individuals or households that report several indications of altered eating patterns and reduced nutrient intake.

Food Insecurity Assessment Tools

The USDA has developed a series of validated questionnaires that are used widely to assess degree of food insecurity per household, adult, or child. The 18-item US Household Food Security Survey Module was developed as part of the Current Population Survey (CPS) Food Security Supplement, initially analyzed in 1995 to validate the questionnaire items. This module is known as the “core module” for US food security measurement.²¹ Additional food security assessments include:

- 2-item²⁴ and 6-item US Household Food Security Survey Module for instances in which administering the 18-item module is not possible;
- US Adult Food Security Survey Module for households without children;
- Self-Administered Food Security Survey Module for Youth Ages 12 and Older; and
- Spanish Translation of the US Household Food Security Survey Module.²³

These questionnaires provide reliable, standardized metrics for measuring access to adequate food and nutrients and assess food security experienced in a prior 30-day or 12-month period.

Housing Insecurity Definition

Unlike food insecurity, housing insecurity currently lacks a standard definition and method of assessment. Literature on housing insecurity consider factors such as crowding, living in housing of an unacceptable quality, living in hotels/motels, in a vehicle, or in a homeless shelter, staying with family or friends temporarily, frequent moves or evictions, unstable ability to afford housing, and spending the bulk of household income on housing. In many instances, the terms homelessness or risk for homelessness have been interchangeable with housing insecurity and differences between the multiple terms have not been clearly established.

The most widely used definitions for homelessness among government and nonprofit organizations providing housing services are defined by the US Department of Housing and Urban Development (HUD) and the US Department of Education. These federal government departments generally use homelessness definitions detailed in the McKinney-Vento Act, although there are some subtle differences, which can be viewed in [this detailed chart](#) by the US Department of Health and Human Services' Administration for Children and Families.²⁵ In 2009, HUD made adjustments to their definition of homelessness through the [Homeless Emergency Assistance and Rapid Transition to Housing \(HEARTH\) Act](#).²⁶

The federal McKinney-Vento Homeless Assistance Act²⁷ defines ***homeless children and youths*** as:

“individuals who lack a fixed, regular, and adequate nighttime residence; and includes:

- (i) children and youths who are sharing the housing of other persons due to loss of housing, economic hardship, or a similar reason; are living in motels, hotels, trailer parks, or camping grounds due to the lack of alternative adequate accommodations; are living in emergency or transitional shelters; or are abandoned in hospitals;
- (ii) children and youths who have a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings;
- (iii) children and youths who are living in cars, parks, public spaces, abandoned buildings, substandard housing, bus or train stations, or similar settings; and
- (iv) migratory children who qualify as homeless for the purposes of this subtitle because the children are living in circumstances described in clauses (i) through (iii).”

The HUD has four categories that [define *homeless*](#)²⁸:

- **Category 1 – *Literally Homeless*.** Individual or family who lacks a fixed, regular, and adequate nighttime residence, meaning:
 - Has a primary nighttime residence that is a public or private place not meant for human habitation;
 - Is living in a publicly or privately operated shelter designated to provide temporary living arrangements (including congregate shelters, transitional housing, and hotels and motels paid for by charitable organizations or by federal, state and local government programs); or
 - Is exiting an institution where (s)he has resided for 90 days or less and who resided in an emergency shelter or place not meant for human habitation immediately before entering that institution
- **Category 2 – *Imminent Risk of Homelessness*.** Individual or family who will imminently lose their primary nighttime residence, provided that:
 - Residence will be lost within 14 days of the date of application for homeless assistance;
 - No subsequent residence has been identified; and
 - The individual or family lacks the resources or support networks needed to obtain other permanent housing
- **Category 3 – *Homeless under other Federal statutes*.** Unaccompanied youth under 25 years of age, or families with Category 3 children and youth, who do not otherwise qualify as

homeless under this definition, but who:

- Are defined as homeless under the other listed federal statutes;
 - Have not had a lease, ownership interest, or occupancy agreement in permanent housing during the 60 days prior to the homeless assistance application;
 - Have experienced persistent instability as measured by two moves or more during in the preceding 60 days; and
 - Can be expected to continue in such status for an extended period of time due to special needs or barriers
- Category 4 – ***Fleeing/Attempting to Flee Domestic Violence***. Any individual or family who:
 - Is fleeing, or is attempting to flee, domestic violence;
 - Has no other residence; and
 - Lacks the resources or support networks to obtain other permanent housing

The California Department of Social Services defines a ***homeless individual*** as²⁹: an individual who lacks a fixed and regular nighttime residence or an individual whose primary nighttime residence is:

- A supervised shelter designed to provide temporary accommodations (such as a congregate shelter or a welfare hotel)
- A halfway house or similar institution that provides temporary residence for individuals intended to be institutionalized;
- A temporary accommodation in the residence of another individual for no more than 90 days;
- A place not designed for, nor ordinarily used, as a regular sleeping accommodation for human beings (e.g. a hallway, a bus station, a lobby or similar places).

[Partnering for Change](#), a Los Angeles-based organization working to address affordable housing for low-income Californians, has compiled [a list of housing insecurity definitions](#) that have emerged from federal guidelines, academic research, and other publications.³⁰ This list is summarized below:

- ***Severe rent burden***: When a household spends greater than 50% of their income on housing expenses. HUD sets a 30% threshold as affordable housing.³¹
- ***Overcrowding***:
 - A household with more than one person per room, excluding bathrooms
 - No less than 165 square feet per person (HUD)³²

- A greater number of individuals living within a space than is considered safe and healthy
- Paying for a bed(s) in a shared room when unrelated to other individuals or families in a household
- ***Intergenerational overcrowding:*** long- or short-term extended family households
- ***Sub-families overcrowding:*** two separate families living in the same household, long- or short-term
- ***Forced displacement:***
 - Residential mobility and eviction
 - Frequent change of residence, including within the same city or town or between cities, states, or communities, due to economic or other stressors
 - Temporary housing with no identified new housing
 - Eviction without establishment of new residence
- ***Poor housing quality:***
 - Does not meet local building and safety codes, posing health and safety hazards
 - General improper maintenance
 - Cooking equipment, appliances and food storage not safe or functional
 - Infestation of vermin (e.g. cockroaches, rodents)
 - Unsafe electrical fixtures: non-working electricity or exposed electrical wiring
 - Unsafe plumbing: non-working plumbing or leaking sinks, toilets, or bathtubs
 - Visible mold growth or dampness of habitable rooms leading to conditions for mold growth
 - Deteriorating or loose plaster and lead-based paint toxins from peeling paint
 - Lack of/improper bathroom facilities, like a bathtub or shower; improper kitchen sink; lack of adequate heating
 - Deteriorating floor, walls, windows, partitions, or ceilings

Housing Insecurity Assessment Tools

Currently, there is no standard assessment tool or questionnaire widely used to assess housing insecurity. Additionally, unlike food insecurity, housing insecurity does not have a validated assessment tool that distributes individuals or households on a gradient or scale of severity.

Placing housing insecurity factors discussed above on a single spectrum is a challenge. For example, it may not be possible to determine that living in a vehicle makes an individual more severely housing insecure than living temporarily in a motel. However, organizations servicing those experiencing housing insecurity often screen individuals or families to evaluate eligibility for government assistance with housing and related services during their “intake process” for new clients (a data gathering process used to identify client needs). For example, the US HUD [Continuum of Care \(CoC\) Program](#) provides funding to nonprofit, government, and other entities that serve persons experiencing homelessness. Entities receiving CoC program funds are required to use [Coordinated Entry Systems \(CES\)](#) and are also required to document the homeless status of households and individuals seeking assistance based on the four previously described HUD categories of homelessness.

Coordinated Entry Systems

According to HUD, Coordinated Entry Systems (CES) are used in intake processes for individuals or families in need of housing assistance. CES are designed to match the client with available resources, prioritize those with the greatest need, limit time taken to connect the client with needed services, and allocate resources efficiently.³³ However, best practice guidelines for prioritizing client needs do not include validated or standard assessments or questionnaires and assessment methods vary across sites. Organizations operating CoC programs are to use the CES to prioritize clients with highest need as those with children, those living with disabilities, and those who have been homeless for the longest duration.

One example of an assessment tool currently being used for CES by communities is the Vulnerability Index — Service Prioritization Decision Assistance Tool (VI-SPDAT) for single [adults](#) and [families](#). The tool is a 41-item measure that captures basic information about homeless individuals and/or families, assesses their history of housing and homelessness, assesses risks related to emergency health care services, criminal activity, legal issues, socialization and daily functioning (including access to food and clean water), wellness, and composition if a family unit. Scored responses determine risk and prioritization for rapid-rehousing or permanent support housing. For illustrative purposes, the three items regarding history of housing and literal homelessness for families are shown in **Figure 1**.

A. History of Housing and Homelessness

5. Where do you and your family sleep most frequently? (check one)

☐ Shelters
☐ Transitional Housing
☐ Safe Haven
☐ **Outdoors**
☐ **Other (specify):** _____
☐ **Refused**

IF THE PERSON ANSWERS ANYTHING OTHER THAN "SHELTER", "TRANSITIONAL HOUSING", OR "SAFE HAVEN", THEN SCORE 1. **SCORE:**

6. How long has it been since you and your family lived in permanent stable housing? _____ ☐ Refused

7. In the last three years, how many times have you and your family been homeless? _____ ☐ Refused

IF THE FAMILY HAS EXPERIENCED 1 OR MORE CONSECUTIVE YEARS OF HOMELESSNESS, AND/OR 4+ EPISODES OF HOMELESSNESS, THEN SCORE 1. **SCORE:**

Figure 1. Vulnerability Index – Service Prioritization Decisions Assistance Tool (VI-SPDAT) for families, section A. History of Housing and Homelessness questions

Additional examples of CES tools used to assess homelessness include:

- [Minnesota Homeless Prevention Targeting Tool](#)³⁴ – a 19-item tool for individuals or families which allows housing service providers to triage a client’s level of need including light-touch assistance, one-time assistance, short-term assistance, or medium-term assistance. Several items are included to evaluate homelessness status.
- [Coordinated Entry Vulnerability Assessment Tool](#)³⁵ – a 14-item tool utilized by CoC organizations in Boston, Massachusetts for their CES to help identify the appropriate housing opportunities for homeless individuals. Three items are included to evaluate homelessness status.

Development of a Housing Insecurity Scale

Researchers at the University of Southern California’s (USC) Dornsife Center for Economic and Social Research and Leonard D. Schaeffer Center for Health Policy and Economics developed a working paper series to promote the development of a housing insecurity scale,³⁶⁻³⁸ resembling that of the US Food Security Survey Modules. These researchers posit that the lack of a standard definition or scale for housing insecurity inhibits generation of research, policy, and resources related to basic needs services. Efforts to develop such a tool include the HUD’s Office of Policy Development and Research, which measured housing insecurity through special measures of housing affordability and instability in the 2017 American Housing Survey (AHS) as part of a pilot test.³⁹ Additional housing insecurity questions were field tested in the 2019 AHS. The goal is to develop a validated index to measure the continuum of housing insecurity that mirrors how the USDA Food Security Survey Modules can be used to identify gradations of severity of food insecurity. If successful, researchers will be able to systematically measure and track the prevalence of housing insecurity among US households. Having a standardized housing insecurity assessment tool also would allow for comparison across evaluations and fortify the evidence base for supporting basic needs services and policies.

Literature Review: Housing Insecurity, Food Insecurity, and Health Outcomes

Food insecurity and housing insecurity or homelessness have been associated with a number of negative health outcomes. Understanding the impacts of food and housing insecurity provides important context for emphasizing the need for all Californians to have access to services that address these basic needs.

Health Outcomes Related to Food Insecurity

Food insecurity has been related to negative outcomes in children and adults. In children food insecurity is associated with increased risk of birth defects, anemia, cognitive issues, and poor mental health.^{1,40} Obesity has also been associated with food insecurity experienced directly by children aged 6 to 11 years old, as opposed to household food insecurity where adults but not children are affected.⁴¹ Evidence also suggest that adolescent girls may be more susceptible to obesity as a result of food insecurity than males.^{42,43} Compared with those who are food secure, food insecure children and adults have lower nutrient intakes and are more likely to be in poor general health.¹ Lower food security in working-age adults is associated with a higher probability of noncommunicable diseases like hypertension, coronary heart disease (CHD), hepatitis, stroke, cancer, asthma, diabetes, arthritis, chronic obstructive pulmonary disease (COPD), and kidney disease.⁴⁴ Food insecure women, but not men, are more likely to be overweight and obese than those with sufficient resources for food.⁴⁵

Health Outcomes Related to Housing Insecurity

Housing insecurity is also associated with negative health outcomes. An analysis of survey data from over 10,000 residents of Philadelphia found that residents living in unaffordable housing had higher odds of poor self-rated health.⁴⁶ Crowding, usually determined by higher number of persons per room in a residence, has been negatively associated with mental health status, social relationships, and sleep,⁴⁷ and the ability to cope with stress.⁴⁸ Crowding may also increase risk for elevated blood pressure, respiratory conditions, and exposure to infectious disease for very young children.⁴⁹

Further Investigation Needed

Despite the fact that food and housing insecurity are experienced by individuals and households with similar sociodemographic characteristics and are associated with similar negative health outcomes, surprisingly little research has examined whether housing insecurity and food insecurity exacerbate each other. Literature that considers both housing and food security tends to refer to specific populations, such as those living with HIV and AIDS⁵⁰ or other chronic health

conditions.⁵ Research also tends to observe the role of both housing and food insecurity in specific outcomes, such as accessing health care,^{5,51} attaining sufficient sleep², cigarette smoking,⁵² and managing diabetes,⁵³ but less frequently observes housing and food security directly in relation to one another.

In a 2016-2017 study of 237 adults in Los Angeles in permanent supportive housing (defined in **Appendix A**), 67% reported low or very low food security, suggesting a link between these basic needs.⁵⁴ Additionally, between 1998 and 2007, researchers that interviewed over 22,000 low-income caregivers who visited seven US urban medical centers and had children age 3 and younger found that crowding and multiple moves were both associated with higher household food insecurity compared with the securely housed.⁴⁹ The same study found that crowding was associated with multiple moves and childhood food insecurity, and that multiple moves was associated with fair or poor child health, developmental risks, and low weight in children. Further, a study examining associations with housing insecurity among children aged 2 to 5 years found that severe housing-cost burden was associated with increased odds of childhood obesity.⁵⁵ It is logical to assume that having inadequate housing facilities may make it harder for individuals and families to store and prepare food. Clearly more research is required to determine the inter-relationships between housing insecurity and food insecurity, to quantify the extent to which experiencing these dual burdens impacts health and well-being, and to identify integrated approaches to effectively and sustainably address them.

Resources for Addressing Food Insecurity and Housing Insecurity

Federal and state government entities and non-profit organizations offer resources and programs to support individuals and families in need of basic needs support. Federal, state and non-government services for addressing food insecurity are described in **Table 1**, and services for addressing housing are described in **Table 2**. These tables are not exhaustive, but are meant to describe the breadth of services available.

Table 1. Federal, state and non-government services for addressing food insecurity

Program	Description	Characteristics for Individuals Experiencing Housing Insecurity or Homelessness
Federal and State Government Resources for Addressing Food Insecurity		
Child and Adult Care Food Program (CACFP) Administration: USDA Food & Nutrition Services, USDA National Institute of Food and Agriculture State Agency: CA Department of Social Services Implementing Agencies: County social services agencies and departments in all CA counties	CACFP is a federally funded food program that provides participating child and adult care sites, afterschool programs, and emergency or homeless shelters with children with reimbursements for healthy meals and snacks to eligible children and adults.	Emergency shelters receive the highest rates of payments for serving meals to eligible children. Residents 18 years and younger who receive their meals at an emergency shelter are automatically eligible for free meals.
Commodity Supplemental Food Program (CSFP) Administration: USDA Food & Nutrition Services State Agency: CA Department of Social Services Implementing Agencies: Ten local agencies.	CSFP is a federal program, often called the “senior box program”, that provides food packages with commodity USDA foods for people 60 years and older who meet income eligibility requirements.	No known characteristics of the CSFP exist for seniors who are homeless.

Program	Description	Characteristics for Individuals Experiencing Housing Insecurity or Homelessness
Disaster Supplemental Nutrition Assistance Program (D-SNAP) Administration: USDA Food & Nutrition Services, USDA National Institute of Food and Agriculture State Agency: CA Department of Social Services Implementing Agencies: County social services agencies and departments in all CA counties	D-SNAP, known as D-CalFresh in California, is a program for providing temporary, nutritional needs to natural disaster victims within 30 days after the occurrence of a disaster, such as fire, flood, or earthquake. This program exists for low-income individuals and families. D-CalFresh or D-SNAP is in effect with Presidential Declaration for Individual Assistance, when traditional food distribution channels are disrupted, and if California as a state has been approved to operate D-CalFresh.	No known characteristics of D-SNAP exist that are unique to individuals experiencing housing insecurity or homelessness.
National School Lunch Program (NSLP) and School Breakfast Program (SBP) Administration: USDA Food & Nutrition Services State Agency: CA Department of Education Implementing Agencies: Local education agencies	NSLP and SBP are delivered in public and nonprofit private schools and residential childcare facilities. The programs receive funds from the federal government to provide nutritious, free or low-cost healthy meals to children daily.	School districts are required to designate a liaison for children that are homeless, or temporarily residing with another household, to ensure they receive access to school nutrition programs. The California Department of Education has specific guidance for documenting and ensuring meal eligibility of homeless children.
Special Supplemental Nutrition Assistance for Women, Infants, and Children (WIC) Administration: USDA Food & Nutrition Services State Agency: CA Department of Public Health Implementing Agencies: In CA, 83 WIC agencies provide services locally at over 500 sites throughout the state	WIC is a special nutrition assistance program for low-income, nutritionally at-risk pregnant and breastfeeding women and their children under age 5 years. WIC food packages reflect the fact that infants, young children, and pregnant and breastfeeding women have different nutritional needs than older children and adults. In addition to supplemental types of healthy foods, WIC participants receive nutrition education and referrals to other social services.	WIC regulations allow food package adjustments to better accommodate participants who are homeless that may lack access to water, cooking, refrigeration and storage. Modifications may include issuing individual serving-size containers, canned beans instead of dry beans, ready-to-feed infant formula instead of liquid concentrate or powdered formula, shelf stable containers of fluid milk or juice, hard boiled eggs, and dry or evaporated milk. The California WIC Association's WIC CAN HELP

Program	Description	Characteristics for Individuals Experiencing Housing Insecurity or Homelessness
		<p>campaign created a referral toolkit to support local agencies in referring participants experiencing housing insecurity or homelessness to housing assistance.</p> <p>The Families in Transition program in collaboration with the University of Maryland School of Medicine designed a homeless outreach project enrolling eligible participants in WIC during visits to shelters and soup kitchens.</p>
<p>Summer Food Service Program (SFSP)</p> <p>Administration: USDA Food & Nutrition Services</p> <p>State Agency: CA Department of Education</p> <p>Implementing Agencies: Local education agencies, community centers, libraries, recreation centers, summer youth programs and sponsoring organizations (list of California sites)</p>	<p>SFSP is a federally funded meal delivery program that provides meals for low-income children and youth when school is not in session.</p>	<p>Children who are homeless, or temporarily residing with another household, are automatically eligible to receive free meals and no income information is required (known as categorical eligibility) for up to 12 months. SFSP can also be operated at a homeless meal site. Further details are available in the SFSP administration guide.</p>
<p>Supplemental Nutrition Assistance Program (SNAP)</p> <p>Administration: USDA Food & Nutrition Services</p> <p>State Agency: CA Department of Social Services</p> <p>Implementing Agencies: County social services agencies and departments in all CA counties</p>	<p>Formerly known as the food stamp program, SNAP, called CalFresh in California, provides monthly finances delivered via an Electronic Benefit Transfer (EBT) to eligible, low-income families for non-prepared food items like milk, eggs, bread, fruits, vegetables, meat, and other groceries. Beginning June 1, 2019, all individuals receiving Supplemental Security Income (SSI) or State Supplementation Payment (SSP) are eligible for CalFresh.</p>	<p>The CalFresh application process for homeless individuals is different than the standard process. Homeless individuals are more likely to be eligible for Emergency CalFresh or “Expedited Services”.</p> <p>The CalFresh Restaurant Meals Program allows purchase of hot and prepared foods for CalFresh recipients who are experiencing homelessness, who live with a disability, or are 60 years of age and older.⁵⁶ This option allows recipients to use their</p>

Program	Description	Characteristics for Individuals Experiencing Housing Insecurity or Homelessness
		benefits to suit their needs if they experience barriers to food preparation, such as lack of complete kitchens, kitchen equipment, or permanent shelter. However, in 2018, the CalFresh Restaurant Meals Program was available in only 10 California counties – Alameda, Los Angeles, Orange, Riverside, Sacramento, San Diego, San Francisco, San Luis Obispo, Santa Clara, and Santa Cruz.
Supplemental Nutrition Assistance Program Education (SNAP-Ed) Administration: USDA Food & Nutrition Services, USDA National Institute of Food and Agriculture State Agency: CA Department of Social Services Implementing Agencies: California Department of Aging; Catholic Charities of California; California Department of Health; University of California, Davis	SNAP-Ed programs, called CalFresh Healthy Living in California, are federally funded to deliver evidence-based nutrition education and obesity prevention programs, policies and environmental change for SNAP-eligible participants and the communities in which they live. SNAP-Ed exists so that recipients not only have financial support for purchasing foods, but also have the opportunity to increase nutrition knowledge to support health.	Several SNAP-Ed delivery organizations have created specialized SNAP-Ed activities, curriculum and partnerships for individuals experiencing homelessness. Examples include Plan, Shop, Save, Cook for Homeless Youth , on-site gardens, cooking demos, nutrition workshops and on-site food distribution at permanent supportive housing residences .
Non-Governmental Resources for Addressing Food Insecurity		
California Association of Food Banks (CAFB)	CAFB is an important part of California's food safety net and, in 2018, provided CalFresh application assistance for 26,000 households, distributed 164 million pounds of food to those in need, and secured more than \$7.25 million for member food banks. CAFB represents over 40 food banks in California and conducts work related to food policy advocacy and improvements in the CalFresh system.	CAFB-member food banks supply food pantries, soup kitchens, and other smaller agencies with the food that is distributed directly to individuals in need, including those experiencing homelessness.

Program	Description	Characteristics for Individuals Experiencing Housing Insecurity or Homelessness
California Food Is Medicine Coalition (CalFIMC)	CalFIMC is a collection of community-based nonprofit organizations that provide food and food services to individuals living with chronic health conditions. They support any clients indicating need, even if they are ineligible for government food programs. The Medically Tailored Meal Interventions (MTMI) is one of CalFIMC's important initiatives and includes delivery of meals developed by Registered Dietitians (RD) with the aim of improving health conditions and lowering healthcare costs for participants that are enrolled in Medi-Cal.	No specific programs within CalFIMC exist for those that are homeless.
Feeding America	Feeding America is a nationwide network of 200 member food banks and 60,000 food pantries and meal programs. In 2016, they provided 4 billion meals to people facing hunger. The median annual income for households served by the Feeding America network is \$9,175. Feeding America currently operates 18 food banks in California.	In their 2014 Hunger in America study , 57% of people served by Feeding America had to choose between food and housing. Feeding American food banks provide CalFresh application assistance and resources to help individuals find food pantries in their communities. They may also offer School Pantry Programs where parents can pick up food at their children's schools and Backpack Programs at local schools, libraries, and parks which provide children food to take home over the weekends. Feeding American also offers Senior Grocery Programs which provide free groceries to adults over the age of 60 without income eligibility requirements and more than half participate in the Commodity Supplemental Food Program (CSFP).

Program	Description	Characteristics for Individuals Experiencing Housing Insecurity or Homelessness
Meals on Wheels	Meals on Wheels is a national organization serving over 5,000 communities and providing free delivery of nutritious meals to individuals who have limited ability to shop for and prepare their own food. Meals on Wheels programs that receive federal funding through the Older Americans Act can only serve people over 60 years old. Eligibility for most programs is based on medical need and not financial need.	No specific services for homeless seniors are offered by Meals on Wheels.

Table 2. Federal, state and non-government services for addressing housing insecurity

Program	Description	Characteristics for Individuals Experiencing Housing Insecurity or Homelessness
Federal and State Government Resources for Addressing Housing Insecurity		
American Housing Survey (AHS) Administration: US Department of Housing and Urban Development (HUD) Implementing Agency: US Census Bureau	Conducted by the US Census Bureau biennially in odd-numbered years, the AHS provides information on the US housing inventory, including physical condition of housing units, characteristics of occupants, housing and neighborhood quality indicators, vacancies, mortgages and housing costs, individuals eligible for and recipients of assisted housing	The Office of Policy Development and Research measured housing insecurity through special measures of housing affordability and instability in the 2017 AHS and through a pilot study of additional housing insecurity questions that were field tested in the 2019 AHS. ³⁹ The goal is to develop a validated index to measure the continuum of housing insecurity that mirrors USDA's food security survey modules. If successful, researchers will be able to systematically measure and track the prevalence of the housing insecurity of US households.
California Homeless Youth Project (HYP) Administration: California State Library State Agency: California Research Bureau	Initiated by the California Research Bureau, a part of the California State Library, HYP is devoted to including youth directly in policymaking and conversations with other leaders and stakeholders involved in services for unaccompanied, homeless youth. HYP is funded by The California Wellness Foundation and the Walter S. Johnson Foundation.	The aim of the HYP is to understand the needs and issues of youth ages 12 to 24 years, including family conflicts and reasons for lacking shelter, issues of educational attainment, physical and mental health needs, and the impact of interacting with law enforcement agencies.
Housing Choice Voucher Program (Section 8) Administration: US Department of Housing and Urban Development Implementing Agencies: California Public Housing Authorities (PHAs)	The Housing Choice Voucher Program is a federal government program in place to assist very low-income families, elderly, and persons living with disabilities to afford decent quality housing of their choice in the private market as long as it meets the requirements of the program. Local Public Housing Agencies (PHAs) administer housing choice vouchers, which are funded by HUD. Property owners directly receive the housing subsidies from the PHA and the family or tenant pays the difference to the landlord.	Eligibility for housing choice vouchers is determined by the PHA and is based on gross annual income and family size.
National Survey of Homeless Assistance Providers and Clients (NSHAPC)	Conducted under the US Census Bureau and by the direction of USICH, NSHAPC provides information related to homeless assistance programs and their	In 1996, NSHAPC revealed that faith-based nonprofits ran approximately one-third of all homeless assistance programs, the majority of all food

<p>Administration: US Interagency Council on Homelessness</p> <p>Implementing Agency: US Census Bureau</p>	<p>recipients for federal agencies that administer homeless assistance programs to other interested entities. Data collected are on the national level.</p>	<p>programs, and around a quarter of all shelters and drop-in centers.⁵⁷ It was also found that secular nonprofits ran approximately half of homeless assistance programs and administered the majority of housing programs and nearly 40 percent of all health programs.⁵⁷ Although this survey has not been conducted since 1996, it could be a valuable source of data if administered again.</p>
<p>Public Housing (PH)</p> <p>Administration: US Department of Housing and Urban Development (HUD)</p> <p>Implementing Agencies: Local Public Housing Authorities or Public Housing Agencies (PHAs)</p>	<p>PH exists to provide decent quality, safe rental homes for low-income families, elderly individuals, and individuals with disabilities in the form of single-family homes or apartments.</p>	<p>PH funds and services are administered by local agencies called Public Housing Agencies or Public Housing Authorities (PHAs). PHAs operate independently but receive funding from HUD. A number of PH programs and grant opportunities for organizations that meet specified HUD criteria include the Capital Fund, the Demolition/Disposition (Demo/Dispo) program, Homeownership, HOPE VI, Housing Choice Vouchers, Mixed-Finance Public Housing, Moderate Rehabilitation, Moving to Work Demonstration (MTW), Operating Fund, and Resident Opportunities and Self Sufficiency (ROSS) and Neighborhood Networks (NN). Many of these programs aim to improve and renovate public housing facilities or delivery of public housing services.</p>
<p>US Department of Housing and Urban Development (HUD) Exchange</p> <p>Administration: US Department of Housing and Urban Development</p>	<p>The HUD Exchange is an online platform that provides a wide range of information related to services and tools to HUD community partners, state and local governments, nonprofit organizations, PHAs, and other community partners. Examples of information the HUD Exchange provides are email updates, training opportunities and events, grantee information, and advising.</p>	<p>Some HUD Exchange entities are listed below:</p> <p>HOME Investments Partnerships Program (HOME) - HOME provides states and local, community organizations with formula grants to fund projects like building and renovating affordable housing or providing direct housing assistance to low-income individuals and families. It is the Federal government's largest block grant designated solely for the creation of affordable housing.</p> <p>National Housing Trust Fund (HTF) - As part of the Housing and Economic Recovery Act (HERA) of 2008, the HTF was authorized to both expand and preserve the national housing inventory for very low-income individuals and families. HTF funds are granted to state and state-designated organizations. States are required to allocate annually at least 80% to rental housing, up to 10% to homeownership, and up to 10% for administrative and other costs.</p>

		Continuum of Care (CoC) Program - The CoC Program assists individuals and families experiencing homelessness, provides services for placement into emergency, transitional, or permanent housing, and provides other necessary services to individuals and families who are not yet housed. Community and nonprofit organizations eligible for the CoC program may use funds for projects related only to permanent housing, transitional housing, supportive services, Homeless Management Information Systems (HMIS), homelessness prevention, and administrative costs. CoCs are required by US HUD to use a coordinated entry system (CES) for clients.
United States Interagency Council on Homelessness (USICH) Administration: US White House Implementing Agencies: 19 Federal Member Agencies including US Departments of Health and Human Services, Education, Labor, Housing and Urban Development, Veterans Affairs, Agriculture, Commerce, Defense, Energy, Homeland Security, Interior, Justice, Transportation and the Corporation for National and Community Service, General Services Administration, Office of Management and Budget, Social Security Administration, United States Postal Service, and White House Faith and Opportunity Initiative.	USICH was initially authorized by Congress through the McKinney-Vento Homeless Assistance Act of 1987 to organize a national response to homelessness and create partnerships with state and local government entities who addresses homelessness. The agency was most recently reauthorized by the Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act of 2009.	USICH leads the interagency implementation of “Home, Together”, the federal strategic plan to prevent and end homelessness, released in July 2018. USICH supports state and local partners by developing tools and guidance to support communities to implement best practices.
Non-Governmental Resources for Addressing Housing Insecurity		
United Ways of California	As part of a global nonprofit organization, United Way Worldwide , the United Ways of California provides state-level information related to issues of poverty and basic needs in California. The United Ways of California is committed to promoting opportunities for low- and middle-income individuals related to success in health, education, and income.	United for ALICE (Asset Limited, Income Constrained, Employed) - The ALICE effort “provides a framework, language, and tools to measure and understand the struggles of the growing number of households in our communities that do not earn enough to afford basic necessities, a population called ALICE (Asset Limited, Income Constrained, Employed).” ⁵⁸ This effort aims to reveal the hardships faced by ALICE households in pursuit of collaborative solutions. Using a standardized methodology, this effort assesses the cost of living unique to every county to provide a more realistic depiction of financial hardship on a national level than the usual Federal Poverty Level.

		<p>Currently, organizations in Arkansas, Connecticut, Florida, Hawaii, Idaho, Indiana, Iowa, Louisiana, Maryland, Michigan, New Jersey, New York, Ohio, Oregon, Pennsylvania, Tennessee, Texas, Virginia, Washington, and Wisconsin are partaking in the ALICE effort. While California is not yet a part of the project, United Ways data, using ALICE methodology, show that California residents are among the most financially burdened states — 48% of Californians live below the ALICE threshold, the second highest estimate out of all 50 states; this is the same rate as Louisiana and only one percentage point behind New Mexico with 49% of its residents living below the ALICE threshold.⁵⁹</p> <p>The Real Cost Measure in California 2018 – Similar to the ALICE threshold, The Real Cost Measure in California also aims to synthesize a threshold that is a more accurate representation of what constitutes a livable household income in California. The report linked above is published by the United Ways of California and includes county- and neighborhood-level data related to cost of living. For example, this report contains a map of California indicating the percentage of each neighborhood that lives below the Real Cost Measure.</p>
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Case Studies: Organizations in California Addressing Housing and Food Insecurity

Background

Key informant interviews were conducted with employees and leaders at eight governmental and nongovernmental or nonprofit organizations in California that address basic needs for families and individuals experiencing housing insecurity and food insecurity through direct services and referrals. These interviews were conducted to begin understanding current approaches used in California to address food insecurity and housing insecurity together. Key informants were selected through professional connections and therefore represent only a small proportion of the many organizations across the state that may be addressing basic needs for low-income individuals and families. All key informant interviews were conducted by phone by the same researcher using a structured interview script. Interviews were audio-recorded. Results from each interview are detailed as case studies featuring information on organization mission and background as well as program recipients, services provided, how the organization addresses both housing and food insecurity, partnerships, strengths, challenges, and how the organization manages data tracking. Additional details on the methods used for the case studies are found in **Appendix B**.



Episcopal Community Services of San Francisco

San Francisco, CA • Nonprofit service provider • 7,200 served annually

"Everything that we do focuses around helping homeless individuals, whether it's housing them, feeding them, or helping them find employment."

Mission

"Episcopal Community Services of San Francisco (ECS) helps homeless and very low-income people every day and every night obtain the housing, jobs, shelter, and essential services each person needs to prevent and end homelessness."⁵⁹

Background

ECS has a long history of assisting individuals housing insecure residents of San Francisco for over a century. The Episcopal Sanctuary was founded in 1983 to assist the growing population of individuals dwelling on San Francisco streets, and 6 years later ECS as it operates today emerged. It is known as San Francisco's "largest provider of housing and homeless services, with a continuum of care that includes housing, interim housing, crisis intervention services, education and vocational training, and two of the City's homeless Navigation Centers."⁶⁰ ECS receives over [\\$32 million annually](#); in 2018, 81% of these funds were publicly sourced, 6% was from private revenue, and 13% was from program income.

Program Recipients

ECS provides services mainly for individual adults age 18 years and above and seniors experiencing homelessness. Families and children are generally referred elsewhere. Approximately one-third of ECS residents are seniors. In addition to housing and food, program recipients tend to have a need for employment, and mental health and substance abuse recovery services. ECS provides housing services for 4,600 families, individuals, seniors, and veterans annually.

Services Provided

Workforce Development and Social Enterprise programs provide services like adult education, job counseling, and vocational training for 300 individuals each year.

- **Conquering Homelessness through Employment in Food Services (CHEFS)** is an 8-

week culinary training program in which students earn their Food Handlers Certification while learning to run a kitchen independently. The student completes an Employment Audition with an outside food service business. CHEFS includes help with job searching, resume writing, interview skills, the opportunity to earn a weekly stipend while training, and job retention services for a year after securing employment.

- **Hospitality for All (HFA)** is a hospitality industry training program with in-person and online components. Students gain exposure to shelter and hotel operations and work with employment specialists to find related jobs.
- **The Adult Education Center (AEC)** provides education for individuals in a community setting. Based on the student's needs, he or she can receive education in use of computers, financial literacy, obtaining a GED or high school diploma, and English as a second language. Students receive free lunch Monday through Thursday.
- **Social Enterprise.** ECS operates a culinary-based, nonprofit business in which they employ their program recipients. This catering business serves social service agencies, city agencies, and corporate businesses with philanthropic intentions.

Housing Assistance and Assessment—Adult Coordinated Entry (CE). ECS newly offers the CE system, a standardized intake process designed to meet new clients where they are. CE matches clients with housing resources that reflect their unique circumstances and prioritize those with highest need for available resources. Connecting with the ECS CE system can occur at two [Access Points](#) in San Francisco. Access Points are localized community entry points for clients to access and determine eligibility for available housing programs and opportunities.

Navigation Centers. Designed for immediate relief from street dwelling, Navigation Centers are short-term, low-barrier shelters with flexible eligibility rules; individuals with partners, pets and other belongings can stay and work with case managers to connect with public programs and health services. Some traditional barriers to attaining housing assistance include not allowing use of illegal substances, requiring proof of employment or that a client is actively seeking employment, and not allowing pets. In Navigation Centers, pre-prepared meals are offered 24 hours a day, 7 days a week and can be heated on site. Access to Navigation Centers is determined by the [Department of Homelessness and Supportive Housing](#), a housing assistance organization serving San Franciscans.

Supportive Housing. ECS owns or works with at least 10 housing properties with case management, mental health services, job counseling, and educational and vocational services. These properties range from studio apartments with kitchenettes and full bathrooms to two-, three-, and four-bedroom apartments and townhouses. Many of the units are designed for seniors and persons with disabilities.

Interim Housing (Shelters). ECS operates two year-round shelters, The Sanctuary and Next Door. Once in the shelter, clients are encouraged to use case management services. At the shelters, individuals have access to hot meals, showers, laundry, clean beds, and a number of

healthcare and social services.

Canon Kip Senior Center. The Canon Kip Senior Center serves low-income seniors ages 60 years and older as well as adults with disabilities. The center has a congregate meal program serving around 105 lunches daily, case management services, and community services like a computer lab, exercise classes, nutrition workshops, BINGO, and arts and crafts.

Addressing Housing Insecurity & Food Insecurity Together

- **Food security in Single Room Occupancies (SROs) pilot program.** ECS is part of San Francisco Department of Public Health's [Food Security Task Force](#) and has been working with other organizations and agencies to create a [pilot program](#) that provides food, meals, and low fire hazard cooking equipment in San Francisco SROs. SROs are small, furnished rooms resembling a studio apartment and are intended for a single resident. They typically contain a kitchenette or an incomplete kitchen, including appliances like small refrigerators and microwaves. In this pilot program run primarily by [Leah's Pantry](#), ECS's role is to process payments and grant funds. Participants of the pilot will receive fruit and vegetable vouchers, transportation to grocery stores, sit-down community meals, and more food choices at Leah's weekly food pantries. This pilot is scheduled to run for a total of 6 months and will be complete by the end of summer 2019.
- **Serving meals in three different shelters.** ECS serves meals every day of the week. This includes serving around 105 senior meals on average per day and breakfast and dinner for around 600 people per day at other sites.
- **San Francisco Interfaith Winter Shelter Program.** ECS is also part of the [San Francisco Interfaith Winter Shelter Program](#), which provides breakfast, lunch, and dinner plus a safe place to sleep for 100 homeless men each night during the coldest months of the year between the Sunday before Thanksgiving through the end of February. This service is provided by ECS, the San Francisco Interfaith Council, and the Department of Homelessness and Supportive Housing.

Partnerships

State and Local Government

- [San Francisco Department of Homelessness and Supportive Housing](#)
- San Francisco Department of Public Health & the [Food Security Task Force](#)

Community Organizations

- [Delivering Innovation in Supportive Housing \(DISH\)](#)
- [Leah's Pantry](#)

- [Mercy Housing](#)
- [San Francisco Interfaith Council](#)

Strengths

ECS decades of experience providing basic needs services to low-income populations. ECS is both well connected to government agencies and other nonprofit organizations and well regarded for their delivery of services throughout the city. An example of ECS's strengths is embedding workforce development, employment, and food pantry delivery and serving hot meals into housing assistance structures. Many city agencies operate in silos and lack coordination with one another but ECS coordinates basic needs services well. Another strength is in their partnerships. For example, Buy Rite donated \$8,000 of food product in February of 2019 to ECS, which alleviates program costs. ECS also uses the CE system to prioritize and allocate resources to those with the highest need.

Challenges

One challenge for ECS is developing meals that are nutritionally wholesome due to limited budget and capacity to be reimbursed by government systems; limited budget is a challenge throughout delivery of all ECS services. They additionally experience a higher volume of meal recipients at shelters at the end of the month when government food assistance benefits tend to run out, which results in fluctuations in demand. The delivery of these services could be more humanized so there is more dignity and respect for program recipients. Meals could be provided throughout the day instead of during shorter, designated meal times, as some individuals may need meals outside these windows of time. Having more choice in food consumed would be beneficial for meal recipients as the number of meals served is often determined by who is cooking and what is being served at shelter meals.

Tracking Data

A variety of public-facing data can be found throughout the [ECS website](#), especially under the “[Our Work](#)” and “[About > Impact](#)” tabs. The website additionally has their [2018 report](#) as well as all annual reports since 2010. Examples of data maintained are number of meals served annually, program enrollment numbers, number of education units, and meals served through shelters with reference to projected goals. For example, ECS provides over 300,000 meals annually and provides services, shelter, and housing to 7,200 individuals each year.



Delivering Innovation in Supportive Housing

San Francisco, CA • Nonprofit, property management and support services • 570 served annually

“We have been trying to look at, as an organization, how do we address some of these larger challenges that our tenants have, such as food insecurity or lack of access to exercise? That kind of thing. That makes us a little different than a typical property management company.”

Mission

“We believe that everyone deserves a home. Every day, we provide high-quality, permanent housing to San Franciscans who suffer from serious health issues. With our help, they can get off the streets, rebuild their lives, and strengthen our communities.”

Background

DISH has been in operation nearly 13 years and provides property management services for 8 supportive and permanent housing sites with a variety of support services for their 570 tenants. They manage 8 different sites: 5 in the Tenderloin, 2 in the South of Market, and 1 in the Mission district of San Francisco. DISH addresses issues of health and wellness with their on-site support services partners. All services on site are voluntary. In 2018, DISH received \$9,283,854 in funds, detailed in their [2018 report](#); 68% of funds were from public support, 30% were from tenant rent, and 2% were from private support.

Program Recipients

DISH supportive housing recipients include formerly homeless adults with chronic health issues, including physical health, substance abuse, and mental health conditions. The median age of tenants is around 55 years of age and most tenants are males. In some newer housing developments, couples are eligible for residence.

Services Provided

The primary services provided by the DISH team at housing sites include showing prospective tenants available housing units and reviewing the lease and tenant expectations. No background check is included as they operate with a “Housing First” approach. The support services team with whom DISH partners address psychosocial needs of tenants and connect them to relevant services. All sites offer 24-hour staffing and 3 sites have an on-site nurse to

serve tenants with higher health support needs. All sites additionally have social workers or other mental health professionals with graduate degrees as well as case managers. DISH and its partners coordinate and collaborate with the larger goal of ensuring tenants receive services needed and maintain their housing. Engagement with on-site services is not required. DISH housing is permanent; tenants have a lease with a rent that reflects the resident's income.

Address Housing & Food Insecurity Together

Food security in SRO's pilot program. DISH, like ECS, is part of the current pilot project addressing food security in SRO's. One of DISH's housing sites with limited food preparation facilities, The Camelot, is one of the pilot sites. The pilot program aims to test different interventions to see which has the greatest impact on food security among housing assistance recipients. Examples of pilot components include connecting tenants with an expert in food resources who can help assess what programs a client may be eligible for and contracting with Lyft for weekly grocery store runs. Through this project, DISH received money to install a "warming kitchen," or cooktops and convection ovens so individuals can cook their own food in a communal kitchen. The study will run it for 6 months and outcomes will be assessed to determine which program components have the largest impact and which the individuals use the most.

Partnerships

State and Local Government

- [San Francisco Department of Homelessness and Supportive Services](#)
- [San Francisco Recreation and Parks: Boeddeker Park](#)

Community Organizations

- [1:AM Gallery](#)
- [California Shakespeare Theater](#)
- [HandsOn Bay Area](#)
- [KROC Center](#)
- [Lutheran Social Services \(LSS\)](#)
- [Niroga Yoga](#)
- [Simply the Basics](#)
- [Tides](#) is DISH's employer and fiscal sponsor.

Strengths

DISH follows a "Housing First" model, quickly connecting individuals and families to housing

services without usual barriers and other preconditions to earn their housing, such as requiring employment or enrollment in work training programs. DISH additionally uses the CE system, which allows simple access to housing through DISH. DISH is also committed to comprehensive, on-site supportive services that aim to maximize the chance that the tenants have the opportunity to manage health and wellness in a way that allows them to maintain their housing and they prioritize partnerships with organizations that can provide these services.

Challenges

Because DISH manages several sites with different service delivery methods, piecemeal funding for all unique programs can be an administrative challenge. There continues to be high need for living spaces and limited facilities to meet the needs of low-income individuals in San Francisco.

Tracking Data

Most data maintenance related to supportive services is managed by on-site service partners of DISH. DISH has an [annual report](#) on their website, detailing accomplishments, events, success stories, acknowledgements, and information about DISH community members.



San Jose, CA • Nonprofit funder, provider, and policy advocate • 1,300 served annually

*"We're not looking at food as an isolated intervention.
We're really looking at food integrated into other services."*

Mission

"To build health equity in Silicon Valley. We believe that everyone in our community should have the opportunity to be healthy. A person's income, race, immigration status, language, age, or zip code should never act as a barrier to health."

Background

[Health Trust](#) is a hospital conversion foundation that formed in 1996 when the Good Samaritan Hospital system was sold to a private hospital system. A portion of the sale's proceeds was funneled into a trust designated for community services resembling services typically provided by nonprofit organizations. Health Trust aims to address health disparities as a funder, direct service provider, and policy advocate. Their annual operating budget is about \$20 million.

Program Recipients

Health Trust serves around 500 individuals a month that are HIV positive and receiving food support through Health Trust's food pantry or referred services, 650 older adults and individuals with disabilities a year through Meals on Wheels, and 150 individuals who are coming out of homelessness or currently experience homelessness. Some Health Trust services are designed for families who access Family Resource Centers, which are multi-service centers for children and their families who benefit from basic needs assistance. Service recipients have a high number of chronic conditions, especially among their older populations. Overall, recipients have a large number of acute health conditions.

Services Provided

Health Trust's three key impact areas are to: 1) improve health through food, 2) prioritize food and housing, and 3) make chronic disease more preventable and manageable. They are providers, funders, and advocates, each with a variety of services related to these roles:

Provider:

- **Jerry Larson FOODBasket**, a food pantry program since 1996. Three times a month, the Jerry Larson FOODBasket warehouse space becomes a grocery store in which around 250 clients can pick up free groceries, like fresh produce, meat, beans, and eggs. This food pantry program originally focused on individuals who were HIV positive then expanded to include low-income families and other individuals coming out of homelessness who are placed in permanent supportive housing.
- **Meals on Wheels Program.** Five days a week, Meals on Wheels delivers hot meals and at times a frozen meal once a week to seniors and adults living with disabilities. The meal drivers additionally provide daily wellness checks for clients.
- **California Food Is Medicine Coalition—MediCal Medically Tailored Meals Pilot Program.** This pilot focuses on how food can be used to improve health outcomes and reduce hospital readmissions for individuals on MediCal with congestive heart failure. The 12-week program provides 3 heart healthy, medically tailored meals per day plus 4 medical nutrition therapy sessions with a registered dietitian for eligible clients.
- **Case management services.** Health Trust historically provided case management for individuals that are HIV positive through Housing of People with AIDS (HOPWA) and expanded a few years ago to provide these services for people coming out of homelessness and transitioning to permanent supportive housing. They also provide rapid rehousing support for those who might reach self-sufficiency more quickly and need only temporary support with housing and finding a job again.

Funder: Health Trust is also a grant maker, investing in other organizations to help them build their capacity to improve health through food. For example, they have invested in Second Harvest, providing a 2-year grant to develop systems that better meet the needs of individuals in affordable and permanent supportive housing. They invest over \$2 million annually from their endowment to benefit residents of Santa Clara and Northern San Benito counties directly. These funds are granted through Health Partnership, Emerging Opportunity, and Community Grants to nonprofit organizations and public agencies that provide health and wellness services to vulnerable populations.

Policy Advocate: Health Trust policy advocacy occurs mostly at the local level, but also at the state level to increase funding for programs that address food security for at-risk populations or for policy change that makes the delivery of services easier.

Addressing Housing & Food Insecurity Together

Immediate, appropriate food for clients. Health Trust is committed to improving food security for their clients who receive housing services. Health Trust case managers assess the client for food insecurity and if they are able to seek available resources in the community or if they require a more direct, integrated approach. In the latter case, Health Trust assembles food boxes that the client can pick up at the same location in which they receive case management services, which helps build trust between the case manager and client. Food boxes can be

“cook” and “no cook” depending on client needs. Examples of “no cook” foods are low-sodium soups and heat-and-serve oatmeal.

Bringing food to clients. Health Trust also invests in bringing food to housing sites and considers the physical limitations of these sites. They now have housing developments that are being designed to have proper on-site food storage, doors that are wide enough for food delivery equipment to pass through, and safe warming ovens.

Food for Everyone. Similar to the current report, the aim of the Food for Everyone report is to analyze gaps in healthy food access among homeless individuals and low-income seniors and to detail opportunities to improve and expand the delivery of food assistance in San Jose.

Food and housing in policy advocacy. The following points are two examples of addressing housing and food insecurity through Health Trust’s policy advocacy:

- Health Trust has worked with the city of San Jose to change their underwriting guidelines. As part of the city’s agreement to provide loans, new developments with at least 30 percent of their units allocated to people coming out of homelessness must provide a property management plan and a service plan that includes how they will address food insecurity for residents.
- Even if a housing site is interested in having an on-site food pantry, there often is not physical space for distribution. Doorways may be too narrow for a pallet to come through, the site may lack refrigeration if residents are not immediately available to pick up food, and the site may not have an oven to keep hot meals at safe temperatures. Health Trust has been working with the city housing department to change underwriting guidelines, suggesting that new developments consider issues of physical space before applying for funds to build the housing.

Partnerships

State and Local Government

- [Social Service Agency](#) (CalFresh Healthy Living outreach and enrollment)

Community Organizations

- [Kaiser Permanente](#)
- [Santa Clara Valley Medical Center](#)
- [Second Harvest](#)

Strengths

Health Trust is improving food security. Their clients are ethnically diverse and immigration status is barrier for many clients. However, Health Trust is a trusted organization providing food

and other support for individuals who are not eligible for CalFresh Healthy Living and may not feel safe attending large food distribution events. Health Trust does not view food security support as an isolated intervention; they provide comprehensive food and housing services integrated into other services provided. The foods they provide are healthy and appropriate based on the physical limitations of the facilities. Additionally, individuals using the food pantry have a choice in what they take and can choose culturally appropriate items, resulting in less food waste.

Challenges

- **Food capacity.** A large, overall challenge for Health Trust is limited capacity to expand food services or manage large quantities of food. As with many nonprofit organizations, a larger budget could improve expansion and ability to provide services. Transportation for clients eligible for food assistance could improve with a higher budget or related resources. For example, a parent with no childcare likely will not take a 30-minute bus to and from a food site to get the 50 pounds of food for which they are eligible; for this reason, Health Trust aims to bring food to where clients reside.
- **Meeting client needs.** Health Trust, while improving conditions for many, is not certain that their services completely meet their clients' needs, or if the services provided are enough.
- **More research.** More research means there is evidence to show payers that invest in basic needs services is worth it. Health Trust has collaborated with UCSF to examine the link between food and chronic disease and more research could impact program funding if payers are made aware of a strong evidence base linking food and housing to health.
- **Rising rent prices.** Rent prices are often tied to area median income, which is often much more than is affordable by low- and medium-income families. There is a misconception that because an individual or family lives in "affordable housing" that the housing is genuinely affordable. Changes in rent prices or increasing availability of affordable housing would require policy change.

Tracking Data

Currently, data management capacity at Health Trust could benefit from improvements, especially for data related to services addressing both food and housing. However, they are in the process of rolling out an organization-wide client database system. Health Trust has data on specific subpopulations, which is often due to requirements from funding bodies. Examples of data maintained include how many clients living with HIV have a suppressed viral load, how client receive food assistance, food access rates for some clients living with chronic conditions, data related to Food Is Medicine and Meals on Wheels programs, and some data on hospital readmission rates. They are interested in data concerning emergency services utilization as well as changes in health conditions for those receiving food support compared with those not receiving food support. The [Food For Everyone](#) report is publicly available as well as [Impact Reports](#).



Funders Together to End Homelessness San Diego (FTEHSD)

San Diego, CA • Funder

“The strength of our organization is we’re trying to get all these funders who are working in homelessness to work together.”

Mission

“To build a San Diego County network of funders who are committed to solving homelessness through leadership, education, and advocacy; strategic collaboration, alignment and focus of resources; and effective promotion and replication of evidence based practices in our community.”

Background

[Funders Together to End Homelessness San Diego](#) (FTEHSD) is part of a larger national organization. It is part of San Diego Grantmakers, a philanthropy-serving organization in San Diego focused on connecting and activating funders to invest in their community for social change. FTEHSD is a funders collaborative and members are those with personal wealth or a donor-advised fund as well as representatives of foundations, including corporate foundations, all with the intention of ending homelessness and improving social systems. Members meet monthly to decide how to spend funds via established guidelines and philosophies for funding, which can be aligned with particular initiatives or may end up in the FTEHSD central grantmaking pool. FTEHSD sometimes puts out a request for proposals for nonprofits to apply for grant money, which may result in direct funding, though most of their grants are invitation-only.

Services Provided

While FTEHSD is not a direct service provider, they require the providers they fund to use best practices and methods recommended by HUD, like the “Housing First” policy, a policy that is required if a potential grantee is to receive FTEHSD funds. Their website contains details on their [requirements to receive funds and program evaluation tools](#). FTEHSD uses private dollars to “lead with a carrot.” FTEHSD recently provided two large grants to local nonprofits to engage their clients in leadership and advocacy programs. These programs included services like public speaking classes and political science classes to promote advocacy and community organizing, aiming to involve currently or formerly homeless individuals into decision-making positions. FTEHSD-funded service providers have case managers or navigators that help those needing

services navigate governmental assistance systems.

Program Recipients

Organizations receiving FTEHSD funds include a variety of nonprofit organization that provide services for individuals experiencing homelessness. FTEHSD has standards aligned with HUD funding requirements to ensure best practices.

Address Housing & Food Insecurity Together

Grantees and funded partners of FTEHSD tend to check client eligibility for government programs, like CalFresh Healthy Living, WIC, [Supplemental Security Income \(SSI\)](#), housing assistance, and disability payments early in the intake process. FTEHSD has prioritized engaging with and making grants for organizations that follow best practices, like Housing First, for Californians needing government assistance with basic needs.

Partnerships

Members: Wells Fargo, Ball Family, BQuest Family Foundation, San Diego County Health and Human Services, Karen A. and James C. Brailean Fund, [Alliance Healthcare Foundation](#), [David C. Copley Foundation](#), S. Bernstein Fund, [McCarthy Family Foundation](#), Michael McConnell, Page Family Fund, [The Parker Foundation](#), [San Diego Housing Commission](#), [Wermers Companies](#), Kaiser Permanente

Grantees (partial list): [San Diego Regional Task Force on the Homeless](#), [San Diego Housing Commission](#), [Alpha Project](#), [Crisis House](#), [Volunteers of America](#), [Alliance for Regional Solutions](#), [County of San Diego Health and Human Services Agency](#), [San Diego Youth Services](#), [Voices of Our City Choir](#), [Think Dignity](#), [San Diego Housing Federation](#), [The Corporation for Supportive Housing](#)

Strengths

Influencing public funds can be a challenge and to address this, the only full-time employee for FTEHSD writes informed letters to the governor about how organizations like FTEHSD suggest the state prioritizes budgets for organizations addressing issues of homelessness and related services. Leveraging private funds is an additional approach to supplement public funding for nonprofits providing basic needs services.

Challenges

Appealing to politicians, providing services in addition to housing, and including voices of those with lived homelessness experience are challenges.

- **Policymaking issue.** Capturing the interest of policy makers in programs that provide housing services is a challenge. Despite issues of homelessness as priorities for mayors in California, redistribution of funds provided for homelessness assistance may not align with what government systems and housing assistance recipients need. There is current

[controversy over allocation of housing assistance funds](#) as Governor Newsom wishes to reserve some of these funds for the county and legislators wish to allocate most of these funds to government agencies' Continuum of Care programs.⁶¹

- **Those with lived experience in decision-making positions.** FTEHSD would like to recruit individuals that have experienced homelessness, not only testifying to local public decision-making councils but also sitting on boards and evaluation committees that make decisions for homelessness program funding.
- More housing units, funds for constructing affordable housing, and developers that do not rely on tax credits to fund housing construction. There currently is not enough affordable housing nor are there adequate funds to build more affordable housing for all of those in need of housing assistance. The [Low-Income Housing Tax Credit \(LIHTC\)](#) funds the acquisition, rehabilitation, and construction of affordable housing units for low- and medium-income tenants eligible for rental assistance. Housing developers receive tax incentives to provide housing for individuals who fall within a certain percentage of area median incomes; often individuals who are in need of housing assistance may not meet criteria for housing provided by housing developers who receive these tax incentives, leaving a gap between housing needs and availability of housing.
- **Services in addition to physical housing** are important to ensure the newly housed clients maintain their ability to receive housing assistance. This includes addressing issues of substance misuse and criminal activities.

Tracking Data

Grantees are required to send program data to FTEHSD. Providers receiving HUD funds must send FTEHSD their Annual Homeless Assessment Report ([AHAR](#)) for the past 6 months or year. AHAR includes information related to clients' age, race, how long they have spent in government housing like emergency centers or permanent housing, time elapsed prior to receiving permanent housing, and if clients have lost their permanent housing. FTEHSD has recently provided over half of the funds to update the 15-year-old database software that is used by HUD services providers and managed by the San Diego Regional Task Force on the Homeless. Part of this funding project included hiring a software developer who is creating public facing, online dashboards with data related to homelessness programs so the public can see progress. Some statistics related to homelessness counts, health conditions of San Diego's homeless population, and current grant and project details can be found in [FTEHSD's 2017-2018 Fact Sheet](#).



Los Angeles Family Housing

Los Angeles, CA • Nonprofit service provider • 11,000 served annually

“A lot of what we’re working against is the cultural perception of people experiencing homelessness...we spend a lot of time speaking at neighborhood councils, reaching out and giving people tours of our facilities, doing as much as we can to let people see the reality of the people that we work with and not just the stereotypes they’ve seen on TV.”

Mission

LA Family Housing helps people transition out of homelessness and poverty through a continuum of housing enriched with supportive services.

Background

[Los Angeles Family Housing](#) (LAFH) helps people transition out of homelessness and poverty through a continuum of housing and supportive services. Their main campus is located in North Hollywood but LAFH primarily serves Los Angeles County service provision area 2 (out of [8 service provision areas](#) identified by the Los Angeles County Department of Public Health) with additional locations throughout the rest of the county. They mainly connect families and individuals with housing resources and work with other government agencies, mental health service providers, and the Los Angeles unified school district. They serve 11,000 people a year from diverse backgrounds and primarily serve people who are currently experiencing homelessness, including both families and individuals.

Services Provided

During the intake process, families and individuals are assessed for housing insecurity acuity and paired with a housing stabilizer, or navigator, to ensure they receive needed services. LAFH offers a continuum of housing, including bridge or interim housing, permanent supportive housing, and permanent affordable housing. Support services are provided within housing facilities and are offered for people higher on the acuity scale who live in supportive housing. Many of these are direct services and some are referrals.

Housing Structures. LAFH currently has 30 residential buildings and is working to secure more.

- Their [Bridge Housing](#) facility has one main kitchen that cooks and serves 3 meals a day to 250 individual participants. Family housing units each have their own kitchen so parents can cook for their children.
- LAFH has bought and converted a few houses into multi-family homes with one main kitchen.
- Permanent supportive housing units are studio apartments with kitchenettes and affordable housing units have one full kitchen per unit. Rapid re-housing is available for individuals with fewer needs or who are unable to pay rent for a month. LAFH facilities offer yoga classes, tutoring for kids, art classes for everyone, and the delivery of government and nonprofit food programs.

Direct Services and Referrals. Case managers and government department representatives determine risk of homelessness through the CE system. They also check eligibility and enroll participants into government programs like CalFresh Healthy Living and WIC. Examples: USDA and LA Housing Support Authority have representatives that are co-located with LAFH.

Program Recipients

LAFH serves people of all ages. Approximately 69 percent of people served are in family units and 31 percent are individuals. LAFH serves all populations, such as veterans, victims of domestic violence, families, and individuals. Many individuals and families looking for housing assistance from LAFH live in their cars, motels, friend's garage, or are couch surfing. Clients have a variety of health conditions that may be associated with living outside, such as malnourishment, contraction of communicable diseases among individuals, and untreated diabetes.

Addressing Housing & Food Insecurity Together

LAFH uses the standardized [Coordinated Entry \(CE\) system during intake and then individualizes](#) everyone's care according to their need. They provide access to federal programs like CalFresh and provide kitchens or access to dining halls. LAFH partners with nonprofit organizations who provide fresh produce or premade foods to clients. Existing partnerships with food programs strengthen LAFH's delivery of services.

Partnerships

- [Food Forward](#) is a food rescue organization that provides fresh produce to LAFH clients towards end of month when government food program benefits may run out.
- [MEND](#), or "Meet Each Need with Dignity," is another nonprofit partner that provides fresh produce and other food items.
- [Shelter Partnership](#) sometimes provides cooking supplies for LAFH clients.

Strengths

Part of LAFH's success with delivering needed services is their very well-trained staff that uniquely tailor services based on the needs of the family or individuals. They have highly trained mental health professionals to support the mental wellness of their clients and case managers and housing navigators excel at ensuring clients receive what they need. LAFH currently has goals to increase the amount of housing by constructing their own buildings, funding for which will come from the recently passed [supportive housing proposition HHH](#). To have their own housing would reduce how much they rely on relationships with property owners. LAFH additionally prioritizes outreach and outreach events consistently to let those in the community know what they do, which can support knowledge of their services for those who need them and ensure that their work fits cohesively with their community. They additionally plan to expand community partnerships, especially with organizations that are experts in the delivery of specific services. LAFH additionally follows a Housing First policy.

Challenges

Despite having access to 30 housing facilities, LAFH still has limited access to housing for clients. Since they do not own all of the facilities where their clients live, they must work closely with property owners and ensure adequate property owner buy-in, which can be difficult to achieve. Cultural perception of people experiencing housing insecurity can put LAFH clients at a disadvantage. To address this stigma, LAFH tries to speak at neighborhood councils and offer many tours of their facilities for community members. Funds for emergency housing resources are also needed; often they may need to place families in motels and motel funding is used quickly in a fiscal year. More preventative measures need to be in place; it is easier to find someone long-term housing the less time they have spent experiencing homelessness. Achieving buy-in from possible funders and community members and organizations also requires conscientious and can be difficult.

Tracking Data

LAFH has a large data team. They track everyone up until the housing stage when they pair each client with a housing stabilizer, someone who helps clients access resources to ensure they are stably housed. They then work with clients for 2 years, measuring their progress over this time. The success rate of their clients is high. Some specific examples of data maintained include counts of stable housing placement and continuation of services received. They aim to follow [Los Angeles Homeless Services Authority](#) best practices for maintaining data related to measuring success. Although data maintenance can be difficult due to a high number of programs and services, LAFH is working to improve their data capacity. [Annual reports and data](#) related to their programs can be found on their website.



Union City Family Center

Union City, CA • Nonprofit, school district- and family-oriented service provider • 12,000 served annually

"We're not here to do things for them but with them. Our approach has been with that tone, where we don't say they're broken. I think that has a huge impact on why we've seen such amazing gains in our community."

Mission

"We strive to build community by engaging and preparing youth and adults to participate in transforming their communities, so that every child, family, and community member will have at their fingertips high-quality services and opportunities needed in order to thrive."

Background

[Union City Family Center](#) (UCFC) is a partnership of families, schools, community members, and public and private organizations that work together to promote "cradle to retirement success." As a family-oriented organization, UCFC is part of New Haven Unified School District with a liaison at each school site, which includes 7 elementary, 2 middle, 1 comprehensive high school, 1 alternative high school, plus independent study programs. They serve about 12,000 students district-wide. Their aim is to build and engage community, prepare youth and adults to have access to high quality services, and remove barriers preventing community members from reaching their highest potential. UCFC has offered resources and services for children and their families for the past 6-7 years to support the housing, nutrition, health, and overall well-being of their community.

Services Provided

UCFC provides comprehensive services in one location for families and individuals related to basic needs like housing, food, clothing, education and exercise classes, and health services. Some of these services are listed below.

Services for everyone:

- **Government program enrollment.** Once a week, a partner uses UCFC office space to

enroll in or reinstate CalFresh Healthy Living and CalWorks benefits and other social services.

- **Food pantries, food banks, and prepared meals.** In addition to their non-perishable food pantry on site, [Alameda County Community Food Bank](#) comes to UCFC twice a month for food distribution. This distribution can also include personal hygiene products. UCFC is also in collaboration with the nonprofit [Daily Bowl](#), a food recovery program. Additionally, twice a week, 80 to 100 prepackaged Kaiser Meals from the local Kaiser of Union City and Fremont are delivered for working poor, and homeless or displaced youth and foster youth. They can pick up microwavable meals or sandwiches and salads at the UCFC site.
- **Mobile health clinics and health education.** During the food distribution described above, recipients can visit local clinics that come to the UCFC location to provide health screenings twice a month to get their blood pressure and glucose checked for free, regardless of insurance. Washington on Wheels, a mobile health clinic, comes to UCFC twice a month to provide similar services. American Heart Association is also hosted at UCFC during weekly food bank distribution and provides healthy cooking tips and health information in booklets, with information to provide awareness of symptoms related to health conditions. [Alameda Alliance for Health, a public, nonprofit-managed healthcare plan](#), offers health and wellness classes twice a week for families.
- **Clothing and shoes.** UCFC also offers a clothing pantry with free clothing. [Footprints](#), part of Compassion Network, provides new shoes every six months for newly arrived or families in need once a week at UCFC.
- **Careavan** is a program that ensures a safe parking lot for individuals and families living in their cars. Food distribution, bathrooms and showers, and other basic needs items are also available at this site to make those living in their cars more comfortable.

Services for adults and families:

- [SparkPoint](#), a United Way Bay Area program, is available for financial coaching, finding housing, and repairing credit.
- [Mujeres Unidas y Activas](#), a Women's Empowerment Group is offered twice a week for female clients have access to health and wellness classes in Spanish, and access to yoga, Zumba, and healthy cooking classes. On each Thursday, women can attend workshops to learn about local policies and what they mean to inform voting. This program also provides skills to better support children in school.
- [First Five](#). Through First Five, resources, workshops, and childcare are provided for parents with children aged 0 to 5 years. This includes classes on how to care for young children, how to get them ready for kindergarten, and how to get involved with their school site.

Services for older youths:

- UCFC provides support for homeless, displaced, and foster youth, by providing transportation and school supplies out of their office.
- [La Familia Highway to Work](#) is a program for transitional youth coming out of juvenile detention. It provides support for reentering the school system and the community through employment and academic services, like tutoring.
- [Cypress Mandela apprenticeship program](#) is a free work training program for anyone ages 18 to 32 years that prepares young adults for work as a carpenter or electrician. This program collaborates with CalTrans, PG&E, and others.
- [Tiburcio Vasquez Health Center](#), a UCFC partner, has a location in the local high school and serves other UCFC community members from their 9th street location.

Program Recipients

Union City has a very diverse community; over 300 dialects are spoken in Union City and 54 percent of its residents are Hispanic. UCFC individuals and families come from low-income households. The average household income of program recipients is around the 30th percentile and the average income of a family of 5 is about \$54,000. The median home in the area costs around \$850,000.

Addressing Housing & Food Insecurity Together

Housing and food insecurity are UCFC clients' highest needs. To increase access to these services, UCFC has a large variety of services in one location. Because they serve families, they additionally have liaisons and services at the schools affiliated with UCFC.

Distribution of foods and case management in same location. To increase accessibility, UCFC provides the distribution of foods at the same site in which they can receive housing services. Additionally, food items are available at the UCFC Careavan lot for families who have not yet received housing assistance and are still living in cars.

Foods available for year-round, immediate use in addition to government food program enrollment. Through their on-site food pantry, Kaiser Meals, and other food pantry and food rescue partnerships, UCFC is able to provide food for anyone who is part of the school district or community that is newly arrived and does not have immediate access to food. Despite its connection to the school system, food pantries are open year-round and youth ages 2 to 18 years can access government-funded summer meals.

Careavan program provides services for families who have not yet attained housing. The Careavan program is a safe parking lot program for homeless families living in their vehicles where they will not be ticketed. At the Careavan lot, these families have direct contact with a housing navigator through [Abode Services](#), 3 times per week who ensure that those staying in the lot are entered into CE system so they can be connected to shelters or transitional housing. The city also provides a paid safety attendant to monitor the lot. Those living in this lot have

access to showers and laundry 3 times per week; 7 days a week they have access to a bathroom, microwaves, water, and a place to charge their phones. Abode Services follows a Housing First approach.

Use of CE system and connection to affordable housing units. UCFC uses the CE system to connect clients with housing services and navigators. UCFC has a direct connection to apartments through [Abode Services and SparkPoint](#). Three apartment complexes with affordable housing have sliding scale rent and house UCFC clients. When openings in these apartments arise, UCFC is contacted a month before the application process starts so UCFC can contact their families who need housing.

Partnerships

Currently UCFC collaborates with 37 other organizations in some capacity, which expands the available services for UCFC clients.

Strengths

- **Humanization of their work, relatability of staff, and ongoing services.** The UCFC executive director is from Fremont and aimed to hire employees from within the community; 11 out of 13 current employees are from the community they serve, which fosters trust and comfort to access their services. UCFC also keeps in close touch with their clients and provides direct services from birth all the way through retirement. They do not deny anyone services, regardless of how long a client has received their services. UCFC also conducts many follow-ups to see how families are doing.
- **Communication among services providers.** Service providers often obtain consent to communicate with other providers serving the same family to follow their success and follow-up if a family has fallen out of communication. For example, if partners cannot reach their clients or clients are missing appointments, a provider may visit the children's school to make sure they are still attending school and that the family is doing well.
- **Accessing UCFC service can result in a full-circle effect.** Many families who have reached self-sufficiency "pay it forward" and donate basic needs items to UCFC when they can. UCFC deeply prioritizes connecting warmly with their clients because they want families to feel seen and validated, especially when families are going through a traumatic or highly challenging time in their lives. They take a lot of pride in this aspect of their work. When connecting families with partners, they offer personal introductions and do yearly follow-up to see how each family is doing.
- **Family involvement to support the whole child.** UCFC has seen families for up to 5 years because new needs arise or for example, maybe a family went from being a two-parent family to a one-parent family. Because UCFC is a collaborative effort with the school district, they provide resources and support services for the family of the child who is trying to "build that foundation" and attend to the 'whole child'.

- **Flexible goal setting.** UCFC considers their case management as casual in order to reflect life's unpredictable events. They assist goal setting for families but try not to set goals for more than 90 days. They then reevaluate goals with the family if managing life expenses becomes more difficult.

Challenges

As part of school system, education may receive priority funding which could threaten funding for other UCFC services. Being closely linked with the school system also results in the slowing of client access during the summer. Some UCFC employees may not work during the summer as there is limited funding. This can result in less food access during the summer, especially for adults who are not eligible for the government summer meals programs. UCFC additionally does not have their own housing facilities and availability of housing units for their clients tends to be limited in Union City.

Tracking Data

UCFC collects some data related to number of families and individuals accessing particular programs. These data are found under [“Our Results”](#) on their website. They additionally have a [logic model](#) depicting their theory of action and different aspects of their approach to improving conditions for families.



Davis Street Family Resource Center

San Leandro, CA • Nonprofit, family-oriented service provider • 2,125 served monthly

"Our mission is to help others help themselves."

Mission

"All of our programs are designed to engage the client and give him or her the tools they need to improve their quality of life."

Background

[Davis Street Family Resource Center](#), or Davis Street Community Center, is a multi-service site in San Leandro, which has provided services for low-income households for over 45 years. They first began offering childcare services, and then expanded to offer medical, dental, and behavioral health services. They now also offer basic needs items and services such as housing services, food, and clothing. Davis Street also recently acquired Stepping Stones, a program for children with developmental disabilities. They also operate 5 childcare centers in San Leandro. Davis Street does not turn away anyone who comes to them looking for services.

Services Provided

Davis Street provides many direct services for children, adults, and families. This includes on-site health clinic services, childcare, and other family services. Davis Street prioritizes first-, third-, and sixth-month follow-ups with their clients to support their path to self-sufficiency.

Health Clinic. Davis Street offers on-site medical, dental, and behavioral health clinics as well as options for insurance coverage. Davis Street health clinics treats everyone, regardless of immigration status or ability to pay.

Childcare services. Davis Street has five childcare centers in San Leandro, providing care for 350 children every day from age 2 years through fifth grade. Three of the childcare centers are located in public elementary schools. Davis Street offers Alternative Payment Programs through CalWorks and [Childcare and Parent Services \(CAPS\)](#) Parent's Choice program to provide affordable childcare for low-income parents

Basic needs program. Davis Street families can access food and clothing as well as services

for attaining affordable housing and cooking classes.

- **Food and clothing program.** Once a year Davis Street families can register for the food and clothing program and eligibility is determined by [Davis Street maximum income requirements](#). Program recipients can receive groceries twice per month and up to 8 articles of clothing per household member per month.
- **Nutritional cooking classes.** A nutritionist leads these classes, which take place in an on-site kitchen. Clients learn to prepare affordable, healthy, culturally relevant meals using Davis Street groceries and receive healthy grocery shopping tips for limited budgets. Additional wellness coaching is part of this class.
- **Housing services.** Davis Street has a binder at their front desk with housing resources and makes photocopies upon request. This binder is updated monthly. Housing navigators and case management services are available to help clients find the services and housing type they need.

Program Recipients

Davis Street mainly serves anyone below 200 percent of the Federal Poverty Level, including families, individuals, and seniors. Around 46 percent of those accessing basic needs services are Latino. Most of the clients accessing behavioral health services are those that have spent a long period living on the streets. The plurality of Davis Street clients are families, though they have recently observed increases in individuals and older adults seeking services who are used to living alone. Davis Street provides over 2,000 clients with food and clothing and around 75 to 125 with housing services per month.

Addressing Housing & Food Insecurity Together

Services to improve housing and food security are offered through Davis Street basic needs program and include case management services.

- **Case management.** A case manager will process a new client, assess what services they need, and triage them to connect them with proper services. Use HMIS.
- **Government program enrollment.** If food or housing assistance are needed, the case manager will help them to enroll in government programs like CalFresh Healthy Living and WIC. If they need assistance with recertification for government programs, Davis Street will refer them to an organization that provides this service. WIC comes to the Davis Street site once a month to enroll families eligible for their services.
- **On-site food pantry.** Davis Street provides prepared grocery bags containing items for a balanced diet like grains, fresh produce, and bread. The quantity in these bags reflect the level of need based on household size. Clients can request additional items if they are available. These foods are supplied by Alameda County Food Bank, who delivers groceries every two weeks. Davis Street additionally receives food donations from entities like Grocery

Outlet, Costco, Target, and Federal Emergency Management Agency (FEMA).

- **Connections to government housing facilities.** Davis Street has connections to local affordable housing facilities including [Kent Gardens](#) for seniors, [Fargo Senior Center](#), and Lakeside Apartments and [Maera Alta](#), which house some of their childcare centers. Davis Street has a direct contact to these housing developments so that openings and changes to waitlists can be communicated directly. Maera Alta, a newer development, has a community room with a kitchen.
- **Pop-up and mobile food pantries near Davis Street client housing.** Small, pop-up food pantry stations with produce and other items will occur once a week or twice a month near some low-income housing developments where Davis Street clients live. Some of these housing sites additionally receive visits with mobile food pantries.

Partnerships

State and Local Government

- [Alameda County Health Services](#)

Community Organizations

- [Alameda County Food Bank](#)
- [Bridge Housing](#)
- [Satellite Affordable Housing Associates](#)
- [United Way Bay Area 211](#)

Strengths

Davis Street has noticed some increases in the income levels of their clients. It is speculated that formerly very low-income families may be reaching higher levels of self-sufficiency and economic success due to the availability of comprehensive service, which may support clients' overall abilities to achieve economic gains.

Challenges

Rent increases severely affect Davis Street clients, even those with medium-level incomes and especially seniors. With changes in the federal administration, Davis Street has also seen a decrease in the number of undocumented individuals using their services, likely due to fear of retaliation. Despite receiving CalFresh Healthy Living, Davis Street families still struggle to acquire adequate amounts of food. Davis Street does not provide recertification of CalFresh Healthy Living and other government food programs. If clients drop off, they must start the intake process again. Some clients do not provide authentic personal information. In recent years, they are losing some clients because the cost of living in San Leandro is so high so they are moving to other locations, however some of the loss of clients could be related to increases

in self-sufficiency.

Tracking Data

Each department within Davis Street has their own data management system. For the basic needs program, Davis Street uses the database system [Apricot](#) for client information such as demographic data and income level. Through this system, Davis Street is able to observe changes per client.



Housing Authority of the City of Santa Barbara

Santa Barbara, CA • Government housing agency • 3,500 served annually

“We don’t want to just be a collection of offices. We want to really operate and look like a service center. We even painted it on our wall, that we’re a family resource center.”

Mission

“To create safe, affordable, and quality housing opportunities for families and individuals while promoting self-sufficiency and neighborhood revitalization.”

Background

The [Housing Authority of the City of Santa Barbara](#) (HACSB) is an independently operating public agency that has been in operation for 50 years and serves 3,500 households. They aim to provide affordable housing for community members, beyond only those considered to have low-income, and provide supportive services that bolster pathways to self-sufficiency. HACSB is now part of Santa Barbara County’s network of Family Resource Centers, providing not only housing services but also holistic services to support clients’ well-being and increase their capacity to maintain housing.

Services Provided

- **Supportive services and case management.** HACSB has a contract with [Family Service Agency](#) to provide supportive services to their clients. This contract includes three case managers including a senior case manager, a family advocate, and a behavioral health provider. This team provides intensive case management, like crisis management. HACSB clients receive referrals to this team of case managers or can refer themselves. These services are available for a wide variety of individuals and families. HACSB staff are trained in enrollment for CalFresh Healthy Living, MediCal, and CalWorks. HACSB also offers youth enrichment programs.
- **Tools for School program.** Every August this program provides free backpacks and other free school supplies for children plus connections to youth-serving organizations for HACSB families.

- **Advocate of the Day program.** This program provides drop-in hours hosted by an HACSB staff member in which families and other clients can stop by with any questions or requests for information they might have regarding services. This program provides an intake form to assess what the client's needs are so that HACSB can best help them. The same form is mailed out with annual recertification appointments for CalFresh Healthy Living and other government programs and helps HACSB assess the needs of their community. Of the 366 families who came through this program last year, 27 percent reported experiencing food insecurity.
- **Mobile food distribution and meal events.** HACSB now offers on-site groceries through a mobile food pantry with donations from the local food bank. Social service providers, like the public library and Family Service Agency, also attend these events in order to connect with HACSB clients.

Program Recipients

HACSB serves elderly, formerly chronically homeless, individuals with disabilities and mental illness, families, and former foster youth. Their clients are roughly one-third families, one-third single-person households, and one-third elderly persons and individuals with disabilities. Chronically homeless clients tend to have a variety of comorbid health concerns, especially mental health and substance abuse issues. Elderly clients may not have seen a dentist or primary care physician in many years and families often need to be connected with health insurance. Many conditions experienced by HACSB clients are a result of neglected conditions due to lack of services.

Addressing Housing & Food Insecurity Together

- **Food pantries and mobile food distribution.** The HACSB office has an emergency food pantry through donations from the Food Bank of Santa Barbara County so that clients can go home with non-perishable foods when needed. HACSB also has a partnership with Unity Shoppe, which has a grocery store of donated food items. Additionally, HACSB is now recognized by the local food bank as a mobile food distribution site.
- **Hot meals and groceries at housing sites.** One of HACSB's senior sites serves congregate meals in which seniors receive a free hot lunch five days a week, provided by the [Community Action Commission](#). Twice a month, this site hosts a brown bag event in which seniors can take bags of groceries, including fresh produce.
- **Government program enrollment and support services in HACSB office.** The contracted case managers and service providers have office space at the HACSB office. This makes accessing services easy for those who most need the support. This includes connection with government programs for housing and food, like CalFresh Healthy Living, and counseling and behavioral health services. Cottage Health recently provided a \$100,000 grant for behavioral health services.
- **Continuum of housing.** HACSB connects client with a variety of housing depending on the

needs of their clients. When space is available, their clients have access to conventional public housing, two service-enriched senior sites, family housing developments, and permanent supportive housing for formerly homeless clients and clients with disabilities.

- **Continuum of Care.** HACSB is part of the HUD CoC program, which ensures a particular standard of housing assistance services that are required by HUD in order to receive funding.
- [Health Access and Care Coordination pilot project.](#) Through a one-time \$500,000 grant from CenCal Health, HACSB was able to offer a behavioral health pilot program for those living in low-income housing with a collaboration of 5 service providers: Doctors Without Walls, Santa Barbara Neighborhood Clinics, PathPoint, New Beginnings, and Doctors Assisting Seniors at Home. Though it was successful, this program could not continue due to exhausted funds.

Partnerships

HACSB aims to create partnerships with service providers who are experts in their area. Some current partnerships include:

- [Cottage Health](#)
- [Family Service Agency](#)
- [Food Bank of Santa Barbara County](#)
- Independent Living Resource Center
- [PathPoint](#)
- [Unity Shoppe](#)

Strengths

HACSB tries to assist clients in preemptive ways. As they notice increases in food insecurity among their clients, they are expanding their partnership with the Food Bank of Santa Barbara County and other food donation organizations to increase the availability of groceries and food items for individuals and families. They are recently enhancing the availability of services they offer in order to operate as a family resource center, in which individuals of all ages and backgrounds can easily access any service they may need and could not otherwise afford.

Challenges

Once a client comes to HACSB for assistance, they are often in the midst of a crisis, whether they are experiencing an eviction or severe mental health episode. Ideally, HACSB could reach these clients before they reach this point and they have goals in place to address this. Santa Barbara also has only small- to medium-sized affordable housing facilities and many lack community rooms, making them not ideally equipped to

handle large food operations and deliveries at the housing site. For this reason, much of the food distribution occurs at the HACSB site, which also creates a need for transportation of clients and their food. Housing Authority staff, including on-site managers, occasionally provide transportation services for those living in assisted housing to and from food distribution locations.

Tracking Data

Data maintenance at HACSB could benefit from some improvements. HACSB maintains all data related to their Advocate of the Day program. Tracking progress through supportive services can be difficult. Many support service providers use the database [Family Development Matrix](#), in which they track each individuals from crisis to stability. However, many of their data are sorted by program rather than by family. Due to many partnerships, data maintenance occurs in multiple venues. HACSB plans to update their data maintenance program in the next year.

Summary of Case Studies

Lessons Learned from Organizations Addressing Basic Needs

- The organizations included as case studies largely treat issues related to basic needs in a holistic way, understanding the importance of tailoring comprehensive services on a case-by-case client basis. This allows for personalization of paths toward self-sufficiency and the humanization of processes for families experiencing economic hardship.
- Clients have the most success accessing and becoming aware of services needed if they all are provided at the same location, such as in the family resource center model. Low- and in some cases, medium-income individuals and families struggle to afford a variety of basic needs, which includes food, housing, clothing, and mental and physical healthcare. Providing multiple services in a single space overcomes access barriers.
- A family or individual needing basic needs services has a higher chance of needing assistance at multiple time points in their lifetime. Having access to services from the start to end of life bolsters a path toward self-sufficiency.
- All organizations included in the case studies follow the “Housing First” model, recognizing adequate shelter as an initial requirement in order to achieve self-sufficiency. Once clients have adequate housing, only then will they have the ability to address issues of employment, mental and behavioral health, and substance misuse.
- Organizations that serve children understand the importance of providing services that support the entire family as a way to serve the child.
- Instilling a sense of dignity for program recipients at all points in their contact with services builds trust and comfort for clients, possibly increasing the use of services and potentially improving rates of self-sufficiency. Trust is especially crucial for undocumented individuals.
- Some organizations are participating in pilot programs, which are opportunities to grow the evidence base on effective solutions. Evidence of impact, in turn, may increase support from policy makers and private funders.
- Leveraging private funds is one way to support the delivery and expansion of basic needs services provided to Californians via government organizations.
- Building new housing developments with the physical capacity to handle the cooking, heating, and distribution of quantities of food to feed all residents of the housing facility appears important for improving food insecurity among housing insecure individuals and families.

Needs and Challenges Remaining

Research, assessments, and data analysis.

- Most organizations described data maintenance as a challenge or lacked knowledge of their organization's data maintenance methods. Many organizations have a large number of services and programs and data are often categorized per program or activity rather than per family or individual, which provides information regarding number of clients using services rather than whether a certain family has accessed different services within an organization.
- Data collected by some organizations are generally not maintained in a way that allows for rigorous analysis or evaluation. Maintaining data to support program evaluation could facilitate increased program credibility, and by documenting impacts, possibly increased support from investors or policy makers. However, this suggestion should not dismiss the value of data currently maintained by these organizations.
- Regarding rigorous data maintenance, nonprofit and government organizations providing basic needs services may benefit from having research-oriented staff that can provide guidance on evaluation of programs and services.
- According to the case-study interviews, organizations did not formally assess food insecurity, despite having referral systems to enroll eligible individuals in government programs, like CalFresh. Formally assessing food insecurity could provide valuable data for organizations to track whether food needs are being met and for researchers interested in identifying best practices for addressing basic needs.
- In-depth knowledge of assessment methods and tools for housing insecurity and food insecurity appeared to be lacking. Clear data and understanding the format and specific questions asked in assessment questionnaires or tools could additionally be useful for researchers interested in evaluating methods used in the delivery of basic needs services and the impacts of the services.

More housing, funding and policy advocacy.

- There is a shortage of low-income and section 8 housing facilities, which could be addressed through the prioritization of public funds and continuing to leverage private funding sources.
- Area median incomes can influence rental prices making housing unaffordable for many residents of a specified county or city. Policies addressing rental prices could help to reduce the rent burden for low and medium-income Californians.
- Even if a client is engaged with a housing organization and is seeking appropriate services, there may not be enough housing units for all who need it. Long waiting lists for housing are common.⁶²

- If nonprofit housing organizations had access to their own housing facilities, they would not have to rely on relationships with property owners and could operate and serve Californians more quickly and independently.
- The availability of transportation could improve food insecurity in the face of housing insecurity. Even when food is available for low-income individuals and families to take home, transportation of the food to either distribution sites or back to the recipient's home can be challenging or impossible, especially if a parent is collecting food for his or her entire household.
- Preventing homelessness and crises in the first place would be ideal, as the longer one experiences homelessness, the more difficult it can be to reach eventual self-sufficiency.

Policy and Program Recommendations

The case study summary reveals the need for improvements in and expansion of policy and programs related to the delivery of basic needs services by nonprofit and government organizations. The [University of California Division of Agriculture and Natural Resources](#) (UC ANR) is ideally positioned to help through partnerships that support local government and nonprofit programs and organizations that address food insecurity and housing insecurity. UC ANR is the hub of the UC system's [Cooperative Extension](#), which is designed as a bridge between local and community-level conditions and innovative assistance through the power of UC research. This section summarizes recommendations for policy, program, and research and how UC ANR can engage with communities and organizations to improve the delivery of basic needs services for Californians.

Public Policy Recommendations

Federal Level

- **Expand CalFresh Restaurant Meals Program to include all California counties.** In some cases, recipients of SNAP or CalFresh cannot use their benefits to purchase hot or prepared foods. These benefits are typically intended to purchase raw ingredients to be prepared at home. Policy that expands the CalFresh Restaurant Meals Program to include more or all California counties would limit barriers to use of CalFresh benefits in non-participating counties among those who are homeless and or otherwise challenged to prepare foods at home. Requiring all, or at least more, California counties to offer the CalFresh Restaurant Meals Program eventually may be an appropriate policy suggestion. This expansion may have the potential to positively impact the food security status of those experiencing housing insecurity.
- **Establish a comprehensive, standard definition of housing insecurity, including issues of housing cost burden.** Currently the US HUD and US Department of Education do not use identical definitions for housing insecurity and they do not include issues of housing cost burden.²³ Use of a comprehensive, standard definition of housing insecurity throughout national-level data collection could align data from all households or organizations providing housing services in an effort to: 1) better understand the current status of housing insecurity statewide or nationally, and 2) prepare or add to higher quality data sets for researchers who analyze issues of housing insecurity and health, results from which could support program development for basic needs services.
- **More overlap between food and housing insecurity in census data collection.** The collection of national census data could benefit from more overlap between the status of

housing insecurity and food insecurity. While efforts to assess both housing insecurity and food insecurity exist, understanding the relationship between these two basic needs at the national level may improve if assessment of food insecurity occurred during collection of housing data and vice versa.

State and Local Level

- **Implementation of standardized assessment tools or questionnaires regarding food and housing insecurity for client intake and enrollment processes.** Organizations that provide and refer clients to basic needs services do not currently use standardized assessment tools and questionnaires that formally assess housing and food insecurity. If developed, standardized assessments could be implemented without burdening administration at nonprofit and government organizations. These assessments or questionnaires could provide standardized data while also highlighting client needs for case managers who ultimately connect clients with services needed, such as enrollment in CalFresh or the Housing Choice Voucher program.
- **Address social stigma of populations that benefit from public housing.** Existing law, the California Fair Employment and Housing Act, prohibits housing discrimination including discrimination through public or private land use practices, decisions, or authorizations, based on specified personal characteristics, including source of income. However, persons living in subsidized housing facilities and accessing affiliated public services can be stigmatized as attracting crime, violence, theft, and other assumed negative characteristics to neighborhoods.⁶³ The development of affordable housing and services for low- and medium-income households can be met with local opposition in some neighborhoods, a condition commonly known as the not-in-my-backyard or NIMBY syndrome. This sort of discrimination has the potential to exacerbate economic and racial segregation by keeping higher income areas separate from lower income areas and denying those receiving basic needs assistance the services for which they are eligible.⁶³ Programs to address community concerns about public housing development might alleviate problematic stigmatization and promote the union of individuals and families from all income levels. The US HUD Exchange has developed a [NIMBY Decision Tree](#) to provide developers and advocates with tools for combatting opposition to public housing development.⁶⁴ Increases in state and local investments in low-cost housing are needed to reduce housing insecurity, investments which will first require public and political will.
- **Address policy outlawing publicly providing food for persons affected by homelessness.** In some cases, providing food for the homeless occurs in public spaces that are not delivered formally by shelters or government housing developments. This may be in the form of independent individuals or groups choosing to provide food of their own accord. Local policy in some California cities has publicly outlawed the provision of food for homeless persons. These laws are alleged to support public health by limiting the spread of infection, with particular reference to the hepatitis A outbreak in California between 2016 and 2018, during which nearly 20 individuals experiencing homelessness died.⁶⁵ According

to the National Coalition for the Homeless, 26 cities passed bans on publicly feeding homeless populations between 2013 and 2015, before the hepatitis A outbreak in California and not as a reaction to the outbreak.⁶⁶ Food safety is important to prevent the spread of foodborne illness and should be taken seriously. However, outlawing the public delivery of food to individuals who lack other basic needs may additionally deny those without shelter and food they might otherwise consume. Further, there is little evidence that policies outlawing public feeding of individuals experiencing homelessness truly prevents the spread of diseases like hepatitis A. Policy that addresses food safety and also allows volunteers, groups, or individuals to provide food publicly for those experiencing housing and food insecurity may be a better option in the interest of public health.

How UC ANR Can Engage

- **Promote development of standardized assessment tools or questionnaires regarding housing insecurity.** Use of standardized data could enhance the credibility and accuracy of research addressing basic needs issues in California in an effort to improve existing services. UC ANR may be positioned well to assist with development of these assessments.
- **Promote existing basic needs services.** Congregate meals for seniors at housing sites may be underused while the waiting lists for accessing Meals on Wheels services is long. Public promotion of congregate meals for seniors and others experiencing food insecurity might improve awareness of these services and even the distribution of program access for those who need food assistance. UC ANR can connect community programs that address housing and food insecurity.
- **Orient toward limiting food waste.** Food that ends up in the trash could be food that is consumed by individuals experiencing food insecurity. Food gleaning, or “the act of collecting excess fresh foods from farms, gardens, farmers markets, grocers, restaurants, state/county fairs, or any other sources in order to provide it to those in need,”⁶⁷ could be implemented on a larger scale to improve food security. The USDA has developed [a tool kit](#) that provides recommendations for how to begin a food-gleaning program. UC ANR may be positioned well to promote food-gleaning programs to organizations working to address housing insecurity.
- **Promote and develop guidelines for food sharing tables at schools and other locations.** Food sharing tables allow for public meal recipients to place offered but unwanted foods in a central location so that others who might want that food can take it. Food sharing tables in food programs can help limit food waste and improve food security for individuals who may benefit from taking unwanted foods home. The California Department of Education provides [guidance for the use of share tables](#) in child nutrition programs, which may be applicable for food and nutrition programs delivered within organizations that provide basic needs services for other populations in California. UC ANR may be instrumental in increasing awareness of, promoting, and expanding guidelines for food sharing tables in prepared meal programs may improve food security and reduce food

waste.

- **Promote and expand Backpack Programs.** [Backpack Programs](#) allow children who receive a bulk of their nutrition intake from school meals during the week to bring food home to provide their nutrition over weekends. These meals are often nonperishable and easy to prepare. Family resource centers may be connected with local school districts and provide services not just for the child, but also for the child's family. Promoting Backpack programs, and possibly expanding these programs to provide nutrition for the child's family, might improve food security for children and families that lack adequate housing and kitchen appliances to cook foods from scratch.
- **Promote and expand urban gardening programs.** Urban gardens may improve food security for surrounding communities.⁶⁸ Residents of public housing sites might benefit from an urban garden on site. To promote urban gardens in affordable housing or at a central location where recipients of basic needs assistance access services might require policy advocacy for the development of new structures to provide space for an urban garden. UC ANR experts may assist with establishing and expanding garden programs near low-income housing.
- **Promote and expand use of UC Cooperative Extension programs to government and nonprofit programs and organizations addressing food and housing insecurity.** UC ANR extends research-based information to the residents of California through local programs across the state. The [UC Master Gardeners](#), located in over 50 California counties, provide resources on gardening including growing food, pest management and sustainable horticulture practices. County CE offices also provide the [4-H Youth Development Program](#) for youth ages 5-19 years which includes a focus on civic engagement and service learning. [CalFresh Healthy Living, University of California](#) provides evidence-based nutrition education and physical activity classes aligned with policy and environmental initiatives to promote health and empower change in low-resource communities. The [UC Expanded Food and Nutrition Education Program](#) (EFNEP) assists families with limited resources in 24 California counties. Learner-centered small group education is provided at no cost to adults and youth on ways to stretch their food dollars to safely prepare and choose for healthy foods.
- **Understand the role of UC Global Food Initiative partners that are addressing housing and food insecurity.** Efforts to address [student food and housing security](#) at the University of California can serve as a model for local communities. UC ANR is well positioned to connect GFI partners from their local campuses with local government and nonprofit programs and organizations that address food insecurity and housing insecurity.

Appendix A. Glossary of Housing Security Terms

Coordinated Entry System - Coordinated Entry System (CES) is a standardized process for assessing individuals and families at risk of homelessness and referring them to housing and other services needed to reach stability. A CES is required for nonprofits that are part of HUD's CoC program.⁶⁹

Emergency Housing - Often a temporary accommodation, emergency housing is any facility with the primary purpose of providing temporary or transitional housing for anyone experiencing homelessness. Emergency housing includes what are commonly known as shelters.³⁰

Housing Choice Voucher Program (Section 8 Housing) - The term Section 8 refers to Section 8 of the Housing Act of 1937, which authorized the payment of rental housing assistance to private property owners for many low-income households in the United States. The Housing Choice Voucher Program is the resulting program and is usually managed by local Public Housing Authorities. Private landlords maintain this type of housing and receive rental assistance funds directly from government agencies on behalf of the tenant.⁷⁰

"Housing First" approach - The Housing First approach is an approach in housing assistance that prioritizes providing permanent housing to people experiencing homelessness first, ahead of other requirements thus providing a foundation from which they can begin a path to self-sufficiency. This approach follows the belief that basic necessities such as food and housing, are required before attending to other goals like finding a job or addressing substance abuse. Additionally, Housing First is based on the theory that client choice might increase the chance that the client will succeed in improving his or her life and sufficiency long-term.⁷¹

Navigation Center - Navigation Centers are low-barrier shelters enriched with services and 24-hour staffing to assist individuals experiencing homelessness in navigating housing assistance systems. Employment, income, and substance misuse regulations are not required for individuals to access navigation centers. These flexible rules are designed to provide immediate relief from street-dwelling.

Public Housing - Public Housing is managed and owned by government agencies. Rent for eligible, low-income individuals is determined by their income level and will be set at a rate that is affordable to them. These properties are managed by local public housing agencies (PHA's) who receive funding from the federal government. Eligibility is determined by annual gross income, whether an individual is elderly or living with a disability, and US citizenship or immigration status. Income limits are determined by the percentage of the median area income and eligibility and thus varies by the geographic location of the public housing. HUD sets the lower income limit at 80 percent of the area median income and very low income at 50 percent of the area median income.⁷²

Permanent Housing - Permanent housing is community housing for formerly homeless individuals and families with no limit on the length of stay. The CoC program funds two types of permanent housing: permanent supportive housing and rapid re-housing.⁷³

Permanent Supportive Housing - Permanent supportive housing is permanent housing with supportive services available on-site for tenants with higher needs. These services are voluntary and designed to promote independent living and connect tenants with community-based healthcare and employment services. This type of housing is funded by the CoC program.⁷⁴

Rapid Re-Housing - Rapid re-housing is designed to assist with housing search and relocation services for individuals and families experiencing homelessness who do not need intensive support services. Rapid re-housing emphasizes short- and medium-term rental assistance to relocate these individuals or families as rapidly as possible into permanent housing. Rapid re-housing assistance is available without preconditions such as proof of employment, income, absence of criminal record, or sobriety. Resources and services provided to those in rapid re-housing are unique to the individuals or household.⁷⁵

Supportive Housing - In addition to housing assistance, supportive housing includes supportive services for people experiencing homelessness or living with disabilities. These services, which are typically offered at the housing site itself, can include services for physical health, mental health, food assistance, and other case management services. Providing on-site services can prevent and reduce public costs related to crisis services, such as those offered in hospitals, jails, prisons, and psychiatric centers.⁷⁶

Transitional Housing - Transitional housing (TH) provides individuals and families experiencing homelessness with interim support to transition to and maintain permanent housing. TH may be used to cover the costs of up to 2 years of housing with supportive services. TH recipients must have a lease, sublease, or occupancy agreement in place when living in TH.⁷³

Appendix B. Methods

Report Development

The development of this report began with an interest among researchers connected to the University of California Division of Agriculture and Natural Resources (UC ANR) in public health issues related to the intersection of housing insecurity and food insecurity in California. These researchers are located in several areas of California, including Berkeley, Los Angeles, Oakland and Santa Barbara. Understanding Californian's lack of access to basic needs is a growing issue as living expenses rise. The purpose of this report is to detail what is currently known and what is being done to address this issue of food insecurity for those that are experiencing housing insecurity in California. The author and primary researcher, a Master of Public Health student at the University of California at Berkeley, produced this report as a deliverable for a yearlong fellowship project with the University of California's Global Food Initiative from July 2018 to July 2019. Two researchers at the Nutrition Policy Institute in Berkeley, California served as mentors on the project.

In the late summer of 2018, the group of 8 UC ANR researchers conducted an initial conference call to discuss interests in potential uses of the report to be produced as well as existing knowledge of and resources related to housing insecurity and food insecurity. Two subsequent conference calls took place as the primary researcher conducted a review of the literature to document the relationship between housing security and food insecurity and related outcomes. In December of 2018, it was decided that the primary researcher would conduct interviews with key informants who worked at California organizations that addressed both housing insecurity and food insecurity. These interviews were conducted in April and May of 2019 and resulted in the eight case studies included in the report.

Report drafts were periodically sent to the group of researchers for feedback and the primary researcher incorporated comments, especially from her two mentors. In the beginning of June 2019, a final, complete draft was sent to the initial group of eight researchers and a final conference call was conducted to discuss how parties involved with the report could engage with and address issues of basic needs for families and individuals experiencing homelessness as members of UC ANR. This final conference call served as the basis for the "Recommendations" section.

Institutional Review Board (IRB)

The interview questions and consent forms used for this project were approved by the IRB at the University of California at Davis. Written consent was not required but verbal consent was obtained from participants. Upon completion of this report, the interview recordings were permanently deleted and will therefore not be used for future research or publications.

Key Informant Selection

Potential key informant interviewees were selected through existing professional connections among the researchers, through use of online search engines, and through suggestions from interviewees who had existing knowledge of or partnerships with the organizations suggested. Once the primary researcher had a list of possible key informants and their contact information, the researcher sent emails describing the current project and the UC Global Food Initiative along with a consent form detailing risks involved in participating in the study. The primary researcher sent follow-up emails if no response was received. Once key informants expressed interest in participating in an interview, the primary researcher scheduled a 30- to 45-minute call utilizing Zoom telephone services, which allowed for easy recording of interviews.

Case Study Development

The primary researcher developed a set of interview questions designed to be completed in no longer than 45 minutes (listed below). Questions were designed to gather background information about the organization, what services are provided to clients, demographic and other information related to the clients, strengths and challenges related to service delivery, and what additional resources might be needed to reach program goals. The researcher started the interview by orienting the key informant with project information, providing background of the primary researcher, and obtaining verbal consent.

A template for organizing information gained from interviews into case study format was created. Interview recordings were transcribed and reviewed for the most relevant information, which were then drafted into the case studies included in the final report. Key informants were sent the draft detailing their own organization for feedback to ensure proper representation. Key informant feedback was incorporated into the final write-up of the case studies.

Interview Questions

1. Background information (~5 minutes):
 - a. What is the name of your organization?
 - b. Where is it located?
 - c. How long has your organization been in operation (in years)?
 - d. How many employees work there (to get a sense of potential level of impact)?
 - e. What is the mission of your organization?
 - f. What is your role at your organization?
 - g. Does your organization address food insecurity (or hunger)? If so, how?
 - h. Does your organization address housing insecurity or homelessness? If so, how?
2. Program recipients (~5 minutes):

- a. Who does your organization primarily serve? (demographics, # of individuals, locations served)
 - b. What are the most substantial health (and other) challenges faced by those you serve?
 - c. Have you observed any changes in housing or food insecurity with the clients your organization serves in the last several years? If so, what are the changes?
 - d. Do you serve individuals on a recurring basis or just once?
- 3. Addressing housing insecurity and food insecurity (~10-15 minutes):
 - a. Do you work with government and/or other programs related to housing/food security? (e.g., CalFresh/SNAP, WIC, child nutrition programs like CACFP/NSLP, others? Housing choice voucher program, housing services/food benefits referrals?)
 - b. (If applicable) Can you please explain how your organization has addressed both housing and food insecurity together?
 - c. Do you know of other organizations who are addressing both housing and food insecurity?
 - d. Do you partner with any of these other organizations?
- 4. Operation of services provided (~5-10 minutes):
 - a. How have you measured the success of the project/activity that addresses both housing and food insecurity?
 - b. Can you please explain the outcomes of this project/activity?
 - c. What are the biggest challenges faced by this project/activity?
 - d. What are some strengths of this project/activity?
 - e. How can this project/activity improve? What additional resources would be needed for this improvement?
 - f. Are there (publicly available) data related to the tracking of your project/activity?
 - g. What changes would you like to see in how housing insecurity and food insecurity are addressed in California? (e.g. policy changes)
- 5. Closing comments (~3 minutes):
 - a. Are there any additional comments you would like to provide?

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