



Good Neighbors

San Diego
Housing Commission

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REPORT

DATE ISSUED: July 1, 2005

ITEM: 101

REPORT NO.: HCR05-56
For the Agenda of July 8, 2005

SUBJECT: Funding for the 2005/2006 City Homeless Programs (Citywide)

SUMMARY

Issue: Should the Housing Commission recommend Housing Authority approval of the continued support by the Housing Commission of the City's Homeless Programs?

Recommendation: That the Housing Authority approve provision of \$505,000 to the City for its FY06 Shelter Programs and the Homeless Coordinator Position.

Fiscal Impact: The Housing Commission's FY06 approved budget includes \$505,000 for the City's FY06 homeless programs.

Certificate of Funding Availability:

Certificate No.:	06-009
Amount:	\$505,000
Revenue Sources:	Local funds
Division:	Asset Management
Line Item:	Loans & Grants

Affordable Housing Impact: Although these programs provide no permanent affordable housing, the City anticipates serving approximately 350 single and veteran adults per night through the 2005/2006 120-day Winter Shelter Program and up to a maximum of 65 families in a city/county system of services using the voucher program, beds at the SD Rescue Mission and placements in the Cortez Hill Family Center. In addition, 150 beds per night are provided at the Cortez Hill year-round shelter.



Future Related Action: Should the Housing Commission recommend approval, this action will be forwarded to the Housing Authority.

Previous Related Actions: The Housing Commission has supported the City's Winter Shelter Program annually since 1996, contributing approximately \$3.645 million.

Environmental Actions: This activity is exempt from CEQA pursuant to State CEQA Guidelines, Section 15269 (c)- Homeless Family Program (Cortez Hill Facility). The City of San Diego as Lead Agency under CEQA has completed a Negative Declaration and under NEPA, a finding of No Significant Impact, LDR File No. 41-0414 dates September 6, 2001, covering this activity.

BACKGROUND

The City's Continuum of Care approach to housing and services for the homeless is supported by City Council Policy 000-51 ("Comprehensive Homeless Policy," adopted June 12, 1995 and revised in 2002). Under this policy, the City coordinates with businesses, social service agencies, community groups, and other jurisdictions to assess needs and promote programs that restore people who are homeless to their optimum participation in the community.

The Regional Task Force on the Homeless is comprised of the City, the County of San Diego, and various nonprofits. In its most recent report, the Regional Task Force on the Homeless estimates the homeless population to be 10,000 within the region, of which approximately 4,258 are urban homeless located in the City of San Diego. There are approximately 1,988 shelter beds available in the City, resulting in a large unmet need for temporary housing.

DISCUSSION

For approximately 15 years, the City has managed some form of seasonal shelter program. Over time, the program evolved into the current model, which includes a winter shelter program consisting of 200 beds for single adults and 150 beds for male veterans (both open from December 15 through mid-April), and a year-round family shelter serving up to 47 families (150 beds for parents and children).

In conjunction with the shelters, non-profits provide services to the shelter participants, including meals, case management and referrals to health care and mental health services, employment training and job referrals, and placement in longer-term transitional programs.

The anticipated cost for the FY06 shelter programs is approximately \$1.3 million, including the year-round program for families. In addition to the Housing Commission contribution of \$445,000, CDBG, Emergency Shelter Grant, HUD, FEMA, City General Funds, and in-kind support from the County will be utilized to support the programs.

Last year, the Housing Commission contributed \$445,000 to the winter shelter and year round family shelter programs, as well as \$60,000 to support the City's Homeless Coordinator position, and \$45,000 for the City's annual contribution to the Regional Task Force on the Homeless. Executive Summary of last year's Winter Shelter Program is included as Attachment 1.

ALTERNATIVE

Do not recommend the commitment of \$505,000 for these programs. Withholding these funds will require the City to identify other funding resources and may result in less assistance for homeless individuals and families.

Respectfully submitted,

Approved by,

Steve Snyder
Director of Facilities

Elizabeth C. Morris
President & Chief Executive Officer

**Signature on File
With Original Document**

Attachment: 2005 Winter Shelter Program Report Executive Summary

Information: Kathi Houck (619) 578-7473

EXECUTIVE SUMMARY

Each night in the City of San Diego there are 4,458 men, women and children who lack housing. The causes of homelessness are as numerous as the effects are disastrous. Homeless San Diegans include people with untreated and/or undiagnosed mental illnesses, people with chronic substance abuse disorders, veterans, women and children fleeing domestic violence, senior citizens, and the physically disabled. For those *without shelter*, homelessness means exposure to health risks, hunger, poor sanitation, lack of access to basic systems of care, lack of employment, and vulnerability to violence. In fact, across all demographic subgroups, homeless persons are four times more likely to die prematurely than their housed counterparts. The public cost of homelessness is incalculable and includes crisis intervention, emergency medical and psychiatric response, in-patient stays, hospitalizations and often incarceration.

As a humane effort and a means of partially mitigating the increased risk to homeless persons and to offer a cost-saving alternative to less appropriate public responses, each year the City's Department of Community and Economic Development oversees the operation of the City's Winter Shelter Program. In addition to the contracting agencies' staff, the City engages a collaboration of several agencies and County programs that work together to provide for those seeking shelter during the contract period.

This year 1,294 unduplicated homeless adults and 219 children were served. This year the San Diego Police Department officers conducted the second street count.

Source	Visible Urban Homeless	Comments
Police Count	768*	These statistics are the result of "rolling" counts done by SDPD and HOT Program officers of chronically homeless <u>sleeping in plain view</u> on March 30, 2005 between 10 p.m. and 2 a.m.
In Year-Round Programs	1,988	The bed count includes only program beds that are designated for use by homeless individuals and family members on a year round basis.
Winter Shelter Program	421	At the close of the Winter Shelter Program on April 13, 2005, the veteran, single adult, and family program beds were counted. An estimated 50 families were in the new system of services including the hotel voucher program, SD Rescue Mission, and the Cortez Hill Family Center. There was no physical shelter site for the family emergency shelter program. Twenty-one (21) people were in rotational shelter beds.
Total Visible Urban Homeless	3,177	<u>This count does not purport to include every homeless person living in the City of San Diego.</u> These numbers will be provided to the Regional Task Force on the Homeless who will factor in other considerations to produce their annual report on the number of people who are homeless within the City of San Diego.

Winter Shelter Program Design

The 2004-2005 Winter Homeless Shelter Program marked the 18th consecutive year the City of San Diego has assisted the homeless during the coldest and wettest winter months. The program provided meals, shelter and social services, including medical and mental health attention, for up to 410 homeless San Diegans daily. The City of San Diego closed the 2004-2005 Winter Homeless Shelter Program on April 13, 2005. The shelters opened December 15, 2004 and were extended an additional 30 days by the City Council in an effort to provide assistance during this year's prolonged rainy season.

The temporary structures were erected at two shelter sites, each with its own social service operator; the homeless family program was managed through a City and County collaborative with the San Diego Rescue Mission (SDRM), the YWCA of San Diego County, and Catholic Charities. Final figures became available after the sites closed and the following profiles emerged:

Vietnam Veterans of San Diego (VVSD) served up to 150 veterans each night in the Midway/Sports Arena area. Approximately 438 unduplicated male clients accessed a variety of veteran program services through the VA Hospital, as well as community and agency provided services. Most are considered chronically homeless in that they routinely live on the street. The average stay was 23 days. The cost of operating this program was \$219,960.

Alpha Project for the Homeless served up to 200 single adults nightly on Newton Avenue and 16th Street. Approximately 732 unduplicated clients received services at this site from community, County and agency providers. The average stay was 28.5 days. Operational costs for this site were \$288,000.

The family emergency shelter program was managed through a City and County collaborative with SDRM, the YWCA and Catholic Charities. The collaborative created a case managed system of services that began at SDRM's overnight emergency shelter program where families were assessed for services and vouchered and placed into hotels/motels. Families were then placed in the City's Cortez Hill Family Center and ultimately transitioned into longer term or permanent housing. Case managers coordinated placements, as well as other appropriate long-term housing, employment and income and other resources to provide stability. The City and County collaborative assisted 343 unduplicated adults and children. The family program provided services through April 29, 2005. Operational costs for this program were \$60,045.

HOT Team

Another example of intra-agency collaborations includes efforts to accommodate at the tents homeless clients referred by the HOT Team. The HOT Team offers a compassionate approach to the chronic homeless population by providing voluntary placements in housing and arranging case management while developing long-range strategies using County and/or City funded facilities.

Procedures

Intake Process

Every homeless adult who received service at the Winter Shelter Program completed an intake interview with site staff members. The interview process requested demographic and

psychosocial information. Demographic information included: gender, ethnicity, age, social security number, marital status, employment status, veteran status, income sources, and number of years living in San Diego. Psychosocial and behavioral information included questions about the client's mental health, substance use, health status and healthcare access. Collectively, these measures were used to provide services and make appropriate referrals to collaborating agencies. Following the interview, each client was instructed to read and sign the shelter guidelines and then a bed assignment was provided.

Exit Process

When a client notified staff that they were voluntarily leaving the shelter an exit interview was administered. The interview requested information on the client's reason for leaving and planned destination. Those clients asked to leave the shelter because of violation of shelter guidelines were not always responsive to the exit interview or questionnaire; however, every attempt was made to acquire the information.

Services

Although the primary goal of the emergency shelter program was to house homeless clients from the winter weather, a host of social service agencies provided supportive services. The list of social service agencies that participated in providing necessary services to emergency shelter clients was extensive. They represent an effective and uncompensated response to the needs encountered by the homeless in San Diego. The monthly operator and provider meetings included a collaborative of service agencies within the city and county of San Diego. The agencies used the meetings to organize and coordinate their services to the shelter program. In addition, the service providers used this time to address program issues, ensure consistent scheduling of services and prevent service gaps. The service providers included:

Alpha Project for the Homeless	ECS- Friend to Friend	UCSD Prenatal Outreach
Catholic Charities	Family Health Centers	VA Benefits Counseling
City of SD HOT Team	North Central Clinic	VA Chaplain's Office
Club Vet (Med. Health Svcs.)	Pathfinders of San Diego	VA Homeless Outreach Team
Comprehensive Health Clinic of SD	San Diego County HHSA	Vietnam Vets of San Diego
County AIDS Mobile Unit	San Diego Rescue Mission	VVSD Employment Dept.
Contracted Nursing Svcs.	Second Chance	VVSD Subst. Abuse Dept.
County Health & Human Svcs.	Senior Community Centers	VVSD Mental Health Dept.
County HIV Mobile Med. Unit	Southeast Mental Health	YWCA of San Diego County
County Mental Health	TeleCare/REACH	Zino's Hair Salon
County Public Defender	Traveler's Aid Society	

Medical Health Service

The physical health of homeless adults is substantially poorer than that of the average adult. The rates of both chronic and acute health problems are extremely high among the homeless population. With the exception of obesity, strokes, and cancer, homeless people are far more likely to suffer from every category of chronic health problem. Conditions which require regular, uninterrupted treatment, such as tuberculosis, HIV/AIDS, diabetes, hypertension, and other physical disorders, are extremely difficult to treat or control among those without adequate housing (National Coalition for the Homeless, 1999).

Mental Health Services

Mental health disorders prevent people from carrying out essential aspects of daily life, such as self-care, household management and interpersonal relationships. Homeless people with mental disorders remain homeless for longer periods of time and have less contact with family and friends (National Coalition for the Homeless, 1999). In order to address this disparity, various mental health services were offered.

Housing Services

On top of high rates of acute and chronic physical and mental health problems and scarce opportunities for employment, homeless individuals are faced with the challenge of finding appropriate, permanent, supportive housing. Although some housing is available that assists homeless individuals transition from the streets, these programs are overwhelmed and usually have extensive waiting lists.

Program Costs

The total cost to operate each site, which includes day-to-day operations, food, restroom and shower facilities, is as follows:

Clients Served	Facility Location	Cost
Single Adults	Newton Avenue	\$288,000
Veterans	SPAWAR	\$219,960
Families	N/A	\$60,045
TOTAL		\$568,005

The total cost to the City of San Diego, which includes tent assembly and dismantling operations, temporary infrastructure (electricity, water, trailers) and minor repairs is as follows:

Purpose	Cost
Tent assembly/dismantling	\$36,000
Infrastructure/repairs	\$38,631
TOTAL	\$74,631

2005 WINTER SHELTER TOTAL COST	
Winter Shelter Operations (all 3 locations)	\$568,005
City Costs	\$ 74,631
TOTAL	\$642,636

Statistical Summary

Shelter Site	Population	Unduplicated Clients	Gender (Adults Only)		Average Age in Years	Average Stay	Total Days of Service
			M	F			
Newton	Single Adults	732	456	276	48	29 days	24,892*
SPAWAR	Veterans	438	438	N/A	50	23 days	16,749**
TOTAL		1,170	894	276			
Family Emergency Shelter Program	Family Units	Undup'd (Adults & Children) Clients	A	C			
SDRM	53	288	103	185			2,678
CHFC	16	55	21	34			2,263
TOTAL	69	343	124	219			4,941
TOTAL CLIENTS OVERALL		1,513					41,641 bed nights

*892 of which were HOT Team beds

**59 of which were HOT Team beds

**SINGLE ADULT'S SHELTER PROGRAM
(NEWTON SITE)**

This year, the Winter Shelter Program for single homeless adults provided 200 beds for men and women. The operator was **Alpha Project for the Homeless**.

Client Profile

A majority of clients served were White (57%) and male (62%). The median age was 48 years and 20% were veterans. Approximately 48% percent of clients reported being treated for a medical disability, and 1% reported hospitalization. Of clients reporting a disability, 48% reported physical ailments such as diabetes, heart condition, respiratory disorders, and/or injuries affecting mobility.

Demographic data for single adult clients,		December 2004-April 2005	
Gender		Race	
Male	62% (456)	African-American	29% (211)
Female	38% (276)	White	57% (420)
		Asian	1% (9)
Veteran		Pacific Islander	2% (13)
Yes	20% (143)	Other	3% (22)
No	80% (589)	Other/Unknown	8% (57)
Age		Ethnicity	
18-30	15% (108)	Hispanic/Latino	16% (119)
31-50	56% (410)	Non-Hispanic	84% (613)
51-100	29% (214)		

Outcomes

To capture the accomplishments of clients at the Newton site, self reporting and operator data were used. Types of accomplishments that were measured included: Employment, Health Care, Housing, Legal Aid Assistance, and Mental Health Counseling. By far, utilization of Health Care (39%) was the most frequent accomplishment, followed by Housing Assistance (24%), Employment Assistance (14%), Mental Health Counseling (10%), and Legal Aid Assistance (2%).

**VETERANS' SHELTER PROGRAM
(SPAWAR SITE)**

The Winter Shelter Program for single homeless veterans provided 150 beds for homeless male veterans each night. The operator was **Vietnam Veterans of San Diego (VVSD)** who also assembled and dismantled the structures at the Newton and Sports Arena locations. VVSD provided clothing, hygiene products, mental health support, recovery meetings, and bus tokens or van rides for clients with verifiable medical, dental, or work related appointments. VVSD also ensured that each resident received a Christmas gift during the holiday season.

According to recently released counts of homeless persons in the City, there are approximately 525 homeless veterans in San Diego. During this past reporting period, well over two-thirds of the homeless veterans in San Diego received services at this year's veterans' shelter. Clients took advantage of this opportunity to improve their living situation and took positive steps to ensure long term self sufficiency.

Client Profile

The clients residing in the veteran winter shelter were all males, with a majority being White (68%). The median age was 50 years. Approximately 29% (127) reported substance dependencies. Forty-one percent (181) reported a disability, some that affected their mobility.

Demographic data for veterans		December 2004- April 2005	
Age		Race	
18-30	2% (9)	African-American	24% (107)
31-50	53% (232)	White	68% (296)
51-100	45% (197)	Asian	0% (1)
		Pacific Islander	1% (4)
		Other	7% (30)
		Ethnicity	
		Hispanic/Latino	8% (36)
		Non-Hispanic	92% (402)

Outcomes

To capture the accomplishments of clients at the SPAWAR site, self reporting and operator data were used. Types of accomplishments that were measured included: Employment Assistance, Health Care, Housing, Legal Aid, Mental Health Counseling, and Substance Abuse Treatment. Utilization of Health Care (54%) was the most frequent accomplishment, followed by Employment Assistance (36%), Housing Assistance (23%), Legal Aid Services (12%), and Substance Abuse Treatment (6%).

FAMILY EMERGENCY SHELTER PROGRAM

This year the homeless family program was managed through a City and County collaborative with the San Diego Rescue Mission, the YWCA, and Catholic Charities. The collaborative created a case managed system of services that began at the San Diego Rescue Mission's overnight emergency shelter program where families were assessed for services and vouchered and placed into hotels/motels. Families were then placed in the City's Cortez Hill Family Center and ultimately transitioned into longer term or permanent housing. Case managers coordinated placements, as well as other appropriate long-term housing, employment and income and other resources to provide stability. Clients were provided a nutritious breakfast in the morning and dinner in the evening, hygiene products, and clothes and diapers were supplied as needed. A total of 505 service hours were expended by these agencies to provide services to homeless families residing at the family emergency shelter.

San Diego Rescue Mission (SDRM)

SDRM provided overnight emergency shelter for families with children from December 15, 2004 through April 29, 2005. The program provided a total of 2,678 bed nights and served 288 unduplicated homeless women and children. Each night the women and children had a hot meal and left in the morning after a nourishing breakfast. Additional services and/or donations benefiting clients of the family emergency shelter program included: a "Kid's Corner," (which provided children access to books, crafts, toys, and movies), clothing, and toiletries. SDRM staff ensured that all school aged children were enrolled in school. A psychiatric nurse provided client assessments the first 90 days of the Winter Shelter season and provided referrals to clinics and hospitals.

Demographic data for families

Adults	36% (103)
Children	64% (185)

Veteran	
Yes	1% (2)
No	99% (286)

Age of Adults	
18-30	37% (38)
31-50	58% (60)
51-100	5% (5)

December 2004 - April 2005

Race (Adults and Children)	
African-American	38% (109)
White	58% (165)
Asian	0% (0)
Pacific Islander	2% (7)
Other	2% (7)

Ethnicity (Adults and Children)	
Hispanic/Latino	38% (108)
Non-Hispanic	62% (180)

The City and County collaborative successfully vouchered approximately 53 families that came through the entry point (SDRM) of the family emergency shelter program. SDRM staff reported that this year seemed to be the most successful for accommodating homeless families due to the City, County, and agency collaboration. An increasing number of families were able to complete programs and access transitional or permanent housing through the continuum of care.

Cortez Hill Family Center (CHFC, operated by the YWCA)

The YWCA provided opportunities for homeless families participating in the 2004/2005 Winter Shelter Program to access the year-round transitional housing program at the Cortez Hill Family Center (CHFC). The CHFC serves intact as well as single-heads of household families. The average family size is four.) The YWCA receives referrals from other agencies throughout the Continuum of Care system.

YWCA staff participated in this year's collaborative approach to accommodating homeless families participating in the Winter Shelter Program by housing a total of 55 homeless clients comprised of 21 adults and 34 children. The successful transition of these clients from the voucher program provided them an opportunity to access at the CHFC existing supportive services such as case management, counseling, employment services, financial management, legal aid assistance, medical services and parenting seminars.

Client Profile

Of the 21 unduplicated adults served, the majority of adult clients transitioning to the CHFC were female (71%) and were of "Other" races (48%). The second largest percentage of adult clients was White (28%). The median age was 39 years. Forty-eight percent (10) reported a disability. Of the reported disabilities, approximately 24% (5) reported substance dependencies, 20% (4) reported special needs related to domestic violence, and 5% (1) reported a dual diagnosis, and 5% (1) reported a disability that affected their mobility.

Demographic data for families

Adults 38% (21)
Children 62% (34)

Veteran
Yes 0% (0)
No 100% (21)

Age of Adults
18-30 19% (4)
31-50 71% (15)
51-100 10% (2)

December 2004 - April 2005

Race (Adults)
African-American 24% (5)
White 28% (6)
Asian 0% (0)
Pacific Islander 0% (0)
Other 48% (10)

Ethnicity (Adults)
Hispanic/Latino 38% (108)
Non-Hispanic 62% (180)

Outcomes

Fifty-five (55) clients (21 adults and 34 children) entered the transitional housing program for homeless families (CHFC). Of the 21 unduplicated adults served, 38% (8) transitioned to permanent housing, 29% (6) moved with family/friends, 13% (3) moved to an undetermined location, 10% (2) reported moving to hotels, 5% (1) reported moving to another transitional housing facility, and 5% (1) still reside at CHFC.