



Good Neighbors

San Diego
Housing Commission

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REPORT

DATE ISSUED: October 14, 2004

ITEM 101

REPORT NO.: HCR04-70
For the Agenda of October 29, 2004

SUBJECT: Funding for the 2004/2005 City Homeless Shelter 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 Family Shelter and Winter Shelter Programs?

Recommendation: That the Housing Authority approve the Memorandum of Understanding (Attachment 1) between the Housing Commission and the City of San Diego to provide up to \$445,000 for the City's FY05 Family Shelter and Winter Shelter Programs.

Fiscal Impact: The Housing Commission's FY05 approved budget includes \$445,000 for the City's FY05 shelter programs.

Certificate of Funding Availability:

Certificate No.: 05-021
Amount: \$445,000
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 adults per night through the 2004/2005 90-day Winter Shelter Program and up to a maximum of 47 families (150 beds) per night through the Cortez Hill family 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 \$3.2 million.

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 Task Force issued a countywide update on the state of homelessness. The Task Force estimates the homeless population to be 10,000 within the region, of which approximately 4,145 are located in the City of San Diego. There are approximately 1,950 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 March 15), and a year-round family shelter serving up to 47 families (150 beds for parents and children).

In conjunction with the shelters, nonprofits 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 FY05 shelter programs is approximately \$13 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 provided \$60,000 a year 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.

ALTERNATIVE

Do not recommend the commitment of \$445,000 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

**Signature on File
With Original Document**

Elizabeth C. Morris
President & Chief Executive Officer

Attachments:

1. Draft MOU for the 2005 Programs
2. Shelter Program Descriptions
3. 2004 Winter Shelter Program Report

Information: Kathi Houck (619) 578-7473

MEMORANDUM OF UNDERSTANDING

This MEMORANDUM OF UNDERSTANDING is entered into on this _____ day of November, 2004, by and between THE SAN DIEGO HOUSING COMMISSION, a public agency hereinafter called "Housing Commission," and THE CITY OF SAN DIEGO, hereinafter referred to as "CITY."

RECITALS

WHEREAS, CITY's Consolidated Plan reports approximately 10,000 homeless persons in the region and approximately 4,145 located within the CITY OF SAN DIEGO's jurisdictional limits; and

WHEREAS, the Homeless Action Plan included in the Consolidated Plan recognizes the need to continue and expand the involvement of nonprofit entities in the provision of shelter and services to the homeless, and further recognizes the need to increase the availability of shelter beds and transitional housing (and related services), and to effectively serve homeless persons with special needs; and

WHEREAS, the CITY owns and contracts with the YWCA to operate the Cortez Hill year round family shelter; and

WHEREAS, the CITY has supported a Shelter Program during the past several winters to supplement year-round shelter beds; and

WHEREAS, the CITY is anticipated to declare a winter shelter emergency in November 2004 and authorize a 2004/2005 Winter Shelter Program; and

WHEREAS, the Housing Commission, on October 29, 2004, pursuant to HCR04-70 recommended Housing Authority approval of a Memorandum of Understanding between the President and Chief Executive Officer of the Housing Commission and the CITY which provides for a \$445,000 Housing Commission contribution to help defray operational cost for CITY's Fiscal Year 05 Winter Shelter and Cortez Hill Family Shelter Programs; and

WHEREAS, the Housing Authority on November 9, 2004, approved the transfer of \$445,000 for this purpose and authorized the President and Chief Executive Officer of the Housing Authority to enter into a Memorandum of Understanding with CITY for the transfer of \$445,000 for the Winter Shelter Program and Family Shelter Program (Attachment 1 Housing Authority Resolution):

NOW, THEREFORE, the CITY and the Housing Commission agree as follows:

1. The Housing Commission agrees to and shall transfer an amount not to exceed FOUR HUNDRED FORTY-FIVE THOUSAND DOLLARS

ATTACHMENT 1

(\$445,000) in FY05 funding for the FY05 Winter Shelter Program and the FY05 Cortez Hill Family Shelter Program (Attachment 2). Payment shall be made to the City upon invoice as follows: \$350,000 for Cortez Hill Family Shelter and \$95,000 for the Winter Shelter Program.

2. CITY agrees to use these funds for the sole and express purpose of underwriting the costs of the FY05 Winter Shelter and Cortez Hill Family Shelter Programs, as approved by the CITY COUNCIL.
3. CITY agrees to return to the Housing Commission any portion of these funds not required for the purpose specified herein.
4. CITY agrees to account to the Housing Commission for the use of the funds.

SAN DIEGO HOUSING COMMISSION

CITY OF SAN DIEGO

By: _____

Elizabeth C. Morris
President & Chief Executive Officer

By: _____

Hank Cunningham
Director, Community &
Economic Development

Date: _____

Date: _____

APPROVED:

CHRISTENSEN, SCHWERDTFEGER
& SPATH, LLP

CASEY GWINN, CITY ATTORNEY

By: _____

Charles Christensen
General Counsel
San Diego Housing Commission

By: _____

Prescilla Dugard
Deputy Counsel
City of San Diego

**CITY OF SAN DIEGO
FY05 SHELTER PROGRAMS**

Goal: To provide temporary shelters to serve homeless individuals during extreme weather conditions; to provide temporary shelter to serve homeless families year round.

Components:

- Dispersed seasonal shelter program to serve approximately 400 persons
 - ❖ 200 shelter beds for single adults at Newton Sprung Shelter (Operator: Alpha Project)
 - ❖ 150 shelter beds for veterans at Midway Sprung Shelter (Operator: VVSD)
 - ❖ 50 overflow beds for families: Location and Operator to be determined.

- Year Round Family Shelter
 - ❖ 150 beds for parents with children at Cortez Hill (Operator: YWCA)

- Coordination with the Homeless Outreach Team (HOT) consisting of two Police Officers, a County Social Worker, a Psychiatric Emergency Response Team (PERT) Clinician and a Project Manager.
 - ❖ Provide homeless individuals with referrals to services
 - ❖ Assist with placement of homeless families, especially nights and weekends (PD)
 - ❖ Funded by the City and County

- Healthcare to be provided by County through public health nurses; Family Health Center will provide healthcare for singles and families; the Veterans Administration will provide healthcare for Veterans.

Budget:

- \$497,025 for seasonal shelter components
- \$815,000 for year round family shelter
- Anticipated funding sources: City CDBG, San Diego Housing Commission, Emergency Shelter Grant, HUD, FEMA and City General Funds

EXECUTIVE SUMMARY

Each night in the City of San Diego there are more than 4,000 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 1,275 unduplicated homeless adults including 158 children were served at the three sites. This year the San Diego Police Department and the Homeless Outreach Team (HOT) officers conducted the first-ever street count.

Source	Visible Urban Homeless	Comments
Police Count	997*	These statistics are the result of “rolling” counts done by SDPD and HOT Program officers of homeless individuals sleeping in plain view in early March 2004 between 9 p.m. and 11 p.m. *NOTE: SDPD reports approximately 200 farmworkers living without housing in the City of San Diego in addition to the visible urban count.
In Year-Round Programs	1,948	The bed count includes only those program beds that are designated for use by homeless individuals and family members throughout the year.
Winter Shelter Program	430	Because the above counts were completed during the City’s Winter Shelter Program, the number of homeless people in the program that night is also included.
Total Visible Urban Homeless	3,375	<u>This count does not purport to include every homeless person living in the City of San Diego.</u> It does, however, provide an accurate and actual count done by SDPD that will serve as a baseline for future annual counts and the City’s Homeless Services Program, Community & Economic Development Department.

Procedures

Intake Process

Every homeless adult who received service at an emergency shelter completed an intake interview with a staff member. The interview process was approximately ten minutes in length and requested demographic and psychosocial information. Demographic information included: gender, ethnicity, age, social security number, marital status, primary language, type of 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 given.

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. For those clients that were asked to leave the shelter because of violation of shelter guidelines, the client did not generally participate in an exit interview; however, every attempt was made to acquire the information.

Services

Although the primary goal of the emergency shelter program was to house adults from the winter weather, a host of social service agencies provided supportive services to the clients. 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 the City of San Diego. The City-led monthly meetings included both the collaborating agencies within the City and onsite County of San Diego services. The agencies used the meetings to organize and coordinate their services to the shelters. In addition, the service providers used this time to resolve program issues, ensure consistent scheduling of services and provide a continuum of care by addressing service gaps that occurred at the shelter. The service providers were:

- | | | |
|--------------------------------|-------------------------|--------------------------|
| Alpha Project for the Homeless | Second Chance | San Diego County HHS |
| County AIDS Mobile Unit | UCSD Prenatal | San Diego Rescue Mission |
| Pathfinders of San Diego | Travelers Aid Society | Homeless Outreach Team |
| Family Health Centers | County Mental Health | TeleCare / REACH |
| The E Bus | ECS- Friend to Friend | North Central Clinic |
| VA Homeless Outreach Team | VA Benefits Counseling | VA Chaplain’s Office |
| Vietnam Vets of San Diego | Southeast Mental Health | Horizon Park Chapel |
| Red Cross | YWCA of SD County | |

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	\$216,525
Veterans	SPAWAR	\$165,000
Women and Children	National Avenue	\$49,550
TOTAL		\$431,075

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	\$29,950
TOTAL	\$65,950

2004 WINTER SHELTER TOTAL COST	
Winter Shelter Operations (all 3 locations)	\$431,075
City Costs	\$ 65,950
TOTAL	\$497, 025

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	665	462	203	44	26 days	17,484
SPAWAR	Veterans	376	376	0	50	23 days	12,414
TOTAL		1041	838	203			
SD Rescue Mission: Family Emergency Shelter	Family Units	Undup'd (Women & Children)	W	C			
TOTAL	73	234	76	158			2053
TOTAL CLIENTS OVERALL		1275					31,951 bed nights

**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 the **Alpha Project for the Homeless, Inc.** Clients staying in this emergency shelter received basic needs such as food (1 daily meal) and shelter as well as a range of comprehensive services from case management to employment and medical services. The program provided a total of 17,484 bed nights and served **665 unduplicated homeless persons.**

Client Profile

Demographic data for clients served at the emergency shelter during the contract period are displayed in Table 1. A majority of clients served were White (53%) and male (69%). The median age was 44 years and 17% were veterans. Approximately 18% percent of clients reported a physical or medical disability and 6% reported dual diagnosis. Of clients reporting disabilities, 18% reported physical ailments such as diabetes, heart condition, respiratory disorders, and/or injuries effecting mobility (Figure 1). Alcohol and other drug use were self reported by 4% of clients. However, this is inconsistent with current data on homeless alcohol and drug use that has found 30% to 35% of homeless adults use alcohol or drugs. This difference is undoubtedly a result of the interview process that is vulnerable to social desirability bias.

<u>Demographic data for single adult clients,</u>		<u>December 2003- March 2004</u>	
Gender		Race	
Male	69% (462)	African-American	27% (179)
Female	31% (203)	White	53% (354)
Veteran		Asian	2% (14)
Yes	17% (111)	Pacific Islander	1% (8)
No	83% (554)	Other	12% (78)
Age		Other/Unknown	5% (32)
18-30	14% (93)	Ethnicity	
31-50	60% (400)	Hispanic/Latino	20% (131)
51-100	25% (166)	Non-Hispanic	79% (528)
Unknown	1 % (6)	Unknown	1% (6)

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, Housing, Mental Health Counseling, Health Care, HIV testing, and Computer Lab Utilization. The demographic data and the accompanying figure (Table 1) illustrate the percentage of clients reporting these types of accomplishments. By far, utilization of health care (51.1%) was the most frequent accomplishment, followed by Employment Assistance (25.9%) and Housing Assistance (12.9%).

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 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.

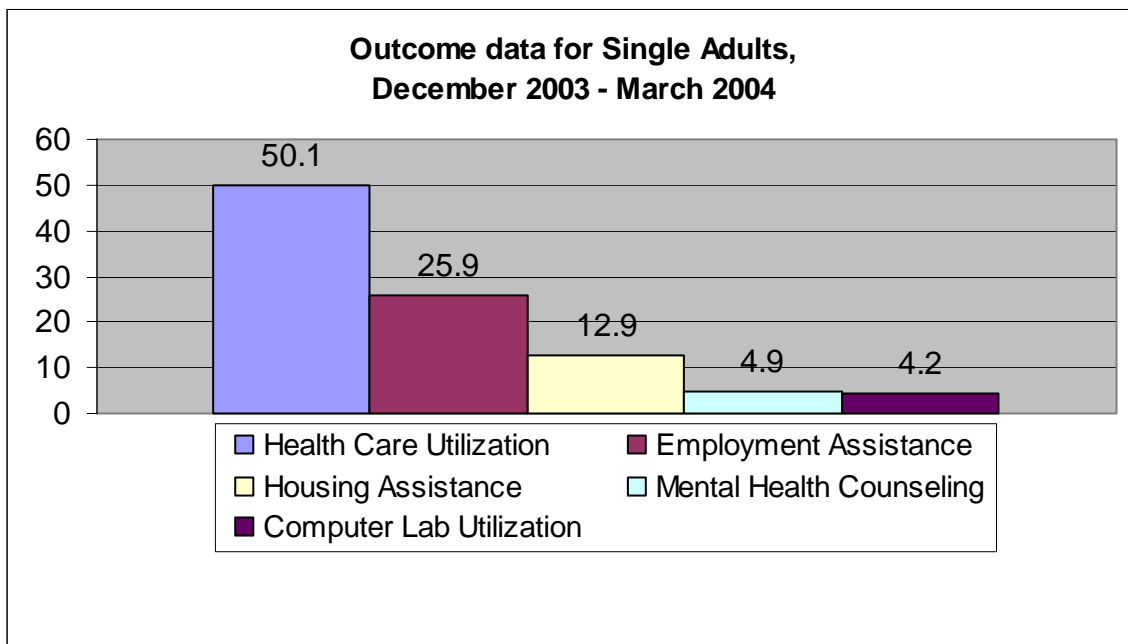
Employment Services

The difficulties of job-seeking as a homeless person can be almost insurmountable to obtaining a job. The single adults shelter attempted to off-set these barriers with continual employment and job seeking assistance as well as the implementation of a resource fair.

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 affordable housing. Although programs are available that assist homeless individuals transition from the streets or shelter to permanent housing, these programs are overwhelmed and usually have extensive waiting lists. The single adults shelter provided housing assistance throughout the service period to guide and supplement the efforts of the individuals residing at the shelter.

Table 1:



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

The Winter Shelter Program for 150 homeless male veterans each night. The operator was **Vietnam Veterans of San Diego (VVSD)** who also completed the set-up and take-down of the structures at the Newton and Sports Arena locations. According to recently released counts of homeless persons in the City, there are approximately 1,000 homeless veterans in San Diego. During this past reporting period, over one-third of the homeless veterans in San Diego received services at this year's veterans winter shelter. Clients took advantage of this opportunity to improve their living situation and took positive steps to ensure long term self sufficiency.

The veterans' program provided emergency shelter to **376 unduplicated veterans**. Three (3) nutritious meals were provided daily; medical, mental health, and substance abuse counseling, and employment and housing assistance were provided onsite. 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 ensured that each resident received a Christmas gift and on New Year's Day, the shelter clients were entertained by a local community blues band while enjoying free pizza donated by Pizza Hut, Inc.

Client Profile

The clients residing in the veteran winter shelter were all males, with a majority being White (65%). The median age was 50 years. Approximately 19% (71) reported substance dependencies, of which 46% (33) reported dual diagnosis. Thirty-eight percent (143) reported a disability, some that effected their mobility.

<u>Demographic data for veterans</u>		<u>December 2003- March 2004</u>	
Age		Race	
18-30	1% (3)	African-American	28% (105)
31-50	54% (202)	White	65% (244)
51-100	45% (171)	Asian	1% (2)
		Pacific Islander	1% (5)
		Other	5% (20)
		Ethnicity	
		Hispanic/Latino	6% (23)
		Non-Hispanic	94% (353)

**FAMILY EMERGENCY SHELTER PROGRAM
(NATIONAL AVENUE SITE)**

This year the City’s Family Emergency Shelter was housed at the **San Diego Rescue Mission’s** facility on 1639 National Avenue. From December 19, 2003 through March 17, 2004, the shelter housed approximately **73 families comprised of 234 unduplicated clients** of which **158 were children** and 76 were women. The hours of operations were 5:30 pm – 7:00 am. The families consisted of mothers with children and pregnant women. During their overnight stay, clients had access to staff and volunteers of the San Diego Rescue Mission who were trained in crisis intervention. Clients were provided a nutritious breakfast in the morning and dinner in the evening, hygiene products, and clothes and diapers were supplied as needed.

The Rescue Mission collaborated with many other agencies to ensure that all clients were provided with the opportunity for case management and other needed referrals in addition to the ones provided to all the program clients. These services include: Cortez Hill Family Center, Horizon Park Chapel, Red Cross, and San Diego State University. A total of **321 service hours** were expended by these agencies to provide services to homeless families residing at the family emergency shelter during this reporting period. Additional services and/or donations benefiting clients of the family emergency shelter included a sponsorship to a winter camp for a weekend for six children, manicures and haircuts, drug education classes for adults, Christmas stockings for the children, and backpacks and school supplies for school-age children.

Demographic data for families

Adults	32% (76)
Children	68% (158)

Veteran

Yes	2% (4)
No	98% (230)

Age of Adults

18-30	37% (28)
31-50	60% (46)
51-100	3% (2)

December 2003- March 2004

Race (Adults and Children)

African-American	26% (61)
White	20% (46)
Asian	1% (3)
Pacific Islander	2% (5)
Other	39% (91)
Other/Unknown	12% (28)

Ethnicity (Adults and Children)

Hispanic/Latino	20% (131)
Non-Hispanic	79% (528)
Unknown	1% (6)