



LAND USE & HOUSING REPORT

DATE ISSUED: April 18, 2011 **REPORT NO:** LUH 11-006

ATTENTION: Chair and Members of the Land Use & Housing Committee
For the Agenda of April 27, 2011

SUBJECT: FY 2012 Homeless Emergency Winter Shelter Program

COUNCIL DISTRICT: Citywide

REQUESTED ACTION:

- 1) Recommend that the City Council adopt the FY 2012 Homeless Emergency Winter Shelter Program as described in this Report.
- 2) Recommend that the City Council adopt the Housing Commission's recommendations for operators of the FY 2012 Emergency Winter Shelter Program as described in this Report.
- 3) Recommend that the City Council accept the Housing Commission's recommended sites for the FY 2012 Homeless Emergency Winter Shelter for Single Adults.

STAFF RECOMMENDATIONS:

- 1) Recommend that the City Council find that a significant number of persons within the City of San Diego are without the ability to obtain shelter and that the weather conditions during the cold weather season result in a threat to the health and safety of those persons.
- 2) Recommend that the City Council declare a homeless shelter emergency in the City of San Diego.
- 3) Recommend that the City Council adopt the FY2012 Homeless Emergency Winter Shelter Program as described in this Report.
- 4) Recommend that the City Council designate Alpha Project for the Homeless (Alpha) as the operator for the FY2012 Adult Homeless Emergency Winter Shelter and authorize the Housing Commission President and Chief Executive Officer or his designee to prepare documentation necessary to proceed with implementation of the project.
- 5) Recommend that the City Council designate Veterans Village of San Diego (VVSD) as the operator for the FY2012 Veterans Homeless Emergency Winter Shelter and authorize the Housing Commission President and Chief Executive Officer or his designee to prepare documentation necessary to proceed with implementation of the project.
- 6) Designate the Navy-owned site located at 2801½ Sports Arena Boulevard, or a similar Navy-owned site in the vicinity, for the FY 2012 Veterans Homeless Emergency Winter Shelter and authorize the Mayor or his designee and the Housing Commission to prepare documentation necessary to proceed with implementation of the project.
- 7) Designate the cul-de-sac street located near the 1600 block of Newton Avenue for the FY 2012 Adult Homeless Emergency Winter Shelter and authorize the Mayor or his designee and the Housing Commission to prepare documentation necessary to proceed with implementation of the project.

April 18, 2011

FY 2012 Homeless Emergency Winter Shelter Program

Page 2

SUMMARY:

Per a Memorandum of Understanding (MOU) between the City of San Diego and the San Diego Housing Commission effective July 1, 2010, the Housing Commission administers the contracts for the Homeless Emergency Winter Shelter Programs, the Cortez Hill Family Shelter and the Neil Good Day Center.

This year, the Housing Commission conducted two Requests for Proposals (RFPs) to solicit bids to site and operate the Emergency Winter Shelter for Single Adults and the Emergency Winter Shelter for Veterans. Alpha Project for the Homeless (Alpha) was selected as operator for the Adult Shelter, and Veterans Village of San Diego (VVSD) was selected as operator for the Winter Shelter for Veterans. Both providers have successfully operated these programs for the past several years and have proven themselves to be cost-effective and professional contractors for this service.

Updated Homeless Counts

Weather conditions during the winter season have the potential to negatively affect the health and safety of individuals subjected to long-term or constant exposure. According to the 2011 Regional Task Force on Homelessness (RTFH) Point-In-Time Count, our region's unsheltered homeless population has increased 8.3 percent from last year. In the City of San Diego, 5,895 homeless individuals were counted. Of these, 3,369 were living on the streets, and 582 were living in emergency shelters. Overall, since the 2008 Point-in-Time Count, San Diego County has reported a 19 percent increase in homelessness.

Homeless Emergency Winter Shelter for Single Adults

Alpha will operate the program for the City seven (7) days a week, twenty-four (24) hours a day. The City has identified funding to operate the shelter for 120 days from approximately November 18, 2011 through March 20, 2012, but the length of operation could be extended up to an additional 30 days if Alpha Project contributes the funding necessary to cover sustained operational costs. The Single Adult Shelter will also provide services which include health care, mental health, substance abuse care, senior services, and housing placement.

Homeless Emergency Winter Shelter for Veterans

For several years, the City has had a contract with the Navy to site a sprung shelter that houses up to 150 homeless male veterans in the Midway area. Housing Commission staff is working to update this agreement so that the new responsibilities of the Housing Commission can be incorporated or otherwise accounted for. At this time, staff is assuming that the site will be available for the 2012 program. The operator at this site will be Veteran's Village of San Diego (VVSD). Shelter participants will have access to the programmatic services seven (7) days a week, twenty-four (24) hours a day. VVSD will be responsible for providing program operations, services, and gathering appropriate information on shelter participants. The program will operate for 120 days from approximately November 18, 2011 through March 20, 2012.

San Diego County Motel Voucher Program

For several years, the City has used a \$50,000 contribution from the Housing Commission to enhance the funding of San Diego County's emergency Motel Voucher Program administered by the County's Community Action Partnership (CAP) staff. CAP collaborates with community agencies to provide services to help homeless families and individuals attain short and long term stabilization and self-

sufficiency. Last year, the City added \$100,000 in Redevelopment funding for homeless families to this program.

Other Downtown Services in the Supportive Network for Homeless Families and Individuals

- **Cortez Hill Family Shelter:**
The YWCA operates Cortez Hill Family Shelter to provide a year-round 150-bed transitional housing facility while providing supportive services to families with children. Families access the program via the YWCA, San Diego Rescue Mission, Catholic Charities, Father Joe's Villages and Jewish Family Services; the program operates at capacity with a waiting list. Funding for FY 2011 was provided through the City's Community Development Block Grant (CDBG) and Emergency Shelter Grant (ESG) programs in addition to \$200,000 in Housing Commission support.
- **Neil Good Day Center:**
Alpha Project has operated the Neil Good Day Center to provide year-round day services (mail pick-up, showers, laundry, employment and housing connections, medical services) to approximately 250 adults on a daily basis. In FY 2011, funding was provided through the City's CDBG program. As of this report, there is no identified funding for this program after June 30, 2011.

Additional Initiatives Addressing Homelessness

In addition to the Winter Shelter Program, the San Diego Housing Commission has joined several new initiatives to help solve homelessness, including:

Connections Housing Center: A homeless services center containing on-site interim housing beds and permanent supportive housing units was approved by the San Diego City Council on March 1, 2011. In addition to its on-site housing opportunities, this model will contain several other non-housing services in one location including a health clinic run by the Family Health Centers of San Diego. The target date to begin operations at this facility is December 15, 2012. This project received a Community Development Block (CDBG) Capital Improvement Project allocation of \$950,000; an application for tax credit financing was submitted on March 23, 2011.

Project 25: Project 25 is a collaboration of United Way, the County of San Diego, Father Joe's Villages, and the San Diego Housing Commission to identify and house twenty-five (25) homeless individuals responsible for the highest use (and cost) of public resources related to the impacts of homelessness. This project will provide these individuals with funding for housing and wrap-around services including intensive case management support.

100,000 Homes National Campaign Downtown San Diego Partnership Registry: The 100,000 Homes National Campaign is a movement to identify and house the most vulnerable, at-risk homeless individuals across the nation. In September of 2010, LeSar Development in collaboration with The Downtown Partnership and a large contingent of volunteers led a local effort to interview and register chronically homeless individuals in the downtown area of San Diego. Based on the data collected from this "Registry Week," 125 of the most fragile individuals surveyed are being offered housing and intensive case management designed to address their health and housing needs. The local Veterans Administration has reserved seventy-five (75) housing subsidy vouchers with supportive services to assist Veterans identified through the Registry data. Through a HUD-approved "Moving To Work"

April 18, 2011

FY 2012 Homeless Emergency Winter Shelter Program

Page 4

Initiative, the Housing Commission has dedicated funding for housing fifty (50) of the most vulnerable persons registered and the County of San Diego is providing the case management and supportive services through contracts with mental health care providers Community Research Foundation and Mental Health Services, Inc.

HPRP: The Homelessness Prevention and Rapid Re-housing Program (HPRP), a program funded under the American Recovery and Reinvestment Act of 2009, has been effective in helping homeless individuals transition from the streets into temporary housing and services. This year, approximately 100 winter shelter participants qualified for HPRP assistance and left the adult shelter for more stable housing. In general, HPRP assistance can run for approximately one year if eligibility is maintained.

Homeless Emergency Winter Shelter for Single Adults

Approximately 200 single men and women will be housed in a sprung structure each night. A list of potential sites that were evaluated and reviewed for suitability is provided in Attachment A. Factors used to evaluate suitability include:

- Minimum area 65' (width) x 500' (length) for sanitation, food service and medical support
- Paved, flat, level or very close to level
- Proximity to public/mass transit
- Availability of water and electricity hook-ups
- Near "core City area"
- Minimal disruptions to surrounding area
- Preference: city-owned or no-cost site

The proposed City-owned site located at 16th Street and Newton Avenue meets the minimum criteria for size, location, surrounding uses and transit availability. The Single Adult Shelter was located at this location from FY1999 through FY2007. [Note: the FY2011 program operated at 1625 Newton Avenue, which will not be available for FY2012. The FY 2011 program was successful with no reports of negative impacts in the nearby community.]

Alpha Project will operate the program for the City seven (7) days a week, twenty-four (24) hours a day. The City has identified CDBG funding to operate the shelter for 120 days from November 18, 2011 through March 20, 2012, but the length of operation could be extended up to an additional 30 days if Alpha Project contributes the funding necessary to cover sustained operational costs. The Single Adult Shelter will also provide services on-site which include health care, mental health, substance abuse, senior services, and housing placement.

Homeless Emergency Winter Shelter for Veterans

The City and Housing Commission have had a contract with the Navy to run a sprung shelter that houses up to 150 homeless male veterans at the Navy-owned site located at 2801½ Sports Arena Boulevard in the Midway area. The San Diego Housing Commission staff is currently working with the Navy to update this lease agreement so the new responsibilities of the Housing Commission can be incorporated or otherwise accounted for. The operator at this site will be Veteran's Village of San Diego (VVSD).

Shelter participants will have access to the programmatic services seven (7) days a week, twenty-four (24) hours a day. VVSD will be responsible for providing program operations, services, and gathering

April 18, 2011

FY 2012 Homeless Emergency Winter Shelter Program

Page 5

appropriate information on shelter participants. The program will operate for 120 days from November 18, 2011 through March 20, 2012.

FISCAL CONSIDERATIONS:

Funding will be provided by three sources: The San Diego Housing Commission, HUD Emergency Shelter Grants (ESG), and HUD Community Development Block Grants (CDBG). The Housing Commission contribution, included in the FY2012 proposed budget, is equivalent to prior years at \$50,000 for the Motel Voucher Program, \$150,000 for winter shelter expenses, \$200,000 for the Cortez Hill Family Shelter, and \$45,000 for the Regional Task Force on the Homeless to provide data warehouse and reporting functions as required by HUD.

Specific ESG and CDBG amounts for the program (\$297,331 and \$511,069 respectively) have been approved by the City Council contingent on the pending Federal budget appropriations for these programs. Budgets will be negotiated when the final Federal allocations are known. As in past years, the two shelter operators will also provide private donations as needed.

EQUAL OPPORTUNITY/CONTRACTING (if applicable):

Veterans Village of San Diego and Alpha Project are not certified as a Disadvantaged, Women Owned or Disabled Veteran Business Enterprises. Certificates of Compliance and Workforce Analysis' have been provided, and show that these vendors are in compliance with the San Diego Housing Commission Equal Opportunity Program, Federal, State and Local laws. Information on the Workforce Analysis indicates that 75 percent of VVSD's workforce is disadvantaged and 67 percent of Alpha's workforce is disadvantaged.

PREVIOUS COUNCIL and/or COMMITTEE ACTION:

On March 21, 2011 the City Council held its allocation hearing for the FY 2012 Community Development Block Grant (CDBG) Program. Full funding was recommended for the FY 2012 Emergency Winter Shelter Program.

COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS:

In the selection of operators for the Emergency Winter Shelter Program, Housing Commission staff followed the Commission's established protocol for procurement by issuing Requests for Proposals (RFPs) to alert interested parties of the opportunity to participate in the FY 2012 Emergency Winter Shelter program. The Adult Winter Shelter Program RFP was advertised in the *Union Tribune* and *Daily Transcript* on 1/31/2011 and 2/7/2011. In addition, the RFP was advertised in the *Voice and Viewpoint* on 2/3/2011 and *La Prensa* on 2/4/2011. The Veterans Winter Shelter Program RFP was advertised in the *Union Tribune* and *Daily Transcript* on 2/9/2011 and 2/16/2011. In addition, it was advertised in the *Voice & Viewpoint* on 2/10/2011 and *La Prensa* on 2/11/2011. Unlike years past, the RFP for the adult shelter included both a solicitation for operators as well as locations. Unfortunately, responses were not received to this section. Since this time, the San Diego Housing Commission has researched several publicly-owned locations (See Attachment) and made multiple requests at local community group meetings for suggestions from the community.

KEY STAKEHOLDERS AND PROJECTED IMPACTS:

Key stakeholders include residents and businesses from the downtown and Midway areas, homeless individuals, numerous social service providers, and Alpha Project and VVSD. Program partners include the County of San Diego's Health and Human Services Department, Mental Health Services health care

workers and case managers, and several non-profit and Veteran agencies that provide support services to the City's Homeless Shelter Program.

ENVIRONMENTAL REVIEW:

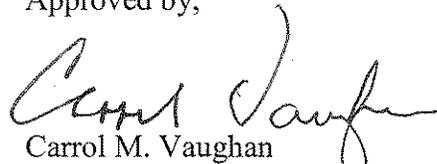
This activity is not a "project" as defined in the California Environmental Quality Act (CEQA) Guidelines Section 15378, and therefore, is not subject to CEQA, pursuant to State CEQA Guidelines section 15060(C)(3). In addition, this activity is exempt under the National Environmental Policy Act (NEPA), pursuant to 24 CFR Part 58.34 (a)(4) and categorically excluded pursuant to 24 CFR Part 58.35 (b)(2) and (3).

Respectfully submitted,



Cissy Fisher
Vice President, Special Housing Initiatives

Approved by,



Carrol M. Vaughan
Executive Vice President &
Chief Operating Officer

Attachment Potential Winter Shelter Site Locations

Hard copies are available for review during business hours in the main lobby of the San Diego Housing Commission offices at 1122 Broadway, San Diego, CA 92101 and at the Office of the San Diego City Clerk, 202 C Street, San Diego, CA 92101. You may also review complete docket materials on the San Diego Housing Commission website at www.sdhc.org.

FY2012 Potential Winter Shelter Site Locations

<u>CD & Plan</u>	<u>Name</u>	<u>Location</u>	<u>Disposition/Dept.</u>	<u>Issues/Conditions</u>
CD2-Downtown	Tailgate Park	14 th & Imperial	Spectator Facility- READ	-Site used for Adult Shelter in FY08 -Lot used for winter event parking -Not available under terms of lease
CD2-Downtown	735/725 13 th St.	13 th & F Street	City-Owned Future Park Site	-slated for demolition and future park -Minimal grading to level site -Nearby utility hookups -Structure on site was demolished; no code/use issues
CD2-Downtown	East Village Green-West Block	13 th & G St. 14 th & F St.	City-Owned	-Parking lot
CD2-Downtown	Parking lot-Market St. & 7 th Ave.	Market St. & 7 th Ave.	City-Owned	-Leased at \$40,000/month -Some destruction to landscaping
CD3-Balboa Park	Inspiration Point	Parking lot of old Navy Hospital, Park Boulevard	City-Owned Park & Rec.	-Parking lot used for Winter/holiday events in Balboa Park, used daily by Navy
CD3-Balboa Park	Municipal Gym	Balboa Park	City-Owned Park & Rec.	-Issues related to December Nights & other events -Possible floor replacement costs
CD8-Downtown	Newton Ave. cul-de-sac	16 th and Newton Ave.	City-Owned	-Site used for Adult Shelter from FY1999 through FY2007

Spring structure: The structure is 60' by 180' (10,800 sq ft.).

Approximate size of site needed: 25,000 -30,000 sq. ft. (for showers, toilets, medical van)