



PRIORITIES & RECOMMENDATIONS

City of San Diego's Homelessness Crisis

It is undeniable, San Diego's homelessness problem has reached a crisis level that requires immediate action. Since I took office in December 2014, the number of individuals sleeping without a roof over their heads in the City of San Diego has increased by nearly 24 percent. We have seen the unsheltered population increase by 18 percent over the last year. Now, with a Hepatitis A outbreak and related deaths, the murderous targeting of homeless individuals last year, and over 3,200 individuals sleeping on San Diego streets each night, it is incredibly real and obvious that this problem needs to be a top priority for San Diego leadership.

"I believe my proposed action items will effectively and expeditiously get families and individuals off the street, placed in safe and secure locations, and connected to services that meet their specific needs. These ideas and approaches are not by any means the only pathway to addressing this significantly complex and layered issue, but they are those to which I will be giving my undivided attention and effort. The time is now for City leadership to deliver robust and bold solutions that will yield tangible results for the betterment of our homeless population and San Diego as a whole," stated Councilmember Chris Cate.

Unsheltered population



Individuals sleeping without a roof over their head



Homeless sleeping on streets



This is a citywide issue, and action and results are needed not in just one neighborhood, but across all neighborhoods in San Diego. Homelessness looks different in each of our neighborhoods. In my district, homelessness is families sleeping in their car, or individuals residing in our canyons. I believe District 6 needs to be part of the solution that helps provide services to those individuals and families most in need. Below, I outline action items I believe will effectively and expeditiously get families and individuals off the street and connected to services that meet their specific needs. These ideas and approaches are not by any means the only pathway to addressing this significantly complex and multi-layered issue, and some have been proposed by other elected leaders. They are those to which I will be giving my undivided attention and effort. The time is now for City leadership to take robust and bold actions that will yield tangible results for the betterment of our homeless population and San Diego as a whole.

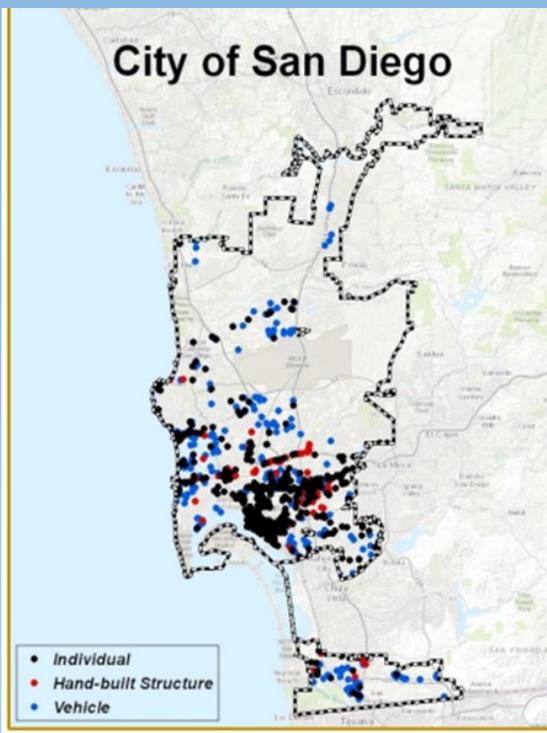
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BACKGROUND

The City of San Diego's homelessness crisis has worsened significantly over the last several years.

Utilizing data from the most recent Point-in-Time Count, Figure 1 illustrates that the total number of unsheltered individuals has increased from a low of 2,468 in 2014 to 3,231 in 2017.

This graph does not capture the 2,388 individuals living in transitional housing or emergency shelters, bringing the City total to 5,619, of which we know.



Per the Regional Task Force on the Homeless (RTFH), Figure 2 demonstrates a Citywide geographic overview of homeless concentrations.

It is apparent that though much of the homeless concentration centers in downtown, this issue is truly Citywide, with populations reaching as far south as the border and north as Rancho Bernardo and Carmel Valley areas.

That is why this crisis necessitates the time, will, and effort of all City leadership.

The problem has expanded beyond the streets of East Village and is now apparent in our canyons, parks, and public spaces.



BACKGROUND

From a financial perspective, the City has not historically allocated a significant percentage of its overall operating budget toward homelessness. However, over the last several fiscal years, the City has increased its allotment of General Fund dollars and redistributed Community Development Block Grant (CDBG) resources for capital expenditures, such as the Neil Good Day Center and the site acquisition for the expansion of the San Diego Misdemeanants At-Risk Track (SMART).

City General Fund Homelessness Expenditures

Program	Fiscal Year 2017 Funding	Fiscal Year 2018 Funding
Homeless Outreach Team	\$1,043,000	\$1,043,000
Serial Inebriate Program	\$290,000	\$290,000
SMART	\$0	\$139,126
Year-Round Interim Housing Programs (includes 24/7 restroom)	\$1,600,000	\$1,600,000
Connections Housing/Path	\$300,000	\$300,000
Homeless Prevention and Diversion Program (San Diego Housing Commission)	\$0	\$1,066,000*
Transitional Storage Center	\$125,000	\$125,000
Total Funding	\$3,358,000	\$4,563,126

*Note: One-time dollars per Mayoral line-item veto

CDBG Homelessness Expenditures

Program	Fiscal Year 2017 Funding	Fiscal Year 2018 Funding
Connections Housing/Path	\$303,575	\$303,575
SMART (1788 Palm Ave Property Acquisition)	\$0	\$4,298,326.70
Cortez Hill Family Center	\$205,902	\$205,902
Day Center for Homeless Adults (Neil Good)	\$541,250	\$541,250
Interim Housing for Homeless Adults	\$267,351	\$267,351
Total Funding	\$1,318,078	\$5,616,404.70

BACKGROUND

It is important to note the recent increase in expenditures by the San Diego Housing Commission (SDHC), specifically toward homelessness programs and initiatives. The graph below from the SDHC Fiscal Year (FY) 2018 Proposed Budget presentation demonstrates this increase in funding over the last four fiscal years.



The following chart breaks down FY18 SDHC homelessness funding by program, including \$28.6 million in first year of the FY18-20 Housing First Initiative.

SDHC FY18 Proposed Budget - Homeless Programs Expenditures

Homelessness Programs	Homeless Housing Innovations (Housing Commission Division)	Homeless Initiatives (1,000 Veterans & Housing First)	Total
Permanent Supportive Housing	\$3.5 million	\$25.0 million	\$28.5 million
Federal Housing Voucher Support	\$22.7 million	\$3.5 million	\$26.2 million
Shelters: Permanent Interim Housing, Connections Housing, Transitional Housing, Cortez Hill Facilities & Hotel Motel Voucher Program	\$4.7 million	\$0.00	\$4.7 million
Supportive Services: Rapid Rehousing, Day Center, Transitional Storage Center, ElderHelp, Homeless Management Information System, Serial Inebriate Program, Project Homeless Connect & SDHC Administration	\$5.3 million	\$5.1 million	\$10.4 million
Total FY 2018 Budgeted Expenditures	\$36.2 million	\$33.6 million	\$69.8 million

In combination with the County's recent \$25 million investment to develop affordable units and housing for the homeless on 11 county-owned properties, the City and SDHC are demonstrating that this issue needs and deserves the attention of additional resources. I am proud of the increased investments the City, County, and SDHC have made and I believe these dollars will go a long way in providing critical support and services for San Diego's homeless population. Nevertheless, there is more that can and needs to be done to deliver immediate and long-term results for our homeless and San Diego as a whole.

EXECUTIVE SUMMARY

Below is an overview of various action items I believe will help address San Diego's homelessness crisis.

These items cover a range of topics including:

- ◆ land-use
- ◆ social services
- ◆ public safety
- ◆ regulatory reform.

Several of these matters have been identified to be further evaluated at the Select Committee on Homelessness and I look forward to taking action on those items. I also look forward to working with Chair Ward and Mayor Faulconer to ensure these proposals are critical components of the City's overall effort to end homelessness.

- Provide immediate relief to unsheltered clients by increasing the supply of temporary emergency shelter beds and support the proposal of Peter Seidler and Dan Shea;
- Explore opportunities to expand safe parking zones programs to connect the approximately 800 individuals residing in their vehicles to services and permanent housing;
- Review the feasibility of four vacant parcels in my district that may be utilized for homeless services and housing;
- Expand current Compassionate Enforcement protocols to connect clients to necessary social services;
- Identify opportunities to maximize the Homeless Outreach Team (HOT) and Serial Inebriate Program (SIP);
- Reinststitute the City's Resource Access Program (RAP);
- Adopt a Citywide Permanent Supportive Housing Ordinance that streamlines planning approvals, zoning compliance, and building requirements for qualifying projects;
- Explore a Citywide Adaptive Reuse zoning ordinance to incentivize the construction of permanent supportive housing, affordable housing, and/or facilities for homeless services.



TEMPORARY EMERGENCY SHELTERS

Background

Since 1986 and until 2015, the City provided two emergency shelter tents for single adults and veterans. The number of beds between the facilities totaled 350. In 2010, the City entered into a Memorandum of Understanding with SDHC to oversee the management of the tents. Alpha Project and Veterans Village were responsible for the day-to-day operations.

In 2015, I joined my colleagues on the City Council and made the decision to end the City's temporary shelter program, declare a shelter crisis, and award \$2.2 million to the SDHC to execute a contract with St. Vincent to provide 350 interim housing beds in a permanent facility and basic services at the Neil Good Day Center. With the early results from the switch to a permanent shelter, St. Vincent has seen an increase in clients transitioning to permanent housing from 26 to 52 percent, at nearly half the cost compared to the per capita nightly rate of the tents.

Despite these positive results, not only has the number of unsheltered homeless individuals continued to rise, but the current conditions on our streets have grown dramatically worse. In 2016, the horrendous and despicable targeting of homeless individuals left three men dead and shook this City to its core. Furthermore, the recent Hepatitis A outbreak has affected the lives of many homeless individuals and families. Thus far, as many as 15 individuals have passed away and 250 have been hospitalized since the outbreak.

We can no longer stand this unacceptable situation.

Recommendation

In order to provide immediate shelter, relief, and services to our most needy, the City should move forward with reinstating a temporary homeless shelter program. Per the philanthropic initiative of Dan Shea and Peter Seidler, private funding has been identified to support the purchase and construction of tents, or sprung structures, which can house up to 500 homeless individuals. I fully support their proposal and thank them for their willingness to find solutions. The City and SDHC should move forward expeditiously to identify potential sites, whether public or private, and identify an operator. Guidelines for the operation of the shelters should also include a plan for storage space of personal belongings and the necessary infrastructure to connect clients to the Coordinated Entry System. In the sections below, I identify several sites in my district that may qualify for this temporary use.



SAFE PARKING ZONES

Background

Per the 2017 Point-In-Time Count, 817 individuals within the City of San Diego were recorded sleeping in their vehicles. The aforementioned Citywide plot map illustrates vehicles spread across all San Diego neighborhoods. My district experiences this exact issue on a regular basis with approximately 1,200 oversized vehicle ordinance reports being filed from 2014 to 2016. Many individuals utilize their recreational vehicles as a preferred alternative to sleeping in a tent, shelter, or canyon. Unfortunately, more and more individuals and families, who cannot afford the high cost of housing, have no choice but to sleep in their cars. However, there are organizations making a significant impact by reaching out to this specific demographic.

Dreams for Change, a local nonprofit organization, partners with Jewish Family Services at their Kearny Mesa location off Balboa Avenue to provide a safe haven for families and individuals sleeping in their vehicles. Many of their clients have recently become homeless or are in transition as they try to navigate a very impacted affordable housing market.

Recommendation

As a homeless prevention measure, the City should identify additional locations to expand the number of safe havens for families and individuals living in their vehicles. It is crucial that these vulnerable individuals, particularly those who have, recently, become homeless be connected to services, entered into the Coordinated Entry System, and given the resources to assist them in finding permanent housing. These measures are essential for protecting their quality of life and to stop the flow of families and individuals ending up on the street and in shelters. Utilizing a similar model and best practices demonstrated by Dreams for Change and Jewish Family Services, the City should explore available public property inventory options, solicit interest from private property landlords, and identify an operator with the experience, resources, and success to manage this use. As the Councilmember fortunate enough to host one of these facilities in my district, I provide several City sites below which may qualify for this use.

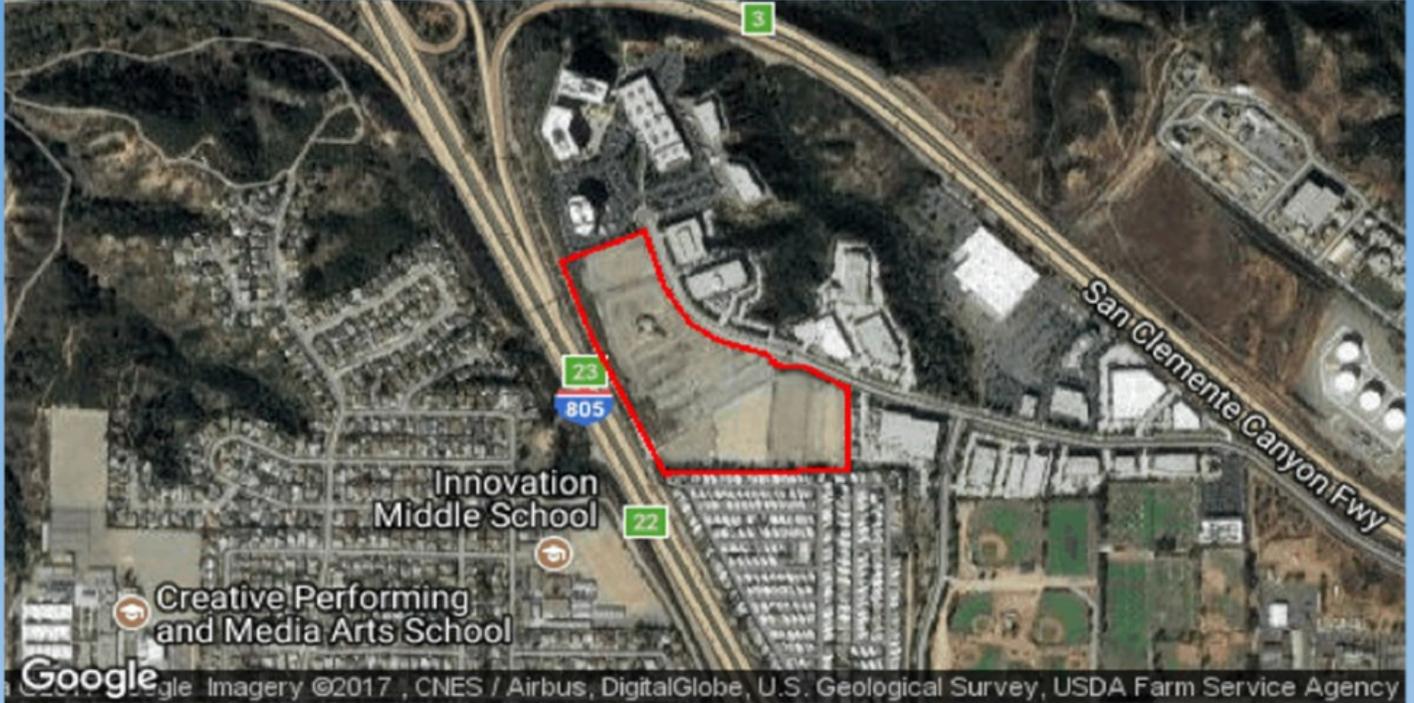
Vacant Parcels in District 6

Per the aforementioned homelessness statistics, this crisis is a Citywide issue that has an effect on all of San Diego. Much time, attention, and resources have been concentrated in the downtown area, and somewhat rightfully so given the historical concentration of homelessness in this area. However, all City Council districts should work collaboratively to identify locations for permanent housing and critical homeless services. Below are several locations within my district that could potentially play a role in addressing this issue. I request that these sites be reviewed and analyzed by the Mayor's office, the City Attorney's Office, and Real Estate Assets (READ) and Economic Development Departments for the potential to provide temporary housing and emergency homeless services.



DISTRICT 6 PARCELS

Location: 5748 Copley Drive, San Diego, CA 92111



Site Background

- Located within the community of Kearny Mesa
- Currently owned and operated by the City's Public Utilities Department
- 23.75 acres
- Zoned IL-2-1
- Potential future site joint San Diego Police and Fire Departments operation center
- Per the Kearny Mesa Community Plan, this use would require a Planned Industrial Development permit amendment

DISTRICT 6 PARCELS

Location: Convoy Street & Copley Park Place, San Diego, CA 92111

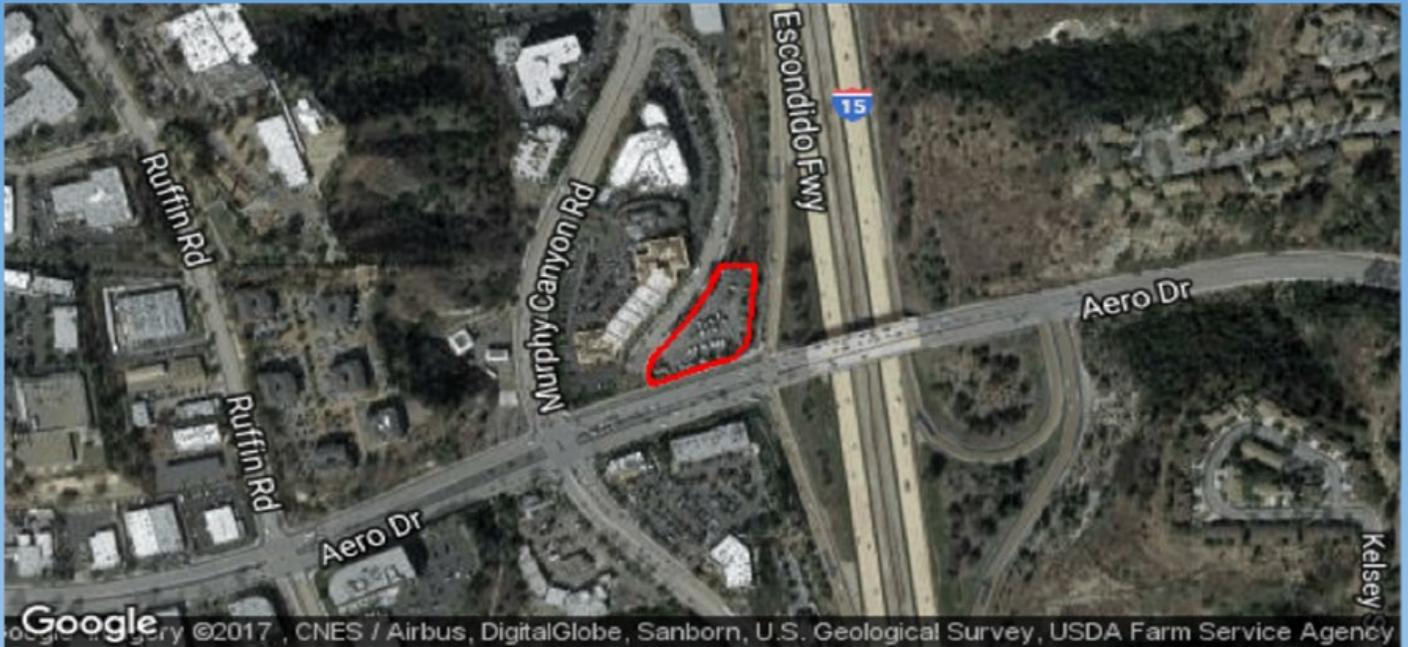


Site Background

- Located within the community of Kearny Mesa
- Broad scope Request for Proposal recently released by READ
- 3.27 acres of unimproved land
- Zoned AR-1-1

DISTRICT 6 PARCELS

Location: Aero Drive & I-15



Site Background

- Located within the community of Kearny Mesa
- 1.21 acres
- Zoned IL-3-1
- Site is known as the “Annex”; currently used as a temporary staging area for AMR ambulances
- Per the 2015 contract extension with Rural Metro, the site was to be vacated by June 30, 2017

DISTRICT 6 PARCELS

Location: 5255 Mt Etna Drive San Diego, CA 92117



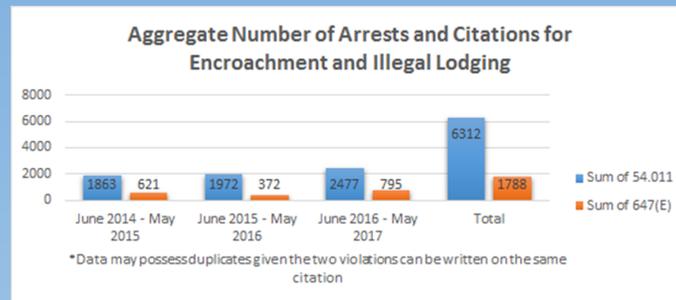
Site Background

- Former Sheriff Regional Crime Lab located within the Clairemont community
- Currently under consideration by the County of San Diego for an affordable housing development as part of the San Diego Innovative Housing Initiative
- 4.09 acres
- Zoned CO-1-2
- This site should be reviewed as a potential location for low income housing in coordination with the City and County

COMPASSIONATE ENFORCEMENT PROGRAM

Background

The San Diego Police Department (SDPD) currently operates under a model of compassionate enforcement when engaging and interacting with homeless individuals. Though there is no formal definition, the description provided by SDPD for this model consists of officers first offering services and resources to the homeless before issuing a citation or infraction. Utilizing the approximately 50 shelter beds available to the SDPD's Homeless Outreach Team (HOT), officers are able to help individuals get off the streets and get connected to services. In 2016, the HOT team connected approximately 800 individuals to services by first offering resources. It is critical to note that under a 2004 settlement agreement between the City and homeless advocates, SDPD and its Quality of Life team cannot issue citations for illegal lodging between 9:00 p.m. and 6:00 a.m. if there are no emergency beds available. Officers are able to cite using an encroachment provision in the Municipal Code, however a lawsuit has been filed challenging this practice. The following graph demonstrates the aggregate number of Citywide arrests and citations for both encroachment violations and illegal lodging.



Recommendation

Homelessness is not a crime and our officers operate under this same belief. The reason why someone ends up on the street is a very complicated and multi-layered question that cannot be solved through criminalization. However, enforcement is a necessary component to providing the encouragement necessary to connect individuals to services and permanent housing. Should the City identify sites for the aforementioned sprung structures, a number of those beds should be reserved for the HOT team as a means for them to continue being a model of compassion. Furthermore, the City should investigate alternative enforcement options to help encourage individuals to get connected to services. With the current legal challenge of the City's encroachment provision, the City is limited in terms of its enforcement capacity, especially if HOT team beds are not available. The Select Committee on Homelessness (Committee) should consider adopting programs enacted in other California cities, particularly Palo Alto and San Jose. After numerous environmental concerns were raised in regard to homeless encampments, the City of San Jose partnered with the Environmental Protection Agency (EPA) to secure grant money for the development of a "Clean Creeks, Healthy Communities" program. Utilizing a model that was proven successful in Palo Alto, San Jose offered housing vouchers and homeless services to residents of the encampments if they were willing to help abate the trash and debris. Service providers joined the effort to engage directly with potential clients. Given San Diego's strict stormwater regulations and homeless populations centered in and around watersheds, particularly in the Mission Valley area, the Committee and City should evaluate the feasibility of a similar program and identify potential federal grant support via the EPA. A similar city program in Albuquerque, New Mexico reaches out to homeless individuals interested in work by offering temporary job opportunities to help abate litter and beautify public spaces. The program pays above minimum wage and provides shelter in exchange for a day's work. The program started in 2015 and in less than one year, 932 jobs have been offered, nearly 70,000 pounds of litter and weeds have been removed, and more than 100 individuals have been connected to permanent employment. In response to high demand from the homeless community, the City of Albuquerque has expanded the program to provide services during more days of the week. I believe programs such as these provide homeless individuals, who are physically and mentally able, a unique opportunity to regain a sense of pride, dignity, and independence, all of which are invaluable qualities to achieving long-term recovery. In addition to reviewing the aforementioned environmental program, the Committee should confer with the Mayor's office, City staff, and municipal labor unions to develop a program that is in line with the City's labor agreements.

HOMELESS OUTREACH TEAM & SERIAL INEBRIATE PROGRAM (SIP)

Background

Currently the City's HOT team is staffed by eight sworn SDPD officers (two sergeants and six officers), one Psychiatric Emergency Response Team clinician, and two Health and Human Service Agency specialists. The HOT team serves the entire City and is responsible for offering homeless services and shelter to those who are interested. Should potential clients refuse, the team will make contact numerous times to develop a level of trust. However, the HOT team only operates Monday-Friday without 24-hour coverage and is therefore unable to immediately respond to service calls during the weekends and certain parts of weekdays.

SIP is a critical outreach tool and the first of its kind in the United States that helps connect chronic homeless individuals to rehabilitation treatment programs for substance abuse. It is designed to end the revolving-door effect for chronically homeless individuals who over-utilize emergency medical services and SDPD staff time. Should an individual be arrested for public drunkenness charges and sent to the Inebriate Resource Center more than five times in a 30-day period, that individual will appear before the court and be offered an outpatient treatment program in exchange for jail time. Managed by a mental health non-profit, the program has 32 beds earmarked for rehabilitation and wraparound services for the chronic homeless. The annual total cost benefit of the program is estimated to be \$2.7 million. SIP is staffed by one full-time SDPD officer during first watch from 6:00 a.m. to 4:00 p.m. The program is a collaboration between the City, Mental Health Systems, Inc., the McAllister Institute, and the SMART program.

Recommendation

The City should explore expanding HOT team hours of operation in order to reach more homeless individuals and respond to calls for service across all neighborhoods. As mentioned previously, San Diego's homeless crisis is a Citywide issue that requires more resources and services – at all hours. Currently, the HOT team does not incorporate a second watch on Fridays and a third watch is not at all used during the week. To add one additional second watch shift per week, the approximate total annual cost for two sergeants and six officers is \$520,000. An additional annual cost of \$80,000 would be needed to add a PERT clinician to this shift. Should the City move forward with the construction of two sprung structures, additional shifts for the HOT team should be incorporated to successfully connect individuals with emergency beds and services. The Committee should work with the Mayor's office to identify funding for the addition of one second watch shift per week and review options for staffing a third watch shift with an alternative, streamlined team structure to reduce costs. The Committee should also work with SDPD and the service provider community to incorporate more civilian representatives on all shifts to more effectively engage with homeless individuals.

The City should also identify opportunities to expand and bolster the SIP program. This initiative has seen a steady growth in graduation rates since its first year of implementation and deserves to be considered for expansion. With only one officer currently staffing the program during first watch, the Committee should work with SDPD to review the feasibility and necessity of adding officers and/or shifts to the program. Furthermore, the City should work with Mental Health Services, Inc. and other service providers to identify opportunities to expand the number of beds and potential clients that may be assisted by this landmark program.



RESOURCE ACCESS PROGRAM (RAP)

Background

RAP is managed by a full-time San Diego Fire-Rescue Department Program Manager assigned to the EMS Division who oversees a team of community paramedic staff.

Their role is to case manage frequent users of 911 and emergency services by connecting them with long term medical and social services, such as access to health clinics, mental health facilities, shelters, and housing.

The goal is to holistically address the homeless individual's issues that contribute to their frequent use of emergency services. These issues are typically related to homelessness, mental illnesses, and substance abuse.

RAP community paramedic staff handle direct case management for individuals by connecting them with services and resources that address the issues which cannot be resolved in an emergency room.

The program leverages the use of technology by immediately alerting RAP paramedics when a case managed-patient calls for emergency services, allowing RAP paramedics to respond to the call with a more appropriate and coordinated approach.

Recommendation

Although RAP has proven to be an effective program, the City of San Diego currently does not have a reliable team of community paramedic staff to execute the program.

The City's contracted ambulance provider, American Medical Response (AMR), has not been able to provide the program with the necessary paramedic staff due to their own staffing issues.

In addition, funding was not secured during the FY18 budget process to add new Full Time Equivalent (FTE) positions to the program.

The cost of a paramedic position, including salary and fringe benefits, is approximately \$94,800.

The Department has indicated that in order to run a successful program, it would need at least six community paramedic positions, in addition to the existing RAP Program Manager.

The City Council and Mayor should work together to identify and secure \$568,800 for six community paramedic FTEs, or discuss potential a potential partnership with AMR to maintain the staffing of this program.



PERMANENT SUPPORTIVE HOUSING ORDINANCE

Background

The Housing First approach to solving homelessness entails quickly connecting clients of all needs and demographics to permanent housing. This model has been proven successful in other jurisdictions and I believe it is the critical long-term solution needed to end homelessness in San Diego.

However, the lack of available permanent housing units for the homeless remains a challenge, particularly in a local housing and rental market that is extremely impacted. Organizations from all sectors are taking important steps to address this dilemma and increase inventory.

Over the next five years, Father Joe's will be investing \$531 million to construct 2,000 permanent housing units for the homeless.

Through a combination of new construction and motel rehabilitation, this project will provide housing and services for the chronic homeless, veterans, seniors, and families.

In addition, the SDHC is continuing to make significant investments in permanent supportive housing through their FY18-20 Homeless Action Plan by investing over \$60 million to construct over 500 units for chronic homeless individuals with a special need

Recommendation

The City needs to help incentivize the construction of permanent supportive housing units by adopting a Permanent Supportive Housing Ordinance that streamlines the approval process and waives local land use and building code regulations to the extent feasible.

Earlier this year, the City of Los Angeles began drafting a similar ordinance that would accelerate the approval process for qualifying projects, create a unique set of building code standards, and eliminate density and parking requirements. Assembly Bill 932 (Ting) is currently making its way through the legislative approval process. This bill would significantly streamline state and local building code regulations, land use and planning approvals, and permitting requirements for the construction of emergency shelters and permanent supportive housing, while maintaining minimum health and safety standards.

The State Senate has removed permanent supportive housing as a qualifying project under this bill. Should the final language not include this provision, the City should move forward with adopting its own ordinance that incorporates the aforementioned streamlining provisions while utilizing the emergency shelter provision within the bill to begin the process of constructing temporary beds.

The sites previously outlined in my district should be considered for this use.



ADAPTIVE REUSE ORDINANCE

Background

Adaptive Reuse is the conversion and utilization of buildings for purposes other than what the structure was originally intended, particularly housing. This practice has become a common methodology for redeveloping older, urban areas into new development that meets modern needs.

The utilization of the Western Metal Supply building at Petco Park is a great example of how an old structure can be reused for a different purpose while protecting its original character.

Cities such as Long Beach and Los Angeles have adopted Adaptive Reuse ordinances as a means to increase housing, redevelop blighted areas, and create new job opportunities.

These jurisdictions offer development incentives, such as the relaxation of density and parking requirements, permitting approvals, and variances, for qualifying projects.

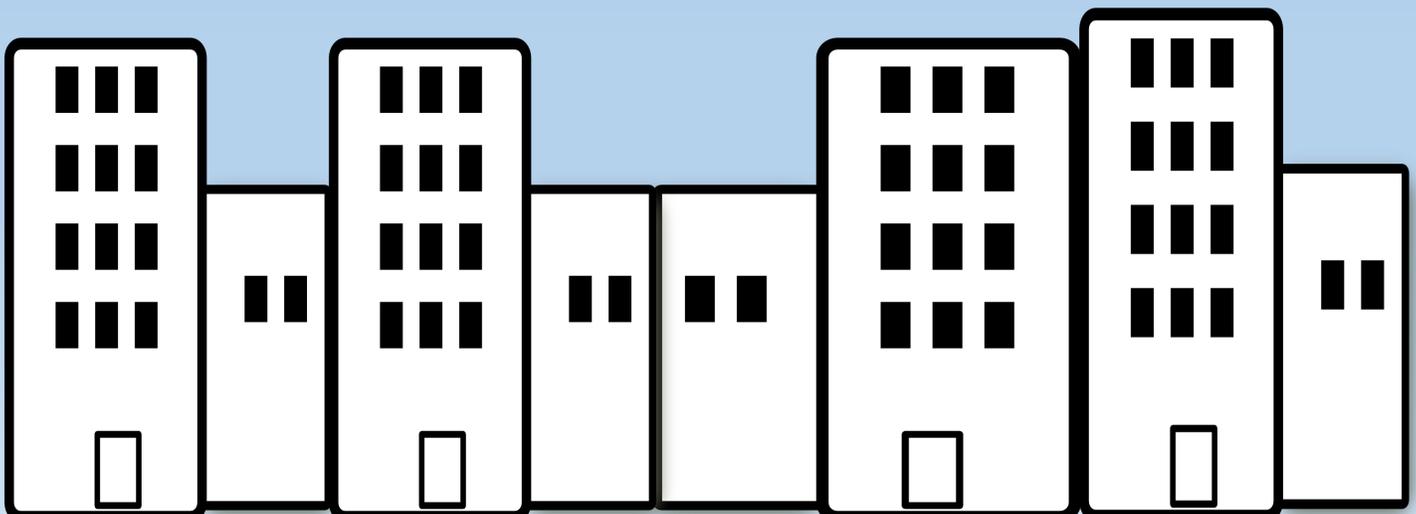
The City has recently engaged in its own version of Adaptive Reuse through the purchase of an old hotel for the expansion of the SMART program.

Recommendation

The City should pursue the adoption of an Adaptive Reuse ordinance to incentivize the construction and development of new permanent housing units for low-income and homeless individuals.

This ordinance should be structured to offer robust incentives specifically for this purpose given the lack of supply for permanent housing units.

It would be applicable to all planning areas within the City of San Diego and reviewed in coordination with the SDHC and Civic San Diego.



CONCLUSION

The homelessness crisis is undeniably **real** and **complex**. I have thoughtfully outlined a number of practical action items that I believe will help address this very serious issue.

I will be working diligently with my Council colleagues, the Mayor, and leaders in the non-profit and business communities to put an end to this crisis.

We are America's Finest City and I believe we can do this.

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