

Overview of Salvation Army Crossroads Shelter

Safety, Housing, Education, & Homelessness Committee
May 21, 2025

Action Requested Today

Approval of the following:

- 25-0713: Amends a service agreement with The Salvation Army to add \$4,550,000 for a new total of \$19,350,000 and 12 months for a new end date of 12-31-2025.
- Contract is for the operation and provision of social services at Crossroads, a 24/7 low-barrier emergency shelter with a 300-bed capacity.
- Crossroads is in Council District 9 and operates in a city-owned building.

What This Funding Provides

- The Salvation Army (TSA) will operate Crossroads, providing 24/7 low-barrier shelter with supportive services for up to 300 individuals a night with additional beds provided during severe weather.
- 100 beds are accessible under the ADA; the building, including restrooms are accessible.
- Recent improvements and projects in progress include electrical connection for portable generator power, building envelope repairs, addition of emergency exits, restroom and accessibility upgrades, floor repairs, and roof repairs.
- Guests must be an unhoused male or identify as a male and be over the age of 18.
- Bed availability and intake begin at 10 a.m. daily on a first-come, first-served basis.
- Guests must follow the community guidelines established by TSA and approved by HOST.
- TSA is expected to be a good neighbor, monitoring the perimeter of their site addressing community concerns.

Contracted Shelter Operations

- Shelter access and services are provided regardless of race, religion, ethnicity, color, or national origin, including but not limited to homeless adults who identify, express or present as men or non-binary, gender non-conforming or transgender men.
- Shelter guests will be provided breakfast, lunch, and dinner.
- TSA will provide blankets, towels, hygienic restrooms, and laundry service for guests.
- TSA will perform cleaning and maintenance, adhering to all public-health guidance for sanitation of surfaces, toilets, and showers.
- TSA will keep account of shelter attendance, utilizing the Homeless Management Information System (HMIS), enrolling clients and producing Clarity Identification cards, and meeting data quality and reporting expectations.

New 2025 Contract Requirements

- TSA will ensure the facility is safe and secure and must submit a security plan for review and approval by HOST (TSA manages security at this site).
- TSA must have documented accessibility and grievance procedures reviewed and approved by HOST.
- TSA, in partnership with HOST, must collect and review customer feedback.
- TSA must follow HOST's Shelter Program Standards, including staff training requirements.
- Improved outcomes measurement.

Required Trainings

- Introduction to Working with Persons Experiencing Homelessness*
- Site-specific Policies and Procedures*
- De-escalation and Emergency Procedures*
- First Aid/CPR*
- Introduction to Harm Reduction and Trauma Informed Care*
- Cultural Sensitivity Training*
- Disability Access**
- Low Barrier Shelter**
- Fundamentals of Case Management***
- Housing First***
- Vital Documents***
- Benefits Navigation***
- Motivational Interviewing***

*All Staff; **Leadership and Management, ***Case Management Staff

Social Services at Crossroads

- Rapid resolution (separate contract).
- Conducting needs assessments.
- Case management, goal setting, and planning.
- Referrals to services such as behavioral health, substance misuse, and health care.
- Housing-focused case management, including assistance obtaining vital documents.
- Housing navigation.
- Support with maintaining or increasing income/benefits.
- Employment navigation.
- Additional direct client support.

2024 Data

	Crossroads	All Congregate Shelters
Average Occupancy	98.3%	~96%
Clients Served	1,194 (3.98/bed)	4.39/bed
Positive Exits*	69 (6%)	4%

*does not include rapid resolutions

2025 Outcomes

Outputs	Outputs Metric	Outcomes	Outcomes Metric	Impacts
Households served annually	750	Households are provided a safe place to sleep and access to services to help them exit homelessness	100%	Address Unsheltered Homelessness
Households engaged in housing-focused case management	30%	Households that receive assistance exit to housing or other institutions	40%	Complete shelter system transformation toward rehousing
Households receiving assistance with increasing their income through benefits and/or employment	30%	Households receiving assistance that have an increase in income through benefits or employment	50%	Complete shelter system transformation toward rehousing
Households receiving assistance obtaining/maintaining vital documents	30%	Households that receive assistance obtain/maintain vital documents	50%	Complete shelter system transformation toward rehousing
Households without One Home assessments offered housing assessments	70%	Households helped receive housing assessments	40%	Complete shelter system transformation toward rehousing
Households offered the opportunity to provide feedback on services received	100%	Households that complete a survey report being satisfied	70%	Use customer feedback to improve shelter operations



Budget

2024

- Budget: \$3,550,000
- Spent: 93%
- Cost/Person/Night: \$33
- Average Cost/Person/Night*: \$37
- TSA Contribution: \$3,749,211
- Total FTE: 34

2025

- Budget: \$4,550,000
- Spend: N/A
- Cost/Person/Night: \$41
- Average Cost/Person/Night*: \$42
- TSA Contribution: \$4,124,483
- Total FTE: 38

*Average cost for all city-funded congregate shelter in Denver.

2025 Budget Detail

- Total Salary and Fringe Benefits: \$2,467,107
- Total for Other Direct Costs: \$1,498,545
- Indirect Costs: \$584,348
- TOTAL: \$4,550,000

Monitoring & Accountability

- TSA is required to do daily data entry into HMIS and file any critical incident reports.
- HOST program staff are assigned to the site and visit at least monthly.
- Monthly contract monitoring, including review of program information, monitoring reports, spending, risk management, and compliance.
- HOST regularly addresses any performance issues and requires a corrective action plan to resolve concerns.
- Monthly operational meetings between TSA and HOST.
- Mandatory quarterly reporting – qualitative and quantitative.
- Quarterly programmatic site visits to review quality of services, customer satisfaction, outcomes, spending, and adherence to shelter program standards.
- Note that all HOST contracts contain the ability for the city to cancel a contract with notice.

Additional Considerations

- Based on average daily occupancy, Crossroads is the most popular congregate shelter in the Denver.
- HOST receives fewer complaints about Crossroads than any other large shelter (congregate and non-congregate)
- HOST and TSA acknowledge that there have been numerous complaints regarding the operation of programs run by TSA; TSA has been working to address these issues and is meeting with HOST weekly to discuss their contracts.
- HOST will soon be issuing an RFP for all congregate shelter in 2026 and will continue to improve the procurement process and clarify expectations of providers.

The Salvation Army- Crossroads Shelter Contract Detail

Term	Amount
Original contract, 1/1/2021 – 12/31/2023	\$10,650,000
Amendment #1 – extended through 12/31/2024	\$4,150,000*
Proposed amendment #2 – to extend through 12/31/2025	\$4,550,000
TOTAL	\$19,350,000

*Included expenses from 2023

Today's Requested Action

Contract Term	January 1, 2021 to December 31, 2025
Funding Source	General Fund
Contract Amount (2025)	\$4,550,000

Questions?





Family Homelessness in Denver

Safety, Housing, Education & Homelessness Committee
May 21, 2025

Agenda

- Data on family homelessness
- HOST's family homelessness programs
- Challenges & solutions

Data on Family Homelessness

Definitions of Family Homelessness

Department of Education

Defines homelessness as children and youth who lack a fixed, regular, and adequate nighttime residence, including those sharing the housing of others due to economic hardship or other reasons, or living in motels, hotels, and campgrounds.

Social Security Administration

SSA defines homelessness for disability programs as lacking a fixed, regular, and adequate nighttime residence, or being at risk of losing such a residence within 14 days and not having alternative housing.

Department of Housing and Urban Development

HUD's definition focuses on individuals or families who lack a fixed, regular, and adequate nighttime residence, meaning they live in emergency shelters, transitional housing, or places not meant for human habitation.

HOST's Focus on Family Homelessness

- HOST uses the HUD definition of homelessness. HOST's homelessness programs were not designed or resourced to serve as general anti-poverty programs for families.
- HOST operates a social safety net of last resort for people experiencing homelessness and those at imminent risk of homelessness.
- HOST currently provides eviction prevention, housing stability, and affordable housing programs that address the larger issues of poverty and housing instability along with other city departments.
- This presentation focuses exclusively on HOST's homelessness programs.

Characteristics of Families Experiencing Homelessness (self-reported)

- 74% of the households were first time homeless.
- 26% of the households have at least one member with a disabling condition.
- Average household size is 3.56 people.
- Top 3 reported causes of homelessness:
 1. Health-related (46%)
 2. Employment-related (24%)
 3. Unable to pay rent/mortgage (21%)

PIT Data (households)

Year	Sheltered (includes cold weather)	Unsheltered
2022	234	1
2023	356	40
2024	579	9

Shelter Waitlist

Date	# Families	# Newcomers	% Newcomers	# Bed Openings
6/1/2023	89	1	1%	5
3/4/2024	82	33	40%	0
9/3/2024	119	56	47%	4
3/4/2025	146	Not available	Not Available	10

*The average length of stay in family shelters has increased by over 44% from 2023 to 2024 (84 days to 121 days). The average wait for a shelter bed is now 44 days.

Family Cold Weather Shelter

Utilization	2023-2024	2024-2025 (YTD)
# of nights activated during season	43	68
Total # of Unique Households (HHs) Served	329	921
Average # HHs per night	43	183
Highest number of HH's served on a single night	152	392
Unique households from other counties	Not Available	197 (21%)
Unique households identified as newcomers	Not Available	286 (31%)

*During longest activation period, HOST determined at least 14% of the families did not meet the HUD definition of homelessness.

HOST's Family Homelessness Programs

Family Homelessness Programs (1/2)

- **Homelessness Prevention**
 - Targeted Homelessness Prevention Program (30 households per year).
 - Pilot Program with DPS (50 households per year).
 - Does not include TRUA and other related programs.
- **Outreach**
 - 3 outreach workers and supervisor focus on families (primarily newcomers) w/rapid resolution and emergency resources such as hotel vouchers.
 - All HOST outreach teams respond to unsheltered children as an emergency and can provide hotels vouchers and shelter.
- **Shelter and Bridge Housing for ~400 families**
 - 333 beds in six shelters programs (accessed via Connection Center, up from 271 in 2024).
 - Bridge housing that can serve at least 30 families.
 - DV shelter.
 - Hotel vouchers.

Family Homelessness Programs (2/2)

- **Rapid Resolution***

- One time assistance to help families quickly exit homelessness without long term support (244 households).

- **Housing***

- Rapid Rehousing (~140 households).
- Permanent Supportive Housing (~70 placements into 690 units).
- Other Housing Programs (~40 households).

*Direct assistance to at least 490 families each year.

**Approximately 65% of families self-resolve each year.

Estimated 2025 City Budget for Families

Program	Budget
Family Shelter + Connection Center	\$12,983,310
Cold Weather Shelter	\$2,333,250
Outreach (Newcomers): includes 4 staff, onward travel, emergency shelter, etc.	\$650,000
Rapid Resolution/Onward travel	\$497,000
Rapid Rehousing	\$3,921,065
Permanent Housing	\$3,480,000
Total	\$23,864,625

Challenges and Solutions

Overview

- While unsheltered family homelessness decreased by 83% in the 2024 PIT Count, overall family homelessness increased by 150% from 2022-2024.
- The family shelter waitlist has increased 78% in the past 12 months.
- The increase in family homelessness is likely being caused by the rise in eviction filings, the growing number of unhoused newcomers, and a deterioration of the social safety net.

Vision

- There has been an increase in family homelessness and Mayor Johnston has directed HOST to take immediate action.
- HOST is committed to building a response system that ensures every family experiencing homelessness has a clear, expedited path to shelter and housing.
- Goal 1: Ensure that no child must sleep outside or in a vehicle in Denver.
- Goal 2: Reduce the waitlist for family shelter to under 100 households.
- Goal 3: Reduce the number of families experiencing homelessness in the 2026 PIT Count.

Evictions

- Prior to COVID eviction filings averaged approximately 8,800 annually. In 2023 filings jumped to 12,910 and 15,960 in 2024.
- Last year Denver's Temporary Rent and Utility Assistance program received more than 13,000 applications and had funding to serve approximately a quarter of them.
- Households that received TRUA were 14% less likely to appear in HMIS than those who did not receive support.
- **Expand the homelessness prevention pilot in 2026 with TRUA resources to prevent homelessness for at least 100 families.**

Newcomers

- ~30% of the families on the shelter waitlist are newcomers (45)*
- ~35% of the families in shelters are newcomers (140)*
- Over 40,000 newcomers came to Denver and there are approximately 200 families struggling with homelessness. HOST is taking the following steps assist these families:
 1. **Expand rapid rehousing to serve 50 families currently living in shelter, with a focus on newcomers and more robust services and subsidy components.**
 2. **HRCP hosting monthly meetings with newcomers and staff in our family shelters.**
 3. **Case conferencing with HOST and HRCP on families with complex situations.**

*March 2025

Social Safety Net

- The Child Care Assistance Program has been put on a pause since January 1, 2025, so no new households have had the ability to receive assistance with funding for childcare. This will prevent many households, specifically single-parent households, from finding work outside of the home.
- Denver Public Schools has reduced federal programs, including their migrant student program and their Homeless Education Network Program (HEN).
- Reductions and expected reductions in federal programs such as Head Start and housing vouchers will continue to put pressure on families.
- **HOST is working with DHS on exploring partnerships, including homelessness prevention and better serving families with member(s) who have Intellectual and/or Developmental Disabilities.**

Other Solutions (1/2)

- **Implement an RV outreach program this summer to assist at least 100 households, at least 35 of whom will be families with children**
- **Redirect 20 Housing Choice Vouchers from single adults to families (if/when they are released by Denver Housing Authority).**
- **Redesign the Connection Center program to serve as a more effective front door to the system, including efforts to focus on families with ties to Denver who meet the HUD definition of homelessness.**

Other Solutions (2/2)

- **Improve protocols for responding to unsheltered family homelessness in collaboration with city outreach staff and partners.**
- **Enhance service quality for families experiencing homelessness by redesigning rapid rehousing programs and providing shelter staff training.**
- **Work with surrounding counties to better coordinate our efforts.**



Questions?