



SAN DIEGO
HOUSING
COMMISSION

INFORMATIONAL REPORT

DATE ISSUED: July 1, 2021

REPORT NO: HCR21-072

ATTENTION: Chair and Members of the San Diego Housing Commission
For the Agenda of July 9, 2021

SUBJECT: May 2021 Reporting Update for the City of San Diego's Bridge Shelter Programs

NO ACTION IS REQUIRED ON THE PART OF THE HOUSING COMMISSION

The San Diego Housing Commission (Housing Commission) Board of Commissioners' approval (Report No. HCR17-079) and corresponding approvals by the Housing Authority of the City of San Diego (Housing Authority) and San Diego City Council (Report No. HAR17-029) require the Housing Commission to report monthly data of the City of San Diego's Bridge Shelter Programs in an Informational Report at regularly scheduled Housing Commission Board meetings.

BACKGROUND

The Housing Commission administers the agreements for the City of San Diego's (City) Homeless Shelters and Services Programs based on a Memorandum of Understanding (MOU) between the Housing Commission and the City that first took effect on July 1, 2010. The Housing Commission and City entered into a separate MOU for the Bridge Shelter Programs, which was approved by the Housing Commission Board of Commissioners on November 3, 2017, as well as the Housing Authority and San Diego City Council (City Council) on November 14, 2017.

As part of the November 2017 approvals, the Housing Commission, City Council and Housing Authority re-allocated up to \$6,530,112 in funding previously allotted to HOUSING FIRST – SAN DIEGO, the Housing Commission's homelessness action plan, to support the City's Bridge Shelters. This approval supported the oversight and management of the Bridge Shelters, operated at three sites within the City, with the goals to address homelessness in the City and combat the regional Hepatitis A outbreak at the time. The Bridge Shelters offer a centralized location and safe place for men, women and children experiencing homelessness to receive temporary housing and appropriate services needed to expedite placement into permanent housing.

A renewal of the MOU between the City and the Housing Commission through June 30, 2019, was approved by the Housing Commission Board of Commissioners on May 4, 2018, and by the Housing Authority and City Council on May 22, 2018. A renewal of the MOU between the City and the Housing Commission through June 30, 2020, was approved by the Housing Commission Board of Commissioners on May 3, 2019, and the Housing Authority and City Council on June 11, 2019.

The Housing Commission exercised the first option to renew operating agreements with Alpha Project for the Homeless (Alpha Project), Veterans Village of San Diego (VVSD), and Father Joe's Villages (FJV), for the City's three Bridge Shelters, for a three-month term, from July 1, 2018, through

September 30, 2018, in accordance with approvals granted by the Housing Authority and City Council on May 22, 2018 (Housing Authority Resolution Number HA-1781). The Housing Commission, City Council, and Housing Authority allocated \$2,500,000 for the costs of the extended terms of the Bridge Shelter Program agreements, to be funded from Housing Commission property reserves.

The Housing Commission exercised the second option to renew operating agreements with Alpha Project, VVSD and FJV for the Bridge Shelters for a nine-month term, from October 1, 2018, through June 30, 2019, in accordance with approvals granted by the Housing Authority on September 18, 2018 (Housing Authority Resolution Number HA-1789). The Housing Commission and Housing Authority allocated \$8,482,756 for the costs of the extended terms of the Bridge Shelter Program agreements, to be funded from Housing Commission property reserves. In addition, a third-party evaluator's recommendations to enhance the availability of housing-focused services were incorporated into the nine-month operating agreements approved by the Housing Authority.

On March 19, 2019, the Housing Authority approved an amendment to the second option of the operator agreement with FJV to incorporate the new interim site location, at the San Diego Concourse and parts of Golden Hall, as well as approving an amendment to the MOU between the City of San Diego and the Housing Commission to update the roles and responsibilities related to the interim site location.

On May 3, 2019, and June 11, 2019, respectively, the Housing Commission Board of Commissioners and the Housing Authority authorized the award and execution of operating agreements with Alpha Project, VVSD and FJV for the City of San Diego's Bridge Shelters for a 12-month term, from July 1, 2019, through June 30, 2020 (Housing Authority Resolution No. HA-1817). The Housing Commission Board of Commissioners and the Housing Authority authorized the expenditure of up to \$11,607,303 for the operations of the Bridge Shelters. Housing Commission property reserves were allocated to fund all three Bridge Shelters, and the Housing Commission's federal Moving to Work (MTW) funds were allocated to fund the Bridge Shelters operated by Alpha Project and VVSD. In addition, on June 11, 2019, the Housing Authority voted to continue operations of the Bridge Shelter operated by FJV at the San Diego Concourse and parts of Golden Hall and to delete from the operating agreement any references to moving this Bridge Shelter to a location at 17th Street and Imperial Avenue.

On October 15, 2019, the Housing Authority approved an amendment to the MOU between the City and the Housing Commission and authorized the award and execution of an operating agreement with Alpha Project for the City of San Diego Bridge Shelter located at 1710 Imperial Avenue for a term of eight and a half months, from October 15, 2019, through June 30, 2020, with two one-year options to renew (Housing Authority Resolution No. HA-1835). The Housing Authority authorized the expenditure of up to \$2,395,863.38 for the operations of the Bridge Shelter from City Homeless Emergency Aid Program (HEAP) funds and City Low Income Lease Revenue funds.

On December 10, 2019, the Housing Authority approved an amendment to the MOU between the City and the Housing Commission and authorized an amendment to the agreement between FJV and the Housing Commission to expand the City of San Diego Bridge Shelter program located at Golden Hall (Housing Authority Resolution No. HA-1838). The expansion provided for additional beds for families with children and beds designated for transitional-aged youth (TAY). The Housing Authority authorized the expenditure of up to \$4,176,155.85 for the ongoing operation of the Bridge Shelter from City HEAP

funds, City Low Income Lease Revenue funds, City General Funds, and Housing Commission property reserves.

On June 16, 2020, the City Council approved an MOU with the Housing Commission regarding the administration of Homeless Housing, Assistance, and Prevention (HHAP) program funding (R-313113). A portion of HHAP funds are allocated to fund the operation of the City's Bridge Shelter Program. The Housing Authority also approved Resolution HA-1859, authorizing execution of agreements with Alpha Project, FJV and VVSD to operate the City's Bridge Shelters during Fiscal Year 2021. Additionally, the City Council approved Resolution R-313111, authorizing execution of an MOU with the Housing Commission for a one-year term, with two one-year option to renew, to operate the City's Bridge Shelter Program and Resolution R-313112 to remove references to the provision of Transitional Storage Center Services and bifurcate the MOUs.

On September 18, 2020, the Housing Authority approved an amendment to the operating agreement with FJV for the operation of the City of San Diego's Bridge Shelter for Families, Single Women and Transitional-Age Youth (TAY) at Golden Hall, with expanded capacity to serve 280 additional Single Adults. This item was approved by the Housing Authority on October 6, 2020.

As part of former Mayor Kevin L. Faulconer's effort to increase the opportunity for shelter bed resources outside of the City of San Diego, the Sprung Structure that was located at the initial VVSD Bridge Shelter site was transferred by mutual agreement to the City of Chula Vista. For that reason and due to the reduced number of veterans utilizing the VVSD shelter site at the San Diego Convention Center as part of Operation Shelter to Home, which is described in greater detail on the following pages, (due to increased utilization of both Veterans Affairs Supportive Housing [VASH] vouchers and Supportive Services for Veterans Families [SSVF] programs), as of November 30, 2020, the VVSD Bridge Shelter program located at the Convention Center ceased operations. As part of Operation Shelter to Home, VVSD served 485 clients, of which 183 moved into permanent or longer-term housing, and many others accessed interim housing through the SSVF program. Prior to the November 30, 2020, closure date, shelter and Housing Commission staff ensured that the few remaining residents were transitioned into alternate Operation Shelter to Home programs, and the Housing Navigation Team continues to support their path to permanent housing.

MONTHLY REPORTING – MAY 2021

The charts below provide an overview of data captured in May 2021 for the following Bridge Shelter programs:

- Single Adult Bridge Shelter located at 16th Street & Newton Avenue, operated by Alpha Project
- Single Adult Bridge Shelter located at 17th Street & Imperial Avenue, operated by Alpha Project
- The Bridge Shelter for Single Adults, Families, and Transition-Age Youth (TAY) located at Golden Hall, operated by FJV

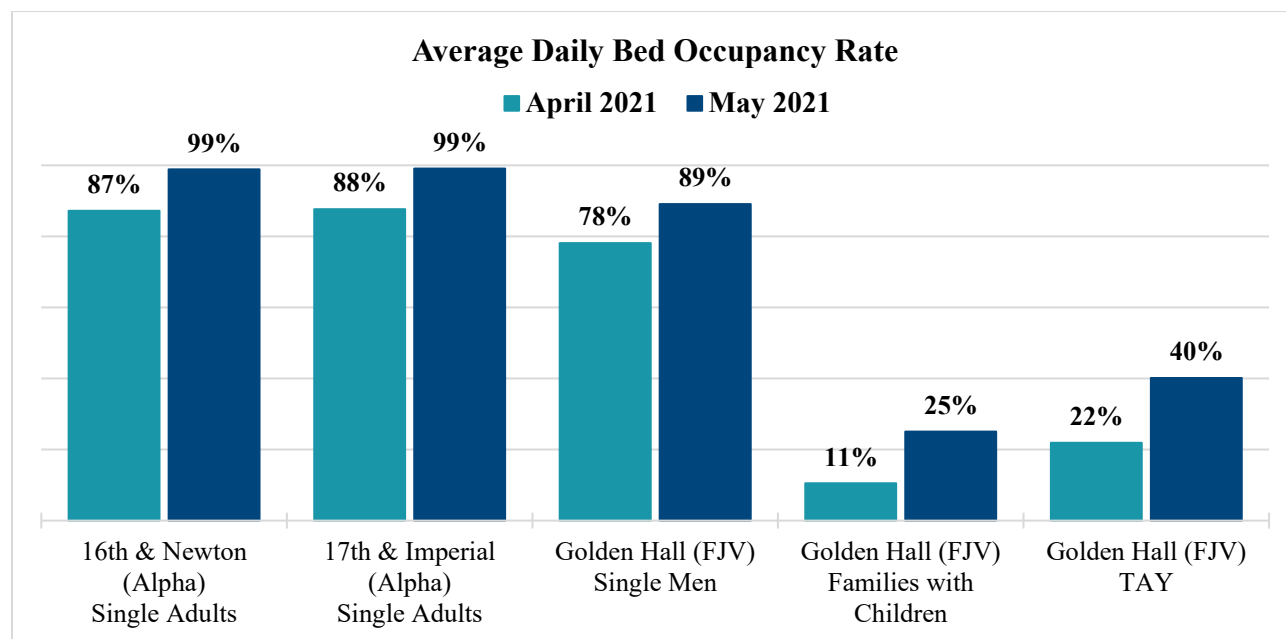
As of May 2021 Bridge Shelters provided a total of 802 beds nightly—610 beds for single adults, 146 beds for families with children, and 46 beds for TAY. In May 2021, the Bridge Shelters provided

shelter to 936 households¹, consisting of 984 individuals. On May 31, 2021, 588 households, consisting of 617 individuals, were in shelter.

Table One: Total Households Served

SHELTER	Households in Shelter as of May 2021	Households Served Since March 25, 2021
16 th & Newton (Alpha Project) – Single Adults	170	359
17 th & Imperial (Alpha Project) – Single Adults	104	277
Golden Hall (FJV) – Single Men	281	570
Golden Hall (FJV) – Families with Children	14	31
Golden Hall (FJV) – Transition Age Youth (TAY)	19	58
TOTAL HOUSEHOLDS SERVED	588	1,295

Chart One: Average Daily Bed Occupancy Rate



Intakes

Coordinated intakes into the Bridge Shelter programs are facilitated by Housing Commission personnel seven days a week. Intakes are conducted in alignment with all applicable County of San

¹ A household can be comprised of a single individual or of a family unit.

Diego Public Health guidelines. City-funded outreach teams, including the San Diego Police Department's Homeless Outreach Team (HOT), are approved referring partners and receive daily updates on shelter bed availability. Housing Commission staff review referrals and match clients with the available and most appropriate shelter intervention, based on client need and preference.

In May 2021, the Bridge Shelters conducted 383 intakes—323 intakes into Bridge Shelters for single adults, 34 intakes into the family Bridge Shelter, and 26 intakes into the TAY Bridge Shelter. The 383 intakes include individuals/households who may have entered more than once, and represent 333 unique individuals and 34 unique families.

Table Two: Bridge Shelter Intakes by Subpopulation – March 25, 2021 - May 31, 2021

***(Includes individuals/households with multiple entries)**

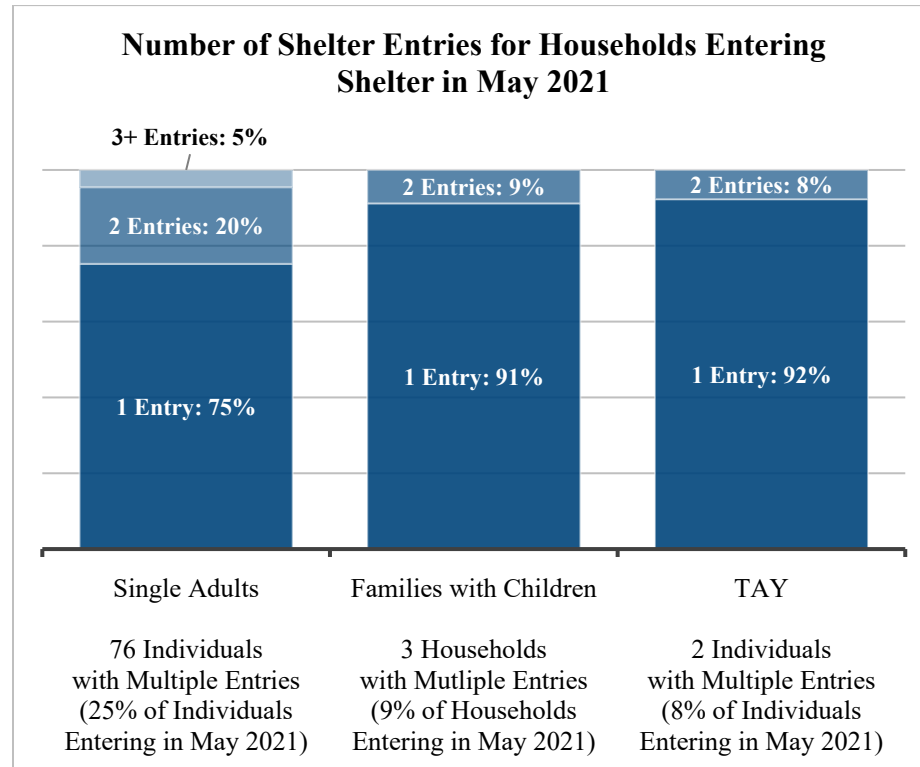
All placements into shelter are facilitated by the Coordinated Shelter Intake Program in conjunction with City-funded outreach teams, including the Bridge Shelter Outreach Staff.

SUBPOPULATION SERVED	Total Intakes in May 2021	Total Intakes Since March 25, 2021
Single Adults	323	724
Families with Children	34	52
Transition Age Youth (TAY)	26	57
TOTAL	383	833

Of the 383 intakes totaling 367 households, 286 intakes (75 percent) were for households entering a Bridge Shelter for the first time since March 25, 2021; 76 intakes (20 percent) were for 67 households with two entries into a Bridge Shelter; and 21 intakes (five percent) were for 14 households with three

or more entries into a Bridge Shelter. The 383 intakes into shelter represents 367 households as multiple individuals may constitute a single household.

Chart Three: Shelter Entries for Households Entering Shelter - May 2021



Of the 383 intakes into the Bridge Shelters in May 2021, 214 (56 percent) remained in shelter on May 31, 2021, and 169 households (44 percent) exited the shelters prior to May 31, 2021. The average length of stay for the 169 households exiting shelter was six days.

Of the 367 Households (383 intakes) into the Bridge Shelters in May 2021, 206 households (56 percent) remained in shelter on May 31, 2021, and 161 households (44 percent) exited the shelters prior to May 31, 2021. The average length of stay for the 161 households exiting shelter was six days.

Positive Exits

Between March 25, 2021, and May 31, 2021, 70 households had positive exits from shelter—53 households exited to permanent destinations, and 17 households exited to other longer-term housing destinations. “Positive Exits” include exits to the following destinations:

- Permanent Destinations:
 - Rental with Permanent Supportive Housing (PSH) Subsidy, including Veterans Affairs Supportive Housing (VASH - veteran resource), Project One for All (POFA) Project-Based PSH, and Sponsor-Based PSH
 - Rental with Rapid Rehousing (RRH) Subsidy, including SSVF (veteran resource)

- Rental with Other Subsidy, including Grant Per Diem (GPD) Transition In Place (TIP) (Veteran resource), Section 8 Housing Choice Voucher, or any other non-PSH or non-RRH housing subsidy
- Rental with No Subsidy
- Living with Friends/Family on a permanent basis
- Other Longer-Term Housing Destinations::
 - Temporarily living with family/friends
 - Transitional housing
 - Safe haven
 - Host homes (TAY resource)
 - Foster care
 - Substance abuse treatment facilities
 - Long-term care facilities (nursing homes)

Table Three: Positive Exits – March 25, 2020 - May 31, 2021

Positive Exit Destination	16 th & Newton (Alpha)	17 th & Imperial (Alpha)	Golden Hall (FJV)			TOTAL HOUSEHOLDS
	Single Adults	Single Adults	Single Men	Families with Children	TAY	
Permanent Supportive Housing (PSH)	3	4	7	0	1	15
Rental – Rapid Re-Housing (RRH)	2	1	6	1	0	10
Rental – Other Subsidy	8	0	2	0	1	11
Rental – No Subsidy	0	1	4	0	0	5
Family/Friends (Permanent)	2	0	6	1	3	12
Other Longer-Term Housing	10	0	3	0	4	17
TOTAL HOUSEHOLDS	25	6	28	2	9	70

Status of Households Active in Shelter

On May 31, 2021, 588 individuals/households were enrolled in a Bridge Shelter. Of those 588 individuals/households, 82 (14 percent) were connected to a housing resource.

Table Four: Sheltered Households Connected to Permanent Housing Resources on May 31, 2021

Permanent Housing Resource	16 th & Newton (Alpha)	17 th & Imperial (Alpha)	Golden Hall (FJV)			TOTAL HOUSEHOLDS
	Single Adults	Single Adults	Single Men	Families with Children	TAY	
Permanent Supportive Housing (PSH)	11	11	16	0	2	40
Rapid Rehousing (RRH)	18	7	13	1	3	42
TOTAL HOUSEHOLDS	29	18	29	1	5	82

Fiscal Considerations

Across all four Bridge Shelters, the operational expenses incurred from July 1, 2020, through April 30, 2021, were \$9,449,804 which is \$4,140,747 less than the allocated budget for this time period. This is predominantly a result of client meal expenses being paid through other funding sources while clients were temporarily located at the Convention Center, as well as personnel costs that were lower than budgeted. As of the final April 30, 2021, fiscal reporting period, there were 29 total budgeted positions for case managers, supervising case managers and housing specialists across the Bridge Shelter programs (not including the downstairs Golden Hall Expansion, which came online when the shelter programs exited the Convention Center). Of those 29 positions, 13 were filled. Recruitment of case managers and supervising case managers continues to be a challenge for the operators. This challenge is due to a combination of factors: potentially a lack of workforce skilled in higher-level case management and supervision classifications, such as Licensed Clinical Social Worker; and of those trained in the field, the unique environment of the shelter sites sometimes does not appeal to everyone. A successful candidate needs to be technically qualified with the right credentials, but also mission-driven and willing to work in unique worksite locations, and availability of skilled staff during the pressures of the pandemic may be a further contributing factor. Recruitment has also been additionally challenging during the pandemic.

Table Five: Expense Actuals Compared to Budget – July 1, 2020 – April 30, 2021

SHELTER	April OPERATING	*ACTUALS THROUGH 4/30/2021	BUDGET THROUGH 4/30/2021	UNDER/ OVER SPENT
Newton Single Adult (Alpha Project)	\$ 432,988	\$3,521,710	\$ 5,336,429	\$(1,814,719)
Veterans (VVSD)	\$0	\$1,233,432	\$1,955,443	\$(722,011)
Families, Single Adults & TAY (FJV)²	\$369,587	\$2,753,343	\$3,955,906	\$(1,202,563)
Imperial Single Adult (Alpha Project)	\$226,610	\$1,941,319	\$2,342,774	\$(401,455)
TOTALS	\$1,029,185	\$9,449,804	\$13,590,551	\$(4,140,747)
* Actuals do not include some outstanding Fiscal Year 2020 invoices for facilities contracts related to restrooms and showers				

OUTREACH ACTIVITY

Bridge Shelter Outreach teams are a component of the City of San Diego's Coordinated Street Outreach Program and are providing intensive street-based case management for individuals in an assigned neighborhood and/or Council district. Outreach specialists focus on engaging highly vulnerable individuals as well as those who are connected to a housing resource.

COVID-19 MITIGATION RESPONSES

Beginning in early March 2020, the Housing Commission began sending regular updates to homeless shelters and services providers on ongoing activities of the Regional Task Force on the Homeless (RTFH), the Housing Commission, City of San Diego, and County of San Diego to mitigate the spread of COVID-19 among homeless shelters and services programs and unsheltered populations.

The City of San Diego, RTFH, and Housing Commission staff continue to provide guidance to service providers as needed during this time to support alignment with County Public Health and CDC guidance to protect the health and safety of staff and clients, which includes symptoms monitoring for staff and clients, requirement of enhanced sanitation and cleaning practices, and utilization of personal protective equipment.

A Joint Hazard Assessment Team (JHAT) composed of representatives with the City of San Diego Homelessness Strategies Department, San Diego Fire Rescue Department, County of San Diego Public Health and the Housing Commission conducts periodic site visits on a regular basis to review compliance with life safety and public health guidelines, facility/environmental issues, as well as to solicit feedback from staff on general operations.

The site visits focus on;

- Utilization and completion of the Daily Public Health Screening Log

² These numbers do not yet incorporate the additional budget for the downstairs of Golden Hall.

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- Social Distancing in all staff workspace, client living areas and communal space
- Staff/Client compliance with face mask requirements
- Isolation Area
- Availability and maintenance of hygiene stations
- Facility maintenance issues

Stakeholders recognize that the ongoing operations of the shelter programs is a shared responsibility and is committed to making sure that resources are available to assist each service provider in maintaining a safe space for both clients and staff.

Respectfully submitted,



Lisa Jones
Executive Vice President of Strategic Initiatives
San Diego Housing Commission

Approved by,



Jeff Davis
Deputy Chief Executive Officer
San Diego Housing Commission

Docket materials are available in the "Governance & Legislative Affairs" section of the San Diego Housing Commission website at www.sdhc.org