



SAN DIEGO  
HOUSING  
COMMISSION

## INFORMATIONAL REPORT

**DATE ISSUED:** February 28, 2019

**REPORT NO:** HCR19-027

**ATTENTION:** Chair and Members of the San Diego Housing Commission  
For the Agenda of March 8, 2019

**SUBJECT:** December 2018 and January 2019 Reporting Update for the City of San Diego's  
Temporary Bridge Shelter Programs

### **NO ACTION IS REQUIRED ON THE PART OF THE HOUSING COMMISSION**

#### **SUMMARY**

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 Temporary 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 Temporary 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 Temporary Bridge Shelters (Shelters). This approval supported the oversight and management of the Shelters, operated at three sites within the City, with the goals to address homelessness in the City and combat the regional Hepatitis A outbreak. The 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. 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 Temporary 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 Temporary 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 Temporary 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 Temporary 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.

As indicated in previous reports, intakes into the Shelters are coordinated in partnership with the Regional Task Force on the Homeless (RTFH). This includes a goal to prioritize intakes using the Coordinated Entry System (CES) when beds and referrals are available. Operators of the three Shelters receive referrals from RTFH for potential residents from their primary target populations: adults, Veterans, and families with children, based on prioritization categories.

Each category calls for the individual or family to have a score from the Vulnerability Index-Service Prioritization Decision Assistance Tool, also known as the VI-SPDAT. These scores identify the most vulnerable homeless individuals and families, who then receive priority in being matched to permanent housing subsidies. For the 674 Temporary Bridge Shelter beds operated by Alpha Project, FJV, and VVSD, there are currently four prioritization categories:

- Top priority is given to households who are "**Unit Ready.**" This means those who have a VI-SPDAT score, are matched to a permanent housing subsidy in the CES, and are looking for a permanent housing unit. These are considered priority level 1.
- If attempts to refer individuals meeting the "Unit Ready" criteria have been made but shelter opportunities remain, referrals to priority level 2, or "**Match Ready**" households, can be made. These households have a VI-SPDAT score, are permanent housing "match ready" as defined by the RTFH, and are waiting to be matched to a permanent housing subsidy.
- Similarly, if attempts to refer individuals from the above two categories are made but shelter opportunities remain, the operators can refer households from the third prioritization level, or those who are "**Navigation Ready.**" These households have a VI-SPDAT score and are working with a Housing Navigator to become permanent housing "match ready."

- Finally after attempts are made to refer households from the above three categories, the shelter operators can refer priority level four, or "**Assessment Ready**" households, into the programs. Households meeting this criteria have a VI-SPDAT score.

### **MONTHLY REPORTING – DECEMBER 2018 & JANUARY 2019**

The charts below provide an overview of data captured in the 13th month of operations for the Single Adult Shelter operated by Alpha Project, which opened on December 1, 2017, and the Veterans Shelter operated by VVSD, which opened on December 22, 2017. The charts provide data captured in the 12th month of operations for the Shelter for Single Women and Families operated by FJV, which opened on January 3, 2018. The three shelters provide 674 beds nightly: the Single Adult Shelter has 324 beds, the Veterans Shelter has 200 beds, and the Families and Single Women's Shelter has 150 beds.

During the reporting period, several successes were noted by each of the operators. These include but are not limited to:

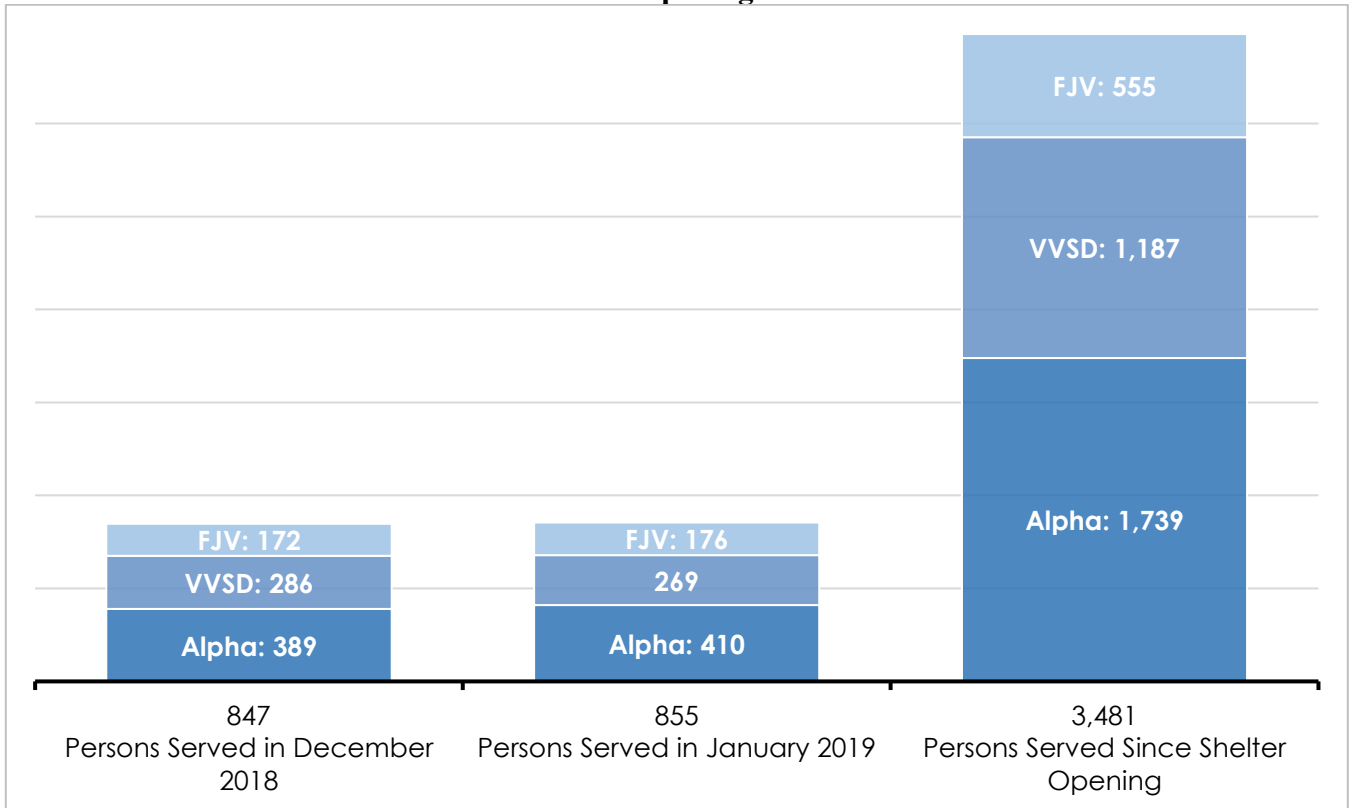
- 55 individuals successfully exited to permanent or longer term housing in December 2018<sup>1</sup>;
- 55 individuals successfully exited to permanent or longer term housing in January 2019<sup>2</sup>; and
- 653 individuals remained sheltered, and were receiving services and housing navigation support on January 31, 2019.

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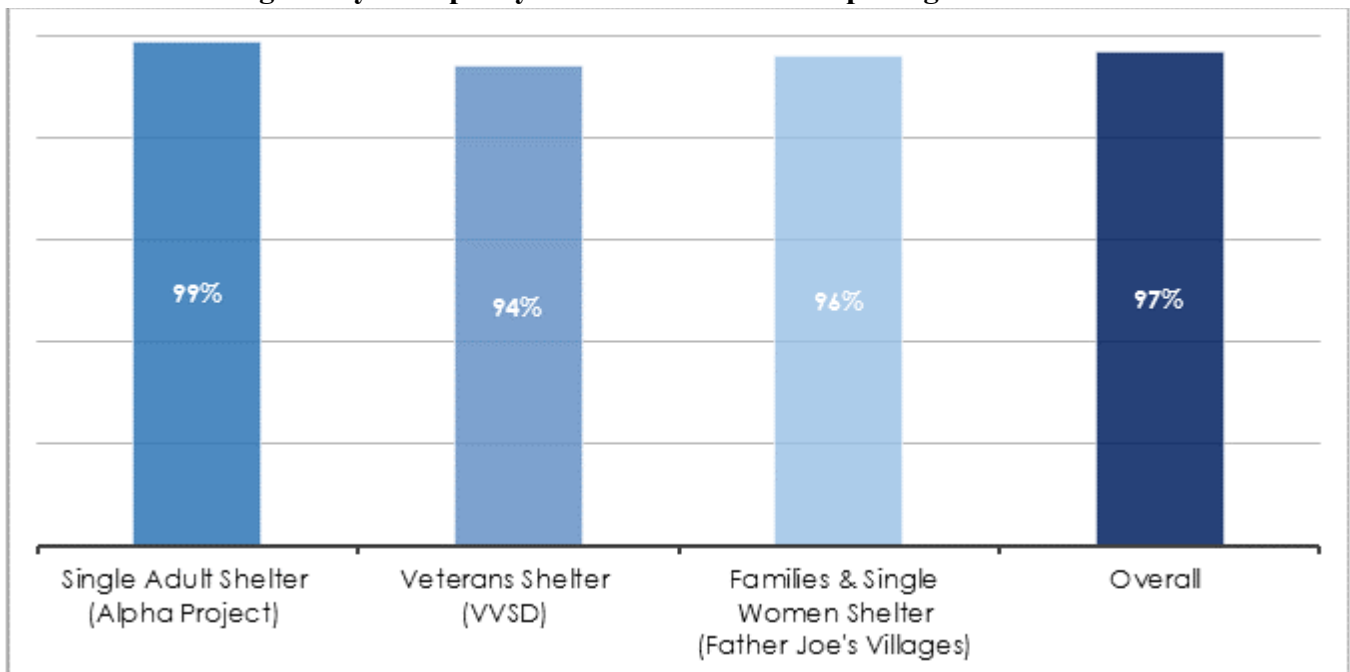
<sup>1</sup> This data includes all individuals exiting to permanent or other longer term housing, regardless of length of stay.

<sup>2</sup> This data includes all individuals exiting to permanent or other longer term housing, regardless of length of stay.

**Chart One: Total Persons Served Since Shelter Opening**

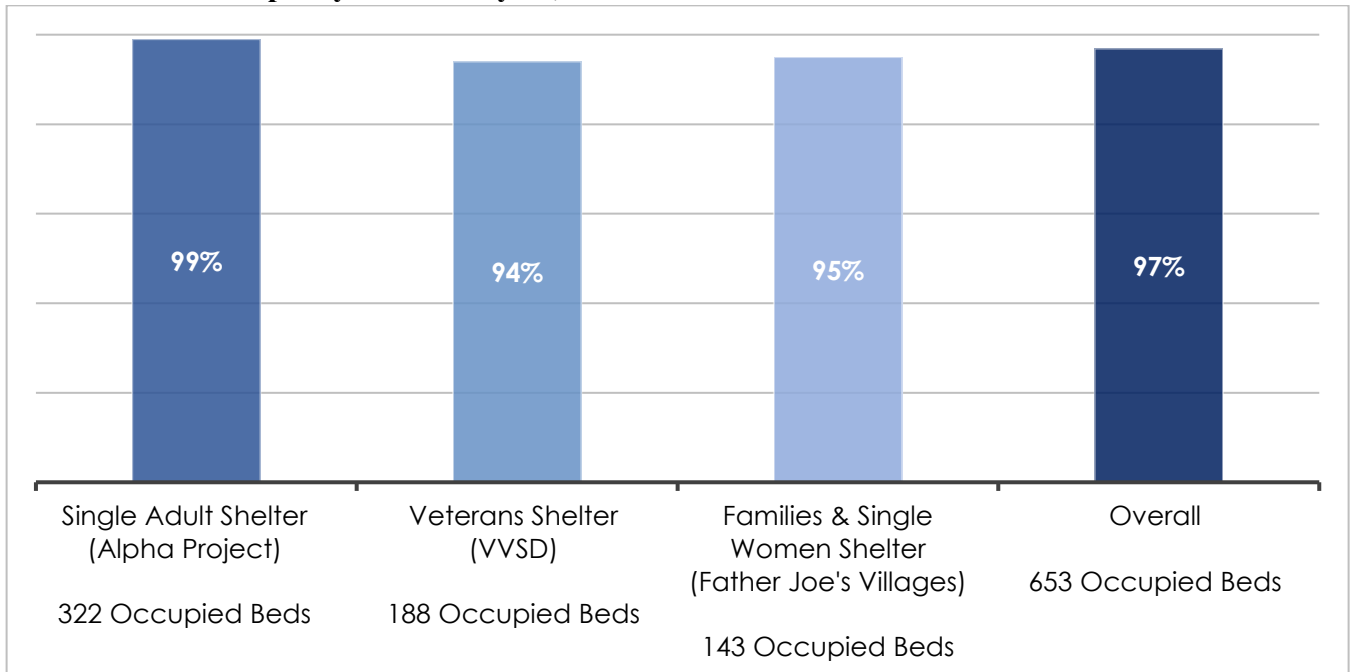


**Chart Two: Average Daily Occupancy Rate – Since Shelter Opening<sup>3</sup>**

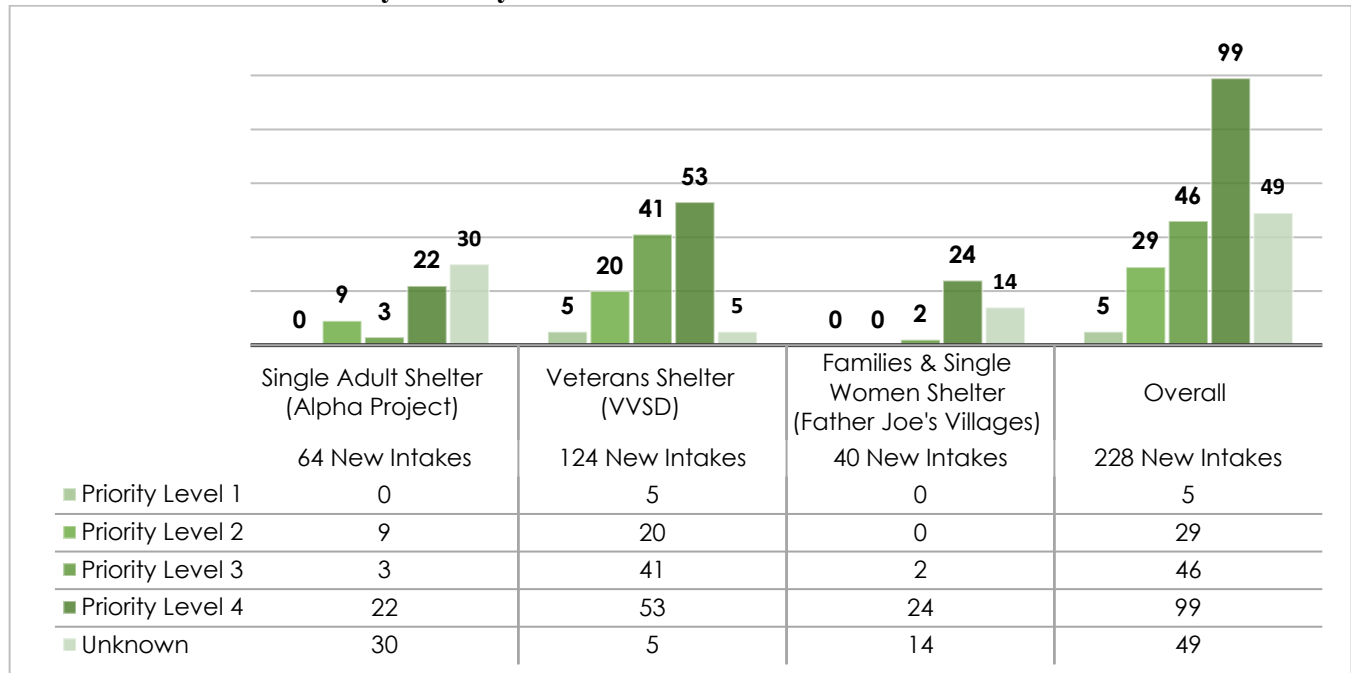


<sup>3</sup> Excludes 30-day ramp up period.

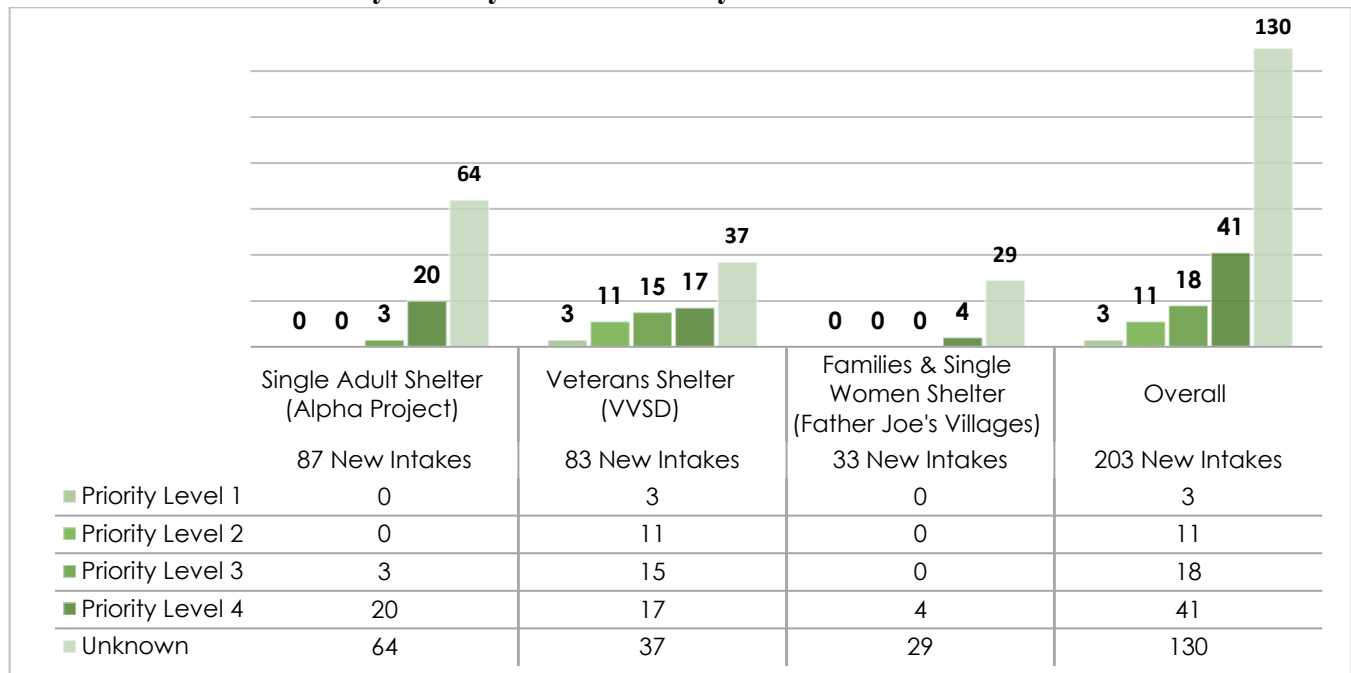
**Chart Three: Occupancy on January 31, 2019**



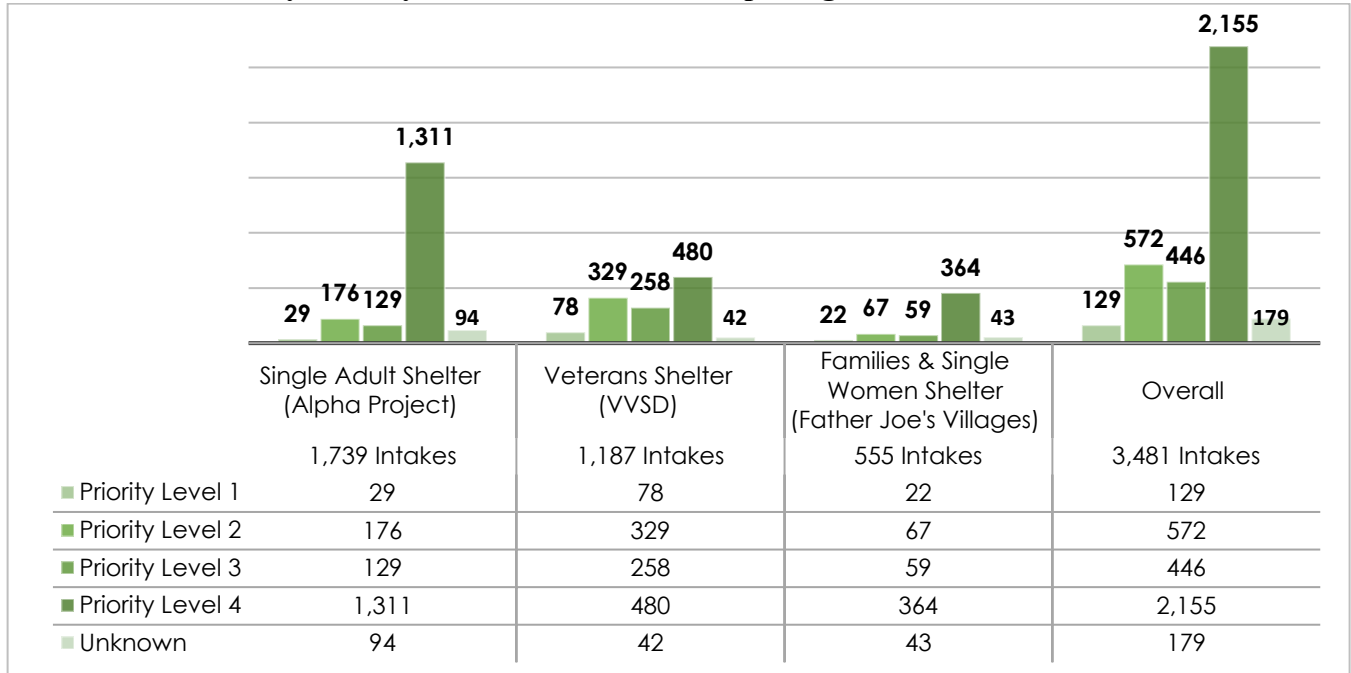
**Chart Four: New Intakes by Priority Level – December 2018**



**Chart Five: New Intakes by Priority Level – January 2019**

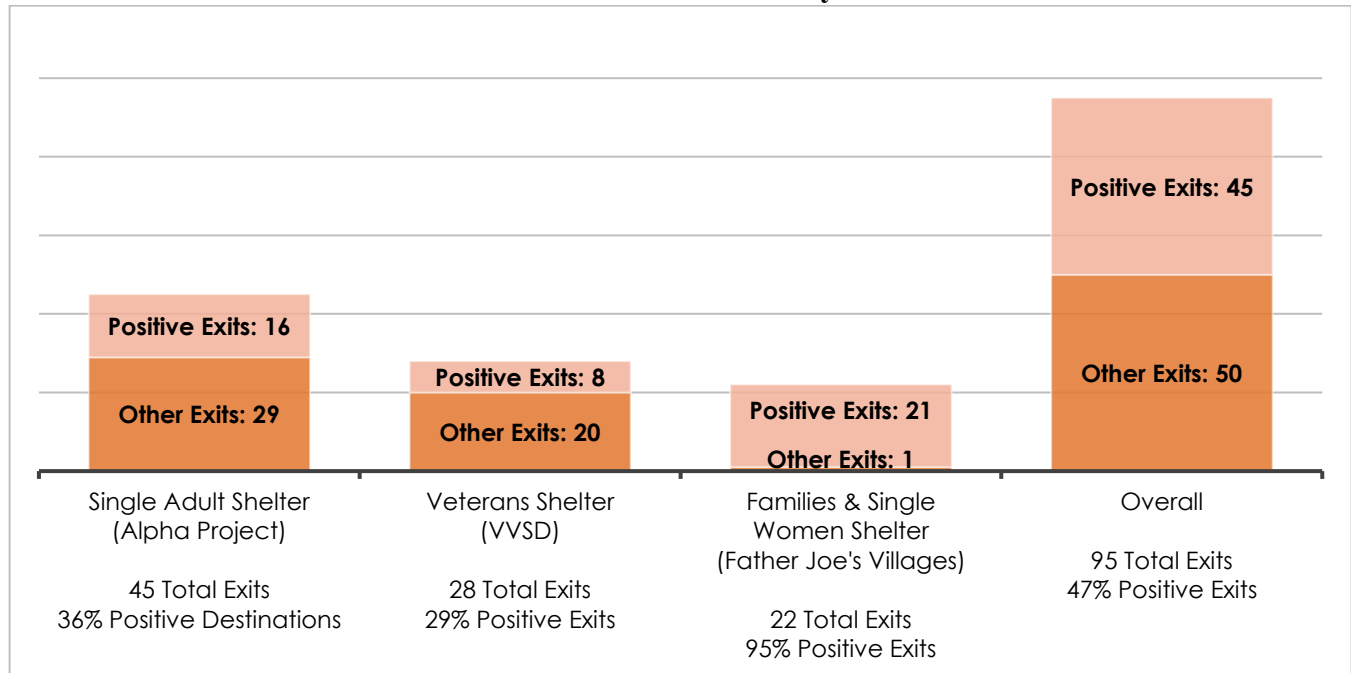


**Chart Six: Intakes by Priority Level – Since Shelter Opening**



Between December 22, 2018, and January 4, 2019, RTFH implemented a new Homeless Management Information System (HMIS) database. This new database does not yet contain information regarding a household’s status in the Coordinated Entry System (CES), including VI-SPDAT information, housing navigation status, and whether or not a person is “match ready” or “unit ready.” As a result, individuals entering one of the Temporary Bridge Shelters for the first time on or after December 22, 2018, have not yet had their priority levels identified and therefore are reflected in the above chart as “Unknown.” In conjunction with the implementation of the new HMIS database RTFH is revising the CES process, which may impact the definitions currently in place regarding priority levels. Consequently, the Housing Commission is conducting analysis of the updated CES Statuses as they relate to current prioritization categories, and in the coming months the Housing Commission will be recommending revision of the current priority level definitions described above to bring them in line with the revised CES process.

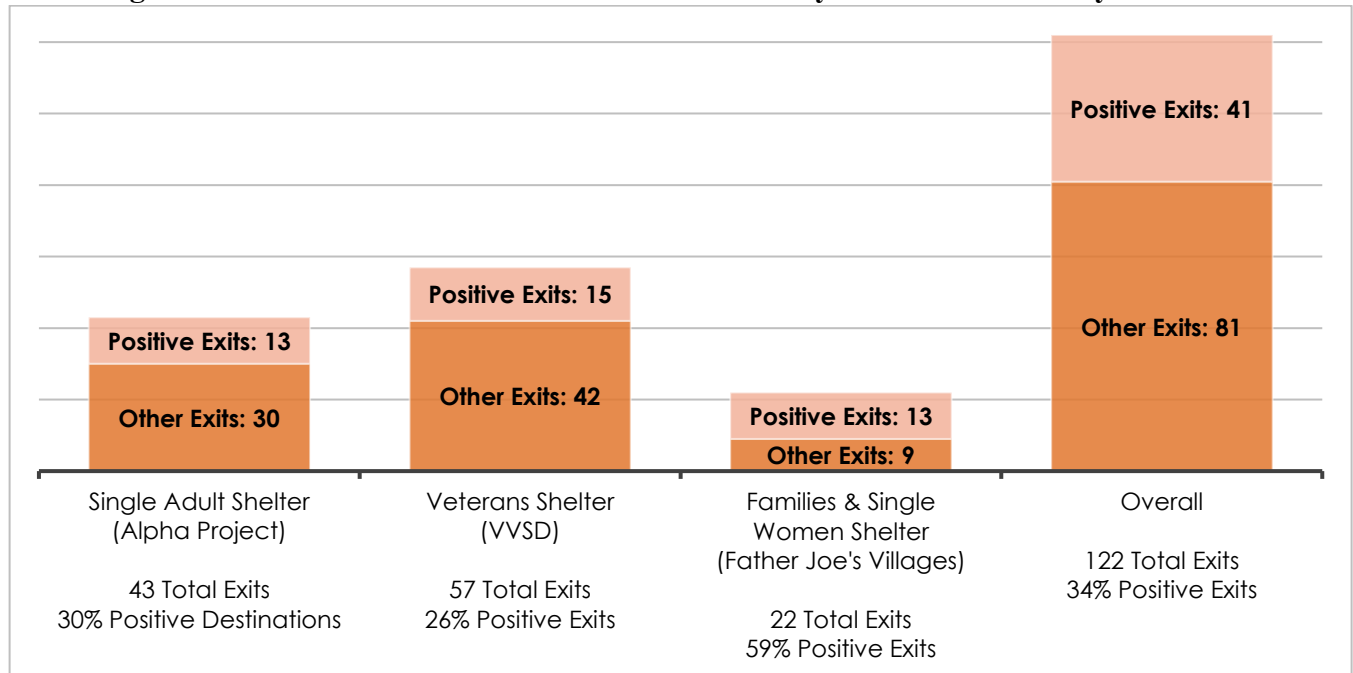
**Chart Seven: Positive Exits for Individuals in Shelter 30 Days or More – December 2018**



“Positive Exits” are measured in the current operating agreements as the percentage of exits to permanent or other longer term housing for individuals who exit the shelters after a shelter stay of 30 days or more. In December 2018, 55 individuals exited to permanent or other longer term housing across the three Bridge Shelter programs. Forty-five individuals from all three shelters had a positive exit as measured by the current operating agreements, representing 47 percent of all individuals exiting the shelters after a stay of 30 days or more. The 45 positive exits consisted of 38 exits to permanent housing and seven exits to other longer term housing. An additional 10 individuals exiting the shelter in less than 30 days also exited to permanent (three individuals) or other longer term housing (seven individuals).

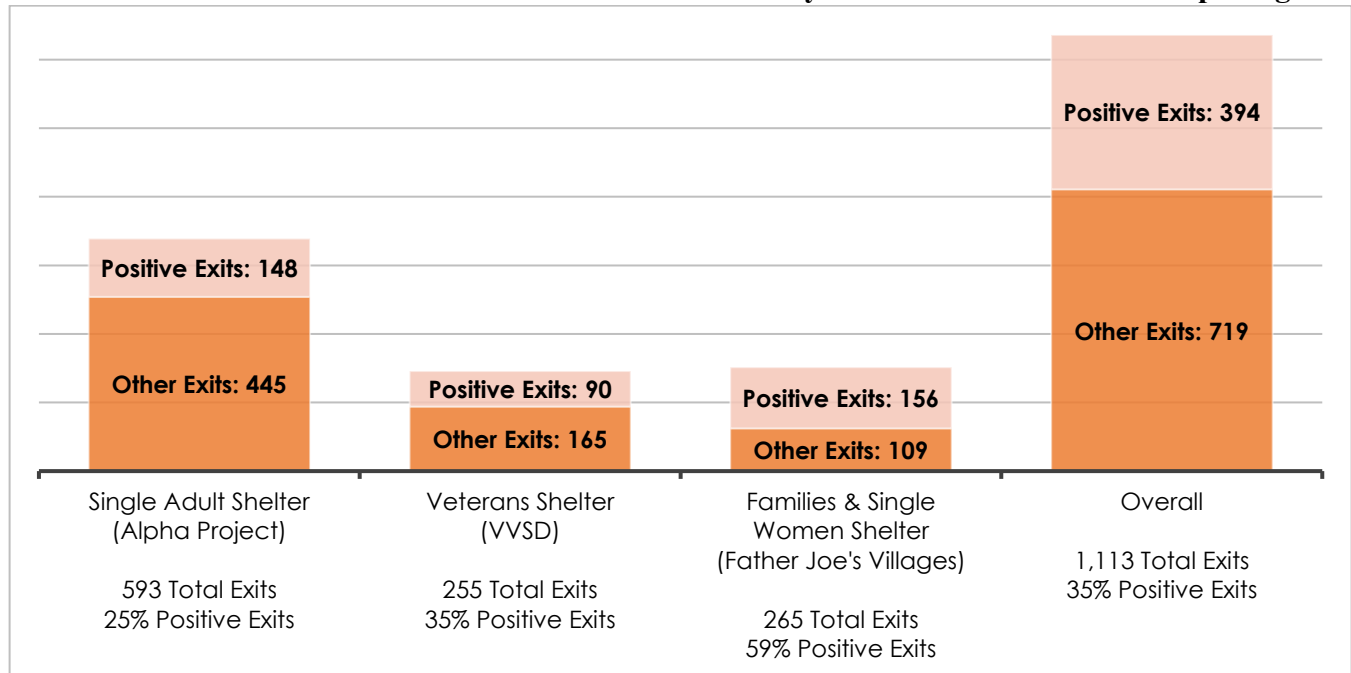


**Chart Eight: Positive Exits for Individuals in Shelter 30 Days or More – January 2019**



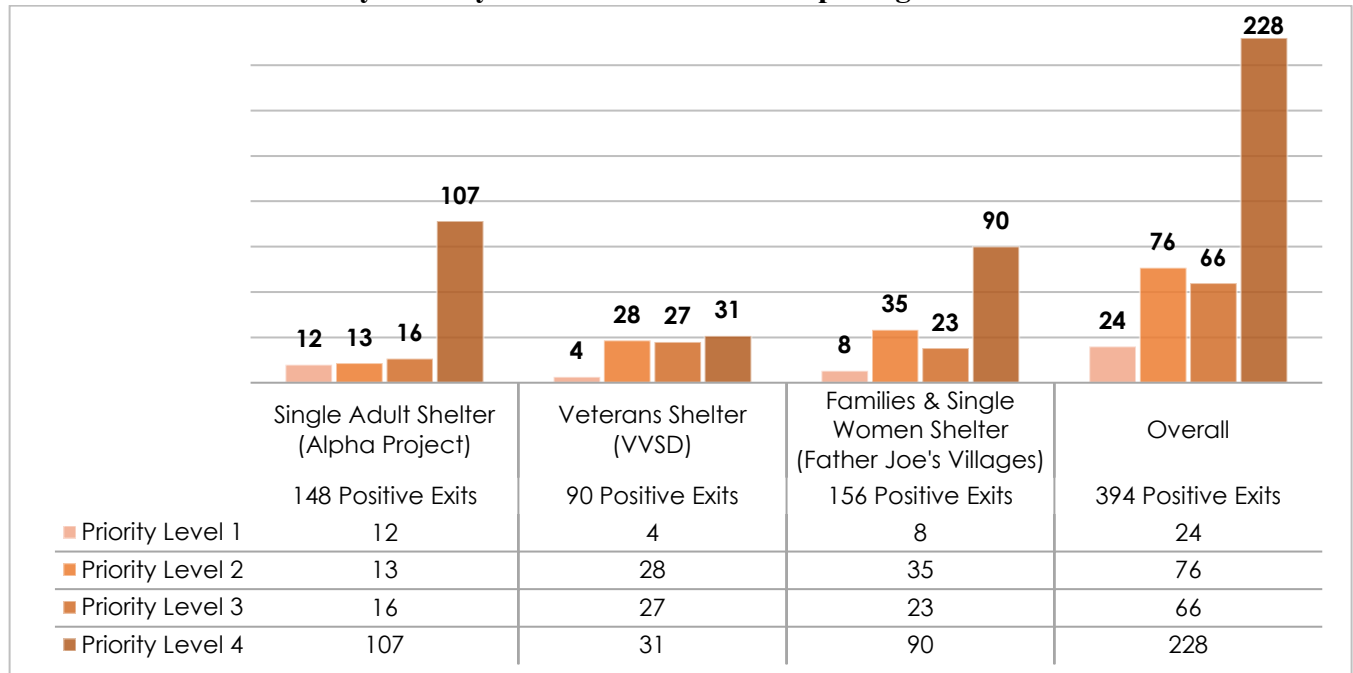
In January 2019, 55 individuals exited to permanent or other longer term housing overall. Forty-one individuals across all three shelters had a positive exit as measured by the current operating agreements, representing 34 percent of all individuals exiting the shelters after a stay of 30 days or more. The 41 positive exits consisted of 34 exits to permanent housing and seven exits to other longer term housing. An additional 14 individuals exiting the shelter in less than 30 days also exited to permanent (seven individuals) or other longer term housing (seven individuals).

**Chart Nine: Positive Exits for Individuals in Shelter 30 Days or More – Since Shelter Opening**

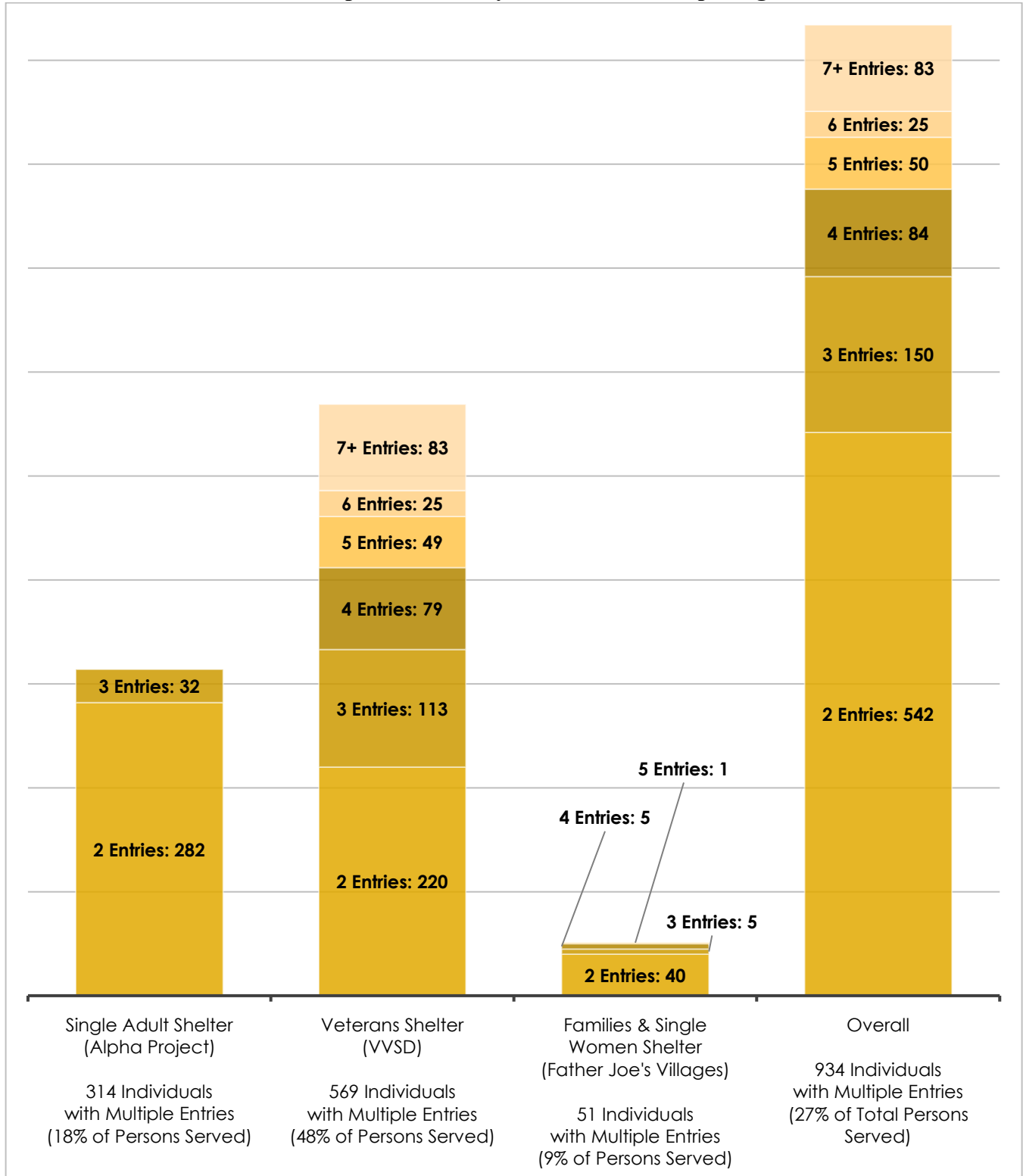


Since shelter opening, 610 individuals have exited the shelters to permanent or other longer term housing. From all three shelters, 394 individuals had a positive exit as measured by the current operating agreements, representing 35 percent of all individuals exiting the shelters after a stay of 30 days or more. The 394 positive exits consisted of 324 exits to permanent housing and 70 exits to other longer term housing. An additional 216 individuals exiting the shelters in less than 30 days also exited to permanent (128 individuals) or other longer term housing (88 individuals).

**Chart 10: Positive Exits by Priority Level – Since Shelter Opening**



**Chart 11: Individuals with Multiple Shelter Stays - Since Shelter Opening**



**Table One: Expense Actuals Compared to Budget – October 1, 2018-December 31, 2018**

<b>SHELTER</b>	<b>NOVEMBER OPERATING</b>	<b>DECEMBER OPERATING</b>	<b>*ACTUALS THROUGH 12/31/2018</b>	<b>BUDGET THROUGH 12/31/2018</b>	<b>UNDER/OVER SPEND</b>
<b>Single Adult (Alpha Project)</b>	\$480,802	\$397,976	\$1,237,772	\$1,772,403	\$(534,631)
<b>Veterans (VVSD)</b>	\$221,194	\$195,292	\$638,961	\$1,136,157	\$(497,196)
<b>Families &amp; Single Women (Father Joe’s Villages)</b>	\$197,260	\$124,634	\$477,335	\$824,164	\$(346,829)
<b>TOTALS</b>	<b>\$899,256.00</b>	<b>\$717,902.00</b>	<b>\$2,354,068.00</b>	<b>\$3,732,724.00</b>	<b>\$(1,378,656)</b>

The expenses incurred from October through December for the Bridge Shelter operational costs are \$1,378,656 under budget compared to the allocated budget for this time period. This is predominantly due to personnel costs that were lower than budgeted. In the September Housing Authority approval of the current operator’s contracts, additional funding was allocated to increase the case management and housing specialist resources at each shelter. As noted in the Shelter Activity Overview section of this report, recruitment for these new positions is currently underway. To date the shelters have not incurred costs related to the new staffing structure that is being implemented; however, personnel costs are expected to align with budgeted amounts as these positions are filled in the coming months.

**OUTREACH ACTIVITY**

The focus of the Temporary Bridge Shelter Outreach teams is to provide housing navigation services to unsheltered homeless individuals throughout the City. The outreach teams coordinate and target key areas within each Council District on a three-week rotational basis. Week one covers Districts 8, 4 and 1; week two covers Districts 9, 3 and 2; and week three covers Districts 7, 6 and 5. Additional activities are added weekly to follow up on previous engagements and respond to requests for outreach to specific locations. In addition to the scheduled outreach rotation across all districts, the Temporary Bridge Shelter Outreach teams partner with the San Diego Police Department’s Homeless Outreach Team (HOT) every Thursday, addressing specific areas throughout the City as determined by HOT.

In December 2018, Temporary Bridge Shelter Outreach teams engaged with a total of 290 individuals/households. This number is lower than the typical average of monthly engagements due to two main factors: the flooding that took place at the Alpha Shelter on December 5, which significantly impacted operational activities over the ensuing month, and the holiday season, which impacted staffing schedules. These engagements consisted of 227 interviews and 63 visual observations across all nine City Council Districts. The engagements in December resulted in:

- 7 shelter placements
- 156 referrals to shelter and transitional housing
- 22 referrals to medical services
- 24 referrals to mental health services

- 3 referrals to substance abuse treatment
- 18 referrals to income assistance services
- 206 basic services provided, including water, hygiene kits, blankets or clothing, and transportation assistance.

**Table Two: Engagements by City Council District – December 2018**

<b>DISTRICT</b>	<b>INTERVIEWS</b>	<b>VISUAL OBSERVATIONS</b>	<b>TOTAL ENGAGEMENTS</b>
<b>District 1</b>	2	3	<b>5</b>
<b>District 2</b>	4	6	<b>10</b>
<b>District 3</b>	169	29	<b>198</b>
<b>District 4</b>	3	4	<b>7</b>
<b>District 5</b>	0	0	<b>0</b>
<b>District 6</b>	0	0	<b>0</b>
<b>District 7</b>	0	4	<b>4</b>
<b>District 8</b>	13	7	<b>13</b>
<b>District 9</b>	27	5	<b>27</b>
<b>Unknown<sup>4</sup></b>	9	5	<b>14</b>
<b>TOTALS</b>	<b>227</b>	<b>63</b>	<b>290</b>

In January 2019, Temporary Bridge Shelter Outreach teams engaged with a total of 663 individuals/households. These engagements consisted of 573 interviews and 90 visual observations across all nine City Council Districts. The engagements in January resulted in:

- 10 shelter placements
- 501 referrals to shelter or transitional housing
- 1 placement into substance abuse treatment
- 22 referrals to medical services
- 21 referrals to mental health services
- 4 referrals to substance abuse treatment
- 19 referrals to income assistance services
- 472 basic services provided, including water, hygiene kits, blankets or clothing, and transportation assistance.

**Table Three: Engagements by City Council District – January 2019**

<b>DISTRICT</b>	<b>INTERVIEWS</b>	<b>VISUAL OBSERVATIONS</b>	<b>TOTAL ENGAGEMENTS</b>
<b>District 1</b>	0	0	0
<b>District 2</b>	45	19	64
<b>District 3</b>	455	34	489
<b>District 4</b>	12	10	22
<b>District 5</b>	1	0	1
<b>District 6</b>	2	0	2
<b>District 7</b>	7	3	10
<b>District 8</b>	43	9	52
<b>District 9</b>	3	10	13
<b>Unknown<sup>4</sup></b>	5	5	10
<b>TOTALS</b>	<b>573</b>	<b>90</b>	<b>663</b>

### **SHELTER ACTIVITY OVERVIEW**

The original contract agreements for the operation of the Temporary Bridge Shelters provided that a third-party evaluation of the shelters would begin in their fourth operating month. Focus Strategies, the third-party evaluator, provided recommendations to enhance the availability of housing-focused services.

Based on Focus Strategies' recommendations, the positive exits outcome goal for the Shelters was revised to state, "At least 30 percent of Program participants who remain in shelter for 30 days or greater will exit to permanent or other longer term housing." The total positive exits across all three Shelters in November and cumulatively since they opened exceeds this goal.

In addition, to provide stabilization to the high-need population being served, and to maximize opportunities to connect individuals to a variety of housing interventions, higher level case management and housing stabilization positions are needed. Based on input from the members of the Housing Authority, the evaluation recommendations have been incorporated into the Temporary Bridge Shelter Fiscal Year 2019 contracts. The updated operator contracts were approved by the Housing Commission Board of Commissioners on September 13, 2018, and the Housing Authority on September 18, 2018, as part of the approval to exercise the second option for renewal of the Temporary Bridge Shelter contracts.

Over the past several months, Housing Commission staff have worked with the operators to begin to implement the key recommendations of the evaluation, as approved by the Housing Authority. The

development of appropriate job descriptions for the new positions was completed, and the new positions were posted for recruitment. Operators<sup>4</sup> have been continuing to conduct interviews, and all recommended candidates are forwarded to Housing Commission staff for review. As anticipated, finding the appropriate staff, with the needed skillsets and the passion and commitment to work in these shelter settings takes considerable time and investment into the recruiting process. The recruitment is ongoing, and to date, seven staff have been approved for hire. In addition, building on training delivered by the Housing Commission's HOUSING FIRST – SAN DIEGO Prevention and Diversion team, the RTFH is providing training through a national expert on Prevention and Diversion practices region-wide in March. Since the last report, it has been determined that the current area of focus for the U.S. Department of Housing and Urban Development (HUD) Technical Assistance team assigned to San Diego does not encompass the specific areas of training recommended in the Focus Strategies evaluation. Therefore, Housing Commission staff are partnering with RTFH leadership to identify the appropriate expert(s) to deliver the training as recommended in the evaluation. The training schedule is still being determined but will take place in alignment with staff recruitment, orientation and initial training activities, and will also be open to other contracted agencies.

Respectfully submitted,



Lisa Jones  
Senior Vice President  
Homeless Housing Innovations  
San Diego Housing Commission

Approved by,



Jeff Davis  
Executive Vice President & Chief of Staff  
San Diego Housing Commission

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<sup>4</sup> Alpha Project and VVSD are in active recruitment. Recruitment at Father Joe's Villages is currently on hold due to the anticipated closure of the shelter at the current site and the projected time it will take for re-assembly once a new site has been secured.