



INFORMATIONAL REPORT

DATE ISSUED: July 11, 2019

REPORT NO: HCR19-078

ATTENTION: Chair and Members of the San Diego Housing Commission
For the Agenda of July 18, 2019

SUBJECT: May 2019 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 (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. 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,

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(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 Father Joe's Villages 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 Shelters, and the Housing Commission's federal Moving to Work (MTW) funds were allocated to fund the Shelters operated by Alpha Project and VVSD.

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.

Current prioritization categories are based on historical CES statuses. As part of the request for award of new operator agreements that was approved by the Housing Authority on June 11, 2019, new Priority Status level definitions will be implemented beginning July 1, 2019. The following definitions, designed to reflect current CES operations, will be used to determine prioritization into the Bridge Shelters:

- CES Service Level 1: Households who are matched to a permanent housing subsidy in CES;
- CES Status Level 2: Households who have been assessed by any component of the CES Triage Tool, or have at least one entry into a homeless dedicated service project in the Homeless Management Information System (HMIS);
- CES Status Level 3: Households who do not have a profile in HMIS, or do have a profile but do not have an entry into a homeless-dedicated services project in HMIS within the past two years.

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For the purposes of reporting on activities in the month of May, the existing prioritization categories are still being utilized:

- Top priority is given to households who are "**Unit Ready**." This means those who have a Vulnerability Index – Service Prioritization Decision Assistance Tool (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 – MAY 2019

The charts below provide an overview of data captured in the 18th 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 17th month of operations for the Shelter for Single Women and Families operated by FJV, which opened on January 3, 2018. The three shelters provide 665 beds nightly: the Single Adult Shelter has 324 beds, the Veterans Shelter has 200 beds, and the Shelter for Single Women and Families at its current Golden Hall location provides up to a maximum of 141 beds (which includes nine cribs).

On April 1, 2019, the Shelter for Single Women and Families relocated from the intersection of 14th Street and Commercial Avenue to the San Diego Concourse, including a portion of Golden Hall, located at 202 C Street. During January and February 2019, in partnership with the RTFH, FJV Bridge Shelter staff, Housing Commission staff and RTFH staff piloted new potential CES case conferencing and program matching practices to targeted populations. This concentrated effort of resources and testing of new practices increased the number of housing opportunities available at the Shelter for Single Women and Families, which resulted in higher than normally expected positive exits, and also slightly lower occupancy rates as households transitioned into permanent housing.

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

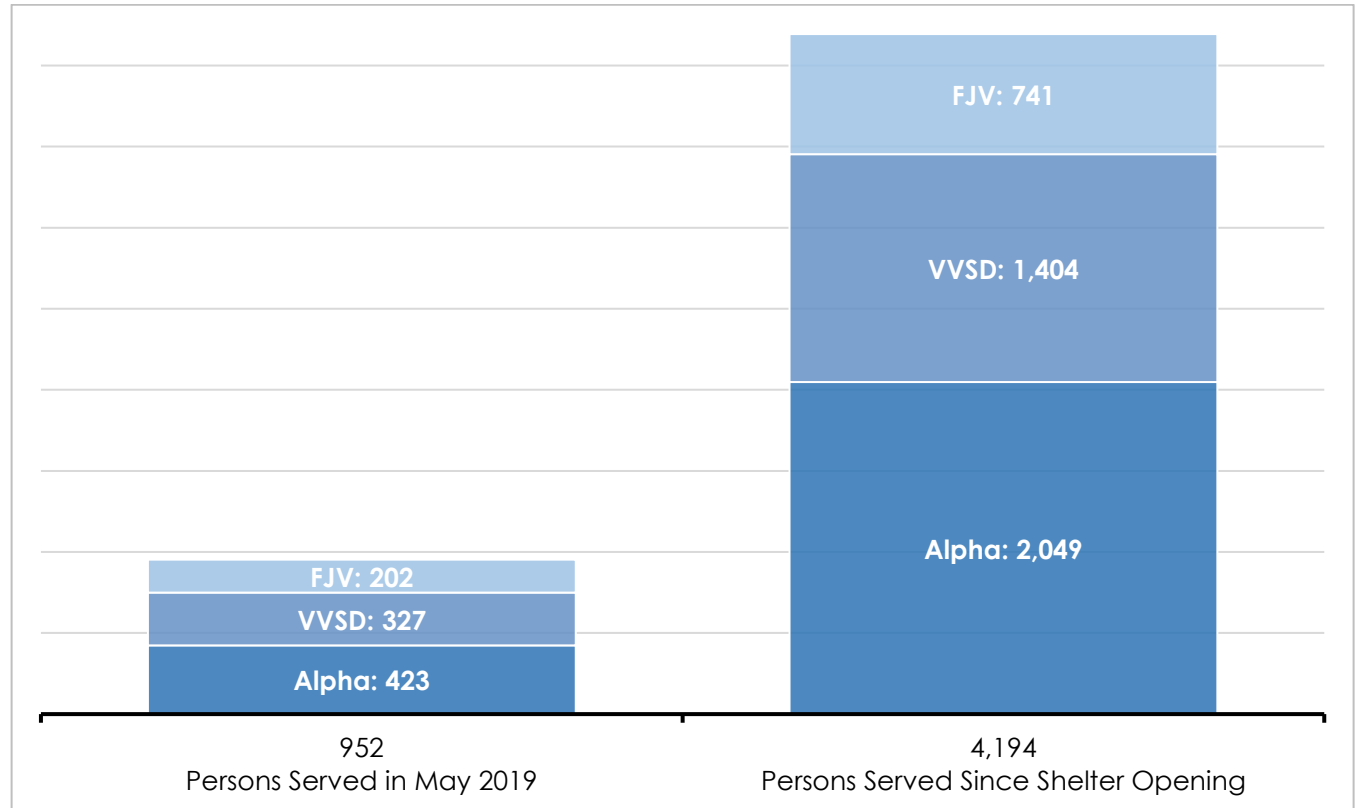
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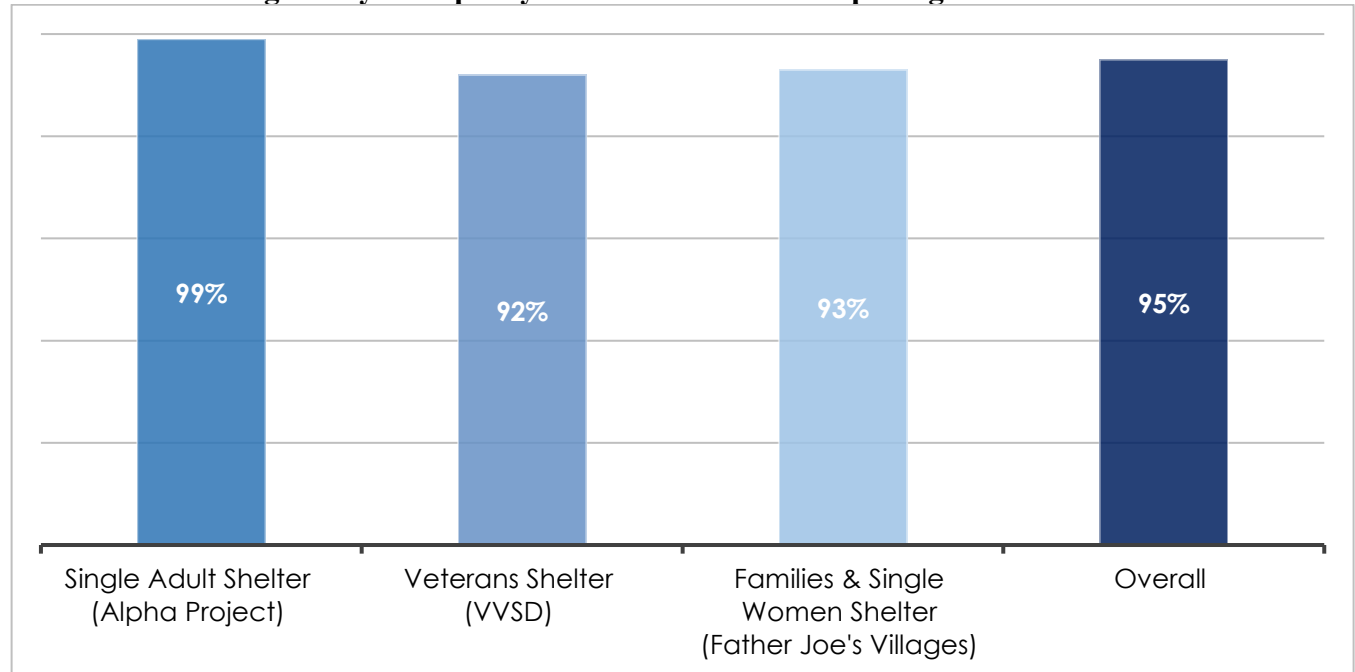
- 82 individuals successfully exited to permanent or longer term housing in May 2019¹; and
- 620 individuals remained sheltered and were receiving services and housing navigation support on May 31, 2019.

Chart One: Total Persons Served



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

Chart Two: Average Daily Occupancy Rate – Since Shelter Opening²



² Excludes 30-day ramp up period.

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Chart Three: Occupancy on May 31, 2019

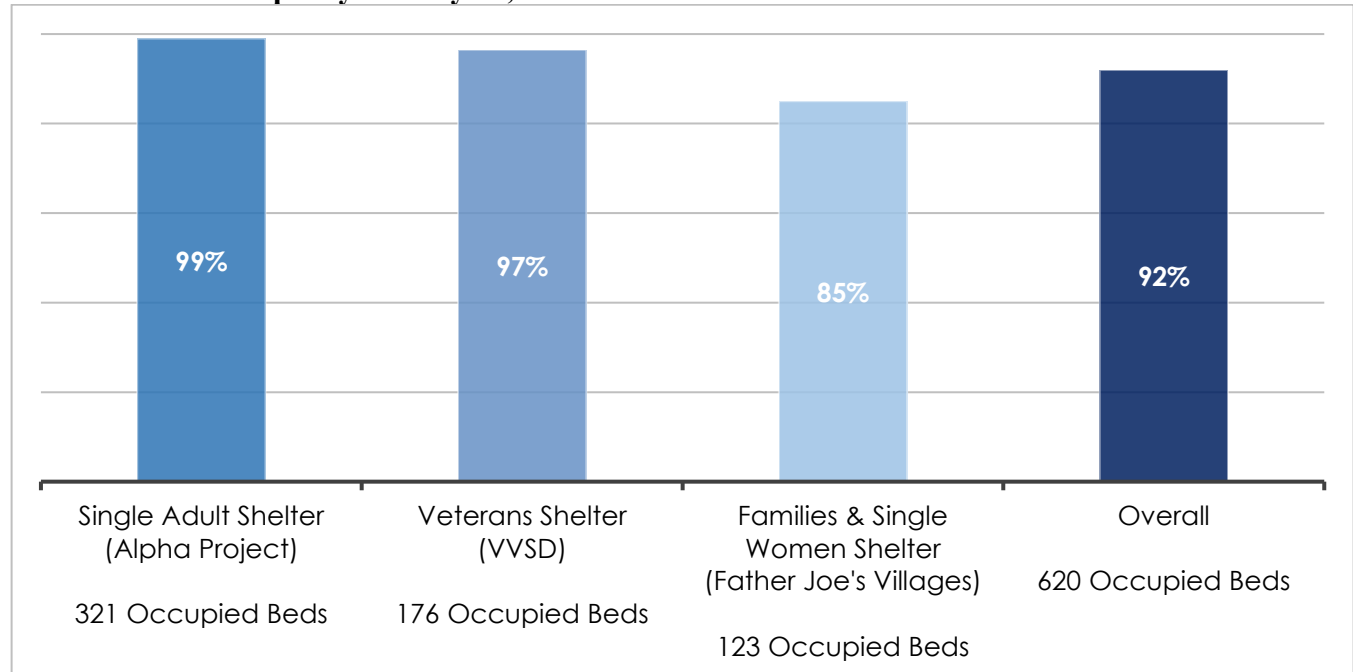


Chart Four: New Intakes by Priority Level – May 2019

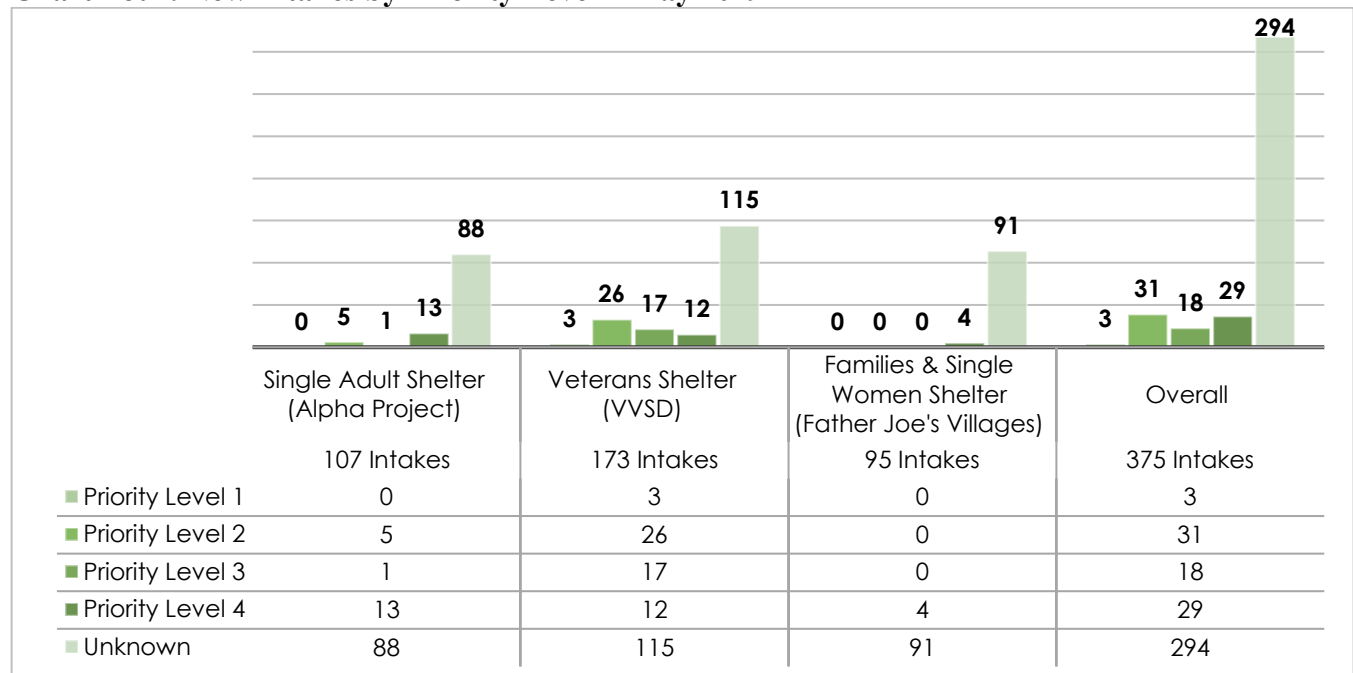
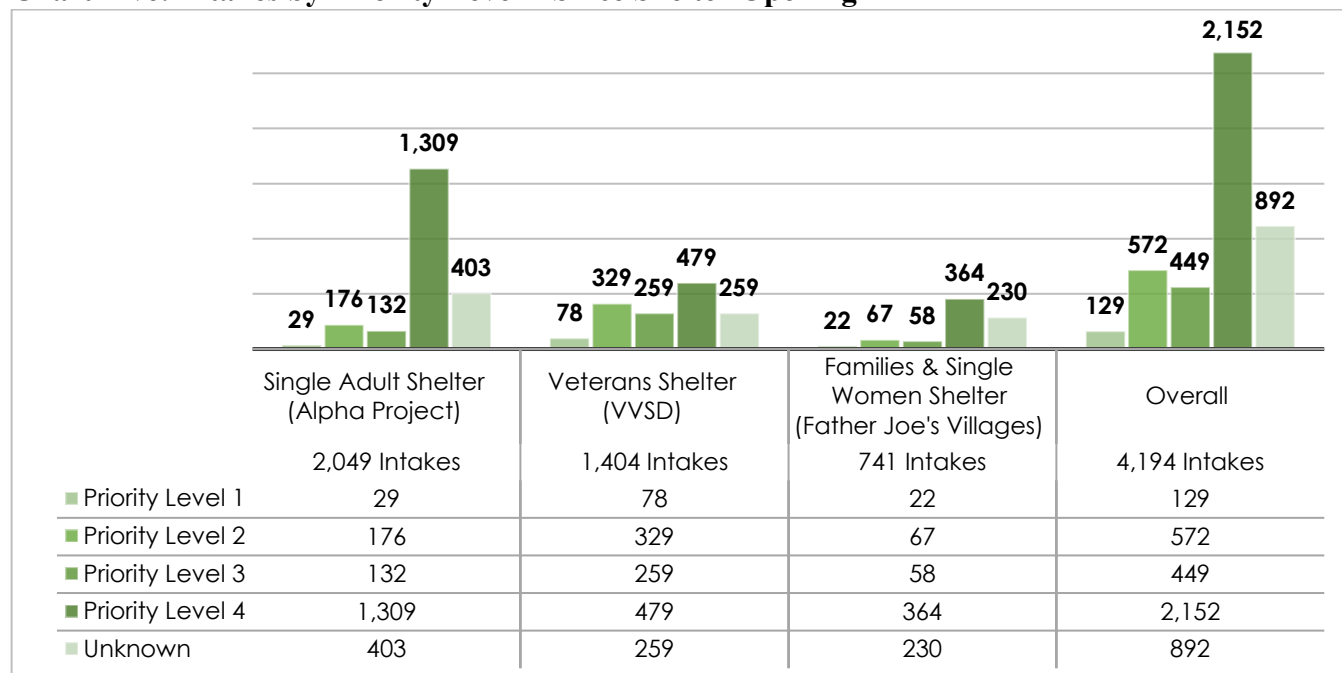
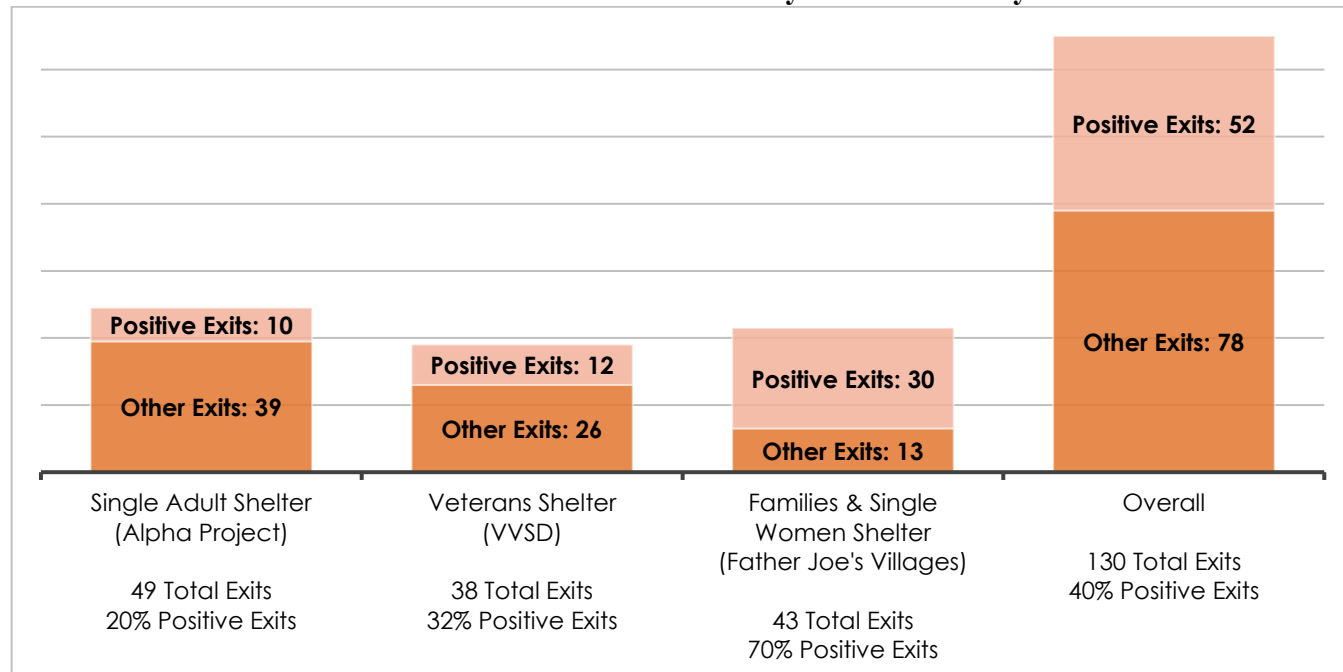


Chart Five: Intakes by Priority Level – Since Shelter Opening



Between December 22, 2018, and January 4, 2019, RTFH implemented a new HMIS database. This new database does not yet contain information regarding a household's status in the 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 Bridge Shelters for the first time on or after December 22, 2018, have not yet had their priority levels identified in HMIS and therefore are reflected in the above chart as "Unknown." In conjunction with the implementation of the new HMIS database, RTFH has restructured CES, necessitating a re-examination of the priority level definitions. As part of the recommendation to execute new operator agreements for the three Bridge Shelters for FY2020 operations, which was approved by the Housing Authority on June 11, 2019, the Housing Commission recommended that the four priority levels be redefined to three CES service levels. The service level definitions reflect the more simplified and streamlined CES that is intended to create better access to available housing subsidies. Additionally, a household's service level designation at entry will help to inform case planning at the Bridge Shelters. Lastly, the redefined service levels also allow for more accurate and automated reporting through HMIS.

Chart Six: Positive Exits for Individuals in Shelter 30 Days or More – May 2019



“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 May 2019, 82 individuals exited to permanent or other longer term housing across the three Bridge Shelter programs. Fifty-two individuals from all three shelters had a positive exit as measured by the current operating agreements, representing 40 percent of all individuals exiting the shelters after a stay of 30 days or more. The 52 positive exits consisted of 42 exits to permanent housing and 10 exits to other longer-term housing. An additional 30 individuals exiting the shelter in less than 30 days also exited to permanent (18 individuals) or other longer-term housing (12 individuals).

Chart Seven: All Exits to Permanent or Other Longer-Term Housing – May 2019

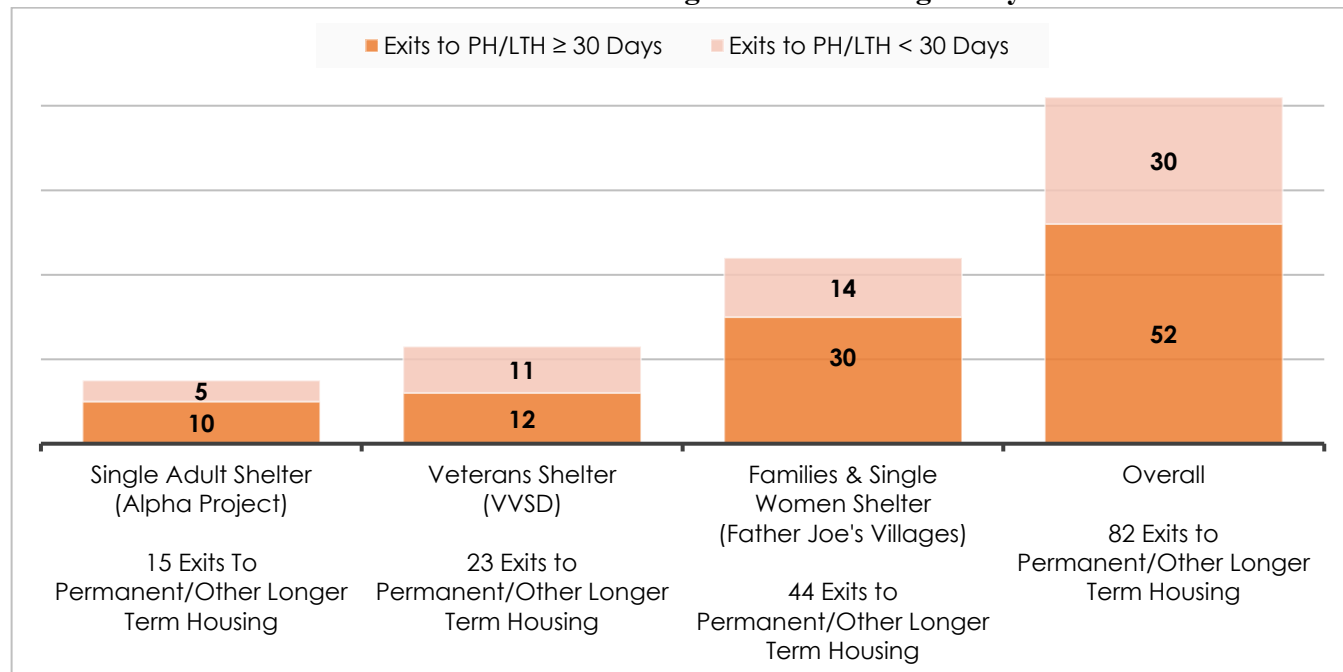
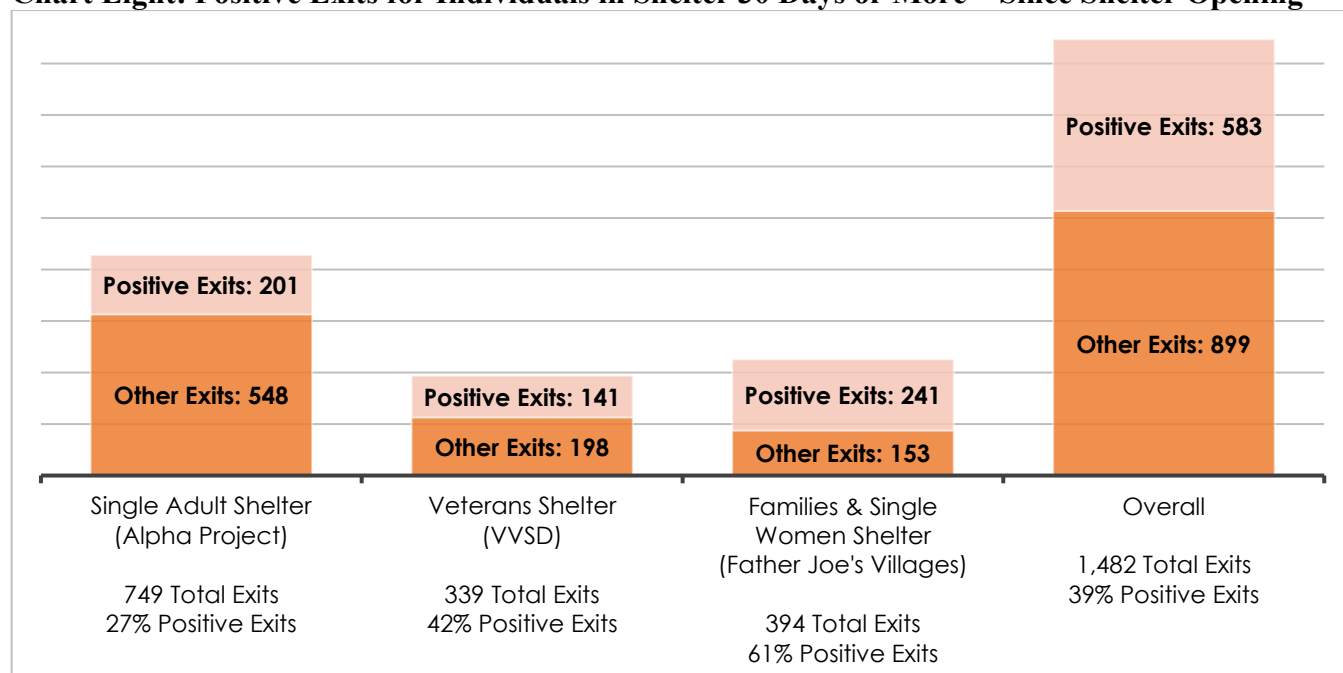


Chart Eight: Positive Exits for Individuals in Shelter 30 Days or More – Since Shelter Opening



Since shelter opening, 862 individuals have exited the shelters to permanent or other longer term housing. From all three shelters, 583 individuals had a positive exit as measured by the current operating agreements, representing 39 percent of all individuals exiting the shelters after a stay of 30 days or more. The 583 positive exits consisted of 492 exits to permanent housing and 91 exits to other longer term housing. An additional 279 individuals exiting the shelters in less than 30 days also exited to permanent (163 individuals) or other longer term housing (116 individuals).

Chart Nine: All Exits to Permanent or Other Longer-Term Housing – Since Shelter Opening

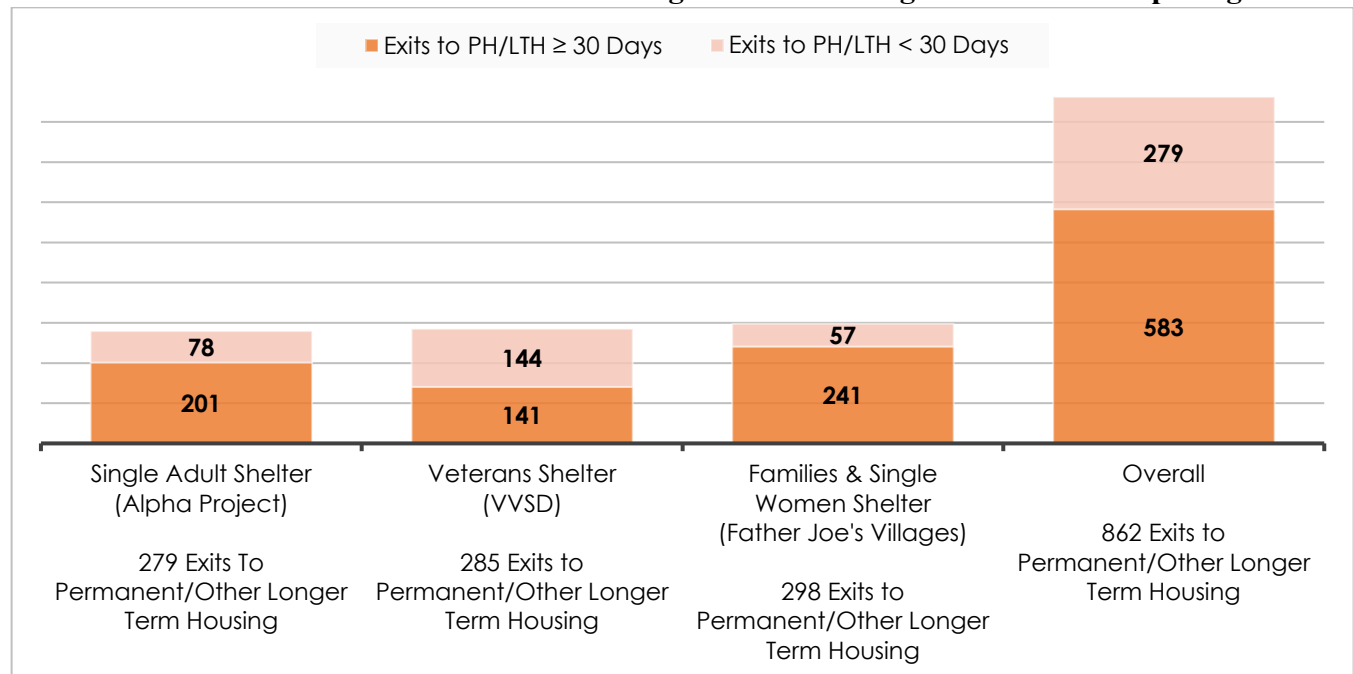


Chart 10: Positive Exits by Priority Level – Since Shelter Opening

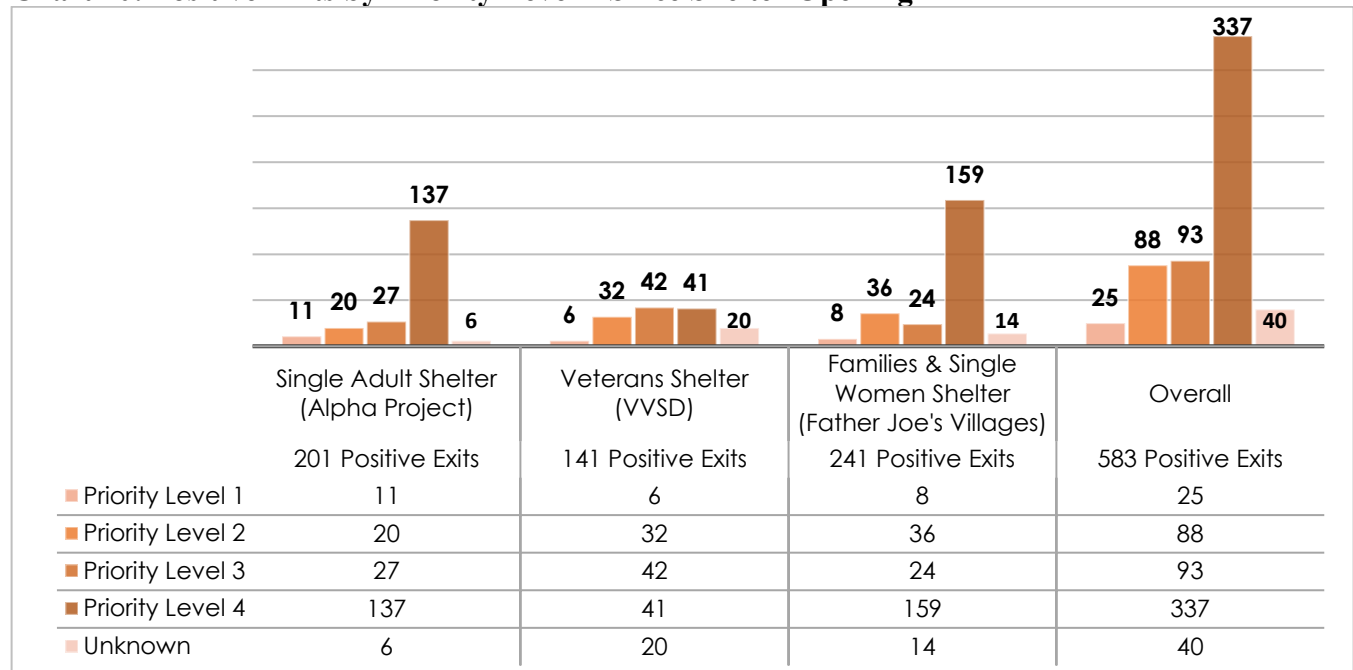


Chart Nine: Individuals with Multiple Shelter Stays - Since Shelter Opening

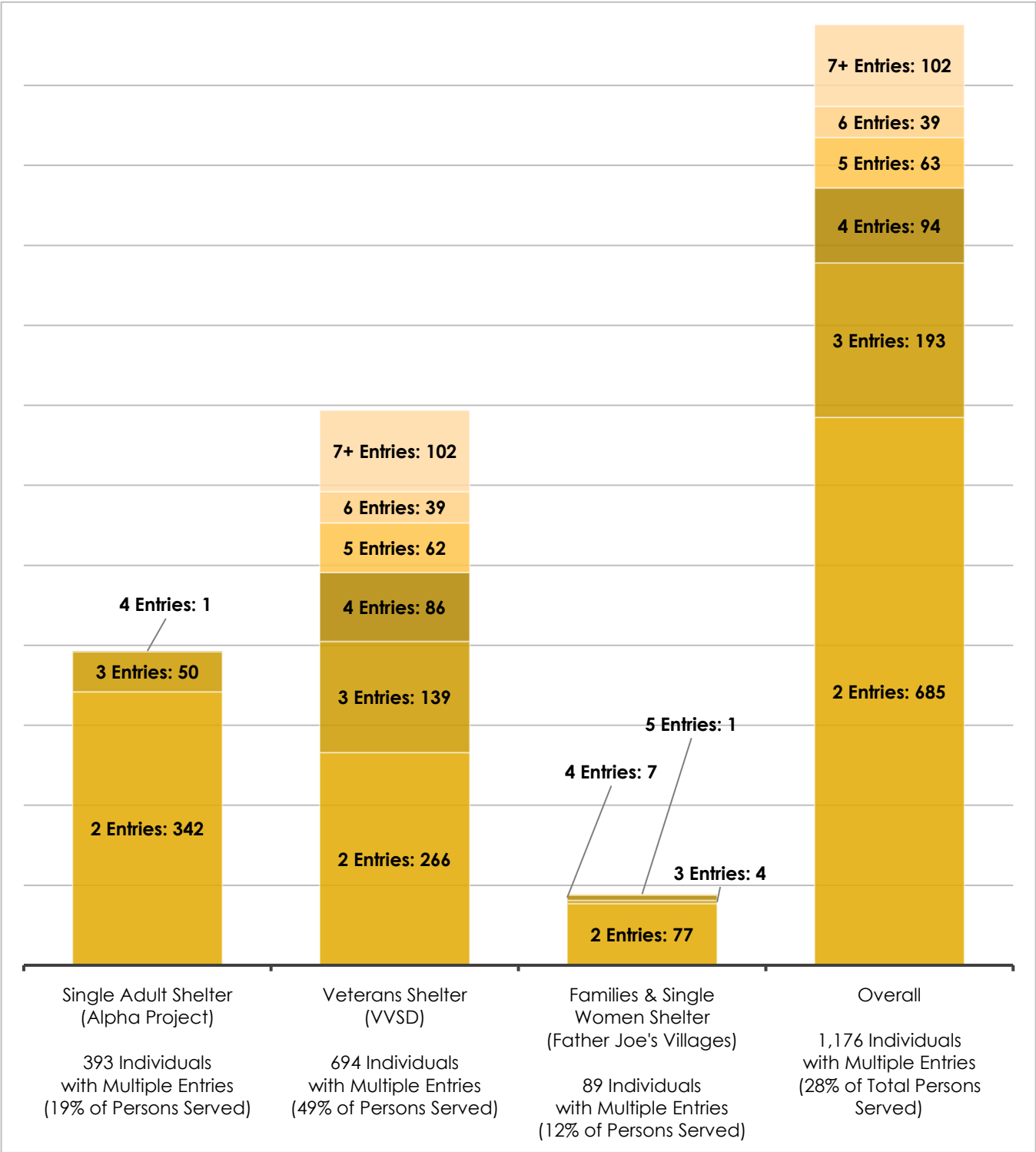


Table One: Expense Actuals Compared to Budget – October 1, 2018-April 30, 2019

SHELTER	APRIL OPERATING	*ACTUALS THROUGH 04/30/2019	BUDGET THROUGH 04/30/2019	UNDER/ OVER SPENT
Single Adult (Alpha Project)	\$388,217	\$2,714,613	\$3,101,705	\$(387,092)
Veterans (VVSD)	\$247,213	\$1,590,249	\$2,053,707	\$(463,458)
Families & Single Women (Father Joe's Villages)	\$196,044	\$1,133,439	\$1,442,286	\$(308,847)
TOTALS	\$831,474	\$5,438,301	\$6,597,698	\$(1,159,397)

The expenses incurred from October 2018 through April 2019 for the Bridge Shelter operational costs are \$1,159,397 less than the allocated budget for this time period. This is predominantly due to personnel costs that were lower than budgeted. In the September 2018 Housing Authority approval of the operator 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 ongoing. To date, the shelters incurred minimal 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. As of June 12, 2019, 22 positions have been approved across the three operators; 15 have been hired, five declined the offers, and three are pending final operator employment screening. Two positions with start dates in February and March 2019 resigned in May 2019. There are 17 positions currently under recruitment.

OUTREACH ACTIVITY

The focus of the 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 May 2019, Temporary Bridge Shelter Outreach teams reported a total of 297 engagements. These engagements consisted of 255 interviews and 42 visual observations across all nine City Council Districts. The reported engagements in May are lower than is typical of the Bridge Shelter Outreach teams due to some technical issues with the survey application utilized by the teams through ArcGIS. The Housing Commission and the Bridge Shelter Outreach teams are working with the City's Department of Information Technology, who administers the ArcGIS survey application, to rectify the reporting issues for future months.

The engagements in May 2019 resulted in:

- 15 shelter placements
- 225 referrals to shelter and transitional housing
- 6 referrals to medical services
- 2 referrals to mental health services
- 5 referrals to income assistance services
- 197 basic services provided, including water, hygiene kits, blankets or clothing, and transportation assistance.

Table Two: Reported Engagements by City Council District – May 2019

DISTRICT	INTERVIEWS	VISUAL OBSERVATIONS	TOTAL ENGAGEMENTS
District 1	0	0	0
District 2	9	22	31
District 3	164	11	175
District 4	3	0	3
District 5	3	1	4
District 6	0	0	0
District 7	7	1	8
District 8	63	4	67
District 9	6	2	8
Unknown ³	0	1	1
TOTALS	255	42	297

SHELTER ACTIVITY OVERVIEW

The original contract agreements for the operation of the 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 May and cumulatively since they opened exceeds this goal.

³ Geolocation error in the ArcGIS application resulting in unknown district and neighborhood location.

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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 Bridge Shelter 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 Bridge Shelter contracts.

To augment the implemented staffing changes, and bring robust supports to the shelter operators, the Housing Commission is procuring industry experts to provide intensive housing-focused shelter training and technical assistance to the Bridge Shelter staff throughout Fiscal Year 2020. Further details on this activity were brought to the Housing Commission for review on May 3, 2019, and the Housing Authority for approval on June 11, 2019, when the recommendation to execute operating agreements for the three Bridge Shelters for FY2020 was presented.

Respectfully submitted,



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Homeless Housing Innovations
San Diego Housing Commission

Approved by,



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

Hard copies are available for review during business hours at the security information desk in the main lobby and at the fifth floor reception desk 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 in the "Governance & Legislative Affairs" section of the San Diego Housing Commission website at www.sdhc.org.