



INFORMATIONAL REPORT

DATE ISSUED: August 29, 2019

REPORT NO: HCR19-083

ATTENTION: Chair and Members of the San Diego Housing Commission
For the Agenda of September 6, 2019

SUBJECT: June and July 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,

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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 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: single adults, Veterans, and families with children, based on prioritization categories.

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

The service level definitions reflect a more simplified and streamlined CES that has been implemented by RTFH and 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 will also allow for more accurate and automated reporting through HMIS.

MONTHLY REPORTING – JUNE 2019 & JULY 2019

The charts below provide an overview of data captured in the 19th and 20th months 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 18th and 19th months 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 and nine cribs.

Between December 22, 2018, and January 4, 2019, RTFH implemented a new HMIS database. In conjunction with the implementation of the new database, RTFH has restructured CES, and is currently collaborating with the database vendor to finalize an updated prioritized CES by-name-list. The CES prioritized by-name-list will be an integral component in generating reporting data for the three redefined CES service levels approved by the Housing Authority on June 11, 2019. As soon as that reporting is available through the HMIS, and the Housing Commission has been able to ensure the integrity of the data, updated information regarding the clients' services levels when entering the shelters and their exit destinations will be provided.

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 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. Similar case conferencing practices have also been piloted at the Veterans Shelter, which has also led to an increase in positive exits. RTFH has now established regular community-wide case conferencing meetings, and are planning to phase out these project-specific case conferencing meetings at the Bridge Shelters.

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

- 56 individuals successfully exited to permanent or longer term housing in June 2019¹;
- 51 individuals successfully exited to permanent or longer term housing in July 2019²; and
- 645 individuals remained sheltered and were receiving services and housing navigation support on July 31, 2019.

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

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

Chart One: Total Persons Served

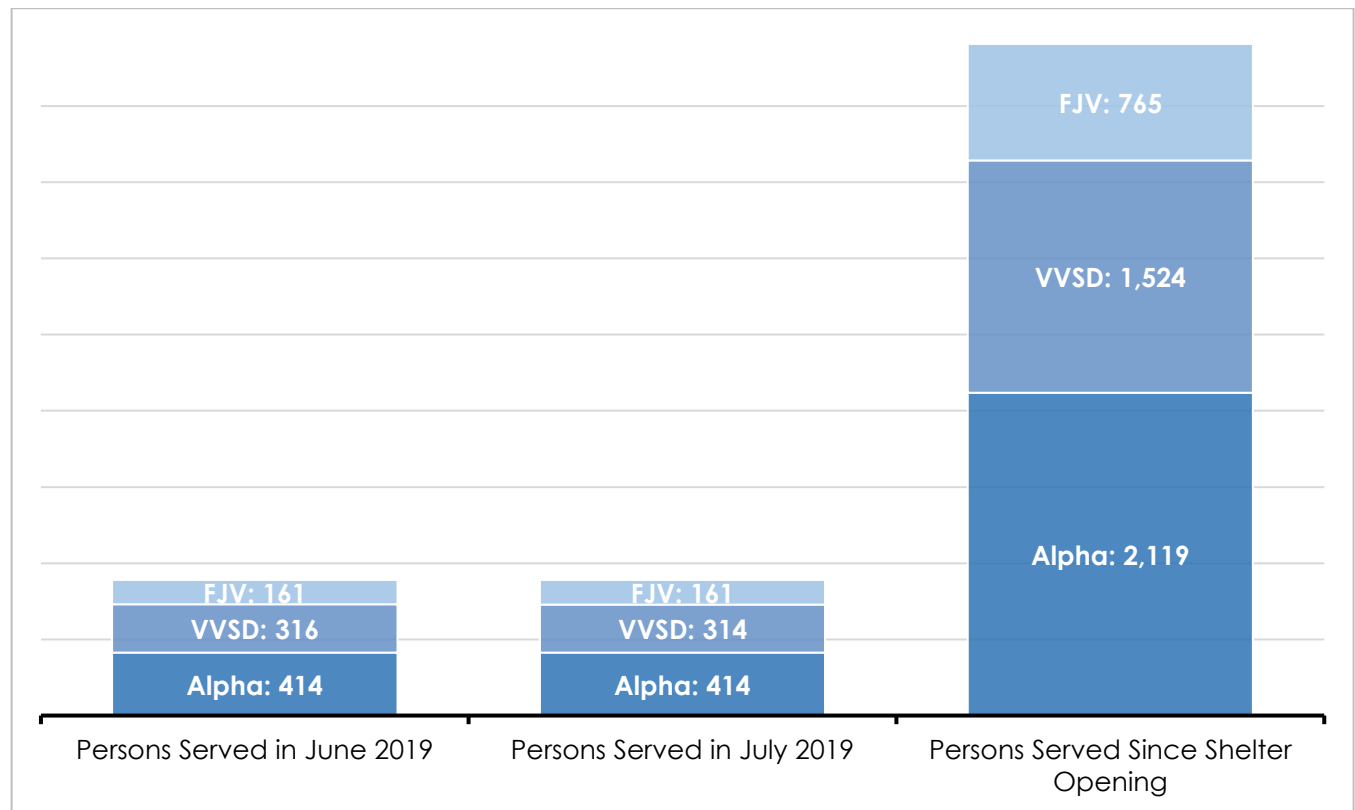
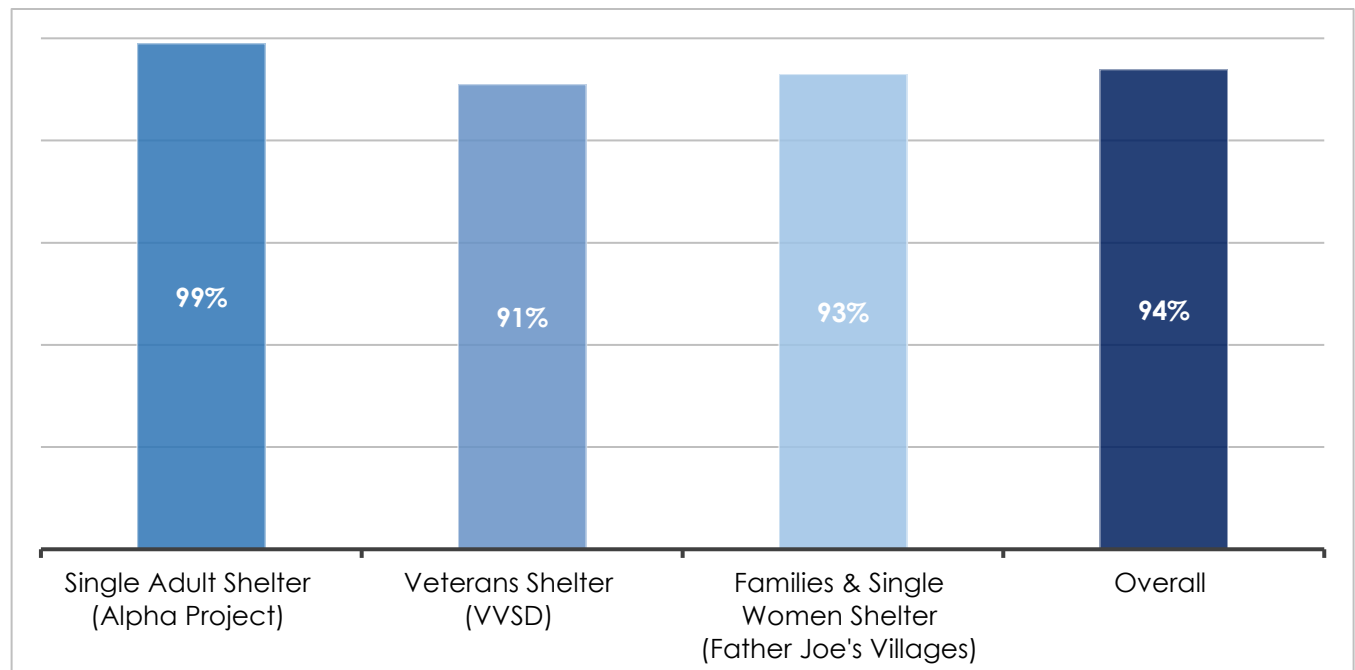


Chart Two: Average Daily Occupancy Rate – Since Shelter Opening³



³ Excludes 30-day ramp up period.

Chart Three: Occupancy on June 30, 2019

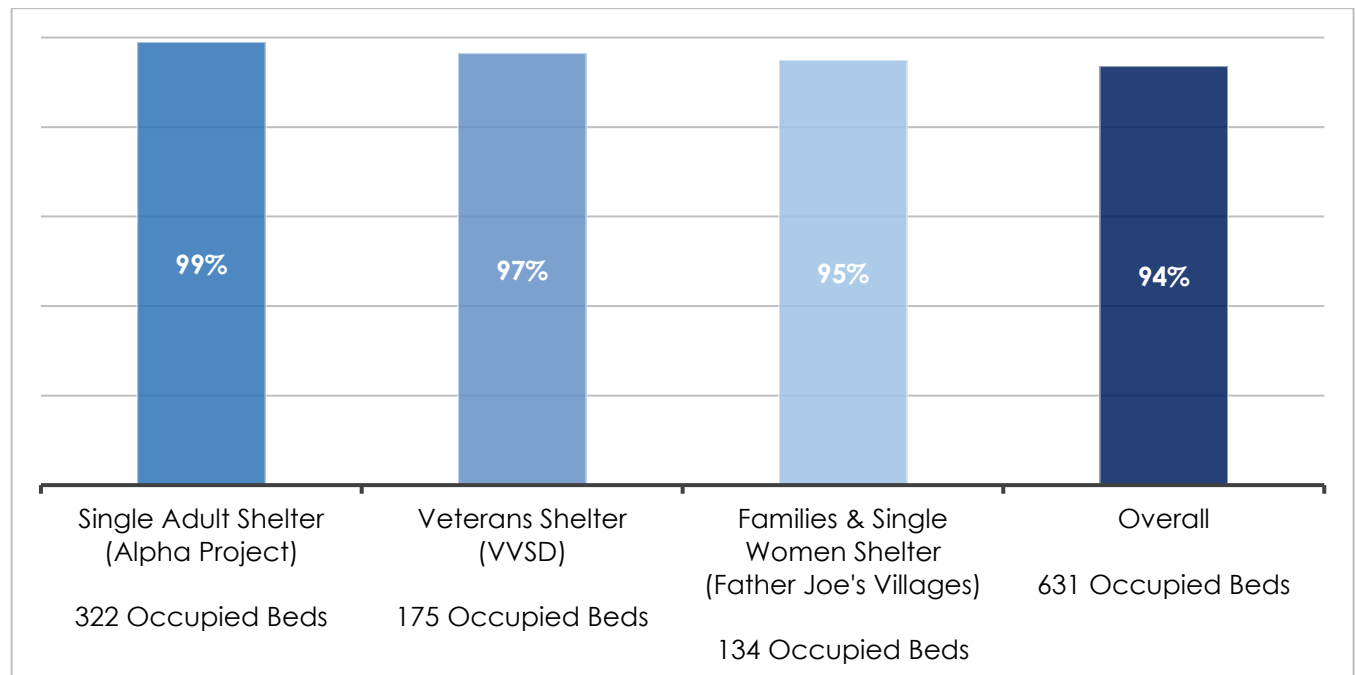


Chart Four: Occupancy on July 31, 2019

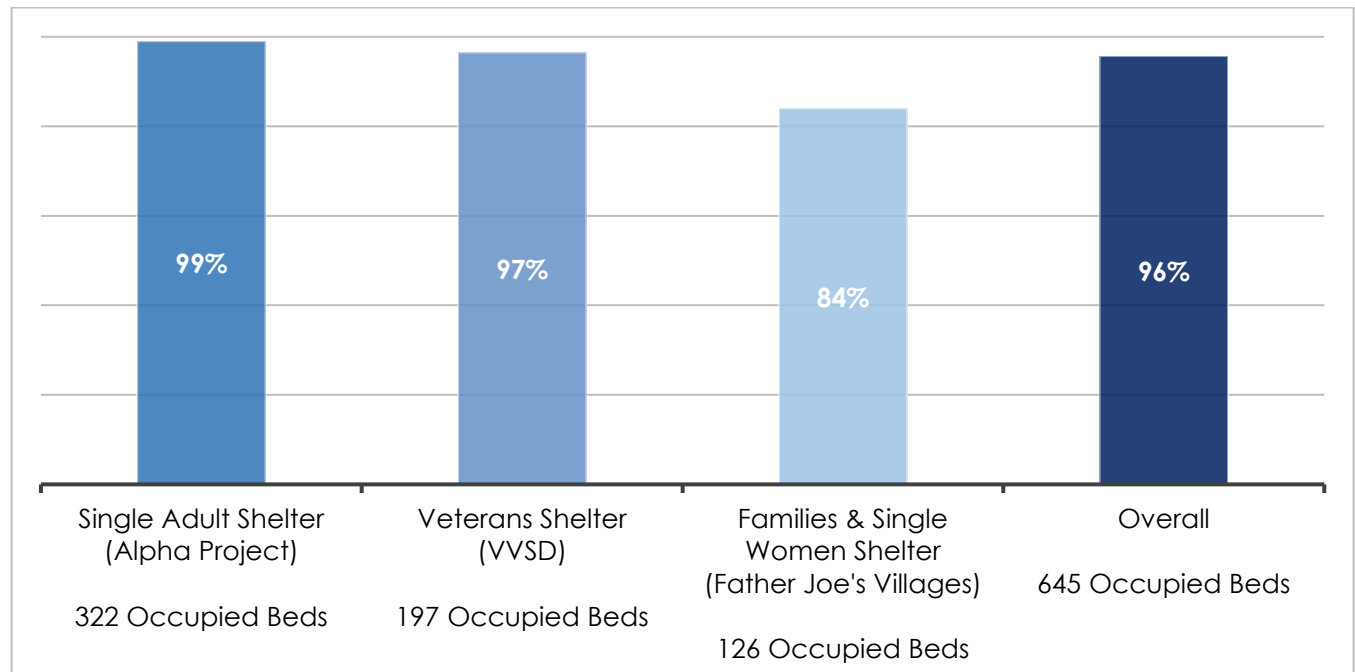
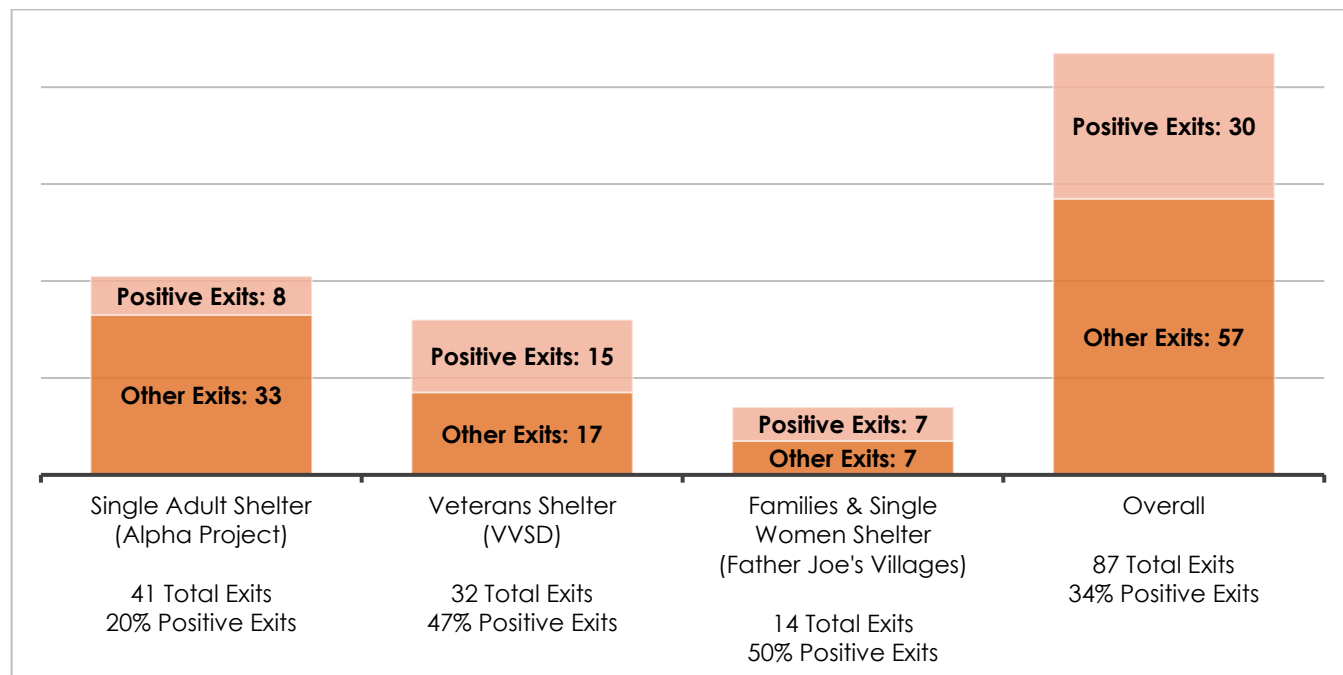


Chart Five: Positive Exits for Individuals in Shelter 30 Days or More – June 2019



“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 June 2019, 56 individuals exited to permanent or other longer term housing across the three Bridge Shelter programs. Thirty individuals from 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 30 positive exits consisted of 21 exits to permanent housing and nine exits to other longer-term housing. An additional 26 individuals exiting the shelter in less than 30 days also exited to permanent (nine individuals) or other longer-term housing (17 individuals).

Chart Six: All Exits to Permanent or Other Longer-Term Housing – June 2019

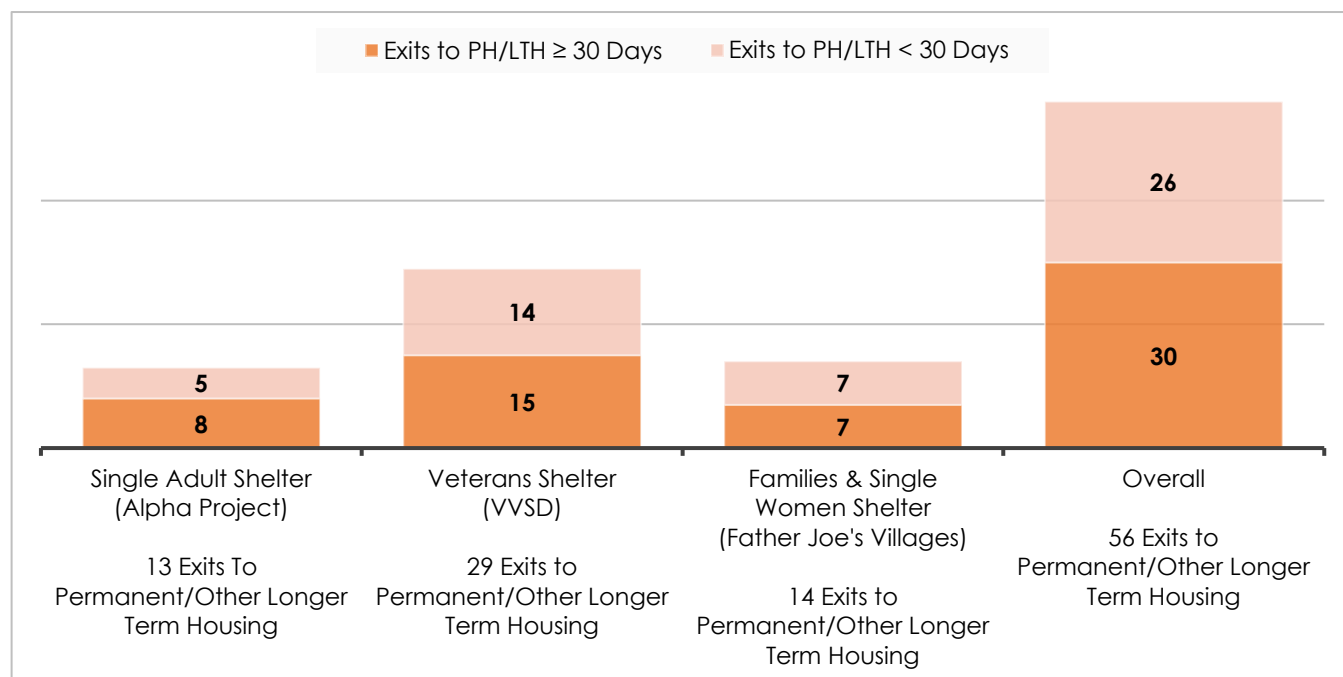
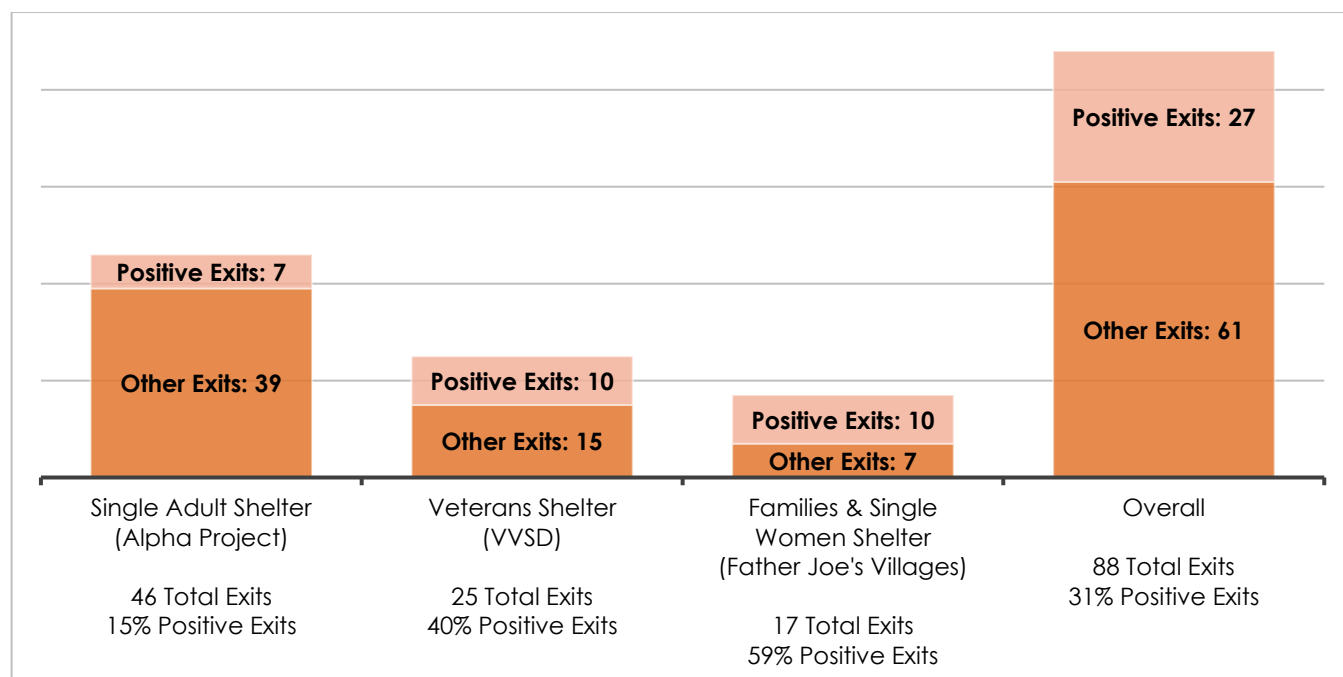


Chart Seven: Positive Exits for Individuals in Shelter 30 Days or More – July 2019



In July 2019, 51 individuals exited to permanent or other longer term housing across the three Bridge Shelter programs. Twenty-seven individuals from all three shelters had a positive exit as measured by the current operating agreements, representing 31 percent of all individuals exiting the shelters after a stay of 30 days or more. The 24 positive exits consisted of 14 exits to permanent housing and 13 exits to other longer-term housing. An additional 24 individuals exiting the shelter in less than 30 days also exited to permanent (12 individuals) or other longer-term housing (12 individuals).

Chart Eight: All Exits to Permanent or Other Longer-Term Housing – July 2019

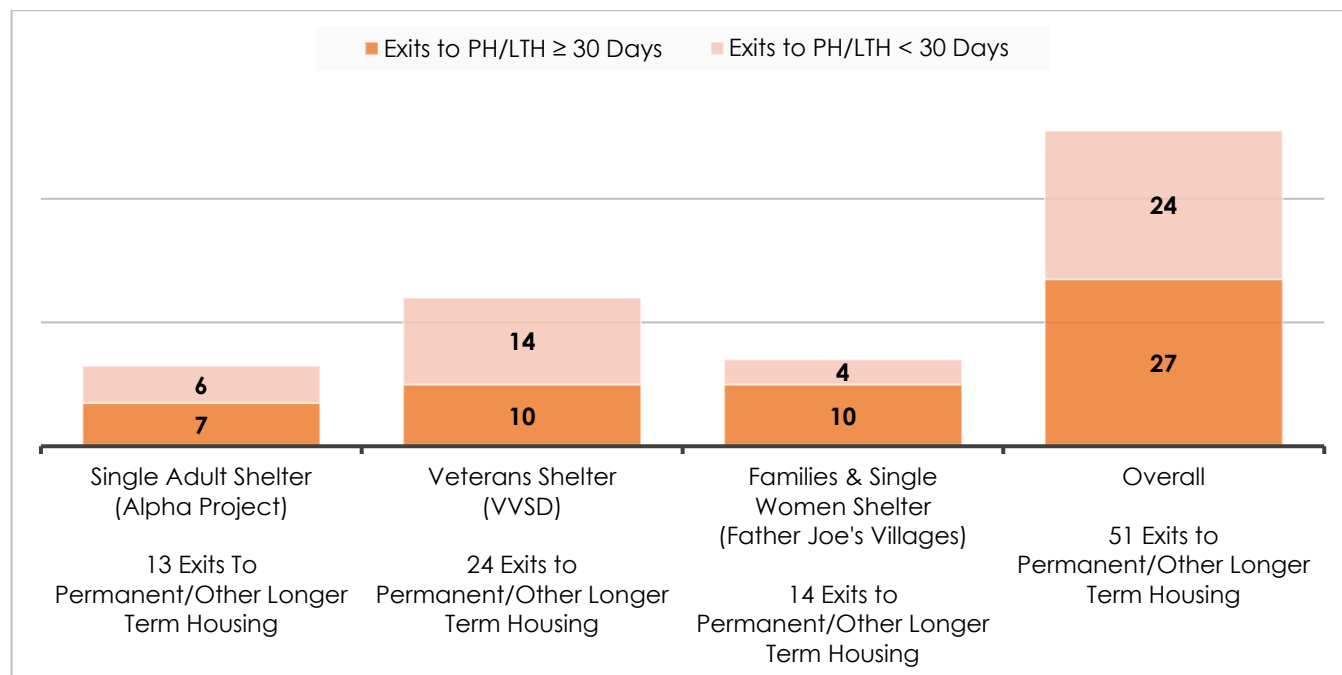
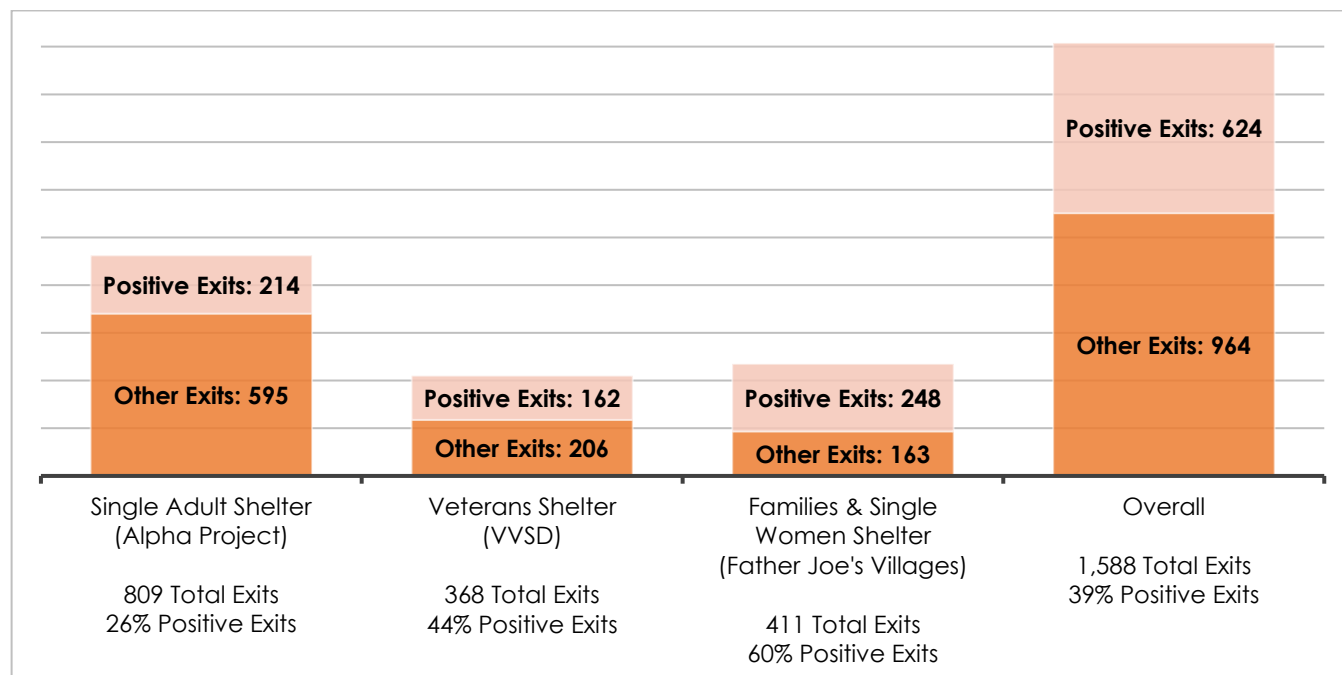


Chart Nine: Positive Exits for Individuals in Shelter 30 Days or More – Since Shelter Opening



Since shelter opening, 933 individuals have exited the shelters to permanent or other longer term housing. From all three shelters, 624 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 624 positive exits consisted of 513 exits to permanent housing and 111 exits to other longer term housing. An additional 309 individuals exiting the shelters in less than 30 days also exited to permanent (179 individuals) or other longer term housing (130 individuals).

Chart 10: All Exits to Permanent or Other Longer-Term Housing – Since Shelter Opening

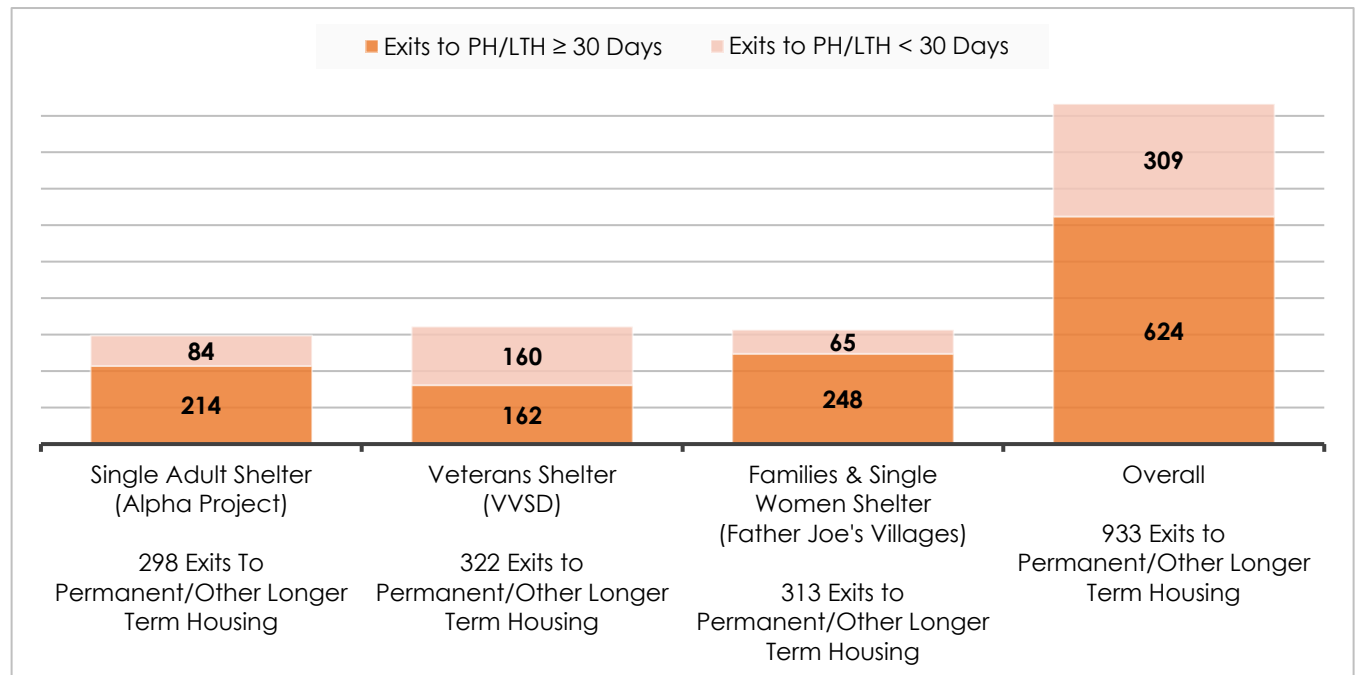


Chart 11: Individuals with Multiple Shelter Stays - Since Shelter Opening

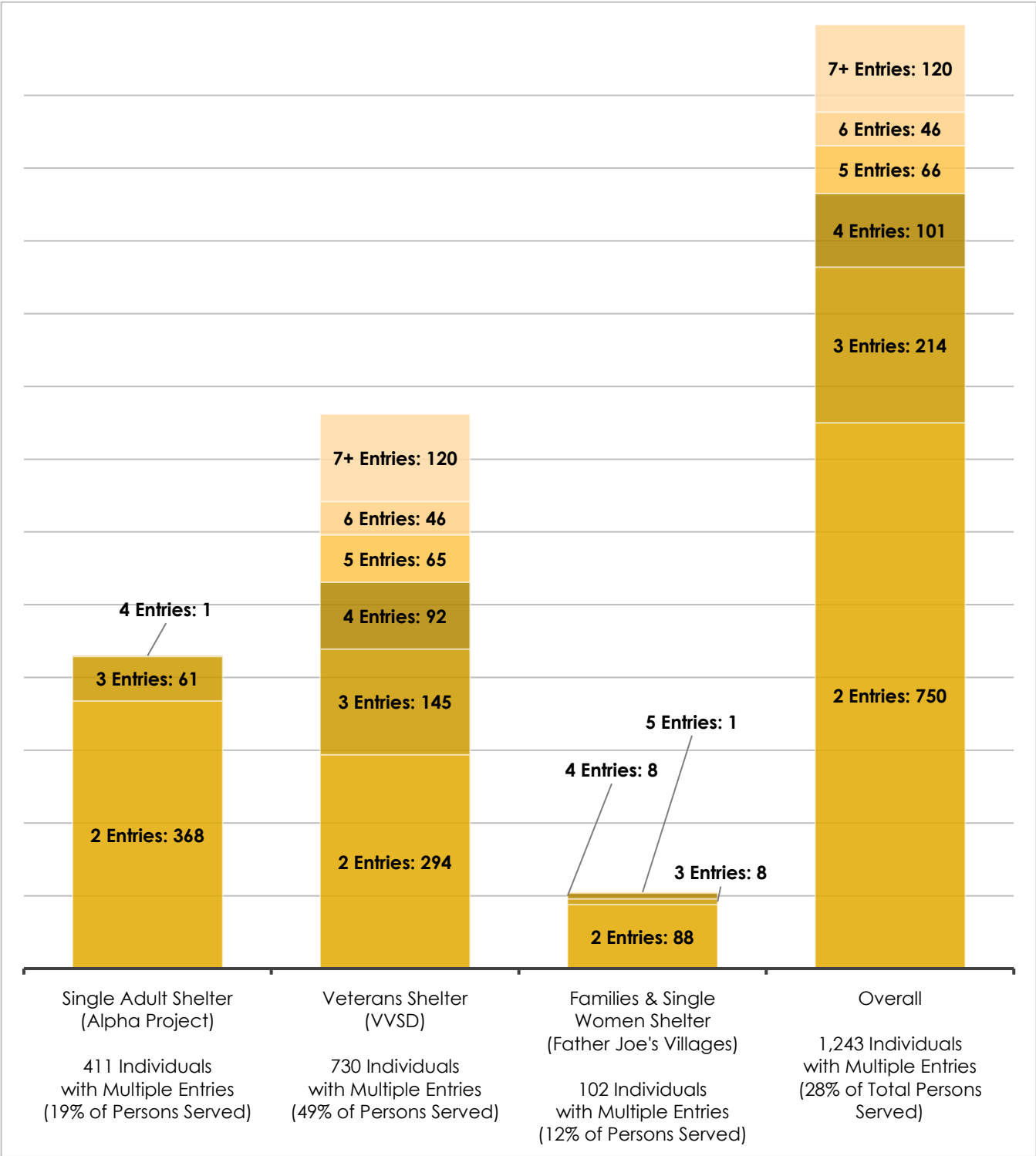


Table One: Expense Actuals Compared to Budget – October 1, 2018-June 30, 2019

SHELTER	MAY OPERATING	JUNE OPERATING	*ACTUALS THROUGH 06/30/2019	BUDGET THROUGH 06/30/2019	UNDER/ OVER SPENT
Single Adult (Alpha Project)	\$478,936	\$376,420	\$3,569,969	\$3,987,907	\$(417,938)
Veterans (VVSD)	\$234,917	\$326,740	\$2,151,907	\$2,640,482	\$(488,575)
Families & Single Women (Father Joe's Villages)	\$286,885	\$199,834	\$1,620,159	\$1,854,368	\$(234,209)
TOTALS	\$1,000,738	\$902,994	\$7,342,035	\$8,482,757	\$(1,140,722)

The expenses incurred from October 2018 through June 2019 for the Bridge Shelter operational costs are \$1,140,722 less than the allocated budget for the contract term. 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 August 15, 2019, 25 candidates have been approved for hiring across the three operators; 16 are currently employed at the shelters, five declined employment offers, and one is pending final operator employment screening. Two staff members with start dates in February and March 2019 resigned in May 2019, and one staff member with a start date in May 2019 resigned in August 2019. There are 13 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 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 June 2019, Bridge Shelter Outreach teams reported a total of 438 encounters. These encounters consisted of 321 interviews and 117 visual observations across all nine City Council Districts. The reported encounters in June are lower than is typical of the Bridge Shelter Outreach teams due to newly implemented data collection standards in HMIS for outreach workers across the region. The new data collection standards allow outreach workers to collect more information about individuals to better inform prioritization for CES housing resources. This more meaningful data collection is a more time-consuming

process, and resulted in engagements with fewer clients during the initial implementation phase while the teams were being trained on the new procedures.

The engagements in June 2019 resulted in:

- 15 shelter placements
- 243 referrals to shelter and transitional housing
- 15 referrals to medical services
- 14 referrals to mental health services
- 12 referrals to substance use disorder services
- 10 referrals to income assistance services
- 205 basic services provided, including water, hygiene kits, blankets or clothing, and transportation assistance.

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

DISTRICT	INTERVIEWS	VISUAL OBSERVATIONS	TOTAL ENGAGEMENTS
District 1	0	0	0
District 2	19	12	31
District 3	120	48	168
District 4	16	4	20
District 5	0	0	0
District 6	0	1	1
District 7	6	4	10
District 8	81	22	103
District 9	44	16	60
Unknown ⁴	35	10	45
TOTALS	321	117	438

In July 2019, Bridge Shelter Outreach teams reported a total of 616 encounters. These encounters consisted of 497 interviews and 119 visual observations across all nine City Council Districts.

The engagements in July 2019 resulted in:

- 22 shelter and transitional housing placements
- 3 residential drug treatment placements
- 415 referrals to shelter and transitional housing
- 24 referrals to medical services

⁴ Geolocation error in the ArcGIS application resulting in unknown district and neighborhood location.

- 25 referrals to mental health services
- 25 referrals to substance use disorder services
- 20 referrals to income assistance services
- 344 basic services provided, including water, hygiene kits, blankets or clothing, and transportation assistance.

Table Three: Reported Engagements by City Council District – July 2019

DISTRICT	INTERVIEWS	VISUAL OBSERVATIONS	TOTAL ENGAGEMENTS
District 1	0	0	0
District 2	44	16	60
District 3	164	57	221
District 4	30	2	32
District 5	0	0	0
District 6	2	5	7
District 7	8	5	13
District 8	165	20	185
District 9	75	8	83
Unknown ⁵	9	6	15
TOTALS	497	119	616

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 June and July, and cumulatively since opening, 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 Bridge Shelter contracts. The updated operator contracts were approved by the Housing Commission Board of Commissioners on September 13, 2018, and

⁵ Geolocation error in the ArcGIS application resulting in unknown district and neighborhood location.

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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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Approved by,

Jeff Davis

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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.