



INFORMATIONAL REPORT

DATE ISSUED: January 2, 2019

REPORT NO: HCR20-016

ATTENTION: Chair and Members of the San Diego Housing Commission
For the Agenda of January 10, 2020

SUBJECT: October and November 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

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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 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. 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 and Imperial Avenue.

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.

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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 – OCTOBER & NOVEMBER 2019

The charts below provide an overview of data captured in the 23rd and 24th months of operation 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 22nd and 23rd months of operation 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.

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.

City of San Diego Bridge Shelter located at 1710 Imperial Avenue opened on November 14, 2019. The shelter is operated by Alpha Project, and serves single adults. Initial operating month data for this new shelter will be provided in the February 2020 staff report.

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

- 54 individuals successfully exited to permanent or longer-term housing in October 2019¹;
- 49 individuals successfully exited to permanent or longer term housing in November 2019²;
- and
- 645 individuals remained sheltered and were receiving services and housing navigation support on November 30, 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.

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

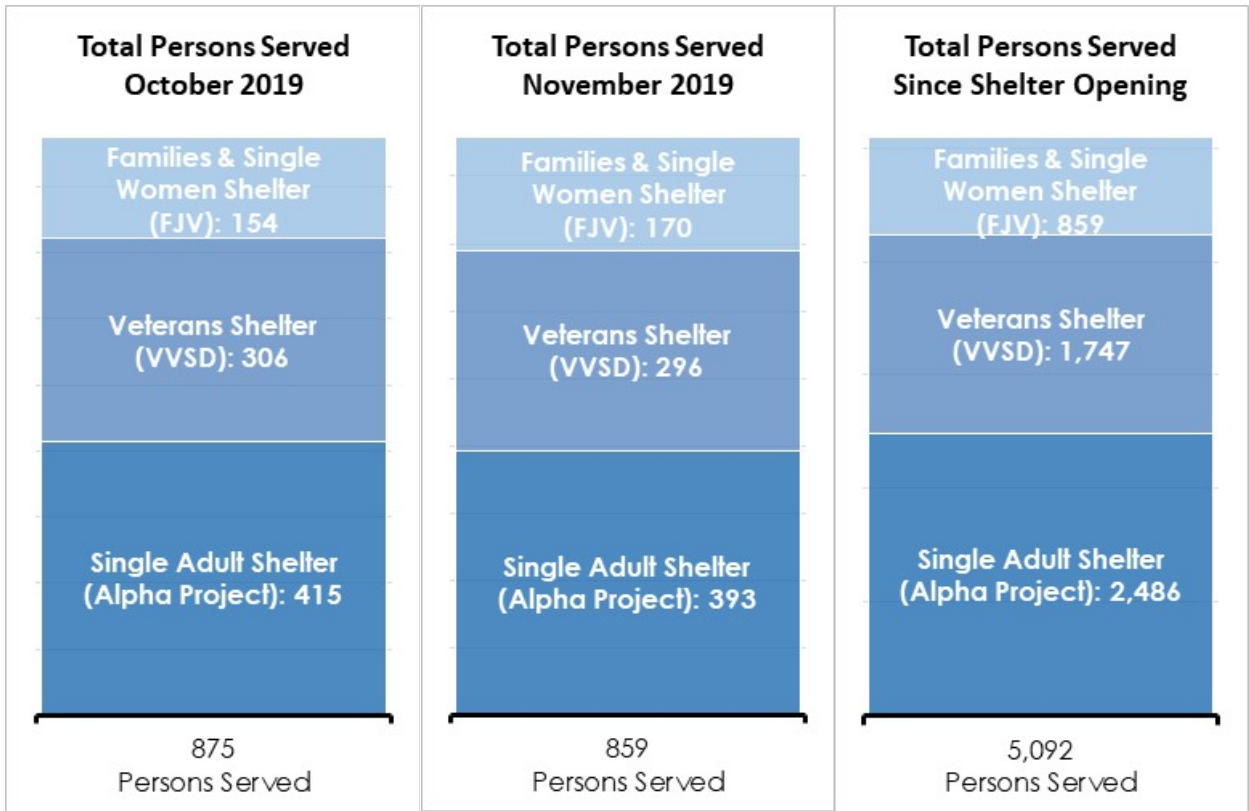
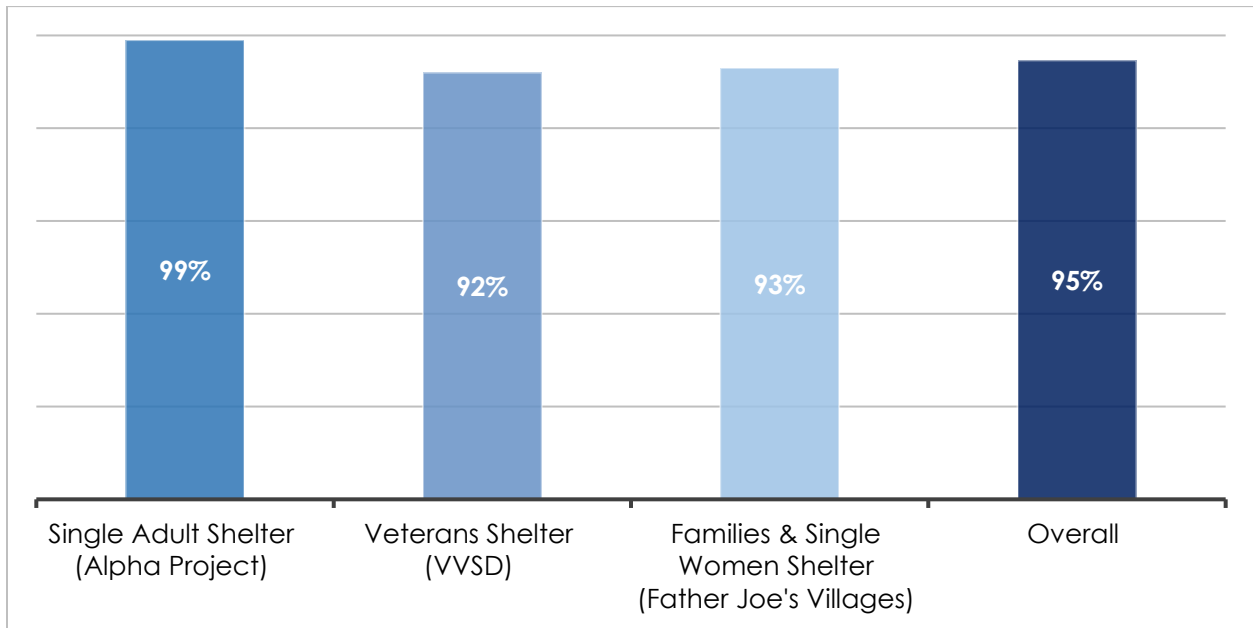


Chart Two: Average Daily Occupancy Rate – Since Shelter Opening³



³ Excludes 30-day ramp up period.

Chart Three: Occupancy on October 31, 2019

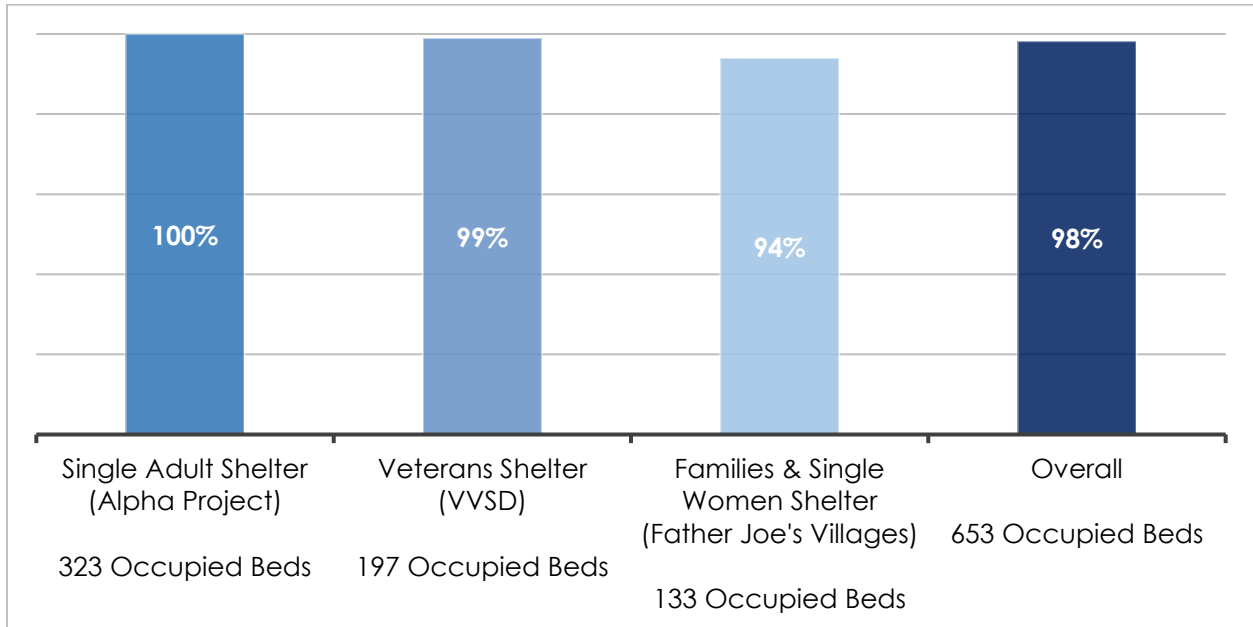


Chart Four: Occupancy on November 30, 2019

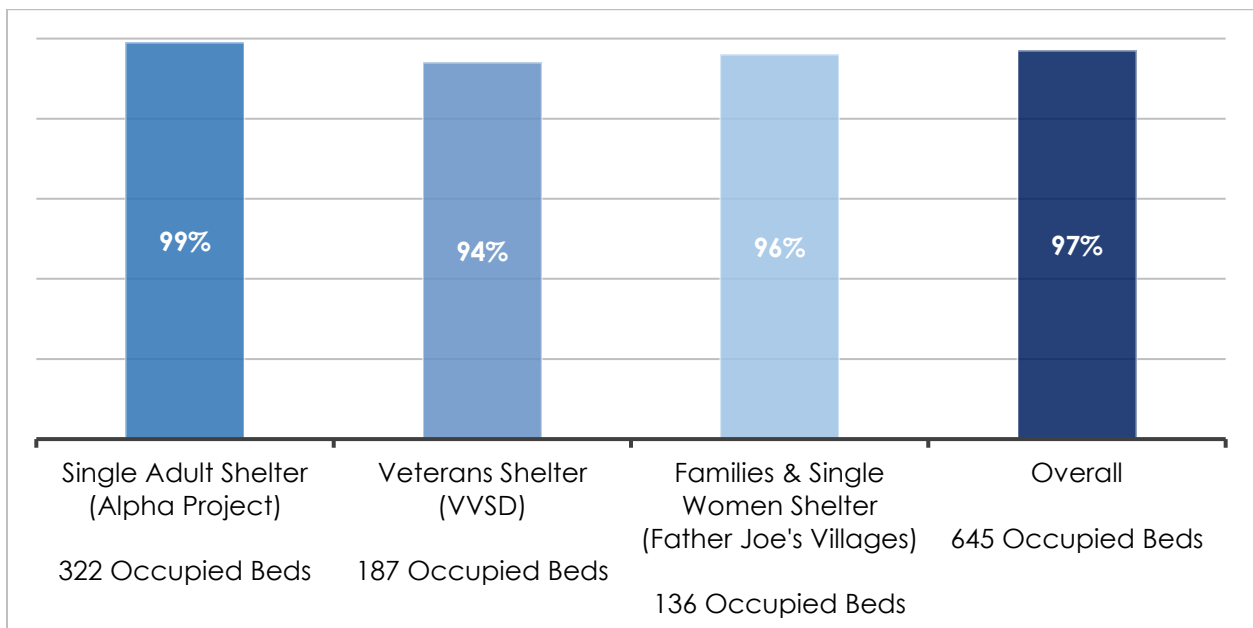
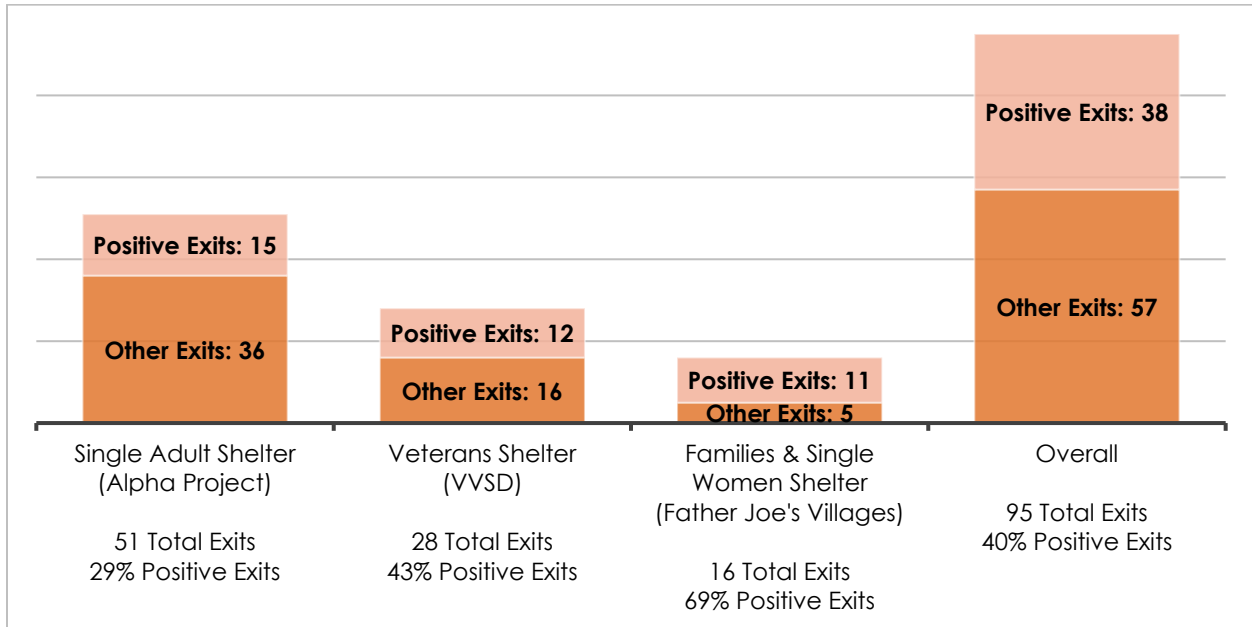


Chart Five: Positive Exits for Individuals in Shelter 30 Days or More – October 2019



“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 October 2019, 54 individuals exited to permanent or other longer-term housing across the three Bridge Shelter programs. Thirty-eight 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 38 positive exits consisted of 31 exits to permanent housing and seven exits to other longer-term housing. An additional 16 individuals exiting the shelter in less than 30 days also exited to permanent (eight individuals) or other longer-term housing (eight individuals).

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

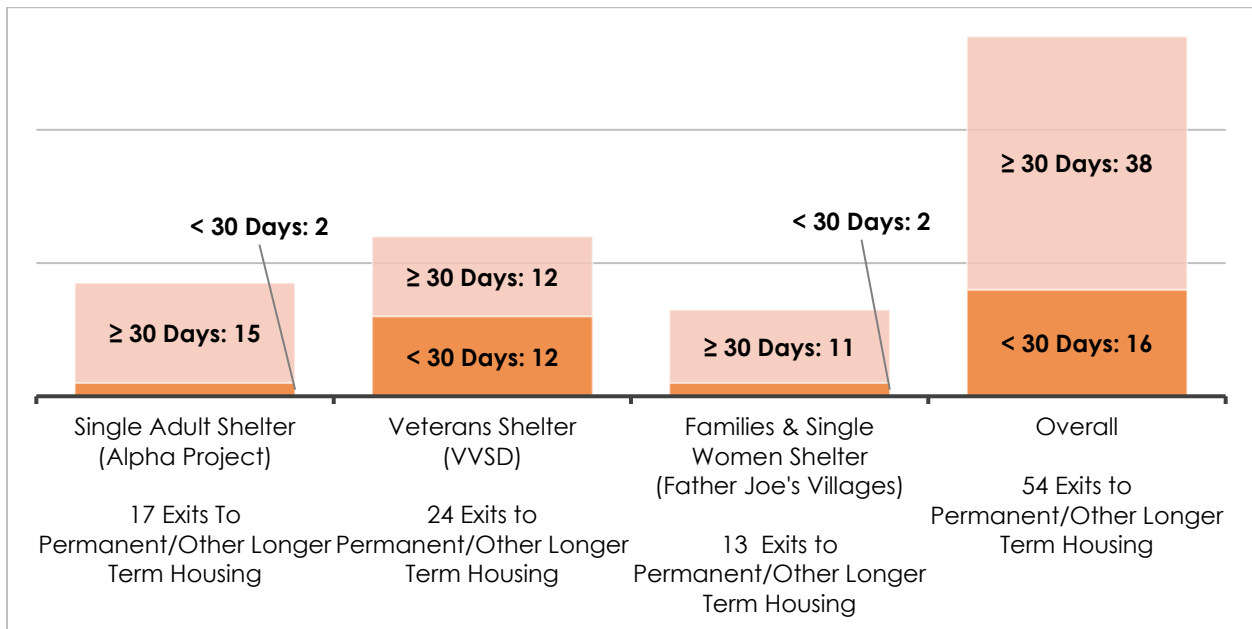
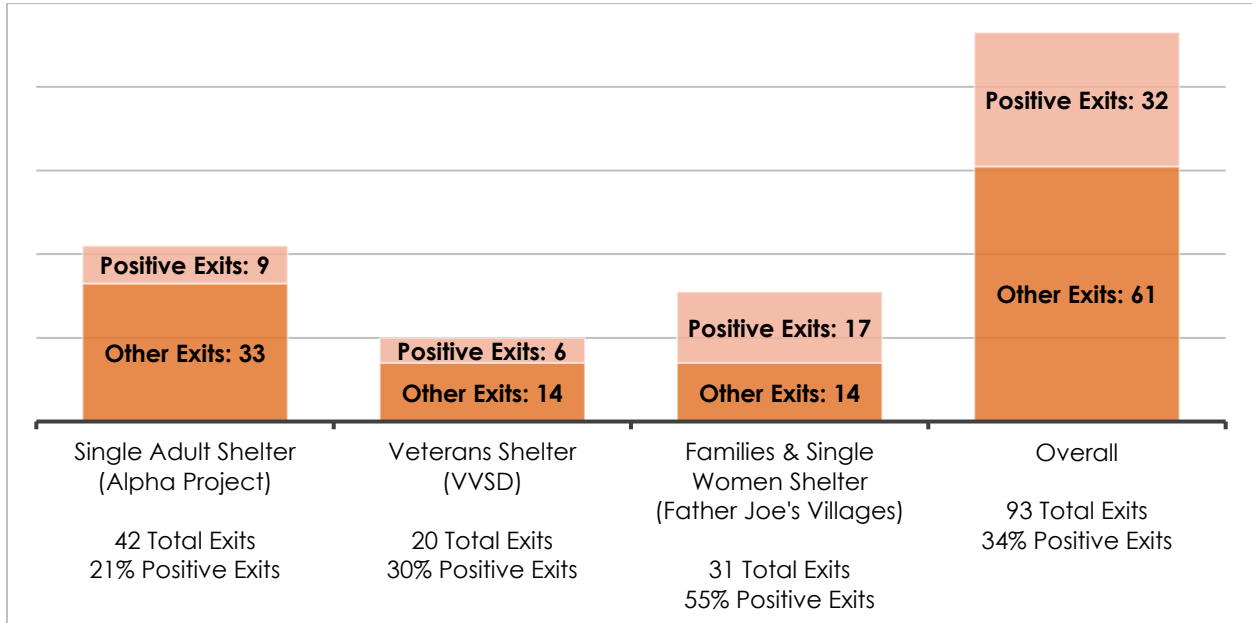


Chart Seven: Positive Exits for Individuals in Shelter 30 Days or More – November 2019



“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 November 2019, 49 individuals exited to permanent or other longer-term housing across the three Bridge Shelter programs. Thirty-two 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 32 positive exits consisted of 24 exits to permanent

housing and eight exits to other longer-term housing. An additional 17 individuals exiting the shelter in less than 30 days also exited to permanent (11 individuals) or other longer-term housing (six individuals).

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

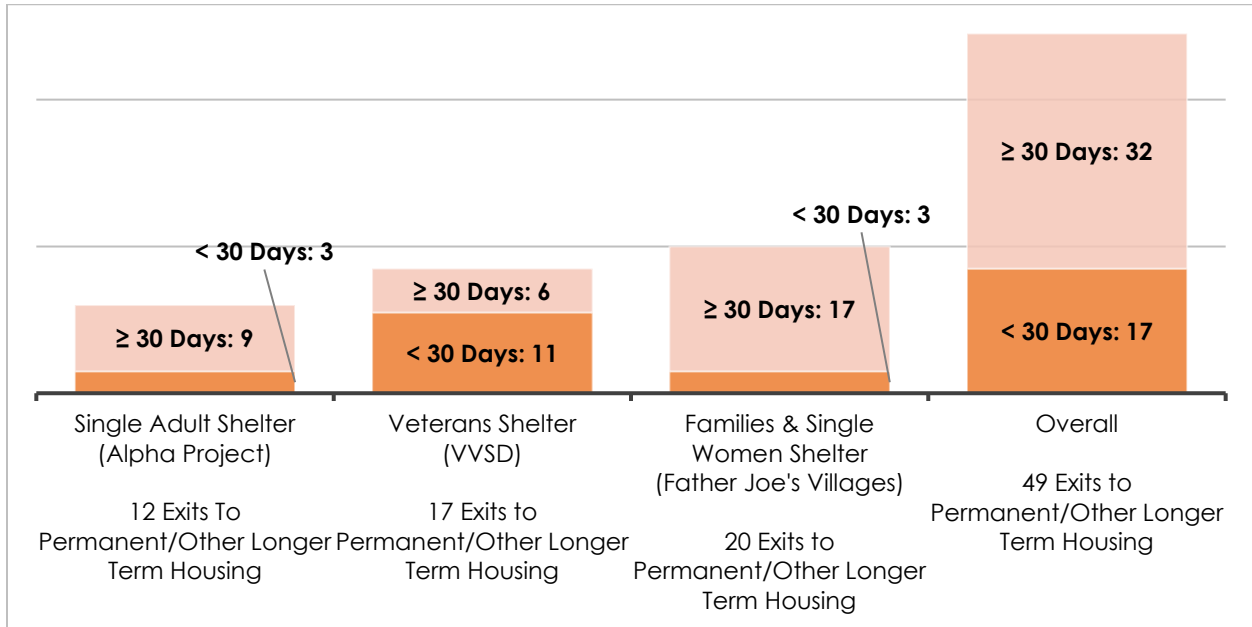
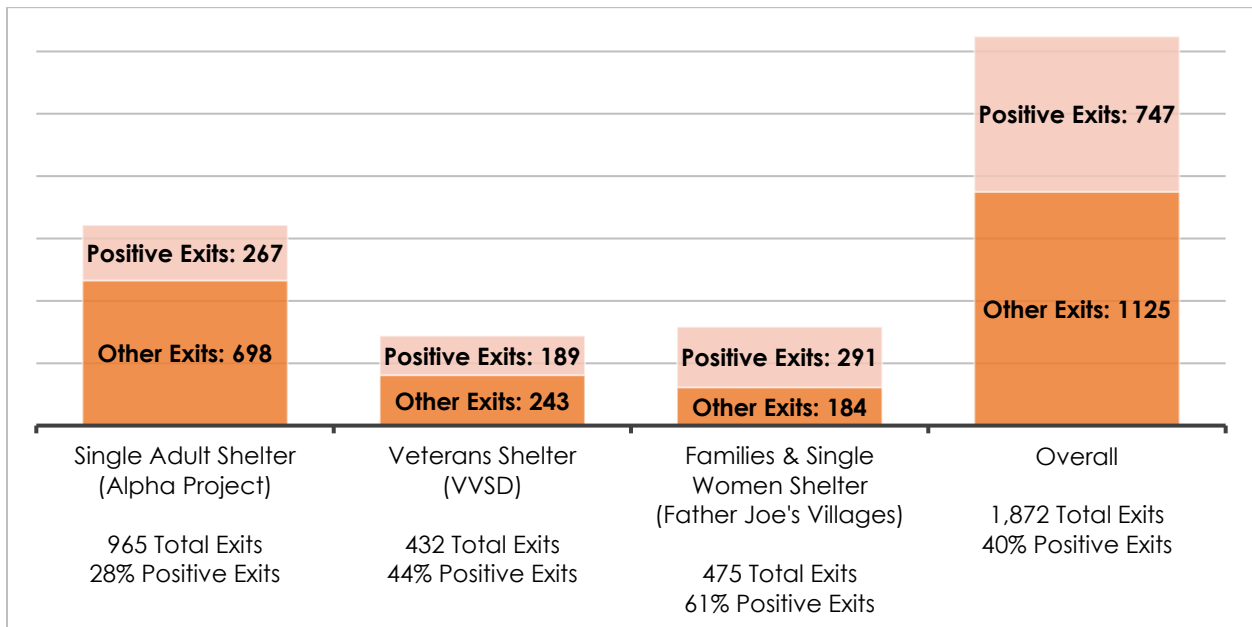
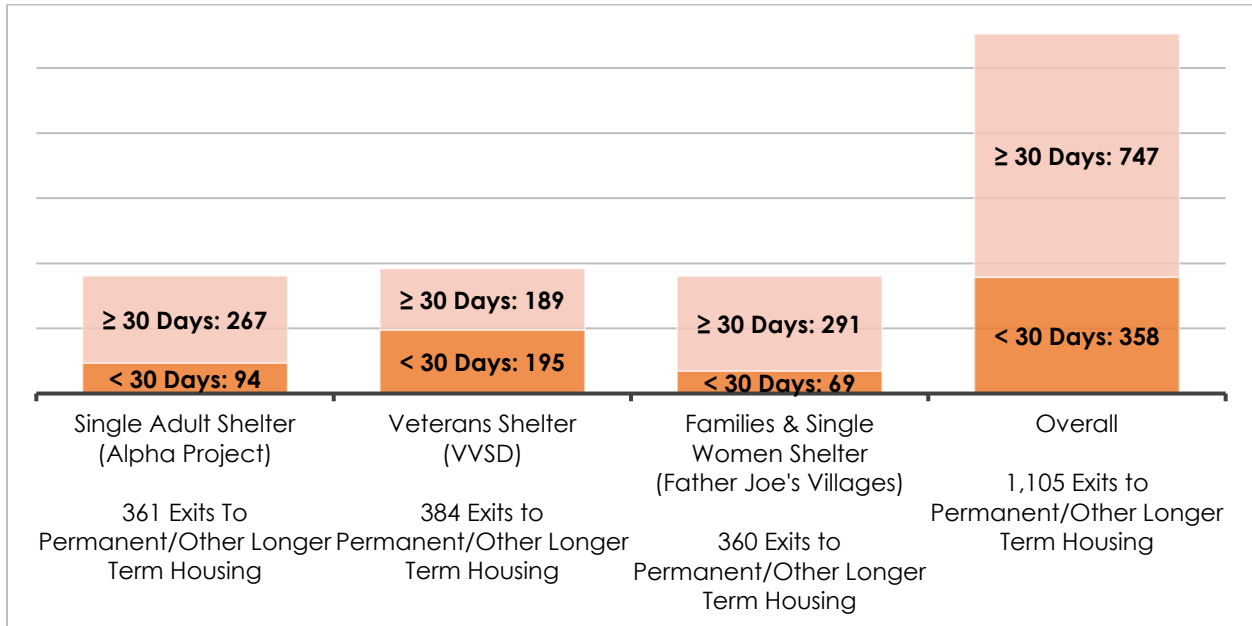


Chart Nine: Positive Exits for Individuals in Shelter 30 Days or More – Since Shelter Opening



Since shelter opening, 1,105⁴ individuals have exited the shelters to permanent or other longer-term housing. From all three shelters, 747 individuals 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 747 positive exits consisted of 615 exits to permanent housing and 132 exits to other longer-term housing. An additional 358 individuals exiting the shelters in less than 30 days also exited to permanent (209 individuals) or other longer-term housing (149 individuals).

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



⁴ NOTE: The September 2019 Reporting Update for the City of San Diego’s Bridge Shelter Programs stated that 1,107 individuals exited to permanent or other longer-term housing since shelter opening. This was an error; the correct number of individuals exiting to permanent or other longer-term housing as of September 30, 2019, was 1,017.

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

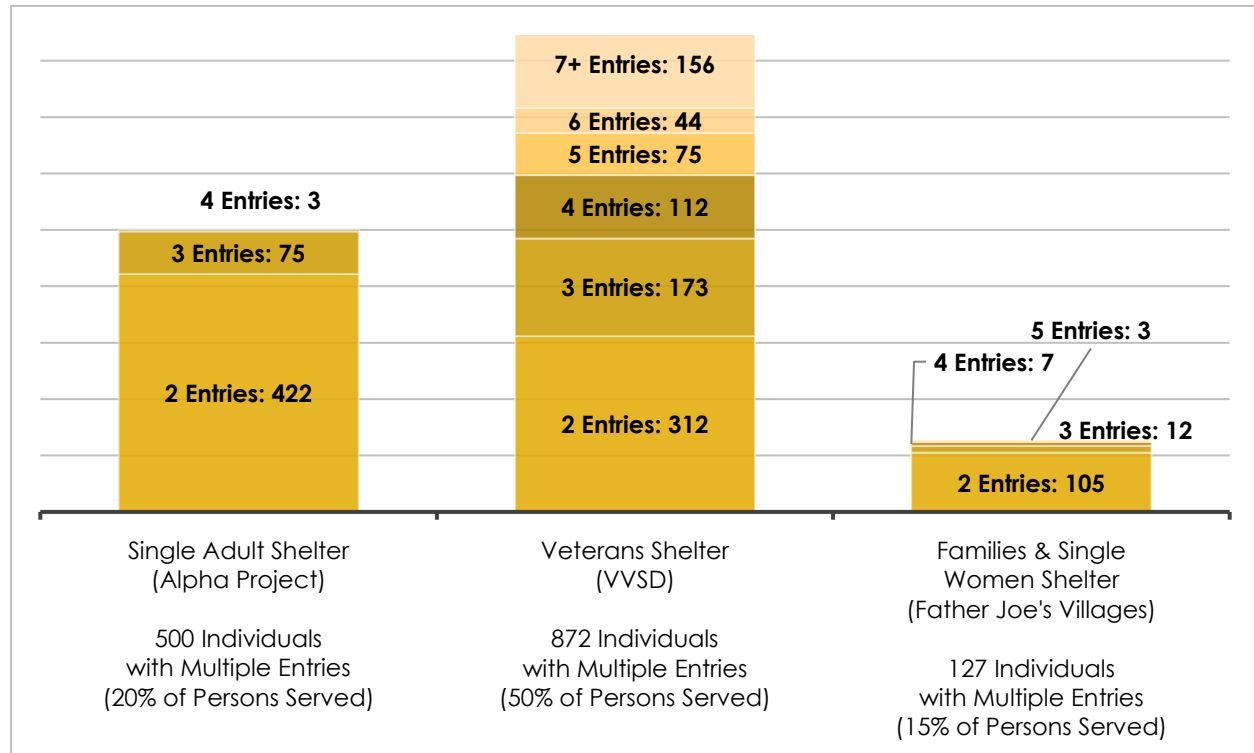


Table One: Expense Actuals Compared to Budget – July 1, 2019 – October 31, 2019

SHELTER	SEPTEMBER OPERATING	OCTOBER OPERATING	*ACTUALS THROUGH 10/31/2019	BUDGET THROUGH 10/31/2019	UNDER/OVER SPENT
Single Adult (Alpha Project)	\$328,099	\$332,854	\$1,330,734	\$1,772,404	\$(441,670)
Veterans (VVSD)	\$228,557	\$285,875	\$947,471	\$1,136,157	\$(188,686)
Families & Single Women (Father Joe's Villages)	\$199,934	\$243,818	\$859,470	\$824,164	\$35,306
TOTALS	\$756,590	\$862,547	\$3,137,676	\$3,732,725	\$(595,049)

Across all three Bridge Shelters, the operational expenses incurred from July 1, 2019, through October 31, 2019, are \$595,049 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. ‘Actuals’ spending at the Bridge Shelter for Families and Single Women at Golden appears to be overspent at this time because the contract amendment to increase funding for

the shelter, as authorized by the Housing Commission Board of Commissioners and the Housing Authority on November 15, 2019, and December 10, 2019, respectively (Housing Authority Resolution HA-1838), is pending execution. The "Budget Through 10/31/2019" column in the table above reflects the original contract budget for the Bridge Shelter for Families and Single Women. The approved budget amount will be updated once the contract amendment has been executed.

With the addition of the new Bridge Shelter located at 1710 Imperial Avenue, six new positions were added to the 30 existing budgeted positions, bringing the total budgeted positions for the four shelters to 36. As of December 16, 2019, 40 candidates have been approved for hiring across the four programs, and two of those approved candidates have been promoted to supervisory roles since their original hire. Twenty-three approved candidates are currently employed at the shelters; two approved candidates have pending start dates, five declined employment offers, and two accepted other employment offers during the onboarding process. Six staff members hired between February and April 2019 have resigned. There are 12 positions currently under recruitment. Recruitment of case managers and supervising case managers continues to be a challenge for the operators, though they have made significant progress on this over the past few months. 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.

OUTREACH ACTIVITY

The focus of the Bridge Shelter Outreach teams is to provide housing navigation services to individuals experiencing unsheltered homelessness 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 October 2019, Bridge Shelter Outreach teams reported a total of 701 encounters. These encounters consisted of 445 interviews and 256 visual observations across all nine City Council Districts.

The engagements in October 2019 resulted in:

- 21 shelter or transitional housing placements
- 389 referrals to shelter and transitional housing
- 28 referrals to medical services
- 22 referrals to mental health services
- 1 referral to substance use disorder services
- 25 referrals to income assistance services
- 341 basic services provided, including water, hygiene kits, blankets or clothing, and transportation assistance.

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

DISTRICT	INTERVIEWS	VISUAL OBSERVATIONS	TOTAL ENGAGEMENTS
District 1	2	0	2
District 2	42	51	93
District 3	226	159	385
District 4	2	1	3
District 5	0	0	0
District 6	4	1	5
District 7	4	10	14
District 8	117	20	137
District 9	41	9	50
Unknown⁵	7	5	12
TOTALS	445	256	701

In November 2019, Bridge Shelter Outreach teams reported a total of 287 encounters. These encounters consisted of 206 interviews and 81 visual observations across all nine City Council Districts. The overall number of encounters was lower in November due to some staff absences and concentrated outreach (of repeat individuals) in the East Village neighborhood.

The engagements in November 2019 resulted in:

- 4 shelter placements
- 177 referrals to shelter and transitional housing
- 14 referrals to medical services
- 13 referrals to mental health services
- 1 referral to substance use disorder services
- 11 referrals to income assistance services
- 181 basic services provided, including water, hygiene kits, blankets or clothing, and transportation assistance.

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

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

DISTRICT	INTERVIEWS	VISUAL OBSERVATIONS	TOTAL ENGAGEMENTS
District 1	4	2	7
District 2	27	18	45
District 3	124	39	163
District 4	3	0	3
District 5	0	0	0
District 6	0	0	0
District 7	6	5	11
District 8	35	6	41
District 9	5	0	5
Unknown⁶	1	11	12
TOTALS	206	81	287

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 August, and cumulatively since opening, exceed 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 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

⁶ Geolocation error in the ArcGIS application resulting in unknown district and neighborhood location.

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
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.