



## INFORMATIONAL REPORT

**DATE ISSUED:** July 1, 2020

**REPORT NO:** HCR20-068

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

**SUBJECT:** May 2020 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 at the time. 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

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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 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 17<sup>th</sup> 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.

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### **MONTHLY REPORTING – MAY 2020**

On April 1, 2020, the City of San Diego, in partnership with the County of San Diego, the Housing Commission, RTFH, and the San Diego Convention Center, launched “Operation Shelter to Home” (OSTH). The program temporarily repurposes parts of the San Diego Convention Center as a shelter for single adults experiencing homelessness in the City. The initial phase of the program moved single adults from the City's Bridge Shelters and Interim Housing Programs into the Convention Center to allow for proper physical distancing to prevent the spread of COVID-19. The program is part of a new, system-wide, coordinated plan to assist sheltered and unsheltered individuals experiencing homelessness to remain healthy during the global pandemic, and supports a regional approach to address homelessness during this state of emergency.

The program centralized shelter staff from the City's Bridge Shelter Programs, which were experiencing staffing shortages in March 2020 due to the pandemic, into one location to ensure client services were maintained even with interim reductions in staffing levels. OSTH continues to offer clients the same services they received at the Bridge Shelters, including 24-hour security, meals, showers, restrooms, laundry services, case management, and housing navigation. OSTH has also provided an opportunity to integrate County of San Diego public health nurses, behavioral health services, and primary care services into the shelter setting. Supportive Services offered through various partners is also available throughout the shelter, providing an integrated service-rich environment to support shelter residents during the public health crisis.

Individuals moved into the Convention Center in a phased approach to ensure needs and resources were scaled appropriately. Between April 1, 2020, and April 8, 2020, 765 individuals from the four Bridge Shelter Programs, as well as a portion of the residents from the City of San Diego Interim Housing Program operated by FJV, were relocated to the Convention Center to accommodate social distancing and enhance measures to mitigate the spread of COVID-19. The second phase began on April 10, 2020, when outreach teams began to bring individuals experiencing unsheltered homelessness in the City to the Convention Center. Beginning April 15, 2020, all intakes to OSTH were conducted through a centralized intake unit to facilitate a streamlined intake process for clients. The intake process includes COVID-19 symptom screening and additional general health and wellness screenings by County of San Diego public health nurses. Depending on the outcome of the screenings, once screenings are completed, the client is accompanied to their assigned shelter location, which is determined based on client preference and bed availability. During the health screening process, the public health nurses may determine that the client needs to be transferred to a county hotel for isolation, or that the client would be better served at the City of San Diego Interim Housing Program(s) due to mobility issues or having high-risk factors for COVID-19 due to age or an underlying health condition. The intake unit then facilitates placement of the client at the Interim Housing Program(s) if the client chooses to go.

As of May 31, 2020:

- 1,495 beds were available at the Convention Center:
  - 793 beds are being managed by Alpha Project

- 216 beds are being managed by VVSD and are dedicated to Veterans
- 486 beds are being managed by FJV
- 2,115 individuals have been served at the Convention Center since opening on April 1, 2020
  - 765 individuals transferred from City Bridge Shelter Programs and Interim Housing Programs to the Convention Center (36 percent of all individuals served)
  - 1,350 individuals experiencing unsheltered homelessness in the City entered the program through coordinated outreach efforts (64 percent of all individuals served)
- 95 individuals successfully exited to permanent or longer-term housing since April 1, 2020
- 1,308 individuals remained sheltered and were receiving services and housing navigation support on May 31, 2020

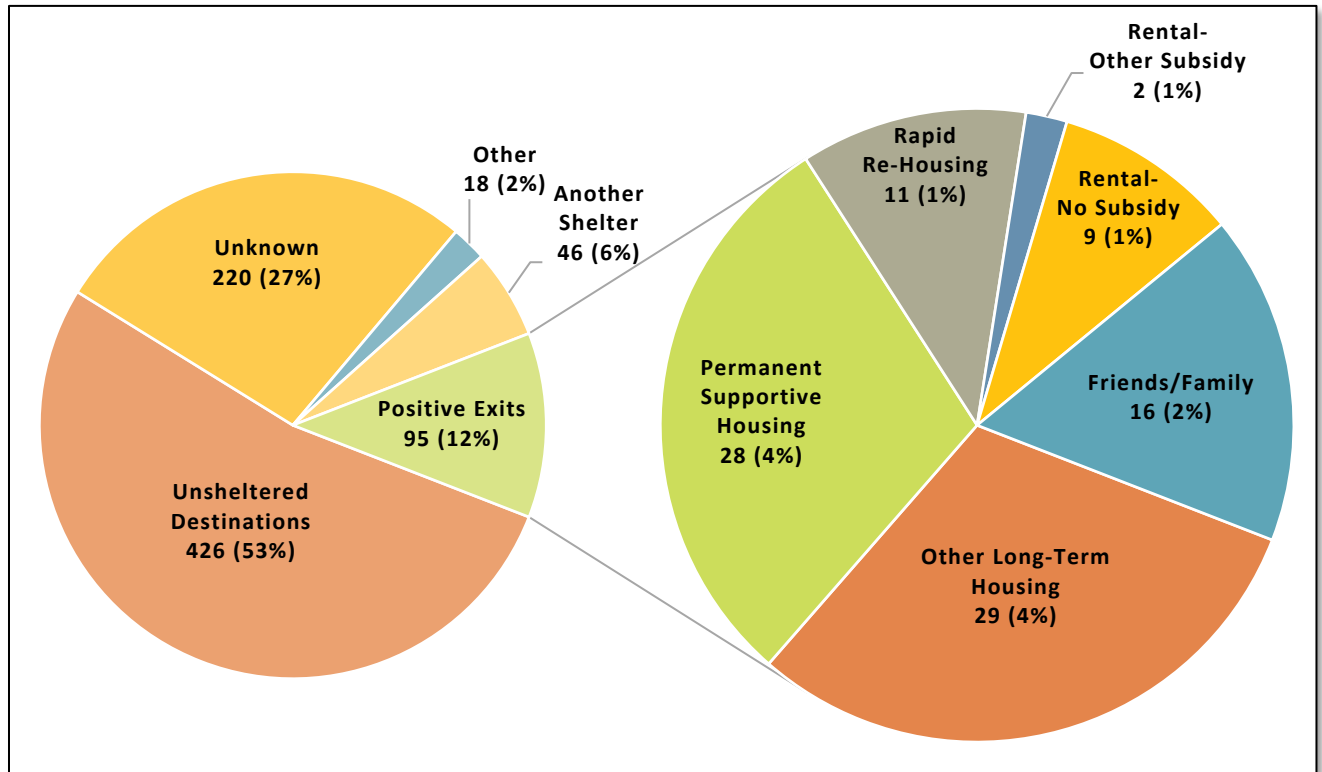
**Table One: Relocation of Shelter Clients**

SHELTER RELOCATION DATA	RELOCATED INDIVIDUALS
<b>April 1, 2020:</b> Newton Single Adult Shelter & Imperial Single Adult Shelter* (Alpha Project)	374
<b>April 5, 2020:</b> Veterans Shelter (VVSD)	154
<b>April 7, 2020:</b> City of San Diego Interim Housing Program (FJV) and Families, Single Women, & TAY Shelter (FJV)	62
<b>April 8, 2020:</b> City of San Diego Interim Housing Program (FJV)	175
<b>Total Intakes - Phase 1</b>	<b>765</b>

\*Included individuals being served by SDPD’s Direct Placement Diversion Program (DPDP); the program has been suspended during Osth.

The tables below provide details regarding the exit destinations for those served from April 1, 2020, through May 31, 2020, and the status of clients remaining in shelter on May 31, 2020. Additional data points will be provided in subsequent reporting months as operations at the Convention Center continue to develop and the Housing Commission is able to review the integrity of the data captured in the Homeless Management Information System (HMIS) database, as well as conduct quality assurance monitoring of further data analysis being developed to better understand the population demographics and housing and service needs of the shelter residents.

**Chart One: Total Exits by Destination – April 1, 2020 – May 31, 2020**



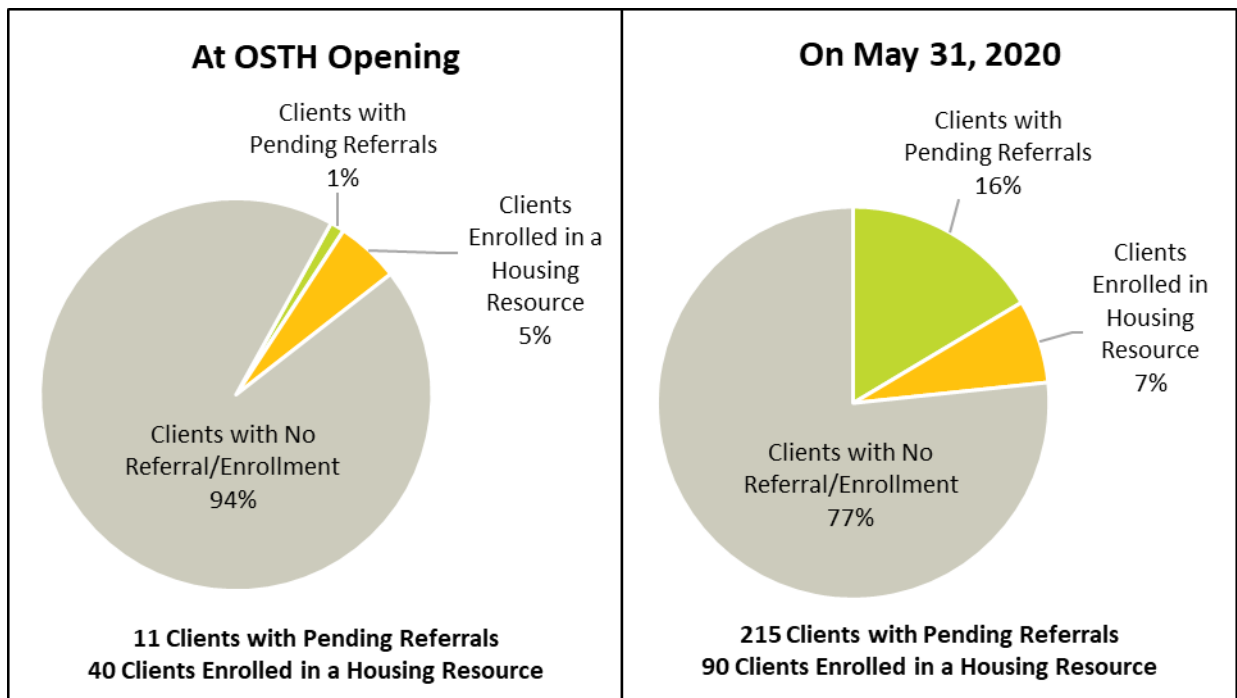
“Positive Exits” for OSTH are exits to permanent housing or other appropriate long-term housing destinations, including but not limited to:

- Subsidized or non-subsidized rental;
- Moving in with friends or family, temporarily or permanently;
- Transitional Housing for individuals experiencing homelessness;
- Safe Havens;
- Foster care;
- Substance use disorder (SUD) treatment facilities; and
- Long-term care facilities, such as a nursing home or skilled nursing facility.

Acknowledging the pressures on shelter providers to maintain basic services and support higher numbers of residents in a new environment, the Housing Commission in partnership with the RTFH, implemented a Housing Navigation Team (HNT) on-site at OSTH, led by the Housing Commission’s Homeless Housing Innovations Division staff in partnership with City and community partners. The HNT is focused on identifying the most appropriate exit strategy for shelter clients by facilitating daily case conferencing sessions with shelter case managers, housing resource providers and community partners. The HNT is working closely with RTFH to identify resources available through the Coordinated Entry System (CES), such as Rapid Rehousing (RRH) and Permanent Supportive Housing (PSH). The HNT is also working closely with the U.S. Department of Veterans Affairs to identify appropriate resources for veterans, such as Veterans Affairs Supportive Housing (VASH) vouchers and Supportive Services for Veterans Families, and is assisting clients in completing applications.

Additionally, the HNT is working with the County of San Diego to appropriately identify clients who may be eligible for Project One for All (POFA), a program that provides housing and wraparound services to individuals experiencing homelessness with serious mental illness. The team is also assisting eligible POFA clients with voucher applications. Additionally, with the valuable support of City librarians, the HNT is providing income development services for clients at Convention Center computer labs. On May 31, 2020, 215 active shelter clients had referrals for CES resources under review by housing resource providers, and 90 active shelter clients were enrolled in a housing resource. This is a 498 percent increase compared to the number of clients who had a CES pending referral or enrollment at shelter entry. Twenty-seven clients exited the Convention Center in May 2020 with a housing resource.

**Chart Two: Increase in Active Clients Connected to Housing Resources Since OSTH Opening**



The HNT is also providing housing navigation services to households at the City's Interim Housing Program at the Paul Mirabile Center (PMC) operated by FJV, Connections Interim Housing Program operated by People Assisting the Homeless (PATH), and families formerly located at Golden Hall who are now residing in hotel/motel rooms.

**Table One: Total Positive Exits Facilitated by the Housing Navigation Team**

<b>SHELTER PROGRAM</b>	<b>Total Positive Exits April 1, 2020 – May 31, 2020</b>
<b>San Diego Convention Center Shelter</b>	<b>95</b>
<b>FJV Interim Housing (PMC)</b>	<b>20</b>
<b>PATH Connections Interim Housing</b>	<b>18</b>
<b>Golden Hall Bridge Shelter Families</b>	<b>6</b>
<b>TOTALS</b>	<b>139</b>

**Table Two: Expense Actuals Compared to Budget – July 1, 2019 – April 30, 2020**

<b>SHELTER</b>	<b>APRIL OPERATING</b>	<b>*ACTUALS THROUGH 04/30/2020</b>	<b>BUDGET THROUGH 04/30/2020</b>	<b>UNDER/ OVER SPENT</b>
<b>Newton Single Adult (Alpha)</b>	\$337,182	\$3,470,326	\$4,431,010	<b>\$(960,684)</b>
<b>Veterans (VVSD)</b>	\$241,126	\$2,638,426	\$2,840,393	<b>\$(201,967)</b>
<b>Families, Single Women &amp; TAY (FJV)</b>	\$177,033	\$2,127,690	\$3,314,045	<b>\$(1,186,355)</b>
<b>Imperial Single Adult (Alpha)</b>	\$213,698	\$1,225,857	\$1,718,840	<b>\$(492,983)</b>
<b>TOTALS</b>	<b>\$969,039</b>	<b>\$9,462,299</b>	<b>\$12,304,288</b>	<b>\$(2,841,989)</b>
* Actuals are subject to change if there are disallowances				

Across all four Bridge Shelters, the operational expenses incurred from July 1, 2019, through April 30, 2020, are \$2,841,989 less than the allocated budget for this time period. This is predominantly due to personnel costs that were lower than budgeted. With the addition of the new Imperial Single Adult Shelter, six new positions were added to the 30 originally budgeted positions for case managers, supervising case managers, and housing specialists. Additionally, with the expansion of the Bridge Shelter for Families, Single Women, and TAY, another five new positions were added. There are now 41 total budgeted positions for the four shelters. As of June 25, 2020, 22 of those positions are filled and 19 are under recruitment. 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

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to be technically qualified with the right credentials, but also mission-driven and willing to work in unique worksite locations.

### **OUTREACH ACTIVITY**

In April 2020, Bridge Shelter Outreach teams assisted in facilitating relocation of clients from the Bridge Shelters to the Convention Center during the first phase of OSTH. During the second phase of OSTH, outreach teams have been engaging individuals experiencing unsheltered homelessness to offer shelter at the Convention Center or assist in identifying other more appropriate shelter or housing options. The Bridge Shelter Outreach teams have been partnering with the San Diego Police Department's Homeless Outreach Team (HOT) twice weekly to participate in coordinated outreach events in targeted areas throughout the City as determined by HOT. The coordinated outreach events have focused efforts in Balboa Park; the beach communities; the Mid-City region; and the East Village, including 17<sup>th</sup> Street, Imperial Avenue, and areas surrounding the City of San Diego's Housing Navigation Center, the shelters located in the area, and the City's Day Center. In May 2020, a total of 1,025 intakes into the Convention Center shelter site were conducted through the efforts of coordinated outreach and intake.

### **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 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. This includes providing updated guidance as it is released from the Centers for Disease Control and Prevention (CDC), the United States Interagency Council on Homelessness (USICH) and the County of San Diego related to serving persons experiencing homelessness.

Housing Commission staff began tracking stock levels of critical cleaning supplies and Personal Protective Equipment (PPE) at all City of San Diego homeless shelters and services programs that the Housing Commission administers and began assisting with procuring needed cleaning and PPE supplies to ensure providers could effectively clean and sanitize program spaces in alignment with guidance from the CDC and County of San Diego.

In addition, the City of San Diego print shop started creating bundles of posters and flyers for providers for posting through facilities and delivered material on an ongoing basis to providers as needed.

Communication trees were also reinforced between providers, the Housing Commission, the City of San Diego, the County of San Diego, RTFH, and shelter leadership were encouraged to ensure redundancy is in place at leadership and program management levels (as the Housing Commission carried out internally) in regard to communication and knowledge sharing, in case leadership workforce reduction occurred.

The City of San Diego, RTFH and Housing Commission staff continue to provide guidance to service providers during this time to support alignment with County Public Health and CDC guidance to protect the health and safety of staff and clients.



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Respectfully submitted,



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Approved by,



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Docket materials are available in the "Governance & Legislative Affairs" section of the San Diego Housing Commission website at [www.sdhc.org](http://www.sdhc.org)