



EXECUTIVE SUMMARY

HOUSING COMMISSION EXECUTIVE SUMMARY SHEET

MEETING DATE: January 14, 2021

HCR21-020

SUBJECT: Authorization of an Amendment to the San Diego Housing Commission's Fiscal Year 2021 Budget to Utilize Moving to Work Funds to Fund Operator Agreements for the City of San Diego's Bridge Shelter Programs

COUNCIL DISTRICT: Citywide

ORIGINATING DEPARTMENT: Homeless Housing Innovations Division

CONTACT/PHONE NUMBER: Lisa Jones / (619) 578-7696

REQUESTED ACTION:

Authorize the San Diego Housing Commission to amend its Fiscal Year 2021 budget in the amount of \$2,000,000 from federal Moving to Work (MTW) funds to fund operator agreements with Alpha Project for the Homeless (Alpha Project) and Father Joe's Villages (FJV) for the operation of the City of San Diego's three Bridge Shelter programs. These MTW funds will partially replace previously allocated Homeless Housing, Assistance and Prevention (HHAP) Program funds, pursuant to authority to substitute funding sources as granted to the Housing Commission's President & Chief Executive Officer (President & CEO), or designee, on June 16, 2020 (Housing Authority Resolution No. HA-1859).

EXECUTIVE SUMMARY OF KEY FACTORS:

- Operation Shelter to Home temporarily repurposes parts of the San Diego Convention Center as a shelter for single adults experiencing homelessness in the City.
- The program centralized shelter staff from the City's Bridge Shelter Programs, which were experiencing staffing shortages in March 2020 due to the COVID-19 pandemic, into one location to ensure client services were maintained even with interim reductions in staffing levels.
- Operation Shelter to Home continues to offer clients the same services they received at the Bridge Shelters.
- The Housing Commission administers the contracts for the City's Bridge Shelter Programs.
- The Housing Commission's proposed expenditure of federal Moving to Work (MTW) funds in the amount of \$2,000,000 would fund the operator agreements with Alpha Project and Father Joe's Villages for the three Bridge Shelters, based on the estimated \$32.52 cost per bed-night.
- These MTW funds would partially replace the Homeless Housing, Assistance and Prevention (HHAP) funds previously allocated to fund the Bridge Shelter operations, thereby making those HHAP funds available to the City to support the continuation of Operation Shelter to Home at the Convention Center.
- The source of funds proposed in the staff-recommended actions was not included in the Housing Authority-approved Fiscal Year 2021 Budget for the Housing Commission; however, the expenditure amount for City Bridge Shelter operations was included in the Housing Commission's Fiscal Year 2021 Budget.



REPORT

DATE ISSUED: January 8, 2021

REPORT NO: HCR21-020

ATTENTION: Chair and Members of the San Diego Housing Commission
For the Agenda of January 14, 2021

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COUNCIL DISTRICT: Citywide

REQUESTED ACTION:

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STAFF RECOMMENDATION

That the San Diego Housing Commission (Housing Commission) recommend that the Housing Authority of the City of San Diego (Housing Authority) take the following actions:

- 1) Authorize the Housing Commission to amend its Fiscal Year 2021 budget in the amount of \$2,000,000 from federal Moving to Work (MTW) funds to fund operator agreements with Alpha Project for the Homeless (Alpha Project) and Father Joe's Villages (FJV) for the operation of the City of San Diego's three Bridge Shelter programs. These MTW funds will partially replace previously allocated Homeless Housing, Assistance and Prevention (HHAP) Program funds, pursuant to authority to substitute funding sources as granted to the Housing Commission's President & Chief Executive Officer (President & CEO), or designee, on June 16, 2020 (Housing Authority Resolution No. HA-1859); and
- 2) Authorize the Housing Commission's President & Chief Executive Officer (President & CEO), or designee, to execute all necessary documents and instruments that are necessary and/or appropriate to implement these approvals, in a form and format approved by General Counsel, and to take such actions necessary and/or appropriate to implement these approvals.

SUMMARY

Operation Shelter to Home

On April 1, 2020, the City of San Diego, in collaboration with the County of San Diego, the

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Housing Commission, the Regional Task Force on the Homeless (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. Additionally, 53 families, consisting of 151 individuals, moved from Golden Hall to motel rooms funded by the RTFH and County of San Diego to facilitate appropriate physical distancing.

OSTH is part of a 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 organizations are also available throughout the shelter, providing an integrated service-rich environment to support shelter clients during the public health crisis.

The San Diego City Council's June 8, 2020, approval of the City's Fiscal Year 2021 budget included funding to continue OSTH to October 2020. In October 2020, the San Diego City Council authorized funding to continue OSTH to December 2020.

On December 18, 2020, Mayor Todd Gloria announced the extension of OSTH through January 31, 2021. Mayor Gloria directed City staff to provide funding to support operations, using dollars previously designated for shelter operations in November and December that remained unspent due to cost-saving measures and other factors, as well as to use available state grant funding specifically for homelessness-related programs and services.

Since its inception, OSTH has helped more than 1,000 individuals and more than 40 families experiencing homelessness obtain permanent or longer-term housing.

If approved, the staff-recommended actions in this report would support continuing OSTH operations through March 31, 2021.

City of San Diego Bridge Shelter Programs

The Housing Commission administers the contracts for the City of San Diego's (City) Bridge Shelter Programs based on an MOU between the Housing Commission and the City that first took effect on November 14, 2017. A renewal of the MOU between the City and the Housing Commission through June 30, 2019, was approved by the Housing Commission Board 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

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Housing Commission Board on May 3, 2019, and the Housing Authority and City Council on June 11, 2019.

On June 16, 2020, the City Council approved an MOU with the Housing Commission regarding the administration of HHAP program funding (R-313113). A portion of HHAP funds are allocated to fund the operation of the City's Bridge Shelter Programs. The Housing Authority also approved Resolution HA-1859, authorizing execution of agreements with Alpha Project, FJV and Veterans Village of San Diego (VVSD) to operate the City's Bridge Shelters during Fiscal Year 2021. Additionally, the City Council approved Resolution R-313111, authorizing execution of an MOU with the Housing Commission for a one-year term, with two one-year option to renew, to operate the City's Bridge Shelter Programs and Resolution R-313112 to remove references to the provision of Transitional Storage Center Services and bifurcate the MOUs. On October 6, 2020, the Housing Authority approved an amendment to the operating agreement with FJV for the operation of the City of San Diego's Bridge Shelter for Families, Single Women and Transitional-Aged Youth (TAY) at Golden Hall, with expanded capacity to serve 280 additional Single Adults.

As part of former Mayor Kevin L. Faulconer's effort to increase the opportunity for shelter bed resources outside of the City of San Diego, the Sprung Structure that was located at the initial VVSD Bridge Shelter site was transferred by mutual agreement to the City of Chula Vista. For that reason and due to the reduced number of veterans utilizing the VVSD shelter site at the San Diego Convention Center as part of OSTH, as of November 30, 2020, the VVSD Bridge Shelter program located at the Convention Center ceased operations.

Funding for Bridge Shelter Operations at OSTH

The Housing Commission's proposed expenditure of federal MTW funds in the amount of \$2,000,000 would fund the operator agreements with Alpha Project and FJV for the three Bridge Shelters, based on the estimated \$32.52 cost per bed-night. These MTW funds would partially replace the HHAP funds previously allocated to fund the Bridge Shelter operations, thereby making those HHAP funds available to the City of San Diego to support the continuation of OSTH at the Convention Center.

AFFORDABLE HOUSING IMPACT

As San Diegans continue to live in a City-declared housing emergency "shelter crisis," the need for immediate housing assistance is critical to the well-being of community members. The Bridge Shelters serve this purpose by providing bridge housing and emergency shelter services to persons experiencing homelessness. Continuation of the Bridge Shelter Programs during OSTH will support the regional approach to address homelessness amid the ongoing COVID-19 pandemic. Participants in this program represent some of San Diego's most vulnerable citizens, as 100 percent of participants are homeless, with low-to-moderate incomes.

FISCAL CONSIDERATIONS

The source of funds proposed in the staff-recommended actions was not included in the Housing Authority-approved Fiscal Year 2021 Budget for the Housing Commission; however, the expenditure amount for City Bridge Shelter operations was included in the Housing Commission's Fiscal Year 2021 Budget. Approving these actions would substitute the Housing Commission's MTW funds in the amount of \$2,000,000 in place of HHAP program funds in the same amount to

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fund the operator agreements for the City's three Bridge Shelter Programs at the San Diego Convention Center during OSTH from February 1, 2021, through March 31, 2021.

EQUAL OPPORTUNITY/CONTRACTING

Alpha Project and FJV are local nonprofits. As nonprofits, Alpha Project and FJV are not subject to the requirement to submit a Workforce Report.

PREVIOUS COUNCIL and/or COMMITTEE ACTION

On October 13, 2020, the San Diego City Council authorized the allocation of funds to support the continuation of OSTH through December 15, 2020 (Resolution No. R-313256).

On October 6, 2020, the Housing Authority approved an amendment to the operating agreement with FJV for the operation of the City of San Diego's Bridge Shelter for Families, Single Women and Transitional-Aged Youth (TAY) at Golden Hall, with expanded capacity to serve 280 additional Single Adults (Resolution No. HA-1887. In addition, the San Diego City Council approved the expenditure of City General Funds to support and expand this Bridge Shelter activity (Resolution No. R-313245).

On June 16, 2020, the San Diego City Council approved an MOU with the Housing Commission regarding the administration of HHAP program funding (R-313113). A portion of HHAP funds are allocated to fund the operation of the City's Bridge Shelter Programs. The Housing Authority also approved Resolution HA-1859, authorizing execution of agreements with Alpha Project, FJV and VVSD to operate the City's Bridge Shelters during Fiscal Year 2021. Additionally, the City Council approved Resolution R-313111, authorizing execution of an MOU with the Housing Commission for a one-year term, with two one-year option to renew, to operate the City's Bridge Shelter Programs and Resolution R-313112 to remove references to the provision of Transitional Storage Center Services and bifurcate the MOUs.

On June 8, 2020, the San Diego City Council approved the City of San Diego's Fiscal Year 2021 Budget, which included funding to support the continuation of OSTH through October 31, 2020 (Resolution No. 313071).

On April 7, 2020, the San Diego City Council authorized the acceptance and expenditure of grant funds from the State of California Homeless Coordinating and Financing Council to help protect people experiencing homelessness from COVID-19 and to reduce the spread of the COVID-19 outbreak (Resolution No. R-312925).

On December 10, 2019, the Housing Authority authorized the sixth amendment to the MOU to expand the Bridge Shelter for Families and Single Women, located at Golden Hall at 202 C Street, San Diego, 92101, and to allocate funds to provide services to transitional-aged youth at the Golden Hall Bridge Shelter (Resolution No. HA-1838).

On October 15, 2019, the Housing Authority approved a one-year operating agreement with Alpha Project and two options to renew the Agreement to operate a fourth Bridge Shelter located at 1710 Imperial Avenue, San Diego, 92101. The MOU for oversight and administration of the City's Bridge Shelter program was amended to include the new City of San Diego Bridge Shelter located

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at 1710 Imperial Avenue, San Diego, 92101 (Resolution No. HA-1835).

The renewal of the MOU for oversight and administration of the Bridge Shelters from July 1, 2019, through June 30, 2020, was approved by the Housing Authority (Resolution HA-1817) and City Council (Resolution R-312514) on June 11, 2019. This resolution included a fourth amendment to provide for continued operations of the Women and Family Program at Golden Hall, 202 C Street, San Diego, CA 92101.

KEY STAKEHOLDERS and PROJECTED IMPACTS

Stakeholders for this project include: individuals and families experiencing homelessness in the City of San Diego, OSTH shelter residents, and Alpha Project and FJV as the sub-recipients operating the City's Bridge Shelter programs at the Convention Center during OSTH. The programs are expected to have a positive impact on the community as they will provide shelter and services to individuals and families otherwise experiencing homelessness.

ENVIRONMENTAL REVIEW

The proposed action of amending the budget contained within the report is not a project as defined in California Environmental Quality Act (CEQA) Section 15378(b)(5) as it is an administrative activity of government that will not result in direct or indirect physical changes in the environment and, therefore are not subject to CEQA pursuant to Section 15060(c)(3) of the State CEQA Guidelines. Further, this project is not subject to CEQA pursuant to California Government Code section 8698.4, which provides that actions taken by a city to lease, convey, or encumber land owned by a city, or to facilitate the lease, conveyance, or encumbrance of land owned by the local government for, or to provide financial assistance to, a homeless shelter is not subject to CEQA. Additionally, this activity is not subject to CEQA pursuant to Section 15060(c)(2) because the activity will not result in a direct or reasonably foreseeable indirect physical change in the environment. COVID-19 Operations Activities described in the report relating to temporary operations at alternative sites in response to the COVID-19 pandemic are exempt from CEQA pursuant to CEQA Guidelines Sections 15269(c) (Emergency Projects) and 15359 (Emergency). This action is necessary to prevent or mitigate an emergency, and is also necessary to address a sudden and unexpected occurrence involving a clear and imminent danger, demanding immediate action to prevent or mitigate the loss of, or damage to, life, health, property, or essential public services related to the novel coronavirus – COVID-19 pandemic. The COVID-19 pandemic, if left unaddressed, will result in an immediate short-term public health crisis, and this action is necessary to prevent or mitigate loss of life, health, and essential public services. Federal funds constitute a portion of this project making the project subject to 24 CFR Part 58 of the National Environmental Policy Act (NEPA). The parties agree that the provision of any federal funds as the result of this action is conditioned on the City of San Diego's final NEPA review and approval.

Should it be determined that OSTH will discontinue and shelter residents will return to previously established Bridge Shelter locations, this authorization would only be actioned, if and to the extent that an Environmental Review per National Environmental Policy Act environmental clearances with respect to federal funding sources is completed and clearance is received.

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Respectfully submitted,



Lisa Jones
Executive Vice President of Strategic Initiatives
Homeless Housing Innovations

Approved by,



Jeff Davis
Deputy Chief Executive Officer
San Diego Housing Commission

Docket materials are available online in the "Governance & Legislative Affairs" section of the San Diego Housing Commission website at www.sdhc.org.