



INFORMATIONAL REPORT

DATE ISSUED: June 2, 2022

REPORT NO: HCR22-045

ATTENTION: Chair and Members of the San Diego Housing Commission
For the Agenda of June 10, 2022

SUBJECT: March 2022 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 reallocated 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. This approval supported the oversight and management of the Bridge 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 Bridge 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.

The MOU between the City and the Housing Commission and operating agreements with shelter operators have been renewed on multiple occasions with Board and Housing Authority/City Council approval, including the addition and expansion of a shelter at the San Diego Concourse and parts of Golden Hall and the addition of a shelter at 1710 Imperial Avenue.

On June 16, 2020, the City Council approved an MOU with the Housing Commission regarding the administration of Homeless Housing, Assistance, and Prevention (HHAP) program funding (Resolution R-313113). A portion of HHAP funds are allocated to fund the operation of the City's Bridge Shelter Program. The Housing Authority also approved Resolution HA-1859, authorizing execution of

June 2, 2022

March 2022 Reporting Update for the City of San Diego's Bridge Shelter Programs

Page 2

agreements with Alpha Project, Father Joe's Villages (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 options to renew, to operate the City's Bridge Shelter Program and Resolution R-313112 to remove references to the provision of Transitional Storage Center Services and bifurcate the MOUs.

On September 18, 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 Transition-Age Youth (TAY) at Golden Hall, with expanded capacity to serve 280 additional Single Adults. This item was approved by the Housing Authority on October 6, 2020.

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 Operation Shelter to Home, as of November 30, 2020, the VVSD Bridge Shelter program located at the Convention Center ceased operations.

On January 26, 2021, the City Council appropriated an additional \$5,560,358 in Homeless Emergency Aid Program (HEAP) and Community Development Block Grant (CDBG) funds to support the extension of Operation Shelter to Home through March 31, 2021. In addition, the City Council, in its role as the Housing Authority, authorized the Housing Commission to expend \$2,000,000 in federal Moving to Work (MTW) funds to fund the operator agreements for the three Bridge Shelters. These MTW funds partially replace 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 Operation Shelter to Home at the Convention Center.

Client transitions to both new and pre-existing shelter programs began in early March 2021, with the final move-out dates on March 23 and March 24, 2021. Throughout the month of March 2021, staff supported Convention Center residents in transitioning to other shelter options or permanent and longer-term housing opportunities.

Beginning June 1, 2021, the Housing Commission, City of San Diego and shelter operators began planning for the expansion of shelter bed capacity to pre-COVID levels with the intent of having the additional capacity fully operational by the end of August 2021. This initial timeline had been extended due to bunkbed manufacturing and shipping delays and in consideration of impacts of the COVID-19 Delta variant throughout the region. The additional bunk beds were delivered and operational by the end of October 2021 bringing the maximum capacity to 938 beds nightly.

MONTHLY REPORTING – MARCH 2022

The charts below provide an overview of data captured in March 2022 for the following Bridge Shelter programs:

- Single Adult Bridge Shelter located at 16th Street & Newton Avenue, operated by Alpha Project

- Single Adult Bridge Shelter located at 17th Street & Imperial Avenue, operated by Alpha Project
- The Bridge Shelter for Single Adults, Families, and Transition-Age Youth (TAY) located at Golden Hall, operated by FJV

As of March 31, 2022, Bridge Shelters provided a total of 938 beds nightly—728 beds for single adults, 164 beds for families with children (146 beds and 18 cribs), and 46 beds for TAY. On August 9, 2021, the San Diego Police Department’s (SDPD) Direct Placement Program was reactivated at the Single Adult Bridge Shelter located at 16th Street & Newton Avenue. Fifty beds are allocated to the Direct Placement Program. (At FJV’s Paul Mirable Center Interim Shelter, 50 beds are dedicated to the Neighborhood Policing Division Homeless Outreach Team (HOT)).

In March 2022, the Bridge Shelters provided shelter to 1,138 households¹, consisting of 1,236 individuals.

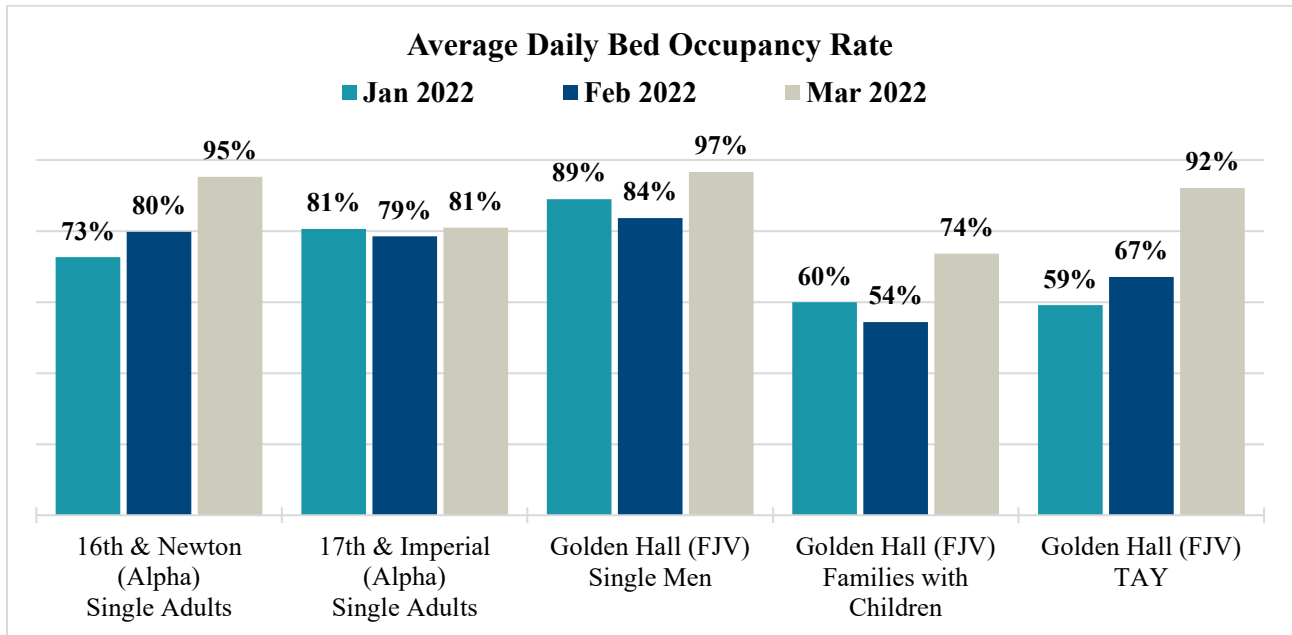
Table One: Total Households Served

SHELTER	Households Served in March 2022	Total Households Served in FY22
16 th & Newton (Alpha Project) – Single Adults*	417	1,074
17 th & Imperial (Alpha Project) – Single Adults	178	661
Golden Hall (FJV) – Single Men	425	911
Golden Hall (FJV) – Families with Children	49	152
Golden Hall (FJV) – Transition Age Youth (TAY)	69	211
TOTAL HOUSEHOLDS SERVED	1,138	3,009

*NOTE: Data for the Single Adult Bridge Shelter located at 16th Street & Newton Avenue includes persons served by the SDPD’s Direct Placement Program. The Direct Placement Program served 95 individuals in March 2022 and has served 278 individuals total in FY22.

¹ A household may be composed of a single individual or a family unit.

Chart One: Average Daily Bed Occupancy Rate - Last Three Months



*Given the varying family sizes served in the Golden Hall Families with Children shelter, and the shelter bed composition, there may be instances in which a bed is left vacant but is not available as the operator strives to keep households together in their assigned living areas.

Intakes

Coordinated intakes into the Bridge Shelter programs are facilitated seven days a week by the Coordinated Shelter Intake Team in conjunction with City-funded outreach teams, including Bridge Shelter Outreach teams, the San Diego Police Department Neighborhood Policing Division’s Homeless Outreach Team (HOT) Homelessness Response Center staff, and other participating homelessness services providers. Intakes are conducted in alignment with all applicable County of San Diego Public Health guidelines. City-funded outreach teams, including the San Diego Police Department’s HOT, and other partnering agencies, are trained referring partners and receive daily updates on shelter bed availability. Housing Commission staff review referrals and match clients with the available and most appropriate shelter intervention.

As COVID-19 cases surged among the general population, similar increases in case rates occurred in the population of people experiencing homelessness who reside in the City’s shelter system. Regularly scheduled COVID-19 testing administered during the weeks of December 13, 2021, through January 24, 2022, yielded a significant number of COVID-19 positive cases. Positive rates began to decline the last week of January and continued throughout the month of February.

Amid this regional increase in cases, there was a high demand for the County of San Diego isolation hotel rooms and a need to prioritize patients discharged from hospitals who still needed isolation. This meant the County had to manage prioritization of competing needs as the omicron variant impacted the region. Due to this limited room availability through the County of San Diego's Temporary Lodging Program, increasing COVID-19 cases across shelter programs and the lack of space in shelters to isolate clients in large numbers, the City established two temporary isolation spaces with a capacity to serve 65 individuals. The isolation spaces were maintained in January and

February 2022 but were reduced in February 2022 due to decreased COVID-19 rates in weekly testing cycles. City, Housing Commission, shelter providers and County Public Health staff continued to work in close coordination to facilitate the transition of COVID-19 positive clients from a City isolation space into Temporary Lodging as quickly as possible. On February 24, 2022, the County of San Diego issued notice that the Temporary Lodging Program was scheduled to close on March 31, 2022, due to the conclusion of federal funding utilized to operate the program. This date was extended to April 2, 2022, to allow for the timely transition of the programs remaining clients.

In early February 2022, the City of San Diego and the Housing Commission coordinated with the County of San Diego to develop updated guidelines that provide a uniform methodology for assessing COVID-19 positivity rates in a shelter environment and provide direction as to when modifications to client intake activity is appropriate. The “Shelter Intake Guidelines” detail four tiers, each with a corresponding recommendation for client intakes. This measured approach allowed for client intakes to resume incrementally to scale shelters back to identified occupancy levels.

Table Two: Shelter Intake Guidelines

	Low	Moderate	Substantial	High
Positivity Rate	≤5%	5%–7.9%	8%–9.9%	≥10%
Client Intakes	No modifications	10% of the shelter’s maximum capacity, in addition to the programs average attrition rate	5% of the shelter’s maximum capacity, in addition to the programs average attrition rate	Temporarily Suspend Client Intakes

*Positivity rate is a function of total positives within a given testing period and the rolling average of total of tests administered over the last two testing intervals

In March 2022, the Bridge Shelters conducted 444 intakes—398 intakes into Bridge Shelters for single adults, 18 intakes into the family Bridge Shelter, and 28 intakes into the TAY Bridge Shelter. The 444 intakes include households who may have entered more than once, and represent 420 unique households: 403 unique single adults/TAY individuals and 17 unique families with children (totaling 44 individuals).

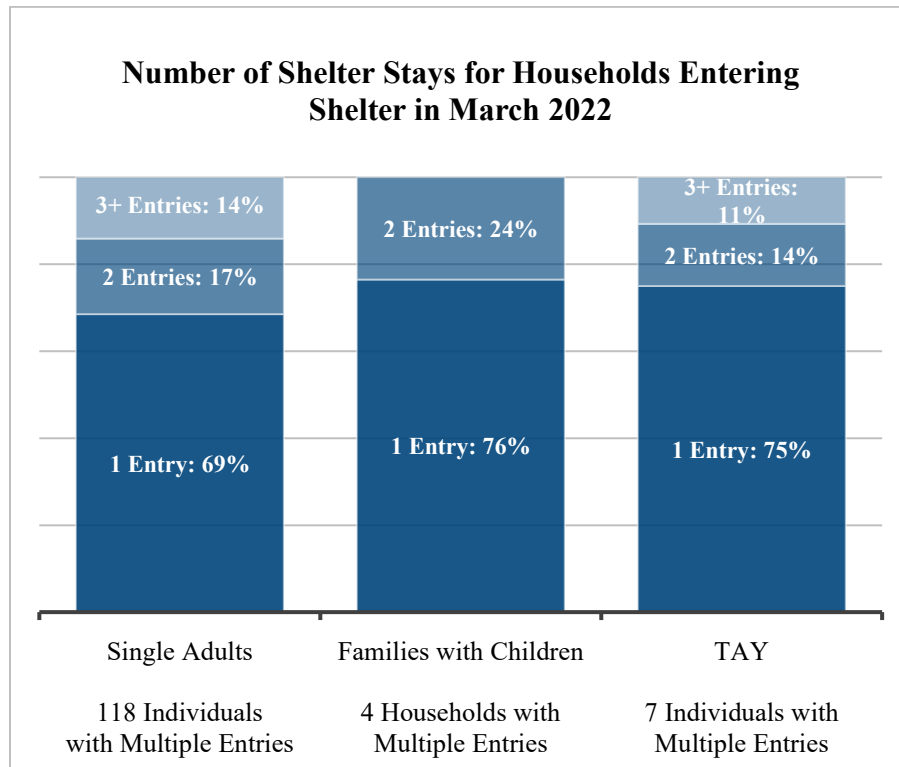
Table Three: Bridge Shelter Intakes* by Subpopulation

SUBPOPULATION SERVED	Total Intakes in March 2022	Total Intakes FY2022
Single Adults	398	2,466
Families with Children (Households)	18	159
Transition-Age Youth (TAY)	28	213
TOTAL	444	2,838

*NOTE: Includes individuals with multiple entries

Of the 444 intakes completed in March 2022, 291 intakes (65.5 percent) were for households entering a Bridge Shelter for the first time in Fiscal Year 2022; 84 intakes (19 percent) were for households with two entries into a Bridge Shelter in Fiscal Year 2022; and 69 intakes (15.5 percent) were for households with three or more entries into a Bridge Shelter in Fiscal Year 2022.

Chart Three: Shelter Entries for Households Entering Shelter - March 2022



Of the 420 unique households (403 single adults/TAY individuals and 17 families with children) entering the Bridge Shelters in March 2022, 257 households (61 percent) remained in shelter on March 31, 2022, and 163 households (39 percent) exited the shelters on or before March 31, 2022. The average length of stay for the 163 households exiting shelter was seven days.

Positive Exits

Between July 1, 2021, and March 31, 2022, 315 households had positive exits from shelter—199 households exited to permanent destinations, and 116 households exited to other longer-term housing destinations. “Positive Exits” include exits to the following destinations:

- Permanent Destinations:
 - Rental with Permanent Supportive Housing (PSH) Subsidy, including Veterans Affairs Supportive Housing (VASH - veteran resource), Project One for All (POFA) Project-Based PSH, and Sponsor-Based PSH
 - Rental with Rapid Rehousing (RRH) Subsidy, including Supportive Services for Veteran Families (veteran resource)

- Rental with Other Subsidy, including Grant Per Diem (GPD) Transition In Place (TIP) (Veteran resource), Section 8 Housing Choice Voucher, or any other non-PSH or non-RRH housing subsidy
- Rental with No Subsidy
- Living with Friends/Family on a permanent basis
- Other Longer-Term Housing Destinations:
 - Temporarily living with family/friends
 - Transitional housing
 - Safe haven
 - Host homes (TAY resource)
 - Foster care
 - Substance abuse treatment facilities
 - Long-term care facilities (nursing homes)

Table Four: Positive Exits – Fiscal Year 2022

Positive Exit Destination	16 th & Newton (Alpha)	17 th & Imperial (Alpha)	Golden Hall (FJV)			TOTAL HOUSEHOLDS
	Single Adults	Single Adults	Single Men	Families with Children	TAY	
Permanent Supportive Housing (PSH)	14	10	21	0	2	47
Rental – Rapid Rehousing (RRH)	1	3	5	2	0	11
Rental – Other Subsidy	19	3	6	0	1	29
Rental – No Subsidy	9	10	18	2	3	42
Family/Friends (Permanent)	14	3	29	11	13	70
Other Longer-Term Housing	32	23	30	14	17	116
TOTAL HOUSEHOLDS	89	52	109	29	36	315

Status of Households Active in Shelter

On March 31, 2022, 754 households were enrolled in a Bridge Shelter. Of those 754 households, 64 households (8 percent) were connected to a Rapid Rehousing (RRH) or Permanent Supportive Housing (PSH) resource, and 36 households (5 percent) had been referred to an Emergency Housing Voucher (EHV) resource. The U.S. Department of Housing and Urban Development’s (HUD) EHV program is providing 70,000 Housing Choice Vouchers to Public Housing Authorities (PHAs) nationwide for

persons experiencing homelessness, with 480 EHV’s awarded to the Housing Commission, and an additional 339 EHV’s awarded to other PHAs throughout the county.

Table Five: Sheltered Households Connected to Permanent Housing Resources on March 31, 2022

Permanent Housing Resource	16 th & Newton (Alpha)	17 th & Imperial (Alpha)	Golden Hall (FJV)			TOTAL HOUSEHOLDS
	Single Adults	Single Adults	Single Men	Families with Children	TAY	
Permanent Supportive Housing (PSH)	10	7	15	0	2	34
Rapid Rehousing (RRH)	6	2	1	14	7	30
Emergency Housing Voucher (EHV)	10	8	18	0	0	36
TOTAL HOUSEHOLDS	26	17	34	14	8	99

Fiscal Considerations

Across all three Bridge Shelters, the operational expenses incurred from July 1, 2021, through March 31, 2022, were \$10,865,630 which is \$3,141,564 less than the allocated budget for this time period. This is predominantly a result of personnel costs that were lower than budgeted and a decrease in occupancy levels due to the temporary suspension of client intakes. As of March 31, 2022, there were 48 total budgeted positions for case managers, supervising case managers, employment specialists, SOAR/benefit specialists and housing specialists across the Bridge Shelter programs. Of those 48 positions, 29 are filled. Recruitment of case managers and supervising case managers continues to be a challenge for the shelter operators. This is attributed to a combination of factors, including: a limited workforce with the necessary skillset and qualifications as well as increased competition for case management and supervision classifications, both of which have been exacerbated by the COVID-19 pandemic.

HOUSING COMMISSION STRATEGIC PLAN

This item relates to Strategic Priority Area No. 4 in the Housing Commission Strategic Plan for Fiscal Year (FY) 2022-2024: Advancing Homelessness

Solutions – Supporting the City of San Diego Community Action Plan on Homelessness.

Table Six: Expense Actuals Compared to Budget – March 2022

SHELTER	MARCH OPERATING	*ACTUALS THROUGH 03/31/2022	BUDGET THROUGH 03/31/2022	UNDER/OVER SPENT
Newton Single Adult (Alpha Project)	\$489,498	\$3,885,094	\$4,930,949	(\$1,045,855)
Families, Single Adults & TAY (FJV)	\$644,606	\$4,956,592	\$6,856,500	(\$1,899,908)
Imperial Single Adult (Alpha Project)	\$259,542	\$2,023,944	\$2,219,746	(\$195,802)
TOTALS	\$1,413,646	\$10,865,630	\$14,007,194	(\$3,141,564)

Outreach Activity

Bridge Shelter Outreach teams are a component of the City of San Diego's Coordinated Street Outreach Program and are providing intensive street-based case management for individuals in an assigned neighborhood and/or Council district. Outreach specialists focus on engaging highly vulnerable individuals as well as those who are connected to a housing resource. Bridge Shelter outreach teams reported 195 client interactions in March 2022. For more details on the City of San Diego's Coordinated Street Outreach Program activities, visit the Homeless Programs Reporting Dashboards on the Housing Commission website (<https://www.sdhc.org/homelessness-solutions/city-homeless-shelters-services/>).

Infectious Disease Mitigation

Beginning in early March 2020, the Housing Commission began sending regular updates to homeless shelters and services providers on ongoing activities of the Regional Task Force on Homelessness (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.

The City of San Diego, RTFH, and Housing Commission staff continue to provide guidance to service providers as needed during this time to support alignment with County Public Health and CDC guidance to protect the health and safety of staff and clients, which includes symptoms monitoring for staff and clients, requirement of enhanced sanitation and cleaning practices, and utilization of personal protective equipment.

In addition to the mitigation efforts for COVID-19, in October, shelter staff and shelter funded outreach staff implemented education and communication strategies to address the spread of Shigella, a bacterial illness affecting the digestive system. These efforts include educating clients about Shigella, such as the symptoms, risk factors, how to mitigate the spread of infection, and reporting requirements if tested positive. Other mitigation efforts include posters with information on how to properly wash or clean your hands inside the client restrooms, handwashing stations, and hand sanitizing stations. Staff also provide information to clients verbally, and information is posted on flyers located on-site, which provide information on other infectious diseases about symptoms, vaccination, prevention and control.

June 2, 2022

March 2022 Reporting Update for the City of San Diego's Bridge Shelter Programs

Page 10

A Joint Hazard Assessment Team (JHAT) composed of representatives with the City of San Diego Homelessness Strategies Department, San Diego Fire Rescue Department, County of San Diego Public Health and the Housing Commission conducts periodic site visits on a regular basis to review compliance with life safety and public health guidelines, facility/environmental issues, as well as to solicit feedback from staff on general operations.

The site visits focus on:

- Utilization and completion of the Daily Public Health Screening Log
- Social Distancing in all staff workspace, client living areas and communal space
- Staff/Client compliance with face mask requirements
- Isolation Area
- Availability and maintenance of hygiene stations
- Facility maintenance issues

Stakeholders recognize that the ongoing operations of the shelter programs are a shared responsibility and are committed to making sure that resources are available to assist each service provider in maintaining a safe space for both clients and staff.

Respectfully submitted,



Lisa Jones
Executive Vice President of Strategic Initiatives
San Diego Housing Commission

Approved by,



Jeff Davis
Interim President & Chief Executive Officer
San Diego Housing Commission

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