



## INFORMATIONAL REPORT

**DATE ISSUED:** September 14, 2022

**REPORT NO:** HCR22-049

**ATTENTION:** Chair and Members of the San Diego Housing Commission  
For the Agenda of September 20, 2022

**SUBJECT:** May and June 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

September 14, 2022

May and June 2022 Reporting Update for the City of San Diego's Bridge Shelter Programs

Page 2

Program. The Housing Authority also approved Resolution HA-1859, authorizing execution of 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 replaced 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 – MAY & JUNE 2022**

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

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

- Single Adult Bridge Shelter located at 17<sup>th</sup> 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 June 30, 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 16<sup>th</sup> Street & Newton Avenue. Fifty beds are allocated to the Direct Placement Program. At FJV's Paul Mirable Center, 50 beds are dedicated to the Neighborhood Policing Division Homeless Outreach Team (HOT).

In May 2022, the Bridge Shelters provided shelter to 913 households<sup>1</sup>, consisting of 1,022 individuals. In June 2022, the Bridge Shelters provided shelter to 1,061 households, consisting of 1,175 individuals.

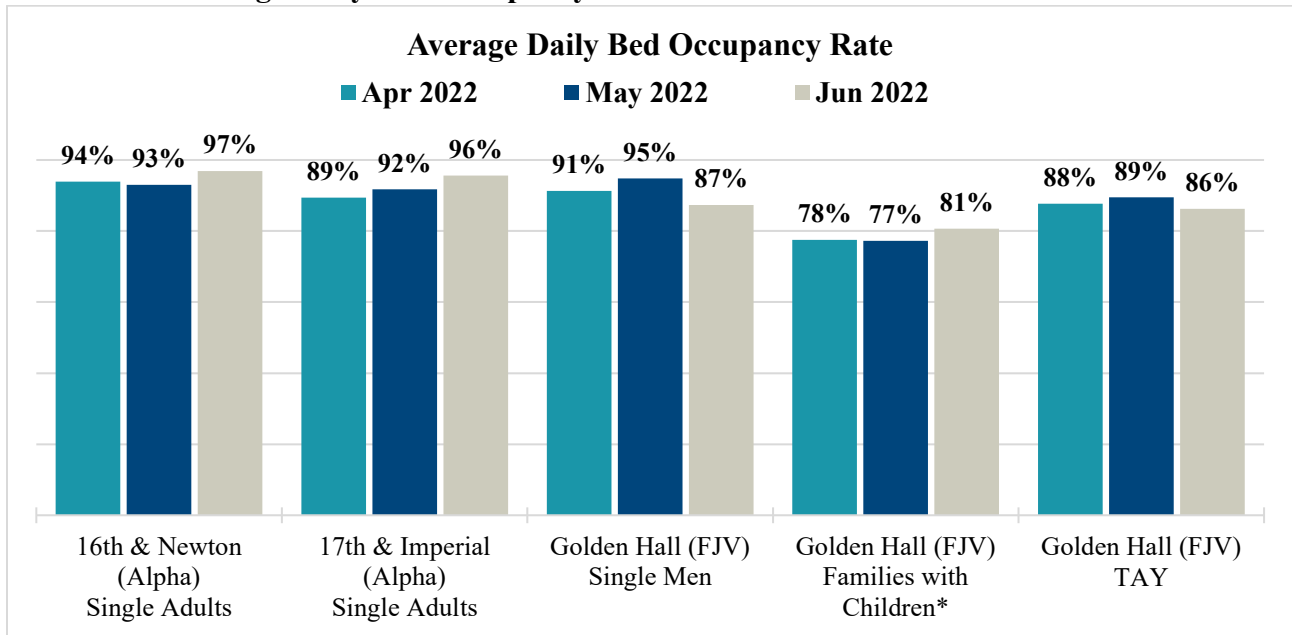
**Table One: Total Households Served**

<b>SHELTER</b>	<b>Households Served in May 2022</b>	<b>Households Served in June 2022</b>	<b>Total Households Served in FY22</b>
<b>16<sup>th</sup> &amp; Newton (Alpha Project) – Single Adults*</b>	327	383	<b>1,352</b>
<b>17<sup>th</sup> &amp; Imperial (Alpha Project) – Single Adults</b>	147	196	<b>850</b>
<b>Golden Hall (FJV) – Single Men</b>	341	352	<b>1,169</b>
<b>Golden Hall (FJV) – Families with Children</b>	53	62	<b>197</b>
<b>Golden Hall (FJV) – Transition Age Youth (TAY)</b>	45	68	<b>269</b>
<b>TOTAL HOUSEHOLDS SERVED</b>	<b>913</b>	<b>1,061</b>	<b>3,837</b>

\*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 82 individuals in May 2022, 84 individuals in June 2022, and 384 individuals total in FY22.

<sup>1</sup> 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) and Homelessness Response Center staff. 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.

In early February, the City and Housing Commission coordinated with the County of San Diego to develop updated guidelines, which 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 back to normal occupancy levels.

With the adoption of these guidelines, client intake activity is subject to change based on positivity rates. These fluctuations, which can vary between scaled intakes and the temporary suspension of client intakes, have a direct impact on the shelter programs’ operational capacity and overall utilization.

**Table Two: Shelter Intake Guidelines**

	<b>Low</b>	<b>Moderate</b>	<b>Substantial</b>	<b>High</b>
<b>Positivity Rate</b>	≤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 May 2022, the Bridge Shelters conducted 359 intakes—318 intakes into Bridge Shelters for single adults, 21 intakes into the family Bridge Shelter, and 20 intakes into the TAY Bridge Shelter. The 359 intakes include households who may have entered more than once and represent 341 unique households: 320 unique single adults/TAY individuals and 21 unique families with children (totaling 60 individuals).

In June 2022, the Bridge Shelters conducted 320 intakes—270 intakes into Bridge Shelters for single adults, 18 intakes into the family Bridge Shelter, and 32 intakes into the TAY Bridge Shelter. The 320 intakes include households who may have entered more than once and represent 287 unique single adults/TAY individuals and 17 unique families with children (totaling 50 individuals).

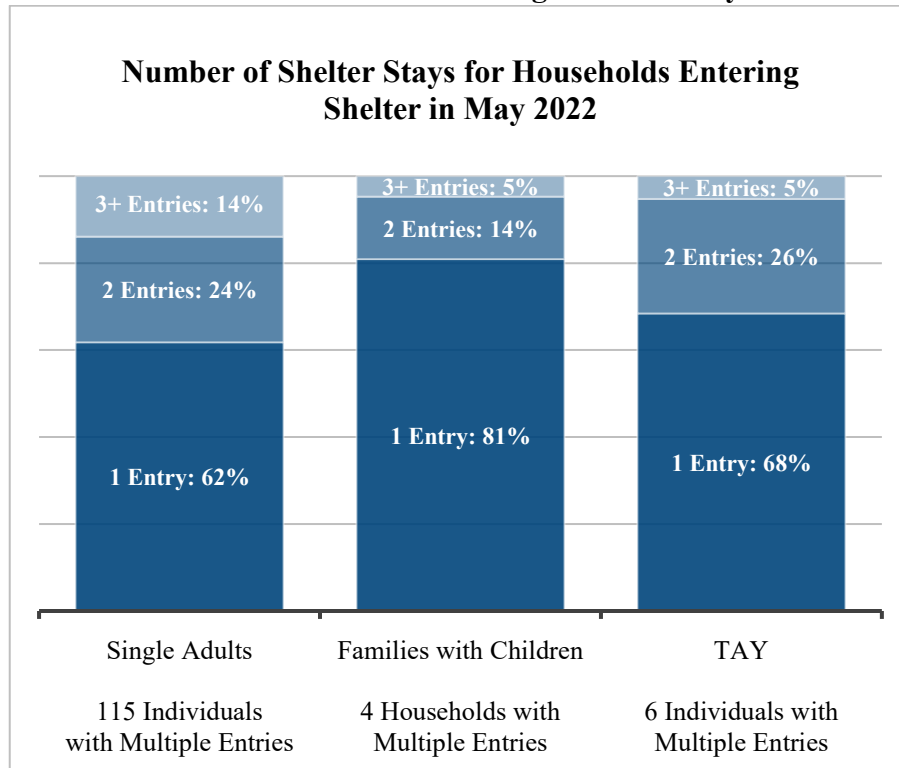
**Table Three: Bridge Shelter Intakes\* by Subpopulation**

<b>SUBPOPULATION SERVED</b>	<b>Total Intakes in May 2022</b>	<b>Total Intakes in June 2022</b>	<b>Total Intakes FY2022</b>
<b>Single Adults</b>	318	270	3,436
<b>Families with Children (Households)</b>	21	18	211
<b>Transition-Age Youth (TAY)</b>	20	32	289
<b>TOTAL</b>	<b>359</b>	<b>320</b>	<b>3,936</b>

\*NOTE: Includes individuals with multiple entries

Of the 359 intakes completed in May 2022, 200 intakes (56 percent) were for households entering a Bridge Shelter for the first time in Fiscal Year 2022; 96 intakes (27 percent) were for households with two entries into a Bridge Shelter in Fiscal Year 2022; and 63 intakes (18 percent) were for households with three or more entries into a Bridge Shelter in Fiscal Year 2022.

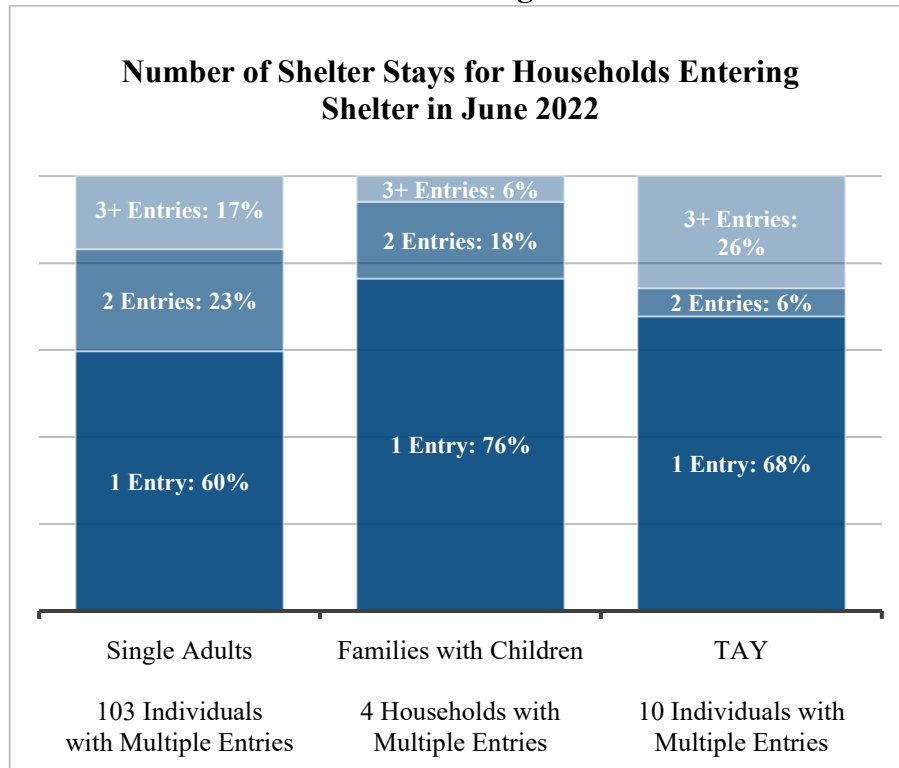
**Chart Three: Shelter Entries for Households Entering Shelter - May 2022**



Of the 341 households (320 single adults/TAY individuals and 21 families with children) entering the Bridge Shelters in May 2022, 208 households (61 percent) remained in shelter on May 31, 2022, and 133 households (39 percent) exited the shelters on or before May 31, 2022. The average length of stay for the 133 households exiting shelter was eight days.

Of the 320 intakes completed in June 2022, 187 intakes (58 percent) were for households entering a Bridge Shelter for the first time in Fiscal Year 2022; 69 intakes (22 percent) were for households with two entries into a Bridge Shelter in Fiscal Year 2022; and 64 intakes (20 percent) were for households with three or more entries into a Bridge Shelter in Fiscal Year 2022.

**Chart Four: Shelter Entries for Households Entering Shelter - June 2022**



Of the 304 households (287 single adults/TAY individuals and 17 families with children) entering the Bridge Shelters in June 2022, 175 households (58 percent) remained in shelter on June 30, 2022, and 129 households (42 percent) exited the shelters on or before June 30, 2022. The average length of stay for the 133 households exiting shelter was seven days.

**Positive Exits**

Between July 1, 2021, and June 30, 2022, 393 households had positive exits from shelter—251 households exited to permanent destinations, and 142 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 <sup>th</sup> & Newton (Alpha)	17 <sup>th</sup> & Imperial (Alpha)	Golden Hall (FJV)			TOTAL HOUSEHOLDS
	Single Adults	Single Adults	Single Men	Families with Children	TAY	
Permanent Supportive Housing (PSH)	27	11	32	0	1	71
Rental – Rapid Rehousing (RRH)	1	3	8	3	0	15
Rental – Other Subsidy	20	7	8	3	2	40
Rental – No Subsidy	8	12	18	3	5	46
Family/Friends (Permanent)	15	4	32	14	14	79
Other Longer-Term Housing	40	31	37	15	19	142
<b>TOTAL HOUSEHOLDS</b>	<b>111</b>	<b>68</b>	<b>135</b>	<b>38</b>	<b>41</b>	<b>393</b>

**Status of Households Active in Shelter**

On June 30, 2022, 738 households were enrolled in a Bridge Shelter. Of those 738 households, 39 households (5 percent) were connected to a Rapid Rehousing (RRH) or Permanent Supportive Housing (PSH) resource, and 17 households (2 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 June 30, 2022**

Permanent Housing Resource	16 <sup>th</sup> & Newton (Alpha)	17 <sup>th</sup> & Imperial (Alpha)	Golden Hall (FJV)			TOTAL HOUSEHOLDS
	Single Adults	Single Adults	Single Men	Families with Children	TAY	
Permanent Supportive Housing (PSH)	8	5	4	0	0	17
Rapid Rehousing (RRH)	8	3	1	9	1	22
Emergency Housing Voucher (EHV)	5	3	9	0	0	17
<b>TOTAL HOUSEHOLDS</b>	<b>21</b>	<b>11</b>	<b>14</b>	<b>9</b>	<b>1</b>	<b>56</b>

**Fiscal Considerations**

Across all three Bridge Shelters, the operational expenses incurred from July 1, 2021, through June 30, 2022, were \$15,455,564 which is \$3,220,696 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 June 30, 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, 35 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.

**Table Six: Expense Actuals Compared to Budget – June 2022**

<b>SHELTER</b>	<b>JUNE OPERATING</b>	<b>ACTUALS THROUGH 06/30/2022</b>	<b>BUDGET THROUGH 06/30/2022</b>	<b>UNDER/OVER SPENT</b>
<b>Newton Single Adult (Alpha Project)</b>	\$617,619	\$5,530,608	\$6,574,599	(\$1,043,991 )
<b>Families, Single Adults &amp; TAY (FJV)</b>	\$571,055	\$6,975,138	\$ 9,142,000	(\$2,166,862 )
<b>Imperial Single Adult (Alpha Project)</b>	\$350,936	\$2,949,818	\$ 2,959,661	(\$9,843 )
<b>TOTALS</b>	<b>\$1,539,610</b>	<b>\$15,455,564</b>	<b>\$ 18,676,260</b>	<b>(\$3,220,696 )</b>

**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 145 client interactions in May 2022 and 106 client interactions in June 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 Centers for Disease Control and Prevention (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 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.

A Joint Hazard Assessment Team (JHAT) composed of representatives with the City of San Diego Homelessness Strategies and Solutions 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

With the conclusion of the County of San Diego Temporary Lodging Program in April 2022, the Housing Commission coordinated with the Bridge shelter operators to enhance on-site capacity to isolate clients who are either symptomatic or test positive for COVID-19 and in creating off-site isolation space to accommodate instances in which increased positivity rates are identified.

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.

### **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.

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](http://www.sdhc.org)