



SAN DIEGO  
HOUSING  
COMMISSION

## INFORMATIONAL REPORT

**DATE ISSUED:** June 3, 2021

**REPORT NO:** HCR21-067

**ATTENTION:** Chair and Members of the San Diego Housing Commission  
For the Agenda of June 11, 2021

**SUBJECT:** April 2021 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. 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.

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 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 Bridge Shelters, and the Housing Commission's federal Moving to Work (MTW) funds were allocated to fund the Bridge 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.

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 (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 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 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 Transitional-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, which is described in greater detail on the following pages, (due to increased utilization of both Veterans Affairs Supportive Housing [VASH] vouchers and Supportive Services for Veterans Families [SSVF] programs), as of November 30, 2020, the VVSD Bridge Shelter program located at the Convention Center ceased operations. As part of Operation Shelter to Home, VVSD served 485 clients, of which 183 moved into permanent or longer-term housing, and many others accessed interim housing through the SSVF program. Prior to the November 30, 2020, closure date, shelter and Housing Commission staff ensured that the few remaining residents were transitioned into alternate Operation Shelter to Home programs, and the Housing Navigation Team continues to support their path to permanent housing.

On January 26, 2021, the City Council appropriated an additional \$5,560,358 in Homeless Emergency Aid Program and Community Development Block Grant 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 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.

Beginning in January 2021, activities related to the demobilization of operations at the Convention Center commenced. These activities included weekly planning meetings, site commissioning tasks, policy and procedures workshops related to COVID-19 mitigation, and other workflow and training sessions, as well as focused case conferencing sessions to support positive exits from the shelter.

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

On the final demobilization days of March 23 and March 24, 506 people exited from the Convention Center and transferred to the reactivated Bridge Shelters. This group consisted of all remaining clients in both the Alpha Project and FJV shelters operated at the Convention Center. Over the two-day period, in coordination with the Metropolitan Transit System, San Diego Police Department, service providers, Convention Center personnel and the Operation Shelter to Home Incident Command, all individuals who had not already exited to a permanent or longer-term housing destination or other shelter destination were transitioned to either the Golden Hall shelter operated by FJV or one of two shelter sites operated by Alpha Project.

### **MONTHLY REPORTING – APRIL 2021**

The charts below provide an overview of data captured in April 2021 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

The Bridge Shelters currently provide a total of 802 beds nightly—610 beds for single adults, 146 beds for families with children, and 46 beds for TAY. Between March 25, 2021, and April 30, 2021, the Bridge Shelters provided shelter to 940 households<sup>1</sup>, consisting of 969 individuals. On April 30, 2021, 567 households, consisting of 584 individuals, were in shelter.

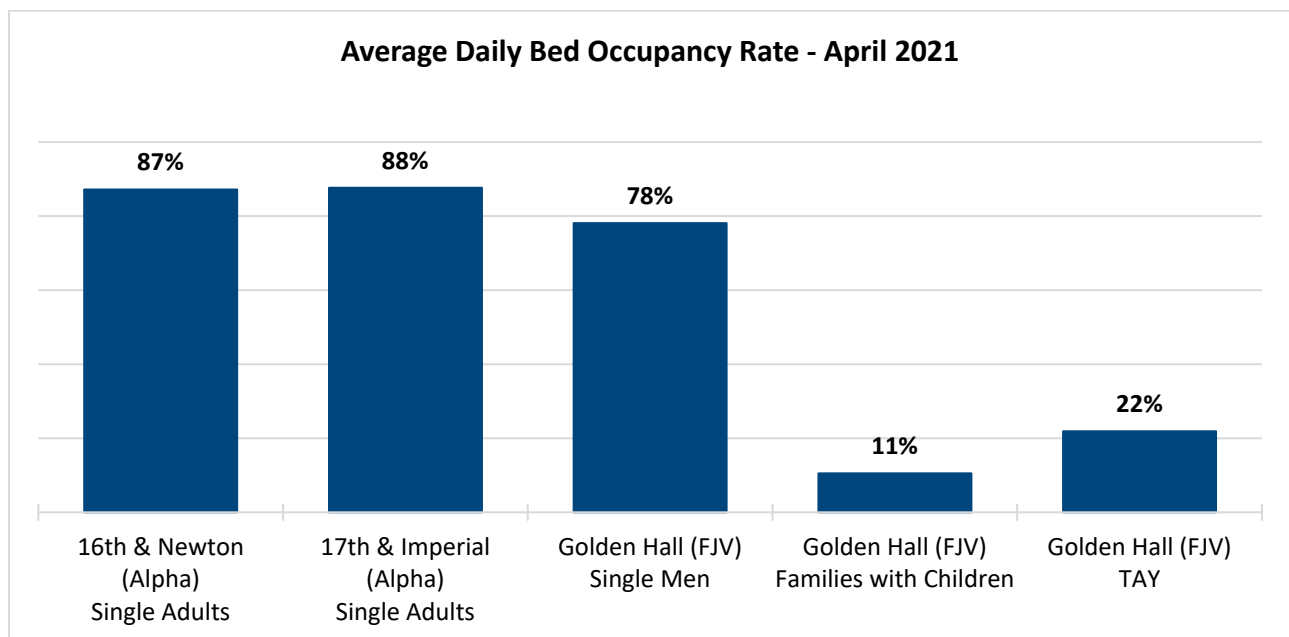
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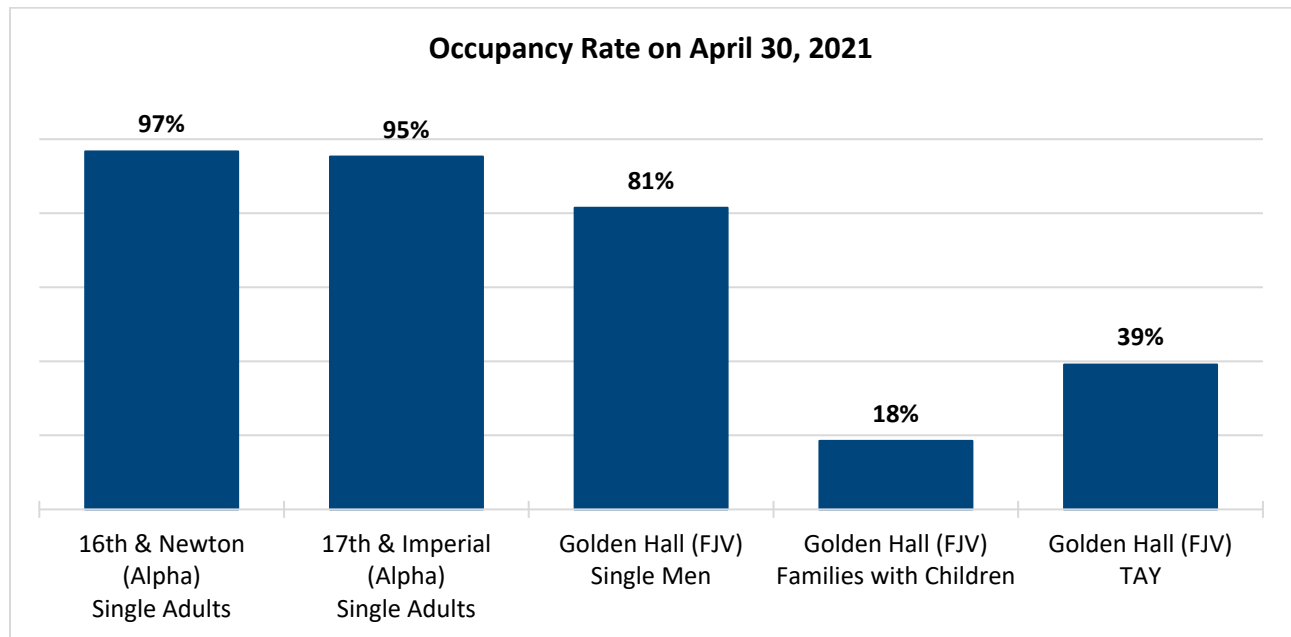
<sup>1</sup> A household can be comprised of a single individual or of a family unit.

**Table One: Total Households Served**

SHELTER	MARCH 25 – APRIL 30, 2021
16 <sup>th</sup> & Newton (Alpha Project) – Single Adults	271
17 <sup>th</sup> & Imperial (Alpha Project) – Single Adults	198
Golden Hall (FJV) – Single Men	420
Golden Hall (FJV) – Families with Children	17
Golden Hall (FJV) – Transition Age Youth (TAY)	34
<b>TOTAL HOUSEHOLDS SERVED</b>	<b>940</b>

**Chart One: Average Daily Bed Occupancy Rate**



**Chart Two: Occupancy Rate on Last Day of Reporting Month****Intakes**

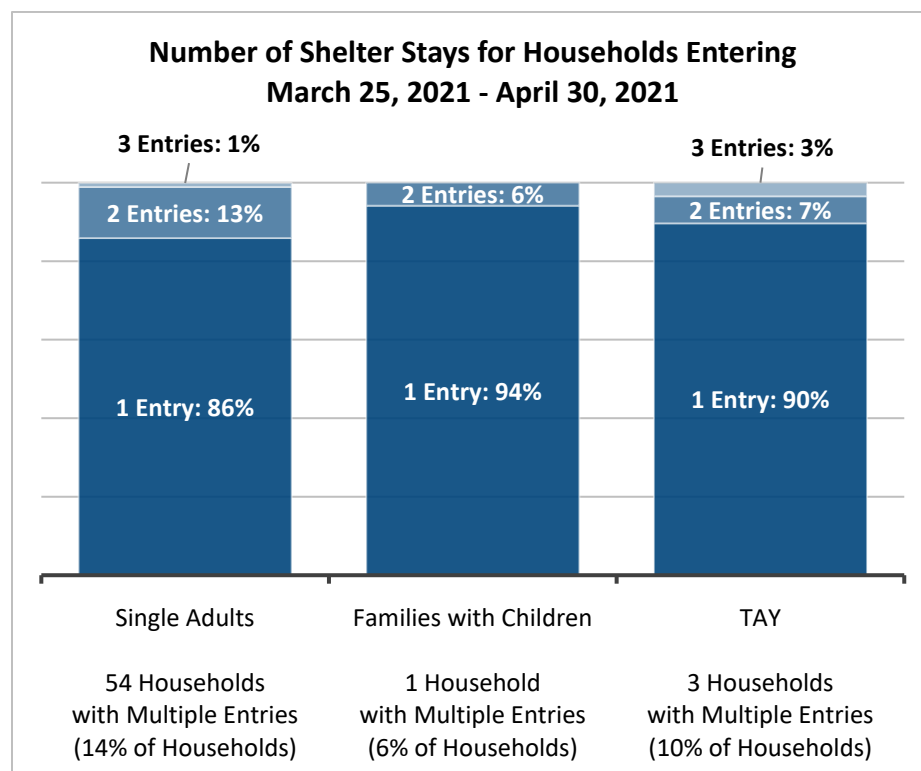
Coordinated intakes into the Bridge Shelter programs are facilitated by Housing Commission personnel seven days a week. Intakes are conducted in alignment with all applicable County of San Diego Public Health guidelines. City-funded outreach teams, including the San Diego Police Department's Homeless Outreach Team (HOT), are approved 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, based on client need and preference.

Between March 25, 2021, and April 30, 2021, the Bridge Shelters conducted 450 intakes into the Bridge Shelters—401 intakes into Bridge Shelters for single adults, 18 intakes into the family Bridge Shelter, and 31 intakes into the TAY Bridge Shelter. The 450 intakes include individuals/households who may have entered more than once, and represent 412 unique individuals and 17 unique families. Of the 450 intakes, 371 intakes (82 percent) were for individuals/households with only one entry into a Bridge Shelter; 38 intakes (16 percent) were for 55 individuals/households with two entries into a Bridge Shelter; and three intakes (2 percent) were for three individuals/households with three entries into a Bridge Shelter.

**Table Two: Bridge Shelter Intakes by Subpopulation – March 25, 2021 - April 30, 2021**

SUBPOPULATION SERVED	Total Intakes (including persons with multiple entries)
Single Adults	401
Families with Children	18
Transition Age Youth (TAY)	31
<b>TOTAL</b>	<b>450</b>

**Chart Three: Shelter Stays for Households Entering Shelter March 25, 2021 - April 30, 2021**



Of the 429 households entering the Bridge Shelters between March 25, 2021, and April 30, 2021, 263 (61 percent) remained in shelter on April 30, 2021, and 166 households (39 percent) exited the shelters prior to April 30, 2021. The average length of stay for the 166 households exiting shelter was seven days.

### **Positive Exits**

Between March 25, 2021, and April 30, 2021, 44 households had positive exits from shelter—37 households exited to permanent destinations, and seven 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 SSVF (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 Three: Positive Exits – March 25, 2020 - April 30, 2021**

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)	3	3	5	0	1	12
Rental – Rapid Rehousing (RRH)	2	1	5	0	0	8
Rental – Other Subsidy	7	0	1	0	1	9
Rental – No Subsidy	0	2	2	0	0	4
Family/Friends (Permanent)	1	0	2	0	1	4
Other Long-Term Housing	5	0	1	0	1	7
<b>TOTAL HOUSEHOLDS</b>	18	6	16	0	4	44



**Status of Households Active in Shelter**

On April 30, 2021, 567 individuals/households were enrolled in a Bridge Shelter. Of those 567 individuals/households, 95 (17 percent) were connected to a housing resource.

**Table Four: Sheltered Households Connected to Permanent Housing Resources on April 30, 2021**

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)	18	11	25	1	0	55
Rapid Rehousing (RRH)	18	4	10	3	5	40
<b>TOTAL HOUSEHOLDS</b>	36	15	35	4	5	95

**Fiscal Considerations**

Across all four Bridge Shelters, the operational expenses incurred from July 1, 2020, through March 31, 2021, were \$8,172,801, which is \$4,254,240 less than the allocated budget for this time period. This is predominantly a result of client meal expenses being paid through other funding sources while clients were temporarily located at the Convention Center, as well as personnel costs that were lower than budgeted. As of the final March 31, 2021, fiscal reporting period, there were 29 total budgeted positions for case managers, supervising case managers and housing specialists across the Bridge Shelter programs (not including the downstairs Golden Hall Expansion, which came online when the shelter programs exited the Convention Center). Of those 29 positions, 17 were filled. 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 to be technically qualified with the right credentials, but also mission-driven and willing to work in unique worksite locations, and availability of skilled staff during the pressures of the pandemic may be a further contributing factor. Recruitment has also been additionally challenging during the pandemic.

**Table Five: Expense Actuals Compared to Budget – July 1, 2020 – March 31, 2021**

SHELTER	March OPERATING	*ACTUALS THROUGH 3/31/2021	BUDGET THROUGH 3/31/2021	UNDER/ OVER SPENT
Newton Single Adult (Alpha Project)	\$ 469,814	\$ 2,938,361	\$ 4,802,786	\$(1,864,425 )
Veterans (VVSD)	\$0	\$1,233,432	\$1,955,443	\$(722,011)
Families, Single Adults & TAY (FJV) <sup>2</sup>	\$331,715	\$2,350,739	\$3,560,316	\$(1,209,577 )
Imperial Single Adult (Alpha Project)	\$247,627	\$1,650,269	\$2,108,496	\$(458,227 )
<b>TOTALS</b>	<b>1,049,156</b>	<b>\$8,172,801</b>	<b>\$12,427,041</b>	<b>\$(4,254,240 )</b>
* Actuals do not include some outstanding Fiscal Year 2020 invoices for facilities contracts related to restrooms and showers				

**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. Between March 25, 2021, and April 30, 2021, the Bridge Shelter Outreach teams provided street-based case management services to 133 individuals, resulting in one placement into permanent housing, 16 placements into transitional housing, and 37 placements into shelter.

**COVID-19 MITIGATION RESPONSES**

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

<sup>2</sup> These numbers do not yet incorporate the additional budget for the downstairs of Golden Hall.

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Stakeholders recognize that the ongoing operations of the shelter programs is a shared responsibility and is 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  
Deputy 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)