



SAN DIEGO  
HOUSING  
COMMISSION

## INFORMATIONAL REPORT

**DATE ISSUED:** November 4, 2021

**REPORT NO:** HCR21-098

**ATTENTION:** Chair and Members of the San Diego Housing Commission  
For the Agenda of November 12, 2021

**SUBJECT:** September 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 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 (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, 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, with the final move-out dates on 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.

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 has been extended due to bunkbed manufacturing and shipping delays and in consideration of impacts of the COVID-19 Delta variant throughout the region.

### **MONTHLY REPORTING – SEPTEMBER 2021**

The charts below provide an overview of data captured in September 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

As of September 30, 2021, Bridge Shelters provided a total of 843 beds nightly—651 beds for single adults, 146 beds for families with children, 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).

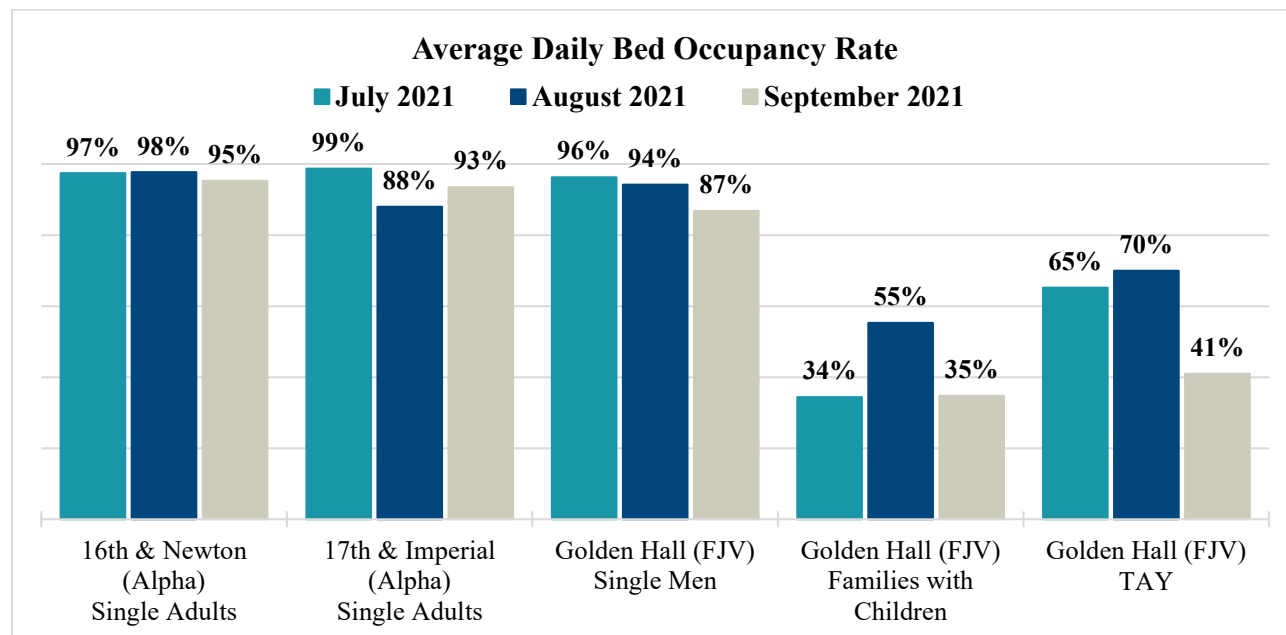
In September 2021, the Bridge Shelters provided shelter to 937 households<sup>1</sup>, consisting of 994 individuals.

**Table One: Total Households Served**

<b>SHELTER</b>	<b>Households Served in September 2021</b>	<b>Total Households Served in FY22</b>
<b>16<sup>th</sup> &amp; Newton (Alpha Project) – Single Adults*</b>	282	453
<b>17<sup>th</sup> &amp; Imperial (Alpha Project) – Single Adults</b>	198	341
<b>Golden Hall (FJV) – Single Men</b>	390	569
<b>Golden Hall (FJV) – Families with Children</b>	26	59
<b>Golden Hall (FJV) – Transition Age Youth (TAY)</b>	41	87
<b>TOTAL HOUSEHOLDS SERVED</b>	<b>937</b>	<b>1,509</b>

\*NOTE: "Households Served in September 2021" and "Total Households Served in FY22" at 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 47 individuals in September 2021, and has served 59 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\***

\*NOTE: The average daily bed occupancy rate at Golden Hall decreased in September 2021 due to a temporary suspension of intake activity due to increased rates of COVID-19 cases. The temporary suspension began in August and was lifted in mid-September.

### **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, 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.

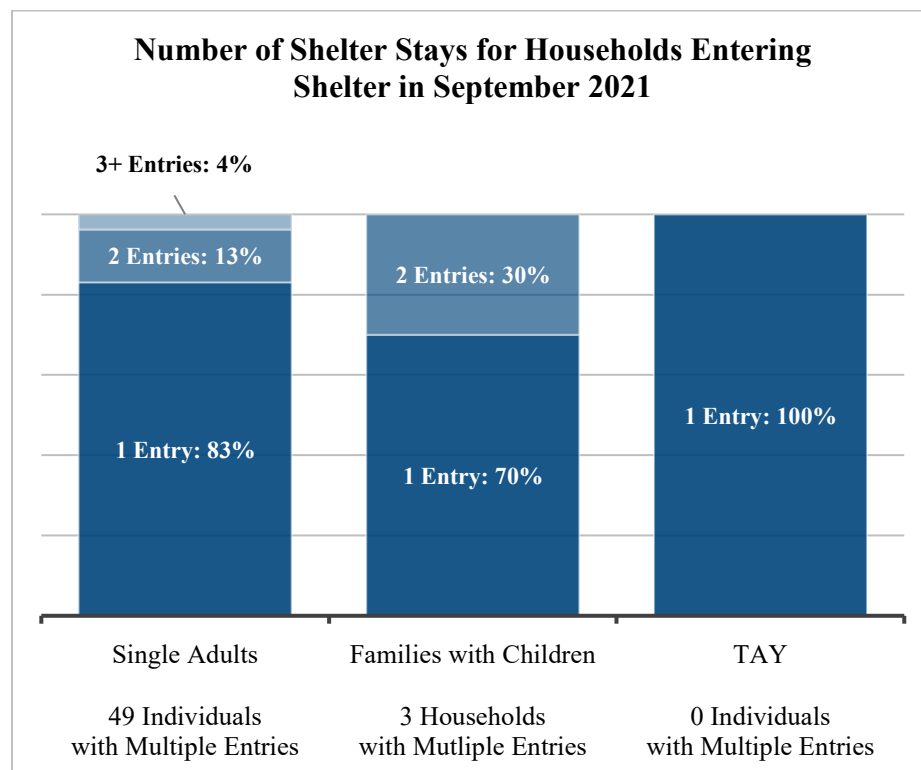
In September 2021, the Bridge Shelters conducted 345 intakes—303 intakes into Bridge Shelters for single adults, 32 intakes into the family Bridge Shelter, and 10 intakes into the TAY Bridge Shelter. The 345 intakes include individuals/households who may have entered more than once, and represent 299 unique single adults/TAY and 10 unique families with children.

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

SUBPOPULATION SERVED	Total Intakes in September 2021	Total Intakes FY2022
Single Adults	303	908
Families with Children	32	161
Transition-Age Youth (TAY)	10	61
<b>TOTAL</b>	<b>345</b>	<b>1,130</b>

\*NOTE: Includes individuals/households with multiple entries

Of the 345 total intakes in September 2021, totaling 309 households, 273 intakes (79 percent) were for 257 households entering a Bridge Shelter once in Fiscal Year 2022; 59 intakes (17 percent) were for 41 households with two entries into a Bridge Shelter; and 13 intakes (four percent) were for 11 households with three or more entries into a Bridge Shelter.

**Chart Three: Shelter Entries for Households Entering Shelter - September 2021**

Of the 309 Households (345 intakes) entering the Bridge Shelters in September 2021, 226 households (73 percent) remained in shelter on September 30, 2021, and 83 households (27 percent) exited the

shelters on or before September 30, 2021. The average length of stay for the 83 households exiting shelter was six days.

### **Positive Exits**

Between July 1, 2021, and September 30, 2021, 101 households had positive exits from shelter—57 households exited to permanent destinations, and 44 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 Three: 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)	4	2	6	0	0	12
Rental – Rapid Rehousing (RRH)	0	0	4	0	0	4
Rental – Other Subsidy	0	2	4	0	0	6
Rental – No Subsidy	3	4	2	0	2	11
Family/Friends (Permanent)	1	3	12	2	6	24
Other Longer-Term Housing	15	4	11	5	9	44
<b>TOTAL HOUSEHOLDS</b>	<b>23</b>	<b>15</b>	<b>39</b>	<b>7</b>	<b>17</b>	<b>101</b>

**Status of Households Active in Shelter**

On September 30, 2021, 676 individuals/households were enrolled in a Bridge Shelter. Of those 676 individuals/households, 72 (11 percent) were connected to a Rapid Rehousing (RRH) or Permanent Supportive Housing (PSH) resource, and 52 individuals/households (8 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 Four: Sheltered Households Connected to Permanent Housing Resources on September 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)	17	12	7	0	0	36
Rapid Rehousing (RRH)	19	6	8	2	1	36
Emergency Housing Voucher (EHV)	6	5	41	0	0	52
<b>TOTAL HOUSEHOLDS</b>	<b>42</b>	<b>23</b>	<b>56</b>	<b>2</b>	<b>1</b>	<b>124</b>

**Fiscal Considerations**

Across all three Bridge Shelters, the operational expenses incurred from July 1, 2021, through August 31, 2021, were \$915,777 which is \$1,943,027 less than the allocated budget for this time period. This is predominantly a result of personnel costs that were lower than budgeted, a lower occupancy level due to a temporary spike in COVID-19 rates, and a delay in reimbursement submission for the Families, Single Adults & TAY Shelter. As of the final August 31, 2021, fiscal reporting period, 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, 33 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. Alpha Project shelters recently added the Employment Specialist and the SOAR/Benefits Specialist positions and are in the hiring process for those positions. Recruitment has also been challenging during the pandemic.



**Table Five: Expense Actuals Compared to Budget – August 2021**

SHELTER	AUGUST OPERATING	*ACTUALS THROUGH 8/31/2021	BUDGET THROUGH 8/31/2021	UNDER/ OVER SPENT
<b>Newton Single Adult (Alpha Project)</b>	\$399,682	\$590,358	\$1,095,766	(\$505,408)
<b>Families, Single Adults &amp; TAY (FJV)<sup>2*</sup></b>	\$0	\$0	\$1,269,761	(\$1,269,761 )
<b>Imperial Single Adult (Alpha Project)</b>	\$200,095	\$325,419	\$493,277	(\$167,858 )
<b>TOTALS</b>	<b>\$599,778</b>	<b>\$915,777</b>	<b>\$2,858,804</b>	<b>(\$1,943,027 )</b>

\*NOTE: As of August 31, 2021 the Housing Commission had not received or processed any requests for reimbursement for operational expenses in the month of July and August for the Families, Single Adults & TAY Shelter operated by Father Joe's Villages.

### **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 152 client interactions in September 2021. 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

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

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 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,



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San Diego Housing Commission

Approved by,



Jeff Davis  
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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)