

BOARD of SUPERVISORS



City Hall
1 Dr. Carlton B. Goodlett Place, Room 244
San Francisco 94102-4689
Tel. No. 554-5184
Fax No. 554-5163
TDD/TTY No. 554-5227

MEMORANDUM

TO: Naomi Kelly, City Administrator, Office of the City Administrator
Barbara A. Garcia, Director, Department of Public Health
Sam Dodge, Director, Mayor's Office of Housing Opportunity, Partnership
and Engagement
Olson Lee, Director, Mayor's Office of Housing and Community
Development
Ben Rosenfield, City Controller, Office of the Controller

FROM: Linda Wong, Assistant Clerk, Budget and Finance Committee

DATE: March 29, 2016

SUBJECT: LEGISLATION INTRODUCED

The Board of Supervisors' Budget and Finance Committee has received the following proposed legislation, introduced by Supervisor David Campos:

File No. 160278

Ordinance amending the Administrative Code to require the City to open and operate no fewer than six Navigation Centers within twelve months of the effective date of the ordinance, offering comprehensive health, mental health, and other services to homeless people, and moving homeless people off the streets and into permanent housing or transitional or stable supportive housing that eventually leads to permanent housing through case management, social service programs, and the integration of other relevant city services; specifying programmatic requirements for Navigation Centers; and affirming the Planning Department's determination under the California Environmental Quality Act.

If you have any comments or reports to be included with the file, please forward them to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102.

c: Colleen Chawla, Department of Public Health
Sophie Hayward, Mayor's Office of Housing and Community Development
Todd Rydstrom, Office of the Controller

1 [Administrative Code - City Navigation Centers for the Homeless]

2
3 **Ordinance amending the Administrative Code to require the City to open and operate**
4 **no fewer than six Navigation Centers within twelve months of the effective date of the**
5 **ordinance, offering comprehensive health, mental health, and other services to**
6 **homeless people, and moving homeless people off the streets and into permanent**
7 **housing or transitional or stable supportive housing that eventually leads to permanent**
8 **housing through case management, social service programs, and the integration of**
9 **other relevant city services; specifying programmatic requirements for Navigation**
10 **Centers; and affirming the Planning Department's determination under the California**
11 **Environmental Quality Act.**

12 **NOTE:** **Unchanged Code text and uncodified text** are in plain Arial font.
13 **Additions to Codes** are in *single-underline italics Times New Roman font*.
14 **Deletions to Codes** are in *strikethrough italics Times New Roman font*.
15 **Board amendment additions** are in double-underlined Arial font.
16 **Board amendment deletions** are in ~~strikethrough Arial font~~.
17 **Asterisks (* * * *)** indicate the omission of unchanged Code
18 subsections or parts of tables.

19 Be it ordained by the People of the City and County of San Francisco:

20 Section 1. CEQA Findings.

21 The Planning Department has determined that the actions contemplated in this
22 ordinance comply with the California Environmental Quality Act (California Public Resources
23 Code Sections 21000 et seq.). Said determination is on file with the Clerk of the Board of
24 Supervisors in File No. ___ and is incorporated herein by reference. The Board affirms this
25 determination.

1 Section 2. The Administrative Code is hereby amended by adding Chapter 106,
2 consisting of Sections 106.1 through 106.5, to read as follows:

3 **CHAPTER 106: CITY NAVIGATION CENTERS**

4 **Sec. 106.1. Navigation Centers Required.**

5 **Sec. 106.2. Operational Requirements for Navigation Centers.**

6 **Sec. 106.3. Program Implementation.**

7 **Sec. 106.4. Administrative Implementation.**

8 **Sec. 106.5. Undertaking for the General Welfare.**

9
10 **SEC. 106.1. NAVIGATION CENTERS REQUIRED.**

11 As specified further in this Chapter 106, the City shall open and operate no fewer than six
12 Navigation Centers to address street homelessness and connect homeless people to health and mental
13 health services, housing, benefits, and other services. For purposes of this Chapter, "Navigation
14 Center" means a temporary, low-barrier-to-entry shelter that, through case management and social
15 service programs, aids in moving homeless people off the streets and into permanent housing or
16 transitional or stable supportive housing that eventually leads to permanent housing.

17
18 **SEC. 106.2. OPERATIONAL REQUIREMENTS FOR NAVIGATION CENTERS.**

19 (a) Each Navigation Center shall offer the following services:

20 (1) Beds for no fewer than 50 and no more than 75 residents at a time, including, to the
21 extent feasible, flexible housing arrangements whereby groups, families, and couples may stay
22 together, provided that the 75-resident cap may be exceeded at a specific Navigation Center or Centers
23 upon a written finding by the City Administrator that exceeding the cap would not compromise the
24 objectives of this Chapter 106 or the operations of the affected Navigation Center or Centers:

25 (2) Adequate showers and bathroom facilities:

1 (3) Adequate storage for residents' personal property;

2 (4) In-and-out privileges allowing residents to leave and re-enter the facility, provided
3 that the City Administrator has discretion to impose reasonable restrictions on in-and-out privileges at
4 all Navigation Centers, and the City Administrator or City Administrator's designee has discretion to
5 impose such restrictions at a specific Navigation Center;

6 (5) Access to health services, including mental health services, drug and alcohol
7 treatment, and harm reduction interventions conforming to the Department of Public Health's Policy
8 on Harm Reduction, as that policy may be amended from time to time;

9 (6) Intensive case management to help connect people to housing;

10 (7) Integration of low-threshold access to City services, including benefits screening
11 and eligibility, transportation of belongings, and other services that will effectively reduce barriers to
12 housing;

13 (8) To the maximum extent feasible, outdoor space located within the boundaries of the
14 Navigation Center site where residents may congregate; and

15 (9) Three meals per day.

16 (b) Each Navigation Center shall allow residents to keep their pets with them.

17 (c) At least one Navigation Center shall focus on the needs of homeless persons, aged 18-29,
18 who have experienced long-term street homelessness.

19 (d) At least one Navigation Center shall be a managed alcohol shelter that will allow residents
20 to consume alcohol within the facility, and will provide those residents with alcohol treatment and
21 supportive shelter services.

22 (e) The City Administrator shall explore the feasibility of operating one Navigation Center as a
23 supervised injection site that would allow residents to engage in medically-supervised drug use within
24 the facility and which would provide those residents with detoxification and substance abuse treatment
25 services.

1
2 **SEC. 106.3. PROGRAM IMPLEMENTATION.**

3 (a) The City shall open three Navigation Centers under this Chapter 106 no later than four
4 months after the effective date of the ordinance in Board File No. _____, enacting this Chapter.

5 The City shall open no fewer than six Navigation Centers no later than twelve months after the effective
6 date of that ordinance. If the City opens any Navigation Centers meeting the operational requirements
7 set forth in Section 106.2 of this Chapter between the introduction of the aforementioned ordinance and
8 its effective date, such Navigation Centers shall be treated as Navigation Centers under this Chapter
9 and shall be counted among the three Navigation Centers to be opened within four months after the
10 effective date of that ordinance, and among the six Navigation Centers to be opened within twelve
11 months after the effective date of that ordinance.

12 (b) Navigation Centers shall be temporary facilities, and once opened shall operate on a
13 specific site for no fewer than eight months and no more than two years without approval of extension
14 by resolution of the Board of Supervisors.

15 (c) The homelessness services provided at the Navigation Centers may not be taken from
16 homeless services at other shelters or drop-ins provided as of the effective date of this Chapter 106, but
17 rather shall be in addition to those services.

18 (d) The City shall locate Navigation Centers in areas accessible to homeless people. The City
19 shall give first priority to unused or vacant sites owned or controlled by the City. The City shall give
20 second priority to sites owned or controlled by the City that are being used for other purposes but
21 could feasibly be converted to Navigation Centers. The City shall give third priority to private property
22 or property owned by other, non-City public agencies, that could be leased or acquired by the City.

23 (e) After identifying a site where a Navigation Center may be located, but before opening a
24 Navigation Center on that site, the City Administrator and the member of the Board of Supervisors who
25

1 represents the district in which the identified site is located shall seek input from community residents
2 on the site selection.

3 (f) The City Administrator and the Mayor's Office of Housing Opportunities, Partnerships, and
4 Engagement (HOPE), or any successor agency, shall, no later than within one month of the effective
5 date of the ordinance enacting this Chapter 106, submit to the Board of Supervisors for its review and
6 comment an implementation and funding plan for this Chapter.

7 (g) Within 90 days of the opening of each new Navigation Center, the City Administrator, in
8 consultation with the Mayor's Office of HOPE and the Mayor's Office of Housing and Community
9 Development, shall present the Board of Supervisors with a housing exit plan for that Navigation
10 Center's residents to ensure regular turnover of its residents. This housing exit plan shall include
11 stable housing options, including but not limited to SRO beds, supportive housing, public housing, and
12 below-market rate housing, and shall take into consideration the need to preserve permanent housing
13 resources for individuals in the shelter system and others seeking permanent housing. This housing
14 exit plan may include transitional or temporary housing, but must be part of a long-term housing plan.

15
16 **SEC. 106.4. ADMINISTRATIVE IMPLEMENTATION.**

17 (a) The City Administrator shall be responsible for implementing this Chapter 106.

18 (b) The City Administrator may issue rules, regulations, and/or guidelines, applicable to all
19 Navigation Centers, consistent with the objectives and requirements of this Chapter 106. The City
20 Administrator or the City Administrator's designee may issue rules, regulations, and/or guidelines
21 applicable to a specific Navigation Center, consistent with the objectives and requirements of this
22 Chapter.

23 (c) Consistent with Charter requirements, the City Administrator may enter into contracts or
24 other agreements with other City departments, public agencies, and private entities, including not-for-
25 profit organizations, to administer this Chapter 106.

1 (d) The Controller shall track and evaluate the Navigation Centers' outcomes, including but
2 not limited to the number of residents served by the Navigation Centers, residents' lengths of stay,
3 residents' destinations upon exit (e.g., permanent housing, skilled nursing facility), and the number of
4 residents receiving and retaining public assistance benefits. The Controller shall summarize these
5 outcomes in a report to be submitted to the Board of Supervisors no later than within six months of the
6 effective date of this Chapter 106, and every six months thereafter, until such time as the Navigation
7 Centers are no longer in operation.

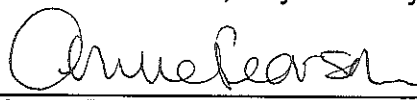
8 (e) All City officers and entities shall cooperate with the City Administrator in the
9 implementation and administration of this Chapter 106.

10
11 **SEC. 106.5. UNDERTAKING FOR THE GENERAL WELFARE.**

12 In enacting and implementing this Chapter 106, the City is assuming an undertaking only to
13 promote the general welfare. It is not assuming, nor is it imposing on its officers and employees, an
14 obligation for breach of which it is liable in money damages to any person who claims that such breach
15 proximately caused injury.

1 Section 3. Effective Date. This ordinance shall become effective 30 days after
2 enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the
3 ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board
4 of Supervisors overrides the Mayor's veto of the ordinance.

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6 APPROVED AS TO FORM:
7 DENNIS J. HERRERA, City Attorney

8 By: 
9 Anne Pearson
Deputy City Attorney

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LEGISLATIVE DIGEST

[Administrative Code - City Navigation Centers for the Homeless]

Ordinance amending the Administrative Code to require the City to open and operate no fewer than six Navigation Centers within twelve months of the effective date of the ordinance, offering comprehensive health, mental health, and other services to homeless people, and moving homeless people off the streets and into permanent housing or transitional or stable supportive housing that eventually leads to permanent housing through case management, social service programs, and the integration of other relevant city services; specifying programmatic requirements for Navigation Centers; and affirming the Planning Department's determination under the California Environmental Quality Act.

Existing Law

The City and County of San Francisco provides an extensive array of services to help homeless individuals transition to permanent housing. Since March 2015, the City has operated a Navigation Center pilot program located at 1950 Mission Street which is designed to shelter and rapidly house San Francisco's difficult-to-serve homeless population by co-locating services and case management in a low-threshold program design. There is currently no legal requirement that the City make services available through a Navigation Center service delivery model.

Amendments to Current Law

The proposed ordinance would require the City Administrator to open six Navigation Centers within twelve months of the effective date of the ordinance, with a mandate to open three of the six centers within the first four months. A Navigation Center is defined as a temporary, low-barrier-to-entry shelter that, through case management and social service programs, aids in moving homeless people off the streets and into permanent housing, or transitional or stable supportive housing that eventually leads to permanent housing.

Each Navigation Center opened under the ordinance would be required to offer the following services:

- Beds for no fewer than 50 and no more than 75 residents at a time, including, to the extent feasible, flexible housing arrangements whereby groups, families, and couples may stay together;
- Housing arrangements that permit residents to keep their pets with them;
- Adequate showers and bathroom facilities;
- Adequate storage for residents' personal property;

- In-and-out privileges allowing residents to leave and re-enter the facility;
- Access to health services, including mental health services, drug and alcohol treatment, and harm reduction interventions;
- Integration of low-threshold access to City services, including benefits screening and transportation of belongings;
- Outdoor space located within the boundaries of the Navigation Center site where residents may congregate; and
- Three meals per day.

To meet the needs of specific populations, the proposed ordinance would require that at least one Navigation Center focus on the needs of young homeless persons, aged 18-29, who have experienced long-term homelessness and a second Navigation Center would be a managed alcohol shelter that would allow residents to consume alcohol on site and offer alcohol treatment services. The proposed ordinance would also require the City Administrator to explore the feasibility of designating one Navigation Center as a safe injection facility that would allow residents to engage in medically-supervised drug use and would offer drug detoxification and substance abuse services.

The Navigation Centers opened under the proposed ordinance would be temporary facilities, operating for no fewer than eight months and no more than two years at a specific site, unless an extension is approved by the Board of Supervisors. Prior to opening a Navigation Center, the City Administrator and the member of the Board of Supervisors who represents the district in which the Center would be located would be charged with soliciting community input about the site selection.

Background Information

The 2015 Homeless Count identified 6,686 individuals who are homeless in the City and County of San Francisco, including 3,505 individuals living on the street. Among San Francisco's chronically homeless population are individuals who experience numerous barriers to accessing the traditional shelter system. For example, most shelters do not accommodate pets. Many shelters limit the number of personal items clients are able to bring with them. And most traditional shelters separate men and women into gender-specific dorms.

In 2015, the Mayor, in conjunction with the Office of Housing, Opportunity, Partnerships and Engagement (HOPE) and various City Departments, developed a concept called the SF Navigation Center, to help individuals, couples and encampments exit chronic street homelessness by removing barriers that often prevent individuals from accessing temporary housing (allowing pets to stay with their owners, providing accessible storage, and allowing couples to remain together) and embracing a low-threshold approach that emphasizes respect and flexibility.

In March 2015, the SF Navigation Center, located at 1950 Mission Street, opened to homeless persons, offering room and board and a full range of case management services aimed at connecting clients to public benefits and permanent housing. The SF Navigation Center is a temporary facility as it is located on a site that is slated for development as affordable housing in 2016.

In December 2015, the City Services Auditor (CSA) of the Office of the Controller conducted an assessment of the Navigation Center's initial outcomes. The CSA report, "More than a Shelter," found that in its first six months of operation, the SF Navigation Center served 212 unique clients. Of those clients, 61% entered the Center with at least one of three primary barriers to shelter use: a pet, a partner, or a significant number of possessions. The vast majority (94%) had been continuously homeless for more than a year prior to their stay. As of October 2015, 132 clients had exited the Navigation Center, and most found stable housing or participated in Homeward Bound, a program designed to help reunite homeless persons living in San Francisco with family and friends willing and able to offer ongoing support. Of those exiting to permanent supportive housing, 88% went to Master Lease units operated by the San Francisco Human Services Agency and the remainder went to Shelter Plus Care units (9%) or the Department of Public Health's Direct Access to Housing sites (3%). Of 59 clients who were permanently housed by September 1, 2015, all but one remained in housing through October 1, for a housing maintenance rate of 98%. Only 17% of clients served by the Navigation Center left without a connection to permanent or temporary housing.

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