

BOARD of SUPERVISORS



City Hall
1 Dr. Carlton B. Goodlett Place, Room 244
San Francisco 94102-4689
Tel. No. 554-5184
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TDD/TTY No. 544-5227

November 5, 2013

The Honorable Cynthia Ming-Mei Lee
Presiding Judge
Superior Court of California, County of San Francisco
400 McAllister Street
San Francisco, CA 94102

Dear Judge Lee:

The following is a report on the 2012-2013 Civil Grand Jury Report, "Golden Gate Park's Homeless Population: Are San Francisco's Policies Serving Us Well?"

The Civil Grand Jury did not require the Board of Supervisors to respond to any of the findings or recommendations, but as per San Francisco Administrative Code 2.10 the Board must still conduct a public hearing to consider the findings and recommendations. The Board of Supervisors' Government Audit and Oversight Committee heard the subject report on October 24, 2013.

The following City Departments submitted responses to the Civil Grand Jury (copies enclosed):

- San Francisco Police Department, dated August 14, 2013
(Recommendations 3 and 5)
- Mayor's Office, dated August 19, 2013
(Findings 1, 2, 3, and 7 and Recommendations 1, 2, 3, and 7)
- Public Health Department, dated August 19, 2013
(Findings 1, 2, 3, and 4 and Recommendations 1, 2, 3, and 4)
- Recreation and Parks Department, dated August 28, 2013
(Findings 1, 2, 3, 5, 6, and 7 and Recommendations 1, 2, 3, 4, 5, 6, and 7)
- Recreation and Parks Department and Recreation and Parks Commission (consolidated), dated September 19, 2013
(Findings 1, 2, 3, 4, 5, 6, and 7 and Recommendations 1, 2, 3, 4, 5, 6, and 7)

If you have any questions, please contact me at (415) 554-5184.

Sincerely,

A handwritten signature in black ink, appearing to read "Angela Calvillo".

Angela Calvillo
Clerk of the Board

c:

Members, Board of Supervisors
Martha Mangold, Foreperson, 2012-2013 Civil Grand Jury
Pat Kilkenny, Court Coordinator, Civil Grand Jury
Ben Rosenfield, City Controller
Jon Givner, Deputy City Attorney
Severin Campbell, Budget and Legislative Analyst's Office
Katherine Short, Budget and Legislative Analyst's Office

Bevan Dufty, Mayor's Office
Antonio Guerra, Mayor's Office
Sarah Ballard, Recreation and Park Department
Margaret McArthur, Recreation and Park Commission
Greg Wagner, Department of Public Health
Rajesh Parekh, Department of Public Health
Christine Fountain, San Francisco Police Department



City and County of San Francisco

Certified Copy

Hearing

City Hall
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102-4689

130605

[Hearing - Civil Grand Jury Report - "Golden Gate Park's Homeless Population: Are San Francisco's Policies Serving Us Well?"]

Hearing on the recently published 2012-2013 Civil Grand Jury report entitled "Golden Gate Park's Homeless Population: Are San Francisco's Policies Serving Us Well?" (Clerk of the Board)

STATE OF CALIFORNIA
CITY AND COUNTY OF SAN FRANCISCO

CLERK'S CERTIFICATE

I do hereby certify that the foregoing Hearing is a full, true, and correct copy of the original thereof on file in this office.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the official seal of the City and County of San Francisco.

November 06, 2013

Date

A handwritten signature in black ink, appearing to read "Angela Calvillo", written over a horizontal line.

Angela Calvillo
Clerk of the Board



EDWIN M. LEE
MAYOR

POLICE DEPARTMENT
CITY AND COUNTY OF SAN FRANCISCO

THOMAS J. CAHILL HALL OF JUSTICE
850 BRYANT STREET
SAN FRANCISCO, CALIFORNIA 94103-4603



GREGORY P. SUHR
CHIEF OF POLICE

August 14, 2013

The Honorable Cynthia Ming-mei Lee
Presiding Judge
Superior Court of California
County of San Francisco
400 McAllister Street, Room 008
San Francisco, CA 94102-4512

Dear Judge Lee:

I am pleased to offer the San Francisco Police Department's (SFPD) response to the 2012 – 2013 Civil Grand Jury report entitled "Golden Gate Park's Homeless Population – Are San Francisco's Policies Serving Us Well?" The SFPD's response to the report's findings and recommendations are set forth in the accompanying attachment.

The SFPD appreciates the work done by the Civil Grand Jury as it relates to the safety of our city's public. The SFPD continues to work in conjunction with City agencies, as well as private organization, to provide outreach services to those in need, including the homeless population. We are committed to continuing these partnerships and are always open to suggestions on how our efforts can be improved to better meet the needs of the public we serve.

I thank the 2012 - 2013 Civil Grand Jury for its efforts in improving San Francisco government, the public's safety, and the overall quality of life in our city. I am grateful for the opportunity for the SFPD to participate in this initiative.

Sincerely,

GREGORY P. SUHR
Chief of Police

/cf

Attachment

c: Martha M. Mangold, Foreperson, Civil Grand Jury
Government Audit Clerk, Office of the Clerk of the Board
Mayor's Office of Public Policy and Finance

**SAN FRANCISCO POLICE DEPARTMENT
RESPONSE TO THE CIVIL GRAND JURY REPORT**

Golden Gate Park's Homeless Population

Recommendations

#3 - The City should establish a system to track its outreach efforts among park dwellers and use the information to evaluate effectiveness in reducing the number of park dwellers.

SFPD Response: Partially disagree – limited implementation

The City (SFPD and Park Rangers) do not have a current tracking system of the individuals that are contacted and what services are offered and if they accept those services.

Since this tracking system is for the benefit for interaction with park dwellers with social services, the Department of Public Health currently has a system in place. **CCMS, Coordinated Case Management System**, which already has data imputed from DPH, Fire, Police, Jail Health Services, Direct Access and HOT in order to track the case management of their clients.

Although the police department would not be able to pull information from this data base because of HIPPA Rules, they could be afforded data entry rights. This will also give us a better understanding of the locations in Golden Gate Park that are most frequented by the homeless population and determine if the encampments are long or short term commitments.

#5 - The SFPD and Park Patrol should expand their outreach to GGP Encampments to more areas of the park and should vary their time.

SFPD Response: Partially disagree – Implemented; the time of outreach will only be varied when staffing allows and only within daylight hours.

The City (SFPD and Park Rangers) currently work together daily (4:00 am) and respond to targeted areas where the station captains receive complaints. Officers are aware of certain areas of the park that attract the homeless population and they also target those areas. The start is 4:00 am in order to locate those individuals who are camping/sleeping in the park.

In the past, SF HOT/Engagement Specialist Team had partnered with the police and park rangers to reach out to those individuals and offer services and shelter.

We should again partner with the HOT/EST for outreach in Golden Gate Park on a routine basis.

With limited number of officers and rangers and the size of Golden Gate Park, they literally run out of time in their quest to locate individuals and offer them services.

Recreation and Park divide the park into six service areas; the department will focus on all of those service areas when conducting outreach and enforcement. We believe for personal safety issues with regards to lighting, the outreach and enforcement times should continue at 4:00 am and not vary the time any sooner. The department could provide outreach during the evening hours, prior to darkness when all agencies' staffing is available.



August 19, 2013

The Honorable Cynthia Ming-mei Lee
Presiding Judge
Superior Court of California, County of San Francisco
400 McAllister Street
San Francisco, CA 94102

Dear Judge Lee:

The following is in response to the 2012-2013 Civil Grand Jury report, "*Golden Gate Park's Homeless Population: Are San Francisco's Policies Serving Us Well?*"

Golden Gate Park is the crown jewel of the San Francisco's park system. An estimated 13 million people enjoy the fifth most visited urban park in the United States. In one day, a visitor could enjoy a museum, participate in a recreational activity, or simply meander through open space.

Sadly, homeless encampments continue to exist in the park. San Francisco has aggressively worked on this issue over the past decade. The City has made a concerted effort to assist those without a home, not just in the park but elsewhere, find permanent housing. In 2006, the estimated count of park dwellers was 200. Just five years later, the count had dropped to 50 dwellers with seasonal variations. Despite this recent successful trend, current estimates reveal that this population decline has plateaued.

In response, DPH's Engagement Specialist Team (EST), the outreach arm of the San Francisco Homeless Outreach Team (SFHOT), is dedicating at least one outreach worker to serve the Golden Gate Park population on an ongoing, as-needed, and until needed basis. To assist with this additional focus, City agencies will rely on the existing Coordinated Case Management Services System (CCMS), an electronic charting, reporting, and communication tool that routinely pulls client histories from twenty databases (e.g., citations, psychiatric emergency, shelter) from five City departments and integrates them into one electronic medical record to provide critical information to teams working with high-need clients.

Finally, proposed legislation is pending at the Board of Supervisors that would standardize park closure hours throughout the entire Recreation and Park Department (Rec Park) system. If adopted, a clear closing time would be established for Golden Gate Park.

In response, I have carefully considered the findings and recommendations of the Civil Grand Jury, as well as the response of DPH, SFPD, and Rec Park.

The Mayor's Office response to the Civil Grand Jury's findings is as follows:

Finding 1. City agencies lack specific data on the characteristics of GGP dwellers, which prevents accurate profiling of individual problems and needs.

Response: *Agree in part, disagree in part.* City agencies understand the general characteristics of park dwellers. On the whole, young, transient homeless are closer to the panhandle. Older, often military veteran, chronic homeless are on the west side of the park. In addition, through the CCMS system, cross-departmental encounter data is available on many high-risk homeless individuals, including park dwellers, though additional information would be useful in planning for outreach, programs, and services. To accurately profile the population, the San Francisco Police Department (SFPD) could provide SFHOT with additional, specific information on individuals encountered during outreach.

Finding 2. With better information about Golden Gate Park dwellers, their histories, and their needs, the City would be better able to move these individuals out of the Park, into a more stable situation.

Response: *Agree.* Additional information on park dwellers would be helpful. The dedicated EST worker will assist with this by performing the initial outreach, engagement and assessment of homeless individuals in Golden Gate Park. The information collected will be shared with the larger SFHOT so that the individual's record is updated in CCMS and a support services response, including a further evaluation of the need for case management, can then be tailored to individual park dwellers.

Finding 3. Because the City does not track individual park dwellers and their interactions with social services, it is difficult to determine the efficiency and success of outreach efforts in reducing the park population.

Response: *Agree in part, disagree in part.* While individual park dwellers are not specifically tracked, to the extent they are high-utilizers of multiple City services, information on their service utilization is documented in CCMS. The Golden Gate Park population has fallen over the last decade due to concerted outreach efforts. While there are still homeless encampments in Golden Gate Park, this overall trend should be considered a success.

Finding 7. Shopping carts facilitate moving personal items into the Park and setting up encampments.

Response: *Agree.* As stated in the Rec Park response, SFPD has a standing order regarding shopping carts which is enforced in all City parks. In addition, Park Patrol removes all abandoned property, including shopping carts, from park premises.

The Mayor's Office response to the Civil Grand Jury's recommendations is as follows:

Recommendation 1: The City should formalize a system to gather information on the characteristics of Golden Gate Park dwellers and why they live in the Park.

Response: *Recommendation already implemented.* CCMS is a web-based database designed to function as an electronic charting, reporting, and communication tool for City teams working with homeless clients served across multiple systems of care. CCMS currently has data imputed from DPH, Fire, Jail Health Services, Direct Access to Housing, and the Engagement Specialist Team. This system is used to gather information on the homeless population as a whole and can be used to enter specific information on individuals in Golden Gate Park. Aggregate information, such as profiles of the population, can be developed through CCMS.

Recommendation 2: Information about Golden Gate Park dwellers should be used to tailor support services to specific populations, whose age and circumstances affect their needs and acceptance of services.

Response: *Recommendation will be implemented in the future.* With the additional information gleaned from dedicated outreach, support services could then be tailored to individual dwellers in the park.

Recommendation 3: The City should establish a system to track its outreach efforts among park dwellers and use the information to evaluate effectiveness in reducing the number of park dwellers.

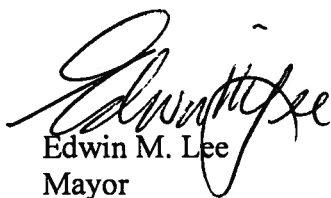
Response: *Recommendation will not be implemented.* Instead of establishing a new system to track outreach, CCMS will continue to be used to monitor service utilization by high-risk individuals accessing multiple City services. The information collected will be shared with the larger SFHOT so that the individual's record is updated in CCMS and a support services response, including a further evaluation of the need for case management, can then be tailored to individual park dwellers and tracked over time.

Recommendation 7: The San Francisco Park Code should ban shopping carts in Golden Gate Park in order to discourage living in the Park and to reduce litter.

Response: *Recommendation will not be implemented.* Current policy already does not allow shopping carts in the park. Amending the park code is unnecessary; SFPD has a standing order regarding shopping carts which is enforced in all City parks. In addition, Park Patrol removes all abandoned property, including shopping carts, from park premises.

Thank you for the opportunity to comment on this Civil Grand Jury report.

Sincerely,


Edwin M. Lee
Mayor



City and County of San Francisco
Edwin M. Lee
Mayor

San Francisco Department of Public Health

Barbara A. Garcia, MPA
Director of Health

August 19, 2013

The Honorable Cynthia Ming-mei Lee
Presiding Judge
Superior Court of California, County of San Francisco
400 McAllister Street
San Francisco, CA 94102

Re: 2012-2013 Civil Grand Jury report, *"Golden Gate Park's Homeless Population: Are San Francisco's Policies Serving Us Well?"*

Dear Judge Lee:

The following is the response of the San Francisco Department of Public Health (SFDPH) to the 2012-2013 Civil Grand Jury report, *"Golden Gate Park's Homeless Population: Are San Francisco's Policies Serving Us Well?"*

Since 2004, SFDPH's San Francisco Homeless Outreach Team (SFHOT) has successfully engaged and housed (a) chronically homeless adults with disabling conditions, including mental illness, addiction disorders, and significant medical conditions and (b) transitional age homeless youth 16-24 years of age who often have involvement in the mental health, foster care and juvenile justice systems. Additional priorities for SFHOT are homeless individuals who are public inebriates, aggressive panhandlers, and individuals with shopping carts and/or large amounts of belongings since these factors have demonstrated a higher risk of the individual being or becoming chronically homeless. The Engagement Specialist Team (EST) is the outreach arm of SFHOT and they have often been deployed to public spaces where homeless individuals sleep, such as encampments under bridges, freeways and parks.

In 2006, the estimated count of park dwellers was 200. In 2007, SFHOT was deployed to Golden Gate Park (GGP) to work with Park and Rec staff and SFPD to engage homeless individuals into needed services and to house them. As noted in the Grand Jury Report, five years later, the count had dropped to 50 dwellers with seasonal variations. Despite this recent successful trend, current estimates reveal that this population decline has plateaued. Unfortunately, homeless encampments continue to exist in the park. San Francisco has aggressively worked on this issue over the past decade.

In response, SFDPH's EST is dedicating at least one outreach worker to serve the GGP population on an ongoing, as-needed, and until needed basis. To assist with this additional focus on GGP dwellers, SFDPH will rely on its existing Coordinated Case Management Services System (CCMS), an electronic charting, reporting, and communication tool that routinely pulls client histories from twenty databases (e.g.,

The mission of the San Francisco Department of Public Health is to protect and promote the health of all San Franciscans.
We shall ~ Assess and research the health of the community ~ Develop and enforce health policy ~ Prevent disease and injury ~
~ Educate the public and train health care providers ~ Provide quality, comprehensive, culturally-proficient health services ~ Ensure equal access to all

barbara.garcia@sfdph.org ♦ (415) 554-2526 ♦ 101 Grove Street, Room 308, San Francisco, CA 94102

citations, psychiatric emergency, shelter) from five City departments and integrates them into one electronic medical record to provide critical information to teams working with high-need clients. SFDPH has carefully considered the findings and recommendations of the Civil Grand Jury, and respectfully responds as follows:

FINDINGS

Finding 1. City agencies lack specific data on the characteristics of GGP dwellers, which prevents accurate profiling of individual problems and needs.

Response: *Agree in part, disagree in part.* City agencies understand the general characteristics of GGP dwellers. On the whole, young, transient homeless are closer to the panhandle. Older, often military veteran, chronic homeless are on the west side of the park. In addition, through the CCMS system, cross-departmental encounter data is available on many high-risk homeless individuals, including park dwellers, though additional information would be useful in planning for outreach, programs, and services.

Finding 2. With better information about GGP dwellers, their histories, and their needs, the City would be better able to move these individuals out of the Park, into a more stable situation.

Response: *Agree.* Additional information on park dwellers would be helpful. The dedicated EST worker will assist with this by performing the initial outreach, engagement and assessment of homeless individuals in GGP. The information collected will be shared with the larger SFHOT so that the individual's record is updated in CCMS and a support services response, including a further evaluation of the need for case management, can then be tailored to individual park dwellers.

Finding 3. Because the City does not track individual park dwellers and their interactions with social services, it is difficult to determine the efficiency and success of outreach efforts in reducing the park population.

Response: *Agree in part, disagree in part.* While individual park dwellers are not specifically tracked, to the extent they are high-utilizers of multiple City services, information on their service utilization is documented in CCMS. The GGP population has fallen over the last decade due to concerted outreach efforts. While there are still homeless encampments in GGP, this overall trend should be considered a success.

Finding 4. Outreach efforts to GGP encampments by EST are limited, which inhibits positive results.

Response: *Agree in part, disagree in part.* Currently, EST responds to requests for homeless outreach across the city. Requests come primarily from 311, SFPD, HOPE, and other city departments for outreach under bridges and freeways, in parks, and at other locations. While EST outreach in GGP has occurred, it has not recently been routinely done or regularly scheduled.

RECOMMENDATIONS

Recommendation 1: The City should formalize a system to gather information on the characteristics of GGP dwellers and why they live in the Park.

Response: *Recommendation has already been implemented.* CCMS is a web-based database designed to function as an electronic charting, reporting, and communication tool for City teams working with homeless clients served across multiple systems of care. CCMS currently has data imputed from SFDPH, Fire, Jail Health Services, Direct Access to Housing, and the Engagement Specialist Team. This system is used to gather information on the homeless population as a whole and can be used to enter specific information on individuals in GGP. Aggregate information, such as profiles of the population, can be developed through CCMS.

Recommendation 2: Information about GGP dwellers should be used to tailor support services to specific populations, whose age and circumstances affect their needs and acceptance of services.

Response: *Recommendation will be implemented in the future.* With the additional information gleaned from dedicated EST outreach, support services could then be tailored to individual dwellers in the park.

Recommendation 3: The City should establish a system to track its outreach efforts among park dwellers and use the information to evaluate effectiveness in reducing the number of park dwellers.

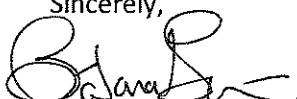
Response: *Recommendation will not be implemented.* Instead of establishing a new system to track outreach, CCMS will continue to be used to monitor service utilization by high-risk individuals accessing multiple City services. The information collected will be shared with the larger SFHOT so that the individual's record is updated in CCMS and a support services response, including a further evaluation of the need for case management, can then be tailored to individual park dwellers and tracked over time.

Recommendation 4: The EST should conduct in-person, proactive outreach to park dwellers at different times of day and night in order to maximize their efforts.

Response: *Recommendation has been implemented.* SFDPH has changed EST policy to dedicate at least one outreach worker to immediately and on an ongoing, as-needed, and until needed basis, conduct in-person, proactive outreach to GGP dwellers at optimum days of the week and times of day to occur in tandem with SFPD and/or Rec & Park security. Additionally, the Mayor's HOPE Office will coordinate one SFHOT employee to attend the "Ops Park" monthly meeting with SFPD and Rec & Park staff to continually monitor need for EST outreach at GGP.

Thank you for the opportunity to comment on this Civil Grand Jury report.

Sincerely,


Barbara Garcia, MPA
Director of Health



Edwin M. Lee, Mayor
Philip A. Ginsburg, General Manager

August 28, 2013

The Honorable Cynthia Ming-mei Lee
Presiding Judge
Superior Court of California, County of San Francisco
400 McAllister Street
San Francisco, CA 94012

Re: 2012-2013 Civil Grand Jury report: "Golden Gate Park's Homeless Population: Are San Francisco's Policies Serving Us Well?"

Dear Judge Lee:

On behalf of the Recreation and Parks Department ("the Department") of the City and County of San Francisco, please accept this response to the above-referenced Grand Jury report's findings and recommendations.

FINDINGS

Finding 1. City agencies lack specific data on the characteristics of GGP dwellers, which prevents accurate profiling of individual problems and needs.

Response: Agree in part, disagree in part. The Recreation and Park Department is responsible for maintaining and stewarding public open spaces. The Department works with multiple city agencies to understand the general characteristics of GGP dwellers. On the whole, young, transient homeless are closer to the panhandle. Older, often military veteran, chronic homeless are on the west side of the park. Working cross-functionally with other City agencies, cross-departmental encounter data is available to the Department on many high-risk homeless individuals, including park dwellers, though additional information would be useful in planning for outreach, programs, and services.

Finding 2. With better information about GGP dwellers, their histories, and their needs, the City would be better able to move these individuals out of the Park, into a more stable situation.

Response: Agree.

Finding 3. Because the City does not track individual park dwellers and their interactions with social services, it is difficult to determine the efficiency and success of outreach efforts in reducing the park population.

Response: Agree in part, disagree in part. While individual park dwellers are not specifically tracked, to the extent they are high-utilizers of multiple City services, information on their service utilization is documented in CCMS. Golden Gate Park's homeless population has fallen over the last decade due to concerted outreach efforts. While there are still homeless encampments in the Park, this overall trend should be considered a success.



Response: *Agree in part, disagree in part.* While EST outreach in GGP has occurred, it has not recently been routinely done or regularly scheduled. As the Grand Jury's report notes, EST assistance is available 24/7 if Department staff requests it. The Department will continue utilizing EST as a resource to connect the Park's homeless population to assistance and services.

Finding 5. The current system of issuing citations for nighttime sleeping and camping in the Park is not effective in reducing the current number of park dwellers.

Response: *Neither Agree nor Disagree.* As the Grand Jury's report notes, Golden Gate Park's homeless population has decreased significantly over the past decade. While their precise impact is unclear, some of this success may be attributable to the use of citations. It is imperative that the City provide the necessary resources to ensure that the citation process is effective.

Finding 6. Signs and information about the Park's closure time is inconsistent and confusing.

Response: *Agree.* Legislation currently pending before the Board of Supervisors will enable the Department to establish uniform hours of operation for Golden Gate Park and post clear information for the public. If the legislation passes the Department will work to quickly post signage.

Finding 7. Shopping carts facilitate moving personal items into the Park and setting up encampments.

Response: *Agree.*

Recommendation 1: The City should formalize a system to gather information on the characteristics of GGP dwellers and why they live in the Park.

Response: *Recommendation has already been implemented.* CCMS is a web-based database designed to function as an electronic charting, reporting, and communication tool for City teams working with homeless clients served across multiple systems of care. This system is used to gather information on the homeless population as a whole and can be used to enter specific information on individuals in GGP.

Recommendation 2: Information about GGP dwellers should be used to tailor support services to specific populations, whose age and circumstances affect their needs and acceptance of services.

Response: *Recommendation will be implemented in the future.* With the additional information gleaned from dedicated EST outreach, support services could then be tailored to individual dwellers in the park.

Recommendation 3: The City should establish a system to track its outreach efforts among park dwellers and use the information to evaluate effectiveness in reducing the number of park dwellers.

Response: *Recommendation has been implemented.* Instead of establishing a new system to track outreach, CCMS will continue to be used to monitor service utilization by high-risk individuals accessing multiple City services. The information collected will be shared with the SFHOT, of which the Department is a partner, so that the individual's record is updated in CCMS

need for case management, can then be tailored to individual park dwellers and tracked over time.

Recommendation 4: The EST should conduct in-person, proactive outreach to park dwellers at different times of day and night in order to maximize their efforts.

Response: Agree. Recommendation has been implemented. EST policy has been changed to dedicate at least one outreach worker to conduct in-person, proactive outreach to GGP dwellers in tandem with SFPD and/or Rec & Park security. Additionally, the Mayor's HOPE Office will coordinate one SFHOT employee to attend the "Ops Park" monthly meeting with SFPD and Rec & Park staff to continually monitor the need for EST outreach at GGP.

Recommendation 5. The SFPD and Park Patrol should expand their outreach to GGP encampments to more areas of the Park and should vary the time.

Response: 1) SFPD and Park Patrol should expand their outreach to GGP encampments to more areas of the Park...: This recommendation has been implemented. The Department divides the park into six service areas and will continue to focus on all of these areas when conducting outreach and enforcement. 2) ...and should vary the time: This recommendation requires further analysis. As a matter of personal safety for park dwellers and Park Patrol staff alike, enforcement times should continue to be conducted when it can be done safely. The Department agrees outreach should be done at varying times, keeping in mind staff capacity and safety. The Department could provide outreach during the early evening hours in partnership with other City agencies.

Recommendation 6. References to the Park's closure time on all park signs, brochures and City websites should be made consistent with the Park Code and Rec & Park Commission resolutions.

Response: This recommendation will be implemented in the future. Legislation is currently pending before the Board of Supervisors. If it is passed, it will enable the Department to move quickly to post standardized signage, brochures, and electronic content about Golden Gate Park's hours.

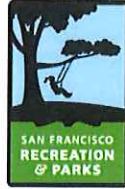
Recommendation 7. The San Francisco Park Code should ban shopping carts in GGP in order to discourage living in the Park and to reduce litter.

Response: Recommendation already implemented.. Current policy already does not allow shopping carts in the park. Amending the park code is unnecessary; SFPD has a standing order regarding shopping carts which is enforced in all City parks. In addition, Park Patrol removes all abandoned property, including shopping carts, from park premises and return to the owner.

Sincerely,



Philip A. Ginsburg, General Manager
San Francisco Recreation and Park Department



Edwin M. Lee, Mayor
Philip A. Ginsburg, General Manager

September 19, 2013

The Honorable Cynthia Ming-mei Lee
Presiding Judge
Superior Court of California, County of San Francisco
400 McAllister Street
San Francisco, CA 94012

Re: 2012-2013 Civil Grand Jury report: "Golden Gate Park's Homeless Population: Are San Francisco's Policies Serving Us Well?"

Dear Judge Lee:

On behalf of the Recreation and Parks Department ("the Department") and the Recreation and Park Commission of the City and County of San Francisco, please accept this consolidated response to the above-referenced Grand Jury report's findings and recommendations.

FINDINGS

Finding 1. City agencies lack specific data on the characteristics of GGP dwellers, which prevents accurate profiling of individual problems and needs.

Response: *Agree in part, disagree in part.* The Recreation and Park Department is responsible for maintaining and stewarding public open spaces. The Department works with multiple city agencies to understand the general characteristics of GGP dwellers. On the whole, young, transient homeless are closer to the panhandle. Older, often military veteran, chronic homeless are on the west side of the park. Working cross-functionally with other City agencies, cross-departmental encounter data is available to the Department on many high-risk homeless individuals, including park dwellers, though additional information would be useful in planning for outreach, programs, and services.

Finding 2. With better information about GGP dwellers, their histories, and their needs, the City would be better able to move these individuals out of the Park, into a more stable situation.

Response: *Agree.*



Finding 3. Because the City does not track individual park dwellers and their interactions with social services, it is difficult to determine the efficiency and success of outreach efforts in reducing the park population.

Response: *Agree in part, disagree in part.* While individual park dwellers are not specifically tracked, to the extent they are high-utilizers of multiple City services, information on their service utilization is documented in CCMS. Golden Gate Park's homeless population has fallen over the last decade due to concerted outreach efforts. While there are still homeless encampments in the Park, this overall trend should be considered a success.

Finding 4. Outreach efforts to GGP encampments by EST are limited, which inhibits positive results.

Response: *Agree in part, disagree in part.* While EST outreach in GGP has occurred, it has not recently been routinely done or regularly scheduled. As the Grand Jury's report notes, EST assistance is available 24/7 if Department staff requests it. The Department will continue utilizing EST as a resource to connect the Park's homeless population to assistance and services.

Finding 5. The current system of issuing citations for nighttime sleeping and camping in the Park is not effective in reducing the current number of park dwellers.

Response: *Neither Agree nor Disagree.* As the Grand Jury's report notes, Golden Gate Park's homeless population has decreased significantly over the past decade. While their precise impact is unclear, some of this success may be attributable to the use of citations. It is imperative that the City provide the necessary resources to ensure that the citation process is effective.

Finding 6. Signs and information about the Park's closure time is inconsistent and confusing.

Response: *Agree.* Legislation currently pending before the Board of Supervisors will enable the Department to establish uniform hours of operation for Golden Gate Park and post clear information for the public. If the legislation passes the Department will work to quickly post signage.

Finding 7. Shopping carts facilitate moving personal items into the Park and setting up encampments.

Response: *Agree.*

Recommendation 1: The City should formalize a system to gather information on the characteristics of GGP dwellers and why they live in the Park.

Response: *Recommendation has already been implemented.* CCMS is a web-based database designed to function as an electronic charting, reporting, and communication tool for City teams working with homeless clients served across multiple systems of care. This system is used to

gather information on the homeless population as a whole and can be used to enter specific information on individuals in GGP.

Recommendation 2: Information about GGP dwellers should be used to tailor support services to specific populations, whose age and circumstances affect their needs and acceptance of services.

Response: *Recommendation will be implemented in the future.* With the additional information gleaned from dedicated EST outreach, support services could then be tailored to individual dwellers in the park.

Recommendation 3: The City should establish a system to track its outreach efforts among park dwellers and use the information to evaluate effectiveness in reducing the number of park dwellers.

Response: *Recommendation has been implemented.* Instead of establishing a new system to track outreach, CCMS will continue to be used to monitor service utilization by high-risk individuals accessing multiple City services. The information collected will be shared with the SFHOT, of which the Department is a partner, so that the individual's record is updated in CCMS and a support services response, including a further evaluation of the need for case management, can then be tailored to individual park dwellers and tracked over time.

Recommendation 4: The EST should conduct in-person, proactive outreach to park dwellers at different times of day and night in order to maximize their efforts.

Response: *Recommendation has been implemented.* EST policy has been changed to dedicate at least one outreach worker to conduct in-person, proactive outreach to GGP dwellers in tandem with SFPD and/or Rec & Park security. Additionally, the Mayor's HOPE Office will coordinate one SFHOT employee to attend the "Ops Park" monthly meeting with SFPD and Rec & Park staff to continually monitor the need for EST outreach at GGP.

Recommendation 5. The SFPD and Park Patrol should expand their outreach to GGP encampments to more areas of the Park and should vary the time.

Response: 1) SFPD and Park Patrol should expand their outreach to GGP encampments to more areas of the Park...: *This recommendation has been implemented.* The Department divides the park into six service areas and will continue to focus on all of these areas when conducting outreach and enforcement. 2) ...and should vary the time: *This recommendation requires further analysis.* As a matter of personal safety for park dwellers and Park Patrol staff alike, enforcement times should continue to be conducted when it can be done safely. The Department could provide outreach during the early evening hours in partnership with other City agencies.

Recommendation 6. References to the Park's closure time on all park signs, brochures and City websites should be made consistent with the Park Code and Rec & Park Commission resolutions.

Response: *This recommendation will be implemented in the future.* Legislation is currently pending before the Board of Supervisors. If it is passed, it will enable the Department to move

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quickly to post standardized signage, brochures, and electronic content about Golden Gate Park's hours.

Recommendation 7. The San Francisco Park Code should ban shopping carts in GGP in order to discourage living in the Park and to reduce litter.

Response: *This recommendation has been implemented.* Current policy already does not allow shopping carts in the park. Amending the park code is unnecessary; SFPD has a standing order regarding shopping carts which is enforced in all City parks. In addition, Park Patrol removes all abandoned property, including shopping carts, from park premises.

Sincerely,



Philip A. Ginsburg, General Manager
San Francisco Recreation and Park Department



Margaret A. McArthur, Commission Liaison
San Francisco Recreation and Park Commission