

File No. 160278 Committee Item No. 3
Board Item No. _____

COMMITTEE/BOARD OF SUPERVISORS
AGENDA PACKET CONTENTS LIST

Committee: Government Audit and Oversight Date May 5, 2016

Board of Supervisors Meeting Date _____
Cmte Board

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Completed by: Erica Major Date April 29, 2016
Completed by: _____ Date _____

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. 160278 and is incorporated herein by reference. The Board affirms
25 this 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. 160278, enacting this Chapter. The
5 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.

5
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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CITY AND COUNTY OF SAN FRANCISCO
BOARD OF SUPERVISORS
BUDGET AND LEGISLATIVE ANALYST

1390 Market Street, Suite 1150, San Francisco, CA 94102 (415) 552-9292
FAX (415) 252-0461

April 29, 2016


TO: Government Audit and Oversight Committee
FROM: Budget and Legislative Analyst 
SUBJECT: May 5, 2016 Government Audit and Oversight Committee Meeting

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<p>Item 3 File 16-0278</p>	<p>Departments: Human Services Agency (HSA) Department of Public Health (DPH) City Administrator (ADM) Controller’s Office (CON) Mayor’s Office of Housing, Opportunity, Partnerships and Engagement (HOPE)</p>
<p>EXECUTIVE SUMMARY</p>	
<p style="text-align: center;">Legislative Objectives</p> <p>The proposed ordinance would require the City to open six new navigation centers within the next twelve months to serve homeless persons. Of the six new navigation centers, one would serve young adults ages 18 to 29, and one would be a managed alcohol center.</p> <p style="text-align: center;">Key Points</p> <ul style="list-style-type: none"> • The City opened a navigation center at 1950 Mission Street in 2015 and plans to open an additional navigation center at the Civic Center Hotel in June 2016. The six new navigation centers would include the new navigation center at the Civic Center Hotel. <p style="text-align: center;">Fiscal Impact</p> <ul style="list-style-type: none"> • The navigation center at 1950 Mission Street has 75 beds and annual operating costs of \$2,751,182. The new navigation center at Civic Center Hotel has 93 beds and annual operating costs of \$3,152,107. • City departments report new service costs under the proposed ordinance for the six navigation centers, including a medical roving team managed by DPH, program and contract management by HSA, administration and implementation by the City Administrator, and evaluation and reporting by the Controller’s Office. • Estimated one-time costs to open five new navigation centers (not including the Civic Center Hotel for which costs are already budgeted) range from \$5 million to \$15 million depending on the size of the navigation center. Estimated annual operating costs to open five new navigation centers range from \$20,440,232 to \$32,647,357. • According to the Deputy Director of the Mayor’s Office of HOPE, the Mayor’s Office is evaluating future sites to locate new navigation centers, and is currently evaluating funding to be included in the FY 2016-17 budget. <p style="text-align: center;">Recommendation</p> <ul style="list-style-type: none"> • Approval of the proposed ordinance is a policy consideration for the Board of Supervisors. 	

MANDATE STATEMENT

City Charter Section 2.105 states that the Board of Supervisors shall act only by written ordinance or resolution, except that it may act by motion on matters over which the Board of Supervisors has exclusive jurisdiction.

BACKGROUND

Navigation Center Model of Homeless Services

A “navigation center” is defined as a temporary, low barrier-to-entry shelter that aids homeless persons to move off of the streets and into permanent housing or transitional or supportive housing that eventually leads to permanent housing, through intensive case management and social service programs.

The City opened a navigation center at 1950 Mission Street as a pilot project in 2015, which has served over 399 homeless persons as of March 23, 2016.¹ Of the 399 persons, 268 or 67.2 percent have had positive housing exits:

- 128 have moved into supportive housing,
- 126 have found exits through Homeward Bound which provides subsidized bus tickets for people to return home,
- 11 have been placed into stabilization units, and
- Three have been placed into residential treatment.

A critical component of the Navigation Center’s success in placing people into permanent housing is the resource intensive model of case management and its access to the City’s limited permanent supportive housing units.

DETAILS OF PROPOSED LEGISLATION

The proposed ordinance would amend the Administrative Code requiring the City to:

- a) Open and operate no fewer than six additional navigation centers within 12 months; three of which would be required to open no later than four months after the effective date of the ordinance;
- b) Offer comprehensive health, mental health, and other services to homeless persons;
- c) Connect homeless persons to either permanent housing, or transitional or supportive housing that eventually leads to permanent housing through case management, social service programs, and the integration or relevant City services;
- d) Specify programmatic requirements for new navigation centers; and

¹ “Mayor Lee Announces New Navigation Center & 200 Additional Homes to Help Homeless.” March 23, 2016.

- e) Affirm the Planning Department's determination under the California Environmental Quality Act (CEQA).

Navigation Center Programmatic Requirements

Each navigation center would be required to include the following components:

- Beds for 50-75 people at a time
- Flexible housing for groups, families and couples
- Showers and bathroom facilities
- Storage for personal property
- In and out privileges
- Access to health services including: mental health, drug and alcohol treatment, harm reduction intervention
- Intensive case management
- Low-threshold access to City services including benefits screening and eligibility and transportation of belongings
- Outdoor space for residents to congregate
- Three meals per day
- Allow pets

The proposed ordinance would require two of the navigation centers to be population specific for: (1) young adults, ages 18-29, and (2) a managed alcohol shelter, allowing residents to consume alcohol and offering alcohol treatment services on-site.

The ordinance would additionally require the City Administrator to explore the operation of a medically-supervised drug injection site that would simultaneously provide residents with detoxification and substance abuse treatment services.

Location of New Navigation Centers

The proposed ordinance outlines the following conditions for the location of new navigation centers, which must be in areas accessible to homeless people:

- **1st Priority:** Unused and/or vacant City-owned sites
- **2nd Priority:** Sites owned or controlled by the City and being used for other purposes that could potentially be converted to Navigation Centers
- **3rd Priority:** Privately owned or non-City public agency owned sites that could be leased or acquired by the City

Additionally, both the City Administrator and the member of the Board of Supervisors in whose district the centers are proposed to be located in must solicit community input for location of the new navigation centers.

Plans to Obtain Permanent Housing for Navigation Center Residents

The proposed ordinance would require each new navigation center to work with the City Administrator, the Mayor's Office of Housing, Opportunities, Partnerships and Engagement (HOPE), and Mayor's Office of Housing and Community Development (MOHCD) to present a plan to the Board of Supervisors on stable housing options for center residents. Stable housing options may include transitional or temporary housing but must be part of a long-term housing plan. The purpose of the plan is to ensure that (a) navigation center residents are able to obtain stable housing and (b) regular and consistent turnover of residents within the center, making space available to new residents.

According to Ms. Emily Cohen, Deputy Director of the Mayor's Office of HOPE, the City would need to identify at least two permanent housing units for every navigation center bed in order to have sufficient stable housing to accommodate navigation center residents who leave the navigation center for other housing. The proposed ordinance requires each new navigation center to have between 50 and 75 beds, which would result in the need for 600 to 900 housing units citywide to have sufficient stable housing units for navigation center residents when they leave the center.²

California Environmental Quality Act (CEQA) Findings

The proposed ordinance would affirm the Planning Department's determination that the new navigation centers would comply with CEQA.

Implementation of the New Navigation Centers Plan

According to Ms. Susie Smith, Deputy Director of Policy and Planning for the Human Services Agency (HSA), HSA is currently developing a Request for Qualifications (RFQ) to be released by June 30, 2016 to compile a list of prequalified service providers for any future navigation center. Once sites for the proposed navigation centers have been identified and the service models determined, HSA would release a Solicitation of Interest (SOI) to the qualified respondents to the RFQ.

The proposed ordinance would require the Mayor's Office of HOPE, or its successor agency or department, to review and comment on the implementation and funding plan for the new navigation centers within one month of the ordinance's enactment.

On March 23, 2016, the Mayor announced the opening of a new 93-bed navigation center at the Civic Center Hotel, along with 200 units of permanent supportive housing exits. The Civic Center Hotel navigation center is expected to be open in June 2016, which would meet the proposed ordinance's requirement as one of three of the six new centers required to open within the four months of the effective date of the ordinance.

In addition, according to Ms. Cohen, the Mayor's Office of HOPE is evaluating future sites to locate new navigation centers; one potential future site is in the Dogpatch neighborhood of Potrero Hill. The Mayor's Office is currently evaluating funding for a possible navigation center

² 50 beds per center x 6 centers x 2 stable housing units per center bed = 600 stable housing units; 75 beds per center x 6 centers x 2 stable housing units per center bed = 900 stable housing units.

in the Dogpatch neighborhood, to be included in the Mayor's FY 2016-17 and FY 2017-18 budgets.

FISCAL IMPACT

The estimated costs to create six new navigation centers, including required services, would include one-time capital costs, and ongoing annual operating costs. Ongoing operating costs include navigation center staff; Department of Public Health (DPH) Medical Roving Team; evaluation and reporting on navigation center performance; and costs for navigation center residents to obtain stable housing when they leave the navigation center, all of which are discussed below.

Current Navigation Center Budgets

Navigation center costs consist of one-time capital costs to set up facilities on the navigation center sites, and annual costs to operate the navigation centers. The 1950 Mission Street budget is \$3,325,394 for 75 beds and the Civic Center Hotel budget is \$4,442,833 for 93 beds, as shown in Table 1 below.

Table 1: 1950 Mission St & Civic Center Hotel Navigation Centers Budgets

	1950 Mission St. Navigation Center	Cost per Bed (75 beds)	Civic Center Hotel Navigation Center	Cost per Bed (93 beds)
One-time Capital Costs	\$574,212	\$7,656	\$1,290,726	\$13,879
Ongoing Annual Costs	\$2,751,182 ^a	\$36,682	\$3,152,107 ^b	\$33,894
Total	\$3,325,394	\$44,339	\$4,442,833	\$47,773

Sources: HSA, Public Works

a This includes the original contract amount plus \$276,000 for meals, and \$175,000 for the salary of the Director of the Navigation Center not included in the original contract.

b The Civic Center Hotel was not originally contracted as a navigation center. This amount reflects the contract modification which includes an additional \$700,000 per year for staffing and \$350,000 for meals.

1950 Mission Street, which is located on City-owned property, does not pay rent to the City or utilities.

The 1950 Mission Street Navigation Center also receives the following in-kind services:

- HSA County Adult Assistance Program (CAAP) staff time
- Animal Care & Control services for client's pets
- Department of Public Works (Public Works) garbage hauling
- Controller's Office evaluation and reporting
- Client referrals for health services to Mission Neighborhood Resource Center (MNRC)

Navigation Center Site Acquisitions – Real Estate Division

According to Mr. John Updike, Director of the Real Estate Division, the costs associated with new site acquisitions for navigation centers can vary depending on the site owner,

neighborhood, condition of asset, zoning, utilities, infrastructure, size, accessibility and terms of occupancy. The acquisitions cost could be as low as zero if City land can be found, although no such site has been deemed suitable by the Real Estate Division to date.

Given these unknowns, the Real Estate Division is not able to provide an estimate for the site acquisition costs as of the writing of this report.

City Department Costs to Serve the Six New Navigation Centers

The Department of Public Health, Human Services Agency, and Controller's Office have identified specific costs to implement six new navigation centers.

Medical Roving Team - Department of Public Health

According to Ms. Jenny Louie, DPH Budget Director, DPH would expand their civil service psycho-social Medical Roving Team by 5.1 full-time employees (FTEs) to serve the six new navigation centers. The total cost of this expansion is estimated to be \$1,067,348 in FY 2016-2017, as shown in Table 2 below.

Table 2: DPH Medical Roving Team Expenses ^a

New Positions	Salaries
Special Nurse	\$287,948
Health Worker II	97,984
Nurse Practitioner	205,016
Senior Physician Specialist	145,654
Nurse Practitioner	102,508
Total Salaries	839,110
Fringe Benefits (27.2%)	228,238
Total Salaries + Fringe	\$1,067,348

Source: DPH

^a This estimate is based on six new 50-bed shelters with a total of 300 new beds. Staffing needs and related costs could increase depending on the total number of new beds.

Human Services Agency – Program & Contract Management

According to Ms. Susie Smith, HSA would need approximately three FTEs to manage and oversee the service provider contracts for six new navigation centers with a total FY 2016-2017 cost of \$481,974, as shown in Table 3 below.

Table 3: HSA Staff Costs for New Navigation Centers

New Positions	Salary & Benefits
0923 Manager	\$184,395
2917 Analyst	152,444
1823 Contract Manager	145,135
Total	\$481,974

Source: HSA

Office of the City Administrator- Administration & Implementation

According to Mr. Ken Bukowski, Deputy City Administrator, the Office of the City Administrator is unable to provide a cost estimate for administration and implementation of navigation centers including issuance of rules, regulations and guidelines, and the exploration of the feasibility of operating one navigation center as a supervised drug injection site at this time given that the City Administrator has not historically performed these functions.

Controller’s Office – Evaluation & Reporting

The Controller’s Office would be required to track and evaluate each navigation center’s outcomes, and summarize them in reports to the Board every six months. Ms. Peg Stevenson, Director of the Controller’s Performance and Technical Assistance Group, estimates that this evaluation work would require at least 1,000 to 2,500 hours of work in the first year, and subsequently reduced to 1,000 hours annually in following years, at a rate of \$135 per hour. The range of costs for evaluation and reporting would be \$135,000 to \$337,500 in the first year, as shown in Table 4 below.

Table 4: Controller’s Office Navigation Center Evaluation Costs – Year One

	Number of Hours	Cost per Hour	Total Cost
Low range	1,000	\$135	\$135,000
High range	2,500	\$135	\$337,500

Source: Controller’s Office

Sources of Stable Housing Available to Homeless Persons Leaving the Navigation Centers

As noted in the “Details of Proposed Legislation” section, the proposed ordinance would require each new navigation center to work with the City Administrator, the Mayor’s Office of HOPE, and MOHCD to present a plan to the Board of Supervisors on stable housing options for navigation center residents.

According to Ms. Joyce Crum, Director of the Housing & Homeless Division at HSA, possible permanent housing units available to homeless individuals leaving the proposed six new navigation centers include vacant Single Resident Occupancy (SRO) units in HSA’s Master Lease program. Of the 2,593 Master Lease units, approximately 20 units become vacant every month. Some Master Lease buildings are restricted to County Adult Assistance Program (CAAP) recipients, whereas other Master Lease buildings can take both and individuals with CAAP or other income or benefits. Currently, these approximately 20 vacant Master Lease units each month are used to provide housing to homeless individuals in the 1950 Mission Street Navigation Center, SF Homeless Outreach Team (HOT) programs, shelters, as well as homeless clients with CAAP benefits.

In addition, the Mayor’s Office of HOPE announced 200 new housing units that could be used to provide permanent housing to homeless persons, including residents of the navigation centers. According to Ms. Cohen, in addition to the 200 new permanent housing units in the pipeline, other potential sources of permanent housing for navigation center clients include:

1. **HUD Continuum of Care and HUD Veterans Affairs Supportive Housing (VASH) units** – HOPE has identified potential future units to bring online, but is awaiting notification of funding from HUD to pay for the operation of these units.
2. **Homeward Bound** – provides bus tickets for individuals to return to their home.
3. **Rapid Re-Housing Pilot Program**—provides rental assistance vouchers to re-house and stabilize less vulnerable clients who may not need permanent supportive housing.

The City will incur costs to increase the number of stable and permanent housing units available to homeless persons, including navigation center residents. Costs to provide stable housing to navigation center residents are part of the City's total costs to develop affordable housing and end chronic homelessness.

Estimated Costs for Five of the Six New Navigation Centers

The City is in the process of implementing one new navigation center in the Civic Center Hotel, scheduled to open in June 2016. If the new Civic Center Hotel Navigation Center is included in the required six new navigation centers to be opened within six months of the adoption of the proposed ordinance, then the City would incur new costs for five additional navigation centers, as shown in Table 5 below.

Opening and operating five additional navigation centers is estimated to cost between \$20,440,232 and \$32,647,357, excluding costs that cannot be estimated at this time, as shown in Table 5 below.

Table 5: Estimated Cost Range for Five New Navigation Centers

	Low Range	High Range
Site acquisition	\$0	Unknown
One-time capital costs ^a	5,000,000	15,000,000
One-time costs, subtotal	\$5,000,000	\$15,000,000
Ongoing annual operating costs ^b	\$13,755,910	\$15,760,535
HSA - contract & program management	481,974	481,974
DPH Medical Roving Team	1,067,348	1,067,348
Controller's Office - reporting & evaluation	135,000	337,500
City Administrator - admin & implementation	Unknown	Unknown
Ongoing costs, subtotal	\$15,440,232	\$17,647,357
Total Costs	\$20,440,232	\$32,647,357

Sources: Real Estate Division, Public Works, HSA, DPH, Controller's Office, Office of the City Administrator.

^a According to Public Works, one-time capital costs are estimated to be \$1 million to \$3 million per site. Future capital costs should not be based on the 1950 Mission Street Navigation Center because it had unusually low capital costs.

^b \$13,755,910 equals five times the annual operating costs for the 1950 Mission Street Navigation Center of \$2,751,182 (see Table 1 above); and \$15,760,535 equals five times the annual operating costs for the Civic Center Hotel of \$3,152,107 (see Table 1 above).

Additional Costs for Specialized Navigation Centers

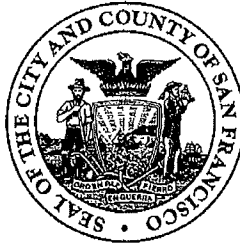
The proposed ordinance requires two of the six new navigation centers to be population specific including one for transition-age youth and one managed alcohol shelter. These

navigation centers may incur additional costs not included in the cost estimates above due their specialized nature.

RECOMMENDATION

Approval of the proposed ordinance is a policy consideration for the Board of Supervisors.

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

March 29, 2016

File No. 160278

Sarah Jones
Environmental Review Officer
Planning Department
1650 Mission Street, 4th Floor
San Francisco, CA 94103

Dear Ms. Jones:

On March 22, 2016, Supervisor David Campos introduced the following legislation:

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.

This legislation is being transmitted to you for environmental review.

Angela Calvillo, Clerk of the Board

By: Linda Wong, Assistant Clerk

Attachment

c: Joy Navarrete, Environmental Planning
Jeanie Poling, Environmental Planning

Not defined as a project under CEQA Sections 15378 and 15060(c)(2) because it does not result in a physical change in the environment. Each navigation center would require individual environmental review.

Joy Navarrete

Digitally signed by Joy Navarrete
DN: cn=Joy Navarrete, o=Planning,
ou=Environmental Planning,
email=joy.navarrete@sfgov.org, c=US
Date: 2016.04.04 17:19:40 -0700'

RECEIVED VIA EMAIL

4/13/2016

160278

From: Board of Supervisors, (BOS)
Sent: Wednesday, April 13, 2016 11:29 AM
To: BOS-Supervisors; Major, Erica (BOS)
Subject: File 160278 FW: Support for Avalos legislation re homeless encampments

From: donna@redwoodserenity.com [mailto:donna@redwoodserenity.com]
Sent: Tuesday, April 12, 2016 5:56 PM
To: Board of Supervisors, (BOS) <board.of.supervisors@sfgov.org>
Subject: Support for Avalos legislation re homeless encampments

Members of the Board of Supervisors,

I am writing to express my support for the Homeless Encampment Relocation and Accommodation Policy legislation introduced by Supervisor Avalos.

The treatment of homeless people in San Francisco in the last few months has reached a level of disgrace that I would have expected to be unthinkable in the progressive Bay Area. Human beings have been treated like troublesome vermin. It has been a cynical and immoral response to a crisis that should never have occurred in the first place.

The local businesses with dirty bathrooms are not the ones experiencing a crisis. To see a real crisis, anyone supporting the bulldozing of homeless people's possessions should spend an afternoon talking to every homeless person they see in Union Square. Ask them about their illnesses and disabilities. Ask them about the logistics of getting through a day, a week, a month. Ask them what benefits they are entitled to, and if they get them, and if not why not. Ask them about their families. Ask them about their former jobs or service in the military. Ask them about the best thing that happened to them that day. And notice how many of them are elderly, disabled, or seriously mentally ill. Feel what it is like to be any one of them, for even five minutes.

It is a sin that this is how we treat the least of our brothers.

I am relieved and grateful to know that Supervisor Avalos has taken action. I support the fastest possible implementation.

I work in the city at a large tech company. I would support a tax on those companies and on the paychecks of those of us who are lucky enough to work for them that goes directly to housing, social workers, and other necessary services. Please don't solve just the part of the problem that's creating PR issues. Look at it end to end, and find the funds to permanently improve the quality of life and health for all citizens.

Thank you for your consideration. ~ Donna Kelley

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

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

March 29, 2016

File No. 160278

Sarah Jones
Environmental Review Officer
Planning Department
1650 Mission Street, 4th Floor
San Francisco, CA 94103

Dear Ms. Jones:

On March 22, 2016, Supervisor David Campos introduced the following legislation:

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.

This legislation is being transmitted to you for environmental review.

Angela Calvillo, Clerk of the Board

By: Linda Wong, Assistant Clerk

Attachment

c: Joy Navarrete, Environmental Planning
Jeanie Poling, Environmental Planning

BOS-11, COB, Dep, Dep,
Dep City aty, B+F
GAO, Managers
Office

President, District 5
BOARD of SUPERVISORS



City Hall
1 Dr. Carlton B. Goodlett Place, Room 244
San Francisco 94102-4689
Tel. No. 554-7630
Fax No. 554-7634
TDD/TTY No. 544-5227

London Breed

PRESIDENTIAL ACTION

Date: 4/12/16
To: Angela Calvillo, Clerk of the Board of Supervisors

Madam Clerk,
Pursuant to Board Rules, I am hereby:

Waiving 30-Day Rule (Board Rule No. 3.23)
File No. _____ (Primary Sponsor)
Title. _____

Transferring (Board Rule No. 3.3)
File No. 160278 Campos (Primary Sponsor)
Title. City Navigation Centers for the Homeless

From: Budget & Finance Committee
To: Government Audit & Oversight Committee

Assigning Temporary Committee Appointment (Board Rule No. 3.1)
Supervisor _____
Replacing Supervisor _____
For: _____ Meeting
(Date) (Committee)

RECEIVED
BOARD OF SUPERVISORS
SAN FRANCISCO
2016 APR 12 PM 2:58

London Breed, President
Board of Supervisors

Print Form

Introduction Form

By a Member of the Board of Supervisors or the Mayor

Time stamp
or meeting date

I hereby submit the following item for introduction (select only one):

- 1. For reference to Committee.
An ordinance, resolution, motion, or charter amendment.
- 2. Request for next printed agenda without reference to Committee.
- 3. Request for hearing on a subject matter at Committee.
- 4. Request for letter beginning "Supervisor [] inquires"
- 5. City Attorney request.
- 6. Call File No. [] from Committee.
- 7. Budget Analyst request (attach written motion).
- 8. Substitute Legislation File No. []
- 9. Request for Closed Session (attach written motion).
- 10. Board to Sit as A Committee of the Whole.
- 11. Question(s) submitted for Mayoral Appearance before the BOS on []

Please check the appropriate boxes. The proposed legislation should be forwarded to the following:

- Small Business Commission
- Youth Commission
- Ethics Commission
- Planning Commission
- Building Inspection Commission

Note: For the Imperative Agenda (a resolution not on the printed agenda), use a Imperative

Sponsor(s):

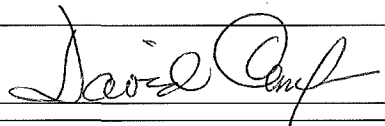
Campos, Avalos, Mar

Subject:

Ordinance Requiring the City to Open and Operate Navigation Centers for the Homeless

The text is listed below or attached:

Please see attached ordinance.
I kindly request that this be sent to the Neighborhood Services and Safety Committee.

Signature of Sponsoring Supervisor: 

For Clerk's Use Only: