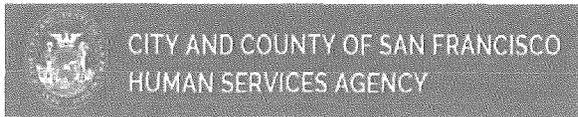


Presented in Committee - February 28, 2019

Behavioral Health Services for People Experiencing Homelessness

Public Safety and Neighborhood Services Committee



DEPARTMENT OF
HOMELESSNESS AND
SUPPORTIVE HOUSING



San Francisco
Health Network

SAN FRANCISCO DEPARTMENT OF PUBLIC HEALTH

Overview

- Over 13,000 individuals experiencing homelessness served in Fiscal Year 17/18
- “No wrong door”
 - Clients are seen when and where they access services
 - Referrals and connections to behavioral health services, housing, and benefits as appropriate
- “Meet people where they are”
 - DPH: Street Medicine, Engagement Specialists, Mobile Crisis
 - HSH: SF Homeless Outreach Team, Encampment Response Team, Larkin and HYA (Youth), Mobile Access, Family Access Points, Adult Access Points
 - HSA: benefits screening and enrollment at Navigation Centers, shelters, Access Points
 - HSOC: interagency approach for outreach and response

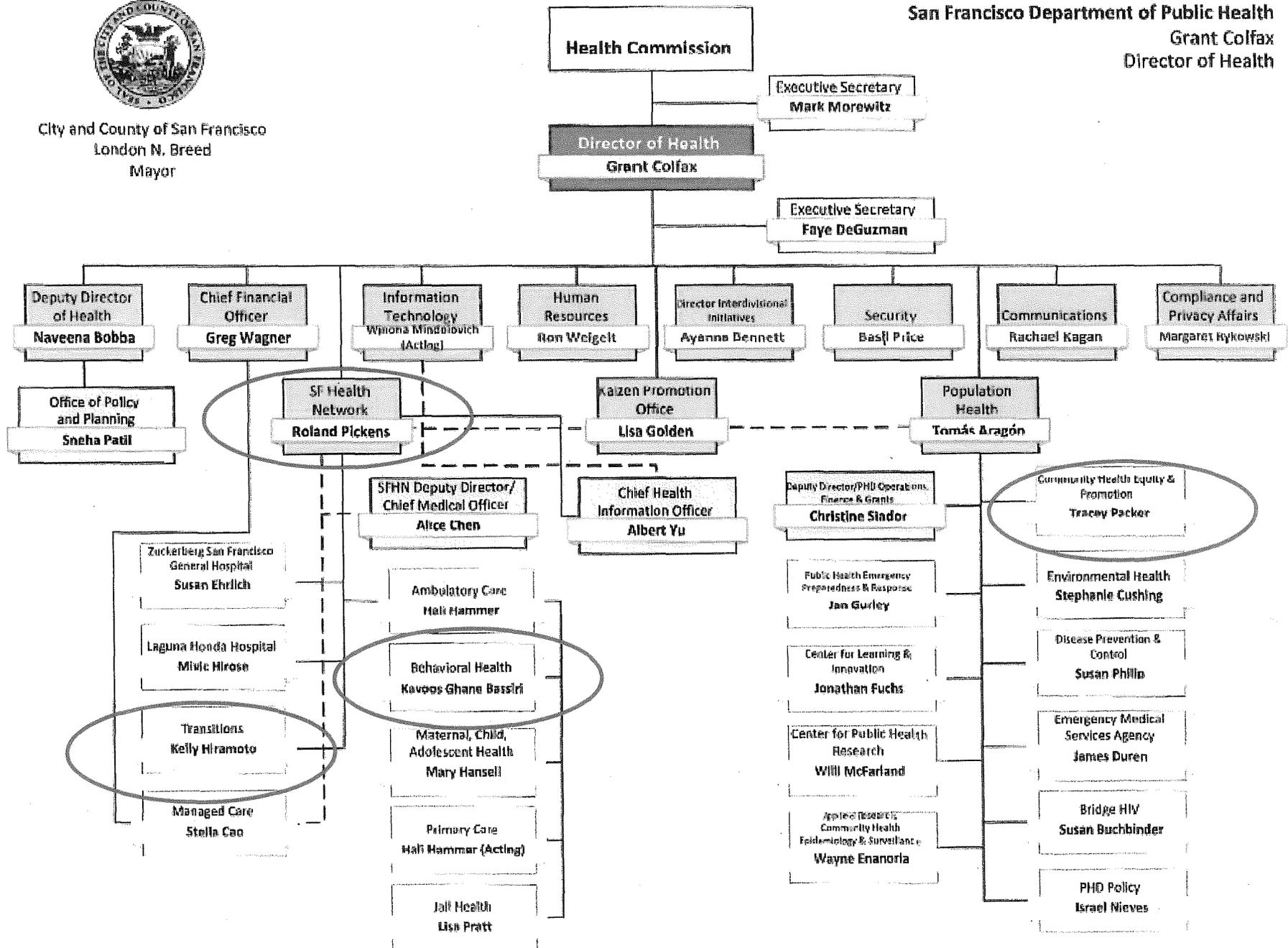
Roles By Department

- **Public Health** – Provide medical and behavioral health services
- **Homelessness and Supportive Housing** – Outreach, shelter, housing, support services
- **Department of Human Services & Department of Aging and Adult Services** – Benefits linkages, case management and conservatorship
- **Police Department** – Outreach, refer to services, or detain

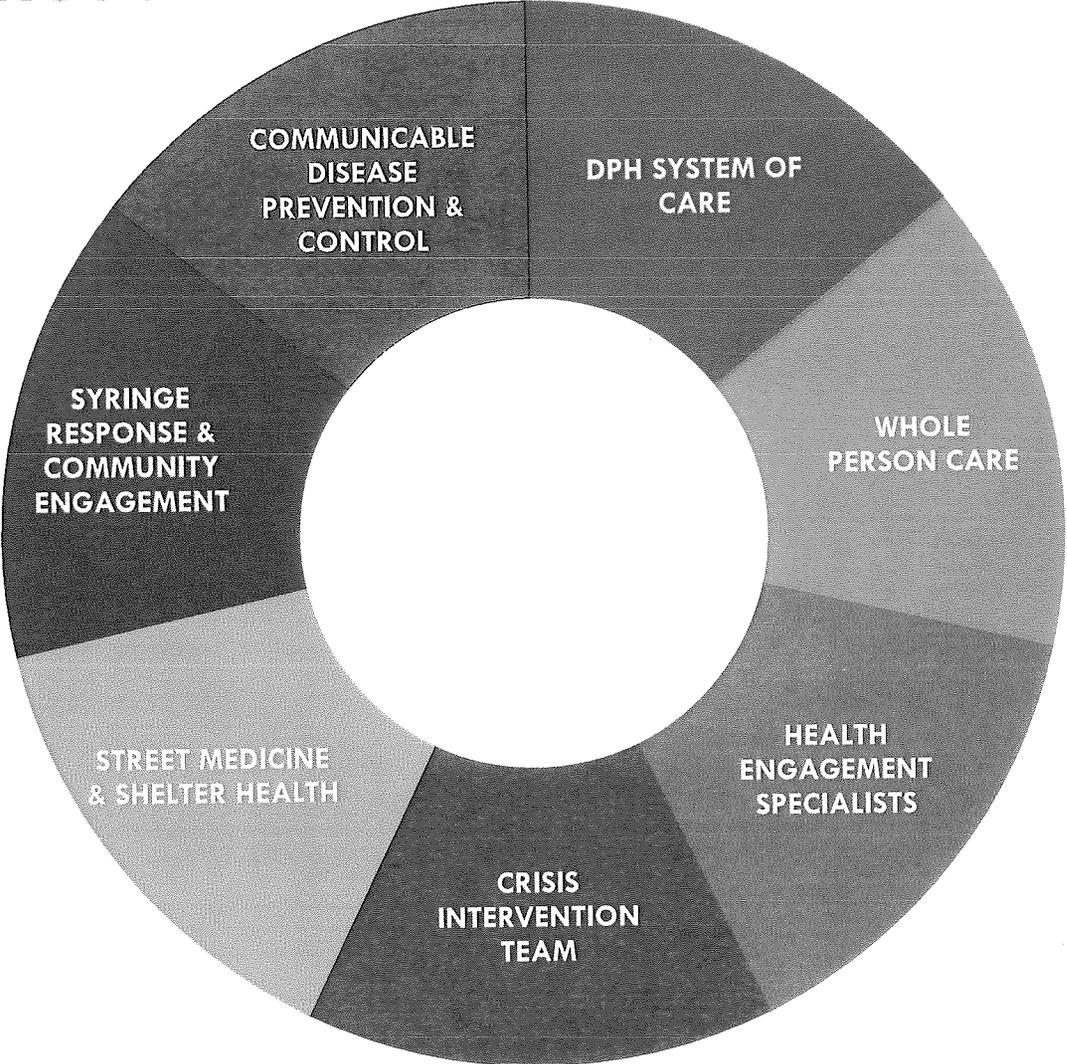


City and County of San Francisco
London N. Breed
Mayor

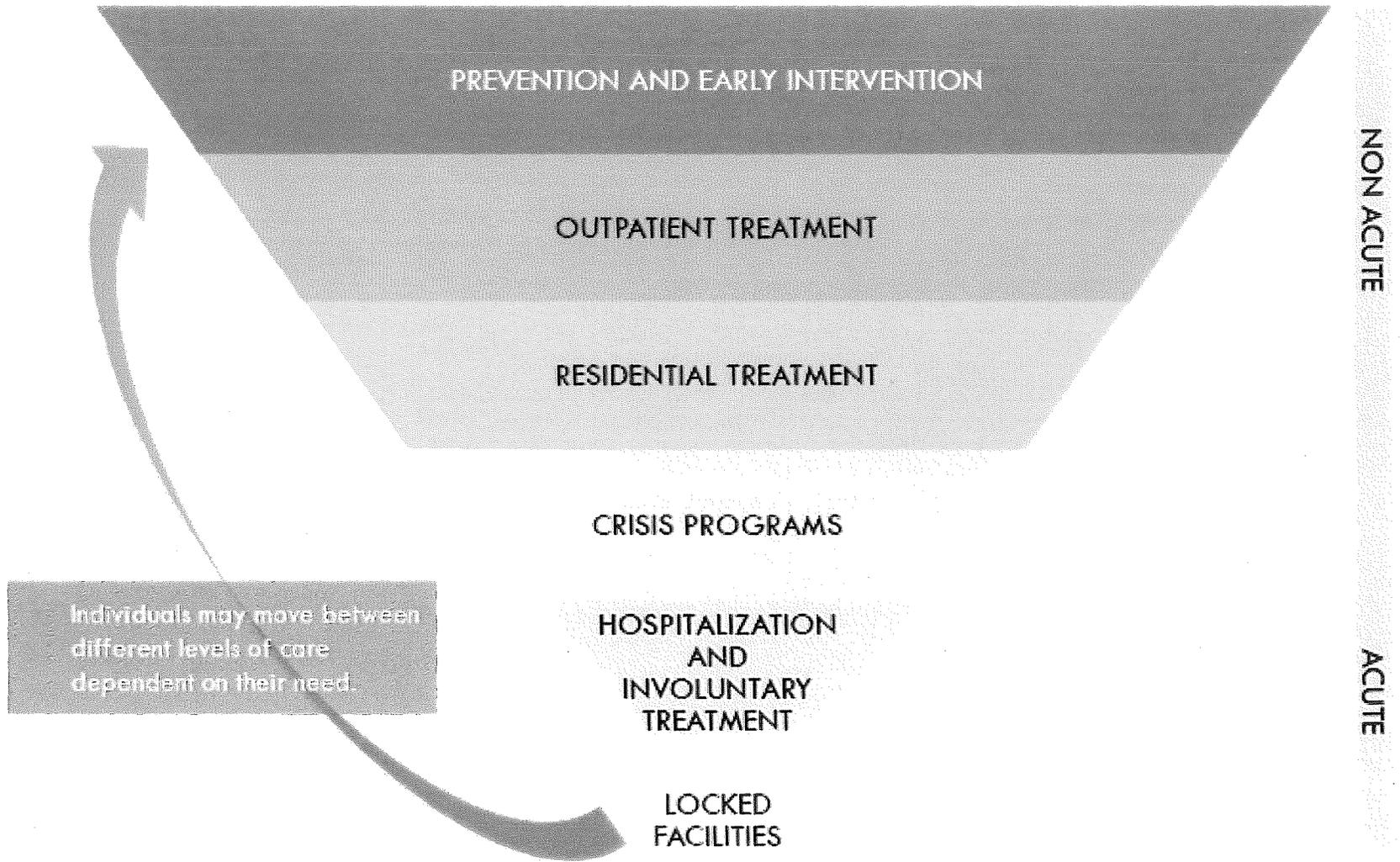
San Francisco Department of Public Health
Grant Colfax
Director of Health



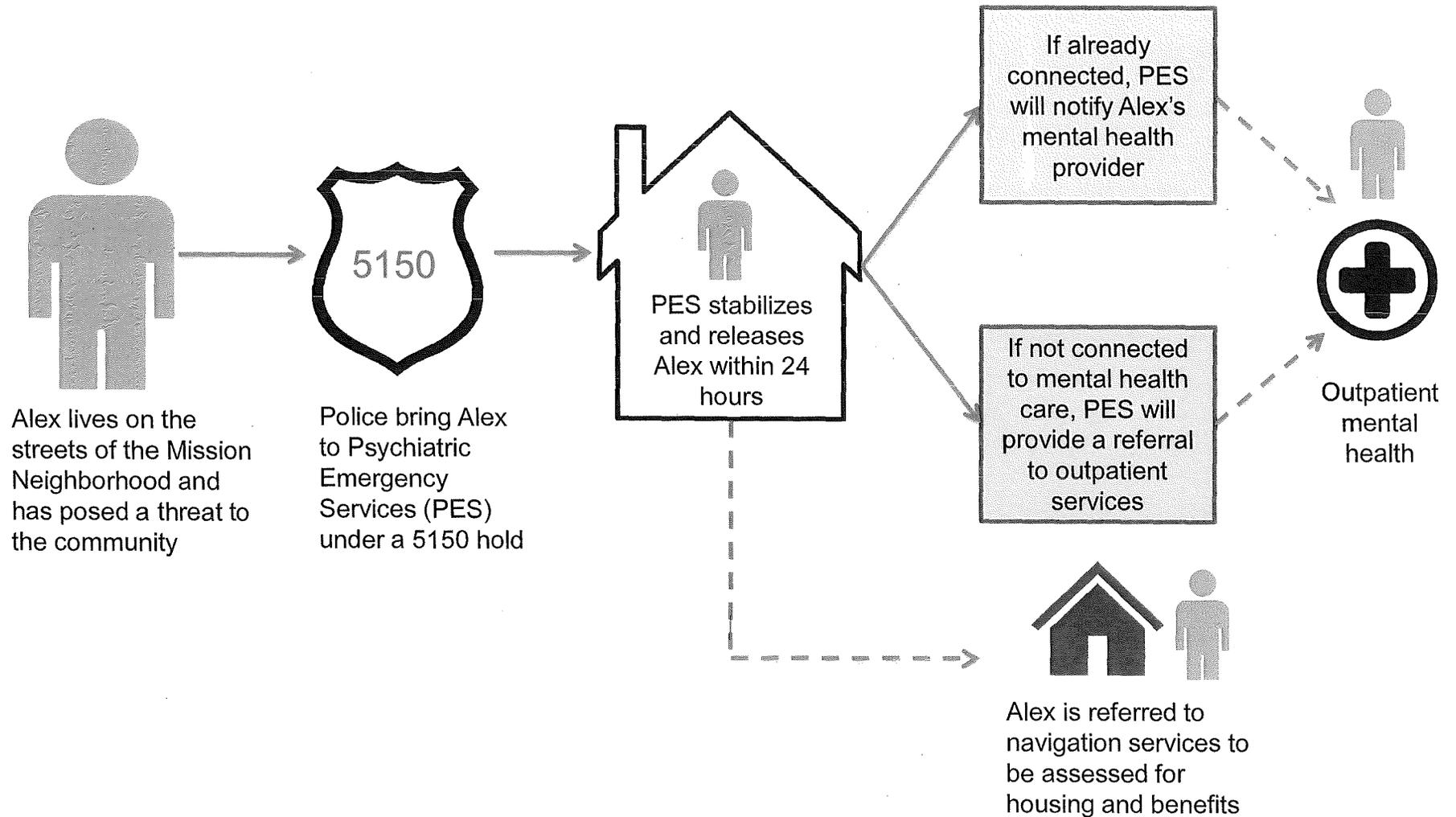
DPH Services for People Experiencing Homelessness



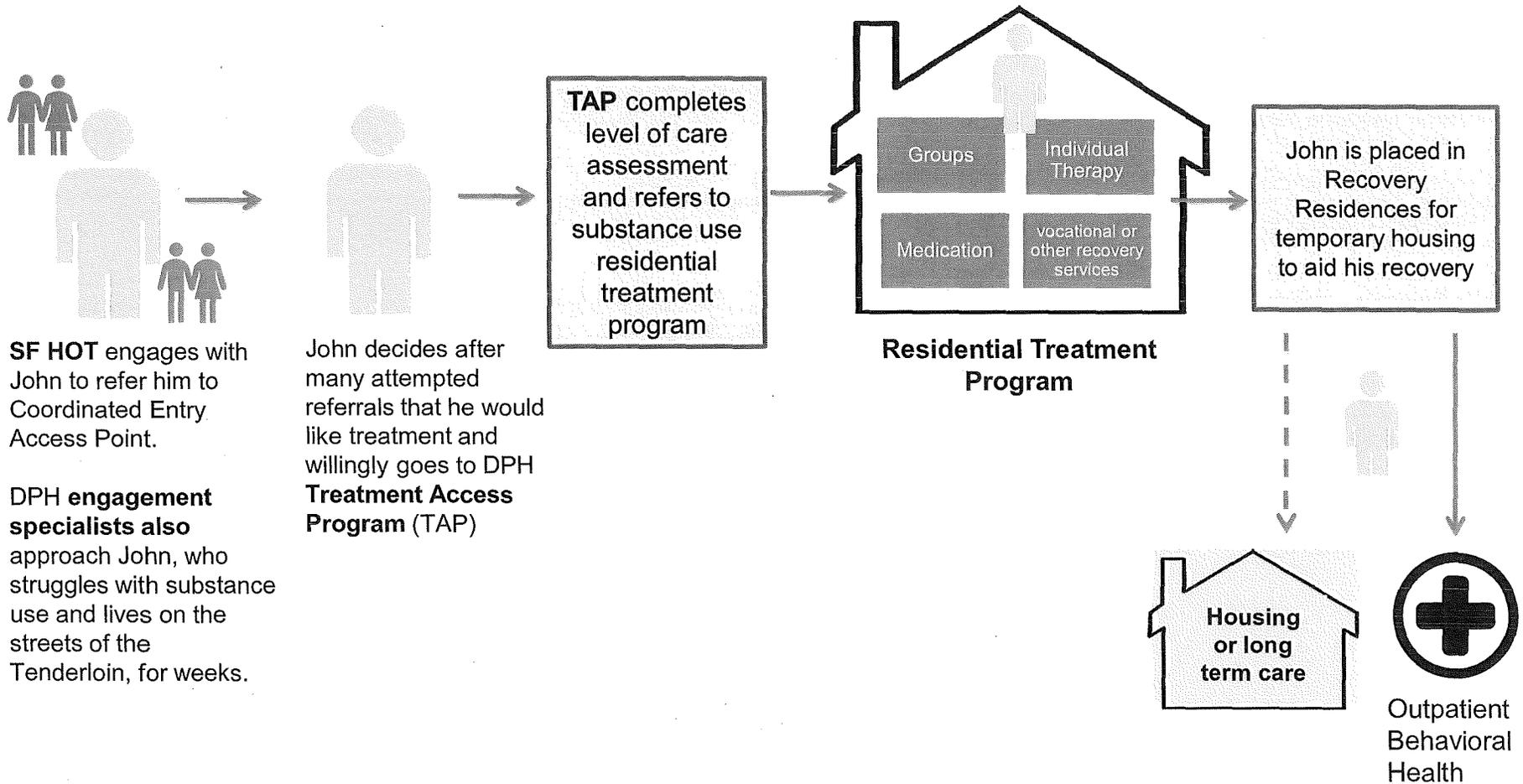
Behavioral Health Spectrum of Care



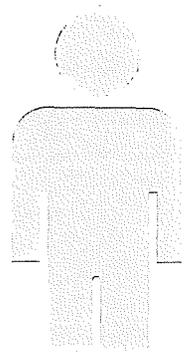
Case Scenario 1: Alex



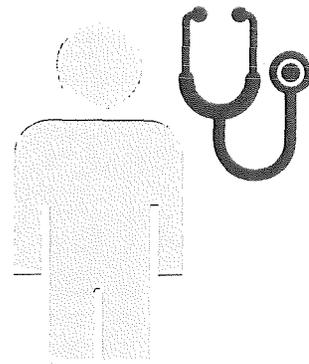
Case Scenario 2: John



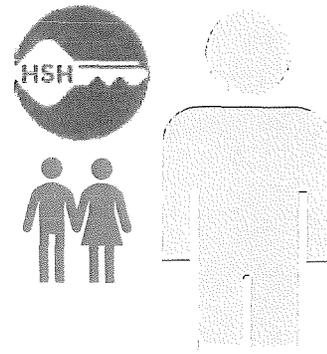
Case Scenario 3: Maria



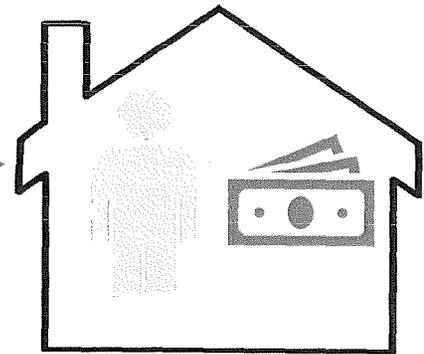
Maria is living on the streets of SOMA and has open sores on her legs.



DPH Street Medicine nurses encounter Maria and address her medical needs.



SF HOT, working alongside Street Medicine, refers Maria to a coordinated entry access point.



Maria is assessed by Coordinated Entry and is assigned priority status. Maria is screened for benefits eligibility and assigned a Housing Navigator/ Stabilizer who places her in permanent supportive housing and provides housing stabilization follow up care.

Behavioral Health Services

- 26% of clients experiencing homelessness have tri-morbidity
 - Co-occurring medical, mental health, and substance use disorders
- Urgent and Emergent Services
 - 68% of PES admissions are people experiencing homelessness
- Open Residential Treatment Programs (~390 beds)
 - Mental Health, Substance Use, Dual Diagnosis
- Outpatient Mental Health and Substance Use Treatment
 - 31% of new mental health clients self report as homeless
 - 51% of substance use treatment clients self report as homeless

Care Coordination within DPH

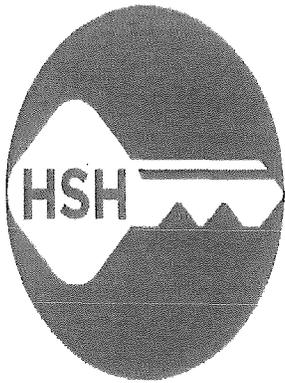
- Transitions Department manages placement into residential care programs
 - Locked Residential Treatment (clients under LTS conservatorship)
 - Open Residential Treatment (voluntary: mental health, substance use, or dual diagnosis)
 - Residential Care Facilities
- Case management services
 - Intensive case management
 - Full Service Partnerships
 - TAY Linkage program
 - Peer counselors

Behavioral Health Investments

- \$3 million state grant
- Increased capacity
 - 100 new behavioral health beds
- Increased mobility
 - Expansion of outreach, engagement and linkage capacity
- Increased interagency collaboration
 - Increased hours

Interagency Collaboration

- HSOC
- Whole Person Care
 - Benefits linkages
 - Interagency data sharing platform, including shared client action plans
 - Coordinated delivery system
- Prioritization Workgroup
 - Collaboration between HSH, DPH, HSA and DAAS to create shared prioritization criteria
 - Interagency retreat September 2018; workgroup launched February 2019
- “Coordinated Entry” with HSH
 - Integrate DPH system of care into HSH coordinated entry process
 - Assess DPH clients (especially those with high utilization) for housing vulnerability and benefits eligibility



DEPARTMENT OF
HOMELESSNESS AND
SUPPORTIVE HOUSING

Homelessness and Supportive Housing

Core Components of the System



Coordinated Entry



Street Outreach



Problem Solving



Temporary Programs & Shelter



Housing



Housing Ladder

SF Homeless Outreach Team (SFHOT)

SFHOT:

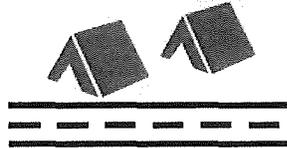
- Connects unsheltered San Franciscans with services, medical care, and shelter to help them move off the streets and stabilize their lives, seven days a week.
- Utilizes a multidisciplinary approach to outreach and care management to avoid reliance on high cost emergency and institutional services.
- Can be deployed through HSOC and works closely with providers from DPH Street Medicine.



Person or Family Seeking Help



Encampments



Street Outreach

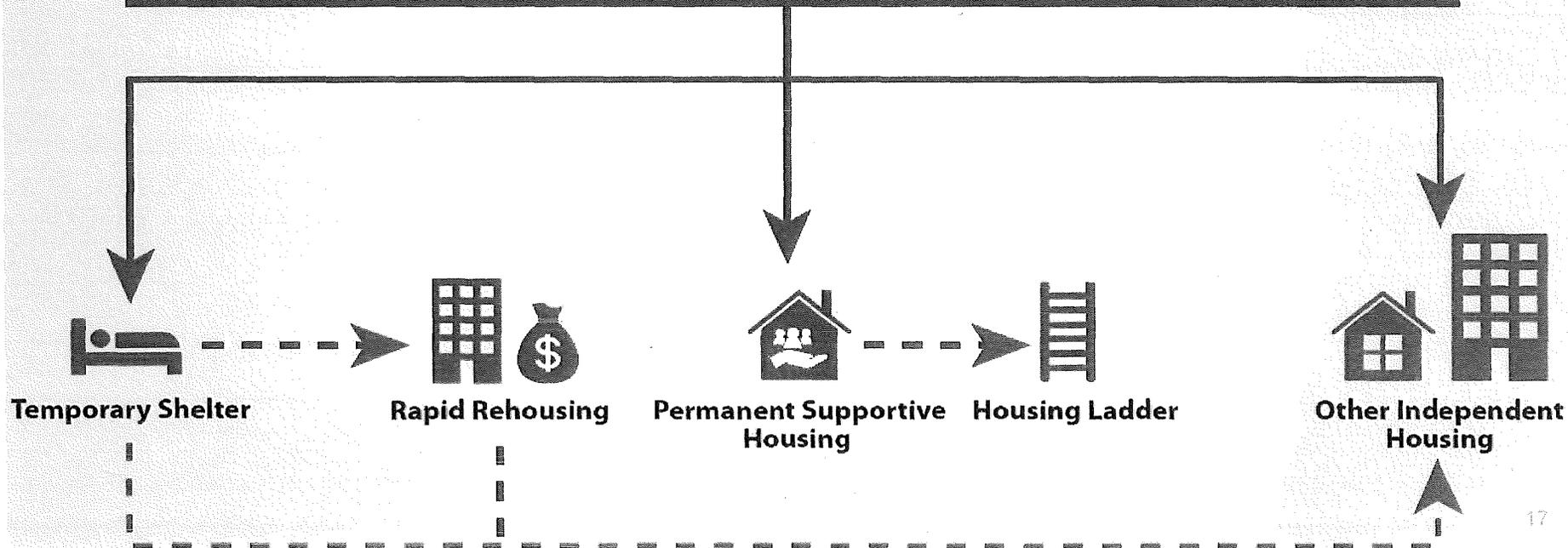


Mainstream Systems



COORDINATED ENTRY ACCESS POINTS

Problem Solve + Assess + Prioritize + Refer



Problem Solving

- Conflict Resolution/Mediation
- Homeward Bound
- One Time Assistance
- Prevention Assistance



Shelters and Navigation Centers

- Emergency Shelters
 - Adults and TAY Year Round – 1203
 - Adults Winter – 100
 - Family units – 200
 - Family Emergency beds - 150
- Navigation Centers
 - Time Limited ~230
 - Path to Housing ~265
- Shelter Access for Everyone – 1,000
 - Larger sites – 150-200 beds
 - Low-barrier
 - Services on site, leverage other resources



HSH Housing Portfolio

- Rapid Rehousing
 - 200+ in current system
 - 400+ new Heading Home for families
 - 500 new Rising Up for Youth
 - 40 new for Adults
- Permanent Supportive Housing
 - PSH for adults – 6,700
 - PSH for TAY – 377
 - PSH for families - 710
- Housing Ladder
 - Moving On Initiative – 175+
 - Bristol/Step Up - 157



Permanent Supportive Housing

- Mainstay of HRS and model programs excited to work with providers to standardize contracts and develop more meaningful outcome metrics.
- Working to diversify funding – NPLH and Medi-Cal
- Adding additional Housing Navigation/Stabilization roving team for priority status individuals
- More than 1,500 units in PSH pipeline through 2024
- 99 new Mainstream Vouchers released this year



Human Services Agency: Department of Human Services



CITY AND COUNTY OF SAN FRANCISCO
HUMAN SERVICES AGENCY

Public Benefits

Data Overview

- County Adult Assistance Program (CAAP):
 - 750 homeless clients, 16% of all CAAP clients; eligible for Care Not Cash (CNC) housing
 - 1300 current or formerly CAAP clients housed through CNC; 5,167 since 2004
- CalFresh: 6,379 homeless clients, 13% of all CalFresh clients
- Medi-Cal: 9,837, 5% of all Medi-Cal clients

People experiencing homelessness...

- Often face unique challenges in obtaining and maintaining public benefits
- Have lower rates of enrollment than their housed counterparts
- Are in crisis, have a history of trauma, and may have a difficult time managing complex, state and federally-mandated systems that require multiple appointments and paperwork



Homeless Benefits Linkages Initiative

The goal of benefits linkage is:

- To meet people experiencing homelessness where they are
- Streamline business processes whenever possible
- Provide personalized support to help them navigate application systems

Programming/Pilots

- Eligibility Workers @ Navigation Centers and Project Homeless Connect
- HOT Workers + Eligibility Workers @ Shelters
- Housing and Disability Advocacy (State Grant)
- Expanded SSI Advocacy Services: Tipping Point Pilot



CITY AND COUNTY OF SAN FRANCISCO
HUMAN SERVICES AGENCY

Navigation Center Benefits Outreach

- Partnership between DHS and HSH
- DHS outstations rotating Medi-Cal, CalFresh, and CAAP Eligibility Workers (EWs) at each of the five Nav Center sites (reallocating existing EWs)
 - Approves applications, expedites eligibility determination process and bypasses client traveling to a county office
 - Performs critical benefits retention functions, which help clients avoid being discontinued from aid and losing access to vital services like filling prescription medications
 - Reallocating existing EWs
- Recent Data Snapshot: 756 applications, 3/18 to 1/19

Homeless Outreach Team (HOT) Benefits Outreach Pilot

Need



Ask Tuquan

His office is on the 2nd floor
Monday to Thursday
7am-5:30pm

Take One



 This paper could be worth up to \$193 a month. Ask Tuquan how. His Office is on the 2nd floor 7am-5:30pm, Monday to Thursday	 This paper could be worth up to \$193 a month. Ask Tuquan how. His Office is on the 2nd floor 7am-5:30pm, Monday to Thursday	 This paper could be worth up to \$193 a month. Ask Tuquan how. His Office is on the 2nd floor 7am-5:30pm, Monday to Thursday	 This paper could be worth up to \$193 a month. Ask Tuquan how. His Office is on the 2nd floor 7am-5:30pm, Monday to Thursday	 This paper could be worth up to \$193 a month. Ask Tuquan how. His Office is on the 2nd floor 7am-5:30pm, Monday to Thursday
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Necesita



Medi-Cal can get you dental care.

Preguntele a Veronique

oficina 103
lunes, miércoles, jueves: 7am-5:30pm
martes: 6am-4:30pm

Por favor, tome uno



 Medi-Cal can get you dental care. Ask Veronique how. Room 103 Monday, Wednesday, Thursday, 7am-5pm, Tuesday, 6am-4:30pm	 Medi-Cal can get you dental care. Ask Veronique how. Room 103 Monday, Wednesday, Thursday, 7am-5pm, Tuesday, 6am-4:30pm	 Medi-Cal can get you dental care. Ask Veronique how. Room 103 Monday, Wednesday, Thursday, 7am-5pm, Tuesday, 6am-4:30pm	 Medi-Cal can get you dental care. Ask Veronique how. Room 103 Monday, Wednesday, Thursday, 7am-5pm, Tuesday, 6am-4:30pm
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Housing & Disability Advocacy Program

HDAP

- \$2.4m state grant to help disabled homeless people access SSI and housing
- Components: Outreach, Case management, SSI Advocacy, and Housing

Partners:

- DHS: SSI advocacy; program planning , oversight, reporting
- DAAS: Care planning, case management and housing stabilization, IHSS, client assistance funds
- HSH: administer housing subsidies, access to Permanent Supportive Housing portfolio

So Far

- 13 people housed, 4 awarded SSI benefits
- 25 in the pipeline (identified as HDAP-eligible), 50% assessed for housing through Coordinated Entry

Expanded SSI Advocacy Services Tipping Point Pilot

Partnership between DHS, Tipping Point and CBO legal services providers to help homeless people access SSI

Expands City's capacity to serve hard to reach populations:

- Shelter and Navigation Center residents
- Transition Age Youth 18-25 living on the street
- Clients with hard-to-win cases
- Clients assessed as being able to do some work but are struggling with their assignment

Target: 350 over the three-year contracts



Human Services Agency: Department of Aging & Adult Services



CITY AND COUNTY OF SAN FRANCISCO
HUMAN SERVICES AGENCY

SF Department of Aging & Adult Services

Department Programs

- Adult Protective Services
- In-Home Supportive Services
- Legal and Guardianship Programs
 - Public Administrator
 - Public Conservator
 - Public Guardian
 - Representative Payee



Home Safe: APS and HSH Collaboration

Grant funding from CDSS to be provided to county APS programs for eviction prevention activities

- San Francisco awarded \$774,000 over three years
- DAAS/APS will collaborate with the Institute on Aging and HSH
- Vulnerable adults in Permanent Supportive Housing at risk of eviction will receive intensive case management and rental subsidies, and purchase of services to maintain their safety.
- Transition to long-term care will be facilitated for adults who cannot live safely in PSH



Public Conservator

Provides mental health conservatorship, a legal procedure that authorizes psychiatric treatment of a person who is found by the Court to be gravely disabled due to mental disease and who is unable or unwilling to accept voluntary treatment.

Primary functions:

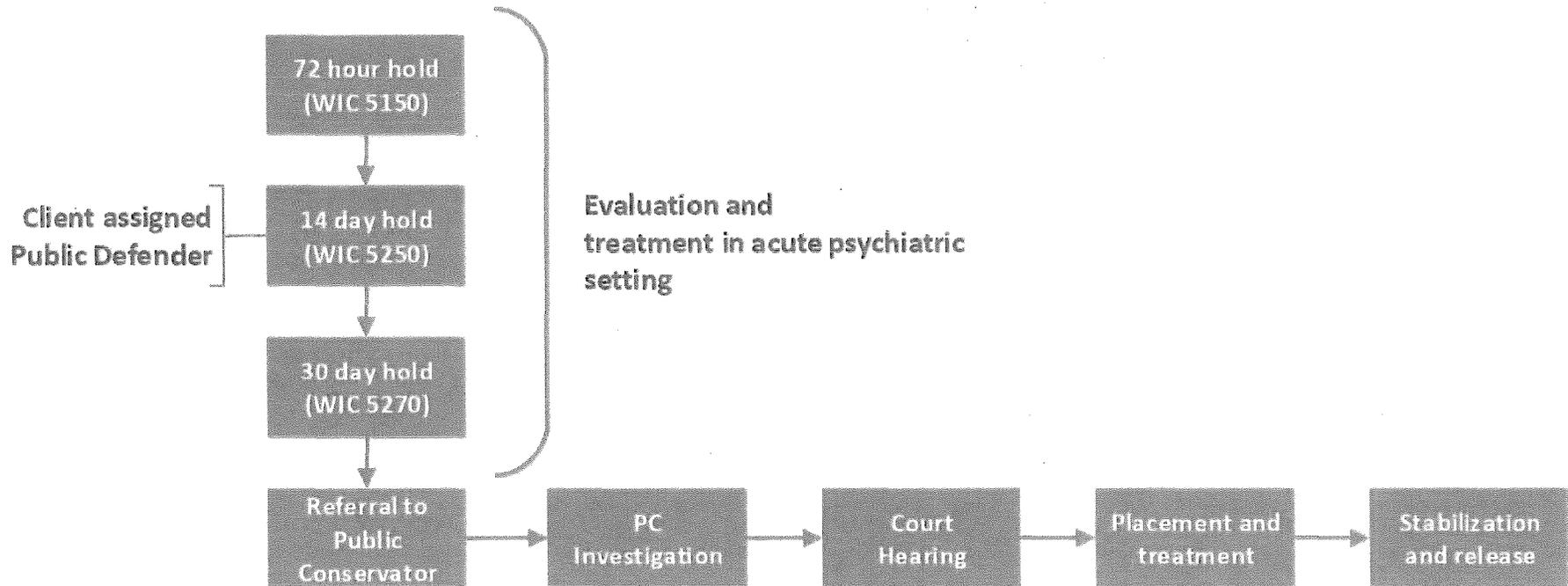
- Investigate referrals from psychiatric hospitals and file for conservatorship when appropriate
- Supervise treatment of conservatees and provide reports for Court hearings related to conservatorship and placement
- Serve as advocate for least restrictive placement

Each year:

- 650 active cases managed
- 155 new referrals investigated



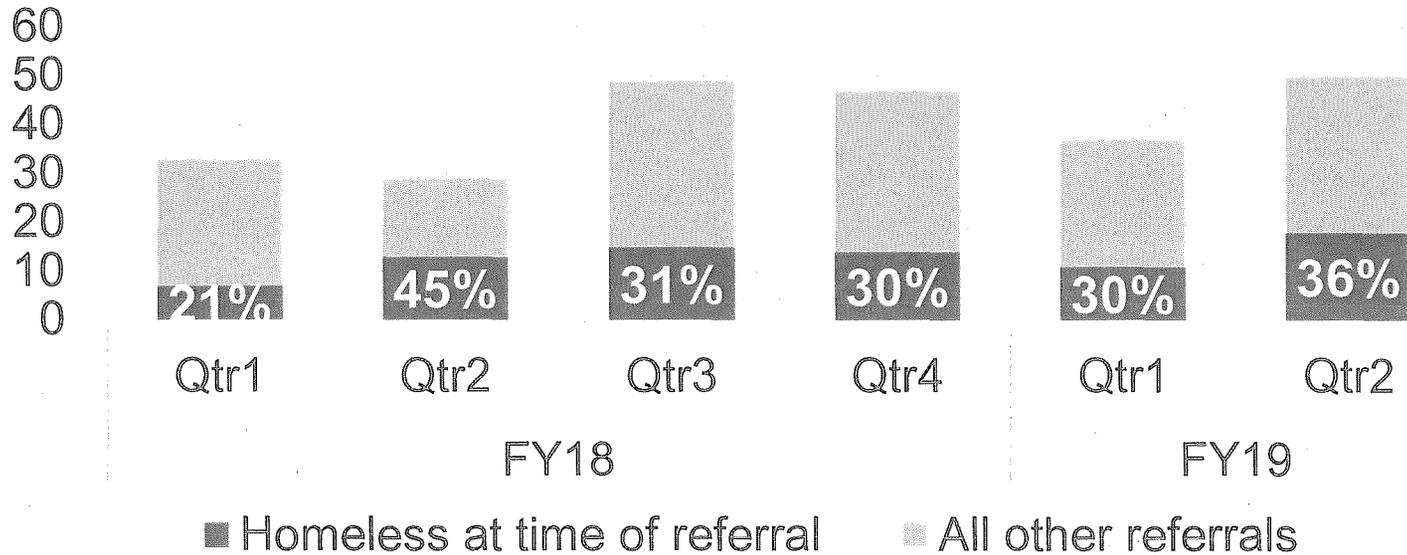
LPS Conservatorship Process



CITY AND COUNTY OF SAN FRANCISCO
HUMAN SERVICES AGENCY

Homeless Clients Served by Public Conservator

Homeless referrals to the Public Conservator
FY18 - FY19 YTD



About **32%** of referrals received by the Public Conservator are for homeless individuals – amounting to about **14 individuals** per quarter.

What is Housing Conservatorship (SB 1045)?

New conservatorship to help individuals who are unable to care for themselves due to serious mental illness and substance use

“ . . . Provide the least restrictive and most clinically appropriate alternative needed for the protection of a person who is incapable of caring for the person’s own health and well-being due to a serious mental illness and substance use disorder . . . ”

Page 6, Section 5453 of SB1045



CITY AND COUNTY OF SAN FRANCISCO
HUMAN SERVICES AGENCY

Why Housing Conservatorship is an important tool

- San Francisco has several voluntary and involuntary programs
- No existing program helps us reach the small group of people who have serious mental health and substance use disorder treatment needs and do not consent to voluntary services.
 - LPS law does not account for the effects of psychoactive substances other than alcohol



SB1045 - Housing Conservatorship Eligibility Criteria

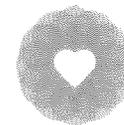
1. Inability to care for one's health and well-being
2. Serious mental illness
3. Substance use disorder
4. Frequent 5150 detentions (at least 8 over 12 months)
5. Petitioned for Assisted Outpatient Treatment and: 1) the petition was denied or the AOT was insufficient; and 2) AOT would be insufficient in lieu of a conservatorship.



Questions



DEPARTMENT OF
HOMELESSNESS AND
SUPPORTIVE HOUSING



San Francisco
Health Network

SAN FRANCISCO DEPARTMENT OF PUBLIC HEALTH

Healthy Streets Operation Center

Public Safety & Neighborhood Services

February 28, 2019



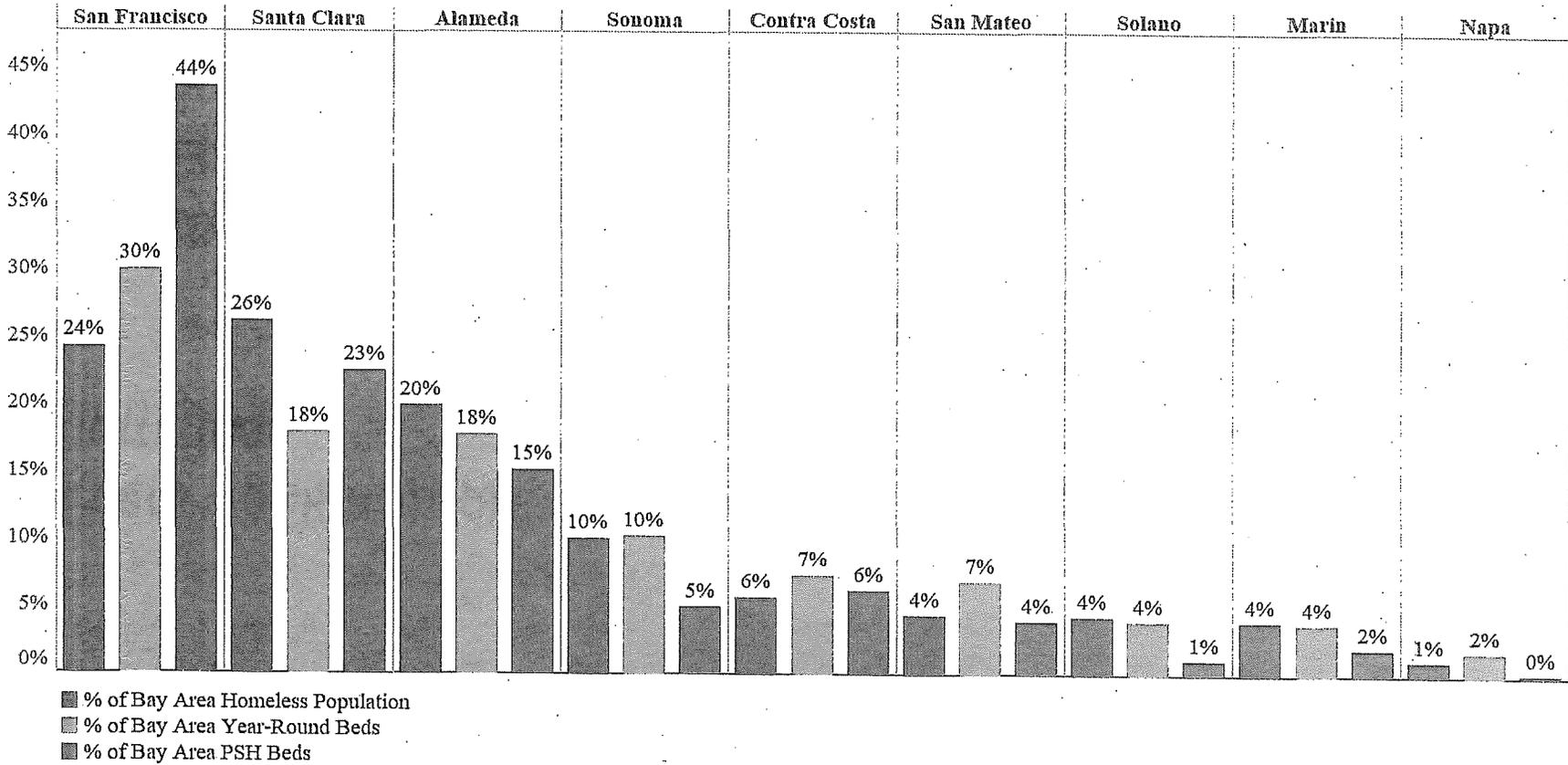
The Homelessness Crisis in San Francisco

- **7,500** people experience homelessness in San Francisco on any given night.
 - **4,300** of are unsheltered living on the streets
 - 32% of the homeless population is over the age of 51
 - 39% of people experiencing homelessness report a psychiatric condition
 - 31% report a chronic health issue
 - 41% report drug or alcohol abuse
 - There are consistently over 1,100 people in the shelter waiting list
 - An estimated 20,000 people will experience homelessness in San Francisco over the course of the year.
- 

Homelessness in San Francisco: Inflow

- Every week San Francisco exits approximately 50 people from homelessness
- Every week approximately 150 people become newly homeless
- Approximately 31% of people experiencing homelessness in San Francisco come from another jurisdiction
 - 80% from other Bay Area Counties
 - This inflow rate is twice of most other counties

Homelessness in the Regional Context



Health Street Operation Center

The Healthy Streets Operations Center (HSOC) has representatives from key City departments working together at the Department of Emergency Management.

HSOC directs, plans and coordinates responses to unsheltered homelessness and unhealthy street behavior.

HSOC provides the infrastructure to coordinate the increased investment in addressing these issues.

Pre-HSOC Collaborations

Hot Spot
Crews

Encampment
Working Group

Mission
District
Homeless
Outreach
Project

Civic Center
Safe and
Clean Initiative

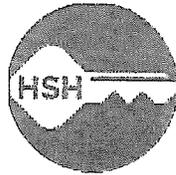
Overview

HSOC launched in January 2018. HSOC coordinates the efforts of City agencies involved in addressing unsheltered homelessness and unhealthy street behaviors.

The core values of HSOC:

- a. Lead with services
- b. Believe that everyone can change
- c. Empathize with the entire community
- d. Safe and clean streets can be maintained for everyone

HSOC Partners



DEPARTMENT OF
HOMELESSNESS AND
SUPPORTIVE HOUSING

San Francisco
Department of Public Health



SAN FRANCISCO DEPARTMENT
OF EMERGENCY MANAGEMENT



Keeping our neighborhoods safe & clean

Goals

DIME: Deliver, Improve, Meet, Ensure

D

Deliver

Deliver coordinated city services to effectively address encampments, hot spots, and quality of life issues.

I

Improve

Improve the medical and behavioral health of individuals on the street.

M

Meet

Meet the housing, shelter, and service referral needs of individuals on the street.

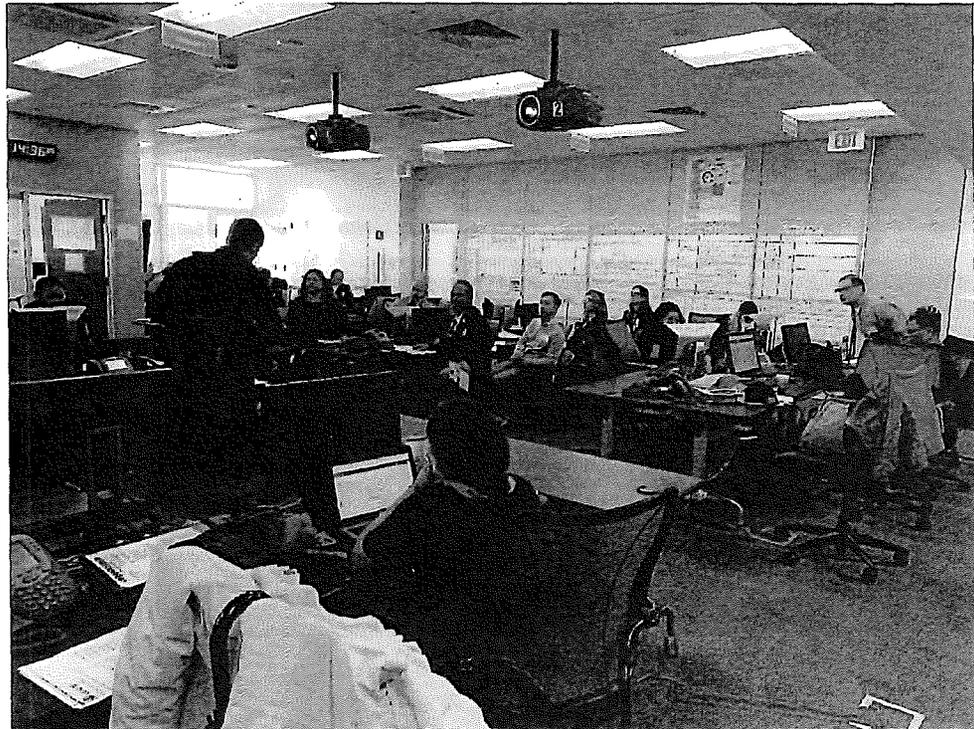
E

Ensure

Ensure San Francisco's streets are safe and clean while improving the response to residents' concerns.

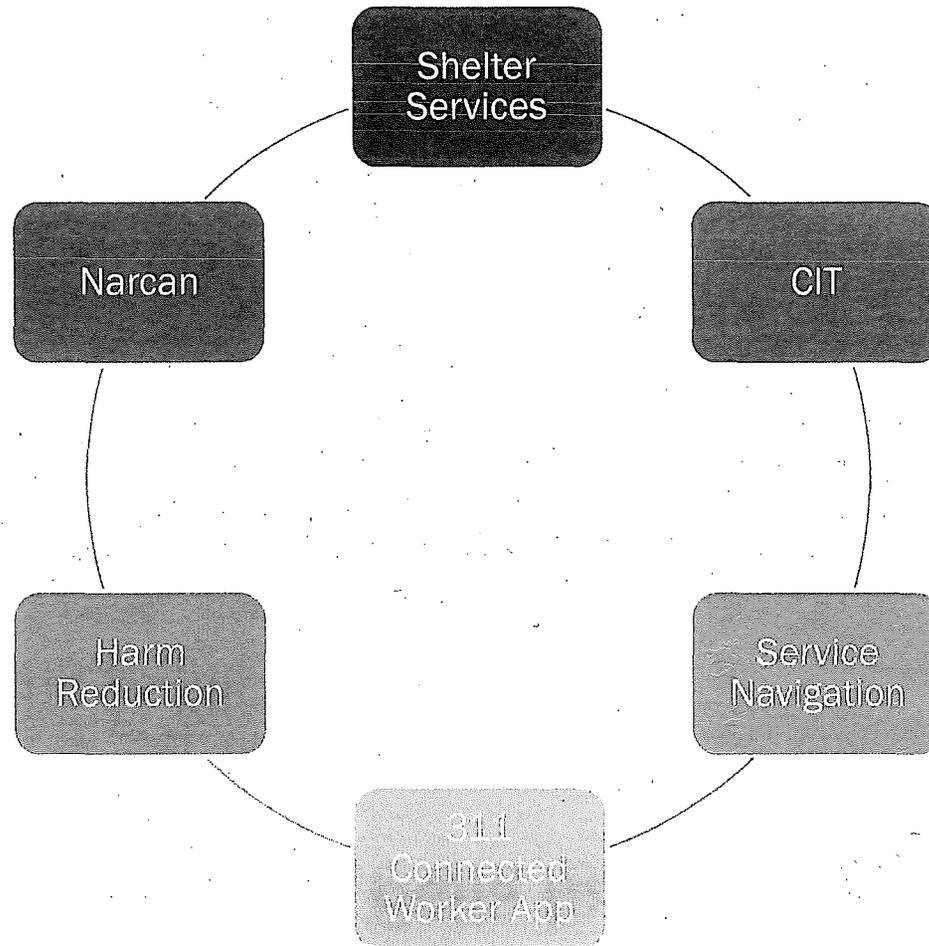
Overview of How Team Works Together

1. Coordinated call intake
2. Coordinated dispatch
3. Daily planning and response
4. Using shared data
5. Responding to street behavior



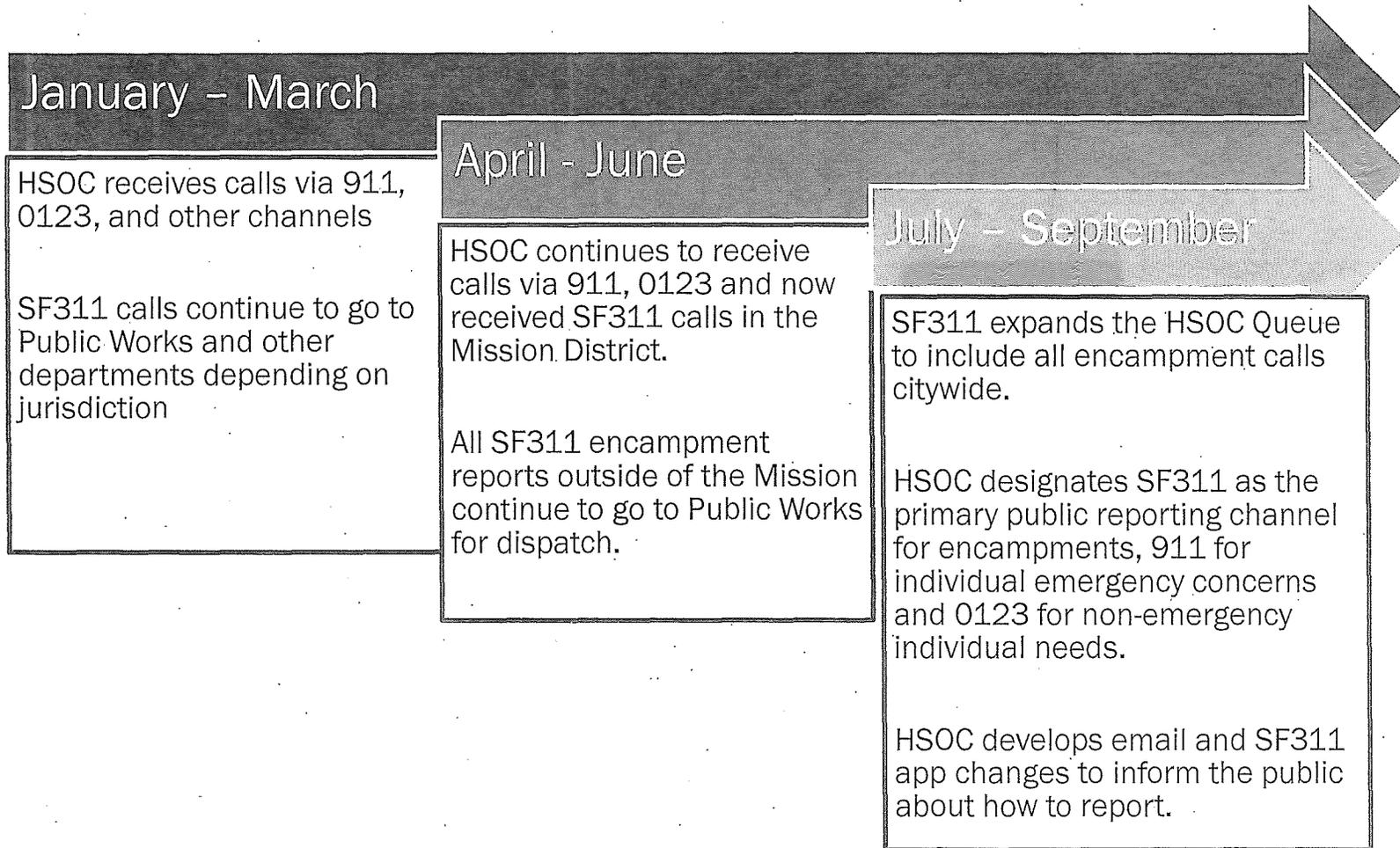
HSOC Training

HSOC provides cross-departmental training to participating departments. These **weekly** trainings include:

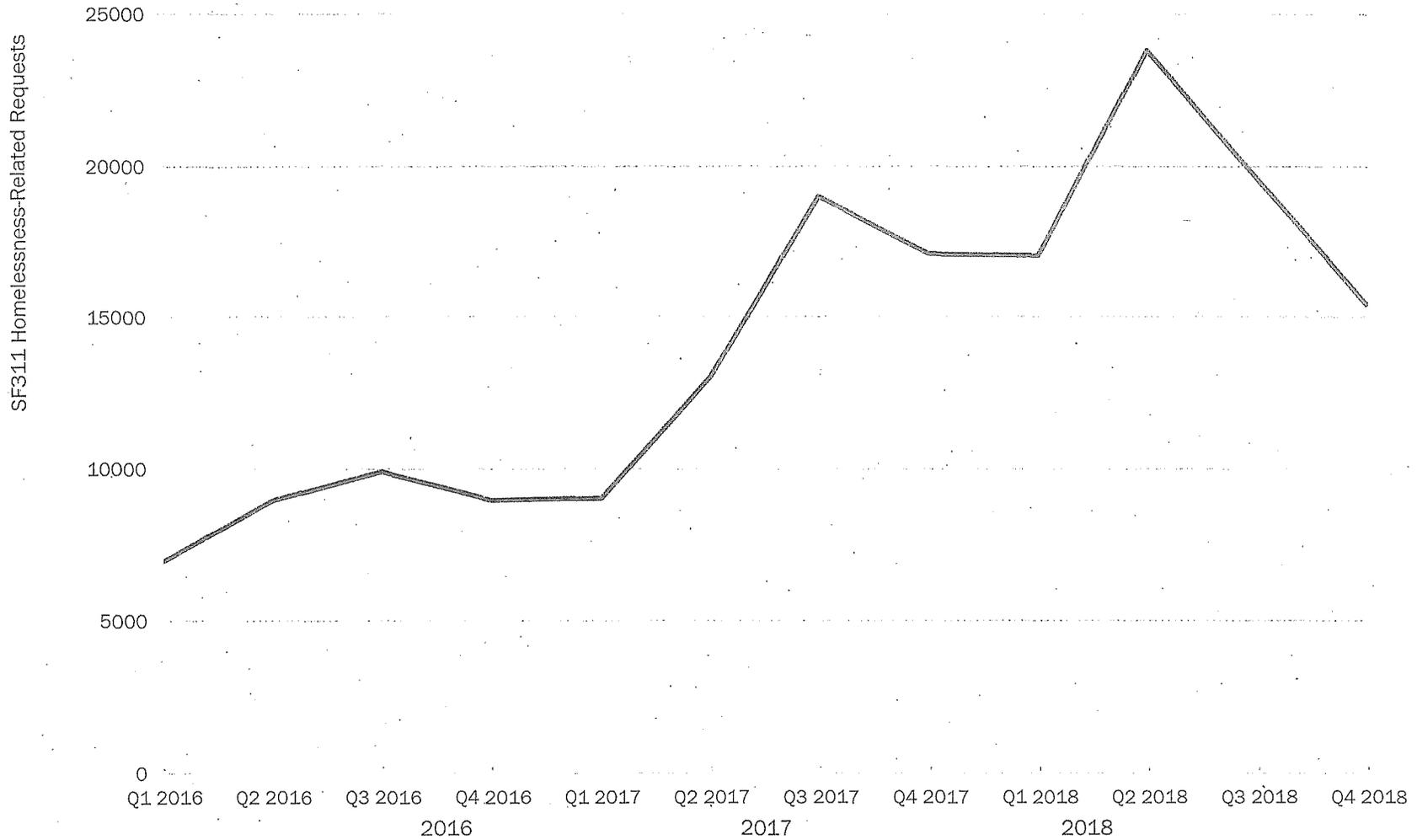


Streamlining & Triaging Calls for Services

Improving the way departments **receive** homelessness related requests from the public



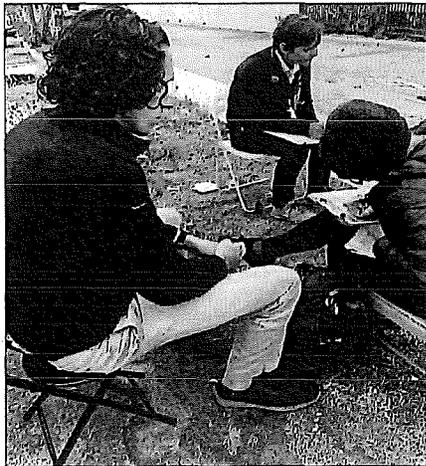
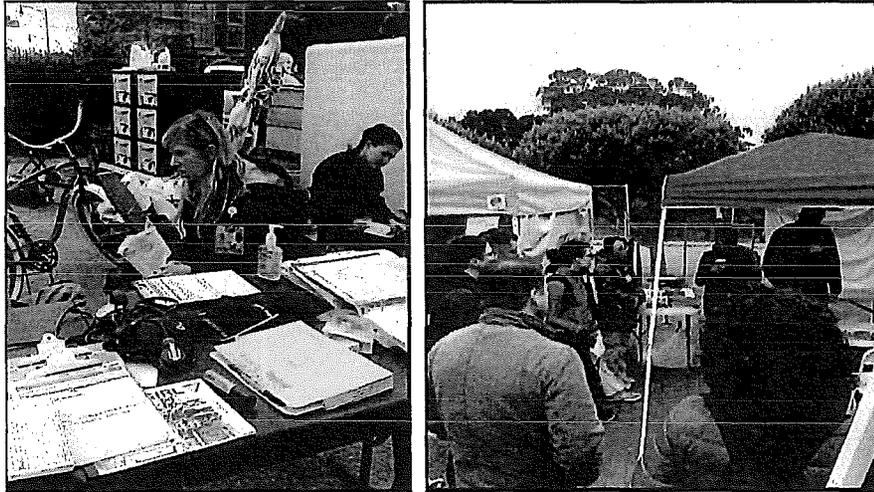
Homelessness Related SF311 Requests



Care Coordination Team

- Coordinate efforts to better meet the needs of individuals with complex challenges
- Various meetings and lists of priority individuals or “top users” from key departments are getting consolidate at HSOC
- Weekly meetings with SFPD officers and twice weekly case conferences
- As of January 2019, there are 33 individuals on the HSOC High Priority List

Health Fairs



Low barrier: Start on site

- a. PrEP/PEP
- b. Family Planning
- c. Rapid ART start
- d. Addiction Treatment:
Opiate=Buprenorphine;
Alcohol=Gabapentin or detox

Routine medical

- a. Wounds
- b. Vaccination: Hepatitis A, Hepatitis B, flu

Testing

- a. HIV, HCV, STD testing

Harm Reduction Services

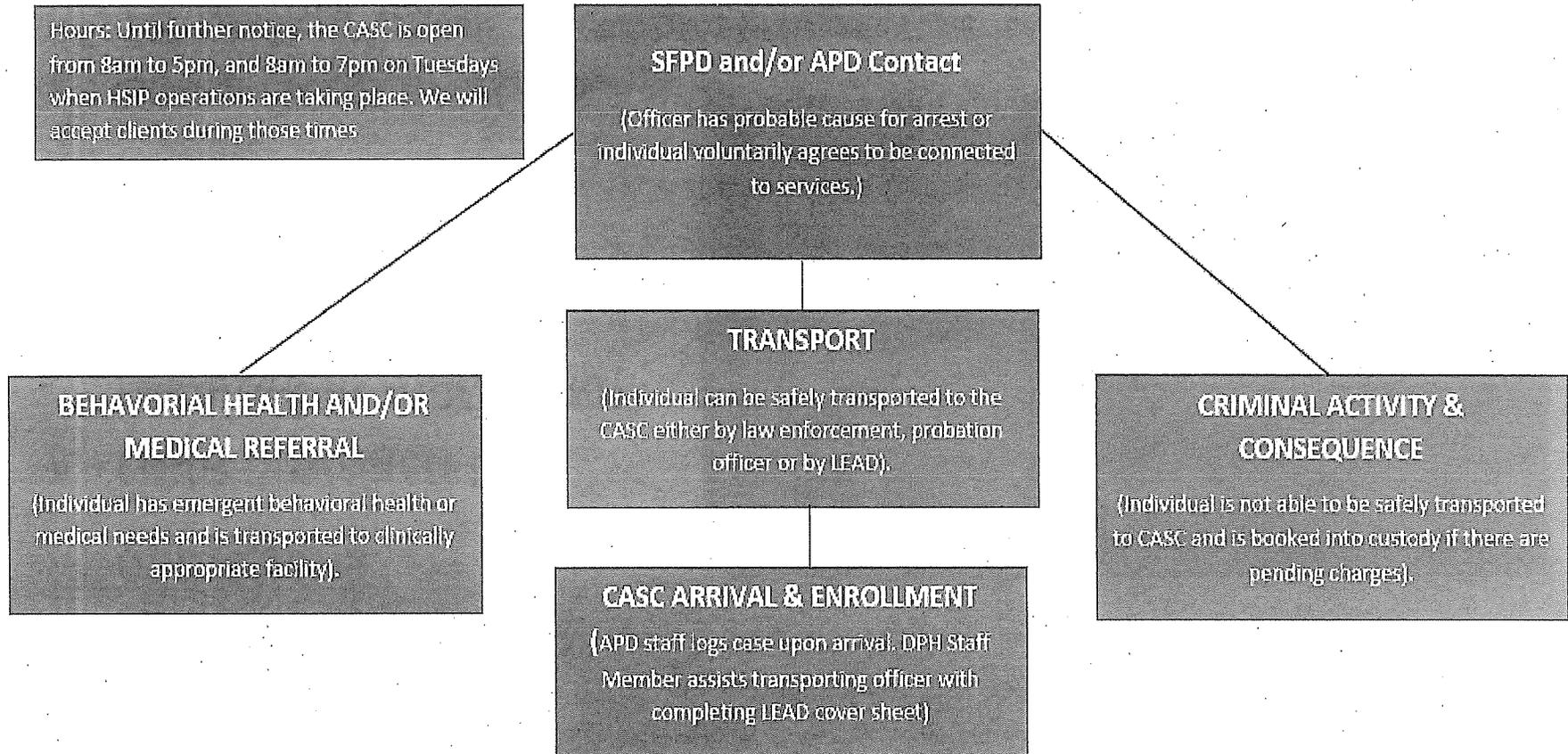
- a. Narcan trainings
- b. Resources and referrals
- c. Education about safe syringe disposal
- d. Syringe disposal supplies

Health Fair Successes

Participants	Health Fair Engagement & Referrals Highlights: 11 Health Fairs
281	Medical Engagements
64	Newly connected to SF Health System
353	HIV Tests <ul style="list-style-type: none"> • 10 Newly Diagnosed HIV+ (connected to care)
359	HCV Tests <ul style="list-style-type: none"> • 67 reactive (connected to care)
167	Narcan Trainings/Overdose Prevention Education sessions
47	Buprenorphine starts
29	Homelessness and Supportive Housing Shelter & Navigation Placements



Healthy Streets Intervention Program



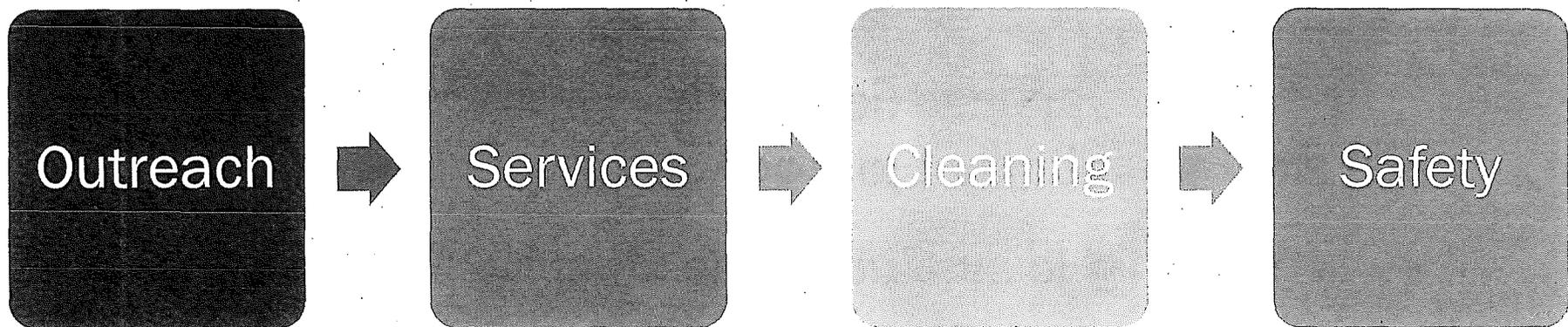
Healthy Streets Intervention Program Successes

- In 2018, HSOC conducted 15 HSIP operations.
- HSIP outreach has resulted in more than 700 contacts with individuals on the street
- Since October 2018, 78 people were referred to CASC through HSIP



Encampment Resolution Team

Encampment Resolution Team is a multi departmental effort focused on resolving **large (6+)** tent encampments and include:



Encampment Resolution Team Successes

Since the launch of HSOC in January 2018:

- HSOC resolved 25 large encampments of 6+ tents
- Through this process 365 (65% of total) people have been placed into shelter and navigation centers
- 40% reduction in tents on the streets
- 65% reduction in encampments with 6+ tents
- Ended large long term encampments of 10+ tents
- HSOC resolved 3 vehicular encampments since Nov. 2018

HSOC: 2018 Successes

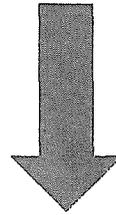
- Creation of streamlined response operation
- Improved data and impact collection
- Strengthened collaboration between departments
- Increased integration of services
- Since October 2018, HSIP outreach has resulted in 78 referrals to services

HSOC Success: Tent Reduction

August 2016

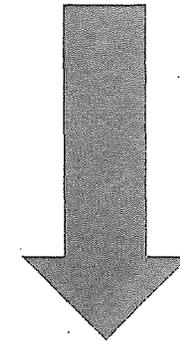
~1,200 Tents

July 2018



~560 Tents

January 2019



~340 Tents

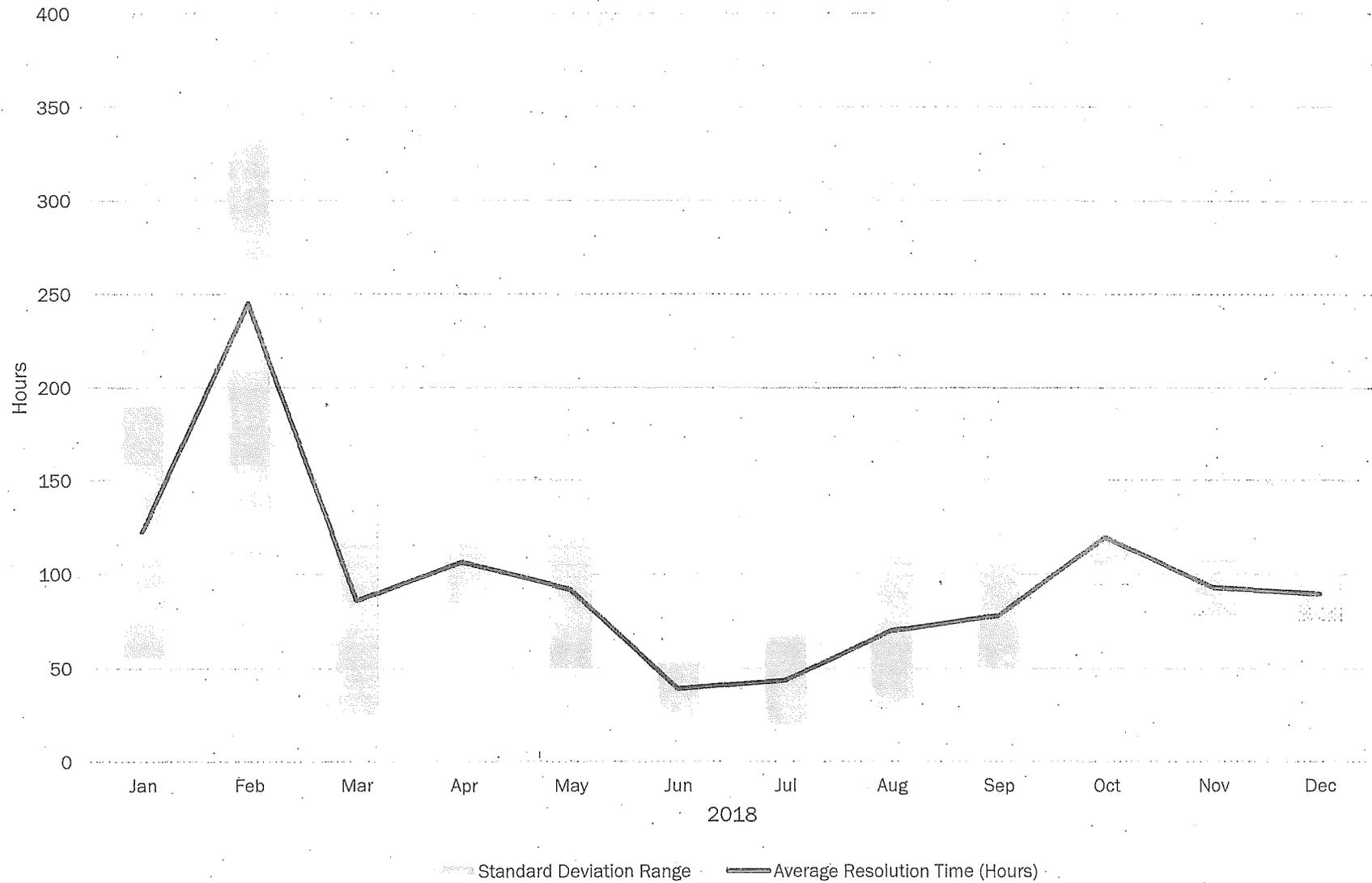
HSOC Success: Tent Reduction by Police District

Police District	Tent Count % Change July 2018-Jan 2019	Notes
Central	54%	Up by 7 tents
Southern	-30%	
Bayview	-55%	
Mission	-30%	
Northern	-36%	
Park	33%	Up by 1 tent
Richmond	-57%	
Ingleside	-23%	
Taraval	29%	Up by 5 tents
Tenderloin	-68%	
Total Tent Reduction	-40%	

Tent Count :: SF 311 Encampment Reports

Police District	July 2018 Tent Count %	July 2018 311 %	January 2019 Tent Count %	January 2019 311 %
Central	2%	6%	6%	6%
Southern	18%	26%	20%	22%
Bayview	30%	5%	22%	6%
Mission	19%	33%	22%	35%
Northern	9%	16%	10%	15%
Park	1%	4%	1%	6%
Richmond	8%	2%	6%	2%
Ingleside	2%	1%	3%	2%
Taraval	3%	1%	6%	2%
Tenderloin	8%	5%	4%	4%
total	100%	100%	100%	100%

Response Times to SF311 Constituent Reports



HSOC 2018 Impact

Service Requests	January 2018	December 2018	% Change	
Homeless-related requests for service	12,223 requests	8,243 requests	-33%	↓
Average call response time	123 hours	90 hours	-27%	↓
Citywide Tent Counts	July 2018	January 2019	% Change	
Tents/structures	Approx 560	Approx 340*	-40%	↓
Sites with 6+ tents/structures	17 sites	6 sites	-65%	↓
New Services & Shelter		Expansion 2017 - 2018		
Temporary Shelter		Added 691 new beds		↑
Permanent Supportive Housing		Added 390 new units		↑
Behavioral Health Beds		Added 99 new beds		↑

* Data still being validated

HSOC 2018 Operational Results Summary

HSOC 2018 Operational Results

Engagements by DPH Outreach

7,904

Needle collection (Since July 2018)

Collected 90,879 syringes

Encampments resolved by HSOC

25 sites

Individuals linked to shelter or Navigation
Centers through encampment resolutions

365 (65% of total)

Expansion of Services: 2017-2018

Shelter

- 691 temporary shelter beds including 5 new navigation centers

Behavioral Health

- 40 healing center beds
- 15 beds at hummingbird
- 30 medical respite beds

Housing

- 390 PSH units
- 300 housing ladder vouchers
- 75 rapid rehousing slots

Expansion of Service: 2019 – 2020

HSOC's ability to address unsheltered homelessness and unhealthy street behavior is linked to its ability to offer services. HSH and DPH are adding the following services:

- Opening 800 more shelter beds
- Leasing at least 300 SRO units during the next six months
- Developing 1,000 more PSH units in the MOHCD pipeline
- Adding 500 new rapid rehousing slots for youth (over the next 3 years)
- Opening an additional 100 mental health beds this year
- Expanding the ERT model to inhabited vehicles
- Expanding DHP outreach and engagement capacity

SF's Current Response to Encampments and Alternatives

Coalition on Homelessness Human Rights Workgroup
with research from UC Berkeley Center on Human Rights



Coalition on Homelessness

HUMAN RIGHTS CENTER

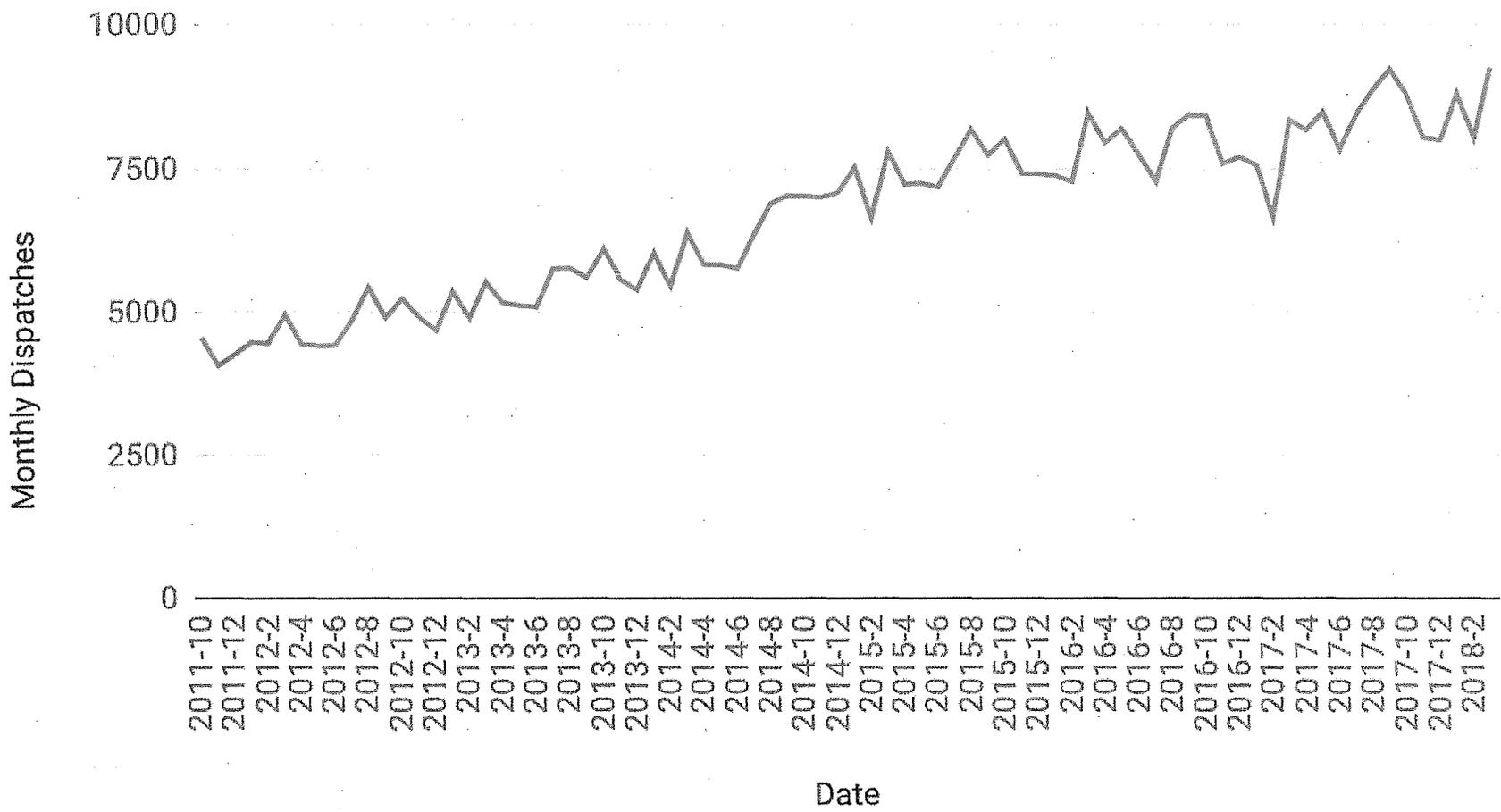
UC Berkeley School of Law

PURSUING JUSTICE
THROUGH SCIENCE AND LAW

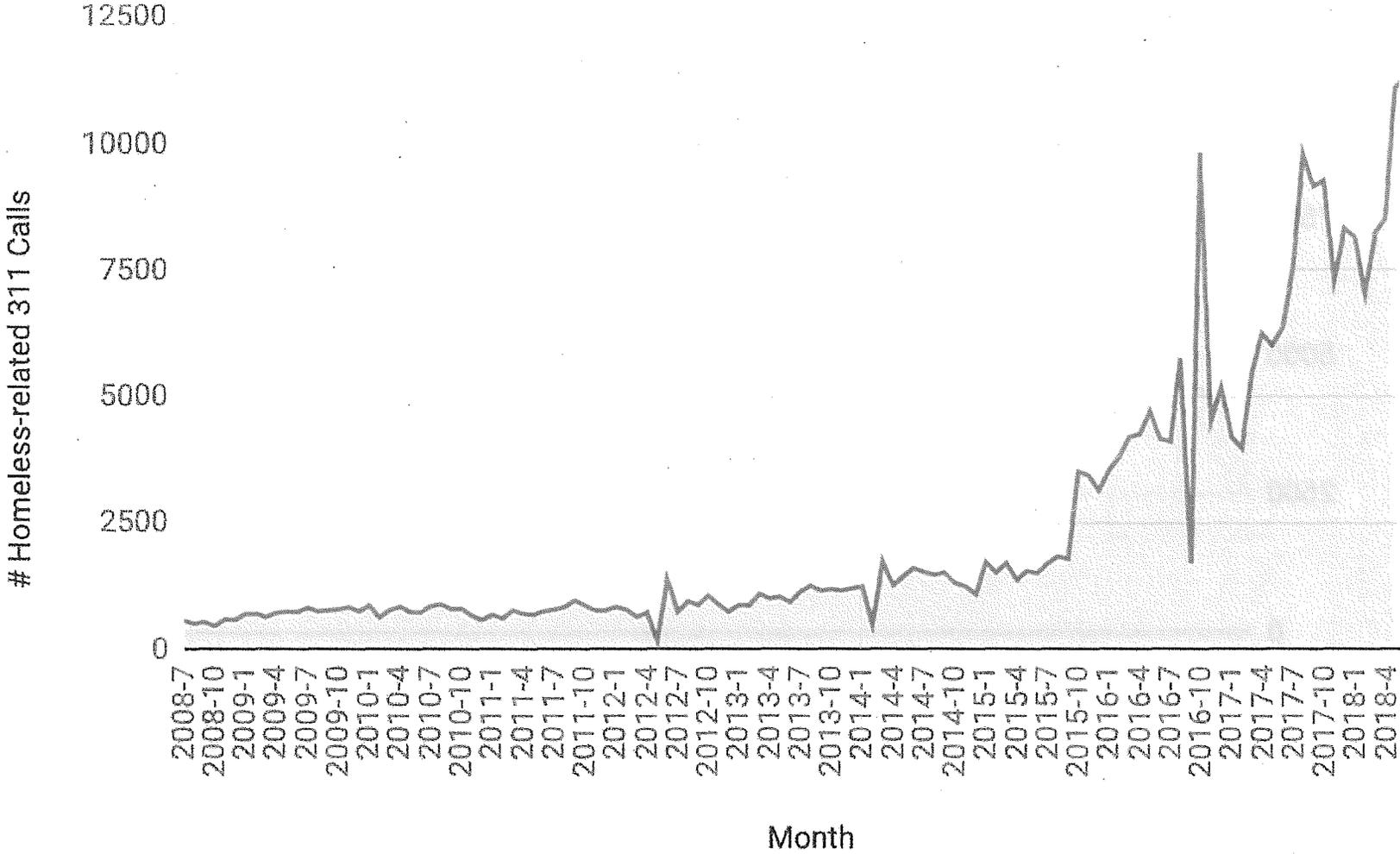
Outline of Presentation

- The Policing and Sanitation Response to Homelessness
- Concerns about the Healthy Streets Operation Center (HSOC)
- Alternative approaches to resolving encampments

SFPD Dispatches for Homeless Complaints 2011 - 2018



311 Calls for Homeless Concerns and Encampments



Budget and Legislative Analyst Report

June, 2016

Of the 60,491 homeless complaint/incidents in 2014 8.3% resulted in citations. (In 2017, this amounted to 8,018 citations)

Estimated annual cost (conservative side) of \$20.6 million for sanctioning homeless individuals for violating quality of life laws.

Police Department comprised 90% of these costs, responding to 60,491 quality of life incidents involving homeless @ \$18,541,324.

Anti-homeless laws affect the majority of those surveyed:

- 74% approached in a public space / 70% forced to move
- 69% cited / 22% more than 5 citations

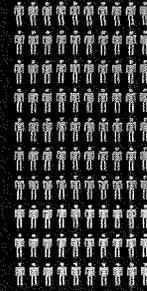
Living Situation	Approached	Approached Monthly	Forced to Move	Cited	5+ Citations
Street	90%	45%	88%	85%	38%
Park	90%	46%	90%	83%	49%
Shelter	67%	21%	61%	57%	19%
Vehicle	90%	20%	80%	60%	2%
SRO	78%	12%	55%	60%	9%

Herring, Chris, Dilara Yarbrough, and Lisa Marie Alattore. "Punishing the Poorest: How San Francisco's Criminalization of Homelessness Perpetuates Poverty." *UC Berkeley Human Rights Center and the San Francisco Coalition on Homelessness* (2015).

Herring, Chris, Dilara Yarbrough, and Lisa Marie Alattore. 2019. "Pervasive Penalty: How the Criminalization of Homelessness Perpetuates Poverty." *Social Problems*

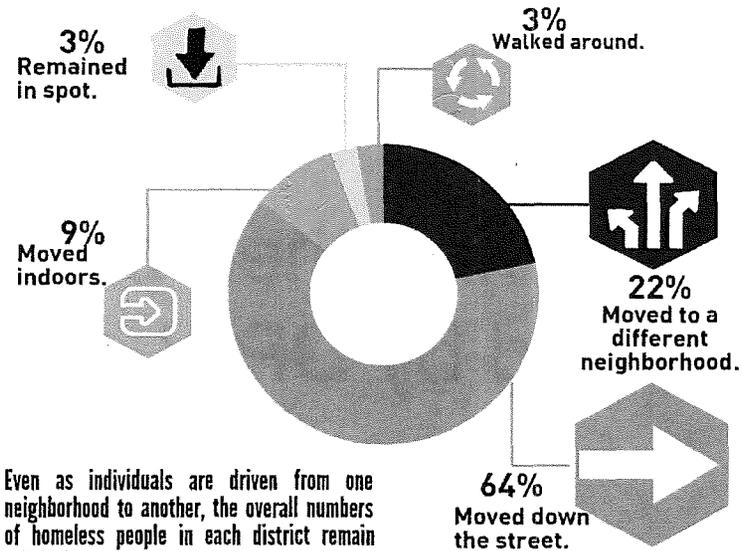
- 56% of respondents reported having been searched while homeless.
- 21% had been searched in the past month.
- 46% reported having their belongings taken or destroyed by DPW, SFPD, or Parks.

Of 351 participants who experienced homelessness in SF in the past year



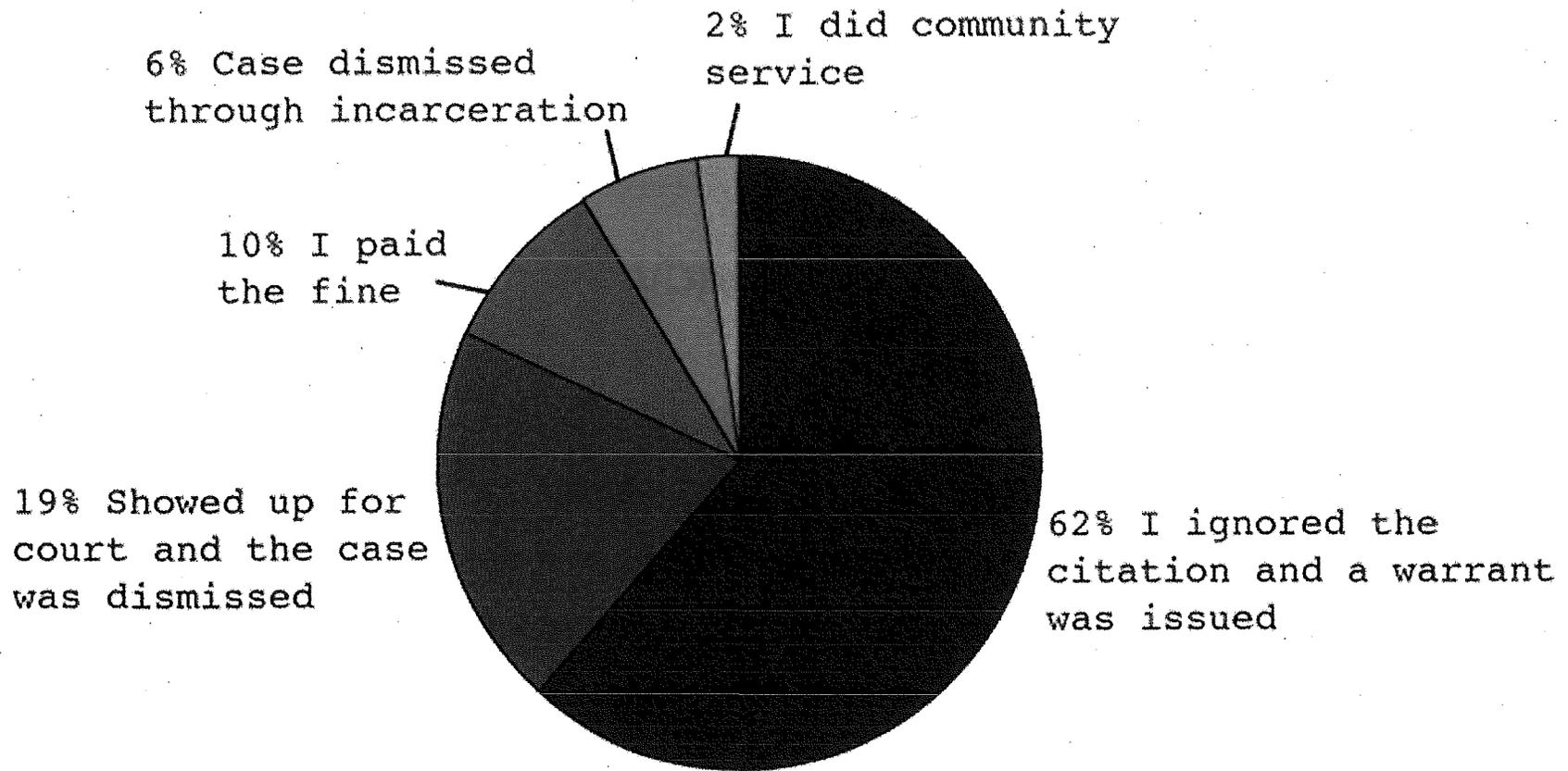
70% of respondents were forced to move from a public space.

Where did they go? 91% remained in public space, but moved down the street, walked around, or went to a different neighborhood.



Even as individuals are driven from one neighborhood to another, the overall numbers of homeless people in each district remain relatively constant.

Citation Outcomes



Citations are ineffective and create barriers to exiting homelessness.

Impacts of an Unpaid Citation

- \$300 Civil Assessment added
- Fine may go to collections agency
- Drivers license suspended

- Harder to get housing with bad credit
- Harder to get a job without a license
- Court debt lingers even after exiting homelessness

Concerns about the Healthy Streets Operation Center (HSOC)

Overview

- The Healthy Street Operations Center(HSOC) has been developed to better coordinate the many city agencies involved in addressing homelessness and unhealthy street behaviors
- HSOC is structured as a unified command with representatives of City departments all in one room which direct, plan, and coordinate responses to street behaviors and homelessness
- HSOC was activated on Tuesday, January 16th, 2018.
- HSOC is an expansion of coordinated efforts that began in San Francisco's Mission District.

Slide from Police Commission Presentation by Commander Lazar

1.

HSOC is not adequately meeting its primary goal of assisting homeless persons and “meeting the needs of each person in the encampment and assisting them to end their homelessness.”

Why Resolve Large encampments?

PROBLEM

1. Higher levels of substance abuse and communicable disease in large encampments.
2. Increase in public health and public safety concerns in and around the encampment.
3. Public outrage impacts City's ability to address homelessness.
4. Previous attempts to address encampments failed and led to lawsuits, reducing confidence in the city.

GOAL

1. Assist as many people as possible by connecting them to shelter, services and housing.
2. Address quality of life issues for housed and unhoused individuals.
3. Change culture on streets to permanently eliminate large, long term encampments
4. Focus on effectiveness, legality and compassion while not redirecting entire service delivery system.

Slide from Police Commission Presentation by Commander Lazar

HSOC is led by the SFPD and DPW rather than HSH and DPH and leads with enforcement and street cleaning rather than outreach.

AGENCY ROLES AND RESPONSIBILITIES

- | | |
|---|---|
| <ul style="list-style-type: none">• SF Department of HSH- Outreach, engagement, and placement of homeless individuals• SFDPH- Outreach, harm reduction strategies, syringe cleanup and engagement, and health treatment homeless and housed individuals requiring care in street settings.• SFPD- Engagement and enforcement (as a last resort) to respond to criminal issues. | <ul style="list-style-type: none">• SF Public Works- Cleaning and implementation of environmental design changes.• SF Controller's Office- Provides performance tracking of the Healthy Streets Operation center.• SF 3-1-1- Provides non-emergency intake of homeless-related issues from the public• SF DEM- Provides operational and logistical support for HSOC. |
|---|---|



DEPARTMENT OF
HOMELESSNESS AND
SUPPORTIVE HOUSING

San Francisco
Department of Public Health



Slide from Police Commission Presentation by Commander Lazar

HSOC is led by the SFPD and DPW rather than HSH and DPH and leads with enforcement and street cleaning rather than outreach.

Healthy Streets Operations Center
FAQ (Revise 07/03/2018)

- 4. Who is in charge of the Healthy Streets Operations Center? Who does the Healthy Streets Operations Center report to?**
 - a. The incident commander is Commander David Lazar from the San Francisco Police Department. As the incident commander, Lazar is responsible for coordinating the efforts of each of the agencies responsible for addressing homelessness and unhealthy street behavior in San Francisco. The Healthy Streets Operations Center reports to the Mayor of San Francisco.

Source: HSOC Public Messaging Appendix B

Review HSOC process

HSOC – Extended Hours and Days

- SFPD has their Special Homeless Officers clearing encampments 6am to 11pm / 7 Days
- They will be calling to the Radio Room for debris
- The SFPD Shift Sergeant will call the Swing Supervisor for special needs.
 - We are to respond and assist with their requests
- The number at HSOC is 415-558-2723

We will have radio room dispatchers at HSOC starting Wednesday, 8/8

- Call Channel 1 for HSOC assistance
- 7 days / 7am to 11pm

We need to stay very diligent and proactive in addressing tents

- Take them down as you see them, and/or coordinate with HotSpot
- Resolved sites need to stay Tent Free Zones
- Keep reporting issues with SFPD

Email from Peter Lau, DPW, on HSOC Process to DPW workers (Aug 8, 2018). Obtained through Sunshine Act Request

Note: No mention of HSH, DPH, services, adequate time and notice, or housing/shelter plan for homeless

HSOC is led by the SFPD and DPW rather than HSH and DPH and leads with enforcement and street cleaning rather than outreach.



Photograph from San Francisco Chronicle's on HSOC

Inadequate Services are Inadequately Offered

- The primary shelter offered is extremely temporary, often 1-7 days. Most navigation center beds now have time limit of 30 days. All shelter offered to those on the streets is at the expense of those on the shelter waitlist who wait an average of 4-6 weeks for a 90 day bed while most nights another 100+ people are denied a shelter bed and end up sleeping in chairs nightly instead.
- Those suffering from mental health problems or drug addiction may have their conditions exacerbated by residing in congregate settings, even in navigation centers as shown in the city's reports by the comptroller's office.
- Success rate is very low. In the April camp resolutions in the Mission an HSH memo stated only 8 people were placed in the 7-day shelter offer among 100 tents, which comprised at least 150 people or about 5%. While navigation center acceptance is much higher (65%), the vast majority being asked to move by DPW and SFPD are not offered this (HSH response to Coalition Analysis May, 2018).



SFPD Tenderloin  · 7/25/18

Tenderloin Homeless Outreach Officers worked with @sfpublicworks today in the TL offering services and making the sidewalks safer for the community we serve.



 8

 12

 58



2.

HSOC is not meeting its objectives of
community engagement.

Commitment to Community Engagement

June 7, 2018

Operational Recommendations for HSOC Policy Group

1. Community Information Session (AT-83)

HSOC Liaison develop a proposal for hosting community information sessions in Summer 2018. Develop "HSOC Playbook" before hosting Community Meetings.

Recommendation

Use existing meetings to discuss HSOC. Regular updates will be provided at the SFPD Homelessness Advisory meetings or to Local Homeless Coordinating Board. Consolidated talking points will be provided to all participating departments to support public information at all existing community meetings.

- Police Commission requested SFPD to work with Coalition and community partners on reforming 311 and 911 triage, no effort has been made.
- An SFPD community homeless advisory board was created in September of 2017. HSOC opened without any discussion or even mention to the advisory board. 30% of the advisory board meetings have been cancelled by the SFPD, and another 10% have been rescheduled by the SFPD without community input.

Service providers have played no meaningful role in the development of this new policy approach, which has the primary stated aim of assisting those on the streets.

City's encampment sweeps intensify, even hitting homeless waiting outside Glide Memorial for food



On July 31, homeless people saw their tents and belongings swept from the sidewalks in front of Glide church and across the street, as some waited for a free meal. (Mike Koozmin/2015 S.F. Examiner)

By Joe Fitzgerald Rodriguez on August 9, 2018 1:00 am

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Trending Articles

\$2.2 billion Salesforce Transit Center closes after crack found in steel beam

Debate over rent control measure highlights concern for single family home owners

Tang, Chamber of Commerce blast homeless tax measure at City Hall rally

3.

HSOC is contradicting Federal best
practice guidelines to resolving
encampments



Effective Strategies and Approaches for Encampment Resolutions

1. Preparation and Adequate Time for Planning and Implementation for a camp resolution
2. Collaboration across Sectors and Systems, **including** service providers and community organizations.
3. Performance of intensive and Persistent Outreach and Engagement to connect people with coordinated assessment systems, resources, and **housing options.**

From USICH guidelines on resolving encampments, August, 2015.

Humane Approach to Encampments



Coalition on Homelessness

Two Tales: Approaches to Removing Homeless Encampments

Bevan Dufty- King St. Encampment Response- 2012

Effective solutions have been enacted in the past in San Francisco, when thoughtful relocation plans were developed, campers were engaged in crafting solutions, ample notice was given, property storage was available and most importantly temporary accommodation was made available which led directly to permanent housing.

The plan **followed federal guidelines to addressing encampments.**

The plan included securing a church where the residents could relocate en masse with friends and partners and keep their pets. The City **provided a storage container for property** and, most importantly, created an exit plan from the church.

After a short stay in the church, **residents were relocated to permanent housing**, and the entire endeavor was 100 percent successful.

Throughout this process, there were no protests, no defiance of orders to leave and nary a TV camera, because it was done correctly and with dignity.

Interim Mayor Farrell- Mission St.- May 24th, 2018

The City instead had outreach workers at one location, only part of the time on the first day, and gave some people flyers about a **7-day mat on the floor where individuals could not bring property**.

There was no notice given to encampment residents, no relocation plans, and no placement into a location that could address their homelessness. This Sweep **did not follow federal guidelines** and was neither humane nor effective.

- There were already **1,025 individuals** on the City's Single Adult Shelters waiting list.
- The City only successfully placed **6 individuals from the 126 tents into shelter** swept in the Mission.
- The majority of encampment residents simply **relocated to another block in the same neighborhood** or to surrounding neighborhoods.

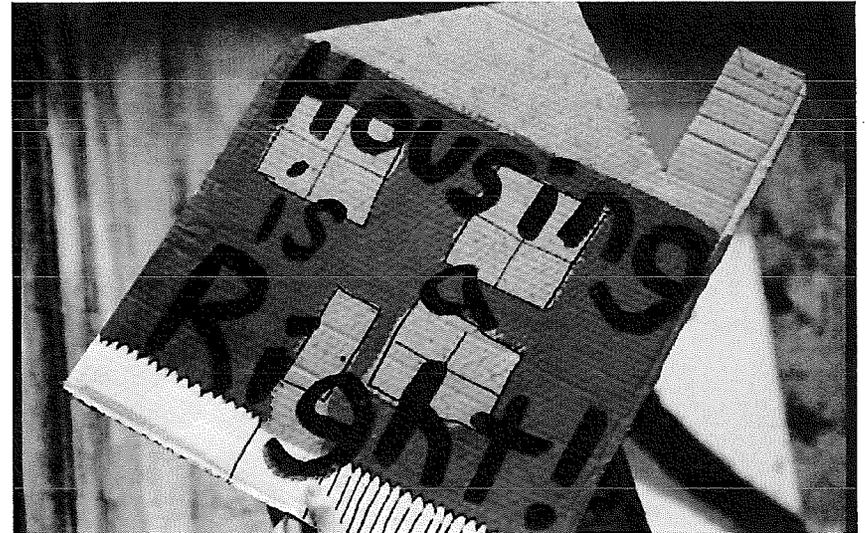
Recommendations

- Provide adequate time and preparation for every camp removal, not only the few classified as “resolutions” (>5% of removals).
- Lead with a Social Service rather than Policing and/or Sanitation Response
- Follow DPW and SFPD protocols of handling property of unhoused.
- Follow 9th Circuit Court ruling that nobody should be cited or arrested unless **adequate and appropriate** shelter or housing is available without denying others who are trying to access these resources.
- Remove the DPW/SFPD barricades which are used to prevent re-encampment
- Halt the use of 647e’s

Safe and Dignified Sanctioned Encampments

General Statement

- We believe all humans have the fundamental right to safe and decent housing.
- Until permanent or temporary housing becomes available for unsheltered residents, the City should identify temporary locations suitable for safe, sanctioned encampments.
- The establishment of a camping area cannot be an excuse for increased criminalization outside of supported camping area, nor on-going police presence inside encampments.

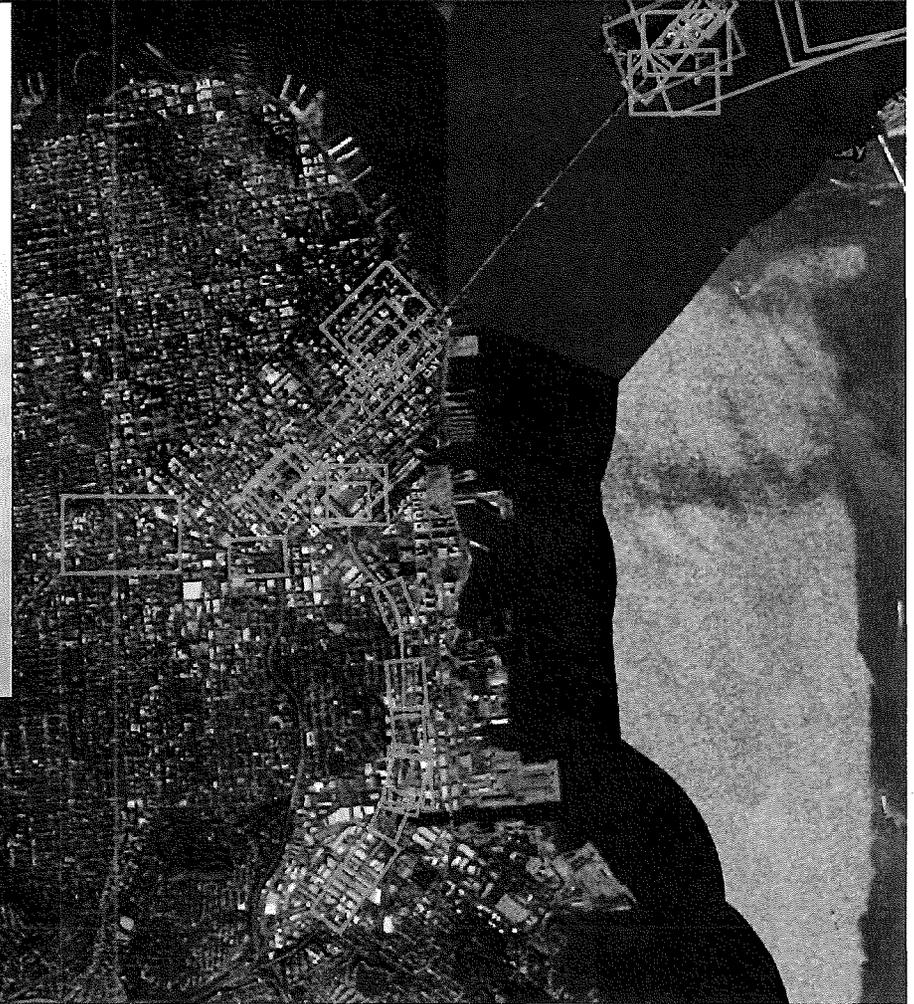




Possible land

The law which authorizes Caltrans to rent certain land to the City of SF for \$1 a month (plus a small admin fee) "for purposes of an emergency shelter or feeding program" is Section 104.16 of the California Streets & Highways Code

The map on this page shows all land owned by Caltrans (mostly clustered by freeways). Not all Caltrans property qualifies for this program, however. (It has to be "airspace under a freeway, or... property acquired for highway purposes... which is not excess property.")



Basic Needs of a Humane Homeless Encampment

Preferred Elements:

Ideal spaces are those that are not permanent, such as pre-development sites

The community should be **homeless people led**, defined as:

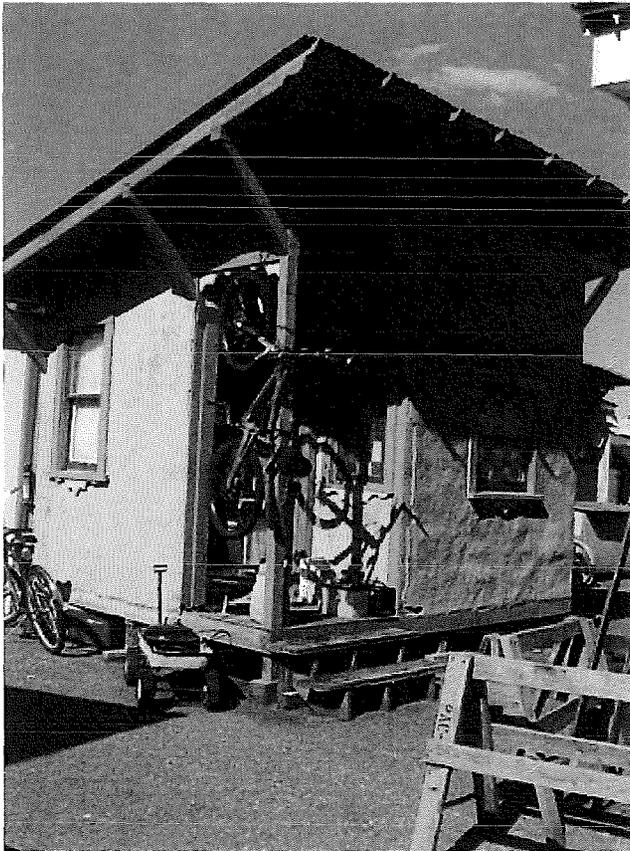
- Self-determination on access into the safe and legal sleep area
- Self-determined length of stay. While the space may be temporary; there should not be artificial time limits on stays while space is available, as these lead to increased instability and trauma.

Residents **shall not be prohibited from engaging in basic survival activities** and will be provided with means to do so. These will include:

- **Access to hygiene facilities**
- **Garbage service**
- **Access to drinking water**
- **Access to shared cooking facilities**

- Structures should be low cost and mobile
- Self-governance, including a decision-making body that determines to staff on site, off site or to not have staffing of encampments; however, any staffing on site should in no way interfere with self governance
- Campers should have opportunity for equitable access to permanent housing
- Design should build system of social network and community support

Models of Sanctioned Encampments



DIGNITY VILLAGE

Portland

Dignity Village is an autonomous encampment of tiny homes that is home to 60 residents, and recognized by the city of Portland. Built on municipal land in 2000, Dignity Village has no city funding or paid staff. Residents share sanitation, cleaning, security, and intake responsibilities, and are governed by a set of by-laws and an elected Village Council. Access to services are handled by peer counselors, as well as collaborative partnerships with private businesses, non-profits, and government agencies. No families or children are eligible, and applicants must be over 18. Potential residents are screened by an intake committee and waitlisted if necessary. Most people stay for 2-5 years.



RIGHT TO DREAM TOO
Portland

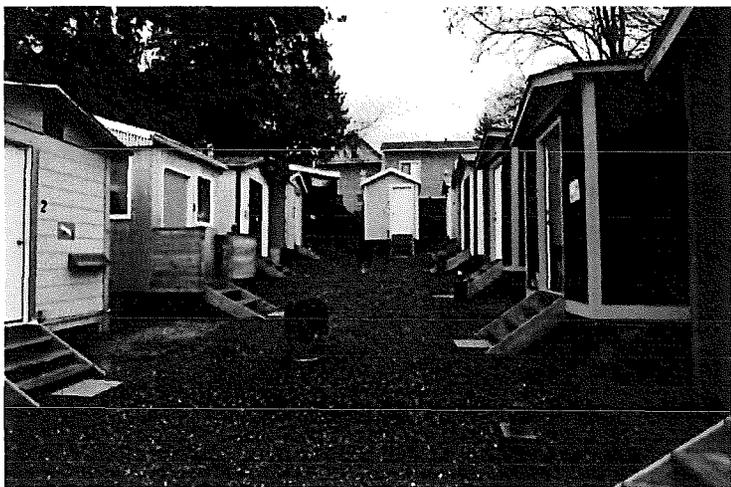
Started as a non-profit in 2011, R2D2 has no city funding, and is sustained by donations and grants. It is home to 100 people who share responsibility for maintaining the property with volunteers



NICKLESVILLE

Seattle

Nicklesville is managed by a non-profit affordable housing developer and consists of four encampments, the largest of which is home to 65 people. Residents live in a mixture of tents and tiny homes, and perform security and cleaning duties. Organizing and funding are handled by non-profit staff, and within each camp democratic boards are elected to manage internal decisions and disputes. A Community Advisory Committee meets monthly, and is made up of stakeholders including neighbors, the Chamber of Commerce, and camp residents. Like some of the Navigation Centers they are located on sites that are slated for development of affordable housing, utilizing the space as the land moves through the planning process.



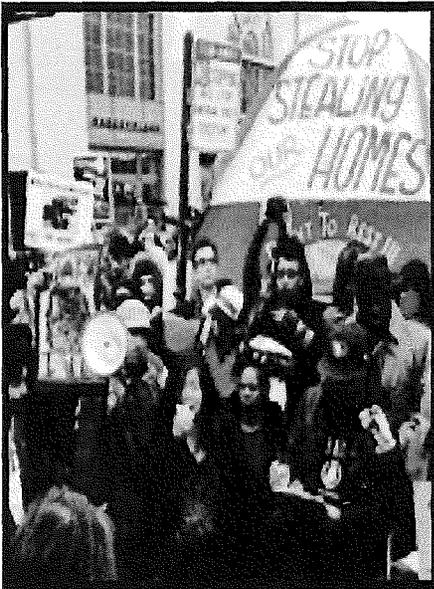


TENT CITY 3 & 4 Seattle

Tent Cities 3 & 4 are portable, self-managed communities of up to 100 people each, run by Share Wheel, a grassroots non-profit. Tent cities in Seattle are limited to 90 day stays on private property in Seattle, so these communities roam from churches to Universities to parking lots. Residents can provide their own tents or choose to live in gender-specific communal tents. Sanitation, upkeep, and maintenance responsibilities are shared by residents and non-profit staff.

Humane Approach to those still outside

For Those Who Have Nowhere To Go



Ensure fundamental human rights for those forced to remain on streets:

Access to bathrooms and handwashing

Access to garbage service

Access to potable water

Halt the practice of illegally disposing of property & criminalization

Humane Approach to Encampments

Public Safety & Neighborhood Services Committee

February 28, 2019

- I. **Safe Sleep Policy-Safe Sleep Analysis**
- II. **A Tale of Two Sweeps**
- III. **Punishing the Poorest Report**
- IV. **U.S. Interagency Council on Homelessness-
Ending Homelessness for People Living in
Encampments**
- V. **Budget and Legislative Analyst- Homelessness
and the Cost of Quality of Life Laws**



Coalition on Homelessness

**Coalition on Homelessness
Policy Paper
Safe and Legal Sleep**

The city of San Francisco has seen a steady increase of the number of homeless people along with encampments on our sidewalks and unused public space, driven by rising rents, stagnant and decreasing income and a shredded social safety net. The void of housing and shelter opportunities readily available has led us to the process of developing a policy on what are sometimes referred to as sanctioned encampments, or spaces that homeless people are allowed to camp or build small structures.

These currently exist in many areas, with varying degrees of permissiveness. Recently, Oakland allowed for an encampment under a freeway underpass, in Seattle there are four different established spaces, and a long term one in Portland. We have examined each of these and have developed a comparative graph attached. This aided us in the development of our own policy, learning from the experiences of homeless people in those areas, combined with input from homeless people here.

General Statement:

We do not see the provision of safe and dignified sleep as permanent solutions to homelessness. We believe all humans have the fundamental right to safe and decent housing. That said, we also recognize the need for emergency services for homeless people, and that while that housing is being developed, homeless people must have access to safe, dignified sleep, freedom from harassment and criminalization for their poverty status, and access to basic hygiene facilities. These emergency services should be diverse and not have a “cookie-cutter” approach. For many homeless people, the traditional shelter system, with a structured setting feels most safe for some while others prefer less rule intensive shelter model of the Navigation Centers. However, these style of shelters do not serve everyone well, and a safe and dignified sleep space would better serve this latter group.

We support the self-determination and autonomy of homeless people to determine for themselves what is appropriate for their own individual circumstances, recognizing that there is extremely limited permanent housing available, insufficient services and shelters. The provision of safe and dignified sleep is not an alternative to long-term housing and should not replace providing permanent housing to people living in a supported encampments.

The recent expansion of emergency services has been directly linked to and used as a cover for criminalization and sweeps without the offering of placement

into services. In the opening of the South Van Ness navigation center, placements were offered to about a third of those homeless people who were forcibly removed. The creation of a safe sleep space should never be used as an excuse for this activity, or we will fail to succeed in solving homelessness. If criminalization is promoted, we will continue to divert resources and rely on an effort that does not move people off the streets. The priority needs to be making sure people with the highest needs get helped first, not reacting to complaints about the presence of people forced to sleep on the street.

Preferred Elements:

- The establishment of a legal camping area cannot be an excuse for increased criminalization outside of supported camping area
- Residents shall not be prohibited from engaging in basic survival activities and will be provided with means to do so. These will include:
 - Access to hygiene facilities: Basic sinks, toilets, and showers that include running water
 - Garbage service: Garbage, including recycling and compost, will be regularly serviced 1-2 times a week
 - Access to drinking water
 - Access to shared cooking facilities
- Legal camping areas should not include on-going police presence and/or surveillance
- Ideal spaces are those that are not permanent, such as pre-development sites
- Structures should be low cost and mobile
- The community should be homeless people led, defined as:
 - Self-determination on access into the safe and legal sleep area
 - Self-determined length of stay. While the space may be temporary; there should not be artificial time limits on stays while space is available, as these lead to increased instability and trauma.
 - Self-governance, including a decision-making body that determines to staff on site, off site or to not have staffing of encampments; however, any staffing on site should in no way interfere with self governance, nor should staff determine people being able to stay or not. Neither should this preclude paid positions of residents.
- Campers should have opportunity for equitable access to permanent housing
- Design should build system of social network and community support

Possible Land:

The law which authorizes Caltrans to rent certain land to the City of SF for \$1 a month (plus a small admin fee) "for purposes of an emergency shelter or feeding program" is Section 104.16 of the California Streets & Highways Code (link: <http://codes.findlaw.com/ca/streets-and-highways-code/shc-sect-104-16.html>)

The map tool linked on this page shows all land owned by Caltrans (mostly clustered by freeways): http://www.dot.ca.gov/d4/cpra/rw_records_intro.htm Not all Caltrans property qualifies for this program, however. (It has to be "airspace under a freeway, or... property acquired for highway purposes... which is not excess property.")

Safe and Legal Sleep: An Analysis

The Coalition on Homelessness studied four unique sanctioned encampments in Seattle and Portland as examples to inform our own policy and advocacy work: Dignity Village, Share Wheel's Tent City 3 and 4, Nicklesville, and the Right 2 Dream Too.

Mission Statement

The Right 2 Dream Too's mission statement seemed most similar to the Coalition's policy on creating a safe and legal place to sleep: "We are a nonprofit organization operating a space that provides refuge and a safe space to rest or sleep undisturbed for Portland's unhoused community who cannot access affordable housing or shelter. We exist to awaken social and political groups to the importance of safe undisturbed sleep. Our purpose is to create a place where unhoused people can rest or sleep without being roused by police or private security and without being under the threat of violence."

Size of Encampment

The size of the encampment ranged from 20 to 100, with talk of one new encampment that would be 7 tiny homes. One encampment organizer said that 40 to 60 would be the most ideal number of residents, as a sizeable number is needed to actually run the encampment and fill all of the roles and responsibilities.

Governance

The main difference in governance and autonomy was determined by whether or not a nonprofit was involved in managing the encampment. The nonprofit-managed encampments, Share Wheel and Nicklesville (managed by the Low Income Housing Institute) emphasized the minimal role they played in the functioning of the encampment, and both held community meetings where voting by residents determined major decisions in the camp but involved the facilitation of paid staff. For the most part, residents were the facilitators of conflict resolution. Paid staff were involved in the organization, funding, and intake of the camp, working with social workers who were on and off site and taking on leadership and facilitation of leadership.

For encampments that were homeless-led and completely self-managed, residents were governed through a council, whose members were voted on by residents. Voting eligibility was determined by being in the encampment for at least 2 weeks and adherence to the code of conduct.

Code of Conduct

All of the encampments required that residents adhere to a code of conduct. The main components of this code of conduct usually involved the following:

- No violence or weapons
- No drugs or alcohol
- No racism/sexism/homophobia, etc.
- Participation in a community meeting

The only code of conduct that differed was Tent City 3 and 4, which explicitly stated that men and women could not sleep in the same tent.

Responsibilities

All encampments required residents to complete community tasks each week to keep the camp running; a contract would be signed during the intake process. All encampments had security, some for 24 hours, some which included the intake of new residents and enforcing guest policies. Other responsibilities included emptying the garbage, cleaning (bathrooms, shared kitchen, general encampment space), and participating in community meetings.

Intake Process

The intake process varied at each encampment. Nicklesville, the nonprofit run encampment, required that people called or showed up in person to inquire about openings in the encampment; someone could also receive a referral from social services. Nicklesville prioritized families in their intake process, reserving a number of tiny homes specifically for homeless families; typically, there is no wait time for families. On the other hand, at the Village, there is a Village Intake Committee, which screens and interviews all potential residents. The Village has a waitlist (with a wait of up to six months), which required someone to call in every week in order to maintain their place. Once someone received placement in a tiny home, they would be put on a 60-day probationary period. The Right 2 Dream Too encampment seemed like it had the lowest-barrier intake policy, allowing people a temporary stay for up to 12 hours without an intake process.

All encampments had a self-determined length of stay and little was said about the exit procedure; people were able to leave as they pleased.

Facilities/Services

All encampments had basic facilities, including:

- Bathrooms (usually in the form of Porta Pottie-type restrooms, sinks, and showers)
- Shared kitchen, which usually had at least a coffee pot, microwave, and hot plate. One encampment (Dignity Village) had BBQ pits available throughout the encampment. However, most of the encampments receive food donations on a regular basis.
- Garbage service. Depending on the size of the encampment, garbage service was provided weekly or twice a week

A Tale of Two Homeless Sweeps

By [Jennifer Friedenbach](#) on March 3, 2016 1:00 am

After a very long and chaotic week for the campers on Division Street, they were finally forced to move, with The City putting up barriers to prevent their return. During that time, the destitute and displaced were threatened with arrest, given unclear timelines, had their area sometimes cleaned and at other times their property was confiscated by the state. All this occurred in the midst of a swirl of confusion and misinformation.

There are federal guidelines outlining how localities should address encampments, and they encourage municipalities to have clear and transparent communication with campers, timelines and relocation plans, that include housing before the sweeps take place. In 2012, San Francisco did just that with the King Street encampment. The City spent several months trying to connect residents with services after Caltrans and the California Highway Patrol called for their displacement. It started out with the more typical moves. Campers were pushed out only to return shortly thereafter; they had nowhere to go and simply disappearing not being one of the things human beings have mastered before death.

Then serious planning took place by Bevan Dufty, the mayor's former homeless director. Dufty reached out for counsel from community members of the camp alongside folks who work on these issues, took that input and formulated a plan. The plan included securing a church where the residents could relocate en masse, stay with friends and partners and keep their pets. The City provided a storage container for property and, most importantly, created an exit plan for the church.

Folks in encampments naturally develop very human connections with one another after living together in adverse situations. After a short stay in the church, residents were relocated to housing, and the entire endeavor was 100 percent successful, with careful considerations for keeping their support systems intact.

Ian Smith, who was a contributing writer to the Street Sheet, developed cancer behind his eye and was able to spend the rest of his very young life in housing, surrounded by friends who took care to preserve his writing and shower him with love in his last days.

Throughout this process, there were no protests, no defiance of orders to leave and nary a TV camera, because it was done correctly and with dignity. After all, homeless people and their allies are not advocating for humans to stay miserable on the streets. We are fighting for exits off the streets. In the meantime, we think it is not only cruel but a waste of resources to simply punish and push people, who are already in crisis, from sidewalk to sidewalk.

That is exactly what happened with the Division Street sweeps that had a markedly different trajectory.

While on King Street, they created new resources for the encampment instead of taking away already overwhelmed current resources. On Division, they took away the El Niño rain shelter beds, promised to homeless people at Pier 80, and dedicated it to folks on Division Street. Many of the 700 people on the waitlist for shelter in The City were hoping to get access to Pier 80, but they can only secure beds for one night at a time if there are vacancies.

Division Street had no relocation plan. The City did not seek input from homeless residents, and there was no transparent communication.

There was confusion and constant harassment, illegal property confiscation caught on video, protests and uproars. A notice was given, but no one knew what would happen at the end of the period. There were shelter beds offered, but misinformation about that shelter happened regularly.

Unlike King Street, there is no exit plan for Pier 80 when it closes, which would simply send residents back to the streets. The entire endeavor ended up being a reactionary move to an endless number of calls from columnists and the editorial pages of the San Francisco Chronicle that twisted community positions. They called for the vicious tearing away of tents, which simply leaves survivors to sleep rough on concrete. In the end, with only about half the needed beds, most Division Street residents relocated a block or so away.

A few days before the sweeps, at a hearing held on the issue of homelessness at the Board of Supervisors, hundreds of merchants and homeless people came out and asked for concrete solutions. They want bathrooms and garbage service. They want real resolutions not bandages. It was noted that people are simply moving nearby, and no one blames them for having tents for a modicum of shelter and a little privacy. But living in tents is not viable in the long term. A collective call for justice went out inside the People's Palace, but was met with largely deaf ears, and the morally barren mass dislocation moved forward.

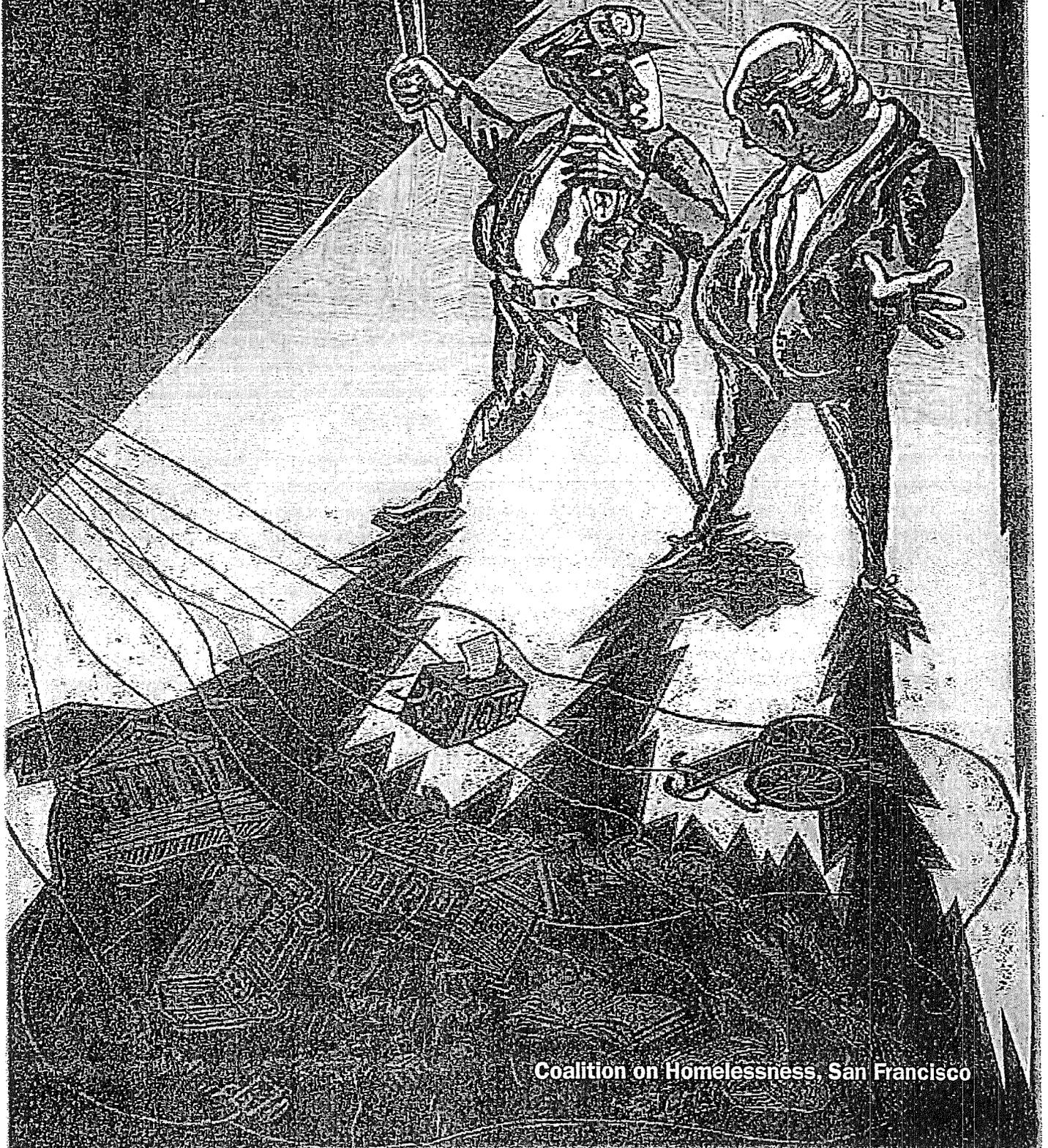
San Francisco is housing 6,000 homeless people now. With turnover and new-planned units, it can house an additional 250 to 500 people a year. That is not bad, and it would work if it wasn't for the thousands of newly evicted San Franciscans adding to the numbers. We need to keep San Franciscans in their homes and we need to create a progressive, sustainable revenue source to ensure we have the resources we need to put a serious dent in this issue.

The federal government is neglecting this issue and we can't continue waiting on them to take on the 7,000 victims of homelessness in our city. Meanwhile, The City should halt the wholesale persecution of a people who are suffering on our streets and address their needs in a humane way. In truth, it is our humanity as San Franciscans that is at stake.

Jennifer Friedenbach is executive director of the Coalition on Homelessness.

Punishing the Poorest

How the Criminalization of Homelessness
Perpetuates Poverty in San Francisco



Coalition on Homelessness, San Francisco

“Quality of Life” Laws

Anti-homeless laws are part and parcel of a wider set of ordinances and criminal justice paradigm both commonly and officially referred to as “quality of life” ordinances or “civility laws.” These laws refer to activities frequently considered nuisances, and are mainly intended to regulate “disorder” in public spaces. This set of regulations includes the various anti-homeless laws prohibiting sitting, sleeping, and eating, but also restrictions on drinking in public, dogs not leashed, climbing trees, smoking in parks, littering, or unlicensed vending among others. While the courts, San Francisco Police Department, Human Services Agency, and other departments in San Francisco have varying classifications of what constitutes a “quality of life violation,” by any definition there are dozens of such laws.

Because “quality of life” laws mainly prohibit activities that would be non-criminal were they to occur on private property or within one’s home, those experiencing homelessness are disproportionately impacted and withstand discrimination in enforcement. This report refers to the term in quotes throughout, because it is an offensive misnomer that refers to the “quality of life” of one group at the detriment to the quality of life of others—namely poor people, people of color, and homeless people who are disproportionately impacted by these laws. This distinction is made explicitly clear by the San Francisco Police Department itself, whose primary webpage dedicated to homelessness is entitled “Quality of Life / Homelessness: Interacting with the Homeless Community.”¹³

Initially, “quality of life” was a popular term of urban policy to reference the needs of the poor.¹⁴ The newly founded Federal Department of Housing Preservation and Development (HUD) entitled the guide to its first major initiative, the Demonstration Cities and Metropolitan Act of 1966, “Improving the Quality of Urban Life.” Lyndon B. Johnson frequently used the term in promoting his War on Poverty. It was only after a backlash against liberal programs, and co-opting of the term by middle class neighborhood councils, that “quality of life” came to be associated with policing rather than welfare, and refer to middle and upper classes rather than the poor.

The political and policing concept of “quality of life” as we now know it, first emerged in New York City in 1981 when Mayor Koch outlined “quality of life” Enforcement in his annual mayoral report as efforts to keep streets clean, reduce canine waste, and increased enforcement against street drug dealers. However, it wasn’t until the early 1990s that “quality of life” laws and their zero-tolerance policing came fully into fruition as a common political and policing strategy calling for the aggressive enforcement of minor crimes in Mayor Giuliani and police chief William Bratton’s New York. It rapidly spread across the entire country, and was famously imported to San Francisco by Mayor, and former police chief, Frank Jordan.

From a policing perspective, the idea is that if a neighborhood is able to enforce behavior standards against minor disorders, more serious problems will be unlikely to develop.¹⁵ Quality of life policing was also promoted through claims that catching offenders jumping turnstiles or jaywalking would more quickly expose those with warrants and that by picking up low-level drug-dealers you may also be taking off the streets a potential violent offender.¹⁶ Social scientists have largely discredited the effectiveness of the policing strategy,¹⁷ but from a political perspective, “quality of life” campaigns remain hugely successful in attracting voters, businesses, and donors with the promises of a “higher quality of life, a cleaner city, a better city, that draws more business and has more jobs.”¹⁸ The emphasis is always on the fate of both middle-class neighborhoods and business, while homeless people are to be swept up for the benefit of the rest of the city.

13 San Francisco Police Department Website: <http://sf-police.org/index.aspx?page=4441>.

14 For a historical overview of the term and effects of “quality of life” see the book by former SF Coalition Civil Rights Organizer, now CUNY Professor Alex Vitale. *City of Disorder: How the Quality of Life Campaign Transformed New York Politics*. (NYU Press, 2008).

15 George L. Wilson and James Q. Kelling. “Broken Windows.” *The Atlantic*, March. 1982.

16 Pervaiz Shallwani. “NYPD Commissioner William Bratton Defends ‘Broken Windows’ Policing.” *Wall Street Journal* (sec. US), May 1, 2015.

17 Gary Blasi and Forrest Stuart, “Has the Safer Cities Initiative in Skid Row Reduced Serious Crime?” (September 15, 2008).

18 For a review of research on the outcomes of “quality of life” and “broken windows” policing see Loic Wacquant, *Punishing the Poor* (Duke University Press: 2009) Pp. 266-269.

- 22% of respondents moved to a different neighborhood when they were asked to move. However, the survey results showed that there was no unidirectional pattern, but rather a churning between neighborhoods and police districts.
- Only 9% of respondents reported that they moved indoors the last time they were forced to move.

Police interactions do not result in connection to services.

- The SFPD is far and away the largest displacer—accounting for 84% of displacements, 204 of the 244 most recent displacements reported by respondents.
- Services or even information on services were rarely offered by the SFPD. Only 24 out of the 204 respondents who reported being forced to move were offered services—most often a pamphlet, shelter bed, or sandwich.

Most homeless respondents were searched by police in the past year.

- 56% of respondents reported having been searched while homeless. 21% reported that they had been searched within the month.
- 46% of respondents reported having their belongings taken by City officials while homeless and 38% reported having belongings destroyed by City officials.

“Quality of life” citations affected the majority of homeless respondents.

- 69% of respondents were cited in the past year.
- 22% of respondents received more than five citations in the past year.
- 90% of respondents were unable to pay the fine for their last citation.
- Due to non-payment, 68% of respondents reported that they were not able to pay their last citation. In San Francisco this results in a \$300 civil assessment fee being added to the base fine, an arrest warrant, and suspension of one’s driver’s license.
- Respondents noted that citations create barriers to exiting homelessness, negatively affecting access to jobs, housing, and services.

Most “quality of life” citations in San Francisco are aimed at activities associated with homelessness.

- Between October 2006 and March 2014, the SFPD issued 51,757 citations for “quality of life crimes,” of which over 22,000 were for sleeping, sitting, or begging.
- More citations were given for sleeping and sitting than any other prohibited activities categorized as “quality of life” between 2007–2013.
- Enforcement is increasingly aimed at sleeping, sitting, and begging, accounting for 70% of all “quality of life” citations in 2013 (the last year in which records were kept.)

Citations for anti-homeless offenses have increased over threefold since 2011.

- Citations for anti-homeless laws are on the rise. Parks citations for sleeping and camping have grown sixfold from 165 citations to 963 between 2011 and 2014. SFPD citations for sleeping, sitting, and begging increased threefold from 1,231 tickets in 2011 to 3,350 in 2013.

Incarceration perpetuates homelessness.

- 59% of respondents had been incarcerated in SF County Jail or California State Prison during their life and 44% of respondents had experienced multiple incarcerations, mainly in the last three years.
- 11% of respondents reported that they had been housed at the time of their most recent arrest, and became homeless upon release from jail or prison.
- An estimated 25% of San Franciscans on probation are homeless.

- 81% of respondents were not offered any services upon their most recent release from jail or prison. Of the 19% who were offered services, the most common were, in order: a pamphlet, a bus ticket, a shelter bed, or access to a housing wait list.

Criminalization disproportionately affected people of color, gender non-conforming people, and those with mental illness.

- People of color were approached more frequently by police: 81% of Black respondents and 84% of Latino, Native American and other non-Asian respondents of color had been approached by police, compared to 77% of white respondents and 69% of Asian respondents.
- Black respondents reported the highest rate of past incarceration: 74% of Black respondents had been incarcerated, compared to 51% of white respondents.
- Forced displacement from public space disproportionately threatened the safety of gender non-conforming people who participated in this study: 59% of gender non-conforming participants felt less safe after they were forced to move.
- Those who identified as having mental disabilities reported higher rates of being approached by the police (+10%) and higher rates of failure to address citations (+10%).

Policy Framework

The management of homelessness in public space is a complex issue for a society that tolerates mass homelessness, yet that desires public spaces clear of visible poverty. Mix this impossible situation into a society that systematically punishes its poorest residents and the outcome is devastating for those experiencing homelessness. This is an ineffective and costly policy approach.

Specific policy recommendations are offered in each section of the report and summarized in the conclusion. The overarching recommendation drawn from this study is to move away from matching increased investments in homeless services with increased criminalization toward a model that redoubles the City's investments in housing and services while reducing the criminalization of homelessness and poverty.

A practical approach to this policy framework would be to repeal the existing anti-homeless laws at the state level, reduce enforcement of existing anti-homeless laws, and extend the civil and human rights that are protected for housed San Franciscans to those who do not have access to homes. Alternatives to the issuance of citations and incarceration for non-violent crimes committed by homeless people, such as the provision of housing and services, would both help people resolve their homelessness and save the City millions in criminal justice expenditures.

While these recommendations are drawn from our survey findings, they are far from novel, and are the primary recommendations from the Federal Interagency Council on Homelessness, the Department of Justice, and the Department of Housing and Urban Development.³ The Right to Rest Act will be heard in California's legislature next year to address both of these issues on the state level, but the City can realize these recommendations on its own by taking a series of concrete actions laid out in this report and conclusion.

However, fully responding to the myriad problems in the criminalization of homelessness also requires a broader policy approach that includes:

- Increased investment in affordable housing.
- Increased investment in supportive health and mental health services for seniors and those with disabilities *without* arrest or law enforcement engagement.
- Reforms to the fines, fees, and court-ordered debts applied to low-income individuals.
- Avoiding unnecessary investment in excessive police personnel and jail facilities.

³ US Interagency Council on Homelessness. *Searching Out Solutions: Constructive Alternatives to the Criminalization of Homelessness* (2012).



**Ending Homelessness for
People Living in Encampments**
Advancing the Dialogue

August 2015

Background and Intent

To end homelessness for everyone, we must link people experiencing unsheltered homelessness, including people sleeping and living in encampments¹, with permanent housing opportunities matched with the right level of services to ensure that those housing opportunities are stable and successful. It is only through the provision of such opportunities that we can provide lasting solutions for individuals and communities. Across the country, many communities are wrestling with how to create effective solutions and provide such housing opportunities for people experiencing unsheltered homelessness. The presence of encampments often creates heightened awareness and concerns in communities and requires different approaches than working with individual people who are unsheltered.

It is important to acknowledge that there are many reasons that some people who are unsheltered may sleep and live in encampment settings, including that such settings offer some people a greater sense of community and safety. It is also important to acknowledge that there are many reasons that other community members may have concerns regarding the presence of encampments within their communities, including concerns related to health, sanitation, and safety. Fundamentally, the solution is not prioritizing one perspective over another; the focus on the goal of ending homelessness requires that communities implement strategies that will link all people experiencing homelessness to permanent housing opportunities.

The perspectives that USICH has brought to the preparation of this document include:

- The presence of encampments in our communities is an indicator of the critical need to create more effective and efficient local systems for responding to the crisis of homelessness.
- The formation of encampments does not represent an end to homelessness, and strategies that focus on making encampments an official part of the system for responding to homelessness can serve to distract communities from focusing on what is most important—connecting people experiencing homelessness to safe, stable, permanent housing.
- Authorizing encampments as an official part of the system for responding to homelessness creates costs to ensure the safety, security, and well-being of the people living within the encampments, which can prevent funding from being directed to supporting and creating permanent housing and service options for all who are unsheltered.
- People sleeping and living in encampments are diverse and the housing and services interventions provided must address a range of needs, challenges, and goals. Some people may be experiencing chronic homelessness and need access to permanent supportive housing, intensive services, and healthcare supports; other people may need rapid re-housing interventions with less intense services; and others may need to be linked to mainstream affordable housing opportunities.
- The forced dispersal of people from encampment settings is not an appropriate solution or strategy, accomplishes nothing toward the goal of linking people to permanent housing opportunities, and can make it more difficult to provide such lasting solutions to people who have been sleeping and living in the encampment.

¹ USICH recognizes that different terms are used for such settings—such as “tent cities”—but has chosen to use “encampments” in this document, while encouraging communities to use whatever language works best locally.

- Providing lasting solutions and ending the homelessness of people living in encampments requires a thoughtful, coordinated, and collaborative plan and process to ensure that people can be linked to appropriate housing options and that the presence of encampments in the community can be resolved.

USICH has addressed related issues in our 2012 publication, *Searching out Solutions: Constructive Alternatives to the Criminalization of Homelessness*, and in the [materials](#) on our website. More recently, our work with community partners has indicated that more specific and concrete guidance is needed to help organizations implement proactive, solutions-focused approaches to end homelessness for people sleeping and living in encampments and to address community concerns. This document is intended to offer such guidance and provides a framework for the development of local strategies so that communities can create and provide lasting housing solutions for people living in encampments.

The information and ideas contained within this document have been developed by USICH based upon conversations and problem-solving discussions with advocates, housing and services providers, and government officials across the country regarding what they have learned, and are still learning, about the most effective approaches and strategies. USICH believes that there is still more to be learned and explored, and this document is not intended as a final statement on the best practices for addressing the housing and services needs of people living in encampments. Rather, the intended purpose of this document is to advance community-level discussions that will strengthen practices and strategies. We welcome dialogue and input on the perspectives and information presented here.

Effective Strategies and Approaches

Communities seeking to provide lasting solutions to end homelessness for people living in encampments should first develop a local action plan that engages both residents of the encampment and an array of community partners.

The action plan should include four key elements, summarized here and described in more detail below. A planning checklist can be found on pages 11 and 12 of this document.

- 1. Preparation and Adequate Time for Planning and Implementation:** Action plans for creating and providing housing solutions for people living in encampments should ensure that there is adequate time for strategizing, collaboration, outreach, engagement, and the identification of meaningful housing options. Adequate time is essential to achieve the primary objective of meeting the needs of each person and assisting them to end their homelessness.
- 2. Collaboration across Sectors and Systems:** Action plans should include collaboration between a cross-section of public and private agencies, neighbors, business owners, and governmental entities, based upon where the encampment is located. The action plan should feature strong communication among a broad range of community service providers and managers of the permanent housing resources that are being utilized in order to maximize efficiency, align resources, and address system gaps.
- 3. Performance of Intensive and Persistent Outreach and Engagement:** Action plans should involve agencies that have strong outreach experience and demonstrated skills in engaging vulnerable and unsheltered people. Effective outreach is essential for effectively connecting people with coordinated assessment systems, resources, and housing options.

4. **Provision of Low-Barrier Pathways to Permanent Housing:** Action plans should focus on providing people with clear, low-barrier pathways for accessing and attaining permanent housing opportunities and should not focus on relocating people to other encampment settings.

1. Preparation and Adequate Time for Planning and Implementation

Providing adequate time to organize stakeholders and develop an action plan will increase the likelihood of success. There are times when swift action may be required; even in such circumstances, partners should develop a shared action plan that offers guidance on how to connect individuals and families with permanent, stable housing. Stakeholders should have a clear understanding of the strategies, interagency agreements, protocols, the roles they play, how interventions will be timed, and how people living in the encampment will be alerted to the plan.

Important elements to consider when developing an action plan include:

Shared Agreements and Decisions

- **Determine Timing:** Having adequate time to implement a comprehensive and effective strategy is preferable, but in some instances, property owners, safety officials, or others may require or enforce a strict timeline. It is always important to articulate the timeline, so that residents can determine their options and so that partners know the timeline for connecting people to housing options. Even when there is flexibility for determining the timeline, it is still important to act with a sense of urgency and establish an aggressive timetable, as encampment communities often experience crises that can include violence, criminal victimization, and health and safety risks. An emphasis should be placed on balancing the time it will take to develop the plan, recruit necessary partners, implement effective outreach, respond to the concerns of property owners, attend to safety needs, respond to public attention, address other urgent issues that may arise, and connect people to services and housing.

Throughout the process, there should be sufficient feedback mechanisms among stakeholders to evaluate progress and, if needed, reevaluate the timeline to ensure that solutions are people-focused and that activities do not cause additional harm or trauma for people experiencing homelessness. Efforts that rush events or prematurely disperse people without connecting them to housing could cause relocation to a different encampment setting. There is also a risk that premature dispersal might threaten the partners' ability to build trusting relationships with residents, which is vital to successful housing outcomes. Whenever possible, activities should be tracked through the Homeless Management Information System (HMIS) to allow for efficient reporting and evaluation.

- **Create Shared Purpose and Intent:** While many of the partners will have encountered or worked with people experiencing homelessness, they will likely have differing approaches and assumptions. Action plans should communicate a shared purpose for all stakeholders involved, including encampment residents, should emphasize safety for all parties involved, and should focus on access to appropriate permanent housing.
- **Develop Shared Outcomes:** Action plans should identify expected outcomes for each stage of the intervention and build consensus regarding how successful outcomes are being defined. A focus on shared goals enhances collaborative efforts and the development of coordinated

strategies, as well as focusing partners on identifying the resources and activities necessary to achieve outcomes.

- **Develop Shared Protocols/MOU:** In order to minimize confusion and miscommunication, it is important that action plans clearly delineate the *who, what, when, where, and why* for each identified strategy and incorporate those details into protocols agreed to among stakeholders. A list of shared protocols may then be used to inform a Memorandum of Understanding (MOU), which is useful for formalizing the ongoing, collaborative response to encampments in the future.
- **Create a Communications Plan:** Action plans should incorporate a communications strategy that informs stakeholders how to interact with the media and respond to questions from community members. One entity should take the lead role as primary media contact so that communication is consistent and prompt.

Assess Needs and Available Resources:

- **Identify Land Owner(s):** One of the first steps to implementing the plan is to identify who owns the land where the people are living. Planning should consider the needs of the land owner and determine what role the land owner may need to play in the action plan. It is critical to include the land owner as soon as possible to ensure costly, harmful, and uncoordinated preemptive measures are avoided.
- **Assess Needs of People Living in the Encampment:** As soon as an encampment is identified, it is important to assess the unique needs of every individual living there and determine how much time and what resources are needed to connect individuals and families with appropriate housing and supportive services. Particular attention should be given to individuals who are highly vulnerable, people experiencing chronic homelessness, people with mental health issues, and people struggling with substance use. Additionally, specialized attention is needed for individuals who may be ineligible for some housing options, including undocumented immigrants, those with histories of involvement with the criminal justice system, and people who are subject to registration requirements as sex offenders.
- **Identify Adequate Staffing and Resources:** Based upon the projected needs, it is important to determine how existing housing and services resources can be aligned and targeted to connect people to permanent housing. This analysis of resources should also identify how gaps in resources may be filled and what staffing will be necessary to implement the plan. It is important to identify flexible funding that outreach teams can use to offer quick interim housing solutions for people who have already identified a more permanent housing option but need extra time to access that housing. For example, some people may need time to get approved for housing, need assistance gathering documentation, or need help with transportation or move-in costs.

Next Steps

- **Plan for Preventing Encampment from Being Recreated:** Action plans should include strategies for cleanup measures as well as how the space will be returned to its intended use. Additional security and outreach measures may be necessary to prevent future encampments from being formed at the same location.

- **Plan for Follow-up Contacts and Tracking Outcomes:** Action plans should include strategies for following up with people who have been assisted in order to track their outcomes and measure progress.
- **Standardize Future Responses:** It is important for communities to develop standardized approaches and align policies across programs and agencies, allowing for efficient and effective responses. A standardized response should include law enforcement policies and procedures, communication and coordination among outreach teams and service agencies, and agreements with housing providers to accept referrals from outreach workers and case managers. Since encampments are often transitory or cross jurisdictional boundaries, it is also helpful for neighboring cities to align local plans so that strategies are unified.
- **Integrate with the Community's Strategic Efforts to End Homelessness:** Finally, it is important to integrate these actions with the community's strategic efforts to end homelessness. Partners should debrief and identify lessons that can be learned from the implementation of the action plan in order to both inform future responses and improve the homelessness crisis response system as a whole.

2. Collaboration across Sectors and Systems

The most effective action plans involve early engagement with multiple public and private stakeholders including, but not limited to, local officials, city and county staff, Continuum of Care agencies, service providers, housing organizations, law enforcement, business leaders, strategic planning bodies, and people who have experienced homelessness. Collaborative efforts can better align available resources and more quickly connect people with housing, health care, and services.

When developing or expanding a collaborative partnership, consider engaging a broad array of stakeholders, including:

- **People Living in Encampments:** People living in encampments have a strong interest in planned efforts and outcomes, may regard the site as their home and community, and understandably expect that others will respect their privacy and personal property. Planning should assume that people are entitled to participate in decisions that will affect their lives and should seek ways to incorporate their input. Leaders in an encampment community are valuable partners and can offer information about the culture of the community and can help outreach workers and other providers connect with people and better understand their needs and goals.
- **Continuum of Care Agencies:** Agencies working with the local Continuum of Care (CoC) can provide leadership and guidance based on their expertise in implementing programs and coordinating system-level responses for people experiencing homelessness. The CoC should identify key agencies to participate within the action plan and should determine how coordination among those agencies will be managed. The U.S. Department of Housing and Urban Development (HUD) has an [online resource](#) where community leaders can find contact information for the CoC.
- **Other Social Service and Health Care Agencies:** Agencies that are not primarily focused on homelessness, but that serve people who are experiencing homelessness, such as behavioral and physical health care providers, affordable housing providers, or legal aid programs are also important partners and can offer access to data, resources, and expertise.

- **Community Outreach and Engagement Teams:** Outreach teams, case managers, and peer specialists often have relationships with people in encampments, can provide insight into the challenges and realities people are facing, and bring knowledge and experience with effective outreach and engagement strategies.
- **Law Enforcement Agencies:** Law enforcement agencies offer expertise on public safety and the protection of vulnerable individuals. Law enforcement agencies can also clarify policies that impact encampment settings and the charges that people can accrue if they are in violation of a municipal ordinance. In some communities, law enforcement personnel participate as core members of outreach teams, including helping to ensure the safety of outreach personnel. In other instances, law enforcement officials call upon outreach teams for assistance when they encounter people who are experiencing homelessness and are at-risk of arrest. Close coordination and communication between the outreach teams and law enforcement agencies is essential for assuring the safety of staff and of people experiencing homelessness.
- **Local Government Agencies and Officials:**
 - **Elected Officials:** Elected officials are important leaders in ending homelessness and have an interest in being responsive to citizen concerns about their neighborhoods. Elected officials can take a leadership role in convening stakeholders and can help direct attention and funding toward strategies that will connect people to housing.
 - **Planning, Parks and Recreations, and Public Works:** Encampments are often located under bridges, next to roads and highways, or on other public lands that a public entity is obligated to monitor and maintain. Staff from such agencies should have information about ownership of the land and security measures currently in place, may have useful information about the site and the people living there, and can offer expertise in sanitation and security once people have been assisted and the site is vacant.
 - **Human or Social Services Departments:** City and county human services offices likely manage resources and programs that can address homelessness, may have housing and service contracts with a variety of providers in the community, and can recommend nonprofit organizations to help with interventions. These departments may also be able to identify funding and resources to expand outreach efforts or to support the provision of services and housing options.
 - **Public Health and Behavioral Health Care Departments:** Public health and behavioral health care departments can both play key roles in outreach via public health nurses, doctors, and skilled clinicians. They can also provide education regarding sanitation, health and safety concerns, and available services. Such departments have critical roles to play in the provision of services to people as they access housing and other services, and after they are in permanent housing.
- **Business Leaders:** Businesses may be impacted by encampments, which can motivate them to support effective solutions. Business leaders can leverage their professional affiliations and relationships with the local Chamber of Commerce and other business associations to generate public support and provide resources for programs that are creating lasting solutions.

- **Philanthropic Organizations:** The involvement of private funds in planning efforts may help identify organizations with strong track records of ending homelessness. Some funders may also be interested in supporting expanded, outcomes-focused efforts to create solutions for the issue of people living in encampments within the community.
- **Faith-based Organizations:** Many faith-based organizations are interested in improving the lives of people experiencing homelessness and provide volunteer and financial support to assist the community response. While volunteer efforts, financial contributions, and in kind donations may currently focus on meeting individuals' daily subsistence needs, such organizations may also be seeking opportunities to partner with other organizations to support permanent solutions to homelessness.
- **Advocates:** Advocates can ensure that the voices of people in encampments are being heard, can use their positions to affirm the human need for housing, and can make the case for increased investments in affordable, safe, high-quality housing and services. Advocates can also help research and articulate the impact of counterproductive ordinances that criminalize homelessness.

3. Intensive and Persistent Outreach and Engagement

Outreach and engagement efforts are critical components of any successful plan that addresses the needs of people living in encampments and should be implemented throughout the process. The deployment of cross-disciplinary outreach teams is an important strategy for aiding people to move into permanent housing. Cross-disciplinary teams might include outreach workers, law enforcement, U.S. Department of Veterans Affairs staff, public health, city and county staff that can connect people to benefits, peer specialists, and other trained service providers and volunteers. To ensure success, outreach and engagement teams must have the ability to refer individuals directly to permanent housing opportunities and interim options that can be immediately available.

Key outreach and engagement strategies include:

- **Identify all Members of the Encampment by Name and Implement Ongoing Outreach:** It is important that outreach teams identify every single person living at the site, including collecting necessary demographic data and other relevant information. Information about how many people are living at the site allows the coordinating team to begin to identify the scale of resources that will be needed. By learning about people's histories through an iterative engagement process, outreach workers and case managers can better work with individuals and families to tailor interventions that will lead to the appropriate permanent housing solutions and the right services and supports.
- **Maintain a Consistent Presence in the Encampment:** Outreach workers should maintain a consistent presence at the site so that relationships of trust can be formed, allowing for clear and precise information about the plans and options available for people. This is especially important for engaging people who may not be responding to outreach or who have not accepted the options being offered by providers. Consistent and ongoing outreach and engagement efforts offer individuals multiple opportunities to connect with outreach workers on their own terms.

- **Maintain Honest and Transparent Communication:** Outreach workers and other members of the collaborative action plan should make sure that their communication with people is honest and forthcoming. It is important to be transparent about the process and timelines while at the same time making sure not to over-promise resources, options, or expected outcomes.
- **Identify Leadership from within the Encampment:** Many encampment communities have developed some type of a leadership structure. It is important to include these leaders in the process in order to better understand the needs and goals of people and to foster open and trustworthy relationships between people staying at the site and the agencies and organizations implementing the action plan.
- **Cross-train and Share Information:** Cross-training and sharing information among outreach teams increases the likelihood of success by enabling partners to develop shared responses to both crisis and non-crisis situations. It also provides insight into practices and policies of outreach teams, facilitates coordination of activities, and enhances sensitivity in working with people experiencing homelessness.
- **Link with Housing Search Services:** Outreach workers should partner with housing navigators, housing search specialists, and/or landlord liaisons to help people access appropriate housing opportunities.

4. Provide Low-Barrier Pathways to Permanent Housing

People experiencing unsheltered homelessness, including those who live in encampments, are not uniform in their housing and services needs. Some individuals may be experiencing chronic or long-term homelessness, while others may be encountering their first and only brief experience without housing.

Considerations for providing the range of housing solutions needed include:

- **Apply Housing First Strategies and Practices:** Implementing the proven practice of Housing First will remove unnecessary obstacles, requirements, and expectations so that people can access housing as quickly as possible. Removing as many barriers as possible will help prevent people from being “screened out” of the housing options that are available.
- **Align Activities with the Existing Homelessness Crisis Response and Coordinated Entry System:** Efforts to assist people living in encampments should not stand alone from the community’s broader efforts to respond to the crisis of homelessness and effectively reach and serve other people who are unsheltered in the community. It is also important to ensure that living in an encampment does not become the only way to access necessary housing and services. Coordinated assessment, intake, and placement strategies help assure that people are prioritized for and linked to the housing and services interventions that are most appropriate to their needs and will most efficiently end their homelessness.
- **Offer Interim Housing Opportunities and a Clear Path to Permanent Housing:** Permanent housing opportunities cannot always be immediately accessed, so it is important to be able to provide an immediate, interim housing opportunity (which could include shelter, bridge housing, or other temporary arrangements) without barriers to entry while permanent housing and appropriate supports are being secured.

- **Identifying an Adequate Supply of Housing Options:** People will need access to a variety of permanent housing options, including permanent supportive housing, rapid re-housing, and mainstream affordable housing opportunities. People will also need assistance in identifying landlords from whom they can rent units. Public housing authorities and multi-family owners can be recruited and encouraged to establish preferences for people experiencing homelessness. Communities can create risk mitigation pools of funds to help address concerns landlords may have, and service providers can work with landlords to address concerns that may arise.
- **Engage State and Federal Partners:** State and Federal partners may have information and/or resources that can increase availability and access to permanent housing, and there may be opportunities to better align Federal, state, and local funding and programs to provide the pathways into permanent housing more efficiently and effectively.

Conclusion

We want to thank all of the communities that have participated in conversations and written dialogue about this topic and the challenges they face in their efforts to end homelessness for people experiencing unsheltered homelessness and living in encampment communities. It is our hope and intention that this document and the framework presented will advance community-level discussions that will strengthen practices and foster strategies for addressing those challenges. We look forward to continuing to work together to broaden our understanding and share solutions and lessons learned.

For more information, or to share your experiences and perspectives on these issues, please contact the [USICH Regional Coordinator](#) who works with communities within your state. You can also learn more about [related topics](#) on the USICH website.

Planning Checklist

Ending Homelessness for People Living in Encampments: Advancing the Dialogue



To end homelessness for everyone, we must link people experiencing unsheltered homelessness, including people sleeping and living in encampments², with permanent housing opportunities matched with the right level of services to ensure that those housing opportunities are stable and successful. It is only through the provision of such opportunities that we can provide lasting solutions for individuals and communities. Across the country, many communities are wrestling with how to create effective solutions and provide such housing opportunities for people experiencing unsheltered homelessness. This Planning Checklist is intended as an accompaniment to *Ending Homelessness for People Living in Encampments: Advancing the Dialogue*, a framework for developing local action plans in order to aid policy-makers, government officials, and practitioners in developing a thoughtful, coordinated, and collaborative plan to ensure that people living in encampments are linked to permanent housing. More detailed information regarding each of the actions identified here is provided within the full document.

Prepare with Adequate Time for Planning and Implementation

When developing an action plan:

- Determine Timing.** Articulate an action plan timeline so residents can determine their options and partners know the timeline for connecting people to housing.
- Create Shared Purpose, Intent, and Outcomes.** Develop a common purpose and intent for all stakeholders that enhances collaborative efforts and helps partners identify resources and activities to achieve shared outcomes.
- Develop Shared Protocols/MOU.** Create a Memorandum of Understanding that formalizes relationships among stakeholders and delineates protocols.
- Create a Communications Plan.** Incorporate a communications strategy on how to interact with the media and respond to questions from community members.
- Identify the Land Owner(s).** Consider the needs of the land owner and determine his/her role.
- Assess Needs of People Living in the Encampment.** Consistently assess the needs of every person.
- Identify Adequate Staffing and Resources.** Based on the projected need, determine how existing housing and services resources can be aligned to connect people to permanent housing.
- Plan for Preventing Encampments from Being Recreated.** Create strategies for cleanup measures as well as how the site will be used and/or secured in the future.
- Plan for Follow-up Contacts and Tracking Outcomes.** Include strategies for following up with people who have been assisted in order to track outcomes.
- Standardize Future Responses.** Develop standardized approaches that incorporate law enforcement policies and agreements with housing providers.
- Integrate with the Community's Strategic Efforts to End Homelessness.** Identify lessons that can strengthen the community's overall homelessness crisis response system.

² USICH recognizes that different terms are used for such settings—such as “tent cities”—but has chosen to use “encampments” in this document, while encouraging communities to use whatever language works best locally.

Collaborate Across Sectors and Systems

When developing or expanding a collaborative partnership, engage stakeholders, including:

- ☑ **People Living in Encampments.** To help understand the needs and goals of residents.
- ☑ **Continuum of Care Agencies.** To provide expertise in coordinating system-level responses.
- ☑ **Other Social Service and Healthcare Agencies.** To provide access to data, resources and expertise.
- ☑ **Community Outreach and Engagement Teams.** To help develop the best engagement strategies.
- ☑ **Law Enforcement Agencies.** To coordinate outreach and ensure the safety of all.
- ☑ **Local Government Agencies and Officials.** To help coordinate government resources and action, specifically:
 - ☑ Elected Officials
 - ☑ Planning, Parks and Recreation, and Public Works
 - ☑ Human or Social Services Departments
 - ☑ Public Health and Behavioral Health Care Departments
- ☑ **Business Leaders.** To leverage professional relationships to generate support and resources.
- ☑ **Philanthropic Organizations.** To involve private funders that have interest in ending homelessness.
- ☑ **Faith-based Organizations.** To provide volunteer and financial support.
- ☑ **Advocates.** To ensure that the voices of people in encampments are heard and raise other concerns.

Perform Intensive and Persistent Outreach and Engagement

Implement outreach and engagement efforts throughout the process, including:

- ☑ **Identifying All Members of the Encampment By Name and Implement Ongoing Outreach.** Having a full understanding of the population is important to scale resources and tailor interventions.
- ☑ **Maintaining a Consistent Presence in the Encampment.** Devote adequate time and resources to ensure trusting relationships are being developed with residents.
- ☑ **Maintaining Honest and Transparent Communication.** Transparency about the process and timelines ensures trusting relationships are formed.
- ☑ **Identifying Leadership from within the Encampment.** Include such leaders in the process in order to better understand the needs and goals of people and to strengthen relationships.
- ☑ **Cross-Training and Sharing Information.** Sharing information among outreach teams increases success by enabling partners to develop shared responses to both crisis and non-crisis situations.
- ☑ **Linking with Housing Search Services.** Outreach workers should partner with housing navigators, housing search specialists, and landlord liaisons to help people access housing.

Provide Low-Barrier Pathways to Permanent Housing

To provide a range of housing solutions, consider:

- ☑ **Applying Housing First Strategies and Practices.** Remove obstacles, requirements, and expectations so that people can access housing as quickly as possible.
- ☑ **Aligning Activities with the Existing Homeless Crisis Response and Coordinated Entry System.** Coordinated entry assures people are prioritized for and provided housing and services that meet their needs.
- ☑ **Offering Interim Housing Opportunities and a Clear Path to Permanent Housing.** It is important to provide immediate, interim housing without barriers to entry while permanent housing is being secured.
- ☑ **Identifying an Adequate Supply of Housing Options.** People will need access to a variety of housing options, including permanent supportive housing, rapid re-housing, and mainstream affordable housing.
- ☑ **Engaging State and Federal Partners.** Identify opportunities to align Federal, state, and local funding and programs to provide pathways to permanent housing.

Quick Guide

Ending Homelessness for People Living in Encampments: Advancing the Dialogue



Background and Intent

To end homelessness for everyone, we must link people experiencing unsheltered homelessness, including people sleeping and living in encampments¹, with permanent housing opportunities matched with the right level of services to ensure that those housing opportunities are stable and successful. It is only through the provision of such opportunities that we can provide lasting solutions for individuals and communities. Across the country, many communities are wrestling with how to create effective solutions and provide such housing opportunities for people experiencing unsheltered homelessness.

Policy-makers and practitioners seeking to provide lasting solutions for people living in encampments are encouraged to read USICH's 2015 publication, *Ending Homelessness for People Living in Encampments: Advancing the Dialogue*. This document is designed to assist communities in developing an action plan that will link people experiencing homelessness with permanent housing opportunities. The information and ideas contained within this document have been developed by USICH based upon conversations and problem-solving discussions with advocates, housing and services providers, and government officials across the country regarding what they have learned, and are still learning, about the most effective approaches and strategies. We want to thank all of the communities that have participated in conversations and written dialogue about this topic and the challenges they face.

USICH believes that there is still more to be learned and explored, and this document is not intended as a final statement on the best practices for addressing the housing and services needs of people living in encampments. Rather, the intended purpose of this document is to advance community-level discussions that will strengthen practices and strategies.

The perspectives USICH brings to the preparation of the document include:

- The formation of encampments do not represent an end to homelessness; rather encampments are an indication of a critical need to create more effective local systems for responding to unsheltered homelessness.
- Strategies that make encampments an official part of the homelessness response system can distract communities from focusing on connecting people to permanent housing solutions and create costs to ensure safety, security, and well-being.
- People sleeping in encampments are diverse and interventions must address a range of needs, challenges, and goals.
- The forced dispersal of encampments is not an appropriate solution and can make it more difficult to achieve lasting housing and service outcomes to its inhabitants.

¹ USICH recognizes that different terms are used for such settings—such as “tent cities”—but has chosen to use “encampments” in this document, while encouraging communities to use whatever language works best locally.

Effective Strategies and Approaches

Ending Homelessness for People Living in Encampments: Advancing the Dialogue provides communities with guidance for developing a local action plan that engages both residents of encampments and an array of community partners. We've identified four key elements for such action plans, summarized here and described in more detail within the publication:

- 1. Preparation and Adequate Time for Planning and Implementation:** Action plans should ensure that there is adequate time for strategizing, collaboration, outreach, engagement, and the identification of meaningful housing options. Adequate time is essential to achieve the primary objective of meeting the needs of each person and assisting them to end their homelessness.
- 2. Collaboration across Sectors and Systems:** Action plans should include collaboration between a cross-section of public and private agencies, neighbors, business owners, and governmental entities, based upon where the encampment is located. The action plan should feature strong communication among a broad range of community service providers and managers of the permanent housing resources that are being utilized in order to maximize efficiency, align resources, and address system gaps.
- 3. Performance of Intensive and Persistent Outreach and Engagement:** Action plans should involve agencies that have strong outreach experience and demonstrated skills in engaging vulnerable and unsheltered people. Effective outreach is essential for effectively connecting people with coordinated assessment systems, resources, and housing options.
- 4. Provision of Low-Barrier Pathways to Permanent Housing:** Action plans should focus on providing people with clear, low-barrier pathways for accessing and attaining permanent housing opportunities and should not focus on relocating people to other encampment settings.

Individuals and organizations actively engaged in working on these issues are encouraged to review *Ending Homelessness for People Living in Encampments: Advancing the Dialogue* and to use its accompanying *Planning Checklist*.

Continuing the Dialogue

It is our hope and intention that this document and the framework presented will advance community-level discussions that will strengthen practices and foster strategies for addressing those challenges. We look forward to continuing to work together to broaden our understanding and share solutions and lessons learned, and welcome additional dialogue and input on the perspectives and information presented.

For more information, or to share your experiences and perspectives on these issues, please contact the USICH Regional Coordinator who works with communities within your state. You can also learn more about related topics on the USICH website.

City and County of San Francisco

Board of Supervisors

Budget and Legislative Analyst

1390 Market Street, Suite 1150, San Francisco, CA 94102

Tel: (415) 552-9292 Fax: (415) 252-0461

Policy Analysis Report

To: Supervisor Mar
From: Budget and Legislative Analyst's Office
Re: Homelessness and the Cost of Quality of Life Laws
Date: June 1, 2016



Summary of Requested Action

Your office requested that the Budget and Legislative Analyst prepare a report estimating the cost incurred by the City for enforcing quality of life law violations committed by the adult homeless population. To the extent possible, your office also requested that the Budget and Legislative Analyst analyze the nature of any changes observed and possible drivers of cost.

For further information about this report, contact Severin Campbell at the Budget and Legislative Analyst's Office.

Executive Summary

Homeless Population Adversely Impacted by Quality of Life Laws

Quality of life laws are intended to protect the well-being of residents and preserve the quality of public spaces but they adversely impact the homeless. The San Francisco Police Department identified 36 quality of life laws enforced in San Francisco, varying from sitting on public sidewalks to building illegal encampments. The Budget and Legislative Analyst defines quality of life laws using this list.

The status of being homeless indicates that an individual does not have a private home and therefore, may have no choice but to inhabit public spaces. Because quality of life laws restrict how public spaces can be used, the homeless are vulnerable to violating at least some quality of life laws. In 2015, there were approximately 6,686 homeless persons in San Francisco, a 3.9 percent increase from 2013.

Current Enforcement Measures are Too Expensive

The City incurred approximately \$20.6 million in 2015 for sanctioning homeless individuals for violating quality of life laws. This cost estimate includes resources used by six of the nine City departments involved in the enforcement process. Data was unavailable for the remaining three City departments.

The Police Department accounts for approximately 90 percent of these costs, with 60,491 quality of life incidents involving the homeless from January 2015 to

November 2015, according to data provided by the Department of Emergency Management. Of the 60,491 incidents, 0.2 percent (125) resulted in arrests and at least 8.3 percent (4,711) in citations directly attributable to the homeless population. Each case could include citations to one or more homeless individuals. Police Officers were unable to locate alleged violators in approximately 26.5 percent (15,164) of these cases. The Budget and Legislative Analyst, the Police Department, and the Department of Emergency Management agree that the number of citations issued for these violations are likely higher than 4,711. However, this report does not provide an alternative estimate due to unavailable data.

Two Primary Cost Drivers

There are two main factors driving these costs. First, there has been a 34.8 percent increase in the number of incidents involving the homeless violating quality of life laws from 2014 to 2015 even though the homeless count only increased by 3.9 percent from 2013 to 2015. These incidents are initiated by resident calls to report violations and police and park patrol officers addressing violations as observed while on duty. The increase in calls and incidents could be attributed to a number of factors, such as a higher visibility of the homeless population, shift in the level of tolerance for the homeless, a higher prevalence of substance abuse among the homeless, which could lead to more aggressive interactions with the general public, among many other possibilities.

Second, police officers are required by law to respond to each call if the incident remains unresolved. Therefore, any increases in resident calls could lead to increased costs for the City. Police officers are currently the only City staff dispatched to respond to these incidents even though police officers are not trained to evaluate the complex needs of a homeless individual or to directly connect them with the social services provided by the City.

Limited Results from Enforcing Quality of Life Laws against the Homeless

One of the main goals of quality of life laws was to preserve public spaces in the City. However, the number of homeless individuals considered to be unsheltered has increased from 3,016 in 2011 to 3,505 in 2015, an increase of 16 percent, limiting the effectiveness of quality of life laws. Because police officers are dispatched to incidents related to quality of life laws at an annual cost of \$18.5 million, the Board of Supervisors should consider implementing a new strategy to address these issues that shifts response to quality of life incidents from the Police Department to other City agencies, including the proposed Department of Homelessness and Supportive Housing.

Project Staff: Latoya McDonald, Julian Metcalf, and Severin Campbell

TABLE OF CONTENTS

Report Section	Page Number
Executive Summary	1
Quality of Life Laws and Homelessness in San Francisco	4
Homeless Population Adversely Impacted by Quality of Life Laws	5
Purpose of the Report	5
Local Enforcement Process	6
Annual Cost of Enforcing Quality of Life Violations Against the Homeless	12
Data Considerations and Limitations.....	13
Policy Considerations	14
Current Enforcement Measures are Too Expensive.....	14
Cost Driver 1: Significant Increase in Yearly Incidents Involving Quality of Life Law Violations by the Homeless...14	
Cost Driver 2: Almost all Incidents Result in Police Dispatches	15
Appendix I. Methodology	16
Exhibits	
Exhibit 1. List of Quality of Life Laws in San Francisco.....	4
Exhibit 2. Enforcement Process for Quality of Life Law Violations.....	6
Exhibit 3. Outcomes of Incidents Involving the Homeless and Quality of Life Law Offenses.....	9
Exhibit 4. Number of Homeless Persons Jailed by Violation Type.....	11
Exhibit 5. Summary of Enforcement Costs by Department.....	12
Exhibit 6. Volume of Quality of Life Law Incidents with the Homeless.....	14

Quality of Life Laws and Homelessness in San Francisco

San Francisco has a set of quality of life laws intended to protect the well-being of residents and preserve the quality of public spaces in the City. The Police Department identified 36 quality of life laws enforced in San Francisco, varying from sitting on public sidewalks and sleeping in parks, to building illegal encampments. The Budget and Legislative Analyst defines quality of life laws using the Police Department’s list, which is detailed in Exhibit 1 below.

Quality of life laws are not unique to San Francisco, and are enacted in 186 other cities in the United States as of 2014, such as Seattle, Baltimore, and Washington, DC.¹ In fact, there has been an increase in the regulation of public spaces nationally, particularly with bans on loitering, panhandling, and camping in public spaces, according to a 2014 study completed by the National Law Center on Homeless and Poverty.

Exhibit 1. Quality of Life Laws in San Francisco

Penal Code	Description of Violation	Infraction or Misdemeanor
120.2(d)(1) MPC	Aggressively soliciting of the public	Infraction or Misdemeanor (must warn)
120.2(d)(2) MPC	20 feet away from the ATM/Check cash	Infraction or Misdemeanor (must warn)
120.2(d)(3) MPC	Median/motor vehicle	Infraction or Misdemeanor (must warn)
120.2(d)(4) MPC	Muni or parking lot	Infraction or Misdemeanor (must warn)
122 (a)MPC	Aggressive pursuit	Misdemeanor
153(a) PC	Urinate or defecate in public	Infraction
168(b) MPC	Sit/Lie during 7:00 a.m. -11:00 p.m.	Infraction or Misdemeanor
168(d) MPC	Sit/Lie during 7:00 a.m. -11:00 p.m.	Warning
21 MPC	Drinking in Public	Infraction
22(a) MPC	Obstruct street or sidewalk	Infraction
23(a) MPC	22(a) within 24 hours	Misdemeanor
22520.5 CVC	Solicit near freeway ramp	Infraction
25(a) MPC	Trespass posted sign	Infraction
25620(a) BP	Possession of open container	Infraction
26(a) MPC	25(a) within 24 hours	Misdemeanor
290.011 (a) PC	Transient 290 to register (30 days)	Misdemeanor
3.02 Park Code	Signs to be obeyed	Infraction or Misdemeanor
3.10 Park Code	Peddling without a permit	Infraction or Misdemeanor

¹ No Safe Place: The Criminalization of Homelessness in U.S. Cities, prepared in 2014 by the National Law Center on Homelessness and Poverty.

Penal Code	Description of Violation	Infraction or Misdemeanor
3.12 Park Code	Camping in park	Infraction or Misdemeanor
3.13 Park Code	Sleeping in park during 8:00 p.m. -8:00 a.m.	Infraction
3.21 Park Code	Hours of Operation	Infraction or Misdemeanor
33 MPC	Litter	Infraction
372 PC	Public Nuisance	Misdemeanor
374.3(a) PC	Unlawful dumping of waste	Infraction
4.10(a) Park Code	Consume alcohol in the park	Infraction or Misdemeanor
40a/b HC	Animal Nuisance	Infraction or Misdemeanor
41.15 HC	Dog License	Infraction or Misdemeanor
41.12a HC	Leash Law	Infraction or Misdemeanor
602(m) PC	Trespass	Misdemeanor
640(d)(3) PC	Urinate/defecate (transit)	Infraction
647(c) PC	Willful and malicious 22(a)	Misdemeanor
647(e) PC	Illegal Lodging	Misdemeanor
869 MPC	Peddling without a permit	Misdemeanor
647(f) PC	Drunk in Public	Misdemeanor
97(a) & (b) MPC	Vehicles for Human Habitation	Misdemeanor
1009.81 HC	Prohibiting Smoking in City Park and Recreational Areas	Infraction

Source: San Francisco Police Department.

Homeless Population Adversely Impacted by Quality of Life Laws

In 2015, there were approximately 6,686 homeless persons in San Francisco, a 3.9 percent increase from 2013.² Of the general homeless population, 3,505 or 52 percent were considered to be unsheltered in 2015.³ The status of being homeless indicates that an individual does not have a private home and therefore, may have no choice but to inhabit public spaces. Because quality of life laws restrict how public spaces can be used, the homeless are vulnerable to violating at least some quality of life laws, such as sitting or loitering on a public sidewalk.

Purpose of the Report

The purpose of this report is to estimate the costs incurred by the City for sanctioning quality of life law violations committed by the homeless. This report also identifies the major cost drivers of enforcement to the extent possible with the data available.

² San Francisco Homeless Point-in-Time Count & Survey: Comprehensive Report 2015. This report was completed by the non-profit organization, Applied Survey Research (ASR).

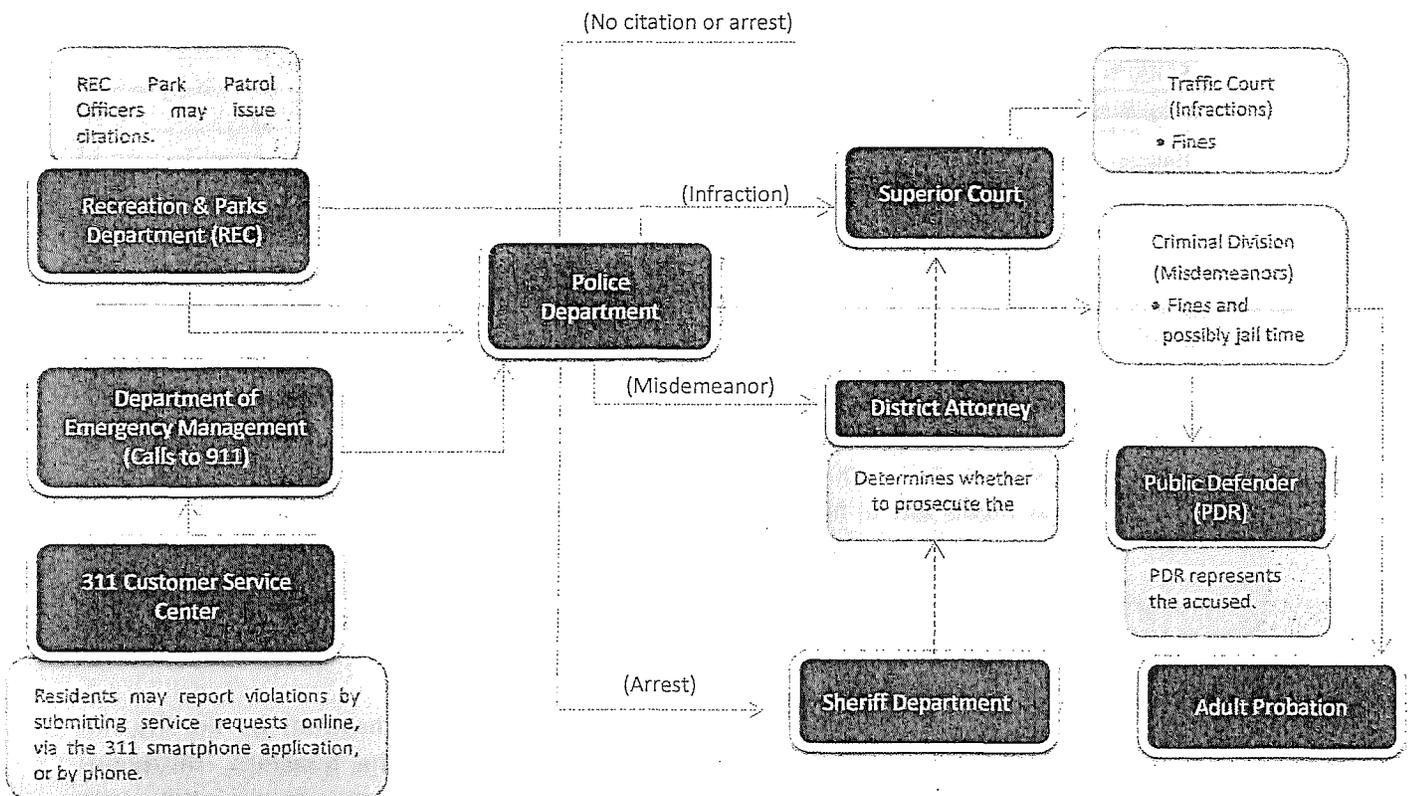
³ The San Francisco Point-in-Time Count and Survey used the U.S. Department on Housing and Urban Development's definition for *sheltered*, which includes persons who are living in a supervised publicly or privately operated shelter designated to provide temporary living arrangements.

Local Enforcement Process

Nine City departments are involved in the enforcement of quality of life law violations as shown in Exhibit 2 below, which provides a simplified version of how City Departments coordinate to enforce quality of life laws. The Budget and Legislative Analyst consulted each of the nine Departments to better understand the roles played at each stage of the enforcement process.

Enforcement can be initiated in two ways. First, police officers and park patrol officers could observe quality of life law violations during their daily patrols and address them at that time. Alternatively, San Francisco residents could initiate the enforcement process through calls to the 311 Customer Service Center or to 911 to report violations. These violations could then be resolved over the phone or escalated, depending on the nature of the incident. The section below details the specific roles played by each of the nine City departments in the enforcement process.⁴

Exhibit 2. Enforcement Process for Quality of Life Law Violations*



Source: Budget and Legislative Analyst's Office.

*Though it occurs infrequently, offenders can be sentenced by the Superior Court to formal probation managed by the Adult Probation Department.

⁴ The Collaborative Courts were not included in this report as they mainly address more serious misdemeanors and felonies.

KEY TERMS

CITATIONS: Police officers and park patrol officers may issue a citation, which is an official order to pay a fine and/or appear in court to address a violation(s) of a specific law(s) or regulation(s).

Officers may cite individuals with an infraction or a misdemeanor. Many laws specify whether the violator should receive an infraction, or a misdemeanor for a particular offense. However, in some cases, officers may decide how to cite violators.

INFRACTIONS: Infractions are considered to be a minor offense and typically include a fine but might also require an appearance in court. Infractions do not require jail or prison time.

MISDEMEANORS: A misdemeanor is more serious than an infraction and is considered to be a criminal offense. Misdemeanor offenders are required to pay fines and could possibly serve jail time.

City Department Roles in the Enforcement Process

311 Customer Service Center. The 311 Customer Service Center was created to divert non-emergency calls from 911. The Center provides San Francisco residents, visitors, and businesses with access to information about government services.

Residents can report quality of life law violations, or any other violations, by submitting service requests using the 311 Customer Service Center website, smartphone application, or by calling the customer service number directly. If needed, calls are forwarded to the Department of Emergency Management to be resolved.

In 2015, the 311 Customer Service Center reported:

- 2,997 of the 861,156 calls received by the 311 Customer Service Center from January 2015 through December 2015, or 0.35 percent were homeless-related. A review of the call data showed that the complaints were primarily driven by quality of life law violations.
- Estimated costs of \$43,946 to respond to requests related to the homeless. The \$43,946 costs include staff time as well as maintenance of the 311 website and the smartphone application.

Department of Emergency Management. Most resident complaints about quality of life violations committed by the homeless are reported by calling 911, which is the emergency call center managed by the Department of Emergency Management. The Department of Emergency Management either resolves issues over the phone or escalates incidents by dispatching police, fire, or medical personnel.

The Department of Emergency Management does not track every call, but does track the incidents created as a result of a call. Incidents refer to cases where staff had to resolve an issue on the phone and in some cases, request that police officers travel to the location of the incident.

In 2015, the Department of Emergency Management reported:

- 60,491 incidents recorded as quality of life violations involving homeless individuals for the 11-month period from January 2015 to November 2015;⁵ and
- Estimated costs of \$1,833,098 to respond to calls regarding quality of life law violations committed by the homeless.

Recreation and Park Department. Park patrol officers may cite individuals who violate quality of life laws in any of the City's parks and recreational spaces. If an offender is uncooperative, park patrol officers may request

⁵ According to the Department of Emergency Management, these 60,491 incidents represent 6.5 percent of an estimated 930,631 incidents reported to the Department.

that the Police Department intervene.

In Fiscal Year (FY) 2014-15, the Recreation and Park Department reported:

- 1,811 citations issued by park patrol officers for sleeping and prohibited camping in parks. .
- Estimated costs of \$188,777 for two park patrol officers dedicated to homeless outreach in Golden Gate Park. The Department incurs additional unquantified costs for other park patrol officers' responses to quality of life incidents.

Police Department. Police officers are required by law to respond to all unresolved complaints related to quality of life law violations. Police officers who are dispatched to quality of life incidents may issue warnings, abate unlawful activity, issue citations, and carry out arrests.

The Police Department has a set of Outreach Officers, with the sole responsibility of responding to homelessness-related incidents in the City. The Outreach Officers are divided into ten community-specific teams that patrol designated areas and a smaller unit at Field Operations Bureau based out of the Police Headquarters.⁶ The Outreach Officers do not connect the homeless with social services but does accompany the Department of Public Works street cleaning team and the Department of Public's Health's Homeless Outreach team on a daily basis.⁷

In 2015, the Department of Emergency Management reported:

- 60,491 quality of life incidents involving homeless individuals for the 11-month period from January 2015 to December 2015, of which police officers were dispatched to 57,249 or 94.6 percent.
- A small proportion of incidents to which police officers were dispatched resulted in arrests or citations. Of the 57,249 dispatches, police officers issued citations in 4,711 of these cases that were directly attributable to the homeless (8.2 percent of dispatches) and carried out arrests in 125 of these cases (0.2 percent of dispatches). Each case could include citations to one or more homeless individuals.⁸
- Of the 57,249 dispatches, police officers could not locate individuals for 15,164 dispatches, or 26.5 percent.

⁶ The ten community areas include Bayview, the Mission, Ingleside, Northern San Francisco, Southern San Francisco, Central San Francisco, Park, Richmond, Taraval, and the Tenderloin.

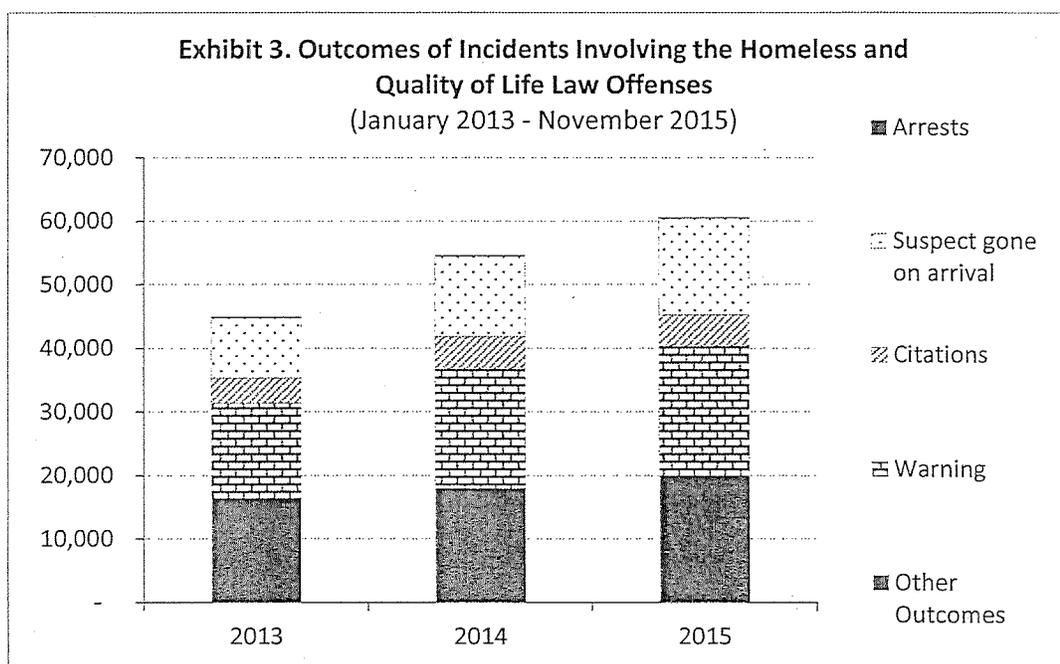
⁷ The Police Department's Outreach Officers comprises 28 full-time staff for a total cost of approximately \$4.8 million in FY 2014-15. In 2015, the Outreach Officers responded to 14.7 percent of reports to 911 about quality of life law violations committed by the homeless, which represents an 11.7 increase from 2013.

⁸ As noted below, from January 2015 to September 2015 (a nine month period), the Police Department issued 20,796 citations for the 36 quality of life laws identified in Exhibit 1. The five most common violations included drinking in public, obstructing the sidewalk, loitering, and camping and sleeping in prohibited areas. However, the Police Department does not record the housing status of the individual who is cited, and therefore, there is no rigorous method available at this time to determine the proportion of violators who were homeless.

In 2015, the Police Department reported:

- Estimated costs of \$18,541,324 to respond to incidents involving the homeless with quality of life violations.

The low citation and arrest rates of the homeless violating quality of life laws could indicate that police response to these offenses may not be necessary. If this is the case, the Board of Supervisors should consider whether the local quality of life laws are still needed in their current form, or if they should be revised. Exhibit 3 summarizes the outcomes of incidents involving homeless persons who violate quality of life laws. Other outcomes include police officers requesting that the homeless relocate, police officers convincing the homeless to abate unlawful activity, or police officers concluding that there was no merit in the reported violation.⁹



Source: Department of Emergency Management.

The Budget and Legislative Analyst, the Police Department, and the Department of Emergency Management agree that the number of citations issued to the homeless for these violations is likely higher than the 4,711 cases captured in the data provided by the Department of Emergency Management. The Police Department tracks the number of citations issued but not the housing status of the individuals cited. From January 2015 to September 2015 (a nine month period), the Police Department issued 20,796 citations for the 36 quality of life laws identified in Exhibit 1. The five most common violations included drinking in public, obstructing the sidewalk, loitering, and camping and sleeping in prohibited

⁹ There was an additional outcome recorded by police officers as “handled”. “Handled” could refer to a variety of outcomes, whether a citations, the reported individual vacating the scene prior to police arrival, or abating the unlawful activity. There was no data available to provide further details on those incidents recorded as “handled”.

areas. However, there is no rigorous method available at this time to determine the proportion of violators who were homeless.

Superior Court. The Superior Court processes citations for all quality of life law violations. Within the Superior Court, infractions are managed by the Traffic Court, while misdemeanor cases are handled by the Criminal Division. Those who receive an infraction are required to pay a fine and may be summoned to appear in Traffic Court, if a payment is not received. Those charged with a misdemeanor are fined and may face jail time.

In the past, a bench warrant for arrest was issued for those with infractions who did not attend Traffic Court. However, as of Fall 2015, those who fail to appear in Traffic Court are simply fined. The Superior Court forwards the cases of violators who do not pay issued fines to its contracted collections vendor for collections.

The Traffic Division is unable to access the housing status or information about cited individuals. The Criminal Division of the Superior Court was also unable to provide the number of homeless persons with misdemeanors for quality of life law violations. For this reason, the Budget and Legislative Analyst was not able to estimate the cost incurred by the Superior Court for processing citations issued to the homeless for quality of life law violations.

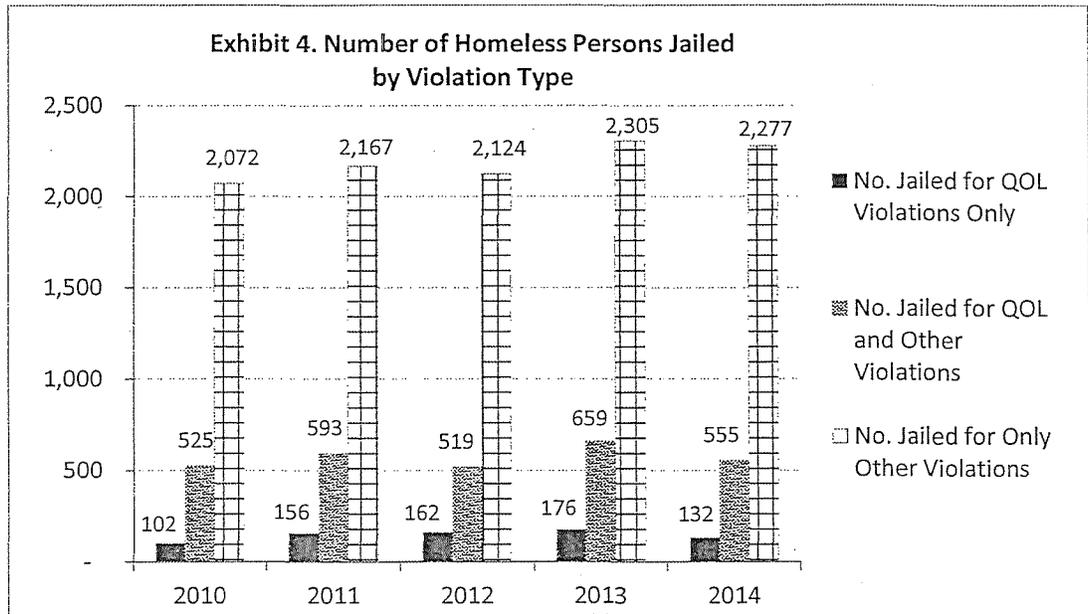
Sheriff Department. Some quality of life violation cases result in arrest, depending on the response deemed appropriate by the police officers. In these cases, the violators are transported by police officers to the county jail under the jurisdiction of the Sheriff's Department. The Sheriff's Department also has an emergency call line exclusively dedicated to San Francisco General Hospital and City Hall, which receives some calls related to quality of life law violations by the homeless.

In 2015, the Sheriff's Department reported:

- 62 homeless individuals, charged with quality of life violations only, serving a total of 78 days for the six-month period from January 2015 to June 2015. This is comparable to 2014 data, in which 132 homeless individuals, charged with quality of life violations only, served a total of 189 days for the 12-month period from January 2014 to December 2014.
- Estimated costs of \$14,430 for jail time for the six-month period from January 2015 to June 2015. This is comparable to 2014 data, which showed estimated costs of \$34,965 for jail time for the 12-month period from January 2014 to December 2014. This estimate includes any costs related to staff time, administrative and resource expenses, and any jail health services that this group of homeless individuals might have received.

The Budget and Legislative Analyst also used booking data from the Sheriff's Department to examine booking trends, given the limitations of the Department of Emergency Management incident data concerning arrests. The booking data includes cases where police officers arrested an individual and took them to jail

for a particular offense.¹⁰ While there were over 2,000 homeless individuals jailed annually for quality of law offenses from 2011 to 2014, most were jailed for other violations, which typically included felonies. From 2010 to 2014 on average only 5.0 percent of all jailed homeless individuals were only booked on quality of life law (QOL) violations from 2010 to 2014. Exhibit 4 below shows the types of violations for which homeless individuals were jailed.



Source: Sheriff's Department.

District Attorney. The District Attorney's Office prosecutes misdemeanor and felony cases. In 2015, the District Attorney had 13 cases that only involved quality of life offenses. The Neighborhood Courts, housed within the District Attorney, had two such cases in 2015. However, the District Attorney does not track the housing status of the individuals that it prosecutes. Therefore, the Budget and Legislative Analyst was not able to estimate the cost of serving these individuals.

Public Defender. The Public Defender represents indigent clients charged with misdemeanor and felony offenses. The Public Defender does not represent individuals who are charged only with infractions. The Public Defender maintains paper-based files for misdemeanor and felony cases and does not have data readily available on the number of clients organized by violation. While information about housing is obtained during initial client interviews, clients' housing status is not formally tracked. For these reasons, the Budget and Legislative Analyst was unable to identify the number of relevant cases and estimate the costs incurred by the Public Defender for homeless clients.

¹⁰ There are cases where police officers initially arrest an individual but subsequently release them to hospital for a variety of reasons that lead them to conclude that an arrest would not be the appropriate action. An example could be rerouting an individual to the hospital for mental health services. These instances are not included in the data as these individuals were not taken to jail.

Adult Probation. The Adult Probation Department is responsible for community supervision of individuals charged with misdemeanors and felonies and sentenced by the Superior Court to probation. To successfully exit the criminal justice system, Adult Probation Department clients must fulfill all probation requirements, which may require regular check-ins, abatement of all criminal activities, among other demands. The Department also offers a number of social services such as educational services, employment readiness training, and housing services.

Homeless persons who only have misdemeanors for quality of life law violations are not typically served by the Adult Probation Department. While the Department had 837 clients who reported being homeless or who were in supportive housing as of December 2015, only one client had only violated a quality of life law. Each client at the Adult Probation Departments costs approximately \$6,400 on average, including staff time, supplies, general administration and other related costs.

Annual Cost of Enforcing Quality of Life Violations Against the Homeless

The City incurred approximately \$20,648,510 in 2015 for sanctioning homeless individuals for violating quality of life laws, as shown in Exhibit 5 below.¹¹ This cost estimate consists of the costs incurred by the nine City departments noted above.

Exhibit 5. Summary of Enforcement Costs by Department

	City Department	Annual Estimated Enforcement Costs
1	311 Customer Service Center	\$43,946
2	Adult Probation	\$6,400
3	Department of Emergency Management	\$1,833,098
4	District Attorney	Unavailable
5	Police Department	\$18,541,324
6	Public Defender	Unavailable
7	Recreation and Parks Department	\$188,777
8	Sheriff Department	\$34,965
9	Superior Court	Unavailable
	Total	\$20,648,510

Source: Data and information from 311 Customer Service Center, Recreation and Parks Department, Department of Emergency Management, the Police Department, the Superior Court, the Sheriff, the Public Defender, the District Attorney, and the Adult Probation Department.

¹¹ A detailed explanation of the Budget and Legislative Analyst's methodology is provided in Appendix I.

Data Considerations and Limitations

Incident Data

The Budget and Legislative Analyst used incident data from the Department of Emergency Management to estimate the costs incurred by the Department of Emergency Management and the Police Department. The Department of Emergency Management only tracks the incidents created as a result of calls and estimates that there are approximately 40 percent more calls than incidents. Despite this limitation, the Department of Emergency Management advises that the incident data does provide a reasonable estimate as calls not resulting in incidents tend to be shorter in duration, and police officers are not dispatched for calls not resulting in incidents. Furthermore, there are many incidents that create a high number of simultaneous or sequential calls to report the same incident such as fires, shootings, or homeless-related incidents. The Budget and Legislative Analyst excluded duplicative incidents from the data.

Selection of Incident Codes

Each call to the Department of Emergency Management or the 311 Customer Service Center is categorized with a specific code. The Budget and Legislative Analyst consulted with the Police Department and the Department of Emergency Management to identify incident codes for quality of life law offenses committed by the homeless. Consistent with the advice of these two Departments, the Budget and Legislative Analyst chose to only include aggressive panhandling (920), sit/lie violations (919), and an all-encompassing code specific to the homeless (915) viewed primarily as quality of life law offenses. These were the only incident codes viewed as solely related to the homeless involved in quality of life law violations.

Other suggested codes included trespassing, or reporting individuals who were suspicious or who may be mentally disturbed. While the Budget and Legislative Analyst agrees that a portion of those incidents may include the homeless, there is no method to determine what proportion of those cases is specific to homeless individuals. Similarly, there is no data marker to indicate whether medical calls involve a homeless individual or not. For this reason, medical calls were not included in the analysis. Further details on the methodology are provided in Appendix I.

Citation and Arrest Statistics

The Department of Emergency Management advised that the incident data may not capture all citations and arrests as police officers may not routinely record the outcome of every incident. However, the Budget and Legislative Analyst also analyzed booking statistics from the Sheriff's Department, which are in line with the incident data from the Department of Emergency Management. For citations, there may be a gap due to unavailable data. The Budget and Legislative Analyst anticipates that the number of citations issued to the homeless for these violations is likely higher than the cases captured in the data provided by the Department of Emergency Management. While the Superior Court was able to

provide the number of citations issued for each violation from January 2013 through October 2015, the Superior Court was unable to identify cases specifically related to the homeless.¹² The Police Department tracks the number of citations issued but not the housing status of the individuals cited. There is no rigorous method available at this time to determine how many of these individuals were homeless. However, these statistics do provide some insight into the outcomes of police involvement in these incidents.

Policy Considerations

Current Enforcement Measures are Too Expensive

Enforcement of quality of life laws against the homeless costs the City an estimated \$20.6 million in 2015, as shown in Exhibit 5. The Police Department accounts for approximately 90 percent of those costs, with two main factors driving the expenditures.

Cost Driver 1: Significant Increase in Yearly Incidents Involving Quality of Life Law Violations by the Homeless

Overall, the number of incidents due to the homeless violating quality of life laws increased by 34.8 percent from 2013 to 2015, as shown in Exhibit 6 below.¹³ Because police officers are required by law to respond to each call if the incident remains unresolved, any increases in resident calls will lead to increased costs for the City.

Exhibit 6. Volume of Quality of Life Law Incidents with the Homeless
(January 2013 to November 2015)

	2013	2014	2015	Percentage Change from 2013-2015
All Encompassing Homelessness Code	36,194	44,740	51,222	41.5%
Sit/Lie	7,134	8,347	8,053	12.9%
Aggressive Panhandling	1,535	1,477	1,216	-20.8%
Total	44,863	54,564	60,491	34.8%

Source: Department of Emergency Management.

While the number of incidents related to homelessness increased by 34.8 percent between 2013 and 2015, the homeless count in San Francisco, only increased by 3.6 percent from 2011 to 2015.¹⁴ The increase in incidents could be attributed to a

¹² Using the quality of life laws listed in Exhibit 1, there were 17,082 citations issued in 2013, 24,153, in 2014, and 19,349 from January 2015 to October 2015. The Superior Court was unable to specify the proportion of these citations issued to the homeless.

¹³ Incident data for 2015 only included information from January 2015 to November 2015. December 2015 was unavailable.

¹⁴ Homeless Point-In-Time Count & Survey: Comprehensive Report 2015, produced by Applied Survey Research, a non-profit, social research firm.

number of factors, such as a higher visibility of the homeless population, shift in the level of tolerance for the homeless, and a higher prevalence of substance abuse among the homeless, which could lead to more aggressive interactions with the general public, among many other possibilities.

Cost Driver 2: Almost all Incidents Result in Police Dispatches

In 2015, police officers were dispatched to 57,249 or 94.6 percent of all incidents involving the homeless violating quality of life laws. Police officers are currently the only City staff dispatched to respond to these incidents even though police officers are not trained to evaluate the complex needs of a homeless individual or to directly connect them with the social services provided by the City. Because of the high cost of police resources, the current use of police resources to respond to quality of life incidents relating to the homeless will continue to generate high costs for the City.

Limited Results from Enforcing Quality of Life Laws against the Homeless

One of the main goals of quality of life laws was to preserve public spaces in the City. However, the number of homeless living on the streets has increased from 3,016 in 2011 to 3,505 in 2015, an increase of 16 percent, limiting the effectiveness of quality of life laws. Because police officers are dispatched to incidents related to quality of life laws at an annual cost of \$18.5 million, the Board of Supervisors should consider implementing a new strategy to address these issues that shifts response to quality of life incidents from the Police Department to other City agencies, including the proposed Department of Homelessness and Supportive Housing.

Appendix I. Methodology

A. Identifying the Homeless Population in the Criminal Justice System

Only the Adult Probation Department systematically tracks the housing status of their clients. Because of the lack of robust data on housing status, the Budget and Legislative Analyst created a methodology to identify and estimate the number of homeless individuals in the local criminal justice system.

To identify the homeless, the Budget and Legislative Analyst used a list of addresses for 77 shelters and supportive housing sites shared by the Department of Public Health as a proxy for “homeless”. While this method does provide a good overview of the number of homeless persons in the system, there are limitations. First, the Budget and Legislative Analyst chose to include individuals in supportive housing as homeless, even though this population is typically considered to be housed. However, the housing status of this population is often in flux, and therefore, the addresses of supportive housing sites and shelters are a good proxy for individuals who were at the very least, recently homeless.

Second, some homeless persons may have left the address field blank or inputted an inaccurate address. For this reason, the Budget and Legislative Analyst may not have captured the entire homeless population in the local criminal justice system. We did not include blank addresses as the Police Department and the Sheriff’s Department advised that there are instances where people are in shock or simply not in a state to fully disclose all of their information. Therefore, a blank address may not necessarily indicate that a person is homeless.

The Budget and Legislative Analyst requested that the Sheriff’s Department and Recreation and Parks Department use this list to identify those clients with matching addresses, as these two Departments maintained the home addresses of their clients. These two Departments also shared clients who described their address as “homeless” or “transient” or any other marker that might indicate that the client was homeless, as well as the offenses committed by each of the clients over a given time period.

B. Identifying Quality of Life Laws

The Police Department provided the Budget and Legislative Analyst with a list of 36 common quality of life laws active in San Francisco, as shown in Exhibit 1 of this report. The Budget and Legislative Analyst used this list as a working definition of quality of life laws enforced in the City.

C. Estimating City Departments Costs Using an Average Cost per Person (Sheriff Department and Adult Probation Department)

The Budget and Legislative Analyst used one of two methods to estimate the cost incurred by each participating City Department to enforce quality of life laws committed by the homeless.

When possible, the Budget and Legislative Analyst used the estimated average cost per person provided by City Departments to calculate the annual costs incurred. The Budget and Legislative Analyst views this method as the most comprehensive as it not only captures staff time, but also any administrative and miscellaneous costs for enforcement. The Budget and Legislative Analyst Office used this method for the Adult Probation Department and the Sheriff's Department. However, this estimate was not available for the remaining seven City Departments involved in the enforcement process.

To calculate the annual costs incurred by a City Department using this method, the Budget and Legislative Analyst multiplied the average cost per person by the total number of homeless individuals who only violated quality of life laws. The Budget and Legislative Analyst did not include clients who violated quality of life laws, and were also booked on other misdemeanors or felonies, as in these cases, the quality of life law violations were not the reason for arrest.

Adult Probation Department

(Average Cost Per Person x Number of Homeless Persons) = \$5,400 x 1

*As of December 2015

Sheriff's Department

(Cost per day in Jail x Number of Homeless Persons) = \$185 x 189 = \$34,965

*2014 data

D. Estimating City Department Costs Using Staff Time and Workload

(Department of Emergency Management, the Police Department Recreation and Parks Department & 311 Customer Service Center)

The Budget and Legislative Analyst estimated the associated costs using the proportion of staff time spent addressing these violations relative to other duties. There were two ways to compute these estimates.

For the Recreation and Parks Department, the Budget and Legislative Analyst used the salaries of the two full-time Park Patrol Officers dedicated to homeless outreach to estimate the costs incurred.

Recreation and Parks Department

Cost per Park Patrol Officer assigned to Homeless Outreach x Number of Park Patrol Officers assigned to Homeless Outreach = \$94,389 x 2 = \$188,777

*Using the annual salaries budget for FY 2014-2015

For the Police Department, the Department of Emergency Management, and 311 Customer Service Center, the Budget and Legislative Analyst used incident data to estimate the proportion of time spent by staff members to respond specifically to incidents involving the homeless violating quality of life laws, as a proportion of the overall program budget.

Department of Emergency Management (DEM)

$((0.42 \times 0.065) + (0.58 \times 0.063)) \times \text{DEM Emergency Communications Budget}$

The Department of Emergency Management estimated that the team spends approximating 42 percent of their time taking calls, and the remaining 58 percent on resolving incidents (dispatching).

6.5 percent of incidents were related to the homeless violating quality of life laws, and are used as an estimated for the percentage of calls related to these issued. 6.3 percent of dispatches were related to these cases.

Police Department

(1) 2015 Patrol Budget \times 6.5% (percent of all incidents related to the homeless and quality of life laws) = Result (A)

(2) Result (A) \times 0.95 (Percent of 911 Incidents resulting in Police Dispatch)

Patrol Budget includes Outreach Officers, administrative costs, miscellaneous resource expenses, as well as other Patrol Officer time)

311 Customer Service Center

% of calls related to the homeless (.35%) \times 311 Annual Budget

The cost estimate for the 311 Customer Service Center might be above or below actual expenses incurred as staff complete a variety of functions because the 311 Customer Service Center does not track staff time used to respond to calls.

E. Data Considerations and Limitations

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181167
SUBMITTED + PRESENTED
2/28/2019

**SOS! SF needs Safe Organized Spaces.
1,000+ unsheltered residents live in crisis
conditions on our streets and sidewalks.**



**Build political will. Sign the online petition:
www.SafeOrganizedSpaces.org**

"It is not humane to sweep people off of the streets and take their belongings without providing an alternative location" That's a quote from then Supervisor David Campos from 2016.

Do you agree? Here's another quote:

"Sweeping people and saying get out of here is just going to move them from one place to the next." That's a quote from then-Board President London Breed from last year.

Across the political spectrum we agree that we have a public health and safety crisis because thousands of people are living in crisis conditions on our streets.

I'm going to give some good news, some sobering news, and then some more good news.

First, the good news is that through the work of the City and advocates, SF has grown our shelter bed capacity to 2,300 and our supported housing units to 7,700.

Now for the sobering news: Looking at the City's pipeline of shelter beds and housing units for 2019 and 2020, we know that our BEST CASE SCENARIO is that we cut the shelter waitlist in half and still have more than 1,000 people living in crisis conditions on our streets.

Now for the good news of what is possible.

In Dec 2018, CA State permanently adopted building code standards for emergency shelter response that include guidelines for tiny home "emergency shelter cabins", insulated tents on platforms, and baseline services for transitional villages. This could allow SF to lease/sublease public and private land to service organizations with a license agreement, insurance, and baseline State guidelines in order to develop and operate Safe Organized Spaces.

What are Safe Organized Spaces?

Safe Organized Spaces are community-integrated transitional villages that:

- > Meet CA State codes for emergency shelter buildings and service standards;
- > Operate in partnership with property owners, neighbors, and village residents in coordination with existing City services;
- > Activate underutilized public/private land with license agreements, insurance, baseline health and safety standards, a built-in process for multi-stakeholder input & evaluation, and site-specific agreements

Safe Organized Spaces utilize "tiny home" shelters or insulated tents that meet CA State Codes and provide essential services, gathering spaces, on-site support staff, participatory management structure and support, pathways to stable housing and jobs, and a community-integration team.

#1 Request Public Land to Lease/Sublease (Proposed Public/Cal-Trans land and public land assessment)

#2 Matching Funding for Public/Private Partnership for Safe Organized Spaces

- 20 SOS residents (\$250K matching/total of \$500K)
- 100 SOS residents (\$1 million matching/total of \$2 million)
- 1,000 SOS residents (\$10 million matching/total of \$20 million)

#3 Policy to create incentives for subleasing of vacant private land for interim use (or tax disincentives)

My name is Gregory Carey. I am the Chief of Patrol for Castro Community on Patrol, which is one of more than a dozen local organizations that make up the leadership team of the Castro Cares program. Castro Cares has been providing services to street-bound people since 2015 to improve the quality of life for both those on the streets as well as residents and merchants in the Castro and Duboce Triangle neighborhoods.

The reality is that there will always be a visible "homeless" population. There are at least 4 different groups of street-bound people: 1) Long term San Francisco residents with no shelter, 2) "Travelers" who live on local streets for a relatively short time before moving to other neighborhoods or cities, 3) Those who are eligible for a night-time bed in a shelter or Navigation Center, and 4) Those who are in supportive housing, such as SRO hotel rooms. These last two groups are on the streets most days because they are not allowed to be or cannot be expected to stay in their shelters or rooms 24 hours a day.

This suggests the need for some type of ^{daytime} drop-in center, like that provided by North Beach Citizens to allow people to find connections to services as well as a comfortable space to socialize and find services such as access to laundry.

9 { Since the small levels of funding Castro Cares has available cannot make a significant impact compared to the millions provided by the City, we look for innovative ways to either compliment the City programs or help people find their ways through the complex processes of finding housing, medical care, and other services. We employ an outreach worker in conjunction with the San Francisco AIDS Foundation to work with street-bound people on a daily basis to provide help to those in need.

We have recognized the lack of capacity in nearly all of the homeless services. People who are service-ready or housing-ready must wait weeks or months to even begin improving their situation. This includes the wait lists services for addiction or mental illness, but most importantly the availability of any livable housing. Until San Francisco can provide adequate housing, creative answers are needed. The current ad-hoc process of encampments popping up randomly on residential sidewalks is untenable. Having a planned location for people living in tents that includes restroom facilities and some way of heating food without the danger of starting open fires (as happens frequently) can provide relief until more sustainable housing is available.

~~Sanitation~~
Sanitation

Mark D McHale - EVMA prez.
2/28/19

The cost of what's happening in our streets is far more than just service dollars

- Unparalleled human suffering
- The destruction and ruin of our civic spaces
- The constant criminal and physical assault on municipal and private property

Residents avoiding walking trips to shop, dine, visit, enjoy their neighborhood, the threat of physical violence from those suffering severe psychiatric and drug-related mental illness

The negative impact on our visitors, residents and merchants:

- increased vandalism, diminishing sense of safety
- having to deal with all the human waste, trash and detritus daily
- unpredictable and threatening behavior
- overt theft in broad daylight, home and car break ins
- costs of additional security
- reduced foot traffic in both residential and commercial areas
- increasing vacancies, diminishing QOL often cited as one reason of departures

We spend hundreds of millions of dollars annually to address the issues we are facing on our streets, and although we've developed some of the best induction service responses available

- there is no point at which those who need it most are compelled to accept services, we are powerless to help/intercede
- there is a prevailing attitude that there are no consequences for most non-felony crimes or law infractions

We are in desperate need of short term and longer term housing solutions if we are ever going to make meaningful progress