

File No. 220286

Committee Item No. 16

Board Item No. 42

## COMMITTEE/BOARD OF SUPERVISORS

### AGENDA PACKET CONTENTS LIST

Committee: Budget and Finance Committee Date May 25, 2022

Board of Supervisors Meeting Date June 14, 2022

#### Cmte Board

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| <input type="checkbox"/>            | <input type="checkbox"/>            | Resolution                                   |
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| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | Legislative Digest                           |
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | Budget and Legislative Analyst Report        |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Youth Commission Report                      |
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | Introduction Form                            |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Department/Agency Cover Letter and/or Report |
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#### OTHER (Use back side if additional space is needed)

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| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <u>Referral FYI - HSH - 3/25/2022</u>                            |
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <u>Referral CEQA &amp; Findings - 3/25/2022</u>                  |
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <u>CEQA Determination 4/4/2022</u>                               |
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <u>Presidential Action Memo - Transfer LUT to BFC - 4/4/2022</u> |
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | <u>General Plan Referral 5/20/2022</u>                           |
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Completed by: Brent Jalipa Date May 20, 2022

Completed by: Brent Jalipa Date May 31, 2022

1 [Administrative Code - Transitional Housing for Homeless Transitional Age Youth in Haight-  
2 Ashbury]

3 **Ordinance amending the Administrative Code to require the City to acquire at least 20**  
4 **additional dwelling units for use as transitional housing for homeless transitional age**  
5 **youth in the Haight-Ashbury neighborhood no later than March 31, 2023; and to require**  
6 **the Department of Homelessness and Supportive Housing to report to the Board of**  
7 **Supervisors on its progress for such acquisition no later than 120 days after the**  
8 **effective date of this ordinance; affirming the Planning Department’s determination**  
9 **under the California Environmental Quality Act (“CEQA”); and making findings of**  
10 **consistency with the General Plan, and the eight priority policies of Planning Code,**  
11 **Section 101.1.**

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

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

20 Section 1. CEQA and General Plan Findings.

21 (a) The Planning Department has determined that the actions contemplated in this  
22 ordinance comply with the California Environmental Quality Act (California Public Resources  
23 Code Sections 21000 et seq.). Said determination is on file with the Clerk of the Board of  
24 Supervisors in File No. 220286 and is incorporated herein by reference. The Board affirms  
25 this determination.

1 (b) On \_\_\_\_\_, 2022, the Planning Department determined that the actions  
2 contemplated in this ordinance are consistent, on balance, with the City’s General Plan and  
3 eight priority policies of Planning Code Section 101.1. The Board adopts this determination  
4 as its own. A copy of said determination is on file with the Clerk of the Board of Supervisors in  
5 File No. \_\_\_\_\_, and is incorporated herein by reference.

6  
7 Section 2. The Administrative Code is hereby amended by adding Chapter 41H,  
8 consisting of Sections 41H.1 through 41H.8, to read as follows:

9  
10 **CHAPTER 41H: EXPANDING TRANSITIONAL HOUSING FOR TRANSITIONAL AGE**  
11 **YOUTH IN HAIGHT-ASHBURY**

12  
13 **SEC. 41H.1. FINDINGS AND PURPOSE.**

14 (a) Citywide, youth aged 18-24 make up 14% of the City’s homeless population, according  
15 to the last point-in-time count. Youth experiencing homelessness have unique trauma, unique needs,  
16 and face unique barriers. According to the last point-in-time count, approximately two-thirds of youth  
17 experiencing homelessness in San Francisco identify as LGBTQ.

18 (b) The Haight-Ashbury neighborhood (the “Haight-Ashbury”) has long been a place of  
19 refuge to many youth experiencing homelessness. An estimated 48% of youth experiencing  
20 homelessness in San Francisco are homeless because they were displaced from housing in San  
21 Francisco. As the Homeless Youth Alliance has noted, the Haight-Ashbury is a destination for youth  
22 seeking refuge from abusive families, alienating foster care and group home situations, and juvenile  
23 justice system involvement. And yet it is not a particularly safe refuge; these young people encounter  
24 constant threats to both their physical and mental health while on the streets.

1           (c) Housing options for youth in the Haight-Ashbury have been extremely limited. Several  
2 service providers – including Larkin Street Youth Services, Homeless Youth Alliance, and Huckleberry  
3 House – provide services and housing assistance in various forms, but, as of 2022, no new housing  
4 units – temporary or permanent – have been opened for youth in the Haight-Ashbury over the last  
5 decade.

6           (d) Services for youth experiencing homelessness in the Haight-Ashbury enjoys broad  
7 support in the community. Neighborhood organizations, including the Haight Ashbury Merchants  
8 Association, Haight Ashbury Neighborhood Council, and Cole Valley Haight Allies, have supported  
9 efforts including the safe sleeping site and other youth services in the neighborhood. This is further  
10 evidenced by the Haight Ashbury neighborhood voting in overwhelming support of 2018’s Proposition  
11 C, the Our City, Our Home initiative.

12           (e) Notwithstanding this community support, in October 2021, the City abandoned a  
13 planned temporary drop-in center at 730 Stanyan Street after pressure from a small group of vocal  
14 opponents of homeless services in the neighborhood. Despite having over \$10 million in uncommitted  
15 funds for bridge housing for homeless transitional age youth (“TAY”) in the Our City, Our Home  
16 Fund, the program approved by the voters as Proposition C in November 2018, the City also rejected  
17 calls for the purchase of The Red Victorian hotel, a 21-room vacant building on Haight Street that  
18 many urged be acquired for homeless TAY bridge housing.

19           (f) With an ongoing need for transitional housing for youth experiencing homelessness, and  
20 no plan or commitment from the City to acquire, build, or otherwise create such housing despite  
21 possessing the financial resources to do so, this Chapter 41H seeks to direct the City to create such  
22 housing opportunities in the Haight-Ashbury without further delay.

23  
24           **SEC. 41H.2. DEFINITIONS.**

25           For purposes of this Chapter 41H, the following definitions apply:

1 “Acquisition Deadline” means March 31, 2023.

2 “City” means the City and County of San Francisco.

3 “Haight-Ashbury” means the area bounded to the north by Oak Street, to the east by Baker  
4 Street, to the south by Frederick Street and the northern border of Buena Vista Park, and to the west by  
5 Stanyan Street. While the Board recognizes that there are broader definitions of the Haight-Ashbury  
6 neighborhood, the Board intends to use this definition solely for the purpose of this Chapter 41H.

7 “Homeless” means an individual or family that lacks a fixed, regular, and adequate nighttime  
8 residence, and whose primary nighttime residence is one or more of the following: a shelter; a sidewalk  
9 or street; outdoors; a vehicle; a structure not certified or fit for human residence, such as an  
10 abandoned building; a couch used for sleeping in accommodations that are inadequate or overly  
11 crowded; an SRO Unit in which one or more family members are under the age of 18; a transitional  
12 housing program; or in such other location that is unsafe or unstable.

13 “HSH” means the Department of Homelessness and Supportive Housing, or any successor  
14 agency, department, or office.

15 “TAY” means Transitional Age Youth.

16 “TAY Services” means in-person support for TAY, provided by full-time, direct-service  
17 behavioral health and medical staff, with a strong focus on supporting successful exits to permanent  
18 housing.

19 “Transitional Age Youth” means Homeless youth between the ages of 18 and 29, inclusive.

20 “Transitional Housing Unit” means a dwelling unit made available to Transitional Age Youth  
21 for a period of two years or less, with onsite TAY Services.

22  
23 **SEC. 41H.3. ACQUISITION.**

24 Subject to the budgetary and fiscal provisions of the Charter, no later than the Acquisition  
25 Deadline, the City shall acquire, either by purchase or by lease for a period of 10 years or more, or by

1 some combination of purchase and such lease, 20 or more additional dwelling units in Haight-Ashbury  
2 for use as Transitional Housing Units. For the purposes of this requirement, “additional” shall mean  
3 additional as compared to the number of Transitional Housing Units in Haight-Ashbury owned or  
4 leased by the City as of March 22, 2022.

5  
6 **SEC. 41H.4. ADMINISTRATION.**

7 This Chapter 41H shall be administered by HSH. The Director of HSH may adopt regulations  
8 to carry out the provisions and purposes of this Chapter.

9  
10 **SEC. 41H.5. REPORTING.**

11 No later than 120 days after the effective date of this Chapter 41H, HSH shall submit a written  
12 report to the Board of Supervisors describing its progress as it relates to this Chapter. The report shall,  
13 at a minimum, describe the status of the acquisition of the Transitional Housing Units referenced in  
14 Section 41H.3, the steps taken and anticipated to be taken to complete the acquisition and provide TAY  
15 Services at the acquired Transitional Housing Units, and the expected timeline to complete the  
16 acquisition and the provision of TAY Services at the acquired Transitional Housing Units.

17  
18 **SEC. 41H.6. UNDERTAKING FOR THE GENERAL WELFARE.**

19 In enacting and implementing this Chapter 41H, the City is assuming an undertaking only to  
20 promote the general welfare. It is not assuming, nor is it imposing on its officers and employees, an  
21 obligation or duty for breach of which it is liable in money damages or any other relief to any person  
22 who claims that such a breach proximately caused injury.///

23 ///

24 ///

25 ///

1           **SEC. 41H.7. SEVERABILITY.**

2           *If any section, subsection, sentence, clause, phrase, or word of this Chapter 41H, or any*  
3 *application thereof to any person or circumstance, is held to be invalid or unconstitutional by a*  
4 *decision of a court of competent jurisdiction, such decision shall not affect the validity of the remaining*  
5 *portions or applications of this Chapter. The Board of Supervisors hereby declares that it would have*  
6 *enacted this Chapter and every section, subsection, sentence, clause, phrase, and word not declared*  
7 *invalid or unconstitutional without regard to whether any other portion of this Chapter or application*  
8 *thereof would be subsequently declared invalid or unconstitutional.*

9  
10           **SECT. 41H.8. SUNSET DATE.**

11           *Unless extended by ordinance, this Chapter 41H shall continue in effect through December 31,*  
12 *2023 and expire by operation of law on January 1, 2024. Upon expiration of this Chapter, the City*  
13 *Attorney shall cause the ordinance to be removed from the Administrative Code.*

14  
15           Section 3. Effective Date. This ordinance shall become effective 30 days after  
16 enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the  
17 ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board  
18 of Supervisors overrides the Mayor's veto of the ordinance.

19  
20  
21           APPROVED AS TO FORM:  
22           DAVID CHIU, City Attorney

23           By:    /s/ \_\_\_\_\_  
24                    JESSIE ALFARO-CASSELLA  
25                    Deputy City Attorney

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## **LEGISLATIVE DIGEST**

[Administrative Code - Transitional Housing for Homeless Transitional Age Youth in Haight-Ashbury]

**Ordinance amending the Administrative Code to require the City to acquire at least 20 additional dwelling units for use as transitional housing for homeless transitional age youth in the Haight-Ashbury neighborhood no later than March 31, 2023; and to require the Department of Homelessness and Supportive Housing to report to the Board of Supervisors on its progress for such acquisition no later than 120 days after the effective date of this ordinance; affirming the Planning Department’s determination under the California Environmental Quality Act (“CEQA”); and making findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1.**

### Existing Law

The City and County of San Francisco (the “City”) provides an array of transitional and rental housing programs, including for transitional age youth. There is currently no legal requirement for the City to acquire transitional housing units for homeless transitional age youth in the Haight-Ashbury neighborhood.

### Amendments to Current Law

This ordinance would require the City to acquire, via purchase and/or long-term lease, at least 20 additional dwelling units for use as transitional housing for homeless transitional age youth in the Haight-Ashbury neighborhood, beyond those units owned or leased by the City for this purpose as of March 22, 2022, no later than March 31, 2023. This ordinance would also require the Department of Homelessness and Supportive Housing to report on its progress in acquiring such units no later than 120 days after the effective date of this ordinance.



<p><b>Item 16</b>  <b>File 22-0286</b>  <i>(Continued from May 11, 2022)</i></p>	<p><b>Department:</b>  Homelessness &amp; Supportive Housing (HSH)</p>
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**EXECUTIVE SUMMARY**

**Legislative Objectives**

- The proposed ordinance would require HSH to acquire or lease for 10 years at least 20 dwelling units in the Haight-Ashbury neighborhood and provide onsite supportive services to transitional age youth in a Transitional Housing program. The acquisitions must be completed by March 31, 2023.

**Key Points**

- Transitional Housing provides people with a place to temporarily stay while engaging with social services for up to two years. Transitional Housing is considered temporary shelter.
- The Real Estate Division did a preliminary search of properties within the Haight-Ashbury neighborhood. There are currently 11 properties (13 spaces) on the market available for lease and none for sale. The lease sites were not the entire building. No hotels were available for lease and no vacant land was available for lease or purchase. HSH intends to continue to seek out properties to acquire for TAY permanent supportive housing.

**Fiscal Impact**

- Based on the range of costs from property acquisitions since July 2020, purchasing 20 units could range from approximately \$5.7 million to \$9 million. Ongoing operating costs are estimated to be \$400,000 per year.
- Using current HSH contracts as a baseline, leasing, operating, and support service costs for a site-based transitional housing could range from approximately \$715,000 to \$860,000 per year for 20 beds.

**Policy Consideration**

- According to HSH, expansion of the Department’s housing portfolio has been driven by the availability of properties on the market, rather than specific geographic areas. At the recommendation of the Budget & Legislative Analyst, HSH committed to provide an update on policies to govern its property acquisition process by June 2022. Such policies would clarify for the Board of Supervisors and the public how HSH assesses and prioritizes properties for purchase.
- According to the Our City, Our Home 6-Month Projection Report for FY 2021-22, HSH budgeted \$89.1 million for TAY housing, \$30.7 million of which is expected to have been expended by the end of FY 2021-22, leaving \$58.4 million available in FY 2022-23. Because Transitional Housing is considered shelter, to use this \$58.4 million in TAY funding, the proposed ordinance would need to be amended to change the programming requirement from transitional housing to permanent supportive housing.

**Recommendation**

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

**MANDATE STATEMENT**

City Charter Section 2.105 states that all legislative acts shall be by ordinance, approved by a majority of the members of the Board of Supervisors.

**BACKGROUND****Transitional Housing Program**

Transitional Housing provides people with a place to temporarily stay while engaging with social services for up to two years. HSH has a portfolio of approximately 220 Transitional Housing beds across the City as of February 2022. Transitional Housing is considered to be part of HSH's Temporary Shelter portfolio as clients accessing the services are guests and do not have a lease.

**Transitional Aged Youth (TAY) Housing Programs***Transitional Housing*

As of February 2022, HSH provides over 150 beds of dedicated Transitional Housing to serve Transitional Aged Youth (TAY) across six programs. Four of these programs are site-based, while two are scattered site programs. The site-based programs serve an average of 27 guests per site. The site-based program facilities are typically leased by the operating non-profit provider. One of the TAY transitional housing sites, 1020 Haight Street, is located in the Haight-Ashbury neighborhood and provides transitional housing for up to 15 TAY guests. Another transitional housing program, Hamilton Transitional Housing, serves families, which can include parenting TAY. Hamilton Housing is located directly above the Panhandle and is adjacent to the Haight-Ashbury neighborhood. The City does not currently own any of the properties providing Transitional Housing.

*Site-Based Permanent Supportive Housing*

The City has a total portfolio of 264 units of site-based Permanent Supportive Housing for Transitional Age Youth, with another 77 units anticipated to come online in calendar year 2022. There are currently no site-based Permanent Supportive Housing units in the Haight-Ashbury neighborhood.

*Scattered Site Supportive Housing*

In addition, there is a variety of scattered-site supportive housing resources available for TAY. As of May 1, 2022, there are up to 400 slots of Rapid Rehousing subsidies for TAY, which provide time-limited rental assistance and support services. There are also 176 HUD Emergency Housing Vouchers designated for Transitional Age Youth and an additional 53 slots of Flexible Housing Subsidy Pool housing for TAY that are currently under contract and expected to come online by Fall 2022.

**Permanent Supportive Housing (PSH) Expansion**

The City has prioritized acquisitions of properties to support long-term supportive housing which provides a permanent solution to homelessness. Since July 2020, the Department of Homelessness & Supportive Housing (HSH) has received approval to acquire eight properties that provide 987 units (1,485 bedrooms) for new permanent supportive housing. Unlike guests in transitional housing, tenants in Permanent Supportive Housing have a lease. Excluding the one-family property with multi-bedroom units, the average cost per unit has been \$388,852 including improvement costs estimated at the time of purchase. The properties have been located in the Lower Nob Hill, Tenderloin, South of Market, Western Addition, Crocker-Amazon, and Mission neighborhoods. A recently acquired property at 5630 Mission Street will provide up to 52 units of supportive housing for TAY.

The Department identified the properties through a request for information in 2021, which received approximately 100 responses, including two in the Haight-Ashbury neighborhood. However, one was acquired by a separate entity and one was not a residential building.

HSH plans to re-open RFI 100-A with narrowed criteria for properties best suited to provide permanent supportive housing for TAY. HSH plans to include geographic preference in this updated RFI to include key geographic areas within the City including the Haight-Ashbury neighborhood.

**DETAILS OF PROPOSED LEGISLATION**

The proposed ordinance would require HSH to acquire or lease for 10 years at least 20 dwelling units in the Haight-Ashbury neighborhood<sup>1</sup> and provide onsite supportive services to transitional age youth in a Transitional Housing program for a period of two years or less. The acquisitions must be completed by March 31, 2023.

The proposed ordinance would also affirm the Planning Department's determination that the acquisitions are not considered a project under the California Environmental Quality Act (CEQA) and are consistent with the policy priorities of the Planning Code. The ordinance sunsets at the end of December 2023.

**Real Estate Division Survey of Properties**

The Real Estate Division did a preliminary search of properties within Haight-Ashbury. According to the Director of Property, there are currently 11 properties (13 spaces) on the market available for lease and none for sale. None of the offerings were for lease of the entire building. No hotel or hospitality sites are currently available for lease. No vacant land was available for lease or purchase.

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<sup>1</sup> The Haight-Ashbury neighborhood is defined in the ordinance as the area bound by Oak, Baker, Stanyan, and Frederick Streets and the northern border of Buena Vista Park.

Real Estate and HSH estimate that 7,500 square feet would be necessary for a 20-unit TAY facility. The available spaces within the area designated by this ordinance as of May 3, 2022 ranged from 448 square feet to 5,050 square feet, so multiple spaces would have to be leased in order to meet the requirements of the proposed ordinance.

The Director of Property also noted that offerings were predominately multi-tenant commercial or retail spaces with a few offices over retail. It may be difficult to convert these spaces to residential use unless the City could control the entire property. Lease of an entire building would likely only be possible if a landlord had a single tenant that was prepared to leave a suitable building and the City was prepared to step in and lease the entire building. The asking rents ranged from \$41.52 per square foot to \$58.20 per square foot (although there was one outlier at over \$100 per square foot). The outlier aside, the expected annual base rent would range from \$311,400 to \$436,500.

## **FISCAL IMPACT**

### **Property Acquisition**

Based on the range of costs from property acquisitions since July 2020, purchasing 20 units could range from approximately \$5.7 million to \$9 million depending on the characteristics, location, and condition of the building. This acquisition estimate does not include capital costs that may be required for immediate building improvements. Ongoing operating costs are estimated to be \$400,000 per year.

### **Leasing**

Using current HSH contracts as a baseline, leasing, operating, and support service costs for a site-based transitional housing could range from approximately \$715,000 to \$860,000 per year for 20 beds.

## **POLICY CONSIDERATION**

### **Strategic Considerations**

According to HSH, expansion of the Department's housing portfolio has been driven by the availability of properties on the market, rather than specific geographic areas. According to the Director of Property, the proposed ordinance may reduce the City's ability to negotiate on any properties that meet the geographic requirements of the proposed ordinance. We note however, that the City has often has a geographic preference in leasing, for example, when negotiating to continue using community-serving space such as the lease for 2712 Mission Street (22-0171).

At the October 6, 2021 Budget & Finance meeting and at the recommendation of the Budget & Legislative Analyst, HSH committed to provide an update on policies to govern its property acquisition process by June 2022. Such policies would clarify for the Board of Supervisors and the public how HSH assesses and prioritizes properties for purchase.

**Point in Time Count**

According to the 2019 Point in Time Count, there were 1,145 unaccompanied youth under the age of 25 experiencing homelessness. The five largest counts were in the following Supervisorial Districts: District 6 (439), District 10 (253), District 8 (129), District 9 (67), and District 5 (66). In addition, there were 36 homeless youth in Golden Gate Park. HSH expects to have the preliminary results of the 2022 Point in Time Count in June 2022.

**Funding Availability***Proposition C*

According to the Our City, Our Home (OCOH) 6-Month Projection Report for FY 2021-22, HSH budgeted \$89.1 million for TAY housing acquisitions, \$30.7 million of which is expected to have been expended by the end of FY 2021-22, leaving \$58.4 million available in FY 2022-23. Additional funding may be available for TAY acquisitions in FY 2022-23 if the City receives a Homekey Award for 5630 Mission Street (estimated up to \$15.3 million).

Proposition C funding allocated for acquisitions must be used for acquisition of long-term housing where tenants have leases. As the Transitional Housing model does not traditionally provide leases to tenants, HSH does not believe there is funding available from Proposition C to support the acquisition of a site to fund a Transitional Housing Program required by the proposed ordinance. To use this \$58.4 million in TAY funding, the proposed ordinance would need to be amended to change the programming requirement from transitional housing to permanent supportive housing. The spending plan for FY 2022-23 & FY 2023-24 Proposition C funds will be included in the HSH's June 2022 budget request.

*Homekey*

According to HSH, it is possible the City could pursue a future State Homekey Grant to support the acquisition of a property to support an interim housing usage. Without an identified property, it is not possible to speculate on the probability of the City submitting and receiving a Homekey Award for a program fulfilling the requirements of this legislation. HSH anticipates a Notice of Funding Availability for the third round of Homekey funding to be released in October 2022.

**RECOMMENDATION**

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

**Item 12**  
**File 22-0286**

**Department:**  
Homelessness & Supportive Housing (HSH)

## EXECUTIVE SUMMARY

### Legislative Objectives

- The proposed ordinance would require HSH to acquire or lease for 10 years at least 20 dwelling units in the Haight-Ashbury neighborhood and provide onsite supportive services to transitional age youth in a Transitional Housing program. The acquisitions must be completed by March 31, 2023.

### Key Points

- Transitional Housing provides people with a place to temporarily stay while engaging with social services for up to two years. Transitional Housing is considered temporary shelter.
- The Real Estate Division did a preliminary search of properties within the Haight-Ashbury neighborhood. There are currently 11 properties (13 spaces) on the market available for lease and none for sale. The lease sites were not the entire building. No hotels were available for lease and no vacant land was available for lease or purchase. HSH intends to continue to seek out properties to acquire for TAY permanent supportive housing.

### Fiscal Impact

- Based on the range of costs from property acquisitions since July 2020, purchasing 20 units could range from approximately \$5.7 million to \$9 million. Ongoing operating costs are estimated to be \$400,000 per year.
- Using current HSH contracts as a baseline, leasing, operating, and support service costs for a site-based transitional housing could range from approximately \$715,000 to \$860,000 per year for 20 beds.

### Policy Consideration

- According to HSH, expansion of the Department's housing portfolio has been driven by the availability of properties on the market, rather than specific geographic areas. At the recommendation of the Budget & Legislative Analyst, HSH committed to developing formal policies to govern its property acquisition process by June 2022. Such policies would clarify for the Board of Supervisors and the public how HSH assesses and prioritizes properties for purchase.
- According to the Our City, Our Home 6-Month Projection Report for FY 2021-22, HSH budgeted \$89.1 million for TAY housing, \$30.7 million of which is expected to have been expended by the end of FY 2021-22, leaving \$58.4 million available in FY 2022-23. Because Transitional Housing is considered shelter, to use this \$58.4 million in TAY funding, the proposed ordinance would need to be amended to change the programming requirement from transitional housing to permanent supportive housing.

### Recommendation

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

**MANDATE STATEMENT**

City Charter Section 2.105 states that all legislative acts shall be by ordinance, approved by a majority of the members of the Board of Supervisors.

**BACKGROUND****Transitional Housing Program**

Transitional Housing provides people with a place to temporarily stay while engaging with social services for up to two years. HSH has a portfolio of approximately 220 Transitional Housing beds across the City as of February 2022. Transitional Housing is considered to be part of HSH's Temporary Shelter portfolio as clients accessing the services are guests and do not have a lease.

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As of February 2022, HSH provides over 150 beds of dedicated Transitional Housing to serve Transitional Aged Youth (TAY) across six programs. Four of these programs are site-based, while two are scattered site programs. The site-based programs serve an average of 27 guests per site. The site-based program facilities are typically leased by the operating non-profit provider. One of the TAY transitional housing sites, 1020 Haight Street, is located in the Haight-Ashbury neighborhood and provides transitional housing for up to 15 TAY guests. Another transitional housing program, Hamilton Transitional Housing, serves families, which can include parenting TAY. Hamilton Housing is located directly above the Panhandle and is adjacent to the Haight-Ashbury neighborhood. The City does not currently own any of the properties providing Transitional Housing.

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In addition, there is a variety of scattered-site supportive housing resources available for TAY. As of May 1, 2022, there are up to 400 slots of Rapid Rehousing subsidies for TAY, which provide time-limited rental assistance and support services. There are also 176 HUD Emergency Housing Vouchers designated for Transitional Age Youth and an additional 53 slots of Flexible Housing Subsidy Pool housing for TAY that are currently under contract and expected to come online by Fall 2022.

**Permanent Supportive Housing (PSH) Expansion**

The City has prioritized acquisitions of properties to support long-term supportive housing which provides a permanent solution to homelessness. Since July 2020, the Department of Homelessness & Supportive Housing (HSH) has received approval to acquire eight properties that provide 987 units (1,485 bedrooms) for new permanent supportive housing. Unlike guests in transitional housing, tenants in Permanent Supportive Housing have a lease. Excluding the one-family property with multi-bedroom units, the average cost per unit has been \$388,852 including improvement costs estimated at the time of purchase. The properties have been located in the Lower Nob Hill, Tenderloin, South of Market, Western Addition, Crocker-Amazon, and Mission neighborhoods. A recently acquired property at 5630 Mission Street will provide up to 52 units of supportive housing for TAY.

The Department identified the properties through a request for information in 2021, which received approximately 100 responses, including two in the Haight-Ashbury neighborhood. However, one was acquired by a separate entity and one was not a residential building.

HSH plans to re-open RFI 100-A with narrowed criteria for properties best suited to provide permanent supportive housing for TAY. HSH plans to include geographic preference in this updated RFI to include key geographic areas within the City including the Haight-Ashbury neighborhood.

**DETAILS OF PROPOSED LEGISLATION**

The proposed ordinance would require HSH to acquire or lease for 10 years at least 20 dwelling units in the Haight-Ashbury neighborhood<sup>1</sup> and provide onsite supportive services to transitional age youth in a Transitional Housing program for a period of two years or less. The acquisitions must be completed by March 31, 2023.

The proposed ordinance would also affirm the Planning Department's determination that the acquisitions are not considered a project under the California Environmental Quality Act (CEQA) and are consistent with the policy priorities of the Planning Code. The ordinance sunsets at the end of December 2023.

**Real Estate Division Survey of Properties**

The Real Estate Division did a preliminary search of properties within Haight-Ashbury. According to the Director of Property, there are currently 11 properties (13 spaces) on the market available for lease and none for sale. None of the offerings were for lease of the entire building. No hotel or hospitality sites are currently available for lease. No vacant land was available for lease or purchase.

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<sup>1</sup> The Haight-Ashbury neighborhood is defined in the ordinance as the area bound by Oak, Baker, Stanyan, and Frederick Streets and the northern border of Buena Vista Park.



Real Estate and HSH estimate that 7,500 square feet would be necessary for a 20-unit TAY facility. The available spaces within the area designated by this ordinance as of May 3, 2022 ranged from 448 square feet to 5,050 square feet, so multiple spaces would have to be leased in order to meet the requirements of the proposed ordinance.

The Director of Property also noted that offerings were predominately multi-tenant commercial or retail spaces with a few offices over retail. It may be difficult to convert these spaces to residential use unless the City could control the entire property. Lease of an entire building would likely only be possible if a landlord had a single tenant that was prepared to leave a suitable building and the City was prepared to step in and lease the entire building. The asking rents ranged from \$41.52 per square foot to \$58.20 per square foot (although there was one outlier at over \$100 per square foot). The outlier aside, the expected annual base rent would range from \$311,400 to \$436,500.

## FISCAL IMPACT

### Property Acquisition

Based on the range of costs from property acquisitions since July 2020, purchasing 20 units could range from approximately \$5.7 million to \$9 million depending on the characteristics, location, and condition of the building. This acquisition estimate does not include capital costs that may be required for immediate building improvements. Ongoing operating costs are estimated to be \$400,000 per year.

### Leasing

Using current HSH contracts as a baseline, leasing, operating, and support service costs for a site-based transitional housing could range from approximately \$715,000 to \$860,000 per year for 20 beds.

## POLICY CONSIDERATION

### Strategic Considerations

According to HSH, expansion of the Department's housing portfolio has been driven by the availability of properties on the market, rather than specific geographic areas. According to the Director of Property, the proposed ordinance may reduce the City's ability to negotiate on any properties that meet the geographic requirements of the proposed ordinance. We note however, that the City has often has a geographic preference in leasing, for example, when negotiating to continue using community-serving space such as the lease for 2712 Mission Street (22-0171).

At the October 6, 2021 Budget & Finance meeting and at the recommendation of the Budget & Legislative Analyst, HSH committed to developing formal policies to govern its property acquisition process by June 2022. Such policies would clarify for the Board of Supervisors and the public how HSH assesses and prioritizes properties for purchase.

**Point in Time Count**

According to the 2019 Point in Time Count, there were 1,145 unaccompanied youth under the age of 25 experiencing homelessness. The five largest counts were in the following Supervisorial Districts: District 6 (439), District 10 (253), District 8 (129), District 9 (67), and District 5 (66). In addition, there were 36 homeless youth in Golden Gate Park. HSH expects to have the preliminary results of the 2022 Point in Time Count in June 2022.

**Funding Availability**

*Proposition C*

According to the Our City, Our Home (OCOH) 6-Month Projection Report for FY 2021-22, HSH budgeted \$89.1 million for TAY housing acquisitions, \$30.7 million of which is expected to have been expended by the end of FY 2021-22, leaving \$58.4 million available in FY 2022-23. Additional funding may be available for TAY acquisitions in FY 2022-23 if the City receives a Homekey Award for 5630 Mission Street (estimated up to \$15.3 million).

Proposition C funding allocated for acquisitions must be used for acquisition of long-term housing where tenants have leases. As the Transitional Housing model does not traditionally provide leases to tenants, HSH does not believe there is funding available from Proposition C to support the acquisition of a site to fund a Transitional Housing Program required by the proposed ordinance. To use this \$58.4 million in TAY funding, the proposed ordinance would need to be amended to change the programming requirement from transitional housing to permanent supportive housing. The spending plan for FY 2022-23 & FY 2023-24 Proposition C funds will be included in the HSH’s June 2022 budget request.

*Homekey*

According to HSH, it is possible the City could pursue a future State Homekey Grant to support the acquisition of a property to support an interim housing usage. Without an identified property, it is not possible to speculate on the probability of the City submitting and receiving a Homekey Award for a program fulfilling the requirements of this legislation. HSH anticipates a Notice of Funding Availability for the third round of Homekey funding to be released in October 2022.

**RECOMMENDATION**

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



# GENERAL PLAN REFERRAL

May 20, 2022

**Case No.:** 2022-004676GPR  
**Block/Lot No.:** N/A  
**Project Sponsor:** Office of Supervisor Dean Preston  
**Applicant:** Dean Preston – (415) 554-7630  
 dean.preston@sfgov.org  
 1 Dr. Carlton B. Goodlet Place  
 City Hall Room 244  
 San Francisco, CA 94102  
**Staff Contact:** Danielle Ngo – (628) 652-7591  
 danielle.ngo@sfgov.org  
**Recommended By:**   
 AnMarie Rodgers, Director of Citywide Policy  
 For Rich Hillis, Director of Planning

**Recommendation:** Finding the project, on balance, is **in conformity** with the General Plan

## Project Description

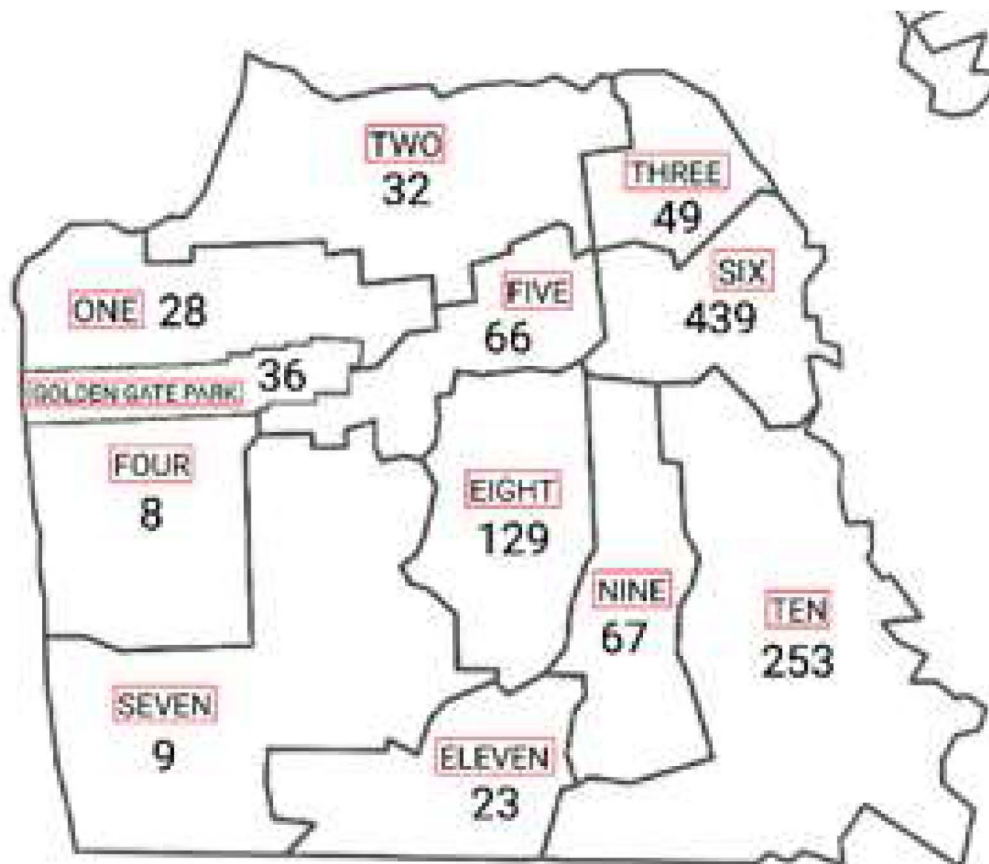
The project, Board File No. 220286, would amend the Administrative Code to require that the City acquire at least 20 additional dwelling units (or “housing units”) for use as transitional housing for homeless transitional age youth (TAY) in the Haight-Ashbury neighborhood no later than March 31, 2023. The Ordinance is sponsored by Supervisor Dean Preston. This General Plan Referral analyzes the proposal for consistency with the General Plan. As defined by the proposed ordinance, homeless TAY are youth between the ages of 18-29 (inclusive) who lack a fixed, regular, and adequate nighttime residence.

An estimated 48% of youth experiencing homelessness in San Francisco are homeless because they were displaced from housing in San Francisco (Source: Homeless Youth Alliance). The Haight-Ashbury is a destination for youth seeking refuge from abusive families, alienating foster care and group home situations, and juvenile justice system involvement (Homeless Youth Alliance).

Transitional housing provides people with a place to temporarily stay while engaging with social services for up to two years. In this proposed ordinance, the transitional housing for homeless TAY would be acquired or leased by the Department of Homelessness & Supportive Housing (HSH) for 10 years and would provide onsite supportive services. The transitional housing would be part of the HSH’s Temporary Shelter portfolio as clients would access the services as guests and would not have a lease.

As of February 2022, HSH provides over 150 beds of dedicated transitional housing to serve TAY, typically leased by operating non-profit providers. There is one transitional housing site for TAY in the Haight-Ashbury that serves up to 15 people. There are no permanent supportive housing units for TAY in the Haight-Ashbury (San Francisco Board of Supervisors, Budget and Legislative Analyst, May 2022).

The Haight-Ashbury, neighborhood is not the only neighborhood with TAY needs. The San Francisco 2019 point-in-time count produced the following map recording the count of unaccompanied children and TAY.<sup>1</sup>



<sup>1</sup> “San Francisco Youth Homeless Count and Survey, Comprehensive Report 2019”. Report produced by Applied Survey Research. Pg 9. [https://hsh.sfgov.org/wp-content/uploads/2020/01/2019HIRDReport\\_SanFranciscoYOUTH\\_FinalDraft-1.pdf](https://hsh.sfgov.org/wp-content/uploads/2020/01/2019HIRDReport_SanFranciscoYOUTH_FinalDraft-1.pdf)

In the General Plan Objectives and Policies referenced below, the text, first and foremost, prioritizes increasing the City’s stock of permanently affordable housing to reduce homelessness and the risk of homelessness. Transitional affordable housing, as outlined by the proposed ordinance, is different than permanent affordable housing in that residents are only permitted to live on-site for a period of two years or less. Transitional housing can offer housing security, with services, for a limited time only. However, transitional housing can benefit TAY insofar as the resources needed for acquisition for transitional housing do not reduce the City’s capacity to provide TAY with permanently affordable housing.

A General Plan Referral is required because the proposed ordinance concerns the acquisition of property by the City.

## Environmental Review

On 05/17/2022, the Planning Department determined that the project (the Ordinance) is not defined as a project under CEQA Guidelines Sections 15378 and 15060(c)(2) because it would not result in a direct or indirect physical change in the environment.

## General Plan Compliance and Basis for Recommendation

As described below, the Project is consistent with the Eight Priority Policies of Planning Code Section 101.1 and is, on balance, in conformity with the Objectives and Policies of the General Plan.

Note: General Plan Objectives are shown in **BOLD UPPER CASE** font; Policies are in **Bold** font; supporting text is indented in standard font; and staff comments are in *italic* font.

### HOUSING ELEMENT

#### OBJECTIVE 1

**IDENTIFY AND MAKE AVAILABLE FOR DEVELOPMENT ADEQUATE SITES TO MEET THE CITY’S HOUSING NEEDS, ESPECIALLY PERMANENTLY AFFORDABLE HOUSING.**

*The first objective of the Housing Element prioritizes increasing the City’s stock of permanently affordable housing to reduce homelessness and the risk of homelessness. Transitional affordable housing, as outlined by the proposed ordinance, is different than permanent affordable housing in that residents are only permitted to live on-site for a period of two years or less. Transitional housing can offer housing security, with services, for a limited time only.*

#### POLICY 1.3

Work proactively to identify and secure opportunity sites for permanently affordable housing.

*The Project is a requirement for the City to purchase additional housing units, specifically, at least 20 additional dwelling units for use as transitional housing for homeless TAY in the Haight-Ashbury. This would increase the City's inventory of transitional affordable housing. Increasing the stock of transitional affordable housing, as outlined by the Ordinance, will benefit transitional age youth insofar as the acquisition requirement do not reduce the City's capacity to provide TAY with permanently affordable housing.*

#### **OBJECTIVE 4**

#### **FOSTER A HOUSING STOCK THAT MEETS THE NEEDS OF ALL RESIDENTS ACROSS LIFECYCLES.**

##### **POLICY 4.3**

**Provide a range of housing options for residents with special needs for housing support and services.**

**Supporting Text to POLICY 4.3:** Populations in need of support include the physically and mentally disabled; those suffering from mental illness, cognitive impairment; or dementia; or those suffering from severe illness such as AIDS. They also include people undergoing transitions, such as those trying to exit homelessness, aging out of foster care, leaving a hospital or institutional care; or populations in need of special security, such as transgender individuals. . . .

Of particular importance are the ancillary social and medical service facilities, employment or advocacy services that enable positive living for members of in-need populations. The link to services is critical- in some cases, intensive case management and availability of services can make the difference between someone becoming institutionalized or homeless, or remaining in their own home. Therefore, support facilities need to be located on-site, or integrated into neighborhoods within close pedestrian or transit access from residences. . . .

*While the Project is not providing permanently affordable housing, it is offering supportive services and a limited stay housing option for Transitional Age Youth.*

##### **POLICY 4.6**

**Ensure that new permanently affordable housing is located in all of the city's neighborhoods, and encourage integrated neighborhoods, with a diversity of unit types provided at a range of income levels.**

*The Project defines the Haight-Ashbury as the area bounded to the north by Oak Street, to the east by Baker Street, to the south by Frederick Street and the northern border of Buena Vista Park, and to the west by Stanyan Street. There are a few factors of the Haight-Ashbury's housing stock which indicate there is opportunity to expand affordable housing options. First, in the Evaluation of the 2014 Housing Element (Draft March 2022), the Haight-Ashbury is identified as an area with less than 300 total units of housing production from 2005-2019, far fewer relative to areas like Financial District, South of Market, Mission Bay, and Potrero Hill who have produced 3,001-8,721 units. Second, in the Housing Element Update 2022: Sites Inventory and Rezoning Program (Draft March 2022), the Haight-Ashbury is identified as an area with less than 1,000 of probable units that are currently underutilized and/or vacant for housing, with relatively few units in the pipeline of publicly funded affordable housing production and preservation as compared to the rest of the City. Third, the Haight-Ashbury is identified as an area considered for additional height and/or density to generate enough sites to meet the City's Regional Housing Needs Allocation for 2023-2031. With these factors considered, the Project would require the City to*

*increase its inventory of affordable housing in a neighborhood that has historically not contributed significantly to the City's housing stock.*

## OBJECTIVE 6

### REDUCE HOMELESSNESS AND THE RISK OF HOMELESSNESS.

Supporting Text to OBJECTIVE 6: The policies of the 1980s that regarded temporary shelter as an acceptable housing plan for homeless households has been superseded by an increased focus on permanent supportive housing programs.

#### POLICY 6.1

Prioritize permanent housing and service-enriched solutions while pursuing both short- and long-term strategies to eliminate homelessness.

Supporting Text to POLICY 6.1: While shelters can provide an alternative to sleeping on the streets, they do little to address the underlying causes. . . A permanent solution to homelessness requires permanent affordable housing.

*The Project is a requirement for the City to purchase additional transitional housing units, specifically, at least 20 additional dwelling units for use as transitional housing for homeless TAY. As defined by the Ordinance, transitional housing refers to a dwelling unit made available to TAY for a period of two years or less, with onsite TAY services. TAY services refers to in-person support provided by full-time, direct-service behavioral health and medical staff, with a strong focus on supporting successful exits to permanent housing. The provision of housing with TAY Services would offer significant assistance to TAY, if only for a period of two years, would likely be superior to shelters. Permanent housing would be superior to housing limited to no more than a two year stay.*

### Planning Code Section 101 Findings

Planning Code Section 101.1 establishes Eight Priority Policies and requires review of discretionary approvals and permits for consistency with said policies. The Project is found to be consistent with the Eight Priority Policies as set forth in Planning Code Section 101.1 for the following reasons:

1. That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced;

*The Project would not have a negative effect on existing neighborhood-serving retail uses and will not have a negative effect on opportunities for resident employment in and ownership of neighborhood-serving retail.*

2. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods;

*The Project would not have a negative effect on housing or neighborhood character.*

3. That the City's supply of affordable housing be preserved and enhanced;

*The Project would not have an adverse effect on the City's existing supply of affordable housing. Rather, the Project would enhance the supply of affordable housing by increasing the number of transitional housing units by at least 20.*

4. That commuter traffic not impede MUNI transit service or overburden our streets or neighborhood parking;

*The Project would not result in commuter traffic impeding MUNI transit service or overburdening the streets or neighborhood parking.*

5. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced;

*The Project would not cause displacement of the industrial or service sectors due to office development, and future opportunities for resident employment or ownership in these sectors would not be impaired.*

6. That the City achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake;

*The Project would not have an adverse effect on City's preparedness against injury and loss of life in an earthquake.*

7. That the landmarks and historic buildings be preserved;

*The Project would not have an adverse effect on the City's Landmarks and historic buildings.*

8. That our parks and open space and their access to sunlight and vistas be protected from development;

*The Project would not have an adverse effect on the City's parks and open space and their access to sunlight and vistas.*

**Recommendation: Finding the project, on balance, is in conformity with the General Plan**

**Attachments: None**



BOARD of SUPERVISORS



City Hall  
1 Dr. Carlton B. Goodlett Place, Room 244  
San Francisco, CA 94102-4689  
Tel. No. (415) 554-5184  
Fax No. (415) 554-5163  
TDD/TTY No. (415) 554-5227

## MEMORANDUM

TO: Rich Hillis, Director, Planning Department  
Lisa Gibson, Environmental Review Officer, Planning Department

FROM: Erica Major, Assistant Clerk, Land Use and Transportation Committee

DATE: March 25, 2022

SUBJECT: LEGISLATION INTRODUCED

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The Board of Supervisors' Land Use and Transportation Committee has received the following proposed legislation, introduced by Supervisor Preston on March 22, 2022:

**File No. 220286**

**Ordinance amending the Administrative Code to require the City to acquire at least 20 additional dwelling units for use as transitional housing for homeless transitional age youth in the Haight-Ashbury neighborhood no later than March 31, 2023; and to require the Department of Homelessness and Supportive Housing to report to the Board of Supervisors on its progress for such acquisition no later than 120 days after the effective date of this ordinance; affirming the Planning Department's determination under the California Environmental Quality Act ("CEQA"); and making findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1.**

This legislation is being transmitted to you for environmental review and requesting findings per the legislation.

cc: Tina Tam, Planning Department  
Corey Teague, Planning Department  
Devyai Jain, Planning Department  
AnMarie Rodgers, Planning Department  
Dan Sider, Planning Department  
Aaron Starr, Planning Department  
Joy Navarrete, Planning Department  
Don Lewis, Planning Department

Not defined as a project under CEQA Guidelines Sections 15378 and 15060(c)(2) because it would not result in a direct or indirect physical change in the environment.

4/4/2022

*Joy Navarrete*

BOARD of SUPERVISORS



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San Francisco, CA 94102-4689  
Tel. No. (415) 554-5184  
Fax No. (415) 554-5163  
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## MEMORANDUM

TO: Shireen McSpadden, Executive Director, Department of Homelessness and Supportive Housing

FROM: Erica Major, Assistant Clerk, Land Use and Transportation Committee

DATE: March 25, 2022

SUBJECT: LEGISLATION INTRODUCED

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If you have comments or reports to be included with the file, please forward them to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102 or by email at: [erica.major@sfgov.org](mailto:erica.major@sfgov.org).

Board of Supervisors  
Land Use and Transportation Committee  
Referral  
Page 2

cc: Dylan Schneider, Department of Homelessness and Supportive Housing  
Emily Cohen, Department of Homelessness and Supportive Housing  
Bridget Badasow, Department of Homelessness and Supportive Housing

BOARD of SUPERVISORS



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Joy Navarrete, Planning Department  
Don Lewis, Planning Department

President, District 10  
BOARD of SUPERVISORS



City Hall  
1 Dr. Carlton B. Goodlett Place, Room 244  
San Francisco, CA 94102-4689  
Tel. No. 554-6516  
Fax No. 554-7674  
TDD/TTY No. 544-6546

**Shamann Walton**

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**PRESIDENTIAL ACTION**

Date: 4/5/2022

To: Angela Calvillo, Clerk of the Board of Supervisors

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Madam Clerk,

Pursuant to Board Rules, I am hereby:

Waiving 30-Day Rule (Board Rule No. 3.23)

File No. \_\_\_\_\_

\_\_\_\_\_  
(Primary Sponsor)

Title. \_\_\_\_\_

Transferring (Board Rule No 3.3)

File No. \_\_\_\_\_

220286

Preston

\_\_\_\_\_  
(Primary Sponsor)

Title. Administrative Code - Transitional Housing for Homeless Transitional  
Age Youth in Haight- Ashbury

From: Land Use & Transportation

Committee

To: Budget & Finance

Committee

Assigning Temporary Committee Appointment (Board Rule No. 3.1)

Supervisor: \_\_\_\_\_

Replacing Supervisor: \_\_\_\_\_

For: \_\_\_\_\_

(Date)

\_\_\_\_\_  
(Committee)

Meeting

Start Time: \_\_\_\_\_ End Time: \_\_\_\_\_

Temporary Assignment:  Partial  Full Meeting

  
\_\_\_\_\_  
Shamann Walton, President  
Board of Supervisors

# Introduction Form

By a Member of the Board of Supervisors or Mayor

Time stamp  
or meeting date

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

- 1. For reference to Committee. (An Ordinance, Resolution, Motion or Charter Amendment).
- 2. Request for next printed agenda Without Reference to Committee.
- 3. Request for hearing on a subject matter at Committee.
- 4. Request for letter beginning : "Supervisor  inquiries"
- 5. City Attorney Request.
- 6. Call File No.  from Committee.
- 7. Budget Analyst request (attached written motion).
- 8. Substitute Legislation File No.
- 9. Reactivate File No.
- 10. Topic submitted for Mayoral Appearance before the BOS on

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

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

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

Sponsor(s):

Subject:

The text is listed:

Signature of Sponsoring Supervisor: