

1 [Administrative Code - Navigation Centers, Transitional Housing Facilities, and Permanent  
2 Housing Facilities for the Homeless]

3 Ordinance amending the Administrative Code to require the Department of  
4 Homelessness and Supportive Housing (HSH) to open a Navigation Center, transitional  
5 housing facility, or permanent housing facility for formerly homeless persons (New  
6 Homeless Facilities), within six months in each of two supervisorial districts where no  
7 Navigation Center currently exists, and to open at least one Navigation CenterNew  
8 Homeless Facility within ~~30~~36 months in each supervisorial district where no  
9 Navigation Center currently exists; to revise the operational standards for Navigation  
10 Centers by, among other things, allowing Navigation Centers to serve up to 130  
11 residents, and specifying that each Navigation Center must allow residents to reside at  
12 the Center for at least 90 days, and to continue in residence so long as they are  
13 participating in assigned services; to require each Navigation CenterNew Homeless  
14 Facility to develop a “Good Neighbor Policy” and a plan to conduct outreach to people  
15 experiencing homelessness in the surrounding neighborhood-~~surrounding the Center~~;  
16 to require HSH to develop “Fair Share Siting Criteria” to inform the selection of sites  
17 for Navigation CentersNew Homeless Facilities; to require all City departments that  
18 have site control over real property within the City and County of San Francisco to  
19 produce a list of sites that could support a New Homeless Facility; to provide that the  
20 Shelter Monitoring Committee shall have the power and duty to visit and monitor  
21 conditions at Navigation Centers, in addition to shelters; and affirming the Planning  
22 Department’s determination under the California Environmental Quality Act.

23 NOTE: **Unchanged Code text and uncodified text** are in plain Arial font.  
24 **Additions to Codes** are in *single-underline italics Times New Roman font*.  
25 **Deletions to Codes** are in *strikethrough italics Times New Roman font*.  
**Board amendment additions** are in double-underlined Arial font.  
**Board amendment deletions** are in ~~strikethrough Arial font~~.

**Asterisks (\* \* \* \*)** indicate the omission of unchanged Code subsections or parts of tables.

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

Section 1. Environmental Findings.

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

Section 2. Findings.

(a) San Francisco faces a significant challenge in its efforts to assist people who are experiencing unsheltered homelessness. The 2019 San Francisco Point-in-Time Count estimated 9,784 individuals experiencing homelessness, with approximately 5,180 of those individuals living unsheltered, on any given night. The length of the City’s shelter waitlist has grown steadily since 2014, and consistently there have been more than 1,000 people waiting to access a 90-day bed.

(b) The Navigation Center model was first piloted in March 2015 to provide a low-barrier, service-rich alternative to traditional homeless shelters, with the goal of transitioning people off the streets and into longer-term solutions. Since then, the Department of Homelessness and Supportive Housing (“HSH”) has opened eight Navigation Centers, six of which are still in operation as of April 2019. According to HSH, 46% of clients who access a Navigation Center “exit” homelessness, which is defined as obtaining permanent housing, securing temporary housing, or being reunified with family or friends through the Homeward

1 Bound program. Between March 2015 and February 2019, 3,606 different individuals were  
2 served by a Navigation Center.

3 (c) Navigation Centers have been opened in only three of the eleven supervisorial  
4 districts, even though 1) the Board of Supervisors has declared there to be a “shelter crisis” in  
5 the City, 2) the Navigation Center model has proven to be successful, and 3) a significant  
6 number of people experience homelessness in every supervisorial district.

7 (d) Mayors Ed Lee and London Breed have expressed support for having  
8 Navigation Centers in every supervisorial district. In 2017, Mayor Lee asked every Supervisor  
9 to identify a site in their district for a Navigation Center, and in 2019, Mayor Breed declared in  
10 her State of the City address that, “every part of our city, every neighborhood must be open to  
11 being part of the solution.”

12 (e) The San Francisco Chamber of Commerce’s 2017 Dignity Health CityBeat Poll  
13 found that 60% of respondents identified homelessness and street behavior as a major issue  
14 facing San Francisco, 90% of respondents said they support Navigation Centers, 77% of  
15 respondents said they support having Navigation Centers in their neighborhoods, and 79%  
16 said they support giving budget priority to creating enough shelter beds.

17 (f) Los Angeles and Washington, D.C., which both have significant numbers of  
18 people experiencing homelessness, have mandated that at least one shelter be opened in  
19 every Council District and Ward, respectively. Similarly, New York City has adopted “Fair  
20 Share Criteria” that require the city to consider fair and equitable geographic distribution when  
21 siting homeless shelters and services. San Francisco currently has no such policy requiring  
22 geographic equity when siting shelters or Navigation Centers.

23 (g) Mayor London Breed announced in October 2018 that she plans to open 1,000  
24 new shelter beds by 2020 to clear the City’s nightly waitlist for shelter.

1 (h) Homelessness is a public health issue that impacts the entire City of San  
2 Francisco, not just select parts of the City. The current distribution of shelters and Navigation  
3 Centers is densely concentrated and does not provide geographic equity, preventing San  
4 Francisco from providing resources on a city-wide scale.

5 (i) In supervisorial districts that may not have parcels or locations that meet  
6 applicable health, safety, and/or building code requirements to accommodate the size of a  
7 Navigation Center as set forth in Administrative Code Sec. 106.2(b), there may be sites  
8 suitable for permanent supportive housing or transitional facilities for persons who are  
9 experiencing homelessness.

10  
11 Section 3. Chapter 106 of the Administrative Code is hereby amended by revising  
12 Section 106.2 and adding Section 106.3-1, to read as follows:

13  
14 **SEC. 106.2. OPERATIONAL REQUIREMENTS FOR NAVIGATION CENTERS.**

15 (a) Each Navigation Center shall perform a comprehensive assessment of a resident's needs  
16 within ~~72 hours~~ five days of the resident's admission to the Navigation Center. After completing the  
17 assessment, the Navigation Center shall prepare an individualized plan ("Care Plan") that will list the  
18 services and programs that are necessary to support and stabilize the resident, and identify the  
19 providers of those services and programs if located off-site. Such services and programs may include,  
20 but are not limited to: medical services, behavioral health services, educational programs, public  
21 benefit programs, job readiness programs, ~~intensive~~ case management, substance use and addiction  
22 treatment, and housing programs. The Care Plan shall establish a timeline for the resident's  
23 participation in and/or use of the programs and services that are listed.

24 (ab) Each Navigation Center shall offer the following services:  
25

1 (1) Beds for no fewer than 40 and no more than ~~100~~30 residents at a time,  
2 including, to the extent feasible, flexible housing arrangements whereby groups, families, and  
3 couples may stay together, provided that the ~~100~~30-resident cap may be exceeded at a  
4 specific Navigation Center or Centers upon a written finding by the City Administrator that  
5 exceeding the cap is necessary and appropriate, and the reason or reasons therefor, and that it  
6 would not compromise the objectives of this Chapter 106 or the operations of the affected  
7 Navigation Center or Centers. Beds provided under this subsection (b)(1) must consist of a mattress  
8 that is elevated from the ground by a frame or other structure;

9 (2) Adequate showers and bathroom facilities;

10 (3) Adequate and secure storage for active residents' personal property;

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

15 (5) ~~Frequent~~Daily ~~A~~access to on-site health services, including mental health  
16 services, drug and alcohol treatment, and harm reduction interventions conforming to the  
17 Department of Public Health's Policy on Harm Reduction, as that policy may be amended  
18 from time to time;

19 (6) Intensive one-on-one case management to help connect people to housing  
20 and support their participation in their Care Plan;

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

24 (8) To the maximum extent feasible, a site that is at least 10,000 square feet  
25 in size, including outdoor space located within the boundaries of the Navigation Center site

1 where residents may congregate, and that includes sufficient on-site office space where residents  
2 can meet with staff in a private setting; and

3 (9) Three meals per day.;

4 (10) Access to laundry facilitiesservices;

5 (11) Access to t-transportation to appointments that a resident must attends as a  
6 condition of the resident's Care Plan; and

7 (12) FrequentDaily activities that provide residents the opportunity to build new  
8 skills and improve their emotional and physical health.

9 (bc) Each Navigation Center shall allow residents to keep their pets with them.

10 (e) ~~At least one Navigation Center shall focus on the needs of homeless persons, aged 18-~~  
11 ~~29, who have experienced street homelessness.~~

12 (d) ~~The City Administrator shall explore the feasibility of operating one Navigation Center~~  
13 ~~as a managed alcohol shelter that would allow residents to consume alcohol within the facility, and~~  
14 ~~would provide those residents with alcohol treatment and supportive shelter services.~~

15 (d) Upon a resident's admission, and every two weeks thereafter, each Navigation Center  
16 shall conduct a Wellness Check consisting of an assessment of the resident's immediate physical and  
17 mental health needs.

18 (e) Each Navigation Center shall ensure that there is at least one staff person on-site at all  
19 times who is responsible for addressing resident concerns and responding to emergencies.

20 (f) Each Navigation Center shall allow residents to reside at the Navigation Center for a  
21 continuous stay of not less than 90 days. A Navigation Center shall allow a resident to reside at the  
22 Navigation Center beyond the initial 90-day stay so long as the resident is participating in the  
23 programs and/or services identified in the resident's Care Plan. Nothing in this subsection (f) is  
24 intended to limit the closing of a Navigation Center, as permitted under Section 106.3, or an  
25 operator's ability to issue a denial of service.

1           (g) For each resident whose residence at a Navigation Center ends, each Navigation Center  
2 shall use its best efforts to:

3           — (1) — Conduct an exit interview with the resident and develop a plan for the  
4 resident’s continued access to programs and services; and,

5           — (2) — Maintain contact with the resident for not less than 60 days to support the  
6 resident’s continued access to and participation in programs and services.

7           (h) Each Navigation Center shall accept referral of residents from a variety of City  
8 agencies the Department of Public Health, the Department of Public Works, the Police  
9 Department, including but not limited to, the Department of Homelessness and Supportive Housing  
10 (“HSH”), and community based organizations any nonprofit partners that have been funded by  
11 HSH to coordinate such referrals. By no later than 120 days after the effective date of the  
12 ordinance amending this Section 106.2 and adding Section 106.3-1, in Board File No.  
13 190418, HSH shall develop guidelines for community based organizations to refer clients with  
14 unique needs to Navigation Centers. The City shall provide transportation to an individual who is  
15 referred to a Navigation Center for initial admission, where such individual is unable to get to the  
16 Navigation Center without assistance.

17           (i) Each Navigation Center shall establish a written grievance policy that describes the  
18 manner in which residents may file complaints and contest decisions made by the Navigation Center,  
19 including but not limited to, decisions to terminate a resident’s stay based on a finding that the resident  
20 is not participating in the programs and/or services identified in the resident’s Care Plan.

21  
22           **SEC. 106.3-1. REQUIREMENT TO OPEN NEW NAVIGATION CENTERS,**  
23 **TRANSITIONAL HOUSING FACILITIES, OR PERMANENT HOUSING FACILITIES FOR**  
24 **FORMERLY HOMELESS PERSONS.**

25           (a) Definitions.

1 “Navigation Center” shall mean a shelter meeting the definition in Section 106.1, and all the  
2 operational requirements of subsections 106.2(a)-(i).

3 “Permanent Housing Facility for Formerly Homeless Persons” means a facility that  
4 provides long-term housing to persons who have experienced homelessness, including but  
5 not limited to permanent supportive housing, cooperative living, as defined in Administrative  
6 Code Section 117.1, and residential units that are master-leased by the City.

7 “Transitional Housing Facility” means a facility that provides temporary housing to  
8 persons who have experienced homelessness, including but not limited to Safe Overnight  
9 Parking Lots, as defined in Administrative Code Section 119.2, residential facilities with  
10 behavioral health treatment, and tiny homes.

11 (b) **Requirement to Open New Navigation Centers, Transitional Housing Facilities,**  
12 **or Permanent Housing Facilities for Formerly Homeless Persons.**

13 (1) By no later than six months after the effective date of the ordinance enacting this  
14 Section 106.3-1 in Board File No. 190418, HSH, with the assistance of all other appropriate City  
15 departments, shall open Navigation Centers, Transitional Housing Facilities, or Permanent  
16 Housing Facilities for Formerly Homeless Persons (collectively, “New Homeless Facilities”), in  
17 at least two supervisorial districts in which no Navigation Center was operating on April 16, 2019-, as  
18 informed by the Fair Share Siting Criteria feasibility analysis set forth in subsection 106.3-1(d).

19 (2) By no later than ~~30~~36 months after the effective date of the ordinance enacting  
20 this Section 106.3-1 in Board File No. 190418, HSH, with the assistance of all other appropriate City  
21 departments, shall open at least one ~~Navigation Center~~ New Homeless Facility, as informed by  
22 the Fair Share Siting Criteria feasibility analysis set forth in subsection 106.3-1(d), in each  
23 supervisorial district in which no Navigation Center was operating on April 16, 2019. ~~Navigation~~  
24 ~~Centers~~New Homeless Facilities opened under subsection (b)(1) shall count toward the requirement  
25 imposed by this subsection (b)(2).



1                   (3) If HSH opens any ~~Navigation Centers~~ New Homeless Facilities between the  
2 introduction of the aforementioned ordinance and its effective date, such ~~Navigation Centers~~ New  
3 ~~Homeless Facilities~~ may count toward the requirements imposed by subsections (b)(1) and (b)(2).

4                   (4) After selecting a site where a ~~Navigation Center~~ New Homeless Facility may  
5 be located, but before approving the opening of a ~~Navigation Center~~ New Homeless Facility on that  
6 site, the Director of HSH, in consultation with the member of the Board of Supervisors who represents  
7 the district in which the identified site is located, shall conduct a thorough community outreach process  
8 with neighboring residents and businesses, neighborhood associations, and merchant associations  
9 regarding the site selection. The community outreach process shall consist of no fewer than three  
10 community meetings. For purposes of this subsection (b)(4), “approving” shall have the meaning set  
11 forth in Section 79.2(a) of the Administrative Code.

12                   (5) To support productive and communicative relationships between a ~~Navigation~~  
13 ~~Center~~ New Homeless Facility and its neighbors, each ~~Navigation Center~~ New Homeless Facility  
14 shall develop a Good Neighbor Policy. The Good Neighbor Policy shall, at a minimum:

15                   (A) Identify a dedicated telephone hotline number for neighbors to use to  
16 communicate concerns about the ~~Navigation Center~~ New Homeless Facility:

17                   (B) Identify strategies that the ~~Navigation Center~~ New Homeless Facility  
18 will employ to limit noise from within the facility and discourage loitering in the area surrounding or  
19 nearby the facility; and

20                   (C) Identify services that will be employed to maintain the cleanliness of the  
21 area surrounding or nearby the facility.

22                   (6) Upon opening a ~~Navigation Center~~ New Homeless Facility, the Director of  
23 HSH shall identify Dedicated Outreach Zones in areas surrounding or nearby the ~~Navigation Center~~  
24 ~~New Homeless Facility~~, and shall develop an outreach plan in consultation with the Supervisor of the  
25 district in which the ~~Navigation Center~~ New Homeless Facility is located. During the operation of

1 the Navigation Center New Homeless Facility, outreach teams associated with HSH's  
2 Homeless Outreach Team (“HOT Team”) shall engage in outreach efforts to people experiencing  
3 homelessness in the Dedicated Outreach Zones, and shall provide a weekly report to the Director  
4 relaying the number people to whom the HOT Team offered services, and of those persons,  
5 the number who accepted services, the number who declined services, and the reasons for  
6 such declines.

7 (c) Navigation Centers **New Homeless Facilities Supporting Specific Populations.**

8 HSH may operate any of the Navigation Centers, New Homeless Facilities opened during the  
9 3036-month period referenced in subsection (b)(2) to meet the needs of one or more of the specific  
10 populations as described in subsections (c)(1)-(c)(6) below.

11 (1) At least one Navigation Center New Homeless Facility may be operated as a  
12 managed alcohol shelter that allows residents to consume alcohol within the facility, and that provides  
13 residents with alcohol treatment and supportive services.

14 (2) At least one Navigation Center New Homeless Facility may focus on the  
15 needs of homeless persons between the ages of 18 and 29 (transitional-aged youth), inclusive, who have  
16 experienced street homelessness.

17 (3) At least one Navigation Center New Homeless Facility may focus on serving  
18 transgender and gender non-conforming individuals who may be experiencing homelessness.

19 (4) At least one Navigation Center New Homeless Facility may focus on  
20 providing safe space and on-site services to individuals who live in cars and recreational vehicles.

21 (5) At least one Navigation Center New Homeless Facility may focus on the  
22 needs of another specific population experiencing homelessness, as determined by HSH, in consultation  
23 with the member of the Board of Supervisors who represents the district in which the identified site is  
24 located.

1                   (6) At least one ~~Navigation Center~~ New Homeless Facility may focus on serving  
2 homeless persons aged 62 and above.

3                   (7) At least one New Homeless Facility may focus on providing safe space  
4 and on-site services to veterans who may be experiencing homelessness.

5                   (d) **Fair Share Siting Criteria.** By no later than 60 days after the effective date of the  
6 ordinance enacting this Section 106.3-1 in Board File No. 190418, HSH, in consultation with other  
7 City departments as HSH deems appropriate, shall adopt Fair Share Siting Criteria that includes a  
8 feasibility analysis for siting Navigation Centers and Transitional Housing Facilities and  
9 Permanent Supportive Housing, to inform the selection of sites for ~~Navigation Centers~~ New  
10 Homeless Facilities that consider the fair geographic distribution of ~~Navigation Centers~~ New  
11 Homeless Facilities among communities, as well as communities' needs for services, the efficacy of  
12 service delivery, and the social and economic impact of ~~Navigation Centers~~ New Homeless  
13 Facilities on their surrounding areas. Criteria shall include, but are not limited to: the size of the  
14 facility and the lot on which it is located, proximity to public transportation, a preference for publicly-  
15 owned land, proximity to persons who have a need for social services, and the ease and cost of  
16 making capital improvements.

17                   (e) By no later than 60 days after the effective date of the ordinance enacting this  
18 Section 106.3-1, in Board File No. 190418, all City departments that have site control over  
19 real property within the City and County of San Francisco, including the Recreation and Park  
20 Department, shall produce a list of sites that could support New Homeless Facilities, as  
21 defined in Sec. 106.3-1(b)(1), pursuant to the emergency situation as declared in Board of  
22 Supervisors Resolution No. 319-18.

23                   (f) By no later than within 120 days of the effective date of the ordinance enacting  
24 this Section 106.3-1, in Board File No. 190418, HSH shall submit to the Board of Supervisors  
25 for its review and comment an implementation and funding plan for this Chapter 106.

1 Section 4. Article XII of Chapter 20 of the Administrative Code shall be amended by  
2 revising Sections 20.300 and 20.301, to read as follows:

3  
4 **SEC. 20.300. FINDINGS.**

5 The Board of Supervisors finds and declares the following:

6 (a) The City ~~and County of San Francisco~~ funds shelters, navigation centers, and  
7 resource centers that serve homeless people; and

8 (b) There is a significant public interest in determining that the homeless shelters  
9 and navigation centers that the City funds are safe and sanitary, that the shelters' and navigation  
10 centers' policies and procedures are fair and meet the needs of the clients accessing shelter  
11 and navigation center services; that operators receiving City funds are complying with their  
12 contractual obligations to the City, and that shelter and navigation center clients benefit from the  
13 expenditure of public funds; and

14 (c) The Mayor, the Board of Supervisors, the Local Homeless Coordinating Board,  
15 any future advisory body created by the City ~~and County of San Francisco~~, and the public,  
16 among others, need to be able to access accurate and comprehensive information regarding  
17 shelters and navigation centers.

18  
19 **SEC. 20.301. DEFINITIONS.**

20 For purposes of this Article XII only, the following terms have the following meanings:

21 "Navigation Center" shall mean a facility meeting the definition in Section 106.1 of Chapter  
22 106 of this Code.

23 "Shelter" shall include shelters, navigation centers, and resource centers that have a  
24 primary goal of serving homeless people and that are funded in whole or in part by the City.

1 Section 5. Effective Date. This ordinance shall become effective 30 days after  
2 enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the  
3 ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board  
4 of Supervisors overrides the Mayor's veto of the ordinance.

5  
6 Section 6. Scope of Ordinance. In enacting this ordinance, the Board of Supervisors  
7 intends to amend only those words, phrases, paragraphs, subsections, sections, articles,  
8 numbers, letters, punctuation marks, charts, diagrams, or any other constituent parts of the  
9 Administrative Code that are explicitly shown in this ordinance as additions, deletions, Board  
10 amendment additions, and Board amendment deletions in accordance with the "Note" that  
11 appears under the official title of the ordinance.

12  
13 Section 7. Undertaking for the General Welfare. In enacting and implementing this  
14 ordinance, the City is assuming an undertaking only to promote the general welfare. It is not  
15 assuming, nor is it imposing on its officers and employees, an obligation for breach of which it  
16 is liable in money damages to any person who claims that such breach proximately caused  
17 injury.

18  
19 APPROVED AS TO FORM:  
20 DENNIS J. HERRERA, City Attorney

21 By: VIRGINIA DARIO ELIZONDO  
22 Deputy City Attorney

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