

File No. 160278 Committee Item No. 3
 Board Item No. 7

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST

Committee: Government Audit and Oversight Date May 5, 2016

Board of Supervisors Meeting Date JUNE 21, 2016
 Cmte Board

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| <input type="checkbox"/> | <input type="checkbox"/> | MOU |
| <input type="checkbox"/> | <input type="checkbox"/> | Grant Information Form |
| <input type="checkbox"/> | <input type="checkbox"/> | Grant Budget |
| <input type="checkbox"/> | <input type="checkbox"/> | Subcontract Budget |
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Completed by: Erica Major Date April 29, 2016
 Completed by: _____ Date _____

[Administrative Code - City Navigation Centers for the Homeless]

Ordinance amending the Administrative Code to require the City to open and operate no fewer than six Navigation Centers within ~~twelve~~ twenty-four months of the effective date of the ordinance, offering comprehensive health, mental health, and other services to homeless people, and moving homeless people off the streets and into permanent housing or transitional or stable supportive housing that eventually leads to permanent housing through case management, social service programs, and the integration of other relevant city services; specifying programmatic requirements for Navigation Centers; requiring the development of plans for the equitable distribution of shelter and housing resources, and the identification of sustainable revenue sources for the development of new, permanent housing; transferring all responsibilities imposed by this ordinance on the City Administrator to a new department charged with the coordination of services for the homeless, upon its establishment; and affirming the Planning Department's determination under the California Environmental Quality Act.

NOTE: **Unchanged Code text and uncodified text** are in plain Arial font.
Additions to Codes are in *single-underline italics Times New Roman font*.
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. CEQA Findings.

1 The Planning Department has determined that the actions contemplated in this
2 ordinance comply with the California Environmental Quality Act (California Public Resources
3 Code Sections 21000 et seq.). Said determination is on file with the Clerk of the Board of
4 Supervisors in File No. 160278 and is incorporated herein by reference. The Board affirms
5 this determination.

6
7 Section 2. The Administrative Code is hereby amended by adding Chapter 106,
8 consisting of Sections 106.1 through 106.~~5~~7, to read as follows:

9 **CHAPTER 106: CITY NAVIGATION CENTERS**

10 **SEC. 106.1. Navigation Centers Required.**

11 **SEC. 106.2. Operational Requirements for Navigation Centers.**

12 **SEC. 106.3. Program Implementation.**

13 **SEC. 106.4. Equitable Entry Plan; Equitable Exit Plan; Housing Revenue Plan.**

14 **SEC. 106.~~4~~⁵. Administrative Implementation.**

15 **SEC. 106.6. Transfer of Responsibilities to a Newly Created Department.**

16 **SEC. 106.~~5~~⁶~~7~~. Undertaking for the General Welfare.**

17
18 **SEC. 106.1. NAVIGATION CENTERS REQUIRED.**

19 *As specified further in this Chapter 106, the City shall open and operate no fewer than six*
20 *Navigation Centers to address street homelessness and connect homeless people to health and mental*
21 *health services, housing, benefits, and other services. For purposes of this Chapter, "Navigation*
22 *Center" means a temporary, low-barrier-to-entry shelter that, through case management and social*
23 *service programs, aids in moving homeless people off the streets and into permanent housing or*
24 *transitional or stable supportive housing that eventually leads to permanent housing.*

1 **SEC. 106.2. OPERATIONAL REQUIREMENTS FOR NAVIGATION CENTERS.**

2 (a) Each Navigation Center shall offer the following services:

3 (1) Beds for no fewer than 5040 and no more than 75100 residents at a time,
4 including, to the extent feasible, flexible housing arrangements whereby groups, families, and couples
5 may stay together, provided that the 75100-resident cap may be exceeded at a specific Navigation
6 Center or Centers upon a written finding by the City Administrator that exceeding the cap would not
7 compromise the objectives of this Chapter 106 or the operations of the affected Navigation Center or
8 Centers;

9 (2) Adequate showers and bathroom facilities;

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

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

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

18 (6) Intensive case management to help connect people to housing;

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

22 (8) To the maximum extent feasible, a site that is at least 10,000 square feet in
23 size, including outdoor space located within the boundaries of the Navigation Center site where
24 residents may congregate; and

25 (9) Three meals per day.

1 (b) Each Navigation Center shall allow residents to keep their pets with them.

2 (c) At least one Navigation Center shall focus on the needs of homeless persons, aged 18-29,
3 who have experienced long-term street homelessness.

4 (d) At least one Navigation Center shall be a managed alcohol shelter that will allow
5 residents to consume alcohol within the facility, and will provide those residents with alcohol
6 treatment and supportive shelter services. The City Administrator shall explore the feasibility of
7 operating one Navigation Center as a managed alcohol shelter that would allow residents to
8 consume alcohol within the facility, and would provide those residents with alcohol treatment
9 and supportive shelter services.

10 ~~(e) The City Administrator shall explore the feasibility of operating one Navigation~~
11 ~~Center as a supervised injection site that would allow residents to engage in medically-~~
12 ~~supervised drug use within the facility and which would provide those residents with~~
13 ~~detoxification and substance abuse treatment services.~~

14
15 **SEC. 106.3. PROGRAM IMPLEMENTATION.**

16 (a) The City shall have opened no fewer than three Navigation Centers under this Chapter
17 106 no later than fourtwelve12 months after the effective date of the ordinance in Board File No.
18 160278, enacting this Chapter. The City shall have opened no fewer than six Navigation Centers no
19 later than twelvetwenty-four24 months after the effective date of that ordinance.

20 (1) If the City opens any Navigation Centers meeting the operational requirements set
21 forth in Section 106.2 of this Chapter between the introduction of the aforementioned ordinance and its
22 effective date, such Navigation Centers shall be treated as Navigation Centers under this Chapter and
23 shall be counted among the three Navigation Centers to be opened within fourtwelve12 months after
24 the effective date of that ordinance, and among the six Navigation Centers to be opened within
5 twelvetwenty-four24 months after the effective date of that ordinance.

1 (2) If the City converts any existing homeless shelters into Navigation Centers
2 meeting the operational requirements set forth in Section 106.2 of this Chapter, such
3 Navigation Centers shall be counted among the three Navigation Centers to be opened within
4 12 months after the effective date of that ordinance, and among the six Navigation Centers to
5 be opened within 24 months after the effective date of that ordinance; provided, however, that
6 any Navigation Centers that are converted from homeless shelters are not required to comply
7 with the 5040-100 bed limit set forth in subsection (a)(1) of Section 106.2 or the requirement
8 to allow residents to keep their pets with them set forth in subsection (b) of Section 106.2.

9 (b) Navigation Centers shall be temporary facilities, and once opened shall operate on a
10 specific site for no fewer than ~~eight~~six months and no more than two years without approval of
11 adjustment or extension of the time limit by resolution of the Board of Supervisors.

12 (c) The homelessness services provided at the Navigation Centers may not be taken from
13 homeless services at other shelters or drop-ins provided as of the effective date of this Chapter 106, but
14 rather shall be in addition to those services.

15 (d) The City shall locate Navigation Centers in areas accessible to homeless people. The City
16 shall give first priority to unused or vacant sites owned or controlled by the City. The City shall give
17 second priority to sites owned or controlled by the City that are being used for other purposes but
18 could feasibly be converted to Navigation Centers. The City shall give third priority to private property
19 or property owned by other, non-City public agencies, that could be leased or acquired by the City.

20 (e) After identifying a site where a Navigation Center may be located, but before opening a
21 Navigation Center on that site, the City Administrator, in consultation with ~~and the member of the~~
22 Board of Supervisors who represents the district in which the identified site is located, shall seek input
23 from community residents conduct a thorough community outreach process with neighbors,
24 neighborhood associations, and merchant associations on the site selection.

1 (f) The City Administrator and the Mayor's Office of Housing Opportunities,
2 Partnerships, and Engagement (HOPE), or any successor agency, shall, no later than within
3 one month 120 days of the effective date of the ordinance enacting this Chapter 106, submit to the
4 Board of Supervisors for its review and comment an implementation and funding plan for this Chapter.

5 (g) Within 90 days of the opening of each new Navigation Center, the City Administrator, in
6 consultation with the Mayor's Office of HOPE and the Mayor's Office of Housing and
7 Community Development, shall present the Board of Supervisors with a housing exit plan,
8 consistent with the Equitable Exit Plan set forth in subsection (b) of Section 106.54, for that
9 Navigation Center's residents to ensure regular turnover of its residents. This housing exit plan shall
10 include stable housing options, including but not limited to SRO beds, supportive housing, public
11 housing, and below-market rate housing, and shall take into consideration the need to preserve
12 permanent housing resources for individuals in the shelter system and others seeking permanent
13 housing. This housing exit plan may include transitional or temporary housing, but must be part of a
14 long-term housing plan.

15
16 **SEC. 106.4. Equitable Entry Plan; Equitable Exit Plan; Housing Revenue Plan.**

17 To facilitate the equitable distribution of shelter and housing resources, and promote
18 the development of new, permanent housing sufficient to meet the needs of San Francisco's
19 homeless adults and young adults, the City Administrator, and the Local Homeless
20 Coordinating Board, in consultation with the Department of Public Health, the Human Services
21 Agency, the Mayor's Office of Housing Opportunities, Partnership and Engagement, the
22 Mayor's Office of Housing and Community Development, and homeless and formerly
23 homeless people, and any department that the Board of Supervisors may establish by
24 ordinance to serve as the City's lead homeless services department, (collectively, the

1 "Planning Partners"), shall develop and submit to the Board of Supervisors the plans set forth
2 below.

3 (a) Within 60120 days of the effective date of this Chapter 106, the City Administrator,
4 in close consultation with the Local Homeless Coordinating Board and community partners,
5 including homeless and formerly homeless people, in conjunctionconsultation with the
6 Planning Partners, shall develop an "Equitable Entry Plan" that will identify the factors and
7 circumstances to be considered when assigning homeless adults without minor children to
8 Navigation Centers, and any circumstances that might give rise to a priority in placement.

9 (b) Within 90120 days of the effective date of this Chapter 106, the City Administrator,
10 in close consultation with the Local Homeless Coordinating Board and community partners,
11 including homeless and formerly homeless people, in conjunctionconsultation with the
12 Planning Partners, shall develop an "Equitable Exit Plan" that will identify the factors to be
13 considered when moving homeless adults without minor children from Navigation Centers,
14 homeless shelters, the street, or such other locations where they may reside, to transitional,
15 supportive, and/or permanent housing, and any circumstances that might give rise to a priority
16 in placement. The Equitable Exit Plan shall also identify the factors to be considered when
17 moving homeless young adults from Navigation Centers, homeless shelters, the street, or
18 such other locations where they may reside, to transitional, supportive, and/or permanent
19 housing, and any circumstances that might give rise to a priority in placement.

20 (c) Within 120 days of the effective date of this Chapter 106, the Mayor's Office of
21 Housing Opportunities, Partnership and EngagementCity Administrator, in conjunctionclose
22 consultation with the Local Homeless Coordinating Board, community partners, including
23 homeless and formerly homeless people, and the Mayor's Office of Housing and Community
24 Development, Planning Partners, shall develop a "Housing Revenue Plan" that will identify
25 sustainable revenue sources to support the Mayor's commitment to identify 8,000 units of

1 housing for 8,000 homeless individuals, including individuals in and families, in the next four
2 years. The Housing Revenue Plan shall estimate the costs associated with constructing new
3 units, subsidizing turnover units in nonprofit housing, subsidizing market rate units,
4 and expanding rapid re-housing and other programs, and increasing supportive housing, and
5 shall identify potential sources of revenue that could support the development of housing
6 sufficient to meet the Mayor's goal.

7
8 **SEC. 106.45. ADMINISTRATIVE IMPLEMENTATION.**

9 (a) The City Administrator shall be responsible for implementing this Chapter 106.

10 (b) The City Administrator may issue rules, regulations, and/or guidelines, applicable to all
11 Navigation Centers, consistent with the objectives and requirements of this Chapter 106. The City
12 Administrator or the City Administrator's designee may issue rules, regulations, and/or guidelines
13 applicable to a specific Navigation Center, consistent with the objectives and requirements of this
14 Chapter.

15 (c) Consistent with Charter requirements, the City Administrator may enter into contracts or
16 other agreements with other City departments, public agencies, and private entities, including not-for-
17 profit organizations, to administer this Chapter 106.

18 (d) The Controller shall track and evaluate the Navigation Centers' outcomes, including but
19 not limited to the number of residents served by the Navigation Centers, residents' lengths of stay,
20 residents' destinations upon exit (e.g., permanent housing, skilled nursing facility), and the number of
21 residents receiving and retaining public assistance benefits. The Controller shall summarize these
22 outcomes in a report to be submitted to the Board of Supervisors no later than within six months of the
23 effective date of this Chapter 106, and every six months thereafter, until such time as the Navigation
24 Centers are no longer in operation. Within one year of the effective date of this Chapter 106, the
5 Controller, in consultation with the City Administrator, shall submit to the Board of Supervisors

1 a report that describes any lessons learned from the operation of the Navigation Centers, and
2 makes recommendations as to how and whether the Navigation Centers' approach to
3 reducing barriers to shelter could be applied to the City's full shelter system, along with a
4 proposed resolution to accept the report.

5 (e) All City officers and entities shall cooperate with the City Administrator in the
6 implementation and administration of this Chapter 106.

7
8 **SEC. 106.6. TRANSFER OF RESPONSIBILITIES TO A NEWLY CREATED**
9 **DEPARTMENT.**

10 If at any time after the adoption of this Chapter 106 the City establishes a City
11 department charged with the coordination of services and supportive housing for the
12 homeless, all responsibilities assigned to the City Administrator under this Chapter 106 shall
13 transfer by operation of law to the new department upon its creation. If the City establishes a
14 Commission to oversee the new department, the department's execution of its responsibilities
15 under this Chapter shall be subject to the Commission's authority, as set forth in Section
16 4.102 of the Charter.

17
18 **SEC. 106.567. UNDERTAKING FOR THE GENERAL WELFARE.**

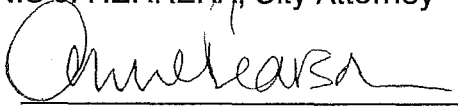
19 In enacting and implementing this Chapter 106, the City is assuming an undertaking only to
20 promote the general welfare. It is not assuming, nor is it imposing on its officers and employees, an
21 obligation for breach of which it is liable in money damages to any person who claims that such breach
22 proximately caused injury.

23
24 Section 3. Effective Date. This ordinance shall become effective 30 days after
25 enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the

1 ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board
2 of Supervisors overrides the Mayor's veto of the ordinance.

3

4 APPROVED AS TO FORM:
5 DENNIS J. HERRERA, City Attorney

6 By: 
7 Anne Pearson
Deputy City Attorney

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REVISED LEGISLATIVE DIGEST
(Amended on June 14, 2016)

[Administrative Code - City Navigation Centers for the Homeless]

Ordinance amending the Administrative Code to require the City to open and operate no fewer than six Navigation Centers within twenty four months of the effective date of the ordinance, offering comprehensive health, mental health, and other services to homeless people, and moving homeless people off the streets and into permanent housing or transitional or stable supportive housing that eventually leads to permanent housing through case management, social service programs, and the integration of other relevant city services; specifying programmatic requirements for Navigation Centers; requiring the development of plans for the equitable distribution of shelter and housing resources, and the identification of sustainable revenue sources for the development of new, permanent housing; transferring all responsibilities imposed by this ordinance on the City Administrator to a new department charged with the coordination of services for the homeless, upon its establishment; and affirming the Planning Department's determination under the California Environmental Quality Act.

Existing Law

The City and County of San Francisco provides an extensive array of services to help homeless individuals transition to permanent housing. Since March 2015, the City has operated a Navigation Center pilot program located at 1950 Mission Street which is designed to shelter and rapidly house San Francisco's difficult-to-serve homeless population by co-locating services and case management in a low-threshold program design. There is currently no legal requirement that the City make services available through a Navigation Center service delivery model.

Amendments to Current Law

This revised legislative digest reflects amendments made in the Government Audit and Oversight Committee on May 5, 2016, and in meetings of the full Board of Supervisors on May 17, 2016 and June 14, 2016.

The proposed ordinance would require the City Administrator to open six Navigation Centers within twenty-four months of the effective date of the ordinance, with a mandate to open three of the six centers within the first twelve months. A Navigation Center is defined as a temporary, low-barrier-to-entry shelter that, through case management and social service programs, aids in moving homeless people off the streets and into permanent housing, or transitional or stable supportive housing that eventually leads to permanent housing.

Each Navigation Center opened under the ordinance would be required to offer the following services:

- Beds for no fewer than 40 and no more than 100 residents at a time, including, to the extent feasible, flexible housing arrangements whereby groups, families, and couples may stay together;
- Housing arrangements that permit residents to keep their pets with them;
- Adequate showers and bathroom facilities;
- Adequate storage for residents' personal property;
- In-and-out privileges allowing residents to leave and re-enter the facility;
- Access to health services, including mental health services, drug and alcohol treatment, and harm reduction interventions;
- Integration of low-threshold access to City services, including benefits screening and transportation of belongings;
- Outdoor space located within the boundaries of the Navigation Center site where residents may congregate; and
- Three meals per day.

To meet the needs of specific populations, the proposed ordinance would require that at least one Navigation Center focus on the needs of young homeless persons, aged 18-29, who have experienced homelessness. The City Administrator would also be required to explore the feasibility of operating one Navigation Center as a managed alcohol shelter that would allow residents to consume alcohol on site and offer alcohol treatment services.

The Navigation Centers opened under the proposed ordinance would be temporary facilities, operating for no fewer than six months and no more than two years at a specific site, unless an adjustment or extension is approved by the Board of Supervisors. Prior to opening a Navigation Center, the City Administrator, in consultation with the member of the Board of Supervisors who represents the district in which the Center would be located, would be required to conduct a thorough community outreach process with neighbors and merchant associations to solicit input on the site selection.

To facilitate the equitable distribution of shelter and housing resources, and promote the development of new, permanent housing sufficient to meet the needs of San Francisco's homeless adults and young adults, the ordinance would require the City Administrator, in close consultation with the Local Homeless Coordinating Board, and community partners, including homeless and formerly homeless people, to develop and submit to the Board of Supervisors the following plans:

- An "Equitable Entry Plan" that will identify the factors and circumstances to be considered when assigning homeless adults without minor children to Navigation Centers, and any circumstances that might give rise to a priority in placement.

- An “Equitable Exit Plan” that will identify the factors to be considered when moving homeless adults without minor children and homeless young adults from Navigation Centers, homeless shelters, the street, or any other places where they may reside, to transitional, supportive, and/or permanent housing, and any circumstances that might give rise to a priority in placement.
- A “Housing Revenue Plan” that will identify sustainable revenue sources to produce 8,000 units of housing for homeless individuals and families in the next four years.

If the City establishes a City department charged with the coordination of homeless services and supportive housing, all duties imposed by this ordinance on the City Administrator, including but not limited to the duty to open the Navigation Centers and engage in planning processes concerning the equitable distribution of shelter and housing services, shall transfer by operation of law to the new department upon its creation.

Background Information

The 2015 Homeless Count identified 6,686 individuals who are homeless in the City and County of San Francisco, including 3,505 individuals living on the street. Among San Francisco’s chronically homeless population are individuals who experience numerous barriers to accessing the traditional shelter system. For example, most shelters do not accommodate pets. Many shelters limit the number of personal items clients are able to bring with them. And most traditional shelters separate men and women into gender-specific dorms.

In 2015, the Mayor, in conjunction with the Office of Housing, Opportunity, Partnerships and Engagement (HOPE) and various City Departments, developed a concept called the SF Navigation Center, to help individuals, couples and encampments exit chronic street homelessness by removing barriers that often prevent individuals from accessing temporary housing (allowing pets to stay with their owners, providing accessible storage, and allowing couples to remain together) and embracing a low-threshold approach that emphasizes respect and flexibility.

In March 2015, the SF Navigation Center, located at 1950 Mission Street, opened to homeless persons, offering room and board and a full range of case management services aimed at connecting clients to public benefits and permanent housing. The SF Navigation Center is a temporary facility as it is located on a site that is slated for development as affordable housing in 2016.

In December 2015, the City Services Auditor (CSA) of the Office of the Controller conducted an assessment of the Navigation Center’s initial outcomes. The CSA report, “More than a Shelter,” found that in its first six months of operation, the SF Navigation Center served 212 unique clients. Of those clients, 61% entered the Center with at least one of three primary

barriers to shelter use: a pet, a partner, or a significant number of possessions. The vast majority (94%) had been continuously homeless for more than a year prior to their stay. As of October 2015, 132 clients had exited the Navigation Center, and most found stable housing or participated in Homeward Bound, a program designed to help reunite homeless persons living in San Francisco with family and friends willing and able to offer ongoing support. Of those exiting to permanent supportive housing, 88% went to Master Lease units operated by the San Francisco Human Services Agency and the remainder went to Shelter Plus Care units (9%) or the Department of Public Health's Direct Access to Housing sites (3%). Of 59 clients who were permanently housed by September 1, 2015, all but one remained in housing through October 1, for a housing maintenance rate of 98%. Only 17% of clients served by the Navigation Center left without a connection to permanent or temporary housing.

On May 31, 2016, Mayor Lee introduced an ordinance that would establish a new Department of Homelessness and Supportive Housing, which would be responsible for managing and directing all housing, programs, and services for homeless persons in the City including, but not limited to, street outreach, homeless shelters, transitional housing, and permanent supportive housing. All of the duties imposed by the Navigation Center ordinance on the City Administrator would transfer by operation of law to the new Department of Homelessness and Supportive Housing if the ordinance establishing the new department is enacted.

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CITY AND COUNTY OF SAN FRANCISCO

BOARD OF SUPERVISORS

BUDGET AND LEGISLATIVE ANALYST

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

April 29, 2016


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

TABLE OF CONTENTS

Item	File	Page
3	16-0278 Administrative Code - City Navigation Centers for the Homeless.....	1

<p>Item 3 File 16-0278</p>	<p>Departments: Human Services Agency (HSA) Department of Public Health (DPH) City Administrator (ADM) Controller's Office (CON) Mayor's Office of Housing, Opportunity, Partnerships and Engagement (HOPE)</p>
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EXECUTIVE SUMMARY

Legislative Objectives

The proposed ordinance would require the City to open six new navigation centers within the next twelve months to serve homeless persons. Of the six new navigation centers, one would serve young adults ages 18 to 29, and one would be a managed alcohol center.

Key Points

- The City opened a navigation center at 1950 Mission Street in 2015 and plans to open an additional navigation center at the Civic Center Hotel in June 2016. The six new navigation centers would include the new navigation center at the Civic Center Hotel.

Fiscal Impact

- The navigation center at 1950 Mission Street has 75 beds and annual operating costs of \$2,751,182. The new navigation center at Civic Center Hotel has 93 beds and annual operating costs of \$3,152,107.
- City departments report new service costs under the proposed ordinance for the six navigation centers, including a medical roving team managed by DPH, program and contract management by HSA, administration and implementation by the City Administrator, and evaluation and reporting by the Controller's Office.
- Estimated one-time costs to open five new navigation centers (not including the Civic Center Hotel for which costs are already budgeted) range from \$5 million to \$15 million depending on the size of the navigation center. Estimated annual operating costs to open five new navigation centers range from \$20,440,232 to \$32,647,357.
- According to the Deputy Director of the Mayor's Office of HOPE, the Mayor's Office is evaluating future sites to locate new navigation centers, and is currently evaluating funding to be included in the FY 2016-17 budget.

Recommendation

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

MANDATE STATEMENT

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

BACKGROUNDNavigation Center Model of Homeless Services

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

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

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

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

DETAILS OF PROPOSED LEGISLATION

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

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

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

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

Navigation Center Programmatic Requirements

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

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

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

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

Location of New Navigation Centers

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

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

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

Plans to Obtain Permanent Housing for Navigation Center Residents

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

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

California Environmental Quality Act (CEQA) Findings

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

Implementation of the New Navigation Centers Plan

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

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

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

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

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

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

FISCAL IMPACT

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

Current Navigation Center Budgets

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

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

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

Sources: HSA, Public Works

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

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

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

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

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

Navigation Center Site Acquisitions – Real Estate Division

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

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

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

City Department Costs to Serve the Six New Navigation Centers

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

Medical Roving Team - Department of Public Health

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

Table 2: DPH Medical Roving Team Expenses ^a

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

Source: DPH

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

Human Services Agency – Program & Contract Management

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

Table 3: HSA Staff Costs for New Navigation Centers

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

Source: HSA

Office of the City Administrator- Administration & Implementation

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

Controller’s Office – Evaluation & Reporting

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

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

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

Source: Controller’s Office

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

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

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

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

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

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

Estimated Costs for Five of the Six New Navigation Centers

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

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

Table 5: Estimated Cost Range for Five New Navigation Centers

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

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

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

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

Additional Costs for Specialized Navigation Centers

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

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

RECOMMENDATION

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

BOARD of SUPERVISORS



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

March 29, 2016

File No. 160278

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

Dear Ms. Jones:

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

File No. 160278

Ordinance amending the Administrative Code to require the City to open and operate no fewer than six Navigation Centers within twelve months of the effective date of the ordinance, offering comprehensive health, mental health, and other services to homeless people, and moving homeless people off the streets and into permanent housing or transitional or stable supportive housing that eventually leads to permanent housing through case management, social service programs, and the integration of other relevant city services; specifying programmatic requirements for Navigation Centers; and affirming the Planning Department's determination under the California Environmental Quality Act.

This legislation is being transmitted to you for environmental review.

Angela Calvillo, Clerk of the Board

By: Linda Wong, Assistant Clerk

Attachment

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

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

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

FILE NO. 160778
SUBMITTED IN COMMITTEE
5/5/16

**HESPA'S Policy and Budget Recommendations Applying Lessons Learned from the
Pilot Navigation Center:
Invest in Navigation Center-Like Resources to Make Clear Connections to Housing
and Benefits for all San Franciscans Experiencing Homelessness**

The pilot Navigation Center model works to rapidly house people who had been experiencing homelessness for sustained periods of time on the streets because Navigation Center residents are prioritized to receive housing units¹ and richly supported by on-site services to submit a successful housing application. Stability once housed is fostered pre-placement by on-site City workers' assistance with getting cash benefits and health-related supports such as MediCal coverage, CalFresh benefits and meals on demand.

The vast majority of residents said they were satisfied with this model, citing as the most positive aspects of the program the clear linkage between the program and housing, along with operations and case management staff.

The Navigation Center's "success" in rapidly housing people who have been living on the streets, coupled with escalating concerns about people living openly on the streets, places San Francisco at an extremely dangerous policy crossroad. Offering housing openings first to Navigation Center residents stalemates exits from homelessness for others, including those living in shelters. Many conversations about opening additional Navigation Centers seem to assume that this priority housing placement will continue. The demand and need for affordable housing units to finally end the experience of homelessness is not limited to people living on the streets or to people who are lucky enough to receive a Navigation Center bed, and homeless individuals eligible for and desiring that housing far outstrips our City's supply. Who gets to end their homelessness first going forward should not be the de facto result of replicating a pilot program design in a rush to bring people off the streets. Who has priority for exits from homelessness into San Francisco's housing targeted to people experiencing homelessness should be determined as a matter of San Francisco policy, and then consistently applied across the system. Navigation Center-like services will benefit and should be made available to all who are homeless in San Francisco.

Affordable Housing Openings for People Experiencing Homelessness should be Offered Per a Prioritization Policy Consistently Applied Across the System.

Those experiencing homelessness who desire and will benefit by tenancy in one of San Francisco's housing programs targeted to homeless, single adults are equally represented in San Francisco's shelters as on San Francisco's streets. After all, for many, shelter use is cyclical, a function of availability (over 630 single adults are waiting today for a shelter reservation), and rationally based on the prospective residents' perception of the then-existing immediate costs and benefits of shelter and its alternatives.

The City's single adult housing programs have eligibility requirements in addition to current homelessness. (For example, successful applicants for Human Services Agency Care Not Cash buildings must be homeless and CAAP recipients; for HUD-funded rental assistance units must be homeless and disabled, and some must be "chronically homeless"ⁱⁱⁱ.) These housing programs also have different referral access points to fill vacancies such as pre-identified nonprofit agencies, the

Homeless Outreach Team or the Coordinated Entry Team. Units within buildings can have different eligibility and referral access points based on funding source.

In 2014 San Francisco implemented a pilot “coordinated entry” system for housing targeted to single adults experiencing homelessness, operated by the Coordinated Entry Team. The community’s decision to pilot this system arose out of a federal requirement that communities which receive HUD Continuum of Care^{iv} dollars have a coordinated entry system, and was based on anticipated benefits including improved connections between people and the housing/services needed and equitable treatment of prospective tenants regardless of current case management connections.

The pilot system was designed over a two-year period, and prioritized permanent supportive housing funded by HUD McKinney-Vento Continuum of Care dollars to eligible candidates *based on their length of homelessness*.^v That prioritization is meant not only to address the needs of those longest term homeless, but also to treat people equitably, to take subjectivity out of the housing access system and to set clear expectations for everyone about who is prioritized.^{vi}

The length of time homeless was considered so important that the Local Homeless Coordinating Board’s¹ Strategic Plan Framework for 2014-2019 identifies as one of its five keystone action steps that are “foundational to making progress on ending homelessness” a City-wide Coordinated Assessment and Intake system that places the longest term homeless residents into housing first.

At the time the Local Homeless Coordinating Board processed the coordinated entry/prioritization based on length of homeless issue, a Navigation Center did not exist. The San Francisco community working to end homelessness now may suggest other bases for prioritization of people seeking exits to permanent housing, or may affirm priority based on length of homelessness.

The community also may suggest that now is the time for all San Francisco housing for homeless single adults be accessed through the Coordinated Entry Team.

HESPA Recommends:

The Local Homeless Coordinating Board immediately commence a time-limited community process to determine: 1) the basis for prioritizing offers of housing units targeted to homeless, single adults as among other eligible homeless, single adults; and 2) whether all housing for homeless, single adults should be accessed through the Coordinated Entry Team. Minimizing delays in filling open units should be a priority objective of the prioritization policy.

Each system for offering housing units for homeless, single adults then prioritize housing access as among otherwise eligible individuals based on the Local Homeless Coordinating Board’s decision.

¹ The Local Homeless Coordinating Board is charged with ensuring a unified homeless strategy that is supported by the Mayor, the Board of Supervisors, City departments, nonprofit agencies, people who are homeless or formerly homeless and the community at large.

The Target Population for Navigation Centers should be those Living on the Streets who are in the Priority Group for Housing Placement.

The pilot Navigation Center has shown that living in a low-threshold, service-rich environment while preparing to make housing applications, results in fairly rapid housing placements (when units are available).

The experience of the existing Coordinated Entry Team also supports that conclusion. Currently, the Coordinated Entry process is that “top priority households” are contacted. (Top priority households are a randomized subset for those in the priority group, which under current policy is people who have experienced homelessness the longest amount of time. The size of the top priority household group depends on the number of expected housing openings. If there are more people in the priority group (e.g., under current policy, who have been homeless an equal amount of time) than anticipated openings, a randomized subset is chosen and called “top priority.”) The Coordinated Entry staff then meets with the top priority households to complete the housing application; the application is sent to the housing provider; the housing provider meets the applicant and offers the unit (and if not, Coordinated Entry staff support the application through an appeals/grievance process); then the top priority household is housed. For “top priority households” who are living on the streets, distracted by more immediate needs such as food and where to sleep for the night, this process can be difficult. It even is hard to simply maintain contact with the Coordinated Entry staff during the time it takes to secure all that is needed for the housing application (ID, Social Security card, income benefits, etc.), and then during the period between housing application and move-in.

Navigation Centers should be the venues for supporting people who had been living on the streets to submit successful housing applications, to apply for cash benefits and health-related supports.

HESPA Recommends:

The target population for San Francisco’s low-threshold, service-rich Navigation Centers be those living on the streets at the time their names come up as a top priority household for housing targeted to homeless, single adults.

Until/unless the housing access systems align into one Coordinated Entry Team, the Homeless Outreach Team may be charged with locating top priority households living on the streets for entry to the Navigation Center. The HOT’s work can be supported by information from neighborhood homeless resource centers.

The number of Navigation Centers needed at one time will depend on the number of permanent housing opportunities available.

Navigation Center-Like Services should be offered in Shelters to Prepare All Residents to Leave the System, and to Support Housing Priority Group Residents to Successfully Access Housing.

In its evaluation of the Navigation Center, the Office of the Controller recommended that lessons learned from the Navigation Center be spread throughout the shelter system, making changes that “will help make traditional shelters similarly welcoming for clients, and foster a sense of working together toward tangible goals.”^{vii}

From Navigation Center residents’ interview and evaluation responses, the Controller recognized that the “welcoming environment” at the Navigation Center primarily is a function of residents *seeing and having a clear connection to housing and benefits*. Navigation Center clients said that “shelters do not lead to housing,” but the Navigation Center has “reignited hope for housing.” “Interviewees from SFHOT and SFPD explained that individuals who have been unsheltered for years often feel so overwhelmed by their perceived obstacles to housing that they give up trying to access it. Many clients remain on the streets simply because they see no connection between shelters and housing.”^{viii}

At the Navigation Center:

- Case managers, at a 6 staff to 75 client ratio², work to connect residents with stable income, health services, public benefits and housing, and then to move into housing with warm case management hand-offs to housing program services staff and move-in assistance to set-up house. Housing-readiness and access services are intensive and include mediation with property managers regarding prior eviction histories, assistance to expunge criminal history records and deal with active warrants and accompanying residents to appointments.
- HSA eligibility workers are on-site to support benefits enrollment making it easier for case managers and clients to navigate the often complicated public assistance process (CAAP, CalFresh and MediCal benefits).

² The Controller correctly identified the higher staff to client ratio at the Navigation Center as accounting for the difference in experience between that setting and traditional shelters. Aspects of the Navigation Center residents identified as the most helpful (in addition to priority housing placement) directly correlate to the type (case managers, benefit workers) and number of staff at the Center:

- connection to benefits and other resources;
- a feeling of personal safety;
- the speed with which services were rendered;
- the entire program experience (respondents did not provide any specifics, instead choosing to praise the entire program experience as helpful, ‘Completely different. They addressed all components for life, housing, and income’).

What about the 3 P’s and Encampments:

In identifying the most helpful aspects of the Navigation Center, residents mentioned accommodation of the three P’s (pets, possessions and partners) less frequently than outcome-based responses (such as connections to benefits and housing) or experience-based responses (such as positive interactions with staff).

In responding the question of why they were not in a shelter:

- Navigation Center residents rarely mention pets or possessions as barriers to shelter use.
- No resident told case managers that social connections to encampments kept them from using shelter.
- Having a partner was the third most common of the reasons for avoiding the traditional system.

City and County of San Francisco, Office of the Controller City Services Auditor. (December 10, 2015) *More than a Shelter: An Assessment of the Navigation Center’s First Six Months*.

- The health care system streamlines residents' access to appropriate care, treatment and health-related housing;
- Medical services are available through the on-site clinic;
- City policy makers mobilize resources for staff to better serve clients, for example, by connecting the program with the Department of Motor Vehicles to create standing weekly appointments for clients to help streamline the ID-acquisition process.
- City departments' internal policies are reviewed for barriers. For example, the CAAP requirement that homeless clients attend regular appointments verifying their homelessness was waived.

In short, the lesson of the Navigation Center is that "navigating" the path from homelessness to housing takes City and provider support to eliminate barriers that keep people homeless.

Shelter residents can be provided a clear connection to housing and benefits using this model. The work could be characterized as having two parts: the first, for all residents to be best prepared to exit the shelter system; and the second, for residents whose permanent housing opportunity is near, to be supported in the application-to-move-in process.

Preparing residents to exit the shelter system consists of services that puts shelter residents in the best position to quickly and successfully access any type of housing option when the opportunity arrives:

- Clear counsel on how the housing access system works, affordable housing opportunities, and an explanation of the likelihood that/time in which certain types of housing might be available.
- Activities that result in eligibility for housing, that remove housing barriers and that prepare applicants to make complete housing applications (such as by signing up for benefits that qualify a person for housing, securing an ID, applying for service animal designation for pets, clearing warrants, transferring out-of-county probation violation cases to San Francisco Adult Probation Department, clearing Veterans eligible for VA health care).
- Successful applications for income benefits (e.g., on-site and off-site dedicated HSA staff).
- Connections to health care (e.g., MediCal insurance, and streamlined access to higher levels of care and treatment beds).
- Intensive supports in making affordable housing applications (outside of the City's homeless-targeted permanent housing portfolio).
- Referrals to education and job training programs.

Shelter residents who are in the "top priority group" for housing should receive the same level of focused support to complete and submit the application and move into housing as was shown to be so successful in the Navigation Center (including advocacy with property management regarding poor histories, warm housing case management hand-offs, and housing move-in assistance for furniture and household goods).

HESPA Recommends:

Shelters and Resource Centers replicate the types of services available at the pilot Navigation Center to that impact shelter residents'/Resource Center participants' readiness to successfully apply for housing, and to secure income benefits and health care.

Shelters serve as a stable venue for shelter residents who are top priority households for housing targeted to homeless, single adults to complete the "shelter to housing process." This may require providing extensions to shelter reservations pending the application process.

Housing application specialists provide housing application and move-in supports to the top priority household shelter residents. The application specialists could be the Coordinated Entry Team providing the services at shelters; or staff sited at a Resource Center centrally located to serve shelter top priority households.

HESPA's Corresponding Budget Request and Outcome Expectations:

A. To support 1,600 homeless resident/clients:

SHELTERS AND RESOURCE CENTERS	
Staffing (44 FTE) – salaries and benefits	\$2,510,000
Flex fund for client supports (taxi vouchers, mass trans tokens, IDs, clearing citations, household items, etc.)	\$72,000
Other operations (rental factor, supplies, etc. – assume 9% of personnel costs)	\$226,000
Indirect 12%	\$336,960
Subtotal:	\$3,144,960
CITY ELIGIBILITY WORKERS	
City eligibility workers (CAAP, CalFresh and MediCal): 3 teams of two workers each rotating among shelters and resource centers 5 days a week	\$612,000
GRAND TOTAL	\$3,756,960

- Average cost per client: \$2,348
- Staff (CBO and City worker) to client ratio: 1:32 (at current Navigation Center 1:12.5)

B. To pilot [recommend pilot in shelter(s) and resource center(s)]:

200 people receive services: \$469,620
400 people receive services: \$939,240

To replicate the Pace of Success of the Navigation Center in the Single Adult and Drop-In/Resource Center System, 2,400 Additional Permanent, Affordable Housing Exits should be Developed Now.

A system to quickly house well-prepared applicants has little meaning without housing exits. The Navigation Center has shown that the pace of placement can be quick, with available units. To

ensure this success for all people experiencing homelessness, about 2,400 additional affordable housing options must be made available.

HESPA Recommends:

The new City Homeless Department should estimate the costs, determine sites, and work with policymakers to develop a sustainable revenue source to support this goal (part of the Mayor's commitment to housing 8,000 more homeless people in the next five years). Efforts should include increasing the number of homeless units in the affordable housing pipeline, including by setting aside for homeless people 40% of units in new developments, cumulatively, each year, speeding up construction, subsidizing turnover units in nonprofit housing, subsidizing market rate units and increasing supportive housing.

ⁱ When housing units within HSA's portfolio become available, HSA identifies whether any Navigation Center client is ready for housing and eligible for the unit. If no Navigation Center clients are ready or able to be housed at that time, the unit will be offered to other clients on the HSA housing waitlist. HSA does not hold available units for Navigation Center clients who are not ready to be housed. City and County of San Francisco, Office of the Controller City Services Auditor. (December 10, 2015) *More than a Shelter: An Assessment of the Navigation Center's First Six Months*. <http://sfcontroller.org/Modules/ShowDocument.aspx?documentid=6994>

ⁱⁱ The U.S. Department of Housing and Urban Development (HUD) defines a chronically homeless individual as someone living in a shelter or on the streets who has experienced homelessness for a year or longer, or who has experienced at least four episodes of homelessness in the last three years and also has a condition that prevents them from maintaining work or housing.

ⁱⁱⁱ People who would benefit by permanent supportive housing, including those who are "chronically homeless" live in San Francisco's shelters and streets. People who are chronically homeless comprise nearly the same ratio of shelter residents as street residents. While 75% of the single adult "chronic homeless" population in San Francisco is unsheltered, the percentage of the sheltered single adult population experiencing "chronic homelessness" is nearly equal to the percentage of unsheltered single adults experiencing chronic homelessness:

- Single adults living in San Francisco's shelter system who are chronically homeless: 24% (385/1634)
- Single adults living on the streets of San Francisco who are chronically homeless: 28% (1189/4206).

Severe mental illness and chronic substance abuse irrespective of chronicity of homelessness also are proxies for who might benefit by permanent supportive housing. Thirty percent of shelter residents self-reported chronic substance abuse; 18% self-reported severe mental illness. (HUD 2015 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations for San Francisco. This data excludes people who were living in institutions such as jails or hospitals at the time of the homeless count.

https://www.hudexchange.info/resource/reportmanagement/published/CoC_PopSub_CoC_CA-501-2015_CA_2015.pdf; and HUD 2015 Continuum of Care Homeless Assistance Programs Housing Inventory Count Report for San Francisco.

https://www.hudexchange.info/resource/reportmanagement/published/CoC_HIC_CoC_CA-501-2015_CA_2015.pdf.)

^{iv} San Francisco receives over \$25 Million in HUD Continuum of Care funding this year.

^v As of December 15, 2015, the Coordinated Assessment team is targeting people who have been homeless in San Francisco for 13 years or more at this time. People with HIV/AIDS and seniors are slightly more likely to be housed more quickly than other populations, because there are some units restricted to serving only those groups. Chronically homeless veterans will also be housed more rapidly. Homeless veterans who are ineligible for Department of Housing

and Urban Development Veterans Affairs Supportive Housing (HUD-VASH) are prioritized if they have been homeless in San Francisco for 12 months or longer. People who have been homeless outside of San Francisco are prioritized as well. Time spent homeless outside of San Francisco is pro-rated at 50% for prioritization purposes. For example, someone with 20 years of homelessness outside of San Francisco is prioritized at the same level as someone who has been homeless 10 years in San Francisco.

^{vi} Local Homeless Coordinating Board. (2013) *Draft Plan for Implementation of Single Adult Housing Coordinated Assessment*; Local Homeless Coordinating Board. (2014) *Draft Plan Draft Plan for Implementation of Single Adult Housing Coordinated Assessment*.

^{vii} City and County of San Francisco, Office of the Controller City Services Auditor. (December 10, 2015) *More than a Shelter: An Assessment of the Navigation Center's First Six Months*.
<http://sfcontroller.org/Modules/ShowDocument.aspx?documentid=6994>

^{viii} City and County of San Francisco, Office of the Controller City Services Auditor. (November 4, 2015) *Perspectives from the Navigation Center: Report #1: Understanding the Navigation Center's Operations*.
<http://sfcontroller.org/Modules/ShowDocument.aspx?documentid=6887>

om: G <whirlhead@gmail.com>
Sent: Monday, May 02, 2016 6:06 PM
To: Major, Erica (BOS)
Subject: file # 160278

I won't be able to attend the hearing about the expansion of the Navigation centers. They are sorely needed. I live in the Inner Mission and part of our problem stems from homeless encampments. Some of these folks like to do drugs or have sex or go to the bathroom on my property. I have to shoo them away and then clean up after them. Some folks are aggressive when asked to move on. They leave litter everywhere. I've lived in the Mission for 26 years and the situation is worse today.

We need to have Navigation centers in all Supervisor Districts not just concentrated in one or two areas. As tax paying citizens, we need and demand the right to a safe and clean neighborhood. DPW needs to power wash the streets at least weekly. A long term goal of more affordable housing is great but our issues are immediate and need immediate solutions.

Thank you.

George - Inner Mission

RECEIVED VIA EMAIL

4/13/2016

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

160278

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

Members of the Board of Supervisors,

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

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

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

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

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

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

Thank you for your consideration. ~ Donna Kelley

BOARD of SUPERVISORS



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

MEMORANDUM

TO: Naomi Kelly, City Administrator, Office of the City Administrator
Barbara A. Garcia, Director, Department of Public Health
Sam Dodge, Director, Mayor's Office of Housing Opportunity, Partnership
and Engagement
Olson Lee, Director, Mayor's Office of Housing and Community
Development
Ben Rosenfield, City Controller, Office of the Controller

FROM: Linda Wong, Assistant Clerk, Budget and Finance Committee

DATE: March 29, 2016

SUBJECT: LEGISLATION INTRODUCED.

The Board of Supervisors' Budget and Finance Committee has received the following proposed legislation, introduced by Supervisor David Campos:

File No. 160278

Ordinance amending the Administrative Code to require the City to open and operate no fewer than six Navigation Centers within twelve months of the effective date of the ordinance, offering comprehensive health, mental health, and other services to homeless people, and moving homeless people off the streets and into permanent housing or transitional or stable supportive housing that eventually leads to permanent housing through case management, social service programs, and the integration of other relevant city services; specifying programmatic requirements for Navigation Centers; and affirming the Planning Department's determination under the California Environmental Quality Act.

If you have any comments or reports to be included with the file, please forward them to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102.

c: Colleen Chawla, Department of Public Health
Sophie Hayward, Mayor's Office of Housing and Community Development
Todd Rydstrom, Office of the Controller

BOARD of SUPERVISORS



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

March 29, 2016

File No. 160278

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

Dear Ms. Jones:

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

File No. 160278

Ordinance amending the Administrative Code to require the City to open and operate no fewer than six Navigation Centers within twelve months of the effective date of the ordinance, offering comprehensive health, mental health, and other services to homeless people, and moving homeless people off the streets and into permanent housing or transitional or stable supportive housing that eventually leads to permanent housing through case management, social service programs, and the integration of other relevant city services; specifying programmatic requirements for Navigation Centers; and affirming the Planning Department's determination under the California Environmental Quality Act.

This legislation is being transmitted to you for environmental review.

Angela Calvillo, Clerk of the Board

By: Linda Wong, Assistant Clerk

Attachment

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

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

President, District 5
BOARD of SUPERVISORS



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

London Breed

PRESIDENTIAL ACTION

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

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

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

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

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

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

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

London Breed, President
Board of Supervisors

Print Form

Introduction Form

By a Member of the Board of Supervisors or the Mayor

Time stamp
or meeting date

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

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

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

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

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

Sponsor(s):

Campos, Avalos, Mar

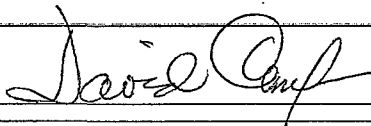
Subject:

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

The text is listed below or attached:

Please see attached ordinance.

I kindly request that this be sent to the Neighborhood Services and Safety Committee.

Signature of Sponsoring Supervisor: 

For Clerk's Use Only: