

1 [Administrative Code - Navigation Centers for the Homeless]

2

3 **Ordinance amending the Administrative Code to require the Department of**  
4 **Homelessness and Supportive Housing (HSH) to open a Navigation Center within six**  
5 **months in each of two supervisorial districts where no Navigation Center currently**  
6 **exists, and to open at least one Navigation Center within 30 months in each**  
7 **supervisorial district where no Navigation Center currently exists; to revise the**  
8 **operational standards for Navigation Centers by, among other things, allowing**  
9 **Navigation Centers to serve up to 130 residents, specifying that each Navigation Center**  
10 **must allow residents to reside at the Center for at least 90 days, and to continue in**  
11 **residence so long as they are participating in assigned services; to require each**  
12 **Navigation Center to develop a “Good Neighbor Policy” and a plan to conduct outreach**  
13 **to people experiencing homelessness in the neighborhood surrounding the Center; to**  
14 **require HSH to develop “Fair Share Siting Criteria” to inform the selection of sites for**  
15 **Navigation Centers; to provide that the Shelter Monitoring Committee shall have the**  
16 **power and duty to visit and monitor conditions at Navigation Centers, in addition to**  
17 **shelters; and affirming the Planning Department’s determination under the California**  
18 **Environmental Quality Act.**

19 **NOTE:** **Unchanged Code text and uncodified text** are in plain Arial font.  
20 **Additions to Codes** are in *single-underline italics Times New Roman font*.  
21 **Deletions to Codes** are in ~~*strikethrough italics Times New Roman font*~~.  
22 **Board amendment additions** are in double-underlined Arial font.  
23 **Board amendment deletions** are in ~~strikethrough Arial font~~.  
24 **Asterisks (\* \* \* \*)** indicate the omission of unchanged Code  
25 subsections or parts of tables.

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

25

1           Section 1. Environmental Findings.

2           The Planning Department has determined that the actions contemplated in this  
3 ordinance comply with the California Environmental Quality Act (California Public Resources  
4 Code Sections 21000 et seq.). Said determination is on file with the Clerk of the Board of  
5 Supervisors in File No. 190418 and is incorporated herein by reference. The Board affirms  
6 this determination.

7

8           Section 2. Findings.

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

15           (b)     The Navigation Center model was first piloted in March 2015 to provide a low-  
16 barrier, service-rich alternative to traditional homeless shelters, with the goal of transitioning  
17 people off the streets and into longer-term solutions. Since then, the Department of  
18 Homelessness and Supportive Housing (“HSH”) has opened eight Navigation Centers, six of  
19 which are still in operation as of April 2019. According to HSH, 46% of clients who access a  
20 Navigation Center “exit” homelessness, which is defined as obtaining permanent housing,  
21 securing temporary housing, or being reunified with family or friends through the Homeward  
22 Bound program. Between March 2015 and February 2019, 3,606 different individuals were  
23 served by a Navigation Center.

24           (c)     Navigation Centers have been opened in only three of the eleven supervisorial  
25 districts, even though 1) the Board of Supervisors has declared there to be a “shelter crisis” in

1 the City, 2) the Navigation Center model has proven to be successful, and 3) a significant  
2 number of people experience homelessness in every supervisorial district.

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

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

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

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

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

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

3  
4 **SEC. 106.2. OPERATIONAL REQUIREMENTS FOR NAVIGATION CENTERS.**

5 (a) Each Navigation Center shall perform a comprehensive assessment of a resident's needs  
6 within 72 hours of the resident's admission to the Navigation Center. After completing the assessment,  
7 the Navigation Center shall prepare an individualized plan ("Care Plan") that will list the services and  
8 programs that are necessary to support and stabilize the resident, and identify the providers of those  
9 services and programs if located off-site. Such services and programs may include, but are not limited  
10 to: medical services, behavioral health services, educational programs, public benefit programs, job  
11 readiness programs, intensive case management, substance use and addiction treatment, and housing  
12 programs. The Care Plan shall establish a timeline for the resident's participation in and/or use of the  
13 programs and services that are listed.

14 (#b) Each Navigation Center shall offer the following services:

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

23 (2) Adequate showers and bathroom facilities;

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

25

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

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

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

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

13 (8) To the maximum extent feasible, a site that is at least 10,000 square feet  
14 in size, including outdoor space located within the boundaries of the Navigation Center site  
15 where residents may congregate, and that includes sufficient on-site office space where residents  
16 can meet with staff in a private setting; and

17 (9) Three meals per day;

18 (10) Access to laundry facilities;

19 (11) Transportation to appointments that a resident must attend as a condition of the  
20 resident's Care Plan; and

21 (12) Daily activities that provide residents the opportunity to build new skills and  
22 improve their emotional and physical health.

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

24 (c) ~~At least one Navigation Center shall focus on the needs of homeless persons, aged 18-~~  
25 ~~29, who have experienced street homelessness.~~

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

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

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

9           (f) Each Navigation Center shall allow residents to reside at the Navigation Center for a  
10 continuous stay of not less than 90 days. A Navigation Center shall allow a resident to reside at the  
11 Navigation Center beyond the initial 90-day stay so long as the resident is participating in the  
12 programs and/or services identified in the resident's Care Plan. Nothing in this subsection (f) is  
13 intended to limit the closing of a Navigation Center, as permitted under Section 106.3.

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

16                   (1) Conduct an exit interview with the resident and develop a plan for the resident's  
17 continued access to programs and services; and

18                   (2) Maintain contact with the resident for not less than 60 days to support the  
19 resident's continued access to and participation in programs and services.

20           (h) Each Navigation Center shall accept referral of residents from the Department of Public  
21 Health, the Department of Public Works, the Police Department, the Department of Homelessness and  
22 Supportive Housing ("HSH"), and any nonprofit partners that have been funded by HSH to coordinate  
23 such referrals. The City shall provide transportation to an individual who is referred to a Navigation  
24 Center for initial admission, where such individual is unable to get to the Navigation Center without  
25 assistance.

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

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6            **SEC. 106.3-1. REQUIREMENT TO OPEN NEW NAVIGATION CENTERS.**

7            **(a) Definitions.**

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

10           **(b) Requirement to Open New Navigation Centers.**

11           (1) By no later than six months after the effective date of the ordinance enacting this  
12 Section 106.3-1 in Board File No. 190418, HSH, with the assistance of all other appropriate City  
13 departments, shall open Navigation Centers in at least two supervisorial districts in which no  
14 Navigation Center was operating on April 16, 2019.

15           (2) By no later than 30 months after the effective date of the ordinance enacting this  
16 Section 106.3-1 in Board File No. 190418, HSH, with the assistance of all other appropriate City  
17 departments, shall open at least one Navigation Center in each supervisorial district in which no  
18 Navigation Center was operating on April 16, 2019. Navigation Centers opened under subsection  
19 (b)(1) shall count toward the requirement imposed by this subsection (b)(2).

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

23           (4) After selecting a site where a Navigation Center may be located, but before  
24 approving the opening of a Navigation Center on that site, the Director of HSH, in consultation with  
25 the member of the Board of Supervisors who represents the district in which the identified site is

1 located, shall conduct a thorough community outreach process with neighboring residents and  
2 businesses, neighborhood associations, and merchant associations regarding the site selection. The  
3 community outreach process shall consist of no fewer than three community meetings. For purposes of  
4 this subsection (b)(4), “approving” shall have the meaning set forth in Section 79.2(a) of the  
5 Administrative Code.

6 (5) To support productive and communicative relationships between a Navigation  
7 Center and its neighbors, each Navigation Center shall develop a Good Neighbor Policy. The Good  
8 Neighbor Policy shall, at a minimum:

9 (A) Identify a dedicated telephone hotline number for neighbors to use to  
10 communicate concerns about the Navigation Center;

11 (B) Identify strategies that the Navigation Center will employ to limit noise  
12 from within the facility and discourage loitering in the area surrounding or nearby the facility; and

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

15 (6) Upon opening a Navigation Center, the Director of HSH shall identify Dedicated  
16 Outreach Zones in areas surrounding or nearby the Navigation Center, and shall develop an outreach  
17 plan in consultation with the Supervisor of the district in which the Navigation Center is located.

18 During the operation of the Navigation Center, HSH’s Homeless Outreach Team (“HOT Team”) shall  
19 engage in outreach efforts to people experiencing homelessness in the Dedicated Outreach Zones, and  
20 shall provide a weekly report to the Director relaying the number people to whom the HOT Team  
21 offered services, and of those persons, the number who accepted services, the number who declined  
22 services, and the reasons for such declines.

23 (c) **Navigation Centers Supporting Specific Populations.** HSH may operate any of the  
24 Navigation Centers opened during the 30-month period referenced in subsection (b)(2) to meet the  
25 needs of one or more of the specific populations as described in subsections (c)(1)-(c)(6) below.



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

4                   (2) At least one Navigation Center may focus on the needs of homeless persons  
5 between the ages of 18 and 29 (transitional-aged youth), inclusive, who have experienced street  
6 homelessness.

7                   (3) At least one Navigation Center may focus on serving transgender and gender  
8 non-conforming individuals who may be experiencing homelessness.

9                   (4) At least one Navigation Center may focus on providing safe space and on-site  
10 services to individuals who live in cars and recreational vehicles.

11                   (5) At least one Navigation Center may focus on the needs of another specific  
12 population experiencing homelessness, as determined by HSH, in consultation with the member of the  
13 Board of Supervisors who represents the district in which the identified site is located.

14                   (6) At least one Navigation Center may focus on serving homeless persons aged 62  
15 and above.

16                   (d) **Fair Share Siting Criteria.** By no later than 60 days after the effective date of the  
17 ordinance enacting this Section 106.3-1 in Board File No. 190418, HSH, in consultation with other  
18 City departments as HSH deems appropriate, shall adopt Fair Share Siting Criteria to inform the  
19 selection of sites for Navigation Centers that consider the fair geographic distribution of Navigation  
20 Centers among communities, as well as communities' needs for services, the efficacy of service  
21 delivery, and the social and economic impact of Navigation Centers on their surrounding areas.  
22 Criteria shall include, but are not limited to: the size of the facility and the lot on which it is located,  
23 proximity to public transportation, a preference for publicly-owned land, proximity to persons who  
24 have a need for social services, and ease of making capital improvements.

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: \_\_\_\_\_  
22 ANNE PEARSON  
23 Deputy City Attorney

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25