

File No. 190418

Committee Item No. 1

Board Item No. _____

COMMITTEE/BOARD OF SUPERVISORS

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Committee: Government Audit and Oversight

Date: February 20, 2020

Board of Supervisors Meeting:

Date: _____

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- _____
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Prepared by: John Carroll

Date: February 14, 2020

Prepared by: John Carroll

Date: _____

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.

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

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 (a**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;

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 (e) ~~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.

5
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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REVISED LEGISLATIVE DIGEST

(Substituted, 12/17/2019)

[Administrative Code - Navigation Centers for the Homeless]

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

Existing Law

Local law requires the City and County of San Francisco (the “City”) to open and operate no fewer than eight Navigation Centers, which are temporary, low-barrier-to-entry shelters that, through case management and social service programs, aid in moving homeless people off the streets and into permanent housing or transitional or stable supportive housing that eventually leads to permanent housing.

Navigation Centers must comply with a variety of operational requirements. Among other things, they must: serve no more than 100 clients at a time, offer showers, bathrooms, and places to store client’s belongings, allow clients to keep their pets with them, provide access to health services, including mental health services, drug and alcohol treatment, and harm reduction interventions, and offer intensive case management to help connect people to housing.

Local law requires the City to locate Navigation Centers in areas accessible to homeless people, and when selecting a site for a Navigation Center, to give first priority to unused or vacant sites owned or controlled by the City, second priority to sites owned or controlled by the City that are being used for other purposes but could feasibly be converted to Navigation Centers, and third priority to private property or property owned by other, non-City public

agencies, that could be leased or acquired by the City. Local law does not otherwise impose any limits or requirements with respect to the location of Navigation Centers.

Local law establishes the Shelter Monitoring Committee, which has the power and duty to conduct site visits of City shelters and prepare reports on the conditions of those shelters for submission to the Mayor, the Board of Supervisors, the Local Homeless Coordinating Board, and relevant City departments.

Amendments to Current Law

The proposed ordinance would require the Department of Homelessness and Supportive Housing (“HSH”) to open a Navigation Center within six months in each of two Supervisorial districts where no Navigation Center currently exists, and to open at least one Navigation Center within 30 months in each Supervisorial district where no Navigation Center currently exists.

The proposed ordinance would revise the operational standards for Navigation Centers by, among other things: requiring navigation centers to prepare a “Care Plan” for each resident that lists the services and programs that are necessary to support their stabilization; allowing Navigation Centers to have up to 130 beds; requiring that Navigation Centers conduct regular wellness checks of residents, and provide access to laundry facilities, transportation to programs and services required by a resident’s Care Plan; requiring Navigation Centers to allow residents to stay for an initial stay of not less than 90 days, and to remain at the Navigation Center so long as they are in compliance with their Care Plan; and requiring Navigation Centers to establish written grievance policies.

After selecting a site where a Navigation Center may be located, but before approving the opening of a Navigation Center on that site, the Director of HSH, in consultation with the member of the Board of Supervisors who represents the district in which the identified site is located, would be required to conduct a thorough community outreach process with neighboring residents and businesses, neighborhood associations, and merchant associations on the site selection. The community outreach process must consist of no fewer than three community meetings. The ordinance would also require each Navigation Center to adopt a Good Neighbor Policy and an outreach plan designed to reach people experiencing homelessness in the area surrounding the Navigation Center.

The ordinance would allow the City to operate at least one Navigation Center to meet the needs of each of the following populations: persons with alcohol dependency; homeless persons between the ages of 18 and 29 (transitional-aged youth) who have experienced street homelessness; transgender and gender non-conforming individuals who may be experiencing homelessness; individuals who live in cars and recreational vehicles; and senior citizens.

The ordinance would also require HSH to adopt Fair Share Siting Criteria to inform the selection of sites for Navigation Centers that consider the fair geographic distribution of

Navigation Centers among communities as well as communities' needs for services, the efficacy of service delivery, and the social and economic impact of Navigation Centers on their surrounding areas.

The ordinance would also authorize the Shelter Monitoring Committee to visit and survey conditions at Navigation Centers, in addition to City shelters.

Background Information

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

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

Navigation Centers have been opened in only three out of the eleven Supervisorial Districts, even though 1) the Board of Supervisors has declared there to be a "shelter crisis" in the City and County of San Francisco, 2) the Navigation Center model has proven to be successful, and 3) there is a significant number of people experiencing homelessness in every Supervisorial District.

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

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

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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
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February 14, 2020


TO: Government Audit and Oversight Committee
FROM: Budget and Legislative Analyst 
SUBJECT: February 20, 2020 Government Audit and Oversight Committee Meeting

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<p>Item 1 File 19-0418 <i>(Continued from February 6, 2020)</i></p>	<p>Department: Department of Homelessness and Supportive Housing</p>
<p>EXECUTIVE SUMMARY</p>	
<p style="text-align: center;">Legislative Objectives</p> <ul style="list-style-type: none"> • The proposed ordinance would amend the Administrative Code to require the Department of Homelessness and Supportive Housing to open Navigation Centers, including: (a) two Navigation Centers in two supervisorial districts (one per district) that had no Navigation Centers as of April 16, 2019, within six months of the approval of the ordinance; and (b) at least one Navigation Center in each supervisorial district that had no Navigation Centers as of April 16, 2019, within 30 months of the approval of the ordinance and service specific population specified in proposed ordinance. The proposed ordinance would require the Department to develop a “fair sharing criteria” that will be used to inform the selection sites for new Navigation Centers. In addition, the proposed ordinance would revise certain operational standards for Navigation Centers. <p style="text-align: center;">Key Points</p> <ul style="list-style-type: none"> • The Navigation Center model was first piloted in March 2015 to provide a low-barrier alternative to traditional homeless shelters. As of January 2020, seven Navigation Centers have been opened in three out of the eleven Supervisorial Districts (District 6, District 9, and District 10). <p style="text-align: center;">Fiscal Impact</p> <ul style="list-style-type: none"> • The estimated annual operating cost for each Navigation Center established under the proposed ordinance, based on FY 2019-20 average operating costs for six centers operated by the Department of Homelessness and Supportive Housing, is \$4.3 million. • The estimated one-time capital cost for each Navigation Center established under the proposed ordinance, based on the capital costs for the six centers currently operated by the Department of Homelessness and Supportive Housing, is \$6.3 million . • Department staff state that the Department would need new positions to implement the ordinance. Any new expenditure and position authority in FY 2020-21 would be subject to Board of Supervisors’ approval. <p style="text-align: center;">Policy Consideration</p> <ul style="list-style-type: none"> • There are currently three proposed leases before the Board of Supervisors for three additional Navigation Centers sites at 888 Post Street (File 20-0043), 33 Gough Street (File 20-0044), and 1156 Valencia Street (File 20-0015). The proposed Navigation Center at 888 Post Street is in Supervisorial District 3 and the one at 1156 Valencia is in Supervisorial District 8, neither of which currently has a Navigation Center. However, both are expected to open in Fall 2020, which may be beyond the deadline to open two Navigation Centers in Districts currently without one within six months of enactment of the proposed ordinance. <p style="text-align: center;">Recommendation</p> <ul style="list-style-type: none"> • Approval of the proposed ordinance is a policy matter for the Board of Supervisors. 	

MANDATE STATEMENT

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

BACKGROUND

The Navigation Center model was first piloted in March 2015 to provide a low-barrier alternative to traditional homeless shelters, including service provision, with the goal of transitioning people off the streets and into longer-term housing. Since then, the Department of Homelessness and Supportive Housing (“Homelessness and Supportive Housing”) has opened nine Navigation Centers, six of which are still in operation as of January 2020.

As of January 2020, seven¹ Navigation Centers have been opened in three out of the eleven Supervisorial Districts (District 6, District 9, and District 10). Table 1 below shows the current active Navigation Centers, where they are located, the nonprofit operator, and the number of beds at each center.

Table 1. Active Navigation Centers in San Francisco (as of January 2020)

Navigation Center	Operator	Beds	Location	District	Square Feet
<i>Homelessness and Supportive Housing</i>					
Bayshore	Five Keys Schools and Programs	128	125 Bayshore	10	31,200
Central Waterfront	Episcopal Community Services	64	600 25 th Street	10	13,715
Bryant	Episcopal Community Services	84	680 Bryant Street	6	15,000
Civic Center	Community Housing Partnership	113	20 12 th Street	6	N/A
Division Circle	St. Vincent De Paul Society	186	224 South Van Ness	9	78,000
Embarcadero SAFE ²	Five Keys Schools and Programs	200	555 Beale Street	6	46,659
<i>Public Health</i>					
Hummingbird	Baker Places, Inc.	29	Zuckerberg San Francisco General Hospital	10	8,746

Source: Department of Homelessness & Supportive Housing

¹ The Department of Homelessness and Supportive Housing funds and operates six Navigation Centers. The Department of Public Health funds and operates one Navigation Center (Hummingbird).

² This Navigation Center opened in December 2019.

DETAILS OF PROPOSED LEGISLATION

The proposed ordinance would amend the Administrative Code to require the Department of Homelessness and Supportive Housing to open Navigation Centers, including:

- (a) two Navigation Centers in two supervisorial districts (one per district) that had no Navigation Centers as of April 16, 2019, within six months of the approval of the ordinance; and
- (b) at least one Navigation Center in each supervisorial district that had no Navigation Centers as of April 16, 2019, within 30 months of the approval of the ordinance.

As noted above, as of January 2020, seven Navigation Centers were operating in three supervisorial districts. Therefore, under the proposed ordinance, Navigation Centers would be opened in eight additional supervisorial districts within 30 months.

The proposed ordinance states that the Department of Homelessness and Supportive Housing may operate any of the Navigation Centers to serve the following populations: (a) homeless persons with alcohol dependency; (b) homeless persons between the ages of 18 and 29; (c) homeless transgender and gender non-conforming persons; (d) individuals who live in cars and recreational vehicles, (e) persons aged 62 and above, and (f) a specific population to be determined by the Department of Homelessness & Supportive Housing. Under the proposed ordinance, prior to opening a new Navigation Center, the Department of Homelessness and Supportive Housing must coordinate with the Supervisor of the relevant district and conduct at least three community meetings.

The proposed ordinance would require the Department of Homelessness and Supportive Housing to develop a “fair sharing criteria” that will be used to inform the selection sites for the new Navigation Centers required by the proposed ordinance.

The proposed ordinance would also revise the operational standards for Navigation Centers in the following ways:

- 1) Requiring Navigation Centers to perform a comprehensive assessment of a resident’s needs within 72 hours of the resident’s admission to the Center
- 2) Requiring the preparation of an individualized plan (Care Plan) that lists the services and programs necessary to support stabilization and providing one on one intensive case management
- 3) Increasing the number beds allowed at a Navigation from 100 to 130, and requiring the City Administrator to include the reasons for exceeding the bed cap in documenting the need to do so
- 4) Requiring Navigation Centers to conduct regular wellness checks of residents and provide access to laundry facilities, transportation to programs and services required by a resident’s Care Plan, and daily activities related to wellness
- 5) Requiring Navigation Centers to have at least one staff person on-site at all times who is responsible for addressing resident concerns and responding to emergencies
- 6) Requiring Navigation Centers to allow residents to stay for an initial stay of not less than 90 days and to remain at the Center so long as the resident follows their Care Plan

- 7) Requiring Navigation Centers to establish written grievance policies and develop a “Good Neighbor Policy” and outreach plan
- 8) Requiring a community outreach process with neighboring residents and businesses, neighborhood associations and merchant associations on the site selection, consisting of no fewer than three community meetings
- 9) Allow members of the Shelter Monitoring Committee to visit and monitor conditions at Navigation Centers³
- 10) Accept referrals from the Departments of Public Works, Police, Homelessness & Supportive Housing, and service providers and require the City to transport such referrals to a Navigation Center.
- 11) Conduct an exit interview with residents and develop a plan for accessing services

The proposed ordinance would also affirm the Planning Department’s determination that the legislation does not require California Environmental Quality Act review.

FISCAL IMPACT

The proposed ordinance would require opening at least two new Navigation Centers within six months of the effective date of the proposed ordinance, or approximately Summer 2020. Based on average operating costs of \$4.3 million noted in Table 2 below, operating the two new Navigation Centers required by the proposed ordinance would cost approximately \$8.6 million annually. One-time capital costs to develop a site into a Navigation Center, which are summarized in Table 3 below, are \$6.3 million, on average, or approximately \$12.6 million for two centers. There could be additional capital costs incurred with the expedited timelines as proposed in this legislation.

Operating Costs

According to the Department of Homelessness and Supportive Housing, the total FY 2019-20 costs to operate each of the department’s six Navigation Centers range from \$6,557,583 at Division Circle to \$3,005,230 at Central Waterfront. The average cost across all six Homelessness and Supportive Housing-operated Navigation Centers is \$4,288,147. According to the Department of Public Health (DPH), the total FY 2019-2020 cost to operate the Hummingbird Navigation Center is \$3,267,500.

³ The powers and membership of the Shelter Monitoring Committee are defined in Sections 20.304 and 20.305 of the Administrative Code.

Table 2. FY 2019-20 Operating Costs for Existing Navigation Centers

Operating Costs	Civic Center	Central Waterfront ⁴	Division Circle	5th and Bryant (SOMA)	125 Bayshore	Embarcadero SAFE ⁵	Hummingbird (DPH)	Average ⁶
Salaries and Benefits	\$803,516	\$1,958,540	\$4,052,366	\$1,919,232	\$2,097,473	\$2,177,803	\$2,303,302	\$2,168,155
Operating Expense	2,682,898	911,093	874,171	349,747	1,044,491	330,334	538,001	\$1,032,122
Indirect Cost	401,633	344,357	460,350	272,278	389,794	376,221	426,197	\$374,106
Operating Cost Subtotal	3,888,047	3,213,990	5,386,887	2,541,257	3,531,758	2,884,358	3,267,500	\$3,574,383
Other Costs								
Rental of Property	408,000	75,707	2,012	2,012	518,780	442,327	0	\$241,473
Storage	0	0	0	501,948	0	0	0	\$83,658
Neighborhood Cleaning Program ⁷	190,000	190,000	176,585	190,000	190,000	190,000	0	\$187,764
Security ⁸	0	105,000	489,342	105,000	106,798	260,832	0	\$177,829
Other Cost Subtotal	598,000	370,707	667,939	798,960	815,578	893,159	0	\$690,724
Total Cost	\$4,486,047	\$3,584,697	\$6,054,826	\$3,340,217	\$4,347,336	\$3,777,517	\$3,267,500	\$4,265,107

Source: Department of Homelessness & Supportive Housing

In addition, the Department of Homelessness and Supportive Housing estimates the annual cost of meals across all six department-operated Navigation Centers to be approximately \$2,207,885⁹.

Section 106.2 of the Administrative Code, which sets operating requirements, states Navigation Centers may have between 40 and 100 beds, unless the City Administrator documents the need to exceed the cap. The proposed ordinance increases the cap on the number of beds to 130 and requires the City Administrator to include the reasons for exceeding the bed cap. The Navigation Centers at Embarcadero, Hummingbird, and Division Circle fall outside the current and proposed bed range. If those Navigation Centers' operating costs are excluded from the

⁴ Costs annualized to reflect the cost for whole year.

⁵ Costs reflect opening of Navigation Center in December 2019.

⁶ Average costs exclude Hummingbird as it is not operated by the Department of Homelessness and Supportive Housing.

⁷ The Department of Homelessness and Supportive Housing states that the contract for Neighborhood Cleaning Services is sub-contracted through the site's nonprofit provider. Neighborhood Cleaning Services support Navigation Center clients by offering a workforce component. Neighborhood Cleaning Services employ Navigation Center clients, providing clients an opportunity to earn income while providing essential services and engaging with the neighborhood.

⁸ Security hours and coverage varies by site based on Program needs.

⁹ The Department of Homelessness and Supportive Housing estimates meal cost is \$5.26 per person per meal. Each Navigation Centers is expected to serve two meals per client per day. The cost of two meals per day per client for all active Navigation Centers is covered by HSH's contract with Meals on Wheels.

average analysis, the average operating cost for the remaining four facilities is \$3.9 million annually.

Capital Costs

According to the Department of Homelessness and Supportive Housing, the one-time capital costs for the existing Navigation Centers vary by many factors, such as the location, condition of the sites, size of the facility, and need for tenant improvements. For example, the Civic Center Navigation Center was a building that had existing utilities and infrastructure on-site, whereas the Division Circle Navigation Center was a vacant lot with no permanent utilities (e.g., power, water). Table 3 below shows capital costs to develop the existing Navigation Centers.

Table 3. One-Time Capital Costs for Homelessness and Supportive Housing Navigation Centers

Navigation Center	Capital Costs	Year of Construction
Division Circle	\$9,764,145	FY 2018-19 and FY 2019-20 ¹⁰
5th and Bryant (SOMA)	6,124,177	FY 2018-19
125 Bayshore	4,727,672	FY 2018-19
Central Waterfront	3,129,444	FY 2016-17
Civic Center	1,416,740	FY 2016-17 and FY 2019-20 ¹¹
Embarcadero SAFE	12,460,000	FY 2019-20
Average	\$6,270,363	

Source: Department of Homelessness & Supportive Housing

Capital costs include scoping, design and construction work, as well as tenant improvements. According to the Department of Homelessness & Supportive Housing and as shown above, the total one-time capital costs to operate each of the department's six Navigation Centers range from \$12,460,000 at Embarcadero SAFE to \$1,416,740 at Civic Center. The average capital cost across all six HSH-operated Navigation Centers is \$6,270,363. If the Navigation Centers that are outside the current and proposed bed cap are excluded from analysis, average capital costs to open a Navigation Center are \$3.8 million.

Potential Changes to Department and Provider Operating Costs

Department of Homelessness and Supportive Housing staff state that the Department would need to add positions for real estate and facilities, contract, shelter programs staff, external affairs staff, and program staff to support the 72-hour time limit for the intake process and comprehensive assessment for each Navigation Center. In addition, the Department states that there would be additional costs for staffing and resources for the nonprofit operators per Navigation Center to meet the proposed change to operational requirements. The actual increase in Navigation Center operating costs will depend on the extent to which currently operating practices differ from the proposed operating requirements and cannot be quantified at this time. Any new expenditure and position authority in FY 2020-21 would be subject to Board of Supervisors' approval.

¹⁰ \$6,164,145 in FY 2018-19 and \$3,600,000 in FY 2019-20 for expansion

¹¹ \$1,078,065 in FY 2016-17, and \$338,675 in FY 2019-20 for expansion

POLICY CONSIDERATION**Timing of Opening Navigation Centers**

The Board of Supervisors approved an ordinance in March 2019 (File 19-0047, Ordinance 61-19) to streamline the process for entering into leases and contracts for homeless shelters in order to expedite the opening of shelters (including Navigation Centers). According to Ms. Dylan Rose Schneider, Manager of Policy and Legislative Affairs at the Department of Homelessness and Supportive Housing, if the Department is not able to locate a Navigation Center site in each of the Supervisorial districts, the Department may not be able to meet the timelines of the proposed ordinance.

Proposed Leases on Navigation Center Sites

There are currently three proposed leases before by the Board of Supervisors for three additional Navigation Centers sites at 888 Post Street (File 20-0043), 33 Gough Street (File 20-0044), and 1156 Valencia Street (File 20-0015), the latter of which will be operated by the Department of Public Health. The proposed Navigation Center at 888 Post Street is in Supervisorial District 3 and the one at 1156 Valencia is in Supervisorial District 8, neither of which currently has a Navigation Center. However, both are expected to open in Fall 2020, which may be beyond the deadline to open two Navigation Centers in Districts currently without one within six months of enactment of the proposed ordinance. The Department of Homelessness and Supportive Housing states that opening any additional Navigation Centers in CY 2020 would require additional appropriation approval from the Board of Supervisors.

RECOMMENDATION

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

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

February 3, 2020


TO: Government Audit and Oversight Committee
FROM: Budget and Legislative Analyst 
SUBJECT: February 6, 2020 Government Audit and Oversight Committee Meeting

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2	19-0418 Administrative Code - Navigation Centers for the Homeless	4

<p>Item 2 File 19-0418</p>	<p>Department: Department of Homelessness and Supportive Housing</p>
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EXECUTIVE SUMMARY

Legislative Objectives

- The proposed ordinance would amend the Administrative Code to require the Department of Homelessness and Supportive Housing to open Navigation Centers, including: (a) two Navigation Centers in two supervisorial districts (one per district) that had no Navigation Centers as of April 16, 2019, within six months of the approval of the ordinance; and (b) at least one Navigation Center in each supervisorial district that had no Navigation Centers as of April 16, 2019, within 30 months of the approval of the ordinance and service specific population specified in proposed ordinance. The proposed ordinance would require the Department of Homelessness and Supportive Housing to develop a “fair sharing criteria” that will be used to inform the selection sites for the new Navigation Centers required by the proposed ordinance. In addition, the proposed ordinance would revise certain operational standards for Navigation Centers.

Key Points

- The Navigation Center model was first piloted in March 2015 to provide a low-barrier alternative to traditional homeless shelters, including service provision, with the goal of transitioning people off the streets and into longer-term housing. As of January 2020, seven Navigation Centers have been opened in three out of the eleven Supervisorial Districts (District 6, District 9, and District 10).

Fiscal Impact

- Based on average operating costs of \$4.3 million, operating the two new Navigation Centers required by the proposed ordinance would cost approximately \$8.6 million annually. One-time capital costs to develop a site into a Navigation Center are \$6.3 million, on average, or approximately \$12.6 million for two centers. Estimated staff costs for each Navigation Center are \$1.8 million.
- Department staff state that the Department would need 8.25 new positions to implement the ordinance, with estimated costs of approximately \$1.4 million. Any new expenditure and position authority in FY 2020-21 would be subject to Board of Supervisors’ approval.

Policy Considerations

- According to the Department, if the Department is not able to locate a Navigation Center site in each of the Supervisorial districts, the Department may not be able to meet the timelines of the proposed ordinance.
- There are currently two proposed leases to be approved by the Board of Supervisors for an additional two Navigation Center sites located at 888 Post Street (File 20-0043) and 33 Gough Street (File 20-0044). The proposed Navigation Center at 888 Post Street is in Supervisorial District 3, where no Navigation Center currently exists and is expected to open in Fall 2020, which is beyond the deadline to open two Navigation Centers within six months of enactment of the proposed ordinance.

Recommendation

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

MANDATE STATEMENT

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

BACKGROUND

The Navigation Center model was first piloted in March 2015 to provide a low-barrier alternative to traditional homeless shelters, including service provision, with the goal of transitioning people off the streets and into longer-term housing. Since then, the Department of Homelessness and Supportive Housing (“Homelessness and Supportive Housing”) has opened nine Navigation Centers, six of which are still in operation as of January 2020.

As of January 2020, seven¹ Navigation Centers have been opened in three out of the eleven Supervisorial Districts (District 6, District 9, and District 10). Table 1 below shows the current active Navigation Centers, where they are located, the nonprofit operator, and the number of beds at each center.

Table 1. Active Navigation Centers in San Francisco (as of January 2020)

Navigation Center	Operator	Beds	Location	District	Square Feet
<i>Homelessness and Supportive Housing</i>					
Bayshore	Five Keys Schools and Programs	128	125 Bayshore	10	31,200
Central Waterfront	Episcopal Community Services	64	600 25 th Street	10	13,715
Bryant	Episcopal Community Services	84	680 Bryant Street	6	15,000
Civic Center	Community Housing Partnership	113	20 12 th Street	6	N/A
Division Circle	St. Vincent De Paul Society	186	224 South Van Ness	9	78,000
Embarcadero SAFE ²	Five Keys Schools and Programs	200	555 Beale Street	6	46,659
<i>Public Health</i>					
Hummingbird	Baker Places, Inc.	29	Zuckerberg San Francisco General Hospital	10	8,746

Source: Department of Homelessness & Supportive Housing

¹ The Department of Homelessness and Supportive Housing funds and operates six Navigation Centers. The Department of Public Health funds and operates one Navigation Center (Hummingbird).

² This Navigation Center opened in December 2019.

DETAILS OF PROPOSED LEGISLATION

The proposed ordinance would amend the Administrative Code to require the Department of Homelessness and Supportive Housing to open Navigation Centers, including:

- (a) two Navigation Centers in two supervisorial districts (one per district) that had no Navigation Centers as of April 16, 2019, within six months of the approval of the ordinance; and
- (b) at least one Navigation Center in each supervisorial district that had no Navigation Centers as of April 16, 2019, within 30 months of the approval of the ordinance.

As noted above, as of January 2020, seven Navigation Centers were operating in three supervisorial districts. Therefore, under the proposed ordinance, Navigation Centers would be opened in eight additional supervisorial districts within 30 months.

The proposed ordinance requires at least one Navigation Center to serve the following populations: (a) homeless persons with alcohol dependency; (b) homeless persons between the ages of 18 and 29; (c) homeless transgender and gender non-conforming persons; (d) individuals who live in cars and recreational vehicles, (e) persons aged 62 and above, and (f) a specific population to be determined by the Department of Homelessness & Supportive Housing. Under the proposed ordinance, prior to opening a new Navigation Center, the Department of Homelessness and Supportive Housing must coordinate with the Supervisor of the relevant district and conduct at least three community meetings.

The proposed ordinance would require the Department of Homelessness and Supportive Housing to develop a “fair sharing criteria” that will be used to inform the selection sites for the new Navigation Centers required by the proposed ordinance.

The proposed ordinance would also revise the operational standards for Navigation Centers in the following ways:

- 1) Requiring Navigation Centers to perform a comprehensive assessment of a resident’s needs within 72 hours of the resident’s admission to the Center
- 2) Requiring the preparation of an individualized plan (Care Plan) that lists the services and programs necessary to support stabilization and providing one on one intensive case management
- 3) Increasing the number beds allowed at a Navigation from 100 to 130, and requiring the City Administrator to include the reasons for exceeds the bed cap in documenting the need to do so
- 4) Requiring Navigation Centers to conduct regular wellness checks of residents and provide access to laundry facilities, transportation to programs and services required by a resident’s Care Plan, and daily activities related to wellness
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- 7) Requiring Navigation Centers to establish written grievance policies and develop a “Good Neighbor Policy” and outreach plan
- 8) Requiring a community outreach process with neighboring residents and businesses, neighborhood associations and merchant associations on the site selection, consisting of no fewer than three community meetings
- 9) Allow members of the Shelter Monitoring Committee to visit and monitor conditions at Navigation Centers³
- 10) Accept referrals from the Departments of Public Works, Police, Homelessness & Supportive Housing, and service providers and require the City to transport such referrals to a Navigation Center.
- 11) Conduct an exit interview with residents and develop a plan for accessing services

The proposed ordinance would also affirm the Planning Department’s determination that the legislation does not require California Environmental Quality Act review.

FISCAL IMPACT

The proposed ordinance would require opening at least two new Navigation Centers within six months of the effective date of the proposed ordinance, or approximately Summer 2020. Based on average operating costs of \$4.3 million noted in Table 2 below, operating the two new Navigation Centers required by the proposed ordinance would cost approximately \$8.6 million annually. One-time capital costs to develop a site into a Navigation Center, which are summarized in Table 3 below, are \$6.3 million, on average, or approximately \$12.6 million for two centers. There could be additional capital costs incurred with the expedited timelines as proposed in this legislation.

Operating Costs

According to the Department of Homelessness and Supportive Housing, the total FY 2019-20 costs to operate each of the department’s six Navigation Centers range from \$6,557,583 at Division Circle to \$3,005,230 at Central Waterfront. The average cost across all six Homelessness and Supportive Housing-operated Navigation Centers is \$4,288,147. According to the Department of Public Health (DPH), the total FY 2019-2020 cost to operate the Hummingbird Navigation Center is \$3,267,500.

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Table 2. FY 2019-20 Operating Costs for Existing Navigation Centers

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Source: Department of Homelessness & Supportive Housing

In addition, the Department of Homelessness and Supportive Housing estimates the annual cost of meals across all six department-operated Navigation Centers to be approximately \$2,207,885⁹.

Section 106.2 of the Administrative Code, which sets operating requirements, states Navigation Centers may have between 40 and 100 beds, unless the City Administrator documents the need to exceed the cap. The proposed ordinance increases the cap on the number of beds to 130 and requires the City Administrator to include the reasons for exceeding the bed cap. The Navigation Centers at Embarcadero, Hummingbird, and Division Circle fall outside the current and proposed bed range. If those Navigation Centers’ operating costs are excluded from the

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Capital Costs

According to the Department of Homelessness and Supportive Housing, the one-time capital costs for the existing Navigation Centers vary by many factors, such as the location, condition of the sites, size of the facility, and need for tenant improvements. For example, the Civic Center Navigation Center was a building that had existing utilities and infrastructure on-site, whereas the Division Circle Navigation Center was a vacant lot with no permanent utilities (e.g., power, water). Table 3 below shows capital costs to develop the existing Navigation Centers.

Table 3. One-Time Capital Costs for Homelessness and Supportive Housing Navigation Centers

Navigation Center	Capital Costs	Year of Construction
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Civic Center	1,416,740	FY 2016-17 and FY 2019-20 ¹¹
Embarcadero SAFE	12,460,000	FY 2019-20
Average	\$6,270,363	

Source: Department of Homelessness & Supportive Housing

Capital costs include scoping, design and construction work, as well as tenant improvements. According to the Department of Homelessness & Supportive Housing and as shown above, the total one-time capital costs to operate each of the department’s six Navigation Centers range from \$12,460,000 at Embarcadero SAFE to \$1,416,740 at Civic Center. The average capital cost across all six HSH-operated Navigation Centers is \$6,270,363. If the Navigation Centers that are outside the current and proposed bed cap are excluded from analysis, average capital costs to open a Navigation Center are \$3.8 million.

Homelessness and Supportive Housing Staff Costs

Department of Homelessness and Supportive Housing staff also state that there would be additional on-going personnel costs of approximately \$1.4 million for 8.25 FTEs annually for real estate and facilities, contract, shelter programs staff, external affairs staff, and program staff to support the 72-hour time limit for the intake process and comprehensive assessment for each Navigation Center. Table 4 below shows the additional annual, on-going personnel costs and FTE positions.

¹⁰ \$6,164,145 in FY 2018-19 and \$3,600,000 in FY 2019-20 for expansion

¹¹ \$1,078,065 in FY 2016-17, and \$338,675 in FY 2019-20 for expansion

Table 4. Additional HSH Personnel Costs and FTE Positions

Job Class and Position	FTE	FY 19-20 Salary	FY 19-20 Fringe	Total Cost
1823 Senior Administrative Analyst	0.5	\$59,605	\$47,684	\$107,289
1824 Principal Administrative Analyst	1.25	\$172,543	\$55,214	\$227,757
2917 Program Support Analyst	1	\$122,538	\$49,015	\$171,553
7203 Buildings and Grounds Maintenance Supervisor	0.5	\$62,582	\$50,066	\$112,648
7334 Stationary Engineer	1.5	\$150,891	\$40,238	\$191,129
2917 Program Support Analyst	2.5	\$306,345	\$134,792	\$441,137
2913 Program Specialist	1	\$99,814	\$43,918	\$143,732
Total	8.25	\$974,318	\$420,927	\$1,395,245

Source: Department of Homelessness & Supportive Housing

Any new expenditure and position authority in FY 2020-21 would be subject to Board of Supervisors' approval.

Estimated Increase in Service Provider Operating Costs

In addition, the Department states that there would be an additional estimated cost of approximately \$1,797,000 annually for staffing and resources for the nonprofit operators per Navigation Center to meet the proposed operational requirements. Table 5 below shows the additional estimated annual, ongoing operating costs per Navigation Center.

Table 5. Additional Estimated Operating Costs per Navigation Center

Operating Costs	FTE	Total Cost	Description
Front Desk Clerk	1	\$70,000	Estimated salary for 1.0 FTE Front Desk Clerk. 4.2 FTEs are currently needed for 5 day business hour coverage; this would increase to an estimated 6.4 FTEs if intake was extended to 24/7 coverage.
Case Manager	1	\$78,000	Current case manager to client ratio at centers is 1:25. If case managers are to be available 24/7 and run front desk, this position would increase by 1.0 FTE or more if case managers were to be responsible for all client intake in addition to case management.
Coordinated Entry Staff/Resources	TBD	\$300,000	Cost per center to ensure 100 percent of clients are assessed by Coordinated Entry and provided with housing navigators as eligible.
Problem Solving Staff /Resources	TBD	\$200,000	Cost per center to ensure 100 percent of clients identified as “problem solving status” have access to problem solver staff.
Janitorial Maintenance Staff	TBD	\$225,000	Annual nonprofit provider’s facility staffing and associated costs for an 85-bed center. This cost would likely increase with increased bed capacity.
Storage Cost (facilities and staff)	TBD	\$500,000	Annual cost per center for storage facilities and staff for an 85-bed center. This may increase with increased capacity or additional requirements/expansion of storage.
Intensive Case Manager	TBD	\$95,000	HSH does not currently utilize the Intensive Case Management (ICM) model. Estimates indicate that 1.0 FTE would cost \$95,000 annually (salary and benefits). It is unknown at this time how many FTEs would be required to fulfill the proposed requirements.
Intensive Case Manager Supervisor	TBD	\$150,000	HSH does not currently utilize the Intensive Case Management (ICM) model. Estimates indicate that 1.0 FTE ICM supervisor would cost \$150,000 annually including salary and benefits. It is unknown at this time how many FTEs would be required to fulfill the proposed requirements.
Transportation (driver)	TBD	\$72,000	Estimated cost for a dedicated driver for transportation per center. This does not include benefits, supervision, or indirect costs.
Vehicle	TBD	\$27,000	Estimated cost for an accessible vehicle at a minimum of one per site if daily, accessible transportation is required.
Activities Coordinator	TBD	\$80,000	Estimated salary for 1.0 FTE Activities Coordinator at a minimum estimated 1.0 FTE per site if daily activities required.
Total		\$1,797,000	

Source: Department of Homelessness & Supportive Housing

Available Funds in FY 2019-20 Budget

According to Department of Homelessness and Supportive Housing staff, the Department’s FY 2019-20 budget has funding to open one to two more Navigation Center sites in 2020. Those sites have already been identified (one in District 3 and one in District 6) and are coming to the Board for approval to lease the site. Additional funding would be needed, subject to Board of Supervisors approval, to secure and develop any additional sites in accordance with the proposed ordinance.

POLICY CONSIDERATIONS**Timing of Opening Navigation Centers**

The Board of Supervisors approved an ordinance in March 2019 (File 19-0047, Ordinance 61-19) to streamline the process for entering into leases and contracts for homeless shelters in order to expedite the opening of shelters (including Navigation Centers). According to Ms. Dylan Rose Schneider, Manager of Policy and Legislative Affairs at the Department of Homelessness and Supportive Housing, if the Department is not able to locate a Navigation Center site in each of the Supervisorial districts, the Department may not be able to meet the timelines of the proposed ordinance.

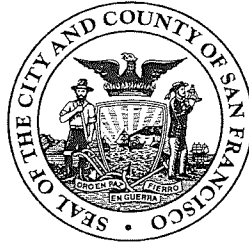
Proposed Leases on Navigation Center Sites

There are currently two proposed leases to be approved by the Board of Supervisors for an additional two Navigation Center sites located at 888 Post Street (File 20-0043) and 33 Gough Street (File 20-0044). The proposed Navigation Center at 33 Gough Street is located in Supervisorial District 6, where there are currently three Navigation Centers. The proposed Navigation Center at 888 Post Street is in Supervisorial District 3, where no Navigation Center currently exists and is expected to open in Fall 2020, which is beyond the deadline to open two Navigation Centers within six months of enactment of the proposed ordinance.

RECOMMENDATION

Approval of the proposed ordinance is a policy matter 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

MEMORANDUM

TO: Kiely Hosmon, Director
Youth Commission

FROM: John Carroll, Assistant Clerk,
Government Audit and Oversight Committee

DATE: December 20, 2019

SUBJECT: REFERRAL FROM BOARD OF SUPERVISORS

The Board of Supervisors has received the following proposed legislation which is being referred to the Youth Commission as per Charter, Section 4.124 for comment and recommendation. The Commission may provide any response it deems appropriate within 12 days from the date of this referral.

File No. 190418

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

Please return this cover sheet with the Commission's response to John Carroll, Assistant Clerk, Government Audit and Oversight Committee.

RESPONSE FROM YOUTH COMMISSION Date: February 3, 2020

No Comment
 Recommendation Attached

Chairperson, Youth Commission

Youth Commission
City Hall ~ Room 345
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102-4532



(415) 554-6446
(415) 554-6140 FAX
www.sfgov.org/youth_commission

YOUTH COMMISSION
MEMORANDUM

TO: John Carroll, Assistant Clerk, Government Audit and Oversight Committee
FROM: Youth Commission
DATE: Monday, February 3, 2020
RE: Referral response to BOS File No. 190418 [Administrative Code - Navigation Centers for the Homeless]

At our **Monday, February 3, 2020, meeting**, the Youth Commission voted to not support the following motion:

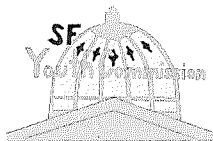
BOS File No. 190418 [Administrative Code - Navigation Centers for the Homeless]

The Youth Commissioners have provided a memo with their explanation of why they are opposing this legislation (attached).

Youth Commissioners thank the Board of Supervisors for their attention to this issue. If you have any questions, please contact our office at (415) 554-6446, or your Youth Commissioner.

A handwritten signature in cursive script that reads "Josephine Cureton".

Josephine Cureton, Chair
Adopted on February 3, 2020
2019-2020 San Francisco Youth Commission



Memorandum

TO: Youth Commissioners (x17) **FROM:** YC Housing and Land Use Committee
Cc: Youth Commission Staff
RE: BOS File No. 190418 - Navigation Centers (Haney) - Recommendation **DATE:** January 30, 2020

IMMEDIATE RESPONSE NEEDED PLEASE REVIEW FYI

To whom it may concern:

January 30, 2020

On January 30, 2020, the Housing and Land Use Committee of the San Francisco Youth Commission reviewed BOS File No. 190418, concerning Navigation Centers, which is referred to the Youth Commission for comment and is scheduled to be heard at the full commission meeting of February 3, 2020.

As a policy committee of the Youth Commission, the Housing and Land Use Committee advocates for housing and supportive services for youth; while holding the City and County accountable to its commitments to resolving youth homelessness; and for creating equitable transportation options for young people in San Francisco.

As this legislation deals with the policy jurisdiction of the committee, we felt it incumbent on us to communicate our collective position on this legislation, particularly relating to how it affects our advocacy for a navigation center for transitional age youth (TAY). This memorandum reflects our collective recommendation to the full Youth Commission as to what position it should take relative to this consequential legislation.

We recommend the Youth Commission oppose this legislation unless amended to reinstate the existing mandate for a TAY Navigation Center. While we fully support the general intent of the legislation to expand navigation centers to all neighborhoods in the City, we have multiple concerns with the language of the legislation and its side-effects.

First, we are not convinced that even the base level requirement that the Department of Homelessness and Supportive Housing (HSH) open two new navigation centers within six months, and a navigation center in every district within 30 months is a goal that the City can set itself in good faith, for several reasons:

- The TAY navigation center requirement was added in 2016 by Ordinance No. 117-16: we are well past the many deadlines set for it to be opened, and yet still, only recently has a project even been announced and started to make its way through the planning and approval process. Why should we believe then that just because there is a legal requirement to open these centers, they will actually be opened? The sloth-like pace of the City to even get to a community engagement process on this particular navigation center belies the ability of the City to efficiently execute its promises to completion.

- Further, experience has told us that cooperation of Supervisors is needed to get what seem to be controversial projects going in their district. We have no reason to believe that this is guaranteed. And while we support a robust community engagement process in advance of any navigation center project moving forward, as this legislation requires, the six-month deadline to open two new navigation centers makes this seemingly impossible.
- Finally, there is no sort of penalty, consequence, punishment, or reprimand if HSH does not meet the deadlines for opening new Navigation Centers as specified in this legislation (see pages 7-9 of the legislation as of January 30, 2020). Given these deadlines have no weight, and we feel uncomfortable with the City making a promise that we have confidence we will meet.

Second, and more importantly, **this legislation removes the requirement that a TAY Navigation Center be opened**, as follows:

- Existing section 106.2(c), proposed to be removed: At least one Navigation Center **shall** focus on the needs of homeless persons, aged 18-29, who have experienced street homelessness. (emphasis added);
- New section 106.3-1(c)(2) proposed to replace the former section: At least one Navigation Center **may** focus on the needs of homeless persons between the ages of 18 and 29 (transitional-aged youth), inclusive, who have experienced street homelessness. (emphasis added).

Though we recognize that this change is in the context of adding "may" clauses for other specific groups with specific needs, we have seen by our experience with the TAY Navigation Center that, unless there is an actual requirement to open one, navigation centers for specific populations may very well never be opened at all. We do not think having a lot of suggested navigation centers is good policy. Rather, the City should focus on the priorities it has already set itself regarding the homelessness crisis.

Furthermore, navigation centers do not always remain open indefinitely. Of the eight navigation centers opened so far in the City, two have closed. While one navigation center has been proposed for TAY, even if it opens it may close again in a few years to make way for another use at the site. By removing the legal requirement that at least one navigation center be set aside for TAY, we could end up a few years down the line again without a TAY navigation center, and on no sound legal basis to demand one.

For all these reasons, we oppose this legislation as written, and **urge the full Youth Commission to motion to oppose this legislation unless amended** to reinstate existing Section 106.2(c) of the Administrative Code, which the legislation sponsor is proposing to remove.

We thank you for your consideration.

Housing and Land Use Committee

San Francisco Youth Commission

Memorandum adopted unanimously January 30, 2020

(Commissioners Dong, Alameri, Quick, Ty and Hirji present)

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

December 20, 2019

File No. 190418

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

Dear Ms. Gibson:

On December 17, 2019, Supervisor Haney introduced the following substitute legislation:

File No. 190418

Ordinance amending the Administrative Code to require the Department of Homelessness and Supportive Housing (HSH) to open a Navigation Center within six months in each of two supervisorial districts where no Navigation Center currently exists, and to open at least one Navigation Center within 30 months in each supervisorial district where no Navigation Center currently exists; to revise the operational standards for Navigation Centers by, among other things, allowing Navigation Centers to serve up to 130 residents, specifying that each Navigation Center must allow residents to reside at the Center for at least 90 days, and to continue in residence so long as they are participating in assigned services; to require each Navigation Center to develop a "Good Neighbor Policy" and a plan to conduct outreach to people experiencing homelessness in the neighborhood surrounding the Center; to require HSH to develop "Fair Share Siting Criteria" to inform the selection of sites for Navigation Centers; to provide that the Shelter Monitoring Committee shall have the power and duty to visit and monitor conditions at Navigation Centers, in addition to shelters; 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: John Carroll, Assistant Clerk
Government Audit and Oversight Committee

Attachment

c: Devyani Jain, Deputy Environmental Review Officer
Joy Navarrete, Environmental Planner
Laura Lynch, Environmental Planner

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

Joy Navarrete 1/29/2020

BOARD of SUPERVISORS



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Lisa Gibson
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This legislation is being transmitted to you for environmental review.

Angela Calvillo, Clerk of the Board

By: John Carroll, Assistant Clerk
Government Audit and Oversight Committee

Attachment

c: Devyani Jain, Deputy Environmental Review Officer
Joy Navarrete, Environmental Planner
Laura Lynch, Environmental Planner

BOARD of SUPERVISORS



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

MEMORANDUM

TO: Jeff Kositsky, Director, Department of Homelessness and Supportive Housing
Stephen Irwin, Secretary, Shelter Monitoring Committee
Dr. Grant Colfax, Director, Department of Public Health
Mohammed Nuru, Director, Public Works
William Scott, Chief of Police

FROM: John Carroll, Assistant Clerk, Government Audit and Oversight Committee, Board of Supervisors

DATE: December 20, 2019

SUBJECT: LEGISLATION INTRODUCED

The Board of Supervisors' Government Audit and Oversight Committee has received the following proposed legislation, introduced as a substitute by Supervisor Haney on December 17, 2019:

File No. 190418

Ordinance amending the Administrative Code to require the Department of Homelessness and Supportive Housing (HSH) to open a Navigation Center within six months in each of two supervisorial districts where no Navigation Center currently exists, and to open at least one Navigation Center within 30 months in each supervisorial district where no Navigation Center currently exists; to revise the operational standards for Navigation Centers by, among other things, allowing Navigation Centers to serve up to 130 residents, specifying that each Navigation Center must allow residents to reside at the Center for at least 90 days, and to continue in residence so long as they are participating in assigned services; to require each Navigation Center to develop a "Good Neighbor Policy" and a plan to conduct outreach to people experiencing homelessness in the neighborhood surrounding the Center; to require HSH to develop

Continues on next page

“Fair Share Siting Criteria” to inform the selection of sites for Navigation Centers; to provide that the Shelter Monitoring Committee shall have the power and duty to visit and monitor conditions at Navigation Centers, in addition to shelters; 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: Dylan Schneider, Department of Homelessness and Supportive Housing
- Abigail Stewart-Kahn, Department of Homelessness and Supportive Housing
- Greg Wagner, Department of Public Health
- Dr. Naveena Bobba, Department of Public Health
- Sneha Patil, Department of Public Health
- David Steinberg, Public Works
- Jeremy Spitz, Public Works
- Jennifer Blot, Public Works
- Rowena Carr, Police Department
- Asja Steeves, Police Department
- Deirdre Hussey, Police Department

BOARD of SUPERVISORS



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MEMORANDUM

TO: Kiely Hosmon, Director
Youth Commission

FROM: John Carroll, Assistant Clerk,
Government Audit and Oversight Committee

DATE: December 20, 2019

SUBJECT: REFERRAL FROM BOARD OF SUPERVISORS

The Board of Supervisors has received the following proposed legislation which is being referred to the Youth Commission as per Charter, Section 4.124 for comment and recommendation. The Commission may provide any response it deems appropriate within 12 days from the date of this referral.

File No. 190418

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

Please return this cover sheet with the Commission's response to John Carroll, Assistant Clerk, Government Audit and Oversight Committee.

RESPONSE FROM YOUTH COMMISSION Date: _____

No Comment

Recommendation Attached

Chairperson, Youth Commission

List of San Francisco Empty and Abandoned Buildings
Through 2nd Quarter, 2019

152 4th Avenue	1501 7th Avenue	711 29th Avenue
1501 7th Avenue	734 – 736 9th Avenue	1955 31st Avenue
734 – 736 9th Avenue	374 11th Avenue	1838 33rd Avenue
374 11th Avenue	1677 11th Avenue	1667 34th Avenue
1677 11th Avenue	1391 12th Avenue	2732 35th Avenue
1391 12th Avenue	1383 14th Avenue	414 36th Avenue
1383 14th Avenue	151 15th Avenue	2201 37th Avenue
151 15th Avenue	2024 15th Avenue	1211 38th Avenue
2024 15th Avenue	2634 15th Avenue	2722 38th Avenue
2634 15th Avenue	2638 15th Avenue	1825 39th Avenue
2638 15th Avenue	2543 16th Avenue	1331 – 1333 40th Avenue
2543 16th Avenue	2571 16th Avenue	2179 41st Avenue
2571 16th Avenue	2050 17th Avenue	2278 42nd Avenue
2050 17th Avenue	2067 17th Avenue	2486 42nd Avenue
2067 17th Avenue	226 18th Avenue	554 44th Avenue
226 18th Avenue	1408 19th Avenue	834 44th Avenue
1408 19th Avenue	1432 19th Avenue	2250 44th Avenue
1432 19th Avenue	2055 20th Avenue	543 45th Avenue
2055 20th Avenue	3043 20th Avenue	1238 45th Avenue
3043 20th Avenue	568 22nd Avenue	1544 45th Avenue
568 22nd Avenue	2118 22nd Avenue	1995 45th Avenue
2118 22nd Avenue	1212 23rd Avenue	1819 46th Avenue
1212 23rd Avenue	1937 23rd Avenue	1938 46th Avenue
1937 23rd Avenue	2440 23rd Avenue	1942 46th Avenue
2440 23rd Avenue	2689 23rd Avenue	1943 46th Avenue
2689 23rd Avenue	1750 25th Avenue	878 48th Avenue
1750 25th Avenue	689 26th Avenue	1569 48th Avenue

689 26th Avenue	2501 26th Avenue	1578 48th Avenue
152 4th Avenue	564 29th Avenue	2300 3rd Street
4544 3rd Street	3356 – 60 24th Street	653 Bay Street
4546 3rd Street	3526 24th Street	1598 Bay Street
4712 3rd Street	2789 25th Street	615 Bayshore Boulevard
4801 3rd Street	2829 25th Street	2201 Bayshore Boulevard
4836 3rd Street	2833 25th Street	89 Belle Avenue
5110 3rd Street	4638 25th Street	1086 Bowdoin Street
5118 – 5122 3rd Street	311 28th Street	169 Boutwell Street
5201 3rd Street	16 30th Street	136 Bradford Street
6245 3rd Street	3401 Alemany Boulevard	290 Brentwood Avenue
6299 3rd Street	869 Alvarado Street	98 Broad Street
280 7th Street	80 Alviso Street	195 Broad Street
156 8th Street	261 Amber Drive	239 Broad Street
1721 15th Street	676 Andover	2725 Broadway
2503 15th Street	230 Anza Street	1611 Broderick Street
2874 16th Street	5324 Anza Street	2 Bronte Street
3515 17th Street	131 Apollo Street	36 Brunswick Street
3257 18th Street	153 Arkansas Street	200 Brussels Street
3901 18th Street	292 Arleta Avenue	1026 Brussels Street
1700 20th Street	296 Arlington Street	2660 Bryant Street
3257 20th Street	419 Arlington Street	21 Buena Vista East Avenue
4121 20th Street	431 – 33 Arlington Street	917 Bush Street
4332 20th Street	351 Athens Street	319 Byxbee Street
2666 21st Street	915 Athens Street	2548 California Street
2981 21st Street	971 Avalon Avenue	
4369 21st Street	12 Baden Street	
3065 – 3067 23rd Street	3666 Baker Street	
3069 – 3071 23rd Street	210 Balboa Street	

3032 24th Street	307 Balboa Street	3042 California Street
3249 24th Street	309 Bay Street	182 Dublin Street
442 Campbell Avenue	11 College Terrace	274 Duncan Street
611 Campbell Avenue	424 Congo Street	755 Eddy Street
215 Capistrano Avenue	46 Cook Street	819 Eddy Street (reported as occupied)
985 Capitol Avenue	54 Cook Street	990 Eddy Street
1014 Capitol Avenue	21 Cora Street	1 Edgar Avenue
891 Carolina Street	156 Cora Street	161 Edinburgh Street
76 Carrizal Street	771 Corbett Avenue	254 Edinburg Street
431 Castro Street	201 Cortland Avenue	470 Edinburg Street
921 Central Avenue	379 Crescent Avenue	751 Edinburgh Street
45 Cerritos Avenue	260 Crestlake Drive	247 Edna Street
135 Cerritos Avenue	266 Curtis Street	275 Ellis Street
2853 Cesar Chavez Street	933 Dartmouth Street	1700 Evans Avenue
766 Chenery Avenue	1166 De Haro Street	433 Fair Oaks Street
944 Chestnut Street	1207 De Haro Street	155 Fell Street
1710 Church Street	16 De Long Street	159 Fell Street
272 Clara Street	515 Delta Street	507 Fell Street
3838 Clay Street	1010 Divisadero Street	601 Fell Street
900 – 902 Clement Street	1145 Divisadero Street	1342 Fell Street
2720 Clement Street	1335 Divisadero Street	1150 Fillmore Street
3601 Clement Street	1099 Dolores Street	1182 Fitzgerald Avenue
422 Clipper Street	232 Downey Street	

459 Clipper Street	124 Drake Street	1068 Florida Street
2 Colby Street	49 Drumm Street	620 Foerster Street
989 Folsom Street	100 Genebern Way	1290 Holloway Avenue
1906 Folsom Street	1279 Gilman Avenue	625 Hyde Street
2525 Folsom Street	1506 Golden Gate Avenue	1735 Hyde Street
2779 – 81 Folsom Street	244 Gold Mine Drive	1447 Hudson Avenue
3845 Folsom Street	528 Grant Avenue	324 Hugo Street
740 Francisco Street	1633 Grant Avenue	70 Idora Avenue
296 Franconia Street	310 Green Street	938 Ingerson Avenue
11 Franklin Street	535 Green Street	971 Ingerson Avenue
807 Franklin Street	2417 Green Street	1006 Ingerson Avenue
2910 Franklin Street	1405 Greenwich Street	900 Innes Avenue
2912 Franklin Street	2015 Greenwich Street	3923 Irving Street
1563 Fulton Street	155 Grove Street	1029 Jackson Street
1751 Fulton Street	930 Grove Street	2770 Jackson Street
3650 Fulton Street	666 Hamilton Street	968 Jamestown Avenue
3844 Fulton Street	201 Harrison Street	1555 Jerrold Avenue
5750 Fulton Street	525 Harrison Street	114 Jersey Street
1671 Funston Avenue	1599 Harrison Street	3945 Judah Street
161 Gambier Street	3200 Harrison Street	143 Julian Avenue
442 Gates Street	121 Harvard Street	1101 Junipero Serra Boulevard
454 Gates Street	877 Hayes Street	1654 Kirkwood Avenue
2670 Geary Boulevard	2175 Hayes Street	

4334 Geary Boulevard	216 Head Street	1682 Kirkwood Avenue
554 Gellert Drive	1173 Hollister Avenue	71 Kiska Road #22
16 Knott Court	175 Maywood Drive	4620 Mission Street
2240 Lake Street	1644 McKinnon Avenue	4716 Mission Street
1839 Larkin Street	1648 McKinnon Avenue	241 Mississippi Street
2445 Larkin Street	63 Minerva Street	249 Mississippi Street
1558 La Salle Avenue	903 Minnesota Street	146 Missouri Street
29 Laura Street	7 Miramar Avenue	74 Morningside Drive
1243 Lawton Street	600 Miramar Avenue	249 Moulton Street
229 Lee Avenue	936 Mission Street	438 Munich Street
590 Leland Avenue	2042 Mission Street	571 Myra Way
70 Liebig Street	2171 Mission Street	620 Myra Way
2299 Lombard Street	2183 Mission Street	10 Niantic Avenue
2460 Lombard Street	2200 Mission Street	262 Noe Street
2524 Lombard Street	2205 Mission Street	452 Oak Street
139 Lunardo Way	2245 Mission Street	1748 Oakdale Avenue
413 Lyon Street	2247 Mission Street	1762 Oakdale Avenue
1 Majestic Avenue	2374 Mission Street	1955 Oakdale Avenue
2240 Market Street	2949 Mission Street	350 Ocean Avenue
349 Marina Boulevard	3308 Mission Street	1051 Ocean Avenue
2135 Market Street	3355 Mission Street	1970 Ocean Avenue
2240 Market Street	3432 Mission Street	2501 Ocean Avenue
2248 Market Street	3434 Mission Street	2529 Ocean Avenue
		485 O'Farrell Street
		35 Onondaga Avenue
		45 Onondaga Avenue
		116 Orsi Circle
		1030 Ortega Street

58 Marston Avenue	4004 Mission Street	1660 Shafter Avenue
425 Mason Street	4492 Mission Street	331 Sheilds Street
2519 Pacheco Street	212 Putnam Street	628 Shotwell Street
1552 Palou Avenue	1743 Quesada Avenue	740 Shotwell Street
155 Paris Street	398 Quint Street	1430 Silliman Street
187 Parker Avenue	1771 Quint Street	487 Silver Street
857 Peralta Avenue	509 Ulloa Street	140 South Van Ness Avenue
950 Peralta Avenue	517 Ulloa Street	483 South Van Ness Avenue
400 Peru Avenue	448 University Street	284 Stanyan Street
711 Peru Avenue	454 V University Street	214 States Street
409 Plymouth Avenue	312 Utah Street	119 Stillings Avenue
431 Plymouth Avenue	454 Ralston Street	7 Stoneyford Avenue
1054 Plymouth Avenue	217 Randall Street	420 Sutter Street
1151 Plymouth Avenue	1267 Rhode Island Street	693 Sutter Street
1640 Polk Street	95 Red Rock Way	2628 Sutter Street
133 Porter Street	634 Rockdale Drive	280 Tocoloma Avenue
140 Portola Drive	30 Rockwood Court	2014 – 16 Taraval Street
888 Post Street	284 Roosevelt Way	2109 Taraval Street
1056 Potrero Avenue	37 Ruth Street	2444 Taraval Street
1100 Potrero Avenue	2614 Sacramento Street	3431 Taraval Street
1638 Powell Street	519 Sanchez Street	3633 Taraval Street
2215 Powell Street	974 Sanchez Street	1133 -1135 Tennessee Street
2293 Powell Street	748 San Bruno Avenue	350 Teresita Boulevard
44 Prague Street	573 San Jose Avenue	625 Teresita Boulevard
791 Prague Street	326 Santiago Street	50 Theresa Street
398 Precita Avenue	2824 Scott Street	122 Tioga Avenue
209 Prentiss Street	7 Seymour Street	101 Topeka Avenue
196 Putnam Street	1583 Shafter Avenue	2008 Vallejo Street
	1621 Shafter Avenue	1563 Van Dyke Avenue

240 Van Ness Avenue	528 Visitacion Avenue	642 Wisconsin Street
819 Van Ness Avenue	611 Washington Street	35 Wood Street
1001 Van Ness Avenue	3810 Washington Street	106 - 108 Woodland Avenue
2050 Van Ness Avenue	450 Wawona Street	375 Woodside Avenue
2545 Van Ness Avenue	138 Wetmore Street	770 Woolsey Street
20 Victoria Street	131 Wilmot Street	390 Yerba Buena Avenue
397 Vienna Street	187 Wilson Street	49 Zoe Street
23 Wood Street		

Totals

Table 1: 81

Table 2: 83

Table 3: 68

Table 4: 68

Table 5: 74

Table 6: 86

Table 7: 22

G. Total: 482 empty and abandoned buildings

Urban Rest and Sleep Center in San Francisco

By: Filipino Community Development Corporation

Homelessness
in San
Francisco



URSC Rationale

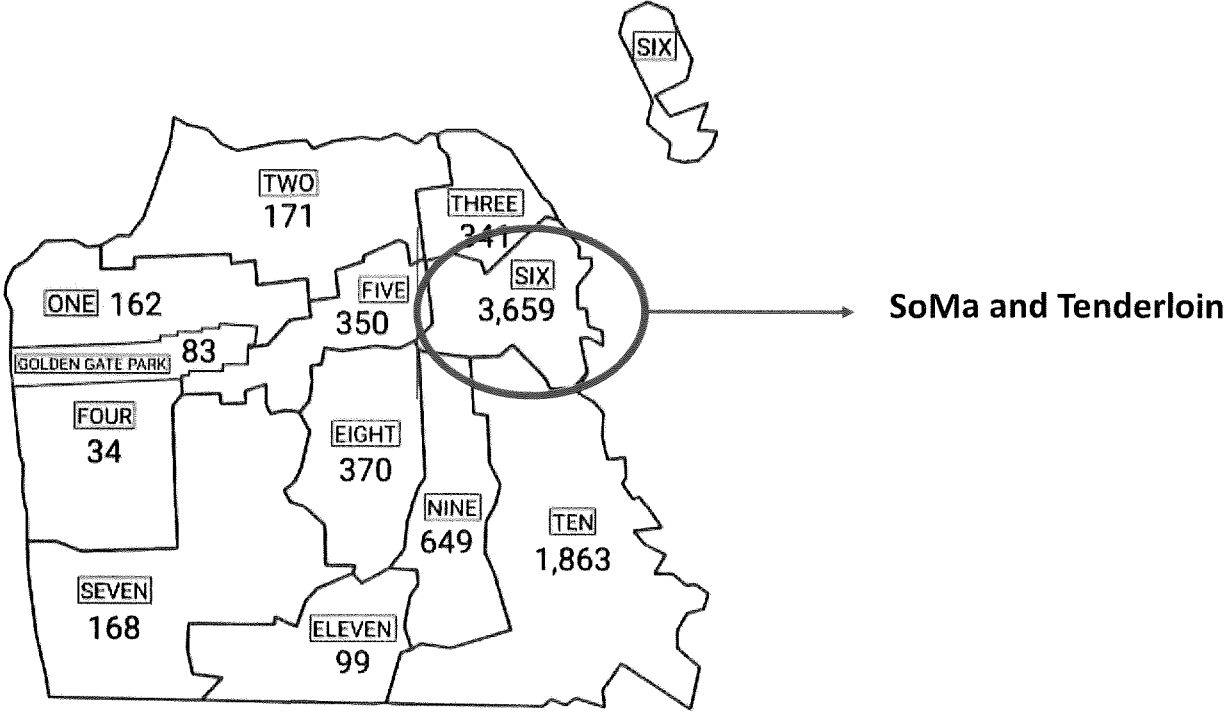
Too few shelters for the number of homeless people in San Francisco.

Over the past 3 years, 400 people have died during the winter months due to exposure to the cold and rain and the associated illnesses caused by being out in the elements such as colds and flu, bronchitis, pneumonia, etc..

Recently displaced people can be reintegrated into the workforce and stabilized if they are provided with support services that will help them find work, provided with an address/mail slot, provided a locker to store personal belongings and a center where they can avail of social services.

Homeless Persons by District in San Francisco

Figure 4. UNSHELTERED AND SHELTERED POINT-IN-TIME COUNT RESULTS BY DISTRICT

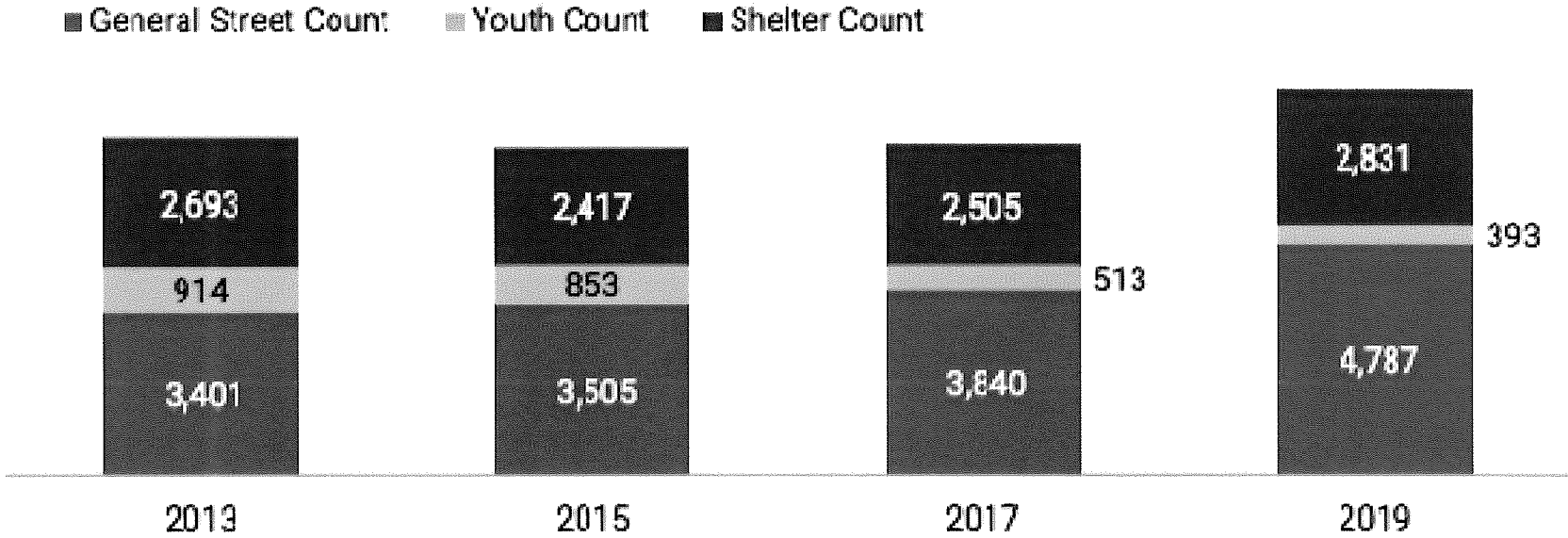


Note: An additional 62 persons were residing in confidential or scattered site sheltered locations in San Francisco on the night of the Point-in-Time Count.

Source: 2019 San Francisco Homeless Point-in-Time Count & Survey

Total Number of Homeless Population 2013-2019

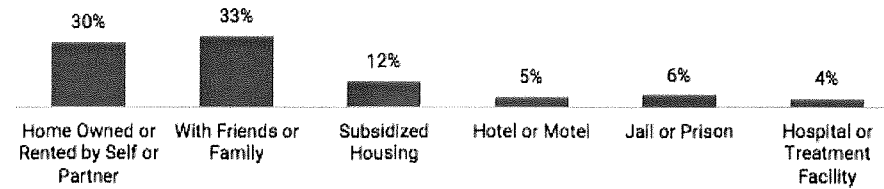
Figure 3. TOTAL NUMBER OF PERSONS EXPERIENCING HOMELESSNESS BY COUNT COMPONENT, 2013-2019



Source: 2019 San Francisco Homeless Point-in-Time Count & Survey

Prior Living Arrangements

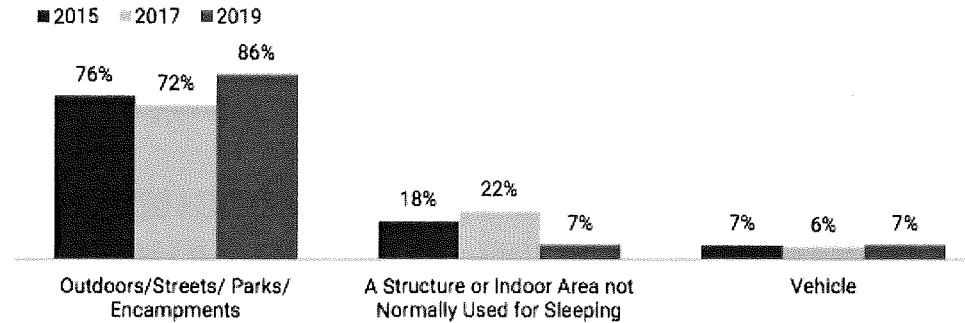
Figure 14. LIVING ARRANGEMENTS IMMEDIATELY PRIOR TO EXPERIENCING HOMELESSNESS (TOP SIX RESPONSES)



n = 997

Note: Percentages may not add up to 100 due to rounding.

Figure 15. USUAL PLACES TO SLEEP AT NIGHT FOR UNSHELTERED SURVEY RESPONDENTS



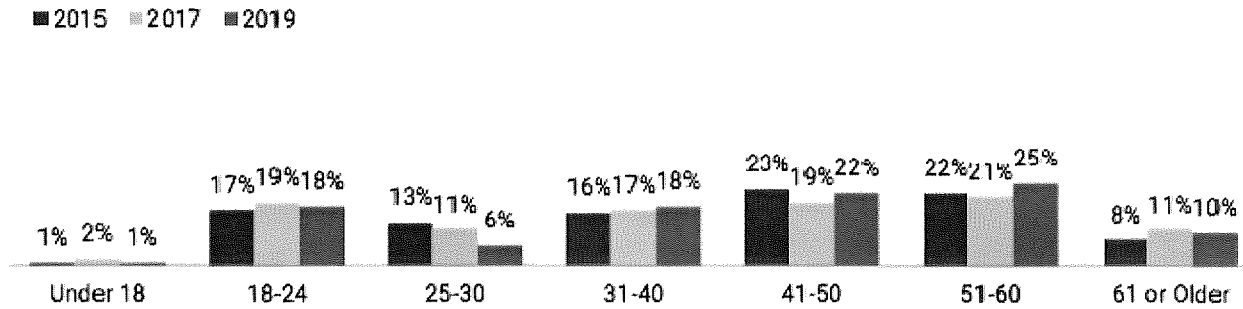
2015 *n* = 1,027; 2017 *n* = 967; 2019 *n* = 736

Note: Percentages may not add up to 100 due to rounding.

Source: 2019 San Francisco Homeless Point-in-Time Count & Survey

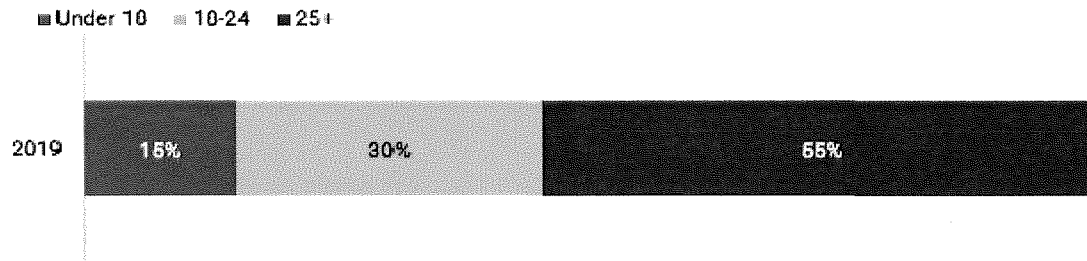
Survey by Demographics: Age

Figure 6. SURVEY RESPONDENTS BY AGE



2015 n = 1,012; 2017 n = 1,104; 2019 n = 1,054
 Note: Percentages may not add up to 100 due to rounding.

Figure 7. AGE AT FIRST EXPERIENCE OF HOMELESSNESS

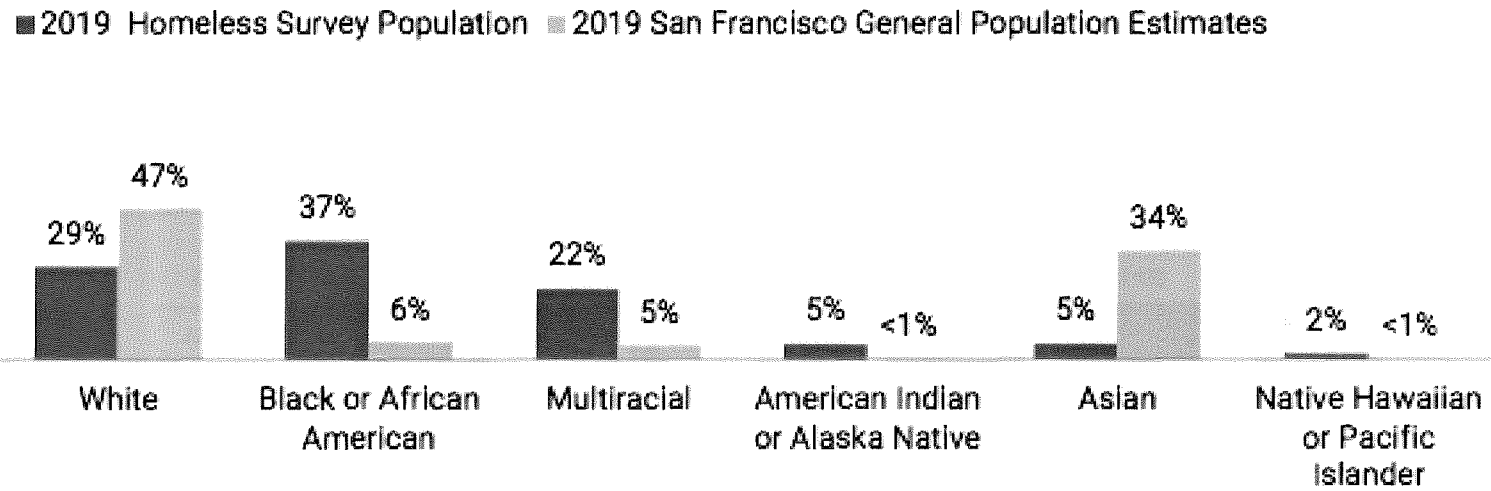


n = 1,035
 Note: Percentages may not add up to 100 due to rounding.

Source: 2019 San Francisco Homeless Point-in-Time Count & Survey

Survey by Demographics: Race

Figure 10. RACE

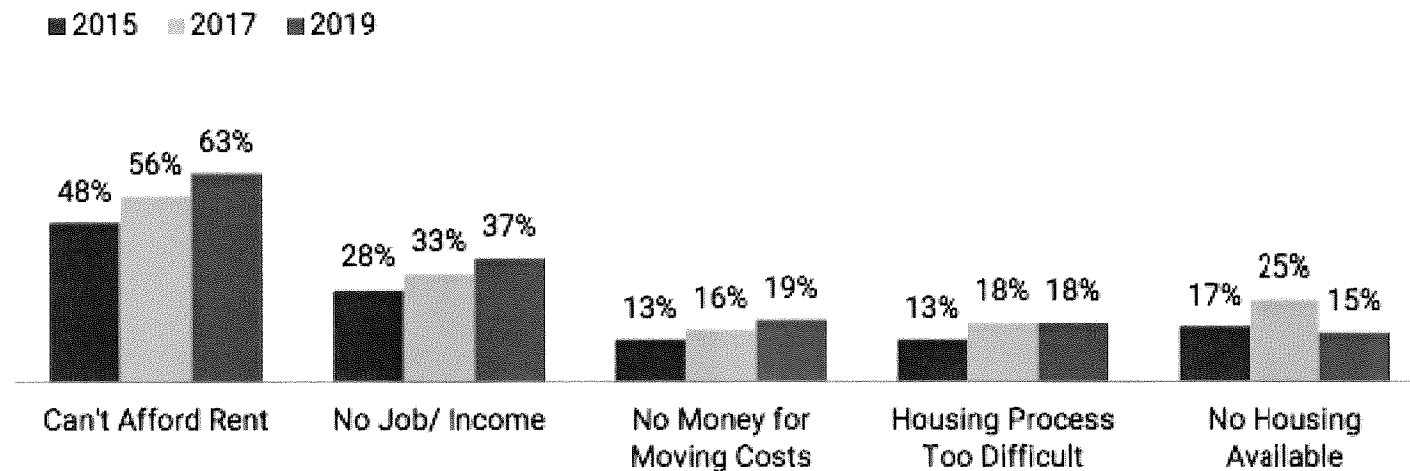


Homeless Survey Population n = 1,025
Note: Percentages may not add up to 100 due to rounding.

Source: 2019 San Francisco Homeless Point-in-Time Count & Survey

Obstacles to Obtaining Permanent Housing

Figure 20. OBSTACLES TO OBTAINING PERMANENT HOUSING (TOP FIVE RESPONSES IN 2019)



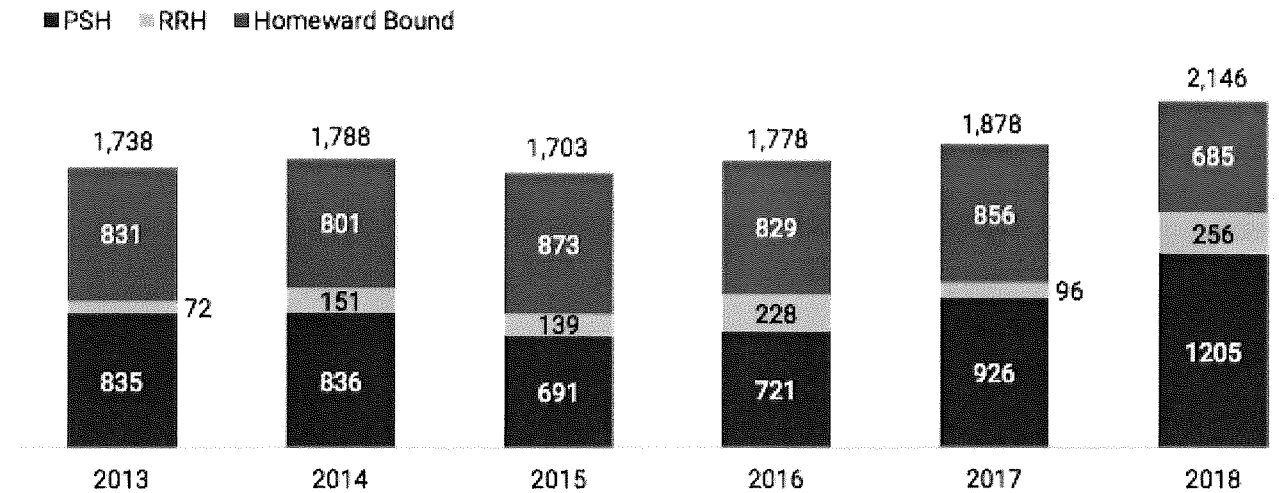
2015 n = 965; 2017 n = 1,056; 2019 n = 1,032

Note: Multiple response question. Percentages may not add up to 100.

Source: 2019 San Francisco Homeless Point-in-Time Count & Survey

Exits From Homelessness

Figure 64. EXITS FROM HOMELESSNESS



- HSH added ~400 units of Permanent Supporting Housing (69 for families, 61 for transitional-age youth, 260 for adults)
- For every person HSH helps find housing, there are over three newly homeless individuals
- Mayor Breed proposed \$5.2M investment in homelessness prevention (FY19-20)

Source: 2019 San Francisco Homeless Point-in-Time Count & Survey

Goal of URSC

Provide shelter for the homeless population, especially during the winter season when the weather can affect their health.

Arrange services to a wide range of people such as restrooms, laundry, and showers at no cost.

Primary target population: episodic and transitional homeless individuals and families who can be rehabilitated immediately and stabilized.

Activities

Identify

Identify homeless center (vacant commercial spaces), potential locker space for personal belongings with address slot, shower/bathroom and laundry facilities.

Provide

Provide workshops on health and wellness as well as other services (case management, housing and job application support, Medi-Cal and other social services, etc.)

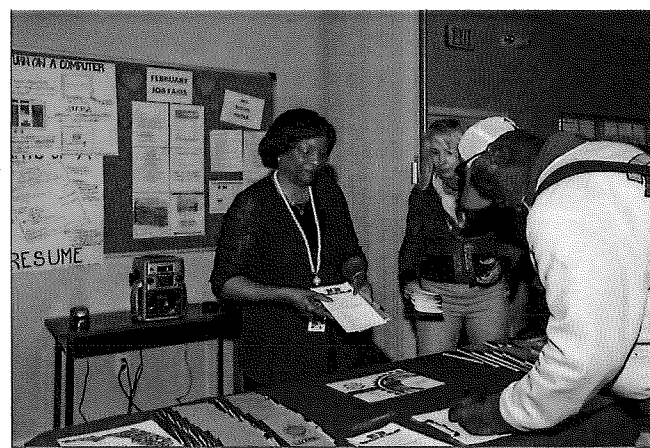
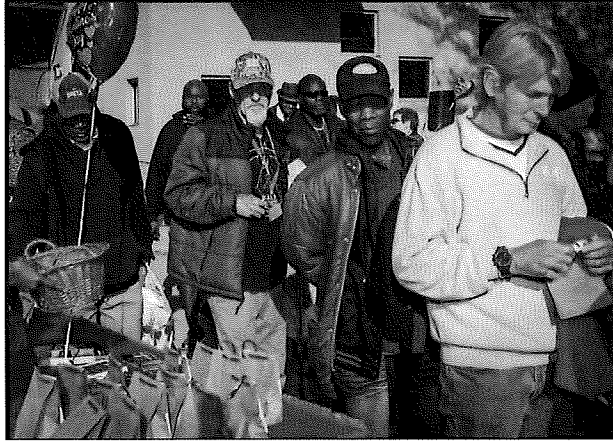
Develop

Convert empty and abandoned buildings in the city into an Urban Rest and Sleep Center and develop a prototype mobile bed design.

Determine

Determine homeless individuals to test the program

Urban Rest Centers in Florida



Urban Rest Center in Florida Continued...

- Available at:
 - Sulzbacher's downtown campus (611 E. Adams St, Jacksonville, FL)
 - Mon – Fri : 7:30 am – 4:00 pm
- Capacity: 400



Urban Rest Centers in Florida

Provides laundry, showers, meals, access to computers, mail, health care, employment services, case managers, and assistance to other services.

LINK stabilizes homeless adults experiencing severe mental illness or substance abuse and links them to permanent, support services.

QUEST helps them find housing.

Work with staffers from Mental Health Resource Center, a local nonprofit doing amazing work documenting Jacksonville's homeless population and assessing its needs.

Urban Rest Stops in Washington

- A clean, safe, and welcoming facility where individuals and families experiencing homelessness can use restrooms, laundry facilities and shower for free to improve the self-sufficiency of the homeless.



- Specifically targets especially disadvantaged groups such as disabled persons, veterans, immigrants, and persons of color.

Urban Rest Stops in Washington continued...

- Available at:
 - The Downtown Urban Rest Stop (1924 Ninth Ave, Seattle, WA)
 - Mon – Fri : 5:30 am – 9:30 pm
 - Sat – Sun : 8:00 am – 3:00 pm
 - The Ballard Urban Rest Stop (2014-B NW 57th St, Seattle, WA)
 - Mon – Fri : 6:30 am – 2:30 pm; daily closure from 10:30 am – 11:30 am.
 - The U-district Urban Rest Stop (1415 NE 43rd St, Seattle, WA)
 - Tues – Thurs : 9:00 am – 11:30 am; 1:00 pm – 5:30 pm
 - Fri : 9:00 am – 11:30 am; 1:00 pm – 5:00 pm



Washington URS Services

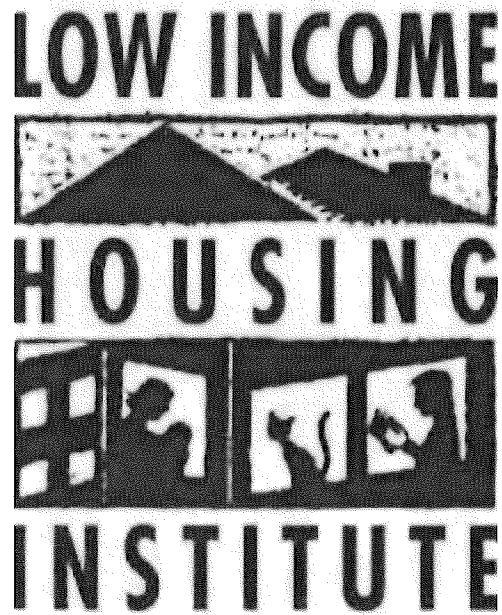


- On-site info and referral services, on-site barbers, health education workshops, legal assistance with social security applications and on-site assistance with housing referrals and apps
- No cost.
- 9 washers and 14 dryers, 160-200 laundry loads each day
- 5 individual shower rooms and 4 private shower rooms with toilet and sink (each shower lasts 15 minutes). Soap, shaving cream, razors, toothbrushes, towels and other hygiene supplies available.



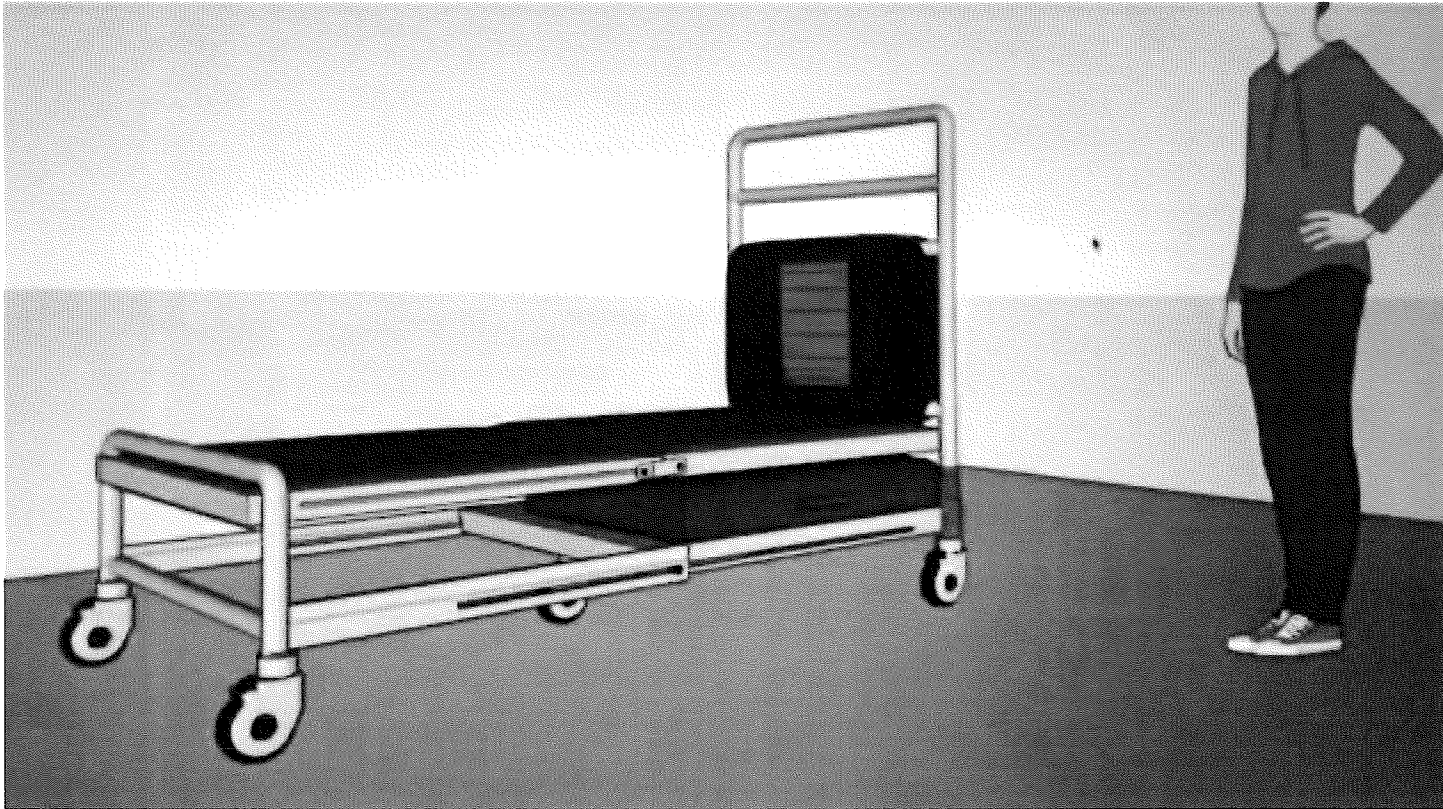
Washington URS Statistics

- During the first month of operation, 815 people used the facility at least once
- Estimated 60% of people who use the URS are getting ready for work
- Estimated 9000 people don't have a place to sleep in King County
- As of February 14, 2014, the Urban Rest Stop has provided:
 - 714,683 showers
 - 318,116 loads of laundry
 - 1,368,499 restroom visits
 - to 36,361 unduplicated patrons



-
- Managed by Low Income Housing Institute (LIHI) property developer that operates for the benefit of low-income people.
 - Founded in 1991.
 - Managed over 2,200 units at 60 sites in 6 counties throughout Puget Sound region.
 - 80% of housing dedicated to households earning <30% of AMI.
 - Focus on wide range of people including homeless adults, families with children, youth and the elderly.

Initial Mobile Bed Design



Introduction Form

By a Member of the Board of Supervisors or Mayor

RECEIVED
BOARD OF SUPERVISORS
SAN FRANCISCO

2019 DEC 17 PM 3:34
Time stamp

BY [Signature]
or meeting date

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

- 1. For reference to Committee. (An Ordinance, Resolution, Motion or Charter Amendment).
- 2. Request for next printed agenda Without Reference to Committee.
- 3. Request for hearing on a subject matter at Committee.
- 4. Request for letter beginning : "Supervisor [] inquiries"
- 5. City Attorney Request.
- 6. Call File No. [] from Committee.
- 7. Budget Analyst request (attached written motion).
- 8. Substitute Legislation File No. [190418]
- 9. Reactivate File No. []
- 10. Topic submitted for Mayoral Appearance before the BOS on []

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

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

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

Sponsor(s):

Haney; Ronen, Mar, Walton

Subject:

[Administrative Code - Navigation Centers for the Homeless]

The text is listed:

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

Signature of Sponsoring Supervisor: [Handwritten Signature]

For Clerk's Use Only