FIVE-YEAR STRATEGIC FRAMEWORK

City and County of San Francisco
DEPARTMENT OF HOMELESSNESS AND SUPPORTIVE HOUSING

OCTOBER 2017

DEPARTMENT OF
HOMELESSNESS AND
SUPPORTIVE HOUSING

Letter from the Director of the
Department of Homelessness and Supportive Housing

San Francisco faces a crisis on our streets. Homelessness is a social emergency, and the suffering of our unhoused neighbors must be addressed with a renewed sense of urgency. We cannot accept a "business-as- usual" approach while thousands of adults, families with children, and youth are without housing.

As a compassionate and creative community, we have responded to homelessness with a strong commitment, investing more than $250 million dollars annually in homeless services. Our collective efforts have helped approximately 25,000 people exit homelessness since 2005, and provided shelter and support to thousands each year. We are pleased to have helped so many people find a respite from the streets and a place to call home. We are proud that San Francisco has pioneered model programs to address homelessness. We are thankful for the tireless volunteers, nonprofit workers, and City employees who support people striving to overcome homelessness every day. However, while preparing this Strategic Framework, we faced the sobering fact that despite these investments and efforts, thousands of people still live on our streets.

San Francisco must and will do better. This Strategic Framework is a call to action and lays out our goals to significantly reduce homelessness in San Francisco. We will strive to get house keys into the hands of as many people as possible and improve the quality of life for all San Franciscans, both housed and homeless. Achieving this vision will require nothing short of a radical transformation of the work we do.

This Strategic Framework outlines ambitious yet achievable goals for the next five years. This document is not meant to be a step-by-step guide for how to proceed. Rather, it provides a roadmap for reducing homelessness in San Francisco and ensuring it becomes a rare, brief, and one-time occurrence. Achieving the goals of this Strategic Framework will require us to continuously analyze data, listen to our stakeholders, learn from those impacted by homelessness, and adapt. We do not presume to have all the answers—but we have the evidence, drive, and optimism needed to achieve our goals.

Success will only be possible by working in partnership with people experiencing homelessness, nonprofit providers, advocates, researchers, philanthropists, businesses, community groups, volunteers, elected officials, City Departments, and the dedicated staff of the Department of Homelessness and Supportive Housing. We are deeply grateful to everyone who helped develop this Strategic Framework and look forward to our collective efforts to reduce homelessness in San Francisco.

Now is the time to focus on compassionate **and** common sense solutions. Most San Franciscans want their City to assist people experiencing homelessness **and** they want safe and clean streets. Most San Franciscans want to see increased investments in homelessness **and** they expect to see better outcomes from these investments. We must have the courage to demand compassion **and** common sense while working toward the fundamental systems change outlined in this Strategic Framework.

I hope that all San Franciscans will join us on this journey, bringing our collective compassion, common sense, and courage to help our neighbors struggling to find a way home.

Sincerely,

Jeff Kositsky
Director

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INTRODUCTION

Each year, San Francisco rehouses nearly 2,000 people experiencing homelessness; we also assist approximately 15,000 unhoused people with food, shelter, outreach, health care, and other forms of assistance. Nevertheless, an estimated 7,500 people are homeless in San Francisco on any given night. This number has remained stubbornly persistent for more than a decade, despite our City's commitment, concern, and considerable investments.

Since 2005, San Francisco has helped approximately 25,000 people exit homelessness. However, our City has lacked a coordinated, data-driven, and integrated system to ensure these efforts result in permanent, sustained reductions in homelessness. We also lack the full complement of resources needed to meet the current demand for housing, shelter, and services. While we should be proud of our accomplishments to date, achieving sustained reductions in homelessness will require nothing short of a radical transformation of the work we do.

In August 2016, Mayor Edwin M. Lee launched the Department of Homelessness and Supportive Housing (HSH) to fundamentally change the way San Francisco addresses homelessness. Our vision is to make homelessness a rare, brief, and one-time event. Our aim is a **significant, sustained reduction in homelessness in San Francisco.** We will accomplish this by partnering with our many stakeholders to achieve the five-year goals outlined in this Strategic Framework.

Together, we will work tirelessly, persistently, and compassionately to help each person find the right path to permanent housing.

SYSTEMS CHANGE

Goal: Design and implement coordinated systems for adults, families with children, and youth by December 2018

Goal: Implement performance accountability across all programs and systems by December 2019

San Francisco has been an innovator of model programs for more than two decades and has invested significant resources in addressing homelessness. Creating coordination and alignment across all our interventions will take San Francisco from a community of model programs to one with a model system. This new **Homelessness Response System** is dedicated to ending homelessness quickly and effectively for as many people as possible. Coordinated Entry is a key component of this response system, including a clear set of entry points, a standardized method to assess and prioritize people needing assistance, and a streamlined process for rapidly connecting people to a housing solution. Coordinated Entry systems for all populations (adults, families with children, and youth) will be in place by December 2018.

How Was This Strategic Framework Developed?

This Strategic Framework relies on the experiences of people experiencing homelessness, service providers, and other stakeholders in San Francisco. HSH staff conducted numerous interviews, surveys, focus groups, community meetings, and forums to gather input and receive feedback while developing this Strategic Framework. We also studied best practices from cities around the country that have made significant reductions in homelessness.

HSH staff and national experts on homelessness also developed data models that helped determine our goals, strategies, and gaps in the system. We were limited by the lack of a single database tracking the performance of our programs and impacts on homelessness in San Francisco. Furthermore, we were unable to model for possible changes in the economy or housing market. However, we are in the process of developing a new data system and once that begins to generate more accurate information about our program outcomes and costs, we will refine our models and projections. An example of the logic behind our modeling and gap analysis can be found in the first chapter of the Strategic Framework.

This Strategic Framework is meant to be a roadmap and a living document. We will develop specific implementation plans and make regular adjustments as needed. Throughout this process, we are committed to consulting with our stakeholders, especially those with lived experience of homelessness and people providing direct services in the community. We will continue tracking progress, reporting back to the community, and holding ourselves accountable for the goals we have established.

The new Homelessness Response System will strive to ensure that clients will not have to wander from program to program, remain on waiting lists with little or no understanding of what will happen next, or receive no information on their options. This system will also acknowledge that not everyone needs permanently subsidized housing to exit homelessness. As such, we will expand the focus on Prevention, Problem Solving, and Rapid Rehousing assistance while also working to add more Permanent Supportive Housing for those who need it.

HSH has already begun developing the infrastructure needed to implement these changes. This includes merging the City's 15 different homeless services databases into one new centralized data system, called the Online Navigation and Entry (ONE) System. Launched in June 2017, the ONE System will allow for increased accountability, improved performance management, and a better understanding of the needs of each individual we serve. The ONE System will be fully implemented by mid-2018.

ADULTS

Goal: Reduce chronic homelessness 50% by December 2022

During the January 2017 Point-in-Time Count of the homeless population in San Francisco, we identified more than 2,100 adults who are chronically homeless. chronic homelessness refers to people who have been living on the streets or in shelter for a year or more and have disabilities or health conditions that make it difficult for them to gain and retain housing. Focusing on the chronically homeless population will help ensure that people who are ill and experiencing long-term homelessness can access services and housing more quickly. This has proven to be an effective strategy for reducing homelessness in San Francisco and communities around the United States. For example, chronic homelessness among Veterans in San Francisco was reduced by 30% from 2015-2017 and can be effectively ended with targeted efforts to rehouse the remaining chronically homeless Veterans.[1]

By reallocating current resources, developing additional housing units, investing in new housing programs, and working on prevention, we can reduce all chronic homelessness 50% by December 2022. Central to this strategy is creating a Housing Ladder to move residents living in Permanent Supportive Housing to other subsidized housing, thereby opening up Permanent Supportive Housing units for chronically homeless clients. Work in this area is already well underway.

FAMILIES WITH CHILDREN

Goal: Ensure no families with children are unsheltered by December 2018

Goal: End family homelessness by December 2021

The 2017 Point-in-Time Count found that less than 3% of the homeless families in San Francisco are unsheltered. While this number is relatively low, absolutely no children should be living on the streets of San Francisco. By using our Temporary Shelter resources more strategically, we will ensure that no families with children are unsheltered. This work is already in progress, including the expansion of San Francisco's family shelter system by the end of 2017.

What Does Ending Homelessness Mean?

An end to homelessness does not mean that no one will ever experience a housing crisis again. It means that our community will have a comprehensive response in place that ensures homelessness is prevented whenever possible and provides short-term emergency shelter and rehousing support whenever needed to ensure homelessness is a rare, brief, and one-time experience. Specifically, every community will have the capacity to:

- Quickly identify and engage people at risk of and experiencing homelessness
- Prevent the loss of housing and divert people from entering the homelessness services system
- When homelessness does occur, provide immediate access to shelter and crisis services
- Quickly connect people to assistance and services that help them achieve and maintain stable housing

*Adapted from Opening Doors, the nation's first comprehensive Federal strategy to prevent and end homelessness, first presented to Congress on June 22, 2010.

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[1] Source: San Francisco's 2017 and 2015 Homeless Point-in-Time Count Reports

Our ultimate goal is to end all family homelessness in San Francisco. Through a combination of additional Rapid Rehousing, Rent Subsidies, and Permanent Supportive Housing, as well as new interventions that offer Problem Solving strategies and flexible assistance, we will effectively end family homelessness in San Francisco. The 2017 Point-in-Time Count indicated a 12% reduction in family homelessness since 2015, and efforts already underway should lead to more significant decreases in the coming years. The public and private resources needed to achieve this goal currently exist or are in development.

YOUTH

Goal: Complete a detailed plan to reduce youth homelessness by July 2018

Youth make up approximately 20% of the homeless population in San Francisco.[2] Since 2013, San Francisco has conducted special youth homeless counts during each Point-in-Time Count and has seen a decrease in youth homelessness. However, youth homelessness remains a significant problem and there has been little City-sponsored planning to address it.

HSH recently received a grant from the United States Department of Housing and Urban Development, and is now engaged in an in-depth and youth-informed planning process to develop the response system and the programs needed to reduce youth homelessness. We will publish our final Coordinated Community Plan to End Youth Homelessness by July 2018. This plan will include specific targets for reducing youth homelessness during the next five years and will outline the work needed to transform housing and services for this population. In the meantime, we have already begun adding new youth-focused housing and services that will begin operation in early 2018.

STREET HOMELESSNESS

Goal: Improve the City's response to street homelessness by October 2018

Goal: End large, long-term encampments by July 2019

Street homelessness is a serious crisis in San Francisco, with nearly 60% of the homeless population living in unsheltered situations.[3] A wide range of City Departments are collaborating to address these issues swiftly and humanely, creating more places of safety and pathways out of homelessness for those living outdoors. Supported and driven by a stronger partnership among City Departments, a new system for responding to public concerns will be in place by October 2018, and by July 2019, there will be no large, long-standing encampments on our streets. These efforts will lead to a reduction in street homelessness while improving the quality of life for all San Franciscans, both housed and homeless. Reducing street homelessness will require improved coordination, as well as investments in services and Temporary Shelter. Further, HSH will remain focused on housing exits as the most effective, compassionate and sensible way to address street homelessness.

CONCLUSION

This Strategic Framework combines analysis, best practices from around the country, and the collective wisdom of our community. It was developed after more than a year of gathering information from many stakeholders, carefully reviewing our system's performance, and developing data models that will help guide our work. Similar approaches have been undertaken in communities throughout the United States with documented success. Our path will be informed by what has been learned in other communities, consistently updated based on new learning and data, and rooted in the strengths of our experience in San Francisco.

Achieving and sustaining the meaningful reductions in homelessness outlined in this document may require additional investment above and beyond the historically high levels of funding budgeted by Mayor Edwin M. Lee in the past six years. The Department will continue to advocate for needed resources through the budget process, but

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[2] Source: San Francisco's 2017 Homeless Point-in-Time Count Report
[3] Source: San Francisco's 2017 Homeless Point-in-Time Count Report

San Francisco cannot do it alone. We will need significant philanthropic partnership and greater funding support from the State and Federal governments. Homelessness is a regional – if not national – issue, and paying to solve it cannot fall solely on the shoulders of the City and County's general fund.

Since our formation in August 2016, HSH began using existing resources to implement this Strategic Framework. Some of the accomplishments during our first year include:

- Providing ongoing housing or subsidies to over 7,500 households
- Assisting over 1,900 people to exit from homelessness
- Providing Temporary Shelter to 7,000 unique individuals
- Launching the ONE System in June 2017, which will be fully implemented by mid-2018
- Opening 300 new units of Permanent Supportive Housing
- Expanding rent subsidy programs for families and youth with over 900 households
- Reducing chronic homelessness among Veterans by 30% since 2015[4]
- Planning for the adult Coordinated Entry system that will be implemented in 2018
- Reducing family homelessness 12% since 2015[5]
- Implementing family Coordinated Entry
- Opening a new shelter for families
- Reducing youth homelessness 13% since 2015[6]
- Starting a youth homelessness plan that will be released by July 2018
- Resolving 18 large encampments, with over 600 people offered shelter
- Convening multiple City Departments to improve the response to street homelessness
- Opening four new Navigation Centers, with over 100 temporary shelter beds in the pipeline
- Expanding the housing pipeline to include over 1,300 units of Permanent Supportive Housing
- Raising tens of millions of dollars from Federal, State, and private sources

HSH is continuing to implement many of the changes outlined in this Strategic Framework and we are already seeing results. However, there is much more to do. We are in the process of working with our stakeholders to develop a detailed implementation plan that will guide our operations during the coming years.

HSH is also developing specific housing placement and performance targets required to achieve our goals. Data and accountability are integral to our success and evaluations will be conducted on a regular basis to ensure we remain on target. This information will be reported to the public on an ongoing basis.

While data models will be adjusted and plans refined, achieving a significant, sustained reduction in homelessness is the standard by which our success should be judged. We will achieve this by building a system that aligns all efforts and actors to get house keys into the hands of as many people as possible.

During the next five years we will strive to:

- Implement a new Homelessness Response System
- Reduce chronic homelessness by at least 50%
- Effectively end family homelessness
- Reduce youth homelessness
- Improve San Francisco's response to street homelessness

This Strategic Framework is merely a roadmap for how we will accomplish these goals. We will be looking to our colleagues, partners, stakeholders, and people experiencing homelessness to plan for and implement the work. **Together, we will help thousands of people find a home and significantly reduce homelessness in San Francisco.**

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[4] Source: San Francisco's 2017 Homeless Point-in-Time Count Report
[5] Source: San Francisco's 2017 Homeless Point-in-Time Count Report
[6] Source: San Francisco's 2017 Homeless Point-in-Time Count Report

INTRODUCTION:
THE NEED FOR A STRATEGIC FRAMEWORK

For the past 30 years, homelessness has been a too common feature of life in the United States, California, and here in San Francisco. Low-income people have been forced onto our streets, with marginalized communities the most severely impacted. Through boom times and recession, our most vulnerable neighbors have suffered on our streets in numbers not seen since the Great Depression.

The Federal Government reports a nearly 28% decline in homelessness from 2005 to 2016. However, big cities around the country, and especially on the West Coast, have seen steady or increasing homelessness during the past decade. San Francisco's count of people who are homeless on a given night grew more than 29% from 2005 to 2016, despite considerable investments and efforts.[7] The 2017 Point-in-Time (PIT) Count for San Francisco identified a total of 7,499 people experiencing homelessness on a single night in January. This represents a 1% decrease from 2015.[8] While this compares very favorably to most large cities on the West Coast, many seeing double-digit increases, these results are not cause for celebration, instead but a call to action.

San Francisco as a community has placed a high priority on addressing homelessness, investing significant resources in housing, shelter, and services. Programs serving people experiencing homelessness were historically budgeted and operated by multiple City Departments, predominately the Human Services Agency, the Department of Public Health, and the Mayor's Office of Housing and Community Development. Most existing programs were transferred into HSH in the FY 2016-17 budget, with the exception of certain medical and public safety programs, shown in Figure 1.

Figure 1: Citywide Investments in Homeless Services FY11-FY17
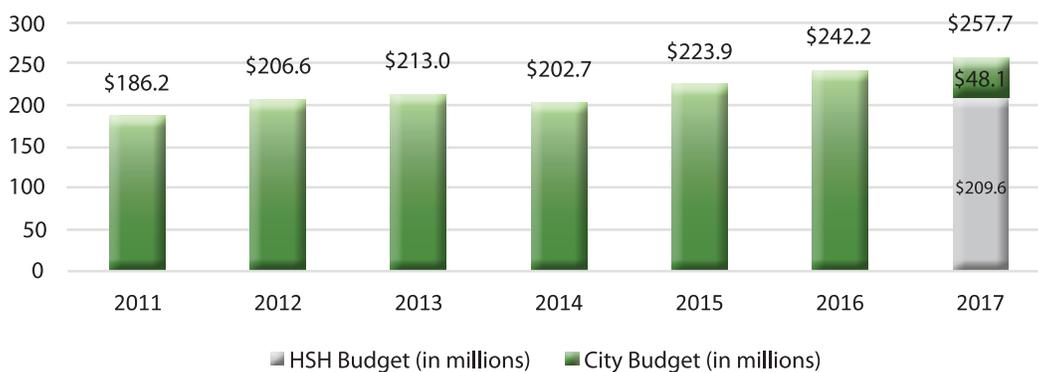
For Fiscal year 2017-18, San Francisco budgeted approximately $239 million in operating funds for HSH to address homelessness (FY2017-18 investment levels in other City Departments are not yet available). The increase to HSH's budget was due to: additional programs and funding being transferred to HSH; backfilling cuts in Federal funding; cost increases; and program expansion (primarily new Navigation Centers, housing subsidies and outreach staff).

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[7] Source: Point-in-Time (PIT) information as reported in the HUD Exchange.
[8] Source: San Francisco's 2017 and 2015 Homeless Point-in-Time Count Reports.

It is important to note that the majority of HSH funding is dedicated to ongoing housing subsidies and the operation of Permanent Supportive Housing for people who are formerly homeless Additional investments cover a wide range of programs and services including shelters and temporary housing, outreach, and other services. At least 85% of HSH's funds is given out via contracts with non-profit partners. The breakdown in Figure 2 does not include capital and other one-time expenses.

Figure 2: HSH FY17-18 Operating Budget by Use
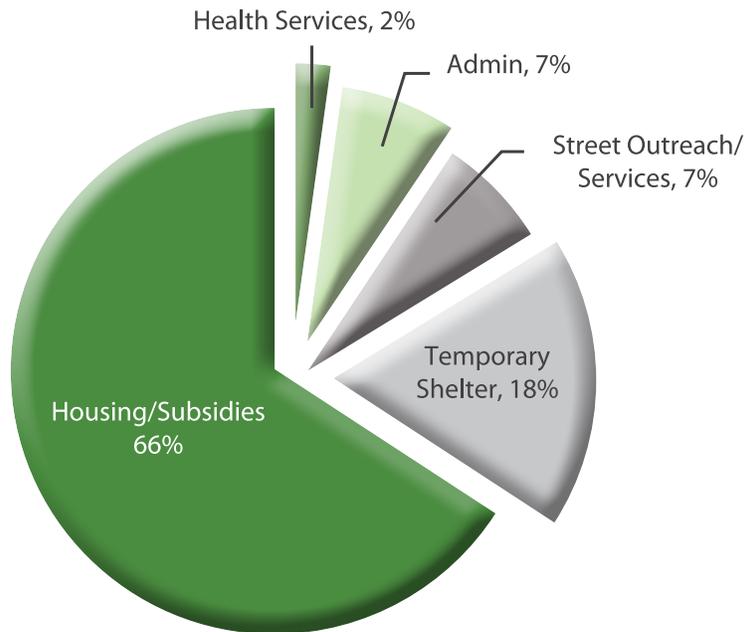
It is also important to note that while San Francisco has approximately 7,500 people experiencing homelessness on any given night, an estimated 15,000 unique individuals experience homeless in the City each year, many of them seeking food, shelter, and other services. As noted above, 66% of HSH's budget is not actually spent on people experiencing homelessness, but on housing more than 7,500 formerly homeless households through Permanent Supportive Housing and Rent Subsidies. The remaining funds, less administrative and capital expenditures, are used to serve approximately 15,000 people each year with shelter, outreach, health care and other services.

CREATING A SYSTEMS APPROACH

Since 2011, San Francisco's City Departments and our nonprofit partners have helped more than 11,000 people end their homelessness through a wide range of temporary and long-term support, including reunification with family and friends, Rapid Rehousing, Rent Subsidies, and Permanent Supportive Housing. San Francisco has pioneered new program models, including those shown in Figure 3 below. In addition to having many nationally recognized programs, San Francisco has more Permanent Supportive Housing per capita than any other city in the United States.[9] Appendix A provides a description of programs and a glossary of terms, and Appendix B provides an inventory of HSH's housing and services.

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[9] Source: HUD CoC Housing Inventory Count Reports.2016

Figure 3: San Francisco's Model Programs

Direct Access to Housing

Navigation Centers

SF Homeless Outreach Team

Homeward Bound

Encampment Resolution Team

Project Homeless Connect

Heading Home

Jazzie's Place

San Francisco's programs and housing have clearly achieved results—but widespread homelessness still persists in our City. Experience has shown that strong programs and growing investments are not enough to effectively reverse and reduce homelessness; it requires the alignment of all programs into a **Homelessness Response System** that treats homelessness as an emergency to be responded to quickly and effectively, targeting its resources to this end. To effectively implement this system-wide approach, all resources and programs must be aligned around consistent, compassionate, and common-sense strategies toward measurable goals. HSH and our partners must match resources to needs, and ensure that those with the greatest challenges receive the most assistance. Data and accountability must be built into the systems. Equally important, the strengths and dignity of people who are experiencing homelessness must be elevated throughout the system, and their desires to be housed must be foremost. We must also acknowledge the impact that homelessness has on the community at large and work to address these concerns.

To improve San Francisco's approach to homelessness, we need a Strategic Framework for action and a structure to lead the change. In December 2015, Mayor Edwin M. Lee announced his vision for a new Department to develop, coordinate, and implement a new approach to reducing homelessness in the City. On August 15, 2016, the Department of Homelessness and Supportive Housing (HSH) was officially launched. HSH unites the staff, programs, and resources from multiple city agencies to build the systems and programs needed turn the corner on reducing homelessness.

This Strategic Framework outlines HSH's top priorities for reducing homelessness over the next five years. It describes the key elements of the system designed to reverse homelessness, and looks at each of the three primary groups that make up the homeless population—adults, families with children, and youth—and what is needed to better meet the unique needs of each. It also focuses much-needed attention on the crisis of street homelessness in San Francisco. Within this document, HSH introduces a renewed focus on preventing homelessness, quickly diverting people out of the Homelessness Response Systems, and creating pathways for people to move out of Temporary Shelter and onto the newly created Housing Ladder. We outline a system that moves people toward exiting homelessness rather than down a series of dead-ends with no solutions in sight. This Strategic Framework lays out our vision for **significantly reducing homelessness in San Francisco and quickly getting house keys into as many hands as possible.**

PLANNING PROCESS FOR THE FRAMEWORK

This Strategic Framework is the result of community and stakeholder outreach, data collection and analysis, modeling scenarios based on San Francisco's data, and studying what works in this community and others. HSH staff also worked with nationally recognized experts to analyze data from San Francisco and gather information on best practices from across the country.

Staff gathered feedback from clients of Resource Centers, Shelters, and Permanent Supportive Housing to inform the development and priorities of HSH. This feedback was collected through 601 individual surveys and 14 focus groups. Focus group participants and survey respondents identified the following priorities:

- More permanent affordable housing
- A client-centered approach to services
- Greater equity, transparency, and coordination across the system of care
- The need to prioritize people experiencing long-term homelessness

This initial work led to the development of strategies and approaches that form the backbone of this Strategic Framework. In workshops and meetings throughout the second half of 2016, homeless and housed San Franciscans looked at drafts of the strategies and the system designs proposed here, then provided comments, ideas, and insights. This process included:

- Four focus groups with people experiencing homelessness (one session each with adults, families with children, youth, and Spanish speakers)
- Three neighborhood-based meetings to engage the general public most impacted by homelessness (Civic Center, Mission, and Bayview)
- Nonprofit strategy sessions to engage service providers and advocates
- Interviews with other City Departments
- Discussions with key members of the philanthropic and business communities
- Feedback from a variety of individual and neighborhood groups
- Internal strategy sessions with HSH staff

Once the initial Strategic Framework was developed, staff and consultants developed data models to project the impact of changes to the system and increases in targeted resources over time. This dynamic modeling helped to set goals for impact in each of the population groups and overall. It also determined gaps in the system, which are identified in this document. An overview of how the data models were developed can be found in the Figure 4.
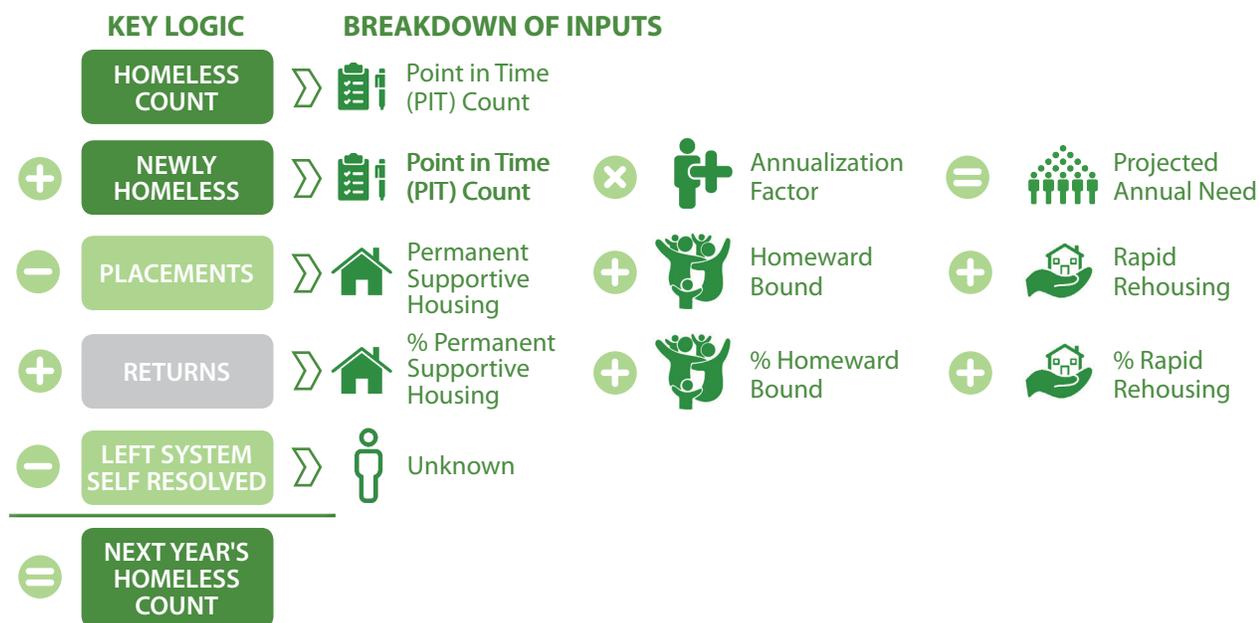
This type of modeling enables HSH staff to explore the impact of changes to the number of newly homeless individuals (sometimes referred to as inflow), placements (all exits from homelessness), and returns to homelessness (evictions, etc.) for each subpopulation, allowing for better planning and resource allocation. Because current information about the system's performance is limited, the model bases its assumptions and projections on currently available data. Future iterations of the model and gaps analysis will build on data system improvements and allow for more refined projections.

A LIVING DOCUMENT

The Strategic Framework outlines the overall vision of HSH, provides an overview of our current state, and offers a roadmap for future success. The analysis conducted for this Strategic Framework provides a foundation to be further developed through community engagement and ongoing analysis. The Strategic Framework is meant to be a living document that will be updated and expanded as needed to reflect progress and new challenges. While many aspects of this Strategic Framework are already underway (see Executive Summary), an implementation plan is being development with input from many stakeholders (see Appendix C).

During the development of this Strategic Framework, gaps were identified in the system, specifically around Problem Solving, Temporary Shelter and Housing Interventions. This document is not meant to serve as a financial plan for HSH, but during the coming years we will be working on identifying the resources needed to fill these gaps.

We will also be developing specific housing placement and performance targets required to achieve our goals. These targets will be reviewed and published on a regular basis to ensure accountability and focus on performance management. In addition, the data models created to estimate impact will be updated at least annually and will be informed over time with updated and additional data.

While data models will be adjusted and plans refined, our commitment to achieving a **significant, sustained reduction in homelessness** is the purpose of this Strategic Framework and will be the standard by which its success should be measured. We will achieve this goal by building a system that aligns all efforts and actors toward **getting house keys into the hands of as many people as possible.**

Guiding Principles of the Homelessness Response System

Housing-focused: The system and all programs within it will use a Housing First, low barrier approach focused on ending homelessness for each household as quickly as possible.

People-focused: They should drive their solutions and the programs should focus on meeting their needs. Through shared assessment and a common front door, clients should have a clear understanding of how to access services and what to expect from the system; clients should not be required to sign up for numerous waiting lists or approach multiple programs to receive help. Client choice, strengths, and personal networks will be considered as part of finding the right solution.

Stakeholder-informed: Decisions about design, implementation, and review of results will be carried out with collaboration and input from a broad range of homeless and housed stakeholders.

Respectful: It is imperative that services be delivered in a respectful, appropriate manner. Best practices, such as strengths-based interviewing, trauma-informed care, and harm reduction, should be incorporated into all programs.

Data-driven: Data will be used by all providers and the system as a whole to best serve each individual, assess the outcomes of programs, evaluate impact, inform changes, and guide investment to ensure we achieve maximum impact.

Accountable: The system will be held accountable for results, using data to track to the goals and performance measures for each component and to ensure each client is being well-served. HSH will evaluate progress and report to the community on a regular basis.

Targeted: The system will match people to the right level of assistance to end their homelessness. Not all people experiencing homelessness require the deepest level of intervention. HSH will focus on making the most efficient use of its resources by matching the right person to the right resource at the right time, using Prevention, Problem Solving, flexible subsidies, and Permanent Supportive Housing, depending on need.

Innovative: With the systems goals in mind, opportunities to adapt practices and innovate new strategies and approaches are encouraged and will be supported and evaluated.

Equitable: With mindfulness about the racism and bias that has disproportionately created homelessness among people of color and LGBTQ people, HSH is committed to equity in our Department, systems, and programs.

Urgent: Each household's homelessness should be treated as an emergency and the system will respond accordingly.

SYSTEMS CHANGE:
FROM MODEL PROGRAMS TO MODEL SYSTEMS

Goal: Design and implement coordinated systems for adults, families with children, and youth by December 2018

Goal: Implement performance accountability across all programs and systems by December 2019

NEED FOR SYSTEMS CHANGE

The overall aim of this Strategic Framework is a significant, sustained reduction in homelessness. This will be achieved through the strategies and specific targets we have developed around adult, family, and youth homelessness, described later in this document. To achieve these goals, San Francisco must develop an effective **Homelessness Response System.**

Homelessness must be treated as an emergency for the adults, families with children, youth, and the neighborhoods it impacts; the systems we develop must be designed accordingly. The collection of resources, agencies, and programs designed to respond to homelessness will form San Francisco's Homelessness Response System. This new system is specifically dedicated to ending the crisis of having no place to live as quickly and effectively as possible, for as many people as possible. While some individuals with high needs will continue to receive support from the system after they are housed, the primary work of the system is to respond to the crisis of a housing loss with an immediate and appropriate housing solution. **We will work tirelessly, persistently, and compassionately to help each person find the right path to permanent housing.**

San Francisco's Homelessness Response System is based on compassion and the desire to alleviate the harm that homelessness does to individuals. It is also based on the need to mitigate the impact homelessness has on our neighborhoods. While rooted in compassion for everyone experiencing homelessness, our work must also take a common sense, data-driven approach to resource management.

The Homelessness Response System will seek to prevent homelessness whenever possible and when it occurs, ensure it is brief and one-time. For those with the highest needs, this will mean housing provided by the City and its partners over the long-term. For many others, the new Homelessness Response System will intervene with Problem Solving strategies or short-term interventions to prevent or end their homelessness quickly and connect them to other systems and resources, such as employment, health care, child care, and a range of services to support greater stability. The Homelessness Response System cannot and should not attempt to solve all conditions that are linked to homelessness, including economic insecurity and housing instability; but it can marshal resources to respond to the crisis faced by those with nowhere to live, and help them regain a path to housing.

More services, shelter, and housing are needed, and we will continue to develop and advocate for expanding our resources. However, we cannot build our way out of homelessness in the near term—there is simply not sufficient time or money to do so. This is why building a new Homelessness Response System, with coordinated entry and other new approaches, is critical. We must include the resources, strengths and networks of people experiencing homelessness to help address this crisis. We must also utilize the broadest array of housing available, including looking beyond San Francisco to the surrounding housing markets. Continuing to help those who wish to return home to lower-cost regions must also be part of these efforts.

San Francisco's current homeless system is made up of strong programs that provide effective help to many. However, without a coordinated effort to tie them together, the pathways from homelessness to housing are unclear and inconsistent. People experiencing homelessness typically try to access support in multiple locations, and where they happen to seek help often determines what help they receive. Due to lack of data sharing and no clear resource allocation process, there is little systematic decision making about the most appropriate support for each client. Further, those seeking assistance may not be provided information about what they are eligible for and when they might receive it. A lack of consistency in approach means that clients are not provided the information they seek and the system's resources are not effectively and efficiently allocated. Figure 5 illustrates the many entry points and paths that people experiencing the crisis of homelessness must navigate.

Figure 5: Clients' Experience of Current Homeless Services
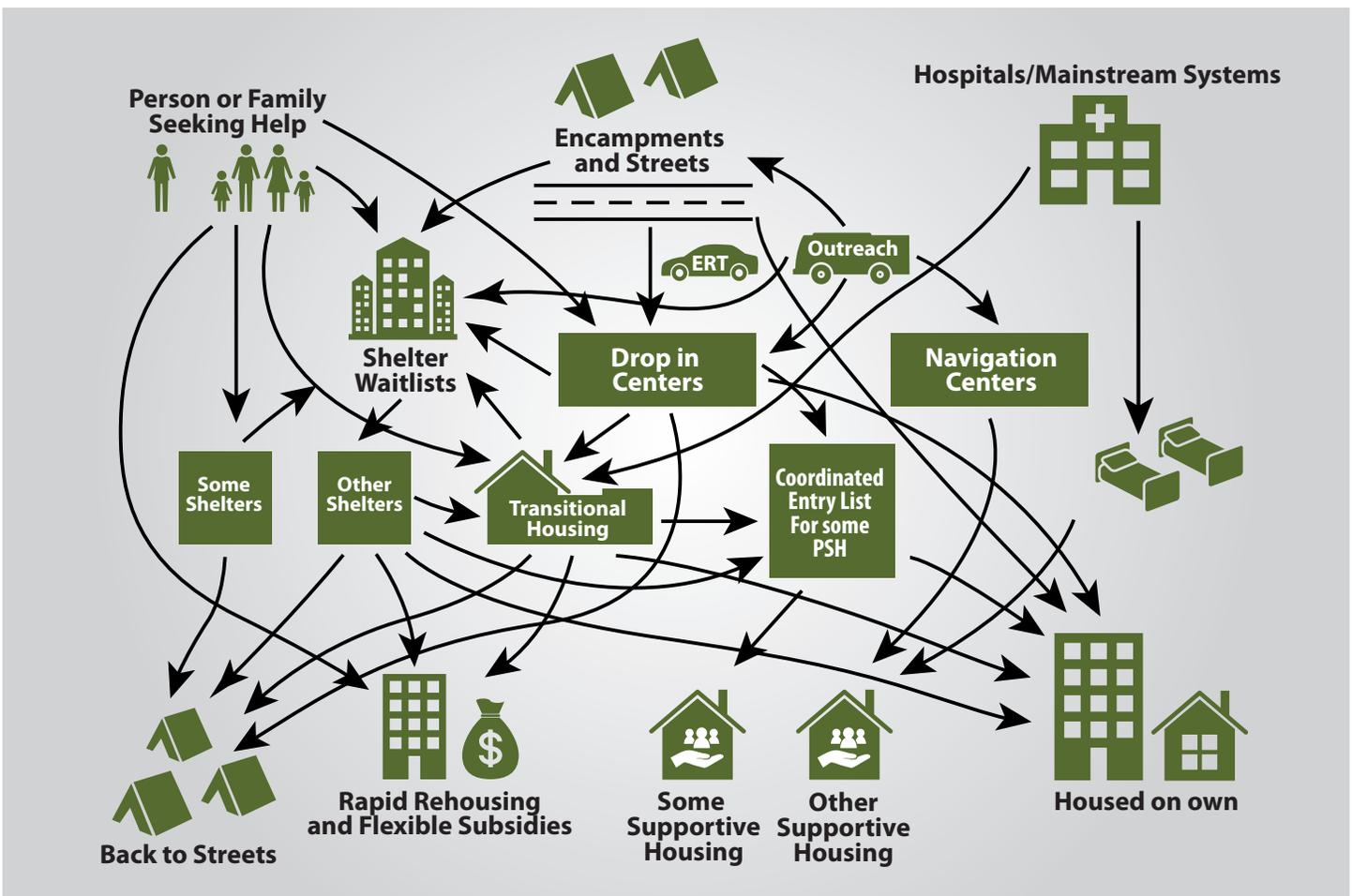
Clients' experience of the current system can elicit confusion and frustration. Someone may be newly homeless and come into shelter without ever being offered assistance such as Homeward Bound to prevent entry into the Shelter System. They may go in and out of shelter without being assessed for interventions, leaving after a period of time to go back to the streets. They may engage with outreach workers who can tell them what the system offers but cannot get them into the appropriate services. They may complete multiple applications for different programs and be placed on numerous waiting lists. They will likely have to answer the same questions over and over again each time they are assessed. Some who are persistent or lucky may reach the top of a list for a housing intervention and be eligible for assistance, but no one can find them to let them know. And throughout this process, they will have no idea when they might be assisted or how long it might take. They are often put on waiting lists and unintentionally given false hope that help is imminent, which may keep them from seeking other solutions that could resolve their homelessness. Often, the people who learn to navigate a confusing system receive more help, while those with the greatest need for assistance, who may be unable to navigate systems of care on their own, become discouraged and give up. The system too often unintentionally encourages waiting rather than action and provides the wrong level of service to those who finally get assistance.

DESIGN AND IMPLEMENT COORDINATED SYSTEMS FOR ADULTS, FAMILIES WITH CHILDREN, AND YOUTH BY DECEMBER 2018

To build on our existing strengths and achieve better results, San Francisco will bring its programs together in a coordinated Homelessness Response System for each major group of homeless people—adults, families with children, and youth—that creates clear and consistent connections between program components and streamlines movement to a housing solution. The core components must each play a part in the overall strategy to respond quickly, with the most appropriate resource available. The system will not create a permanently subsidized supportive housing unit for each person. Many can successfully resolve their homelessness with flexible and short-term assistance, and therefore do not need an intensive long-term intervention.

While many of the core components of an effective Homelessness Response System have existed for years, some are new, including Coordinated Entry and Problem Solving. Other components are being expanded, retooled or realigned to increase their impact.

Coordinated Entry is a key component, tying all of the system's programs together. Like a triage nurse in an emergency room, Coordinated Entry assesses needs and prioritizes available resources, while keeping track of all who seek assistance. Coordinated Entry provides a standardized assessment that matches the household in need with the most appropriate available resource. Coordinated Entry also prioritizes households seeking assistance to ensure that those with highest need do not fall through the cracks or get lost navigating the complexities of different programs.

Key to creating an effective Homelessness Response System for each population is ensuring that people who can be prevented from needing long-term services are assisted to retain or find housing through their existing networks and strengths. Problem Solving will be a new core component of each population system, providing light support to those who can avoid homelessness or leave quickly through the use of their own resources and skills.

Figure 6 shows how the Homelessness Response System will move people from crisis to housing stability as quickly as possible. It is a system with a clear set of entry points, a single and standardized method to assess and prioritize people for assistance, and a rapid and streamlined process for connecting people to a housing solution.

Figure 6: Homelessness Response System
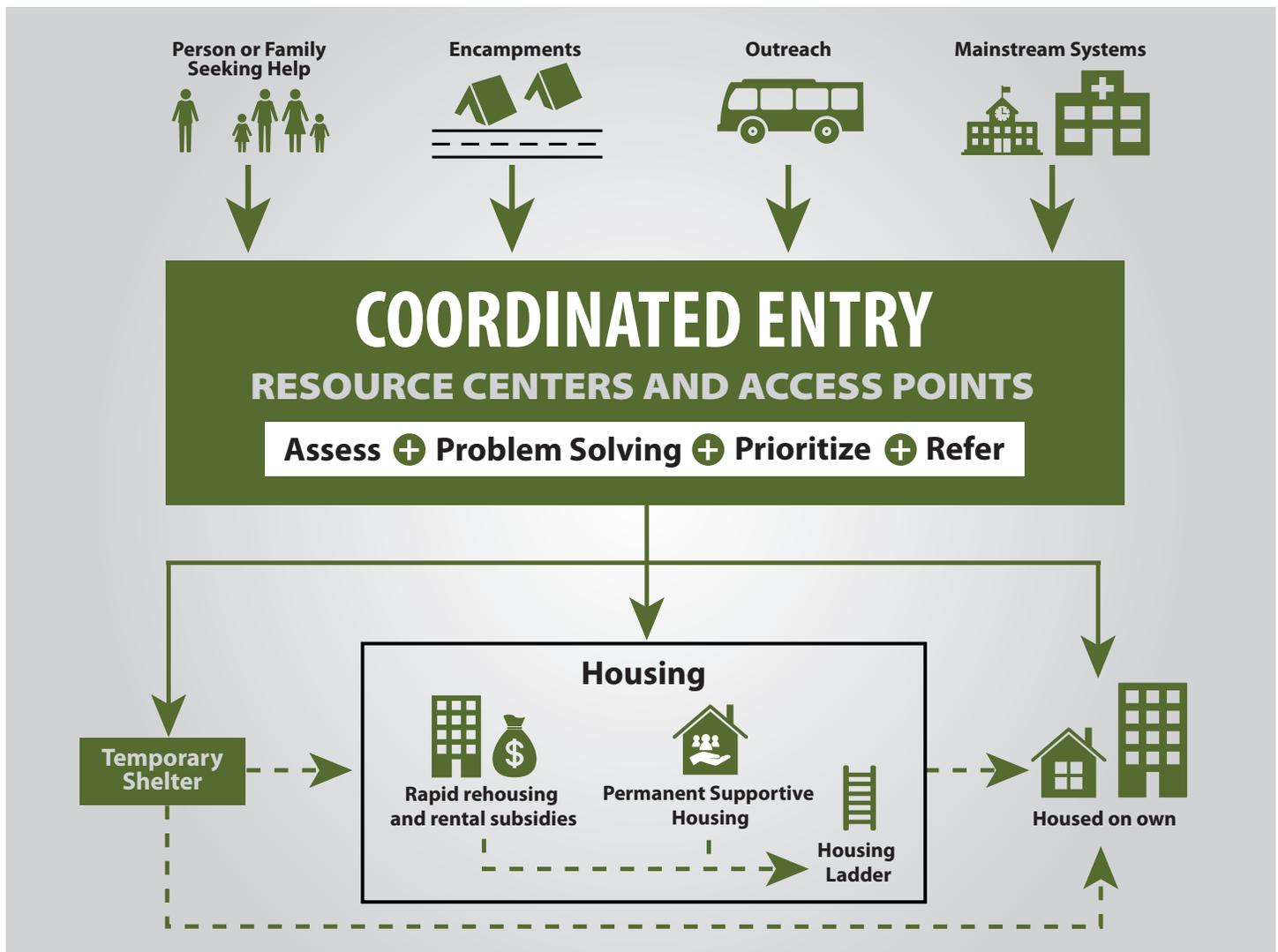
Core Components of The System

Coordinated Entry organizes the Homelessness Response System with a common, population specific assessment, a centralized data system and "by name" database of clients, and a prioritization method. This directs clients to the appropriate resources and allows for data-driven decision making and performance-based accountability. The Coordinated Entry process is organized to serve three subpopulations, Adults, Families with Children, and Youth. The process is comprised of four parts: access, assessment, prioritization, and referral.

Street Outreach connects those living outside with the Homelessness Response System. This includes outreach and engagement (SF HOT), encampment resolution (ERT), care coordination, Access Points, and Resource Centers.

Problem Solving provides opportunities to prevent people from entering the Homelessness Response System and to redirect people who can resolve their homelessness without the need for ongoing support. It may offer a range of one-time assistance, including eviction prevention, legal services, relocation programs (Homeward Bound), family reunification, mediation, move-in assistance, and flexible grants to address issues related to housing and employment.

Temporary Shelter provides temporary places for people to stay while accessing other services and seeking housing solutions. This may include shelters, Navigation Centers, Stabilization Beds, and Transitional Housing.

Housing provides permanent solutions to homelessness through subsidies and housing placements. This may include time-limited supports such as Rapid Rehousing and time-flexible programs such as Rent Subsidies and Permanent Supportive Housing.

Housing Ladder offers opportunities for residents of Permanent Supportive Housing or Rapid Rehousing to move outside of the Homelessness Response System (Moving On Initiative).

The specific pathways for each target population (adults, families with children, youth) will vary based on the mix of existing programs and entry points, but the approach and the goals of moving each person quickly from homelessness to permanent housing is consistent.

Coordinated Entry replaces single program waitlists and entry procedures that encourage people to get on as many lists as possible and then wait for assistance. A person experiencing homelessness or at risk of homelessness may go to an Access Point, such as a Resource Center. They may also be approached by a Street Outreach worker and be immediately assessed, using the standard assessment for all programs. Problem Solving assistance is offered to all, especially those newly homeless or at-risk. If homelessness can be prevented by returning to a safe place, that will be facilitated. If not, clients will be offered Temporary Shelter.

All pertinent Information about the person is entered into a single data system (see the ONE System described in the next section), which compares the need and priority of the person seeking assistance to the range of resources. This may be a Rapid Rehousing program to help find a place the household can afford, potentially sharing a unit to make it more affordable. For those with the greatest needs, this could mean access to Permanent Supportive Housing with services to help them thrive. Persons who are highest priority are also assigned a Navigator to work with them to obtain and complete any documents they need for the program they are matched to, and to help them resolve their housing crisis quickly. All information about a client's needs and where they are connected can be reviewed over time, so that informed support can be provided if someone returns to the system seeking assistance.

Under this system, housing placements will not be driven by waiting lists. Everyone experiencing homelessness will receive a standard assessment, offered Problem Solving assistance, and told what is available and when. Those assessed as having the highest need factors, including long-term homelessness in San Francisco, will be prioritized for permanent housing. Those who are newly homeless will be presented with other options for securing housing. This system will help clients make informed decisions regarding what is in their best interest based on exactly what services are available to them.

Case management practice for HSH staff and our partners will change under this system, with everyone who works with a client asking, "How can we get a key into your hand as quickly as possible?" Case Managers, partners, and staff will be trained to use best practices such as Critical Time Intervention (CTI) and will be well versed in the wide range of options available, whether it be the City's Homeward Bound Program or Permanent Supportive Housing. In every case, people experiencing homelessness will be seen as partners in this process—their experience, assets, and community will all be considered while seeking solutions.

IMPLEMENT PERFORMANCE ACCOUNTABILITY ACROSS ALL PROGRAMS AND SYSTEMS BY DECEMBER 2019

The San Francisco Homelessness Response System will operate and evolve based on data and accountability. Each component of the system will be assessed based on how efficiently it identifies and engages people experiencing homelessness, how quickly it helps people get house keys in hand, and how well it helps people avoid returning to homelessness.

Accountability for results requires ongoing assessment of outcomes for every individual we serve, for every program and nonprofit partner we fund, and for the system as a whole. The key measures HSH will use to determine performance and impact at the systems level include:

- **New Entries:** Decrease the number of people becoming homeless for the first time
- **Problem Solving:** Reduce the number of people using homeless services by quickly directing newly homeless people to resources that can help them return to a safe place
- **Targeting:** Increase the percent of people experiencing long-term homelessness entering the system's programs
- **Exits:** Increase the number of people who are assisted to secure housing
- **Time Homeless:** Shorten the time people spend being homeless and measure how quickly programs assist people to secure housing
- **Recurrence:** Decrease the rate that housed clients become homeless again
- **Number of Homeless:** Reduce the overall number of people experiencing homelessness

HSH will also evaluate the quality and outcome of services for each individual served as well as the performance and cost-effectiveness of our contracted nonprofit partners.

These measures will be calibrated for each part of the system and we will establish performance benchmarks for different program types. A shelter will not be expected to contribute to these outcomes at the same level as a Rapid

Rehousing program; however each part of the system will be accountable for making progress along the same set of measures. Regular reporting on performance through readily accessible dashboards and real-time data will transform the way we evaluate our work and hold ourselves accountable for achieving success. Once these systems are in place, HSH will hold weekly performance meetings to track progress and make adjustments as needed. A culture of analysis, adaptation, and accountability will become the driving force behind performance management at HSH.

Aligning the core components into a compassionate, common sense system that is accountable for achieving results requires strong infrastructure that connects all system elements and ensures ongoing quality review and continuous improvement. This infrastructure will include:

Departmental Management and Oversight: HSH will act as the coordinator of all the City's efforts to address homelessness, including: developing plans with the community; setting expectations for outcomes; providing resources; and monitoring performance.

The ONE System: HSH has launched the Online Navigation and Entry (ONE) System, a single data system for all homeless programs and services. Previously, the City and its contractors used 15 different data systems; consistent information on the overall system was not available and clients had to continuously repeat their information as they moved from program to program. The ONE System will be used by HSH staff, nonprofit contractors, and City partners for coordinated assessment and prioritization, to share data across programs and improve service delivery, and for tracking all resources and results. It is the backbone of the performance measurement and accountability process.

Interdepartmental Coordination: For the Homelessness Response System to effectively focus its resources on ending the crisis of homelessness, it must partner and coordinate with other public agencies to address other needs that homeless people may have, before and after they enter housing. Data sharing will be a key component of this coordination, and HSH is currently working with the San Francisco Department of Public Health to link our data systems and share information in a manner that protects the privacy of our clients and complies with all related laws. We continue to explore other partnerships that will amplify our efforts to prevent and end homelessness.

Non-governmental partnerships

Collaboration with non-governmental organizations is critical to the success of HSH. Below is an example of some of these partnerships.

Housing and service providers are the backbone of San Francisco's Homelessness Response System; HSH provides nearly $200 million dollars in grants and contracts to more than 60 nonprofit organizations, serving thousands of people each year. Each of these service providers brings years of experience and expertise to work with people experiencing homelessness. They do the work of serving, assisting, and rehousing people who are in a housing crisis.

Nonprofit organizations that do not receive HSH funding and provide services such as shelter, drop-in centers, meals, showers, outreach, legal assistance, advocacy, and other essentials are also important partners. They are also a source of innovation and new approaches to solving problems.

Faith-based partners provide a wide variety of services and programs for people experiencing homelessness including: food programs, resource centers, medical care, legal assistance, the Winter Shelter Program, and more.

Philanthropy supports nonprofit and City-led initiatives related to homelessness (see specific examples in this report).

Businesses provide donations and volunteers and also coordinate with HSH through a variety of neighborhood-based and citywide business associations.

Community organizations and neighborhood associations coordinate with HSH on a variety of initiatives, including neighborhood surveys, service fairs, and more.

Volunteers serve on nonprofit boards, provide technical assistance, help serve food, tutor children, and more. Their involvement ranges from directly assisting people on the street to developing apps related to homelessness.

Governmental Partnerships

Collaborating with other City Departments and government agencies is essential to prevent people from becoming homeless and to stabilize people in housing. HSH works closely with many Departments and agencies to better serve the community.

Department of Public Health (DPH) to meet the physical, mental, and behavioral health needs of people experiencing homelessness and people living in supportive housing

Human Services Agency (HSA) to connect people with mainstream benefits, employment opportunities and other essential human services

SF Unified School District (SFUSD), Department of Children, Youth and Families (DCYF), and Office of Early Childcare and Education (OECE) to address family and youth homelessness

Department of Aging and Adult Services (DAAS) to coordinate services for seniors and adult with disabilities to maximize self-sufficiency, safety, and health

Department on the Status of Women (DOSW) to address the special needs of women experiencing homelessness and survivors of domestic violence

Office of Economic and Workforce Development (OEWD) to provide job training and job search assistance to people seeking employment

Mayor's Office of Housing and Community Development (MOHCD), Office of Community Investment and Infrastructure (OCII), and San Francisco Housing Authority (SFHA) to connect people experiencing homelessness to housing resources and fund the development and operation of affordable housing, including Permanent Supportive Housing

San Francisco Port Authority, Treasure Island Development Authority, the San Francisco Real Estate Division, and other departments to identify land locations for Navigation Centers, housing, and other services

San Francisco Public Works, Recreation and Parks Department, the San Francisco Fire Department, California Department of Transportation (Caltrans) and California Highway Patrol (CHP) on encampment resolution, public safety, and more (see Section on Street Homelessness for more detail)

Mayor's Office of Neighborhood Services (MONS), Fix-it Team, 311, and Department of Emergency Services (DEM) to respond to public concerns

Adult Probation, Juvenile Probation, City Attorney, Public Defender, and **Superior Court,** to address issues related to the criminal justice system

San Francisco Police Department, San Francisco Fire Department, Sherri's Department to address issues related to public safety

Mayor's Budget Office, Treasurer, Office of the Assessor-Recorder, Office of the Controller, City Administrator, Human Resources Department, Mayor's Office of Civic Innovation, Data SF, Department of Technology, and others to provide assistance on finance, personnel, performance management, data, technology, and more

State agencies such as the Homeless Coordinating and Finance Council, Department of Health Care Services, and the Department of Housing and Community Development to coordinate programs and funding

Federal agencies such as the Veterans Affairs Health Care System, Department of Housing and Urban Development Region IX, and the U.S. Interagency Council on Homelessness to coordinate programs and funding

NEXT STEPS

HSH has already begun rolling out these systems changes and expects to have them fully implemented in less than two years. Key next steps include:

1. Complete the rollout of the ONE System and begin collecting consistent data on all people seeking assistance and the performance of each program.

2. Create implementation plans for Coordinated Entry for all population groups, including development of standard assessment and prioritization tools and methods for targeting and matching all resources.

3. Develop performance measures for each part of the system and the system as a whole.

Theory of Change: Housing First

The theory of change that drives HSH is known as Housing First. By matching people experiencing homelessness with the right housing resources to meet their needs as quickly as possible, we can reduce overall homelessness in San Francisco. Housing First rests on the notion that all people experiencing homelessness are ready for housing without meeting any preconditions.

The Housing First strategy prioritizes providing housing to people experiencing homelessness, thus ending their homelessness and serving as a platform from which they can pursue personal goals and stabilize their lives. Housing First is guided by the belief that people need basic necessities like food and a place to live before they can attend to other challenges such as employment or substance use issues. Additionally, Housing First is based on the theory that client choice is valuable in housing selection and supportive services participation. While Permanent Supportive Housing is the most commonly known Housing First program model, many other approaches fall under the Housing First umbrella. Elements of a Housing First approach include the following:

Coordinated Entry is a way to organize the Homelessness Response System and a tool for matching people experiencing homelessness to the most appropriate housing resource. Coordinated Entry is the backbone of a highly functional Housing First system, as it helps expedite housing placement and ensures that the most vulnerable people in our community are linked to robust housing interventions. Coordinated Entry is at the root of San Francisco's systems change efforts and is a focal point of this Strategic Framework for each of the subpopulations we serve.

Problem Solving is a strategy that prevents or diverts people from homelessness by helping identify immediate alternate housing arrangements and, if necessary, connecting them with services and short-term financial assistance to help them quickly return to housing. Problem Solving programs can reduce the number of people or families becoming homeless and reduce demand for shelter or other emergency services.

Rapid Rehousing (RRH) is designed for a wide variety of individuals and families. It provides time-limited rental assistance and services for people leaving homelessness. The goals of Rapid Rehousing are to help people obtain housing quickly, increase self-sufficiency, and remain housed. Rapid Rehousing includes housing identification, temporary rent and assistance, and case management.

Permanent Supportive Housing (PSH) is affordable housing designed for adults and families with chronic illnesses, disabilities, mental health issues, and/or substance use disorders who have experienced long-term or repeated homelessness. PSH provides subsidized housing, and supportive services.

Rent Subsidies help individual households, rather than subsidizing particular rental projects. Rent Subsidies stay with the tenant—if the household no longer wishes to rent a particular unit, the household may take its subsidy and move to another rental property. The level of subsidy varies based upon the income of the household and the particular unit the household selects.

Housing Ladder is a rent subsidy that offers opportunities for residents of PSH who no longer need services to move on to other types of housing, making their unit available for people experiencing homelessness.

POPULATION FOCUS:
ADULTS

Goal: Reduce chronic homelessness 50% by December 2022

ABOUT THE ADULT POPULATION

The vast majority of those experiencing homelessness in San Francisco (74%) are adults 25 or older without minor children in their custody. On one night in January 2017, 5,518 such adults were counted in the City. An estimated 2,155 of these adults are chronically homeless, meaning they were both disabled and had been homeless for at least a year. This represents 29% of the total homeless count and nearly 40% of all adults. In many cases, San Francisco's chronically homeless individuals have been homeless for very long periods, some for more than 20 years. Both the adult population and chronically homeless individuals have grown in the last three counts, rising 3% and 9% respectively during that period.[10]

Figure 7: Trends in Homelessness for Adults and Chronically Homeless Adults, 2013-2017[11]
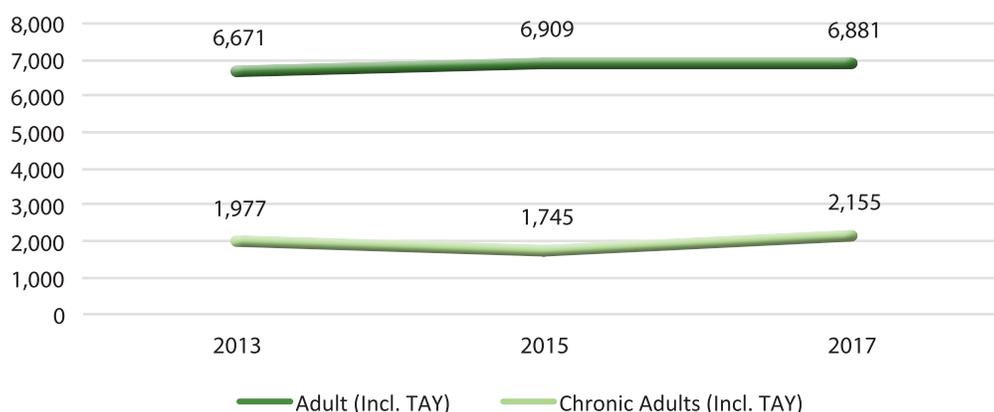
NEED FOR SYSTEMS CHANGE

San Francisco has more than 6,500 units of housing, 1,500 Temporary Shelter beds, and a variety of other supports for adults experiencing homelessness. These programs help over 1,500 adults exit homelessness every year. Nearly 7,000 unique adults are sheltered in a year, and the Homeless Outreach Team makes as many as 6,000 contacts with adults annually.

While San Francisco's programs for adults are strong, they are currently uncoordinated and not operating at the scale necessary to effectively meet all needs. In the current system, individuals experiencing homelessness do not have a clear path to housing that is based on the acuity of their need. People often circulate between programs, or between shelter and the streets, unable to access the targeted housing and supports needed to end their homelessness. In addition, there are significant gaps in the adult system that need to be filled to move people into housing.

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[10] Source: 2017, 2015, and 2013 San Francisco Homeless Point-in-Time Counts.
[11] Source: 2017, 2015, and 2013 San Francisco Homeless Point-in-Time Counts. Excludes persons in families.

Special Populations

San Francisco's systems and strategies are organized around the three main populations: adults, families with children, and youth. However, there are many other groups of homeless people who have a range of unique needs. In all our work, HSH strives to promote solutions that advance equity. We are mindful of the critical need to work with compassion, practice cultural humility, and treat all with respect and dignity.

Seniors. In the 2017 Point-in-Time (PIT) Count, 12% of survey respondents were over 60 years old. Another 22% are between 51 and 60. Respondents in these two combined age groups have doubled since 2013. The homeless population at large is aging, and requires special attention to address their age-related health conditions and connect them to the City's services for older adults.

LGBTQ. An estimated 30% of San Francisco's homeless population identified as Lesbian, Gay, Bisexual, Transgender, and Queer in the 2017 PIT count. Among the youth population, this number is closer to 50%. There is already a culture and infrastructure of services in place to meet their specific needs, but continued attention is critical.

People with Disabilities. A significant number of people experiencing homelessness have one or more disabilities, such as chronic health conditions, addiction disorders, mental illness, and other challenges. In the most recent PIT count, 68% of homeless respondents had at least one health condition. HSH partners closely with the Department of Public Health (DPH) to provide connections to the appropriate health and behavioral health care services.

People of Color. People of color, and particularly African Americans, are disproportionally represented among San Francisco's homeless population. African Americans make up 34% of the homelessness population, but only 6% of the general population. Sixty-five percent of people who are homeless are African American, Native American, Asian, or Multiracial. Twenty-two percent of people experiencing homelessness are Hispanic/Latino. Cultural humility and equity are critical values in our programs and system. HSH works with the Center for Social Innovation's SPARC Initiative to better understand and address racial disparities in our homeless system. (See more in the chapter on launching the Department).

Immigrants. San Francisco has a large immigrant population and that includes people who experience homelessness. HSH strives to be inclusive for all, regardless of immigration status; its programs have inclusive eligibility criteria and staff have critical language capacity.

Women. Up to one-third of people experiencing homelessness in the City identified as female in the 2017 PIT count. Of those, 37% have experienced domestic violence, and for some it caused their homelessness. Among homeless families, 91% are headed by single female parents. There is also an increase of pregnancy among homeless women, and strategies must be developed to address their needs.

We recognize a wide range of needs among adults, many of whom do not need Permanent Supportive Housing to end their homeless crisis. San Francisco has not had targeted approaches to reduce the number of new adults who enter the Homelessness Response System. Few resources have been targeted to provide rapid exits for those needing something other than Permanent Supportive Housing. San Francisco has also not had significant capacity to allow people who have stabilized to move on from Permanent Supportive Housing to less costly and less service-intensive housing options.

Many of the general system improvements described in the previous section are key to the improvement of the adult system. These include launching the ONE System and Coordinated Entry for adults, which will use outreach teams and Resource Centers as Access Points for services. Access Points will use standardized assessment and prioritization to identify those who have been homeless the longest and who have the highest needs. System changes also include the development of service models for supportive housing targeted to the different need levels of chronically homeless people. This includes more intensive services within supportive housing for the highest acuity disabled and aging homeless population, and expanding care coordinated through roving service teams to support the service needs wherever people are housed. It also includes implementing Problem Solving programs such as short-term subsidies to supplement programs like Homeward Bound; these types of interventions will assist those whose homelessness can be resolved quickly or prevented.

San Francisco Whole Person Care Proposed System of Care

Many people experiencing homelessness have medical, mental health conditions, and/or addition disorders— and many struggle with all three. Data from the City's public health system indicates that 40% of the homeless population is at severe or high risk of medical complications and/or long-term homelessness. HSH has partnered with the San Francisco Department of Public Health (DPH) and other agencies to improve how the City meets the needs of these individuals. At the center of this work is Whole Person Care.

Whole Person Care is part of the California Medi-Cal demonstration overseen by the Centers for Medicare and Medicaid services, funded through the California Department of Health Care Services. Whole Person Care Pilots, funded through 2020, focus on the coordination of health, behavioral health, and social services. In San Francisco, the pilots will serve adults experiencing homelessness, using multiple systems, and continuing to have poor health outcomes. While Whole Person Care is a pilot program, our goal is to develop sustained improvements to the health care and service delivery systems, as shown in the graphic below.

San Francisco Whole Person Care Proposed System of Care

Care Coordination

Resource Centers — Encampments and Streets — Urgent/Emergent Health Services — Coordinated Entry — Engagement — Benefits Enrollment — Shelters and Navigation Centers — Transitional Health Services — Hosuing Locators — Behavioral Health Access & Placement Services — Housing Stabilization — Stabilizing Health Services
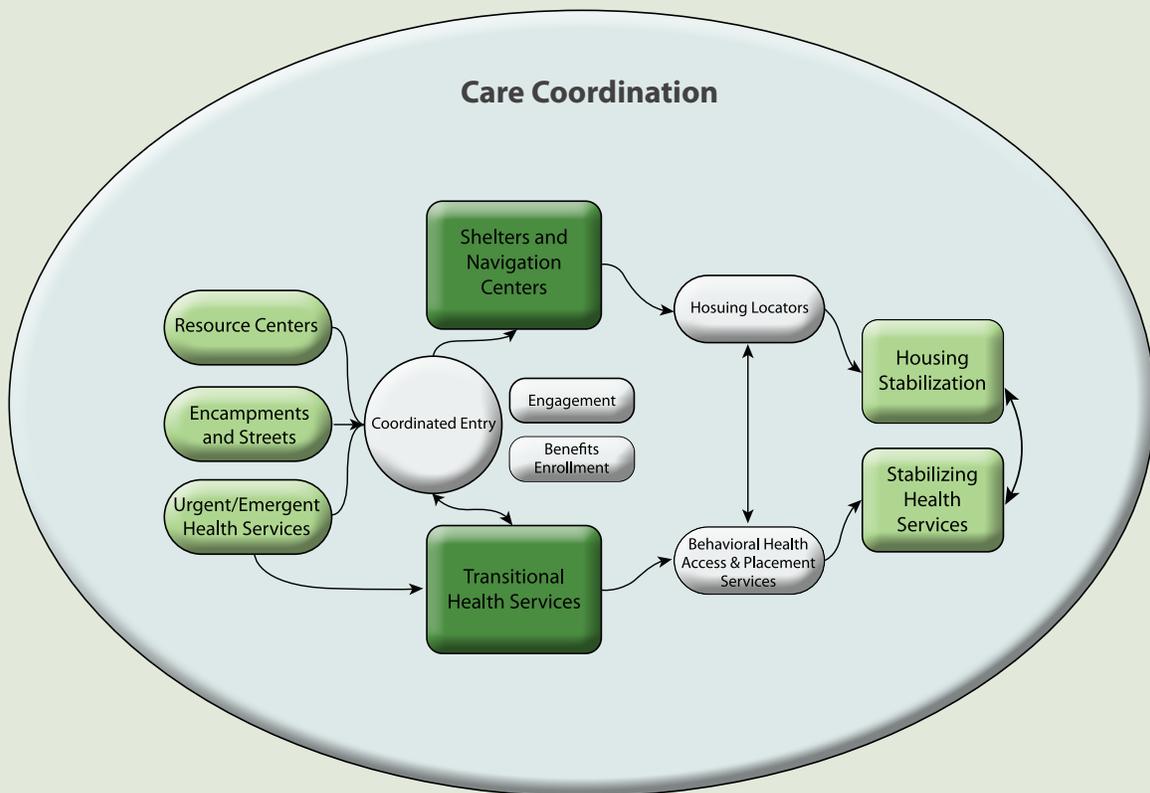
REDUCE CHRONIC HOMELESSNESS 50% BY DECEMBER 2022

Getting to the goal of reducing chronic homelessness by 50% or more will require using the existing Permanent Supportive Housing inventory specifically for those who are chronically homeless, and adding new, targeted interventions. People experiencing chronic homelessness are the most at-risk for serious health and other complications. Prioritizing this population ensures that those most in need get quick access to housing. Prioritization also saves public resources, since these individuals tend to be high users of public health and other systems. Lastly, it will allow the City to help newly homeless individuals with less expensive and more readily available interventions. By focusing on immediately impacting and reducing chronic homeless, HSH will reduce the demand on City services, improve quality of life for all, and save lives.

Coordinated Entry will be used to prioritize the current stock of over 6,500 supportive housing studio and SRO units for chronically homeless individuals. Additionally, 800 new Permanent Supportive Housing units are already in the development pipeline and will open during the next five years. The Housing Ladder initiative, Moving On, will help those ready for greater independence move out of supportive housing and make units available for people experiencing homelessness.

Using the new Coordinated Entry system, we have the capacity to place approximately 3,600 chronically homeless adults into Permanent Supportive Housing by the end of 2022; this includes our current housing portfolio, the Moving On Initiative, and new units coming online during that period. Figure 8 shows the existing resources available to achieve this placement rate and reduce chronic homelessness.

However, our data model indicates that to achieve a 50% reduction on chronic homelessness, we must make additional housing placements by December 2022. HSH is working with the San Francisco Housing Authority, Tipping Point Community, and others to add the resources we need to make these placements through a variety of interventions.

Partner Focus: Tipping Point Community

Tipping Point Community (Tipping Point) is leading a first-of-its kind initiative, in partnership with the City and County of San Francisco, to cut chronic homelessness in the City by half over the next five years. The organization has pledged $100 million to attack the root causes of homelessness, boost the capacity of the public sector, and work with the City and other partners to support the addition of new, stable housing for thousands of people. Tipping Point has already provided funding for the Moving On Initiative, which works with individuals currently living in Permanent Supportive Housing who are ready to move on to secure an apartment. The San Francisco Housing Authority has provided tenant vouchers for this effort, and Tipping Point has funded the services to find the housing. Moving On increases openings in the stock of existing supportive housing for chronically homeless adults. Future investments from Tipping Point will focus on gaining major reductions in chronic homelessness that are designed to be sustainable over time. These will include: leveraging existing funding sources, using flexible funding to pilot new housing models that can be tested and replicated, helping people experiencing homelessness get the appropriate level of services, building mutual accountability across the system, and incorporating the voice and experience of homeless residents. More about Tipping Point's work can be found on their website http://tippingpoint.org

Figure 8: Permanent Supportive Housing and Housing Ladder Interventions for 50% Chronic Reduction
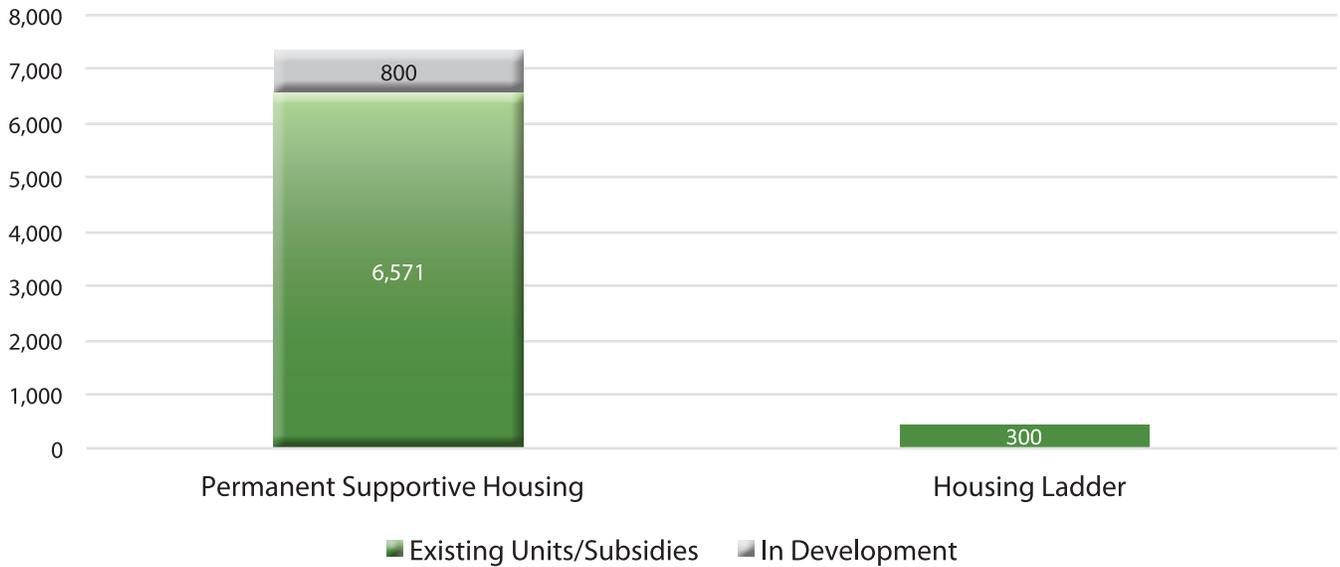
Efforts to aggressively target chronic homelessness must go hand-in-hand with the expansion of lighter touch strategies to decrease the rate at which people become chronically homeless. In addition to the Permanent Supportive Housing and Housing Ladder programs, we have modeled for Problem Solving interventions and Rapid Rehousing expansions to target and support individuals who are not yet chronically homeless. These interventions to prevent the growth of the chronically homeless population are critical; without preventing chronic homelessness, it will be difficult to achieve and impossible to sustain the goal of reducing chronic homelessness by 50%.

Currently, we provide approximately 1,500 individuals annually with light-touch interventions such as Rapid Rehousing, Homeward Bound and Eviction Prevention (see Figure 9). In order to achieve the goal of reducing chronic homelessness by 50%, we will need additional Problem Solving interventions such as short-term Rent Subsidies and security deposit assistance. HSH will work with government and private funders to fill this gaps, while exploring opportunities to redirect existing funds toward these critical interventions.

Figure 9. Existing Interventions to Prevent Chronic Homelessness
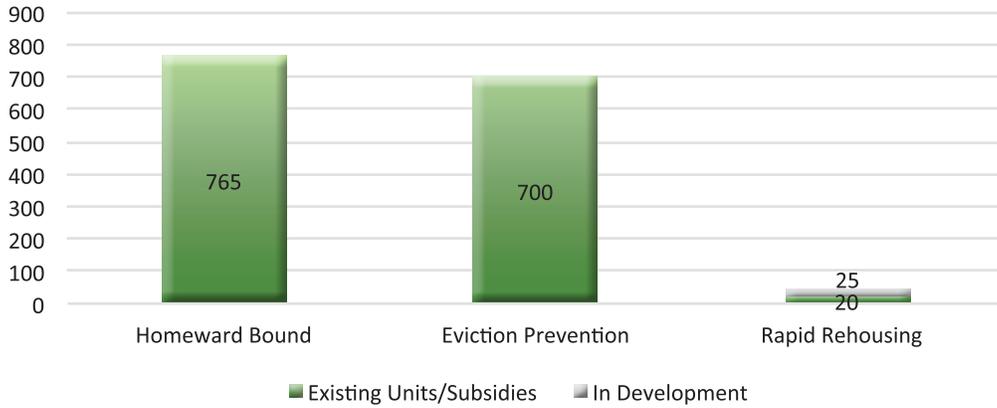
Reducing chronic homelessness is a primary goal for this Strategic Framework and it will require new investment in Permanent Supportive Housing and Rent Subsidies. Investments in new interventions to reduce the number of new people who become chronically homeless are also critical. Through a combination of the appropriate level of targeted housing placements for those experiencing chronic homelessness and lighter-touch interventions to prevent people from becoming chronically homeless, we can achieve a 50% reduction in the next five years. Figure 10 provides a graphic representation of the reduction if there were no resource gaps in the Homelessness Response System. The dark green line represents how we expect the PIT to reduce annually to reach a 50% reduction in 2023. The light green bars represent the number of people estimated to return to chronic homelessness from our programs (less than 5%), plus the number of people estimated to become chronically homeless each year. The grey bars indicate our expected housing placements as well as the effect of interventions to reduce the number of people who become chronically homeless. As our placements and prevention efforts outpace the number of newly chronic and returns, we expect to see the PIT decline for this population.

Figure 10. Projected Change in Chronically Homeless Population
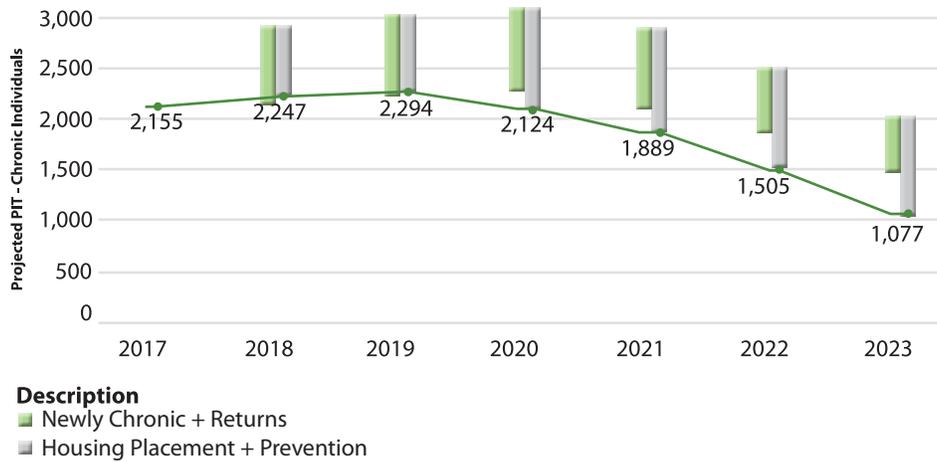
The City also needs a plan to address overall adult homelessness. Our current data is insufficient to establish that plan today. While we know that there are many adults who come and go in a year, we do not know enough about how these adults use our system, how and when they are able to leave for housing on their own, and whether they can benefit from short-term assistance. This information is needed to better understand and model what it will require to impact non-chronic adult homelessness. By December 2018, we will create a comprehensive adult homelessness plan that will include an even stronger focus on preventing and resolving homelessness before it becomes chronic, as well as reducing the number of people who become newly homeless for the first time.

Veterans

Veterans are a subpopulation of people experiencing homelessness who have been historically overrepresented in the homeless population and have particular experiences that can lead to specific service needs. San Francisco does not have a separate system for Veterans experiencing homelessness, and most Veterans are served in the adult system. The 2017 San Francisco Point-in-Time count reported 684 Veterans were homeless in San Francisco, approximately 9% of the total homeless population.

Ending Chronic Homelessness Among Veterans

A combination of increased local and Federal resources and a systematic approach to matching Veterans quickly to programs and resources has reduced chronic homelessness among Veterans in San Francisco by approximately 50% since 2014.

At the beginning of September 2017, there were approximately 115 chronically homeless Veterans in San Francisco, tracked jointly by HSH and the VA. Each month another estimated 17 Veterans become chronically homeless or are added to the list. To bring the number of chronically homeless Veterans below the rate at which new people are added by the end of 2017, San Francisco must rehouse at least 45 each month from September through December.

Dedicated resources such as the Veterans Affairs Supportive Housing (VASH) program, which provides supportive housing for Veterans and new buildings coming on line this year, can assist many of these individuals. However, San Francisco exhausted its new VASH vouchers to assist homeless Veterans and must wait until at least November 2017 for an additional allocation.

Next Steps

1. Seek additional Federal, State, and private resources for Rent Subsidies and Rapid Rehousing for Veterans.
2. Continue focus on reaching—and eventually maintaining—an effective end to chronic homelessness by housing all identified chronically homeless Veterans in San Francisco.
3. Incorporate Veterans into Coordinated Entry for other populations, and prioritize VA-ineligible Veterans for other system resources.
4. Expand service-enriched housing environments for high-acuity Veterans experiencing chronic homelessness.

NEXT STEPS

HSH is moving with urgency to re-structure the system for homeless adults, including the following next steps:

1. Complete the development of a Coordinated Entry system to be piloted in 2017 and completed in 2018.
2. Analyze Temporary Shelter data and develop a plan to align Shelter beds with the Coordinated Entry approach.
3. Expand Problem Solving, Rapid Rehousing, Rent Subsidy, and Permanent Supportive Housing resources by: partnering with the public and private sectors to identify resources; pursuing every resource available to create additional housing; and exploring ways to redirect existing funds toward these program areas.
4. Continue to use dedicated permanent housing resources such as Housing Choice Vouchers to implement Moving On strategies, creating increased turnover in the current Supportive Housing stock.
5. Develop services model within Permanent Supportive Housing to match high-acuity needs of the disabled and aging homeless population. This includes fully leveraging new opportunities for increased client support and care coordination, including State of California initiatives like Whole Person Care, No Place Like Home for people with serious mental illnesses, and the Drug Medi-Cal waiver.
6. Expand roving service teams to support the service needs wherever people are housed.
7. Develop a detailed plan to address the adult population that is not chronically homeless. This will require a deeper understanding of people who are newly homeless, service usage, and needs. Once the ONE system is fully implemented, new information will be available to refine modeling and hone the type of interventions that will be most effective for adults who are not chronically homeless.

Preventing Homelessness

HSH can reduce homelessness in San Francisco by: 1. increasing the number of people we place into housing; and 2. reducing the number of people who become homelessness. During the 2017 PIT Count, we learned that 41% of those surveyed were newly homeless (less than one year). We need to gather better information on this population to understand how to meet their needs, but it is very clear from our data modeling that reducing the number of people who enter the Homelessness Response System is crucial to our success.

Preventing homelessness is a key component of achieving HSH's goals and to do this, we must focus on the areas in which we are able to have an impact. This includes targeted eviction prevention for people at risk of homelessness. Prevention also means working with the criminal justice, child welfare, and public health systems to reduce the number or people exiting their programs and facilities into homelessness. Finally, we must continue working to reduce the number of people in our housing programs that return to homelessness (currently less than 5%).

HSH must also work to reduce the number of people who arrive in San Francisco homeless or without stable housing. In the 2017 PIT Count, 31% of the people surveyed were homeless when they arrived in San Francisco (approximately 2,300 people). This is more than the number of housing placements we make annually, so this is clearly impacting our ability to have a sustained reduction in homelessness.

San Francisco will strive to serve everyone in need, regardless of where they come from, especially those escaping abusive, dangerous situations. However, given the difficult housing market and limits to our System's resources, it is critical that we work to reduce the number of people from inside and outside of San Francisco who enter our Homelessness Response System. Ignoring this challenge means that thousands of San Franciscans will become homeless each year and hundreds more will come to our City without housing. Many of these individuals will be faced with long-term homelessness and the suffering it causes. It is for their sake and the sake of our community that we must do better in preventing homelessness.

Expanding eviction prevention, Homeward Bound, and other Problem Solving interventions must be part of our efforts to reduce overall homelessness in San Francisco. We must also work regionally to share data and analyze patterns of usage of services and movement of individuals experiencing homelessness. Continuing to build partnerships with our neighboring communities as well as deepening partnerships with other City Departments is critical to develop strategies that humanely reduce new entries. Effectively prioritizing our resources though the ONE System and Coordinated Entry will also have an impact. Through better data collection and a more responsive system, HSH will work to reduce the number of people that enter the Homelessness Response System to ensure a significant, sustained reduction in homelessness by 2022.

POPULATION FOCUS:
FAMILIES WITH CHILDREN

Goal: Ensure no families with children are unsheltered in San Francisco by December 2018

Goal: End family homelessness by December 2021

ABOUT THE FAMILY POPULATION

San Francisco's 2017 Point-in-Time Count found 190 families with minor children experiencing homelessness. Of these, 97% were living in shelters or other homeless facilities at the time of the count and 3% were unsheltered. This represents a decrease of 17% in total families experiencing homelessness and a 50% decrease in unsheltered families since 2013.[12]

Figure 11: Families Experiencing Homelessness: Sheltered & Unsheltered
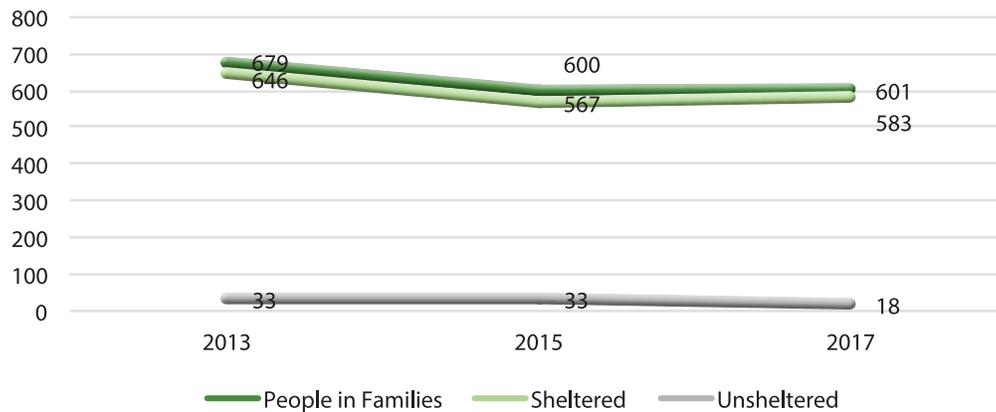
This Point-in-Time estimate does not cover all families with children that meet the San Francisco definition of homelessness. The PIT Count primarily counts families with children being served in the system and does not include families that are doubled up or staying in motels.

The San Francisco Unified School District (SFUSD) counts students as homeless who are doubled up or staying in motels, as well as those that are in shelter or unsheltered. SFUSD reports approximately 2,000 homeless children over the course of a year a number that has declined by just over 21% since the 2013-14 school year due to expanded programs and services.[13]

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[12] Source: San Francisco 2017 Homeless Point-in-Time Count
[13] Source: San Francisco 2017 Homeless Point-in-Time Count

Figure 12: Homelessness Among K-12 SFUSD Students
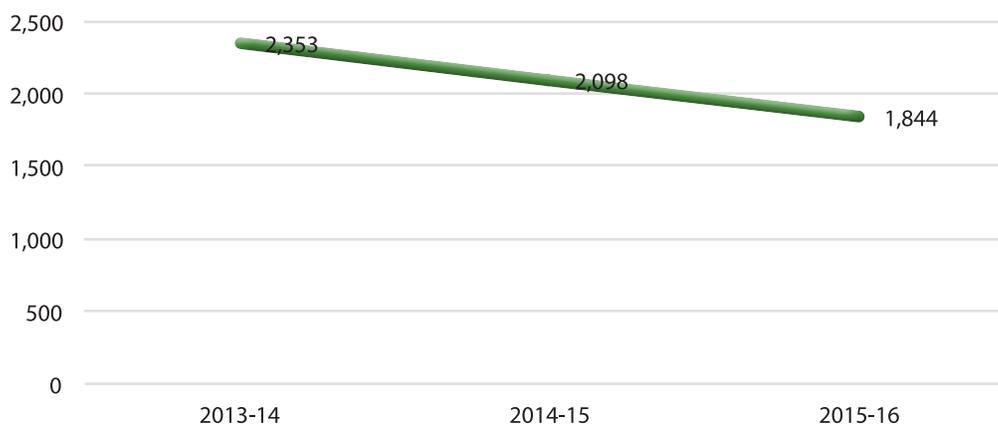
NEED FOR SYSTEMS CHANGE

The system of programs and services for families with children experiencing homelessness in San Francisco is robust and includes a range of program types and supports. The providers that serve this population have a strong history of formal and informal collaboration. The family system has had centralized intake for certain shelters for nearly two decades, which has helped to bring the system together and provide data to track need. However, the access process has unintentionally encouraged many families with children to wait long periods for shelter prior to addressing their housing needs. This has resulted in assistance often going to the families who are most persistent, not necessarily those with the greatest needs. The current system also offers limited systematic Problem Solving to help families who are doubled up or unstably housed, so that they can avoid becoming unsheltered or entering shelter. Families that do access shelter tend to remain there for long periods of time, without staff working to help immediately identify and connect them to appropriate resources to hasten the rehousing process. While Rapid Rehousing is a key intervention with families, it is not available at the scale needed, nor it is routinely offered to every family.

Children should not have to live on the streets of San Francisco, or spend months or years in shelter and other temporary places. The U.S. Interagency Council on Homelessness defines ending family homelessness as a state where few families with children are homeless at any given time, and where those that cannot be prevented from becoming homeless are quickly rehoused. The goals of this Strategic Framework are to reach that state over the next four years, effectively ending family homelessness as we know it through a combination of program expansions and system improvements.

During 2016 and 2017, providers, clients, and the City have worked together to design a system for families with children that will bring all the programs together into a coordinated effort to shelter and quickly rehouse all families. Beginning in fall 2017, the new Coordinated Entry system for families will be launched. This system will include new Access Points in neighborhoods where families with a housing crisis can be assessed and receive Problem Solving support. These Access Points will be connected to the mainstream systems that families use, such as schools, social services, and employment programs.

The new system will focus on resolving housing crises quickly to avoid prolonged homelessness and lengthy shelter stays. It will prioritize all families with children to access system resources, focusing the deepest resources on those with the greatest needs. Over time, most families that cannot be diverted from homelessness through Problem Solving support will be sheltered and quickly rehoused with Rapid Rehousing. The highest-need families will be fast-tracked for available Permanent Supportive Housing resources.

ENSURE NO FAMILIES WITH CHILDREN ARE UNSHELTERED IN SAN FRANCISCO BY DECEMBER 2018

Currently, less than 3% of homeless families are unsheltered.[14] Getting to zero unsheltered families will require using the existing inventory of shelter. There are currently 137 shelter units and 46 units of Transitional Housing available for families. The City will add 30 more shelter units for families in the coming year and will work with Transitional Housing providers to reduce admission criteria and support more families over time. Targeting this expanded shelter capacity through Coordinated Entry as shelter units turn over should allow us to reach this goal by the end of 2018.

Figure 13: Temporary Shelter For Families
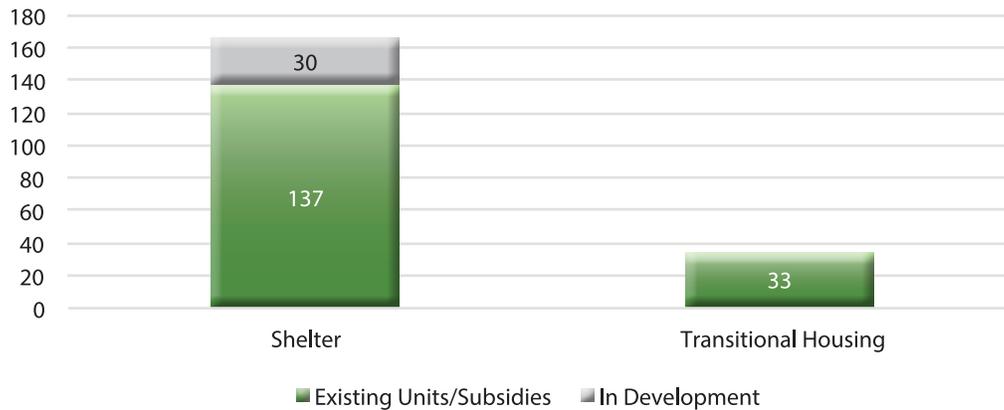
END FAMILY HOMELESSNESS BY DECEMBER 2021

Getting to the goal of effectively ending family homelessness means better targeting of resources. Through Coordinated Entry, most families will be connected to Rapid Rehousing to move them from homelessness to housing as quickly as possible. Only the highest-need families will be prioritized for Permanent Supportive Housing and long-term Rent Subsidies.

New resources for additional Rapid Rehousing, including 800 placement opportunities through the Heading Home Partnership (of which approximately 100 placements have already been made) will form the bulk of the resources to rehouse families with children, growing the capacity of Rapid Rehousing threefold. Additional Rent Subsidies have been added in FY 2017-18, and more Permanent Supportive Housing is planned as well. Problem Solving through expanded Homeward Bound, and other forms of assistance at the new Access Points, will reduce the new entries of families coming into the system. Figure 14 illustrates the current and planned interventions during the next five years; HSH projects these will be sufficient to achieve our goal of effectively ending family homelessness.

Partner Focus: Heading Home

The San Francisco Unified School District (SFUSD) annually serves approximately 2,000 students who experience some type of homelessness or housing instability. Recognizing the significant need, the City, SFUSD, a nonprofit provider, and more than a dozen private donors have collaborated to create a $30 million targeted program for homeless families with children in San Francisco's schools. This partnership will provide Rapid Rehousing support for at least 800 homeless families over three years, dramatically impacting homelessness among families and helping promote educational stability for children. Key donors to the effort include Marc and Lynne Benioff, who provided a leadership gift of $10 million.

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[14] Source: San Francisco 2017 Homeless Point-in-Time Count

Figure 14: Targeted Inventory for Ending Family Homelessness

Chart data:
- Permanent Supportive Housing: 710 (Existing Units/Subsidies), 527 (In Development)
- Problem Solving: 835
- Heading Home Campaign: 700
- Rapid Rehousing: 150
- Rent Subsidies: 26, 10
- Housing Ladder: 50

Legend: ■ Existing Units/Subsidies ■ In Development
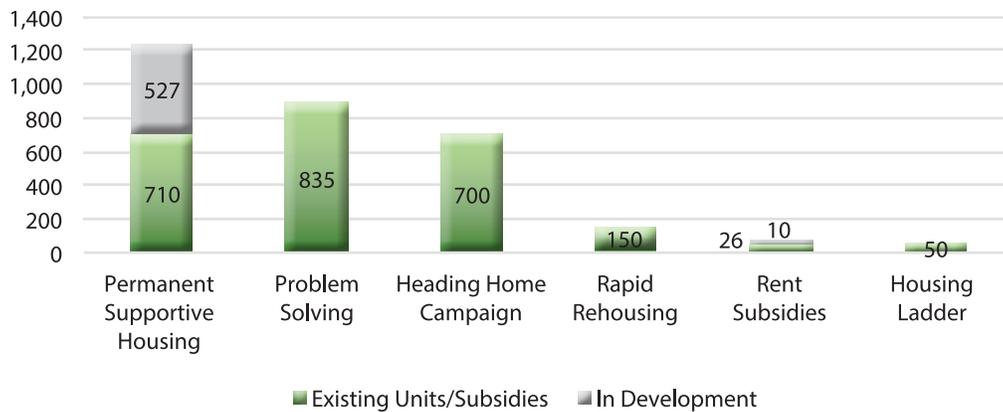
NEXT STEPS

HSH is already in the process of re-structuring the system for homeless families with children to ensure those with the greatest needs are prioritized and connected to housing as quickly as possible. Identified next steps including:

1. Launch Coordinated Entry system for families using the ONE System to better allocate shelter and other resources.

2. Provide families streamlined access to homeless system assistance and housing placement through new family Access Points.

3. Provide Problem Solving and other forms of assistance to families that are doubled up or unstably housed to help prevent them from entering the Shelter System.

4. Build the knowledge and capacity of providers through ongoing opportunities for learning and coordination.

5. Work with partners to target new Permanent Supportive Housing for families as it opens and to develop service models to provide deeper support for the highest-need families.

6. Scale Rapid Rehousing by implementing the Heading Home partnership. Building up capacity for this intervention will ensure that every family that needs assistance to get into housing can be matched with a resource.

7. Evaluate the family Homelessness Response System with ongoing input from providers, advocates, and homeless families, and make refinements to ensure continuous improvement. The Office of the Controller will be working with HSH to lead an evaluation of the change in 2018.

POPULATION FOCUS:
YOUTH

Goal: Complete a detailed plan to reduce youth homelessness by July 2018

ABOUT THE POPULATION

Homeless youth and young adults are unaccompanied minors under 18 and young adults ages 18-24. Because youth may not experience homelessness in the same way as families with children and adults do, they are hard population to enumerate.

The transition since 2013, San Francisco has conducted a supplemental youth count to ensure full representation of youth. According to the 2017 Point-in-Time Count, 1,363 unaccompanied youth and young adults comprise 20% of the total homeless population in San Francisco.[15] This number is a combination of the youth identified in the general count and those identified in the supplemental count, with duplications removed. This represents a 28% decline from the 2013 count.

Figure 15: Trends in Homelessness Among Youth at a Point-in-Time, 2013-2017[16]
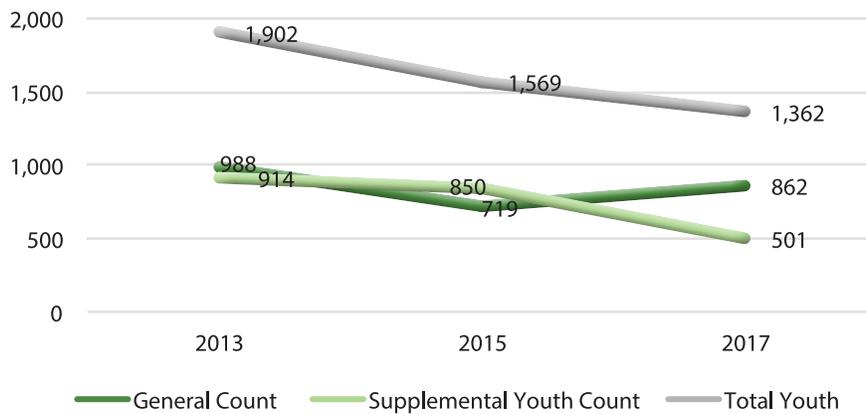
The transition age (18-24) population is diverse and faces varied challenges. Lesbian, Gay, Bisexual, Transgender and Queer youth represent nearly 50% of the population of homeless youth in San Francisco. About 27% have been in the foster care system. Some are very mobile, coming into and leaving the City frequently.[17] While varying in circumstances, these youth share a transitional stage of life; their needs differ from families and adults that experience homelessness, and require different responses. The City also recognizes that we need strategies for homeless youth as young as age 12 and young adults up to age 30; we are beginning to include this extended age span in planning efforts.

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[15] Minor children and young adults experiencing homelessness as part of a family unit are identified and supported within the family homeless response system and thus not included in this section.

[16] Source: 2017 San Francisco Homeless Unique Youth Count & Survey

[17] Source: 2017 San Francisco Homeless Unique Youth Count & Survey

NEED FOR SYSTEMS CHANGE

San Francisco youth providers work closely together and offer a range of approaches that include Street Outreach, Temporary Shelter, Rapid Rehousing, and Permanent Supportive Housing. Most of the youth system's resources are currently focused on transitional programs. While this is aligned with the life stage and needs of some youth, it creates gaps for youth with both higher and less severe needs. Because transitional programs are long and intensive, a limited number of youth can be served. A portion of the adult system also currently serves transitional age youth (TAY), although that percent is estimated at less than 10% of the available shelter and housing resources. .

While youth providers have strong collaborative relationships, the overall system will benefit from better definition and coordination. There is no single assessment process or path for youth to be assessed and prioritized. Problem Solving is also not consistently practiced or specifically supported. All of this will be addressed during the next few years.

COMPLETE A DETAILED PLAN TO REDUCE HOMELESSNESS AMONG YOUTH BY JULY 2018

San Francisco was recently awarded a two-year demonstration grant from the U.S. Department of Housing and Urban Development (HUD), known as the HUD Youth Homelessness Demonstration Program (YHDP), to plan for a systemic approach to meet the needs of homeless youth. This grant will provide resources to analyze the current system, identify gaps, and develop a detailed plan with articulated vision and goals. It will also allow for the creation of new program models that are more flexible and innovative.

Along with its partners, HSH is developing a Coordinated Community Plan to Prevent and End Youth Homelessness. It lays out specific system improvements, programs, and initiatives to effectively reduce homelessness among youth. The plan includes the design for a youth Coordinated Entry process and shared approach to assessment and targeting.

Community members, including youth, have called for youth-centered crisis intervention and response services, along with emergency resources for people living outside. Creating welcoming services available to youth who may need a few hours of respite and connection to other resources has been identified as a gap in the current system. Community members have specifically asked for a Navigation Center and/or drop-in center in neighborhoods where youth typically congregate.

Strengthening the system will also include building in more flexibility in program models and allowing youth to change housing programs as their needs change. Potential examples include utilizing host home models, engaging networks of extended families and supportive adults, waiving the time limits for rental assistance programs, extending aftercare and supportive services after rental assistance ends, providing a means for youth to exit from youth-targeted housing assistance into the adult system, and providing youth-targeted mobile case management and support services.

HSH is not waiting for the completion of this plan to begin enhancing services and housing for youth. The current system for youth provides a range of temporary and permanent housing; an additional 40 supportive housing units and 27 slots of Rapid Rehousing are already planned or in development. In 2017, HSH is expanding targeted Outreach and Housing Subsidies for youth experiencing homelessness to focus on neighborhoods with a high number of young people in need of assistance. We are also in the process of siting a youth-focused Navigation Center, which could be funded in part with the new YHDP grant.

Figure 16 outlines the current inventory and planned expansions. It is likely that additional program resources are needed for youth and young adults to effectively end their homelessness. During the planning process, HSH will develop estimates of the capacity for maximizing results using existing resources and will identify the remaining gap. Funding and resources from HUD, the City, and private partners are expected to fill a portion of that gap. Also, it is important to note that youth 18 and over are eligible to use services in the adult system as well.

Figure 16: Inventory of Beds and Units for Youth

Transitional Hosuing	44 / 255	
Permanent Supportive Housing	40 / 122	
Shelter	66	
Rapid Rehousing	27 / 30	

Y-axis: 0, 50, 100, 150, 200, 250, 300

Legend: ■ Existing Beds/Programs ■ In Development
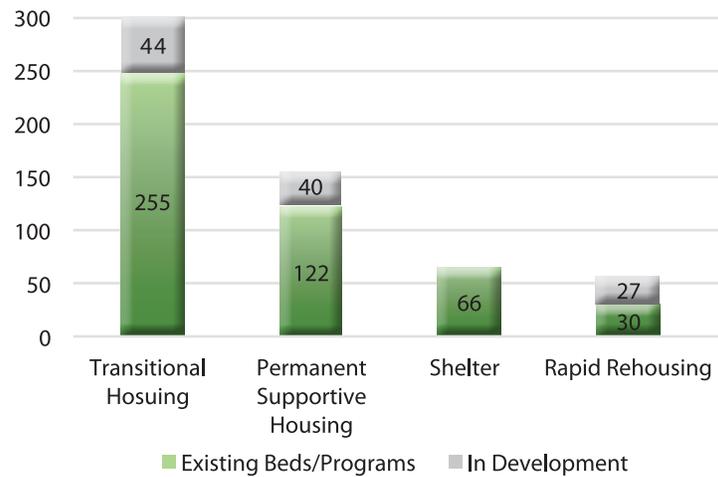
NEXT STEPS

Key next steps include:

1. Evaluate the current portfolio of programs for homeless youth to assess best use of these assets and how each of these programs will best support a coordinated system.

2. Plan for a Navigation Center and/or Resource Center: This center will be designed specifically for TAY (see chapter on Street Homelessness).

3. Conduct a Coordinated Entry planning process to develop an assessment tool, standardize program types, and create standard operating procedures.

4. Involve youth in all decision-making and in oversight of the system as it develops.

5. Develop and add targeted programs to the Coordinated Community Plan.

6. Work with providers and community members to address the needs of 25 to 30 year-olds leaving TAY programs, as well as 12 to 17 year-olds who are runaways, homeless, or in foster care.

7. Roll out targeted outreach and housing subsidies in 2017.

8. Issue a Coordinated Community Plan to Prevent and End Youth Homelessness by July 2018; this will include an analysis of gaps in the current system.

9. Increase the resources committed locally to improving youth outcomes.

SPECIAL FOCUS:
STREET HOMELESSNESS

Goal: Improve the City's response to street homelessness by October 2018

Goal: End large, long-term encampments in San Francisco by July 2019

ABOUT STREET HOMELESSNESS

Homeless people living outdoors is a crisis impacting San Francisco, as well as communities all along the West Coast. Homeless individuals living on the streets of the City comprise a wide array of people, including adults, unaccompanied minors, young adults, Veterans, disabled individuals, seniors, and, periodically, families with children. Unsheltered persons include those living on the streets, in vehicles, in tents, and in places not meant for human habitation. This is a humanitarian crisis at many levels.

The most recent PIT Count conducted in 2017 found that of the 7,499 people experiencing homelessness on any given night in San Francisco, approximately 4,353 of those people—58% of the total—were unsheltered. This number is virtually unchanged from the 2015 count, which found 4,358 people living unsheltered.[18]

While the numbers have stayed relatively steady over the past decade, San Francisco has seen an increase in the visibility of street homelessness in recent years. A "building boom" in the eastern neighborhoods has contributed to the increase in visibility of encampments in more residential and commercial areas. The rise in use of tents and physical structures has also contributed to the increased visibility of the street homelessness today. The opioid crisis affecting the nation is also present in San Francisco, and is visible in a portion of the population living on our streets. The wider spread visibility of individuals experiencing homelessness can be seen throughout the City as shown in Figure 17.[19]

Figure 17: 2017 PIT Count Unsheltered Homeless Population by District
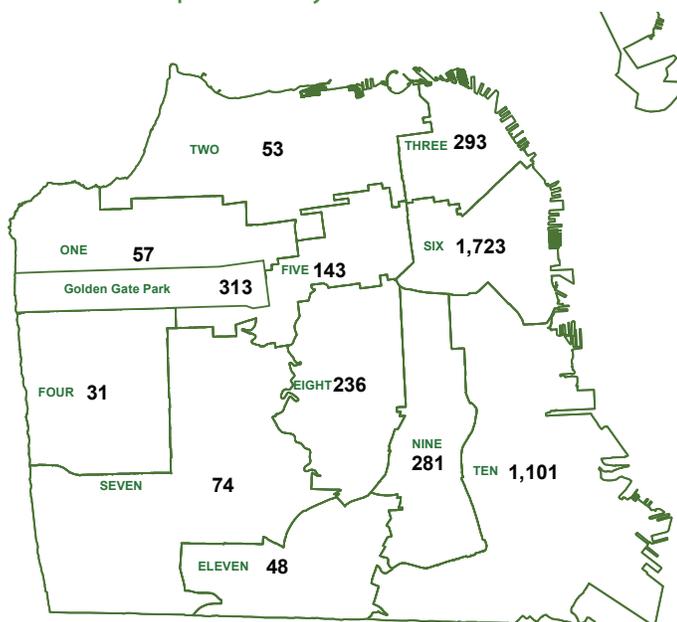
The long-term solution to street homelessness is the same as the solution to all homelessness: provide housing exits through a range of interventions tailored to the needs of each individual, offered through a coordinated system. However, in the short run, this crisis requires an immediate response that balances the rights and needs of those on the streets with the overall health of the City. Therefore, as HSH pursues long-term solutions, we are also committed to working with other Departments to minimize the impact of homelessness on neighborhoods while addressing the health and safety needs of people on the streets.

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[18] Source: San Franciscwo 2017 Homeless Point-in-Time Count
[19] Source: San Francisco 2017 Homeless Point-in-Time Count

NEED FOR SYSTEMS CHANGE

San Francisco's Homeless Outreach Team (SFHOT) and Encampment Resolution Team (ERT) work in partnership with San Francisco Public Works SFHOT, the San Francisco Police Department, the San Francisco Fire Department, and the Department of Public Health to respond to street homelessness. Whether through outreach or in response to concerns expressed by the public (through calls, emails, 311, or 911), each Department responds to the need for system change based on their individual mission. Roles range from providing health care on the streets to cleaning the streets and ensuring the safety of our neighborhoods. The number of complaints related to homelessness has increased dramatically in recent years. Figure 18 shows an average six months of 311 contacts regarding homelessness.

Figure 18: 311 Calls Regarding Homelessness by District from September 2016 – February 2017[20]
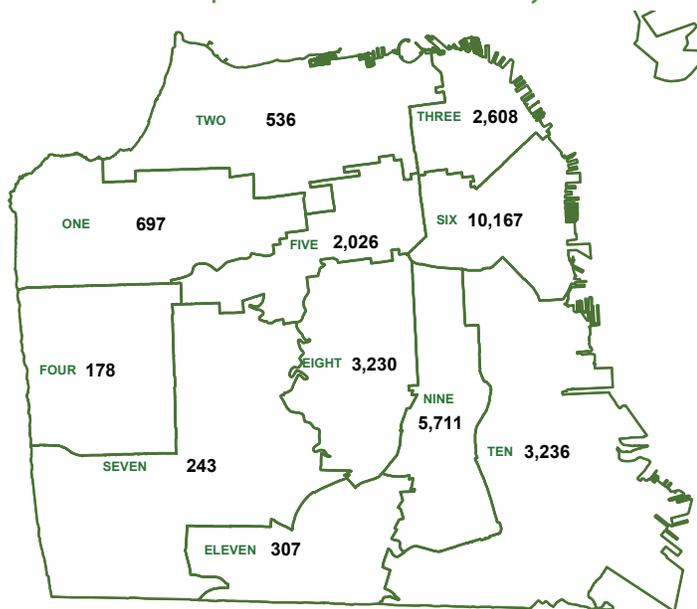
COMPLETE A DETAILED PLAN TO REDUCE HOMELESSNESS AMONG YOUTH BY JULY 2018

While each City Department does outstanding work, the current approach needs to be improved: the public is often confused about who to contact regarding their concerns; Departments are often uncoordinated in their efforts; and the insufficient number of Temporary Shelters and Resource Centers make it difficult for first responders to offer services.

While the best way to address street homelessness is to provide access to housing, we must do more to address the temporary needs of those sleeping on the streets.

City Departments Responding to Street Homelessness

Homelessness and Supportive Housing (HSH): Coordinates the provision of services and access to housing resources to people living on the streets. The Homeless Outreach Team (SF HOT) provides services to individuals on the streets, including: outreach and engagement, coordinating health and social services, and securing placements into shelters, Stabilization Units, Navigation Centers, residential treatment programs, Homeward Bound, and housing. The Encampment Resolution Team (ERT) coordinates the resolution of large encampments. HSH's nonprofit partners provide a variety of services designed to assist people living on the streets, including access to hygiene facilities, storage, food, counseling, and much more.

San Francisco Public Works: Manages ongoing street cleaning, including focused cleaning of encampments through its Hot Spots program; major removal of discarded materials on the day of an encampment resolution; and "bag and tag" of personal property. Public Works inspectors also have authority to ensure that accessible and safe paths of travel are maintained.

Police Department (SFPD): Prevents and addresses criminal behavior across the community, including in encampments, and responds to health and safety emergencies. Provides outreach to people in distress and linkages to services, while working closely with Public Works, DPH, SFFD, HSH, and others on these issues.

Department of Public Health (DPH): Provides physical, mental, and behavioral health care to low-income and homeless San Franciscans. DPH oversees the Street Medicine Program to provide health care to people living on the streets and in encampments. DPH also works to reduce needles on the streets and provide environmental health inspections of encampments.

San Francisco Fire Department's EMS 6: Pairs paramedics from the Fire Department with members of the SFHOT to meet the medical and social service needs of people on the streets who are high users of emergency medical services.

311 and Department of Emergency Services (911): Dispatches emergency and non-emergency resident calls for service. 311 accepts and triages citizen requests related to homeless encampments, requests for wellness checks, and street cleaning.

[20] Source: Data SF - 311 Case Data for 9/2016-2/2017 from

The current inventory of Temporary Shelter includes shelters, Navigation Centers, Transitional Housing, and Stabilization Beds for adults, families with children, and youth (see Figure 19). In addition, San Francisco currently has 193 chairs in Resource Centers that provide people a respite from the street and some basic services. SFHOT, ERT, DPH Street Medicine Team, Police Department, and Fire Department assist thousands of individuals living on the streets each year. Nonprofit and other organizations provide food, clothing and other services as well.

With over 4,000 people on the street on any given night, it is clear that the existing portfolio of Temporary Shelter and other services is insufficient. Roughly 1,100 individuals are on the nightly shelter waitlist and existing shelters are mostly full. There is currently an expansion of shelters, Navigation Centers and Stabilization Beds in the works.[21]

Figure 19: Temporary Shelters and Resource Centers
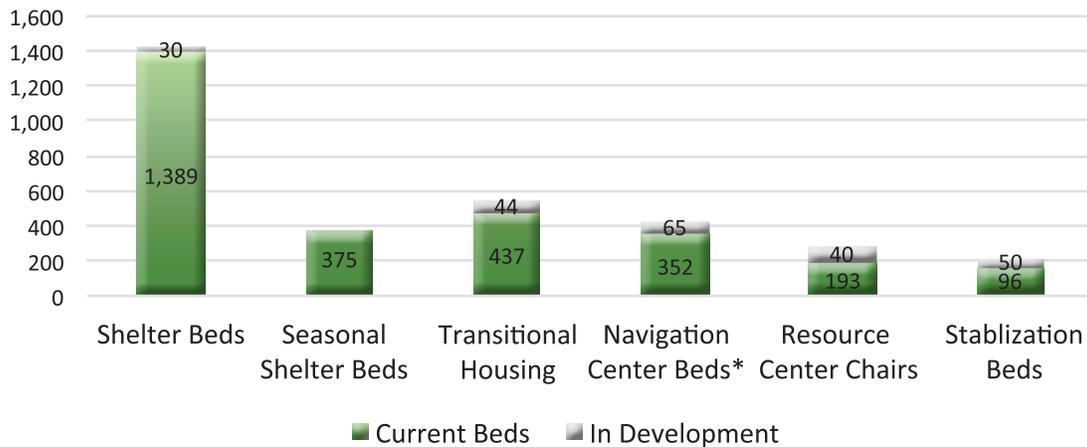
*65 in development accounts for two Navigation Centers opening and two cycling down in FY2017-18.

San Francisco recently received over $10 million in new Federal and State funding that can be used to expand the Temporary Shelter System. However, HSH must continue to seek additional resources for shelter and Navigation Center beds. We must also work to make current and new Temporary Shelter programs more accessible, learning from the success of the Navigation Centers which have low barriers to entry and a complement of amenities and services that better meet the needs of people experiencing homelessness.

Partner Focus: Google.org

Navigation Centers are a new element to the San Francisco Homelessness Response System. They focus on moving people from the streets to safe places, and from there to housing, treatment, or other solutions. Google.org made a lead donation of $3 million to fund a new Navigation Center in the South of Market neighborhood. This partnership, along with contributions from other investors, will allow HSH to add at least 120 new beds to better address street homelessness. This is just one example of the investments that Google.org and other private companies have made to support innovative solutions to homelessness.

Addressing the needs of people living on the streets requires more than just adding Temporary Shelter beds. HSH is working to provide access to basic hygiene, case management, and other necessary services at our Resource Centers. HSH is seeking to open a new Resource Center and to expand the hours of existing locations. We also collaborate with nonprofits to expand mobile services offering bathrooms, showers, and other support.

HSH is also expanding and reorganizing SFHOT and the ERT to provide better services to people on the streets and improve collaboration with other stakeholders. The Office of the Controller recently assisted HSH in developing a reorganization plan for HSH's street outreach that will be fully implemented by October 2018. We currently anticipate an increase in current staff levels of SFHOT and the ERT to support the reorganization (funded through Whole Person Care).

In addition to providing better services to people on the streets, the City must improve its response to public concerns expressed by both housed and unhoused San Franciscans. HSH, in partnership with the Mayor's Office, has convened regular meetings with key partners. Department heads are working together to create a "process map" that clarifies each agency's roles and responsibilities, as well as goals around response times and other key metrics. This process map will be provided to 311 and 911, and the system for routing and responding to calls will be changed accordingly. In addition, we will develop public information to educate San Franciscans on these issues and how to best respond. These efforts will help to improve how concerns are handled and how City responses are communicated to the public. We will also develop metrics to measure our success. San Francisco's Office of the Controller, as well as the Mayor's Office of Civic Innovation, are assisting with this important initiative.

While these process improvements are being developed, HSH will continue working closely with multiple Departments to address street homelessness. Many of the concerns around drug use, mental health, cleanliness, and public safety fall within the purview of other Departments. As such, HSH is focused on expanding our collaborative efforts. HSH is now meeting weekly with partner agencies and holding regular check-in calls throughout the week. In addition, HSH is participating in multi-departmental projects in two neighborhoods that are highly impacted by street homelessness. We are also exploring a partnership with a nonprofit that works directly with people on the streets to engage them in providing peer-based assistance. Learnings from these pilot projects will be incorporated

into our efforts to improve the City's response to street homelessness. Other changes might include creating multi-departmental teams located in neighborhoods throughout the City. However, each team would need access to a Navigation Center and/or Resource Centers in their districts to better serve homeless people throughout San Francisco.

END LARGE, LONG-TERM ENCAMPMENTS IN SAN FRANCISCO BY JULY 2019

San Francisco has recently experienced a dramatic increase in encampments, with multiple people in tents or structures living under freeways or on sidewalks. Though the number of encampments fluctuates, Public Works reports that there are nearly 100 encampments of one or more tents/structures. Approximately 25 of these are considered large encampments that have more than five tents or structures. We estimate less than 20% of unsheltered people live in encampments.

Too often, large encampments are unsafe places for people experiencing homelessness, as well as for the surrounding neighborhoods. People living in these encampments often face and create serious public health and life safety hazards. Encampments can be areas of exploitation and violence for people experiencing homelessness. Even at their best, encampments are inadequate and unhealthy places for people to live.

HSH is committed to addressing encampments by connecting people living on the streets with services and housing, and partnering with other City Departments on health and safety issues. To address encampments effectively and compassionately, the City has created the ERT, a specialized team of outreach staff. ERT collaborates closely with encampment residents, neighbors, property owners, and other City Departments to close encampments and connect people with places of safety and respite.

HSH is committed to addressing encampments following standards it has created, which are consistent with recommendations by the U.S. Interagency Council on Homelessness. These include:

1. Planning and implementing an encampment resolution strategy that includes input from all stakeholders, including homeless people and residents impacted by encampments.

2. Collaborating across sectors and systems, including partnering closely with the Department of Public Health, Public Works, Police Department, and the community.

3. Providing intensive outreach and engagement to ensure people from encampments do not return to the streets.

4. Creating low-barrier pathways to services and housing for those prioritized for immediate assistance through Navigation Centers and Resource Centers.

5. Collecting input from the community and documenting outcomes from our efforts to continuously improve our response to unsheltered homelessness.

6. Preventing encampments from re-forming in previously addressed areas through engagement by Public Works and SFPD, physical changes to the site, and community engagement.

In its first year of operations, ERT resolved 17 large encampments with approximately 500 people. Through this process, more than 70% of the encampment residents were placed into safe residential programs. HSH has implemented a Re-encampment Prevention and Response Team to ensure that sites addressed by ERT remain free of tents and structures, and those seeking refuge in these areas are connected to shelter.

Another essential element is working closely with people experiencing homelessness and with those providing direct services on the streets. HSH has developed a training and communications protocol to educate people on the streets about where they can access services, where to meet basic hygiene needs, and how to be good neighbors. Part of this protocol is discouraging the formation of large encampments, while seeking to better understand why they form in order to find alternative ways of assisting people.

With new funding from the State, ERT will have additional staffing and will be able to expand its efforts. Once this is implemented, HSH expects to reach more than 900 people per year through the ERT. Through partnerships with other City agencies, an expansion in Temporary Shelter, and the interventions described throughout this report, large encampments can become a thing of the past in San Francisco.

NEXT STEPS

HSH's main focus must be on housing as many people as possible to reduce homelessness and its impact on our community. We must also work in partnership with all stakeholders to find ways to address street homelessness without criminalizing people who have no place to live. This will require balancing resources and a continued focus on being compassionate while finding common sense solutions to problems that impact us all. We have already begun working on these issues in earnest and will continue with the following:

1. Reorganize the SFHOT into distinct teams with clear operating procedures.

2. Grow the ERT through new State funding.

3. Improve the response of the 311 and 911 call centers to concerns about street homelessness.

4. Expand Temporary Shelter to address unmet needs by opening new Navigation Centers in 2018.

5. Develop a plan for addressing the gaps in the Temporary Shelter System.

6. Add an additional Resource Center and expand the hours of existing Resource Centers so that people on the streets have more places to go to meet their basic needs.

7. Implement a training and communications protocol for people with homes as well as for those living on the streets.

8. Work with nonprofits and other stakeholders to develop new ways of engaging and working with people living on the streets to better meet their needs.

9. Carry out planning work outlined in the adult population section to bring together the various efforts directed at street homelessness and begin prioritizing the most vulnerable individuals for assistance across the system.

10. Use every part of the system, including temporary housing, to achieve the goals outlined in this Strategic Framework so that people no longer cycle in and out of the social safety net.

BUILDING THE DEPARTMENT

DEPARTMENT OF HOMELESSNESS AND SUPPORTIVE HOUSING

Mayor Edwin M. Lee announced the creation of a new Department focused on homelessness in a December 2015 speech, calling on the Directors of the Department of Public Health, Human Services Agency, and the now defunct Mayor's Office of Housing Opportunity, Partnerships, and Engagement (HOPE) to build upon existing programs and expertise.

The Mayor's vision is to end homelessness for as many people as possible and achieve an overall reduction in the crisis. On August 15, 2016, the City and County of San Francisco officially launched the Department of Homelessness and Supportive Housing (HSH). HSH consolidates programs and staffing from multiple agencies while aligning strategies and resources. A primary goal of HSH is to increase the coordination and effectiveness of the City's response to homelessness. HSH is in the process of creating a Homelessness Response System that starts with Street Outreach and emergency services, and connects people experiencing homelessness back to housing as quickly as possible.

Much of the work of serving people experiencing homelessness is delivered through contracts and grants from the City and County to nonprofit provider organizations.

HSH Values

The Department of Homelessness and Supportive Housing is built on the pillars of compassion, common sense, and courage—and strives to reflect these values in its work.

Compassion: The work to end homelessness is driven by compassion. HSH recognizes diversity among the homeless population and is committed to increasing equity. The system and programs within it must recognize the dignity of all people experiencing homelessness and treat them with respect.

Common sense: With a common sense approach, we focus on solutions, use data to drive decision making, collaborate with others, and promote innovation.

Courage: Change is always difficult and can be seen as threatening and unsettling. HSH will work to ensure transparency and integrity as it leads the change process. HSH will focus on the engagement of all stakeholders as we work toward a radical transformation of how San Francisco responds to homelessness.

Providers dedicate their time and resources to meet the range of client needs, doing so with passion and expertise. To increase effectiveness, HSH is coordinating these efforts, setting standards and expectations, establishing common definitions, documenting best practices, and consistently evaluating performance. Over time, HSH intends to move toward performance-based contracting to give contractors flexibility in implementing their programs, while holding all parties accountable for outcomes and efficient use of resources.

NEXT STEPS

The work of building HSH is substantial, especially while facing a social emergency such as homelessness. Staff has made great strides in bringing HSH together, but there is still work to do. Our priorities over the next few years are described below.

Creating a Strong Team: During the past 30 years San Francisco's programs and investments have grown, but the infrastructure to staff and monitor the impact has not kept pace. HSH is bringing together seasoned professionals and adding key positions; we are providing comprehensive training, and restructuring into clear divisions. HSH is working with the Office of the Controller and two consultants on this aspect of our work.

Building a Common Culture: HSH is building upon the experience of each agency and individual that has joined the new Department to strengthen its culture and support systems change. This includes valuing the work of all players and the interdependence of success, recognizing the need to act with urgency, and developing trust and transparency with people experiencing homelessness and the community at large.

Opening a New Headquarters: HSH staff are located in multiple temporary locations. We have prioritized improving service delivery and launching new initiatives over office space. However, opening a Department headquarters (exact date TBD) will unify staff, programs, and the administrative functions that support them.

Establishing Back Office Support: HSH is working to establish administrative functions such as human resources, budgeting, finance, accounting, facilities, and expert-level IT. Staffing, systems, and policies are being established for the new Department.

Focusing on Data and Performance: HSH has created a Data and Performance Team focused on supporting data-driven decision making, performance evaluation, and public reporting. Using a variety of data management and analytical approaches, the team will help make data accessible and relevant to staff, policymakers, and the public, while highlighting opportunities for continuous improvement. HSH will employ a model of frequent data and performance reviews between HSH staff and our provider partners, so that we can make real-time adjustments to improve outcomes for people experiencing homelessness.

Implementing Contract Reform: HSH is exploring ways to use the contracting process to improve performance outcomes and match our spending to our priorities.

Training and Capacity Building: Delivering a high-quality system to clients will require building and improving Departmental and nonprofit provider capacity. HSH will develop and provide standard training on all elements of the system, which all agencies providing services will be required to attend. HSH will also continue to expand its own capabilities through capacity-building strategies and continued learning.

Expanding Partnerships: HSH's efforts on homelessness rely on successful partnerships and coordination with a variety of public and private partners at all levels. We continuously engage cross-sector partners from City Departments, philanthropy, and faith-based institutions. HSH participates in local and national forums for coordination, including the West Coast Alliance of Mayors Initiative on Homelessness and the National Alliance to End Homelessness Leadership Council. HSH will seek opportunities for regional collaboration with our Bay Area neighbors, as well as at the State and Federal levels.

Engaging in Advocacy: Addressing homelessness will require policy change on many levels, and advocacy for increased resources and support from other levels of government. Constraints from past and current Federal and State policies continue to impact the City's ability to address homelessness. These include dramatically reduced Federal housing budgets, a national emphasis on homeownership, the elimination of State redevelopment funds, and a relatively low State per capita commitment to homelessness. Constraints also include State and Federal laws that make rental protections difficult and drive up homelessness. HSH will lead the policy and advocacy agenda on ending homelessness, engaging the City and stakeholders in efforts to grow and secure resources and support. We will also work with other Bay Area counties on advocacy and coordination at the regional level.

Fostering Philanthropic Partnerships

HSH engages with philanthropic partners, business communities, and neighborhood groups to leverage the resources and political will to end homelessness. Partnerships with corporations, foundations, business improvement districts, and neighborhood groups cultivate additional resources, recruit volunteers to address homelessness, and improve services. Organizations and individuals from across the City have joined HSH as donors and partners in the effort to end homelessness in our community. Community and philanthropic assistance is wide-ranging—from technical support to donations of materials to multi-million-dollar contributions. These private resources allow HSH to pilot innovations and scale evidence-based practices.

Improve Communications: HSH will keep system stakeholders, civic leaders, and the general public informed on our efforts, successes, and challenges. This includes an HSH dashboard, informational material for the public, an expanded social media presence, and a public relations campaign. HSH will also create feedback loops to receive information and suggestions from people experiencing homelessness, nonprofit providers, and the public. This level

of communication and transparency go hand-in-hand with being accountable to the homeless and housed public.

Addressing Inequity: One manifestation of the nation's current racial realities is that people of color and the LGBTQ community are disproportionately represented in the homeless population. African Americans are more likely to become homeless than people of other racial groups. African Americans comprise 13% of the U.S. population and 26% of those living in poverty, but account for more than 40% of the overall homeless population.[22] Homelessness in San Francisco shares this inequity, with African Americans comprising only 6% of the City population and 34% of the homeless population.[23] This suggests that poverty rates alone do not explain the overrepresentation of African Americans in the homeless population. HSH and a collaboration of San Francisco nonprofit organizations are working with the Center for Social Innovation's SPARC Initiative to participate in a year-long, 10-city effort to conduct qualitative and quantitative research, hold public discussions and forums, and train providers to proactively address inequity in our systems. HSH will release a report by the end of 2017 outlining clear steps for addressing inequality through the Homelessness Response System.

Advocacy At All Levels

The City is committed to significantly reducing homelessness, but cannot do it alone. HSH advocates for San Francisco at every level of government and promotes strategic coordination with other communities to raise the profile of this issue.

Bay Area: HSH works with cities and the nine Bay Area counties to expand homeless services and exits from homelessness. HSH is promoting the creation of a regional group that will work to coordinate efforts; possible activities include sharing data, developing a common definition of homelessness, and standardizing program models. This group could also advocate for State and Federal resources as well as legislative and regulatory actions.

California: HSH works directly with State legislators and Departments as they allocate funds, craft measures, and implement programs like Health Homes, Whole Person Care, and No Place Like Home. HSH participates in a Joint Homelessness Task Force with the League of Urban Cities and the California State Association of Counties, and collaborates with Housing California and the Corporation for Supportive Housing on key efforts and legislation.

West Coast: HSH supports the West Coast Alliance of Mayors; together, Mayors from San Francisco, Seattle, Portland, Eugene, Sacramento, West Sacramento, Oakland, San Jose, Fresno, Los Angeles, San Diego, and Honolulu work to push a shared Federal agenda to end homelessness and build on best practices in each community. HSH provides support to communities seeking to replicate San Francisco programs such as Navigation Centers and supportive housing.

National: HSH's Director sits on the National Alliance to End Homelessness Leadership Council and meets regularly with the United States Interagency Council on Homelessness to share our needs, influence Federal policy, and connect with agency administrators, researchers, and leading practitioners. HSH advocates to elected and appointed officials at the Federal level to provide resources not only for homelessness, but also for a range of housing, health, and other needs to benefit all San Franciscans.

HSH Mission Statement

The Department of Homelessness and Supportive Housing strives to make homelessness in San Francisco a rare, brief, and one-time occurrence through the provision of coordinated, compassionate, and high-quality services.

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[22] From Exclusion to Destitution: Race, Affordable Housing and Homelessness.
George R. Carter III 2011

[23] Source: San Francisco 2017 Homeless Point-in-Time Count

CONCLUSION:
IMPLEMENTING A MODEL SYSTEM

After a decade of stagnation in the number of San Franciscans experiencing homelessness, we must implement a Homelessness Response System that builds on lessons from the past to improve performance in the future. A coordinated system of care that matches the right resource to the right person at the right time requires additional investments and the leveraging of new public and private resources. While improved coordination will increase efficiency and maximize impact, additional capacity is also required to create a Homelessness Response System that will significantly and sustainably reduce homelessness.

Some key HSH initiatives during the next five years include:

- Implementing a Coordinated Entry system for all subpopulations experiencing homelessness
- Increasing prevention and Problem Solving strategies so fewer people enter the system
- Maximizing the use of Federal housing vouchers
- Expanding Rapid Rehousing for families through the Heading Home Campaign
- Over 1,300 units of housing and subsidies already in the pipeline
- Creating and evaluating Housing Ladder initiatives
- Adding new Navigation Centers, Stabilization Beds, and Shelters
- Expanding the hours of operation and number of Resource Centers to provide for basic needs and access to Coordinated Entry
- Analyzing gaps in the Homelessness Response System and developing a plan to address them
- Reorganizing and expanding SFHOT and ERT to be more responsive to public concerns and the needs of people on the streets
- Building the infrastructure and capacity of the new Department to support system changes
- Continuing to evaluate the effectiveness of the Homelessness Response System

Innovation

San Francisco has pioneered many best practices to address homelessness and is always seeking new ways to innovate. Some of the areas that we are currently exploring include: new types of Permanent Supportive Housing using a co-op model to meet the needs of those not served by currently available housing; alternative construction types, such as modular housing to reduce cost and decrease the amount of time it takes to complete a project; using a community hosting model to provide temporary housing; and peer-based support programs for people living on the streets. These are just examples of some of the innovations we are exploring.

The strategies outlined in this Strategic Framework will dramatically improve the lives of thousands of San Franciscans who have nowhere to live. By organizing our collection of programs into a model Homelessness Response System, we will:

- Reduce chronic homelessness by at least 50%
- End homelessness for families with children
- Transform housing and services for homeless youth
- Improve the quality of life for unhoused and housed San Franciscans

Achieving these goals will lead to a **significant, sustained reduction in homelessness in San Francisco.** Together, we will work tirelessly, persistently, and compassionately to help each person find the right path to permanent housing.

This Strategic Framework attempts to balance multiple needs and stakeholder interests while acknowledging resource constraints and the realities of the challenge we face. It captures the overall vision of HSH, an overview of our current state, and a roadmap for future success. The City must now remain focused on following this roadmap, rather than drifting from strategy to strategy. This focus will enable San Francisco to develop a Homelessness Response System and shift from managing homelessness to effectively and significantly reducing it. While much of the work outlined in this document is already underway, full implementation will require the wisdom and partnership of our many stakeholders, especially those with lived experience of homelessness.

Community Connections

Housing is the key to solving homelessness. However, the Housing First model is not meant to imply housing only. For homeless and formerly homeless individuals, connection to community is an important part of permanently ending homelessness. Employment programs, community organizing trainings, volunteer opportunities, and peer-based support initiatives exist throughout the HSH and the City and must be leveraged to better address homelessness.

While there is much to do and we do not have all the answers, this Strategic Framework lends us cause for optimism. Together, alongside our many partners, we will transform our systems, return thousands of people to housing, and guide our community on a path to make homelessness in San Francisco a rare, brief, and one-time occurrence.

ACKNOWLEDGMENTS

We wish to acknowledge and thank all those who helped with the development of the vision and this Strategic Framework, including HSH staff, partners, and stakeholders throughout the community. Dozens of providers serving adults, families, and youth participated in planning meetings, reviewed system designs, and provided feedback. People who are experiencing homelessness and those who have previous lived experience gave invaluable feedback and perspective through a wide variety of venues, including focus groups, surveys, and community meetings. Community members, business leaders, and individuals from all walks of life shared their thoughts and ideas. Our new Data and Performance Team gathered data and information on our current efforts and projected what it will take to move forward. HSH Program Teams for every program and population served in the City contributed their ideas and knowledge, and led community sessions to develop the system visions. HomeBase and the Corporation for Supportive Housing provided support and guidance throughout this process, including laying groundwork and convening many stakeholder meetings and focus groups with clients. Focus Strategies provided invaluable assistance in developing this Strategic Framework, including assistance with strategies, system design, and modeling. Mayor Edwin M. Lee and members of the San Francisco Board of Supervisors supported the creation of the new Department and a new Strategic Framework, and have committed City resources to make this vision a reality. Philanthropic and private sector partners have invested in system change work and in key strategies that have already been rolled out, and are working with us to make this plan effective and responsive. We are deeply grateful to everyone who participated in this process. Thank you for supporting this vital work.

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APPENDIX A:
GLOSSARY OF TERMS

311. The City of San Francisco's official call center and website for obtaining information, reporting problems, or submitting service requests. 311 is the initial entry point to some homeless services and shelters.

Access Points: Families experiencing homelessness can obtain Coordinated Entry services at geographically diverse Access Points (AP). The Access Point staff will assess families for service needs and eligibility, and perform Problem Solving. Access Points work to ensure those with the highest needs are able to access shelter and appropriate housing interventions.

Adult. A homeless individual over the age of 24 years without custody of a minor child. Adults include individuals, couples, seniors, and Veterans.

Center for Social Innovation's SPARC Initiative. HSH and a group of San Francisco nonprofit organizations have partnered with the Center for Social Innovation's SPARC Initiative to address racism and racial inequality in homelessness through research, discussion, and training.

Chronic Homelessness. HUD defines a chronically homeless person as an unaccompanied homeless individual (or head of household) with a disabling condition who has either been continuously homeless for a year or more OR has had at least four episodes of homelessness—adding up to 12 months—in the past three-year period.

Continuum of Care (CoC). The Federal grant program for targeted homeless activities, including Rapid Rehousing, and Permanent Supportive Housing. Administered federally by HUD and locally by a nonprofit or governmental lead agency, and overseen by the CoC governing body or board. In San Francisco, the Local Homeless Coordinating Board (LHCB) is the CoC governing body and HSH is the lead agency. A Continuum of Care (CoC) also refers to the overall system of shelter, housing, and services available in a community to assist homeless people.

Coordinated Entry (CE). Organizes the Homelessness Response System with a common, population-specific assessment, centralized data system, and prioritization method that directs clients to the appropriate resources and allows for data-driven decision making and performance-based accountability. Coordinated Entry in San Francisco is organized to serve three subpopulations, Adults, Families, and Youth. The process is broken into four parts: access, assessment, prioritization, and referral.

Corporation for Supportive Housing (CSH). A national nonprofit organization that advances housing as a platform for services to improve the lives of the most vulnerable people, maximize public resources, and build healthy communities. Services include lending, consulting, training, and policy.

Critical Time Intervention (CTI). A time-limited, evidence-based case management practice that mobilizes support for society's most vulnerable individuals during periods of transition to housing. It facilitates community integration and continuity of care by ensuring that a person has enduring ties to their community and support systems.

Direct Access to Housing (DAH). A low-threshold Permanent Supportive Housing program started by the Department of Public Health and now managed by HSH. DAH allows homeless adults with special needs to move into housing directly from the streets, shelters, hospitals, and long-term care facilities. This program will be incorporated into HSH's housing portfolio.

Diversion. See Problem Solving.

Drug Medi-Cal Waiver. California's approved Drug Medi-Cal waiver from 2015 aims to provide individuals with substance use disorders access to more seamless and integrated care. The program works to coordinate substance use disorder, physical, and mental health services.

Encampment. An outdoor location with tents or other temporary structures in which homeless individuals or households have stayed for an extended period.

Encampment Resolution Team (ERT). A specialized team of HSH outreach staff whose goal is to address encampments effectively and compassionately.

Eviction Prevention. A Problem Solving program that provides financial and other support to people at risk of becoming homeless to prevent them from losing rental housing.

Family with Children (or Family). A household consisting of at least one adult age 18 or older and at least one minor child (under 18). In San Francisco, a person in the third trimester of pregnancy or 5+ months pregnant with a high-risk pregnancy may be considered a homeless family.

Family Reunification. A strategy to reunite homeless youth and transitional age youth with their families as a means of resolving their homelessness.

Focus Strategies. A consulting firm that provides technical skills and systems-level thinking to more effectively prevent, reduce, and end homelessness in communities throughout the country. Since 2011, Focus Strategies has worked with communities to help them think critically about the ways in which people are served and how resources are allocated.

Heading Home Partnership. The Heading Home partnership between the City of San Francisco, the San Francisco Unified School District, Hamilton Families, and a variety of private funders is a $30 million Rapid Rehousing Initiative. The goal is to house 800 homeless families with children in San Francisco schools by 2020.

Health Homes Program. A State program designed to provide a comprehensive system of care coordination for Medi-Cal beneficiaries with chronic health conditions. The program is an optional Medicaid benefit created within the Affordable Care Act to help beneficiaries move into housing and stay stably housed. The Health Homes Program can fund care management, care coordination, case management, discharge planning, outreach/engagement, and housing navigation for vulnerable populations—particularly chronically homeless people and frequent users of health care services. Health Homes Program services must be targeted to populations with multiple chronic health conditions and/or mental illness.

HomeBase. A nonprofit public interest law firm dedicated to the social problem of homelessness. The firm works at local, state, and national levels to help communities implement responses and foster collaborations to address the political and economic causes of homelessness.

Homeless. HUD defines homeless as an individual who lacks a fixed, regular, and adequate nighttime residence. The definition also refers to an individual who has a primary nighttime residence that is either: a supervised publicly or privately operated shelter designed to provide temporary living accommodations; an institution that provides a temporary residence for individuals intended to be institutionalized; or a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings. HUD's Homeless Definition Final Rule further establishes specific categories of homelessness.

Homeless Outreach Team (SF HOT). The San Francisco Homeless Outreach Team provides outreach, case management, and services to homeless people who are on the street and not using other city homeless services.

Homelessness Response System. Describes the overall system of services to address homelessness managed by HSH. The goal of this system is to prevent homelessness when possible and to make it rare, brief, and one-time. The system helps people exit homelessness by getting a house key into their hands as quickly as possible. Core components of the Homelessness Response System include Coordinated Entry, Problem Solving, Street Outreach, Temporary Shelter, Housing, and Housing Ladder.

Homeward Bound. A Problem Solving program that provides homeless individuals and families with transportation home to reunite them with family and friends. HSH staff confirms that there is someone to provide ongoing support and a place to live, and checks in to ensure the client is successfully housed.

Housing. Provides permanent solutions to homelessness through subsidies and housing placements. This may include time-limited supports such as Rapid Rehousing, and time-flexible programs such as Rent Subsidies and Permanent Supportive Housing (subsidized housing with services).

Housing Choice Vouchers (HCV). Formerly known as the Section 8 Program, the HCV Program is a Federal housing assistance program overseen by HUD, providing tenant-based rental assistance to eligible households. The household pays 30% of its income toward rent and the program makes up the difference.

Housing Ladder. Offers opportunities for residents of Permanent Supportive Housing to move outside of the Homelessness Response System.

Housing First. The Housing First strategy prioritizes providing housing to people experiencing homelessness, thus ending their homelessness and serving as a platform from which they can pursue personal goals and stabilize their lives. Housing First is guided by the belief that people need necessities like food and a place to live before they can attend to other challenges such as employment or substance use issues. Additionally, Housing First is based on the theory that client choice is valuable in housing selection and supportive services participation. While Permanent Supportive Housing is the most commonly known Housing First program model, many other approaches fall under the Housing First umbrella.

Housing Support Program (HSP). A State-funded program that helps homeless CalWORKs families find and maintain permanent housing using a Rapid Rehousing program model.

HUD Youth Homelessness Demonstration Program (YHDP). In 2017, HSH received a $2.9 million Youth Demonstration Grant from HUD to support ending youth homelessness in San Francisco.

Local Operating Subsidy Program (LOSP). A City-funded program to subsidize rents for tenants of Permanent Supportive Housing.

Master Leased Housing. The City engages in long-term master leases with building owners who retain responsibility only for large capital improvements after lease signing. Master leasing allows the City to bring large numbers of housing units online rapidly.

Moving On. Moving On is a Housing Ladder initiative that provides tenants who are able and want to move out of supportive housing with a rental subsidy or preference into a project-based affordable or public housing unit. Moving On programs target people in Permanent Supportive Housing who are stable and no longer need the intensive services offered. Moving On programs help free up units in Permanent Supportive Housing for chronically homeless people who need intensive support.

National Alliance to End Homelessness (NAEH). The National Alliance to End Homelessness (NAEH) is a nonprofit, non-partisan organization committed to preventing and ending homelessness in the United States. HSH has a seat on the NAEH Leadership Council.

Navigation Centers. A form of Temporary Shelter, Navigation Centers provide low barrier to entry shelter to homeless individuals along with intensive case management to help individuals obtain income, public benefits, health services, and housing. They are intended to support the most vulnerable members of the homeless population who likely will not access traditional shelter or services. Unlike traditional shelters, Navigation Centers allow homeless individuals to bring their partners, pets, and possessions.

Navigator: Person who provides supportive services to prioritized persons to help ensure use a housing resource. Support provided includes document gathering assistance, application preparation, and housing search assistance as well as support to address temporary housing needs and crisis services as needed.

No Place Like Home (NPLH). The State's No Place Like Home program allocates $2 billion to develop Permanent Supportive Housing for homeless individuals in need of mental health services. The initial Notice of Funding Availability for No Place Like Home projects is expected by the end of 2017.

Online Navigation and Entry (ONE) System. Launched in June 2017, ONE is the data system used for all housing and services for homeless people in San Francisco. Managed by HSH, the ONE System will replace 15 legacy data systems, including the existing Homeless Management Information System (HMIS).

Permanent Supportive Housing (PSH). Subsidized rental housing without time limits and with intensive on-site supportive services to help tenants maintain housing and meet their desired goals. In PSH, services are offered on a voluntary basis. Clients are not required to participate in services as a condition of being housed, but services are offered to them through a process of engagement. PSH is designed to house those individuals with the greatest housing barriers and highest service needs—typically, people who have severe and persistent mental illness or other disabilities and who have long histories of homelessness. PSH can be in buildings owned by private organizations or in sites that are leased. Some PSH sites are 100% supportive housing; others are in mixed-use buildings or scattered sites.

Point-in-Time Count (PIT). HUD requires every community that receives Federal funding to conduct a Point-in-Time Count of homeless people a minimum of once every two years during the last 10 days of January. This count enumerates the number of people estimated to be homeless at a point in time, and contains information about their location (sheltered or unsheltered), household type, and demographic characteristics.

Problem Solving. Provides opportunities to prevent people from entering the Homelessness Response System and to redirect people who can resolve their homelessness without the need for shelter or ongoing support. It may offer a range of supports including eviction prevention, relocation assistance, family reunification, mediation, move-in assistance, and flexible Problem Solving funds. Participants might receive assistance that helps them find housing here in San Francisco or other communities of their choosing

Rapid Rehousing (RRH). A housing program model that assists individuals and families who are homeless to move quickly into permanent housing, usually to housing in the private market. It does so by offering housing search assistance, time-limited and targeted services, and short-term rental assistance. RRH can be used here in San Francisco or in other communities if the client chooses.

Rent Subsidies. Housing programs that provide a rental subsidy to supplement rent paid by a tenant. Rental assistance can be used here in San Francisco or in other communities if the client chooses.

Resource Centers. Drop-in centers that provide access to basic hygiene, a place to rest (but not sleep), and linkages to other services.

San Francisco Department of Homelessness and Supportive Housing (HSH). The Department that oversees homeless services in the City of San Francisco. HSH was officially launched August 15, 2016 and combines key homeless serving programs from the Department of Public Health (DPH), Human Services Agency (HSA), Mayor's Office of Housing and Community Development (MOHCD), and Department of Children Youth and Their Families (DCYF).

San Francisco Public Works (PW). Manages ongoing street cleaning, including focused cleaning of encampments through its Hot Spots program; major removal of discarded materials on the day of an encampment resolution; and "bag and tag" of personal property. Public Works inspectors also have authority to ensure that accessible and safe paths of travel are maintained.

San Francisco Police Department (SFPD). The law enforcement agency for the City and County of San Francisco. SFPD partners with HSH to consistently and compassionately address street homelessness.

Department of Public Health (DPH). Provides physical, mental health, and substance use care to homeless San Franciscans in a variety of settings, including primary care and urgent care, and emergency and inpatient care at San Francisco Health Network sites, including Zuckerberg San Francisco General Hospital. DPH's Street Medicine Team works closely with SFHOT to provide care and referrals to people living on the streets and in encampments, and also provides clinical care in Navigation Centers. DPH's Medical Respite is staffed with DPH nurses and provides homeless patients with post-hospital care, as well as care for people who become too sick or injured to remain in shelters. DPH's Sobering Center provides a safe place for rest and assessment for people who are intoxicated on the street. The Syringe Access and Disposal Program includes education, outreach, and cleanup of areas with syringe litter. The Environmental Health Branch provides inspections for health hazards in encampments. DPH is a member of the Encampment Resolution Team.

San Francisco Human Services Agency (HSA). Promotes well-being and self-sufficiency among individuals, families, and communities in the City and County of San Francisco. HSA partners with HSH to provide supports people need to remain housed.

San Francisco Unified School District (SFUSD). The seventh largest school district in California, educating more than 57,000 students every year. SFUSD administers both the school district and the San Francisco County Office of Education (COE).

Shelter. A facility with overnight sleeping accommodations, the primary purpose of which is to provide Temporary Shelter for homeless people in general or for specific populations of homeless persons.

Sheltered. A homeless individual living in Temporary Shelter, including Transitional Housing.

Stabilization Beds. Apartments used to temporarily house individuals unable to stay in a congregate setting, usually due to mental health issues.

Street Homelessness. A homeless individual living outdoors, usually referring to those living on the streets or in encampments.

Street Outreach. Connects those living outside with the Homelessness Response System. This includes street outreach and engagement, encampment resolution, care coordination, Access Points and Resource Centers (see Encampment Resolution Team and Homeless Outreach Team).

Temporary Shelter. Provides temporary places for people to stay while accessing other services and seeking housing solutions. This may include shelters, Navigation Centers, Stabilization Beds and Transitional Housing.

Tipping Point Community (TPC). A grant-making organization that fights poverty in the Bay Area. Since 2005, Tipping Point has raised more than $150 million to educate, employ, house, and support those in need in the Bay Area.

Transitional Housing. A Temporary Shelter program model that provides households (individuals or families) with a shared or private housing unit for a time-limited period, usually between 6 and 24 months, during which the client receives supportive services to help with the transition to permanent housing.

Unsheltered. A homeless individual living in a place not meant for human habitation, including those living outdoors, in vehicles, or in encampments.

U.S. Department of Housing and Urban Development (HUD). The Federal Department tasked with overseeing Federal housing policy. HUD is responsible for homeless initiatives and funding, including the Continuum of Care (CoC) and other sources.

U.S. Interagency Council on Homelessness (USICH). Coordinates and catalyzes the Federal response to homelessness, working in close partnership with Cabinet Secretaries and other senior leaders across 19 Federal agencies.

Veteran. A person who has served in any branch of the United States Armed Forces.

West Coast Alliance of Mayors. A group consisting of the Mayors from San Francisco, Seattle, Portland, Eugene, Sacramento, Oakland, San Jose, Fresno, Los Angeles, San Diego, and Honolulu. The Alliance advocates for a common agenda to end homelessness and support best practices in each community.

Whole Person Care Pilots. Part of the State of California's 1115 Medicaid Waiver, which offers the State broad flexibility to explore innovations and demonstration projects in delivery of care and to pay for services not typically covered by Medicaid. The Federal government allows these services to be covered under the 1115 Waiver as a way of testing their impact on health outcomes and costs, while ensuring that the changes are cost-neutral to the Federal government.

Youth and Transitional Age Youth (TAY). A homeless individual 17 years old or younger (youth), or between 18 and 24 years old (transitional age youth). These individuals often have specialized needs, different from those of families or adults that must be considered when designing programs and services.

APPENDIX B:
CURRENT AND PLANNED INVENTORY

	Current Inventory	Planned (FY2018-FY2022)
Permanent Supportive Housing		
Adults	6,571	800
Family Units	710	527
Transition Age Youth	122	40
Total	**7,403**	**1,367**
Rent Subsidies		
Adults		
Family Units	26	10
Transition Age Youth		
Total	**26**	**10**
Housing Ladder		
Adults	300	
Family Units	50	
Transition Age Youth		
Any		
Total	**350**	
Rapid Rehousing		
Adults	25	20
Family Units	150	
Transition Age Youth	30	27
Heading Home Campaign	700	
Total	**905**	**47**
Shelters		
Adults	1186	
Family Units	137	30
Transition Age Youth	40	
Children (<18)	26	
Winter Shelters	375	
Total	**1,389**	**30**

	Current Inventory	Planned (FY2018-FY2022)
Transitional Housing		
Adults	149	
Family Units	33	
Transition Age Youth	255	44
Total	**437**	**44**
Stabilization Beds		
Adults	96	50
Family Units		
Transition Age Youth		
Total	**96**	**50**
Navigation Center Beds		
Adults	352	65
Family Units		
Transition Age Youth		
Total	**352**	**65**
Resource Center Chairs		
Adults	193	40
Family Units		
Transition Age Youth		
Total	**193**	**40**
Problem Solving (Eviction Prevention)*		
Adults	700	
Family Units	800	
Transition Age Youth	0	
Total	**1,500**	
Problem Solving (Homeward Bound)*		
Adults	765	
Family Units	**35**	
Transition Age Youth		
Total	**800**	

*HSH is currently piloting other problem solving interventions not listed here

APPENDIX C:
DRAFT IMPLEMENTATION TIMELINE

The following is a draft implementation timeline for this Strategic Framework. It will be revised and published early in 2018 with input from stakeholders.

System Goals	
Design and implement coordinated systems for adults, families with children, and youth by December 2018	
Complete family system design work	Fall 2017
Launch new Family Access Points, new assessment and Problem Solving functions	Fall 2017
Complete initial adult system planning process	Fall 2017
Community input process for adult system	Winter/Spring 2018
Complete launch of adult Coordinated Entry	Summer 2018
Conduct youth system planning for Coordinated Entry	Spring 2018
Launch youth Coordinated Entry	Fall 2018
Youth system planning and development	2017-2018
Evaluate Coordinated Entry functioning	2018 and ongoing
Implement performance accountability across all programs and systems by December 2019	
Migration of data from old systems into the ONE System	2017-2018
Complete launch and full operation of the ONE System	Summer 2018
Assess performance and establish system and project goals	Summer/Fall 2018
Implement performance measures	Summer/Fall 2019

Adults	
Reduce chronic homelessness 50% by December 2022	
Finish initial Coordinated Entry planning and roll out, including adoption of a pilot common assessment tool	Fall 2017
Analyze Shelter System and plan to align with Navigation approach	Summer 2018
Expand resources for ending chronic homelessness, including Permanent Supportive Housing, Rapid Rehousing and Problem Solving	Ongoing
Implement and evaluate Moving On Strategy	2017-2018
Enhance services models using a variety of new and leveraged resources	Ongoing
Create detailed plan for reducing adult homelessness	Winter 2018

Families with Children	
Ensure no families with children are unsheltered by December 2018	
End Family Homelessness by December 2021	
Continue the Implementation and Learning Collaborative, finalize the family system design, and plan to streamline access to resources	Summer/Fall 2017
Launch the new family Coordinated Entry system, using the ONE System	Fall 2017
Implement Problem Solving activities at family system Access Points	Fall 2017
Bring Rapid Rehousing to scale through the Heading Home program	2017-2018
Define and target transitional and permanent housing resources	Spring 2018
Evaluate changes and make refinements	Ongoing

Youth	
Complete a detailed plan to reduce youth homelessness by July 2018	
Evaluate the current portfolio for youth	Summer/Fall 2017
Evaluate need for a Navigation Center and/or Resource Center specifically for TAY	Fall 2017
Conduct a Coordinated Entry Planning process to develop an assessment tool, standardize program types, and create standard operating procedures	Spring 2018
Involve youth in all decision making and in oversight of the system as it develops	Ongoing
Plan for and add targeted programs included in the Youth Homelessness Community Plan	Fall 2017-Spring 2018
Address range of need by working with providers and community members to also address the needs of 25- to 30-year-olds leaving TAY programs, and 12- to 17-year-olds who are runaways, homeless, and in foster care	Fall 2017/Spring 2018
Issue the Youth Plan, including an analysis of gaps in the current system, as an addendum to this document	July 2018
Increase the resources committed locally to improving youth outcomes	Ongoing

Street Homelessness	
Improve the City's response to street homelessness by October 2018	
Begin reorganization of the Homeless Outreach Team into distinct teams with clear operating procedures	Fall 2017
Expand the Encampment Resolution Team (ERT) with new State funding	Fall 2017
Improve the response of the 311 and 911 call centers to complaints about street homelessness	Fall 2018
End large, long-term encampments by July 2019	
Expand shelter and Navigation Center bed availability to meet current needs	Ongoing
Carry out efforts to bring together the various efforts directed at street homelessness	2017-2018
Target resources, including temporary housing, to achieve the goals	Spring 2018

Building the Department	
Building the Department of Homelessness and Supportive Housing	
Fill key administrative roles such as expert-level IT, fiscal, contracting, and human resources to support the content experts leading the effort	Fall 2017
Engage in culture change process	2017-2019
Open new headquarters: unify staff, programs, and the administrative functions that support them	2019
Develop infrastructure to support achieving the goals	
Expand coordination at the regional level	Ongoing
Strengthen communications and public relations to keep all stakeholders informed of our efforts, successes, and challenges, and bring in their input and support	Ongoing
Make data accessible and relevant to the Department staff, policymakers, and the public	Ongoing
Explore ways to use the procurement and contracting process to improve performance outcomes	2017-2018
Develop and provide standard training on all elements of the system	2018
Address disparities and promote racial equity including partnering with the Center for Social Innovation's SPARC Initiative	
Lead the policy and advocacy agenda on ending homelessness	Ongoing