

1 [Motion to Approve the Housing and Land Use Committee’s Letter of Support for the
2 Homeless Emergency Service Provider Association’s Budget Proposal for Fiscal Years 2019-
3 2020 and 2020-2021]

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4 Supplementary Information:

5 Approved as attached (see below).

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



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May 6, 2019
Board of Supervisors
City and County of San Francisco
1 Dr. Carlton B. Goodlett Place, Room 244
San Francisco, CA 94102-4689

RE: Support for the Homeless Emergency Service Provider Association (HESPA) budget proposal for FY 2019-2020 and FY 2020-2021

Dear Board of Supervisors,

The Housing and Land Use Committee of the Youth Commission supports HESPA's \$13.9 million budget proposal for the upcoming fiscal year (see appendix). The goals of this budget proposal are to 1) ensure safe and dignified emergency services, 2) replace expired Federal Homeless Prevention and Rapid Re-Housing grants, 3) prevent homelessness among people at risk, and 4) create additional exits out of homelessness through subsidies and vacant unit rehabilitation.

The Housing and Land Use Committee of the Youth Commission is firmly in support of expanding San Francisco's supportive system, particularly as it touches youth experiencing homelessness.

While historically, the City has spent as little as 3% of its budget on programs to address homelessness, it remains that today over 20,000 individuals are experiencing homelessness at any given time in San Francisco. The HESPA proposal does not pretend to solve the homeless crisis: its objective is to close severe gaps in the existing system that severely impact its effectiveness.

The HESPA budget proposal would allocate over \$13 million in FY 2019-2020 and FY 2020-2021 to house and stabilize 4,000 households experiencing homelessness, notably by:

- **Funding 338 new housing subsidies** to families, the transgender community, single adults, seniors, and people with disabilities to move out of homelessness or retain permanent, rent-controlled housing;
- **Expanding emergency services** to thousands of individuals experiencing homelessness in severely underserved communities. This initiative would provide funding for housing navigation services for homeless families in shelters, drop-in centers, overnight bathrooms, and emergency housing subsidies for youth;
- Ensuring all San Franciscans have a right to counsel in eviction proceedings, and expanding back rent and other homelessness prevention strategies **to serve 1,740 households who are at-risk of eviction from housing and shelter**;
- **Funding critical mental health services and employment**, providing site-based mental health services to homeless families and fund innovative behavioral health innovations, such as pop-up mental health services and youth-specific psychiatric and clinical supports and employment services for over 1,500 households.

The Housing and Land Use Committee of the Youth Commission supports expanded access to emergency shelter, housing and employment, and prevention services, especially to at-risk youth or youth experiencing homelessness, and further supports ensuring that the supportive system is

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equipped to serve the physical and behavioral health needs of the population experiencing homelessness.

For all these reasons, we support the HESPA budget proposal.

Sincerely,

**Housing and Land Use Committee
SF Youth Commission**

A handwritten signature in black ink, appearing to read "Bahlam Vigil".

Bahlam Vigil, Chair,
2018-19 Youth Commission
Adopted on May 6, 2019

APPENDIX

Keeping San Franciscans Housed and Housing San Franciscans: A Funding Proposal

Presented by the

Homeless Emergency Service Providers Association, San Francisco

April 2019

San Francisco is in the midst of a humanitarian crisis. According to the Department of Homelessness and Supportive Housing, over 20,000 people experience homelessness in our city each year. The City's Point in Time Count found over 7,000 people experiencing homelessness at any one time. However, we have only 2,500 temporary beds in the entire system, causing our shelter wait list for single adults to exceed 1,400 shelter seekers. With only 800 -1,000 housing exits anticipated this year, it is clear that the City and County of San Francisco must address this crisis. San Francisco only spends 2.7% of its entire budget on homelessness, making it a low priority in spending decisions historically. The Homeless Emergency Service Providers Association (HESPA) recognizes this disastrous situation can be mitigated with wise policy decisions and prioritization by our civic leaders. This proposal is not meant to be the complete solution to homelessness – much more revenue over several years is needed to create the housing necessary to end the crisis. However, this is an attempt to do as much as we can in the short term and within the constraints of a two-year budget to keep San Franciscans housed and house San Franciscans.

History of HESPA Funding Proposals and Context for Ask

Since 2012, HESPA has developed proposals to ensure safe and dignified emergency services, replace expired federal Homeless Prevention and Rapid Re-Housing grants, prevent homelessness among people at risk, and create additional exits out of homelessness through subsidies and vacant unit rehabilitation.

Since HESPA's advocacy began, San Francisco's homeless response system has benefited from the following funding allocations:

Fiscal year	Funding investment from HESPA budget proposals
2012/13	\$3 million
2013/14	\$2.95 million
2014/15	\$6.5 million
2015/16	\$4.1 million
2016/17	\$9.2 million (\$2.5 million was funded in June and then removed due to the failed sales tax initiative on the November 2016 ballot)
2017/18	\$6.7 million

2018/19	\$9.9 million
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These investments have been indispensable as we strive to alleviate the housing crisis faced by low-income San Franciscans. **As a result of these investments, by the end of this fiscal year, almost 1,509 households will exit homelessness, thousands of households will maintain their housing, and thousands of homeless people will receive deeply enriched emergency, employment, and mental health services that enable safety, and dignity.**

Summary of Two-Year Budget Request

The goals of HESPA’s 2019-20 and 2020-21 budget proposal are to:

- Prevent homelessness among people who are at risk of eviction;
- Provide housing solutions to a greater number of homeless San Franciscans; and
- Respond to the emergency health, behavioral health, and other basic needs of people who are on our streets due to the limited capacity of our current shelter and housing system.

Despite the successes enabled by the City’s investments in the homeless service system, significant gaps persist that result in long waits for shelter and housing, visible street-based homelessness, unmet mental health needs among homeless people, and a lack of housing exits from the existing emergency shelter system. **New initiatives and expanded programs are needed to keep pace with the scope of the crisis.** Funding our proposal for 2019-20 and 2020-21 will provide the tools to halt preventable displacement of low-income San Franciscans from rent-controlled housing and relieve the burden on our city’s shelters by both expanding shelter capacity and providing housing subsidies to some of our most vulnerable citizens.

This year, we can build on past successes through **an infusion of \$13,940,189 million in new and baseline funding for FY 2019-20 and \$13,915,741 million in FY 2020-21 to house and stabilize an additional 4,000 homeless people and households.** This budget proposal attempts to both prevent homelessness and create exits out of homelessness, while ensuring an adequate emergency services system for those forced to remain on the streets.

This proposal is the result of a careful, data-driven process to analyze our current housing and homeless system, identify service gaps, and tap into the experience and creativity of our providers to determine the most cost-effective solutions. Please see Attachment 1 for a detailed budget for our proposal.

- **Private Market Housing Subsidies:** Fund 338 new household subsidies to families, the transgender community, single adults, the elderly, and people with disabilities to allow San Franciscans to move out of homelessness or retain permanent, rent-controlled housing.
- **Emergency Services:** Expand emergency services to thousands of individuals experiencing homelessness in severely underserved communities. This initiative would provide funding for

housing navigation services for homeless families in shelters, drop-in centers, overnight bathrooms, and emergency housing subsidies for youth.

- **Homelessness Prevention and Right to Counsel:** Even the playing field and ensure all San Franciscans have a Right to Counsel in eviction proceedings by adding 5 attorneys, with paralegals and social workers, expanding back rent, and other prevention strategies to serve approximately 1,735 households annually who are at risk of eviction from housing and shelter.
- **Critical Mental Health Services and Employment:** Provide site-based mental health services to homeless families, and fund innovative behavioral health innovations such as pop up mental health services and youth-specific psychiatric and clinical supports and employment services for over almost 1,500 households.

Part 1: Expansion of Private Market Housing Subsidies

Background

The limited creation of housing units affordable to homeless people in recent years has greatly restricted the available inventory for potential placement of destitute households, resulting in a stagnant shelter system and prolonged street homelessness. The lack of affordable units for homeless individuals and families has forced more homeless households to seek housing in the private market. Tenant-based subsidy programs allow homeless households to take advantage of units in new affordable developments that are priced above their income level, and can also allow homeless households to acquire housing in the private market.

Summary of Initiatives and Outcomes

Initiative	Amount requested	Department	Number of people served and outcome
Expand new needs-based housing subsidies for seniors and people with disabilities	FY 2019/20: \$3,367,775 FY 2020/21: \$3,367,775	MOHCD	225 households will either be prevented from becoming homeless, or will be able to exit homelessness into housing.
Rent Subsidies for Transgender Adults	FY 2019/20: \$1,105,150 FY 2020/21: \$1,105,150	MOHCD	75 Transgender households will either be prevented from becoming homeless, or will be able to exit homelessness into housing.

Expand new needs-based housing subsidies for families	FY 2019/20: \$538,153 FY 2020/21: \$538,153	DHSH	12 formerly homeless high-need family households will be housed in San Francisco.
Expand rapid-rehousing subsidies to improve bilingual services capacity	FY 2019/20: \$773,273 FY 2020/21: \$773,273	DHSH	36 formerly homeless families from primarily monolingual Spanish speaking households will receive language-appropriate services to enter or maintain housing.

Expand New Rent Subsidies for Elderly or Disabled Adults

In 2014, the City funded a successful rent subsidy and housing navigation pilot to prevent eviction and help rehouse seniors and adults with disabilities. Through a significant collaboration including 50+ social service agencies throughout the city, this program has rapidly and efficiently enrolled 427 homeless or at-risk households with rent subsidies, case management, and housing navigation services. That is one household every 2 days. By successfully submitting DAHLIA applications for every eligible household, and smartly supporting participants to increase their income, the average cost per subsidy is decreasing over time.

In a recent analysis of 968 households eligible to apply for a studio at Openhouse senior housing, 43 met the minimum income requirements to apply for a studio. Ninety-five percent could not even apply without a rent subsidy. Now every household that wins the lottery and needs a subsidy to be approved can receive one. This program works closely with MOHCD to provide rent subsidies to Certificate of Preference, Displaced Tenant Housing Preference households, affordable housing providers, and community organizations to reduce, and ultimately eliminate, the practice of people waiting for over a decade on an affordable housing wait list, reaching the top, and getting turned down because they don't make enough income to qualify for affordable housing, or applying for a below market rental and being turned down because their limited social security incomes are insufficient to meet minimum income requirements. A comparison of the homeless count and census data shows over 11% of the disabled adult population in SF is homeless, the second highest rate in the city.

This request adds 225 subsidies primarily for seniors and people with disabilities to maintain housing and prevent homelessness or move into new housing.

Pilot Rent Subsidies for Transgender Adults

One in five transgender adults in San Francisco is homeless. Drivers of this disproportionate rate of homelessness include employment and housing discrimination, and increased rates of violence and other trauma committed by society against transgender individuals. Barriers to exiting homelessness include historic lack of welcoming and affirming housing and homeless service provision for transgender, lesbian, gay, and bisexual communities.

This request will take a critical first step in reaching for equity for the transgender community by providing 75 rent subsidy slots to prevent eviction or help people secure new housing. Subsidy-eligible households will participate in a housing navigation program that automatically submits all housing applications for which they are eligible to apply. This proposal will fund a dedicated staff position to build housing expertise capacity in transgender serving organizations.

Expansion of Need-Based Subsidy for Families

Current rapid re-housing subsidy programs have been effective for a sliver of the population: 1) those who require only temporary help until they can cover market rent on their own, and 2) those for whom moving out of San Francisco is a viable option. Most rapid re-housing households, due to the housing crisis, are placed outside San Francisco, disrupting their community ties, employment, and schooling for their children. This system leaves behind those who are unable to increase their income in a relatively short period of time, and those who cannot move outside San Francisco, including families who have special needs children or health conditions, those paroled to San Francisco, or undocumented families with children who would be put at risk by leaving the protection of San Francisco's Sanctuary policies.

This subsidy is deep enough to enable households to rent in the bottom 20% of the rental market, while contributing 30% of their income toward the rent. Similarly, it is need-based, allowing households to use it as long as necessary. The program fills the gap for those who cannot demonstrate an ability to substantially increase their income, while keeping low-income people of color close to their communities in San Francisco. It also provides the flexibility to be used in non-profit owned buildings, master lease buildings, or in scattered sites.

This program has a track record of success, having moved 20 families with no other housing option into housing last year. The need far outweighs the number of available subsidies, and this modest expansion would move 12 more families into housing.

Expansion of Rapid Re-Housing Subsidies to Improve Bilingual Services Capacity

Among families experiencing housing instability and homelessness in San Francisco, monolingual Spanish speaking families represent a substantial and growing proportion of the homeless population. While the demand for housing subsidies and other housing opportunities remains high among Spanish speaking households, the existing capacity for bilingual case management is extremely limited despite the

breadth of our homeless services network. By expanding our capacity to provide bilingual case management services, we could provide rental subsidies for an additional 36 Spanish speaking families who might not otherwise receive the services they need.

Part 2: Emergency Services

Background

It is unacceptable that anyone would have to sleep on the street, and yet the 2017 Point-in-Time count revealed that 4,353 San Franciscans are unsheltered on a given night. The city’s outreach, drop-in center, and emergency shelter system is the safety net that individuals rely on to catch them before they reach the street, yet the system is overwhelmed, whole neighborhoods are grossly underserved, and the result is a persistent and inhumane street homelessness crisis. Our response must be multifaceted and targeted in order to fill gaps and make a measurable difference in street homelessness. HESPA’s budget request reflects the diversity of needs to fill, including street-based outreach, flexible emergency housing funds, hotel vouchers, adult and family shelter funding, housing navigation services, and expanded bathroom access.

Summary of Initiatives and Outcomes

Initiative	Amount requested	Department	Number of people served and outcome
New Housing Navigators in the Family Shelter & Resource Centers	FY 2019/20: \$246,600 FY 2020/21: \$246,600	DHSH	Housing Navigation Services for 105 families at access points and shelters
Expanded Emergency Housing Flexible Fund for TAY	FY 2018/19: \$151,800 FY 2019/20: \$151,800	DHSH	110 TAY experiencing homelessness or at imminent risk of homelessness
Multi-Service Center for Youth at 730 Stanyan	FY 2018/19: \$771,028 FY 2019/20: \$746,580	HSH	750 TAY experiencing homelessness or housing instability
24-hour bathroom access	FY 2018/19: \$470,458 FY 2019/20: \$470,458	DPW	Staffing to cover 1 24-hour bathroom access in the Tenderloin and 1 in Bayview

New Housing Navigators in the Family Shelter & Resource Centers

Currently, family shelters and family serving access points in San Francisco do not have the tools, resources, or staffing capacity necessary to move all families out of shelters and into housing. As a result, there is a persistent problem where families residing in shelters are caught jumping from one shelter to the next for months to years without ever attaining a housing exit. The original premise of homeless family shelters was to offer a short-term, emergency housing intervention for families in need. Shelters are not an appropriate long-term living environment for children and families, but this is often what they become. Unfortunately, without additional resources from HSH, the existing family shelter system cannot possibly meet the ambitious housing placement outcomes to which we aspire.

The family shelter system is in need of dedicated housing placement services since many shelter users are unable to navigate systems of care on their own. Housing Navigator services are needed at Family Access Points to help move families with the most acute needs who reside in shelters into more appropriate placements. Currently, there are three Family Access Points (Bayview Access Point, Central City Access Point, and Mission Access Point), and Housing Navigator FTEs are distributed among these centers according to the volume of family clients each access point serves. Housing Navigators will fill a critical gap in support that occurs when families transition between programs. Their presence will help ensure a continuity of care and allow for a warm hand-off and seamless transition as families move between programs. Housing Navigators will advance HSH's goal of developing a streamlined Homelessness Response System that effectively identifies and houses shelter-users with the highest need, and opens up new shelter beds for those living on the streets by providing the following:

- Standardized assessments and prioritization tools
- Determination of a housing path based on the HSH-designated assessment tool
- Immediate, intensive, onsite Housing Navigator services to those assessed as the highest need
- Housing-focused case management with the development of an individualized housing plan tailored for each participant
- Valid IDs, income documentation, benefits advocacy and documentation, credit repair, legal aid, IHSS enrollment, money management, and any other services necessary to move families into housing
- Assistance with completing housing applications
- Assistance with outstanding warrants and criminal records
- Transportation to property management meetings
- Advocacy and barrier removal related to prior evictions
- Move-in assistance (security deposits, furniture, household items, etc.)
- Follow-up services through leasing process
- Warm hand-offs to supportive housing case managers
- Linkages to external mental health, treatment, and primary health providers
- Input into the ONE system

Expanded Emergency Housing Flexible Fund for TAY

Young people experiencing homelessness in San Francisco need safe and welcoming places to sleep and meet other immediate needs. Yet San Francisco's existing portfolio of youth emergency shelter beds

includes only 22 beds for youth ages 12 to 17 and only 40 beds for transition-age youth (TAY). No other fact is needed to explain why 93% of youth under 18, and 81% of TAY, lack basic shelter in San Francisco. While we eagerly await the City's promised launch of a Youth Navigation Center, youth providers have successfully deployed emergency housing flexible funds to compensate for the lack of youth-specific brick-and-mortar shelter beds.

Emergency housing flexible funds can work nimbly to prevent homelessness for youth at imminent risk of losing their housing, as well as divert youth from homelessness by bridging them to stable housing options. Emergency housing flexible funds can mean different things for different young people: for one youth, the funds could pay back-rent to a roommate who would otherwise evict them for nonpayment of rent; for another, the funds could purchase up to 28 days in a single-room occupancy (SRO) hotel while they access housing navigation services. We propose expanding the emergency housing flexible funds to cover an additional 110 youth citywide, from the Civic Center/Tenderloin area to the Bayview/Hunters Point neighborhoods.

Multi-Service Center for Youth at 730 Stanyan

The most important thing San Francisco can do for young people experiencing homelessness in the short-term is to provide safe and welcoming indoor spaces that offer low-barrier support towards meeting immediate needs. The Coalition for a Complete Community (CCC) in the Haight district has proposed a community-developed plan for interim use of the site at 730 Stanyan Street, including a Multi-Service Center for Youth that would provide low-barrier engagement programming through a collaborative of youth providers with a longtime presence in the neighborhood, including the Homeless Youth Alliance, Huckleberry Youth Programs, and Larkin Street Youth Services.

To support an effective interim use of the site, we propose the Multi-Service Center for Youth to provide case management, basic needs support and necessities (including food, clothing, bathrooms, laundry, and showers), individual and group counseling, medical and mental health care, drug and alcohol treatment including suboxone, HIV/HCV testing, and referral and linkage services to other services, including workforce development programs. This site will also be an access point for the Coordinated Entry system. Importantly, the Multi-Service Center is poised not only to restore services that have been lost to the neighborhood due to nonprofit displacement, but also to meet high-level needs among a community of young people that regularly congregate in the Haight.

The CCC believes services located at this site benefits the overall health and safety in the Haight: "When our most disenfranchised neighbors receive services that aid in their many needs they quite simple have the opportunity to make significant changes. When people have access to get their most basic needs met, it is then, that they can seek to address larger more complicated issues that leads to them exiting homelessness. The entire neighborhood benefits when this population's needs are being met."

Overnight Bathroom Accessibility at Pit Stops

There is a bathroom accessibility crisis in San Francisco. It is felt by tourists, shoppers, residents out for the day, and most acutely, those living on our streets. The last homeless Point-in-Time count recorded that

4,353 of our homeless neighbors are unsheltered. Not only do these unsheltered people lack a safe place to sleep at night, they also lack consistent access to bathrooms and handwashing facilities. The City’s investment in Pit Stops, public restrooms staffed by paid attendants, has been helpful in beginning to relieve the problem of lack of access to public bathrooms, yet more can be done to better meet the needs of homeless people and of neighborhoods where a lack of bathroom access has created unsanitary conditions on the streets. For example, of the 25 Pit Stops that currently exist throughout the City, there are no locations that are open later than 8:00 pm. Overnight bathroom access is a significant unmet need among unsheltered San Franciscans, and one neighborhood group, the Tenderloin People’s Congress, has identified the provision of 24-hour bathroom access in the Tenderloin neighborhood as a key component of their platform to improve the Tenderloin for housed and unhoused residents alike.

Currently, only two San Francisco neighborhoods offer overnight drop in centers; the rest of the city offers no place to use the restroom after 8:00 pm. Adding more staff coverage to select Pit Stops to allow overnight access would fill an urgent need. By the Department of Public Works estimation, adding more staff coverage to select Pit Stops would increase usage ten-fold.

Part 3: Keeping San Francisco Housed – Homeless Prevention

Background

Walking through San Francisco we see daily reminders that we are ground zero of the housing crisis. As the Five-Year Strategic Framework for the Department of Homelessness and Supportive Housing (HSH) makes clear, preventing homelessness is a key component of achieving HSH’s goals: “Expanding eviction prevention must be part of our efforts to reduce overall homelessness in San Francisco.”

Summary of Initiatives and Outcomes

Initiative	Amount requested	Department	Number of people served and outcome
Shelter Grievance Advocacy	FY 2019/2020: \$384,790 FY 2020/21: \$384,790	DHSH	Representation in due process to ensure right to remain in shelter in 2,244 additional Denial of Service Hearings as part of the City’s Shelter Grievance Policy.

Rental Assistance for Back Rent	FY 2019/20: \$541,305 FY 2020/21: \$541,305	MOHCD	Rental Assistance for 250 households to avoid eviction in order to cover back rent.
New Eviction Prevention Legal Services	FY 2019/20: \$1,916,820 FY 2020/21: \$1,916,820	MOHCD	250 households would receive eviction prevention legal services by 5 new staff attorneys as well as the addition of support staff (paralegals and social workers)
Expand Aftercare Services for Formerly Homeless Families	FY 2019/20: \$149,862 FY 2020/21: \$149,862	DHSH	35 formerly homeless families at risk of recidivating

Full funding for enforcing the City’s Shelter Grievance Policy

In an effort to address the over 1,000 people on the waitlist each night for shelter, the City has committed to adding 1,000 new shelter beds. Already, over 460 new beds have been added since the Department of Homelessness and Supportive Housing was created, and 200 more beds are being added this summer. However, the City has not increased its level of funding for enforcing the City’s Shelter Grievance Policy, which currently funds less than two advocates for a combined total of approximately \$142,000. This level of funding is inadequate to service the existing number of shelter beds in the city, let alone the additional shelter beds and shelter sites that have and will continue to come online in the coming months.

San Francisco has a one-of-its kind Shelter Grievance Policy that seeks to ensure due process to individuals being denied services at a shelter. As with any policy, proper enforcement is key to its efficacy. To this end, the City has funded advocates who stand at the ready to represent shelter clients in administrative hearings.

At the current staffing level, however, advocates cannot attend more than 12 hearings per week. Already, requests for hearings are coming in at a rate that exceeds staff capacity, meaning clients are made to live on the streets for longer periods of time waiting for their hearing to determine whether they were rightfully denied shelter services. This proposal would add two more advocates and a manager to the program, as well as missing program costs such as transportation, phones, and other basic costs.

Increase in Assistance to Pay Back Rent

The cost of rent has skyrocketed in San Francisco in recent years, with the median price of a one bedroom apartment now \$3500 (<https://www.zillow.com/research/data/>). But income has lagged far behind. Over 50% of Bay Area families are considered to be “rent burdened,” paying more than 30% of their income in rent. This reality disproportionately impacts people of color, with 60% of black, Latino and Native American households being rent-burdened (SPUR Regional Strategy Report, 2/21/2019). For individuals and families on a fixed income, especially seniors and persons with disabilities, the burden is often even greater, with many tenants paying virtually all of their monthly income in rent.

An individual on SSI (Supplemental Security Income, or federal disability benefits, which is often the sole source of income for many disabled tenants in San Francisco) gets only \$930/month. According to Zillow, the median rent for a studio apartment in San Francisco in early 2019 is \$2900 (<https://www.zillow.com/research/data/>). Clearly, an individual on SSI cannot begin to afford to rent a typical apartment on the market in San Francisco. **If they have a rent-controlled unit, it is imperative that they keep that unit, or it is almost inevitable that they will become homeless.**

For tenants who have been fortunate enough to have subsidized housing (often after many years on a wait list), unanticipated family and personal emergencies (a death in the family, a health scare, a robbery) can cause tenants to fall behind on the rent. Even absent an isolated crisis, many low-income tenants find it difficult to make ends meet month-to-month, living in one of the most expensive cities in the United States. They find that the cost of what seem like reasonable necessities – food, medication, toiletries, transportation, clothes, telephone, television, pet food and care – strains and sometimes exceeds their extremely limited incomes.

Once a tenant falls behind on the rent, they are extremely vulnerable to eviction. If they are a tenant in private housing, a late rent payment can be just the excuse a landlord needs to displace that tenant and significantly raise the rent on the unit. Even in more affordable housing, management companies can use late payments, or missing rent payments, as an easy excuse to get rid of tenants who are perceived as troublesome, particularly those whose disabilities or background make them difficult or more burdensome to work with. Given the high cost of housing, once a tenant is evicted, especially from affordable housing, the chance that they will be able to find replacement housing in San Francisco is almost nil and this drives homelessness. **It is thus incredibly important that tenants who are falling behind on the rent be eligible for rental assistance quickly and with low barriers, so that overdue rent can be quickly paid and an eviction and homelessness averted.**

The current amount of financial assistance available to pay back rent for tenants is not adequate to meet the need. RADCo reports that they are more than \$50,000 over where they had budgeted to be at this point in the contract year, and they are on track to run out of funds by the 10th month. Not only are they at risk of spending down the money early, the available funding is inadequate to meet the case-by-case needs as the limit on back rent assistance for any one individual or family is \$3,000.

New Eviction Prevention via Full funding for implementing Proposition F

In response to the growing number of evictions and victims of the housing crisis, San Franciscans voted in favor of Proposition F in June 2018. Proposition F states that every tenant, regardless of race, ethnicity, gender, income, or any other distinguishing criteria, is entitled to an attorney when faced with an eviction. As a city dominated by renters ($\frac{2}{3}$ of San Francisco households have historically been renters), the number of attorneys and support staff needed to meet this need is necessarily large. While the Mayor's Office of Housing and Community Development did deploy an additional \$3.9MM per year for this purpose, this still falls short of the funding required to ensure sufficient attorneys and support staff on the ground so every tenant facing an eviction in San Francisco has access to an attorney.

While the increase in the number of eviction defense attorneys has made a significant difference in the number of tenants who receive full representation – and thereby retain their housing – the need is far from fully met. Prior to the additional funding, data culled at mandatory settlement conferences estimated that 50 tenants per month appear at mandatory settlement conference without an attorney. (In 2016 624 unrepresented appeared at mandatory settlement conferences, the rate of which remained largely unchanged in 2017). With this addition of new attorneys slated to start in FY 2019/20, HESPA estimates that approximately 250 individuals will still be unrepresented. In other words, about 21 tenants per month will face eviction in San Francisco without representation. Moreover, the number of individuals who lose by default because they never make it to the settlement conference is unknown.

HESPA previously encouraged funding for at least sixteen additional eviction defense staff attorneys, as well as paralegals and social workers to support the attorneys and tenants. The additional funding rolled out by the Mayor's Office of Housing and Community Development fell short of the original ask by five attorneys, four paralegals, and four social workers.

Experience has shown that the use of paralegal support – to conduct interviews, prepare paperwork, file and serve documents, engage in research and provide other support – allows attorneys to focus on the actual legal representation much more effectively, increasing both the number of clients who can be served and the quality of the representation. In addition, the involvement of social workers and social service advocates can make a significant difference in the outcome of cases. Especially when the tenant is facing multiple issues that may be contributing to the eviction, a social worker – who can provide or secure ongoing treatment for physical, mental health, or substance abuse issues, get a tenant help cleaning their unit, or help the client to obtain rental assistance – can mean the difference between tenants keeping or losing their housing. We strongly urge funding for support services for eviction defense, including paralegal and social workers. Combined, the paralegals and social workers will deepen the impact of the legal representation, and therefore increase the likelihood of long-term homelessness prevention, for 290 households who will be provided services through currently-allocated resources.

Studies repeatedly show that tenants with full scope legal representation fare exponentially better than those who are unrepresented. A Social Return on Investment Study determined that for every \$1 invested in the Justice and Diversity Center of the Bar Association of San Francisco (JDC)'s housing legal services, the San Francisco community gained \$11.74 of immediate and long-term benefits by keeping people housed and preventing homelessness.

The City's Housing Balance Report showed that the City gained 6559 affordable units between 2005 and 2014; however landlords used Ellis Act evictions, owner move-ins, and other actions during that same period that took at least 5470 rent-controlled apartments off the market, over 8000 San Franciscans experiencing homelessness, new affordable housing alone cannot keep pace with the needs of low-income tenants. Each time a tenant is evicted from their rent-controlled home, the city loses yet another affordable unit. But for the work of eviction defense attorneys, hundreds more rent-controlled affordable housing units would be lost, and countless San Franciscans added to the ranks of San Francisco's homeless population. Protecting private rent-controlled tenancies is critically important affordable housing strategy.

(1) Stanford Law School - John and Terry Center for Public Service and Public Interest– San Francisco Right to Civil Counsel Pilot Program Documentation Report p. 14.

(2) Community Services Analysis LLC Social Return on Investment Analysis of JDC for year ended December 31, 2013.

Expand Aftercare Services for Formerly Homeless Families

Because of the limited availability of affordable housing opportunities in San Francisco, homeless service providers are increasingly looking to neighboring cities and counties to find housing options that are viable for families exiting homelessness. Unfortunately, when a family is forced to relocate to a new environment, this often means a loss of social networks and a lack of familiarity with the services and supports available in their new community. Families who lack support in becoming properly integrated into their new environments face a heightened risk of recidivating back to homelessness. By investing in aftercare case management services, service providers will have the capacity to follow up with families months and years after they have been placed into housing to support their transition and integration into their new environments. Aftercare case managers will participate in home visits to help connect families

to public services and social supports, which is pivotal for preventing recidivism and ensuring their long-term success. Moreover, the availability of aftercare services will help reinforce the success of the City’s rapid rehousing subsidy programs, which do not possess the ability to provide intense follow up and transition support for families on their own.

Part 4: Employment Services

Background

In alignment with the City’s framework for preventing and ending homelessness, homeless job seekers require a continuum of employment supports that enables re-entry into the workforce at a living wage. Providing job seekers with the support they need to secure employment is a prerequisite to achieving long-term housing stability and reducing street homelessness.

Summary of Initiatives and Outcomes

Initiative	Amount requested	Department	Number of people served and outcome
Expand Workforce Development Services for Homeless Youth, Families and individuals	FY 2019/20: \$725,075 FY 2020/21: \$725,075	OEWD	140 total: 28 youth, 35 families and 77 single adults will have access to job-readiness and employment services

Expand Workforce Development Services for Homeless Youth, Families and Individuals

Expanding the capacity to deliver employment and workforce development services for homeless youth, families, and individuals at non-profit agencies is essential for connecting them with opportunities to achieve a stable income, while also preparing a needed workforce under Prop C. By focusing on building income, additional employment specialists will help families create a viable financial path for remaining in the San Francisco Bay Area. Through a combination of job readiness training, internships, and financial literacy coaching that touches on credit-building, budgeting, and money management, families will be better positioned to accomplish economic self-sufficiency and maintain stable housing in the long run. For families who are unable to work, these employment specialist would offer individualized case management to help them identify other income opportunities, such as SSI/SSDI and state income benefits.

Part 5: Critical Behavioral Health Services

Background

For the first year, given the behavioral health crisis homeless people forced to live on our streets have been facing, this year HESPA has a special focus on behavioral health. Our attempt is to fill gaps in caring for particular populations, as well as coming up with innovative interventions to reach underserved communities.

Summary of Initiatives and Outcomes

Initiative	Amount requested	Department	Number of people served and outcome
Pop Up Mental Health Peer Based Services	FY 2019/20: \$300,000 FY 2020/21: \$300,000	DPH	300
Restoration of Mental Health Services for Families Experiencing Homelessness	FY 2019/2020 \$891,250 FY 2020/2021: \$891,250	DHSH	5 FTE Clinical Director to serve 450 Households / Families at 5 agencies and the Buena Vista Horace Mann Stay Over Program
TAY SOC Psychiatrist	FY 2019/20: \$377,982 FY 2020/21: \$377,982	DPH	200 TAY experiencing homelessness or housing instability
Youth Access Point Clinicians	FY 2018/19: \$206,172 FY 2019/20: \$206,172	DPH	400 TAY experiencing homelessness or housing instability

Pop Up Mental Health Peer Based Services: Radically Compassionate Care

While struggling with the lack of safety, privacy, and the stability of a home, many homeless residents are coping with disabling mental health issues and substance abuse disorders that complicate interventions and thwart efforts to improve the health-threatening situation. San Francisco continues to rely on Psychiatric Emergency Services for people in psychiatric crisis, a pathway that starts in handcuffs and ends in a locked facility, often a traumatizing and ineffective intervention. San Francisco has recently expanded community based psychiatric emergency services through Dore Clinic, but they are often at capacity. Further expansion of community-based psychiatric crisis services by the Department of Public Health is essential to address this capacity issue.

It is estimated that every homeless person costs the city \$40,000 in emergency health care, including ambulance rides, emergency room visits, placements in sobering centers and other services. A relatively small number accrued significantly higher care costs. Among the most needy homeless people — the 338 people in the city’s public health database who use the most emergency services — 80 percent have a history of serious mental illness. Nearly two-thirds have a physical and substance abuse problem, too. This group makes up just 3 percent of the homeless people in the public health database, but they account for a third of all costs. Treating them in emergency and urgent care costs \$50 million a year, or nearly \$150,000 per person on average.

This funding would allow regularly scheduled and impromptu pop-up mental health and substance abuse clinics (“Clinics”) throughout the city at regular times and days where people can receive low-threshold access to services, rapid clinical assessments immediately followed by direct peer escort to drop-in centers, community health clinics, or general acute care.

A community organization will plan and coordinate among our compassionate crisis lead responders, peers, partner service providers, and city agencies for regular Clinics to appear with tables, tents, and general provisions (water, snacks). The goal is to get peers specialists, intensive case managers, clinicians and psychiatric professionals under one Pop-Up and provide socio-emotional support and diagnostic triage assessments of individual health, stabilization services, as well as necessary de-escalation or compassionate response to behavioral crises or emotional dysregulation.

Restoration of Mental Health Services for Families Experiencing Homelessness

Increasing evidence shows that homelessness has a lasting and pervasive impact on all aspects of children’s development – even after they transition to stable housing. Homeless children are twice as likely to experience hunger as other children, and they are sick four times more often.[1] They are three times more likely than their peers to develop emotional behavioral problems, and four times more likely to show delayed development.[2] Stress from frequent moves and housing instability has a deleterious effect on school attendance and academic outcomes: children who are homeless are more than twice as likely to repeat a school grade, be expelled or suspended, or drop out of school.[3] Across the board, the stress of homelessness profoundly affects all dimensions of childhood development. Homeless mothers are also extremely likely to be impacted by major depressive episodes (50%), Post-Traumatic Stress Disorder (36%, or triple the rate of the general population) and substance abuse disorders (41%, or double the rate of the general population).

However, research suggests that early intervention can minimize or even reverse the effects of trauma in homeless children and parents. A recent study from the University of Minnesota's Center for Urban and Regional Affairs demonstrated that homeless children's academic success correlates with parental closeness, quality relationships with teachers, and relationships with caring adults.[4] Furthermore, early childhood mental health consultation in shelter settings has been found to be a central contributor to positive change in a caregiver's behavior and children's experience. Mental health services help adult caregivers to attend to the needs of children experiencing homelessness and reduce the traumatic impact of the experience on both adult and child.[5] Further, recommendations from Child Trends include ensuring mental health support for children, as well as incorporating play-based strategies to encourage healthy development.

This new body of research represents hope for children recovering from the experience of homelessness. With the necessary support and tools in place, children will be more likely to succeed in school, less likely to experience homelessness as adults, and the entire family will be more likely to recover from the traumatic impacts of homelessness.

Agencies serving families experiencing homelessness in San Francisco have seen funding that supports childhood and family mental health services cut severely during the past six years – including cuts in funding from First 5 and DPH. With the growth in family homelessness tied to the housing crisis in San Francisco, families are finding it harder and taking longer to end the experience of homelessness in their lives – resulting in deeper effects on the mental health of children and their caregivers. The restoration of this funding will support approximately 450 households with on-site direct mental health support in family shelters, transitional housing, and housing subsidy programs – as well as mental health consultation and training for staff working within those programs. The clinicians based at each site would help supervise a larger team of clinical interns in order to expand the capacity of mental health services at those sites. Additionally, given the major language needs and gaps that exist within family mental health services in San Francisco, recruiting bilingual/bicultural clinicians will be a priority for these sites.

Youth Behavioral Health Services: TAY SOC Psychiatrist & Youth Access Point Clinicians

Behavioral health represents a critical unmet need for young people experiencing homelessness in San Francisco. Homeless youth experience major psychiatric disorders at rates up to four times higher than their peers. Almost half of Larkin Street youth (47%) report current or prior mental health issues at entry into housing, and nearly one quarter (24%) of homeless TAY in San Francisco identified mental healthcare as a key service need. TAY-centered behavioral healthcare should integrate mental health and substance use treatment, as substance use can be a coping strategy for dealing with the experience and trauma of homelessness.

In September 2018, the Department of Public Health's (DPH's) Community Behavioral Health Services launched a TAY System of Care (TAY SOC) to create more services that meet TAY needs, provide linkages for TAY moving between systems and among levels of care, and support system-wide coordination of TAY-specific services. While the TAY SOC remains in the early stages of development and implementation, we see a key service need for citywide and youth-specific psychiatry services,

including consultation, diagnostic, prescription, medication management, and other related services. We propose one licensed psychiatrist to maintain regularly scheduled days serving the City's TAY clinics, including the Tom Waddell Urban Health Clinic, the Huckleberry Youth Health Center, 3rd Street Youth Center and Clinic, and Larkin Street Youth Services' Michael Baxter Youth Clinic.

Additionally, HSH's Coordinated Entry System will launch six Youth Access Points for assessment, problem-solving, and referral of youth into housing. Because the assessment process requires youth to share sensitive information from their personal histories, and because the Youth Access Points will be the entryway to the City's youth-specific system of care, we propose two TAY clinicians—one to serve each trio of access point partners—to provide crisis intervention, individual and group therapy, and similar services to young people dropping in for access point services.

[1] National Center on Family Homelessness. [<http://www.familyhomelessness.org/children.php?p=ts>]

[2] Ibid.

[3] Child Trends. [<http://www.childtrends.org/?indicators=homeless-children-and-youth>]

[4] Family Housing Fund. [http://www.fhfund.org/_dnld/reports/SupportiveChildren.pdf]

6 Charles F. Brinamen, Adriana N. Taranta and Kadija Johnston, *Expanding Early Childhood Mental Health Consultation to New Venues: Serving Infants and Young Children in Domestic Violence and Homeless Shelters* (Infant Mental Health Journal, Vol 33(3), 2012), 283- 292.