



San Francisco Youth Commission Housing & Land Use Committee Agenda

Thursday, January 30th, 2020

5:00 PM - 7:00 PM

City Hall, Room 278

1. Dr. Carlton B. Goodlett Pl.

San Francisco, CA 94102

There will be public comment on each item.

Members: Maggie Dong (Chair), Khatab Alameri (Vice Chair), Sasha Alexander Hirji, Calvin Quick, Jose Ty

- 1) **Call to Order and Roll Call**
- 2) **Approval of Agenda (Action Item)**
- 3) **Approval of Minutes (Action Item)**
 - A. January 16, 2020
[\(Document A\)](#)
- 4) **Public Comment on Items not on Agenda (2 minutes per public comment)**
- 5) **Business (All Items to Follow Discussion and Possible Action)**
 - A. Check In Question
Presenter: Commissioner Dong
 - B. Work Group Updates
 - i) YFYI/Grand Challenge Update
 - ii) TAY NAV Update
 - iii) 29 Bus Discussion/SFMTA Presentation
(Document B)
 - C. [Discussion] BOS File No.190418 [Administrative Code - Navigation Centers for the Homeless]
Sponsors: Supervisors Haney, Ronen, Mar, and Walton
(Document C)
 - D. [Input + Discussion] BPP Writing + Research
 - E. Appreciations
- 6) **Staff Report (Discussion Only)**



7) Announcements

A. Community Events

8) Adjournment

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Paunawa: Ang mga kahilingan ay kailangang matanggap sa loob ng 48 oras bago mag miting upang matiyak na matutugunan ang mga hiling. Mangyaring tumawag kay Joy Lamug sa (415) 554-7712.

翻譯 必須在會議前最少四十八小時提出要求
請電 (415) 554-7719



**San Francisco Youth Commission
Housing & Land Use Committee
Minutes ~ Draft**

Thursday, January 16th, 2020

5:00 PM - 7:00 PM

City Hall, Room 278

1. Dr. Carlton B. Goodlett Pl.

San Francisco, CA 94102

There will be public comment on each item.

Members: Maggie Dong (Chair), Khatab Alameri (Vice Chair), Sasha Alexander Hirji, Calvin Quick, Jose Ty

1) Call to Order and Roll Call

Chair Dong called the meeting to order at 5:03pm. Commissioners present: Maggie Dong, Khatab Alameri, and Sasha Alexander.

Motion to excuse Commissioner Ty's absence until further notice, by Commissioner Dong, seconded by Commissioner Hirji.

No public comment. Passes by a vote of acclamation.

2) Approval of Agenda (Action Item)

Motion to approve agenda by Commissioner Alameri, seconded by Commissioner Hirji. There was no public comment. Motion passes by a vote of acclamation.

3) Approval of Minutes (Action Item)

A. December 12, 2019

[\(Document A\)](#)

No public comment. Motion to approve minutes by Commissioner Alameri, seconded by Commissioner Hirji. Motion passes by a vote of acclamation.

4) Public Comment on Items not on Agenda (2 minutes per public comment)

No public comment.

5) Business (All Items to Follow Discussion and Possible Action)

A. Check In Question

Presenter: Commissioner Dong



Commissioners engaged in a check-in question.

B. [Input + Discussion] YFYI Grant Update
(Document B)

Commissioners reviewed the updated budget and looked over timeline. Commissioner Dong suggested to work on a community workshop calendar during item D.

C. [Discussion] BOS File No.190418 [Administrative Code - Navigation Centers for the Homeless]
Sponsors: Supervisors Haney, Ronen, Mar, and Walton
(Document C)

HLU committee to take lead in this conversation during next FYC meeting on February 3rd. Courtney from District 6 office will be coming to present at that meeting.

Commissioner Calvin's (absent) sent his thoughts:

"1) I am generally supportive of the intent of this legislation, specifically its intent to address the geographic inequity in the current distribution of navigation centers. I think it would be a good practice for the City to have navigation centers not just in areas most affected by homelessness, but also in districts like D4, D1, D7, and D2, where the homeless population is smaller, albeit present. This is important for access purposes, but also to combat the social stigmas associated with homelessness.

2) I however have concerns with the way the legislation is currently written: first, though a planning application has finally been submitted for a TAY Nav Center at 888 Post St in D3, there have been enough delays and misadventures with both the TAY Nav Center *and* navigation centers generally (the litigation with the Embarcadero Nav Center being one example) that I'm not entirely comfortable with the BOS removing the requirement that a TAY Navigation Center be opened, as this legislation does:

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

Though I recognize that this change is in the context of adding "may" clauses for other specific groups with specific needs, I think we have seen by our experience with the TAY Nav Center that, unless there is an *actual requirement* to open one, navigation centers for specific populations may very well never be opened at all. I do not think having a lot of suggested navigation centers, instead a few of *required* navigation centers, is not good policy in this situation, given how long it takes to get HSH to act.

3) I am frankly not convinced that even the base level requirement that HSH open a navigation center in every district within 30 months is a goal that the City can set it self in good faith, for several reasons:

- The TAY navigation center requirement was added in 2016: we are well past the many deadlines set for it to be opened, and yet still, it has barely just been submitted for Planning Dept/Commission approval.



- Why should we believe then that just because there is a legal requirement to open these centers, that they will actually be opened?
- A lot of the momentum that this legislation will need to carry it through implementation would need to be generated by district Supervisors, whose collaboration and consent is usually, if not legally required, politically/effectively needed to fulfill such a project in their district, against what seems could be a not small amount of opposition from community groups, depending on where the projects are located. It is not at all clear if support for this legislation is unanimous on the Board: only 5 Supervisors are listed as co-sponsors. If a Supervisor does not support having a navigation center in their district, does HSH and the rest of the BOS have the political will and capital to override that Supervisor's objections? It seems uncertain at best.

I therefore think it is worth considering whether this legislation will just end up being another disappointment going forward, especially as once a navigation center is opened, it usually will not operate for ever, meaning that by removing the requirement that at least one center be for TAY, we could end up a few years down the line *again* without a TAY navigation center. Is that sacrifice worth it for supporting this legislation, even should we agree with its general intent?

I am therefore, at this moment, undecided on whether I support the legislation with recommendation, or whether I would rather simply oppose unless amended to reinstate the TAY navigation center requirement.”

Commissioner Dong: TAY NAV centers have been ignored, there is no mention in this legislation about the promise of anymore being built. The TAY NAV center BOS promised on 888 Post St. has been delayed, and no signs of it opening up soon.

Commissioner Hirji: Should we flat out recommend to change the language or not support this legislation with comments?

Commissioner Alameri: I would like NAV centers throughout the city, the homelessness crisis is intense in the TL. Everyday there are 5 new encampments.

Commissioner Dong: Let's type up our opposition and send it to staff to include in our agenda packet for the February 3rd FYC meeting.

Commissioner Alameri: I will create the document and share with the committee.

Staff: plan to submit by the next HLU meeting on 1/30. You all can finalize then and I will add it to our FYC agenda packet.

Commissioner Dong: Let's plan to finalize at the next meeting. Everyone add to the document between now and January 30th.

D. Work Group Updates & Work Time

i) YFYI Community Workshop Calendar/Schedule

Ali from HSH needs a community calendar by January 30th. As per the grant request, 3 community events in March, April, and June that focus on homelessness amongst LGBTQ+ youth. Potential dates:

- March 18th, Wednesday, 5-7pm
- April 22nd, Wednesday, 5-7pm
- June 17th, Wednesday, 5-7pm



Next steps: HLU commissioners invite and connect with RODT members to come to the January 30th HLU meeting. Itzel to connect with Noora to secure venue space for community meetings.

ii) BPP's & Next Steps

Commissioner Dong: Our BPPs don't need to change much from last year. We mainly need to change the wording and update the data/information.

Other items/issues that will need to be included in HLU's BPPs:

- include the grand challenge in HLU's BPPs
- Add 29 data/information - add muni in general
- Do more research, find current, relevant data
- Clipper Start: low-income clipper card with a certain percentage discount. - HLU to look into recommending something like this.
- No poor people taking the Ferry, we should also highlight this.

Next steps: Staff to connect HLU with Muni Director and HSH re: TAY NAV center; more to come at the next meeting, everyone bring their laptop, and review google docs from last year's BPPs. Next meeting HLU will begin working on BPPs.

E. Appreciations

Commissioners appreciated each other.

6) Staff Report (Discussion Only)

- Implicit Bias Training - Khatab, Sasha
- MYR 2020 - CAA space, 9-5pm, 1/18-1/19
 - Khatab send Itzel his icebreaker
- Chair training 1/31 at 4:30pm-6:30pm, City Hall

7) Announcements

A. Community Events

- Census is having a difficult time hiring people to do census outreach. They may potentially increase the wages to encourage more people to apply.

8) Adjournment

Meeting was adjourned at 6:17pm.

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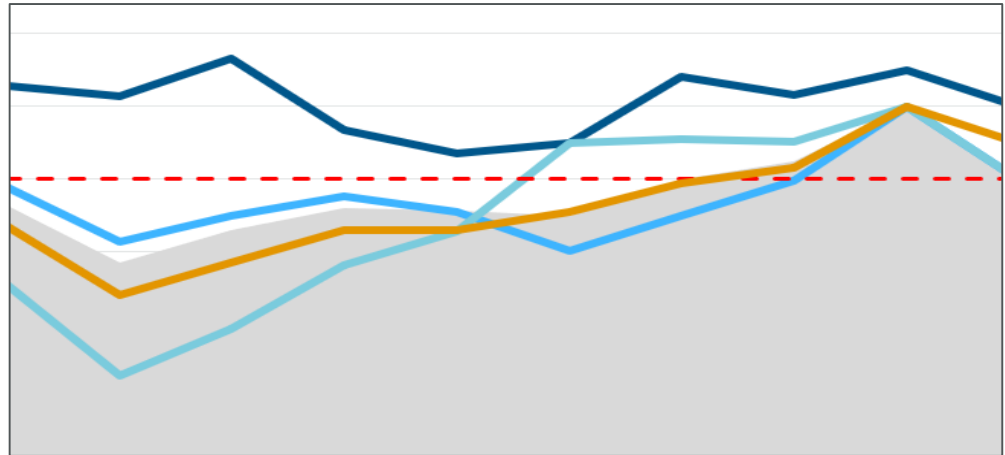
Transit Performance Update

Document B

Julie Kirschbaum, Director of Transit
SFMTA Board of Directors
January 21, 2020

Presentation Overview

1. Performance Report
2. Future Service / Equity Needs





Performance Report

90-Day Action Plan Initiatives

November 1, 2019 to January 31, 2020

Safety



Reduce preventable collisions and enhance passenger and operator security

Service Reliability



Improve reliability of transit service to ensure passengers are provided with the service they expect

Subway Performance



Reduce delays in the subway and improve the customer experience during delays

Rail Maintenance



Ensure vehicle availability meets demand and that benefits of the new fleet are realized

Employee Generated Improvements



Improve employee engagement by implementing a series of employee generated service enhancement recommendations

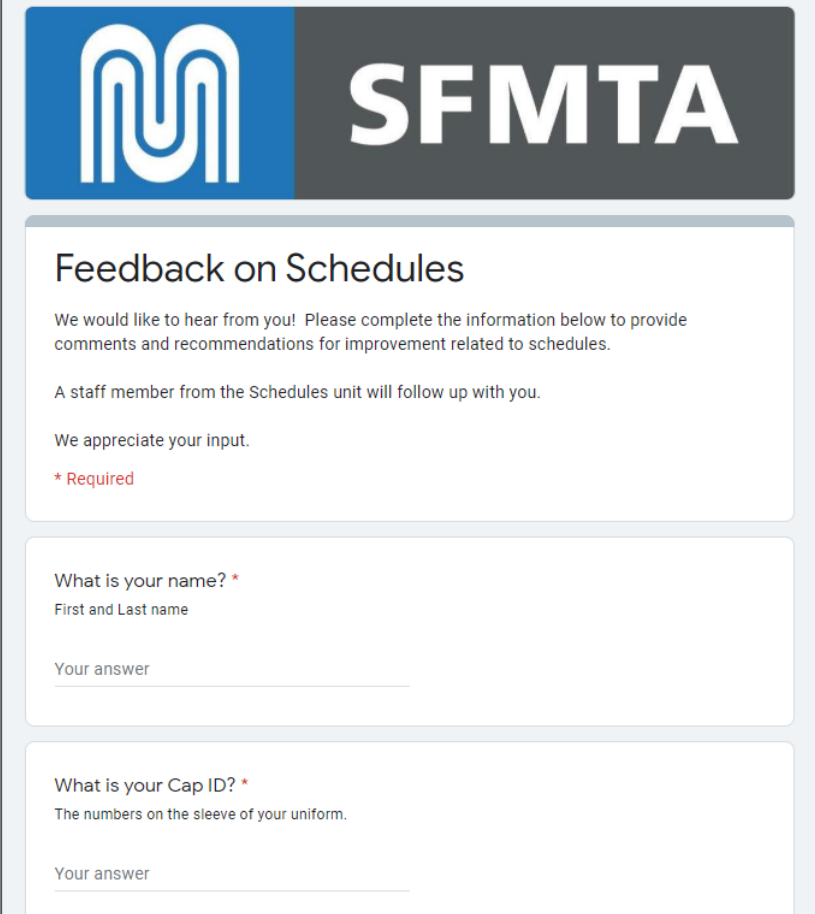
Recent Performance

Action	Target	December
Reduce preventable collisions	55/month or less	52*
Reduce early departures on routes with frequencies greater than 12 min	20% or below	17%
Improve Headway Adherence on frequent routes	90% or above	86%
Increase service delivery	96% or above	97%
Increase service delivery—Equity Routes	96% or above	97%
Reduce number of subway delays exceeding 20 minutes	4 or fewer per month	2
Improve LRV4 Availability	At least 48 cars per day	41

*Note: Preventable collisions are for November. Figures for December still under review.

Improving Operator Feedback

- Implemented new communications tool on the operator portal website
- Developing outreach process to get operator input on best communications practices
- Creating tracking system to close feedback loop for operator requests



The screenshot shows a web form titled "Feedback on Schedules" from SFMTA. The form header includes the SFMTA logo and name. The main text asks for comments and recommendations for improvement related to schedules, and states that a staff member will follow up. It also expresses appreciation for the input. Below this, there are two required input fields: "What is your name? *" (with a sub-label "First and Last name") and "What is your Cap ID? *" (with a sub-label "The numbers on the sleeve of your uniform."). Both fields have "Your answer" placeholder text and a horizontal input line.

SFMTA

Feedback on Schedules

We would like to hear from you! Please complete the information below to provide comments and recommendations for improvement related to schedules.

A staff member from the Schedules unit will follow up with you.

We appreciate your input.

* Required

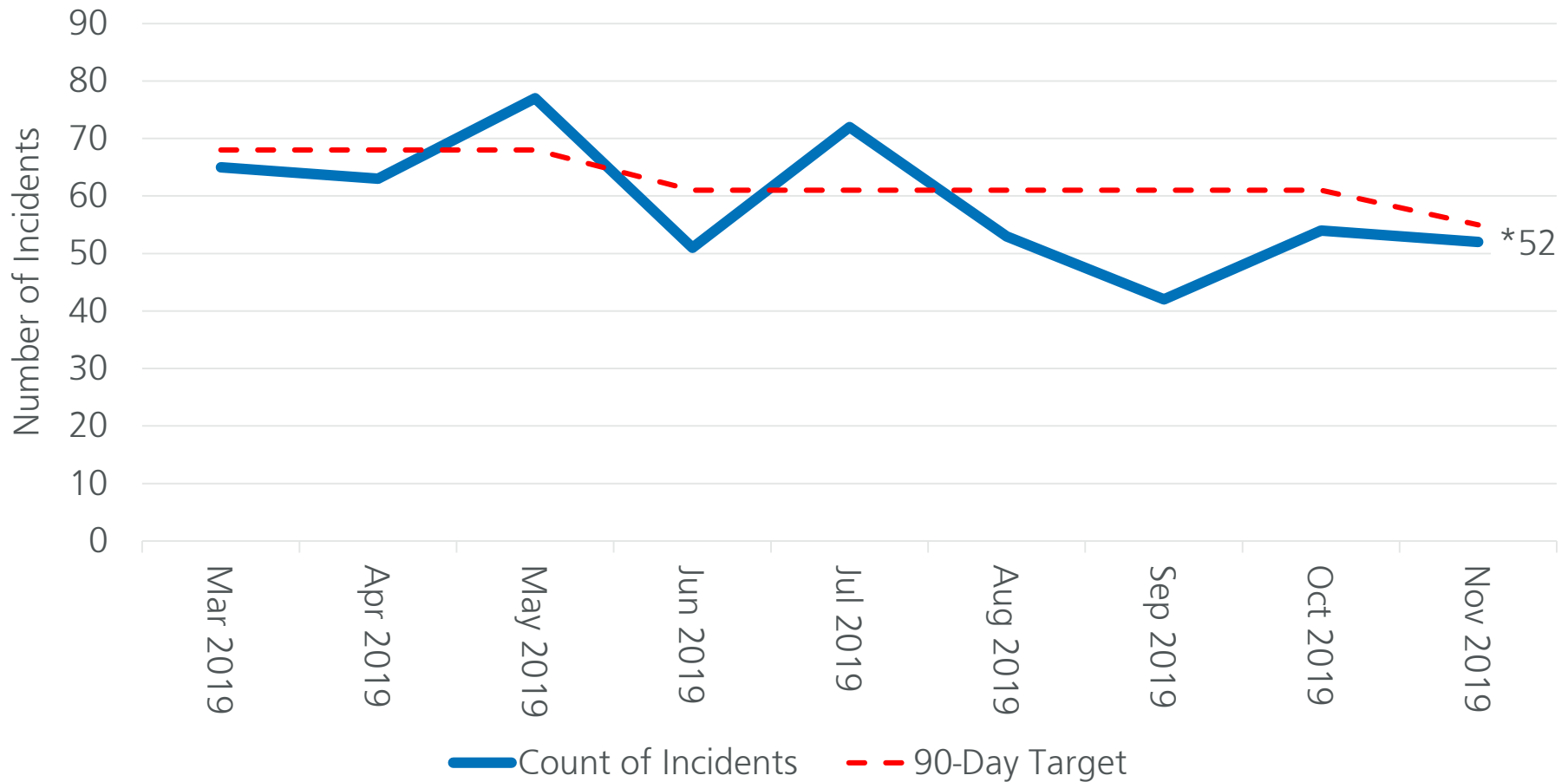
What is your name? *
First and Last name

Your answer _____

What is your Cap ID? *
The numbers on the sleeve of your uniform.

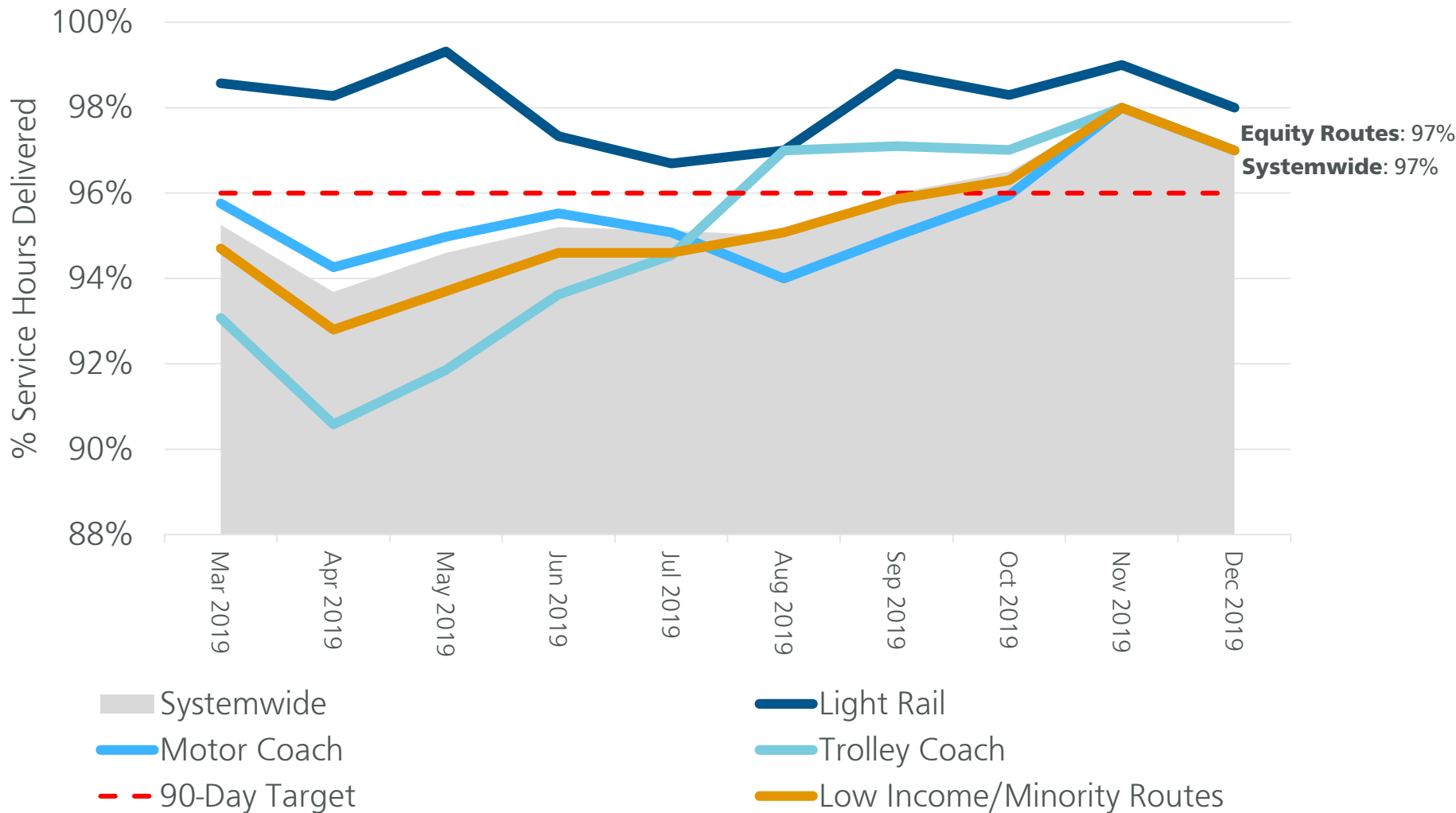
Your answer _____

Preventable Collision Target



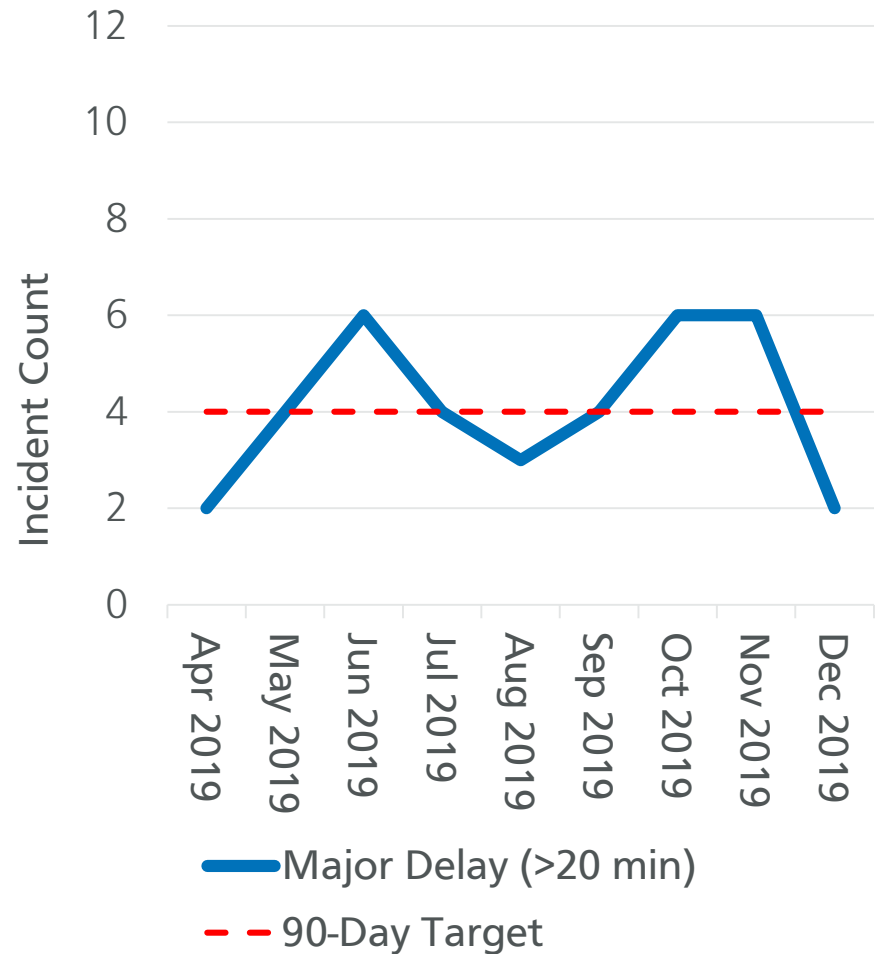
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Service Delivery Equity Routes



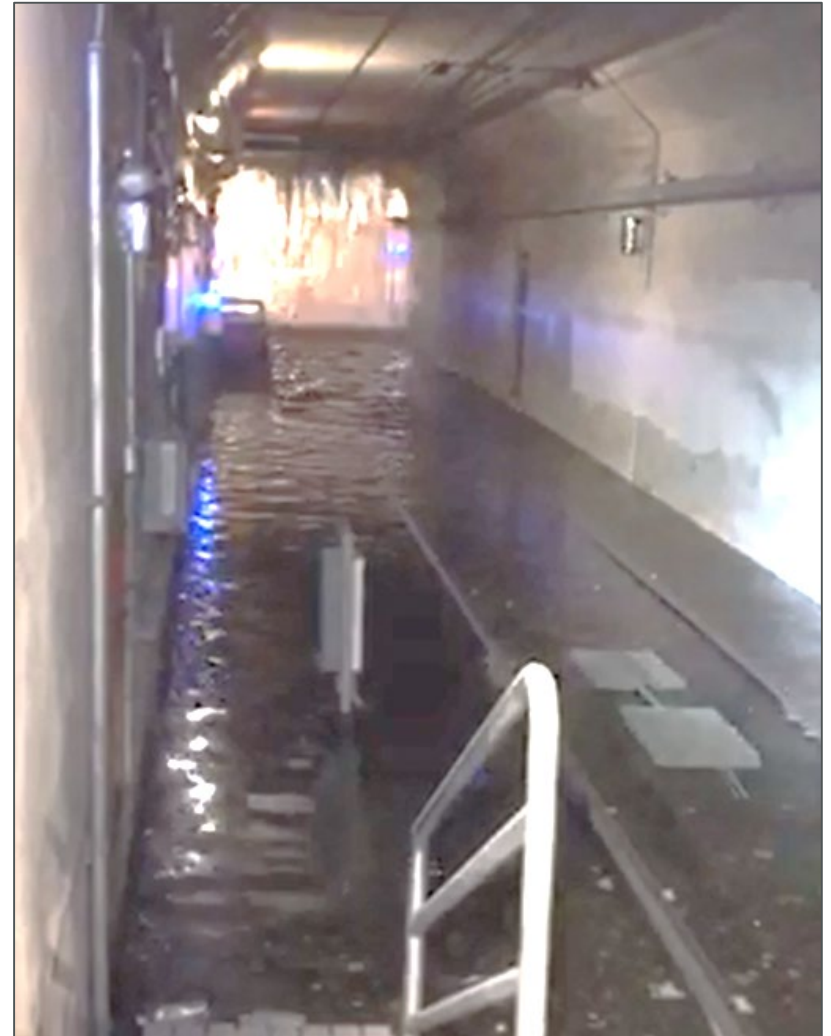
Major Subway Delays

- Nov 27 – Breda failure (no brake release) at Embarcadero, 26-min delay
- Dec 1 – LRV4 failure (propulsion) at Duboce Junction, 23-min delay
- Dec 7 – Station flooding



Subway Flooding Prevention

- Established “storm watch” protocol – identified and closely monitoring sensitive areas
- Strengthening subway defense of water intrusion – drains, covers, berms, pumps
- Developing remote monitoring strategy
- Planning effort for Subway Flooding Mitigation Plan and adding to Subway CIP
- Work collaboratively with PW and PUC on all program elements



Preparing for Extended Maintenance

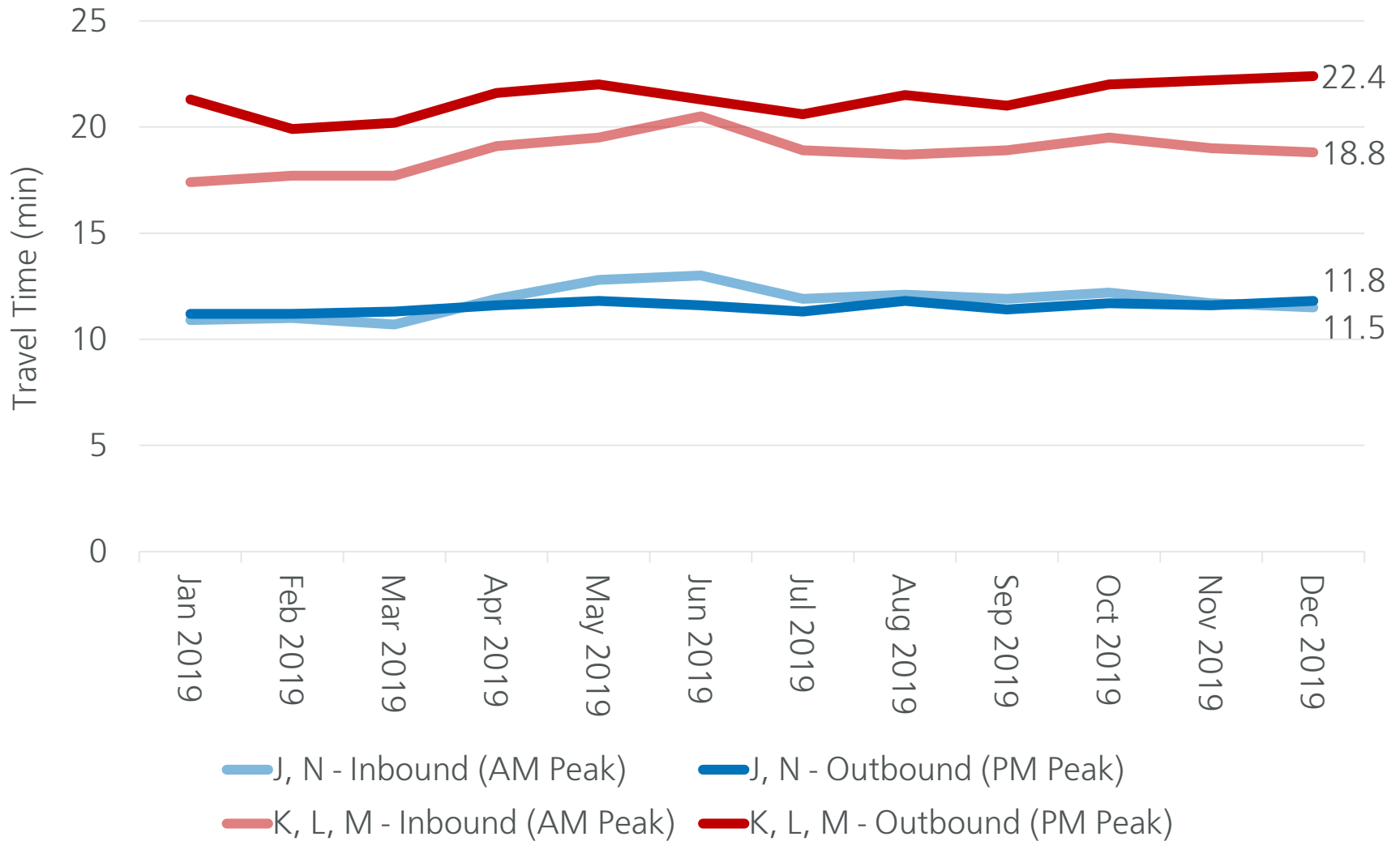
Schedule – Sunday, January 26 at 10pm each night and continue through Feb 2

Work Plan Highlights

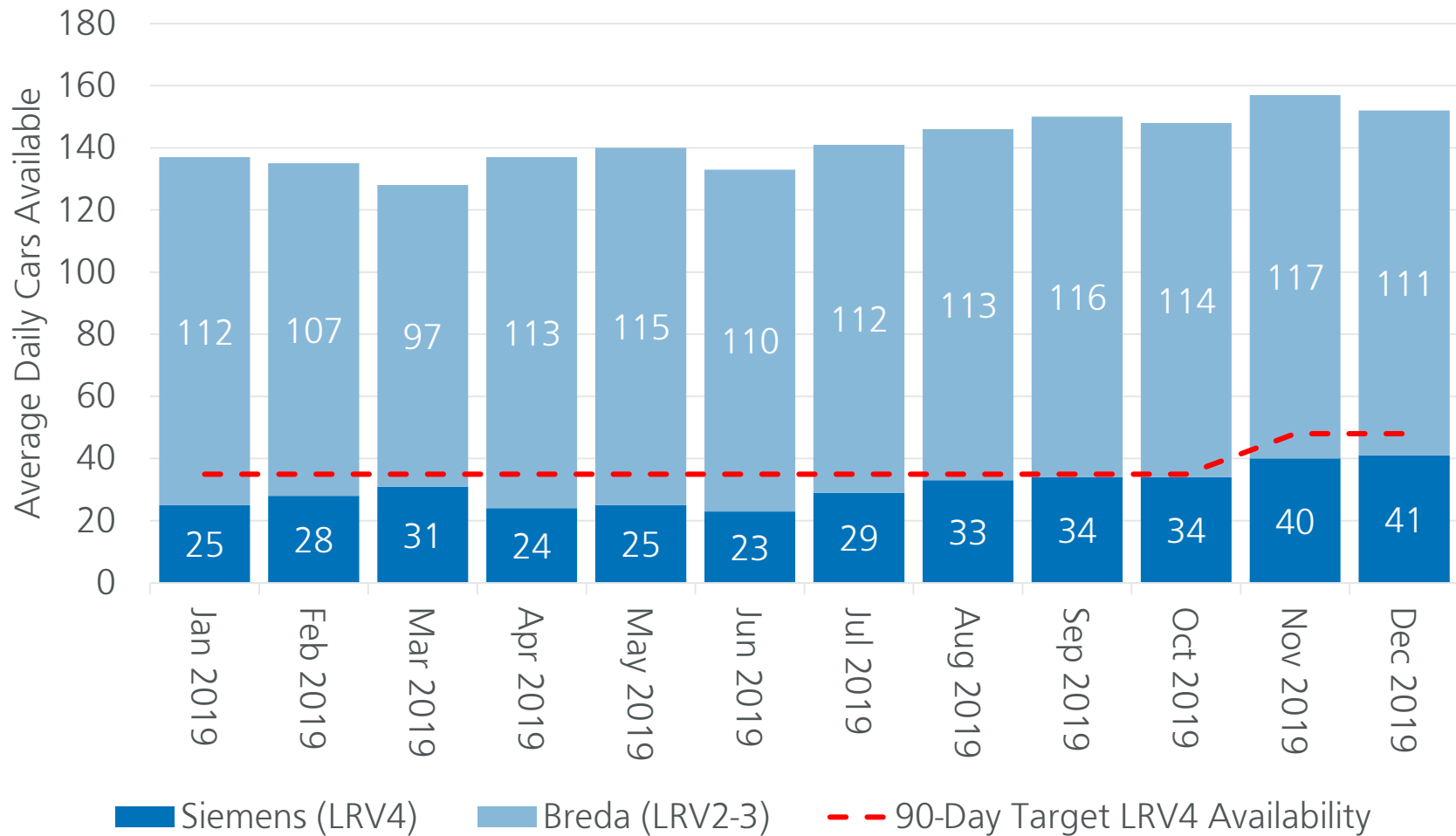
- Track Maintenance. Install new track fastener hardware in pilot segment to evaluate technology
- Signal Maintenance. Perform ATCS loop cable dielectric tests and inspections to identify deficiencies and future upgrades
- Overhead Lines. Replace worn overhead wire using extended runs to eliminate splices; Adjust system supports and tension to deliver optimum performance of pantographs and improve overhead wire life.
- Custodial Services. Deep clean stations
- Station Maintenance. Address overdue or restricted access maintenance and preventative maintenance priorities



Median Subway Travel Time

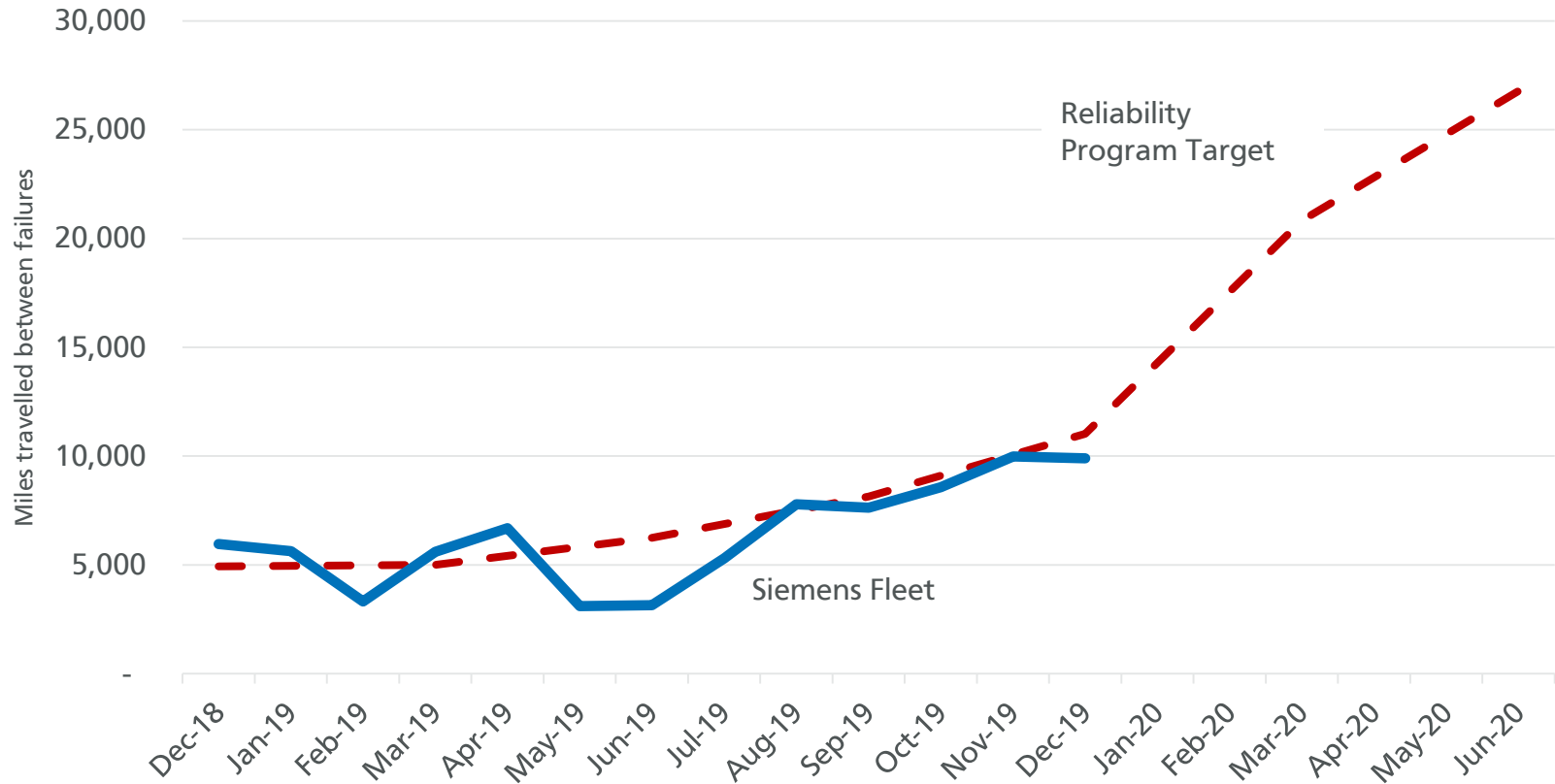


Rail Vehicle Availability



LRV4 Reliability Program

Reliability



November figures are preliminary and subject to change



In Service Breakdowns (Aug 2018 – Nov 2019)

Issue	Count	Status	Comment
Hydraulic Power Unit Failure (brake system)	58	✓	All revenue cars modified
Cameras (water intrusion)	14	✓	Cameras on all cars modified
Loose Wire Termination	14	✓	Known issues fixed
CCTV Failure	11		Plan to address software due this week
Step Extension/ Gap Filler	10	✓	Adjustments complete
Door Adjustment	9		Demonstration scheduled
Propulsion	8	✓	Addressed with latest software
Auxiliary Power Supply (APS) Reliability	7	✓	Modification complete
Pantograph	5	✓	Inaccurate fault warning - software fix in process
Brakes Control Unit	5		Repeat units quarantined for analysis

Shear Pin Update

- Dec 11: Shear pins failed in service, two-car operations was restricted
- Dec 23: All shear pins replaced, two-car operations resumes without restrictions (pins will continue to be replaced every 90 days)
- Jan 2020: Data gathering
- Feb 2020: Data analysis to determine cause
- Timeline for long term solution pending February analysis
- All costs covered by Siemens under warranty

Next Steps

- Siemens working on long lead items for Breda replacement (e.g., seating)
- Data gathering and analysis for shear pin coupler issue
- Complete additional track brake installation (33 finished)
- Accept remaining 4 cars and fix 7 with flat wheels
- Initiate Contract Mod 7 for Phase 2 vehicles and return to SFCTA for funding request



Track brake highlighted in purple. Additional track brakes are being installed on the front and back of the train to reduce flat wheels and improve vehicle availability.



Future Service / Equity Needs

What Drives Service Demand



Equity
Gaps

Crowding



Policy
Goals

Growth

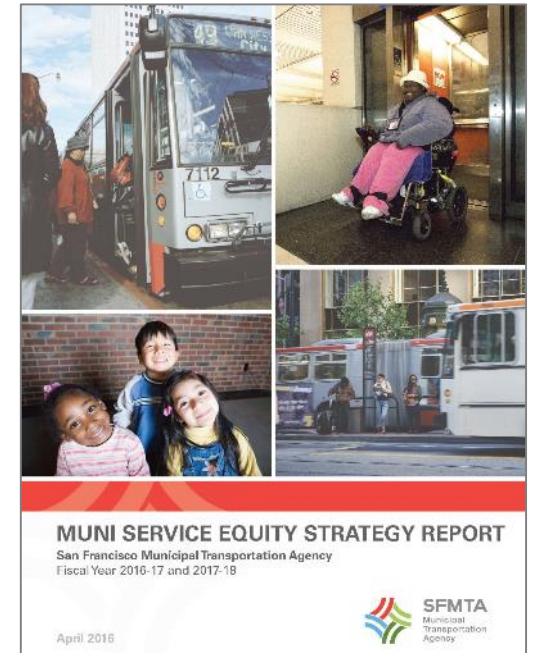
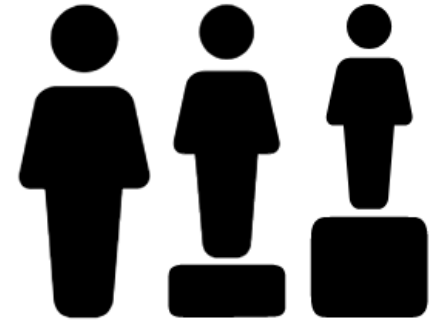


Congestion



Promoting Transportation Equity

- SFMTA programs focus resources and investments for communities that need them most
- Examples in Transit include:
 - Free and reduced transit fare programs
 - Muni Equity Strategy (linked to budget process)
- On-going work needed to close equity gaps



MUNI SERVICE EQUITY STRATEGY REPORT

San Francisco Municipal Transportation Agency
Fiscal Year 2016-17 and 2017-18

April 2016



SFMTA
Municipal
Transportation
Agency

Common Customer Frustrations

- Long and unpredictable wait times
- Regular subway delays
- Crowding and pass-ups
- Lack of customer information updates
- Equity gaps
- Customer experience (security, civility, etc.)



Frequent Concerns in Equity Neighborhoods

Travel Time and Reliability

- Long and unpredictable wait and travel times due to traffic congestion and construction
- Missed service due to operator shortage, even with Equity lines being prioritized

Crowding and Pass-ups

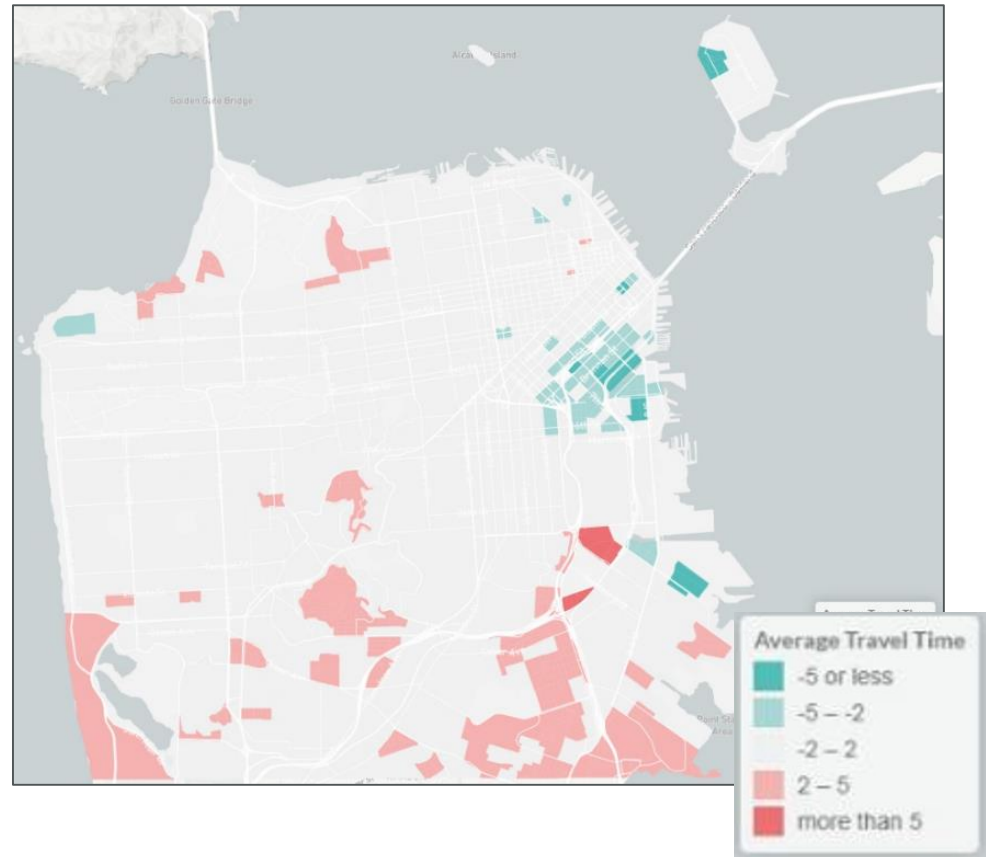
- Lines serving schools are very crowded and lead to pass ups (29, 44, 43 lines)
- Crowding in peak periods is also spilling over to other times (e.g., early afternoon)



Equity Gaps

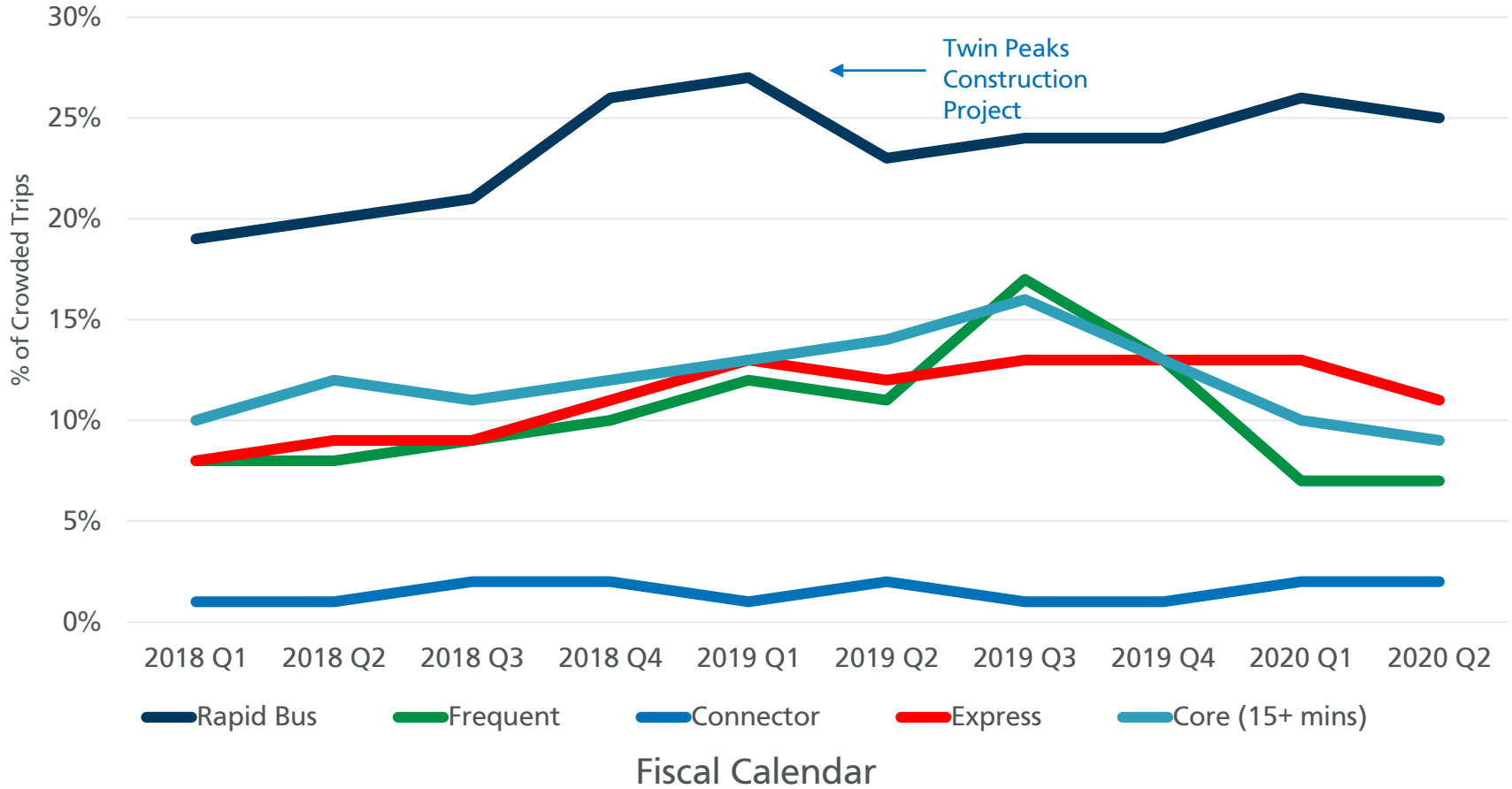
- Connectivity and travel time are key equity concerns today
- Connect SF data analysis predicts gaps will increase over time without intervention
- Combatting congestion with transit priority improvements and/or service increases will be critical to addressing equity gaps

2050 Change in Average Commute Time



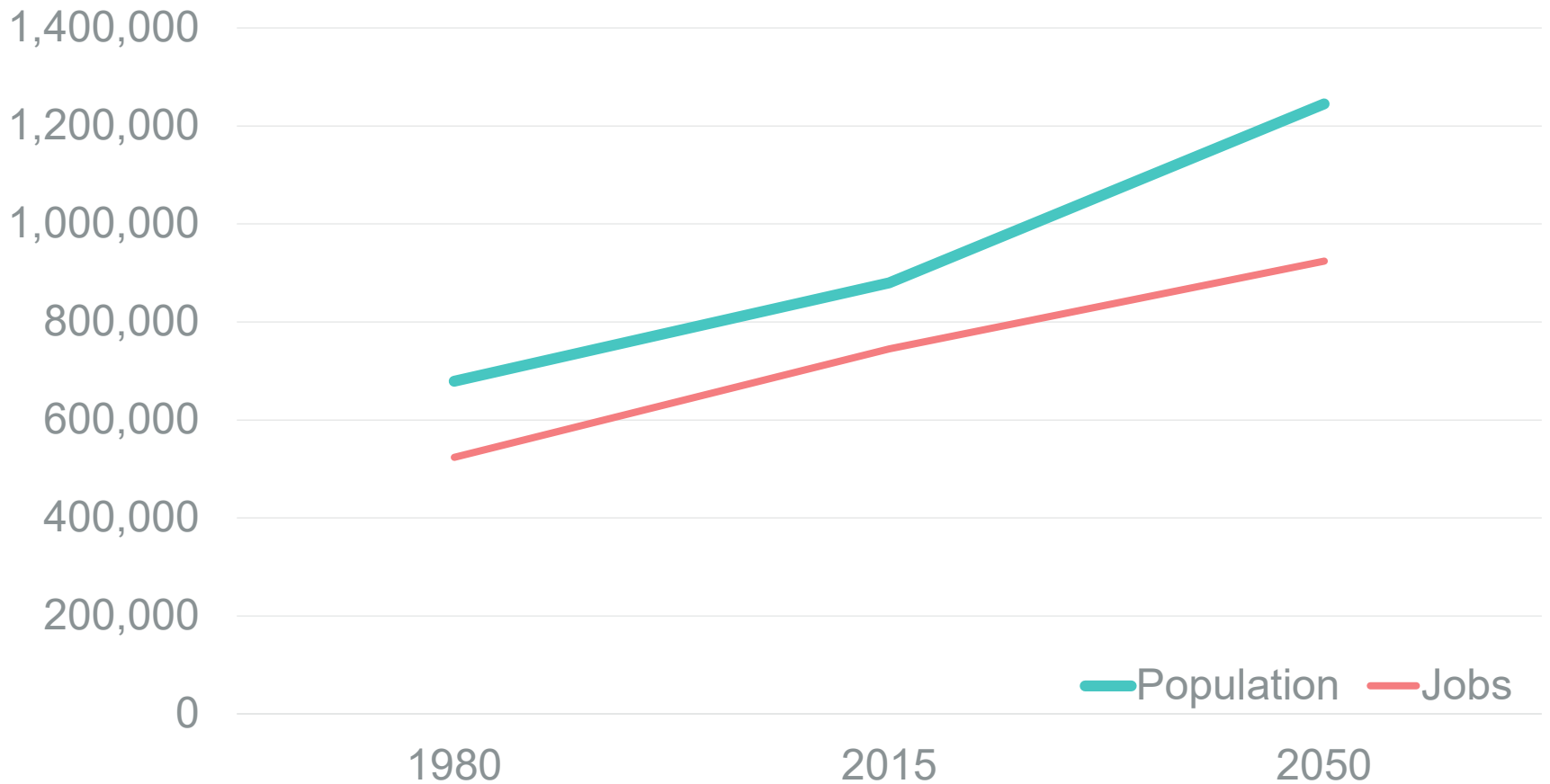
Crowding Snapshot

Service Category Crowding Statistics



Population Growth

SF Population and Employment 1980 -2050



Increasing Downtown Congestion

2009



2017



Average Auto Speed (mph)



Note: while average auto speeds have declined by more than 20% across the City, Transit speeds have remained relatively flat since 2013

Service Expansion Priorities

- Closing Service Equity gaps based on metrics
- Addressing crowding on existing high-ridership demand lines and expanding peak hours
- Targeted weekend frequency increases to address crowding
- Preparing for future ridership growth areas
- Protecting investments with transit priority



Draft Service Recommendations

Connectivity/Travel Time

- Central Subway and related rail changes
- Faster trip Bayview to Downtown
- Quicker, more reliable connections and more capacity on 29 Sunset
- 22 Fillmore to Mission Bay; new 55 Dogpatch
- 56 Rutland extension for better connectivity

School service and crowding

- Increase vehicles/ frequency on select lines to reduce crowding

Service Gaps

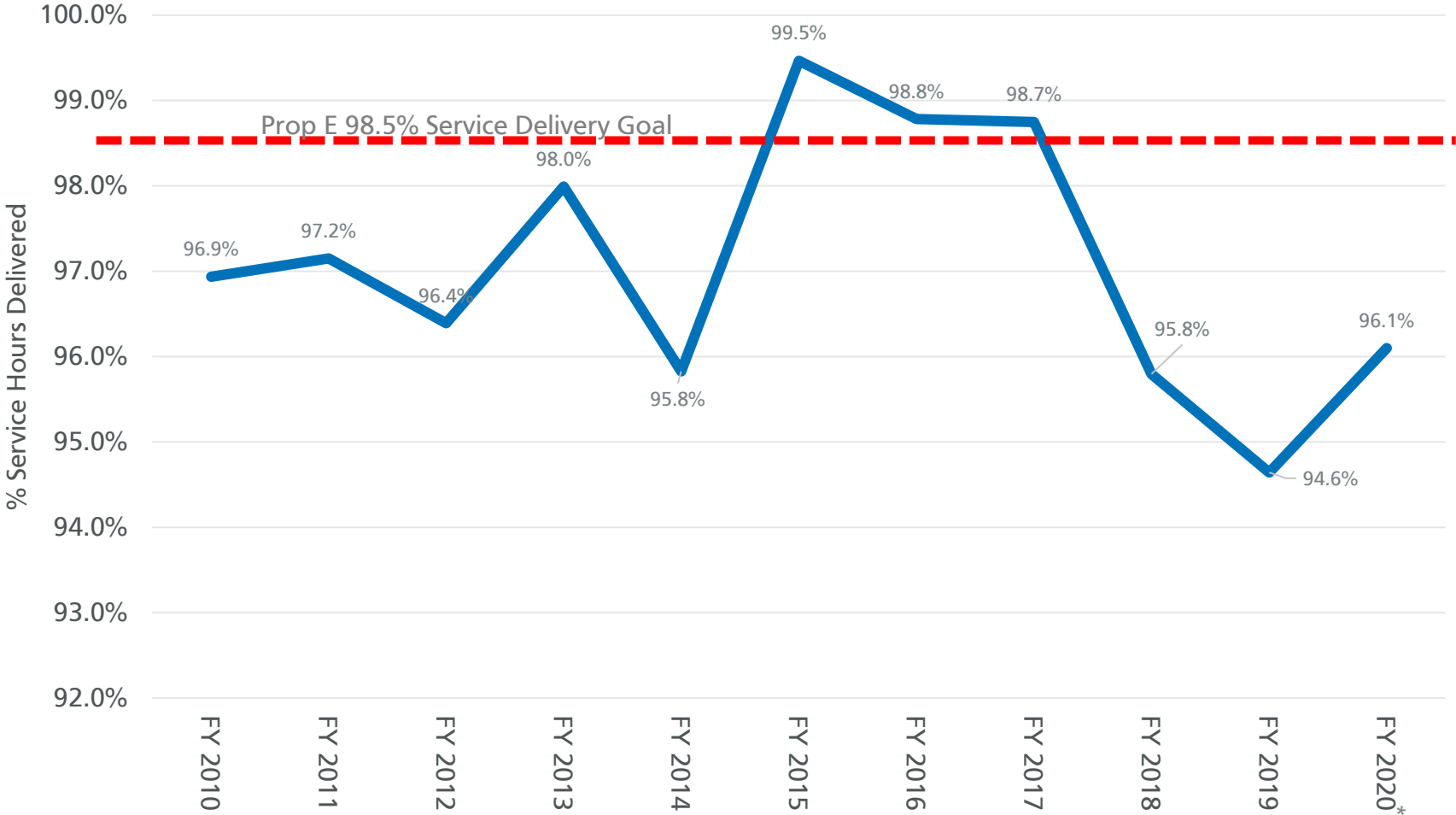
- Placeholder to address service gaps and crowding

Implementation

- Target implementation fall 2021



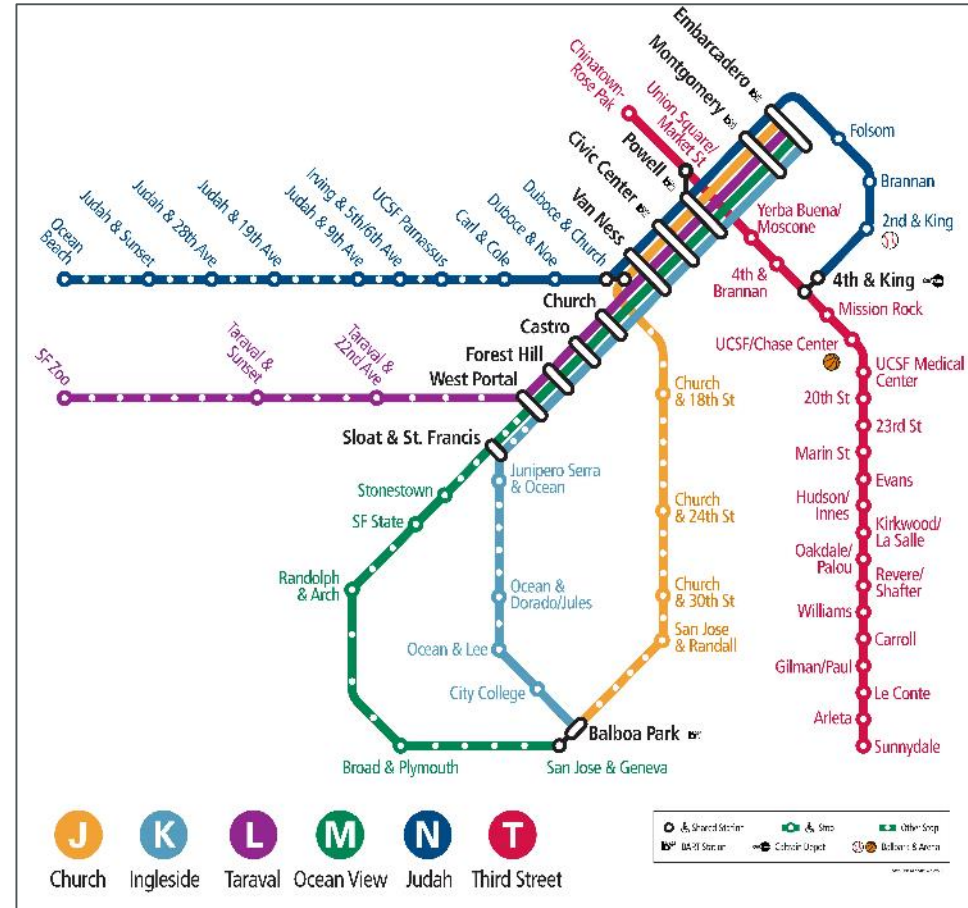
Service Impacted by Operator Shortage



* FY 20 Complete fiscal year not included. Service delivery calculated between 7/1/2019 and 12/20/2019

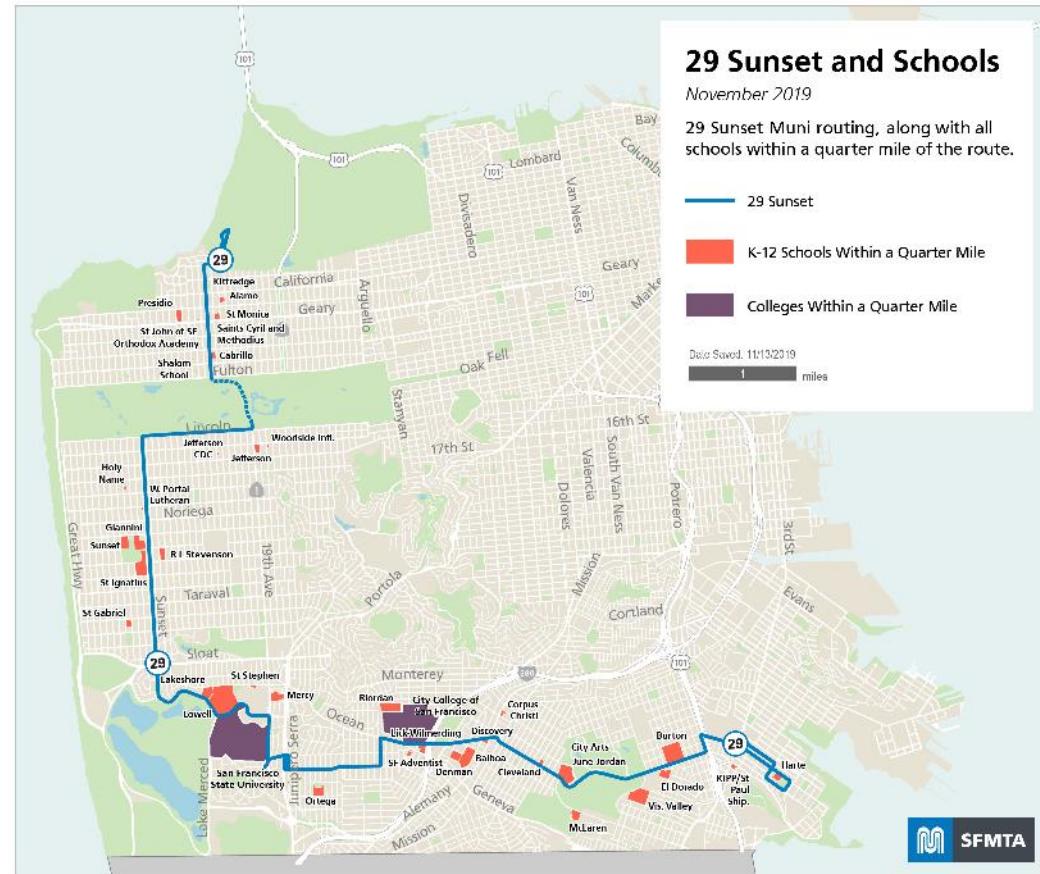
Central Subway

- Original service plan developed a decade ago
- Reviewing it through current service pattern and equity lens
- Looking for opportunities to concurrently improve Muni Metro subway service
- Service plan to be developed/vetted over next 6-9 months



29 Sunset: Route Characteristics

- Longest bus route in Muni system
- Connects many educational institutions, from elementary schools to college
- Very efficient route – consistent loads and ridership throughout day
- Customers complain of crowding and slow service



29 Sunset: Next Steps

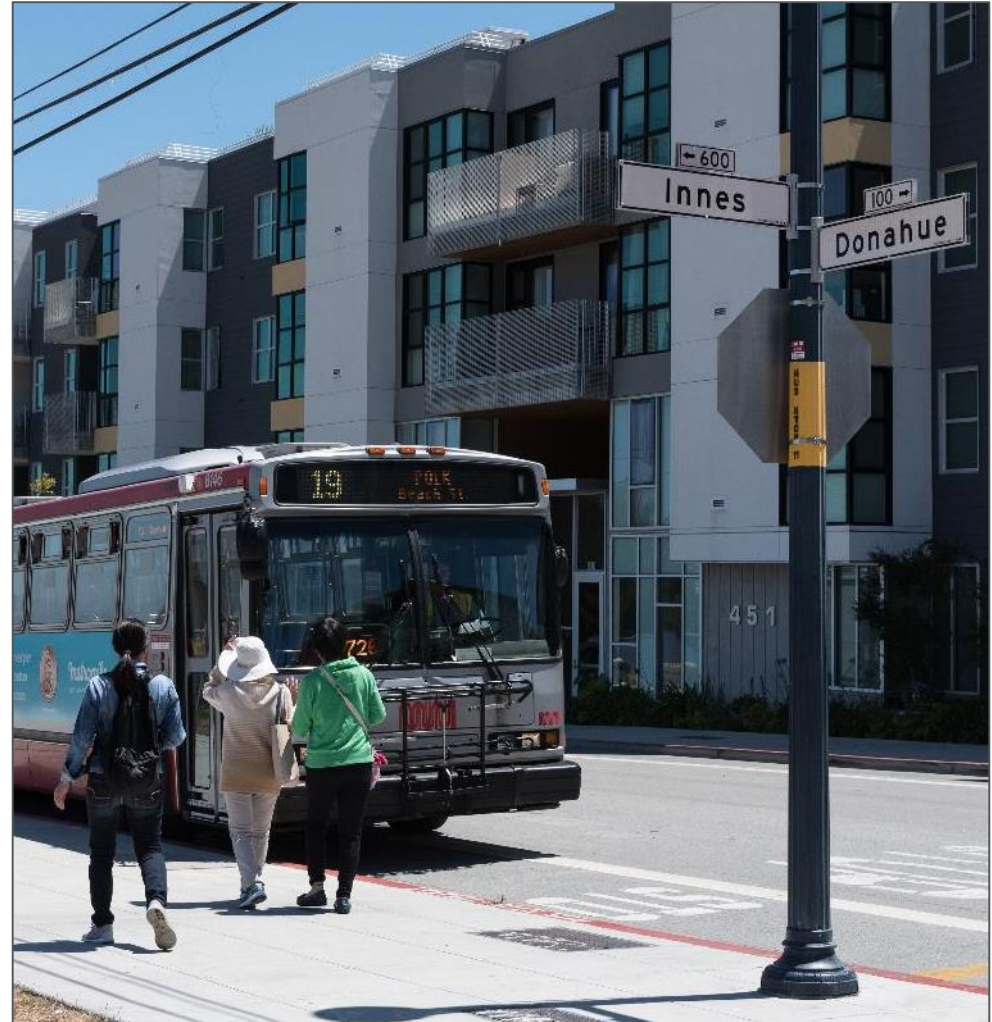
Planning began this fall for route improvements. Next steps include:

- Analyze trip patterns and identify opportunities to deliver reliable service and reduce travel times
- Conduct community outreach to understand and incorporate priorities
- Resources included in budget proposal
- Possible implementation in Fall 2021, contingent on new funding and Operator hiring



Bayview to Downtown Connection

- Bayview Community Based Transportation Planning stressed the need for T Third Improvements and new connections
- Transportation Authority initiating 15 Third bus study
- SFMTA planning community-based design process to restructure southeast neighborhood service in Spring 2020
- Possible implementation in Fall 2021, contingent on new funding and Operator hiring



Examples of Recent Improvements



MUNI SERVICE EQUITY STRATEGY REPORT

San Francisco Municipal Transportation Agency
Fiscal Year 2016-17 and 2017-18

April 2016



SFMTA
Municipal
Transportation
Agency

Improving reliability

- Installed red lanes, better bus stops and smarter traffic signals to improve bus reliability, safety and travel time for Routes 8 and 9/9R
- 27 Bryant reliability improvements

Reducing crowding and gaps

- Increased late night service on T Third
- Implemented bigger buses on 9R
- Added additional service on Route 29

Improving connectivity

- Extended owl to Fisherman's Wharf
- Eliminated switchbacks on T Third
- Extended 28R service to Balboa Park

In Progress: Transit as a Vehicle for Equity

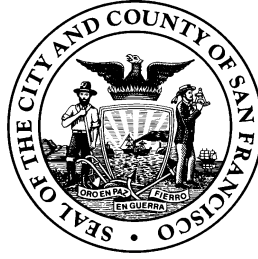
- Switch to 60ft buses on all 30 Stockton trips
- Fulton corridor improvements for 5/5R Fulton
- Capacity increase with bigger buses on 7 Haight-Noriega and Muni Forward project on Haight Street
- Continuing to incorporate Equity Metrics and an Equity Lens into regular service changes
- Frequency increases on the 29 Sunset and 44 O'Shaughnessy when operator availability allows
- Continuing to improve on Muni Service Equity Strategy process for greater impact



Thank you



BOARD of SUPERVISORS



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MEMORANDUM

TO: Kiely Hosmon, Director
Youth Commission
FROM: John Carroll, Assistant Clerk,
Government Audit and Oversight Committee
DATE: December 20, 2019
SUBJECT: REFERRAL FROM BOARD OF SUPERVISORS

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

File No. 190418

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

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

RESPONSE FROM YOUTH COMMISSION Date: _____

- No Comment
Recommendation Attached

Chairperson, Youth Commission

1 [Administrative Code - Navigation Centers for the Homeless]
2

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

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

24 Be it ordained by the People of the City and County of San Francisco:
25

1 Section 1. Environmental Findings.

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

7
8 Section 2. Findings.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

23 (2) Adequate showers and bathroom facilities;

24 (3) Adequate and secure storage for residents' personal property;
25

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

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

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

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

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

17 (9) Three meals per day;

18 (10) Access to laundry facilities;

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

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

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

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

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

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

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

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

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

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

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

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

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

5
6 **SEC. 106.3-1. REQUIREMENT TO OPEN NEW NAVIGATION CENTERS.**

7 **(a) Definitions.**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

1 Section 4. Article XII of Chapter 20 of the Administrative Code shall be amended by
2 revising Sections 20.300 and 20.301, to read as follows:
3

4 **SEC. 20.300. FINDINGS.**

5 The Board of Supervisors finds and declares the following:

6 (a) The City ~~and County of San Francisco~~ funds shelters, navigation centers, and
7 resource centers that serve homeless people; and

8 (b) There is a significant public interest in determining that the homeless shelters
9 and navigation centers that the City funds are safe and sanitary, that the shelters' and navigation
10 centers' policies and procedures are fair and meet the needs of the clients accessing shelter
11 and navigation center services; that operators receiving City funds are complying with their
12 contractual obligations to the City, and that shelter and navigation center clients benefit from the
13 expenditure of public funds; and

14 (c) The Mayor, the Board of Supervisors, the Local Homeless Coordinating Board,
15 any future advisory body created by the City ~~and County of San Francisco~~, and the public,
16 among others, need to be able to access accurate and comprehensive information regarding
17 shelters and navigation centers.
18

19 **SEC. 20.301. DEFINITIONS.**

20 For purposes of this Article XII only, the following terms have the following meanings:

21 "Navigation Center" shall mean a facility meeting the definition in Section 106.1 of Chapter
22 106 of this Code.

23 "Shelter" shall include shelters, navigation centers, and resource centers that have a
24 primary goal of serving homeless people and that are funded in whole or in part by the City.
25

1 Section 5. Effective Date. This ordinance shall become effective 30 days after
2 enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the
3 ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board
4 of Supervisors overrides the Mayor's veto of the ordinance.

5
6 Section 6. Scope of Ordinance. In enacting this ordinance, the Board of Supervisors
7 intends to amend only those words, phrases, paragraphs, subsections, sections, articles,
8 numbers, letters, punctuation marks, charts, diagrams, or any other constituent parts of the
9 Administrative Code that are explicitly shown in this ordinance as additions, deletions, Board
10 amendment additions, and Board amendment deletions in accordance with the "Note" that
11 appears under the official title of the ordinance.

12
13 Section 7. Undertaking for the General Welfare. In enacting and implementing this
14 ordinance, the City is assuming an undertaking only to promote the general welfare. It is not
15 assuming, nor is it imposing on its officers and employees, an obligation for breach of which it
16 is liable in money damages to any person who claims that such breach proximately caused
17 injury.

18
19 APPROVED AS TO FORM:
20 DENNIS J. HERRERA, City Attorney

21 By: 
22 ANNE PEARSON
Deputy City Attorney

23 n:\legana\as2019\1900514\01414054.docx
24
25

REVISED LEGISLATIVE DIGEST

(Substituted, 12/17/2019)

[Administrative Code - Navigation Centers for the Homeless]

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

Existing Law

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

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

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

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

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

Amendments to Current Law

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

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

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

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

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

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

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

Background Information

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

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

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

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

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