

Home by the Bay

An Equity-Driven Plan to Prevent and End Homelessness in San Francisco

2023 - 2028



City and County
of San Francisco



DEPARTMENT OF
HOMELESSNESS AND
SUPPORTIVE HOUSING

Acknowledgements

The Department of Homelessness and Supportive Housing (HSH) offers our many thanks and our deep appreciation for the 800+ people that contributed to the development of the *Home by the Bay* plan. Thank you to all who contributed your time and expertise to make this plan inclusive of a diversity of perspectives and reflect our alignment in purpose, making it a truly citywide strategic plan on homelessness in San Francisco.

HSH especially thanks:

- The 400+ people experiencing homelessness in San Francisco who contributed their experience and recommendations through participation in surveys, focus groups, interviews, and meetings to inform and shape this plan.
- Community-based service providers and community partners who provide most of the services and housing programs within the homelessness response system, and with particular gratitude to the foundational “frontline” staff of these organizations who shared their expertise in several ways while providing the interventions, without whom there would not be a homelessness response system.
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- The executive leadership teams and staff of several City departments who collaborated with HSH to develop priorities and align strategies that advance a coordinated citywide response to homelessness.
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- The broader public, including San Francisco residents and business owners, who contributed their ideas in town hall meetings.
- National and local experts and researchers in homelessness and racial equity.



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Further, HSH wishes to thank the following organizations and individuals for their active partnership and support for the development of the *Home by the Bay* plan:

ORGANIZATIONS

- Office of Mayor London N. Breed
- City and County of San Francisco Board of Supervisors
- Mayor’s Office on Disability
- Mayor’s Office of Housing and Community Development
- Mayor’s Office of Transgender Initiatives
- Office of the Controller
- Office of Economic and Workforce Development
- San Francisco Department of Public Health
- San Francisco Department of Emergency Management
- San Francisco Office of Racial Equity
- San Francisco Human Services Agency
- San Francisco Department of Children, Youth and Their Families
- San Francisco Department on the Status of Women
- San Francisco Adult Probation Department
- San Francisco Health Plan
- San Francisco Housing Authority
- San Francisco District Attorney’s Office
- San Francisco Public Defender’s Office
- San Francisco Sheriff’s Department
- San Francisco Unified School District
- Treasurer and Tax Collector’s Office, The Financial Justice Project
- All Home
- Tipping Point Community

COMMITTEES AND BOARDS

- San Francisco Local Homeless Coordinating Board (LHCB)
- LHCB Coordinated Entry Redesign Workgroup
- Our City, Our Home (OCOH) Oversight Committee
- BIPOC Providers Leadership Workgroup
- Homeless Emergency Service Providers Association (HESPA)
- San Francisco Supportive Housing Network
- 3rd Street Youth Center & Clinic
- Bayview Hunters Point Foundation
- Catholic Charities
- Compass Family Services
- Delivering Innovation in Supportive Housing
- Dolores Street Community Services
- Episcopal Community Services
- Homeless Prenatal Program
- HomeRise
- Hospitality House
- Larkin Street Youth Services
- St. James Infirmary/Taimon Booton Navigation Center
- Swords to Plowshares
- Tenderloin Neighborhood Development Corporation

The City gives very special thanks to the organizations represented on HSH’s **Strategic Framework Advisory Committee (SFAC)**, the leadership group of service providers who represent the components and diverse populations that comprise the homelessness response system and meet monthly to advise HSH on programs, policy, and strategic priorities. SFAC members met for over a year to guide and deeply inform the development of this Plan:

NATIONAL EXPERTS, CONSULTANTS, AND COMMUNITY LIAISONS

- Talent Poole
 - Community Engagement Liaisons: Aminah Elster, Deyna Loveless, Couper Orona, and Kezia "Zia" Martinis
- Matthew Doherty Consulting
- Focus Strategies



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San Francisco is a city known for its innovation, resilience, and compassion. Today, we stand united in our resolve to address the greatest humanitarian crisis and social challenge facing society today – homelessness. This is an American crisis that is playing out in cities across the country, and most significantly all along the West Coast. Homelessness in San Francisco is unacceptable. It requires a citywide effort spanning the public, nonprofit, and private sectors and partnerships at all levels of government.

We must act swiftly and decisively together to help the thousands of adults, families, and youth who are struggling without housing. We need to build on what works and hold ourselves accountable to ensure our efforts are making a difference and that our investments are making an impact. We need to do everything we can to support those who are struggling with homelessness. And we need to be responsive to those in our city who see the impacts in our neighborhoods every day and are calling for action.

Today, our collective efforts keep 15,000 people sheltered and housed every night. We are proud that our homelessness response system provides shelter and supports to thousands of people experiencing homelessness each year and keeps countless others from entering the system through prevention measures and safety net programs. We are grateful to our nonprofit partners who work tirelessly to help people still living on our streets and for the state and federal resources that we do receive.

But our job is not done. We must do more. While tens of thousands of people are no longer unhoused due to their determination and our collective efforts, thousands more continue to suffer. This need requires more from the City, more from our non-profit partners, and more from the state and federal government.

Today, we launch *Home by the Bay*, our citywide five-year Strategic Plan. The Plan is founded on a commitment to work towards achieving racial equity and housing justice and ending homelessness so that everyone in our community has the housing, support, and opportunities they need to thrive.

The Strategic Plan’s vision is built upon the three core values of equity, quality, and innovation. This plan outlines mission-critical goals for the next five years, driving towards bold accomplishments and a transformational and cultural shift in how we work collectively. Building on measurable achievements of the last five years, including a recent 15% reduction in unsheltered homelessness, the plan affirms our commitment to prevention, shelter, affordable housing, and services that end homelessness and treat people with the dignity they deserve. Because racism is woven into the structure of the systems that have produced housing instability and homelessness, racial equity is the common thread in every solution. The Strategic Plan sets the foundation for us to hold ourselves accountable for impact.

As a city, we are ending homelessness for people every day. We know what works. Success is within reach, but it will require that multiple city departments align their efforts, embrace accountability, empower our community partners, and work in partnership with people experiencing homelessness. It will require partnership from public and private funders, non-profit providers, advocates, community groups, volunteers, the business community, and elected officials at all levels of government.

Every San Franciscan has a role to play. Now is the time to act. Please join us in reaching the bold goals of this plan over the next five years.



London Breed

Mayor London Breed
Mayor of the
City and County of San Francisco



Shireen McSpadden

Shireen McSpadden
Executive Director of the Department
of Homelessness and Supportive Housing



PART I: Executive Summary



Vision

The City and County of San Francisco is committed to advancing racial equity and housing justice in our community, ensuring that no one experiences homelessness and that everyone has the housing, supports, community, and opportunities they need to thrive.

We envision a more just future that ensures housing stability for all people in San Francisco. Achieving this bold vision of the future of our community requires us to lead with racial equity for people experiencing homelessness to ensure that those who continue to be systematically impacted by racism and those whose health and lives are threatened by being unsheltered are at the center of all solutions.

This vision acknowledges that homelessness is primarily caused by structural factors. The decades of policy decisions that have resulted in a severe lack of affordable housing, skyrocketing housing costs, and stagnant wages are causing an increasing number of people to experience homelessness. There are also deep racial inequities in who experiences homelessness in San Francisco due to a long history of structural racism and inequitable treatment that has blocked access to housing and other wealth-building domains for communities of color. Our work must redress these racial inequities in access to housing and center the communities that are most marginalized so we may create a more just society.

This vision embraces that how we work together in community with each other is as important as doing the work itself. In order to heal and to strengthen our collective response to homelessness, we must acknowledge the aspects of our collective culture - privilege, power, race, inequality - that have caused past harm, and intentionally focus on the increased inclusion and well-being of people who have been excluded. We must create an environment where abundant resources and transformational, innovative change are possible.

This vision requires the City and County of San Francisco (the City) to recognize that cooperation and strength will build through trust in the collective wisdom of community and people with lived expertise and experience of homelessness. We must fully embrace strategic collaboration and the importance of relational work in how we address homelessness and housing insecurity, as well as require the commitment of all partners to work together across traditional divides, collaborate in new ways, and redress long-standing challenges and obstacles.

Success depends upon the City engaging in trusting partnerships, building the strength of non-profit and faith-based organizations active within our community, and supporting their provision of equitable, coordinated, innovative, and high-quality services and housing options for people experiencing or at risk of homelessness. Success also depends on the commitment and collaboration of public and private partners to align on strategy and make new investments in housing and services solutions at the scale needed.

The Home by the Bay Plan and the Plan's 5 Goals

To drive progress toward this vision, the Department of Homelessness and Supportive Housing (HSH) has led the development of the *Home by the Bay* plan (the Plan) and is charged with leading its implementation from July 2023 through June 2028. The *Home by the Bay* plan strategically aligns the roles and activities of City departments and offices in collaboration with community service providers that respond to homelessness to enhance coordination and collaboration and increase impact in pursuit of the Plan's vision on racial equity and shared citywide goals.

Home by the Bay sets the following Goals to be achieved by June 2028:



GOAL #1

Decreasing Homelessness: Reduce the number of people who are *unsheltered* by 50% and reduce the *total* number of people experiencing homelessness by 15%.



GOAL #2

Reducing Racial Inequities and Other Disparities: Demonstrate measurable reductions in racial inequities and other disparities in the experience of homelessness and the outcomes of City programs for preventing and ending homelessness.¹



GOAL #3

Increasing Number of People Exiting Homelessness: Actively support at least 30,000 people to move from homelessness into permanent housing.



GOAL #4

Supporting People to Succeed in Housing: Ensure that at least 85% of people who exit homelessness do not experience it again.



GOAL #5

Preventing Homelessness: Provide prevention services to at least 18,000 people at risk of losing their housing and becoming homeless.

To achieve these Goals, the City will:

Expand housing and services options within the homelessness response system and Strengthen operations and outcomes across the entire system.

¹ While specific reduction targets for Goal #2 are not being set at the time of the issuance of this Plan, through partnership and collaborative decision-making with impacted communities, the City will establish baseline data by January 2024 and may set targets for specific reductions in inequities in future years, beginning in FY 24-25.

Expanding the Homelessness Response System

The *Home by the Bay* plan's Goals were developed through comprehensive system modeling analyses and projections. This system modeling used local data both to assess what the current homelessness response system is accomplishing *and* to project impacts on the number of people experiencing homelessness in San Francisco, if additional resources and programs are added to the system and if other changes and improvements are made.

To achieve the Plan's Goals, the City must expand the homelessness response system with the following additional interventions between July 2023 and June 2028.

|  Prevention Services |  Shelter Beds |  Permanent Housing |
|---|--|---|
| Prevention services for 4,300 additional households | 1,075 new shelter beds | 3,250 new units of permanent housing |

System modeling has also made it possible to project the costs of expanding the homelessness response system with these additional resources and services. The City estimates that this expansion will require:

- More than \$607 million in additional funding during the five-year timeframe of this Plan; and
- More than \$217 million in additional funding annually, thereafter, increasing with inflation over time, to sustain the new investments

These financial resources are not yet secured. Marshalling resources at this scale will require:

- Increased and ongoing funding commitments at the local level
- Aggressive advocacy for and leveraging of new state and federal funding
- Strategic and coordinated philanthropic investment
- Accountability to ensure that all dollars are effectively deployed to achieve the desired outcomes

Strengthening Operations and Outcomes

The City will also implement a comprehensive array of activities to strengthen operations and outcomes across every element of the homelessness response system, leading with a focus on racial equity and housing justice, across five strategic Action Areas:

| Action Area | Focus of Activities |
|---|--|
| <p>Advancing Racial Equity and Housing Justice</p> | <ul style="list-style-type: none"> • Equity- and justice- focused data and analyses • Collaborative partnerships and decision-making • Internal and external equity-focused capacity-building and nonprofit sustainability activities • Empowering the leadership of impacted communities and people with lived expertise |
| <p>Enhancing System Performance and Capacity</p> | <ul style="list-style-type: none"> • Building and supporting nonprofit provider capacity and sustainability • Enhancing performance management and accountability • Implementing a redesigned Coordinated Entry system • Strengthening the quality, diversity, and utilization of data • Improving alignment of citywide strategies and resources |
| <p>Strengthening Response to Unsheltered Homelessness</p> | <ul style="list-style-type: none"> • Adding 1,075 new shelter beds • Embedding expanded services and resources within outreach efforts, crisis interventions, shelters, and transitional housing • Addressing the health, behavioral health, and services needs of people who are unsheltered • Connecting people who are unsheltered directly to permanent housing • Addressing community impacts and neighborhood concerns |
| <p>Increasing Successful and Stable Entries into Permanent Housing</p> | <ul style="list-style-type: none"> • Adding 3,250 new units of permanent housing in the homelessness response system, including site-based and scattered-site permanent supportive housing, rapid re-housing, and shallow subsidies • Improving access to a full array of permanent housing options, including housing outside the homelessness response system • Enhancing services to better support people’s housing stability • Implementing new models to address people’s complex care needs • Expanding efforts to support people to move from permanent supportive housing to other housing they can afford |
| <p>Preventing People from Experiencing Homelessness</p> | <ul style="list-style-type: none"> • Expanding prevention services to serve 4,300 additional households • Strengthening current homelessness prevention and eviction prevention strategies and targeting • Enhancing housing problem solving services for people at the very cusp of homelessness • Creating an expanded supply of affordable housing units that can prevent households from experiencing housing instability and crises • Developing upstream prevention strategies that better prevent people from experiencing housing crises and risks of homelessness |

For each of these Action Areas, the *Home by the Bay* plan further identifies:

- The **Goals** that will be most impacted by efforts within the Action Area.
- Relevant input and **recommendations provided by people with lived expertise and experiences of homelessness.**
- **Objectives** that express the intended improvements, changes, and impacts that City departments and offices and service providers will be pursuing through their collaborative efforts within the Action Area.
- **Prioritized Strategies and Activities**, representing specific actions and efforts that are already underway or are being planned for the early stages of the implementation of this Plan.
- **Future Areas of Focus**, representing actions and efforts, or **innovations**, that are expected to receive greater emphasis from City departments and offices in future stages of the implementation of this Plan and which may be further refined or adjusted over the course of the implementation of this Plan.



Core Values

The City will place an emphasis on the following core values throughout the implementation of every element of the *Home by the Bay* plan.

Equity and Justice

Advancing racial equity and housing justice for all San Franciscans will be the leading focus within our community's efforts to prevent and end homelessness.

Quality

Continuously strengthening and improving the homelessness response system and centering people's experience of it will be valued, so that people receive the help they need when they need it to prevent or end their experience of homelessness.

Innovation

Creativity and innovation will be encouraged and supported within the growth of the homelessness response system, and new models and practices will be assessed to determine their impact and to identify opportunities for replication and expansion.

Next Steps

The City will also take next steps critical to the long-term success of the Plan, including:

- Community and stakeholder education regarding the *Home by the Bay* plan and its Goals and strategies
- Development of an initial annual implementation plan
- Development of a detailed performance measurement plan
- Determining baseline data and establishing numerical targets to reverse racial inequities and other disparities related to sexual orientation and gender
- Performing regular reporting, centering the experiences of people who are most impacted by homelessness
- Refining the Plan over the course of its implementation



PART II:

The Home by the Bay **Strategic Plan**

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Vision and Values Driving this Plan

Advancing Racial Equity and Housing Justice and Ending Homelessness

The City and County of San Francisco is committed to advancing racial equity and housing justice in our community, ensuring that no one experiences homelessness and that everyone has the housing, supports, community, and opportunities they need to thrive.

To drive progress toward this vision, the Department of Homelessness and Supportive Housing (HSH) has led the development of the *Home by the Bay* plan (the Plan) and is charged with leading its implementation from July 2023 through June 2028. The *Home by the Bay* plan strategically aligns the roles and activities of City departments and offices to enhance coordination and collaboration and increase impact in pursuit of the Plan's vision on racial equity and shared goals.

We envision a more just future that ensures housing stability for all people in San Francisco. Achieving this bold vision for our community requires us to lead with racial equity to ensure that those who continue to be systematically impacted by racism and those whose health and lives are threatened by being unsheltered are at the center of all solutions. This vision acknowledges that homelessness is primarily caused by structural factors. The decades of policy decisions that have resulted in a severe lack of affordable housing, skyrocketing housing costs, and stagnant wages are causing an increasing number of people to experience homelessness.

There are also deep racial inequities in who experiences homelessness in San Francisco due to a long history of structural racism and inequitable treatment that has blocked access to housing and other wealth-building domains for communities of color. Our work must redress these racial inequities in access to housing and center the communities that are most marginalized so we may create a more just society. This vision embraces that how we work together as a community is as important as doing the work itself. In order to heal and strengthen our collective response to homelessness, we must acknowledge the aspects of our collective culture - privilege, power, race, inequality - that have caused past harm, and intentionally focus on the increased inclusion and well-being of people who have been excluded. We must create an environment where abundant resources and transformational, innovative change are possible.

Many City departments and offices have critical roles to play, and their responsibilities and activities are reflected throughout this Plan. Success depends upon the City engaging in trusting partnerships, building the strength of non-profit and faith-based organizations active within our community, and supporting their provision of equitable, coordinated, compassionate, and highquality services and equitable housing options for people experiencing or at risk of homelessness. Success also depends on the commitment and collaboration of private philanthropy, on the state and federal governments' alignment on strategy, and on public and private investments into the scale of housing and services solutions needed.

Achieving this vision for our community is essential, especially for people who continue to be harmed by structural racism and system inequities and for people whose health and lives are threatened by being unsheltered.

Core Values

The City will place an emphasis on the following core values throughout the implementation of every element of the *Home by the Bay* plan.

Equity and Justice

Advancing racial equity and housing justice for all San Franciscans will be the leading focus within our community's efforts to prevent and end homelessness.

Quality

Continuously strengthening and improving the homelessness response system and centering people's experience of it will be valued, so that people receive the help they need when they need it to prevent or end their experience of homelessness.

Innovation

Creativity and innovation will be encouraged and supported within the growth of the homelessness response system, and new models and practices will be assessed to determine their impact and to identify opportunities for replication and expansion.

Guiding Principles

In implementing this Plan and leading and strengthening San Francisco's homelessness response system, the City will also embrace the following guiding principles, which build upon principles within the original Strategic Framework.

Leadership and Guidance from People with Lived Expertise: Planning and decision making within the homelessness response system will be deeply informed and guided by the expertise, recommendations, and leadership of people with lived experiences of homelessness. We will consistently seek the meaningful involvement and input of those most inequitably impacted by homelessness to decide what goals to set, what strategies to adopt, and how to work in coalition.

Housing First and Housing-Focused: The homelessness response system, and all its components and programs, will use Housing First, low-barrier approaches to end homelessness for each household as quickly as possible. We will incorporate best practices that support housing-focused outcomes, such as strengths-based interviewing, trauma-informed care, and harm reduction, throughout the system.

People-Centered and Strengths-Based: People experiencing housing crises and homelessness will be empowered to drive their own solutions, supported by policies, programs, and services that are responsive to their needs and goals. People will be equipped with a clear understanding of how to access services and housing, what to expect, and what options are available, within a system that is easy to navigate and find help. Client choice, strengths, personal networks, and appreciation for people's cultures and values will be essential parts of supporting people to find the right solution.

Intentionality in Crisis: Each household's homelessness will be treated as the emergency that it is, and the system will respond accordingly, working with both intentionality and determination to support people to find the housing and services solutions quickly.

Courage: Change is always difficult and can be seen as threatening and unsettling, but we'll demonstrate the courage needed to embrace and pursue change and progress.

Compassion: The system and programs within it must recognize the dignity of all people experiencing homelessness and treat every person with care and respect. We must put our compassion into action by driving progress toward, and ultimately achieving, racial equity and housing justice.

Collaborative Relationships and Shared Decision Making: Priorities, planning, policies, design of models, change processes, and other system-level decision making will be deeply informed through collaborative community and city relationships and partnerships as well as through coordinated approaches. We will work with directly affected individuals, historically excluded communities, housing and services providers, and staff serving in front-line roles to build trusting relationships, based on mutual respect and dignity, through which we can identify and pursue shared goals.

Respectful and Inclusive: Services will be delivered in a respectful, appropriate manner. People have access to inclusive, culturally responsive and culturally specific options and supports.

Data-Driven: The system and all providers will use data to best serve each household, assess the equity of outcomes of programs, evaluate impact, inform changes, and guide investments to ensure we achieve the maximum impact possible.

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

Targeted and Tailored: The system will connect people to individualized levels and types of assistance to end their homelessness. The City will focus on making the most equitable use of its resources by tailoring the approaches to be responsive to people's unique needs and goals.

Common Sense: With approaches grounded in common sense, we will apply clear and transparent measures and listen to lived experience when assessing our progress. These assessments will help identify what we need to do better and when new strategies and actions are needed to achieve different outcomes.

Driving Progress Toward Equity and Justice

The Plan's vision of equity and justice recognizes that how we work together in community determines our success. Within its collaborative partnerships, the City will strive to:

- Acknowledge, improve, and heal the aspects of our collective work and culture that have caused past harm.
- Intentionally focus on the increased inclusion and well-being of communities of color and those who have been systematically excluded and unable to access help, to make way for a more resourced environment where transformational, innovative change is possible.
- Increase permanent housing options for populations overrepresented or underserved among people experiencing homelessness, including populations for whom the homelessness response system does not currently achieve equitable permanent housing placement and other service outcomes.
- Prevent loss of housing among populations who are overrepresented among people experiencing homelessness, including populations for whom the homelessness response system does not currently achieve equitable permanent housing stability outcomes.
- Implement housing stability and prevention strategies across a wide range of systems of care that contribute to racial inequities and other disparities in homelessness.

In the delivery of all programs and services, it will be essential to:

- Assess whether every process, policy, and engagement is furthering racial equity or hindering its progress.
- Be guided by the expertise, decisions, recommendations, and leadership of people with lived experiences of homelessness, particularly from communities of color with the greatest racial disparities.
- Ensure that outreach and marketing efforts and prevention resources are effectively reaching neighborhoods and communities - including Black, Indigenous, Latine, immigrant, transgender and gender non-conforming, and LGBTQIA+ communities - with highest rates of homelessness and that are experiencing the greatest risks, needs and/or barriers to assistance.
- Partner with residents, organizations, and faith groups from impacted communities and neighborhoods, and with people currently experiencing and exiting homelessness, to design and implement programming.

In the pursuit of the *Home by the Bay* plan's Goals, the City will bring tailored focus on reaching, serving, and reducing homelessness among inequitably impacted communities and populations:

- Black and Indigenous people, who have long been overrepresented among people experiencing homelessness in San Francisco
- Latine people, whose overrepresentation among people experiencing homelessness has been increasing
- People who are transgender, non-binary, or otherwise gender non-conforming
- People who are LGBTQIA+, with a particular focus on youth
- People with disabilities, including but not limited to people who meet the definition of chronic homelessness
- Immigrant communities, who face significant barriers to seeking and receiving assistance
- Older adults, whose representation among people experiencing homelessness is increasing
- Women, who face higher risks of sexual assault and other forms of violence than men

Building upon our Investments and Successes

The City's current investments into programs for preventing and ending homelessness are implemented through the departments and offices represented within this Plan, and most especially through the Department of Homelessness and Supportive Housing (HSH), whose budget totaled approximately \$672 million in Fiscal Year (FY) 2021-22. The vast majority (82%) of HSH's funding supports nearly 2,800 units of shelter that keep people off the streets every night and more than 14,000 units of permanent housing that are home to people who are no longer experiencing homelessness in our community.

Other City departments invest many additional millions of dollars into physical and behavioral health services for people experiencing homelessness, in affordable housing and eviction prevention assistance that helps prevent new people from becoming homeless, in public benefits that help people pay rent, and in street outreach teams that help maintain safe and healthy streets.

These investments are yielding positive results. In July 2020, Mayor London Breed announced a two-year Homelessness Recovery Plan to help the City create more housing and shelter for people experiencing homelessness, as part of San Francisco's COVID-19 pandemic response and recovery. Major goals of the Homelessness Recovery Plan have now been achieved, alongside other accomplishments:

- The City **added more than 2,900 new permanent supportive housing units to our portfolio during the Homelessness Recovery Plan period**, nearly doubling our goal of purchasing or leasing 1,500 new units.
- HSH placed more than **2,300 formerly homeless households into permanent housing** in FY 2021-22.
- **More than 1,800 individuals temporarily placed into Shelter-in-Place (SIP) Hotels during the pandemic were permanently rehoused** by the end of February 2023.
- In FY 2021-22, the City **provided more than 5,500 emergency rental assistance payments to low-income households at risk of housing loss and homelessness**, often as a result of COVID-related disruptions to income.
- After reducing occupancy across the shelter system by approximately half during the pandemic to reduce disease transmission, **the City has now safely reinflated and expanded its shelter system, which now has greater capacity than it did pre-COVID.**

While we have not solved homelessness at a systemic level, we are solving it every day for individual people. Yet far more remains to be done. Efforts to enhance the efficiency and effectiveness of existing services can help, but we need significant additional investments to enhance the quality of current services and to further scale up shelter, housing, and prevention programs.

The Goals set in this Plan were developed with the help of system modeling activities. System modeling uses local data to understand what the current homelessness response system is accomplishing and to estimate how the number of people experiencing homelessness in San Francisco might increase or decrease as changes are made to the system. (See *System Modeling Summary* in Part III of this document for more information.)

Such modeling also makes it possible to project the cost of additional investments into shelter, housing, and prevention services that are needed to achieve desired outcomes.



In order to build on our accomplishments to date and achieve the five top-line Goals of this Plan by 2028, the system modeling performed for the planning process projects that the City will need to add 1,075 new shelter beds, add 3,250 new units of permanent housing, and expand prevention services to 4,300 additional households.

These additional investments to expand and maintain the system are projected to cost more than \$607 million during the five-year timeframe of this Plan, and more than \$217 million annually, thereafter, to sustain the new investments.

These financial resources are not yet secured. Marshalling resources at this scale will require increased and ongoing funding commitments at the local level, aggressive advocacy for and leveraging of new state and federal funding, strategic and coordinated philanthropic investment, and accountability to ensure that all dollars are effectively deployed to achieve the desired outcomes.

Development of this Plan

The development of the *Home by the Bay* plan was deeply informed by:

- **Active community engagement and stakeholder input processes, implemented in partnership with people with lived expertise of homelessness, including:** the recruitment and leadership of Community Liaisons with lived expertise to design and implement engagement activities; surveys and focus groups with people with lived experiences; input sessions with provider organizations, community leaders and stakeholders representing neighborhood groups, merchant associations, the business community, and the general public; and facilitated planning discussions with the HSH Strategic Framework Advisory Committee, the Local Homeless Coordinating Board, the Our City, Our Home Oversight Committee, and other entities.
- **System modeling to help determine how much of which kinds of housing and services interventions are needed to make an impact on homelessness in San Francisco,** including developing a baseline model using the best available data regarding needs, pathways, and scale of current investments and interventions and projecting impacts of different investments or other policy and practice changes, and to inform goal- and target-setting for this Plan.
- **Review and consideration of many other relevant existing plans and reports,** to identify issues, strategies, and activities that have already been prioritized and are being implemented within the community.
- **Cross-departmental coordination and planning,** to identify priorities and objectives, and to develop and align strategies and activities, to ensure that the strategic plan truly represents a City-wide plan.

For more detailed information,
see the **Development of this Plan, the Community Voice Matters,**
and the **System Modeling Summary** sections in Part III of this Plan.



THE PLAN'S FIVE GOALS

In the implementation of this strategic plan from July 2023 through June 2028, the City will strive toward the achievement of five Goals:



GOAL #1

Decreasing Homelessness: Reduce the number of people who are *unsheltered* by 50% and reduce the *total* number of people experiencing homelessness by 15%.



GOAL #2

Reducing Racial Inequities and Other Disparities: Demonstrate measurable reductions in racial inequities and other disparities in the experience of homelessness and the outcomes of City programs for preventing and ending homelessness.²



GOAL #3

Increasing Number of People Exiting Homelessness: Actively support at least 30,000 people to move from homelessness into permanent housing.



GOAL #4

Supporting People to Succeed in Housing: Ensure that at least 85% of people who exit homelessness do not experience it again.



GOAL #5

Preventing Homelessness: Provide prevention services to at least 18,000 people at risk of losing their housing and becoming homeless.

The City is setting these ambitious Goals in order to build upon our momentum and to express our commitment to making the bold changes needed to drive progress toward ending homelessness and realizing racial equity and housing justice in our community.

The financial resources necessary to achieve these Goals are not yet secured. It is our hope that the act of setting aspirational Goals will galvanize our local officials, our state and federal partners, and our private funders to redouble their efforts to create the housing and services programs we need to succeed.

We have established these Goals through system modeling activities implemented within our planning process and, based upon that modeling, we currently estimate that achieving these goals will require more than \$607 million in additional funding over the five years of the Plan's implementation and then over \$217 million annually thereafter (to be adjusted for inflation in future years) to sustain the additional housing and services programs needed.

² Specific reduction targets for Goal #2 have not been set at the time of the issuance of this Plan. Through partnership and collaborative decision making with impacted communities, the City will establish baseline data by January 2024 and may set targets for specific reductions in inequities in future years, beginning in FY 2024-25.

Measurement and Reporting Plans

For each of the Plan's five Goals, more detailed information is provided in the *Measuring Achievement of the Plan's Goals* section in Part III of this Plan, including descriptions of the performance measurement plans that will be implemented to assess progress and achievement of each Goal.

The Plan's Action Areas, documented in detail in the next section, include Strategies and Activities that will drive progress toward the achievement of these Goals. The Goals that each Action Area will impact the most are identified.

Further, the City will develop and publish a comprehensive Performance Measurement Plan to be implemented alongside this Strategic Plan, including a comprehensive list of data and measures that will be tracked to assess the impact of the Plan and to inform revised strategies and activities. Data for the Performance Measurement Plan will be drawn from the City's **ONE System** and other relevant City data systems and information sources.

The City will prepare and publish annual progress reports after the end of each Fiscal Year covered by this Plan, documenting the implementation of this Plan, progress toward achievement of the Plan's goals, and other performance measurement findings. The findings from these performance measurement and reporting processes will be used to refine the implementation of this Plan and the strengthening of its Strategies and Activities.

The ONE System

The ONE System, managed by HSH, is San Francisco's Homeless Management Information System required by the U.S. Department of Housing and Urban Development. In recent years, HSH and providers across the homelessness response system have been working hard to improve the quality of the data, the number and range of programs whose data are captured, and the capacity to use data within the ONE System to strengthen program operations. Data from this system will play critical roles in assessing progress and determining if this Plan's Goals have been achieved.

Subpopulations of Special Focus

In the implementation of this Plan and the pursuit of these Goals, the City will innovate and tailor strategies and track relevant outcomes and progress in responding to the needs of different populations, including:

- | | |
|--|---|
| Veterans | Transgender and Gender Non-Conforming People |
| Youth and Young Adults | People with Behavioral Health Care Needs |
| Families with Children | People with Disabilities |
| Survivors | People Experiencing Chronic Homelessness |
| Older Adults | Immigrant Communities |
| People who are Justice-Involved | |

See the *Innovating and Tailoring Strategies for Different Populations* section in Part III of this Plan for spotlight examples of existing strategies and innovations focused on many of these specific populations.

Significant Challenges that May Impede Progress

The City is setting these bold and ambitious goals fully recognizing that we, and our state and federal partners, will need to do more to secure the financial resources necessary to create the housing and services programs that we need to succeed. As we implement this Plan and pursue these goals, we are also clear-eyed about the many other systemic forces, challenges, and obstacles that must be addressed and that may impede progress and the achievement of the goals, including:

- Ongoing impacts of systemic racism and of past and current public policies rooted in white supremacy.
- Lack of trust, shared decision making, and transparent partnerships.
- Racism and other forms of discrimination that prevent people from securing and sustaining housing, that create inequities in losses of housing, and that also impact whether and how people seek assistance prior to loss of housing.
- Lack of adequate representation of people with lived expertise of homelessness and of people from marginalized communities in leadership roles among public and private partners within the homelessness response system.
- Inadequate representation of housing and services providers deeply connected to the most highly impacted neighborhoods and to marginalized communities among providers currently engaged in the homelessness response system.
- Pervasive narrative that scarcity of resources is inevitable and that status quo is acceptable.
- Federal, state, and local budget constraints and reduced availability of funding impacting the scale of investments into housing and services solutions needed.
- High costs and limited supplies of affordable housing in San Francisco, which both create risks for homelessness for many households and make it harder for people to exit homelessness.
- Economic factors that can destabilize people who have exited homelessness and create increased risks of homelessness throughout the community.
- Challenges with community support and timelines for siting and developing shelter, other forms of temporary accommodations, and affordable and permanent supportive housing units.
- Capacity of City departments and non-profit partners to implement programming at pace and scale needed, including significant staffing challenges across the homelessness response system as in many sectors within our economy.
- Capacity for providing adequate levels of services for people who face the most complex challenges, including some people with serious and persistent mental health and/or substance use issues.
- Limited research and evidence regarding the most effective homelessness prevention strategies, how to identify and reach households who are most at risk of losing their housing and of becoming homeless, and how to ensure that households at risk of homelessness know where to turn for assistance.

**To achieve these Goals, the City will:
Expand housing and services options within the
homelessness response system and
Strengthen operations and outcomes across the entire
system.**

Expanding the Homelessness Response System

The *Home by the Bay* plan’s Goals were developed through comprehensive system modeling analyses and projections. This system modeling used local data both to assess what the current homelessness response system is accomplishing *and* to project impacts on the number of people experiencing homelessness in San Francisco, if additional resources and programs are added to the system and if other changes and improvements are made.

To achieve the Plan’s Goals, the City must expand the homelessness response system with the following additional interventions between July 2023 and June 2028.

|  Prevention Services |  Shelter Beds |  Permanent Housing |
|---|--|---|
| Prevention services for 4,300 additional households | 1,075 new shelter beds | 3,250 new units of permanent housing |

System modeling has also made it possible to project the costs of expanding the homelessness response system with these additional resources and services. The City estimates that this expansion will require:

- More than \$607 million in additional funding during the five-year timeframe of this Plan; and
- More than \$217 million in additional funding annually, thereafter, increasing with inflation over time, to sustain the new investments

These financial resources are not yet secured. Marshalling resources at this scale will require:

- Increased and ongoing funding commitments at the local level
- Aggressive advocacy for and leveraging of new state and federal funding
- Strategic and coordinated philanthropic investment
- Accountability to ensure that all dollars are effectively deployed to achieve the desired outcomes

Strengthening Operations and Outcomes

The City will also implement a comprehensive array of activities to strengthen operations and outcomes across every element of the homelessness response system, leading with a focus on racial equity and housing justice, across five strategic Action Areas:

| Action Area | Focus of Activities |
|--|--|
| Advancing Racial Equity and Housing Justice | <ul style="list-style-type: none"> • Equity- and justice- focused data and analyses • Collaborative partnerships and decision-making • Internal and external equity-focused capacity-building and nonprofit sustainability activities • Empowering the leadership of impacted communities and people with lived expertise |
| Enhancing System Performance and Capacity | <ul style="list-style-type: none"> • Building and supporting nonprofit provider capacity and sustainability • Enhancing performance management and accountability • Implementing a redesigned Coordinated Entry system • Strengthening the quality, diversity, and utilization of data • Improving alignment of citywide strategies and resources |
| Strengthening Response to Unsheltered Homelessness | <ul style="list-style-type: none"> • Adding 1,075 new shelter beds • Embedding expanded services and resources within outreach efforts, crisis interventions, shelters, and transitional housing • Addressing the health, behavioral health, and services needs of people who are unsheltered • Connecting people who are unsheltered directly to permanent housing • Addressing community impacts and neighborhood concerns |
| Increasing Successful and Stable Entries into Permanent Housing | <ul style="list-style-type: none"> • Adding 3,250 new units of permanent housing in the homelessness response system, including site-based and scattered-site permanent supportive housing, rapid re-housing, and shallow subsidies • Improving access to a full array of permanent housing options, including housing outside the homelessness response system • Enhancing services to better support people’s housing stability • Implementing new models to address people’s complex care needs • Expanding efforts to support people to move from permanent supportive housing to other housing they can afford |
| Preventing People from Experiencing Homelessness | <ul style="list-style-type: none"> • Expanding prevention services to serve 4,300 additional households • Strengthening current homelessness prevention and eviction prevention strategies and targeting • Enhancing housing problem solving services for people at the very cusp of homelessness • Creating an expanded supply of affordable housing units that can prevent households from experiencing housing instability and crises • Developing upstream prevention strategies that better prevent people from experiencing housing crises and risks of homelessness |

For each of these Action Areas, the *Home by the Bay* plan further identifies:

- The **Goals** that will be most impacted by efforts within the Action Area.
- Relevant input and **recommendations provided by people with lived expertise and experiences of homelessness.**
- **Objectives** that express the intended improvements, changes, and impacts that City departments and offices and service providers will be pursuing through their collaborative efforts within the Action Area.
- **Prioritized Strategies and Activities**, representing specific actions and efforts that are already underway or are being planned for the early stages of the implementation of this Plan.
- **Future Areas of Focus**, representing actions and efforts, or **innovations**, that are expected to receive greater emphasis from City departments and offices in future stages of the implementation of this Plan and which may be further refined or adjusted over the course of the implementation of this Plan.

Top Priorities of People Experiencing Homelessness

More than 300 people currently experiencing homelessness in San Francisco provided input to in-person surveys and focus groups that asked questions about the City's response to homelessness to inform the development of the *Home by the Bay* plan. The surveys were designed, administered, and analyzed by paid Community Liaisons, people with expertise in homeless services who have also experienced homelessness in San Francisco. They were recruited and supported by Talent Poole, an organization contracted by HSH specifically to meaningfully engage people with lived expertise in this planning process.

Among the survey's questions, people were asked, based upon their lived expertise, what the City's top priorities for addressing homelessness should be over the next five years.

The top five priorities identified were:

1. **Improving housing options**
2. **Making it easier or faster to get housing**
3. **More housing options**
4. **Improved shelter system**
5. **Improved case management services**

88% of survey respondents said they would accept permanent housing if the City offered it today

Other top priorities included:

- **More emergency shelter** and navigation center beds
- Improving/expanding **mental health services**
- Making sure **access to programs and services are fair and equitable**
- Creating **more job opportunities** for people experiencing homelessness
- Improving or expanding **outreach** services to meet unsheltered people where they are because many are not being reached or do not have information about services
- More street outreach and case managers with **better training** and **more relevant/current resources**
- More training to **increase empathy among staff** from the many different organizations working with people who are unsheltered

The *Home by the Bay* plan's Objectives, and Strategies and Activities prioritize and directly address these recommendations and concerns.

In each Action Area, the Plan notes the most relevant input and recommendations from people experiencing homelessness.

For more detailed information, please see the Community Voice Matters section in Part III of this Plan.

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| <p>Overview</p> | <p>Homelessness in our city is starkly and profoundly racially inequitable. Systemic racism and public policies rooted in white supremacy have created and sustained inequality, disparities, and inequities, including the dramatic overrepresentation of Black and Latine people among those experiencing homelessness. Other communities, including people who identify as LGBTQIA+ and people with disabilities, also experience homelessness at greatly higher rates than other populations.</p> <p>Advancing toward racial equity and housing justice within efforts to prevent and end homelessness will require more than simply achieving progress in reducing such inequities – but making such progress is extremely urgent and absolutely essential.</p> <p>Advancing racial equity and housing justice will also require:</p> <ul style="list-style-type: none"> • Making bold shifts in how we do the relational work, collaboratively and through new and deeper partnerships. • Pursuing an end to homelessness with a relentless focus on racial justice and equity across all elements of our decision making and programs. • Ensuring that the expertise and power of people who have experienced homelessness are valued and are driving true change across San Francisco’s homelessness response system. • Sustained, unceasing efforts and learning. • Actively embracing of a vision for San Francisco in which every person has the housing, supports, and opportunities they need to thrive and achieve their goals. <p>While this Action Area focuses specifically on creating momentum toward that vision, Objectives and Strategies across all of the Action Areas within this plan are also designed to drive progress toward equity and justice.</p> |
| <p>Goals Impacted</p> | <p>Successful implementation of these strategies will drive progress across all of the Goals of this Plan, and most especially:</p> <p>Goal #2: Demonstrate measurable reductions in racial inequities and other disparities in the experience of homelessness and the outcomes of City programs for preventing and ending homelessness.</p> |

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| <p>Key Guidance from People with Lived Expertise</p> | <ul style="list-style-type: none"> • Representation matters: staff within the homelessness response system should look like the people who are being served to serve people in a more culturally responsive way. • It is essential to have people with lived expertise participate in meaningful leadership, design, advisory, employment, planning, evaluation, and assessment activities across HSH’s administration of programs and throughout the homelessness response system and other city department health and homeless services. • Representation must include more than just a token seat(s). • There should be more emphasis on peer positions within the system, including people with experiences of homelessness and of incarceration, as well as other employment opportunities for people experiencing homelessness or who have entered permanent housing. • It is important to analyze qualitative data which could show racial inequities in how people are being treated that might not be seen in quantitative data. |
| <p>Objectives</p> | <p>The City will pursue these interrelated Objectives within its efforts in this Action Area:</p> <ul style="list-style-type: none"> A. Ensure planning and decision making are deeply informed and guided by the expertise, recommendations, and leadership of people with lived experiences of homelessness. B. Build community partnerships and implement capacity-building efforts rooted in equity with BIPOC-led organizations and organizations deeply rooted in historically marginalized neighborhoods and communities. C. Support anti-racist program delivery and the development of an intentionally anti-racist workforce within City departments and offices that serve people experiencing homelessness and within the homelessness response system. D. Develop and implement strategies for reducing observed inequities and ensure that homelessness response system services reach, serve, and achieve equitable outcomes for overrepresented and underserved populations, especially BIPOC and LGBTQIA+ people and people with disabilities. |

| Prioritized Strategies and Activities <i>Already underway or being planned for the early stages of Plan implementation.</i> | Lead(s) |
|---|---|
| 1. In collaborative partnership with people with experiences of homelessness, design and implement on-going structures and processes through which people with such lived expertise are directly informing, guiding, shaping, and driving decision-making and improvements across the homelessness response system. | Department of Homelessness and Supportive Housing (HSH) |
| 2. Develop baseline data and dashboards documenting the current state of inequities and disparities in the experience of homelessness in San Francisco and in the outcomes achieved through the homelessness response system, annually measure and report progress toward eliminating such disparities, and through partnership and collaborative decision-making with impacted communities, determine how to set targets for specific reductions in inequities in future years. | HSH |
| 3. Include a leading focus on racial inequities and other inequities and disparities, within all data analyses, evaluations, and performance measurement efforts focused on preventing and ending homelessness, and strengthen data collection, quality, and analytic processes as needed to make such focus possible. | HSH |
| 4. Review and implement recommendations from the Coordinated Entry (CE) Redesign Workgroup to redesign and move the CE system from one that fosters competition for resources by individuals to one that aims to connect all people experiencing homelessness to available supports, provides an inclusive experience of accessing housing and services, and is focused on driving progress toward racial equity and housing justice. | HSH |
| 5. Design, launch, and implement the Ending Transgender and Gender Non-Conforming (TGNC) Homelessness Initiative to address the crisis services and permanent housing needs of TGNC people experiencing or at-risk of homelessness. | Mayor’s Office of Transgender Initiatives (OTI) |
| 6. Implement the comprehensive array of activities within HSH’s Racial Equity Action Plan , and document and report activities intended to drive progress toward racial equity in recruitment and hiring outcomes, staff retention and promotional pathways, the development of more diverse and equitable organizational leadership, mobility and professional development, and fostering an organizational culture of inclusion, belonging, and restorative solutions to repair harm. | HSH |
| 7. Engage in meaningful collaboration with community partners that recognizes HSH’s positionality as a city department, mitigates power imbalances, and acknowledges past harms in order to heal and build trusting relationships. | HSH |
| 8. Implement equity-focused capacity building and knowledge-sharing efforts with providers that recognize and celebrate the varied and unique strengths and expertise of community-based, BIPOC-led organizations and that are shaped by people with lived expertise. | HSH |
| 9. Provide infrastructure and sustainability supports, including efforts focused on wage enhancements and workforce stabilization and on providing expanded support, to more BIPOC-led organizations and organizations deeply rooted in historically marginalized neighborhoods and communities. | HSH |
| 10. Specifically focus on supporting the capacity-building efforts of Black-led organizations in order to assist organizations to be able to scale their programming, to effectively administer resources from a range of different local, state, and federal programs, and to engage more organizations into active roles within the homelessness response system if such roles are with their interests, missions, and priorities. | HSH |

| Prioritized Strategies and Activities <i>Already underway or being planned for the early stages of Plan implementation.</i> | Lead(s) |
|---|----------------|
| 11. Convene collaborative planning efforts to explore needs and to identify opportunities and strategies to strengthen partnerships with Latine communities and organizations and to reach and serve Latine people experiencing homelessness more effectively. | HSH |
| 12. Ensure the homelessness response system is more responsive to transgender and gender nonconforming (TGNC) people by requiring and providing regular trainings to HSH staff and service providers in principles of cultural humility, racial bias, and in-depth gender diversity training. | HSH and OTI |
| 13. Implement the Just Home Project initiative to develop a coordinated pathway to housing that addresses the needs of justice-involved people with behavioral health care service needs and frequent contacts with the system, who are disproportionately Black and Latine, to help reduce racial inequities in risks and experiences of homelessness. | HSH |
| 14. Continue to implement racial equity training for HSH staff focused on concepts of systemic oppression, white dominant culture, and how they manifest at the institutional, interpersonal, and internalized levels in society and within the department. Develop a training strategy for providers within the homelessness response system, focused on how those concepts manifest among providers, in services and housing delivery, and in the entire systemic response to homelessness. | HSH |

| Future Areas of Focus <i>Expected to receive greater emphasis in future stages of Plan implementation.</i> | Lead(s) |
|---|----------------|
| 1. Develop and implement policies and strategies that will achieve greater geographic diversity in locations of permanent supportive housing, crisis services, shelter resources, and other programs across neighborhoods. Balance avoidance of overconcentration of programming with providing more equitable access to resources and supporting the ability of people to live and access services within neighborhoods and communities of their choice. | HSH |
| 2. Assess the effectiveness and impact of prior policy and programmatic efforts within the implementation of programs to better reach marginalized communities and neighborhoods, such as Emergency Housing Vouchers and Casa Esperanza at the Eula Hotel. Apply lessons learned to future efforts to prioritize resources in order to reduce and eliminate inequities in access and outcomes. | HSH |
| 3. Work across City departments to document and support the development of strategies focused on advancing racial equity and justice within efforts to prevent and end homelessness. | HSH |

The term “equity” refers to fairness and justice and is distinguished from “equality”:
Whereas equality means providing the same to all, equity means recognizing that we do not all start from the same place and that we must acknowledge and make adjustments to imbalances.

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| <p>Overview</p> | <p>Driving progress on homelessness requires strong evidence and trauma-informed programs and performance across all of the core components of the homelessness response system: homelessness prevention, Coordinated Entry, outreach, shelter and crisis interventions, housing problem solving, and housing.</p> <p>But progress requires more than just a set of separate programs; it requires that those programs and services have the infrastructure and staff capacity to meet the scale of needs in our community and are delivering high-quality and effective assistance aligned with people’s goals and needs. These programs and services must be coordinated and linked together into an effective system which can:</p> <ul style="list-style-type: none"> • Support people to get the help and options they need easily, when they need them, to prevent or end their experiences of homelessness; • Generate and use consistent and reliable data to assess and improve performance, identify and address gaps in capacity, identify and address disparities, inform collaborative decision making, and shape and drive new strategies and initiatives; • Ensure investments of public and private funding are used wisely and well; are strengthening the quality, range, and mix of services available to people; and have the greatest impact possible; and • Provide equitable opportunities, options, and outcomes for the people it serves and help San Francisco advance toward equity and justice as a community. <p>While other systems of care led by multiple other City departments must take ownership of key strategies necessary for the success of this Plan, HSH is charged with solutions-focused, action-oriented leadership and management of the homelessness response system in San Francisco.</p> <p>HSH will continue to strengthen its critical work to: align efforts and investments across City departments and offices, foster and support the capacity and impact of community-based and faith-based providers and partners, improve the quality and effectiveness of housing and services programming being provided, and drive progress toward racial equity and justice in the system’s operations and impact.</p> |
| <p>Goals Impacted</p> | <p>Successful implementation of these strategies will strengthen the entire systemic response to homelessness in San Francisco and will drive progress across all five of the Goals of this Plan.</p> |

**Key Guidance
from People
with Lived
Expertise**

- Coordinated Entry (CE) should be redesigned to be more focused on welcoming people into services and not re-traumatizing people by making them tell their story repeatedly; access to services and housing should be provided much more quickly.
- Better information regarding availability and eligibility of programs needs to be provided at Coordinated Entry Access Points, and through outreach and drop-in services; the system should share data in ways that are more understandable and accessible so people know where they stand with a housing referral timeline and/or where they can receive services. People waiting for housing resources don't know where they are on lists or when they might be served. People can understand that there may be a long wait or not enough available resources, so system staff should be honest when possible rather than telling people who are homeless that they aren't on any list for housing.
- The system should provide greater continuity by having at least one staff person/team follow a person across program types. Asking people experiencing homelessness to change staff contacts as they access different programs, for instance as they move from case management into a housing program, can be very difficult for people with trust and abandonment issues and histories of trauma.
- It is essential to provide training to all people working with clients to ensure that people are treated better and to provide more equitable treatment of people. Many people who work in homelessness programs can be cruel or demeaning to unhoused people.
- The homelessness response system should be "radically welcoming," and providing excellent customer service should be a key metric in every process and program delivered by the City.
- The system needs to provide direct access to appropriate programs and services tailored to the needs of specific populations, including mental health services, addiction services, and services for survivors of domestic violence, people who are transgender and gender non-conforming, and families with children.

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|-------------------|---|
| Objectives | <p>The City will pursue these interrelated Objectives within its efforts in this Action Area:</p> <ul style="list-style-type: none"> A. Build HSH’s organizational capacity to lead the City’s homelessness response through right-sizing of staff workloads, increased attention to workforce training, development of programmatic and administrative policies and procedures, and strengthened monitoring practices. B. Support the capacity of providers to implement high-quality, low-barrier, Housing First approaches and other best practices across the homelessness response system, with an emphasis on organizations led by and serving historically marginalized communities. C. Ensure Coordinated Entry policies and processes are focused on redressing racial inequities and other disparities and on efficiently connecting people to appropriate services and permanent housing options. D. Facilitate shared accountability for addressing homelessness by strengthening cross-system and cross-sector partnerships as well as collaborative governance and coordination structures. E. Enhance the use of data to drive accountability and performance management through expanded ONE System participation by non-profit and community-based organizations, improved data quality, enhanced data sharing infrastructure, and deployment and analysis of data for planning and evaluation. F. Strengthen communications to better inform the public of the full range of activities being implemented to address unsheltered homelessness and to prevent and end homelessness in the community. |
|-------------------|---|

| Prioritized Strategies and Activities <i>Already underway or being planned for the early stages of Plan implementation.</i> | Lead(s) |
|---|---|
| 1. Adapt existing advisory, governance, and oversight bodies, as needed, to ensure effective alignment with the new Homelessness Oversight Commission to be formed in 2023. | Department of Homelessness and Supportive Housing (HSH) |
| 2. Maintain active engagement of a representative group of community partners, currently the HSH Strategic Framework Advisory Committee, to provide strategic advice, guidance, and partnership for the successful implementation of this Plan. | HSH |
| 3. Implement recommendations of the Coordinated Entry (CE) redesign process and continue collaborative quality improvement and oversight processes intended to: ensure that CE is person-centered and equitable across all processes; improve the quality and timeliness of access, assessment, referral, and housing placement processes; connect people to diverse housing options and services interventions based upon their needs and choices; and increase the number of households entering and retaining permanent housing. | HSH |
| 4. Implement the ONE System Data Quality Plan and continue to expand participation and data quality of homelessness response system programs within the Online Navigation and Entry (ONE) System, which holds San Francisco’s Homeless Management Information System (HMIS), including a focus on outreach providers, shelter and transitional housing programs, and locally funded PSH units. | HSH |
| 5. Use a dynamic homelessness response system model to drive investment decisions, refine projections of scales of interventions needed, assess impact of system interventions and investments, and identify priorities for improving system performance. | HSH |

| Prioritized Strategies and Activities <i>Already underway or being planned for the early stages of Plan implementation.</i> | Lead(s) |
|--|--|
| <p>6. Make data system improvements to facilitate data-driven decision making, improve transparency into program outcomes, and enhance service delivery, including design and implementation of a contract management system, a comparable HMIS data system for survivors of violence that protects their safety, developing culturally responsive data collection processes to protect the data privacy and safety needs of people who identify as Transgender and Gender Non-conforming (TGNC), and a new shelter bed management system.</p> | <p>SHS</p> |
| <p>7. Develop and publish a comprehensive Performance Measurement Plan to be implemented alongside this Strategic Plan, including a comprehensive list of data and measures that will be tracked to assess the impact of the Plan and to inform revised strategies and activities; publish an annual progress report regarding the implementation of this Plan, progress toward achievement of the Plan's five goals, and performance measurement findings.</p> | <p>SHS</p> |
| <p>8. Build on current comprehensive strategic planning efforts to strengthen partnership and coordination of strategies and develop an implementation plan between SHS and the San Francisco Department of Public Health (DPH), with particular focus on populations who are unsheltered, have co-occurring behavioral health care needs, need higher levels of care/support, are older adults or people with disabilities, have chronic or long-term health needs, and/or are from populations overrepresented across the homelessness response system.</p> | <p>SHS and Department of Public Health (DPH)</p> |
| <p>9. Implement provisions of CalAIM to launch housing-focused community supports within the existing services portfolio, which will allow Medi-Cal funds to be drawn down for certain services, including housing navigation, housing deposits, and housing stabilization. This shift will bring in additional revenue support to enhance and sustain these services and improve cross-system whole person care outcomes.</p> | <p>SHS and DPH</p> |
| <p>10. Increase data sharing and integration between the homelessness response system, the public health system, and Managed Care Plans (MCPs) to improve care coordination, timely provision of health care and other services for people experiencing homelessness, and tracking of outcomes.</p> | <p>SHS and DPH</p> |
| <p>11. Coordinate with the Safe Housing Working Group to review findings and recommendations from the Safe Housing in San Francisco: A Community Needs Assessment Report, which SHS engaged the Safe Housing Alliance to prepare. Determine next steps for the design of referral processes for survivors needing access to resources within the homelessness response system, updates to Coordinated Entry standards related to survivors' access to and response from the homelessness response system, and the development of Homeless Management Information System (HMIS) protocols on how survivor information is safeguarded.</p> | <p>SHS</p> |
| <p>12. Strengthen contract administration and performance management approaches accompanied by standardized onboarding and technical assistance for grantees to ensure that outcomes, data, and reporting requirements within contracts for homelessness response system programs are aligned with: the goals of this Plan, best practices for the interventions, required system performance measures, and other key performance measures. Provide information, training, and supports necessary for provider organizations to achieve expectations.</p> | <p>SHS</p> |

| Prioritized Strategies and Activities <i>Already underway or being planned for the early stages of Plan implementation.</i> | Lead(s) |
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| 13. Expand ongoing training opportunities for employees of City departments and nonprofit providers who serve people experiencing homelessness on topics related to operating programs according to established best practices including but not limited to trauma-informed service delivery, best practices in harm reduction, Housing First approaches to service delivery, housing problem solving strategies, and housing-focused case management. | HSH |
| 14. Collaborate on the development of strategies, tools, trainings and ongoing supports to resolve Americans with Disabilities (ADA)-related grievances regarding shelter and permanent supportive housing sites and to plan proactively and strategically for improvements to programmatic and facilities access. | HSH and Mayor's Office on Disability (MOD) |
| 15. Continue to engage with and implement recommendations of the Nonprofit Policy Group convened by the City Controller's Office and the HSH Strategic Framework Advisory Committee, focused on strategies to address nonprofit sector pay inequities, build nonprofit capacity, and reduce the administrative burdens of the City contracting process for both departments and contracted providers. | City Controller's Office and HSH |
| 16. Engage in a city-wide public communications campaign to support the public in better understanding the homelessness response system and how they can effectively engage the system to support their unhoused neighbors. | Department of Emergency Management (DEM) and HSH |
| 17. Collaborate with nonprofit partners to proactively communicate the successes of our system and programs so that the community better understands the positive impact of the system on individual lives and the community. | HSH |
| 18. Launch a system-wide speakers bureau to train and support people with lived experiences of homelessness to communicate about solutions to the crisis and help generate public support for scaling solutions. | HSH |

| Future Areas of Focus <i>Expected to receive greater emphasis in future stages of Plan implementation.</i> | Lead(s) |
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| 1. Develop broader workforce strategies for training people with lived experiences of homelessness to secure jobs and access meaningful career paths within the homelessness response system. | Office of Economic and Workforce Development (OEWD) |
| 2. Convene planning conversations to identify opportunities for expanding private-public partnerships to support innovative workforce development strategies that can: expand employment and income growth opportunities for people experiencing and exiting homelessness; help address staffing needs within the homelessness response system; and enhance the quality and impact of housing and homelessness services by creating pathways to employment for people with lived experiences of homelessness within the organizations that serve them. | HSH and OEWD |
| 3. Improve data sharing between the San Francisco Unified School District (SFUSD) and the homelessness response system, with the goal of better understanding the nature and extent of housing instability among SFUSD families and improving the ability to target City and district resources to those families more effectively. | HSH and San Francisco Unified School District |
| 4. Facilitate improved information sharing and relationship building among City-funded homelessness response system providers and providers of non-housing services to children, youth, and families. | HSH, Department of Children, Youth and Their Families (DCYF) and DPH |

| Future Areas of Focus <i>Expected to receive greater emphasis in future stages of Plan implementation.</i> | Lead(s) |
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| 5. Cultivate expanded public-private partnerships to advance key objectives and strategies within this Plan and to explore opportunities for better addressing the full-scale of capacity-building needs and interests of non-profit organizations involved within the homelessness response system, such as fundraising, fiscal management, and other fundamental operational needs that extend beyond the delivery of housing and services programs. | HSH |
| 6. Consider options for a new emergency ordinance to replace Emergency Ordinance 61-19 (set to expire in 2024), which made several changes to the Administrative Code to help expedite contracting and siting for homelessness services and programs. Ensure transparency and clarity on the parameters for the flexibility and expedited processes supported by such an ordinance. | HSH |
| 7. Develop a system for improved tracking and monitoring of the resolution of complaints about HSH-funded service sites and programs filed through different channels, including but not limited to accessibility complaints filed with the Mayor’s Office on Disability, whistleblower complaints, and complaints filed pursuant to the HSH Grievance Policy. | HSH |

California Advancing and Innovating Medi-Cal (CalAIM)

CalAIM is transforming health insurance in communities throughout the state. This initiative is an exciting opportunity to remove silos that divide different systems of care and promote a more client-centered safety net in San Francisco. Local Medi-Cal plans (“Managed Care Plans”) will now cover additional non-traditional services that address housing, nutrition, and other social determinants of health.

The City is expanding partnerships with Medi-Cal and plans to take advantage of new programs, funding, and momentum. The City will engage CalAIM resources to sustain and expand investments into housing navigation, housing deposits, and services in permanent supportive housing. This change will lift up whole-person approaches to care and lower barriers to our system.

Overview

Our vision is a vibrant and welcoming city where we come together to ensure that no San Franciscan is left to sleep and suffer on the streets, and our streets are safe for everyone. Addressing and reducing unsheltered homelessness in San Francisco requires comprehensive solutions that focus both on meeting the housing and services needs of people who are currently unsheltered and on responding to the impacts that unsheltered homelessness has on San Francisco's neighborhoods and communities.

These solutions require the ability to understand the diverse range of needs of people living outside and to nimbly respond with tailored solutions amidst changing conditions. Many people living outside primarily need access to housing they can afford, while others have complex health care and service needs. Many people who are living in tents or vehicles are employed, do not need many services, only need support to find and pay for housing, and are making well-reasoned choices to stay in those circumstances, given that it is often their best available option.

Efforts must be culturally responsive and equity-focused. They must feature a range of well-coordinated activities that support healthy and safe conditions on our streets and that are intentional about connecting people who are unsheltered to health care, services that address their immediate needs, and to permanent housing solutions. This work includes:

- Implementing housing and service-focused **outreach and engagement programs** to develop trusted relationships with people who are unsheltered and connect people to services and housing options.
- **Addressing health, treatment, and services needs** among people who are currently unsheltered in real time, since people's health can deteriorate very quickly once they are living outside.
- **Providing welcoming, affirming, safe, and effective interventions to meet people's immediate needs**, including shelter, transitional housing, other temporary accommodations, and other crisis services.
- Quickly connecting people who are unsheltered, and people who enter shelter and other temporary accommodations, to **permanent housing options with services that support their success**.
- Coordinating a City-wide response to **ensure the health and safety of San Francisco's neighborhoods and public spaces for people who are currently housed or unhoused**.

This Action Area features Objectives, Strategies, and Activities to address and reduce unsheltered homelessness in San Francisco. Its implementation will be aligned within a broader set of strategies facilitated by the Department of Emergency Management that cut across other domains, such as public safety and street cleaning, to realize the City's vision for [Healthy Streets](#).

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| <p>Goals Impacted</p> | <p>Successful implementation of these strategies will drive progress across all of the Goals of this Plan, and most especially:</p> <p>Goal #1: Reduce the number of people who are unsheltered by 50% and reduce the total number of people experiencing homelessness by 15%.</p> |
| <p>Key Guidance from People with Lived Expertise</p> | <ul style="list-style-type: none"> • Two of the top five priorities for the City identified by people experiencing homelessness who responded to surveys were an improved shelter system - including better access, more 24/7 drop-in services, and the ability to bring possessions, family members, and pets - and improved case management services that focus on helping people with getting housing and services; more shelter and navigation center beds were also prioritized. • People are profoundly disconnected, alone, and terrified when they live on the street, have experienced violence, assaults, and thefts, and may not have spoken to anyone in weeks; women are especially traumatized by continuous violence. • People need much easier and reliable access to information about what assistance is available and how to access it. The expectation that people will go to Coordinated Entry Access Points or other sites, which often have unreliable and changing hours, with all of their belongings to get help is not realistic. • There need to be more, better informed outreach services because many people living outside have never spoken to anyone offering help or able to connect them to housing or services. • Scarce outreach efforts prioritize neighborhoods based on residents' calls and complaints, but many people experiencing homelessness avoid those areas and are left with no services or contact with the City. • Moving their possessions is extremely hard and unsafe for people, and people are frequently losing their most precious possessions during encampment closings, such as the only picture of their child, their birth certificate, or medications, as well as information and IDs they need to access services and housing. • It is essential to provide training to all people working with unsheltered clients to ensure that people are treated positively and that everyone is treated equitably. Unsheltered people report that many of the City and provider staff working with them treat people unkindly. • There need to be comprehensive improvements to shelter programs, including physical environments, operations, and services, and the homelessness response system should ensure that self-defined households (including pets) can stay together as they seek assistance and shelter. |

Objectives

The City will pursue these interrelated Objectives within its efforts in this Action Area:

- A.** Build strong and culturally responsive relationships and rapport with people who are unsheltered and facilitate their access to crisis services, health care, and permanent housing through better coordinated street response activities.
- B.** Create and sustain a range of culturally responsive shelter, crisis interventions, and transitional housing models, supported with adequate and consistent services, and foster more equitable, transparent, and low-barrier access to such programs.
- C.** Increase the number of people exiting unsheltered and sheltered homelessness to permanent housing through embedding Coordinated Entry processes, housing-focused services, and permanent housing resources within outreach efforts, crisis interventions, shelters, and transitional housing programs.
- D.** Effectively address the health, safety, cleanliness, and other concerns of neighborhoods impacted by unsheltered homelessness and encampments while also protecting the dignity, rights, property, and well-being of all people, regardless of housing status.

Prioritized Strategies and Activities

Already underway or being planned for the early stages of Plan implementation.

Lead(s)

1. Expand the capacity of the homelessness response system by adding 1,075 new shelter beds.
2. Clearly articulate a cross-departmental strategy for responding to unsheltered homelessness through the development of:
 - An MOU clarifying City departments’ roles and responsibilities, the roles of City-contracted outreach teams, and the roles of community partners within the response to unsheltered homelessness;
 - Policies and procedures, data-sharing, and client-information sharing agreements to operationalize the City’s responses to homelessness and its impacts on health, safety, and public spaces;
 - Shared performance metrics related to street-based services, outreach, unsheltered homelessness and encampment resolutions, as well as a centralized approach to tracking, analyzing, and reporting data on related activities to inform strategic decisions, deployment of resources and programs and teams, and public communications;
 - Cross-departmental governance and operating structures that support aligned decision making, shared data tracking and review, and coordinated deployment of interdisciplinary service teams, with the goal of improving outcomes for people experiencing unsheltered homelessness; and
 - Coordination around budget investments and funding decisions connected to efforts to address unsheltered homelessness and the City’s response to related health and safety concerns.

Department of Homelessness and Supportive Housing (HSH)

HSH, Department of Emergency Management (DEM), and Department of Public Health (DPH)

| Prioritized Strategies and Activities <i>Already underway or being planned for the early stages of Plan implementation.</i> | Lead(s) |
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| <p>3. Enhance the effectiveness of the City's street response through: (1) improved coordination of street teams and existing efforts, such as Healthy Streets Operation Center, Joint Field Operations, and the Castro collaborative; and (2) better integrating trauma-informed, culturally responsive service delivery and access to shelter, housing navigation, and clinical services across all teams.</p> | <p>DEM and HSH</p> |
| <p>4. Support pilots and analysis to determine the best technology solution to support the integration of Citywide data on street interactions with homelessness and public health data to improve service delivery, inform policy making, and drive system improvements.</p> | <p>Mayor's Office of Civic Innovation</p> |
| <p>5. Adapt targeted public health solutions and create reliable systems to connect public health solutions, such as street outreach and care teams, to people experiencing unsheltered homelessness with medical and behavioral health care; leverage primary care providers, the Office of Care Coordination, street-based health services and outreach teams, and other existing resources within the systems of care to enhance access to crisis and routine behavioral health care services, and care coordination services.</p> | <p>DPH</p> |
| <p>6. Reduce barriers and provide rapid access to substance use disorder (SUD) services, including treatment and lower-threshold options.</p> | <p>DPH</p> |
| <p>7. Expand Encampment Resolution Teams (ERTs) and implement neighborhood-based ERTs to develop consistent and trusting relationships with people who are unsheltered, enhance the ability of ERTs to connect people to housing resources directly from the streets, and strengthen coordination between ERTs and other teams that can address the health and services needs of unsheltered people.</p> | <p>DEM</p> |
| <p>8. Align critical resources to successfully implement a shared priority by-name list strategy. This will allow the City to identify, understand, and successfully engage highly vulnerable people through clinically informed, sustained, goal-oriented, and culturally responsive street engagement efforts designed to improve people's wellbeing through access to housing, health care, and services.</p> | <p>DEM, HSH, and DPH</p> |
| <p>9. Continue to test and scale a neighborhood-based strategy to coordinate activities addressing unsheltered homelessness and more broadly, the street conditions response, focused on getting to know people in the neighborhood, establishing strategies that are culturally responsive to the neighborhood, supporting alignment with neighborhood goals, and ensuring that City teams are equitably assigned across the City.</p> | <p>DEM</p> |
| <p>10. Ensure that Community Ambassador programs are deployed in a coordinated and strategic fashion alongside other street response teams, and that all Ambassadors are trained on the City's overall street conditions response strategy and the roles of outreach and crisis response teams; ensure ambassadors have the information and support needed to effectively refer and connect people experiencing homelessness to Coordinated Entry, shelter, clinical services, and crisis services options that support transitions and exits from unsheltered homelessness.</p> | <p>DEM</p> |

| Prioritized Strategies and Activities <i>Already underway or being planned for the early stages of Plan implementation.</i> | Lead(s) |
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| 11. In implementing Mental Health San Francisco , continue to expand mental health and substance use treatment services, including residential and outpatient care, and remove barriers to accessing treatment, especially for people experiencing homelessness. This will be achieved through providing access to a diverse range of treatment options and settings and facilitating access to shelter and permanent housing. | DPH |
| 12. Plan for the implementation of Community Assistance, Recovery and Empowerment (CARE) Court policies, processes, and services, to ensure that people experiencing unsheltered or sheltered homelessness with the most significant impairments from mental health conditions are effectively connected to appropriate health care, services, and housing options. | DPH |
| 13. Focus on the needs of people experiencing homelessness within implementation of departmental Overdose Prevention Policies and DPH's Overdose Prevention Plan, through: creation and operation of Wellness Hubs, workforce training, critical incident tracking and analysis, naloxone procurement and distribution, provision of training and technical assistance to build capacity of homelessness response system providers to implement harm reduction strategies, and navigation of people who are unsheltered to treatment programs. | DPH |
| 14. Enhance and expand efforts to directly place people experiencing unsheltered homelessness into permanent housing without an intermediate stop in transitional housing or shelter, assess effectiveness, and expand upon successful efforts. | HSH |
| 15. Implement policy and programmatic changes that reduce barriers to shelter access, including: reinstating of a self-referral process for adult shelters, expanding mobile family Access Point capacity and improving coordination with the Homeless Outreach Team, exploring the addition of family-serving partners beyond the family Access Points who can verify homelessness, and expansion of evening and weekend shelter access. | HSH |
| 16. Coordinate with the Safe Housing Working Group to review findings and recommendations from the Safe Housing in San Francisco: A Community Needs Assessment Report , which HSH engaged the Safe Housing Alliance to prepare. Determine next steps for improving access to shelter and transitional housing options for survivors and for better addressing survivors' safety and service needs. | HSH |
| 17. Complete the implementation of the Shelter Access IT project to enhance the IT infrastructure needed to support more effective and streamlined shelter bed management and placement. The new infrastructure will limit complexity and ensure flexibility in the management of shelter programs in the HMIS/ONE System and allow HSH to build out a new shelter bed management and tracking system. | HSH |
| 18. Expand and strengthen services available within existing shelter and crisis intervention programs, including enhanced behavioral health care services and housing-focused case management to increase rapid and successful exits from shelter and crisis interventions to a wide range of permanent housing options, thereby increasing flow both out of and into the shelter system. | HSH |

| Prioritized Strategies and Activities <i>Already underway or being planned for the early stages of Plan implementation.</i> | Lead(s) |
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| <p>19. Add new shelter, transitional housing, and other options for temporary accommodations in a variety of settings and models, with enhanced case management and housing-focused services, for adults, families with children, pregnant people, older adults, and youth.</p> <p>20. Identify and implement improvements needed to ensure the accessibility of all elements of current and future shelter environments for people with disabilities and older adults.</p> <p>21. Support Citywide strategies that address the impact of encampments on equitable access to public rights of way for people with disabilities.</p> <p>22. Implement a 24/7 drop-in resource center for youth ages 18 to 24 to provide safe respite from the street, meet the crisis needs of youth experiencing homelessness, and connect youth to shelter, housing, employment and other resources that put them on a path to stability.</p> <p>23. Strengthen efforts to ensure that people experiencing sheltered and unsheltered homelessness can more easily access, and sustain their access to, benefits and income supports for which they are eligible, including older adults, people with disabilities, youth, and families with children.</p> <p>24. Assess outcomes of the pilot program that provides relief to people living in their vehicles or in shelters by implementing fine and fee discounts and waivers for parking tickets and towing expenses to determine whether to fund and expand these services; outcomes should include avoiding tow fees and the loss of their vehicle so people can still drive to necessary services, work, and appointments.</p> <p>25. Support neighborhoods hosting HSH-funded shelter and supportive housing programs, ensuring that communities where such programs are located have the outreach, safety, health, and cleaning services needed to mitigate any impacts of the expansion of services in the community.</p> | <p>HSH</p> <p>HSH and Mayor’s Office on Disability (MOD)</p> <p>MOD and HSH</p> <p>HSH</p> <p>Human Services Agency</p> <p>Treasurer and Tax Collector’s Office, The Financial Justice Project</p> <p>DEM and HSH</p> |

| Future Areas of Focus <i>Expected to receive greater emphasis in future stages of Plan implementation.</i> | Lead(s) |
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| <p>1. Expand capacity-building and contracting strategies for engaging and supporting the success of more providers deeply connected to highly impacted populations, communities, and neighborhoods, with focus on ensuring the homelessness response system better reaches and serves Black, Latine, and LGBTQIA+ people and other communities over-represented among those experiencing unsheltered homelessness.</p> <p>2. Develop a more comprehensive set of strategies for addressing vehicular homelessness, including researching and identifying best practices for connecting people to transitional and permanent housing opportunities, exploring private RV parks as a potential resource, creating additional safe parking program sites, and pursuing other strategies for better addressing the health impacts on people experiencing vehicular homelessness.</p> <p>3. Sustain and expand partnerships between the City and local faith-based organizations to address the unsheltered homelessness crisis, including exploration of the use of properties owned by faith-based organizations to accommodate permanent housing, shelter, transitional housing, and other crisis interventions.</p> | <p>HSH</p> <p>HSH</p> <p>HSH</p> |

| Future Areas of Focus <i>Expected to receive greater emphasis in future stages of Plan implementation.</i> | Lead(s) |
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| <ol style="list-style-type: none"> 4. Re-examine the appropriate departmental home for shelter, housing, and case management programs that serve survivors of violence while fully protecting the confidentiality and safety needs of survivors. 5. Foster partnerships between the City and economic development partners to surface opportunities that can help mitigate the impacts of homelessness on San Francisco businesses. 6. Sustain and expand partnerships between the City and neighborhood groups to improve neighborhood awareness of outreach activities and resources; provide information about how the neighborhood can effectively support healthy streets and support the City’s response to unsheltered homelessness. 7. Assess the feasibility and desirability of building out a client-facing customer portal linked to the ONE system, with the goal of empowering people who are experiencing homelessness to be more hands-on in their housing journey and have greater insight into where they are at in the process of being connected to housing and services. 8. Retool the approach to outreach to people in encampments, focusing on longer term engagements that build trust and provide post-resolution follow-up to support transitions to housing. 9. Assess the need for additional or enhanced drop-in centers where people experiencing homelessness can get respite from the street, have their basic needs met, and be connected to shelter, housing and services. | <p>Department on the Status of Women (DOSW)</p> <p>DEM and Office of Economic and Workforce Development (OEWD)</p> <p>DEM</p> <p>HSH</p> <p>HSH</p> <p>HSH</p> |



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| <p>Overview</p> | <p>Supporting people to end their homelessness requires access both to permanent housing that people can afford and to the right level and kinds of services that will help people to successfully retain their housing, address their health and service needs, and pursue their goals and dreams.</p> <p>There is no one model of permanent housing appropriate for all people experiencing homelessness in San Francisco. Rather, the homelessness response system needs to be able to connect people to a range of options and models, including both dedicated units developed and funded by the City and various forms of rental subsidies that enable people to secure and sustain housing in the private rental market.</p> <p>Similarly, the services that people need to be stable and successful in housing are diverse and varied; while some people need access to intensive services and mental health and/or substance use services, many others only need shorter-term, less intense services to ensure they do not return to homelessness.</p> |
| <p>Goals Impacted</p> | <p>Successful implementation of these strategies will drive progress across all of the Goals of this Plan, and most especially:</p> <p>Goal #1: Reduce the number of people who are unsheltered by 50% and reduce the total number of people experiencing homelessness by 15%.</p> <p>Goal #3: Actively support at least 30,000 people to move from homelessness into permanent housing.</p> <p>Goal #4: Ensure that at least 85% of people who exit homelessness do not experience it again.</p> |
| <p>Key Guidance from People with Lived Expertise</p> | <ul style="list-style-type: none"> • The top three priorities for the City identified by people experiencing homelessness who responded to surveys were: improving housing options, making it easier and faster to get housing, and offering more housing options. • The quality of housing that is provided is as important as providing people with access to housing quickly; improved physical conditions in some housing sites are needed. • When survey participants were asked where they wanted to be in five years, respondents described a wide variety of dreams, goals, and ambitions. The majority stated that they wanted to be healed, in housing, and in community with family and their support system. • The vast majority of people would accept permanent housing if opportunities were available and offered, but some people may need and prefer to first access shelter or transitional housing options that could help them prepare for success in permanent housing. • People may have more success moving from unsheltered locations into housing with strong peer support and case management that better supports that transition. • People don't know how to find out for what housing they might be eligible. Many people have never experienced any outreach that offered to help them get into housing; instead they are only offered poor-quality shelter options where they need to give up possessions and friends in order to enter. • Permanent housing options should provide people with safety, privacy, freedom, autonomy, and the ability to do things like buy and make their own food. • Tailored and culturally appropriate services for different populations need to be provided. • The system should ensure that there are housing locations that aren't triggering for those seeking recovery, and there should be the choice of abstinence-focused sites in addition to harm-reduction focused sites. |

Objectives

The City will pursue these interrelated Objectives within its efforts in this Action Area:

- A.** Improve access to, and ensure low vacancy rates across, the existing portfolio of permanent housing in the homelessness response system through speeding referral and placement processes, innovating and improving housing navigation and placement services, strengthening low-barrier and Housing First approaches, making improvements to less desirable housing sites, and other efforts.
- B.** Expand the availability of a wide range of permanent housing options (including permanent supportive housing, rapid re-housing, shallow subsidies, and other forms of rental assistance) as well as housing problem solving interventions and other financial assistance, aligned with services that support people’s success and stability.
- C.** Better address the physical and behavioral health, social, and economic needs of people living within permanent supportive housing, especially for those with complex needs, through enhanced partnerships, services, living environments, policies, and coordination.
- D.** Mobilize effective eviction and homelessness prevention services and supports that will prevent formerly homeless, now housed people from returning to homelessness.
- E.** Expand opportunities for people exiting homelessness, or who no longer need the intensity of services within permanent supportive housing, to secure units within mainstream affordable and public housing programs outside the homelessness response system.

Prioritized Strategies and Activities

Already underway or being planned for the early stages of Plan implementation

Lead(s)

1. Expand the capacity of the homelessness response system by adding 3,250 new permanent housing units, including site-based and scattered-site permanent supportive housing (PSH), rapid re-housing, and shallow subsidies.
2. Collaboratively foster and bring to fruition an expanded pipeline of permanent supportive housing units, fully addressing the capital, operating, and services funding needed, and including capacity-building and partnership efforts, to ensure geographic equity in siting of housing and the inclusion of units being developed and/or operated by organizations with deep connections to marginalized communities overrepresented among people experiencing homelessness.
3. Identify and implement innovative financing structures, including but not limited to implementing new opportunities within CalAIM and Medi-Cal waivers to engage health care resources into supporting the health and stabilization services needs of people in permanent housing programs.

Department of Homelessness and Supportive Housing (HSH) and Mayor’s Office of Housing and Community Development (MOHCD)

MOHCD and HSH

Department of Public Health (DPH), HSH, and the Human Services Agency’s Department of Disability and Aging Services (DAS)

| Prioritized Strategies and Activities <i>Already underway or being planned for the early stages of Plan implementation</i> | Lead(s) |
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| <p>4. Develop higher levels of in-home support to address the complex health needs of the aging population of people who are currently unsheltered or are living in supportive housing, including piloting the Oakdays model, which creatively braids state and federal funding streams to provide a supportive residential setting with graduated levels of care that allow tenants to safely age in place.</p> | <p>DPH, HSH, and DAS</p> |
| <p>5. Strengthen and scale the availability of scattered-site permanent supportive housing options through landlord lease up bonuses, landlord risk mitigation funds, and other activities and incentives to encourage private market participation.</p> | <p>HSH</p> |
| <p>6. Provide rapid re-housing and other subsidies, partnered with workforce development services and supports when possible, to address the employment and income goals of households and to increase their ability to remain stable within housing.</p> | <p>HSH</p> |
| <p>7. Grant supportive housing providers access to and training in the DPH Carelink system to improve their understanding of the service needs of clients housed at their sites and to better coordinate service delivery.</p> | <p>HSH and DPH</p> |
| <p>8. Update HSH transfer policies and procedures to ensure that all clients housed across all types of HSH-funded housing settings are able to transfer seamlessly to other settings as household and health-related needs change.</p> | <p>HSH</p> |
| <p>9. Review and implement recommendations from the Coordinated Entry (CE) Redesign Workgroup to improve how the CE system identifies and matches resources to meet people’s needs, emphasizing the clear communication of what resources are available and what people can expect to receive, making referrals aligned with people’s needs, promoting client choice, and providing equitable access to housing resources.</p> | <p>HSH</p> |
| <p>10. Strengthen communications to ensure public understanding regarding both the City’s Coordinated Entry system, for accessing housing and services within the homelessness response system, and the City’s DAHLIA housing portal, for accessing other affordable housing options, and ensure that homelessness services providers can effectively and appropriately support people to access housing through both systems.</p> | <p>MOHCD and HSH</p> |
| <p>11. Assess current models of delivering case management support and physical and behavioral health services in permanent supportive housing – including but not limited to HSH master-leased sites – and implement changes as needed to ensure that client needs are met and system resources are deployed as efficiently as possible.</p> | <p>DPH, HSH, and DAS</p> |
| <p>12. Collaborate with TGNC people with lived expertise and TGNC-focused organizations to implement recommendations from the final Ending Trans Homelessness Plan with the goal of improving access to permanent housing options and more effectively addressing the safety and service needs of TGNC people.</p> | <p>HSH and Mayor’s Office of Transgender Initiatives (OTI)</p> |
| <p>13. Improve physical conditions in permanent supportive housing sites through strategies that include an annual capital investment fund, accessibility improvements, implementation of elevator modernization funds and implementation of housing quality inspections across the portfolio.</p> | <p>HSH</p> |

| Prioritized Strategies and Activities <i>Already underway or being planned for the early stages of Plan implementation</i> | Lead(s) |
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| <p>14. Pilot new training curricula regarding providing reasonable accommodations for people with disabilities in housing, for HSH staff and ultimately for housing providers, and develop expanded expertise within HSH regarding the needs of people with disabilities and reasonable accommodations and modifications.</p> | <p>HSH and Mayor’s Office on Disability (MOD)</p> |
| <p>15. Ensure that points of access to the homelessness response system recognize disability status is understood as at-risk criteria when determining eligibility for particular programs and services and that intake staff will be trained to know when immediate supports must be made available to people with disabilities who are experiencing homelessness, such as attendant care supports, medical supports, daily living supports, and other real-time disability access needs, when waiting for a reasonable modification to be implemented may not be appropriate.</p> | <p>MOD and HSH</p> |
| <p>16. Coordinate with the Safe Housing Working Group to review findings and recommendations from the Safe Housing in San Francisco: A Community Needs Assessment Report, which HSH engaged the Safe Housing Alliance to prepare, and determine next steps for improving access to permanent housing options for survivors, potentially including survivor-specific housing, and for better addressing survivors’ safety and service needs.</p> | <p>HSH</p> |
| <p>17. Focus on the needs of people living in permanent supportive housing with respect to implementation of the City’s Overdose Prevention Plan, through workforce training, critical incident tracking and analysis, naloxone procurement and distribution and provision of training and technical assistance to build the capacity of providers to implement harm reduction strategies and assertive case management follow-up on PSH residents by the Street Overdose Response Team (SORT).</p> | <p>DPH and HSH</p> |
| <p>18. Expand the housing ladder “moving-on” initiative, through which residents of permanent supportive housing (PSH) who no longer need the intensity of services available in that housing are supported to move into other housing options that they can afford, creating more opportunities for people experiencing homelessness to move into existing PSH units.</p> | <p>HSH</p> |
| <p>19. Sustain, evaluate, and build upon the success of the Housing, Disability and Advocacy multi-disciplinary team, a cross-agency partnership that links shelter clients to federal disability payments, public benefits, permanent supportive housing and higher levels of residential care.</p> | <p>Human Services Agency (HSA) and HSH</p> |
| <p>20. Strengthen efforts to ensure that formerly homeless individuals in permanent supportive housing can more easily access and maintain public benefits, income supports, and food security support.</p> | <p>HSA</p> |
| <p>21. Promote housing retention for formerly homeless older adults and people with disabilities by sustaining and expanding the Collaborative Caregiver Support Team (CCST) initiative, which makes personal in-home care services available to residents of permanent supportive housing.</p> | <p>DAS</p> |
| <p>22. Strengthen partnerships with homelessness services providers and other community-based and faith-based organizations to help households experiencing homelessness navigate application, eligibility, and move-in requirements and processes, in order to ensure racially equitable access and entries into MOHCD-funded affordable housing units.</p> | <p>MOHCD</p> |

| Prioritized Strategies and Activities <i>Already underway or being planned for the early stages of Plan implementation</i> | Lead(s) |
|---|--|
| 23. Continue implementation and assess the impact of pilots connecting currently and formerly homeless individuals to workforce services, in order to test strategies for supporting employment and income growth that can enhance housing stability; depending on findings, identify opportunities to expand such integration of services. | Office of Economic and Workforce Development and HSH |

| Future Areas of Focus <i>Expected to receive greater emphasis in future stages of Plan implementation.</i> | Lead(s) |
|--|--|
| <ol style="list-style-type: none"> Partner with elected officials, relevant City departments, and the City’s labor organizations to explore innovative opportunities to remove barriers and speed development and financing processes, including but not limited to: the potential for expanded use of pre-fabricated modular transitional and permanent housing in San Francisco; conversion of non-residential buildings into housing; converting single-family or small residential buildings into permanent supportive housing; by-right development policies on land owned by religious institutions; and other innovative approaches to financing and development activities. Analyze the existing continuum of residential settings suitable for homeless individuals with substance use disorders to: identify gaps in needed services; pilot new models to fill those gaps, which might include recovery living environments, Managed Alcohol Programs, and safe use spaces co-located with residential settings; and clearly define roles and responsibilities of City departments for acquiring/developing, operating and providing services in each type of residential setting. Strengthen pathways and processes through which people can move, in either direction, between permanent supportive housing programs and settings providing higher levels of care and treatment, such as through the Oakdays model or in Skilled Nursing Facilities, when appropriate. Re-examine the appropriate departmental home for shelter, housing, and case management programs that serve survivors of violence while fully protecting the confidentiality and safety needs of survivors. Explore options and develop a strategy for long-term asset management of City-owned permanent supportive housing, including transition of ownership to non-profit organizations, particularly those that are BIPOC-led and/or deeply connected to marginalized communities. Foster intentional, structured partnerships between family and youth service providers and family and youth permanent/transitional housing sites, with the goal of enhancing housing stability and improving child and youth outcomes through the provision of family support, educational support, financial literacy, money management, and workforce services to residents. Scale up the availability of shallow subsidies for households in time-limited rapid re-housing or other types of housing who need ongoing financial assistance to remain housed; develop efficient processes through which households seeking or receiving emergency rental assistance or other housing assistance can be referred to shallow subsidy programming if the other forms of assistance are determined to be insufficient to address their longer-term housing affordability needs. | <p>MOHCD</p> <p>HSH and DPH</p> <p>HSH and DPH</p> <p>Department on the Status of Women</p> <p>MOHCD and HSH</p> <p>Department of Children, Youth and Their Families (DCYF) and HSH</p> <p>HSH and MOHCD</p> |

| Future Areas of Focus <i>Expected to receive greater emphasis in future stages of Plan implementation.</i> | Lead(s) |
|--|---|
| <p>8. Develop a shared, equity-based and data-driven framework to prioritize and support diverse populations to access the City's federally, state-, and locally subsidized housing resources, including but not limited to affordable housing, tax credit housing, mixed financing units, public housing, housing choice vouchers, below market rate and permanent supportive housing.</p> <p>9. Develop additional strategies for providing a broader range of housing options to families with children who are currently living in doubled-up situations, in SROs, or in other overcrowded, unsafe, or unstable living arrangements, including improved access to a variety of housing options outside of the homelessness response system.</p> <p>10. Build expertise within HSH and among providers of permanent supportive housing about low-barrier strategies for modifying older housing units to be more accessible to people with disabilities. Perform joint data analyses and develop a collaborative plan, priorities, and policies for the strategic deployment of local, state, and federal housing resources to support the development and operation of subsidized housing in San Francisco.</p> <p>11. Perform joint data analyses and develop a collaborative plan, priorities, and policies for the strategic deployment of local, state, and federal housing resources to support the development and operation of subsidized housing in San Francisco.</p> | <p>HSH, MOHCD, and San Francisco Housing Authority (SFHA)</p> <p>MOHCD</p> <p>MOD and HSH</p> <p>HSH, MOHCD, and SFHA</p> |



Overview

The City is committed to achieving a future in which far fewer people ever experience homelessness in our community and to pursuing a comprehensive vision for the prevention of homelessness. This vision includes but extends beyond the responsibilities of the homelessness response system alone and instead requires a multi-sector approach and a diverse range of strategies and activities, including:

- **Activities that will reduce how frequently families and individuals experience any form of housing crises within our community**, recognizing that progress will require addressing systemic racial inequities; ensuring an adequate supply of affordable housing; improving education, employment, and income opportunities; and increasing access to affordable childcare, legal assistance, and physical and behavioral health care, with a particular focus on addressing the housing needs of people who are staying with others in “doubled-up,” “couch-surfing,” or other temporary arrangements and who are at high-risk of becoming homeless if those arrangements fall through.
- **Activities that reduce the risks of experiencing homelessness among people who are transitioning out from and/or receiving services from various public systems and institutional settings**, through enhanced cross-system collaboration, including systems such as health care, child welfare, foster care, and corrections; bringing increased awareness and attentiveness to housing stability, effective transition and discharge planning; and linking people to a variety of other services and supports.
- **Activities that respond to the needs of households experiencing a housing crisis with financial assistance, legal services and eviction prevention services, and other services and supports that help people to sustain their current housing**, through assistance that may be provided through a range of systems and agencies, not only through the homelessness response system and not necessarily requiring engagement with the Coordinated Entry system. Activities include strengths-based interventions to support people to resolve housing crises before they become unsheltered or enter shelter, including: housing problem solving conversations; housing location assistance; reunification, mediation, and conflict resolution services; and/or flexible financial assistance.

The City will build upon its recent expansion of eviction and homelessness prevention programming and strive to strengthen the reach and the impact of its efforts, including for people and communities who are disproportionately represented among San Franciscans experiencing homelessness.

Goals Impacted

Successful implementation of these strategies will drive progress across all of the Goals of this Plan, and most especially:

Goal #5: Provide prevention services to at least 18,000 people at risk of losing their housing and becoming homeless.

**Key Guidance from
People with Lived
Expertise**

- Many respondents said they wanted to be in housing and would need additional financial supports to pay for utilities, medical care, food, and legal services to stabilize in their housing.
- Many respondents had a job or wanted to get a job to have consistent paid work or a guaranteed income to help stay housed.
- Family reunification works well for young people and those who have supportive relationships with families to help maintain their housing.
- Increased availability for behavioral health treatment options for detox, harm reduction, and substance use treatment should be on demand rather than having to wait many months for a space.
- Community engagement efforts included a particular focus on people who have histories of incarceration, who are dramatically overrepresented among people experiencing homelessness. Specific guidance provided by people with lived expertise for preventing homelessness among this population included:
 - There needs to be a variety of housing options and support upon release from incarceration, including permanent supportive housing, housing with health supports, abstinence-focused housing, and housing problem solving services that can prevent people from becoming homeless.
 - Barriers for justice-involved people include not being able to live together with others on probation/parole and criminal history screenings preventing people from securing housing.
 - Strategies should include in-reach to people who are incarcerated and strengthening re-entry planning so that people do not become homeless upon release.
 - The location of housing options is very important for justice-involved people, and it is essential that people have access to safe, non-triggering housing locations in order to reduce loss of housing and recidivism.

ACTION AREA #5:
Preventing People from Experiencing Homelessness

5

Objectives

- The City will pursue these interrelated Objectives within its efforts in this Action Area:
- A.** Adequately fund and deploy homelessness prevention resources and provide flexible financial assistance, including both one-time and longer-term assistance, to support at-risk households to retain or secure housing.
 - B.** Prevent evictions and loss of current rental housing, with focus on the most vulnerable tenants, including formerly homeless households.
 - C.** Adequately fund and deploy strengths-based housing problem solving interventions to help people successfully resolve housing crises without entering shelter or becoming unsheltered and to support rapid exits from homelessness.
 - D.** Create expanded supplies of affordable housing units and of flexible subsidies and supports, including employment services, to prevent households from experiencing housing crises or homelessness.
 - E.** Reduce entries into homelessness as people transition out from and/or receive services from other settings and systems and address racial inequities among those at risk of experiencing homelessness.

| Prioritized Strategies and Activities <i>Already underway or being planned for the early stages of Plan implementation.</i> | Lead(s) |
|---|---|
| 1. Expand the capacity of the homelessness response system by expanding prevention services to serve 4,300 additional households over five years. | Department of Homelessness and Supportive Housing (HSH) and Mayor’s Office of Housing and Community Development (MOHCD) |
| 2. In light of reduced state and federal funding availability starting in FY 2023-24, retool the City’s approach to prioritizing available prevention funding and providing flexible financial assistance, including both one-time and longer-term assistance, in order to retain or secure housing for households at risk of homelessness. | MOHCD and HSH |
| 3. Evaluate the effectiveness and efficiency of emergency rental assistance activities, including evaluating assessment tools and other strategies being used to target emergency rental assistance resources to households facing the greatest risks and documenting the percentage of people who receive emergency rental assistance who later experience homelessness; use findings to drive future program design and policy decisions. | HSH and MOHCD |
| 4. Expand the availability and utilization of strengths-based housing problem solving interventions to more settings across the homelessness response system to support people to identify possible pathways to resolve their current housing crisis without needing to enter shelter or becoming unsheltered, including: solutions-focused housing problem solving conversations; housing location assistance; reunification, mediation, and conflict resolution services; and/or flexible financial assistance. | HSH |
| 5. Expand the range of services and interventions, including: eviction-related legal services and emergency rental assistance; tenant counseling, education, and outreach; housing-related mediation; and other supportive services, to prevent loss of current rental housing, with a focus on the City’s most vulnerable tenants, including formerly homeless households in supportive housing programs and other subsidized housing. | MOHCD and HSH |

| Prioritized Strategies and Activities <i>Already underway or being planned for the early stages of Plan implementation.</i> | Lead(s) |
|---|---|
| 6. Implement a comprehensive Housing Stability Framework and work plan for preventing evictions in City-funded affordable and supportive housing programs, including strategies tailored to address the needs of permanent supportive housing tenants, and improve collection and analysis of data to improve housing stability outcomes and address any existing racial inequities and other disparities. | MOHCD |
| 7. Create an expanded supply of affordable housing units that can prevent households from experiencing housing instability and crises that can result in homelessness. | MOHCD |
| 8. Expand affordable housing options for, and/or increase targeting of existing affordable housing resources to, people at greatest risk of experiencing homelessness, including people who are at transition points within other systems that often result in homelessness, such as youth ages 18 to 24 exiting the foster care system and people returning to community following periods of incarceration. | MOHCD |
| 9. Prevent homelessness among former foster youth through improved cross-system coordination, identification of an appropriate entity to serve as a Coordinated Entry Access Point specifically for foster youth nearing the age of emancipation who are at risk of homelessness, and by advocating for increased Transitional Housing Program Plus resources at the state level. | Human Services Agency's Department of Benefits and Family Support (BFS) and HSH |
| 10. Expand access to prevention services for youth, reentry clients, and non-English speaking populations. | HSH |
| 11. Partner across City departments and other stakeholders to implement strategies identified within the 2022 Aging and Disability Affordable Housing Community Needs Assessment that impact people experiencing or at risk of homelessness, including: expanding the supply of affordable and accessible housing and rental subsidies; improving the ability of aging and disability communities to secure and sustain such housing opportunities; better meeting people's accessibility and safety needs in housing; improving access to health care, supportive services, and transportation options; strengthening data and information sharing and coordination; and improving housing stability among people with disabilities and older adults, including through ensuring access to reasonable accommodations and modifications, achievement of accessibility standards, and enacting non-discrimination, anti-ableist, and anti-ageist strategies. | HSA's Disability and Aging Services (DAS), MOHCD, Mayor's Office on Disability, HSH, and San Francisco Planning |

| Future Areas of Focus <i>Expected to receive greater emphasis in future stages of Plan implementation.</i> | Lead(s) |
|---|-------------------------------|
| 1. Seek opportunities to secure additional local, state, and federal funding resources to ensure the scale of emergency rental assistance is sustained in order to prevent more entries into homelessness in future years. | MOHCD and HSH |
| 2. Revisit and issue updated homelessness response system policies that clarify the circumstances under which child-welfare involved families may be served in family shelter and housing while awaiting reunification with their child(ren). | HSH and Human Services Agency |
| 3. Test and assess models for making housing more affordable by providing more direct access to financial assistance through cash transfer and minimum basic income programs, including implementing and evaluating a direct cash transfer program for youth to test its effectiveness as an intervention to promote housing stability. | HSH |

Commitment To Accountability

The Goals, Action Areas, Objectives, Strategies and Activities, and Future Areas of Focus identified within this Plan are all designed and intended to help ensure that the City and its partners operationalize the Plan's values and principles, strengthen and better coordinate across every component of the homelessness response system, and achieve our vision of racial equity and housing justice in a San Francisco in which homelessness is never more than a rare, brief, and one time experience.

The Department of Homelessness and Supportive Housing (HSH) will lead the development of annual implementation plans and will use the following primary accountability mechanisms to ensure that the City as a whole is accountable to making meaningful progress toward achieving this Plan's Goals and Objectives and to inform refinements to Strategies and Activities in the future.

Publicly Reporting Progress

Progress in the implementation of this Plan will be regularly assessed and reported, and the Plan itself will be regularly updated, to ensure that we are continuously moving closer and closer to our shared vision.

- HSH will hold regular, on-going coordination and planning meetings with all involved City departments and offices to support the implementation of the Plan's strategies and activities, to identify and address challenges, and to align efforts.
- During the First Quarter of each Fiscal Year, HSH will work with City departments and offices to report out on interim progress made towards the Plan's Goals, other supporting performance metrics in the prior Fiscal Year, and implementation successes and challenges, and to develop and refine annual implementation plans.
- HSH will convene leaders from across City departments and offices annually to collectively review progress, assess implementation challenges, and define improvements and priorities for the Plan's continued implementation.
- At the three-year mark, after the end of FY 2025-26, the City will initiate a more comprehensive review of the Plan, analyzing and reporting out on progress toward goals as well as the implementation status of strategies reflected in the Plan, and proposing new strategies as needed.

Partnering With People With Lived Expertise

On an on-going basis, the City will meaningfully partner with and support the leadership of people with lived expertise of homelessness, including by:

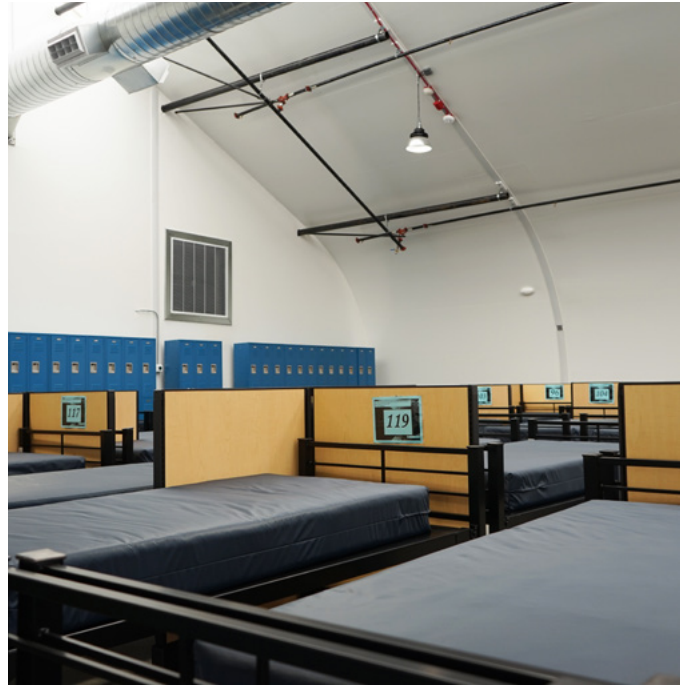
- Engaging and compensating people with lived expertise to help guide and inform HSH's policy development, program design and evaluation, and other decision-making.
- Engaging and compensating people with lived expertise within the assessment of progress in the implementation of this Plan and future refinements to the Plan.
- Partnering with other City departments and offices to ensure and support the involvement of people with lived expertise within their relevant community engagement, stakeholder input, and planning processes and implementation activities.

Homelessness Oversight Commission

In November 2022, San Francisco voters approved a City Charter amendment to establish a new Homelessness Oversight Commission. The seven-member Commission will be appointed by the Mayor and the Board of Supervisors and is expected to be seated in Spring 2023.

- The Commission will provide oversight to the Department of Homelessness and Supportive Housing and will approve the department's annual budget as well as its contractual agreements with service providers.
- Additionally, other existing advisory and governance bodies with a narrower purview over specific aspects of the homelessness response system – including the Local Homeless Coordinating Board, the Our City Our Home Oversight Committee, the Shelter Monitoring Committee, and the Shelter Grievance Advisory Committee – will now advise the Commission.
- The Commission will hold regular meetings open to the public and is anticipated to provide a level of transparency into the operations of HSH and the overall homelessness response system that has not previously existed.

Ultimately, the Mayor's Office and the Board of Supervisors also hold responsibility for ensuring that the City is on a path to achieving this Plan's Goals and is making progress toward comprehensively ending homelessness in our community. Achievement of the Plan's Goals will require additional resource allocations, advocacy at the state and federal levels resulting in new investments of funding, political courage, and the will to stay the course on the strategies outlined in this Plan.



Next Steps

Following the publication of this Plan, City partners will focus on the following next steps that will be critical to the implementation and long-term success of the Plan:

| | |
|---|--|
| <p>Education and Awareness</p> | <p>City staff will engage in wide-ranging communications efforts to ensure awareness and understanding of the Plan among people experiencing homelessness, among staff across housing and services providers active within the homelessness response system, among state and federal leaders, among highly-impacted neighborhoods and communities, and among the general public of San Francisco.</p> |
| <p>Development of a Performance Measurement Plan</p> | <p>HSH staff will lead efforts, including with other City departments and offices, to develop a comprehensive list of data and performance measures that will be tracked to assess impact and inform future modifications to the Plan and will also finalize the mechanisms for measuring and reporting performance against the Plan’s five Goals, which will include methods for collecting input from people currently receiving services within the homelessness response system.</p> |
| <p>Determining Baseline Data on Inequities and Disparities</p> | <p>HSH staff will lead efforts, including with other City departments and offices, to develop baseline data and dashboards documenting the current state of inequities and disparities in the experience of homelessness in San Francisco and in the outcomes achieved through the homelessness response system, and will establish plans for annually measuring and reporting progress toward eliminating such disparities.</p> |
| <p>Development of Initial Implementation Plan</p> | <p>HSH staff will lead efforts, including with other City departments and offices, informed by community liaisons with lived experience of homelessness, to develop the first, more detailed annual implementation plan for this Plan’s strategies and activities, with clearly defined roles and timeframes, and will also create project management tools that will support effective implementation.</p> |
| <p>Regular Reporting and Refinements</p> | <p>During the first quarter of each fiscal year, HSH will report out on interim progress made towards the Plan’s Goals and other supporting performance metrics in the prior year. At the 3-year mark, the department will initiate a more comprehensive review of the Plan, analyzing and reporting out on progress toward goals as well as the implementation status of strategies reflected in the Plan, and proposing new strategies as needed.</p> |



PART III:
Essential Information for the
Development and Implementation
of *Home by the Bay*

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Development of this Plan

San Francisco's Department of Homelessness and Supportive Housing (HSH), including an HSH staff Strategic Planning Working Group, implemented an intensive, community-wide process to inform and guide the development of the *Home by the Bay* plan. This planning process intentionally built upon the previous HSH Five-Year Strategic Framework to develop a comprehensive strategic plan, one that leads with a sharpened focus on equity and which will guide the work of not only HSH but of all involved City agencies and departments.

This planning process was implemented in two phases. **The first phase of planning**, from February to June 2022, focused on:

- **Analysis of homelessness response system program and funding data**, and identification of goals and strategies required by the State of California for the third round of funding for Homeless Housing, Assistance and Prevention Program (HHAP-3).
- Completion of an **evaluation of San Francisco's current Coordinated Entry system and processes** and the launching of a redesign process.
- Planning **of the Just Home Initiative**, funded by the MacArthur Foundation, focused on strategic planning activities and funding for a housing project to reduce racial disparities in people experiencing homelessness and justice involvement.
- **Performance of Community Needs Assessment activities and other collaborative planning activities to shape changes to Coordinated Entry (CE) for Survivors of Violence** in order to improve survivor access, safety, choice, and privacy; to improve coordination between Victim Service Providers and the homelessness response system; and to help ensure that survivors can access housing in ways that are safe for them.
- Intensive **planning for how to align opportunities created through California Advancing and Innovating Medi-Cal (CalAIM) waivers to support critical services, including housing navigation and housing retention services**, through Community Supports services that Medi-Cal managed care plans may offer.
- Building out and **expanding staffing within the new HSH Planning, Performance, and Strategy division**.
- Securing **expert assistance to support planning and innovative community engagement activities**.

The **second phase of planning**, from July 2022 through January 2023, was deeply informed by the activities of the first phase and by the HSH Strategic Planning Working Group, and focused on:

- **Active community engagement and stakeholder input processes, implemented in partnership with people with lived expertise of homelessness**. These processes, implemented through consulting services from Talent Poole Consulting and Matthew Doherty Consulting, included:
 - The recruitment and leadership of Community Liaisons with lived expertise to design and implement engagement activities.
 - Surveys and focus groups with people with lived experience; key themes that emerged through these processes are summarized in the next section.
 - Input sessions with provider organizations, including front-line staff, as well as community leaders and stakeholders representing neighborhood groups, merchant associations, the business community, and the general public.
 - Surveys, focus groups, and conversations with staff and leadership of the Department of Homelessness and Supportive Housing.
 - Facilitated planning discussions with the HSH Strategic Framework Advisory Committee, the Local Homeless Coordinating Board, the Our City, Our Home Oversight Committee, and other entities.

- **Review and consideration of many other relevant existing plans and reports**, to identify issues, strategies, and activities that have already been prioritized within the community, including but not limited to:
 - [San Francisco Homeless Count and Survey: 2022 Comprehensive Report](#)
 - [San Francisco Youth Homeless Count and Survey: 2022 Comprehensive Report](#)
 - [Five Year Strategic Framework, Strategic Framework Youth Addendum](#), and [2021 Strategic Framework Update and Implementation Plan](#), and other related materials.
 - [HSH Racial Equity Action Plan](#) and [Racial Equity Progress Report for 2021](#).
 - [HSH Opportunities for Advancing Racial Equity Phase I](#) and [HSH Opportunities for Advancing Racial Equity Phase II](#)
 - [A Place for All Report](#)
 - [Coordinated Entry Evaluation Report and Redesign Recommendations](#)
 - [Coordinated Community Plan to Prevent and End Youth Homelessness](#)
 - [Shelter-in-Place Hotel Rehousing Plan](#)
 - [2022 Aging and Disability Affordable Housing Community Needs Assessment](#)
 - [Mental Health Reform Plan](#)
 - [Stop the Revolving Door](#)
 - [Behavioral Health and Homelessness in San Francisco: Needs and Opportunities](#)
 - [Our City, Our Home Oversight Committee Investment Plan For Fiscal Years 20-21, 21-22, 22-23](#)
 - [All In: The Federal Strategic Plan to Prevent and End Homelessness](#)
- **System modeling to help determine how much of which kinds of housing and services interventions are needed to make an impact on homelessness in San Francisco**, implemented through consulting services from Focus Strategies.
 - This analysis developed a baseline model, using the best available data regarding needs, pathways, and scale of current investments and interventions.
 - The model was then used to project impacts of different investments or other policy and practice changes, and to inform goal- and target-setting for this Plan.
 - The modeling activities were performed in close coordination and alignment with the needs assessment processes being implemented with the Our City, Our Home Oversight Committee, and were also used to inform the A Place for All report.
 - The model will serve as a lasting tool that can be used and refined into the future.
- **Cross-departmental coordination and planning**, supported by services from Matthew Doherty Consulting, to identify priorities and objectives, as well as develop and align strategies and activities, to ensure that the strategic plan truly represents a citywide plan. Collaborative planning was implemented between the Department of Homelessness and Supportive Housing and:
 - **Office of Mayor London N. Breed**
 - **Mayor’s Office on Disability**
 - **Mayor’s Office of Housing and Community Development**
 - **Mayor’s Office of Transgender Initiatives**
 - **Office of the Controller**
 - **Office of Economic and Workforce Development**
 - **San Francisco Department of Public Health**
 - **San Francisco Department of Emergency Management**
 - **San Francisco Human Services Agency**
 - **San Francisco Department of Children, Youth and Their Families**
 - **San Francisco Department on the Status of Women**
 - **San Francisco Adult Probation Department**
 - **San Francisco District Attorney’s Office**
 - **San Francisco Public Defender’s Office**
 - **San Francisco Sheriff’s Department**
 - **San Francisco Housing Authority**
 - **San Francisco Unified School District**
 - **Treasurer and Tax Collector’s, Financial Justice Project**

Community Voice Matters: Key Findings and Themes from Conversations, Surveys and Focus Groups with People with Lived Expertise of Homelessness

HSH partnered with Talent Poole Consulting to provide stakeholder and community engagement services. The project team was composed of people with lived experience of homelessness, incarceration, and deep expertise working with public sector and non-profit partners. Talent Poole recruited a team of Community Liaisons who have also experienced homelessness in San Francisco to gather community feedback through surveys, focus groups and key informant interviews. The team worked to specifically engage groups that have historically been excluded from community engagement processes and underserved by traditional systems, including Black communities, Transgender and Gender Non-Conforming individuals, youth ages 18 to 24 (often called transitional age youth, or TAY), recently incarcerated people, and people from undocumented and immigrant communities.

Throughout October 2022 to January 2023, the project team conducted 319 surveys at 11 locations throughout the City, held six focus groups, and had five key informant interviews with 11 stakeholders.

Survey Methodology and Key Findings

From December 2022 to January 2023, Community Liaisons conducted 319 surveys at 11 locations throughout the City, including outdoor encampments, shelters, clinics, mobile outreach units, and other homeless service program sites. The Community Liaisons designed the survey with the goal of inquiring about ways to improve the City's current homelessness response system.

- Respondents were primarily people of color, with Black or African Americans being the most represented group at 48%, followed by 30% white, 14% Latine or Chicane, 10% Other, 8% Native or Indigenous, 6% Asian or Pacific Islander, and 2% Middle Eastern and/or North African.
- Less than 1% of respondents were under 18, 18% were 18-24, 10% were 25-30, 20% were 31-40, 17% were 41-50, 24% were 51-60, 18% were 61-70, and 3% were 71-80.
- 46% of respondents identified as men, 39% identified as women, 2% identified as transgender men, 9% as transgender women, 2% as gender non-conforming, 2% as two-spirit, 1% as intersex, and 2% as other. (Respondents were allowed to make more than one choice.)
- Please see [Community Voice Matters: Conversations with People Experiencing Homelessness](#) for more detailed information regarding the methodology and respondents.

In addition to providing information about their personal experience of homelessness, survey respondents were asked various questions evaluating the current homelessness response system and providing feedback about solutions and what the City can do better.

Clear themes emerged about what the community believes is needed to make the system more responsive to their needs.

- **Respondents believe the City can better support those experiencing homelessness by:**
 - Overhauling current shelter programs to be easier to access.
 - Improving permanent supportive housing in SROs and providing more direct access to appropriate programs and services.
 - Creating clear communications and transparent processes about how to access housing and services.
 - Making eligible programs more accessible to people who are on the street.

- Prioritizing hiring people with lived experiences of homelessness and incarceration, and *need for training*.
- Stopping the breakup of families who want to live together (including the exclusion of pets).

Respondents want to live in safe, clean locations that aren't triggering for those seeking to be in recovery. The vast majority of respondents said they would take housing if offered. Respondents want housing with the following characteristics:

- It is a clean and updated building
- Has own bathrooms
- Has keys to lock their doors
- Freedom to move about as they would like
- In safe environment
- Able to buy and make their own food

Respondents ranked what they believed the City's top five priorities for addressing homelessness should be over the next five years, and the majority identified the following:

1. Improving housing options
2. Making it easier or faster to get housing
3. More housing options
4. Improved shelter system
5. Improved case management services

Respondents also identified the following as important priorities: more **emergency shelter** and **navigation** center beds, improving/expanding **mental health services**, making sure **access to programs and services are fair and equitable**, creating **more job opportunities** for people experiencing homelessness, and improving or expanding **outreach** services.

Respondents were asked how the City could improve various systems, including outreach, case management, coordinated entry, housing, and the work of the Department of Public Works and law enforcement. Respondents identified a need for more street outreach and case managers with **better training** and **more relevant/current resources**. Respondents consistently asked for more training to increase empathy among law enforcement and Department of Public Works staff.

Forty-three percent of survey respondents self-identified as having been previously incarcerated, and 85% reported that they were not connected to housing upon release. **Eighty percent** identified as not being on probation or parole. **Overarchingly, respondents said they need a variety of housing options and support upon release, including permanent supportive housing, housing with health supports, transitional housing, sober living environments, and housing problem solving.** Permanent housing was most often cited as a need among this group of respondents.

The Community Liaisons felt strongly that it was important to ask respondents about their goals for the future and where they want to be in five years to harness their own powers to transform and see themselves beyond their current situation. Respondents described a wide variety of dreams, goals, and ambitions. The majority stated that they wanted to be healed, housed, and in community with family and their support system.

Focus Group Methodology and Key Findings

The project team conducted six focus groups between October of 2022 to January of 2023. Focus groups were facilitated by consultants with lived experience of both homelessness and incarceration. Notetakers gathered feedback provided by participants.

The goal of the focus groups was to inquire about ways to improve the homelessness response system, informing the City's strategic plan, with a focus around the intersectionality of justice involvement and homelessness. Focus groups were held with a total of 35 community members who have experienced homelessness, as well as with individuals working on the front line providing services. Please see [Community Voice Matters: Conversations with People Experiencing Homelessness](#) for more detailed information regarding the focus groups and participants.

Key themes emerged from the focus groups including the following:

- **More housing (various types) and culturally responsive services needed across the board:**
 - Bilingual services and programs.
 - Gap in housing for families and people who are working and homeless in San Francisco (e.g., doubled up, living with parents/grandparents). Sense that focus is on those with addiction/chronic homelessness while younger people whose families have resided in the City for three generations are being displaced; they can't find affordable housing but can work, and may have justice involvement.
 - Peer support is important for people to navigate the homelessness response system.
 - More mental health treatment options are needed, especially for people who have a dual diagnosis.
 - Housing programs for youth ages 18 to 24 who are high utilizers of systems should be specialized and should have a clinical component, including a nurse practitioner on-site to manage medications.
- **Knowledge about the Homelessness Response System**
 - Severe lack of consistent understanding of what programs and services are available to people.
 - Meet people living outside where they are, especially those with disabilities who need services to reach them.
 - Outreach staff are not accessible and need to be available for more than a one-time interaction.
 - People often receive important information from peers instead of consistent information from outreach staff.
 - Outreach needs more people to be able to provide case management and warm hand-offs to shelter and housing.
 - Improve communication and offer more accessible information from outreach workers.
- **Housing for People with Justice Involvement:**
 - Continuing barriers for housing for justice-involved people include not being able to live together with others on probation/parole, criminal history preventing housing applications, and being lower on priority list.
 - In-reach, reentry planning, and a warm handoff are critical. More coordination is needed.
 - The location of housing is very important for justice-involved people, and it is essential to have safe, non-triggering locations to reside to reduce recidivism.
 - Choice of abstinence-based treatment programs is needed in addition to Housing First and harm reduction programs.

• **Improving System Performance / Equity in Access:**

- Providers need more transparency about what housing and services are available and training on the process for accessing them.
- Need to increase trust between HSH and some providers.
- Providers don't feel they can adequately advocate for their client's housing needs with the current Coordinated Entry system.

• **Permanent Supportive Housing**

- Physical conditions at housing sites often need improvement. Safety also needs to be improved. Need for tailored supports for different populations.
- Some individuals need some transitional housing solution that helps them prepare for permanent housing to prevent destruction of property.

Sources of Input for the *Home by the Bay* Plan



Measuring Achievement of the *Home by the Bay* Plan's Goals

***Home by the Bay* sets the following goals to be achieved by June 2028:**



GOAL #1

Decreasing Homelessness: Reduce the number of people who are *unsheltered* by 50% and reduce the *total* number of people experiencing homelessness by 15%.



GOAL #2

Reducing Racial Inequities and Other Disparities: Demonstrate measurable reductions in racial inequities and other disparities in the experience of homelessness and the outcomes of City programs for preventing and ending homelessness.³



GOAL #3

Increasing Number of People Exiting Homelessness: Actively support at least 30,000 people to move from homelessness into permanent housing.



GOAL #4

Supporting People to Succeed in Housing: Ensure that at least 85% of people who exit homelessness do not experience it again.



GOAL #5

Preventing Homelessness: Provide prevention services to at least 18,000 people at risk of losing their housing and becoming homeless.

The Plan's Action Areas, documented in detail in the *Action Areas, Objectives, Strategies and Activities* section of Part II of this Plan, include Strategies and Activities that will drive progress toward the achievement of these Goals.

More detailed information is provided below regarding why each Goal is important and a description of the performance measurement plan that will be implemented to assess progress and achievement of each Goal.

³ While specific reduction targets for Goal #2 are not being set at the time of the issuance of this Plan, through partnership and collaborative decision-making with impacted communities, the City will establish baseline data by January 2024 and may set targets for specific reductions in inequities in future years, beginning in FY 24-25.



GOAL #1:

Decreasing Homelessness

Reduce the number of people who are unsheltered by 50% and reduce the total number of people experiencing homelessness by 15%.

Why is this Goal important?

The systemic forces that create and sustain homelessness in communities – systemic racism and other inequities, housing costs and supply, inadequate wages and income, failures of public systems of care, and health and behavioral health challenges, among many others – cannot be solved by the homelessness response system alone. Such systemic challenges must be addressed, but the City’s response to homelessness must also continue to drive measurable progress toward ending homelessness, including the crisis of unsheltered homelessness and the impacts on people experiencing homelessness, neighborhoods, and communities.

How will this Goal be Measured?

Data from the 2022 Point-in-Time Count will be used as the baseline from which progress will be measured; that data estimated that there were 7,754 people experiencing homelessness at a given point in time, including 3,357 sheltered people and 4,397 unsheltered people.

Data from 2024 and 2026 Point-in-Time Counts will be used to assess progress toward achievement of the Goal.

Data from the 2028 Point-in-Time Count, to be performed in January 2028, will be used to determine if this Goal has been achieved.



GOAL #2:

Reducing Racial Inequities and Other Disparities

Demonstrate measurable reductions in racial inequities and other disparities in the experience of homelessness and the outcomes of City programs for preventing and ending homelessness.

Why is this Goal important?

Homelessness in San Francisco is starkly and profoundly racially inequitable. Systemic racism and public policies rooted in white supremacy have created and sustained inequality, disparities, and inequities, including the dramatic overrepresentation of Black and Latine people, people who are LGBTQIA+, people who are transgender, non-binary, or gender non-conforming, and people with disabilities, who all experience homelessness at greatly higher rates than other populations. Making progress toward eliminating such disparities is urgent and essential to ensure we are building an equitable response to homelessness and that we are supporting progress toward racial justice and equity within our community as a whole.

How will this Goal be Measured?

Assessment of progress will be measured by the City’s fiscal years (FYs) which run from July 1 through June 30, comparing data from future FYs to baseline data established during FY 2023-24.

By January 2024, HSH will develop and issue comprehensive baseline data and information documenting the current state of inequities and disparities in the experience of homelessness in San Francisco and in outcomes achieved by City programs.

Beginning after FY 2023-24, each year HSH will assess whether measurable reductions in racial inequities and other disparities are being achieved, measured as changes from the baseline data, and will issue a public report communicating findings.

Based upon these assessments, and through partnership and collaborative decision making with impacted communities, the City may set targets for specific reductions in inequities in future years, beginning in FY 2024-25.



GOAL #3:

Increasing Number of People Exiting Homelessness

Actively support at least 30,000 people to move from homelessness into permanent housing.

How will this Goal be Measured?

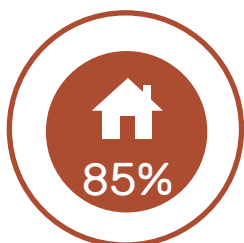
HSH will use ONE System data and other sources of data and information, as needed, to document the unduplicated number of people supported by the homelessness response system to move from homelessness into permanent housing, including: site-based and scattered-site permanent supportive housing, rapid re-housing, other forms of rental assistance, and potentially other permanent affordable housing options.

Various demographic analyses of the data will also be performed, including the numbers of people who were unsheltered or were in shelter or other temporary accommodations immediately prior to their move into permanent housing.

Performance data covering FY 2023-24 (beginning July 1, 2023) through FY 2027-28 (ending June 30, 2028) will be used to determine if this Goal has been achieved.

Why is this Goal Important?

Achieving the reductions in homelessness identified in Goal #1 will require increased capacity and success at actively supporting people to end their homelessness through a range of housing and services interventions provided within the homelessness response system or through City-funded affordable housing options, including permanent supportive housing, rapid re-housing, other forms of rental assistance, facilitated access to affordable housing, and housing problem solving services and financial assistance.



GOAL #4:

Supporting People to Succeed in Housing

Ensure that at least 85% of people who exit homelessness do not experience it again.

How will this Goal be Measured?

Beginning in FY 2023-24, data will be regularly analyzed to determine the rate at which people who previously exited from non-housing programs within the homelessness response system to permanent housing have returned to homelessness within 12 months.

Returns to homelessness will be documented by new participation in selected services that are provided through the homelessness response system, and various demographic analyses of the data will also be performed.

Performance data covering FY 2023-24 (beginning July 1, 2023) through FY 2027-28 (ending June 30, 2028) will be used to determine if this Goal has been achieved.

Why is this Goal Important?

In order to achieve and sustain reductions in homelessness identified in Goal #1, and to prevent people from experiencing the trauma and impacts of repeated episodes of homelessness, it is critically important to ensure that people who exit homelessness to permanent housing options achieve housing stability, do not return to homelessness, and can pursue their goals and dreams for themselves and their families.



GOAL #5:

Preventing Homelessness

Provide prevention services to at least 18,000 people at risk of losing their housing and becoming homeless.

Why is this Goal Important?

Reducing the number of people who are homeless – and the number of people who ever experience the traumatizing impacts of homelessness – requires communities to strive to do more to prevent homelessness from occurring. As the City scales its efforts to provide homelessness prevention services and eviction prevention services and adds a focus on housing problem solving services for people at the very cusp of becoming homeless, it will be critically important to document the scale of those efforts and to analyze and assess demographic information about the households who are receiving such forms of assistance.

How will this Goal be Measured?

Data documenting the unduplicated number of people receiving prevention or diversion services through HSH and MOHCD. Various demographic analyses of the data will also be performed.

Performance data covering FY 2023-24 (beginning July 1, 2023) through FY 2027-28 (ending June 30, 2028) will be used to determine if this Goal has been achieved.



Introduction to System Modeling

Background

To assist the Department of Homelessness and Supportive Housing (HSH) to lead the development of a five-year strategic plan for preventing and ending homelessness for the City and County of San Francisco, Focus Strategies developed a custom version of the System Performance Predictor 2 (SPP2) model specifically to fit San Francisco's homelessness response system's resources, outcomes, and inflow into homelessness.⁴

The SPP2 uses local data to understand what the homelessness response system is currently accomplishing and to plan and prioritize changes needed to bring about the greatest feasible reduction in homelessness. The SPP2 allows communities to make projections about the outcomes of changes to system inventory (number of beds and units) and system performance (lengths of time in programs and exit destinations). The model illustrates the potential impact of implementing specific strategies, which typically include adding new programs to serve people experiencing homelessness and/or increasing the rate of exits from the homelessness response system and into housing in the community.

Overview of Modeling Approach

Quantitative modeling with the SPP2 is an approach for "peeking" into the future to estimate how the number of people experiencing homelessness in the community might increase or decrease as changes are made to the homelessness response system. The model does not generate a single correct answer to how a community should change system inventory or system performance. Rather, it predicts the likely implications of different choices and supports intentional and deliberate strategic planning. Modeling informs decisions that impact the future; it does not tell the future.

The modeling approach views the homelessness response system as a set of policies, processes, and programs that impact how people enter homelessness, move through a series of interventions, and ultimately move back into housing. People may enter temporary programs (such as shelter), but the model continues to count them as homeless until they are permanently housed.

To predict changes in the size of the population experiencing homelessness, the model takes into consideration the following variables and the inter-relationships between them:

- Current estimates of the size of the population experiencing homelessness, broken out by single adults and families with children;
- Assumptions about the rate at which people become newly homeless and the impacts of strategies to prevent people from entering homelessness;
- Inventory of temporary resources and permanent housing resources in the system, including shelter, transitional housing, rapid re-housing, and permanent supportive housing programs, and projections about how that inventory will change over time; and
- Effectiveness of existing and anticipated new programs in helping people move from homelessness to housing, as measured by how long people participate in these programs and whether they secure housing upon exit.

⁴ The SPP2 builds on an earlier version of the System Performance Predictor, part of the System-Wide Analytics and Projection suite of tools jointly developed by Focus Strategies and the National Alliance to End Homelessness.

Taken together, these factors paint a picture of system “flow” and the resulting impact on the number of people experiencing homelessness.

System modeling supports strategic planning through the testing of different strategy choices. Decision makers can weigh the costs of adding new resources like shelter or permanent housing against the likely impacts that those resources will have on the rates of people experiencing homelessness. Through testing multiple scenarios, system modeling helps decision-makers determine the scale of investment needed to achieve reductions in homelessness and other system goals.

System Modeling and San Francisco’s Strategic Plan

To inform the development of the five-year strategic plan, HSH partnered with Focus Strategies to develop a system model that would achieve strategic plan goals by adding prevention services, permanent housing, and shelter.⁵ Inputs to the model were adjusted to achieve a projected 50% decrease in unsheltered homelessness through iterative testing of multiple scenarios and gathering feedback from HSH. The model makes data-informed projections, not an exact forecast. Because the actual performance of the homelessness response system will vary from the assumptions in the model, the model projects a range of possible results.⁶ In the final model used to guide the strategic plan, increases in system inventory are projected to reduce the count of people experiencing unsheltered homelessness to 800 - 2800 people by the end of the five-year Plan. HSH selected a mid-point in that range that yielded approximately a 50% reduction in unsheltered homelessness. The model also projects that the inventory increases will result in a reduction in overall homelessness to 5,200 - 7,200 people by the end of the five-year Plan. HSH selected a mid-point in that range that yielded approximately a 15% reduction in overall homelessness.

System Inventory

The system model begins with HSH’s starting inventory of system resources, adds units already in the planning pipeline,⁷ and then adds prevention services, permanent housing units, and shelter beds in a 4:2:1 ratio to achieve the desired reduction in unsheltered homelessness. Table 1 summarizes the system inventory inputs used in the system modeling scenario.

Table 1: System Inventory and Additions Needed to Reach Strategic Plan Goals

| Resource Type | Starting Inventory 7/1/2023 | Additions Already in Pipeline to Come Online after 7/1/23 | New Additions in Modeling Scenario 7/1/23 - 6/30/28 | Target for Total Inventory Additions 7/1/23 - 6/30/28 |
|--|--------------------------------|--|---|---|
| Prevention Slots | 1,180 | 0 | 4,300 | 4,300 |
| Total Permanent Housing Units | 15,800 | 700 | 2,550 | 3,250 |
| Permanent supportive housing | 13,500 | 700 | 825 | 1,525 |
| Rapid re-housing | 2,300 | 0 | 1,325 | 1,325 |
| Shallow subsidy | 0 | 0 | 400 | 400 |
| Shelter Beds | 3,500 | 0 | 1,075 | 1,075 |

⁵ Defined here as all forms of shelter categorized as emergency shelter by the U.S. Department of Housing and Urban Development.

⁶ The ranges presented represent 95% confidence intervals for the model projections.

⁷ The system modeling was based on HSH’s actual system inventory and the planned pipeline of inventory additions projected to come online before 7/1/2023 as of 12/14/2022.

System Performance Data

In addition to information about system inventory, the model uses data about how people currently flow through the homelessness response system. The following system performance data were calculated from HSH’s ONE System:

- Average length of stay in shelter, transitional housing, and rapid re-housing;
- Annual turnover rate for permanent supportive housing; and
- Percent of exits from programs to destinations outside of the homelessness response system.⁸

The system performance data used as inputs for the SPP2 are summarized in Table 2.

Table 2: Summary of Homelessness Response System Performance Data⁹

| System Performance Element | Data Used for System Modeling | |
|--|-------------------------------|----------|
| | Adults | Families |
| Average Length of Stay (in days) | | |
| Shelter | 115 | 54 |
| Transitional housing | 313 | 295 |
| Rapid re-housing | 353 | 618 |
| Permanent Supportive Housing Unit Annual Turnover Rate | 12% | 3% |
| Percent of Exits to Destinations Outside the Homelessness Response System | | |
| Shelter | 41% | 39% |
| Transitional housing | 37% | 27% |
| Rapid re-housing | 45% | 64% |
| Site-based permanent supportive housing | 70% | 52% |
| Scattered-site permanent supportive housing | 64% | 57% |

Some information required for modeling – annual inflow into homelessness and the average length of time in unsheltered homelessness – are not captured in existing data systems, requiring these inputs to be estimated using data from multiple administrative data sources.¹⁰ Annual inflow into homelessness represents the number of households who are not homeless at the beginning of the year but enter homelessness during the year. We estimated annual inflow by subtracting the number of households in the 2022 Point-In-Time Count from an estimate of the total number of households that experience homelessness during the year. Annual inflow into homelessness was estimated to be 7,800 adult households and 1,100 family households. The average lengths of time that households remain unsheltered were estimated iteratively during the modeling process. The final estimates used in the modeling were 300 days for adult households and 255 days for family households.

System Modeling Projections

Using the system inventory and performance data above, the model calculated five-year projections for key impacts of the homelessness response system, which were used to inform San Francisco’s strategic plan. The model’s key projections for the strategic plan and related plan goals are displayed in Table 3.

⁸ Exits to destinations outside of the homelessness response system include private rentals, staying with friends or family, subsidized housing not funded by HSH, as well as institutional settings like nursing homes and jails. When a household leaves the homelessness response system, a new household can be served by the vacant bed or unit.

⁹ The performance data in Table 2 were calculated from all exits from emergency shelter, transitional housing, and permanent housing programs between 8/31/2021 and 8/31/2022 that were recorded in the ONE System.

¹⁰ Administrative data sources used for estimation include the ONE System, Point-In-Time Count data, and public health system data.

Table 3: Summary of Strategic Plan Goals and Key Model Projections

| Strategic Plan Goal | Performance Measure | System Model Projection | Baseline without Inventory Additions |
|--|--|--|---|
| Goal 1a: Reduce the number of people who are unsheltered by 50%. | Unsheltered Homelessness in 2028 Point-in-Time (PIT) Count | Estimated 1,800 people experiencing unsheltered homelessness (59% decrease from 2022) Estimated range: 800 - 2,800 people | Estimated 4,700 people experiencing unsheltered homelessness Estimated range: 3,700 - 5,700 people |
| Goal 1b: Reduce the total number of people experiencing homelessness by 15%. | Overall Homelessness in 2028 PIT Count | Estimated 6,200 people experiencing homelessness (20% decrease from 2022) Estimated range: 5,200 - 7,200 people | Estimated 8,000 people experiencing homelessness Estimated range: 7,000 - 9,000 people |
| Goal 3: Actively support at least 30,000 people to move from homelessness into permanent housing. | Permanent Housing Move-Ins, FY23-24 – FY27-28 | Estimated 31,000 people actively supported to move into permanent housing | Estimated 27,500 people actively supported to move into permanent housing |
| Goal 5: Provide prevention services to at least 18,000 people at risk of losing their housing and becoming homeless. | Total Prevention Services, FY23-24 – FY27-28 | Estimated 18,500 people access prevention services | Estimated 13,000 people access prevention services |

Estimated Costs

This system modeling has also made it possible to project the costs of expanding the homelessness response system with additional housing and services. Achieving the strategic plan goals through the inventory additions in this system modeling scenario would require additional funding beyond HSH’s current budget. Table 4 summarizes the estimated costs of ramping up the added inventory during the strategic plan as well as the ongoing operating and services costs once all programs are online, including:

- More than \$607 million in additional funding during the five-year timeframe of this Plan
- More than \$217 million annually thereafter, increasing with inflation over time, to sustain the new investments

Table 4: Estimated Costs of Strategic Modeling Scenario

| Costs | Estimate |
|---------------------------------------|----------------------|
| Initial Five-Year Costs | \$607,661,000 |
| Start-up cost | \$29,717,000 |
| Five-year operating and services | \$577,944,000 |
| Ongoing Operating and Services | \$217,214,000 |
| Prevention | \$7,021,000 |
| Non-congregate shelter | \$86,910,000 |
| Rapid re-housing | \$70,928,000 |
| Shallow subsidy | \$9,009,000 |
| Site-based permanent housing | \$12,566,000 |
| Scattered-site permanent housing | \$30,780,000 |

Overview

The crisis of homelessness, including unsheltered homelessness, in San Francisco is driven by many systemic factors and a history of intentional policy decisions, and has been a long time in the making. Black, Indigenous, and Latine people experience homelessness at disproportionately high rates driven by historical and structural racism and failed policies across many systems, including discrimination in housing, health, education, employment, and criminal justice. Increasing economic inequality in San Francisco, housing costs rapidly outpacing wage growth, and the severe lack of investment in housing affordable for people with lower incomes all contribute to housing challenges and homelessness, causing people to become homeless and making it difficult for people to successfully end their homelessness within our community. The increase in housing costs across the region make it difficult to move to other parts of the Bay Area, which are also increasingly unaffordable to a significant portion of renters.

Every two years, San Francisco performs a Point-in-Time Count of people experiencing both unsheltered and sheltered homelessness, providing a critical snapshot of people experiencing homelessness in our community at a point in time and making it possible to measure changes and trends over time.

San Francisco's 2022 Point-in-Time Count, performed in February 2022, estimated that there were a total of 7,754 people experiencing homelessness in the city, including an estimated 3,357 (43%) people who were sheltered and 4,397 (57%) people who were unsheltered. Further, based upon recent modeling activities, the City estimates that as many as 20,000 individuals may experience homelessness in San Francisco over the course of a full year.

2022 Sheltered/ Unsheltered Population

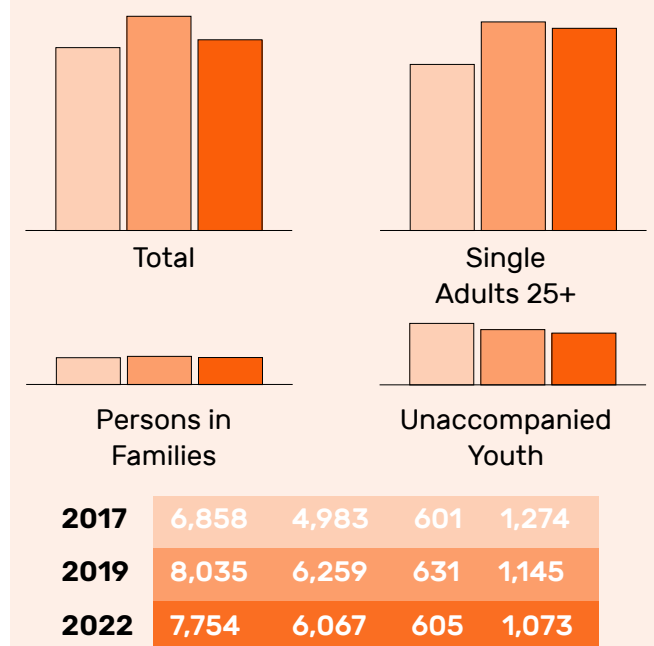
43%
Sheltered
N=3,357

57%
Unsheltered
N=4,397

Despite these challenges, the City has been making measurable progress in recent years:

- **The 2022 Point-in-Time Count data represents a 3.5% decrease in total homelessness, and a 15% decrease in unsheltered homelessness since the previous Count performed in 2019**, a timeframe in which California and the nation as a whole experienced increases in the number of people experiencing homelessness.¹¹
- **Programs and services have been helping more people than ever before to exit homelessness through housing, prevention, or reunification with support systems:** more than 8,000 households exited homelessness from January 2019 to January 2022 through permanent supportive housing, rapid re-housing, prevention, and problem solving interventions, including relocation assistance.
- Supported by time-limited federal and state funding made available in response to the COVID-19 pandemic, the City was able to temporarily operate nearly 2,300 units of non-congregate shelter by leasing hotels.

2017-2022 Homeless Count Population



¹¹ The planned 2021 Count was not performed due to the COVID-19 pandemic; moving forward, Counts will be performed every other year on even years.

Increasing such progress, and implementing an effective homelessness response system committed to driving progress toward racial equity and justice, requires a thorough and detailed understanding of homelessness in our community. Information below summarizes findings from the following sources and provides guidance on where to find more detailed information:

- [San Francisco Homeless Count and Survey: 2022 Comprehensive Report](#) (August 2022)
- [Our City, Our Home Oversight Committee Needs Assessment](#) (December 2022)

2022 San Francisco Homeless Count and Survey

The Point-in-Time Count is complemented by survey activities through which people who are sheltered and unsheltered are interviewed by outreach surveyors in the weeks following the general count, making it possible to develop projected estimates regarding the demographics of people experiencing homelessness and to better understand people’s needs, systemic causes of homelessness, and living situations prior to and during their experiences of homelessness.

Household Breakdown

SINGLE ADULTS



FAMILIES

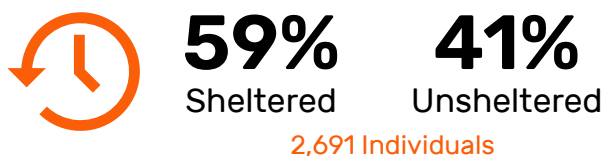


UNACCOMPANIED MINORS



Select Populations

CHRONICALLY HOMELESS



VETERANS



Point-in-Time Count and survey data also make it possible to estimate the number of people experiencing homelessness across various subpopulations.

People in families with children, including the minor children within those families, represented eight percent (8%) of the total population counted in the Point-in-Time Count, while 91% were individuals without children.

In total, at the time of the 2022 Point-in-Time Count, an estimated **5%** of people experiencing homelessness were under the age of 18, **13% were between the ages of 18-24, and 81% were over the age of 25.**

Further, older adults were also more significantly represented in the 2022 PIT Count; **an estimated 17% were 51 to 60 years old, and 8% were 61 or older.**

An estimated **2,691 people (or 35% of the homeless population), 98% of whom were adults without children with them, were experiencing chronic homelessness**, defined by the presence of a disabling condition and lengthy experiences of homelessness, an 11% decrease since 2019.

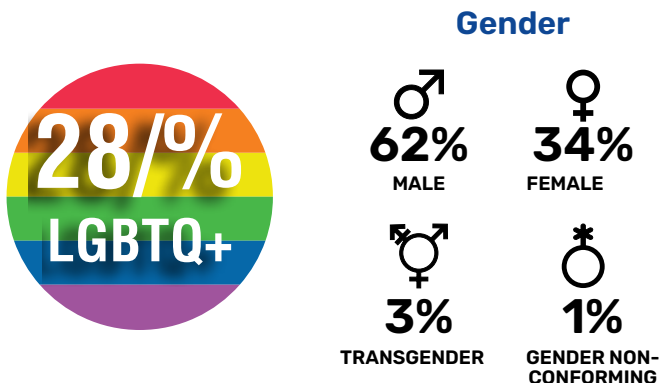
In 2022, there were **an estimated 605 veterans experiencing homelessness in San Francisco**, essentially the same total number as estimated in the 2019 Count, but including an estimated **18% reduction in the number of Veterans who were unsheltered.**

Racial Inequities And Other Disparities

The inequities by race and ethnicity for people who experience homelessness in San Francisco are profound and stark, as they are throughout California and the United States. See the table below for a summary of demographic information regarding people experiencing homelessness in San Francisco in comparison to representation among the general population and representation among people living in poverty in the city.

- **An estimated 38% of people experiencing homelessness are Black, African American, or African**, more than 6 times higher than their representation in the general population of San Francisco (6%).
- **An estimated 4% of people experiencing homelessness are American Indian, Alaskan Native, or Indigenous**, who are only 1% of the general population of the city.
- **An estimated 3% of people experiencing homelessness are Native Hawaiian or Pacific Islander**, who are only 1% of the general population of the city.
- **An estimated 30% of people experiencing homelessness are Latine**, much higher than the general population of San Francisco (16%), and representing a significant increase since 2019, when it was estimated that 18% of the people experiencing homelessness were Latine.
- **Lower percentages of people experiencing homelessness are White (43%) or Asian or Asian American (6%) compared to their representation in the general population of San Francisco (51% and 37% respectively).**

| | Representation in General Population of San Francisco | Representation Among People Experiencing Poverty in San Francisco | Representation Among People Experiencing Homelessness in San Francisco |
|--|---|---|--|
| Black or African American | 6% | 13% | 38% |
| American Indian, Alaskan Native, or Indigenous | 1% | 1% | 4% |
| Native Hawaiian or other Pacific Islander | 1% | <1% | 3% |
| Asian or Asian American | 37% | 33% | 6% |
| White | 51% | 33% | 43% |
| Multiracial | 8% | 8% | 6% |
| Latine | 16% | 20% | 30% |
| LGBTQIA+ | 12% | N/A | 28% |
| Transgender / Gender Non-Conforming | <1% | N/A | 4% |



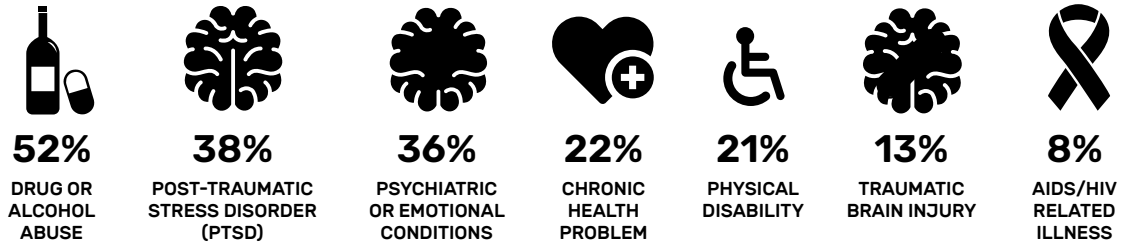
Other forms of inequity are also prevalent. It is estimated that **62% of people experiencing homelessness identify as men, 34% identify as women, 3% identify as transgender and 1% as gender non-conforming.**

And **28% of survey respondents identified as LGBTQIA+ compared to an estimated 12% of San Francisco's population as a whole.**

In addition, **29% of survey respondents indicated that they had at least one disabling condition, and high percentages of people reported current health conditions** that may be affecting their housing stability or employment, including **52% reporting drug or alcohol abuse, 36% reporting psychiatric or emotional conditions, 21% reporting physical disability, and 8% reporting HIV-related illness.**

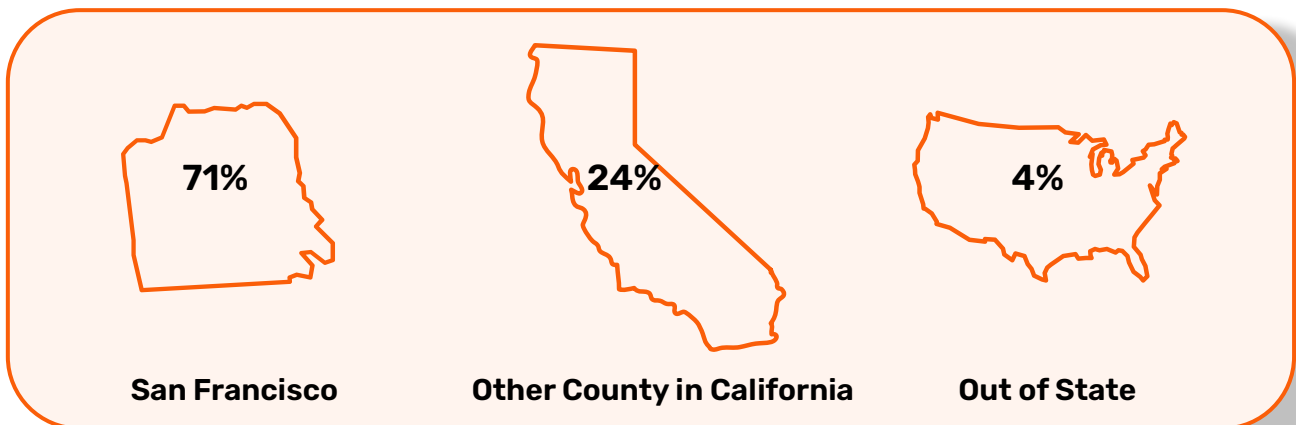
Self Reported Health+

Current health conditions that may affect the housing stability or employment of those experiencing homelessness

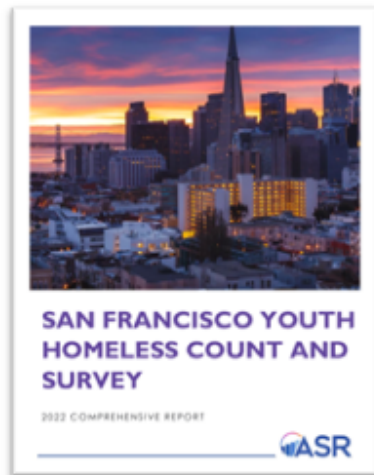


Residency in San Francisco

The vast majority (71%) of respondents reported living in San Francisco at the time they most recently became homeless. Of those, over one-third (35%) reported living in San Francisco for 10 or more years, nearly half (48%) reported living in San Francisco for between 1 and 9 years, and seventeen percent (17%) reported living in San Francisco for less than one year. Four percent (4%) of respondents reported living out of state at the time they became homeless. Twenty-four (24%) reported living in another county within California.



For More Information



For more detailed analysis of the Point-in-Time Count and survey findings, please see the full [San Francisco Homeless Count and Survey: 2022 Comprehensive Report](#) and [San Francisco Youth Homeless Count and Survey: 2022 Comprehensive Report](#).

Our City, Our Home Oversight Committee Needs Assessment

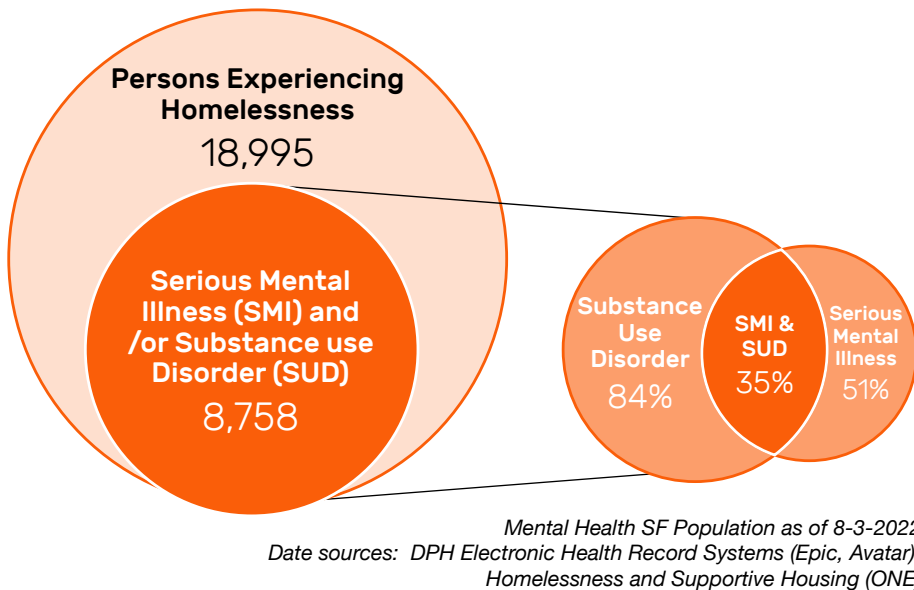
The Our City, Our Home Oversight Committee and staff from the City’s Controller’s Office performed needs assessment activities and analyses during 2022, resulting in the [Our City, Our Home Oversight Committee Needs Assessment](#) finalized by the Committee in December 2022.¹² The needs assessment draws source materials from a variety of City agencies, departments, and offices, including:

- Department of Homelessness and Supportive Housing
- Mayor’s Office of Housing and Community Development
- Department of Public Health
- Planning Department
- Department on the Status of Women
- San Francisco Unified School District
- Human Services Agency

The OCOH Needs Assessment utilizes Point-in-Time Count data and survey information, described above, for some of its analyses. Those findings will not be repeated here, focusing instead on elements of the Needs Assessment that extended beyond those sources.

Key Findings Regarding Needs and Experiences

Homeless households confront significant economic barriers, including that 96% of adult households and 97% of families with children assessed through San Francisco’s Coordinated Entry system reported being Extremely Low Income. 71% of adults reported less than \$1,000 per month in cash income, and 75% of families reported less than \$1,500 in cash income.



People experiencing homelessness have a variety of health needs, and Department of Public Health data show that 46% of people experiencing homelessness who touch the homelessness response and/or health care systems have a Serious Mental Illness (SMI) and/or Substance Use Disorder (SUD) diagnosis, and 35% of those people are dually diagnosed with SMI and SUD.

Older adults experiencing homelessness have unique needs, with homeless older adults in their 50s and 60s often having health characteristics of housed people 20 years older, including chronic health conditions, mobility impairments, cognitive impairments, and premature death. While 2022 PIT data showed a decrease in the number of people experiencing homelessness who were aged 51 or older, one in three adults assessed through the Coordinated Entry system were aged 50 or older.

¹² See the Our City, [Our Home Oversight Committee Needs Assessment](#) report for the sources of specific data cited in this section.

Families with children living in SROs face significant barriers and are considered homeless in San Francisco and under certain federal programs due to overcrowded conditions: According to a 2015 report from the SRO Families United Collaborative, there were approximately 700 households with minor children living in SRO units; 75% of these families were immigrants; 86% of the adults were not fluent in English; 69% were of Asian descent; and although 96.5% of adults were employed, 86% reported having insufficient income to move out of SROs.

San Francisco Unified School District data identified a significant number of students experiencing homelessness in 2018 (2,580 students) under a definition inclusive of households who are living doubled up with friends or relatives (1,661 students), households who are paying for their own stays in hotels or motels (291 students), and households who are sheltered or unsheltered (628 students).

Housing insecurity and overcrowding also illustrate structural racism in San Francisco, with Asian-Pacific Islander and Latine households more likely to live in overcrowded and severely overcrowded conditions, and Black and Latine households reporting experiencing higher rates of housing insecurity.

More than 4,100 survivors of domestic violence (counting all household members) are displaced from housing each year in San Francisco, and domestic violence was the primary cause of homelessness for 8% of literally homeless families and 4% of literally homeless adults without children.

There is significant unmet need for shelter and other supports for survivors of domestic violence, and survivors of reported family violence are disproportionately Black and Latine; women make up 70% of survivors of domestic violence who engage with police.

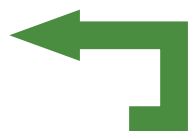
Focus groups of people with lived experiences of homelessness or housing concerns were performed as part of the OCOH Needs Assessments, and qualitative information provided through those sessions indicated:

- **Unsupportive family relationships are a root cause of youth homelessness,** including conflict with family being a primary cause of homelessness for LGBTQIA+ youth, and the most common case of homelessness for people of all ages was a breakdown of relationships that may have otherwise prevented homelessness.
- **Older adults struggle to afford housing on fixed incomes,** and some older adults are working or may be considering returning to work to try to better afford housing.
- Among people experiencing homelessness who report working, **most reported working at entry-level or minimum-wage positions.**
- **People experiencing homelessness also experience a profound sense of isolation,** describe feeling hopelessness about their situations and the future, and many describe needing mental and substance use supports for themselves and/or others.
- **Hopelessness and frustration also resulted from participants reporting struggling to navigate the homelessness response system to find help,** being deemed ineligible for programs, or receiving supports that fell short of meeting their needs.

The [Safe Housing in San Francisco: A Community Needs Assessment Report](#) summarizes and analyzes the findings of Community Needs Assessment activities, which HSH engaged the Safe Housing Alliance to conduct, and is another critical source of information regarding housing and services needs for survivors of Domestic Violence, Sexual Assault, and Human Trafficking in San Francisco.

Homelessness Response System: Core Components

Through this Plan, the City and our partners will continue to refine how each of the following components of the homelessness response system is implemented. We will also continue to weave them together into a cohesive system that people experiencing housing crises and homelessness can understand, access, and navigate with ease.



Prevention includes homelessness prevention services like flexible financial assistance, one-time payments, or longer-term assistance to cover a wide range of potential needs related to securing or retaining housing for households experiencing crises that put them at risk of homelessness. Prevention also includes eviction prevention services to prevent loss of housing by people experiencing housing instability.



Coordinated Entry is the front door to the homelessness response system. It is designed to assess, prioritize, and match people experiencing homelessness to housing opportunities efficiently and consistently. Coordinated Entry uses a locally designed population-specific assessment, a centralized data system, a “by name” database of clients, and a prioritization method. Coordinated Entry Access Points located throughout the city serve as the community gateways into San Francisco’s homelessness response system. Access Points are operated by local non-profit service providers and serve adults, families and youth ages 18 to 24, as well as special subpopulations that benefit from a more tailored approach.



Outreach engages and develops relationships with people currently living outside. Outreach workers assess people’s housing and services needs and goals and connect people to crisis interventions, shelter, health and behavioral health care, permanent housing, and other services and opportunities both inside and outside of the homelessness response system.



Shelter provides temporary places to stay while accessing services and seeking housing solutions. Shelter includes both congregate and non-congregate settings, such as navigation centers, hotels, and cabins. Transitional housing also provides longer-term temporary accommodations with services.

Crisis interventions offer supports to people who are experiencing unsheltered homelessness. Crisis interventions include safe sleep, safe parking, drop-in centers, and other crisis services.



Housing problem solving services and approaches are embedded across the homelessness response system. These interventions provide opportunities to **divert** people from needing to enter shelter or other parts of the homelessness response system; they also support people to rapidly exit homelessness by quickly resolving their homelessness without the need for ongoing support. Housing problem solving offers flexible options tailored to address people's unique needs and circumstances, including problem-solving conversations, financial assistance, housing location assistance, shared housing arrangements, travel and relocation support, family reunification, mediation, move-in assistance, and support to resolve other issues related to housing and employment.



Housing provides permanent solutions to homelessness by connecting people to units or subsidies as well as services to support their success, as needed. Permanent housing includes dedicated supportive housing units for people who have exited homelessness; short-term and on-going rental subsidies; and other housing people can afford. Housing program models within the homelessness response system include site-based and scattered-site permanent supportive housing (including federal housing vouchers and the Flexible Housing Subsidy Pool), rapid re-housing, and shallow subsidies. Through HSH's housing ladder, residents of permanent supportive housing who no longer need the intensity of services available in that program model can move into other housing options that they can afford and connect to any services they still need. The City also assists people to access safe and stable affordable housing options not connected to the homelessness response system.

Innovating and Tailoring Strategies for Different Populations

In the implementation of the *Home by the Bay* plan, tailored strategies and innovations will be pursued to drive progress on preventing and ending homelessness for different populations among the people experiencing homelessness in San Francisco.

Highlights of those innovations and tailored strategies for several populations are spotlighted here.

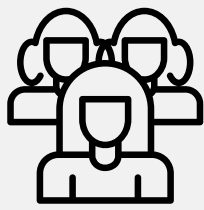


Veterans

Since 2010, San Francisco has decreased veteran homelessness by approximately 45% as a result of a relentless focus on permanently housing hundreds of unhoused veterans. Led by Swords to Plowshares, the main nonprofit aiding veterans in San Francisco, and in partnership with the Department of Veterans Affairs, the City and its community partners are renewing the commitment to effectively end veteran homelessness in San Francisco by 2028. Since the 2017 HSH Strategic Framework was developed, this comprehensive effort to house every veteran has helped to identify and assess unhoused veterans through the new Coordinated Entry system, match veterans to permanent housing solutions such as rapid re-housing and permanent supportive housing, and connect veterans to services and increased income so they can sustain their housing.

This consistent focus on Housing First resulted in significant decreases, especially among veterans, in people experiencing chronic and unsheltered homelessness. Despite stalled federal resources from 2017–20, these dedicated partners have developed new housing, such as the Maceo Apartments on Treasure Island which opened in 2023, expanded services to protect veterans from the devastating impacts of COVID-19, and implemented innovative approaches to mitigating high housing costs such as providing “shallow rental subsidies” to veterans who only need a relatively small amount of ongoing financial assistance to pay a portion of their rent.

San Francisco’s renewed commitment to end veteran homelessness will build on this success and requires seeking more resources and stronger partnerships, and developing innovative housing models to prioritize veterans who are aging and disabled, to achieve this bold goal.



Youth and Young Adults

San Francisco reduced youth homelessness by 15% between 2017-2022 and has achieved many of the goals outlined in a 2018 youth system plan. San Francisco's youth programs include young adults as well. Driven by the work of community-based service providers with programs designed for youth and young adults, this outcome proves that making strategic and proportional investments in Housing First-oriented interventions and using a coordinated system and culturally competent approach to serve youth in all stages of a housing crisis does work to decrease homelessness in that population over time. This tailored approach for youth that led to a decrease relies on having a diversity of permanent and temporary housing shelter and service solutions that meet young people where they are and support their longer-term stability. The youth system will be planning on setting a new goal on reducing homelessness and reversing racial disparities in the coming year.

Achievements include:

- Successful implementation of the [Rising Up](#) Rapid Re-housing for Youth initiative that is aiming for a 50% reduction in youth homelessness and has already housed hundreds of young people
- Opening of a new Navigation Center for transitional age youth (TAY) to better serve youth in Bayview
- Implementation of a youth Coordinated Entry System
- Significant increases in permanent supportive housing for youth through the TAY flexible housing subsidy pool
- 2 newly acquired PSH sites: Casa Esperanza and the Mission Inn
- Additional expansions of TAY housing, including a site devoted to transgender and gender non-conforming youth, are planned in the coming year
- Adoption of a housing ladder program, which helps youth transition from PSH to less intensive voucher-subsidized housing

Cross-systems collaboration with other city systems of care that have youth-specific services remains a critical need for young people to find stability and independence through services including behavioral health, education, employment and financial empowerment.

The voices of youth shape programs for youth. BIPOC-led providers are modeling how to center youth most impacted by racism, discrimination, and violence. Responding to these needs, the City continues to expand the diversity of housing interventions in neighborhoods that are more desirable for youth and focus on reversing racial disparities by leasing up a portion of units using an explicit equity and neighborhood-based approach for historically marginalized populations. The City also seeks to expand the housing ladder program through scattered site subsidies, which have proven to be a successful way for youth to move on from PSH to more independent living, and invest in strategic efforts to prevent homelessness for youth exiting foster care.

Through a number of new and innovative programs, San Francisco is piloting new areas of activity intended to help youth increase income and sustain their own housing, including ["Trust Youth"](#) a new direct cash transfer program, housing problem solving and flexible financial assistance services, targeted homelessness prevention resources, and new basic income pilots.

To focus on reducing recidivism and reversing racial disparities in youth who are justice system involved, HSH, the Mayor's Office of Housing and Community Development, and community partners are working with criminal justice systems through a [MacArthur Foundation Safety and Justice Challenge "Just Home"](#) grant to bring a stronger focus on people experiencing homelessness and criminal justice involvement.



Families with Children

In the next 5 years, the homelessness response system is projected to have the capacity to significantly reduce family homelessness and end unsheltered homelessness due to an influx of new resources for families. For example, in the last 2 years over 200 (25%) of San Francisco's allotment of new federally funded "Emergency Housing Vouchers" were targeted to literally homeless and at-risk families in San Francisco, with a strong focus on Bayview Hunter's Point. Hundreds of new PSH family units will be coming online in the coming year. In addition to adding more housing and resources for families with children, HSH has reopened the "housing ladder" program for families and created a behavioral health roving team for family shelter and PSH.

San Francisco's family system intends to implement and explore a number of new innovative strategies to continue decreasing homelessness for folks, including:

- Creating shared housing options (e.g., living with a roommate) so families can live with roommates, with intentional outreach to families with established friendships who are interested in living together.
- Improving data sharing between the San Francisco Unified School District (SFUSD) and the homelessness response system to better understand and address housing instability among SFUSD families.
- Strengthening information sharing and relationship-building among City-funded homelessness response system providers and providers of non-housing services (e.g., childcare support, employment, and financial empowerment) to children, youth and families.
- Providing a broader range of housing options to families with children who are currently living in doubled-up situations, in SROs, or in other overcrowded, unsafe, or unstable living arrangements.
- Collaborating with the state and across City departments to change housing funding applications and develop opportunities for families with low incomes who may not be eligible for housing dedicated to those with the lowest incomes.
- Issuing updated policies that clarify the circumstances under which child-welfare involved families may be served in family shelter and housing while awaiting reunification with their child(ren).
- Continuing to invest in additional behavioral health services and prevention services for families.



People who are Justice-Involved

Due to historic and current structural racism and systemic cracks and failings, BIPOC communities are significantly overrepresented among people who have had criminal justice system involvement. San Francisco’s criminal justice system partners have been deeply focused on reducing racial disparities among this population through the Safety and Justice Challenge, a MacArthur Foundation-funded initiative, successfully diverting hundreds of people away from jail and prison through targeted programs and services to help people stay out of these systems.

In the last year, HSH and the District Attorney’s Office, in partnership with the Adult Probation Department, Department of Public Health, Public Defender’s Office, Sheriff’s Office, and Mayor’s Office of Housing and Community Development, were awarded new resources from the MacArthur Foundation’s “Just Home Initiative” to create a new strategic effort to build a more integrated system of assessment, housing, and service connections for people who are experiencing repeated episodes of homelessness and contacts with the criminal justice system.

Through Just Home, HSH and its partners have new resources to create a strategic plan to break down silos between the City’s housing and criminal justice agencies and establish partnerships that allow for more coordinated, comprehensive, and equitable pathways to housing for those involved with the criminal legal system, starting with the opening of HSH’s Access Point for this population in 2023. The City also hopes to launch an innovative PSH model specifically for young adults exiting custody who have high needs, have high utilization of the criminal justice system, have urgent or emergent health concerns, and are experiencing housing instability.



Transgender and Gender Non-Conforming People

Since the launch of the Ending Transgender Homelessness Initiative in 2023, the City is the first in the country to start explicitly working towards effectively ending homelessness for people who identify as Transgender and Gender Non-Conforming (TGNC) in San Francisco. This historic goal was initiated by TGNC community stakeholders in collaboration with the Mayor’s Office of Transgender Initiatives and HSH, and it requires deep collaboration between City partners to plan and launch the initiative.

Community partners with lived expertise remain central and will need to be resourced to advise the Mayor’s Office of Transgender Initiatives, HSH, and the Mayor’s Office of Housing and Community Development on developing a detailed implementation plan. The key objectives that support the achievement of this unprecedented goal are:

1. Support the TGNC-focused community organizations that are driving this historic goal by resourcing and building the service capacity and organizational infrastructure to match the need; and
2. Make the necessary changes to the homelessness response system to ensure that the system becomes safer and more responsive for TGNC people.

The initiative will help to end homelessness for this population by:

- Administering HSH housing and services intentionally targeted to the specific needs of TGNC people who are unhoused.
- Developing the organizational infrastructure and service capacity of several TGNC-focused service providers to successfully scale up the delivery of culturally responsive interventions to TGNC people experiencing homelessness.
- Incorporating more gender diversity training across the entire homelessness response system to reduce existing barriers to services and housing.
- Improving access to shelter and permanent housing for people who identify as TGNC that better addresses their safety and service needs.



Survivors

HSH and the community and City partners serving survivors fleeing violence launched a Safe Housing Working Group, resulting in the completion of a [comprehensive needs assessment for survivors](#). This group was comprised of survivors, City departments, and Victim Service Providers. The City and its partners are committed to implementing the recommendations from the needs assessment for a more integrated and robust system of care explicitly responding to the needs of survivors. Working in collaboration with the Department on the Status of Women and Department of Public Health, HSH and community nonprofits plan to address the housing needs of unhoused survivors experiencing domestic violence and community violence.

A recent successful collaboration of partnerships between the City, the San Francisco Housing Authority, and survivor-serving nonprofit providers showed the importance of focusing efforts on providing safe and immediate shelter and permanent housing options to survivors using federal Emergency Housing Vouchers. In 2022, the City dedicated over 130 Emergency Housing Vouchers to survivors, including a pilot program focused on survivors of community violence.

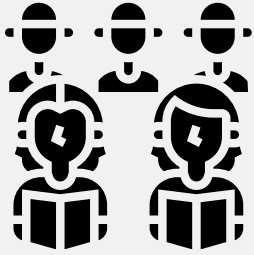
Another success we will scale to meet need is the launch of the Housing for Survivors portfolio of economic mobility service offerings, which pairs financial coaching and workforce development services. This program shows how important the coordination of partners offering housing and services is for meeting the specific safety needs of survivors experiencing homelessness.



People with Disabilities

People with disabilities make up a significant portion of the population experiencing homelessness. Of those surveyed in the 2022 PIT, 39% reported having a least one disabling condition that impacts their ability to live independently without stable housing. Many people with disabilities have lower fixed incomes, which makes it challenging to find affordable housing in the city. Lack of accessible housing and shelter, challenges navigating housing applications, and difficulties accessing the workforce are only some of the additional reasons why people with disabilities are more likely to experience homelessness. The City recognizes the unique needs of this population and is committed to creating tailored and more accessible services and housing to meet these needs. The City will also seek to implement more innovative strategies for people with disabilities, including:

- Implementing the recommendations of the cross-departmental [needs assessment on affordable housing needs among older adults and people with disabilities](#).
- Developing systems for better tracking and monitoring resolution of complaints filed to the Mayor's Office on Disability and through other channels related to accessibility issues in shelters and housing.
- Developing strategies, tools, trainings and ongoing supports to resolve Americans with Disabilities (ADA)-related grievances regarding shelter and permanent supportive housing sites and to plan for improvements to programmatic and facilities access.
- Supporting City-wide strategies that address the impact of encampments on equitable access to public rights of way for people with disabilities.
- Piloting new training curricula regarding providing reasonable accommodations for people with disabilities in housing.
- Ensuring that points of access to the homelessness response system recognize disability status as at-risk criteria when determining eligibility for particular programs and services and training intake staff regarding when immediate supports must be made available to people with disabilities.
- Developing expanded expertise within HSH regarding the needs of people with disabilities, and building expertise within HSH and among providers of PSH about low-barrier strategies for modifying older housing units to be accessible to people with disabilities.



Older Adults

Older adults are one of the fastest-growing populations experiencing homelessness, often becoming unhoused for the first time after working and paying rent for most of their lives. Older adults were significantly represented in the 2022 PIT Count, including an estimated 17% of people who were 51 to 60 years old and 8% who were 61 or older. High costs, stagnant wages, health issues, and a changing job market are driving more older adults into homelessness. The City recognizes that we need a much more targeted and coordinated systems approach with specific resources for older adults and people who are aging in place and medically frail to ensure more older adults are not being forced to live on the street.

In addition to dedicating more outreach, shelter, and housing tailored to the needs of this vulnerable population, the City seeks to implement innovative strategies for older adults, including:

- Creating a goal for bringing unsheltered older adults indoors more quickly through outreach efforts.
- Bringing an enhanced medical care PSH model that is funded through Medi-Cal to serve those with acute and complex medical needs.
- Increasing current cross-departmental collaborations that are bringing much-needed health and in-home support services to PSH on site.
- Implementing the recommendations of the cross-departmental [needs assessment on affordable housing needs among older adults and people with disabilities](#), particularly focused on better assessment and homelessness prevention.
- Adjusting processes to rapidly house older adults from the street and decrease long stays in shelter.
- Developing higher levels of in-home support to address the complex health needs of the aging population of people who are currently unsheltered or are living in supportive housing.



People Experiencing Chronic Homelessness

The 2022 Point-in-Time Count documented an estimated 11% reduction in the number of people in San Francisco experiencing chronic homelessness, defined as people with disabilities experiencing lengthy periods of homelessness. However, there are still nearly 2,700 people estimated to be experiencing chronic homelessness on any given day.

To continue to drive progress and reductions in chronic homelessness, policies and processes within the homelessness response system will continue to prioritize people experiencing long-term homelessness in the provision of housing and services opportunities. Other strategies will include:

- Continuing to expand the supply of permanent supportive housing opportunities available.
- Enhancing services in shelters and permanent housing programs to better address the challenges facing people with complex care and services needs and strengthening housing placement and stability outcomes.
- Aligning critical resources to successfully implement a shared priority by-name list strategy to identify, understand, and successfully engage highly vulnerable people through street engagement efforts designed to improve people's wellbeing through access to housing, health care, and services.
- Enhancing and expanding efforts to directly place people experiencing unsheltered homelessness into permanent housing without an intermediate stop in transitional housing or shelter, assess effectiveness, and expand upon successful efforts.
- Developing higher levels of in-home support to address the complex health needs of the aging population of people who are currently unsheltered or are living in supportive housing.

Links To Other Important Information

Other documents relevant to the development and implementation of the Home by the Bay plan include:

- [Community Voice Matters: Conversations with People Experiencing Homelessness](#), providing more details on methodology and findings than summarized in this document.
- [San Francisco Homeless Count and Survey: 2022 Comprehensive Report](#), providing the full analysis of the Point-in-Time Count and surveying activities summarized in this Plan.
- [San Francisco Youth Homeless Count and Survey: 2022 Comprehensive Report](#), providing the full analysis of the Youth Point-in-Time Count and surveying activities referenced in this Plan.
- [HSH Racial Equity Action Plan](#) and [Racial Equity Progress Report](#) for 2021, providing detailed strategies and activities being implemented by HSH for advancing racial equity internally and externally.
- [Our City, Our Home Oversight Committee Needs Assessment Report](#), providing more detailed analysis and sources of data and information summarized in this Plan.
- [Coordinated Entry Evaluation Report](#) and [Redesign Recommendations](#), detailing the findings of the evaluation of San Francisco's Coordinated Entry system and the redesign recommendations identified through a collaborative community engagement and decision-making process.
- [Safe Housing in San Francisco: A Community Needs Assessment Report](#), summarizing and analyzing the findings of Community Needs Assessment activities, which HSH engaged the Safe Housing Alliance to conduct, and providing preliminary recommendations for improving safe and equitable access to homeless and housing services in San Francisco for survivors of Domestic Violence (DV), Sexual Assault (SA), and Human Trafficking (HT).
- [Glossary of Racial Equity and Housing Justice Terms](#), providing HSH's working definitions of many relevant terms and concepts.

Community-Based Service Providers and Partners Invited to give input on the *Home by the Bay* plan

- 3rd Street Youth Center & Clinic
- Adult Probation Providers
- At the Crossroads
- Bay Area Community Services
- Bayview Hunters Point Foundation
- Bayview Senior Services
- Bernal Heights Neighborhood Center
- Booker T. Washington Community Service Center
- BRIDGE Housing
- Brilliant Corners
- Catholic Charities
- Chinatown CDC
- Community Forward
- Compass Family Services
- Conard House
- Delivering Innovation in Supportive Housing (DISH)
- Dolores Street Community Services
- Edgewood
- Episcopal Community Services
- Eviction Defense Collaborative
- Felton Institute
- First Place for Youth
- Five Keys
- Glide Housing
- Hamilton Families
- HealthRIGHT 360
- Heluna Health
- Homeless Children's Network
- Homeless Prenatal Program
- Homeless Youth Alliance
- HomeRise
- Hospitality House
- Huckleberry Youth Programs
- Larkin Street Youth Services
- Life Learning Academy
- LSS of Northern California
- LYRIC
- Mary Elizabeth Inn
- Meals on Wheels San Francisco
- Mercy Housing
- Mission Housing Development Corporation
- Mission Neighborhood Health Center
- No Violence Alliance Program (NoVA) Providers
- North Beach Citizens
- Our Trans Home
- Project Homeless Connect
- Salvation Army
- San Francisco Bar Association
- San Francisco Pretrial Diversion
- San Francisco Safe House
- Sequoia Living
- SF LGBT Center
- SFHDC
- SF-Marin Food Bank
- St. James Infirmary/Taimon Booton Navigation Center
- St. Vincent de Paul Society
- Swords to Plowshares
- Tenderloin Housing Clinic
- Tenderloin Neighborhood Development Corporation
- The John Stewart Company
- Tides
- United Council of Human Services
- Urban Alchemy
- WeHOPE
- Young Women's Freedom Center



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