November 17, 2022

The Honorable Susan M. Breall
Presiding Judge
Superior Court of California, County of San Francisco
400 McAllister Street
San Francisco, CA 94102

Subject: 2021-2022 Civil Grand Jury Report, entitled “A Progress Report about the San Francisco Department of Homelessness and Supportive Housing.” (Board File No. 220725)

Dear Judge Breall:

The following is a response to the 2021-2022 Civil Grand Jury Report, entitled “A Progress Report about the San Francisco Department of Homelessness and Supportive Housing.”

The Board of Supervisors’ Government Audit and Oversight Committee conducted a public hearing on October 20, 2022, to discuss the findings and recommendations of the Civil Grand Jury and the departments’ responses to the report.

The following City departments submitted a response to the Civil Grand Jury (copies enclosed):

Required response:


Invited response:

- Office of the Mayor and the Department of Homelessness and Supportive Housing, dated August 16, 2022, submitted a joint response for Finding Nos. F1, F2, F3, and F5, and Recommendation Nos. R1, R2, R3, R5a, and R5b.

The Report was heard in Committee and a Resolution was prepared for the Board of Supervisors’ approval that formally accepted or rejected the findings and recommendations requiring the Board of Supervisors response (copy of Resolution No. 456-22 enclosed).

If you have any questions, please contact me at (415) 554-5184.

Sincerely,

Angela Calvillo
Clerk of the Board
cc:

Members, Board of Supervisors
Thomas Paulino, Office of the Mayor
Alisa Somera, Legislative Deputy
Anne Pearson, Office of the City Attorney
Shireen McSpadden, Executive Director, Department of Homelessness and Supportive Housing
Dylan Schneider, Department of Homelessness and Supportive Housing
Emily Cohen, Department of Homelessness and Supportive Housing
Bridget Badasow, Department of Homelessness and Supportive Housing
Noelle Simmons, Department of Homelessness and Supportive Housing
Anthony Bush, Department of Homelessness and Supportive Housing
Cynthia Nagendra, Department of Homelessness and Supportive Housing
Jessica Shimmin, Our City, Our Home Oversight Committee
Ben Rosenfield, City Controller, Office of the Controller
Todd Rydstrom, Office of the Controller
Michelle Allersma, Office of the Controller
Carol Lu, Office of the Controller
Natasha Mihal, Office of the Controller
Janice Levy, Office of the Controller
Mark dela Rosa, Office of the Controller
Helen Vo, Office of the Controller

Ted Egan, Office of the Controller
Harvey Rose, Budget Analyst, Budget and Legislative Analyst’s Office
Severin Campbell, Budget and Legislative Analyst’s Office
Nicholas Menard, Budget and Legislative Analyst’s Office
Dan Gioncher, Budget and Legislative Analyst’s Office
Amanda Guma, Budget and Legislative Analyst’s Office
Michael B. Hofman, Foreperson, 2021-2022 Civil Grand Jury
Will McCaa, 2021-2022 Civil Grand Jury
AMENDED IN COMMITTEE
10/20/2022

FILE NO. 220725

[Board Response - Civil Grand Jury Report - A Progress Report about the San Francisco Department of Homelessness and Supportive Housing]

Resolution responding to the Presiding Judge of the Superior Court on the findings and recommendations contained in the 2021-2022 Civil Grand Jury Report, entitled “A Progress Report about the San Francisco Department of Homelessness and Supportive Housing;” and urging the Mayor to cause the implementation of accepted findings and recommendations through her department heads and through the development of the annual budget.

WHEREAS, Under California Penal Code, Section 933 et seq., the Board of Supervisors must respond, within 90 days of receipt, to the Presiding Judge of the Superior Court on the findings and recommendations contained in Civil Grand Jury Reports; and

WHEREAS, In accordance with California Penal Code, Section 933.05(c), if a finding or recommendation of the Civil Grand Jury addresses budgetary or personnel matters of a county agency or a department headed by an elected officer, the agency or department head and the Board of Supervisors shall respond if requested by the Civil Grand Jury, but the response of the Board of Supervisors shall address only budgetary or personnel matters over which it has some decision making authority; and

WHEREAS, Under San Francisco Administrative Code, Section 2.10(a), the Board of Supervisors must conduct a public hearing by a committee to consider a final report of the findings and recommendations submitted, and notify the current foreperson and immediate past foreperson of the Civil Grand Jury when such hearing is scheduled; and

WHEREAS, In accordance with San Francisco Administrative Code, Section 2.10(b), the Controller must report to the Board of Supervisors on the implementation of

Clerk of the Board
BOARD OF SUPERVISORS
recommendations that pertain to fiscal matters that were considered at a public hearing held
by a Board of Supervisors Committee; and

WHEREAS, The 2021-2022 Civil Grand Jury Report, entitled "A Progress Report about
the San Francisco Department of Homelessness and Supportive Housing" ("Report") is on file
with the Clerk of the Board of Supervisors in File No. 220724, which is hereby declared to be
a part of this Resolution as if set forth fully herein; and

WHEREAS, The Civil Grand Jury has requested that the Board of Supervisors respond
to Finding No. F4a and F4b, as well as Recommendation No. R4, contained in the subject
Report; and

WHEREAS, Finding No. F4a states: "As the 8th largest Department in City government,
HSH lacks independent oversight, unlike at least 50 other City departments, oversight which
can help assure greater transparency, accountability, and public input into its decision
making;" and

WHEREAS, Finding No. F4b states: "The current configuration of multiple,
uncoordinated, advisory groups empowered only to 'review, recommend, and comment' is
inefficient and ineffective;" and

WHEREAS, Recommendation No. R4 states: "The jury recommends that by October
15, 2022, the Board of Supervisors consider establishing a Commission for the Department of
Homelessness and Supportive Housing;" and

WHEREAS, In accordance with California Penal Code, Section 933.05(c), the Board of
Supervisors must respond, within 90 days of receipt, to the Presiding Judge of the Superior
Court on Finding Nos. F4a and F4b, as well as Recommendation No. R4, contained in the
subject Report; now, therefore, be it

RESOLVED, That the Board of Supervisors reports to the Presiding Judge of the
Superior Court that they agree with Finding No. F4a for reason as follows: the Department of
Homelessness and Supportive Housing (HSH) does not currently have an oversight commission or body that oversees HSH's entire portfolio; and, be it

FURTHER RESOLVED, That the Board of Supervisors reports to the Presiding Judge of the Superior Court that they disagree partially with Finding No. F4b for reason as follows: while there are multiple advisory groups empowered only to "review, recommend, and comment" on certain matters concerning HSH which could arguably be coordinated in a more efficient way, the advisory bodies have done important work which has informed and sometimes guided HSH's work; and, be it

FURTHER RESOLVED, That the Board of Supervisors reports that Recommendation No. R4 has already been implemented, as the Board of Supervisors considered and unanimously voted on July 19, 2022, to place the issue on the November 2022 ballot; and, be it

FURTHER RESOLVED, That the Board of Supervisors urges the Mayor to cause the implementation of the accepted findings and recommendations through her department heads and through the development of the annual budget.
Resolution responding to the Presiding Judge of the Superior Court on the findings and recommendations contained in the 2021-2022 Civil Grand Jury Report, entitled "A Progress Report about the San Francisco Department of Homelessness and Supportive Housing;" and urging the Mayor to cause the implementation of accepted findings and recommendations through her department heads and through the development of the annual budget.

October 20, 2022 Government Audit and Oversight Committee - AMENDED, AN AMENDMENT OF THE WHOLE BEARING SAME TITLE

October 20, 2022 Government Audit and Oversight Committee - RECOMMENDED AS AMENDED.

November 01, 2022 Board of Supervisors - ADOPTED
Ayes: 11 - Chan, Dorsey, Mandelman, Mar, Melgar, Peskin, Preston, Ronen, Safai, Stefani and Walton

I hereby certify that the foregoing Resolution was ADOPTED on 11/1/2022 by the Board of Supervisors of the City and County of San Francisco.

Angela Calvillo
Clerk of the Board

London N. Breed
Mayor
Resolution responding to the Presiding Judge of the Superior Court on the findings and recommendations contained in the 2021-2022 Civil Grand Jury Report, entitled "A Progress Report about the San Francisco Department of Homelessness and Supportive Housing;" and urging the Mayor to cause the implementation of accepted findings and recommendations through her department heads and through the development of the annual budget. (Clerk of the Board)

11/1/2022 Board of Supervisors - ADOPTED
Ayes: 11 - Chan, Dorsey, Mandelman, Mar, Melgar, Peskin, Preston, Ronen, Safai, Stefani and Walton

11/10/2022 Mayor - APPROVED

STATE OF CALIFORNIA
CITY AND COUNTY OF SAN FRANCISCO

CLERK'S CERTIFICATE
I do hereby certify that the foregoing Resolution is a full, true, and correct copy of the original thereof on file in this office.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the official seal of the City and County of San Francisco.

November 17, 2022
Date

[Signature]
Angela Calvillo
Clerk of the Board
August 16, 2022

The Honorable Samuel K. Feng
Presiding Judge, Superior Court of California, County of San Francisco
400 McAllister Street, Room 008
San Francisco, CA 94102-4512

Dear Judge Feng,

In accordance with Penal Code 933 and 933.05, the following is in response to the 2021-2022 Civil Grand Jury Report, *A Progress Report about the San Francisco Department of Homelessness and Supportive Housing*. We would like to thank the members of the 2021-2022 Civil Grand Jury for their interest in the City’s work to prevent and end homelessness. It is important for the City to maintain accountability and reflect on lessons learned to strengthen our response, engage the community, and improve outcomes.

We agree with the Jury’s findings that accessible data, strategic planning, and community engagement are necessary. Because we think significant progress has been made in the last two years, we are happy to report that many of the recommendations are implemented or in the process of being implemented. We also acknowledge that there is more to do and we believe that coordinated, transparent, and inclusive processes will drive our success. That said, I do not believe that additional bureaucracy will end homelessness for San Franciscans. Only housing can.

We appreciate the opportunity to comment on the Civil Grand Jury report findings and recommendations. Moving forward, the actionable findings and recommendations will be incorporated into the City-wide strategic planning process on homelessness, currently underway.

*A detailed response from the Department of Homelessness and Supportive Housing is attached.*

Sincerely,

London N. Breed
Mayor
|--------------------------------|----|---------|-----------------------------------------------|-----------------------------------|-----------------------|
| A Progress Report about the San Francisco Department of Homelessness and Supportive Housing [June 30, 2022] | F1 | The PIT data do not capture the total number of homeless people living in San Francisco over the course of a year. Use of this metric results in an inaccurate determination of the actual size of the population of homeless people in the city, which is key information for HSH’s strategic planning and program design. | Department of Homelessness and Supportive Housing [August 29, 2022] | Disagree partially | While we agree that the Point in Time (PIT) Count does not capture the full experience of homelessness in any community, it is a federal requirement and provides a good year-over-year comparison of homelessness in our community. Because the methodology remains relatively consistent over time the PIT count is helpful for identifying trends in our community and important comparisons to other communities.

The Civil Grand Jury report is inaccurate when it states that “Use of this metric results in an inaccurate determination of the actual size of the population of homeless people in the city, which is key information for HSH’s strategic planning and program design.” This is only one set of data that is used in our strategic planning and data modeling process which will also include administrative data including ONE System/HMIS and other administrative data. |

| A Progress Report about the San Francisco Department of Homelessness and Supportive Housing [June 30, 2022] | F2 | Key data and metrics about homelessness are not easily accessible on the HSH website. Data is scattered across numerous dashboards and websites. | Department of Homelessness and Supportive Housing [August 29, 2022] | Agree | We have determined that HSH alone cannot resolve complex issues connected to aging. For example, laws regarding service provision and other health and income needs need to be addressed to fully support the aging population in San Francisco.

However, we recognize the needs of older adults as unique to the general adult population experiencing homelessness. San Francisco has 867 units of site-based Permanent Supportive Housing that are dedicated to older adults. More than sixty percent (488) of these units are in senior-only buildings and the remaining are scattered throughout the portfolio. Additionally, given the priorities of HSH’s Coordinated Entry system and the demographics of the City’s homeless population, seniors and persons with disabilities are likely occupying many of the thousands of Site-Based PSH units not specifically designated for them.

It is also important to note that during the pandemic, we prioritized people experiencing homelessness with COVID vulnerabilities for placement into Shelter in Place (SIP) Hotels and then into permanent housing. Because age is a significant risk factor, the SIP population was older than the overall homeless population. 31% of SIP guests were age 60+ while only 18% of San Francisco residents are 60+. HSH has more than just permanent supportive housing as a tool for ending homelessness for older adults, includi+F4e could do more to call out the specific service needs of older adults and design programs centering on their unique needs.

As part of HSH’s 2022 strategic planning process, we will be looking at the needs of several “special populations” including older adults, and outlining strategies to address homelessness with service and housing support to meet the specific needs of older adults within the community. |
|-------------------------------|---|---------|-----------------------------------------------|----------------------------------|-----------------------|
| A Progress Report about the San Francisco Department of Homelessness and Supportive Housing [June 30, 2022] | F3 | Engaging City residents neighboring those sites where HSH plans to locate new shelters, drop-in centers, navigation centers, or safe sleeping sites early on in the development and siting process could promote more community acceptance and endorsement of establishing those facilities, a prerequisite for all development, especially projects serving homeless people. | Department of Homelessness and Supportive Housing [August 29, 2022] | Disagree partially | We agree that earlier engagement with the community in advance of opening a new shelter or housing project could be helpful in ensuring that the project moves forward with community support. However, there are more important factors than timing. 
HSH has opened dozens of shelter and housing projects over the past few years with mixed levels of acceptance and support from the community. The timing of the engagement is not the most predictive factor of acceptance. Support tends to vary by the population that will be served, program model, neighborhood characteristics, support of the District Supervisor, and benefits that can be provided to the community. These factors tend to be more important than the timing of the engagement. 
In the last year alone, HSH has conducted over a dozen community processes to engage neighbors on proposed shelter and housing projects. HSH provides information on all of their proposed projects on their website: https://hsh.sfgov.org/get-involved/notices/ 
In the FY 2022-23 budget, we funded a new staff position to lead community engagement and help build relationships with community members and organizations well in advance of any project proposal. 
The Department continues to abide by all required community notification and engagement steps as outlined in the Citizen’s Right to Know Act as a minimum guide to their engagement activities. |
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<tr>
<td>F5</td>
<td>Despite compelling data showing that homelessness poses special challenges for older adults, HSH has failed to recognize older adults as a unique sub-population in its work to date. Department of Homelessness and Supportive Housing [August 29, 2022]</td>
<td>Disagree partially</td>
<td>We have determined that HSH alone cannot resolve complex issues connected to aging. For example, laws regarding service provision and other health and income needs need to be addressed to fully support the aging population in San Francisco. However, we recognize the needs of older adults as unique to the general adult population experiencing homelessness. San Francisco has 867 units of site-based Permanent Supportive Housing that are dedicated to older adults. More than sixty percent (488) of these units are in senior-only buildings and the remaining are scattered throughout the portfolio. Additionally, given the priorities of HSH’s Coordinated Entry system and the demographics of the City’s homeless population, seniors and persons with disabilities are likely occupying many of the thousands of Site-Based PSH units not specifically designated for them. It is also important to note that during the pandemic, we prioritized people experiencing homelessness with COVID vulnerabilities for placement into Shelter in Place (SIP) Hotels and then into permanent housing. Because age is a significant risk factor, the SIP population was older than the overall homeless population. 31% of SIP guests were age 60+ while only 18% of San Francisco residents are 60+. HSH has more than just permanent supportive housing as a tool for ending homelessness for older adults, including long and short-term rental subsidies. As part of the SIP winddown and housing process, HSH implemented a Flexible Housing Subsidy Pool program for older adults. That said, we could do more to call out the specific service needs of older adults and design programs centering on their unique needs. As part of HSH’s 2022 strategic planning process, we will be looking at the needs of several “special populations” including older adults, and outlining strategies to address homelessness with service and housing support to meet the specific needs of older adults within the community.</td>
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A Progress Report about the San Francisco Department of Homelessness and Supportive Housing [June 30, 2022]
<table>
<thead>
<tr>
<th>Report Title</th>
<th>R#</th>
<th>Recommendation</th>
<th>Respondent Assigned by CGJ</th>
<th>Recommendation Response Text</th>
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<tbody>
<tr>
<td>A Progress Report about the San Francisco Department of Homelessness and Supportive Housing [June 30, 2022]</td>
<td>R1 [for F1]</td>
<td>The jury recommends that by December 15, 2022, the Department (HSH) develop strategies and methods, including using other existing data sets to better quantify and profile the population of people who are homeless.</td>
<td>Department of Homelessness and Supportive Housing [August 29, 2022]</td>
<td>Has been implemented</td>
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<td>R2 [for F2]</td>
<td>The jury recommends that by March 15, 2023, the Department create a user-friendly portal and navigation system.</td>
<td>Department of Homelessness and Supportive Housing [August 29, 2022]</td>
<td>Has been implemented</td>
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<td>R3 [for F3]</td>
<td>The jury recommends that HSH both communicate and collaborate with residents in those San Francisco neighborhoods where it intends to establish facilities serving the unhoused. HSH should expand its staff and administrative capacities focused on community outreach and engagement to meet this recommendation.</td>
<td>Department of Homelessness and Supportive Housing [August 29, 2022]</td>
<td>Has been implemented</td>
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<td>Report Title</td>
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<td>Recommendation</td>
<td>Respondent Assigned by CGJ</td>
<td>Recommendation Response (Implementation)</td>
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<td>A Progress Report about the San Francisco Department of Homelessness and</td>
<td>RSa</td>
<td>The jury recommends that by September 30, 2022, the Department incorporate age-specific information into its baseline dataset of homeless demographic characteristics from the PIT, identifying that portion of the population that is over 50 years of age in particular.</td>
<td>Department of Homelessness and Supportive Housing [August 29, 2022]</td>
<td>Has been implemented</td>
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<td>Supportive Housing [June 30, 2022]</td>
<td>[for F5]</td>
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<td>A Progress Report about the San Francisco Department of Homelessness and</td>
<td>RSb</td>
<td>The jury recommends that, beyond simply portraying data accurately, by September 30, 2022, the Department declaratively include older adults, as a separate and unique group, as part of its ongoing agenda and scope of work.</td>
<td>Department of Homelessness and Supportive Housing [August 29, 2022]</td>
<td>Has not yet been implemented but will be implemented in the future</td>
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<td>Supportive Housing [June 30, 2022]</td>
<td>[for F5]</td>
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