

The Roadmap

A Five-Year Plan
to End the Crisis of Family Homelessness
in San Francisco



Acknowledgments

This report was a collaborative effort, but was primarily the work of the Coalition on Homelessness' Housing Justice Workgroup, headed by Organizer Miguel Carrera. Jennifer Friedenbach, Jeff Kositsky, and Bob Offer-Westort co-edited the final version.

Hamilton Family Center was a major contributor. Staff and management helped extensively with the report by developing the framework and underwriting the printing. We also received invaluable input from the Chinatown Community Development Center, Compass Family Services, the Homeless Prenatal Program, the AIDS Legal Referral Panel, the Eviction Defense Collaborative, Causa Justa::Just Cause, the Homeless Emergency Service Providers Association, and the Council of Community Housing Organizations.

Compass Connecting Point generously provided data from the family shelter wait list. Hamilton Family Center and Compass Connecting Point both contributed the beautiful photographs that you'll see throughout this report. We're grateful to them and the families the photos portray.

The SRO Families United Collaborative, of which the Coalition on Homelessness is a member, gave us generous permission to use data from their 2014 SRO Census prior to its publication. It is scheduled to be released later in June of 2015. Our thanks to Coordinators Kitty Fong and Raúl Fernández-Berriozábal.

Kevin Truitt from the San Francisco Unified School District was tremendously helpful in providing information about homeless students and their families.

We're especially grateful to Barbara Duffield of the National Association for the Education of Homeless Children and Youth for her assistance in the section on the impacts of homelessness and housing instability on children.

*San Francisco
June 2, 2015*



Coalition on Homelessness
468 Turk Street
San Francisco, CA 94102
(415) 346-3740
www.cohsf.org

This report can be downloaded from our Website.

Contents

| | |
|---|----|
| Acknowledgments | i |
| Executive Summary | 1 |
| Unprecedented Increase in Child Homelessness | 5 |
| Characteristics of Homeless Families in San Francisco | 9 |
| The Impact of Homelessness on Children | 11 |
| Proof of Concept | 13 |
| Six Point Road Map | 13 |
| Conclusion | 17 |
| Appendix 1: Sample Roadmap | 18 |
| Appendix 2: Housing Allocated to Homeless People | 23 |



**There are
enough homeless
children in San
Francisco to fill
70 classrooms.**

*“When are we going to have a home?”
Eight-year-old homeless child, to his mother*

Executive Summary

Child homelessness in San Francisco is the most severe it has been since the Great Depression. Enough public schoolchildren are homeless to fill 70 classrooms. Throughout the city, there are children who live in cars with their parents, in residential hotels, crowded on mats in church basements, in shelters, or in tents.

The change has been rapid and dramatic: A decade ago, waits for shelter were no more than a week, and a family could generally expect to find a place to live in San Francisco by the time their shelter stay ended. Today, not only are more San Franciscans losing their housing due to displacement, but also the likelihood of finding housing at the end of a shelter stay in San Francisco has faded to the vanishing point.

In San Francisco, we are fortunate to have the resources and know-how to end this crisis. We’re presenting a carefully constructed plan from a broad coalition of community organizations: family services providers, non-profit housing developers, and advocacy organizations. The report details a roadmap that could end homelessness for all currently homeless children within five years. We hope to address the housing needs of all those families with minor children who meet the City’s definition of homelessness including those in shelters, in cars, in residential hotels, doubled up and in garages. Each of these forms of existence has negative impacts on the development of children that can be addressed by ensuring dignified housing.

Our goals are ambitious, but they are achievable:

- This city can house every child who is currently homeless. For the current backlog of unhoused families, this will end the lengthy periods of homelessness that are so detrimental to a child’s development.
- We can return our family system to the role it was designed to play: an emergency system that can immediately or quickly provide homeless families with shelter without waiting for a bed to open.
- We can prevent family homelessness in the future by reaching families before they lose their housing. For cases in which prevention is unlikely—such as flight from domestic violence, or displacement by fires—a truly emergency shelter system will be able to quickly shelter newly homeless families, and other City programs will be able to rapidly re-house them.

We believe there are approximately 3,222 homeless children in San Francisco. Our best estimate of the current number of homeless families is 1,989. This number has grown alarmingly in recent years: 94%

growth since 2007. Even using the most conservative Department of Housing and Urban Development numbers, family homelessness in San Francisco has grown over this period.

With the investments we recommend over five years, over 2,383 families will be able to exit homelessness—every family currently homeless, and then some. We can then fully invest in homeless prevention efforts to keep San Francisco families housed. These six steps maximize the use of private, Federal, and state resources by further moderate investment by the City.

1. Increase “LOSP” Affordable Housing Subsidies

375 Families Low-Income Operating Subsidy Program subsidies (LOSPs) have been used in non-profit housing for a number of years to allow extremely low-income people to move into buildings with affordable rents. These subsidies are typically attached to newly constructed units. Currently, 199 such future units are allocated to all homeless people. We are calling for an additional 375 units to be allocated specifically to homeless families. (**\$6,484,594**)

2. Place Homeless Households in Turnover Non-Profit Housing

31 Families Part of the solution is to create a new way of using the subsidies program: upon vacancy, units in existing affordable housing developments would be designated as homeless units. Non-profit landlords would receive the difference between the prior rent and affordable rent for the tenant as a subsidy from the City. (**\$391,979**)

3. Invest in Rapid Re-housing

1,321 Families The rapid re-housing program provides financial assistance to homeless families to either stay in their homes, or pay partial rent on a privately owned apartment. Typically the subsidy lasts 12 to 18 months, and gives families an opportunity to stabilize and improve their financial situation to take over the full cost of the rent. In each of the next two years, CalWORKs is funding 100 short term subsidies for families in San Francisco. In addition, private funding is expected to fund an additional 70 subsidies in 2015 through a partnership with SFUSD. We propose that the City fund an additional 29 subsidies for families in 2016–2017. (**\$520,710**)

4. Move Homeless Households Into Vacant San Francisco Housing Authority Units

576 Families According to the San Francisco Housing Authority, an average of six of the units in their portfolio turn over every month starting July 1. Currently, homeless households get priority for vacant SFHA units. Since September, the SFHA has used funding from the Mayor’s Office to fix up vacant units, and has moved over 100 homeless households into them. This must continue as long as it does not slow down planned reconstruction of public housing units. (**\$0**)

5. Fund Need-Based Subsidy Pilot

130 Families The current subsidy programs have been effective for a portion of the population—those who require only temporary help until they can cover market rent on their own after a period of time. However, there are many others who will not be able to increase their income in a relatively short period of time in order to afford housing. Last year the Homeless Emergency Service Providers Association created a new pilot subsidy program that recognizes this need and fills that gaping hole in our system. The program would house families in SF in private market housing at the bottom 20% of the rental market, and the City would subsidize their rent while their income requires it. We are proposing a further expansion next year, to house an additional 80 in 2016. (**\$1,501,140**)

6. Prevent Homelessness

San Francisco's on-going eviction epidemic is well documented, and its contribution to the city's homelessness crisis is significant: According to the 2013 San Francisco Homeless Count Survey, 35% of homeless San Franciscans reported having been evicted from their housing immediately prior to becoming homeless. Before last year, only one in nine San Francisco tenants had access to legal representation in eviction cases, while real estate speculators were using high-priced attorneys to drive thousands of tenants from their homes. Existing legal and financial services for the prevention of evictions have been invaluable lifelines for many San Franciscans facing homelessness.

For the past two years, San Francisco has made a serious investment in preventing evictions, adding nearly \$2,000,000 to eviction prevention efforts, and staving off displacement for over 2,000 households. In addition, a number of non-profit organizations in the city run eviction prevention programs, such as back rent payments and counseling, which focus on preventing homelessness. These programs have made critical expansions to include full-scope eviction services so that tenants get representation at trial. This year, the Homeless Emergency Services Program Association has a \$2.5 million proposal to further expand full-scope eviction defense, a mediation program for publicly funded housing, and a door-to-door tenant education outreach effort. We include in our budget \$501,231 in funding for the portion of that would serve families (20%).

We recognize the importance of a citywide eviction prevention program, but believe that more resources should be invested in targeted homelessness prevention. Research shows that such efforts can reduce the number of families entering shelter due to eviction by 26%. We recommend that a planning process be formulated to make dynamic system changes to the fully-funded prevention system in order to identify families that are at risk of displacement and to connect them to ongoing support to maintain their housing. (\$501,231)



By leveraging existing resources, the total cost would be just over \$9 million over five years. This is certainly achievable within our city's robust budget. We call on Mayor Lee and all City officials to stand with us and tackle the problem. With sincere City leadership, we can return our homeless services to treating incidents of family homelessness as extraordinary, temporary crises, rather than the everyday reality of 3,222 children too many.



Unprecedented Increase in Child Homelessness

“I would never have thought in a million years that I would have been homeless.”
44-year-old homeless mother of three

Although estimates vary, we believe there are approximately 3,222, homeless children in San Francisco who meet our city’s homeless definition. The total number of homeless children is difficult to ascertain exactly: Homeless families often shy away from self-reporting to government entities for fear of Child Protective Services interventions, Food Stamps reductions, and shame. However, using three different methods for estimating the homeless family population, we come to very similar numbers.

Estimating from School District Numbers

The most accurate figure comes from public schools that are working closely with families and generally know their living situation. In San Francisco, every school has at least one homeless child. At the end of the last school year 2013–2014, there were 2,352 homeless students enrolled in San Francisco Unified School District. This number only includes those children in grades kindergarten to twelfth, and leaves out those children aged 0–5.

Homeless Children in San Francisco Schools by School Type¹

| Elementary School | Middle School | High School | Other | Total |
|-------------------|---------------|-------------|-------|-------|
| 882 | 561 | 829 | 76 | 2,348 |
| 38% | 24% | 35% | 3% | 100% |

These numbers are off by 0.17% from other data provided by the San Francisco Unified School District. The “Other” category applies to students who attend schools that do not fit the three-part break down of elementary, middle, and high schools.

Homeless Children in San Francisco Schools by Place of Residence²

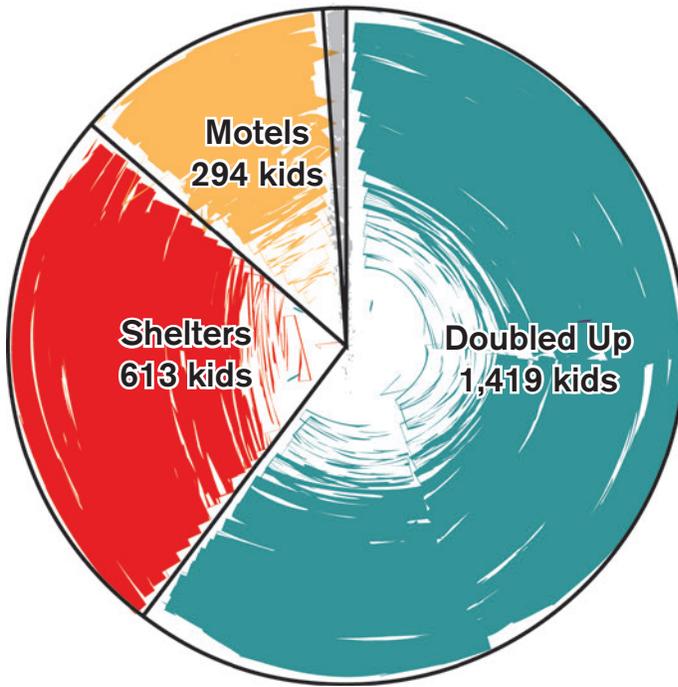
| | Number of Students | Percentage of Total | Number of Families (estimate) |
|-------------|--------------------|---------------------|-------------------------------|
| Sheltered | 613 | 26% | 378 |
| Unsheltered | 26 | 1% | 16 |
| Motel | 294 | 13% | 181 |
| Doubled Up | 1,419 | 60% | 876 |
| TOTAL | 2,352 | 100% | 1,451 |

San Francisco recognizes as homeless those intact families with minor children lacking a fixed, adequate nighttime residence. This includes families living in temporary shelters, transitional housing, single room occupancy hotels, cars, streets, abandoned buildings, drop-in centers, and parks.³

According to the Children’s Council, there are an additional 244 homeless children on the wait list for subsidized childcare, and 94 children currently in childcare.⁴ This brings the total number up to 2,690. However, this number is likely low as well, as it only includes children of families receiving or attempting

1. Staff Communication. “San Francisco Unified School District Homeless Student List for 2013–2014 SY.” 10/01/2014.
 2. Ibid.
 3. San Francisco, California Resolution No. 997-01. Definition of Homelessness. 2001.
 4. Staff communication, Children’s Council, October 2014.

Where Homeless Students Live



to receive subsidized childcare. Over the years, homeless children aged zero to five have consistently made up 27% of the homeless family population according to Compass Connecting Point—the organization that serves as the point of entry for homeless family services. Using this percentage, we can extrapolate from the number of homeless students in SFUSD that there are approximately 870 homeless children between the ages of zero and five. There are, then, approximately 3,222 homeless youth in San Francisco, total.

The same organization has seen an average family size between 2008 and 2014 of 2.86. Based on this average family size, our best estimate of the current number of homeless families in San Francisco is 1,989.

Estimating from Shelter-Seekers

One could also use the number of families accessing shelter over the course of a year, which comes to roughly the same number of households: According to Connecting Point, in 2014, 1,393 families (3,843 individuals) sought shelter in the City and County of San Francisco.⁵

Growth in Homelessness, No Matter the Method

In both of these enumeration methods, the number of homeless families is increasing rapidly. For families seeking shelter, the number has risen 179% since 2007, which has translated into longer waits and more competition for housing units. At SFUSD, the number has almost doubled since 2007, leaving a strapped district struggling for resources to meet the educational needs of children who do not even have a steady place to do homework. Even with the most conservative count, the City-conducted Department of Housing and Urban Development Point-in-Time count, family homelessness has grown 17% over this period.⁶

San Francisco is not alone in this growth in family homelessness: The Federal Department of Education reported 1.3 million homeless children in US schools in the 2012–2013 academic year: an 8% growth over the previous year, and more than double the number of homeless children in US schools in 2006–2007.⁷

San Francisco Unified School District Data

| Year | Students | Estimated Families | Increase |
|------|----------|--------------------|----------|
| 2007 | 1,213 | 748 | — |

5. Compass Connecting Point. *2014 Client Statistics Report*. February 2, 2015.

6. Human Services Agency, Kerry Abbott, and Shelagh Little. *San Francisco 2007 Homeless Count*. March 2007. Applied Survey Research. *2013 San Francisco Homeless Point-in-time Count & Survey*. 2013.

7. National Center for Homeless Education. *Education for Homeless Children and Youth: Consolidated State Report Performance Data: School Years 2010–11, 2011–12, and 2012–13*. September 2014.

National Center for Homeless Education. *Education for Homeless Children and Youth Program: Analysis of Data*. July 2008.

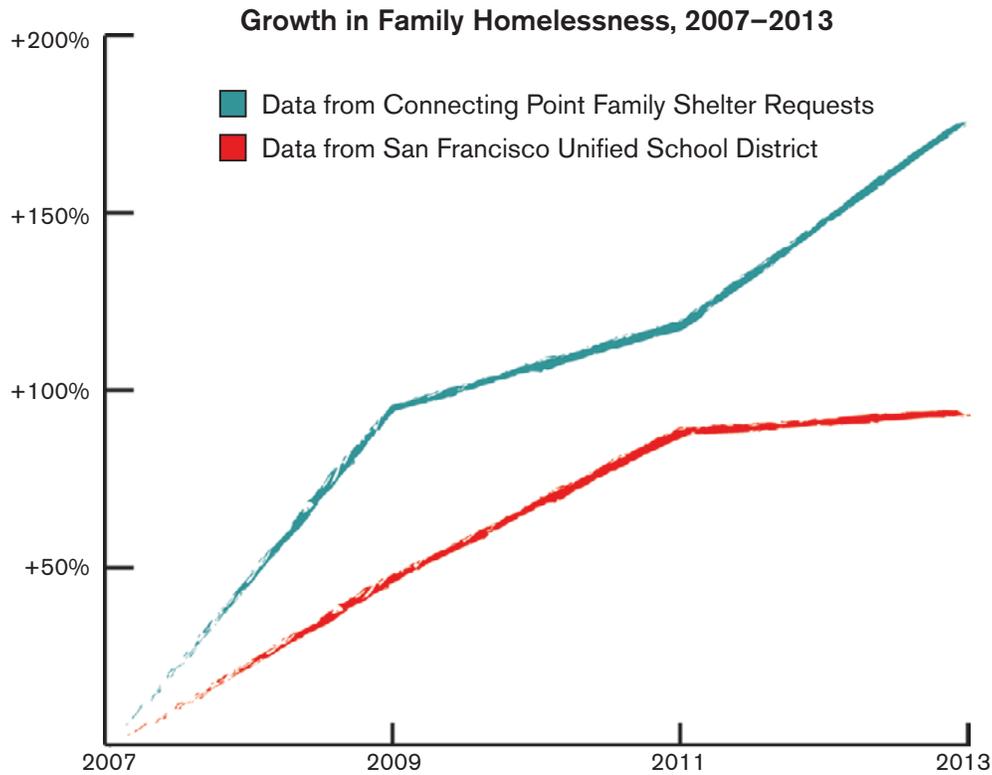
| | | | |
|------------|-------|-------|------|
| 2009 | 1,778 | 1,098 | +47% |
| 2011 | 2,275 | 1,404 | +28% |
| 2013 | 2,352 | 1,452 | +3% |
| Cumulative | 1,139 | 703 | +94% |

This includes families that are homeless, on streets, in residential hotels, or doubled up.

Connecting Point Data

| Year | Estimated Individuals | Families | Increase |
|------------|-----------------------|----------|----------|
| 2007 | 249 | 87 | — |
| 2009 | 486 | 170 | +95% |
| 2011 | 546 | 191 | +12% |
| 2013 | 695 | 243 | +27% |
| Cumulative | 446 | 156 | +179% |

This is the average wait list for temporary shelter during the year. Note that in the above table, the data tracked is for families, and that the total number of individuals is an estimate, in contrast to the prior two data sets.





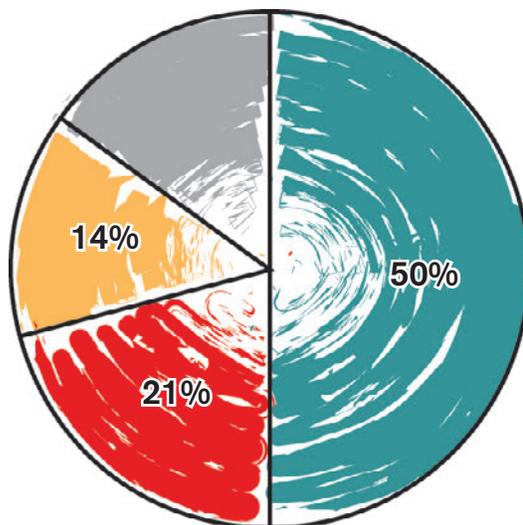
Characteristics of Homeless Families in San Francisco

Historically, the overwhelming majority of families seeking shelter in the city have a connection to the city—having grown up here, having children in school here, or working here before losing their housing. The bigger trends in displacement in San Francisco are reflected in the homeless family population: The families seeking shelter were overwhelmingly people of color. Only 14% were white, 21% were Latino, and 50% were African American. In addition, the majority of shelter seekers are single parents, with 76% either divorced, separated, widowed, or never married. Homeless families tend to be very poor, with 85% of those seeking shelter earning less than \$1,000 per month; 65% have no income at all. At the time of entry into Connecting Point—the entry point for homeless family services—only 11.8% of homeless families report “employment” as an income source.¹

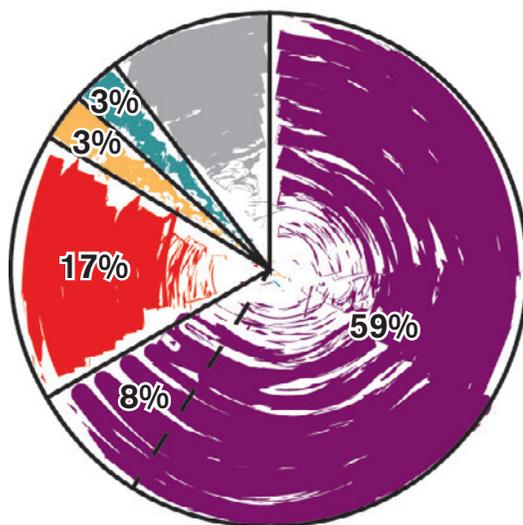
Families living in residential hotels make up a somewhat different demographic from those living in shelters. According to the 2014 SRO Families United Census—an enumeration and survey of all families living in single-room occupancy (that is, residential) hotels—the majority of families living in such hotels reside in Chinatown (74.3%), followed by the Tenderloin (14.0%), South of Market (9.4%), Mission (2.1%), and North Beach (0.3%). Compared to the 2001 Census, there has been a 14.2% increase in families living in Chinatown and a 5.4% increase in the South of Market, while families in the Mission have decreased by almost 9%. Almost all adults surveyed were working adults with jobs. Only 3.5% of adults reported unemployment; however, of those who were employed, only 59.5% were full-time workers. 35.5% were part-time and 4.9% were on call. All of those employed held blue-collar jobs, mostly in restaurant work (38.3%), followed by construction (14.7%), in-home supportive services (14.2%), hotels (10.9%), sales (7.5%), janitorial services (6.5%), sewing (4.5%) and child care (3.5%).²

Residential hotels and emergency shelters are two kinds of shelter of last resort for the poorest families in San Francisco. The variation in the demographics of the families who access these two kinds of shelter reflect the overall diversity of San Francisco’s homeless families. Unfortunately, there is not directly compatible use of racial and ethnic

Families Seeking Shelter



Families in Residential Hotels



- Black families
- Latino families
- White families
- Asian/Pacific Islander families
(the dashed line shows the portion of API families that are Chinese)

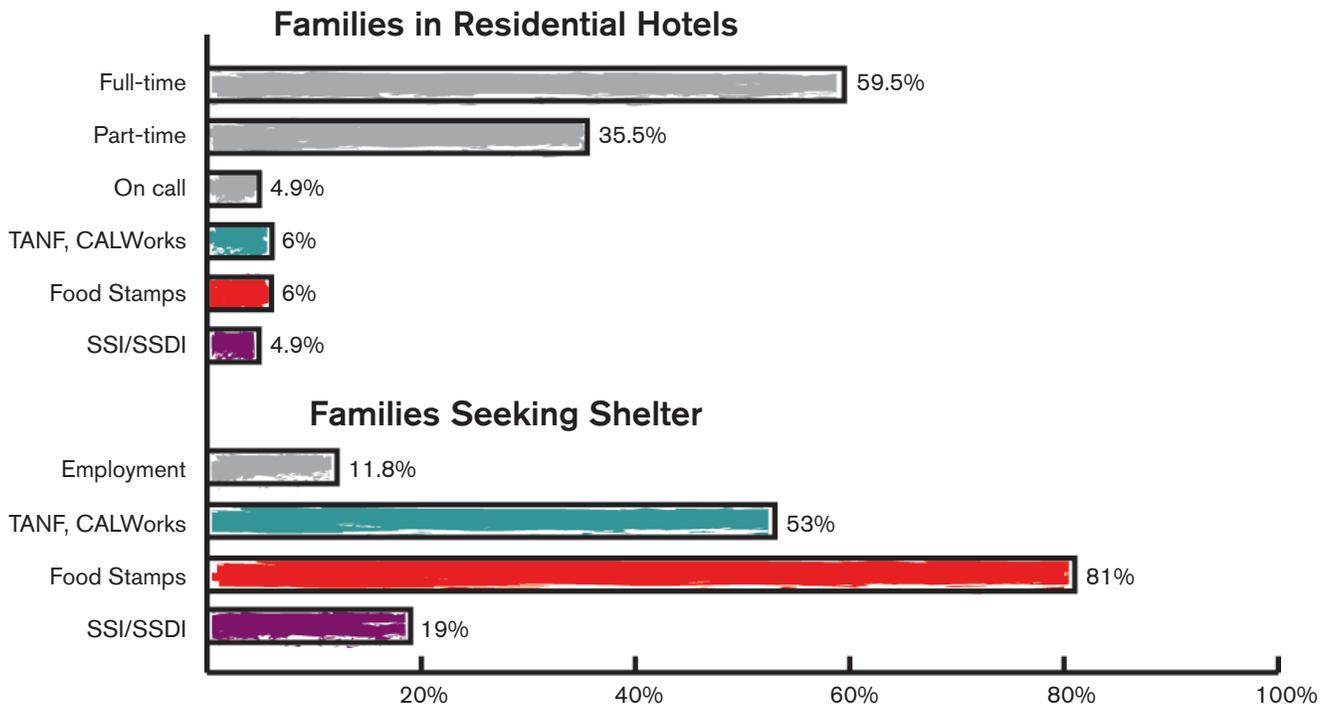
1. Applied Survey Research, *op. cit.*

Connecting Point Client Stats 2014.

2. SRO Families United Collaborative. *2014 Census*. 2014.

categories between these two groups of families, nor has there been consistent tracking over time. The most recent data on the ethnic and racial composition of San Francisco’s residential hotel family population comes from a 2009 Human Services Agency study. 59% of families living in residential hotels at that time were identified by the City as Chinese. If other Asian/Pacific-Islander families are included, it’s 67%. The next largest group of families is Latinos, at 17%. White people are the third largest group, comprising 3% of the residential hotel family population. Black families—the single largest demographic of shelter-seeking families—were also a mere 3%.³

The disparities in employment and benefits between the families in these two different types of residence of last resort highlight both the difference that even a modicum of stability can make for a low-income family, and the racial inequalities in the options available to families of color: Black families make up only 3% of the residential hotel population—roughly comparable to the portion of the general population of San Francisco that is black. The 50% of family shelter residents who are black are a snapshot of the process of black displacement that is occurring in San Francisco right now. Families residing in shelters are twelve times as likely to be on Food Stamps, four times as likely to be on Social Security, nine times as likely to be on other public benefits, and *25 times as likely to be unemployed*. The impacts of marginal shelter are marked for all families, but these statistics make it clear how especially dire the situation is for families in shelters.



3. Fribourg, Aimée. *A Study Conducted for the San Francisco Human Services Agency, San Francisco, California*. San Francisco: 2009. p. 57.

The Impact of Homelessness on Children

*“My daughter has developed mental and emotional issues from living under these conditions.”
A working homeless mother living in a hotel*

The events of early childhood can affect us for a lifetime. Three decades of research on the impact of homelessness on children—with the earliest studies published in 1987—concur that children in homeless families are sick four times as often as are children with consistent accommodations. They are more likely to have emotional and behavioral problems. Homelessness often leads to chronic stress and trauma from frequent moves, inconsistent relationships, and a lack of places to play. Homeless families find themselves in situations where their children are exposed to things they would normally never choose. For example, mothers often are forced to return to abusive relationships when they have nowhere to bring their children. In a recently published UCSF survey of 108 homeless women with custody of children in San Francisco, 28% of women reported having had sex in exchange for a place to stay.¹ Homeless children have an 83% chance of exposure to a violent event. This stress and trauma is emotionally and cognitively damaging to the entire family, and to children in particular. This damage lasts: Homeless children are five times more likely than their peers to become homeless as adults.²

Homelessness among children has also been found to have a negative impact on education, with lower academic achievement, and disrupted schooling due to higher absenteeism. Less than half of homeless children in 2012–2013 nationwide met state proficiency requirements in reading, math, and science. Over 50% of homeless children are held back for one grade, and 22% for multiple grades.³ Homeless children have an 87% increased chance of dropping out of school. In fact, homelessness is the single highest known risk factor of school drop-out.⁴

These findings apply to all homeless families: Whether living in residential hotels or shelters, the negative impact of inadequate housing on a child’s development is grave. It must be an urgent concern for this city.

1. Kennedy, Sara, Sharon Phillips, Elizabeth Roberts, Jody Steinauer, Marji Gold, Abby Sokoloff, and Christine Dehendorf. “The reproductive health of homeless women with children.” Forthcoming.

2. Buckner, John C. “Impact of Homelessness on Children: An Analytic Review of the Literature.” *Characteristics and Dynamics of Homeless Families with Children*. Debra J. Rog, C. Scott Holupka, and Lisa C. Patton. Washington, D.C.: U.S. Department of Health and Human Services, 2007.

Cutuli, J.J., Desjardins, C.D., Herbers, J.E., Long, J.D., Heistad, D., Chan, C.K., Hinz, E., and Masten, A. “Academic Achievement Trajectories of Homeless and Highly Mobile Students: Resilience in the Context of Chronic and Acute Risk.” *Child Development*, 2012: 1–17.

3. U.S. Department of Education, Federal Data Collection 2012–2013.

America’s Promise Alliance. *Don’t Call Them Dropouts: Understanding the Experiences of Young People Who Leave High School Before Graduation*. 2014.

4. America’s Promise Alliance. *Don’t Call Them Dropouts: Understanding the Experiences of Young People Who Leave High School Before Graduation*. 2014.



Proof of Concept

“Twenty years ago, when the City decided to centralize intake for homeless families, and Compass Connecting Point opened its doors, there was typically a handful of families on the shelter waiting list, and these families would wait two to three weeks for shelter placement. Every Tuesday morning we could send eligible down to the Shelter Plus Care office, where they would be assigned a housing unit within a few weeks. The rest of the families, we always knew we could house in the Tenderloin—a studio on Hyde went for some \$300 to \$400 a month—but this would be the back-up plan if nothing else worked out, because often we could find something better.”

Erica Kisch, LCSW

Executive Director, Compass Family Services

Over the past decade, the wait list for families seeking shelter has continued to grow, except during two striking periods when the City made a focused investment and got homeless families into housing:

The first was at the end of 2011, when an effort entitled “Home for the Holidays” resulted in a sizable dip in the wait list for shelter from 267 to 179. The effort included turning over vacant public housing units to homeless families, a considerable private investment in short-term housing subsidies matched by the City, and operating subsidies for new affordable housing developments.

A second dip occurred over the past year and a half when several affordable housing units opened up to homeless families, combined with an additional investment in short term subsidies funded with state, local and private funds, and an effort to rehabilitate public housing units. From a high of 287 families waiting for shelter in October, 2013 to a low of 129 in February of this year.

The number went back to 183 in March, and is expected to rapidly climb again as no more housing affordable to homeless families is in the pipeline. This demonstrates that these investments work—however the lack of sustained investment has resulted in backlogs of requests for shelter, and longer term bouts of homelessness.

Six Point Road Map

“She just couldn’t get her mind set, focused to just do the three pages she needed to do for that night.”

Homeless mother speaking of her nine-year-old

“I feel like I can do what I need to now.”

Her nine-year-old daughter, after being housed in LOSP unit

The crisis of homelessness faced by families in San Francisco is devastating, but surmountable. By carefully capturing resources in existing systems of care, using City and Federal funds efficiently, and with a modest expansion in General Fund allotment, the City and County of San Francisco can make history by ending homelessness for all currently homeless children. Coupled with the initiatives already in place, we can end this crisis in five years.

Currently, Mayor Edwin Lee is focused on addressing decades of Federal neglect of our crucial public housing stock. He has secured funding for HOPE VI—a Federal public housing revitalization plan—and

has turned many of the housing developments over to non-profit housing corporations to manage through the Federal Rental Assistance Demonstration project (RAD). RAD allows public housing agencies to leverage public and private debt and equity in order to reinvest in the public housing stock. For this reason, many of the vacant public housing units will be held up over the next two years as tenants are relocated for rehabilitation. Our roadmap takes this into consideration, emphasizing prevention for the first year, and adding a greater number of longer term subsidies in years three through five. In addition, we anticipate that there will be an increased number of single adult public housing units available in year three, which our plan balances by an increase in family housing development.

A combination of short- and long-term subsidies, Housing Authority and non-profit allocations, and new development is sufficient to get currently homeless families housed. We can then keep more local families housed by fully investing in homeless prevention efforts. The six steps we propose leverage private, state, and Federal resources, as well as direct investments from the City.

| | Affordable Units | Current Homeless Units | Proposed Homeless Family Units | New Cost |
|--|-------------------------|-------------------------------|---------------------------------------|-----------------|
| Increase units in Affordable Housing Pipeline | 2,108 | 199 | 375 | \$6,484,597 |
| Short-Term Subsidy | 1,321 | 1,292 | 1,321 | \$520,710 |
| Need-Based Subsidy | 130 | 50 | 130 | \$1,501,140 |
| Turnover SFHA units | 576 | 576 | 576 | \$0 |
| Turnover Nonprofit Units | 89 | 0 | 31 | \$391,979 |
| Prevention | | | | \$501,231 |
| Total | 4,224 | 2,117 | 2,433 | \$9,399,657 |

1. Increase Affordable Housing Development through LOSP Subsidies

Local Operating Subsidy Program subsidies (LOSPs) have been used in non-profit housing for a number of years to allow extremely low-income people affordable rents by covering building operating expenses. These subsidies are typically attached to newly constructed units.

The Mayor has laid out a plan for 10,000 affordable housing units by the year 2020. This plan includes rehabilitation of public housing, some other publicly funded properties, and new developments on publicly owned lands. The current projection is that 199 of those units will be set aside for homeless people; it is undecided how many will be family units.

This roadmap calls for an additional 375 of currently planned units to be set aside for homeless families. These are buildings whose public financing has already been secured or are receiving tax credits. By simply adding a subsidy, a homeless household would be able to move in.

In addition, we ask that a fair proportion of homeless units be developed for families with children. There has been a huge disparity in homeless housing by household size: While 40% of homeless people in San

Francisco are members of families with children, only 7% of units over the past decade have been built for families (see Appendix 2). Families living in residential hotels have been able to access less than 10% of the homeless family units, or 0.7% of the total.

2. Place Homeless Households in Turnover Non-Profit Housing

The most vulnerable San Franciscans are becoming displaced and homeless at alarming rates. Last year, the Coalition on Homelessness met with non-profit housing developers, convened by the Council of Community Housing Organizations, to develop a proposal that would enable extremely low-income and homeless San Franciscans to access permanent affordable housing.

Upon vacancy, units in existing affordable housing developments would be designated as homeless units. The City would pay the owner the difference between the unit rent and the subsidized rate. Homeless families and individuals would have preference for these units.

The following chart reflects the number of units identified by non-profit housing providers (based on estimated turnover) in which subsidies could be inserted. They are a mix of family units (31), and units for single adults, people with disabilities, and seniors (58).

| Housing Provider | Units |
|---|-----------|
| Bernal Heights Neighborhood Center | 35 |
| Chinatown Community Development Center | 15 |
| Tenderloin Neighborhood Development Corporation | 16 |
| Mission Housing Development Corporation | 23 |
| Total | 89 |

3. Invest in Rapid Re-housing

In 2007, the city’s Board of Supervisors funded shallow, short-term rental subsidies to help homeless families exit homelessness. That funding was augmented by the Federal government, though the Federal government later withdrew its contribution. The program provides financial assistance to help families at risk of homelessness stay in their homes, or pays partial rent on privately owned apartments for currently homeless families. Typically, the subsidies last 12–18 months, and give families an opportunity to stabilize and improve their financial situation until they can take over the full cost of the rent. The program in San Francisco has led to over 600 families successfully exiting homelessness since 2007.

In each of the next two years, CalWORKs is funding 100 short-term subsidies for families in San Francisco. Private funding is expected to fund an additional 70 subsidies in 2015 through a partnership with SFUSD. City funds could support an additional 29 subsidies for families in 2016–2017.

4. Move Homeless Households Into Vacant Housing Authority Units

According the San Francisco Housing Authority, an average of six of their units will turn over each month from July, 2015, on. Currently, homeless households get priority for vacant SFHA units. Since September, SFHA has used funding from the Mayor’s Office to restore vacant units, and has moved over 100 homeless households into them. This strategy must continue. Mayor Lee has focused on reforming the San Francisco Housing Authority. Part of these efforts included an investment in rehabilitation of currently vacant units. In the current fiscal year, these units were filled with homeless households. This is a very cost-effective way to house homeless households, as the housing stock already exists and is publicly owned. The San Francisco Housing Authority is now planning on holding vacant units for relocation of current public housing tenants in housing developments under rehabilitation. While we in no way want

to slow down construction, we are calling on the SFHA to make every effort to release vacant units to homeless people, and to only hold vacancies when absolutely necessary.

5. Need-Based Subsidy

The current subsidy programs have been effective for a portion of the population—those who require only temporary help until they can afford market rent on their own. However, many homeless families and those at risk of homelessness will not be able to increase their incomes quickly enough to be well served by time-restricted subsidies.

For example, a typical service worker earning \$15 per hour will earn \$2,600 per month before taxes. This is not enough to cover rent on the average price of a studio apartment.

An additional shortcoming of the rapid re-housing program is that 73% of homeless families are placed outside of San Francisco. This disrupts community ties and children's schooling, and further distances parents from employment opportunities. A need-based subsidy keeps homeless families in their communities and preserves existing support networks.

Last year, the Homeless Emergency Service Providers Association created a pilot subsidy program that recognizes this need and fills a gaping hole in our system. A delayed RFP process has meant that this program won't start until July 1 of this year. However, countless potential applicants are already waiting anxiously for the program to start. We propose 50 subsidies for 2015 and an additional 80 in 2016.

6. Prevent Homelessness

San Francisco's on-going eviction epidemic is well documented, and its contribution to the city's crisis of homelessness is significant: 35% of respondents to the 2013 San Francisco Homeless Count Survey reported having been evicted from their housing immediately prior to becoming homeless. Existing legal and financial services for the prevention of evictions have been invaluable lifelines for many San Franciscans; however, these households represent only a fraction of the thousands who are forced out of their rental units each year. Creative and well-funded solutions are needed to ensure that all of those in need have a fair shot at staying in their homes.

For the past two years, San Francisco has made a serious investment in preventing homelessness, adding \$2 million to homelessness prevention efforts, and staving off displacement for over two thousand households. Prior to last year's investment, only one in nine San Francisco tenants had access to legal representation, while real estate speculators were using high-priced attorneys to drive thousands of tenants from their homes. New initiatives include an expansion of back rent funds, distribution of subsidies to keep families in their homes, and motion towards a right to counsel in housing cases for all San Francisco tenants.

In addition, the City should fund tenant rights outreach and marketing efforts, and implement a mediation program for publicly funded housing. The total cost of homelessness prevention would be \$2.5 million in additional annual funding. We anticipate that 20% of this would go toward homeless families, or \$501,231.

Conclusion

It is clear that more and more families are becoming homeless in San Francisco, and that currently homeless families are trapped in the shelter system, in overcrowded conditions or on the streets without adequate housing for their children. The standard in San Francisco is that once a family becomes homeless, they can expect to stay homeless for at least a year.

The plan we are proposing would transform homeless families' lives and create opportunities to flourish. Details of the roadmap are attached and allow for some flexibility—the plan would generate 2,433 exits out of homelessness, yet we have identified 1,989 households. Within the housing pipeline there is substantial flexibility: Some buildings could get more units for homeless households, some less, or the ratio of residential hotel dwellers could change, as long as we meet the overall goal. While our prevention measures will cease the entrenched homelessness that has come to characterize San Francisco's homeless service system, we know that some families will still become newly homeless.

Our long-term vision is that once we get this large bulk of families stably housed, our emergency system will then be restored to a true emergency system. Our wait list for shelter will likely be eliminated. Newly homeless families will be able to access shallow subsidies, existing non-profit and public housing units, as well as units currently in the pipeline. Our system will become nimble again, and families will no longer be trapped in an inescapable cycle.

San Francisco is well positioned to be the first city in the country to end homelessness among families. This ambitious goal could be achieved with modest increases to public expenditures over five years. Ending family homelessness would relieve the suffering of over 3,000 children, improve public education, and save valuable public resources in medical, social service, and behavioral health costs. We call on Mayor Lee and the Board of Supervisors to stand with us in this ambitious but practical investment in San Francisco's children and families, and in the future of this city.



Appendix 1: Sample Roadmap

These are housing and funding allocations that are realistic, affordable, and sufficient for housing all currently homeless families. However, most items in this plan could be changed: If conditions change between now and 2018, and twenty units of housing become unavailable at one specified site, the roadmap as a whole can be preserved by addressing that small deficit somewhere else.

| | | Affordable Units | Current Homeless Units | Proposed Homeless Family Units | SRO Families | New Cost |
|------|---------------------------------------|------------------|------------------------|--------------------------------|--------------|-----------|
| 2015 | Transbay 6 Folsom | 69 | 0 | 0 | 0 | \$0 |
| | 5800 Third Senior | 120 | 0 | 0 | 0 | \$0 |
| | Parcel U | 35 | 35 | 0 | 0 | \$0 |
| | Calworks Subsidy | 100 | 100 | 100 | 5 | \$0 |
| | Need-Based Subsidy Families | 50 | 50 | 50 | 20 | \$0 |
| | Currently funded short term subsidy | 167 | 167 | 167 | 20 | \$0 |
| | HAP Rapid Re-housing | 20 | 20 | 20 | 0 | \$0 |
| | Privately funded short term subsidies | 70 | 70 | 70 | 0 | \$0 |
| | Turnover Non-Profit Subsidies | 89 | 0 | 31 | 10 | \$391,979 |
| | Turnover Vacant SFHA units | 96 | 96 | 96 | 30 | \$0 |
| | Homeless Prevention Efforts | | | | | \$501,231 |
| | Total | | 816 | 538 | 534 | 85 |

| | | Affordable Units | Current Homeless Units | Proposed Homeless Family Units | SRO Fam- ilies | New Cost |
|-------------|---|-----------------------------|---------------------------------------|---|---------------------------|--------------------|
| 2016 | Mission Bay China Basin/4 th | 198 | 0 | 40 | 40 | \$691,690 |
| | HP Shipyard 49 | 60 | 0 | 15 | 12 | \$259,384 |
| | Short Term Subsidy | 29 | 0 | 29 | 5 | \$520,710 |
| | Need Based Subsidy Families | 80 | 0 | 80 | 12 | \$1,501,140 |
| | Currently Funded short term subsidy | 167 | 167 | 167 | 20 | \$0 |
| | Turnover Vacant SFHA units | 96 | 96 | 96 | 30 | \$0 |
| | Rosa Parks Senior | 97 | 20 | 0 | 0 | \$0 |
| | Hugo SOMA senior | 66 | 0 | 0 | 0 | \$0 |
| | HP Shipyard 54 Hilltop | 52 | 0 | 15 | 15 | \$259,384 |
| | Calworks Subsidy | 100 | 100 | 100 | 5 | \$0 |
| | Total | 945 | 383 | 542 | 139 | \$3,232,308 |

| | | Affordable Units | Current Homeless Units | Proposed Homeless Family Units | SRO Fam- ilies | New Cost |
|-------------|--|-----------------------------|---------------------------------------|---|---------------------------|--------------------|
| 2017 | 1036 Mis- sion | 88 | 20 | 20 | 17 | \$345,845 |
| | 1300 4 th Street | 133 | 27 | 40 | 40 | \$691,690 |
| | 55 Laguna Senior | 108 | 0 | 0 | 0 | \$0 |
| | Currently Funded short term subsidy | 167 | 167 | 167 | 20 | \$0 |
| | Transbay 1 Spear | 144 | 0 | 20 | 10 | \$345,845 |
| | Transbay 7 Folsom and Beale | 84 | 0 | 30 | 20 | \$518,768 |
| | Turnover Va- cant SFHA units | 96 | 96 | 96 | 30 | \$0 |
| | Transbay 9 1 st and Folsom | 113 | 0 | 33 | 30 | \$570,644 |
| | Total | 933 | 310 | 406 | 167 | \$2,472,792 |

| 2018 | | Affordable Units | Current Homeless Units | Proposed Homeless Family Units | SRO Families | New Cost |
|------|-------------------------------------|-------------------------|-------------------------------|---------------------------------------|---------------------|--------------------|
| | Mission Bay South 3E | 99 | 97 | 0 | 0 | \$0 |
| | 1950 Mission | 114 | 0 | 30 | 15 | \$518,768 |
| | 90 Broadway | 114 | 0 | 30 | 30 | \$518,768 |
| | Currently Funded short term subsidy | 167 | 167 | 167 | 20 | \$0 |
| | Turnover Vacant SFHA units | 96 | 96 | 96 | 30 | \$0 |
| | Parcel O | 79 | 0 | 22 | 8 | \$380,430 |
| | 1294 Shotwell Senior | 40 | 0 | 0 | 0 | \$0 |
| | Transbay 8 Folsom and Fremont | 174 | 0 | 50 | 25 | \$864,613 |
| | Total | 883 | 360 | 395 | 128 | \$2,282,579 |

| 2019 | | Affordable Units | Current Homeless Units | Proposed Homeless Family Units | SRO Families | New Cost |
|--------------|--|-------------------------|-------------------------------|---------------------------------------|---------------------|-----------------|
| | Casa Mission 3001 24 th Senior or TAY | 34 | 0 | 0 | 0 | \$0 |
| | Currently Funded short term subsidy | 167 | 167 | 167 | 20 | \$0 |
| | Turnover Vacant SFHA units | 96 | 96 | 96 | 30 | \$0 |
| Total | 297 | 263 | 263 | 50 | \$0 | |

| | | Affordable Units | Current Homeless Units | Proposed Homeless Family Units | SRO Families | New Cost |
|--------------|-------------------------------------|-------------------------|-------------------------------|---------------------------------------|---------------------|-----------------|
| 2020 | Currently Funded short term subsidy | 167 | 167 | 167 | 20 | \$0 |
| | Turnover Vacant SFHA units | 96 | 96 | 96 | 30 | \$0 |
| | Balboa Upper Yard | 87 | 0 | 30 | 15 | \$518,768 |
| Total | | 350 | 263 | 293 | 65 | \$518,768 |

| Year | Affordable Units | Current Homeless Units | Proposed Homeless Family Units | Of those: SRO Families | New Cost |
|--|-------------------------|-------------------------------|---------------------------------------|-------------------------------|-----------------|
| 2015 | 816 | 538 | 534 | 85 | \$893,210 |
| 2016 | 945 | 383 | 542 | 139 | \$3,232,308 |
| 2017 | 933 | 310 | 406 | 167 | \$2,472,792 |
| 2018 | 883 | 360 | 395 | 128 | \$2,282,579 |
| 2019 | 297 | 263 | 263 | 50 | \$0 |
| 2020 | 350 | 263 | 293 | 65 | \$518,768 |
| Pipeline Homeless Family Units at 30% | 2,108 | 199 | 375 | 277 | \$6,484,594 |
| Five-Year Annual Housing Total | 4,224 | 2,117 | 2,433 | 634 | \$9,399,657 |

Appendix 2: Housing Allocated to Homeless People

| 2004–2005 | Project | Total Units | Allocated for Homeless Families | |
|-----------|---------------------------------|-------------|---------------------------------|--|
| | <i>Owned:</i> | | | |
| | Mary Elizabeth Inn (singles) | 88 | | |
| | Gastinell's (emancipated youth) | 8 | | |
| | Folsom/Dore (families) | 98 | 8 | |
| | West Hotel (seniors) | 104 | | |
| | <i>Leased:</i> | | | |
| | Civic Center Residence | 211 | | |
| | Allstar Hotel | 86 | | |
| | Pierre Hotel | 87 | | |
| | Mentone | 71 | | |
| | Union Hotel | 60 | | |
| | Hillsdale Hotel | 84 | | |
| | Empress Hotel | 89 | | |
| | Total | 986 | 8 (0.8%) | |

| 2005–2006 | Project | Total Units | Allocated for Homeless Families | |
|-----------|--------------------------------|-------------|---------------------------------|--|
| | <i>Owned:</i> | | | |
| | Civic Center Residence | 0 | | |
| | Curran House | 67 | 10 | |
| | Plaza Apartments (singles) | 106 | | |
| | La Playa Apartments HUD 811 | 14 | 8 | |
| | Mission Creek | 140 | | |
| | <i>Leased:</i> | | | |
| | Coronado Hotel (Outreach) | 65 | | |
| | Raman Hotel (formerly Raymond) | 85 | | |
| | Aranda Hotel | 110 | | |
| | Hotel Boyd | 82 | | |
| | Coast Hotel | 124 | | |
| | Alder Hotel | 116 | | |
| | Total | 909 | 18 (1.98%) | |

| 2006-2007 | Project | Total Units | Allocated for Homeless Families | |
|--------------|----------------|-------------|---------------------------------|--|
| | <i>Owned:</i> | | | |
| | (none) | 0 | | |
| | <i>Leased:</i> | | | |
| | Erik Hotel | 88 | | |
| Total | | 88 | 0 (0%) | |

| 2007-2008 | Project | Total Units | Allocated for Homeless Families | |
|--------------|----------------------|-------------|---------------------------------|--|
| | <i>Owned:</i> | | | |
| | TIHDI Family Housing | 42 | 42 | |
| | Essex Hotel | 84 | | |
| | Parkview Terrace | 101 | | |
| | <i>Leased:</i> | | | |
| | "scattered sites" | 9 | | |
| Total | | 236 | 42 (17.79%) | |

| 2008-2009 | Project | Total Units | Allocated for Homeless Families | |
|--------------|---------------------------------------|-------------|---------------------------------|--|
| | <i>Owned:</i> | | | |
| | Tenderloin Housing & Community Center | 113 | | |
| | 990 Polk | 110 | | |
| | 18 th /Alabama (families) | 93 | 20 | |
| | 18 th /Alabama (seniors) | 24 | | |
| | Arnett Watson Apartments | 83 | 47 | |
| | <i>Leased:</i> | | | |
| | Allen Hotel | 64 | | |
| Total | | 487 | 63 (12.93%) | |

| 2009–2010 | Project | Total Units | Allocated for Homeless Families | |
|--------------|---|------------------------------|---------------------------------|--|
| | <i>Owned:</i> | | | |
| | Bishop Swing Community House | 135 | | |
| | 10 th and Mission (families) | 135 | 44 | |
| | Manson Street Supportive | 56 | | |
| | Arendt House | 46 | | |
| | <i>Leased:</i> | | | |
| | Verona Hotel | 65 | | |
| Total | 302 | 44 (14.57%) | | |

| 2010–2011 | Project | Total Units | Allocated for Homeless Families | |
|--------------|--|-----------------------------|---------------------------------|--|
| | <i>Owned:</i> | | | |
| | Armstrong Place HUD 202 (seniors) | 116 | | |
| | Edith Witt (9 th & Jesse HUD 202) | 107 | | |
| | Island Bay Homes Phase III | 41 | 41 | |
| | Coronet | 150 | | |
| | 29 th Ave Apartments | 20 | | |
| | <i>Leased:</i> | | | |
| (none) | 0 | | | |
| Total | 434 | 41 (9.45%) | | |

| 2011–2012 | Project | Total Units | Allocated for Homeless Families | |
|--------------|------------------------------|-------------------------|---------------------------------|--|
| | <i>Owned:</i> | | | |
| | Richardson (Parcel G) | 120 | | |
| | Casa Quezada (Dolores Hotel) | 52 | | |
| Aarti | 40 | | | |
| Total | 212 | 0 (0%) | | |

| 2012–2013 | Project | Total Units | Allocated for Homeless Families | |
|-----------------------------|------------------------------------|-------------|---------------------------------|--|
| | <i>Owned:</i> | | | |
| | Madonna (rehab units) | 70 | | |
| | Kelly Cullen Community (Central Y) | 174 | | |
| | Veterans Commons (veterans) | 76 | | |
| | Mary Helen Rogers (Parcel C) | 100 | | |
| Arlington Hotel Owned Units | 153 | | | |

| | | |
|--------------|------------|-------------------|
| Total | 573 | 0 (0%) |
|--------------|------------|-------------------|

| 2013-2014 | Project | Total Units | Allocated for Homeless Families |
|------------------|--|------------------------|--|
| | <i>Owned:</i> | | |
| | 1075 Le Conte (formerly 6600 3 rd St) | 73 | 40 |
| | Rene Cazenave Apartments | 120 | |
| | 5 th & Harrison TAY | 44 | |
| Total | 237 | 40 (16.87%) | |

| 2014-2015 | Project | Total Units | Allocated for Homeless Families |
|------------------|-----------------------------|------------------------|--|
| | <i>Owned:</i> | | |
| | 1180 4 th Street | 150 | 50 |
| | Vera Haile Senior Housing | 90 | |
| | Edward II | 24 | |
| | Broadway Sansome | 74 | 36 |
| | 1100 Ocean (Phelan Loop) | 71 | |
| | <i>Leased:</i> | | |
| | 250 Kearny for Veterans | 136 | |
| Total | 545 | 86 (15.78%) | |

| Fiscal Year | All Units | Family Units |
|--------------------|------------------|-----------------------|
| 2004-2005 | 986 | 8 |
| 2005-2006 | 909 | 18 |
| 2006-2007 | 88 | 0 |
| 2007-2008 | 236 | 42 |
| 2008-2009 | 487 | 63 |
| 2009-2010 | 302 | 44 |
| 2010-2011 | 434 | 41 |
| 2011-2012 | 212 | 0 |
| 2012-2013 | 573 | 0 |
| 2013-2014 | 237 | 40 |
| 2014-2015 | 545 | 86 |
| Total | 5,009 | 342 (6.8%) |