



**Department of Homelessness and Supportive Housing (HSH)  
Temporary Shelter Programs Policies and Procedures  
Shelter Grievance Ordinance Regulation**

*May 25, 2022*

**PURPOSE**

The purpose of this regulation is to outline an implementation plan for the Shelter Grievance Ordinance across HSH temporary shelter system. This document outlines the changes in policy within the new Ordinance, the standard operating procedures and regulations defined by HSH, and implementation steps for all HSH temporary shelter programs that fall under this Ordinance.

**DEFINITIONS**

<b>Term</b>	<b>Definition</b>
Arbitration	A hearing conducted by an arbitrator adjudicating a Shelter Hearing decision that was unfavorable to a Client.
Client	An individual receiving Services from a Shelter.
Denial of Service	An Immediate Denial of Service or a Non-Immediate Denial of Service. A Denial of Service includes denials issued for a Client’s failure to meet shelter eligibility criteria.
Denial of Service Notice	A notice issued by a Shelter to a Client that the Shelter intends to deny Service to the Client.
Immediate Denial of Service	A denial of Service due to a Rule violation that threatens the health or safety of Shelter staff or Clients and results in the Shelter immediately removing the Client from the Shelter.
Non-Immediate Denial of Service	A denial of Service due to a Rule violation that does not threaten the health or safety of Shelter staff or Clients.
Shelter	A facility, outdoor location, or resource center, funded in whole or in part by the City and County of San Francisco, providing temporary shelter services for homeless single adults, youth, or families. Shall not include domestic violence shelters; adult probation transitional housing; and Single Room Occupancy (SRO) hotels that are not operated by the City and County of San Francisco as temporary accommodations for emergency housing.
Shelter Grievance Policy	The policy established by Shelter Grievance Ordinance 69-22 governing grievance procedures and appeals for Clients.
Shelter Hearing	A hearing conducted by a Shelter to adjudicate a Denial of Service.
Warning Notice	A notice issued by a Shelter to a Client due to a Rule violation that does not threaten the health or safety of Shelter staff or Clients.

**POLICY**

Local Ordinance No. 69-22 took effect on May 28, 2002, amending the San Francisco Administrative Code to establish the Shelter Grievance Advisory Committee to advise HSH



regarding policies and procedures for clients of City-funded shelters to appeal denial of shelter services. This ordinance codified the City’s Shelter Grievance Policy and established an administrative appeal process for clients of City-funded shelters denied shelter services for violating a shelter’s rules.

**Changes to the San Francisco Shelter Grievance Policy**

This section outlines the changes to the Shelter Grievance Policy established by the new Shelter Grievance Ordinance. See **REGULATIONS** section for HSH-defined policies in compliance with the Ordinance.

Shelter Grievance Policy and Administration<sup>1</sup>

HSH, with Shelter Grievance Advisory Committee (SGAC) advice, oversees the establishment of regulations for the proper administration of the Shelter Grievance Policy consistent with Ordinance No. 69-22. All contracts between the City and County of San Francisco and Shelters under this ordinance shall include a provision that requires each Shelter to adhere to the Shelter Grievance Policy.

Codifying Shelter Grievance Policy

With the passage of Ordinance No. 69-22, the City and County of San Francisco codifies the Shelter Grievance Policy. This ordinance requires all Shelters that received whole or partial funding from the City and County of San Francisco to follow the guidelines set forth by the San Francisco Shelter Grievance Policy. Further, as of May 28, 2022, all Shelters contracted under the City and County of San Francisco must adhere to the Shelter Grievance Policy.

Programs Affected Under Ordinance No. 69-22

The following programs fall under the Shelter Grievance Ordinance definition of “Shelter”:

NAVIGATION CENTER	
Program Name	Current Provider
Lower Polk TAY Navigation Center	3 <sup>rd</sup> Street Youth Center & Clinic
Bayview SAFE Navigation Center	Bayview Hunters Point Foundation
Bayshore Navigation Center	Five Keys Schools and Programs
Embarcadero SAFE Navigation Center	Five Keys Schools and Programs
Civic Center Navigation Center	Homerise
Central Waterfront Navigation Center	Providence Foundation of San Francisco
Division Circle Navigation Center	St Vincent De Paul Society
Taimon Booton Navigation Center	St. James Infirmary
Baldwin SAFE Navigation Center	TBD
ADULT SHELTER	
Program Name	Current Provider
Multi-Service Center (MSC) South Shelter	St Vincent De Paul Society
Next Door Shelter	Five Keys Schools and Programs
Interfaith Winter Shelter	Episcopal Community SVCS of SF Inc
Episcopal Sanctuary Shelter	Episcopal Community SVCS of SF Inc

<sup>1</sup> See [Ordinance 69-22 SEC. 20.18-3. Establishment of Shelter Grievance Policy and Administration](#) for complete clause of HSH role and responsibility in administering the Shelter Grievance Policy.



711 Post (Ansonia Hotel)	Urban Alchemy
Dolores Street Adult Emergency Shelters	Dolores Street Community Services
Lark Inn Shelter	Larkin Street Youth Services
Good (Site 4) Non-Congregate	Episcopal Community Services
Adante (Site 35) Non-Congregate	Five Keys Schools and Programs
Cova (Site 38) Non-Congregate	Episcopal Community Services
<b>FAMILY SHELTER</b>	
<b>Program Name</b>	<b>Current Provider</b>
St. Joseph's Family Center	Catholic Charities
Compass Family Shelter	Compass Family Services
Buena Vista Horace Mann	Dolores Street Community Services
Hamilton Family Emergency Shelter	Hamilton Families
Hamilton Family Residence	Hamilton Families
PATH	Homeless Prenatal Program
Providence Family Services Center (Oasis)	Providence Foundation of San Francisco
Harbor House	Salvation Army
<b>TAY SHELTER</b>	
<b>Program Name</b>	<b>Current Provider</b>
Lark Inn	Larkin Street Youth Services
<b>SAFE SLEEP AND VEHICLE/TRAILER</b>	
<b>Program Name</b>	<b>Current Provider</b>
UCHS Jennings Safe Sleep	Bayview Hunter Point Foundation
UCHS Pier 94 Backlands	Bayview Hunter Point Foundation
South Van Ness Safe Sleep	Dolores Street Community Services
Bayview Vehicle Triage Center	Urban Alchemy
33 Gough Cabins	Urban Alchemy
<b>STABILIZATION ROOMS</b>	
<b>Program Name</b>	<b>Current Provider</b>
SF HOT Stabilization Program	Heluna Health
Kinney Hotel Emergency Stabilization	Lutheran Social Services of Northern Cal
<b>DROP-IN CENTER</b>	
<b>Program Name</b>	<b>Current Provider</b>
UCHS Bayview Drop-in Center	Bayview Hunter Point Foundation
<b>TRANSITIONAL HOUSING</b>	
<b>Program Name</b>	<b>Current Provider</b>
Clara House	Compass Family Services
Jelani House	Homeless Prenatal Program
Hamilton Transitional Housing	Hamilton Families
Transitional Housing at 5 <sup>th</sup> and Harrison	Homerise
Transitional Housing at 1020 Haight	Larkin Street Youth Services
Transitional Housing at G-House	Larkin Street Youth Services
Transitional Housing at Assisted Care	Larkin Street Youth Services



Routz/Aarti Transitional Housing	Larkin Street Youth Services
Transitional Housing at Castro Youth Housing Initiative	Larkin Street Youth Services
ACQUISITION SITES INTERIM HOUSING	
Program Name	Current Provider
1321 Mission St	DISH UCSF Citywide Compass Family Services
Casa Esperanza	Dolores Street Community Services Larkin Street Youth Services
835 Turk Street	Five Keys Schools and Program
Mission Inn	Dolores Street Community Services Larkin Street Youth Services
SIP HOTEL SITES	
Site Name (Site Number)	Current Provider
Americania (2)	Episcopal Community SVCS of S F Inc
HTL 587 (7)	Central City Hospitality House
Whitcomb (10)	Five Keys Schools and Program
Buena Vista Motor Inn (11)	Community Forward SF
Hotel Vertigo (25)	Dolores Street Community Services
The Monarch (30)	WeHope
Kimpton Buchannan (36)	Providence Foundation of San Francisco

In addition, any Inclement Weather Shelters and Temporary Pop-Up Emergency Shelters (future sites TBD) will fall under the definition of shelter in the Shelter Grievance Ordinance.

### Notice Procedures<sup>2</sup>

All Shelters shall **post** all Rules in the common area and may not deny Service for a change or a rule that is not posted in writing in the common area. Unless defined differently by HSH, Shelter staff **must witness a Rule Violation** before issuing a Warning Notice or Denial of Service Notice to the Client. Denial of Service Notices or Warning Notices may not be issued for behavior occurring outside of the Shelters except for threats or acts of violence committed by the Client within 200 feet of the Shelter access door. HSH can defined other circumstances for Shelter to issue Denial of Services Notices or Warning Notices to ensure health, safety, or welfare of Clients and Shelter staff or of members of the public.

When a Client violates a Rule in the Non-Immediate Denial of Service category, the Shelter **must issue a Warning Notice** before issuing a Denial of Service Notice. A Shelter may deny Service to a Client who receives an excessive number of Warning Notices for different Rule violations within 30-day period of an existing Warning Notice. HSH will establish the standard for excessive number of warning notices across the Shelter system (see **REGULATIONS** section)

<sup>2</sup> See [Ordinance 69-22 SEC. 20.18-4. Notice Procedure](#) timeline of when a notice should be issued for a rule violation.



When a Client violates a Rule in the Immediate Denial of Service category, the Shelter DOES NOT need to issue a Warning Notice prior to issuing the Denial of Service Notice. A shelter **must issue** a Denial of Service Notice at the time of the Rule violation, or as soon thereafter as is reasonably feasible (see **REGULATIONS** section for timeframe of issuance).

A Warning Notice or Denial of Service Notice must be written and state the following:

Warning Notice or Denial of Service Notice Requirements	
<input type="checkbox"/> Reason for Warning or Denial	<input type="checkbox"/> Good Cause Policy
<input type="checkbox"/> Length of Suspension, if applicable	<input type="checkbox"/> Shelter Client Advocate (SCA) Contact Information
<input type="checkbox"/> Explanation of the Shelter Grievance Policy	<input type="checkbox"/> Process of Continuing Service for Non-Immediate Rule Violation.

Unless specified by HSH, Shelter Staff **must also** verbally communicate the contents of the Warning Notice to the Client. (See Regulations section for exceptions to verbal communication requirement.)

### Shelter Hearing Procedures<sup>3</sup>

A Client or their representative from the Shelter Client Advocate, may appeal a Denial of Service by requesting a Shelter Hearing verbally or in writing to any Shelter staff within **five (5) business days** from the date on which the Client received a Denial of Service Notice.

After the Client requests a Shelter Hearing, the Shelter shall establish a time and place for the hearing and the Shelter shall provide the Client with **written notice** of the date and time of the Shelter Hearing promptly upon its establishment AND notify any Shelter Client Advocate representing the Client of the scheduled Shelter Hearing. The Shelter shall contact HSH to secure a neutral hearing location, if one is requested.

The Shelter shall designate an impartial hearing officer who is a person that **did not** witness the Rule violation or issue the Client’s Denial of Service. This person shall issue a written decision within **48 hours** after the completion of the Shelter Hearing. The written decision must include the following:

Hearing Officer Written Decision Template
Decision of the Hearing:
Explanation of the Decision:

<sup>3</sup> [Ordinance 69-22 SEC. 20.18-5 Shelter Hearing Procedure](#) amended the San Francisco Shelter Grievance Policy from three (3) working days to five (5) business days when requesting for a shelter hearing.



How to Request an Arbitrator:
Good Cause Policy:
Shelter Client Advocate (SCA) Information:

Arbitration Procedures<sup>4</sup>

A Client or their representative from the Shelter Client Advocates, may appeal a Shelter Hearing decision with which the Client disagrees by requesting an Arbitration verbally or in writing to either the Shelter or the Arbitration Secretary within **three (3) business days** from the date of the Shelter Hearing decision.

After the Client requests an Arbitration, the Shelter and the arbitrator shall establish a time and place for the Arbitration AND notify the Client and any Shelter Client Advocate representing the Client of the scheduled Arbitration. The Arbitration shall be held at HSH-identified neutral location.

The arbitrator shall render a written decision by the **end of the business day** following the conclusion of the Arbitration. The written decision must include the following:

Arbitrator Written Decision Template
Decision of the Arbitration: (Uphold/Overturn)
Factual Findings from the Hearing:
Grounds for the Decision:

Good Cause

Good cause may be shown by competent evidence of the following:

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<sup>4</sup> See [Ordinance 69-22 SEC. 20.18-6. Arbitration Procedures](#) for full clause of the procedure.



Good Cause	Example of Document
Client's hospitalization	Medical document, hospital letter, etc.
Client's illness or injury	Doctor note, medical document, etc.
Client's disability	Doctor note, mental health provider note, etc.
Death in the Client's immediate family	Death certificate, obituary, funeral program, etc.
Client's arrest or incarceration	Arrest warrant, police file, case number, etc.
Other circumstance beyond client's control	
Other criteria for good cause determined by HSH (see <b>REGULATIONS</b> section)	

If the Shelter denied the Client's good cause, the Client may arbitrate the denial under the arbitration procedure.

### Shelter Grievance Ordinance Implementation Timeline

Step	Task	Proposed Completion Date
1	Send First notice and Ordinance to Providers	5/16/2022
2	Meeting with Shelter Client Advocates	5/17/2022
3	Present Overview on HSH Provider Call	5/17/2022
4	Send Notice of Training Opportunities, Q&A Session, and Guidance for Developing Program Rules to Providers	5/18/2022
5	Implementation Regulations Memo	5/25/2022
6	Q & A Session for CBO Program Managers and Supervisors	5/23/2022
7	Shelter Grievance Policy Trainings for CBO staff new to SGP	5/23/2022 and 5/27/2022
8	Coordinate with Shelter Grievance Advisory Committee	5/27/2022
9	Update Documents and Materials	5/27/2022
10	Develop Complaint Procedure and Materials	5/27/2022
11	Format Program Rule Lists for New Programs	5/27/2020
12	Shelter Grievance Ordinance Training for Arbitrators	5/31/2020
13	Shelter Grievance Policy Training refresher for CBO staff familiar with the SGP	6/3/2022 and 6/10/2022
14	Update Contract Language	As Needed during Contract Renewals
15	Monitor Compliance	Ongoing

### Components of Shelter Grievance Policy

#### Shelter Grievance Advisory Committee (SGAC)

The Shelter Grievance Advisory Committee (SGAC) shall perform the following functions:



- a) Advise HSH on the Shelter Grievance Policy including the Department’s administration of the policy and its regulations promulgated under the policy and recommend any appropriate changes to HSH.
- b) Receive and review reports relating to the Shelter Grievance Policy.
- c) Receive complaints regarding arbitrators and recommend to HSH any appropriate action in response to such complaints.

#### Membership

The Board of Supervisors established the SGAC (the “Grievance Committee”) of the City and County of San Francisco. SGAC shall comprised of 13 members. Seats 1 through 12 shall be appointed by the Local Homeless Coordinating Board, and Seat 13 shall be appointed by the Director of Health.<sup>5</sup>

#### Organization and Terms of Service

Each member in Seats 1 through 12 shall serve at the pleasure of the member’s appointing authority for a term of four years.

Member of the SGAC shall receive no compensation from the City and County of San Francisco, except for Seat 13 member who is a City and County of San Francisco employee and the work for the Grievance Committee shall be considered part of the employee’s work for the City.<sup>6</sup>

#### Shelter Client Advocate (SCA)

The Shelter Client Advocates are persons who advocate on behalf of clients and assist clients in appealing a denial of service.

#### Arbitrators

An arbitrator is a neutral decision-maker to be used once all internal appeals have been exhausted. The arbitrator is an active member of the California bar, or an attorney employed by the federal government AND an active member of the bar in any state. The client may request a hearing with an arbitrator if they disagreed with the shelter hearing decision.

The Arbitrators scope of authority is defined in the Shelter Grievance Policy.

#### **Training Requirements**

Shelter staff **must** complete the Shelter Grievance Policy training and pass the post-training test by HSH before they can be authorized to issue warnings or denials of service or give information to clients about denials of service or the Shelter Grievance Policy.

SCA representing the Client **must** also complete the Shelter Grievance Policy training and pass the post-training test by HSH before they can be authorized to participate in the Shelter Hearing and/or Arbitration proceeding.

Arbitrators **must** review training materials provided by HSH and complete other training as needed by request of HSH.

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<sup>5</sup> See [Ordinance 69-22 SEC. 5.36-2. Membership](#) for additional information regarding to appointment of Seats.

<sup>6</sup> See [Ordinance 69-22 SEC. 5.36-3. Organization and Terms of Office](#) for additional information regarding to requirements SGAC members.





Below is the list of scheduled Shelter Grievance Policy trainings:

Shelter Grievance Training for FY21-22 Q4	
CBOs and Shelter Providers Training Lead: Janay Washington	5/23*, 5/27*, 6/3*, 6/10, and 6/28.
Arbitrators Training Lead: Cordell Thompson	5/31/2022
SCAs Training Lead: Christopher Kramer	5/17/2022, and as needed
*These training dates are for new programs that are using the Shelter Grievance Ordinance.	

### Reporting Requirements<sup>7</sup>

HSH created a data collection tool (i.e., Monthly Shelter Grievance Statistic Form) for all programs that fall within this regulation to report the number of DOS's, Shelter Hearings, and Arbitrations. Each Shelter is **required** to report to HSH using the form on a monthly basis<sup>8</sup>.

### REGULATIONS

Shelter **shall consult** and **receive authorization** from their assigned HSH Program Manager and/or HSH Manager of Navigation Centers and Shelter Programs prior to deviating from the established Shelter Grievance Policy. These regulations serve to clarify policy in areas of the Shelter Grievance Ordinance where HSH is listed as the entity responsible for defining such policy.

1. Circumstances that **DO NOT** required witnessing a rule violation prior to Issuance of Warning Notice or Denial of Services

The Shelter Grievance Policy states "Shelter staff must witness a rule violation to issue a Warning Notice or a Denial of Service". The following instances exempt the Shelter staff from witnessing a rule violation prior to issuance of a Warning Notice or a Denial of Service:

- a) The Client admits that they broke the rule.
- b) A Client is clearly physically injured and there is sufficient evidence present to reasonable infer that the accused party committed an act of violent (e.g., Shelter staff hear physical altercation behind closed doors and observed physical injury on a Client).
- c) Situation that falls under the *Policy for Use of Security Video Footage in HSH Shelters* that clearly show an act of violent against a Shelter staff and/or another Client.

2. Criteria for Defining an Excessive Number of Warning Notices

A Shelter may deny service to a Client who violates an excessive number of Non-Immediate rule within a 30 day period. HSH established that a Client can be denied Shelter services if

<sup>7</sup> See [Ordinance 69-22 SEC.20.18-8. Reporting and Annual Review](#) for additional information on reporting and annual review information.

<sup>8</sup> See [Monthly Grievance Statistics Report Training Memo\\_v3.22.22](#) for guide on how to complete the Monthly Shelter Grievance Statistic Form.



they violated **five (5) different** Non-Immediate rules or **three (3) same** Non-Immediate rules within a 30 day period of an existing Warning Notice.

3. Length of Time after a Violation where a Shelter shall no longer be able to issue a Denial of Service Notice for an Immediate Denial of Service

Immediate Denial of Service must be generated and issued as soon as possible or no later than **48 hours** after the rule violation for Shelter Program that does not have 24/7 staffing. Immediate Denial of Service must be generated and issued as soon as possible or no later than **2 business days** after the rule violation.

4. Circumstances where a shelter staff DOES NOT need to verbally communicate the contents a Written Notice to the Client

Warning and Denial of Service Notices must be issued at the time of the rule violation. In addition to issuing the Written Notice, Shelter staff must also verbally explain the notice. Exemptions from this requirement are:

- a) Client IS NOT present in the Shelter. Shelters must have an effective delivery system that ensures the client will receive the notices and have them explained by a shelter staff.
- b) Client REFUSES the Written Notice or verbal explanation of the contents of the notice.
- c) Client who is banned from the site. Shelters must identify an alternative location where the client can pick up the notices for client who can't come on site.

5. Other Criteria for Good Cause

In addition to Good Causes identified by the Shelter Grievance Policy, HSH added the following Good Causes as an addendum to the policy.

- a) Caring for a dependent illness or injury.
- b) Dependent hospitalization.
- c) Other criteria determined by the Shelter.

6. Notifying Denial of Service to SCA

Shelter shall notify the SCA **via email** at [SCA@evictiondefense.org](mailto:SCA@evictiondefense.org) of **any Denial of Service issued to a Client**. Shelter shall attach the Denial of Service paperwork and Notice of Hearing form to the email. The email body should contain the following information:

Information Requirement Regarding to Shelter Hearing to SCA	
Site Name	Client Name
	Client Contact
Date of Hearing:	
Time of Hearing:	
Shelter Rule and Issue	
<input type="checkbox"/> Immediate or <input type="checkbox"/> Non-Immediate	Location of Hearing

7. Addition of Non-Immediate and Immediate Denial of Service Rule to Shelter Program



Shelter program can request to add Non-Immediate and/or Immediate Denial of Service Rules to meet the needs of their program. This process of rule approval was created to ensure standardization of rule language across all Shelter programs and alignment of rules to HSH’s mission. Below is the procedure of how a Shelter Program can add an additional rule:

SHELTER PROGRAM DENIAL OF SERVICE RULE ADDITION PROCEDURE	
<input type="checkbox"/>	Shelter Program shall submit new rules to their assigned HSH Program Manager by the 15 <sup>th</sup> of the last month of the quarter (see example calendar below).
<input type="checkbox"/>	HSH Shelter Program Rule Committee will review all proposed rules AND either approve or deny the requested rule. The committee will also ensure there is not a duplicate rule in already in place at the program.
<input type="checkbox"/>	HSH shall notify each program of their decision by last day of the month of the quarter.
<input type="checkbox"/>	If approved, Shelter shall be able to implement the new rule on the 1 <sup>st</sup> day of the following month of submission if the program followed the rule guidelines stated in the Shelter Grievance Ordinance (i.e., posting, translation, etc.)
<input type="checkbox"/>	HSH will track and record all new rules that were approved at each site and provide an updated list to the arbitrators.

EXAMPLE OF RULE SUBMISSION SCHEDULE			
Quarter	Due Date for Rule Submission	Last Date HSH to Response to Program	Effective Date of New Rules
1	September 15 <sup>th</sup>	September 30 <sup>th</sup>	October 1 <sup>st</sup>
2	December 15 <sup>th</sup>	December 30 <sup>th</sup>	January 1 <sup>st</sup>
3	March 15 <sup>th</sup>	March 30 <sup>th</sup>	April 1 <sup>st</sup>
4	June 15 <sup>th</sup>	June 30 <sup>th</sup>	July 1 <sup>st</sup>

8. Process for Filing a Complaint

A complaint can be filed in accordance with the Shelter Grievance Ordinance 69-22 if:

- a) A Shelter acts outside of its scope of authority.
- b) When a Shelter hearing officer, SCA representative, and/or an arbitrator act outside their scope of authority.
- c) When a Shelter or arbitrator unreasonably rejects a Client’s showing of good cause identified in the Good Cause clause above.
- d) When a hearing officer, SCA representative, and/or or arbitrator is accused of bias, prejudice, or interest in the proceeding.

When a client communicates a complaint to a Shelter staff, HSH Program Manager, and/or SCA representatives, the person shall document the complaint in writing (even if the client has submitted their own written complaint) and submit the complaint to [hshgrievances@sfgov.org](mailto:hshgrievances@sfgov.org) and include the assigned HSH Program Manager. The written complaint shall be submitted to the SGAC **within three (3) business days** after receiving the complaint.

The SGAC shall hear complaints related to scope of authority, good cause, hearing officer or arbitrator bias, prejudice, or interested in the proceeding and make nonbinding



recommendations to HSH regarding to such complaints. HSH shall take appropriate action to resolve those complaints.

The Shelter staff, HSH Program Manager, SCA representatives, or the Client can use the Shelter *Grievance Hearing/Arbitration Complaint Form* to submit a complaint to the SGAC.



