

MEMORANDUM

March 7, 2019

TO: MEMBERS, PORT COMMISSION
Hon. Kimberly Brandon, President
Hon. Willie Adams, Vice President
Hon. Gail Gilman
Hon. Victor Makras
Hon. Doreen Woo Ho

FROM: Elaine Forbes
Executive Director

SUBJECT: Informational presentation on Department of Homelessness and Supportive Housing proposal to build a new temporary Shelter Access for Everyone (SAFE) Navigation Center on Seawall Lot 330

DIRECTOR'S RECOMMENDATION: Informational Only; No Action Required

EXECUTIVE SUMMARY

Homelessness has been a persistent problem in San Francisco, disproportionately impacting certain neighborhoods around the City, among them, communities along the waterfront. In October 2018, Mayor London Breed announced a plan to open 1,000 new shelter beds for homeless residents by 2020; 212 beds have been opened to date. The new beds will become available through a combination of new Navigation Centers and a new type of facility called SAFE Navigation Center, which stands for Shelter and Access for Everyone.

The Mayor has directed staff to look at all neighborhoods and districts to identify potential SAFE Navigation Center locations. The Department of Homelessness and Supportive Housing ("HSH") is proposing to build a new temporary SAFE Navigation Center on Port property on Seawall Lot 330. This is the first of several new sites being proposed throughout the City.

This staff report summarizes community outreach efforts regarding the proposal to locate a SAFE Navigation Center on Port of San Francisco property, and the terms of a proposed Memorandum of Understanding ("MOU") between the Port and HSH for use of the premises for a period of up to 54 months (4 months for set up, 48 months of operations and 2 months for site clean-up). If approved, the site will offer 175-225 shelter beds and wrap around services for homeless individuals.

THIS PRINT COVERS CALENDAR ITEM NO. 7A

STRATEGIC PLAN

Cooperation between the Port, Mayor's Office, and HSH to deliver services to homeless individuals on Port property meets the Port Commission Strategic Plan Livability strategy:

"Livability: Work with City and community partners to ensure that Port improvements result in advances in the environment, social equity and San Francisco's livability."

BACKGROUND

San Francisco faces a significant challenge of homeless people living on its streets. The 2017 Point-In-Time count estimates that 7,500 people experience homelessness in San Francisco on any given night. 4,300 of those people are unsheltered living on the streets.

The Port has its own experience with homeless populations. Homeless individuals and encampments are visible on Port property at Warm Water Cove, along Islais Creek, at Justin Herman Plaza, Brannan Street Wharf, Fisherman's Wharf, near the Ferry Building and in vacant pier sheds throughout the waterfront. Port staff does not have the resources or expertise to adequately respond to these populations. However, the Port's strategies for addressing homeless issues have always been based in compassion, kindness and consideration, in collaboration with relevant City agencies.

In February of 2016, a temporary shelter facility was opened at Pier 80. The facility was comprised of a tent structure that supported 180 clients and included an area for dining, separate men's and women's showers, storage facilities, animal kennel, and common areas. In addition Department of Public Health teams visited the site three times a week to provide medical care. Pier 80 was operated by St. Vincent De Paul Society until its closure in July 2016.

In September of 2016, the Port Commission authorized an MOU between the Port and HSH for the Central Waterfront Navigation Center located on 25th and Michigan Streets. The site includes 64 beds, a community room, dining areas, staff offices, women's and men's restrooms, storage space, an outdoor courtyard, and seating areas. The facility occupies 14,000 square feet of enclosed area including 6,000 square feet of outdoor space. To date 346 unique clients have utilized the Central Waterfront Navigation Center. The Dogpatch Neighborhood Association recently voted to urge HSH and the Port to extend the term of the Central Waterfront Navigation Center beyond the initial three-year term because the facility has become a vital part of the neighborhood. The City currently operates five navigation centers across the San Francisco.

Based on data gathered by HSH, there are currently over 1,000 individuals waiting for shelter beds in San Francisco each night. In October, Mayor London Breed announced a plan to open 1,000 new beds for homeless residents by 2020 with 500 new beds open by Summer 2019. Through a cross-departmental effort lead by HSH, SWL 330 was chosen as the first of multiple new sites being proposed throughout the City.

PROPOSED EMBARCADERO SAFE NAVIGATION CENTER

San Francisco Public Works (“SFPW”) staff will design the proposed Seawall SAFE Navigation Center for Seawall Lot 330. The goal of this project is to establish a SAFE Navigation Center using temporary materials that are physically appealing and fit into the neighborhood. Building on the concepts and lessons learned from the Bayshore, Civic Center, Division Circle, Bryant Street and Central Waterfront Navigation Centers, the Embarcadero SAFE Navigation Center will serve as a critical piece of the City’s response to the homelessness crisis, by creating a place that is a safe, nurturing, and welcoming environment for people experiencing unsheltered homelessness.

The Embarcadero SAFE Navigation Center will offer more than a place to sleep; it will also provide meals, facilities for personal hygiene, and access to City services, including counseling, community services, and medical and mental health services. The Embarcadero SAFE Navigation Center is not intended to be permanent housing but rather a temporary program to assist homeless individuals in finding more permanent housing and/or guiding them to find the help they need in response to their current situation.

All guests will be assessed for housing and enrolled into the City’s ONE System; the centralized database for all homeless services in San Francisco. Through this system HSH can coordinate referrals to housing, program utilization and client level outcomes.

An initial proposed program for the site includes: dormitories with a total of one hundred and seventy five (175) to two hundred and twenty five (225) beds, a community room/dining area, staff offices, a reception office, restrooms and showers, laundry, storage, and utilities. Additional features may include a main entry/drop-off point, a courtyard with seating, picnic tables and shading, and a designated pet area.

The proposed facility would occupy approximately 28,000 square feet of enclosed area including approximately 10,500 square feet of outdoor space for courtyards and circulation. This is approximately half the site.

Figure 1: Proposed Location on Port Property

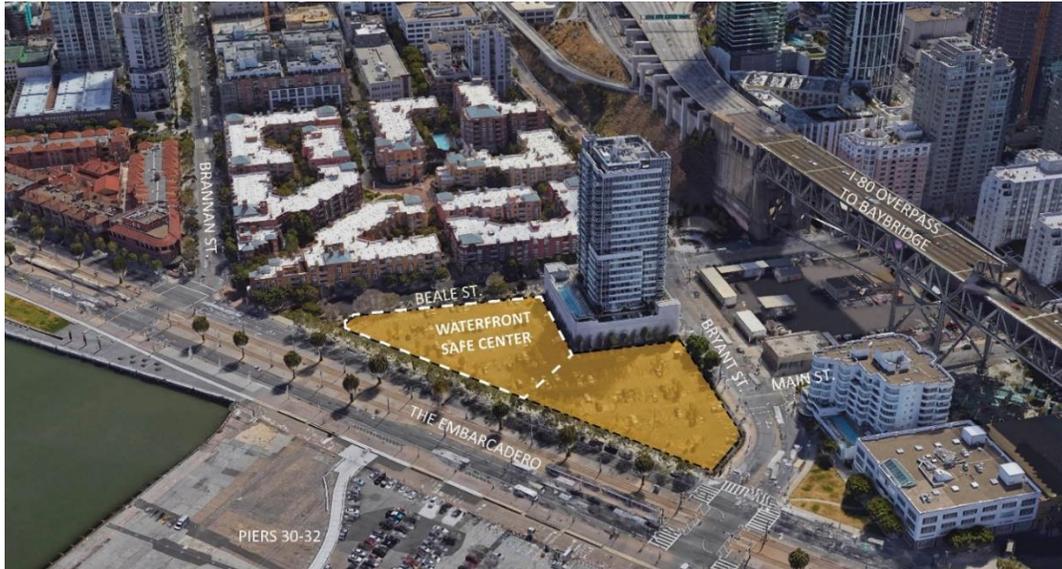
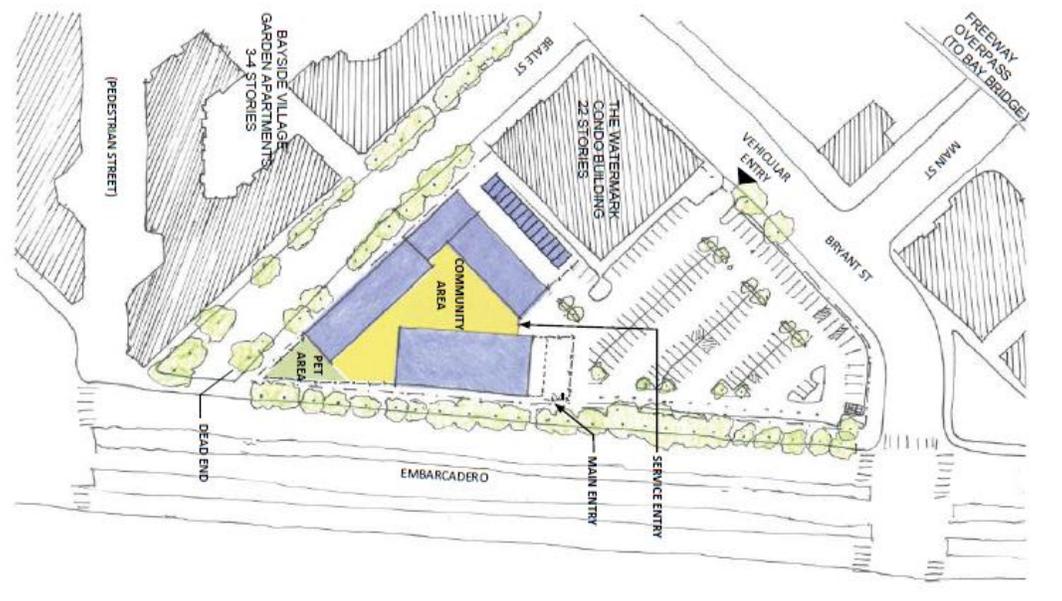


Figure 2: Proposed Building Layout



COMMUNITY OUTREACH PLAN

HSH and the Mayor’s Office plan for robust community engagement which includes multiple community meetings, mailings and presentations to the Port Commission, the Central Waterfront Advisory Group (CWAG), the North East Waterfront Advisory Group (NEWAG) and Fisherman’s Wharf Waterfront Advisory Group (FWWAG). The purpose of these meetings is to discuss plans for a SAFE Navigation Center on Seawall Lot 330 and to receive community input.

Community Outreach Plan:

- Calls to stakeholders in the area – February 27th
- Mailing to residents and property owners in the area
- Port Commission Meeting (informational) – March 12th
- Community meeting – March 12th, 6PM at Delancey Street Foundation
- Presentation to FWWAG meeting – March 19th
- Presentation to joint CWAG and NEWAG – March 20th
- Second Community Meeting – Date to be Determined
- Local Homeless Coordinating Board Meeting – April 1
- Presentation to South Beach, Rincon, Mission Bay Neighborhood Association – April 8
- Port Commission Meeting – April 23rd

During these meetings, HSH staff will emphasize that the proposal is to establish a temporary SAFE Navigation Center which would operate for up to 4 years (with a 4 month construction period and 2 month take down period), based on 1) the fact that the City is in the process of siting and developing permanent SAFE Navigation Centers at an alternative locations 2) there is a significant homeless population on and adjacent to Port property 3) this area currently does not have a facility to meet the needs of people experiencing homelessness in this area 4) Seawall Lot 330 has good proximity to public transportation and 5) Seawall Lot 300 provides sufficient square footage to design a facility with ample dorm, community and outdoor space for guests.

The Embarcadero SAFE Navigation Center operations contract will include a good neighbor policy. These policies along with mitigation measures will be developed in partnership with community stakeholders and may include terms such as:

- Working with neighbors & City departments to address neighborhood concerns
- Participating in appropriate neighborhood and community meetings
- On-site staff available via phone 24/7 to address concerns
- Minimize neighborhood impact by restricting walk-ins, and having 24/7 site access and 24/7 security
- Increased security to discourage loitering in the immediate area
- Informing the community of the services available at the Seawall SAFE Navigation Center
- Maintain the safety and cleanliness of the area immediately surrounding the facility
- Landscaping
- Ensuring the sidewalks and driveway(s) adjacent to the facility are not blocked
- Prioritizing placement of unsheltered people along the waterfront and adjacent neighborhoods at the SAFE Navigation Center

CONSTRUCTION AND OPERATION OF THE FACILITY

SFPW will manage construction of the proposed facility. The proposed design will allow for easy removal of the facility upon the expiration or early termination of the MOU.

A nonprofit 501(c)(3) operator qualified to run the facility will be selected to manage the SAFE Navigation Center. The annual operations budget for the Seawall SAFE

Navigation Center will be approximately \$5.1 million and will be funded from non-Port sources. Staffing will consist of approximately 56 full time staff from the non-profit operator including a site manager, program manager, shift supervisors, service coordinators, case managers, and janitorial staff to cover 24/7 operations.

The facility will initially focus on serving the unsheltered homeless population in or near the waterfront.

The non-profit operator will be contractually bound by a Good Neighbor Policy. A sample Good Neighbor Policy is attached as Exhibit A. Good Neighbor Policies require that the facility operator:

- Work with neighbors and city agencies to address neighborhood concerns;
- Attend community meetings;
- Provide a phone number to residents and businesses;
- Minimize client impacts and prohibit walk-ins;
- Discourage noise and loitering;
- Inform residents & businesses about SAFE Navigation Center services;
- Ensure that staff and clients maintain the site and the immediate surrounding area in a safe and clean manner and that adjacent sidewalks are not blocked.

Failure to adhere to the Good Neighbor Policy is cause for a default under the Embarcadero SAFE Navigation Center MOU, and, if not cured, may result in termination of the MOU.

SEAWALL SAFE NAVIGATION CENTER MOU

HSH and Port staff propose an MOU between the Port and HSH for the use of the premises as a SAFE Navigation Center for a fair market rent for an interim period of up to 54 months (4 months for set up, 48 months of operations and 2 months for site cleanup). (“Seawall SAFE Navigation Center MOU”).

While residential use of Port property is not typically allowed without the authorization of the California Legislature the proposed shelter use is an acceptable interim use of Port property because this segment of Seawall Lot 330 is not needed for public trust purposes, and meets the State Lands Commission’s requirement that the Port receive fair market value for any use of the property.

Table 1 below describes the proposed terms of the MOU:

Table 1: Seawall SAFE Navigation Center MOU	
Effective Date	The later of the thirty-first (31st) day from the date Port’s execution of this MOU is posted on SF Planning Department’s website (Public Agency Exemption Table), or the resolution of any appeal of the categorical exemption for this MOU.
Premises	The area located on Seawall Lot 330, in the City and County of San Francisco, California, shown on Figure 1 , consisting of approximately 50,665 square feet of paved land
Term	The Term shall commence on the Effective Date and shall expire on the earliest of: (i) the date that is fifty-four (54) months after the Effective Date, or (ii) the cancellation or termination of the MOU in accordance with its terms. There shall be no holding over on a month to month basis after the expiration of this MOU. HSH may cancel the MOU upon thirty (30) days written notice to the Port.
Port’s Right of Termination	If the Premises is required for a public trust purpose, the Port may terminate the MOU with 6 months’ notice.
Rent	The Port of San Francisco will work with the City and County of San Francisco to determine the appropriate rent levels for the lot at fair market rates.
Security Deposit	Two months’ rent.
Permitted Uses	The construction and, subject to the requirements of the Good Neighbor Policy, a sample good neighbor policy is attached as Exhibit A , operation of the SAFE Navigation Center to provide temporary housing and services to homeless individuals which may include: food preparation and service, storage of personal property, restroom and personal hygiene facilities, laundry services, provision social services for up to 200 homeless individuals.

NEXT STEPS

After environmental review under CEQA is complete, Port staff will return to Port Commission with a request to approve the Seawall SAFE Navigation Center MOU. Until that time, Port, HSH, and the Mayor’s Office will continue to execute additional outreach in the South Beach community regarding the proposed facility.

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Exhibits

- A. Sample Good Neighbor Policy

Exhibit A: Sample Good Neighbor Policy

Proposed HSH/Central Waterfront Navigation Center

“Good Neighbor Policies” are commonly included in City contracts in order to support productive and communicative relationships between service organizations and the communities/neighborhoods in which they are located. Organizations who wish to operate the contracted services or facilities, agree to follow all provisions of the policy.

The Department of Homelessness and Supportive Housing (“HSH”) will include a Good Neighbor Policy in all Navigation Center contracts with the same or similar language to the following provisions. This policy is part of the scope of work within the grant and may include the provisions outlined below.

The non-profit agency contracted to operate Navigation Centers will:

- A. Work with neighbors, HSH, San Francisco Police Department, San Francisco Public Works, DHS and other relevant city agencies to ensure that neighborhood concerns about the facility are heard and addressed.
- B. Assign a Director, Manager, or representative to participate in and attend appropriate neighborhood and community meetings.
- C. The grantee will provide a phone number to all interested neighbors that will be answered at all times by a manager or other responsible person who has the authority to respond to complaints and issues at the Navigation Center as they arise.
- D. Minimize the impact on the neighborhood of Navigation Center guests entering, exiting, or waiting for services. Navigation Centers will do this by limiting referrals, not allowing walk-ins, and having 24/7 access to the site for registered guests.
- E. Actively discourage and address excessive noise from program clients and others who may be just outside the program site.
- F. Actively discourage loitering in the area immediately surrounding the program. Coordinate with other service providers and City agencies, as necessary, to address this issue.
- G. In conjunction with the HSH and other City agencies, inform neighborhood businesses and residents of the services available at the Navigation Center and how individuals are referred.
- H. In order to improve pedestrian safety and security at the adjacent MTA site, the grantee will encourage pedestrians to only use the north side of 25th street when entering and exiting the facility.
- I. The grantee shall implement management practices necessary to insure that staff and clients maintain the safety and cleanliness of the area immediately surrounding the facility and do not block driveways of neighboring residents or businesses.
- J. The grantee shall take all reasonable measures to ensure the sidewalks adjacent to the facility are not blocked.