



## MEMORANDUM

October 8, 2021

**TO:** MEMBERS, PORT COMMISSION  
Hon. Kimberly Brandon, President  
Hon. Willie Adams, Vice President  
Hon. John Burton  
Hon. Gail Gilman  
Hon. Doreen Woo Ho

**FROM:** Elaine Forbes  
Executive Director

**SUBJECT:** Informational Presentation on the Department of Homelessness and Supportive Housing's ("HSH") Compliance with Option Exercise Conditions to extend operations of the Embarcadero SAFE Navigation Center at Seawall Lot 330 for an additional 24 months

**DIRECTOR'S RECOMMENDATION:** Information Only – No Action Required

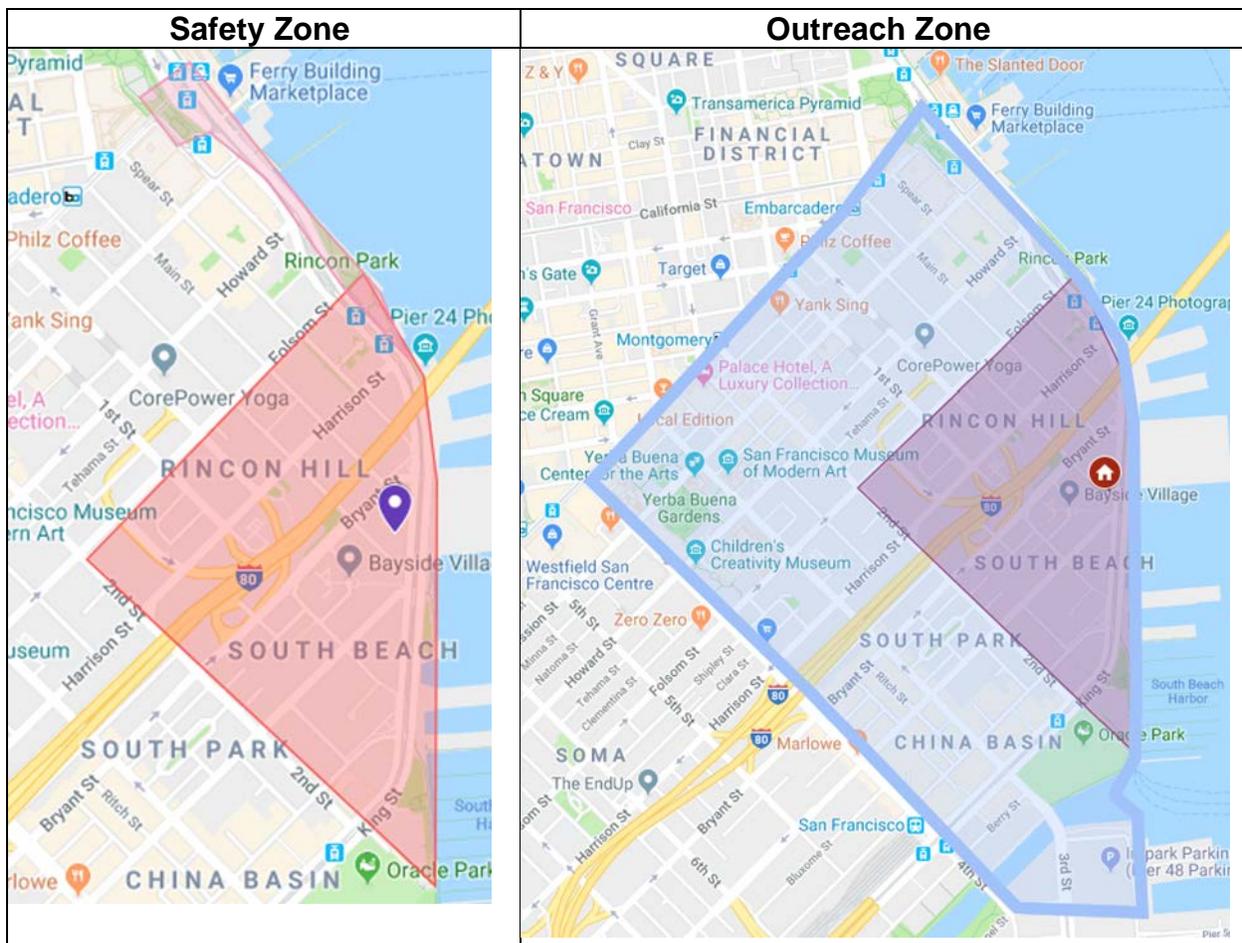
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### EXECUTIVE SUMMARY

As part of the Mayor's initiative to open 1,000 new shelter beds for homeless residents by 2020, at the April 23, 2019 Port Commission Meeting, the Port Commission authorized a Memorandum of Understanding ("MOU") between the Port of San Francisco and the Department of Homelessness and Supportive Housing ("HSH") allowing HSH to open and operate a temporary 200-bed SAFE Navigation Center on a portion of the property at Seawall Lot 330 (corner of The Embarcadero at Beale Street) for an initial operational term of 24 months, with (1) option to extend (the "Option to Extend") for an additional 24 month operational period. SAFE Navigation Centers provide 24/7 access for homeless residents, allow partners, pets, and personal belongings, and provide support services to connect residents with permanent housing. The initial operational term is set to expire on December 31, 2021.

The Option to Extend is subject to Port Commission approval and contingent upon HSH demonstrating that the following conditions have been met: (A) over a two year period, there has been a decrease in the number of unsheltered homeless people in the Outreach Zone (as shown in Table A) (B) the City has provided dedicated beat officers within the Safety Zone (as shown in Table A) and HSH has provided dedicated cleaning services in the area; (C) HSH has provided quarterly reports to the Port that include (x) information on publicly available crime statistics and other community impact measures in the Safety Zone, (y) program utilization and outcomes and (z) cleaning efforts; and (D) HSH and its Embarcadero S.A.F.E. Navigation Center nonprofit operator (“Five Keys”) have complied with the Good Neighbor Policy, (A) – (D) collectively referred to as the Option Exercise Conditions (“Conditions”).

**Table A**



Port staff has received HSH’s notice of its intent to exercise the Option to Extend, and this staff report summarizes the efforts made by HSH and its partners to meet the Conditions.

## **STRATEGIC OBJECTIVE**

The City's objective to expand shelter for homeless residents and provide a pathway to permanent housing is aligned with the Port Commission's 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 persistent and significant challenges regarding homelessness. The 2019 Point-In-Time count estimates that 8,035 people experience homelessness in San Francisco on any given night, including 5,180 unsheltered individuals living on the streets.

San Francisco began operating Navigation Centers in 2015. Navigation Centers are a shelter model that provides 24/7 access, allows residents to bring their partners, pets, and belongings with them, as well as connect residents with services and housing. The City currently operates eight Navigation Centers, including two sites on Port property: the Central Waterfront Navigation Center and the Embarcadero SAFE Navigation Center (the "ESNC").

The original MOU for operation of the ESNC was entered into on June 26, 2019 and provided HSH with one Option to Extend for 24 months provided all Option Exercise Conditions and terms set forth in the MOU are satisfied. Operations at the ESNC began shortly before the COVID-19 pandemic in December of 2019.

The COVID-19 pandemic significantly impacted operations at the facility as well as throughout the City's Temporary Shelter System. HSH and their contracted provider Five Keys have worked to implement all applicable public health guidance including limiting guest capacity to 91 in addition to other COVID-19 mitigation and prevention measures such as health screenings, masking protocols, social distancing and offering all COVID-vulnerable guests placement in the City's Shelter in Place ("SIP") hotel program.

Since the program's opening in December 2019, the ESNC has served 483 unduplicated guests. 29 guests from the ESNC were transferred to the SIP hotel program in Spring 2020 and will be offered permanent rehousing exits through the SIP Rehousing process. HSH will continue to follow public health guidance to safely and gradually add back beds as safe to do so.

## OPTION EXERCISE CONDITIONS FINDINGS

The MOU between the Port and HSH sets forth four (4) Conditions that HSH is required to meet in order for the Option to Extend to be considered. Outlined below as items A through D, are findings that reflect the progress HSH, Five Keys and various City partners have made toward meeting these Conditions and reflect input received from two Special Meetings of the Embarcadero SAFE Navigation Center Advisory Group (the “ESNC Advisory Group” or “Advisory Group”) in August and September 2021.

**A) Over a two-year period, there has been a decrease in the number of unsheltered homeless people in the Outreach Zone, as set forth in Exhibit E of the MOU.**

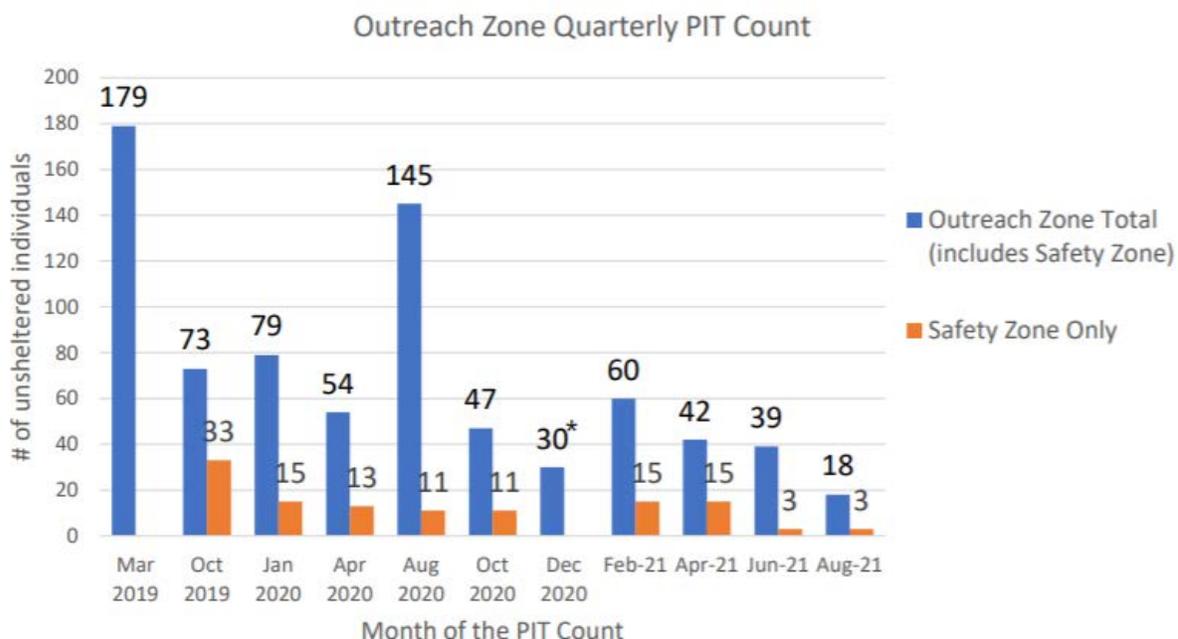
Regular counts of unsheltered individuals in the Outreach and Safety Zones have been conducted by the San Francisco Homeless Outreach Team (“SFHOT”) as part of the Healthy Streets Operations Center’s (“HSOC”) tent and vehicle count. Information from these counts is included in regular reports that are published on the Port’s website and presented to the ESNC Advisory Group and community members during regular public meetings. The latest Unsheltered Count report is included as Attachment 1.

The data collected from March 2019 – August 2021 reflects a 90% decrease in the number of unsheltered individuals in the Outreach Zone as demonstrated in Table A.

As set forth in the letter to the Port Commission from ESNCAG and its accompanying ESNCAG’s Conditions, Findings, and Recommendations (collectively, the “ESNCAG Recommendations”), attached hereto as Attachments 5 and 6, Advisory Group members recognized the decrease in the number of unsheltered individuals but suggested that October 2019 be used as a baseline for comparison as it was closer to the date when operations began. Using the October 2019 count of 73 individuals as a baseline, there was a 75% decrease in the number of unsheltered individuals. More detail about the decrease in the count is available in Attachment 2.

Table B below presents the data from the Outreach and Safety Zone Unsheltered Count from March 2019 through August 2021.

**Table B: Outreach and Safety Zone Unsheltered Count**



**B) The City has provided dedicated beat officers within the Safety Zone and HSH has provided dedicated cleaning services in the area, through a partnership with Five Keys.**

The San Francisco Police Department’s (“SFPD”) Southern Station assigned four beat officers to the Safety Zone between 11:00am and 9:00pm seven days a week. Two officers are on duty in the Safety Zone each day. SFPD’s Southern Station confirmed that the four beat officers will continue to be assigned to the Safety Zone daily from 11:00am – 9:00pm to support the continued operations of the ESNC.

As set forth in the ESNCAG Recommendations, Advisory Group members recognized that this condition was satisfied and often commented on how much they appreciate the dedicated officers in the neighborhood. More information and discussion about the impact of the beat officers in the neighborhood is available in Attachment 2.

HSH worked with Five Keys to provide dedicated cleanings services in the area. Five Keys has dedicated staff that provide cleaning services to the perimeter, across the streets and a block out towards the bridges. Cleaning is conducted by Five Keys staff seven days a week during each shift for a total of 3-5 times daily. Additionally, Five Keys met with East Cut Community Benefits District to coordinate cleaning area and services upon the opening of the program.

Although ESNC Advisory Group members recognize that this condition was met, they believe that more can be done by HSH and Five Keys, including providing written

reports about cleaning activity in the area. See Attachments 5 and 6 for the ESNACAG Recommendations. More information is available in Attachment 2.

**C) HSH has provided quarterly reports to the Port that include (x) information on publicly available crime statistics and other community measures in the Safety Zone as shown in Attachment 3 (y) program utilization and outcomes, and (z) cleaning efforts.**

HSH and SFPD have provided monthly reports to the Port beginning in January 2020 that include components (x) and (y) and HSH and Five Keys have provided verbal reports on cleaning efforts during regular meetings of the ESNC Advisory Group. The monthly reports submitted to the Advisory Group are posted on the Port's website. Attachment 3 shows the most recently available Police Incident Dashboard and Attachment 4 shows the most recently available Embarcadero SAFE Navigation Center Dashboard.

In the ESNACAG Recommendations, Advisory Group members affirm that this condition has been met although they have made periodic request for reporting improvements (which HSH has made). The report in Attachment 2 provides more detail into the reporting improvements that have been made to date including recent changes made in light of recent meetings and requests.

**D) HSH and Five Keys have complied with the Good Neighbor Policy.**

HSH and Five Keys ("Grantee") have complied with the nine components listed in the Good Neighbor Policy. Per the ESNACAG Recommendations, Advisory Group members affirm that each of the nine components have been met although there are some areas where they would like to see some improvement

Specifically, Advisory Group members identified a need for more reporting and communication from Five Keys related to neighborhood concerns See Attachments 5 and 6. HSH and Five Keys plan to improve communications and Attachment 2 includes specific steps that they plan to take to improve communication with neighbors.

**NEXT STEPS.**

Staff will return on October 26, 2021 with an action item for the Commission to affirm HSH's exercise of the Option to Extend.

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Real Estate and Development

Randy Quezada  
Communications Director

For: Rebecca Benassini, Deputy Director  
Real Estate and Development

Attachments:

1. August 2021 Unsheltered Count
2. HSH Findings Document
3. September 2021 Police Incident Dashboard
4. September 2021 HSH Embarcadero Dashboard
5. ESCNAG Port Commission Letter
6. ESCNAG Conditions, Findings, and Recommendations

# Embarcadero SAFE Navigation Center Point-in-Time Count



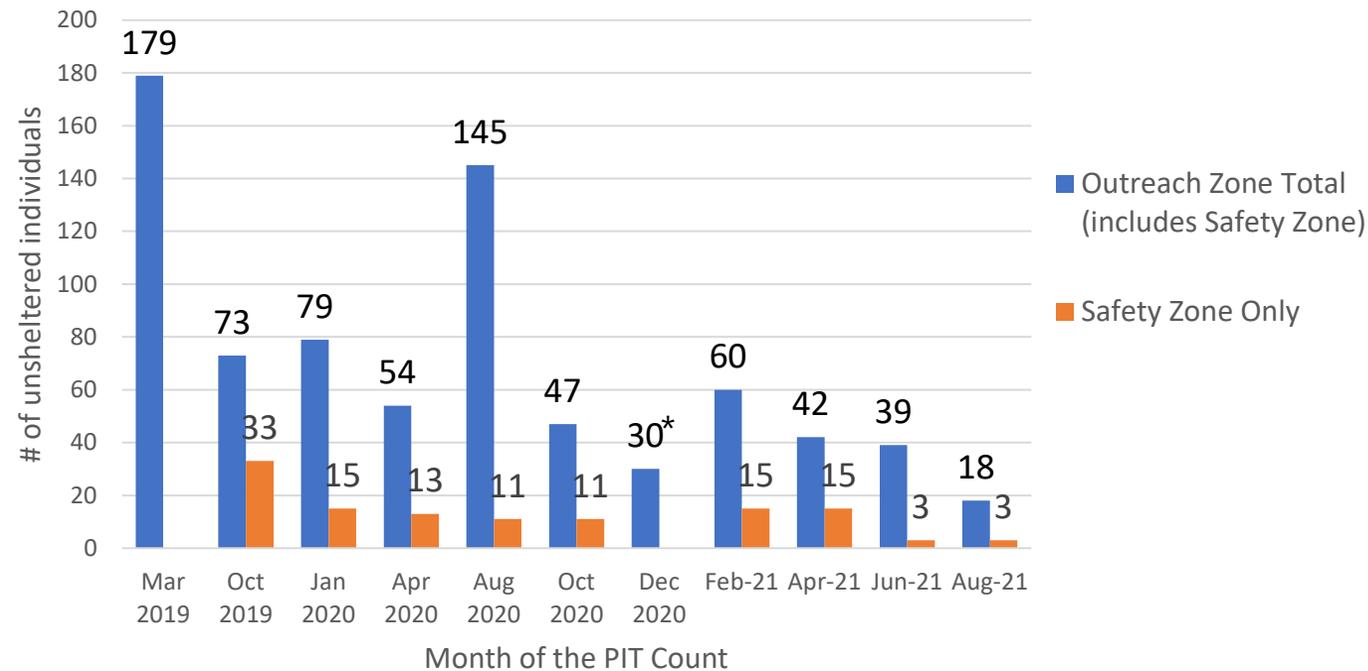
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The August 2021 count of unsheltered people in the Outreach Zone found **18 people**

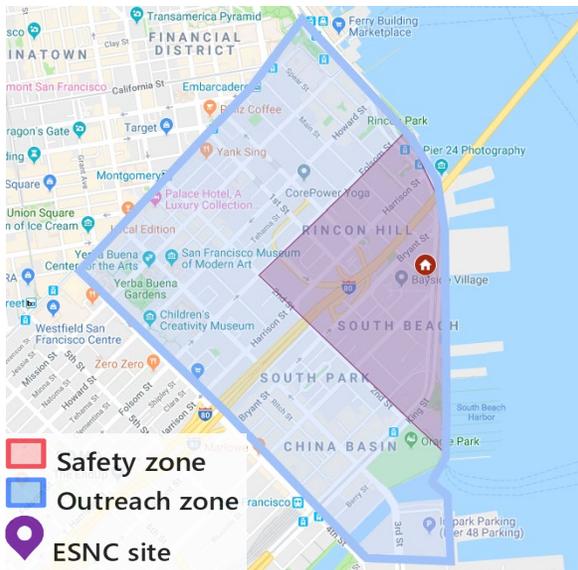
- **3** people were observed in the Safety Zone

*Homelessness is highly dynamic and variable. We will continue to conduct point-in-time counts in the Outreach Zone and will be tracking trends overtime.*

Outreach Zone Quarterly PIT Count



\* This is an estimate based on a count conducted on December 15. Due to data quality issues, we are unable to provide the count of unsheltered people in the Safety Zone specifically or a precise number in the Outreach Zone.



## Attachment 1: Option Exercise Conditions Findings

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The detailed findings below affirm that HSH, Five Keys and other City agencies have met the Conditions in the MOU and reflect input received from the two Special Meetings of the Embarcadero SAFE Navigation Center Community Advisory Group in August and September 2021.

**A) Over a two-year period, there has been a decrease in the number of unsheltered homeless people in the Outreach Zone, as set forth in Exhibit E of the MOU.**

Regular counts of unsheltered individuals in the Outreach and Safety Zone have been conducted by SFHOT as part of the Healthy Streets Operations Center's (HSOC) tent and vehicle count. Information from these counts is included in regular reports that are published on the [Port's website](#) and presented to the Embarcadero SAFE Navigation Center and community members during regular public meetings. The latest Unsheltered Count report is included as Attachment 2 to this letter.

The data collected from March 2019 – August 2021 reflects a 90% decrease in the number of unsheltered individuals in the Outreach Zone as demonstrated in Exhibit A. In March 2019, 179 individuals were counted in the Outreach Zone, while just 18 were counted in August 2021. Even accounting for two small increases in the number of unsheltered people in 2020 due to the pandemic, the number of unsheltered individuals has remained far lower than the March 2019 count. Additionally, the number of unsheltered individuals in the Safety Zone has decreased by 91% from March 2019 to August 2021.

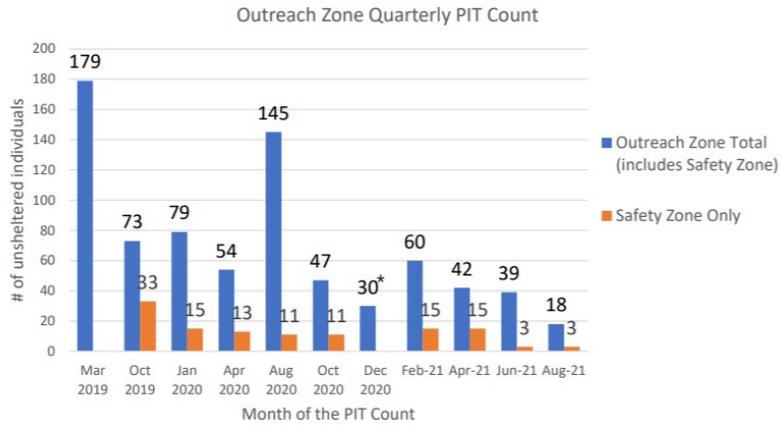
As noted by members of the Community Advisory Group, while there was dedicated outreach taking place in March 2019, the program was not in operation until December 2019. Reviewing data during the program's operation from January 2020 – August 2021 reflects a 77% decrease in unsheltered individuals in the Outreach Zone, with 79 individuals counted in January 2020 and 18 in August 2021.

Additionally, members of the Community Advisory Group noted that the original intent of the Navigation Center was to prioritize services and placement for unsheltered individuals in the Outreach Zone. Due to the impacts of COVID, referrals to Temporary Shelter, including referrals to the Embarcadero SAFE Navigation Center were moved under a centralized referral process to support the coordinated allocation of limited shelter beds across referring entities, including the prioritization of public health partners during the pandemic.

SFHOT continues to provide outreach and engagement to unsheltered individuals in the area, and the 90% decrease of unsheltered individuals in the Outreach Zone from March 2019 demonstrates the success of these dedicated resources in the area. SFHOT will continue to refer placements through the centralized referral process and based on availability, can request placement into Embarcadero SAFE Navigation Center for unsheltered individuals in the Outreach Zone who prefer to access shelter in their community.

As the City moves from response to recovery, and capacity in the Temporary Shelter system expands based on COVID-informed public health guidance, HSH will continue to review referral policies and procedures. As a referring entity, SFHOT continues to prioritize placement into the Embarcadero SAFE Navigation Center for unsheltered individuals in the Outreach Zone.

**Exhibit A: Outreach and Safety Zone Unsheltered Count**

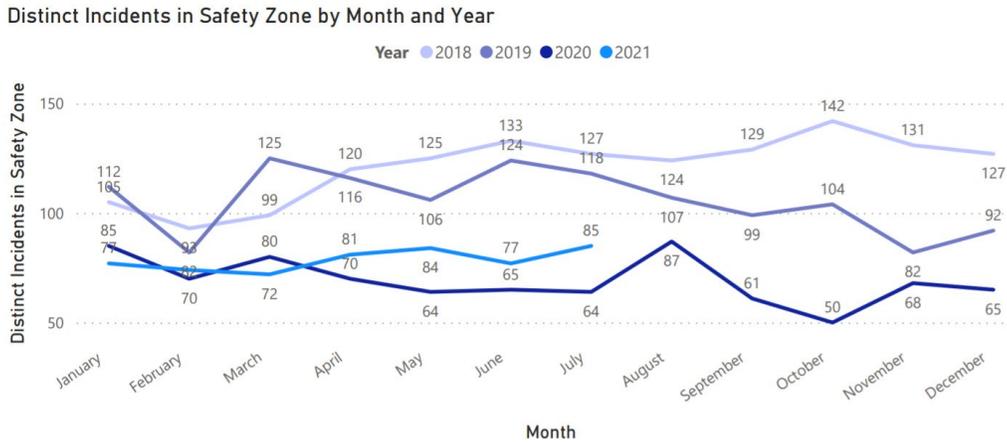


**B) The City has provided dedicated beat officers within the Safety Zone and HSH has provided dedicated cleaning services in the area, through a partnership with a nonprofit organization.**

The San Francisco Police Department’s (SFPD) Southern Station assigned four beat officers to the Safety Zone between 11:00am and 9:00pm seven days a week. This allows for two officers to be on duty in the Safety Zone each day. SFPD’s Southern Station confirmed that the four beat officers will continue to be assigned to the Safety Zone daily from 11:00am – 9:00pm to support the continued operations of the Embarcadero SAFE Navigation Center.

As demonstrated by Exhibit B below, Distinct Incidents in the Safety Zone have decreased 32% from March 2019 to August 2021. Distinct Incidents in the Safety Zone and additional crime statistics are included in regular reporting that is published to the [Port’s website](#) and shared with the Embarcadero SAFE Navigation Center Community Advisory Group and community members during regular public meeting. This reporting is discussed more in Section C of this attachment, and the July 2021 Crime Statistics Dashboard is included as Attachment 3.

**Exhibit B: Distinct Incidents in Safety Zone by Month and Year**



HSH worked with Five Keys, the non-profit operator of the Embarcadero SAFE Navigation Center to provide dedicated cleanings services in the area. Five Keys has dedicated staff that provide cleaning services to the perimeter, across the streets and a block out towards the bridges. Cleaning is conducted by Five Keys dedicated staff seven days a week during each of the three shifts for a total of 3-5 times daily. Additionally, Five Keys met with East Cut CBD to coordinate cleaning area and services upon the opening of the program.

While we continue to hear from neighbors that cleanliness in the area has improved, HSH and Five Keys received valuable input from the Community Advisory Group and community members on how to improve reporting on cleaning efforts during the Special Meetings in August and September 2021 that is addressed in more detail in Section D.

**C) HSH has provided quarterly reports to the Port that include (x) information on publicly available crime statistics and other community measures in the Safety Zone as forth on Exhibit F, (y) program utilization and outcomes, (z) cleaning efforts.**

HSH and SFPD have provided monthly reports to the Port beginning in January 2020 that include components (x) and (y) and provided verbal reports on cleaning efforts during regular meetings of the Community Advisory Group. The monthly reports are posted on the [Port's website](#), and these reports are presented and discussed at regular meetings of the Embarcadero SAFE Navigation Center Community Advisory Group.

HSH has continued to incorporate input and recommendations from the Community Advisory Group to improve regular reporting. Each of the three reporting components and actions taken to improve these reports is discussed in more detail below.

For a full list of monthly reports and supporting documents from 2019 to the present, please reference the links below:

2019: [August](#), [September](#), [October](#), [December](#)

2020: [January](#), [February](#), [March](#), [April](#), [May](#), [June](#), [July](#), [August](#), [September](#), [October](#), [November](#), [December](#)

2021: [January](#), [February](#), [March](#), [April](#), [May](#), [June](#), [July](#), [August Special Meeting](#), [September Special Meeting](#)

***(x) Crime Statistics***

Since the Center's opening in December 2019, these monthly reports have include information about publicly available crime statistics provided by SFPD. Crime Statistics provided in each monthly Police Incident Dashboard include: police incidents within the safety zone, distinct incidents in the safety zone, distinct incidents citywide and breakdown of police incidents of the past month in the safety zone and citywide.

The Southern Station Captain or appropriate representatives present, discuss and address questions or concerns from the community during regular meetings of the Community Advisory Group. The July 2021 monthly Police Incident Dashboard is included as Attachment 3 in this letter and can be found on the [Port's website](#).

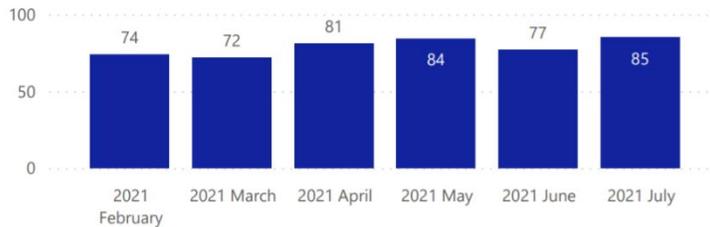
### Exhibit C: Police Incident Dashboard

#### Police Incidents within the Safety Zone

The data shown below is public police incident data from the Open Data Portal here: <https://data.sfgov.org/Public-Safety/Police-Department-Incident-Reports-2018-to-Present/wg3w-h783>. Incidents within the Safety Zone (shown at the right) are presented below.

Note: Data was last updated on 8/20/2021, and data is only shown through the last complete month. Counts for previous months may increase in future reporting, as additional incidents may be added to the database.

#### Distinct Incidents in Safety Zone in Last Six Months



### ***(y) Program Utilization and Outcomes***

Since August 2019, HSH has provided a monthly report to the Community Advisory Group that as of February 2020 included the Embarcadero SAFE Navigation Center Dashboard that provides program utilization and outcome data. The dashboard reflects monthly data on the number of guests at the site, weekly intakes by month, weekly exits by month, average length of stay and the Coordinated Entry status of guests onsite. Additionally, HSH and Five Keys provide updates on the operations and programs that are included in the monthly reports and discussed during regular meetings of the Community Advisory Group. The July 2021 monthly HSH and Five Keys report is included as Attachment 4 in this letter and can be found on the [Port's website](#). The August 2021 monthly report will be submitted and posted to the Port's website the week of September 27, 2021 in advance of the October Community Advisory Group Meeting.

The Community Advisory Group has provided valuable input and recommendations for the improvement of Program Utilization and Outcome reporting. Improvements made in early 2021 include the inclusion of a "key terms" slide for all terms utilized in the Embarcadero SAFE Navigation Center dashboard and improved presentation of data on the dashboard. Additionally, during the August 4, 2021 Special Meeting the group requested additional reporting to be included in regular reports including: public guidance on how to express neighborhood concerns including specific guidance on when to utilize the Five Keys public phone line. The Community Advisory Group also requested monthly written reporting on the dedicated cleaning efforts provided by Five Keys. These recommendations were

incorporated into the July 2021 HSH Report that was shared at the September 1, 2021 Special Meeting and will be included in all future reports.

In addition to Program Utilization and Outcome reporting, HSH includes regular Unsheltered Counts in the Outreach and Safety Zones in regular reporting posted on the Port's website. The Unsheltered Count as described in Section A of these findings, demonstrates a significant decrease in unsheltered individuals in both the Outreach and Safety Zones since the program's opening. The August 2021 Unsheltered Count is included as Attachment 2 in this letter and can be found on the Port's website [here](#). Additional information and Citywide data from Healthy Street Operations Center's tent and vehicle counts is available on [sfgov.org](http://sfgov.org).

### **(z) Cleaning Efforts**

HSH and Five Keys has provided verbal updates on cleaning efforts at regular Community Advisory Group meetings and worked with the community to address any areas or topics of concern. Concerns related to cleaning efforts in the area are received and triaged on a regular basis through various channels including: dedicated email inbox managed by the Port, public text message line managed by Five Keys, and emails or phone calls received by HSH, Five Keys, Port or other City and community partners.

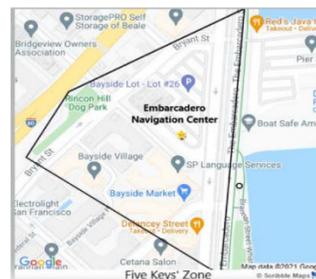
During the August 4, 2021 Special Meeting of the Community Advisory Group, members raised that improvements were needed on the reporting of Cleaning Efforts and recommended including public guidance on how to express neighborhood concerns, incorporating regular reporting of Five Keys Cleaning Efforts and a map of the designated cleaning area into the monthly reports. HSH worked with Five Keys in August 2021 to incorporate these recommendations into the September Special Meeting report as reflected in Exhibit D below and will include these reporting components in all future reports.

Moving forward, all monthly reports will include Five Keys data on the number of cleaning requests Five Keys received and responded to through their public text message line. If cleaning concerns received by Five Keys are outside of the designated cleaning area, or require additional support Five Keys will provide appropriate guidance to the requestor.

### **Exhibit D: Cleaning Effort Monthly Reporting**

#### **Updates: Dedicated Cleaning Services**

- Five Keys continues to provide **dedicated cleaning services** to the area surrounding the Embarcadero SAFE Navigation Center.
- Five Keys staff clean the area **3-5 times a day**.
- In **July 2021**, Five Keys received and responded to **2** text messages pertaining to cleaning in the designated area.



*Map reflects Five Keys dedicated cleaning zone.*

***D) HSH and its Embarcadero SAFE Navigation Center Operator have complied with the Good Neighbor Policy.***

HSH and Five Keys, the Embarcadero SAFE Navigation Center Operator (“grantee”) have complied with the nine components listed in the Good Neighbor Policy. Each of the nine components of the Good Neighbor Policy is discussed in detail below. HSH’s findings that were presented to the Embarcadero SAFE Navigation Center Community Advisory Group during the August 4, 2021 meeting a is available on the [Port’s website](#) and is included as Attachment 5 to this letter.

**1. Grantee shall work with neighbors, HSH, SFPD, Department of Public Works (DPW), Department of Public Health (DPH) and other relevant city agencies to ensure that neighborhood concerns about the facility are heard and addressed.**

Five Keys has worked with neighbors and City agencies including HSH, SFPD, DPW and the Port to address neighborhood concerns as they arise and discussed during regular meetings of the Embarcadero SAFE Navigation Center Community Advisory Group.

HSH and the Port will continue to invite additional representatives from appropriate City agencies to join the regular meetings of the Community Advisory Group to support continued partnership and coordination on concerns raised by Advisory Group Members and neighbors.

Often concerns raised in these meetings are outside of the scope of the program. HSH will continue to share these concerns with appropriate City agencies to address outside of this process and neighbors are encouraged to report these concerns through appropriate channels including 311, police non-emergency and 911. Guidance on how to express neighborhood concerns, including when to utilize the Five Keys public text line will be included in all monthly reporting and will be included in a flier Five Keys will distribute to neighborhood business and residents this Fall.

**2. Grantee shall assign a director, manager, or representative to participate in and attend appropriate neighborhood and community meetings.**

Five Keys has participated in all neighborhood and community meetings. Steve Good, Executive Director of Five Keys regularly participates along with the Five Keys Director of Supportive Housing and the Embarcadero SAFE Navigation Program Director. Additional Five Keys staff join these meetings as appropriate.

**3. Grantee shall 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 Embarcadero SAFE Navigation Center as they arise.**

Five Keys set up a public text message line (415-265-9827) that neighbors can text with concerns related to the program or designated cleaning area. The Five Keys public number is posted on the exterior of the program site (Exhibit E), is available online and was included in fliers that Five Keys distributed to neighborhood businesses and residents when the program opened in December 2019.

### Exhibit E: Five Keys Signage



During the August 4, 2021 Special Meeting of the Embarcadero SAFE Navigation Center Community Advisory Group, neighbors reported that they had submitted numerous text messages to Five Keys and had not received a response. Five Keys ran a report of all messages received from January 2020 – August 2021 and confirmed that a total of 210 messages were received and 180 or 85% were responded to. The 30 messages not responded to were due to technical issues with the phone line or were regarding concerns outside of Five Keys authority.

To ensure all messages are received and responded to, Five Keys took the following actions to improve the public text message line and provide updated public guidance on when to utilize the Five Keys public text message line. The actions below are included in the September Special Meeting report that is included as Attachment 5 in this letter and can be found on the Port's website [here](#).

- Upgraded phone.
- Updated and conducted training for all Five Keys supervisors and managers to ensure any concerns are immediately and appropriately addressed by Five Key staff.
- Updated protocols to reflect that all concerns received through the public text line will receive an initial confirmation text and a personal response within 24 hours.
- Number of public messages received and responded to by Five Keys related to cleaning efforts will be incorporated to written monthly reporting.
- Monthly reporting has been updated to include public guidance on how to express neighborhood concerns including guidance on when to utilize the Five Keys public text line. This information will be included on a flier that Five Keys will share with neighbors in Fall 2021.

### Exhibit F: Updated Guidance on How to Report Neighborhood Concerns



## Who to call to report neighborhood concerns

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➤ Text the **Five Keys** public text line at **415-265-9827** to report:

- Concerns related to the Navigation Center (noise disturbance, etc.).
- Garbage, debris or syringes within the designated cleaning area (for large items please call 311).
- Unsheltered individuals around the program perimeter.\*

➤ Call **311** to report:

- Garbage, debris and human or animal waste outside the designated cleaning area.
- Discarded syringes outside the designated cleaning area.

*\*Five Keys provides regular outreach and engagement to unhoused neighbors in addition to SFHOT and SFPD Beat Officers. Five Keys cannot directly refer unsheltered neighbors into the program.*

- 4. Grantee shall minimize the impact on the neighborhood of Embarcadero SAFE Navigation Center guests entering, exiting, or waiting for services. The Embarcadero SAFE Navigation Center will do this by limiting referrals, not allowing walk-ins, and having 24/7 access to the site for registered guests.**

The Embarcadero SAFE Navigation Center continues to operate 24/7, accepts referrals from appropriate referral entities and does not allow walk-ins. Additionally, Five Keys staff provides regular outreach and engagement to unhoused neighbors within the program perimeter in addition to SFHOT and SFPD beat officers to minimize the impact on the neighborhood and ensure appropriate services are being offered to people experiencing unsheltered homelessness in the area.

- 5. Grantee shall actively discourage and address excessive noise from program participants and others who may be just outside the program site.**

Five Keys continues to actively discourage and address excessive noise from program participants and others within the program's perimeter, and any concerns related to excessive noise are encouraged to be raised during the Community Advisory Group's regular meetings. Five Keys has not received concerns or complaints related to excessive, and during the September 1, 2021 Special Meeting, Advisory Group Members confirmed that they have not received concerns related to excessive noise in or around the program site.

- 6. Grantee shall actively discourage loitering in the area immediately surrounding the program.**

As noted above, Five Keys provides regular outreach and engagement with unhoused neighbors in the area immediately surrounding the program in addition to SFHOT and SFPD beat officers. Five Keys will continue to coordinate with SFPD beat officers when additional support is needed beyond the outreach and engagement Five Keys provides to actively discourage loitering in the area immediately surrounding the program. Neighbors are encouraged to utilize the public guidance on how to express neighborhood concerns that has been incorporated into monthly reporting to request support from appropriate City

agencies with individuals loitering or engaging in unhealthy street behavior outside of the area immediately surrounding the program.

- 7. Grantee shall, in conjunction with HSH and other City agencies, inform neighborhood businesses and residents of the services available at the Embarcadero SAFE Navigation Center and how individuals are referred.**

Five Keys in conjunction with HSH and other City agencies has continued to provide information about the services available at the Embarcadero SAFE Navigation Center including how individuals are referred to the program. This information is included in public reporting available on the [Port's website](#), shared at regular meetings of the Embarcadero SAFE Navigation Center Community Advisory Group and was included in a flier that Five Keys shared with neighborhood businesses and residents upon the opening of the program.

At the September 1, 2021 Special Meeting of the Embarcadero SAFE Navigation Center Community Advisory Group, Advisory Group members recommended that Five Keys distribute an updated flier that includes guidance on how to express neighborhood concerns, including guidance on when to utilize the Five Keys public text message line. Five Keys welcomed this recommendation and is working to update the original flier with additional information and will distribute to neighborhood businesses, residents and the Community Advisory Group in Fall 2021.

- 8. Grantee shall implement management practices necessary to ensure that staff and participants maintain the safety and cleanliness of the area immediately surrounding the facility and do not block driveways of neighboring residents or businesses.**

Five Keys has continued to maintain the safety and cleanliness of the area immediately surrounding the facility through daily outreach and engagement and daily cleaning efforts addressed in Section C of this attachment. Concerns related to safety and cleanliness of the area raised by neighbors through the Five Keys public text line, the email inbox managed by the Port, or emails or calls received by HSH, SFPD or other City agencies are addressed regularly and any concerns are addressed during regularly meetings of the Embarcadero SAFE Navigation Center Community Advisory Group.

During the September 1, 2021 Special Meeting of the Community Advisory Group, members confirmed the area immediately surrounding the facility continues to be well-maintained by Five Keys.

- 9. Grantee shall take all reasonable measures to ensure the sidewalks adjacent to the facility are not blocked.**

Five Keys continues to take all reasonable measures, including daily outreach and engagement to unsheltered individuals in the area immediately surrounding the program to support sidewalks adjacent to the facility are not blocked.

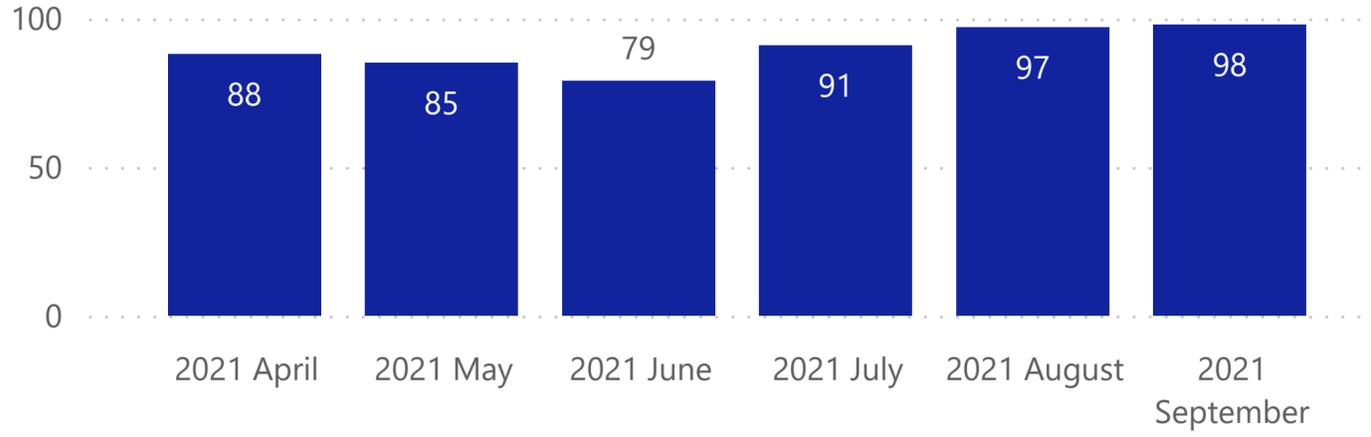
# Police Incidents within the Safety Zone

The data shown below is public police incident data from the Open Data Portal here: <https://data.sfgov.org/Public-Safety/Police-Department-Incident-Reports-2018-to-Present/wg3w-h783>. Incidents within the Safety Zone (shown at the right) are presented below.

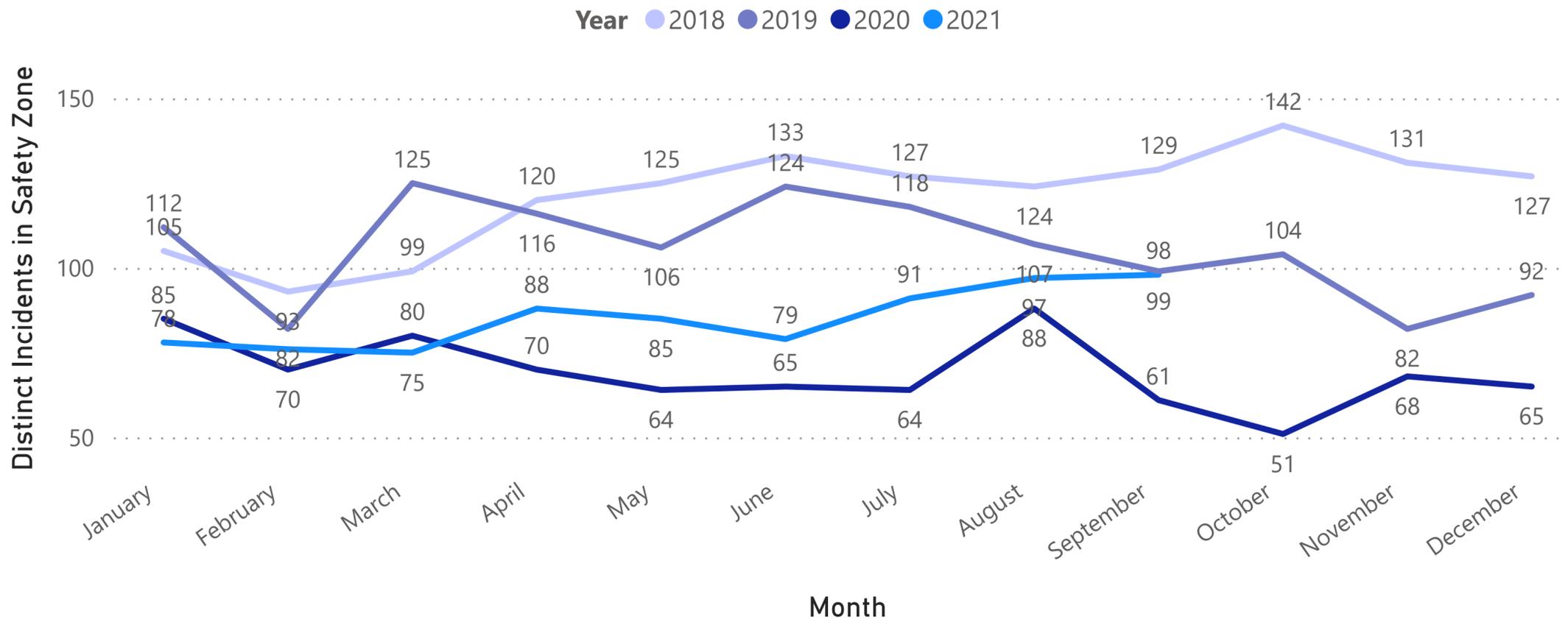
Note: Data was last updated on 10/01/2021, and data is only shown through the last complete month. Counts for previous months may increase in future reporting, as additional incidents may be added to the database.



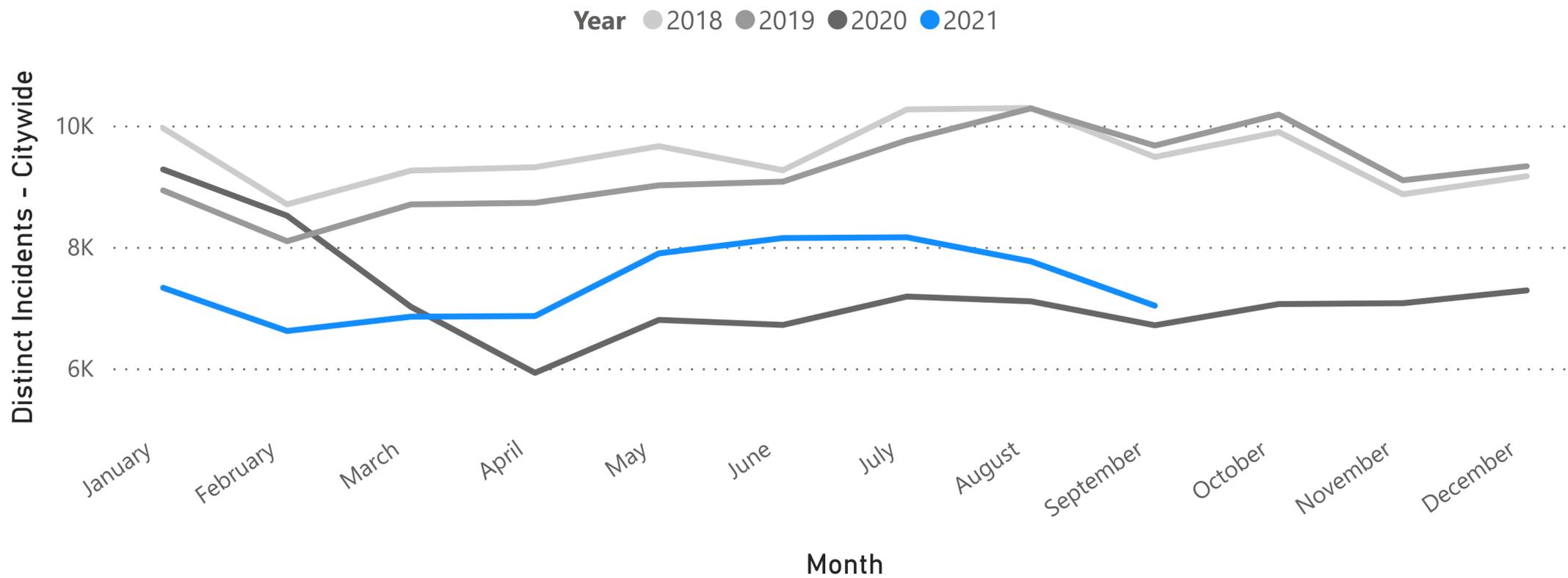
## Distinct Incidents in Safety Zone in Last Six Months



## Distinct Incidents in Safety Zone by Month and Year

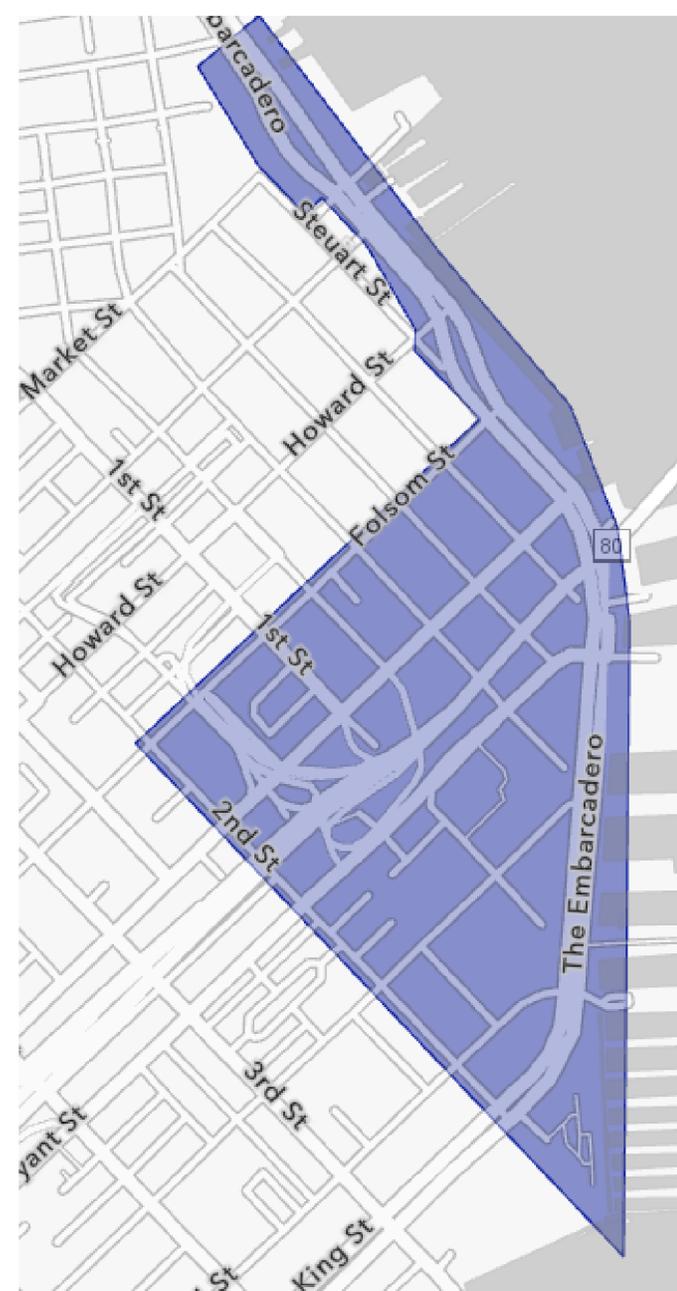


## Distinct Incidents - Citywide by Month and Year



# Police Incidents in September 2021

Incident Category	Distinct Incidents in Safety Zone	Distinct Incidents - Citywide
Larceny Theft	35	2,418
Non-Criminal	11	620
Malicious Mischief	10	703
Assault	9	616
Other Miscellaneous	8	708
Burglary	5	505
Motor Vehicle Theft	5	504
Suspicious Occ	5	210
Fraud	4	141
Warrant	4	176
Disorderly Conduct	3	144
Miscellaneous Investigation	3	105
Robbery	3	164
	2	16
Lost Property	2	131
Missing Person	2	128
Offences Against The Family And Children	2	145
Recovered Vehicle	2	390
Drug Offense	1	93
Other	1	74
Other Offenses	1	79
Traffic Violation Arrest	1	67
Vandalism	1	36
Weapons Carrying Etc	1	27
Weapons Offense	1	87
Arson		26
Case Closure		9
Civil Sidewalks		8
Courtesy Report		24
Drug Violation		1
Embezzlement		7
Fire Report		22
Forgery And Counterfeiting		12
Homicide		2
Human Trafficking (A), Commercial Sex Acts		2
Motor Vehicle Theft?		2
Prostitution		3
Rape		1
Sex Offense		10
Stolen Property		31
Suicide		5
Traffic Collision		36
Vehicle Impounded		7
Vehicle Misplaced		8
<b>Total</b>	<b>98</b>	<b>7,032</b>



**Additional notes:** Data provided are distinct incident report counts for the timeframe and geography requested, as aggregated through the publically available incident reports dataset housed by DataSF (link below.) This dataset applies a geo-anonymization technique that places all incidents at a nearest intersection, therefore additional incidents from up to 1 block outside of the noted geographic boundaries may be included in this data. Certain confidential incident reports (for example, restraining order violations, child abuse, and others) may not be included in the data set to protect victims from re-identification. Juvenile data is not included in this dataset per W&I Code Sec 827. Further dataset documentation can be found here: <https://bit.ly/2x7Ta2P>

Data Source: <https://data.sfgov.org/Public-Safety/Police-Department-Incident-Reports-2018-to-Present/wg3w-h783>



DEPARTMENT OF  
HOMELESSNESS AND  
SUPPORTIVE HOUSING



# Embarcadero SAFE Navigation Center September 2021

**Department of Homelessness and Supportive Housing (HSH) and  
Five Keys Schools and Programs**

<http://hsh.sfgov.org>



# August 2021: Embarcadero SAFE Navigation Center Data

2

**DEPARTMENT OF HOMELESSNESS AND SUPPORTIVE HOUSING**

## Navigation Center: Embarcadero SAFE

Reporting Period: 8/1/2021 to 8/31/2021

**Reporting Period**

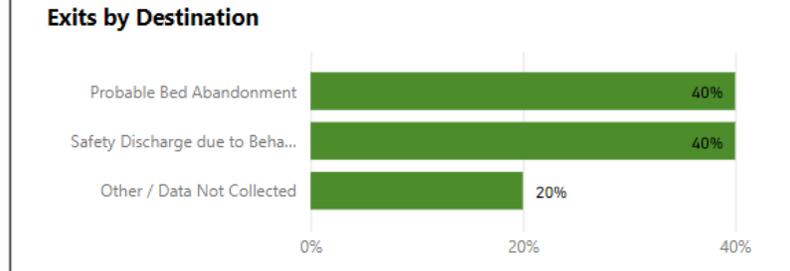
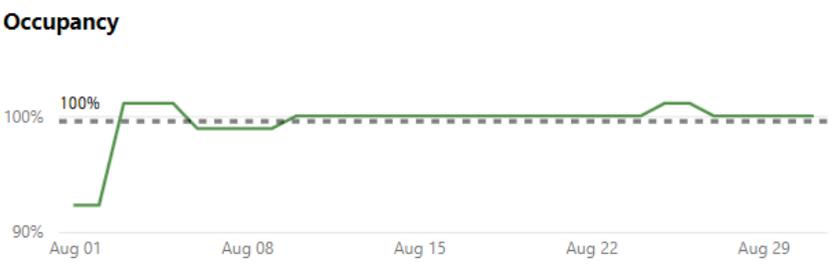
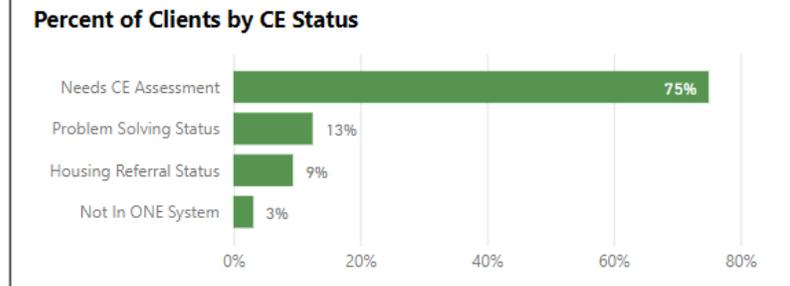
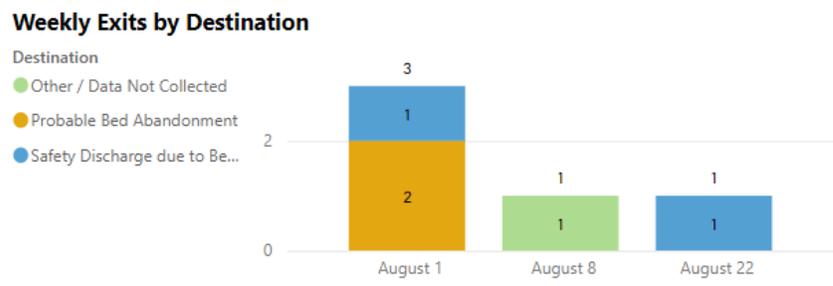
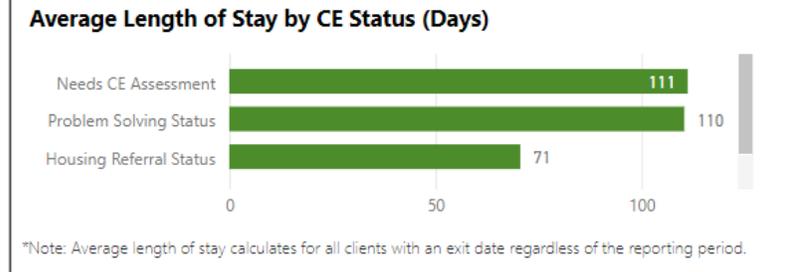
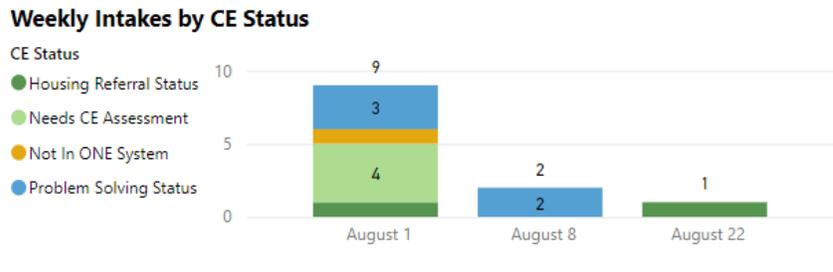
8/1/2021 8/31/2021

**Bed Capacity**

91

**Clients on 8/31/21**

91



*Glossary of key terms for this dashboard is included at the end of this report.*





# Updates: Embarcadero SAFE Navigation Center

3

- Embarcadero SAFE Navigation Center continues to follow **public health guidance** regarding COVID prevention and mitigation.
- Continues to operate at a COVID-informed capacity of **91 beds**.
- Referrals to the Embarcadero SAFE Navigation Center continue to run through a **centralized referral process**.
- Five Keys continues to provide COVID-informed **community activities** for guests, hosts DPH **Behavioral Health** staff onsite 1 – 2 times a week and has a partnership with **Goodwill** for **workforce development**.



# Updates: Embarcadero SAFE Navigation Center

4

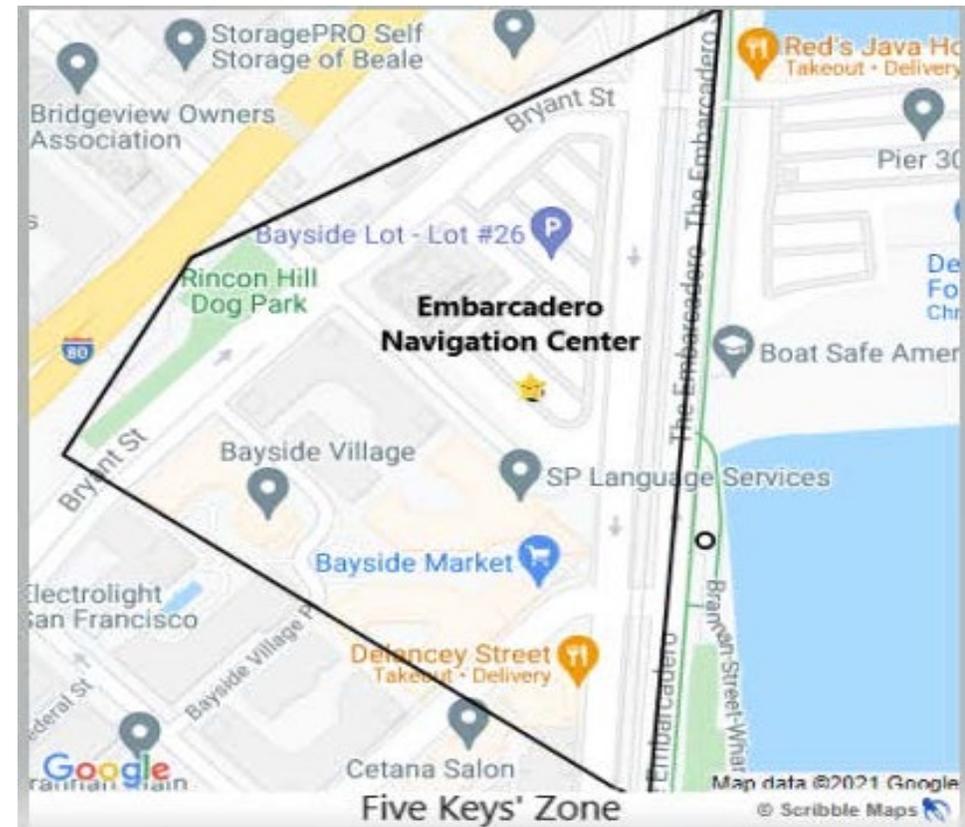
- Based on community feedback from the **Special Meetings** held on August 4th and September 1, 2021, the following **improvements** have been made:
  - **Updated training** for Five Keys Supervisors responding to public text line.
  - All texts will receive a **confirmation** text message and a **personal response** as appropriate within **24 hours**.
  - Added a slide to the monthly written report to demonstrate **dedicated cleaning efforts by Five Keys**.
  - Added slides to **monthly written reports** to include public guidance on how to express neighborhood concerns.
  - Five Keys will distribute a **flier** with this information in Fall 2021.



# Updates: Dedicated Cleaning Services

5

- Five Keys continues to provide **dedicated cleaning services** to the area surrounding the Embarcadero SAFE Navigation Center.
- Five Keys staff clean the area **3-5 times a day**.
- In **August 2021**, Five Keys received and responded to **7** text messages pertaining to cleaning in the designated area.



*Map reflects Five Keys dedicated cleaning zone.*



# Who to call to report neighborhood concerns

6

- Text the **Five Keys** public text line at **415-265-9827** to report:
  - Concerns related to the Navigation Center (noise disturbance, etc.).
  - Garbage, debris or syringes within the designated cleaning area (for large items please call 311).
  - Unsheltered individuals around the program perimeter.\*
- Call **311** to report:
  - Garbage, debris and human or animal waste outside the designated cleaning area.
  - Discarded syringes outside the designated cleaning area.

*\*Five Keys provides regular outreach and engagement to unhoused neighbors in addition to SFHOT and SFPD Beat Officers. Five Keys cannot directly refer unsheltered neighbors into the program.*



# Who to call to report neighborhood concerns

7

- Call **Police Non-Emergency** at **415-553-0123** to report:
  - An encampment blocking the sidewalk where the sidewalk is fully obstructed or there is less than 6 feet of clearance from entrances to a home or business.
  - Non-emergency illegal activity.
- Call **911** to report:
  - Medical emergencies or behavioral health crises.
  - Fires.
  - Emergency illegal activity.

*Additional Guidance on How to Report Neighborhood Concerns is available on the HSH website at:*  
<https://hsh.sfgov.org/services/public-guidance/expressing-concerns/>



# Key Terms for Embarcadero SAFE Navigation Center Data Dashboard

8

- **Coordinated Entry Status:** (CE Status) is determined on a case-by-case basis after an individual completes the Coordinated Entry Primary Assessment that determines if an individual is Housing Referral Status or Problem Solving Status.
- **Housing Referral Status:** Determined based on vulnerability, housing barriers and chronicity of homelessness. Individuals identified as Housing Status will be assigned a Housing Navigator who will match the household with available housing.
- **Problem Solving Status:** Those who are not Housing Referring Status will be offered Problem Solving conversations and may be offered support through Problem Solving resources including: one-time flexible grants to address issues related to housing and employment, reunification programs (Homeward Bound), mediation and move-in assistance.
- **Needs CE Assessment:** Reflects guests pending a Coordinated Entry Assessment. Onsite Case Managers work with guests to encourage engagement with Coordinated Entry Assessments.



# Key Terms for Embarcadero SAFE Navigation Center Data Dashboard (Cont.)

9

- **Not in ONE System:** Clients pending entry into the ONE System. This includes data collection and entry conducted by the site operator during the guest's participation in the program.
- **ONE System:** The ONE System is San Francisco's Homeless Management Information System (HMIS) and supports HSH and non-profit providers within the Homelessness Response System by providing a single unified system.
- **Exits by Destination:** Reflects the exit destination of guests leaving the program. We anticipate seeing additional exits to housing for Housing Referral Status clients as additional housing resources become available.
- **Safety Discharge due to Behavior:** Reflects exits of guests that have been discharged from the site based on program rules.
- **Probable Bed Abandonment:** Reflects voluntary exits, destinations usually unknown given there is not an opportunity to conduct an exit interview.

President Brandon and Port Commissioners,

The Embarcadero Safe Navigation Center Advisory Group (ESNCAG) has reviewed the reports, minutes, and messages received over the time since our convening as they relate to the metrics laid out in the lease MOU, and finds the metrics have been met with areas flagged for improvement as in our attached Findings & Recommendations Report.

In your review of our Findings & Recommendations it should be noted that conditions in the shelter system, in the unsheltered population, and in virtually all aspects of daily life in the City have been altered and in flux due to the COVID-19 pandemic. As a result, we only experienced roughly 3.5 months of “normal” operations of the ESNC while occupancy was brought up in stages to 132 guests. Since then, ESNC guest occupancy has been capped by medical directive at less than half of its originally intended occupancy, the types of guests restricted by medical protocol, and the pipeline to subsequent housing or treatment severely restricted. All of this, by necessity, has caused a change in the operational objectives of the Navigation Center and a subsequent change in staffing and resources, which has made compliance evaluation of the MOU metrics more difficult and probably less effective than originally anticipated.

Because of this, when medical directives change, and if the Port Commission approves the requested two-year lease extension, the advisory group asks that any allowed ramp-up in guests up to the originally approved cap of 200 be done incrementally, as was required at the center’s outset 2 years ago before the COVID-19 pandemic began.

Points of neighborhood frustration that have gotten conflated with the Navigation Center—but are not related operationally—include the on-going encampment activities at the Bryant Street catacombs, the continuing crisis of the unhoused and those with behavioral issues still playing out on our streets, and the unclear direction as to which department residents need to contact in an attempt to resolve a given issue. As a group, we hope to initiate improvements on this last item as we go forward, but we will look to our district Supervisor to refocus on the catacombs, the City and Port to assist in maintaining the cleanliness of the area, and to SFPD and the City as it rolls out additional resources to address the humanitarian situation on our streets.

Not included as a metric, but a key indicator nonetheless is the fact that advisory group meetings—by a vote of the group--were reduced from monthly to quarterly. And while this may have been partially influenced by the reduced level of guests at the center due to the pandemic, the volume of emails to the ESNCAG has been low, and the concerns expressed have been fielded by the department(s) qualified to take any corrective action needed. Additionally, there has been only a limited level and range of complaints raised at the ESNCAG meetings over the past 2 years, many of which were related to the construction of the Center, and both city and Navigation Center staff have been diligent in their follow-up on any complaints raised.

Advisory group findings and recommendations for improvement related to the four Option Exercise Conditions put forward in the Port’s MOU are described and explained in much more detail in our Conditions, Findings & Recommendations Report included with this letter. We are happy to try and provide answers or further insights if you have any questions or requests for clarifications.

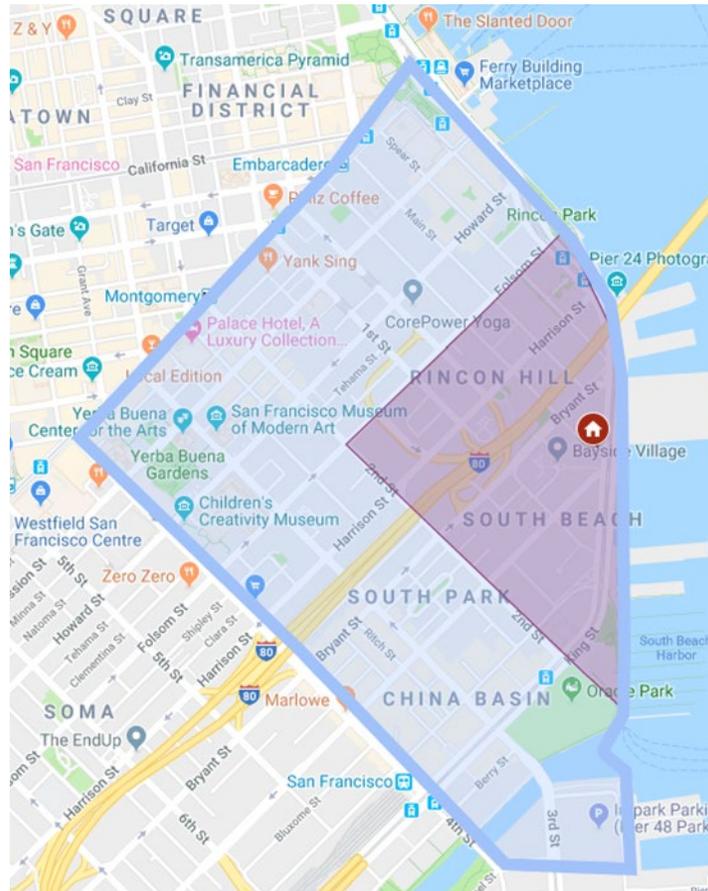
Sincerely,

The Embarcadero Safe Navigation Center Advisory Group

## Embarcadero Safe Navigation Center Advisory Board

### CONDITIONS, FINDINGS & RECOMMENDATIONS

**Condition A:** *There must be a decrease in the number of unsheltered individuals [as compared to the initial baseline count established at the outset of the lease term] in the Outreach Zone. See attached Zone Map below.*



**Findings:** As shown in the Quarterly PIT Count Reports, there has been a decrease in the number of unsheltered individuals in the outreach zone over the life of the center, and so this condition has been met. PIT Count Reports, began with a 2019 baseline count of 179 in the Outreach Zone, and then counts in October 2019 of 73 in the Outreach Zone and 33 in the Safety Zone to our most recent counts if August 2021 of 18 in the Outreach Zone and 3 in the Safety Zone.

While there has been a marked decrease as compared to the original baseline count, it is fair to recognize that the City-wide count has also decreased during the pandemic as SIP Hotels and Safe-Sleeping Sites have provided places for many to stay in safety. These conditions will be changing and may prove to be a factor in counts going forward.

Even with the clear decrease, ESNACG continues to receive periodic complaints of the unhoused in the area and it seems evident that the support services established as part of this lease agreement are still critical and in demand.

**Condition B: *Provide dedicated police beat officers in the Safety Zone, as well as dedicated cleaning services.***

**Findings:** Overall we believe condition B has been met, but improvements related to the cleaning services are requested as outlined below. There are a total of 4 dedicated beat officers (2 daily for 10-hour shift) as specified in the MOU and, while there has been some turn-over, the City and department remain committed to meet the staffing, per Captain Falvey. The significantly lower unhoused population count in the Safety Zone as shown in the PIT Count Reports (see Condition A), as well as continually lower-than-City-average crime incident reports during the lease period, suggests that the beat officers' presence is a meaningful factor in deterring and managing behavior on the streets in this area.

While the data corroborates the beat work, ESNACAG does hear occasional complaints that the officers are not visible. Though Captain Falvey has explained that required paperwork can take officers off the street for some time after an incident, the advisory group intends to look at what can be done to increase beat officer visibility and confidence among concerned neighbors going forward.

There are dedicated cleaning services being provided by Five Keys, although due to the pandemic not at staffing levels originally anticipated by Five Keys. Beale Street has been cleaned well throughout the lease period, but reporting on their work could be more thorough and consistent, and providing a map of the "dedicated cleaning area" would be helpful to our group and the neighborhood.. Based on some complaints that large items like mattresses and shopping carts in nearby lots and on sidewalks have not been cleared promptly, it has also become clear that there is a gap in expectations on what the Navigation Center cleaning crew is meant to handle, and what remains a 311 responsibility.

Similarly, there have been expectations among some neighbors that the Navigation Center staff is equipped and obligated to handle street behaviors such as loitering, dumping, managing gatherings or unleashed animals, and the like among people who are not their guests. HSH, Five Keys, SFPD and City & Port staff to agree upon and clarify responsibilities for the above issues in the Safety Zone then consult with ENSAG on how to improve communication on which agencies need to be contacted for corrective action based on the type of issue and location.

**Condition C: *Provide Quarterly Reports on A) publicly available crime stats and other community impact measures in the Safety Zone, B) Program utilization and outcomes (Navigation Center Dashboard), and C) cleaning efforts.***

**Findings:** The ESNC team has met this requirement for both A and B by providing monthly Crime Incident Reports and Navigation Center Dashboard Reports, along with the quarterly PIT Count Reports. These reports are posted monthly—including the months the advisory group does not meet--to the ESNACAG web page and are noticed to all subscribers on the ESNACAG list. Reports on cleaning efforts have been provided verbally by Five Keys at ENSAG meetings but our group would like to have quarterly written reports with the scope of work and detailed cleaning areas clarified and the workload any issues encountered by the cleaning team included.

The Navigation Center Dashboard Report on program utilization and outcomes has been steadily evolving in detail and clarity in response to requests from the advisory group and interested neighbors. Unfortunately, due to changes necessitated by the COVID-19 pandemic, the Navigation Center has not been functioning as intended which has led to difficulty in analyzing the effectiveness of the program at ESNC.

Noting the low placement numbers, some neighbors and at least one advisory group member have requested a review of the navigation center program efficacy at the end of their tenancy.

#### **Condition D: Comply with the Good Neighbor Policy (items 1–9)**

**Findings:** Overall, City departments and Five Keys, the manager of the ESNC, have worked to meet the policy provisions, but there is a gap in expectations among some neighbors that needs to be addressed and performance scope and responsibility clarified.

*1) Grantee shall work with neighbors, HSH, SFPD, Public Works, Department of Public Health and other relevant city agencies to ensure that neighborhood concerns about the facility are heard and addressed.*

This condition has been met as Five Keys and the Port staff supporting ESNCAG report out at advisory meetings on communications received and the actions taken to resolve problems. Additionally, any concerns brought up by group members or neighbors at ENSAG meetings have been discussed to try and find possible solutions and Five Keys has at times adjusted their procedures as part of this process. Responses are as timely as possible, often given outside normal working hours. The ESNC support team—apart from 911 emergency response—is not staffed to meet 24/7 immediate response expectations.

*2) Grantee shall assign a director, manager, or representative to participate in and attend all appropriate neighborhood and community meetings.*

This condition has been met as Five Keys and all City and Port departments associated with the ESNC support team have had representatives of appropriate responsibility levels participating at all advisory group meetings.

*3) Grantee shall 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 ESNC as they arise.*

Five Keys has given both a phone and a text number to neighbors, and has responded to calls and texts, but the line is not staffed 24/7, as current ESNC staffing levels do not provide for this, and so in most instances responses are delayed and not an immediate response. Additionally there have been some technical problems with their lines, resulting in delayed call-backs and follow-up on issues. There is also an expectation gap among some who have complained relating to the phrases "...answered at all times..." and "...respond to issues at the ESNC...as they arise." As indicated above, Five Keys is not staffed with a 24/7 dedicated complaint response position and not able to respond to all calls immediately. Thus far, there have been no complaints about noise or disruptive behavior at the center itself that would warrant a real time response; complaints have essentially been about conditions on adjacent or near-by City, Port and Caltrans properties, which are not under the purview

of Five Keys The ESNC and Five Keys are also not staffed or authorized to manage the behaviors of those who are not their guests, and so a many of the complaints cannot even be handled by Five Keys and need to be relayed to other agencies.

As noted previously, this gap in performance expectations and Five Keys' actual responsibilities needs to be addressed and clear guidelines set out. Additionally, Five Keys should be providing detailed call logs (including actions taken) on a quarterly basis to ENSAG going forward. Considering the difficulties of the pandemic and reduced staffing at ESNC, and based on these recommendations being included in the efforts being put forth now by Five Keys we would consider this condition to be met.

*4) Grantee shall minimize the impact on the neighborhood of ESNC guests entering, exiting, or waiting for services. The ESNC will do this by limiting referrals, not allowing walk-ins, and having 24/7 access to the site for guests.*

This condition has been met as th ESNC is operating in this manner, although not under the program originally intended due to the COVID-19 pandemic and orders from the Health Department affecting operations of the center.

*5) Grantee shall actively discourage and address excessive noise from program participants and others who may be just outside the program site.*

This condition has been met as the advisory group has not been informed of cases of noise complaints or of disruptive behavior among ESNC guests.

*6) Grantee shall actively discourage loitering in the area immediately surrounding the program.*

We believe that Five Keys has done this, within the limits of its authority in dealing with people on the ESNC property. However, because of the wording in this condition there is an expectation gap among some neighbors interpretation of this and the reality of just how far Five Keys' authority to act actually extends under the law, and then responsibility falls to police or another entities. Also, due to city regulations regarding the homeless it does not appear that this policy can even be enforced by police as effectively as envisioned by the neighborhood, and as such any real solution to this issue is well beyond the purview of ENSAG

*7) Grantee shall, in conjunction with HSH and other City agencies, inform neighborhood businesses and residents of the services available at the ESNC and how individuals are referred.*

At the outset of the program, beat officers met with local merchants to describe the program and the addition of the new beat patrols. Five Keys also held open houses just prior to the opening of ESNC for advisory group members and local neighbors at the center. Details of program services were covered by HSH and Five Keys at early advisory group meetings, and have been mentioned periodically at subsequent meetings. This information was also captured in the minutes that were taken during the meetings prior to the pandemic and circulated to all neighbors who subscribe to the ESNACAG mailing list. These minutes are also archived on the ESNACAG web page. So technically we believe that this condition has been met, although further outreach by Five Keys was curtailed somewhat given the COVID-19 pandemic and Shelter-in-Place Orders over the past 18 months.

If the lease is extended, the advisory group would ask that the beat police officers and staff from Five Keys may discuss asking the current beat officers to reintroduce themselves and the program to merchants as part of increasing visibility.

*8) Grantee shall implement management practices necessary to ensure that staff and participants maintain the safety and cleanliness of the area immediately surround the facility, and do not block driveways of neighboring residents or businesses.*

The advisory group has not received complaints of blocked driveways, or unsafe practices by ESNC staff or participants in the area immediately surrounding the center, and therefore believe that this condition has been met, As was detailed above under Condition B, cleanliness around the area has been flagged for some improvement, and also for clarification as to which department or entity is responsible for handling different types of debris at various locations surrounding the center.

*9) Grantee shall take all reasonable measures to ensure the sidewalks adjacent to the facility are not blocked.*

The advisory group has not received complaints of blocked sidewalks adjacent to the facility, but has received complaints of unhoused individuals and tents on nearby City, Port and Caltrans properties. Five Keys has mentioned a few incidents when they would send out staff to talk with someone who was beginning to erect a tent or sleeping/loitering in the landscaping or contiguous sidewalk. As noted earlier, city laws and protocols limit substantially Five Keys' ability to enforce this condition, as well as even SFPD and other agencies. Based on these limitations we believe that Five Keys has met this condition.