

MEMORANDUM

April 7, 2016

TO: MEMBERS, PORT COMMISSION
Hon. Willie Adams, President
Hon. Kimberly Brandon, Vice President
Hon. Leslie Katz
Hon. Eleni Kounalakis
Hon. Doreen Woo Ho

FROM: Elaine Forbes
Interim Executive Director

SUBJECT: Informational presentation regarding Pier 80 Shed A temporary emergency winter shelter for homeless adults during El Nino 2015-16 and a proposed Navigation Center on Port property on 24th Street between Michigan Street and Warm Water Cove Park

DIRECTOR'S RECOMMENDATION: Information Only; No Action Requested

EXECUTIVE SUMMARY

At its December 8, 2015 meeting, the Port Commission approved Resolution No. 15-46 approving a Memorandum of Understanding ("MOU") between the Port and the San Francisco Human Services Agency ("HSA") for emergency winter shelter during rain events at Pier 80 Shed A and Pier 29. This effort is part of a larger, Citywide effort to provide winter shelter during El Nino winter storms. The Port and HSA executed that MOU and HSA staff set up a shelter at Pier 80 which opened on February 5, 2016 under the supervision of the Deputy Director of Maintenance, Tom Carter. Permitting issues in the historic Pier 29 bulkhead prohibited establishing a tent in that facility for shelter purposes. The Port Commission also heard a presentation on the Navigation Center in the Mission and related housing/homeless programs on October 13, 2015.

This staff report provides an update about shelter services at Pier 80 including the expected termination date for that shelter site, a short description of the permitting issues that kept Pier 29 from operating as a shelter site, and a fuller description of the Navigation Center model which HSA and the Office of Mayor Edwin Lee are trying to expand in the City, including a proposed location on Port property on 24th Street between Michigan Street and Warm Water Cove Park.

THIS PRINT COVERS CALENDAR ITEM NO. 12B

STRATEGIC PLAN

Cooperation between the Port and HSA 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.”

PIER 80 WINTER SHELTER

The Pier 80 Winter Shelter opened on February 5, 2016. The initial plan, as presented to the Port Commission on December 8, 2015, was to operate the facility only during rain events. HSA learned with both Pier 80 and other winter shelter sites that unless people were offered a regular location to stay, they were less likely to accept the offer of services during rain events. Thus, the strategy changed to offering more regular stays at available shelter sites, including Pier 80.

The Pier 80 shelter facility is comprised of a tent that can support sleeping mats for 180 clients and includes an area for dining and viewing television. Other amenities include separate women’s and men’s shower and restroom trailers, a secure area to store belongings, animal kennels, and a basketball hoop. HSA maintains an office trailer for staff and containers to store supplies.



Pier 80 Shed A Winter Shelter

From the first night until early March, HSA gradually increased the number of sleeping mats to 180. The facility operates on a reservation basis, so homeless individuals using

the facility can count on services on a regular basis. Since early March, HSA has maintained reservations at the site for 180 people although the average occupancy is roughly 160 – 165, as some clients do not arrive every night. If clients do not return for 48 hours, HSA ends the reservation and mats are offered to another client.

Referrals have come from the outreach efforts of the San Francisco Homeless Outreach Team (“SF HOT”). During the first 5 - 6 weeks of the operations, SF HOT was focused on outreach to those who were camping on and around Division Street so most of the referrals came from those individuals who took shelter referrals. Now, the clients referred are coming from the more diverse outreach SF HOT has done throughout the City.

HSA has a Department of Public Health (“DPH”) medical team visiting the site three times a week. HSA has expanded its year-round shelter shuttle routes to include Pier 80 so it is easier for guests to get to appointments and services in other parts of San Francisco. HSA is also bringing staff and providers to Pier 80 to help link guests to services that will assist to stabilize them. Pier 80 is being operated by the nonprofit partner St. Vincent De Paul Society, an experienced shelter and service provider to homeless individuals in the City.

Port and HSA staff currently expect the Pier 80 winter shelter to operate until July 1, 2016, after which Pier 80 Shed A will be needed for planned auto import operations. The current MOU between the Port and HSA for Pier 80 Winter Shelter currently expires in May, 2016, so Port staff intend to return to the Port Commission to request a short extension of that agreement.

PIER 29

City staff, including Deputy Director of Maintenance Tom Carter and Port Fire Marshall Captain Ken Cofflin, worked with HSA staff to examine shelter options in the Pier 29 bulkhead as well. Because Pier 29 is sprinkled, there was no safe option for having an enclosed tent in the bulkhead. Ventilation associated with planned industrial heaters was also a problem. As a result, the Pier 29 site never opened and HSA staff focused their efforts on Pier 80 and other City shelter sites. HSA is vacating this site during the first week of April, 2016.

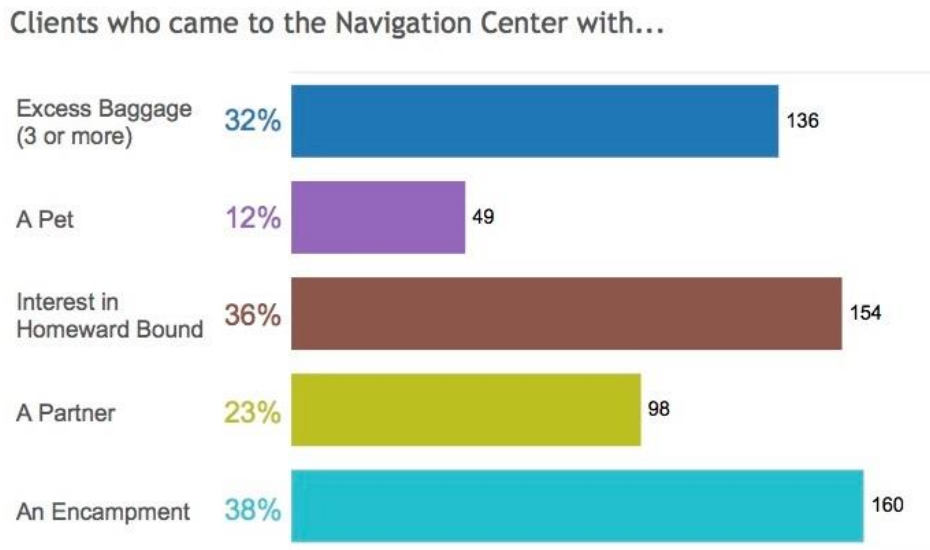
NAVIGATION CENTER

In March, 2015, HSA opened the Navigation Center in the Mission District at the site of a former school with sleeping rooms, storage lockers, laundry, and a cafeteria that serves free food. Serving as an entry point to services for homeless people on City streets, the Navigation Center allows clients to bring their pets and belongings and has provided a welcoming environment with rich services, including connections to permanent housing, subsidized travel home, and onsite linkages to human services programs including Medi-Cal, CalFresh, and County Adult Assistance Programs (CAAP). CAAP includes Cash Assistance Linked to Medi-Cal (CALM), Supplemental Security Income Pending (SSIP), and General Assistance (GA).

As of early April 2016, the Navigation Center had served 423 clients, with 67 served at the current time. One hundred and thirty nine (139) clients took advantage of the Homeward Bound program¹. One hundred thirty five (135) clients received permanent housing through a variety of programs including the HSA Master Lease program and the DPH Direct Access to Housing program. An additional 14 clients exited the Navigation Center to temporary housing. Sixty Eight (68) clients had unstable exits.

Figure 1 below (source: HSA Navigation Center Weekly Dashboard, week of April 4, 2016) shows the variety of clients served by the Navigation Center:

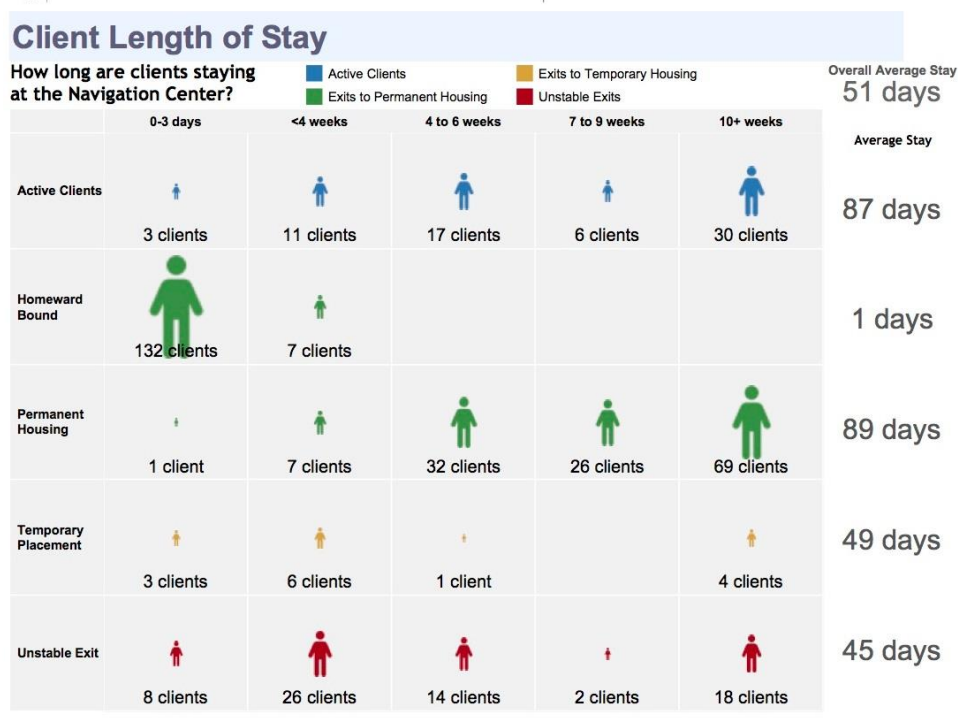
Figure 1: Navigation Center Clients



¹ The Homeward Bound program provides bus tickets to homeless persons living in San Francisco to reunite them with family and friends willing and able to offer ongoing support to end the cycle of homelessness.

Figure 2 below shows the length of stay for various client types.

Figure 2: Length of Stay



Given the success of the Navigation Center model, discussions among Mayor Edwin Lee, the Mayor’s Office of HOPE and the Board of Supervisors have suggested the need to expand the number of navigation centers within the City to provide better services to people who are currently homeless and living outdoors.

HOMELESS POPULATIONS ON PORT PROPERTY

The Port has its own experiences with homeless populations. Port staff have reported seeing homeless people living at Warm Water Cove Park, on the Western Pacific Property north of Pier 80, along Islais Creek and in the Piers 90-96 Backlands. Homeless individuals also live in the Ferry Building area and in and around Justin Herman Plaza. Port staff does not have the resources or expertise to adequately respond to these populations. To successfully serve these populations, the City requires additional Navigation Center beds to transition people from the streets and City parks to a more stable environment on the way home or to permanent housing.

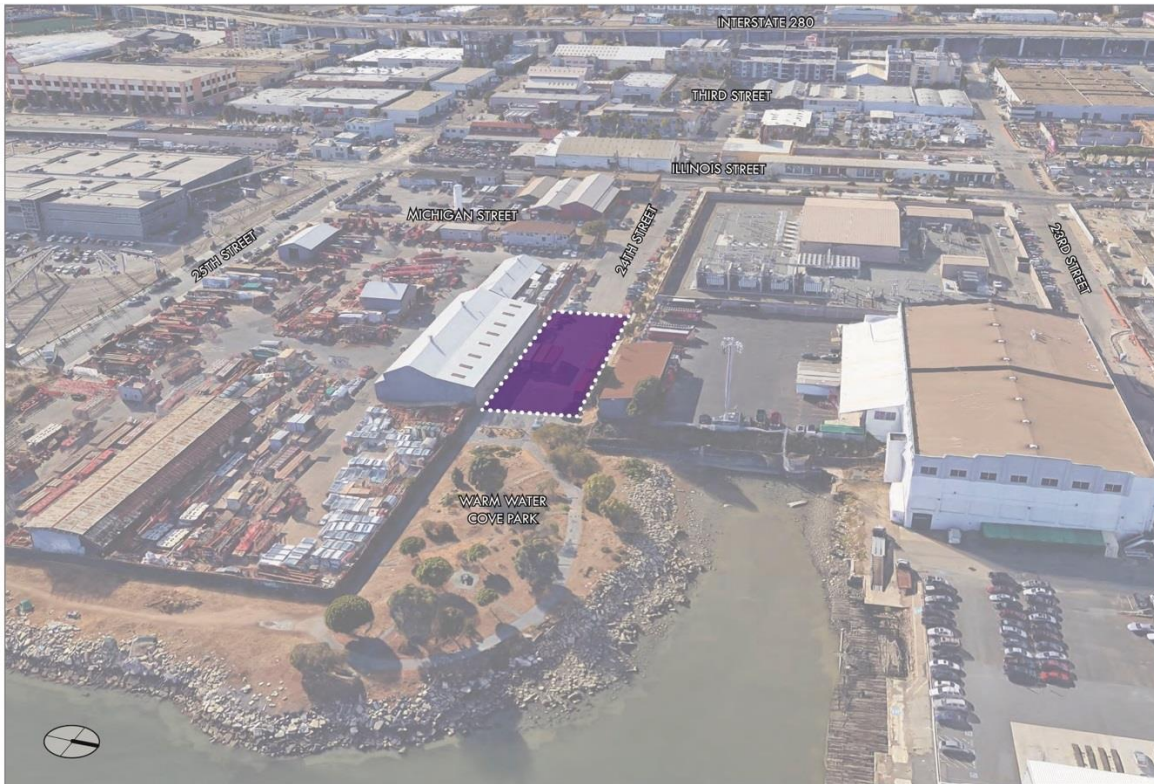
A significant goal of Port staff in collaborating with San Francisco Public Works and HSA staff to propose a 24th Street location for an 80 bed Navigation Center is to improve conditions in Warm Water Cove Park, and to create a presence nearby that will support City coordinated efforts to improve these conditions.

PROPOSED NAVIGATION CENTER ON PORT PROPERTY

HSA is planning to open 2-3 new navigation centers throughout the City including one on Port property on 24th Street between Michigan Street and Warm Water Cove Park. The 24th Street Navigation Center would have 80 beds and approximately 14,000 square feet of enclosed area plus another 6,000 square feet of outdoor space for courtyards and circulation. Like the Mission Center, HSA is proposing to utilize a series of trailers to house dormitories for sleeping as well as a community dining hall, kitchen, laundry, bathrooms and showers. There would be trailers for administrative staff, support services including medical and storage. The 24th Street Navigation Center would provide kennels to accommodate pets.

Figure 3 below shows the location of the proposed facility:

Figure 3: Proposed Location on Port Property



To enable the proposed facility, San Francisco Public Works is exploring vacating this dead-end portion of 24th Street. Port staff would also bring to the Port Commission a proposed Memorandum of Understanding between the Port and San Francisco Public Works (“SFPW”) authorizing the proposed use in exchange for a market rent for an interim period of several years (“Navigation Center MOU”). Figure 4 below shows a concept plan for the 80 bed facility:

Figure 4: 24th Street Navigation Center Concept



OUTREACH

Community outreach is an essential component of selecting a location for and building any Navigation Center or emergency shelter. For the proposed 24th Street Navigation Center, community outreach began in February and will continue over the next several weeks. Outreach conducted by the Mayor's Office of HOPE and the Mayor's Office of Neighborhood Services to date includes:

- Discussion with Supervisor Malia Cohen regarding both the Pier 80 shelter and future Navigation Centers;
- Discussion with District 10 homeless services providers, Providence Foundation and United Council on Human Services;
- One-on-one meetings and tours at Pier 80 with individual members of the Board of Supervisors regarding both the Pier 80 shelter and future Navigation Centers;
- Discussion with Port staff and Commissioners;
- HOPE presented to the Southern Waterfront Advisory Committee in February regard the use of Pier 80 as an emergency shelter;
- One-on-one conversations with local businesses, neighborhood groups, and residents; and

- Members of the Dogpatch Neighborhood Association and local business were invited to visit the first Navigation Center at 1950 Mission Street to see the operation and learn about Navigation Centers.

Mayor's Office HOPE staff report that neighbors in the Dogpatch area care deeply about the issue of homelessness and recognize that it is a challenge in their neighborhood. Response about placing a Navigation Center in the community has been mixed. Of the residents HOPE staff have spoken with, many want to do something proactive to be a part of the solution to homelessness but have concerns about security, transportation and cleanliness of their neighborhood. Once residents understand how a Navigation Center is different than a traditional shelter, neighbors have become more open to the proposal. Navigation Centers have high staff to client ratios, have relatively small capacity, and are temporary which make them more acceptable to neighbors. HOPE staff expects that as information is shared about Navigation Centers through community meetings and misconceptions get corrected, neighbors will become more welcoming to the idea of a Navigation Center in their community.

A community meeting was held on Wednesday April 6, 2016 at the Philz Coffee at 1258 Minnesota St. Outreach letters were set to property owners and residents near the proposed site during the week of March 28th. Supervisor Malia Cohen and staff, HOPE Director Sam Dodge, Department of Public Health staff and Port staff attended this meeting, which included approximately 30 Dogpatch residents and business owners. Sam Dodge explained the Navigation Center concept and the proposal for a temporary 24th Street Navigation Center on Port property.

Feedback from the April 6 meeting included:

- Meeting Notification. Participants expressed concern that there was not enough City outreach to notify residents of the meeting. City staff indicated they had worked with the San Francisco Planning Department to notify property owners within 500 feet of the proposed site. Sam Dodge emphasized that this meeting was the beginning of public outreach.
- Public Process. Participants expressed a desire to engage the public process. HSA staff explained that the City will initiate environmental review pursuant to the California Environmental Quality Act, after which City staff will request a partial street vacation, which requires Board of Supervisors approval. Port staff will also request approval of a Navigation Center MOU between the Port and SFPW from the Port Commission.
- Warm Water Cove Park & 24th Street Business. One participant expressed concern about the reported increase in homeless encampments in Warm Water Cove Park and the potential impact of the Navigation Center on their nearby business.

- Public Trust. One participant asked whether Port land which is subject to public trust use restrictions could be used for this purpose. Port staff responded that this was possible, if the use was temporary.
- Temporary Location. Several participants wondered whether this location would continue beyond the initial period proposed. City staff explained that the initial proposal was for 2 years, with options to extend, and that City staff had no desire to create new, permanent shelters, but rather intend to focus on permanent housing. City staff agreed to examine how the temporary nature of the 24th Street location could be enforced.
- Transportation. Several participants expressed concern about transportation. One asked whether there was sufficient public transit to allow clients to access needed services. Another asked where an industrial private property owner along 24th Street would park their trucks. Port staff indicated that the Port is in discussions with the industrial private property owner.
- Support for Innovative Solutions. Both during and after the meeting, several residents and business owners indicated support for City efforts to meet the needs of homeless individuals through coordinated care.

After the Port Commission meeting on April 12, 2016, HOPE staff will attend the Dogpatch Neighborhood Association monthly meetings on April 12th and May 10th.

NEXT STEPS

Port staff will continue to work with HSA staff, SFPW staff and the Office of Mayor Edwin Lee to conduct community outreach about the proposed Navigation Center on Port property.

Staff will return to the Port Commission with an update about public outreach and a more specific proposal for a Navigation Center on Port property for Port Commission consideration.

Prepared by: Brad Benson
 Director of Special Projects

Tom Carter
 Deputy Director of Maintenance

Byron Rhett
 Deputy Director of Planning &
 Development