

## MEMORANDUM

July 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 a proposed Navigation Center on Port property on 25<sup>th</sup> Street between Michigan Street and the former Louisiana Street

**DIRECTOR'S RECOMMENDATION:** Information Only; No Action Requested

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### **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. The Pier 80 Shelter was closed as of July 1, 2016. The Port Commission also heard a presentation on the Navigation Center in the Mission and related housing/homeless programs on October 13, 2015.

On April 12, 2016, HSA and the Office of Mayor Edwin Lee presented a proposal to the Port Commission for a proposed Navigation Center on Port property on 24<sup>th</sup> Street between Michigan Street and Warm Water Cove Park.

After multiple community meetings, including a presentation at the Central Waterfront Advisory Group on May 18, 2016, the new Department of Homelessness and Supportive Housing ("DHSH") proposes to build a Navigation Center on Port property on 25<sup>th</sup> Street between Michigan Street and the former Louisiana Street (the "Premises"). This staff report summarizes community outreach efforts regarding the proposal to site a Navigation Center in the Dogpatch neighborhood, the proposed 25<sup>th</sup> Street Navigation Center, and terms of a proposed Memorandum of Understanding between the Port and DHSH for use of the premises for a period of up to 52 months. If approved, the site will serve as the City's 3<sup>rd</sup> Navigation Center.

**THIS PRINT COVERS CALENDAR ITEM NO. 14A**

## **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 are unlikely 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 was comprised of a tent that supported sleeping mats for 180 clients and includes an area for dining and viewing television. Other amenities included separate women’s and men’s shower and restroom trailers, a secure area to store belongings, animal kennels, and a basketball hoop. This shelter site closed on July 1, 2016 in recognition of a new marine terminal operating agreement with Pasha Automotive Services for use of Pier 80 for automobile imports.

## **NAVIGATION CENTER & NAVIGATION CENTER LEGISLATION**

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 reported to the Port Commission on April 12, 2016, the Navigation Center is a highly successful model for addressing the needs of long-term homeless individuals.

On June 14, 2016, after extensive discussions with Mayor Edwin Lee and DSH Director Jeff Kositsky, the Board of Supervisors unanimously passed Supervisor Campos’ Navigation Center legislation. The passage of this legislation acknowledges the success of the pilot Navigation Center at 1950 Mission and echoes the DSH interest in expanding upon this successful pilot program.

The legislation requires:

- Opening 6 new Navigation Centers in the next two years, one of which will be for youth;
- The ability to convert traditional shelters into Navigation Centers;

- The call for an equity plan for access to Navigation Centers and placements into housing; and
- The call for a plan to house clients entering Navigation Centers.

The proposed 25<sup>th</sup> Street Navigation Center, if approved by the Port Commission, would count towards the requirements of the legislation.

### **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.

On May 29, 2016, in response to community concerns, Port Maintenance and Homeland Security staff collaborated with San Francisco Public Works (“SFPW”), the HSA Homeless Outreach Team and the San Francisco Police Department to address an encampment of homeless individuals at Warm Water Cove Park. Homeless Outreach Teams offered services to campers, while SFPW and Port staff cleaned the park. Since May 29, 2016, the encampments in Warm Water Cove Park have not returned. There is evidence that some campers temporarily relocated to 25<sup>th</sup> Street – a not infrequent phenomenon when City staff disperses encampments and campers refuse the offer of City services. The 25<sup>th</sup> Street encampment subsequently dispersed.

During public outreach regarding the proposed Navigation Center on Port property, Port staff have heard community concern regarding encampments along Islais Creek in addition to Warm Water Cove Park. Port staff is collaborating with other City agencies, property owners and tenants to develop a response to these encampments.

### **COMMUNITY OUTREACH REGARDING THE PROPOSED NAVIGATION CENTER ON PORT PROPERTY**

Since the April 12, 2016 Port Commission presentation, DHSH and Port staff have attended four community meetings to discuss options for a Navigation Center in the Central Waterfront on Port property. As discussed at the April 12, 2016 Port Commission meeting, City staff originally proposed a Navigation Center on 24<sup>th</sup> Street between Michigan Street and Warm Water Cove Park.

DHSH staff coordinated four community meetings in Dogpatch on April 12, May 10, May 19, and June 22, 2016, to discuss the proposed Navigation Center in Dogpatch. Port staff and Supervisor Cohen participated in these meetings.

The Dogpatch Neighborhood Association (“DNA”) responded to the initial 24<sup>th</sup> Street Navigation Center proposal with a list of other proposed sites in the vicinity. City staff

analyzed these alternate sites – and the 25<sup>th</sup> Street location between Michigan Street and the former Maryland Street – using a set of criteria including City site control, current use, size, etc. This analysis concluded that none of the other sites recommended by DNA would work, but that the 25<sup>th</sup> Street location would work. After hearing the analysis, there was community preference for the 25<sup>th</sup> Street location compared to the 24<sup>th</sup> Street location, subject to agreement on good neighbor policies and other City commitments to address community concerns about potential impacts of a 25<sup>th</sup> Street Navigation Center.

During these meetings, DHSH staff stressed that the proposal would be to establish a temporary Navigation Center which would operate for up to 4 years (with a 4 month construction period), based on two principles: 1) the Navigation Center model is designed to address the problem of long-term homelessness, and there is a finite population of people who have been living on San Francisco streets for more than five years, and 2) the City is dedicated to building permanent housing, but not permanent shelters.

Some members of the public expressed strong opposition to any Navigation Center in Dogpatch, as well as frustration about street conditions in the area and the perceived lack of response by City and Port staff to the encampments in Warm Water Cove Park and along Islais Creek. Other members of the public expressed strong support for the Navigation Center model and embraced the idea that Dogpatch could contribute to a solution to homelessness. Public feedback at these meetings led Port staff to work with City agency staff with the expertise to deal with homeless individuals to address the Warm Water Cove Park encampment as described above.

At the Central Waterfront Advisory Group meeting on May 18, 2016, advisory group members expressed strong support for a Navigation Center in Dogpatch.

### **PROPOSED 25<sup>th</sup> STREET NAVIGATION CENTER**

SFPW staff have designed a proposed Navigation Center on 25<sup>th</sup> Street between Michigan Street and the former Louisiana Street, located between Sheedy Drayage and the San Francisco Municipal Transportation Agency's ("SFMTA") Muni Metro East ("MME") Facility. DHSH, Port and SFPW staff consulted with SFMTA and determined that there are no inherent conflicts to siting the proposed Navigation Center adjacent to the MME facility. One potential benefit of this location is that 25<sup>th</sup> Street east of Illinois Street has very light traffic during the day.

The goal of this project is to establish a Navigation Center using modular and portable building units. Building on the concepts and lessons learned from the Mission Street Center, the 25<sup>th</sup> Street Navigation Center will serve as a critical piece of the City's response to the homelessness crisis, by creating a transitional housing solution that is a safe, nurturing, and welcoming environment for people, pets, and their belongings. The 25<sup>th</sup> Street Navigation Center will be more than a place to sleep, and will provide meals, facilities for personal hygiene and unified access to City services, including counseling, community services, and integrated mobile medical and mental health care services. The 25<sup>th</sup> Street Navigation Center is not intended to be permanent housing but rather a

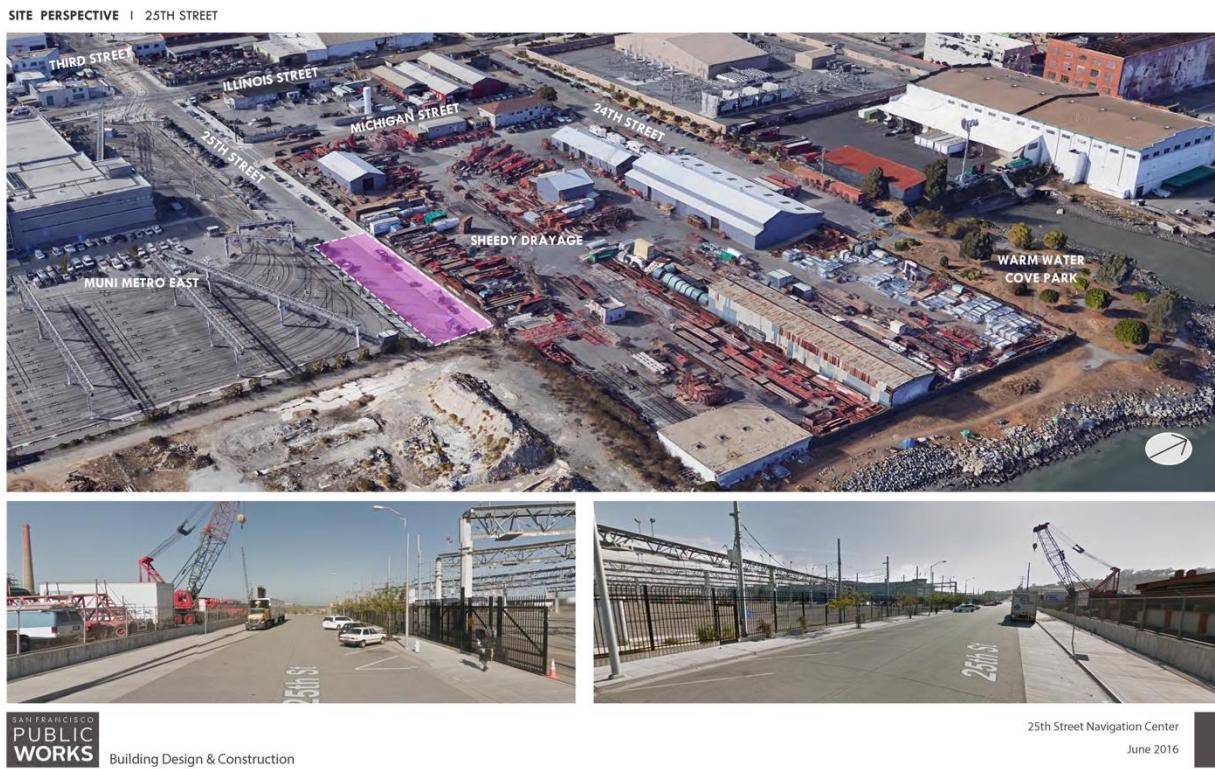
transitional program to assist homeless individuals in finding more permanent housing and/or guiding them to find the help they need in response to their current situation.

The proposed program for the site includes: dormitories with a total of seventy (70) beds, a community room/dining area, staff offices, a reception office, women's and men's restrooms, laundry, storage space and utilities. The design will also include a waiting area/staff courtyard with seating, a main courtyard with seating, picnic tables and shading, and dog kennels.

The proposed facility would occupy approximately 14,000 square feet of enclosed area including 6,000 square feet of outdoor space for courtyards and circulation. The SFPW budget for the proposed project is \$3.2 Million.

Figure 1 below shows the location of the proposed facility:

**Figure 1: Proposed Location on Port Property**



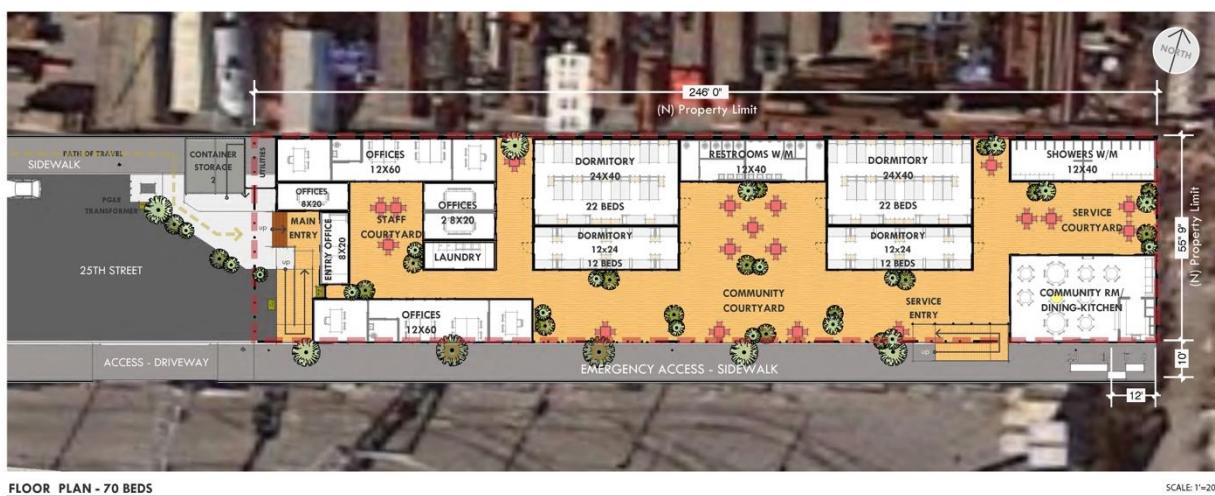
To enable the proposed facility, DHSH and SFPW will submit legislation to the Board of Supervisors to vacate the dead-end portion of 25<sup>th</sup> Street between Michigan Street and the former Maryland Street.

Figures 2 and 3 below shows a concept plan for the 80 bed facility:

**Figure 2: 25<sup>th</sup> Street Navigation Center Concept**



**Figure 3: 25<sup>th</sup> Street Navigation Center Concept – Plan View**



### **25<sup>th</sup> Street Navigation Center MOU**

Subject to adoption of the street vacation ordinance and the Planning Code amendment described above and completing environmental review under the California Environmental Quality Act (CEQA) for the proposed project, DHSH and Port staff propose a Memorandum of Understanding ("MOU") between the Port and DHSH for the use of the Premises as a Navigation Center for a market rent for an interim period of up to 52 months ("25<sup>th</sup> Street Navigation Center MOU").

While residential use of Port property is not typically allowed without the authorization of the California Legislature, this segment of 25<sup>th</sup> Street is not needed for public trust purposes (access to the Bay is currently restricted by a fence), so the proposed use is an acceptable interim use of Port property.

Table 1 below describes the proposed terms of the MOU:

<b>Table 1: 25<sup>th</sup> Street Navigation Center MOU</b>	
<b>Effective Date</b>	The later of i) 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, and ii) the effective date of the ordinance vacating the portion of 25th Street between Michigan Street and the former Maryland Street
<b>Premises</b>	The area located at 25th Street, in the City and County of San Francisco, California, shown on <b>Exhibit A</b> , consisting of approximately 13,715 square feet of paved land
<b>Term</b>	The Term shall be from the Effective Date through the earlier of; (i) the date that is fifty-two (52) months from the Effective Date (the "Expiration Date"), or (ii) the date that the temporary vacation of 25th Street approved by the Board of Supervisors expires. There shall be no holding over on a month to month basis after the expiration of this MOU. DHSH may cancel the agreement upon thirty (30) days written notice to the Port
<b>Port's Right of Termination</b>	If the Premises is required for a public trust purpose, the Port may terminate the MOU with 3 months' notice.
<b>Rent</b>	\$0.42/square foot, or \$5,760.30/month, escalated 3% annually, consistent with the Port's FY 2016-17 Parameter Rent Schedule for paved land
<b>Security Deposit</b>	Two months' rent
<b>Permitted Uses</b>	The construction and, subject to the requirements of the <b>Good Neighbor Policy</b> attached as <b>Exhibit B</b> , operation of the 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 of medical and social services for up to 70 homeless individuals and kennel services for pets

## **CONSTRUCTION AND OPERATION OF THE FACILITY**

SFPW will manage construction of the proposed facility under permits approved by the Port's Chief Harbor Engineer. The modular, prefabricated construction approach minimizes the need to alter 25<sup>th</sup> Street. The sidewalk along the south side of 25<sup>th</sup> Street will remain open to the public and SFMTA employees.

The facility will be operated by a nonprofit 501(c)(3) operator qualified to run the facility selected through a competitive request for proposals. The annual budget for the 25<sup>th</sup> Street Navigation Center will be \$2.5 million. Staffing will consist of 30 FTE total staff from the non-profit operator including a site manager, program manager, shift supervisors, service coordinators, case managers, and janitorial staff. There will also be roving City staff on-site to provide benefits enrollment, medical and behavioral health support. The facility will accept referrals from DHSH designated referral sources only, focusing on the long-term homeless population that is the focus of the Navigation

Center model. No walk-in intakes will be accepted – a key to avoiding a situation where homeless individuals camp nearby in the hopes of being accepted at the facility.

The non-profit operator will be contractually bound by the Good Neighbor Policy attached as Exhibit B. The Good Neighbor Policy requires 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 Navigation Center services;
- Encourage Navigation Center residents to use the north sidewalk of 25th Street for access; and
- Ensure that staff and clients maintain the site and 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 25<sup>th</sup> Street Navigation Center MOU, and, if not cured, may result in termination of the MOU.

### **NEXT STEPS**

After environmental review under CEQA is complete, Port staff will return to the Port Commission with a request to approve the 25<sup>th</sup> Street Navigation Center MOU. Until that time, DHSH staff plans additional outreach in the Dogpatch community regarding the proposed facility.

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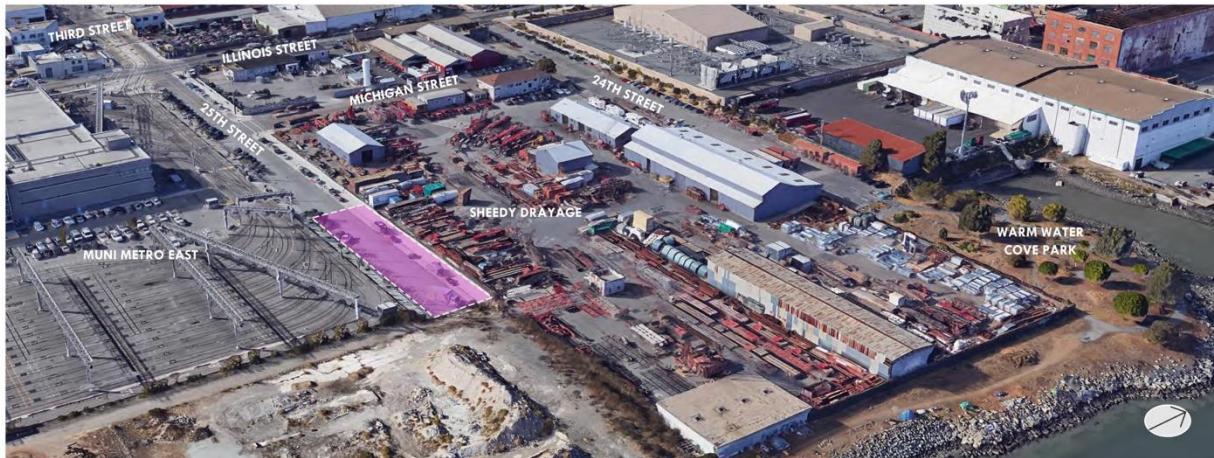
Mark Lozovoy  
Assistant Deputy Director of  
Real Estate

### **Exhibits**

- A: Premises
- B: Good Neighbor Policy

## Exhibit A: Premises

SITE PERSPECTIVE | 25TH STREET



SAN FRANCISCO  
**PUBLIC  
WORKS**

Building Design & Construction

25th Street Navigation Center  
June 2016

**Exhibit B: Good Neighbor Policy**  
Proposed DHSH/25<sup>th</sup> Street 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 (“DHSH”) 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, DHSH, 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 DHSH 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.