2024 Public Health & Shelters

Department of Public Health;

Department of Homelessness & Supportive Housing

March 18, 2024



2024 Bond Department of Public Health Component

Years of Bond Impacts on Clinic Network

- Using bond funding from 2016 and 2020,
 DPH has already successfully built or renovated 4 community clinics
- Past renovations have improved the integration of primary medical care and mental health services at the clinics and expanded capacity, including expanding dental services
- Improvements have addressed seismic vulnerabilities in community clinics
- Renovations have modernized clinics to create welcoming spaces that are conducive to modern care embedded in diverse communities



Years of Bond Impacts on Community Clinics

Through past bonds, DPH has modernized its network of clinics to improve critical sources of care embedded in the community



Maxine Hall Health Center

Remodel and seismic retrofit completed & clinic reopened October 2021



Castro Mission Health Center

Remodel and seismic retrofit completed & clinic reopened August 2022

Oct 2021 Jul 2022 Aug 2022 Sep 2022



Southeast Family Health Center

Construction of new building completed and clinic reopened July 2022

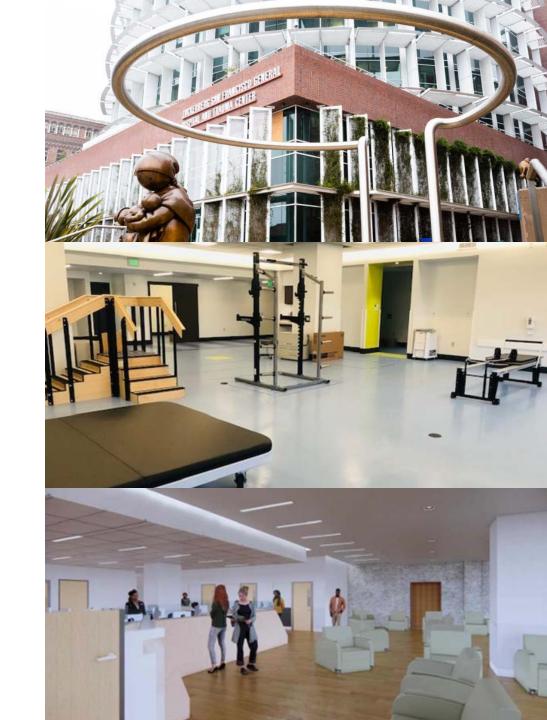


Maria X Martinez Health Resource Center

Construction of new building completed and clinic opened September 2022

Years of Bond Impacts on ZSFG

- Using 2008 bond funds, ZSFG constructed a new 284 bed, 9 story acute care hospital and Level-One trauma center within budget and met a 72-month construction schedule within one month of target in 2015
- Using 2016 bond funds, ZSFG is in the process of completing a seismic upgrade of outpatient services building (Bldg 5), with a target completion date in 2025
- Using 2016 bond funds, Urgent Care Clinic, 6H Surge
 Space, and Rehabilitation Department have been completed, with a new outpatient Dialysis Clinic and new Public Health Laboratory coming at the beginning of 2025.
- 2016 and 2020 bond funds will fund construction of a renovated Psychiatric Emergency Services (PES) space with a centralized nursing station, secure entry, and 300% expansion of day room space by 2026.



ZSFG Bond Progress

Through past bonds, ZSFG has made progress toward improving key hospital services, opening a renovated Urgent Care Clinic, 6H Surge Space, and Rehabilitation Clinic, with completion expected on additional projects in following years







6H Surge Space



Public Health Lab



Building 5 Seismic Retrofit



Psychiatric Emergency Services

2022

2023

2024

2025

2026

Rehab Clinic



IT Infrastructure



Dialysis Clinic

2016 & 2020 Bond Spend Downs

2016 Public Health and Safety Bond



2020 Health and Recovery Bond



2024 Public Health Bond Goals

Improve and Expand Healthcare Services in the Community

- Community clinics offer vital health care services to San Franciscans, but aging infrastructure prevents clinics from expanding, improving, and modernizing services
- Accommodating new services or expanding existing services within primary care clinics will improve patient access to important care
- Clinics are embedded in diverse communities with distinct cultural identities and language needs. Continuing DPH's effort to modernize clinics in these communities allows us to improve equitable service delivery for these patients







2024 Public Health Bond Goals

- Department of Public Health employees need to be moved out of seismically unsafe buildings
- Renovating or acquiring City owned sites and using buildings more efficiently allows DPH to consolidate programs and reduce footprint of leased spaces
- Deferred maintenance needs must be addressed to allow ZSFG and LHH to maintain
 accreditation and regulatory compliance to continue to serve patients safely and effectively
- Investing in structural improvements and essential building maintenance will improve the resilience of DPH buildings
- Renovations will increase climate resilience by establishing DPH's first fully electric building
 and improving building systems to safeguard DPH staff and patients from rising temperatures
 and decreasing air quality

2024 Public Health Bond Scope - \$220 Million

Operational Impacts:

- Life Safety
- Asset Preservation
- Sustainability

Equity Considerations:

- Target most vulnerable neighborhood clinics serving vulnerable populations
- Strengthen
 Citywide Health
 Network

Chinatown Public Health Center	\$71,100,000
City Clinic Relocation	\$28,000,000
ZSFG Building 3	\$40,000,000
LHH and ZSFG Critical Repairs	\$50,000,000
Continuation Projects	\$30,900,000

Additional Need - \$99.5 Million

Silver Ave Family Health Center	\$80,000,000
LHH and ZSFG Critical Repairs	\$19,500,000



- Seismic Hazard Rating 4 DPH's most seismically vulnerable clinic
- Served over 4,000 children and adults in 2023
- DPW has completed 100% construction documents and has submitted for permits
- Renovation will make Chinatown Public Health Center
 DPH's first fully electric building

Chinatown Public Health Center

- Renovation will make important structural improvements to Chinatown Public Health Center, creating a safer environment for patients and staff and increasing resilience by decreasing the clinic's seismic vulnerability
- Project will co-locate Chinatown Child Development Center into Chinatown Public Health Center, improving access to important services and reducing DPH's footprint of leased space, and create greater collaboration between the two clinics to better serve patients
- Renovation will expand capacity of primary care medical services, primary care mental health services, and dental services
- Renovation will modernize Chinatown Public Health Center, improving service efficiency and patient and staff satisfaction
- Chinatown Public Health Center provides community-oriented care in languages present in the community—renovation will allow us to better serve the clinic's patients
- Propose \$71,100,000



- Approximately 11,900 visits in 2023
- City Clinic provides low-barrier HIV and STI screening services and HIV pre- and postexposure prophylaxis
- City Clinic provides important linkage to outside services for people diagnosed with HIV and syphilis

City Clinic

- Project scope is to acquire and renovate a new site for City Clinic, which currently located in a converted 1930s firehouse that is a sub-optimal space for the provision of clinical care
- The clinic lacks comfortable patient interview rooms and adequate laboratory space for point of care testing
- The 3-story building has no elevator access and existing client spaces do not meet accessibility needs
- A new site will allow for City Clinic to improve quality of care in a space adapted to their needs
- Propose \$28,000,000



- Served approximately 4,500 patients in 2023
- Majority of patients are primarily Spanishspeaking, and 70% of patients prefer to receive care in a language other than English
- Due to high demand for services, the clinic has been closed to new patients since December 2023

Silver Avenue Family Health Center

Additional Need Beyond \$220M Bond

- Project will expand Silver Avenue Health Center dental clinic, increasing access to important preventative dental care in the community
- Renovation will reconfigure the space to better integrate primary care medical and mental health teams, creating improved collaboration and creating opportunities for "warm hand offs" between providers while the patient is in the clinic
- Renovation will modernize Silver Avenue Family Health Center, allowing for optimal care in a modern healthcare setting
- Critical Project Development Funds allowed programming to begin ahead of the Bond, accelerating Silver Avenue's renovation timeline
- Propose \$80,000,000

2024 Bond Project Schedules

Chinatown Public Health Center*

2021	2022	2023	2024	2025	2026	2027
\$1M	\$3M	\$3.4M	\$0.6M	\$29.4M	\$20.2M	\$18.5M

City Clinic

2024 2025 2026 \$2M \$8M \$18M			
\$2M \$8M \$18M	2024	2025	2026
	\$2M	\$8M	\$18M

Silver Avenue Family Health Center

2024	2025	2026	2027	2028	2029
\$1.5M	\$6.7M	\$5.5M	\$24.7M	\$21.3M	\$20.3M
•	, , , , , ,		•	•	uction period

^{*}includes \$5M in MHSA funding

Critical Project Development Funds

Chinatown Public Health Center & Silver Avenue Family Health Center received \$7M in critical project development funds

If bond passes,

- Construction can start sooner than otherwise expected, and
- CPC Critical Project funds will be replenished



- Scope will include seismic retrofit of the building, and minor renovations to allow employees to relocate here
- Project will add 65,000 sq ft of additional seismically safe useable space at ZSFG

ZSFG Building 3 Retrofit

- Retrofitting Building 3 delivers on DPH and City priority to minimize physical threats during earthquakes to those who work and receive services in City buildings
- Renovation will provide 65,000 sq ft of additional seismically safe workspace to the ZSFG campus
- ZSFG staff work in several SHR 4 buildings—additional seismically safe space will allow ZSFG to move employees from seismically unsafe buildings
- Increasing seismic safety of ZSFG campus will help ensure continuity of services during a seismic event
- Propose \$40,000,000



Example Projects:

- LHH emergency sewage containment,
 required to stay in compliance
- ZSFG waste line repairs, required to avoid sewage leaks on hospital materials
- ZSFG fire alarm system replacement required to remain in compliance

ZSFG & LHH Critical Repairs

- Aging critical infrastructure at ZSFG and LHH campuses in need of repair at a cost too large for Pay-As-You-Go Program
- Current level of disrepair poses safety concerns for hospital patients, visitors, and staff
- Some projects are critical to maintaining licensing, certification, and staying in regulatory compliance
- Cost and consequences of deferred maintenance will increase over time
- Propose \$50,000,000

Additional need beyond \$220M Bond: \$19,500,000

Urgency of Critical Repairs

ZSFG and LHH have a multitude of critical repairs beyond what can be funded in annual capital budgets. The consequences of waiting for these repairs to become emergencies can be dangerous, costly, and can put hospitals out of compliance.

ZSFG Building 5 Fire Alarm Upgrade	If the fire alarm system fails before we replace it, ZSFG will need to spend \$575,000/month in fire watch costs in addition to the cost of replacing the system or will need to suspend outpatient services, psychiatry units, and a skilled nursing facility
ZSFG Materials Management Waste Line Repairs	Waste pipe walls are thinning and if not repaired, ZSFG risks sewage leaks in the materials and supply center.
ZSFG Cooling Tower	If cooling tower fails, Building 5 will have inadequate cooling, resulting in program impacts to the multitude of mental health programs run out of Building 5.
LHH Rooftop HVAC Unit Replacements	If HVAC units fail, residents would be displaced and CDPH could close the residential facility and discontinue funding.
LHH Emergency Sewage Containment	State regulations require that LHH have the ability to contain sewage for 72 hours in the event of an emergency by 2028. Failure to build this capacity will put hospital in noncompliance.

2024 Bond Project Schedules

Zuckerberg San Francisco General, Building 3

2025	2026	2027	
\$9.8M	\$23M	\$7.2M	
		estimated 16-month construction period	

Critical Repairs, Zuckerberg San Francisco General & Laguna Honda Hospital

2025	2026	2027	2028*		
\$8.9M	\$13.7M	\$13.7M	\$13.7M		
	Repairs will be phased, HCAI permitted projects require multiple years				







Causes of Funding Gaps:

- Higher-than-expected construction contract bids during and after COVID
- Unexpected conditions resulting in need for redesign
- Cost escalations over multiple years

Continuation Projects

- Several projects critical to hospital operations are started and now do not have a path to completion without additional funding
- ZSFG Clinical Laboratory project will increase capacity of the lab that provides diagnostic testing to all hospital patients, resulting in improved patient treatment and health outcomes
- PES will increase program capacity and create a safer and more comfortable treatment environment for patients experiencing psychiatric emergencies
- LHH Kitchen Floor Replacement is required in order to keep LHH in compliance
- LHH Stationary X-Ray Replacement is key to maintaining adequate diagnostic and treatment capabilities at LHH and is a regulatory requirement
- Propose \$30,900,000

Opportunities and Challenges

Opportunities

- Current real estate market favors the City in the acquisition of a new building for City
 Clinic, creating a unique opportunity to acquire new space
- Funding emergent critical repair needs will avoid long-term costs and consequences to the City

Challenges:

- Potential schedule delays can result in cost escalations
- **HCAI projects require longer approval processes**, meaning longer delivery timeline for some critical repair projects
- Renovations will require partial clinic closures putting pressure on the rest of the San Francisco Health Network



Capital Planning Committee 2024 Bond – Shelters Component

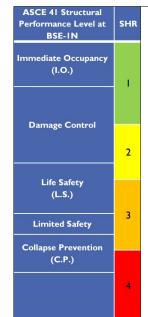
March 18, 2024



HSH Bond Priorities

→ Background

- The City owns 3 shelters: 1001 Polk St.,
 525 5th St., 260 Golden Gate Ave.
- DPW conducted structural reports in 2018 and all three were rated with an SHR-4 the highest hazard rating
- A major seismic event could result in total collapse of the shelters and loss of life. A minor seismic event could result in substantial damage, new capital repairs, and temporary loss of shelter beds



Seismic Hazard Rating 4 (VERY POOR PERFORMANCE): "Extensive structural and nonstructural damage, potential structural collapse and/or falling hazards are anticipated which would pose high life safety hazards to occupants. There is a high likelihood that damage repairs would not be feasible."

Pre-COVID, the three shelters provided 852 beds which is over 25% of the City's entire shelter capacity of ~3,200 beds. A major seismic event would endanger the lives of hundreds of unhoused individuals and shelter staff and deplete the City's shelter system.

TEA LE DISTRICI

CPERA PLA



1001 Polk St.
Next Door Adult Shelter
Capacity: 334



260 Golden Gate Ave. Hamilton Family Shelter Capacity: 178 beds



525 5th St. MSC South Adult Shelter Capacity: 340 beds



HSH Bond Priorities

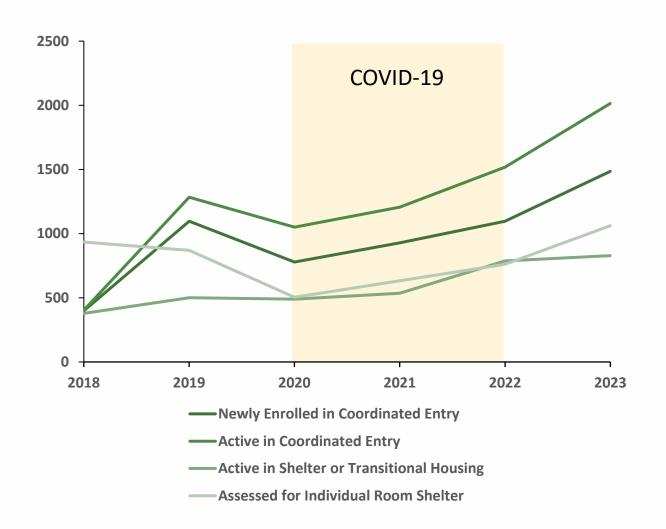
- ► Priority 1: Address the life safety of children and families experiencing homelessness the City's most vulnerable population
- Priority 2: Reduce racial inequity and other disparities by prioritizing the life safety of disproportionately BIPOC and LGBTQ+ populations experiencing homelessness
- Priority 3: Redesign shelters to create a welcoming environment and better meet the needs of guests and staff
- → Priority 4: Minimize impacts to City's shelter bed capacity
- Priority 5: Optimize City capital funding
- Priority 6: Support the SF Climate Action Plan to achieve net-zero GHG emissions



2024 GO Bond - Shelters Component:

Families and Children

Since 2018, HSH has seen a dramatic increase in the number of families participating in the City's homelessness response system and demand for family shelter





2024 GO Bond - Shelters Component:

Families and Children

Revised Design for 1001 Polk St. – New Construction & Family Shelter Conversion

- Demolition of the existing adult shelter to construct a new family shelter and services hub and replace 260 Golden Gate Ave.
- 260 Golden Gate Ave. provides approximately 28% of the City's family shelter bed capacity
- The project would increase the City's family shelter bed capacity by 13%
- DPW commenced programming and concept design in July 2022 and has spent \$1.4M to date
- Budget:
 - Bond request: \$100M
 - Total project cost: \$105M





2024 GO Bond - Shelters Component Families and Children

~ 1001 Polk St. - Location

- Families will be better served on the Western Addition/Tenderloin border
- Families will more likely accept shelter at 1001 Polk St. due to the location and additional amenities
- Families to remain at 260 Golden Gate Ave. until completion of 1001 Polk St., rather than closing family shelter beds during construction
- Provides one-night or short-term stays for families awaiting more permanent options.



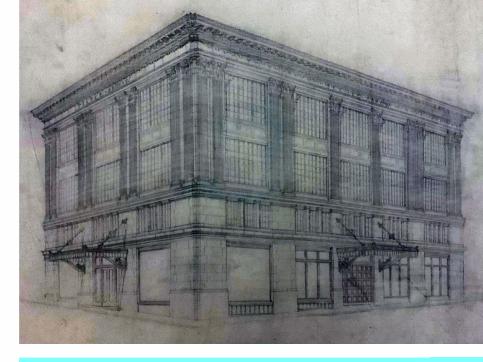


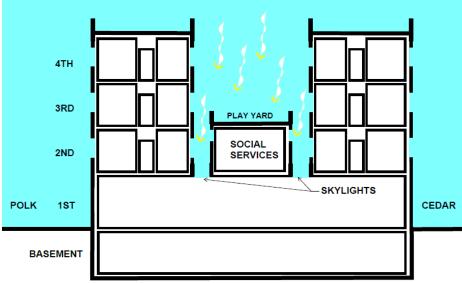
2024 GO Bond - Shelters Component Families and Children

1001 Polk St. – Demo of Existing Building

- Constructed in 1913 as an auto showroom
- Historical Resource Category "A" eligible for inclusion in local register
- Existing structure and window pattern limit ability to add private rooms with access to daylight
- New construction will achieve an SHR 2 vs.
 seismic retrofit which would achieve an SHR 3.5
- AB101 allows for streamlined redevelopment for shelter purposes
- Property resale value is minimal

Interior courtyard provides daylight and the ability to add private rooms







2024 GO Bond - Shelters Component

Families and Children

1001 Polk St. − A FAMILY SERVICES HUB

- Increases usable space by 66%
- Provides 33 additional private rooms

- Smaller congregate dorms for more privacy and comfort
- Flex space for cots during disasters and emergencies

	260 Golden Gate	1001 Polk - Retrofit	1001 Polk - New Build	Difference from 260 GG
Congregate beds	46 beds/ppl	32 beds/ppl	40 beds/ppl	-6
Private rooms & capacity	27 rooms 132 people	41 rooms 181 people	60 rooms 200 people	+33 rooms +68 people
Flex space for emergencies	0	40 cots	40 cots	+40
Total Beds	178	253	280	+102



2024 GO Bond - Shelters Component Families and Children

► 1001 Polk St. – A FAMILY SERVICES HUB

- 260 Golden Gate (pictured) was originally designed for SFFD offices and maintains an institutional character
- Lacks children-centered spaces and family-oriented restrooms
- Lacks space required for family shelter programs such as day care and after-school programs
- Large congregate dorm lacks flexibility and privacy between families

Photos of 260 Golden Gate Ave.











2024 GO Bond - Shelters Component

Families and Children

~ 1001 Polk St. − A FAMILY SERVICES HUB

- Designed to be trauma-informed, welcoming and non-institutional
- Serves as an access point for family wraparound services
- Drop-in day care and after school/tutoring program space
- Outdoor spaces with playgrounds, pet area and garden
- Large multipurpose space for workshops and community events
- More space for offices, meetings, case management rooms, laundry, dining, and storage
- Increased ADA accessibility

 Design based on feedback from families with lived experience, family shelter providers and homeless advocates



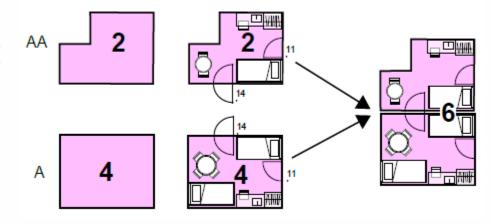
Rendering of Community Space



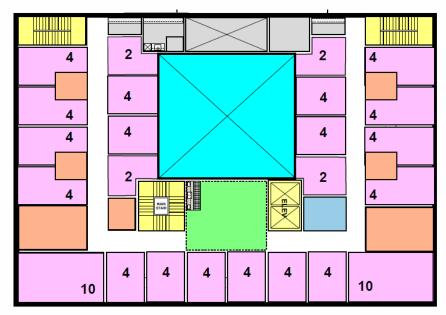
2024 GO Bond - Shelters Component Families and Children

~ 1001 Polk St. − A FAMILY SERVICES HUB

- S, M, L, XL individual family rooms
- Modular rooms and furniture adaptable to different size families
- Family-oriented, non-congregate restrooms
- Kitchenettes and social spaces on each floor
- Smaller and flexible congregate dorms with privacy screening between families



Typical Small & Medium Room Plan with flexibility to combine into a Large Room



3rd & 4th Floor Plan

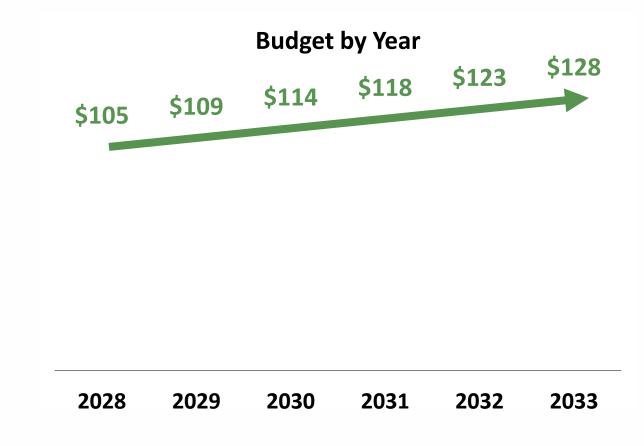


2024 GO Bond - Shelters Component

Families and Children

► 1001 Polk St. – BUDGET

- \$100M requested based on DPW cost estimate and 2023 Bond date
- Escalated to 2028 (midpoint of construction)
- Modification to City election cycle increased budget by \$5M due to 1 year of escalation
- Postponement to next potential bond cycle in 2028 with 4% annual escalation could add \$23M to the total project cost





2024 GO Bond - Shelters Component

Families and Children

→ Challenges to Finding Alternative Sites

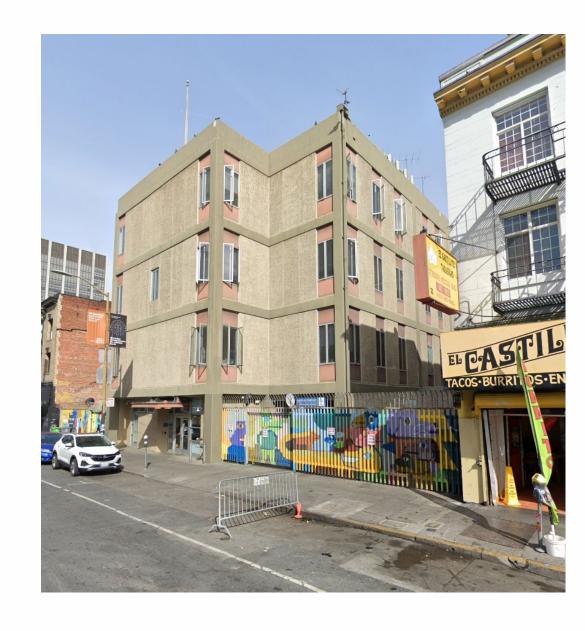
- Sale of 1001 Polk Street unlikely to generate income for the City to purchase or lease alternative sites (value opinion pending)
- Limited private investment opportunities due to several barriers: seismic hazard rating, need for extensive tenant improvements to rehab site, and building code triggers
- Lengthy and costly City entitlements and environmental review process for projects that do not provide shelter or affordable housing
- Full demolition of 1001 Polk St. unlikely to be approved for non-housing/homelessness projects due to building's historic features
- Affordable housing developers would need to purchase land at minimal or no-cost to justify investment and seek City subsidy for development
- High interest rates have slowed new construction projects
- Few properties available for purchase based on Mayor's 1k Bed Initiative and "A Place for All" site searches



2024 GO Bond – Shelters Component

~260 Golden Gate Avenue − Supportive Housing & Adult Shelter

- Built in 1965 as SFFD Headquarters
- Full demolition and new construction for supportive housing and adult shelter joint use
- 120 new permanent supportive housing units and 200 shelter beds
- Families to remain until completion of 1001 Polk St.
- Partnership with MOHCD to leverage funding for housing component to shelter component
- Budget request: \$40M for shelter
- MOHCD housing contribution: \$36M



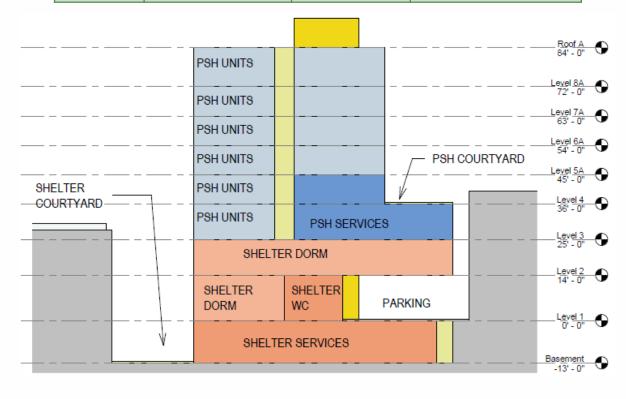


2024 GO Bond - Shelters Component

~260 Golden Gate Avenue − Supportive Housing & Adult Shelter

- Replaces 200 adult shelter beds from 1001 Polk St.
- Relocates family shelter program outside of Tenderloin
- Separate entries and program spaces for supportive housing and shelter components
- Adds 120 new permanent supportive housing units for adults to system
- Provides more manageable bed capacity on site based on best practices and lessons learned from COVID-19

	1001 Polk	260 GG	Difference
Beds	334	200	-134





2024 GO Bond - Shelters Component

~260 Golden Gate Avenue

- New opportunity to provide welcoming, trauma-informed, humanely designed spaces
- Provides outdoor space not available at 1001 Polk St.
- Takes advantage of development opportunity of City asset to create new housing

Congregate dorms at 1001 Polk St.



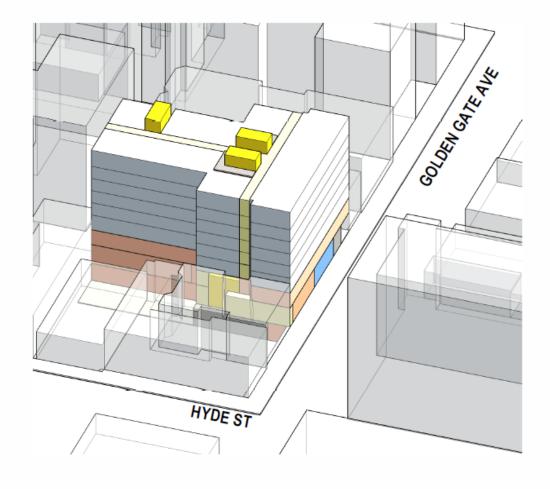




2024 GO Bond - Shelters Component

~ 260 Golden Gate Ave. − BUDGET

- Seismic retrofit and renovation estimated at \$76M based on third-party cost estimate in 2022
- Partnership with MOHCD reduces project cost by \$36M





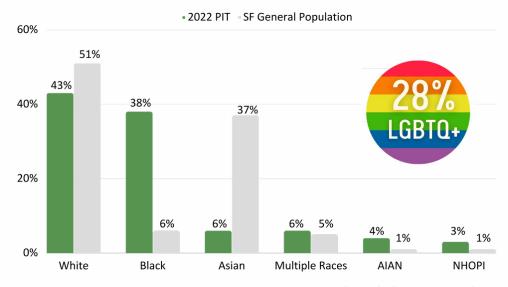
2024 GO Bond – Shelters Component: Equity and Climate Resilience



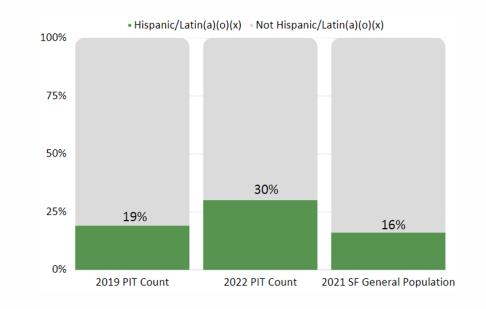
Equity: Unhoused Adults

► 1001 Polk St. – VALUING THE LIVES OF UNHOUSED BIPOC AND LGBTQ+ ADULTS

- Addresses racial and intersectional equity which is integral to ending homelessness
- Provides 200 beds in a modern, seismically safer building for adults experiencing homelessness.
- Black, African American or African community is <u>severely</u> overrepresented. The unhoused are 38% compared to 6% of the general population
- The Hispanix/Latine community is overrepresented. The unhoused are 30% compared to 16% of the general population
- The LGBTQ+ community is overrepresented. 28% of people experiencing homelessness are LGBTQ+



AIAN = American Indian, Alaska Native or Indigenous NHOPI = Native Hawaiian and Other Pacific Islander

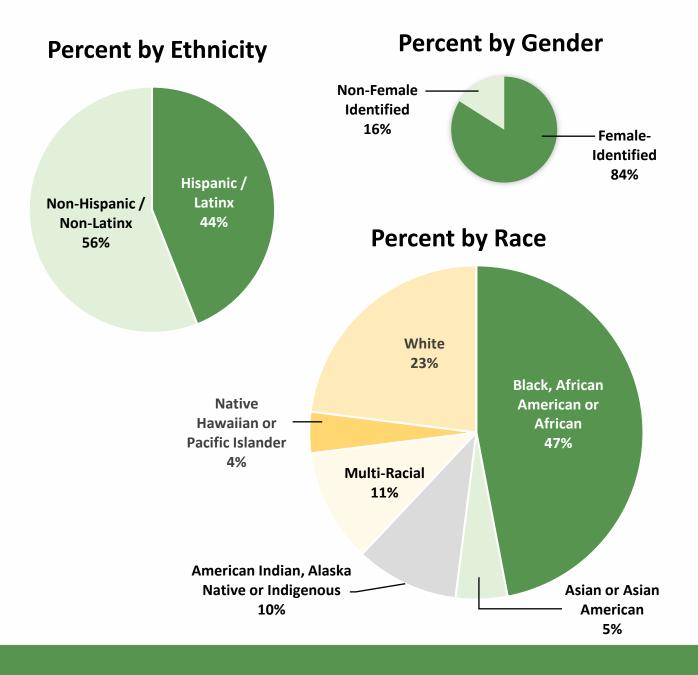




Equity: Families & Children

► 1001 Polk Family Shelter - VALUING THE LIVES OF BIPOC CHILDREN AND WOMEN

- Ensures 280 adults and children
 experiencing homelessness are in a
 seismically safe building
- **47**% of families are Black, African American, or African
- 44% of families are Hispanic/Latinx
- 84% of families have femaleidentified heads of households





Climate Resilience

∽ Renewable Energy

 Solar panels and battery storage for emergency power during outages and reduction of energy consumption (up to 30%)

∽ Zero Carbon

• Replacement of all gas-powered equipment

∽ Air Quality

 New HVAC and air filtration system will mitigate effects of extreme heat days and wildfire events and transmission of airborne pathogens

► Energy and Water Efficiency

Reduced energy consumption with new building systems and equipment

→ Response to Climate Change Disaster Events

Flex emergency family dormitory space at 1001 Polk St.

► LEED Gold Certification



Rendering of 1001 Polk St. rooftop



Potential Risks – Life Safety

► Future Seismic Activity

- Further delay of HSH projects endangers hundreds of lives
- A major seismic event at 260 Golden Gate Ave. could result in total collapse and catastrophic loss of life where 84% are female-identified heads of households and 77% are BIPOC-identified
- A major seismic event at 1001 Polk St. could result in total collapse and catastrophic loss of life where the majority of adult guests are BIPOC
- A minor seismic event could result in substantial damage to the buildings and significantly reduce the City's shelter system when needed most during a disaster



2023 Earthquake, Turkey



Potential Challenges – Swing Space

→ Displacement during construction

- 260 Golden Gate Ave. to be vacated after completion of 1001 Polk St. to prevent temporary loss of family shelter beds
- 334 adult shelter beds at 1001 Polk St. to be temporarily relocated to various TBD sites to prevent loss of adult shelter beds (e.g. temporary lease of tourist hotel) until completion of 260 Golden Gate Ave.

→ Permanent replacement of adult shelter beds

- Loss of 134 adult shelter beds to be permanently replaced by one or more future shelter sites given needed redevelopment of 525 5th Street
- ► Success requires no temporary or permanent displacement of shelter beds, maintenance of existing shelter capacity, and fulfillment of HSH's goal of 1,075 new shelter beds as outlined in the 5-Year Strategic Plan

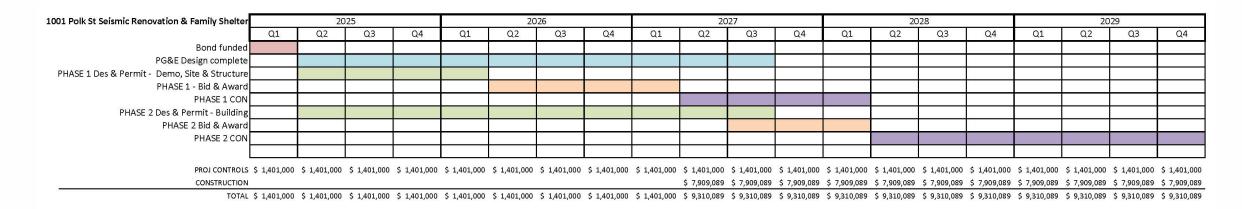


2024 Bond – Shelters Component Spend Down Schedule

~ 1001 Polk Family and Children Project

Construction start: Q2 2027

• Completion: Q4 2029





Q&A

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