

CITY COUNCIL STUDY SESSION ITEM

SUBJECT

Eastside Men's Shelter and Supportive Housing Project

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POLICY ISSUES

The City Council created a strong policy basis for siting a homeless shelter for men with permanent supportive housing in Bellevue. The City Council Vision Priorities direct the City to work with regional partners to “establish an eastside permanent winter homeless shelter to be ready for the winter of 2018/19.” This priority echoes the Council’s adopted 2014 Diversity Advantage plan, which includes an action item “supporting the establishment of a year-round homeless shelter on the Eastside.”

These directive actions are consistent with Comprehensive Plan policies adopted in 2015 including:

- HO-35: Support regional efforts to prevent homelessness, and make homelessness rare, brief, and one-time when it occurs. Provide a range of affordable housing options and support efforts to move homeless persons and families to long-term financial independence.
- HO-36: Collaborate with other jurisdictions and social service organizations to assure availability of emergency shelter and day centers that address homelessness.
- HS-14: Support agencies locating human service facilities in Bellevue and, where appropriate, encourage efficiencies through agency collocation and collaboration.
- HS-18: Support an intentional local community response to homelessness with housing and supportive services provided to families, youth and single adults.

DIRECTION NEEDED FROM COUNCIL

ACTION



DIRECTION



INFORMATION ONLY



On April 17, the City Council confirmed the Eastgate Public Health Center as suitable for the Eastside Men’s Shelter and Supportive Housing Project. The full motion approved is included in the Background section below. Accompanying the vote was direction for additional information about two alternate sites to be provided within a 45-day exploration period, which is being presented tonight. The Council will consider the additional information and then is asked for direction on next steps with respect to pursuing the project at the Eastgate site.

BACKGROUND

Over six study sessions starting from August 1, 2017 to date, the City Council has been considering the location for an Eastside men’s shelter and day services center with capacity to sleep up to 100 individuals, incorporated with 50-60 units of affordable supportive housing. While the project would not be owned or constructed by the City, the city has historically supported the siting process for the interim emergency winter shelter, and that role has continued in the search for a permanent location for a men’s shelter.

At the initial meeting on August 1, 2016, the City Council directed the City Manager to enter into a Letter of Agreement with King County (see Attachment A) to further evaluate siting a men's shelter and permanent supportive housing facility on property owned by King County adjacent to the Eastgate Public Health clinic and the Eastgate Park and Ride. King County has a key role in responding to homelessness county-wide, and has expressed interest in supporting solutions on its property, particularly where a shelter and permanent housing can be combined.

The Letter of Agreement provided direction to allow staff from both entities, as well as potential partners Congregations for the Homeless and Imagine Housing, to work together to carry out specific steps to determine whether a shelter, day services center and affordable housing project at this location could meet a need for both a long-term emergency shelter for single men (which the City has been supporting at a variety of locations since 2008), as well as provide affordable service-enriched housing to aid in moving individuals out of homelessness to stable housing.

The specific steps outlined in the Letter of Agreement are:

- City to process Land Use Code amendments and a rezone in the area consistent with the Eastgate/I-90 Comprehensive Plan amendments;
- The County to negotiate an agreement for the use of the property by the City and/or its partners for the purposes of developing and operating a shelter, permanent housing and potentially for supportive services;
- The City and ARCH, with input from development partners, to put together a detailed funding and program strategy for the project; and
- The City, with the development partners (Congregations for the Homeless and Imagine Housing) to lead efforts to undertake community outreach to the immediate and broader community.

At a second study session on November 29, 2016 the Council received an extensive presentation on:

- Homelessness trend data in Bellevue and the Eastside.
- Bellevue's approach, with regional partners, to make homelessness "rare, brief and one-time."
- Initial feedback from community meetings hosted by the City in September and October 2016.
- The history and organization capacity of project partners Congregations for the Homeless and Imagine Housing.
- Information and data from Bellevue Police on safety and security at the existing CFH shelter and analysis of crime data around the previous shelter location in BelRed with comparisons to the city as a whole and the proposed location in Eastgate.

At the time of the November study session, the City noted the need for more detailed reports on a number of topics, highlighted by common themes in the community feedback. At a third study session on April 3, 2017, the Council received and discussed that additional due diligence information. Those reports remain available on the project web page <https://www.bellevuewa.gov/city-government/departments/community-services/human-services/homelessness-in-bellevue/permanent-mens-shelter/> and include content on:

- Project and program design;
- Best practice research and case studies;
- Community feedback summary with 730-page compendium of public comment and input; and,
- Analysis of surrounding area impacts and mitigation strategies.

For the fourth study session on April 17, the Council received additional information requested on the project. Those included estimated capital and operating costs for the project and more information on the operations of the shelter and day services center and accountability measures required of the men engaged in these services. Staff described steps the City can take to monitor the project over time through regulatory controls, enforcement options and monitoring. Finally, initial information on the city-owned Lincoln Center office complex in the Wilburton Neighborhood Area and Sound Transit's Operations and Maintenance Facility East (OMF East) in the BelRed Neighborhood Area were provided.

At the conclusion of that meeting, the Council acted to confirm the Eastgate site with a set of accompanying provisions, while requesting that additional information on the OMF East and Lincoln Center sites be collected and reported back to the Council within 45 days. The full text of the motion approved is as follows:

Approve Option 1 as presented by staff (below), with a 45-day exploration period on the status of the Lincoln Center property and the OMFE property.

Option 1: Confirm the King County Eastgate Public Health Center site (14350 SE Eastgate Way) as suitable for the Eastside Men's Shelter and Supportive Housing Project and direct staff to continue project development work with the non-profit development partners and King County consistent with the recommendations detailed [in the April 17 Agenda Memo]. Further direct staff to:

- Modify the Eastgate Land Use Code Amendment currently under review to:
 - require a Development Agreement rather than a Conditional Use Permit for the shelter use and create minimum standards for a Development Agreement as described [in the April 17 Agenda Memo]; and to
 - prohibit Community Health Engagement Locations (safe injection sites).

- Add a Bellevue City Code amendment to the existing DSD code amendment work program to prohibit safe injection sites citywide.
- Prepare options for Council consideration relating to stronger vehicle parking enforcement.
- Prepare public information and education materials regarding panhandling for use citywide and for use as appropriate for particular locations that are subject to frequent complaints about panhandling.
- Require formation of, and participate in, an advisory committee of adjacent property owners and other community stakeholders to advise the development team on project design and mitigation strategies.

At a fifth study session on May 1, 2017, staff confirmed the topic areas that were to be used for the exploration of the other sites. This sixth study session will detail progress made on the Eastgate site, as well as provide the additional information requested on the other two sites as detailed on May 1.

ADDITIONAL INFORMATION REQUESTED

With its confirmation of the Eastgate site, the Council included several provisions for accompanying actions. Each is listed below with a summary of work that has taken place.

- 1. Modify the Eastgate Land Use Code Amendment currently under review to: require a Development Agreement rather than a Conditional Use Permit for the shelter use and create minimum standards for a Development Agreement; and to prohibit Community Health Engagement Locations (safe injection sites).*
- 2. Add a Bellevue City Code amendment to the existing DSD code amendment work program to prohibit safe injection sites citywide.*
- 3. Prepare options for Council consideration relating to stronger vehicle parking enforcement.*

Revisions to the Eastgate Land Use Code Amendment (LUCA) to implement the direction above are in process and will be presented and discussed with the Council at the upcoming Study Session scheduled for the Eastgate LUCA, anticipated to be June 26, 2017. The structure of the revisions to address the shelter as a land use category are two-fold. First, per Council direction, the Use Charts will be revised to replace the Conditional Use permitting requirements with a Development Agreement. That development agreement will be acted on directly by the City Council, and will allow the Council to govern the scope, scale and general operation parameters of the project under consideration and require establishment of an advisory committee made up of stakeholders to convene and produce a Good Neighbor Plan. The Good Neighbor Plan is more fully described later in this memo, but provides a structured opportunity for neighboring property owners, commercial tenants and interested neighborhood stakeholders to review and influence building design and operation standards and procedures. The Good Neighbor Plan will then be used by the city as the required Design Review approval is processed. Second, recommended language will be offered to better define Permanent Emergency Shelters as a stand-alone use type, rather than relying on the current code interpretation of a shelter as a Transient Lodging use, as defined by the Standard Land Use Coding Manual. This change is a technical clarification of the use charts.

An approach to prohibit safe injection sites will also be included for the Council's consideration in the Eastgate LUCA along with an approach to extend the prohibition citywide. Code amendments to support stronger vehicle parking enforcement are not part of the Eastgate LUCA and will not be

addressed with that code package, but will be incorporated as a general code amendment work program item. Work is underway in the City Attorney's office to develop options for that enforcement approach.

4. Prepare public information and education materials regarding panhandling for use citywide and for use as appropriate for particular locations that are subject to frequent complaints about panhandling.

City staff have collected information from the City of Redmond on their recent and ongoing public education campaign focused on homelessness. The effort is anchored by a web page: www.redmond.gov/homelessness As the project continues, staff will develop concepts for public education and events to occur in Bellevue and explore ways to partner with neighboring cities to advance such efforts.

5. Require formation of, and participate in, an advisory committee of adjacent property owners and other community stakeholders to advise the development team on project design and mitigation strategies.

As noted above, an advisory committee would be a requirement of a development agreement for this project. Establishing such a group was suggested by Congregations for the Homeless during the first community meeting on September 29, 2016. It is an important step as the success of the Eastside Men's Shelter and Supportive Housing project will depend upon the communication and partnership of the direct service providers with the surrounding community. The Council's direction to form the advisory committee is anticipated to be part of the development agreement, which will formalize the role of the group and will require that the product of the group (the Good Neighbor Plan) be used to inform and influence the subsequent land use and permit approvals.

The work of the advisory committee would result in a written Good Neighbor Plan. The Good Neighbor Plan (GNP) would include standards, methods and frequencies for community outreach, identifying mutually agreeable methods for handling community questions, complaints or concerns relating to the facility operational practices, and a regular reporting structure for agreed upon performance measures. It is anticipated to also establish expectations for the building facility design, exterior landscaping, parking management, outside smoking areas, maintenance, security coordination, program monitoring and communication channels for agency response protocols to address undesired activity in and around the project site.

Beyond development the Good Neighbor Plan, the committee would continue to meet once the shelter and day services center is operational. This would ensure ongoing communication and provide an outlet to periodically revisit the Good Neighbor Plan so that the policies and procedures remain relevant and effective.

The committee would be comprised of representatives from adjacent and surrounding businesses and property owners, as well as neighborhood residents and institutions. It is particularly important that the advisory committee include a range of viewpoints.

Representation of Advisory committee, could include:

CFH	Bellevue College Representatives
Imagine Housing	(administration and student)
Surrounding Residents	Eastgate Park and Ride operations staff
Surrounding Businesses	Eastgate Public Health Center staff
At-Large Community members	City of Bellevue staff from Police and Human Services

Specific representation on the advisory committee would be established by the City Council as part of the development agreement. Additional details about the work of the advisory committee, schedule and meeting protocols would be established in the development agreement. It is expected that work on the agreement would begin shortly after the Council approves the Eastgate Land Use Code Amendment and negotiated in parallel with the development team's negotiation with King County for the property interest. A public hearing is required prior to approval of a development agreement. The agreement must be signed by the property owner on which the proposed development is located.

6. Additional Information on Other Sites

While moving forward with the Eastgate site, the Council requested additional information on two other sites, the city-owned Lincoln Center office complex in the Wilburton Neighborhood Area and the Sound Transit Operations and Maintenance Facility: East site in the BelRed Neighborhood Area. The two tables provided as Attachment B, display information and data collected over the 45 day information gathering period directed by the Council on April 17. The general topics covered by the tables were reviewed with the Council at the May 1 Study Session.

To supplement that information, City staff asked Sound Transit to describe what is known about the process to segregate land from the overall BelRed OMF East site to offer for transit-oriented mixed-use redevelopment. Attachment C include the responses provided by Sound Transit cover the project timeline, statutory requirements ("80-80-80 requirement"), and the decision making process.

7. Improvements at interim Lincoln Center shelter and day center

The current interim shelter at Lincoln Center must remain in operation for several years under any site scenario. Tenant improvements are necessary to begin right away at the current interim facility to make it ready in time for the winter of 2017-18. Due to the design of the building and configuration of the Lincoln Center, residents used outdoor portable restrooms, and a portable trailer for shower and laundry during the winter of 2016-17. City staff has a scope of work prepared to bring indoor plumbing into the facility to support a kitchen, laundry, showers, and restrooms. We anticipate that the City investment in these improvements can be managed under the maintenance budget and contract for the Lincoln Center, will be approximately \$200,000, and be provided by a prime contractor under the existing Job Order Contract. Work will start as soon as possible in order to be ready for the next season. It is important to note that this work will simply support the interim shelter as it was operated this past season; no expansion of beds, or extension of time is expected through this work.

City staff performed a structural and safety analysis of the South Building of the Lincoln Center, looking at long-term building condition and maintenance needs. Staff estimates that the current building can be maintained for an additional 3-to-5 years before needing significant repair and replacement of the roof and mechanical systems. Ideally, before needing these significant repairs, the shelter and day services center would then be able to move into a newly constructed permanent home.

However, if Lincoln Center were to be used for a permanent shelter facility, it is realistic to expect that the interim facility would need to move to another interim location while the existing building would be demolished and site prepared for new construction.

NEXT STEPS

At the study session on Monday, staff will outline in more detail the sequence of actions needed to continue with project at the King County Eastgate Public Health Center site. The immediate next step is for Council action on the Eastgate LUCA; a final study session on that amendment is anticipated by the end of the month. Staff is seeking direction to bring back the amendment with the changes described above for final council review and discussion, with action following that discussion.

OPTIONS

On April 17, the Council acted to confirm the Eastgate Public Health Center as suitable for the Eastside Men's Shelter and Supportive Housing Project. That action has been taken and a second vote confirming the Eastgate Public Health site is not required. Should the Council select Option 1 below, affirming the April 17 decision, staff will continue to move forward under the terms of the existing Joint Letter of Agreement with King County (Attachment 1), which includes completion of the Eastgate Land Use Code Amendment, together with modifications requested by the Council, and working toward necessary agreements with King County to secure the property for the project. This work also includes creation of a development agreement, and work on a bundle of other actions and amendments vehicle residency/parking and panhandling as outlined above.

Should the Council determine that the additional information provided on the two other sites demonstrates a substantial change of circumstances and stop work on the Eastgate site and the terms contained in the Joint Letter of Agreement, a vote consistent with the language of Option 2 below is necessary. Similarly, any alternative direction (Option 3) would also require a vote of the Council via motion.

1. Provide direction to staff to include the changes described in this memorandum to the Eastgate LUCA and bring the entire LUCA back for Council consideration at a future study session; work will continue as directed on April 17 to carry out the terms of the letter of agreement and on the additional actions previously approved by the Council:
 - Add a Bellevue City Code amendment to the existing DSD code amendment work program to prohibit safe injection sites citywide.
 - Prepare options for Council consideration relating to stronger vehicle parking enforcement.
 - Prepare public information and education materials regarding panhandling for use citywide and for use as appropriate for particular locations that are subject to frequent complaints about panhandling.
 - Require formation of, and participate in, an advisory committee of adjacent property owners and other community stakeholders to advise the development team on project design and mitigation strategies [as described in detail above, this advisory committee and scope of work will be included as part of a development agreement approved by the Council].
2. Decline to proceed any further with the Letter of Agreement on the Eastgate site and direct staff to initiate a new approach to meeting the Council's priority of working with regional partners to establish an eastside permanent winter homeless shelter, including a revised project schedule.
3. Provide alternate direction to advance the Council Vision Priority of working with regional partners to establish an eastside permanent shelter.

RECOMMENDATION

Option 1

ATTACHMENTS

- A. Joint Letter of Agreement, dated August 2, 2016
- B. Site and Cost Exploration Tables
- C. OMF East Additional Background Information from Sound Transit

AVAILABLE IN COUNCIL LIBRARY

N/A