

File No. 180886

Committee Item No. 6

Board Item No. \_\_\_\_\_

## COMMITTEE/BOARD OF SUPERVISORS

### AGENDA PACKET CONTENTS LIST

Committee: \_\_\_\_\_

Date: \_\_\_\_\_

Board of Supervisors Meeting

Date: November 1, 2018

#### Cmte Board

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| <input type="checkbox"/>            | <input type="checkbox"/> | Motion                                       |
| <input type="checkbox"/>            | <input type="checkbox"/> | Resolution                                   |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Ordinance                                    |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Legislative Digest                           |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Budget and Legislative Analyst Report        |
| <input type="checkbox"/>            | <input type="checkbox"/> | Youth Commission Report                      |
| <input type="checkbox"/>            | <input type="checkbox"/> | Introduction Form                            |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | Department/Agency Cover Letter and/or Report |
| <input type="checkbox"/>            | <input type="checkbox"/> | MOU  |
| <input type="checkbox"/>            | <input type="checkbox"/> | Grant Information Form                       |
| <input type="checkbox"/>            | <input type="checkbox"/> | Grant Budget                                 |
| <input type="checkbox"/>            | <input type="checkbox"/> | Subcontract Budget                           |
| <input type="checkbox"/>            | <input type="checkbox"/> | Contract/Agreement                           |
| <input type="checkbox"/>            | <input type="checkbox"/> | Form 126 – Ethics Commission                 |
| <input type="checkbox"/>            | <input type="checkbox"/> | Award Letter                                 |
| <input type="checkbox"/>            | <input type="checkbox"/> | Application                                  |
| <input type="checkbox"/>            | <input type="checkbox"/> | Public Correspondence                        |

#### OTHER

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| <input checked="" type="checkbox"/> | <input type="checkbox"/> | <u>Maps</u>                               |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | <u>General Plan Letter - May 31, 2018</u> |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | <u>CEQA Det - September 27, 2018</u>      |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | <u>CAT Memo</u>                           |
| <input checked="" type="checkbox"/> | <input type="checkbox"/> | <u>Referrals</u>                          |

Prepared by: John Carroll

Date: October 26, 2018

Prepared by: \_\_\_\_\_

Date: \_\_\_\_\_

1 [Boundary Modification and Conditional Allocation of Real Property - Margaret S. Hayward  
2 Playground - Department of Emergency Management]

3 **Ordinance amending Ordinance No. 171-00, which set aside certain real property in**  
4 **Margaret S. Hayward Playground for the Department of Emergency Management**  
5 **("DEM") for the Combined Emergency Communications Center ("CECC") at 1011 Turk**  
6 **Street, to provide DEM additional real property directly adjacent to the existing CECC**  
7 **and to restore to the Recreation and Park Department certain subsurface real property**  
8 **to the east of the CECC that was previously allocated to DEM; setting aside for DEM an**  
9 **additional portion of Hayward Playground west of the CECC that is currently occupied**  
10 **by two tennis courts for a proposed new DEM building, subject to various terms and**  
11 **conditions, as defined herein; affirming the Planning Department's determination under**  
12 **the California Environmental Quality Act; and making findings of consistency with the**  
13 **General Plan, and the eight priority policies of Planning Code, Section 101.1.**

14 **NOTE:** **Unchanged Code text and uncodified text** are in plain Arial font.  
15 **Additions to Codes** are in *single-underline italics Times New Roman font*.  
16 **Deletions to Codes** are in *strikethrough-italics Times New Roman font*.  
17 **Board amendment additions** are in double-underlined Arial font.  
18 **Board amendment deletions** are in ~~strikethrough Arial font~~.  
19 **Asterisks (\* \* \* \*)** indicate the omission of unchanged Code  
20 subsections or parts of tables.

21 Be it ordained by the People of the City and County of San Francisco:

22 Section 1. Environmental and Land Use Findings.

23 (a) On September 27, 2018, the Planning Department determined that the actions  
24 contemplated in this ordinance comply with the California Environmental Quality Act ("CEQA")  
25 (California Public Resources Code Sections 21000 et seq.). Said determination is on file with

1 the Clerk of the Board of Supervisors in File No. 180886 and is incorporated herein by  
2 reference. The Board affirms this determination.

3 (b) On May 31, 2018, the Planning Department determined that the actions  
4 contemplated in this ordinance are consistent, on balance, with the City's General Plan and  
5 eight priority policies of Planning Code Section 101.1. The Board adopts this determination  
6 as its own. A copy of said determination is on file with the Clerk of the Board of Supervisors in  
7 File No. 180886, and is incorporated herein by reference.

8  
9 Section 2. General Findings and Purpose.

10 (a) The Margaret S. Hayward Playground (the "Hayward Playground"), formerly known  
11 as Jefferson Square, is located in Assessor's Block 759, Lot 1, and is bounded by Gough  
12 Street on the east, Laguna Street on the west, Turk Street on the north, and Golden Gate  
13 Avenue on the south.

14 (b) The Board of Supervisors, pursuant to Section 6a of Article XIV of the 1898 and  
15 1929 Charters of the City and County of San Francisco, Sections 11.101 and 11.102 of the  
16 1932 Charter, and Sections 18.101 and 18.104 of the 1996 Charter, has the authority to select  
17 and set aside by ordinance real property in the Hayward Playground, for the construction of  
18 buildings and related improvements to serve as a central communications center to allow for  
19 effective responses to City-wide emergencies.

20 (c) By Ordinance No. 2732 (adopted May 7, 1914), Ordinance No. 2749 (adopted May  
21 14, 1914), Ordinance No. 7-88 (adopted January 7, 1988), Ordinance No. 157-91 (adopted  
22 April 25, 1991), the Board of Supervisors set aside certain real property in the Hayward  
23 Playground for the construction and operation of a central fire alarm station to improve the  
24 City's capacity to respond to emergencies. By Ordinance No. 171-00 (adopted July 7, 2000),  
25

1 the Board of Supervisors set aside additional real property in the Hayward Playground for the  
2 Department of Emergency Management ("DEM") to construct and operate a Combined  
3 Emergency Communications Center ("CECC") located at 1011 Turk Street. Ordinance No.  
4 171-00 also states that an approximately 14,647 square-foot area to the east of the CECC  
5 would eventually transfer to the Recreation and Park Commission (the "Recreation Facilities  
6 Site"), but that DEM would retain the right to use an approximately 11,740 square-foot  
7 subsurface area below the Recreation Facilities Site (the "Additional Area for CECC").

8 (d) In accordance with the recommendations of DEM and Recreation and Park  
9 Commission Resolution No. 1707-007, the Board of Supervisors finds that it is necessary to  
10 modify the allocation of property in the Hayward Playground under Ordinance No. 171-100 so  
11 that DEM can establish a security perimeter approximately 16 feet south and approximately  
12 29 feet, six inches east of the existing CECC (the "CECC Expansion"), and to terminate  
13 DEM's right to use any portions of the Hayward Playground (including without limitation the  
14 subsurface Additional Area for CECC) that lie outside the CECC Expansion area. The Board  
15 finds that the CECC Expansion is a use for which it may set aside real property in the  
16 Hayward Playground under the Charter, as it is necessary to help protect the CECC, a part of  
17 the City's critical infrastructure, against possible terrorism risks. The modification will also  
18 restore to the Recreation and Park Commission those portions of the subsurface Additional  
19 Area for CECC that DEM no longer needs.

20 (e) In accordance with the recommendations of DEM and the Recreation and Park  
21 Commission, the Board of Supervisors also finds that it will be necessary to allocate to DEM  
22 certain real property in the Hayward Playground that is directly adjacent to and west of the  
23 CECC and is currently occupied by two tennis courts, so that DEM can construct a new  
24 building adjacent to the CECC (the "New Building"). Allowing DEM to expand into an adjacent  
25 New Building will facilitate DEM's ability to protect and serve the City and its residents during

1 emergencies, and is therefore a use for which the Board of Supervisors may set aside real  
2 property in the Hayward Playground under the Charter. DEM and the Recreation and Park  
3 Commission have recommended that this allocation of real property be subject to the City  
4 making a finding by resolution, to be adopted no later than June 30, 2028, that all of the  
5 following "Conditions of Transfer" were satisfied no later than December 31, 2027:

6 (1) DEM has secured sufficient funding to pay for the planning, design, and  
7 construction of the proposed New Building;

8 (2) the Recreation and Park Department ("RPD") has agreed to accept from  
9 DEM either of the following as a "Replacement" for the two tennis courts:

10 (A) a site approved by RPD in consultation with the Director of Property,  
11 which shall serve the Western Addition neighborhood and which shall be either acquired as  
12 park property or secured by agreement for RPD's exclusive use for at least 50 years, plus  
13 sufficient funding to pay any reasonable costs RPD may incur to plan, design, and/or  
14 construct two tennis courts on the site; or

15 (B) an in-lieu contribution of \$3 million, which amount shall compound by  
16 5% per year following the year of the effective date of this ordinance, and which RPD may use  
17 only for the purpose of either acquiring and/or developing two tennis courts to serve the  
18 Western Addition neighborhood, or expanding equal access to recreational activities in the  
19 Western Addition neighborhood; and

20 (3) the Recreation and Park Commission has approved the proposed  
21 Replacement following any required environmental review under CEQA, which review shall be  
22 paid for by DEM.

23  
24 Section 3. Allocation of Real Property for CECC Expansion.  
25

1 (a) The Board of Supervisors hereby modifies the allocation of real property in the  
2 Hayward Playground under Ordinance No. 171-00, by extending the property allocated to  
3 DEM for the CECC by approximately 16 feet to the south and approximately 29 feet, six  
4 inches to the east, and by restoring all portions of the Hayward Playground that lie outside  
5 these boundaries (including without limitation those portions of the subsurface Additional Area  
6 for CECC) to the Recreation and Park Commission, resulting in a new allocation of real  
7 property in the Hayward Playground to DEM for the CECC as follows:

8 All that real property containing approximately 27,990 square feet, beginning at a  
9 point on the southerly line of Turk Street, 120 feet east from the intersection with  
10 the easterly line of Laguna Street; thence along said southerly line of Turk Street  
11 east 216 feet five inches; thence at a right angle south 129 feet three inches;  
12 thence at a right angle west 216 feet five inches; thence at a right angle north  
13 south 129 feet three inches, to the point of beginning; all as depicted in the map on  
14 file with the Board in File No. 180886, which map is incorporated by reference as  
15 though set forth fully herein.

16 (b) The property set aside hereby for the CECC Expansion shall be under the  
17 jurisdiction of DEM. All other property previously allocated to DEM under Ordinance No. 171-  
18 00, including those portions of the subsurface Additional Area for CECC located to the east of  
19 the CECC Expansion area as set forth in this ordinance, shall be under the jurisdiction of the  
20 Recreation and Park Commission.

21  
22 Section 4. Conditional Allocation of Real Property for the New Building.

23 (a) The Board of Supervisors conditionally selects and sets aside for the proposed  
24 New Building additional real property in the Hayward Playground that is directly adjacent to  
25 the existing CECC, as follows:

1 All that real property containing approximately 15,510 square feet, beginning at a  
2 point formed by the intersection of the southerly line of Turk Street with the easterly  
3 line of Laguna Street; thence along said southerly line of Turk Street east 120 feet;  
4 thence at a right angle south 129 feet three inches; thence at a right angle west  
5 120 feet; thence at a right angle north 129 feet three inches, to the point of  
6 beginning; all as depicted in the map on file with the Board in File No. 180886,  
7 which map is incorporated by reference as though set forth fully herein.

8 (b) DEM and RPD shall report to the Board of Supervisors regarding whether all of the  
9 Conditions of Transfer described in Section 2(e) of this ordinance were satisfied by December  
10 31, 2027. If the Conditions of Transfer were met, the report shall be made promptly  
11 thereafter. If the City adopts a resolution by June 30, 2028, finding that DEM and RPD  
12 satisfied the Conditions of Transfer by December 31, 2027, the allocation of real property for  
13 the proposed New Building shall become effective as of the effective date of such resolution  
14 without the need for further action by the Board.

15 (c) Notwithstanding the foregoing subsection (b) or any other provision of this  
16 ordinance, the Board of Supervisors shall not approve any such resolution finding that the  
17 Conditions of Transfer have been satisfied until there has been all necessary compliance with  
18 CEQA. If the allocation of real property for the proposed New Building is found to cause  
19 significant adverse impacts that cannot be mitigated, this Board, RPD, DEM, and any other  
20 City department, board, or commission with discretionary approval authority over the New  
21 Building retains absolute discretion to: (1) modify the proposed project to mitigate significant  
22 adverse environmental impacts; (2) select feasible alternatives that avoid significant adverse  
23 impacts of the proposed project; (3) reject the proposed project as proposed if the economic  
24 and social benefits of the project do not outweigh otherwise unavoidable significant adverse  
25 impacts of the project; or (4) approve the proposed project upon a finding that the economic,

1 social, or other benefits of the project outweigh unavoidable significant adverse impacts of the  
2 project.

3 (d) If the allocation of real property for the proposed New Building is approved as set  
4 forth in subsection (b), the property conditionally set aside for the New Building shall be under  
5 the jurisdiction of DEM. Any Replacement property acquired for RPD in satisfaction of the  
6 Conditions of Transfer shall be under the jurisdiction of the Recreation and Park Commission.  
7 If DEM provides RPD with a financial contribution in lieu of real property, RPD shall use said  
8 funds only for the purpose of either acquiring and/or developing two tennis courts to serve the  
9 Western Addition neighborhood, or expanding equal access to recreational activities in the  
10 Western Addition neighborhood.

11  
12 Section 5. Policy Regarding Preservation of Hayward Playground.

13 It is the policy of the Board of Supervisors that no property substantially beyond the  
14 footprints described above be set aside within the Hayward Playground for emergency center  
15 uses and urges the City Administrator not to consider additional land within the Hayward  
16 Playground for such uses, except for any boundary adjustments or other reservations of  
17 subsurface or below-grade space that may be necessary for the design, construction, or  
18 operation of the CECC and/or proposed New Building, and that do not significantly interfere  
19 with the recreational purposes of the surrounding lands.

20  
21 Section 6. Effective Date and Operative Dates.

22 (a) This ordinance shall become effective 30 days after enactment. Enactment occurs  
23 when the Mayor signs the ordinance, the Mayor returns the ordinance unsigned or does not  
24 sign the ordinance within ten days of receiving it, or the Board of Supervisors overrides the  
25 Mayor's veto of the ordinance.



1 (b) Section 3 of this ordinance, conveying the CECC Expansion area to DEM and  
2 restoring certain subsurface areas directly east of the CECC Expansion area to the  
3 Recreation and Park Commission, shall become operative upon the date this ordinance  
4 becomes effective.

5 (c) Section 4 of this ordinance, conveying the area for the proposed New Building to  
6 DEM, shall become operative if and when the City adopts a resolution by June 30, 2028,  
7 finding that the Conditions of Transfer as stated in Section 2(e) of this ordinance have been  
8 satisfied by December 31, 2027. If the City does not adopt the resolution by June 30, 2028,  
9 Section 4 shall expire by operation of law.

10 APPROVED AS TO FORM:  
11 DENNIS J. HERRERA, City Attorney

12  
13 By:   
14 MANU PRADHAN  
15 Deputy City Attorney

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**LEGISLATIVE DIGEST**

[Boundary Modification and Conditional Allocation of Real Property - Margaret S. Hayward Playground - Department of Emergency Management]

**Ordinance amending Ordinance No. 171-00, which set aside certain real property in Margaret S. Hayward Playground for the Department of Emergency Management (“DEM”) for the Combined Emergency Communications Center (“CECC”) at 1011 Turk Street, to provide DEM additional real property directly adjacent to the existing CECC and to restore to the Recreation and Park Department certain subsurface real property to the east of the CECC that was previously allocated to DEM; setting aside for DEM an additional portion of Hayward Playground west of the CECC that is currently occupied by two tennis courts for a proposed new DEM building, subject to various terms and conditions, as defined herein; affirming the Planning Department’s determination under the California Environmental Quality Act; and making findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1.**

Existing Law

The Charter allows the Board of Supervisors to select and set aside, by ordinance, real property in the Margaret S. Hayward Playground for the construction of buildings and related improvements for a central communications center to help respond to City-wide emergencies. Most recently, Ordinance No. 171-00 set aside certain property in the Hayward Playground for the Department of Emergency Management (“DEM”) to operate a Combined Emergency Communications Center (the “CECC”) at 1011 Turk Street. This set-aside included the transfer of an area directly east of the CECC (the “Recreation Facilities Site”) to the Recreation and Park Commission, subject to the right of DEM to use a portion of the subsurface space under the Recreation Facilities Site (the “Additional Area for CECC”).

Amendments to Current Law

The ordinance would modify the current allocation of real property in the Hayward Playground by extending the boundary of the DEM property approximately 16 feet to the south and approximately 29 feet to the east (the “CECC Expansion”), and by restoring those portions of the subsurface Additional Area for CECC that lie outside the CECC Expansion area to the Recreation and Park Department (“RPD”). DEM will have surface and subsurface rights over the entire CECC Expansion area, and RPD will have surface and subsurface rights over the rest of the Hayward Playground. This modification will allow DEM to establish a security perimeter around the CECC, and will improve RPD’s ability to use the Recreation Facilities Site for recreational purposes.

In addition, the ordinance would conditionally set aside additional real property adjacent to and west of the CECC so that DEM can construct a new building there (the “New Building”). This portion of the Hayward Playground currently features two tennis courts that are managed

by RPD. The transfer of this property to DEM would occur only if the City were to adopt a resolution by June 30, 2028 finding that DEM has secured sufficient funding to pay for the proposed New Building and that RPD and DEM have come to an agreement concerning the acquisition or funding of two replacement tennis courts. The agreement concerning the tennis courts would be subject to the approval of the Recreation and Park Commission following any required environmental review. If these conditions of transfer are not met, then the transfer of this property for the New Building would not occur.

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**CITY AND COUNTY OF SAN FRANCISCO**  
**BOARD OF SUPERVISORS**  
**BUDGET AND LEGISLATIVE ANALYST**

1390 Market Street, Suite 1150, San Francisco, CA 94102 (415) 552-9292  
 FAX (415) 252-0461

October 26, 2018

**TO:** Budget and Finance Committee

**FROM:** Budget and Legislative Analyst



**SUBJECT:** November 1, 2018 Budget and Finance Committee Meeting

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**EXECUTIVE SUMMARY**

**Legislative Objectives**

- The proposed legislation (1) amends Ordinance Number 171-00 to transfer Margaret S. Hayward playground property, directly adjacent to the existing Combined Emergency Communications Center at 1011 Turk Street, from the Recreation and Park Department to the Department of Emergency Management; (2) restores to the Recreation and Park Department select subsurface real property to the east of the Combined Emergency Communications Center that was previously allocated to Emergency Management; (3) affirms the Planning Department’s determination under the California Environmental Quality Act (CEQA); and (4) finds that the amendment is consistent with the General Plan and the eight priority policies of Planning Code, Section 101.1.

**Key Points**

- The City’s 911 Call Center and Department of Emergency Management offices are located at 1011 Turk Street, which occupies part of the six-acre Margaret S. Hayward Park. Two projects are proposed on the Hayward park site: (1) renovation of Hayward playground and other recreational facilities, beginning in 2018; and (2) future construction of new Emergency Management facilities as a Combined Emergency Communication Center.
- The proposed ordinance transfers 9,813 square feet of park space currently used for tennis courts to Emergency Management to construct the new Combined Emergency Communications Center. Construction of the new Combined Emergency Communications Center is part of the City’s Ten-Year Capital Plan, but requires future voter approval of Earthquake Safety and Emergency Response General Obligation Bonds in 2020.

**Fiscal Impact**

- No appraisal has been conducted to calculate the value of the 9,813 square feet to be transferred from Recreation and Park to Emergency Management. Under the proposed ordinance, Emergency Management would be required to compensate Recreation and Park by either providing (1) a site in the Western Addition to be used by Recreation and Park as tennis courts for 50 years, including sufficient funds to develop the tennis courts, or (2) \$3 million (compounded by 5 percent per year) for Recreation and Park to acquire a site in the Western Addition neighborhood for use as tennis courts.

**Recommendation**

- Because the Board of Supervisors has not yet approved submitting a proposition to voters to authorize the issuance of general obligation bonds to fund development of the new Combined Emergency Call Center, the Budget and Legislative Analyst considers approval of the proposed ordinance to be a policy matter for the Board of Supervisors.

## MANDATE STATEMENT

Administrative Code Section 23.3 requires Board of Supervisors approval for the sale or conveyance of City-owned property.

## BACKGROUND

Margaret S. Hayward Playground is an approximately six-acre park bordered by Golden Gate Avenue, Gough Street, Turk Street, and Laguna Street. The park currently includes a children's playground, two recreation clubhouse buildings leased to the YMCA, a temporary building previously occupied by the Western Addition Computer Technology Center, two sport courts, a multi-use field, two tennis courts, the James P Lang's two softball diamonds, and a field house/bleacher structure. The City's 911 Call Center and Emergency Operations Center (also called the "Combined Emergency Communications Center") operated by the Department of Emergency Management (Emergency Management) at 1011 Turk Street are located within the six-acre park.

The City Charter restricts transfer of Recreation and Park property for other uses without voter approval. However, real property in the Hayward Playground has been set aside by ordinance for the construction and operation of a central fire alarm station since 1914. In July 2000 the Board of supervisors set aside additional real property in the Hayward Playground for Emergency Management to construct and operate a Combined Emergency Communications Center (CECC), which currently acts as the agency's headquarters (Ordinance 171-00). The 2000 ordinance also states that an approximately 14,650 square foot area would eventually transfer to the Recreation and Park Department but that Emergency Management would retain the right to use approximately 11,740 square feet of subsurface space below it.

## DETAILS OF PROPOSED LEGISLATION

The proposed legislation (1) amends Ordinance Number 171-00 to transfer Margaret S. Hayward playground property, directly adjacent to the existing Combined Emergency Communications Center at 1011 Turk Street, from the Recreation and Park Department to the Department of Emergency Management; (2) restores to the Recreation and Park Department select subsurface real property to the east of the Combined Emergency Communications Center that was previously allocated to Emergency Management; (3) affirms the Planning Department's determination under the California Environmental Quality Act (CEQA); and (4) finds that the amendment is consistent with the General Plan and the eight priority policies of Planning Code, Section 101.1.

The proposed legislation addresses a property transfer in support of two proposed projects:

### **Department of Emergency Management Headquarters Expansion**

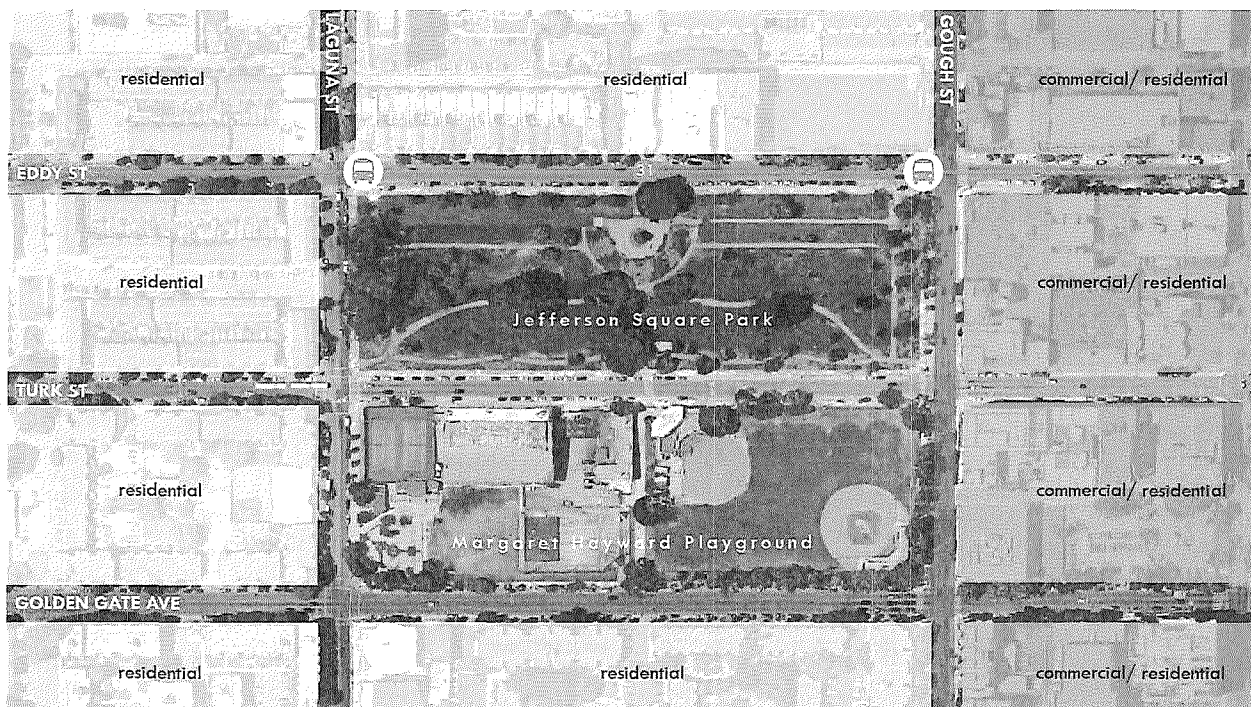
Preliminary planning is underway for a proposed addition to Emergency Management headquarters. Emergency Management considers the current space to be inadequate for the City's monitoring systems, increasing dispatcher staffing levels, and the need for a modified parking solution. The proposed project would construct a two-floor below-grade parking

structure and 12,000 square feet of office space at an estimated cost of \$29 million. The planned source of funds for the expansion is the 2020 Earthquake Safety and Emergency Response General Obligation Bond, subject to future voter approval. This project was included as an enhancement project in the Public Safety service area of the City’s Ten Year Capital Plan.

**Recreation and Park Department Playground Renovation**

The Margaret Hayward Playground is slated for renovation scheduled to begin in the fall of 2018. The playground is a named bond project in the 2012 Clean and Safe Neighborhood Parks Bond. The Margaret Hayward Playground Renovation was designed in coordination with Emergency Management’s plans for their site. The project received Categorical Exemption from CEQA in August of 2017. In February of 2018 the Commission approved proposed design improvements to the Hayward Playground. The contract to renovate the Hayward Playground was competitively bid in June of 2018 and the recommendation for award of construction contract was made to the Commission on September 20, 2018. The contract assumes the property in question is transferred.

**Figure 1. Site Map**



The proposed modification to the property will:

- a) restore to the Recreation and Park Department portions of the subsurface area that Emergency Management no longer needs while allowing the Combined Emergency Communications Center to maintain a security perimeter, and



- b) transfer property currently occupied by two tennis courts adjacent to and west of the Combined Emergency Communications Center from the Recreation and Park Department to Emergency Management.

In July of 2017 the Recreation and Park Commission recommended that the Board of Supervisors adopt an ordinance setting aside real property in Hayward Playground for an expansion of the Department of Emergency Management's Combined Emergency Communications Center. The proposed ordinance accounts for two phases of modifications:

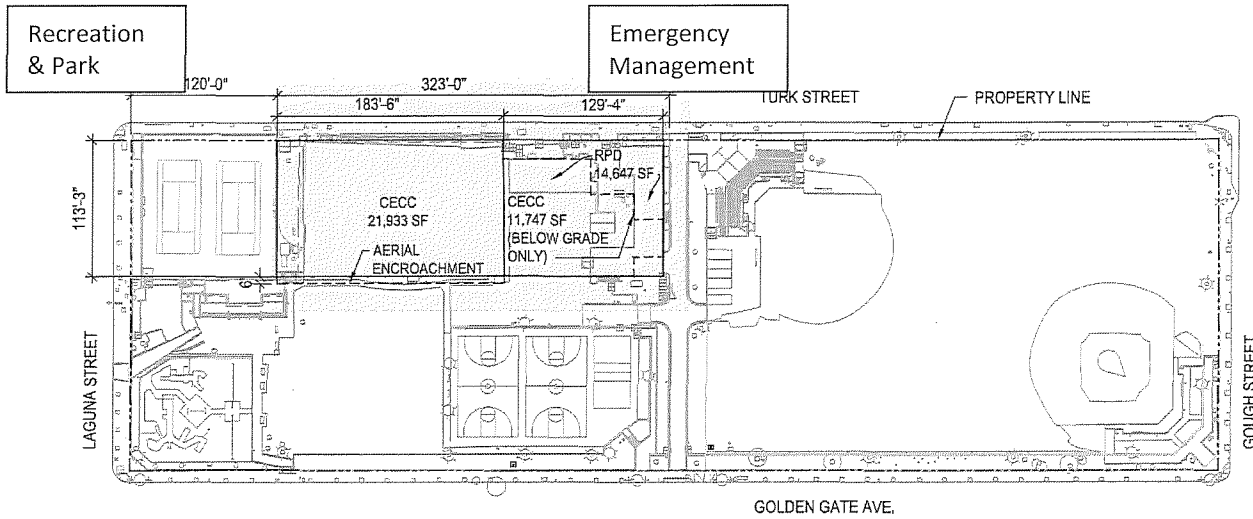
**Phase I** modifies the lot line for the renovation of Margaret S. Hayward Playground and accommodates Emergency Management's need for a security buffer not originally required when their building was constructed. With phase I, all necessary lot line modifications for both the playground renovation and the planned Emergency Management expansion are in place.

**Phase II** anticipates the conditional allocation of the site occupied by the tennis courts to Emergency Management in order to accommodate Emergency Management's proposed expansion. As noted above, the Emergency Management expansion project is considered an "enhancement project" in the City's Ten Year Capital Plan, but is dependent on financing to be secured through the Earthquake Safety and Emergency Response General Obligation Bond, which must be placed on the ballot and approved by voters.

The proposed transfer of real property is subject to the City making a finding by resolution adopted no later than June 30, 2028 that the following conditions of transfer were satisfied by December 31, 2027:

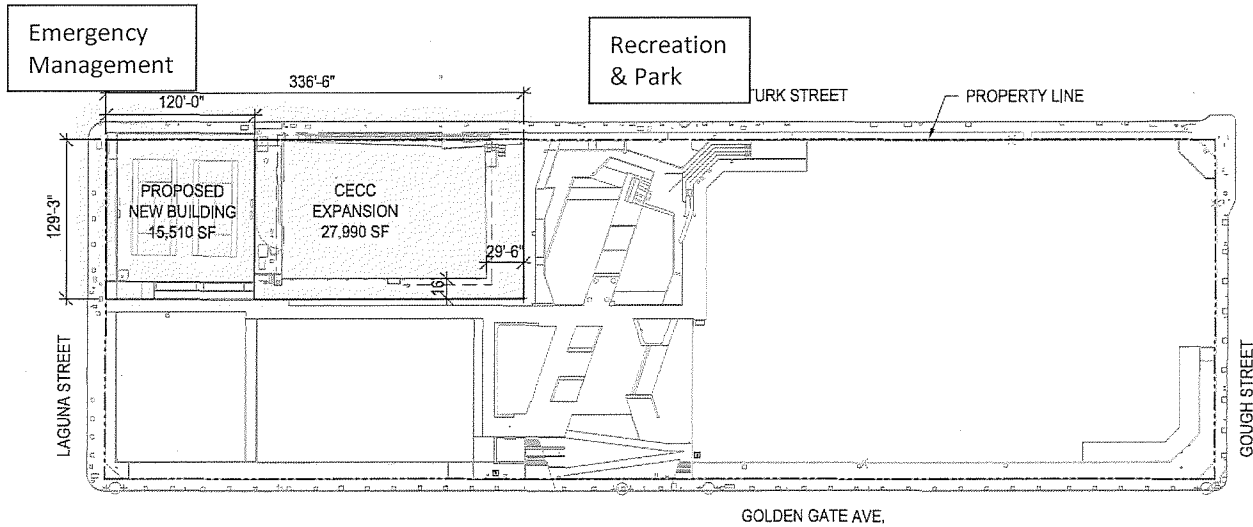
1. Emergency Management has secured sufficient funding to pay for the planning, design, and construction of the proposed new building; and
2. Emergency Management will provide the Recreation and Park Department with either of the following as replacement for the two tennis courts: a) a department-approved site serving the Western Addition or b) in-lieu contribution of \$3 million.

**Figure 2. Current Allocation of Hayward Park Property to Emergency Management and Recreation and Park**



Existing Ordinance No.171-00 Adopted July 7,2000

**Figure 3. Proposed Transfer of Hayward Park Property between Emergency Management and Recreation and Park**



Proposed September 10,2018

**Figure 4. Proposed Property Transfer in Square Feet**

	Total change to Emergency Management (sq. ft.)	Total change to Recreation and Park (sq. ft.)
Difference from existing (phase 1)	(5,697)	5,697
Conditional transfer (phase 2)	15,510	(15,510)
<b>Net total</b>	<b>9,813</b>	<b>(9,813)</b>

**FISCAL IMPACT**

Under the proposed transfer of property, the Recreation and Park Department would give up 9,813 square feet and Emergency Management would gain 9,813 square feet. According to Ms. Sarah Madland, Director of Policy and Public Affairs for the Recreation and Park Department, no appraisal has been conducted so the value of the 9,813 to be transferred from Recreation and Park to Emergency Management has not been calculated.

Under the proposed ordinance, Emergency Management would be required to compensate Recreation and Park for transferring the property currently used by two Recreation and Park Department tennis courts by either providing (1) a site in the Western Addition to be used by Recreation and Park as tennis courts for 50 years, including sufficient funds to develop the tennis courts, or (2) \$3 million (compounded by 5 percent per year) for Recreation and Park to acquire a site in the Western Addition neighborhood for use as tennis courts.

**POLICY CONSIDERATION**

The proposed ordinance states that:

“It is the policy of the Board of Supervisors that no property substantially beyond the footprints described above be set aside within the Hayward Playground for emergency center uses and urges the City Administrator not to consider additional land within the Hayward Playground for such uses, except for boundary adjustments or other reservations of subsurface or below-grade space that may be necessary for the design, construction, or operation of the Combined Emergency Call Center and/or proposed new building, and that do not significantly interfere with the recreational purposes of the surrounding lands.”

As noted above, the proposed ordinance would transfer 9,813 square feet of Recreation and Park Department property to Emergency Management for construction of a new Combined Emergency Communications Center. Construction of the new Combined Emergency Communications Center is in the City’s Ten Year Capital Plan to be funded by the issuance of Earthquake Safety and Emergency Response General Obligation Bonds in 2020, subject to future Board of Supervisors and voter approval. Because the Board of Supervisors has not yet approved submitting a proposition to voters to authorize the issuance of general obligation bonds to fund development of the new Combined Emergency Call Center, the Budget and Legislative Analyst considers approval of the proposed ordinance to be a policy matter for the Board of Supervisors.

**RECOMMENDATION**

Approval of the proposed resolution is a policy matter for the Board of Supervisors.

<p><b>Item 4</b> <b>File 18-0886</b></p>	<p><b>Department:</b> Emergency Management Recreation and Park</p>
--	--

**EXECUTIVE SUMMARY**

**Legislative Objectives**

- The proposed legislation (1) amends Ordinance Number 171-00 to transfer Margaret S. Hayward playground property, directly adjacent to the existing Combined Emergency Communications Center at 1011 Turk Street, from the Recreation and Park Department to the Department of Emergency Management; (2) restores to the Recreation and Park Department select subsurface real property to the east of the Combined Emergency Communications Center that was previously allocated to Emergency Management; (3) affirms the Planning Department’s determination under the California Environmental Quality Act (CEQA); and (4) finds that the amendment is consistent with the General Plan and the eight priority policies of Planning Code, Section 101.1.

**Key Points**

- The City’s 911 Call Center and Department of Emergency Management offices are located at 1011 Turk Street, which occupies part of the six-acre Margaret S. Hayward Park. Two projects are proposed on the Hayward park site: (1) renovation of Hayward playground and other recreational facilities, beginning in 2018; and (2) future construction of new Emergency Management facilities as a Combined Emergency Communication Center.
- The proposed ordinance transfers 9,813 square feet of park space currently used for tennis courts to Emergency Management to construct the new Combined Emergency Communications Center. Construction of the new Combined Emergency Communications Center is part of the City’s Ten-Year Capital Plan, but requires future voter approval of Earthquake Safety and Emergency Response General Obligation Bonds in 2020.

**Fiscal Impact**

- No appraisal has been conducted to calculate the value of the 9,813 square feet to be transferred from Recreation and Park to Emergency Management. Under the proposed ordinance, Emergency Management would be required to compensate Recreation and Park by either providing (1) a site in the Western Addition to be used by Recreation and Park as tennis courts for 50 years, including sufficient funds to develop the tennis courts, or (2) \$3 million (compounded by 5 percent per year) for Recreation and Park to acquire a site in the Western Addition neighborhood for use as tennis courts.

**Recommendation**

- Because the Board of Supervisors has not yet approved submitting a proposition to voters to authorize the issuance of general obligation bonds to fund development of the new Combined Emergency Call Center, the Budget and Legislative Analyst considers approval of the proposed ordinance to be a policy matter for the Board of Supervisors.

**MANDATE STATEMENT**

Administrative Code Section 23.3 requires Board of Supervisors approval for the sale or conveyance of City-owned property.

**BACKGROUND**

Margaret S. Hayward Playground is an approximately six-acre park bordered by Golden Gate Avenue, Gough Street, Turk Street, and Laguna Street. The park currently includes a children's playground, two recreation clubhouse buildings leased to the YMCA, a temporary building previously occupied by the Western Addition Computer Technology Center, two sport courts, a multi-use field, two tennis courts, the James P Lang's two softball diamonds, and a field house/bleacher structure. The City's 911 Call Center and Emergency Operations Center (also called the "Combined Emergency Communications Center") operated by the Department of Emergency Management (Emergency Management) at 1011 Turk Street are located within the six-acre park.

The City Charter restricts transfer of Recreation and Park property for other uses without voter approval. However, real property in the Hayward Playground has been set aside by ordinance for the construction and operation of a central fire alarm station since 1914. In July 2000 the Board of supervisors set aside additional real property in the Hayward Playground for Emergency Management to construct and operate a Combined Emergency Communications Center (CECC), which currently acts as the agency's headquarters (Ordinance 171-00). The 2000 ordinance also states that an approximately 14,650 square foot area would eventually transfer to the Recreation and Park Department but that Emergency Management would retain the right to use approximately 11,740 square feet of subsurface space below it.

**DETAILS OF PROPOSED LEGISLATION**

The proposed legislation (1) amends Ordinance Number 171-00 to transfer Margaret S. Hayward playground property, directly adjacent to the existing Combined Emergency Communications Center at 1011 Turk Street, from the Recreation and Park Department to the Department of Emergency Management; (2) restores to the Recreation and Park Department select subsurface real property to the east of the Combined Emergency Communications Center that was previously allocated to Emergency Management; (3) affirms the Planning Department's determination under the California Environmental Quality Act (CEQA); and (4) finds that the amendment is consistent with the General Plan and the eight priority policies of Planning Code, Section 101.1.

The proposed legislation addresses a property transfer in support of two proposed projects:

**Department of Emergency Management Headquarters Expansion**

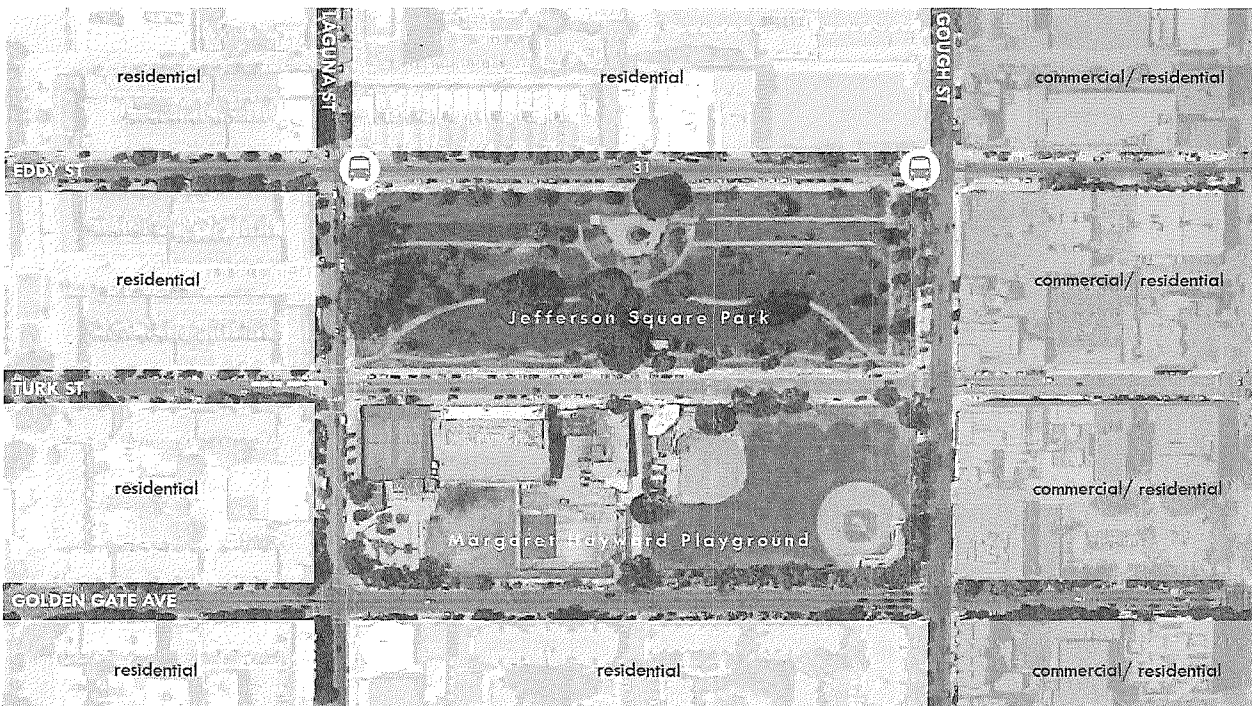
Preliminary planning is underway for a proposed addition to Emergency Management headquarters. Emergency Management considers the current space to be inadequate for the City's monitoring systems, increasing dispatcher staffing levels, and the need for a modified parking solution. The proposed project would construct a two-floor below-grade parking

structure and 12,000 square feet of office space at an estimated cost of \$29 million. The planned source of funds for the expansion is the 2020 Earthquake Safety and Emergency Response General Obligation Bond, subject to future voter approval. This project was included as an enhancement project in the Public Safety service area of the City’s Ten Year Capital Plan.

**Recreation and Park Department Playground Renovation**

The Margaret Hayward Playground is slated for renovation scheduled to begin in the fall of 2018. The playground is a named bond project in the 2012 Clean and Safe Neighborhood Parks Bond. The Margaret Hayward Playground Renovation was designed in coordination with Emergency Management’s plans for their site. The project received Categorical Exemption from CEQA in August of 2017. In February of 2018 the Commission approved proposed design improvements to the Hayward Playground. The contract to renovate the Hayward Playground was competitively bid in June of 2018 and the recommendation for award of construction contract was made to the Commission on September 20, 2018. The contract assumes the property in question is transferred.

**Figure 1. Site Map**



The proposed modification to the property will:

- a) restore to the Recreation and Park Department portions of the subsurface area that Emergency Management no longer needs while allowing the Combined Emergency Communications Center to maintain a security perimeter, and

- b) transfer property currently occupied by two tennis courts adjacent to and west of the Combined Emergency Communications Center from the Recreation and Park Department to Emergency Management.

In July of 2017 the Recreation and Park Commission recommended that the Board of Supervisors adopt an ordinance setting aside real property in Hayward Playground for an expansion of the Department of Emergency Management's Combined Emergency Communications Center. The proposed ordinance accounts for two phases of modifications:

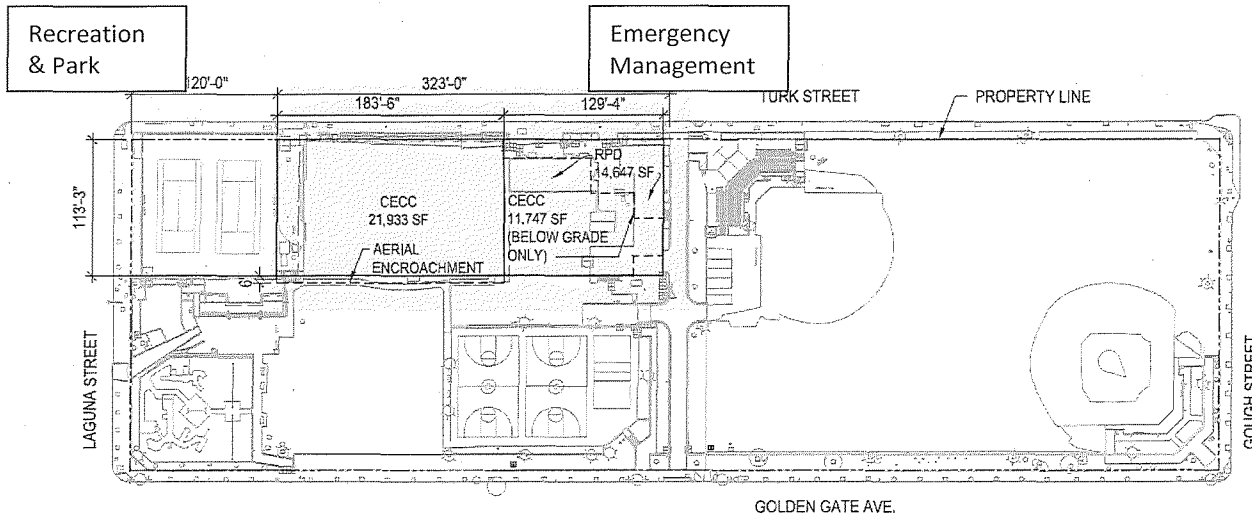
**Phase I** modifies the lot line for the renovation of Margaret S. Hayward Playground and accommodates Emergency Management's need for a security buffer not originally required when their building was constructed. With phase I, all necessary lot line modifications for both the playground renovation and the planned Emergency Management expansion are in place.

**Phase II** anticipates the conditional allocation of the site occupied by the tennis courts to Emergency Management in order to accommodate Emergency Management's proposed expansion. As noted above, the Emergency Management expansion project is considered an "enhancement project" in the City's Ten Year Capital Plan, but is dependent on financing to be secured through the Earthquake Safety and Emergency Response General Obligation Bond, which must be placed on the ballot and approved by voters.

The proposed transfer of real property is subject to the City making a finding by resolution adopted no later than June 30, 2028 that the following conditions of transfer were satisfied by December 31, 2027:

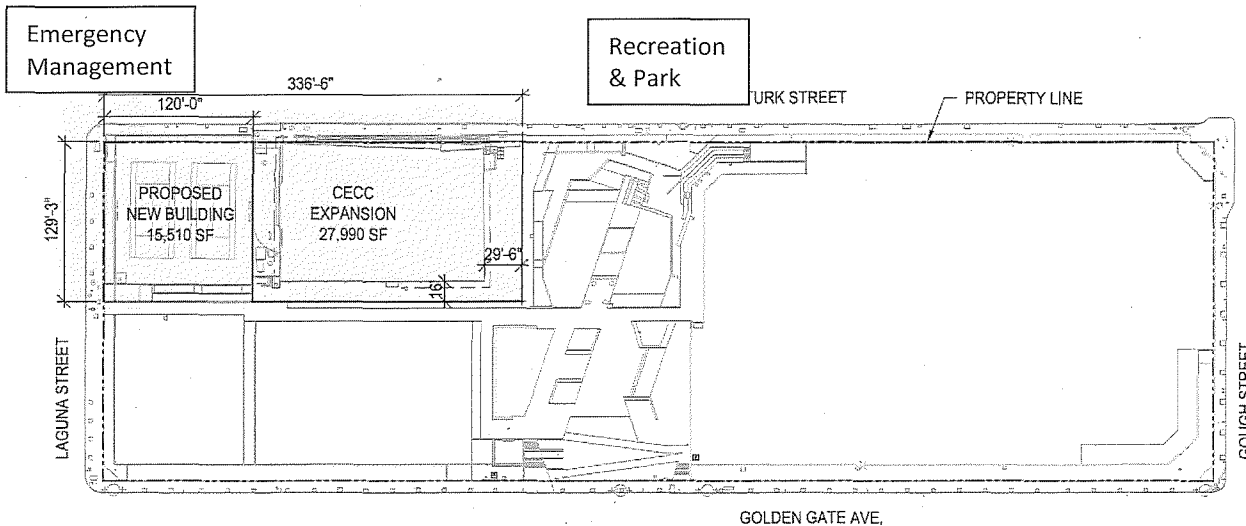
1. Emergency Management has secured sufficient funding to pay for the planning, design, and construction of the proposed new building; and
2. Emergency Management will provide the Recreation and Park Department with either of the following as replacement for the two tennis courts: a) a department-approved site serving the Western Addition or b) in-lieu contribution of \$3 million.

**Figure 2. Current Allocation of Hayward Park Property to Emergency Management and Recreation and Park**



Existing Ordinance No.171-00 Adopted July 7,2000

**Figure 3. Proposed Transfer of Hayward Park Property between Emergency Management and Recreation and Park**



Proposed September 10,2018

**Figure 4. Proposed Property Transfer in Square Feet**

	Total change to Emergency Management (sq. ft.)	Total change to Recreation and Park (sq. ft.)
Difference from existing (phase 1)	(5,697)	5,697
Conditional transfer (phase 2)	15,510	(15,510)
<b>Net total</b>	<b>9,813</b>	<b>(9,813)</b>



**FISCAL IMPACT**

Under the proposed transfer of property, the Recreation and Park Department would give up 9,813 square feet and Emergency Management would gain 9,813 square feet. According to Ms. Sarah Madland, Director of Policy and Public Affairs for the Recreation and Park Department, no appraisal has been conducted so the value of the 9,813 to be transferred from Recreation and Park to Emergency Management has not been calculated.

Under the proposed ordinance, Emergency Management would be required to compensate Recreation and Park for transferring the property currently used by two Recreation and Park Department tennis courts by either providing (1) a site in the Western Addition to be used by Recreation and Park as tennis courts for 50 years, including sufficient funds to develop the tennis courts, or (2) \$3 million (compounded by 5 percent per year) for Recreation and Park to acquire a site in the Western Addition neighborhood for use as tennis courts.

**POLICY CONSIDERATION**

The proposed ordinance states that:

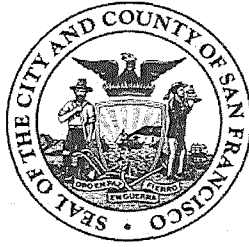
“It is the policy of the Board of Supervisors that no property substantially beyond the footprints described above be set aside within the Hayward Playground for emergency center uses and urges the City Administrator not to consider additional land within the Hayward Playground for such uses, except for boundary adjustments or other reservations of subsurface or below-grade space that may be necessary for the design, construction, or operation of the Combined Emergency Call Center and/or proposed new building, and that do not significantly interfere with the recreational purposes of the surrounding lands.”

As noted above, the proposed ordinance would transfer 9,813 square feet of Recreation and Park Department property to Emergency Management for construction of a new Combined Emergency Communications Center. Construction of the new Combined Emergency Communications Center is in the City’s Ten Year Capital Plan to be funded by the issuance of Earthquake Safety and Emergency Response General Obligation Bonds in 2020, subject to future Board of Supervisors and voter approval. Because the Board of Supervisors has not yet approved submitting a proposition to voters to authorize the issuance of general obligation bonds to fund development of the new Combined Emergency Call Center, the Budget and Legislative Analyst considers approval of the proposed ordinance to be a policy matter for the Board of Supervisors.

**RECOMMENDATION**

Approval of the proposed resolution is a policy matter for the Board of Supervisors.

BOARD of SUPERVISORS



City Hall  
Dr. Carlton B. Goodlett Place, Room 244  
San Francisco 94102-4689  
Tel. No. 554-5184  
Fax No. 554-5163  
TDD/TTY No. 554-5227

September 26, 2018

File No. 180886

Lisa Gibson  
Environmental Review Officer  
Planning Department  
1650 Mission Street, Ste. 400  
San Francisco, CA 94103

Dear Ms. Gibson:

On September 18, 2018, Recreation and Parks Department submitted the proposed legislation:

**File No. 180886**

**Ordinance amending Ordinance No. 171-00, which set aside certain real property in Margaret S. Hayward Playground for the Department of Emergency Management ("DEM") for the Combined Emergency Communications Center ("CECC") at 1011 Turk Street, to provide DEM additional real property directly adjacent to the existing CECC and to restore to the Recreation and Park Department certain subsurface real property to the east of the CECC that was previously allocated to DEM; setting aside for DEM an additional portion of Hayward Playground west of the CECC that is currently occupied by two tennis courts for a proposed new DEM building, subject to various terms and conditions, as defined herein; affirming the Planning Department's determination under the California Environmental Quality Act; and making findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1.**

This legislation is being transmitted to you for environmental review.

Angela Calvillo, Clerk of the Board

A handwritten signature in cursive script, appearing to read "Erica Major".

By: Erica Major, Assistant Clerk  
Land Use and Transportation Committee

Attachment

c: Joy Navarrete, Environmental Planning  
Laura Lynch, Environmental Planning

Not defined as a project under CEQA Guidelines Sections 15378 and 15060(c)(2) because it does not result in a physical change in the environment.

Joy Navarrete

Digitally signed by Joy Navarrete  
DN: cn=Joy Navarrete, o=Planning,  
ou=Environmental Planning,  
email=joy.navarrete@sf.gov, c=US  
Date: 2018.09.27 15:47:45 -0700



# SAN FRANCISCO PLANNING DEPARTMENT

## General Plan Referral

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

*Date:* May 31, 2018  
*Case No.* Case No. 2015-006744GPR  
**Demolition and Renovation of Margaret Hayward Playground's  
Structures And Amenities**

Reception:  
**415.558.6378**  
Fax:  
**415.558.6409**

*Block/Lot No.:* 0759/001  
*Project Sponsor:* J. Marien Coss  
SF Recreation and Park Department  
501 Stanyan Street  
San Francisco, CA 94102

Planning  
Information:  
**415.558.6377**

*Applicant:* Same as Above

*Staff Contact:* Seung Yen Hong – (415) 575-9026  
*seungyen.hong@sfgov.org*

*Recommendation:* Finding the project, on balance, is **in conformity** with  
the General Plan

*Recommended*  
*By:*   
John Rahaim, Director of Planning

### PROJECT DESCRIPTION

The SF Recreation and Park Department proposes demolishing and renovating Margaret Hayward Playground's structures and amenities, located at 950 Golden Gate Avenue. The Project involves renovating the park's recreation buildings, storage and restrooms; improving park access; and replacing its sports courts, playfields, children's play area, and related amenities. In addition, the project proposes changing the dimensions of the Department of Emergency Management (DEM) property to increase the park land up to approx. 7,733 sq. ft. by expanding the DEM property to the south but reducing it to the east.

The existing park is approximately 265,000 square feet and offers recreation, including indoor recreation space, storage, and related amenities; sports courts; playfields including bleachers with storage and office space; children's play area, several RPD leased properties and a city operations facility owned and operated by the Department of Emergency Management.

The proposed design seeks to activate the park by locating the playground and new building in the center of the park. The proposed renovation will remove the existing maintenance road to

ensure pedestrian safety and increase recreational space. The project will also create new mid-block entrances along both Turk Street and Golden Gate Avenue to provide an inviting entry to the park's new amenities. The existing plant buffer on the sidewalk immediately in front of the park entrance along Turk Street will be removed to provide more space for path of travel. By consolidating existing buildings into one smaller structure, the project would create more open space.

The submittal is for a General Plan Referral to recommend whether the Project is in conformity with the General Plan, pursuant to Section 4.105 of the Charter, and Section 2A.52 and 2A.53 of the Administrative Code.

### ENVIRONMENTAL REVIEW

The project was determined to be categorically exempt under CEQA Guidelines Sections 15301, 15303, and 15304 on August 1, 2017 (Planning Case No. 2015-006744ENV).

### GENERAL PLAN COMPLIANCE AND BASIS FOR RECOMMENDATION

The Project is the demolition and renovation of Margaret Hayward Playground's structures and amenities, including renovating the park's recreation buildings, storage and restrooms; improving park access; and replacing its sports courts, playfields, children's play area, and related amenities. The project also includes changing of the Department of Emergency Management's boundaries. The Project is consistent with the Eight Priority Policies of Planning Code Section 101.1 as described in the body of this letter and is, on balance, **in-conformity** with the following Objectives and Policies of the General Plan:

### RECREATION AND OPEN SPACE ELEMENT

#### ***OBJECTIVE 1: ENSURE A WELL-MAINTAINED, HIGHLY UTILIZED, AND INTEGRATED OPEN SPACE SYSTEM***

##### **POLICY 1.2**

#### **Prioritize renovation in highly-utilized open spaces and recreational facilities and in high needs areas**

Many of the City's open space and recreational facilities support a high intensity of uses. These spaces clearly provide a welcome respite for residents and visitors, but they are often so heavily utilized that more frequent maintenance is necessary to keep up with their heavy usage. The City should perform user studies and collect usage data to assess which of the existing recreation and open spaces are the most highly used so that those spaces may be targeted for renovation and improvement. Renovation of resources also should be prioritized in "high needs areas," defined as areas with high population densities, high concentrations of seniors and

youth, and lower income populations, that are located outside of existing park service areas (see Map 7: High Needs Areas: Priority Acquisition & Renovation Areas of the Recreation and Open Space Element, adopted in 2014).

*The Project would renovate Margaret Hayward Playground that is located in an area of the City that is identified as a "high needs area". By renovating and replacing highly-utilized recreational facilities and providing better park access, the Project would offer more opportunities for existing users and accommodate more park users.*

## URBAN DESIGN ELEMENT

### POLICY 1.10

**Indicate the purposes of streets by adopting and implementing the Better Streets Plan, which identifies a hierarchy of street types and appropriate streetscape elements for each street type.**

### POLICY 4.8

**Provide convenient access to a variety of recreation opportunities.**

*The renovation of Margaret Hayward Playground would relocate its playground and community room to the center of the park to make them more visible from the public streets. In addition, the Project would improve park access by creating more inviting park entries and edge designs. For instance, the project would install a new gate and fence at Turk and Golden Gate entries, and widen the sidewalk at the Turk entry.*

## TRANSPORTATION ELEMENT

### POLICY 23.2

**Widen sidewalks where intensive commercial, recreational, or institutional activity is present, sidewalks are congested, where sidewalks are less than adequately wide to provide appropriate pedestrian amenities, or where residential densities are high.**

All sidewalks should meet or exceed the minimum sidewalk width for the relevant street type as described in the Better Streets Plan. Sidewalks below this width should be widened as opportunities arise to do so, balanced with the needs of other travel modes for the street as described in other sections of this element.

*The project would widen the sidewalk at the Turk entry by removing a short stretch of the Turk Street plant buffer at the base of the new perimeter fence immediately in front of the park entrance.*

## OBJECTIVE 24

**IMPROVE THE AMBIENCE OF THE PEDESTRIAN ENVIRONMENT.**

**POLICY 24.2**

**Maintain and expand the planting of street trees and the infrastructure to support them.**

**POLICY 24.3**

**Install pedestrian-serving street furniture where appropriate.**

*The project will install lighting and enhance landscaping around the park edges to improve the ambience of the pedestrian environment. For instance, the project aims to improve the pedestrian experience at the Gough/Golden Gate corner with appropriate scaled planting and retaining wall detailing.*

**POLICY 28.5**

**Provide bicycle parking at major recreational facilities and at all large sports, cultural, or other heavily attended events.**

*While the locations of bike parking have not yet been determined, the Project will provide bicycle parking both on the sidewalk near park entrances and near the new building within the park, as required by code.*

**PROPOSITION M FINDINGS – PLANNING CODE SECTION 101.1**

Planning Code Section 101.1 establishes Eight Priority Policies and requires review of discretionary approvals and permits for consistency with said policies. The Project is found to be consistent with the Eight Priority Policies as set forth in Planning Code Section 101.1 for the following reasons:

**Eight Priority Policies Findings**

1. That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced.

*The Project is within the existing park open space, and there are no existing retail uses in these blocks. The Project would have no adverse effect on neighborhood serving retail uses or opportunities for employment in or ownership of such businesses.*

2. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhood.

*The Project would have no adverse effect on the City's housing stock or on neighborhood character. The existing housing and neighborhood character will be not be negatively affected*

3. That the City's supply of affordable housing be preserved and enhanced.

*The Project would have no adverse effect on the City's supply of affordable housing.*

4. That commuter traffic not impede MUNI transit service or overburden our streets or neighborhood parking.

*The Project would not result in commuter traffic impeding MUNI's transit service, overburdening the streets or altering current neighborhood parking.*

5. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for residential employment and ownership in these sectors be enhanced.

*The Project would not affect the existing economic base in this area.*

6. That the City achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake.

*The Project would not adversely affect achieving the greatest possible preparedness against injury and loss of life in an earthquake. The entire park site is a designated emergency assembly location. Renovation of the park and building will improve the City's preparedness for an earthquake.*

7. That landmarks and historic buildings be preserved.

*There are no historic buildings or landmarks at the Project site.*

8. That our parks and open space and their access to sunlight and vistas be protected from development.

*The existing buildings would be removed and consolidated into one smaller structure to create more open space, which will reduce shade on the park. Therefore, the Project would have no adverse effect on parks and open space or their access to sunlight and vista.*

<b>RECOMMENDATION:</b>	<b>Finding the Project, on balance, in-conformity with the General Plan</b>
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**Attachments**

- 1: 11/27/2017 Civic Design Review Presentation
- 2: Proposed Boundary of the Department of Emergency Management Property

GENERAL PLAN REFERRAL

CASE NO. 2015-006744GPR  
DEMOLITION AND RENOVATION OF  
MARGARET HAYWARD PLAYGROUND'S STRUCTURES AND AMENITIES

3: Correspondence – 4/20/2018 Meeting Recap

cc: Paul De Freitas and Gabriel Meil, San Francisco Public Works

*\\citypln-InfoVol\InfoDrive\Citywide\General Plan\General Plan Referrals\2015\2015-006744GPR - 950 Golden Gate Avenue\2015-006744GPR - 950 Golden Gate Avenue.docx*



# SAN FRANCISCO RECREATION + PARK DEPARTMENT MARGARET HAYWARD PLAYGROUND

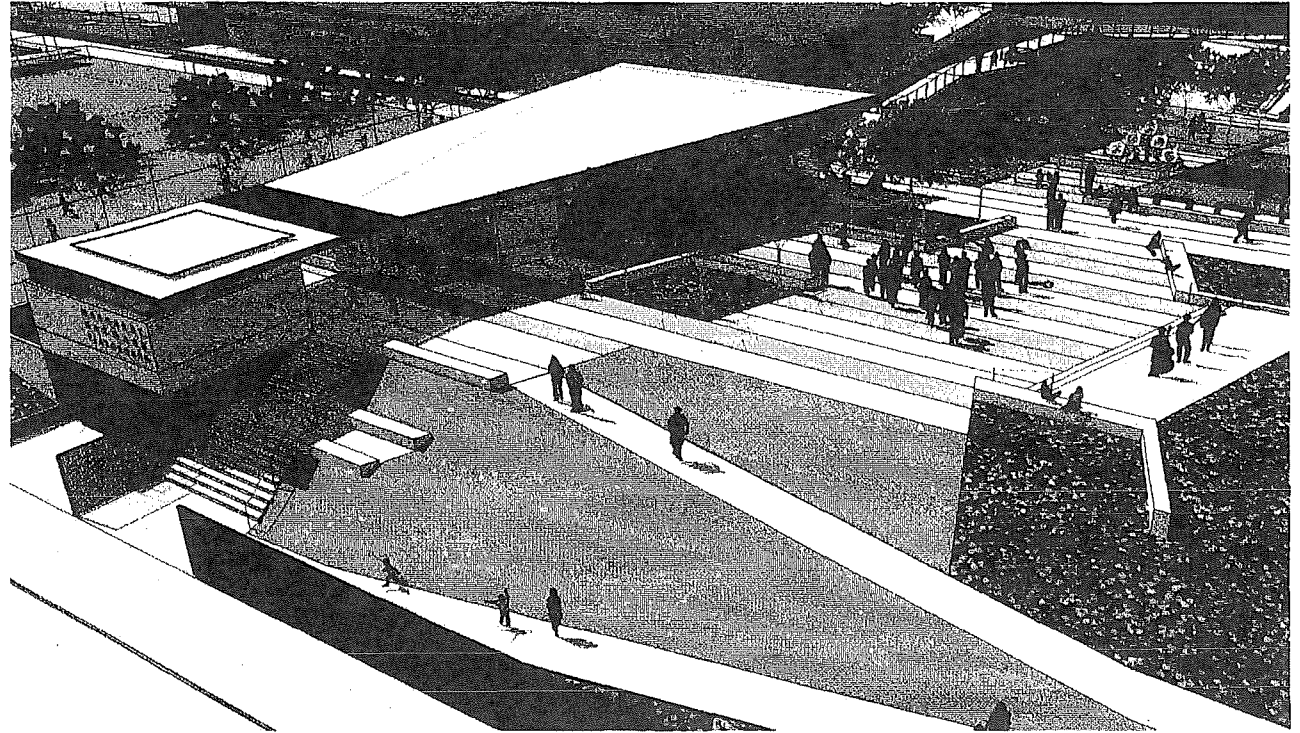
CIVIC DESIGN REVIEW  
Monday, November 27, 2017



**Supervisor**  
London Breed  
*District 5*

**Project Managers**  
Marien Coss  
*Recreation and Park Department*

**Design Team**  
Lizzy Hirsch, Landscape Architect  
Paul De Freitas, Architect  
Gabriel Meil, Design Associate  
Lauren McClure, Design Associate  
Eoanna Harrison, Design Associate  
Mayton Xu, Intern  
*San Francisco Public Works*



Building Design & Construction

## COMMUNITY OUTREACH

- Monthly and bi-monthly meetings with key neighborhood stakeholders
- 4 public meetings to develop conceptual design direction  
(January 2016 - April 2017)

## CIVIC DESIGN REVIEWS

- Informational July 19, 2016
- Informal August 15, 2016
- Informal January 23, 2017
- Phase 1 July 17, 2017

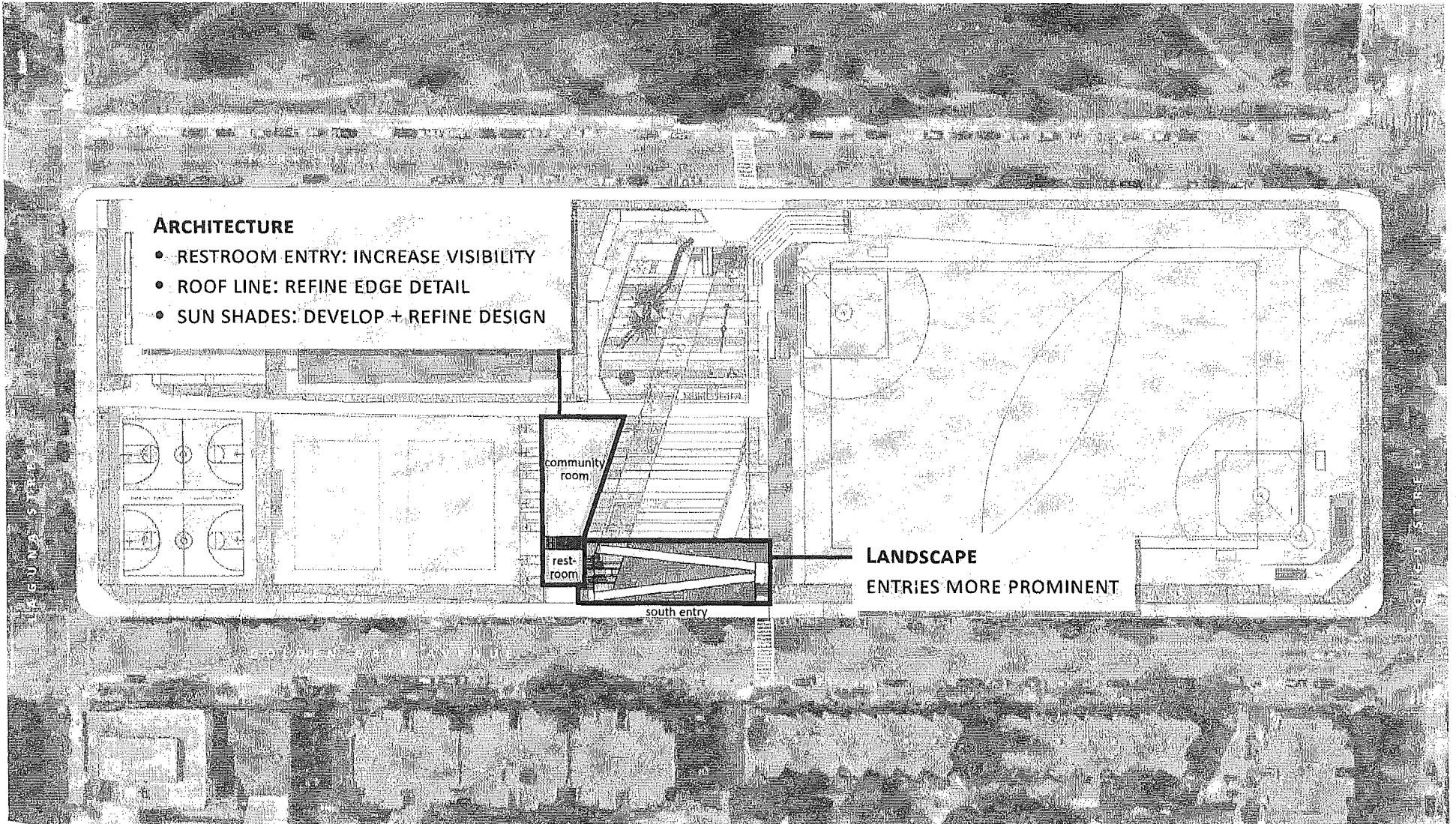


# PART I

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## CDR Feedback from Phase I



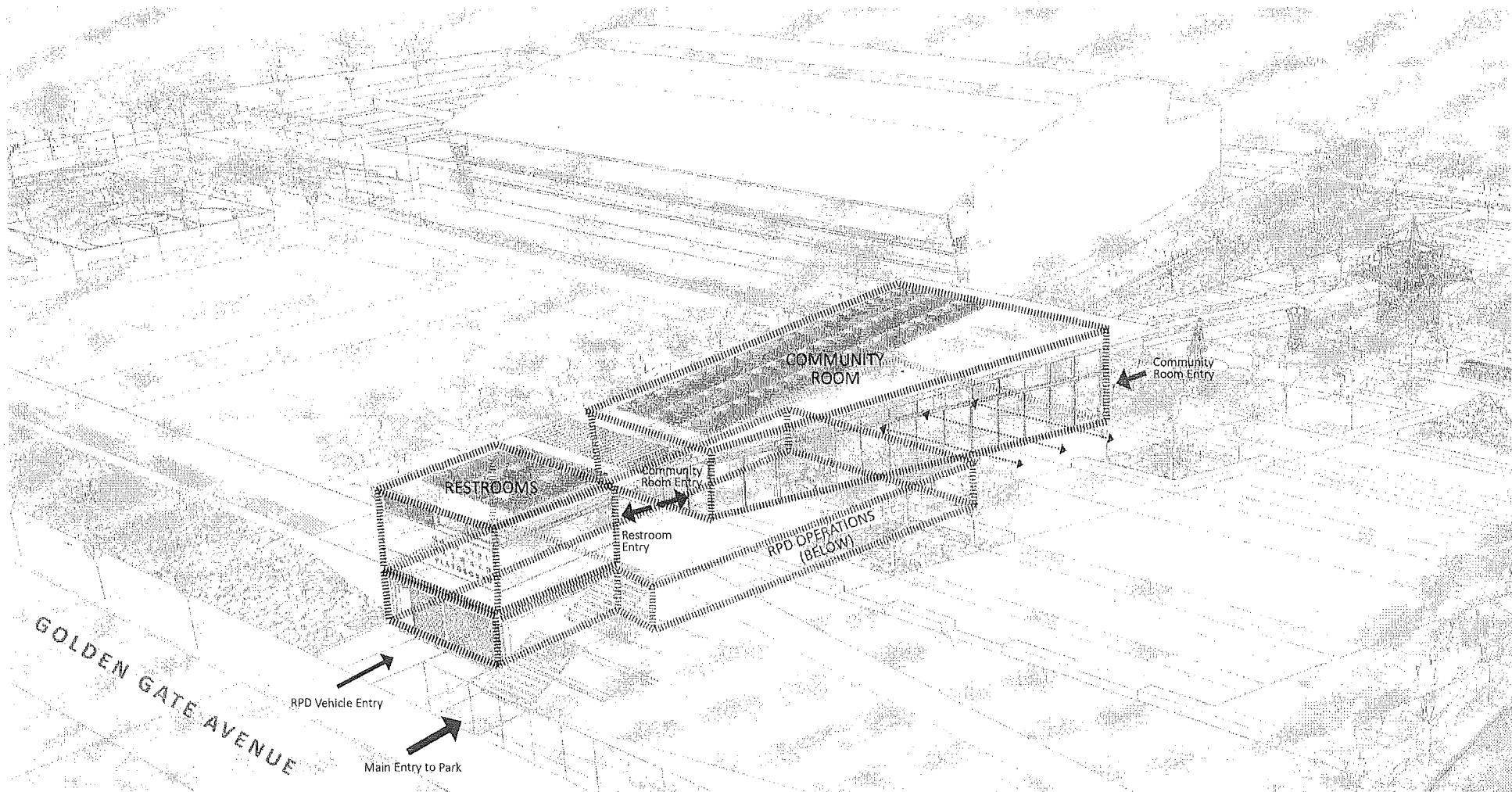


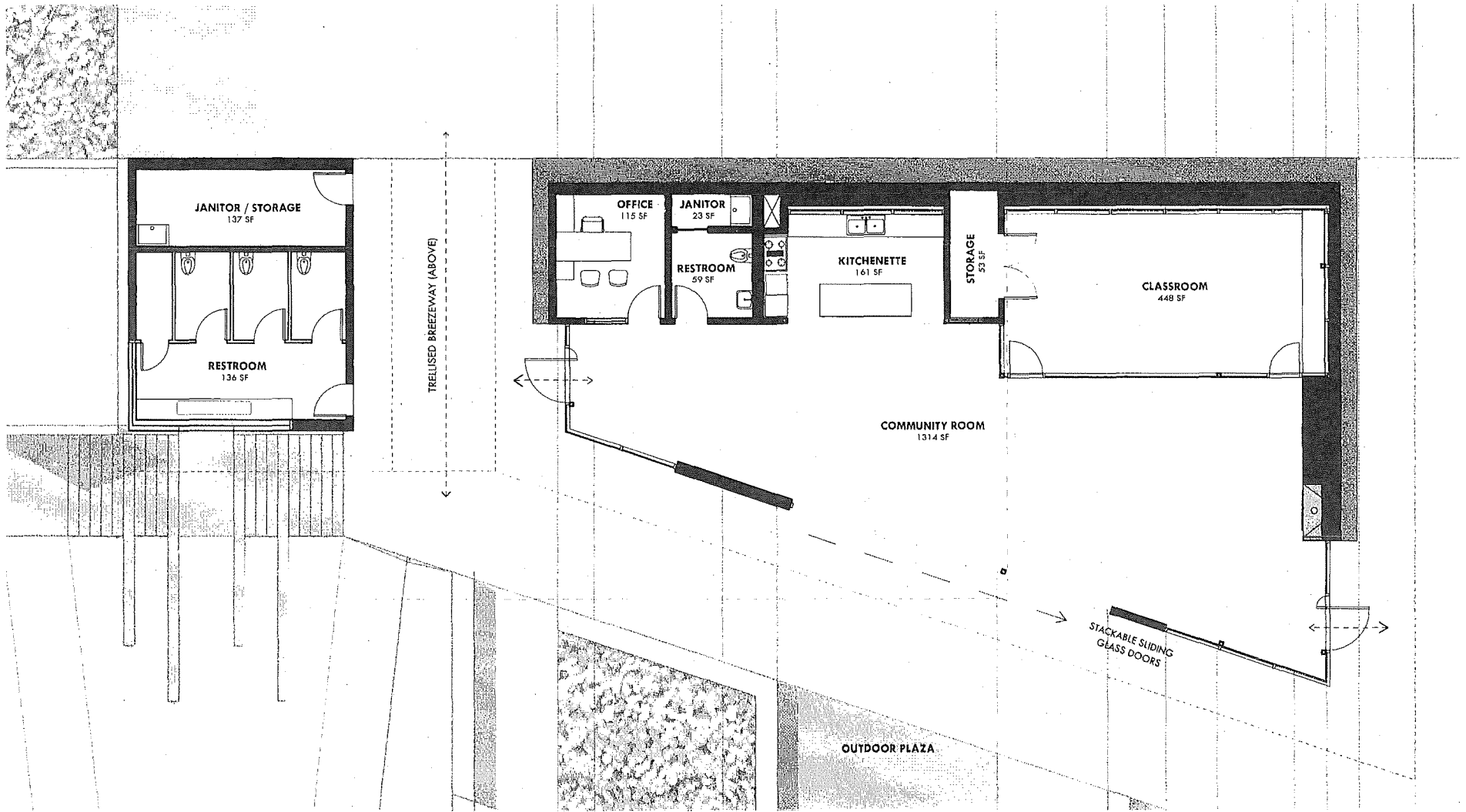
# PART II

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## Design Update





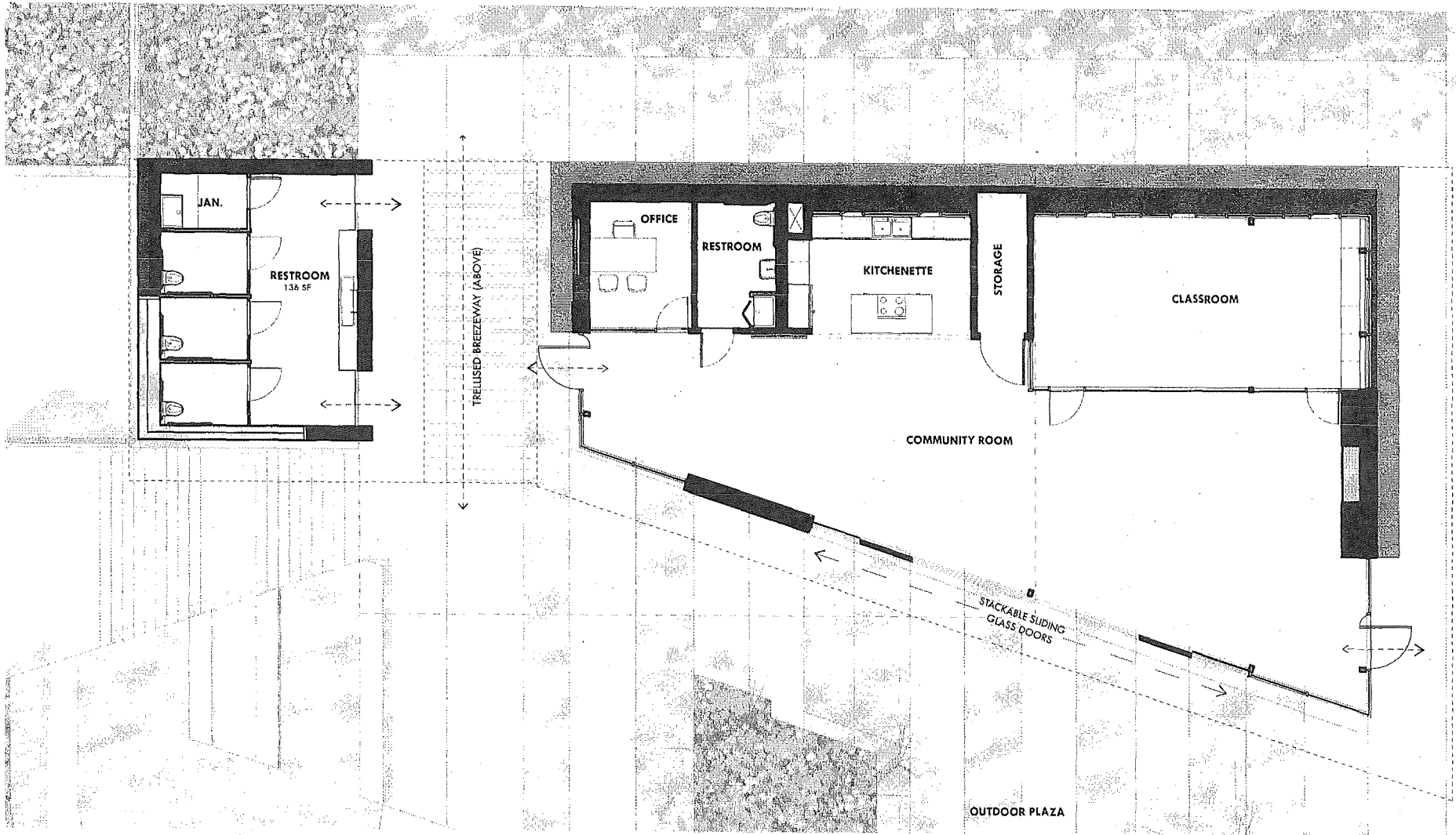


**SAN FRANCISCO  
PUBLIC  
WORKS**

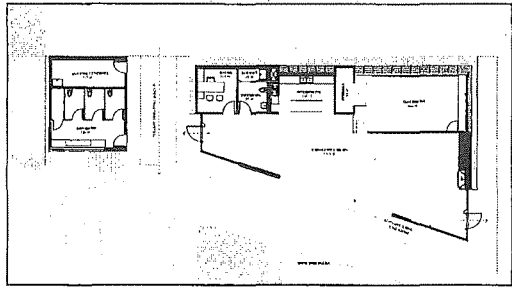
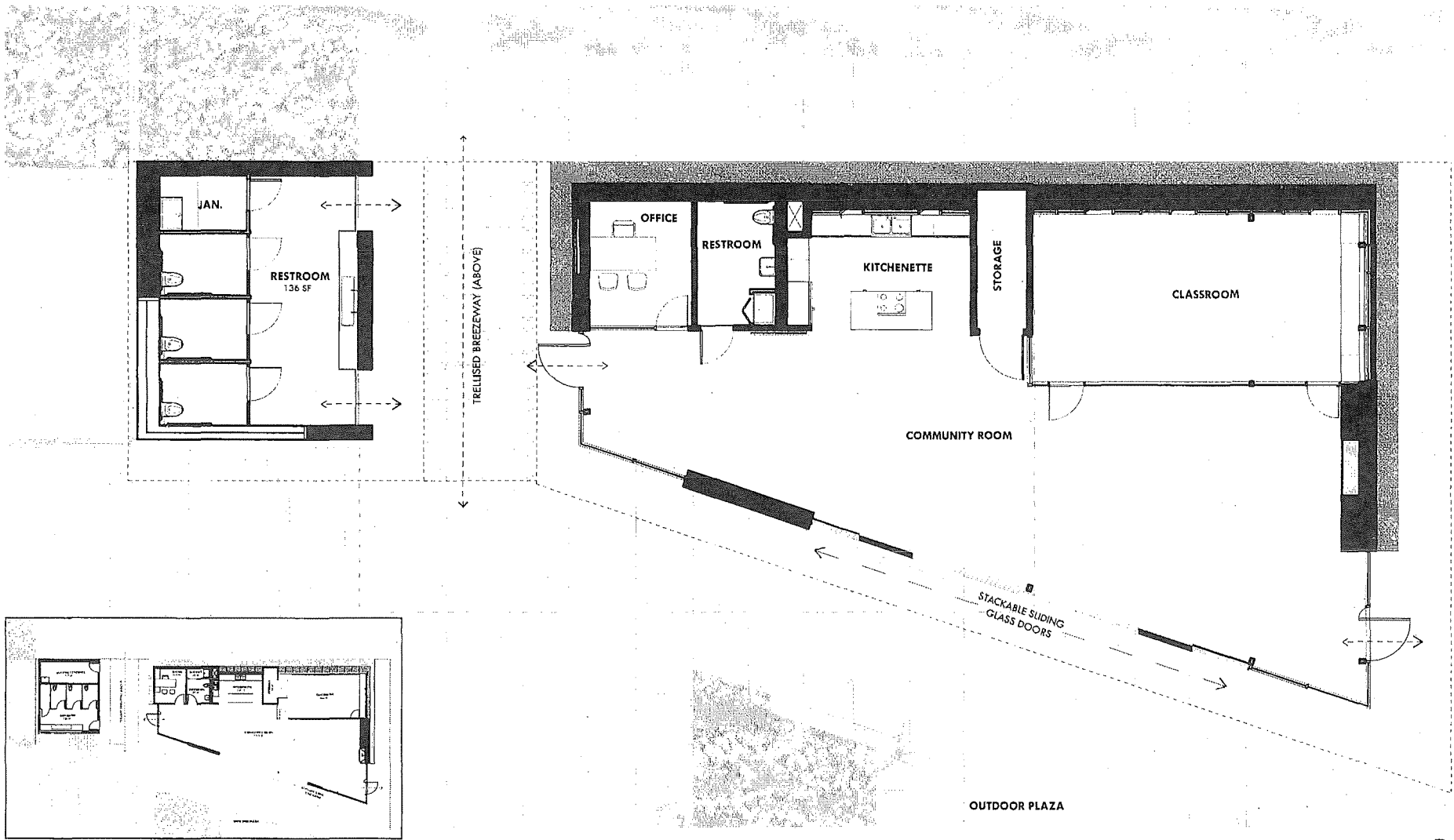
Building Design & Construction

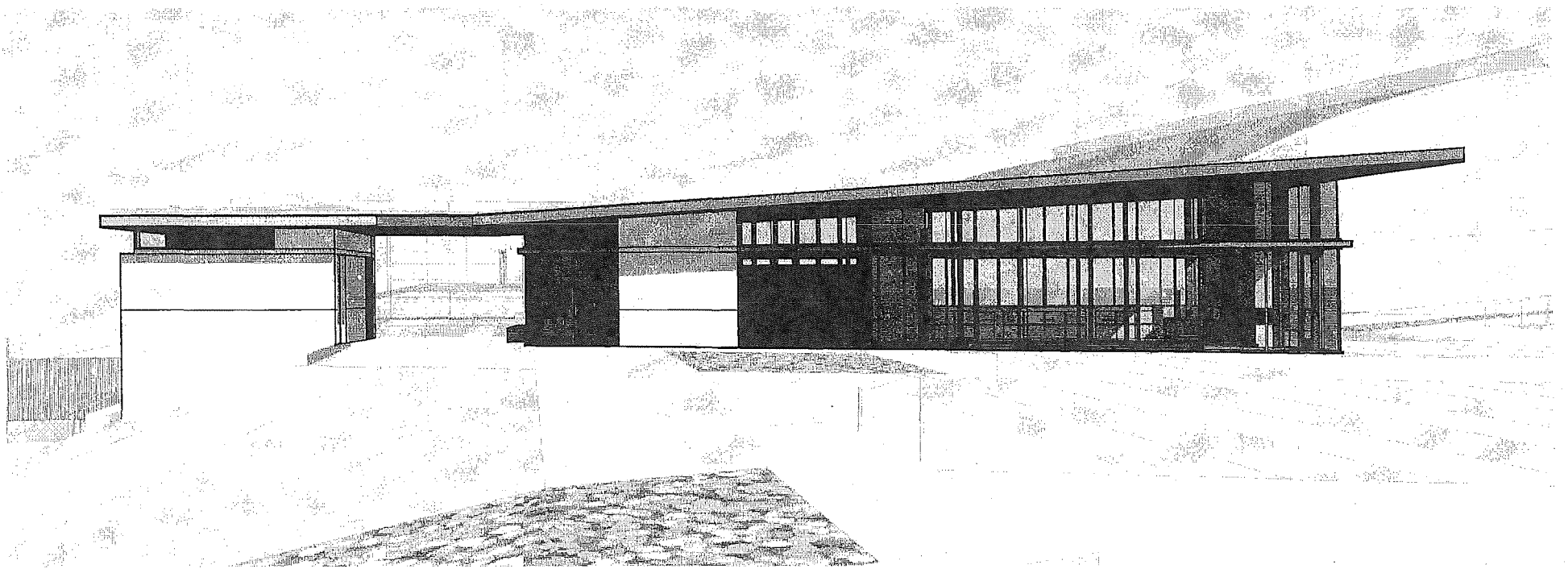
## Ground Floor Plan: Phase 1

Margaret Hayward Playground | Civic Design Review | 11.27.2017







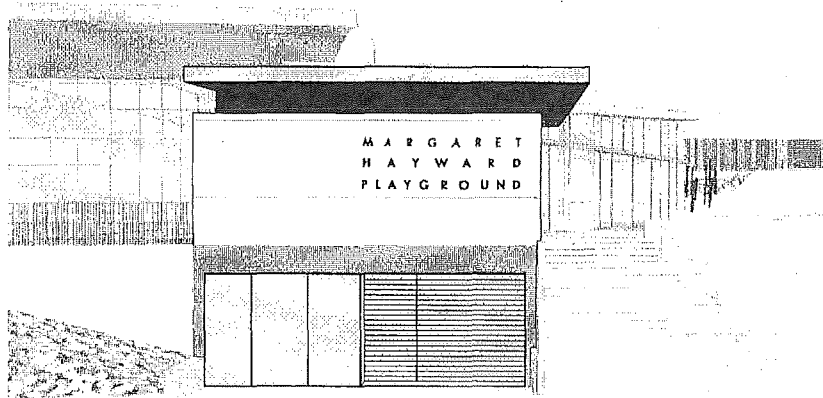


**SAN FRANCISCO  
PUBLIC  
WORKS**

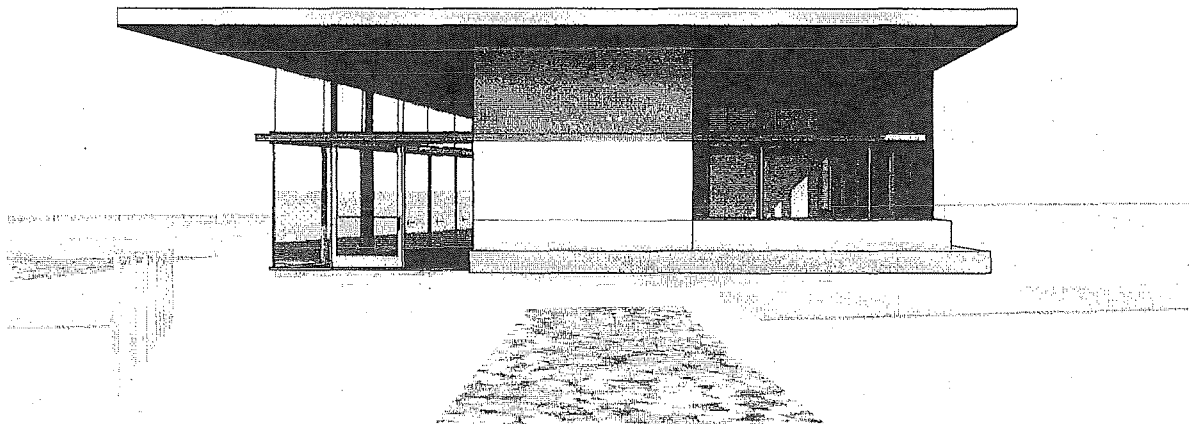
Building Design & Construction

**East Elevation**

Margaret Hayward Playground | Civic Design Review | 11.27.2017



SOUTH ELEVATION (FROM GOLDEN GATE AVENUE)



NORTH ELEVATION (FROM PLAYGROUND)

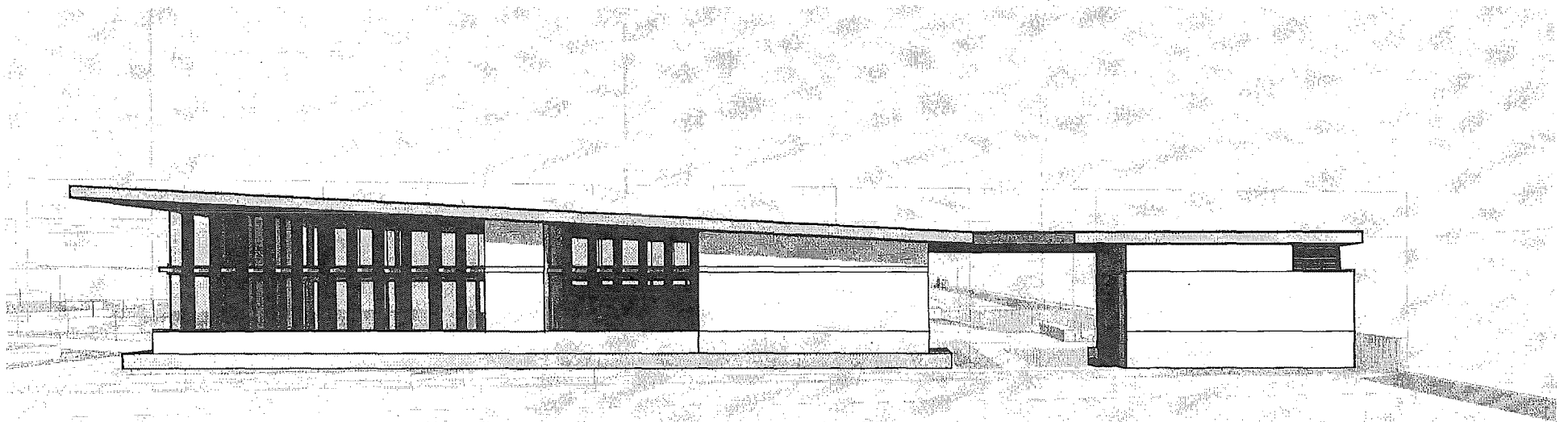


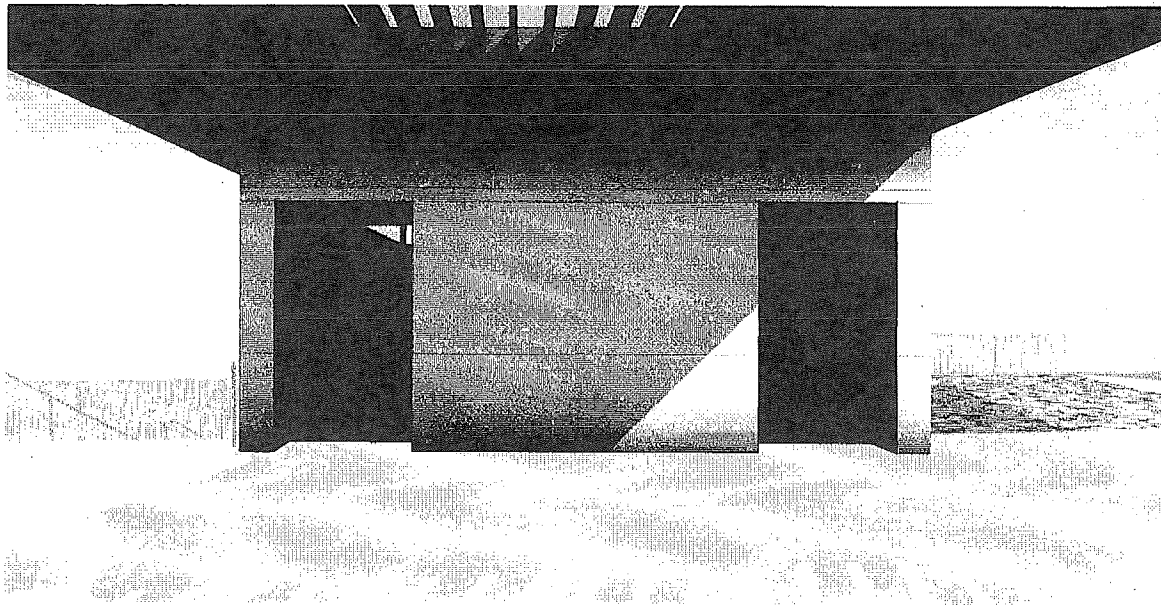
SAN FRANCISCO  
**PUBLIC  
WORKS**

Building Design & Construction

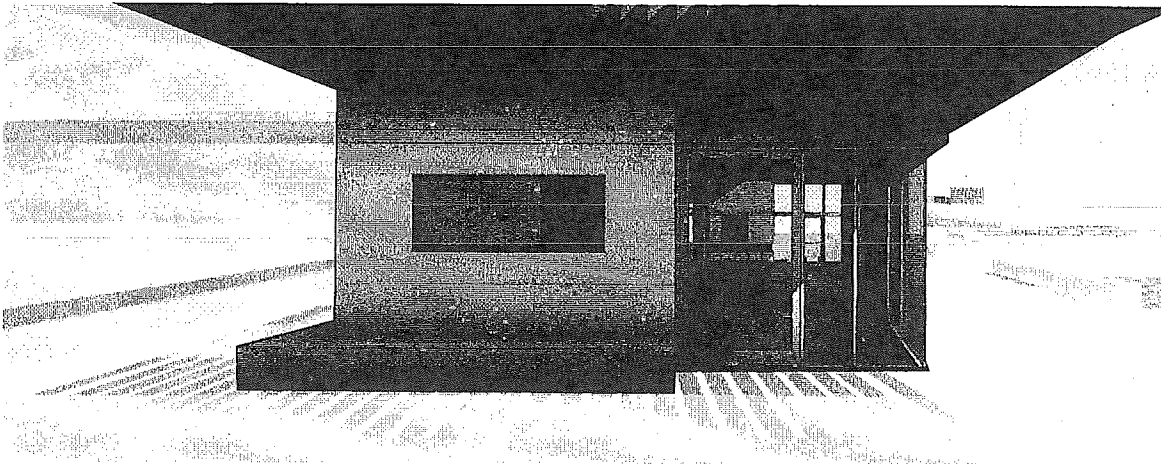
## South & North Elevation

Margaret Hayward Playground | Civic Design Review | 11.27.2017





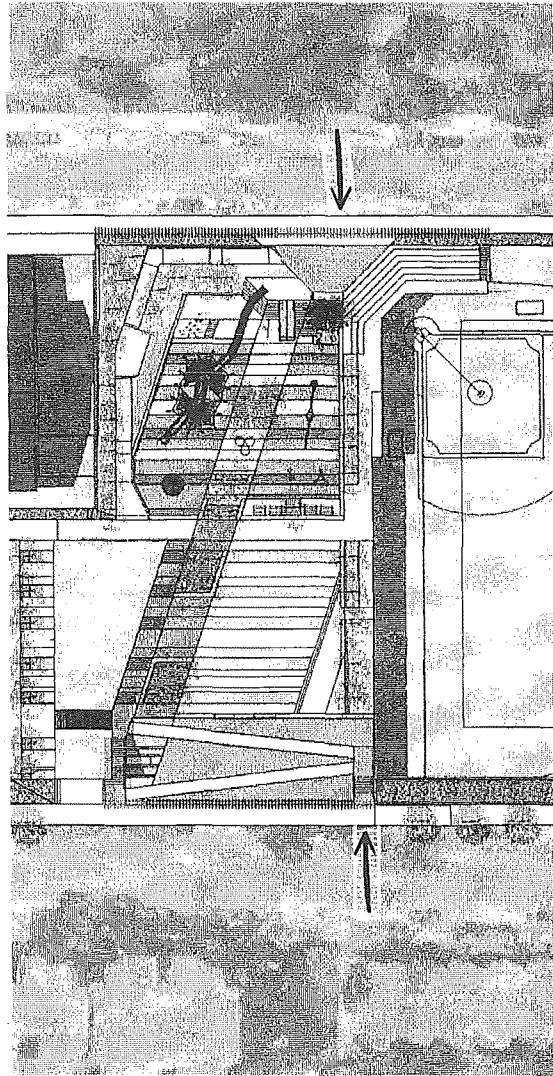
RESTROOM ELEVATION (FROM ENTRY)



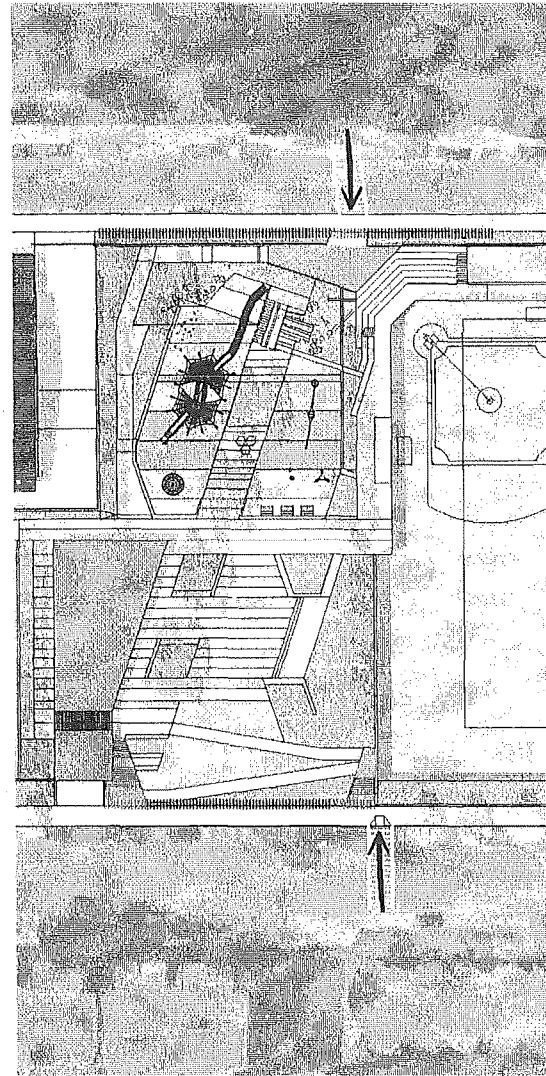
ENTRY ELEVATION (FROM RESTROOM)



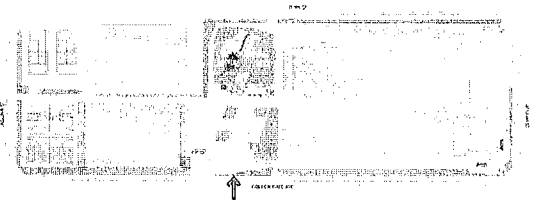
||||| FIXED/SEMI-FIXED PANELS  
||||| ENTRANCE PANELS



CDR PHASE 1



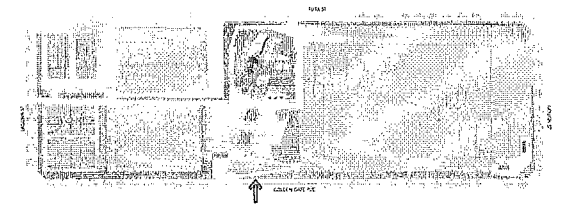
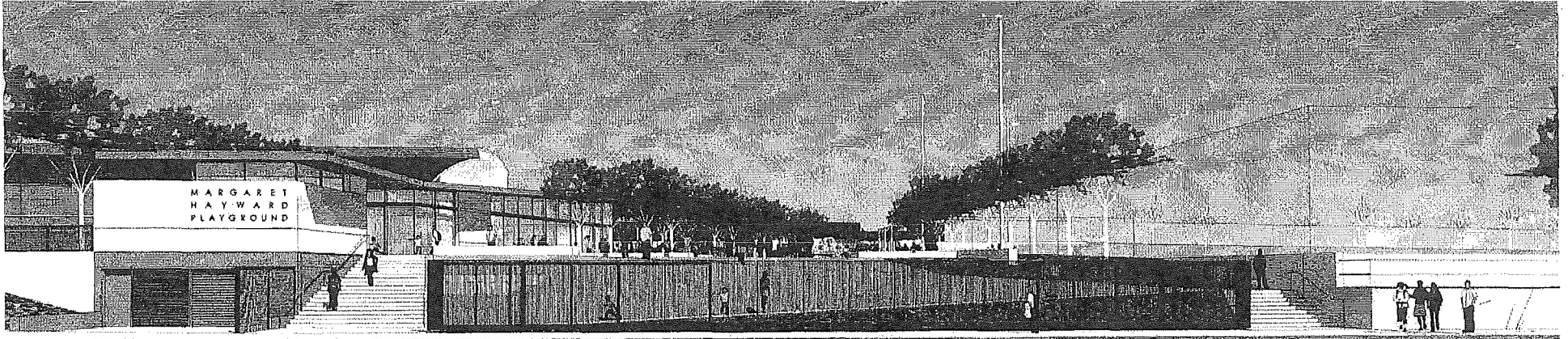
CDR PHASE 2



Building Design & Construction

## Golden Gate Ave Entrance Fencing: Phase 1

Margaret Hayward Playground | Civic Design Review | 11.27.2017



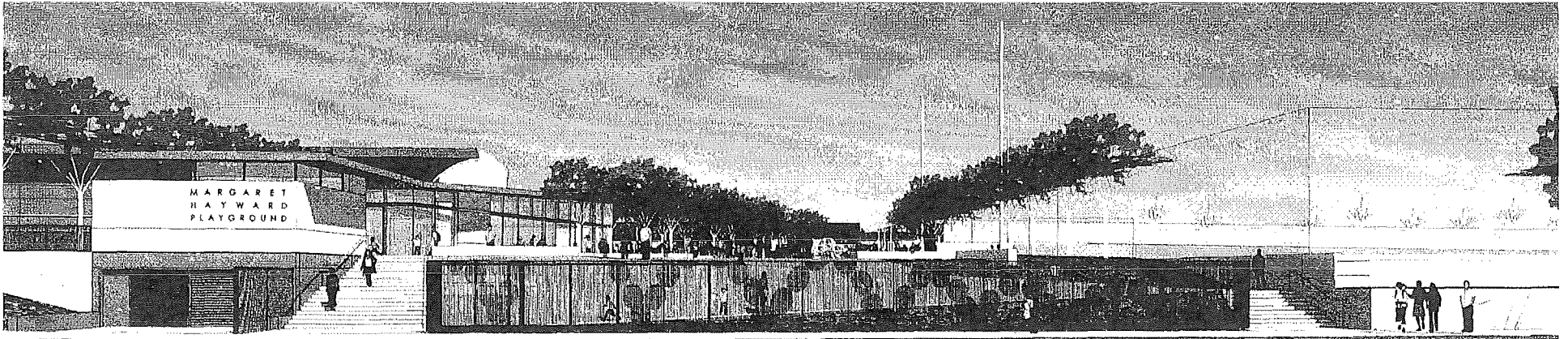
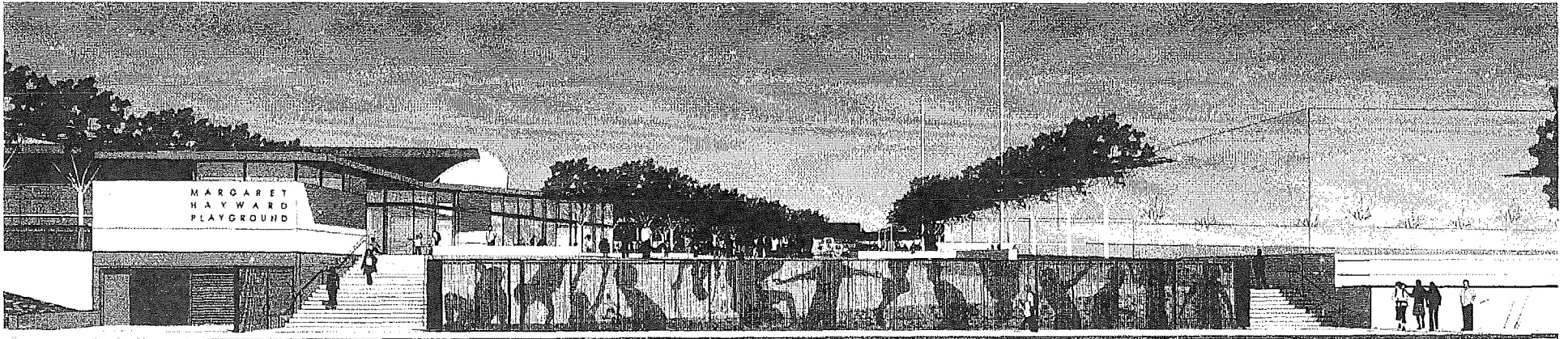
SAN FRANCISCO  
**PUBLIC  
WORKS**

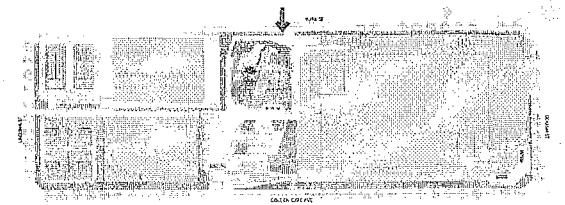
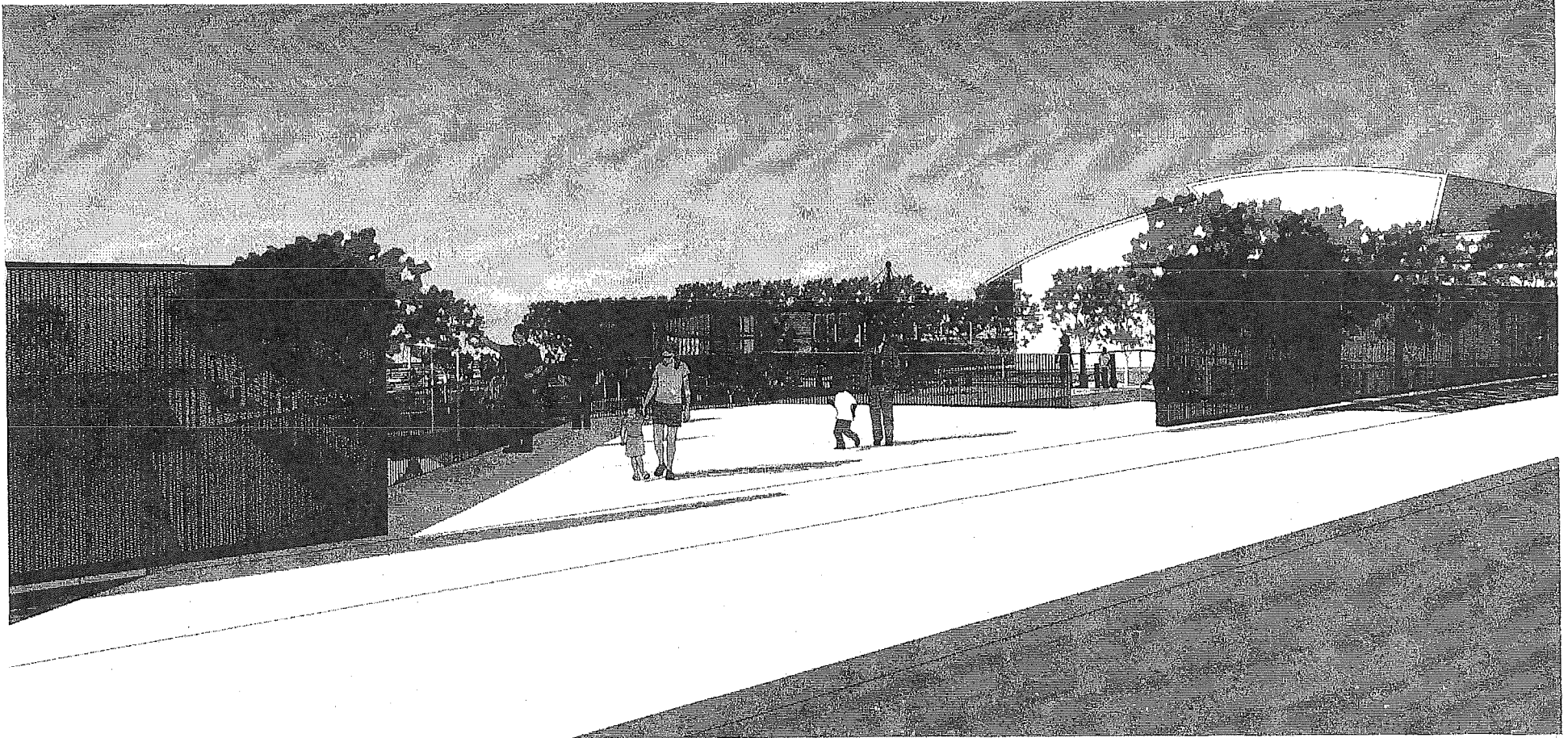
Building Design & Construction

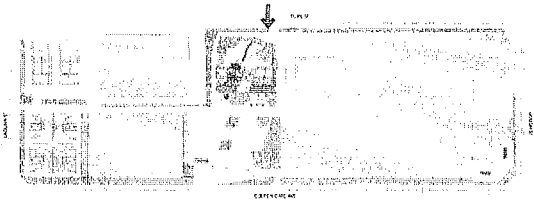
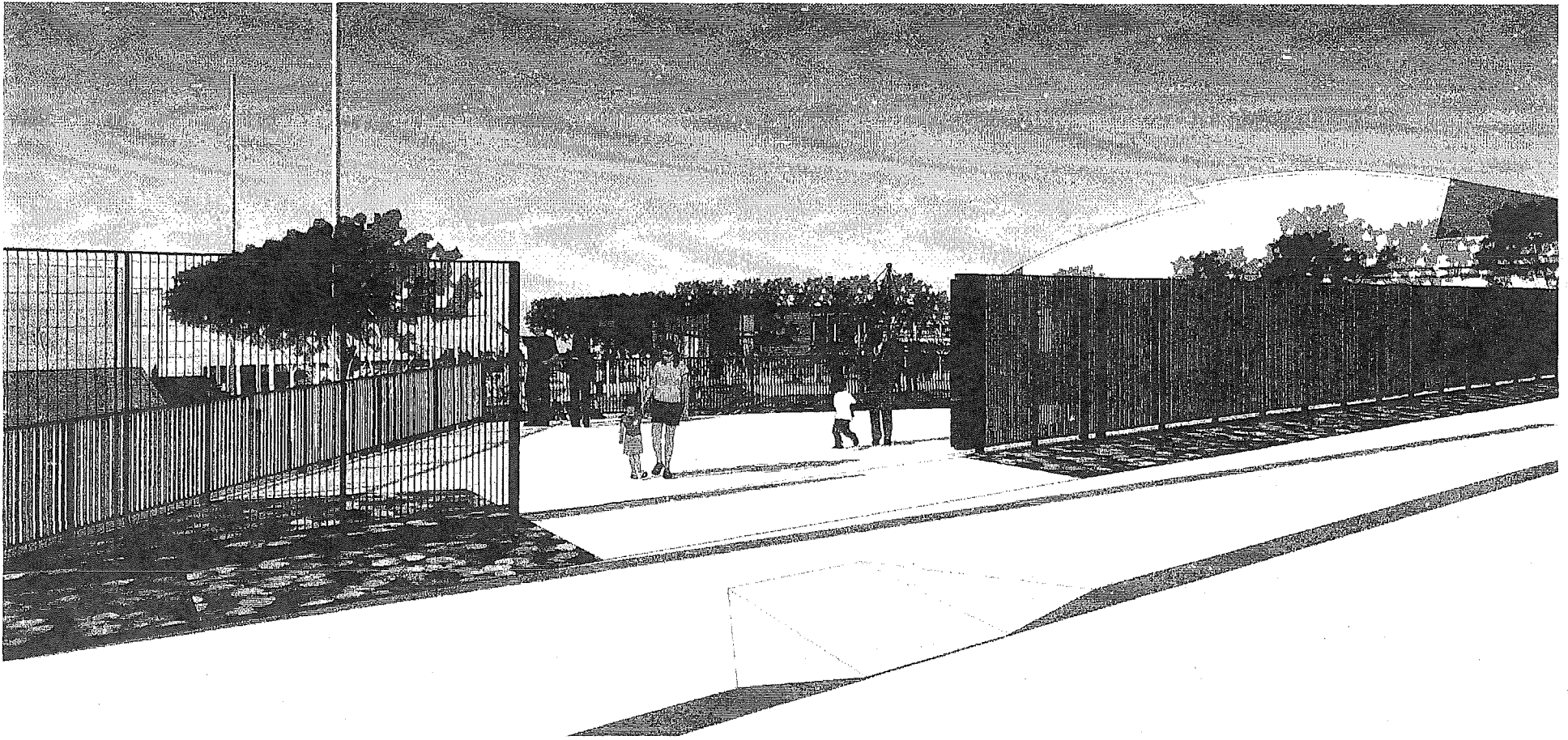
## Golden Gate Ave Entrance Fencing: Phase 2

Margaret Hayward Playground | Civic Design Review | 11.27.2017





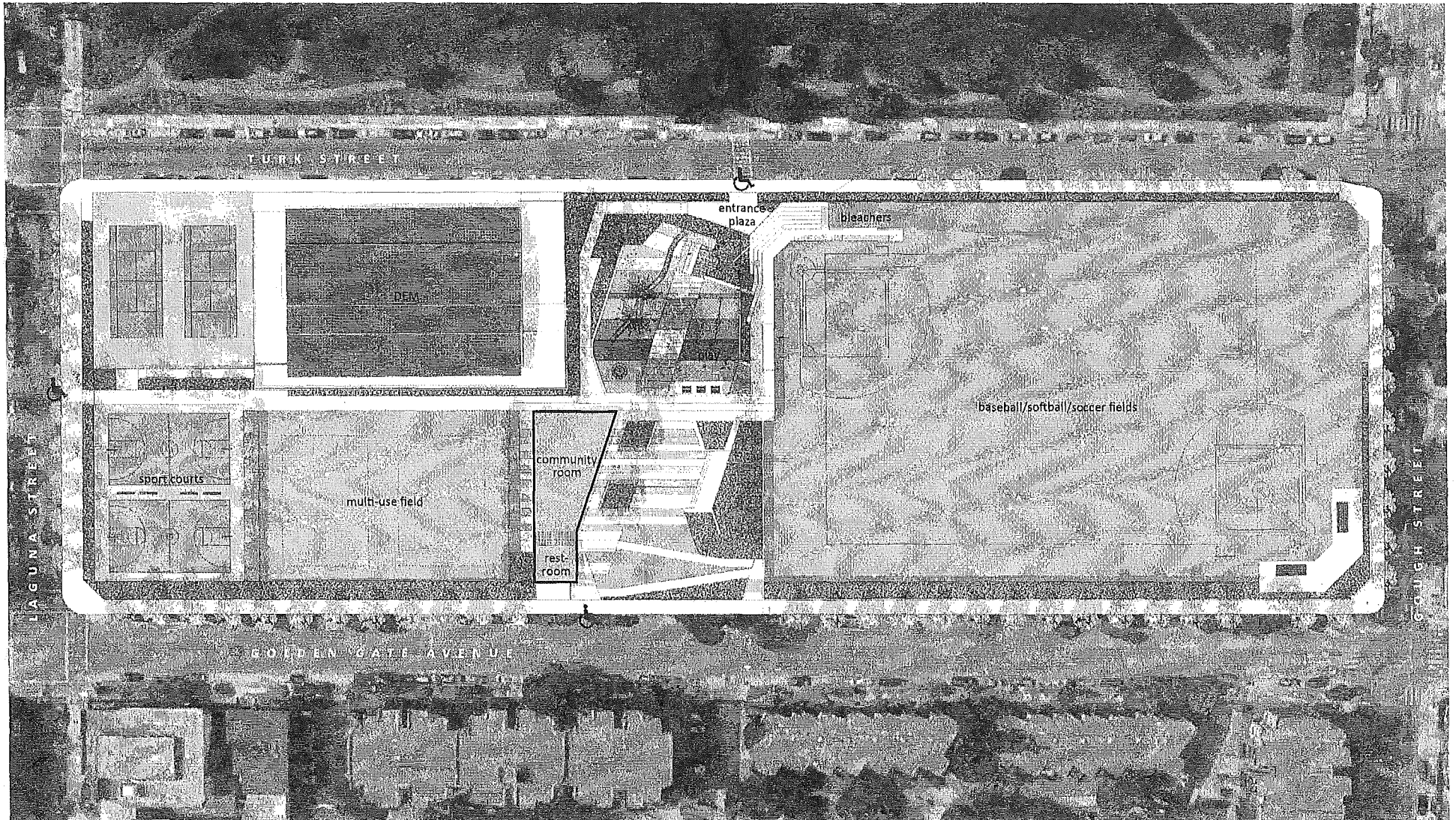


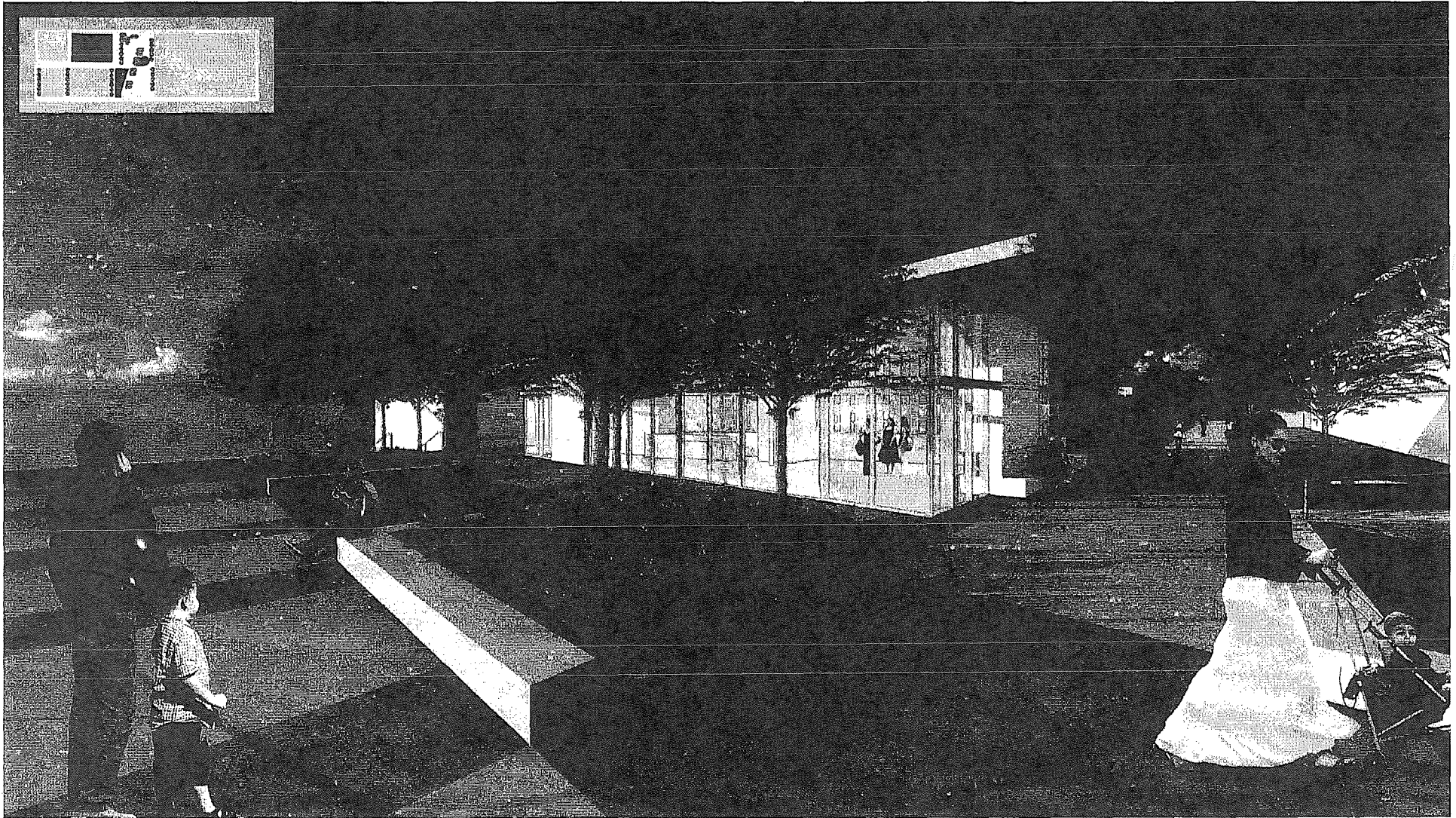


Building Design & Construction

## Turk Street Entrance Fencing: Phase 2

Margaret Hayward Playground | Civic Design Review | 11.27.2017

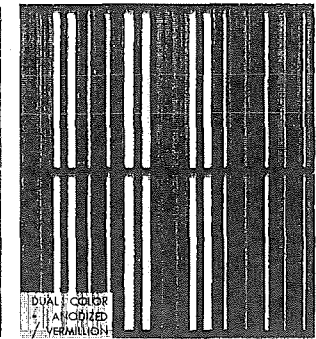
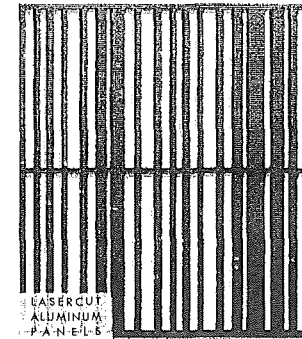
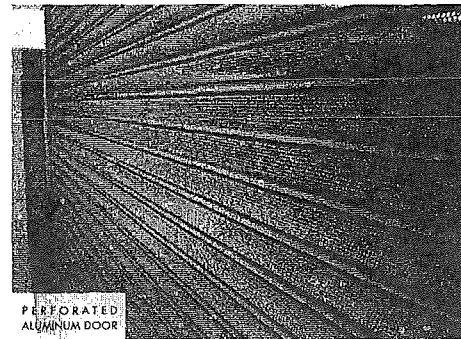
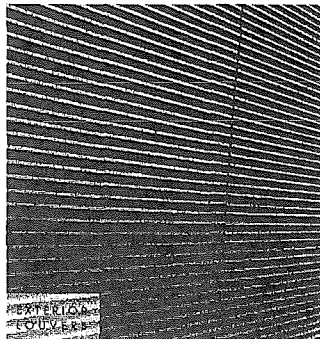
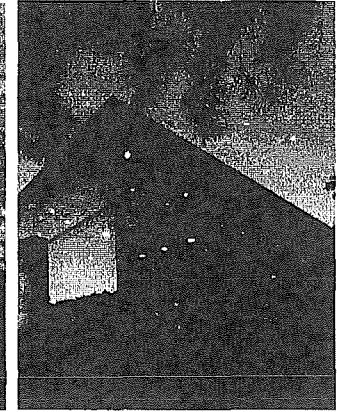
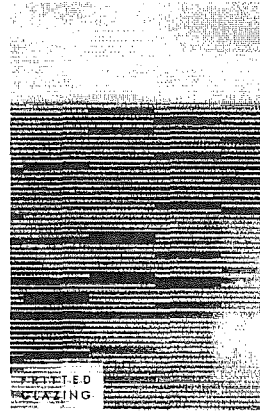
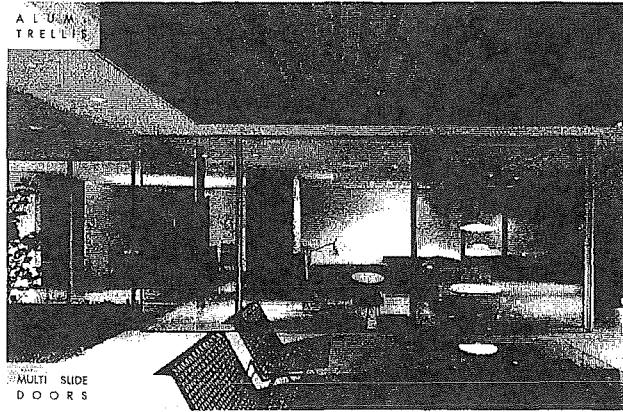
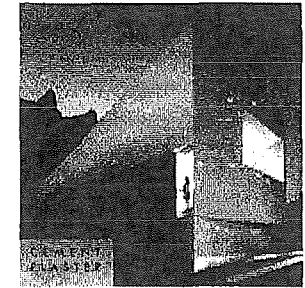
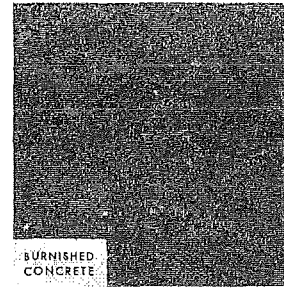
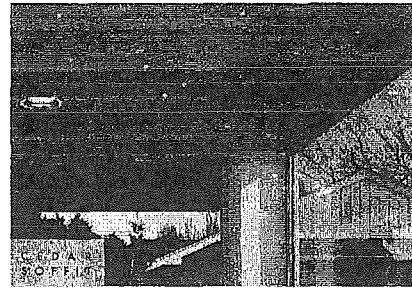
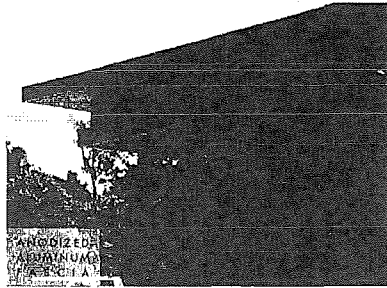




# PART III

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## Material Palette



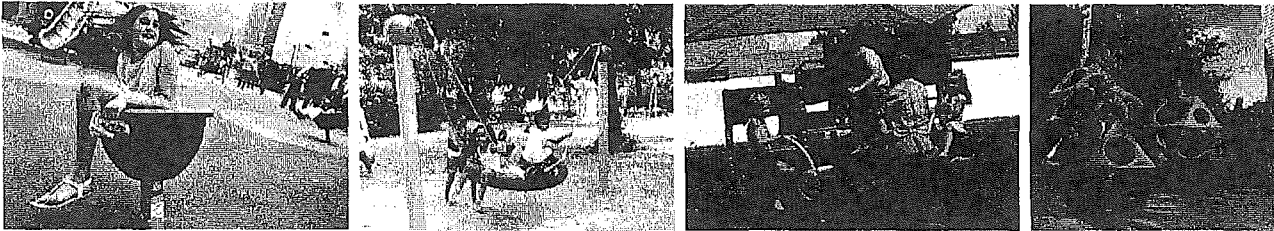
SAN FRANCISCO  
**PUBLIC WORKS**

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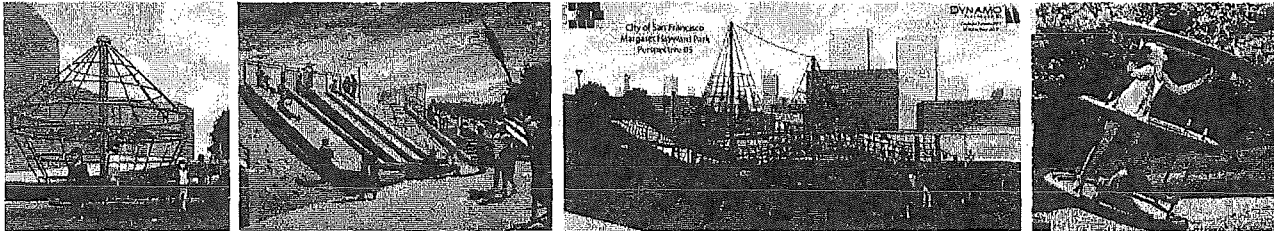
## Community Room Material Palette

Margaret Hayward Playground | Civic Design Review | 11.27.2017

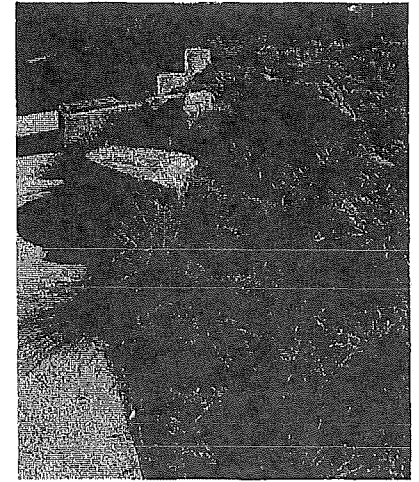
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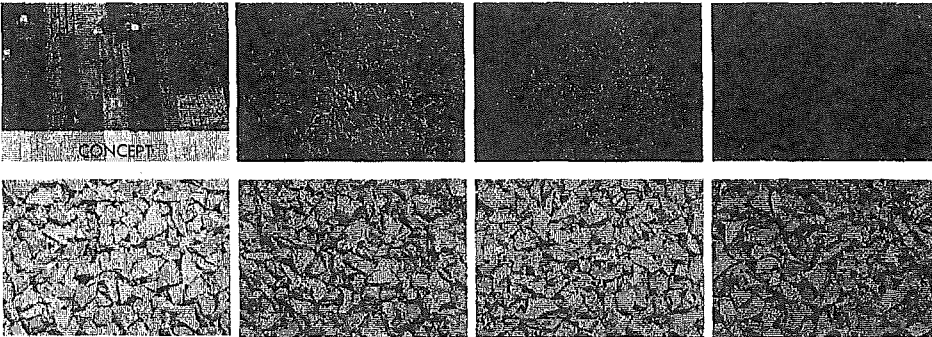
SCHOOL AGE



NATURE PLAY



SAFETY SURFACE

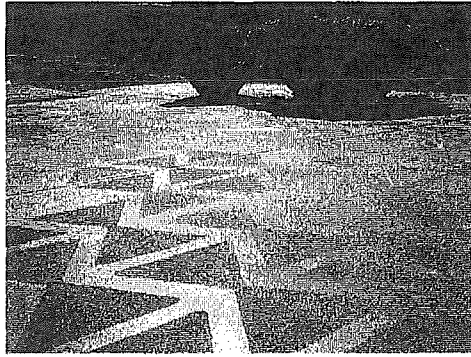
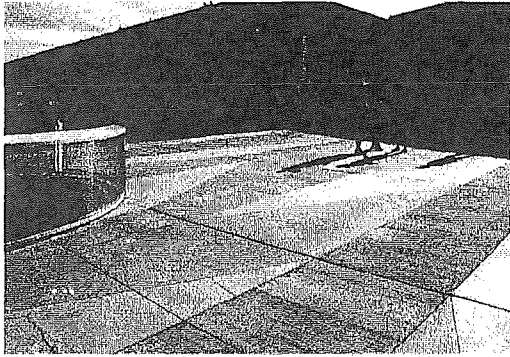


SAN FRANCISCO  
**PUBLIC WORKS**

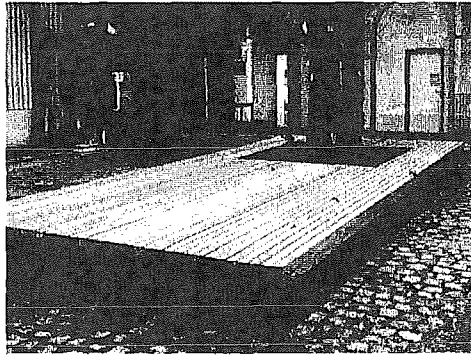
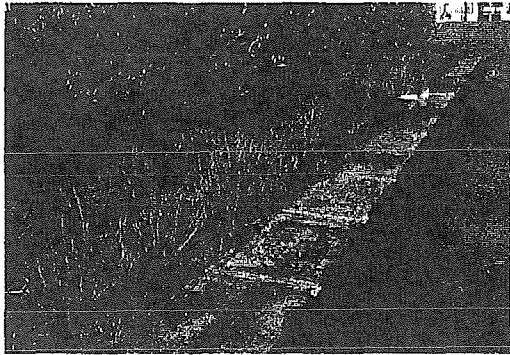
Building Design & Construction

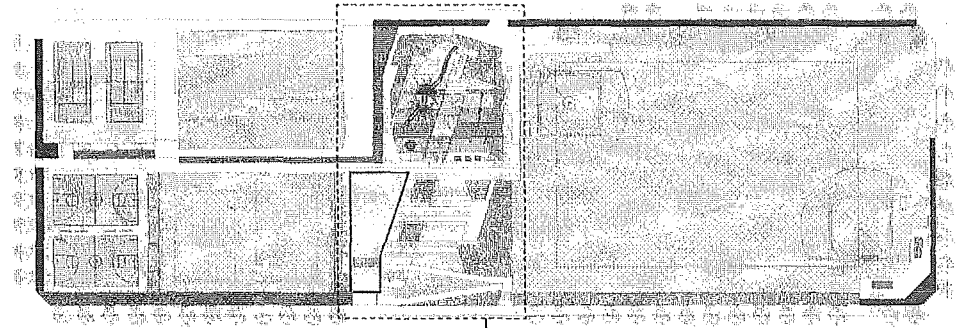


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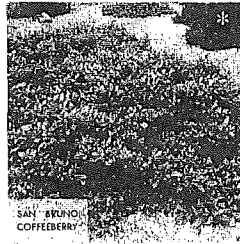




HUB PALETTE, NEXT PAGE



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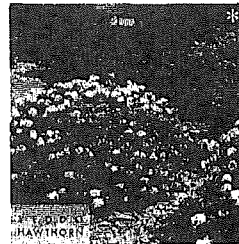


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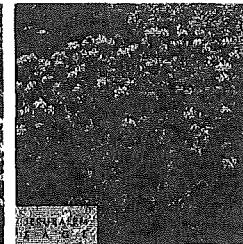


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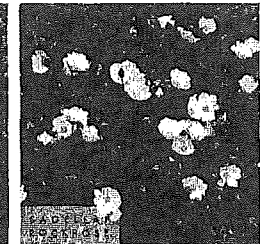
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HAWTHORN



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HAWTHORN

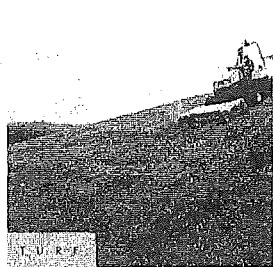


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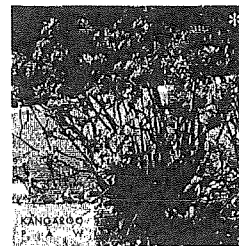
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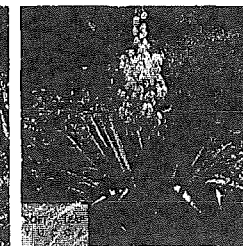


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HAWTHORN

LAGUNA



KANGAROO  
CLOUTARY



KANGAROO  
CLOUTARY

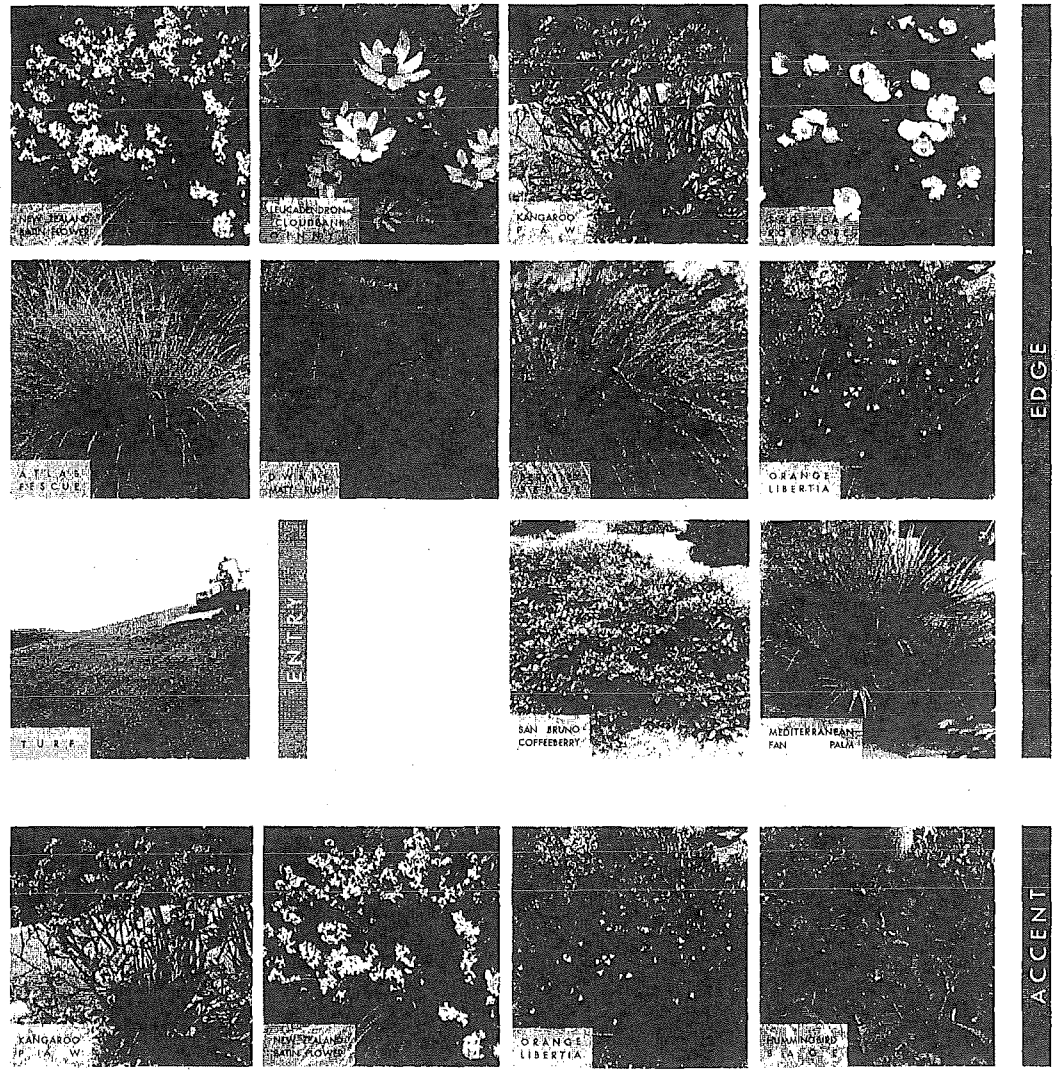
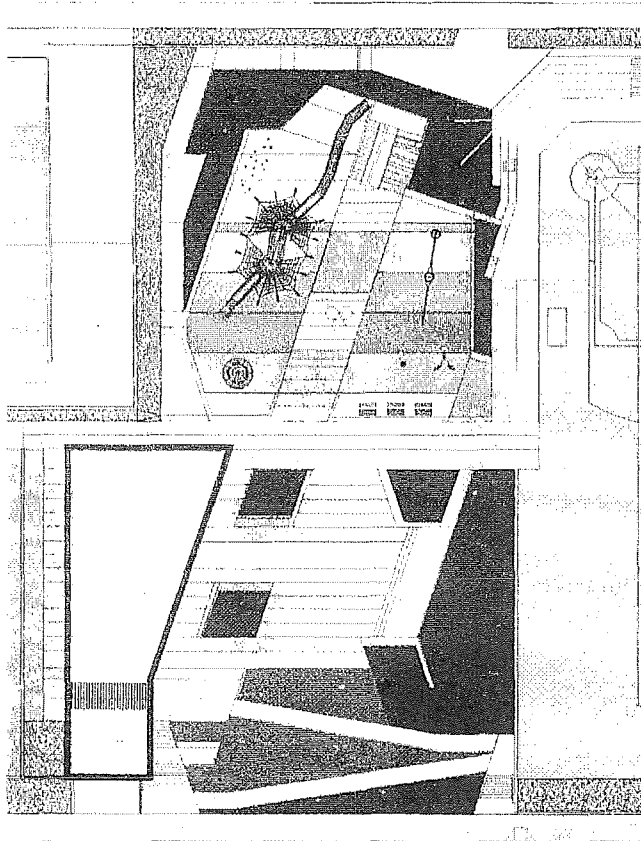


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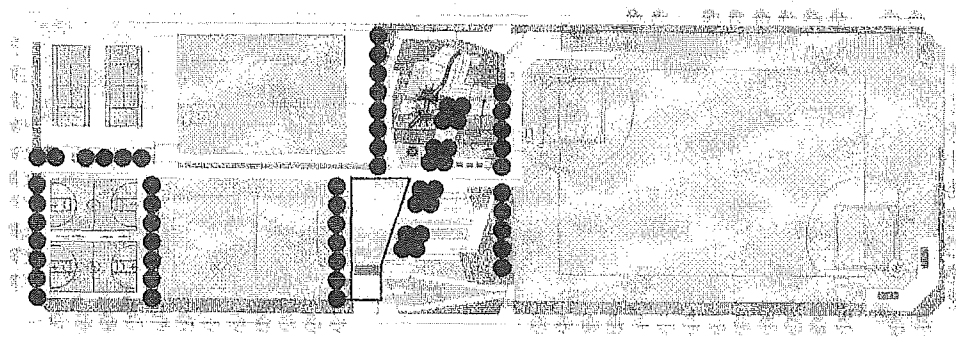


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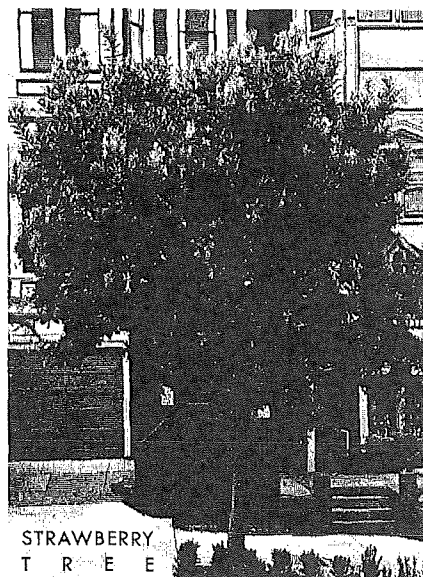


EDGE  
ENTRY  
ACCENT



ARMSTRONG  
RED MAPLE

HEDGEROW



STRAWBERRY  
TREE

ALLEE

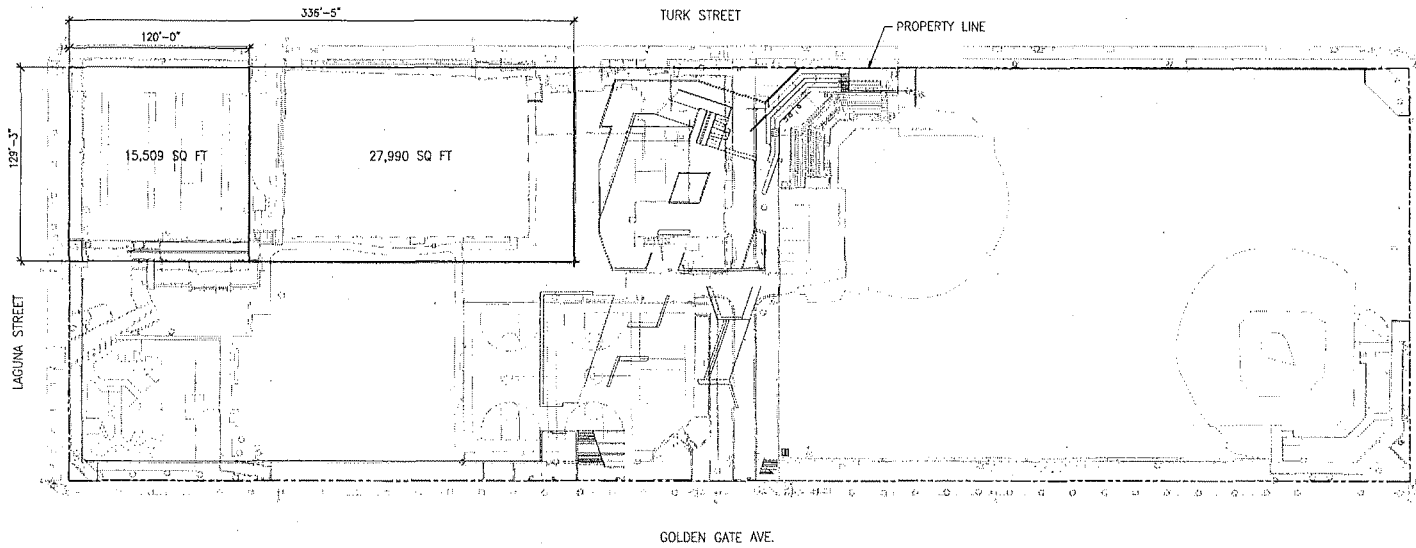
THANK YOU!



Building Design & Construction

Margaret Hayward Playground | Civic Design Review | 11.27.2017

Original Drawing Size: 27" x 34" Drawing Name: V:\031371\_Margaret\_Hayward\03\_Design\Working\_Drawings\A\031371\_031371\_SCP\031371\_031371\_SCP.dwg Plot Date: May 29, 2018 11:27am



DEPARTMENT OF PUBLIC WORKS  
 CITY AND COUNTY OF SAN FRANCISCO  
 Edgar Lopez - City Architect  
 BUILDING DESIGN AND  
 CONSTRUCTION DIVISION



Julie Laue - Principal Architect / Division Manager  
 30 Van Ness Avenue Suite 4100  
 San Francisco, CA (415) 557-4700  
 94102-6028 Fax (415) 5574701

Project  
**MARGARET HAYWARD  
 PLAYGROUND RENOVATION**  
 950 GOLDEN GATE AVENUE  
 SAN FRANCISCO, CA 94102

Consultant

Issue  
**05.29.18**

No.	Date	Revisions

Drawn: MX  
 Land Arch: EC  
 Reviewed By: JM  
 Section Head: JD

Drawing Title  
**RPD /DEM BOUNDARY  
 PLAN**

Sheet No.

Scale: AS NOTED  
 Job No. 100009783

**From:** Coss, Marien (REC)  
**To:** Hong, Seung Yen (CPC); Salvadori, Iliaria (CPC)  
**Cc:** De Freitas, Paul (DPW); Meil, Gabriel (DPW); Hrushowy, Neil (CPC)  
**Subject:** RE: Margaret Hayward Park - 4/20 GPR Meeting Recap  
**Date:** Friday, April 20, 2018 6:51:42 PM

---

Hi Seung Yen,

It was great meeting you, Neil and reconnect with Iliaria. Thank you for clarifying the intradepartmental relationships within the Planning Department. Below is a recap of our meeting and responds to the concerns. The graphic images presented were from GPR Application and CDR reviews that are posted on SFAC website:

#### **A corner entry at the Gough and Golden Gate Ave intersection**

The existing entry on has been a harbor of crime and negative activity, predominantly due to the extensive ramps needed to accommodate the change in grades. The neighbors vehemently requested removal of the ramp to address the unsafe conditions of this corner, which over time has been over taken by drug users and encampments. Through four public community meetings and dozen additional meetings with key stakeholders, the current design emerged as the favorite.

- Concentrate the park formal entrances at the heart/center of the park, where all activities meet, near the community room, plaza, and playground.
- Relocate the story of Margaret Hayward, Commissioner, near the entrance, where it can be seen/read. This existing corner is not visible from either Gough or Golden Gate, both one way roads
- Improve the pedestrian sidewalk at Gough/Golden Gate experience with appropriate scaled planting and retaining wall detailing.
- To reintroduce the grand staircase at Gough/Golden Gate, recommended by GPR staff, would require an accessible ramp for code compliance. Creating a dual corner entry and thus recreating a similar ramp for the continuing the negative activity.

#### **A wider sidewalk along Turk**

- The Turk Street plant buffer at the base of the perimeter fence will remain, except for the area immediately in front of the park entrance 'special' fence. RPD operations & SFPW design team will redesign this entry to widen the sidewalk, beautify the entrance, and transition to the plant buffer on either side of the wider sidewalk.

#### **A midblock passageway**

The proposed renovation will remove the existing maintenance road to ensure pedestrian safety, accessible equity and increase recreational space. The core design of the park renovation is to develop the "hub" as an activated mid-block passage and recreational space that unifies the entire park. The proposed design complies with GPR staff recommendation to provide direct pedestrian access from Jefferson Square Park to Golden Gate Avenue through an accessible path or a combination of accessible path and steps. Bicycle riding is not allowed within the park.

- Contact SFMTA to relocate the existing crosswalk so that it aligns with the main entrance stair on Golden Gate Avenue. This is strictly an SFMTA decision
- Propose that SFMTA consider a bulb out near the Golden Gate midblock entrances in future work. The design and implementation of a proposed bulb-out is not part of the park renovation scope.

#### **Bicycle Parking**

Bicycle parking will be included in this project, both on the sidewalk near park entrances and near the new building within the park, as required by code.

Thanks again and have a great weekend!

Marien

**J. Marien Coss**

Project Manager, Capital Improvement Division

San Francisco Recreation and Park Department  
Office: (415) 581-2557 | [marien.coss@sfgov.org](mailto:marien.coss@sfgov.org)

**From:** Hong, Seung Yen (CPC)

**Sent:** Wednesday, April 18, 2018 10:44 AM

**To:** Coss, Marien (REC) <[marien.coss@sfgov.org](mailto:marien.coss@sfgov.org)>

**Subject:** Margaret Hayward Park

Hi Marien,

I've attached a draft summary of our concerns below. You have told me some of the design rationales on the phone, but it would be great to discuss further in person this Friday. Some of my colleagues might join the Friday meeting. Would you please come to our building for the Friday meeting?

Look forward to meeting you!

Thanks,

Seung Yen

The proposed design is deemed not to be in conformity with the following Objectives and Policies of the General Plan:

**URBAN DESIGN ELEMENT POLICY 1.10**

Indicate the purposes of streets by adopting and implementing the Better Streets Plan, which identifies a hierarchy of street types and appropriate streetscape elements for each street type

**URBAN DESIGN ELEMENT POLICY 4.8**

Provide convenient access to a variety of recreation opportunities.

**URBAN DESIGN ELEMENT POLICY 4.13**

Improve pedestrian areas by providing human scale and interest.

**URBAN DESIGN GUIDELINES S1**

Recognize and respond to urban patterns.

**TRANSPORTATION ELEMENT POLICY 23.2**

Widen sidewalks where intensive commercial, recreational, or institutional activity is present, sidewalks are congested, where sidewalks are less than adequately wide to provide appropriate pedestrian amenities, or where residential densities are high.

**TRANSPORTATION ELEMENT POLICY 28.5**

Provide bicycle parking at major recreational facilities and at all large sports, cultural, or other heavily attended events.

**MARKET AND OCTAVIA AREA PLAN POLICY 4.2.3**



Re-introduce a public right-of-way along the former line of Octavia Street, between Fulton Street and Golden Gate Avenue for use by pedestrians and bicycles.

**BETTER STREETS PLAN: Park Edge Streets (Min. 12 feet in width)**

Streets that border major parks or the waterfront have one set of conditions on one side of the street and a distinctly different set of conditions on the other. Park edge streets often have fewer spatial constraints on the park edge side but unique demands of high pedestrian volumes or special activities associated with them. These streets should have a generous park edge with landscaping, lighting, furnishings, and multi-use trails.

**AREAS OF CONCERN:**

**A corner entry at the Gough and Golden Gate Ave intersection**

- The new design proposes removing existing entry points at the Gough and Golden Gate Ave intersection. This change makes the park less accessible and forces the park users that come from the east, including the Tenderloin neighborhood, walk much farther along a narrow sidewalk and a blank retaining wall to get to the baseball field.
- Providing a corner entry gate with a grand staircase and a ramp can allow park users to directly enter into the baseball field from the Gough and Golden Gate Ave intersection. The grand staircase can create a more inviting pedestrian environment than a landscaped retaining wall, while also serving as a prominent park gateway signage.

**A wider sidewalk along Turk**

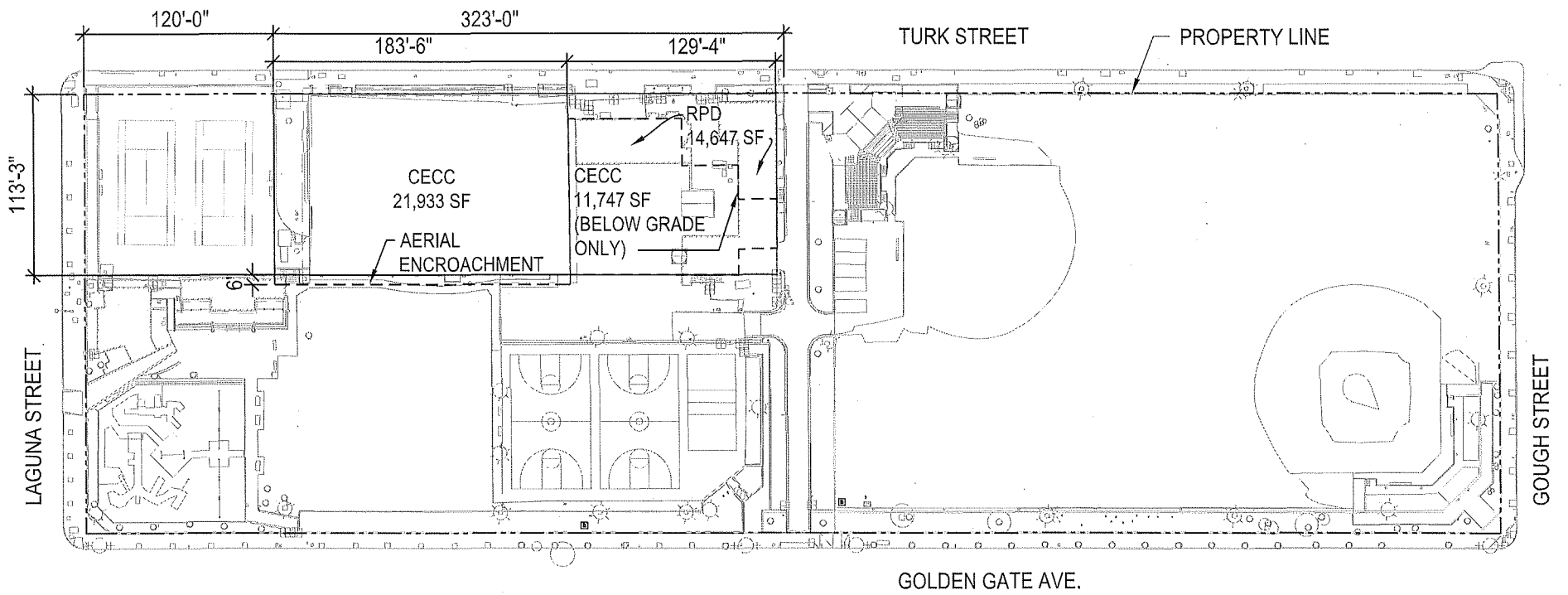
- To conform to the Better Streets Plan, the 10' sidewalks along Turk Street and Golden Gate Avenue should be widened to 12 feet.
- While the Golden Gate Avenue sidewalk is poised with more challenging conditions, there's an opportunity to widen the Turk sidewalk without changing traffic circulation, parking, or grading.
- Converting a landscaped strip along the fence into a paved sidewalk area can provide a wider pedestrian space along Turk.

**A midblock passageway**

- The new design removes an existing maintenance driveway that runs across the park, which is a huge improvement for pedestrian safety. However, this design removes the existing direct connections to/from the two mid-block crosswalks spanning Golden Gate and Turk Streets.
- Keeping the existing mid-block connection is also critical in reinforcing and enhancing the existing urban patterns. The Market and Octavia Area Plan calls for a strong bike/ped connection that is on axis with Octavia, as well as a green connection between the new Octavia Boulevard, Jefferson Park and Hayward Playground. Responding to these policies, the current mid-block connection for pedestrians is encouraged to remain.
- Staff recommends converting some of the proposed landscaped area to provide a midblock passageway that is on axis with Octavia for direct pedestrian access to Jefferson Square Park from the south.

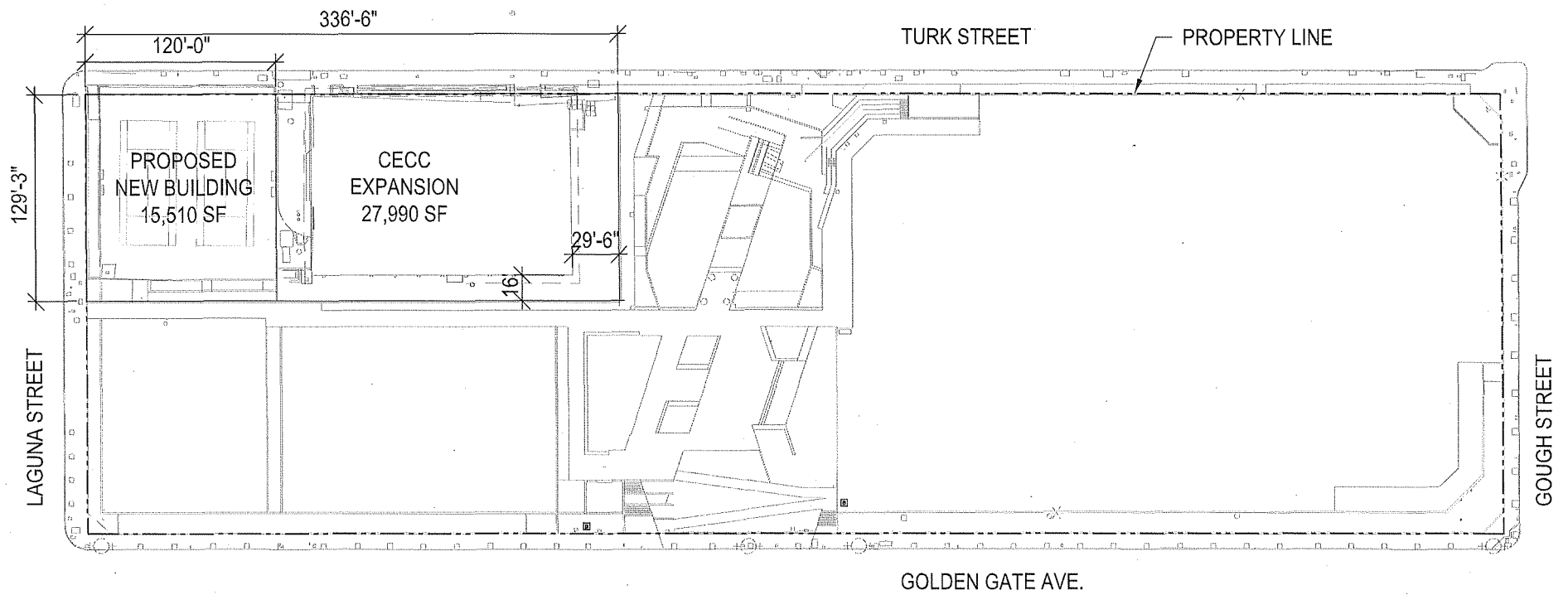
**Seung-Yen Hong, LEED Green Associate, Urban Designer/Planner**  
**City Design Group, Citywide Planning Division**

San Francisco Planning Department  
1650 Mission Street, Suite 400 San Francisco, CA 94103  
Direct: 415.575.9026 | [www.sfplanning.org](http://www.sfplanning.org)



Existing Ordinance No.171-00 Adopted July 7,2000

SF Recreation and Park Department (RPD) and Department of Emergency Management (DEM)  
 Boundary Map  
 Block 759 Lot 01



Proposed September 10, 2018

180886

**RECREATION AND PARK COMMISSION**  
**City and County of San Francisco**  
**Resolution No. 1707-007**

**MARGARET HAYWARD PLAYGROUND**

**RESOLVED**, That this Commission does recommend that the Board of Supervisors adopt an ordinance setting aside real property, including the tennis courts and additional real property, in Margaret Hayward Playground for the Department of Emergency Management (DEM), subject to various conditions including DEM's agreement to provide the Department with replacement tennis courts.

Adopted by the following vote:

Ayes	4
Noes	0
Absent	3

I hereby certify that the foregoing resolution was adopted at the Recreation and Park Commission meeting held on July 20, 2017.

  
Margaret A. McArthur, Commission Liaison

BOARD of SUPERVISORS



City Hall  
Dr. Carlton B. Goodlett Place, Room 244  
San Francisco 94102-4689  
Tel. No. 554-5184  
Fax No. 554-5163  
TDD/TTY No. 554-5227

September 26, 2018

File No. 180886

Lisa Gibson  
Environmental Review Officer  
Planning Department  
1650 Mission Street, Ste. 400  
San Francisco, CA 94103

Dear Ms. Gibson:

On September 18, 2018, Recreation and Parks Department submitted the proposed legislation:

**File No. 180886**

**Ordinance amending Ordinance No. 171-00, which set aside certain real property in Margaret S. Hayward Playground for the Department of Emergency Management ("DEM") for the Combined Emergency Communications Center ("CECC") at 1011 Turk Street, to provide DEM additional real property directly adjacent to the existing CECC and to restore to the Recreation and Park Department certain subsurface real property to the east of the CECC that was previously allocated to DEM; setting aside for DEM an additional portion of Hayward Playground west of the CECC that is currently occupied by two tennis courts for a proposed new DEM building, subject to various terms and conditions, as defined herein; affirming the Planning Department's determination under the California Environmental Quality Act; and making findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1.**

This legislation is being transmitted to you for environmental review.

Angela Calvillo, Clerk of the Board

A handwritten signature in cursive script, appearing to read "Erica Major".

By: Erica Major, Assistant Clerk  
Land Use and Transportation Committee

Attachment

c: Joy Navarrete, Environmental Planning  
Laura Lynch, Environmental Planning

BOARD of SUPERVISORS



City Hall  
1 Dr. Carlton B. Goodlett Place, Room 244  
San Francisco 94102-4689  
Tel. No. 554-5184  
Fax No. 554-5163  
TDD/TTY No. 554-5227

September 26, 2018

Planning Commission  
Attn: Jonas Ionin  
1650 Mission Street, Ste. 400  
San Francisco, CA 94103

Dear Commissioners:

On September 18, 2018, Recreation and Parks Department introduced the following legislation:

**File No. 180886**

**Ordinance amending Ordinance No. 171-00, which set aside certain real property in Margaret S. Hayward Playground for the Department of Emergency Management ("DEM") for the Combined Emergency Communications Center ("CECC") at 1011 Turk Street, to provide DEM additional real property directly adjacent to the existing CECC and to restore to the Recreation and Park Department certain subsurface real property to the east of the CECC that was previously allocated to DEM; setting aside for DEM an additional portion of Hayward Playground west of the CECC that is currently occupied by two tennis courts for a proposed new DEM building, subject to various terms and conditions, as defined herein; affirming the Planning Department's determination under the California Environmental Quality Act; and making findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1.**

The proposed ordinance is being transmitted pursuant to Planning Code, Section 302(b), for public hearing and recommendation. The ordinance is pending before the Land Use and Transportation Committee and will be scheduled for hearing upon receipt of your response.

Angela Calvillo, Clerk of the Board

A handwritten signature in cursive script, appearing to read "Erica Major".

By: Erica Major, Assistant Clerk  
Land Use and Transportation Committee

c: John Rahaim, Director of Planning  
Aaron Starr, Acting Manager of Legislative Affairs  
Scott Sanchez, Zoning Administrator  
Lisa Gibson, Environmental Review Officer  
AnMarie Rodgers, Director of Citywide Planning  
Laura Lynch, Environmental Planning  
Joy Navarrete, Environmental Planning

BOARD of SUPERVISORS



City Hall  
1 Dr. Carlton B. Goodlett Place, Room 244  
San Francisco 94102-4689  
Tel. No. 554-5184  
Fax No. 554-5163  
TDD/TTY No. 554-5227

## MEMORANDUM

TO: Mary Ellen Carroll, Executive Director, Department of Emergency Management  
Phil Ginsburg, General Manager, Recreation and Parks Department  
Margaret McArthur, Commission Liaison, Recreation and Parks Commission

FROM: Erica Major, Assistant Clerk  
Land Use and Transportation Committee

DATE: September 26, 2018

SUBJECT: LEGISLATION INTRODUCED

---

The Board of Supervisors' Land Use and Transportation Committee has received the following proposed legislation, introduced by Recreation and Parks Department, on September 18, 2018:

**File No. 180886**

**Ordinance amending Ordinance No. 171-00, which set aside certain real property in Margaret S. Hayward Playground for the Department of Emergency Management ("DEM") for the Combined Emergency Communications Center ("CECC") at 1011 Turk Street, to provide DEM additional real property directly adjacent to the existing CECC and to restore to the Recreation and Park Department certain subsurface real property to the east of the CECC that was previously allocated to DEM; setting aside for DEM an additional portion of Hayward Playground west of the CECC that is currently occupied by two tennis courts for a proposed new DEM building, subject to various terms and conditions, as defined herein; affirming the Planning Department's determination under the California Environmental Quality Act; and making findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1.**

If you have comments or reports to be included with the file, please forward them to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102 or by email at: [erica.major@sfgov.org](mailto:erica.major@sfgov.org).

c: Sarah Madland, Recreation and Parks Department

President, District 10  
BOARD of SUPERVISORS



BOS-11, Aides, COB, Deps,  
LV Clerk, B+F Clerk,  
Dep City

City Hall  
1 Dr. Carlton B. Goodlett Place, Room 244  
San Francisco, CA 94102-4689

Tel. No. 554-7670  
Fax No. 554-7674  
TDD/TTY No. 544-5227

**Malia Cohen**

**PRESIDENTIAL ACTION**

Date: 10/10/2018

To: Angela Calvillo, Clerk of the Board of Supervisors

Madam Clerk,

Pursuant to Board Rules, I am hereby:

Waiving 30-Day Rule (Board Rule No. 3.23)

File No. \_\_\_\_\_ (Primary Sponsor)

Title. \_\_\_\_\_

Transferring (Board Rule No 3.3)

File No. 180886 Department \_\_\_\_\_ (Primary Sponsor)

Title. Ordinance amending Ordinance No. 171-00, which set aside certain real property in Margaret S. Hayward Playground for the Department of   

From: Land Use & Transportation Committee

To: Budget & Finance Committee

Assigning Temporary Committee Appointment (Board Rule No. 3.1)

Supervisor \_\_\_\_\_

Replacing Supervisor \_\_\_\_\_

For: \_\_\_\_\_ Meeting  
(Date) (Committee)

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BOARD OF SUPERVISORS  
SAN FRANCISCO  
BY \_\_\_\_\_  
2018 OCT 10 PM 3:13

Malia Cohen, President  
Board of Supervisors



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SAN FRANCISCO


2018 SEP 10 AM 11:40

BY



London N. Breed, Mayor  
Philip A. Ginsburg, General Manager

To: Angela Calvillo, Clerk of Board of Supervisors

From: Sarah Madland, SF Recreation and Parks - Policy and Public Affairs 

Subject: Ordinance - Margaret S. Hayward Playground, Conditional Allocation of Real Property to Department of Emergency Management.

Date: September 10, 2018

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Attached please find the original and 4 copies of the ordinance San Francisco Recreation and Park Department intends to introduce concerning the allocation of real property at Margaret Hayward Playground.

[Margaret S. Hayward Playground - Conditional Allocation of Real Property to Department of Emergency Management]

**Ordinance amending Ordinance No. 171-00, which set aside certain real property in Margaret S. Hayward Playground for the Department of Emergency Management ("DEM") for the Combined Emergency Communications Center ("CECC") at 1011 Turk Street, to provide DEM additional real property directly adjacent to the existing CECC and to restore to the Recreation and Park Department certain subsurface real property to the east of the CECC that was previously allocated to DEM; setting aside for DEM an additional portion of Hayward Playground west of the CECC that is currently occupied by two tennis courts for a proposed new DEM building, subject to various terms and conditions; affirming the Planning Department's determination under the California Environmental Quality Act; and making findings of consistency with the General Plan and the eight priority policies of Planning Code Section 101.1.**