CIVIC CENTER DEVELOPMENT PLAN

Jim Chappell

708 Guerrero Street San Francisco, CA 94110-1614 415-285-0910 (o) 415-577-8913 (c) chappell_jim@att.net www.jimchappellassociates.net

SAN FRANCISCO

WURSTER, BERNARDI AND EMMONS, ARCHITECTS SKIDMORE, OWINGS & MERRILL, ARCHITECTS DELEUW, CATHER & COMPANY, ENGINEERS



SAN FRANCISCO CIVIC CENTER DEVELOPMENT PLAN

A Report to The Civic Center Technical Coordinating Committee of the City and County of San Francisco on a Development Plan for the Civic Center by Wurster, Bernardi and Emmons, Architects; Skidmore, Owings & Merrill, Architects; and DeLeuw, Cather & Company, Engineers.



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The Technical Coordinating Committee for the San Francisco Civic Center Development Plan City and County of San Francisco, California

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In compliance with our agreement of December 1956, we respectfully submit this final report covering our studies and recommendations for a Civic Center Development Plan.

The San Francisco Civic Center is recognized as one of the foremost in the nation and we deeply appreciate the opportunity we have been given in contributing to its fulfillment.

We wish to thank the several members of the Committee: James R. McCarthy, Director of Planning and Chairman of the Committee, and his predecessor, Paul Oppermann; Sherman P. Duckel, Director of Public Works; Vining T. Fisher, General Manager, Parking Authority; Charles W. Griffith, City Architect, and Philip L. Rezos, Director of Property. We also extend our thanks to those other individuals within the City government and the State and Federal agencies who have so generously contributed to and made possible the creation of this Development Plan.

William W. Wurster. Partner, Wurster, Bernardi and Emmons Unthaniel a Curry Partner, Skidmore, Owings & Werrill

October 15, 1958



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Foreword

The purpose of this General Development Plan is to guide the further development of the San Francisco Civic Center, one of the most distinguished in the nation, so that it will fill present and future needs in a manner both enhancing the established traditions and utilizing the best of contemporary technology, planning and design.

Land allocation for buildings and parks, space allocation for individual buildings and circulation and parking proposals have been determined on the basis of the anticipated need and the following guiding principles:

The San Francisco Civic Center is in reality two separate centers of unrelated activities that share certain facilities and combine to form a unified whole. One is the buildings of the City and County, State and Federal governmental agencies, offices and courts dominated by the symbolic center of City government in the City Hall. These buildings are primarily for "day use" and are grouped together around the north and east sides of the Civic Center Plaza. The other center is the group of cultural and recreational buildings that house the Museum, the Opera, and the increasingly important convention facilities. These are essentially for "night use" and form a group around the south and west side of the Plaza, uninterrupted by buildings that would form dark voids in the night activities.

Of primary importance is the completion of the immediate Plaza area in a manner retaining the architectural quality and dignity of the surrounding buildings. New buildings of this group should correspond in height with the existing structures. Other new buildings should be proportioned to enhance the character of the present public buildings. This should be accomplished using today's materials and methods, to appropriately complement the existing buildings in the area and yet meet present economic needs.

Additional park areas are necessary to provide a more usable and gracious setting for the expanded Civic Center.

Except for the proposed garage under the Plaza, parking for employees and visitors has been located on the perimeter of the area.

Planning within the Civic Center has recognized the over-all Master Plan of the City for streets, traffic and public transit.

Summary of Recommendations

The Development Plan offers practical solutions for the future and affords San Francisco the opportunity to systematically plan, schedule and budget for the expansion of its Civic Center. The recommendations shown by the Development Plan and the supporting building allocation plans may be summarized as follows, estimated costs based on 1958 prices:

1. A new Civil Courts Building to be constructed for the courts now in the City Hall at an estimated cost of \$14,380,000

2. The City Hall to be remodeled for office use at an estimated cost of \$7,770,000

3. The Civic Auditorium to be rehabilitated at an estimated cost of \$7,225,000

4. The Plaza landscaping to be restored with funds set aside from the construction of Brooks Hall and the new underground Plaza garage

5. The Board of Education to continue occupancy of its present building

6. The Main Library to be rehabilitated and enlarged

7. A new Exposition Building to be constructed at an estimated cost of \$14,500,000

8. A new City and County Office Building to be constructed to serve as an annex to the City Hall, when it is required for future expansion, at an estimated cost of \$6,750,000

9. The present Power Plant to be replaced with new equipment installed in the Civil Courts Building at an estimated cost of \$400,000

10. An Opera Auxiliary Building to be constructed

11. Land to be allocated for State and Federal expansion

12. Open and landscaped areas to be expanded by site purchase and street closing to enhance the area

13. Adequate off-street parking to be provided

14. The existing one-way street pattern to be retained except for minor changes

15. Seventh Street to be extended across Market Street into Leavenworth Street

16. Access ramps to be provided to the Central Freeway north of the Civic Center area

17. Certain adjoining areas allocated for private development to be subject to architectural review and control.

Estimates are given for those buildings, including site development and land costs, for which schematic drawings were prepared but no attempt has been made to give a total cost for all development due to the longrange program involved.

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THE GENERAL DEVELOPMENT PLAN

Historical Background

San Francisco's first semblance of a Civic Center was a dirtfloored hut located within the Presidio. In 1852, along with the installation of the first alcalde or mayor, a City Hall was more permanently established in the Jenny Lind Theatre at Kearny and Washington Streets. A need for more space brought the decision in 1870 to build a new City Hall out on Larkin Street where "land is cheap." The site chosen for a "City Hall Reservation" had been reclaimed from use as a cemetery and was originally intended for development as a park. On this triangular site, bounded by Larkin and McAllister Streets and an old street parallel to Market connecting the intersections of Grove and Larkin and McAllister and Leavenworth, a large City Hall was erected, taking 20 years for completion at a cost of \$6,000,000. 5

The fire and earthquake of 1906 demolished the City Hall and in 1911 plans were formulated for the present Civic Center and a new City Hall. The Bond Issue of 1912 provided \$8,800,000 for the purchase of land for the Civic Center and the construction of the City Hall. In 1912, Bakewell and Brown were selected by competition and their French Renaissance City Hall was completed in 1915 at a cost of \$4,000,000. The Civic Auditorium was built by the 1915 Panama-Pacific Exposition on city land and turned over to the City after the closing of the fair.

During the 1920's land was donated by the City for the State Building on McAllister Street and the Federal Building on Fulton Street. The two blocks bounded by Franklin, Mc-Allister, Van Ness and Grove were acquired by public subscription and the construction of the War Memorial Opera House and Veterans Building was financed by the bond issue of 1932.

In 1953, as recommended by the City Planning Commission, the Board of Supervisors of the City and County of San Francisco, by resolution, requested his Honor the Mayor to appoint a Technical Coordinating Committee to advance the development and expansion of the Civic Center. Mr. Thomas A. Brooks, Chief Administrative Officer at the time and an advocate of a development plan for the Civic Center, was delegated to activate the program. Projects developing in the area pointed up the need for this action. The resolution recommended that the committee members be the Director of the Department of City Planning, the Director of the Department of Public Works, the City Architect, the Director of Property, and the General Manager of the Parking Authority, with others as might be added.

Scope

The Development Plan is specifically concerned with, but not limited to, the development of the Civic Center area for the next twenty years. It deals with all those elements which must be considered in planning the optimum development of a great functional and symbolic center of City, State and Federal Governments.

Proposals are made for new buildings and for the renovation, razing or removal of some existing buildings in order to attain the most economic use of land and best allocation of building space. Changes in the traffic pattern include the closing of some streets and the realignment of others and are proposed so that efficient vehicular and pedestrian circulation will be ensured. To encourage maximum use of all facilities, provision for adequate parking is proposed so that local residents and visitors alike will have convenient access to all parts of the Center.

The Plan provides for the identifiable grouping of structures housing each level of governmental activities so that they will be adjacent to one another, yet functionally separated. New parks and open spaces, in addition to redesign and extension of the Plaza, are planned to offer opportunity for enjoyment by visitors and the large numbers of governmental employees concentrated in the vicinity and to accentuate the symbolic character of the Civic Center. Proposals for new exposition facilities and rehabilitation of some existing facilities are designed to satisfy current and anticipated demands, including those for local meetings, sports events and similar purposes, and to enable the City and County of San Francisco to compete with other forward-looking communities in attracting major events.

Land use for peripheral areas is suggested in order to integrate the Civic Center with the City as a whole and to guide the future development of this vital section of San Francisco.

Elements of the Plan

Governmental Buildings

The need for larger staffs for all levels of government has resulted in cramped and inadequate quarters for many functions of the City and County, State, and Federal Governments. This Development Plan recommends a method by which increased accommodations to meet these demands can be achieved through the construction of additional buildings and the conversion and alteration of certain existing buildings.

The City Hall, with its great dome and dominant position in the Civic Center, is the symbol of the City and County Gov-

THE GENERAL DEVELOPMENT PLAN



The proposed Civil Courts Building to be constructed on Marshall Square will provide housing for the Municipal and Superior Courts and all related departments.

A new City and County Office Building will be constructed when needed to provide space for offices not immediately accommodated in the remodeled City Hall and for such expansion as may occur over and above that anticipated for the next twenty years. This building will be located directly across McAllister Street from the City Hall and connected to it by a street underpass for pedestrian use.

The administrative offices of the San Francisco Unified School District will continue to occupy a complex of buildings on the block bounded by Hayes, Van Ness, Fell and Franklin Streets.

The Health Center Building, situated immediately west of the Civic Auditorium, will be moved or demolished to provide space for the proposed additional convention facilities. A detailed study should be made at the time this expansion is being planned in order to determine the best disposition of the building. If relocation is indicated, it is suggested that serious consideration be given to the site just east of the Civic Auditorium on the block bounded by Grove, Market and Larkin Streets. If demolition is indicated, the required space might be incorporated in the proposed City and County Office Building across McAllister Street from the City Hall.

Expansion space for predictable growth in State and Federal requirements is provided in an area north of the Plaza where buildings housing these levels of government have already tended to cluster.

Non-Governmental Public Buildings

The Main or Central Library serves as the main reference library and center of operations for the branch library system and should continue to function for these purposes. However, for more efficient operation, the present building should be enlarged by filling in the area on the northeast corner of the site as originally planned, now occupied by a temporary City building, and the present space rehabilitated and reassigned.

The War Memorial Opera House functions well for its primary purpose but does not contain sufficient space to house adequate work areas, rehearsal rooms, a mock-up stage, and additional storage and office areas. It is recommended that the present building remain unchanged but that an auxiliary building be constructed across Franklin Street to provide the required additional space.

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The Veterans Memorial Building houses the activities of the War Memorial Board and the San Francisco Museum of Art. No relocation of occupants or building alterations is proposed.

The present convention facilities, consisting of the Civic Auditorium and Brooks Hall, cannot continue to serve adequately the needs of those conventions, expositions or trade shows which desire to come to San Francisco. To provide the expanded and improved facilities that will be required over the 20-year period, it is recommended that the existing Civic Auditorium be completely rehabilitated; and that a new Exposition Building be constructed on the block bounded by Grove, Polk, Hayes Streets and Van Ness Avenue. The complex thus formed, together with Brooks Hall, will furnish adequate exhibit and meeting spaces for San Francisco's convention needs. It is essential that additions be contiguous to existing facilities so that all parts may function as a unit. This has been achieved by extending the lower exhibit space under Grove Street to connect with Brooks Hall and by the use of pedestrian underpasses and bridges to interconnect the several meeting and exhibit spaces.

It is recommended that the Power House, located on the northeast corner of the intersection of McAllister and Larkin Streets, be abandoned to free the site for more appropriate uses. The existing steam plant has been in operation over 40 years and is operating at capacity today. It is recommended that City and County buildings facing the Plaza be heated from boilers located in the new Courts Building. Other Civic Center buildings would be served by their own heating plants.

Private Buildings

It is suggested by the Development Plan that the outlying areas surrounding the Civic Center continue in commercial use. It is hoped that the new developments within the area will encourage the gradual rebuilding of these blocks by private interests.

Parks

It is recommended that additional land be acquired in the Plaza area for park use. This will be accomplished by closing sections of certain streets and by the purchase of certain other parcels of land. The resultant contiguous area will be landscaped to provide a functional and unifying space for the inner ring of buildings facing the Plaza. It will provide a park-like atmosphere for the relaxation and enjoyment of workers and visitors in the area and will permit free and safe pedestrian travel from building to building. The landscape treatment of the park areas will be in keeping with the architectural character of the surrounding buildings.

The first step toward the realization of this expanded central park will be the restoration of the Plaza proper. The proposed design, by Mr. Douglas Baylis, landscape architect and advisor to the Consultants, respects and retains many of the qualities of the old: fountains will splash and sparkle in the same locations, while trees, hedges and flowers will be returned twofold.

Diagonal crosswalks will provide convenient pedestrian access. New benches in ample quantity, designed for comfort, will be placed in sunny windfree locations. Many free-growing trees and ground covers will be added to increase the park-like effect, while seasonal flower displays will provide gay accents throughout the area.

Night lighting will be an important feature of the over-all design. Provision will be made for flag groupings and works of art. The above-grade appurtenances serving Brooks Hall and the new garage below the Plaza will be treated to minimize their intrusion into the landscape.

Ultimately, great bands of trees, a grass mall and paved areas accented by lights and banks of flags will expand and extend this central park area from the City Hall down Fulton Street to Market.

The architects for the new Federal Office Building are planning to develop the southern portion of the site as an open plaza area. In order to provide a suitable setting for the present and future public buildings in this area, it is recommended that additional park areas be provided adjacent to this proposed plaza. These will be located just to the east across Larkin Street and to the west across Polk Street and will provide for the needed park facilities for the thousands of new employees that will be working in the area.

It is proposed that the two blocks across Franklin Street from the Veterans Memorial Building and the Opera House have landscaped borders along Fulton and Franklin Streets. This will greatly enhance the vista from Fulton Street toward the War Memorial courtyard and at the same time provide screening for the off-street parking.

Street Pattern

The proposed street pattern has been arranged to provide convenient access to the Civic Center for workers and visitors alike. For their added convenience and safety, the interior of the area has been kept free of unnecessary through traffic. With the exception of the new underground Plaza garage, parking has been placed around the perimeter of the area to be easily accessible from the bordering pairs of one-way through streets. This will further reduce traffic within the area. The street pattern has been coordinated with the over-all street pattern for the City. 9

The area is bounded on each side by an existing pair of oneway streets: Turk Street and Golden Gate Avenue on the north; Hayes and Fell Streets on the south; Gough and Franklin Streets on the west; and Hyde and Leavenworth Streets on the east. Market Street and Van Ness Avenue will continue to serve as main arteries for all traffic in the area. McAllister and Grove Streets will serve local traffic.

The following modifications to the street pattern are recommended:

The extension of Seventh Street across Market to the intersection of McAllister and Leavenworth Streets to provide a continuous northbound one-way street

As contained in the 1948 Transportation Plan for San Francisco, the pair of one-way streets, Hayes and Fell, to be connected to Fell and Oak Streets by means of a dual diagonal connection

Grove Street to become two-way between Larkin and Hyde Streets; proper setbacks to be provided for future widening, if and when required, in this block

Provision for the widening of Hyde Street between Golden Gate Avenue and Market Street by means of proper setbacks

The completion of the Central Freeway to Turk Street in June of 1959 will take a portion of both local and through traffic off the city streets in the Civic Center area. At present there are no definite plans for its extension. However, it is recommended that future planning for the freeway extension incorporate on and off ramps to the east of Van Ness Avenue to provide convenient access to Polk, Larkin and Hyde Streets. This will furnish access to the Civic Center and will tend to relieve the present congestion on the main arteries crossing Van Ness Avenue. Otherwise it may become necessary to provide Van Ness Avenue undercrossings at Turk Street, Golden Gate Avenue and Hayes Street. Wherever the scope of the Development Plan allows, building lines have been set back along these streets to allow for these future undercrossings if they become necessary.

The ultimate plan calls for the following additional changes in the street pattern of the immediate Plaza area:

Polk and Larkin Streets will be closed to vehicular traffic between McAllister and Grove Streets and will become twoFulton Street will be closed to vehicular traffic between Larkin and Market Streets and transformed into a pedestrian mall.

Official parking for the present Federal Building will be provided in the area bounded by Fulton and McAllister Streets and the extension of Seventh Street.

However, until the completion of the Central Freeway permits determination of its effects on local traffic, no changes in Polk or Larkin Streets should be made. Fulton Street, during this interim period, can be closed to vehicular traffic except for two lanes along the north side of the street for eastbound traffic and for official parking to serve the Federal Building.

Public Transit

Public transit must play an important role in providing transportation to and from the Civic Center area. Employees and visitors should be encouraged to use public transit, thus relieving street congestion and eliminating the need for excessive parking facilities.

Excellent public transit facilities should therefore be provided to serve the Civic Center area.

Existing studies include a subway on Market Street, with provisions for station stops at Van Ness Avenue and at Leavenworth, both within walking distance of all buildings in the Civic Center area.

Surface lines in the Civic Center area are contemplated as follows:

Golden Gate Avenue and Turk Street in an east-west direction (during peak periods only)

McAllister Street, in an east-west direction

Hayes Street and Grove Street in an east-west direction

Market Street, in an east-west direction

Van Ness Avenue, in a north-south direction

Larkin and Hyde Streets, in a north-south direction

Tentative plans for regional rapid transit indicate combining of these lines with San Francisco service along portions of Market Street. Separate tracks utilizing the same stations for convenient interchange are contemplated. Through such a facility, the Civic Center area would be readily available to people from East Bay and Peninsula cities as well as to San Franciscans.

Off-Street Parking

The need for off-street parking space will increase both in proportion to the development of the Civic Center area and in proportion to the increased usage of vehicles by employees and visitors to the area.

Because of the desire to preserve the outstanding character of the buildings and to eliminate traffic congestion in the Civic Center proper, major off-street parking facilities have been located on the fringe of the area within walking distance of all public buildings. Direct access to the parking facilities is provided by means of the Central Freeway. major city streets, and the one-way street system.

The Site Allocation Plan shows five parking garages and two parking lots, based upon the ultimate development of the Civic Center area, which provide a total of approximately 5,700 spaces. Included among these facilities are the underground Plaza garage (1000-1200 spaces), proposed State of California garage (600 spaces), and a proposed City of San Francisco garage which will serve both City officials and the public. Although they have been considered in determining future requirements, parking areas within governmental buildings, practically all of which are for "Official Parking" only, are not shown on the Plan.

It is also proposed that three blocks on the fringe of the Civic Center area be developed, as additional parking is needed, with parking structures combined with commercial or multi-family dwelling facilities.

Adequate parking facilities, mass transit, and a workable street system within the Civic Center area are interdependent and, to a great extent, the adequate functioning of each of these elements is dependent on the adequacy of them all.

Utilities

The present utility systems serving the area will not require extensive revisions to provide service for the proposed expansion of the Civic Center. A detailed description of the present systems and their recommended modifications is given in the appendix to this report.



SITE ALLOCATION PLAN

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The amount and location of land within the Civic Center area that is now used and that recommended to be used for public purposes are shown by the Site Allocation Plan. There are presently 38.5 acres of land within the area, exclusive of streets, devoted to governmental offices, cultural activities, convention facilities, parks and off-street parking. A total of 61.8 acres will be needed by 1980 to accommodate these expanded facilities.

The location and siting of the new City and County buildings and the disposition of the surrounding open areas will result in a balanced and functional solution for the Plaza area, consistent with the original concept, as the center of local governmental activities. The proposals for the State and Federal expansion areas will provide a similar grouping north of the Plaza.

The City and County presently owns 27.3 acres of land within the Civic Center area, exclusive of streets. Of this amount, 3.7 acres are presently used for off-street parking lots. To carry out the recommendations of this Development Plan, it will be necessary for the City to acquire, by purchase, an additional 5.8 acres of land, exclusive of that which will be required for offstreet parking. Most of this additional land has a high valuation because of its central location. However, the more efficient functioning of governmental activities, the aesthetic enhancement of an asset in which the City has such a large investment and the economic return to the community from the new convention facilities will justify the expenditures necessary for this small amount of additional land. The expansion of park areas will be accomplished largely through the development of street rights-of-way that will be closed to vehicular traffic.

The allocation of the block bounded by Grove, Polk and Hayes Streets and Van Ness Avenue for a new Exposition Hall is predicated upon two objectives: the continued expansion of convention facilities in such manner that the existing and the new will comprise a continuous and flexible complex of exhibit and meeting spaces; and the possibility of providing convenient parking to serve these facilities easily from the existing commercial area south of the Civic Center. This will tend to encourage the development of hotels, restaurants and other related enterprises in that area. The allocation of land for off-street parking has been spotted around the perimeter of the area to provide parking spaces within easy walking distance of the buildings which they serve. Convenient access to the parking facilities will be provided by the Central Freeway and the major city streets, while their perimeter location will help to minimize traffic within the Center itself.

The eastern portion of the block bounded by Fulton, Franklin, Grove and Gough Streets has been allocated for an Opera Auxiliary Building. This will provide space for a mock-up stage, dressing and rehearsal rooms, offices, shops, and storage space. Proper functioning may require that it be connected to the Opera House by means of a bridge across Franklin Street.

Two blocks have been allocated for controlled commercial uses. One consists of the block bounded by Larkin, Grove and Market Streets; the other consists of the westerly portion of the block bounded by Turk, Polk, Golden Gate and Van Ness Avenue. These are key locations, the first being important to the successful completion of the immediate Plaza area and the second being important for the successful development of the smaller plaza surrounding the new Federal Office Building. It is recommended that the proper City authorities encourage private interests to develop these blocks in the spirit indicated by the General Development Plan and that the proposed areas be designated as special districts, the architectural development of which is subject to review and guidance by a committee established for this purpose.

The Plan recommends that the adjacent blocks surrounding the Civic Center area be allocated for commercial use. These areas should be encouraged to develop as office space for private firms such as title insurance companies, attorneys, and others; and for housing historical societies and groups interested in promoting and practicing the arts; and for hotels, restaurants and such facilities as tend to strengthen the convention group.

Table of Land Uses

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City and County Governmental Non-governmental Parks

State Federal Parking

Total

Present	Proposed
Acres)	(Acres)
8.4	10.1
10.8	13.9
4.4	12.9
23.6	36.9
5.6	8.4
5.6	6.9
$\frac{3.7}{38.5}$	$\frac{9.6}{61.8}$



DEVELOPMENT PHASES

Each of the several City and County elements of the Development Plan has been segregated and placed in one of four phases covering the 20-year period.

The first three phases would cover a period of approximately 5 to 7 years each, with the fourth, listed as non-scheduled, covering an indefinite period intended to include those components that might be executed any time within this period as favorable circumstances permit.

To assist in the fulfillment of the Development Plan, it is recommended that the Civic Center Technical Coordinating Committee, appointed for the express purpose of assisting in the formulation of the Development Plan, be perpetuated and its membership expanded to include representatives of the Art Commission and the Recreation and Park Department.

Phase One

New Civil Courts Building Remodeling of City Hall for Offices Rehabilitation of Civic Auditorium Off-street Parking under north half of the Plaza Restoration of the Plaza Landscaping Completion and Rehabilitation of the Library Off-street Parking-block bounded by Eddy, Larkin, Turk and **Polk Streets**

Park Areas flanking the New Federal Building

Phase Two

New Convention Building

Off-street Parking-block bounded by Grove Street, Van Ness Avenue, Hayes and Franklin Streets

Phase Three

- Off-street Parking on the two blocks immediately west of the Opera House and the Veterans Memorial Building
- Off-street Parking and official garage on the block immediately north of the Veterans Memorial Building
- Closing of Fulton Street from Larkin to Market Street
- Acquisition of triangular area immediately east of the Orpheum Theater for Park use

Extension of Seventh Street

Non-scheduled

New City and County Office Building

Construction of the Opera Auxiliary Building

Closing of Larkin and Polk Streets between McAllister and Grove Streets

Replacement of the Power and Steam Plant

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BUILDING SPACE ALLOCATION PLANS

In 1953 the City Architect conducted a survey to determine the future office space requirements for those Departments that were to be located within the Civic Center. In addition to this, the Consultants have obtained the 20-year space requirements for those remaining Departments whose needs were not included in the above-mentioned report. It was apparent from the results of these surveys that nearly every Department was functioning in cramped quarters. In several instances the offices of some Departments have located in other parts of the City.

The building space allocation plans of existing and future buildings presented in this report are the result of a careful analysis of the present and projected space requirements of the Departments and of their proper interrelationships.



VIEW OF THE NEW COURTS BUILDING FROM THE PLAZA





New Civil Courts Building

This building would accommodate the courts presently located in the City Hall. Municipal Courts are on the second floor, Superior Courts are on the third and fourth floors. Dual libraries for Municipal and Superior Courts have been allocated space on the fifth floor.

A cafeteria on the ground floor would serve employees and visitors in the building. Parking space in the basement would be restricted for use by judges' and official cars.

The areas allocated for the 25 Superior and the 13 Municipal Courts and the supporting facilities are in accordance with the summary of requirements contained in the Consultants' preliminary report, "Space Requirements, City and County of San Francisco, Courts and Offices," dated May 7, 1957. It is the understanding of the Consultants that these requirements meet the approval of the proper court representatives.

Approximately 2500 square feet of additional space have been allocated in the basement to accommodate the equipment for a new central heating plant to replace the present out-dated existing plant at the northeast corner of the square.

An area tabulation of the distribution of net space within the building is shown in the appendix.



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SECOND FLOOR



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THIRD FLOOR



FOURTH FLOOR



FIFTH FLOOR



SIXTH FLOOR

- LEGEND

- E JUDGE
- G JURY
- H WITNESS



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A COURT ROOM - 60 SEATS
B COURT ROOM - 75 SEATS
C COURT ROOM - 100 SEATS
D COURT ROOM- 150 SEATS
F CLERK, COURT REPORTER, BAILIFF
I CONSULTATION ROOM
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City Hall

The City Hall presently houses many legislative, executive and judicial departments of the City and County Government. Because of increased demand on government, these multiple functions can no longer be adequately housed within the City Hall. The following factors were considered in determining the best future use of this major City building:

1. Since the City Hall is the focal point of the Civic Center, it should be the actual as well as the symbolic seat of the City and County Government.

2. It is considered desirable that it contain those Departments that have direct contact with the people of San Francisco.

3. The proposal for the conversion of the City Hall to a combination Court House and Reception Center, and for the construction of one large office building to house the remaining City and County functions has been analyzed. It has been concluded that such a scheme would cost approximately \$5 million more than would the recommendations of this report and would still not make optimum use of the City Hall. The analysis of this proposal is contained in the Consultants' preliminary report, "Space Requirements, City and County of San Francisco, Courts and Offices," dated May 7, 1957, and can be summarized as follows:

a. Factors 1 and 2 above indicated the desirability of a new Civil Courts Building.

b. Additional space within the City Hall would be required for Courts use. While this could be made available by filling in the light courts on the 2nd, 3rd and 4th floors, it would entail great expense for the net space gained.

c. The courts, by their nature, have specialized and rigid space requirements which cannot easily be fitted into the existing City Hall structure.

d. A single large building housing all the City and County offices would be difficult to site within the Plaza area without violating desirable height and bulk limitations.

e. The scheme would offer a less flexible solution than that provided by the recommendations of this report.

f. Finally, the cost of providing adequate space for the Courts and other City and County offices in accordance with the proposal would cost approximately \$5 million more than by the method outlined in this report.

Therefore, it is recommended that the City Hall be remodeled into modern office space to accommodate the Departments shown on the floor plans. An area tabulation of the distribution of net space within the building is shown in the appendix.



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SECOND FLOOR



FOURTH FLOOR



New City and County Office Building

While this building, located in a half block on the north side of McAllister Street, between Van Ness Avenue and Polk Street, will be designed to fulfill the specific requirements at the time of construction, it is envisioned that it will provide space: to bring the Public Utilities offices into the Civic Center; to consolidate the Civil Service offices presently remaining in the City Hall as well as the Retirement System and Health Service System into one building; to adequately house the Fire Department Headquarters, together with garaging for Headquarters' cars; and to permit the expansion of Departments located in the City Hall. Direct and convenient access to the City Hall for employees and visitors would be provided by a pedestrian underpass under McAllister Street

An area tabulation of the proposed distribution of net space within the building is shown in the appendix.



VIEW OF THE NEW CITY & COUNTY OFFICE BUILDING AND PARKING GARAGE FROM THE PLAZA













FIRST FLOOR





FIFTH FLOOR





Convention Facilities

San Francisco will be able to command its share of convention and trade show business when the complex of facilities shown on the following pages has been completed.

To aid in the formulation of a tentative program, the Consultants requested that a survey be conducted by an independent group. This was accomplished by the Industrial Planning Associates through the sponsorship of the San Francisco Convention and Visitors Bureau, and a report was prepared entitled, "Convention Facility Needs in San Francisco" in February 1958. This report has served as the basis for planning the expanded convention center.

The first step to be undertaken is the thorough rehabilitation of the Civic Auditorium. This building occupies an important site in the Civic Center, was completed in 1914 and has reached the point where it can no longer fulfill requirements for conventions or local public functions. Rehabilitation would effect necessary improvements in mechanical services and circulation. Space not fully utilized at present would be converted to provide 60 badly needed meeting rooms varying in capacity from 25 to 150 persons. In addition to the physical restoration of the building, modern, up-to-date utility systems would be installed throughout.

The second step is the construction of a new Exposition Building on the block bounded by Grove, Polk and Hayes Streets and Van Ness Avenue. This building, connected with Brooks Hall and the Civic Auditorium by underground passages and bridges, would provide both meeting and exhibit spaces. An exhibit hall at street level would contain approximately 45,000 square feet of space with ample ceiling height for the display of heavy machinery, sailcraft, model buildings and other large exhibits. This space and the adjacent area for a catering service could well serve the needs of large banquets. The lower or basement exhibit level would be an unbroken extension of Brooks Hall, giving exhibitors close to 200,000 square feet of


VIEW OF THE NEW EXPOSITION BUILDING FROM THE PLAZA

contiguous space. Six large meeting rooms each with a capacity of between 250 and 300 persons would be provided on the second floor. These would be accessible to both meeting rooms and the main arena in the Civic Auditorium via bridges over Polk Street. The upper floor would be available for use as office space for the San Francisco Convention and Visitors Bureau, for headquarters of the exhibitors or for additional seminar meeting space. Additional space would be provided for storage, caterings and other facilities necessary to serve the large crowds using the building.

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The occasional demand for large meeting rooms would continue to be met through the use of the Opera House, Veterans Memorial Auditorium, Nourse Hall and the Fox Theater, in addition to the main arena of the Civic Auditorium.

An area tabulation of the distribution of net space within the proposed Exposition Building is shown in the appendix.

STORAGE OR EXHIBIT SPACE SERVICE











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FIRST FLOOR



SECOND FLOOR









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Parking Garage

This has been designed as a typical garage to be constructed on the City-owned block just south of the Opera House. It is shown as containing five levels of parking with a total capacity of approximately 1200 cars. The street floor contains the minimum area needed for entrances, pool space, ramps and exits with the remainder allocated for commercial use. In this way the street level will be prevented from appearing "dead" and will allow the continuity of business activity at this level.









FIRST FLOOR



Building Types

New Civil Courts Building

The Civil Courts Building will provide appropriate accommodations for the Municipal and Superior Courts and related facilities. The suggested architectural character is sympathetic with the older monumental civic buildings surrounding the Plaza and is expressed in terms of present-day building techniques rather than in imitation of the classic style of the older buildings. It will be faced, either completely or partially, depending on budget allowances, with the same white granite as the older structures.

Interior wall and floor finishes will be of low-maintenance materials such as natural stone, hardwood, tile, carpet, etc. Ceilings will be treated acoustically.

The building will be air conditioned throughout. Vertical transportation will be provided by automatic elevators or escalators or both.

City Hall Remodeling

The City Hall will be restored and up-dated to provide efficient office space.

The exterior will be cleaned and the main skylights sealed over. The interior public spaces will be cleaned and restored. Wherever possible, consistent with efficient planning, the present interior marble-surfaced walls will be retained. Additional partitions will be metal lath and plaster. Except in special offices or where the present stone can be retained. floors throughout will have new vinyl tile surfacing. Suspended acoustical ceilings will be installed in office areas.

All plumbing, including service lines, will be replaced. The heating and ventilating system will be replaced with modern efficient equipment. The electrical system and lighting fixtures will be replaced or renovated. The present elevators will be up-dated and converted to automatic operation.

Civic Auditorium Rehabilitation

The Civic Auditorium will be restored and up-dated to provide efficient space for conventions and civic functions.

The exterior will be thoroughly cleaned and restored. Clear glass will be installed in the large central windows facing the Plaza.

All interior surfaces will be cleaned and restored. The main auditorium as well as all other meeting rooms will be treated for proper acoustics. The third and fourth floors will be converted to meeting rooms and additional fire exits installed as required. New floor surfaces will be installed throughout.

A new air-conditioning system will be installed. Plumbing and electrical systems will be completely restored. New escalators will be provided and existing elevators replaced.

New Exposition Building

New City and County Office Building

These will be modern, air-conditioned buildings constructed of durable, maintenance-free materials and planned to provide flexible space for conventions and office use. They will be of contemporary design with colors and materials carefully chosen to provide a harmonious relationship with older buildings in the area.

Typical Parking Garage

This will provide economical off-street parking with the open parking floors treated to provide screening for the parked cars and to establish an architectural character in keeping with the more formal public buildings in the area

City and County Civil Courts and Offices

Summary of 20-year space requirements

The space requirements for those Departments preceded by an asterisk have been assembled by the Consultants. The remainder have been taken from the 1953 Survey Report, prepared by the Bureau of Architecture. All areas are in net square feet.

Department Board of Supervisors

Mayor Chief Administrative Officer Legislative Representative Assessor Tax Collector Treasurer Controller Recorder **Registrar of Voters** *Purchasing Department Public Utilities: Administration Water Department Hetch-Hetchy Heat, Light and Power Public Works Board of Permit Appeals Civil Service Art Commission City Planning Commission *Fire Department Headquarters Sealer of Weights and Measures **Real Estate** Redevelopment Agency Parking Authority **Retirement System** *Health Service System *Board of Education *Department of Public Health *Conventions and Visitors Bureau *Housing Authority *Department of Electricity *San Francisco Museum of Art *Records Center *Municipal Courts *Superior Courts

County Clerk

Law Library

City Attorney

Public Administrator

Sheriff

*Department of Public Welfare

'Includes 5,000 sq. ft. active storage. ²Will continue occupancy of present building. Space provided by present Health Center Building adequate for facilities required in Civic Center. Occupies its own building at 440 Turk Street. ⁵Will occupy new building outside Civic Center. Will continue occupancy of present quarters in Veterans Building. 'As use of the Records Center by City Departments is voluntary, future space requirements cannot be estimated. ⁸(13 courts)

 $^{\circ}(25 \text{ courts})$

Will continue occupancy of present headquarters building at 585 Bush Street

Existing	Required
9,500	10,000
6,750	8,000
1,570	2,200
512	500
15,420	30,000
16,100	20,000
8,870	10,200
18,690	27,000
16,680	18,000
23,490	25,000
10,750	14,700
3,880	4,300
19,940	39,800
11,220	16,800
$1,700 \\ 45,910$	3,200
45,910 630	67,000
15,260	630 19,000
500	1,000
6,440	7,900
16,500	20,000
1,190	1,200
1,860	2,600
1,730	5,000
2,690	3,000
3,600	12,000
3,500	5,400
138,000	175,000 ²
	· · · · · ³
3,000	6,000
1,170	3,500⁵
43,000	6
9,500	7
18,960	50,000 ⁸
43,930	100,000°
14,930	17,000
12,480	22,000
10,760	16,000
1,540	2,300
4,720	5,200
39,000	50,00010

Building space allocation summary

NEW CIVIL COURTS BUILDING (Areas in Net Square Feet)

Basement	First	Second	Third	Fourth	Fifth
			44,000	44,000	
				4 · · 290	
1.1.1.1					
		111111		1.00.00	2,000
			44,000	44,000	2,000
804/808		41,000			
					4,500
			10100	* * * *	
4 A A A		1,500	* * * *		1 500
#24.9K94	* * * *				4,500
0.000		44,000			9,000
					24,000
					17,000
105051					
10100					
3.3.3.3	5,500		818.0508		1 000
4.4.4	0.000			* * * *	1,000
	,			* * * *	* * * *
				4.4.4.4	
66,000		44,000	44,000	44,000	53,000
	32,000 13,000 21,000		$\begin{array}{cccccccccccccccccccccccccccccccccccc$	$\begin{array}{cccccccccccccccccccccccccccccccccccc$	$\begin{array}{cccccccccccccccccccccccccccccccccccc$

CITY HALL (Areas in Net Square Feet)

Department	Basement	First	Mezzanine	Second	Third	Fourth
Board of Supervisors				10,000	10000	
Mayor				8,500		
Chief Administrative Officer				2,300		
Legislative Representative				600	1.1.1.1	
Assessor		26,600	960		*******	
Tax Collector	7,900	12,400	900			
Treasurer	2,300	7,500	200			
Controller		6,000		21,000		10.000
Recorder		13,300	4,300			
Registrar of Voters	11,900	10,800	2,310			
Purchasing Department	3,300			6,500		4,900
Public Utilities	-,	*******			4,300	
Public Works	3,500				23,000	39,925
Board of Permit Appeals			****		630	
Civil Service	2,300	1,400			15,400	
Art Commission	_,				900	
City Planning Commission		21212.2	* * * *			7,900
Fire Department Headquarters	13,800					
Sealer of Weights and Measures	1,490					
Real Estate	,	0.00000			2,600	
Redevelopment Agency					5,000	
Parking Authority	• #1#1%	50×(13)			****	3,400
Telephone Exchange	2,500					
Press	2,000			1,300		
Employees' Lounge				1,000		1000
Storage	18,200					
Service Facilities	5,180				. 34 .	
	· · · · · · · · · · · · · · · · · · ·			4,530	1,000	
Unassigned Space	5.6.5.8			-1,000	1,000	
Total	72,370	78,000	8,670	54,730	52,830	52,125

Sixth	Total
8,000	
4,000	
1.1.1	
12,000	102,000
0.000	

* * * *	53,000
	24,000
	17,000
	16,000
	2,500
	5,500
	1,000
	8,000
	32,000
	13,000
3,000	24,000
- ,	4,000
15,000	302,000

D

Attic	Total
	10,000
	8,500
	2,300
	600
	27,560
	21,200
(*****.*)	10,000
* * * *	27,000
* * * *	17,600
	25,010
	14,700
	4,300
	66,425
	630
	19,100
1.1.1.1	900
	7,900
	13,800
2.2.2.2	1,490
	2,600
	5,000
1.1.1.1	3,400
	2,500
	1,300
5,200	5,200
10000	18,200
	5.180
	5,530
5,200	327,925

NEW CITY AND COUNTY OFFICE BUILDING (Areas in Net Square Feet)

Department	Basement	First	Second	Third	Fourth	Fifth	Total
Fire Department Headquarters		7,500	14,500			* * * *	22,000
Civil Service			8,000	11,000			19,000
Retirement System		8,500	3,500				12,000
Health Service System				5,500		1.1.20	5,500
Public Utilities:							
Heat, Light and Power			· ·			5,500	5,500
Hetch-Hetchy						17,000	17,000
Water Department		250		9,500	27,000	3,500	40,250
Mechanical Equipment and Storage	18,500	250					18,750
Parking	10,500						10,500
Unassigned Space	8,000	* * * *		••••		• • • •	8,000
Total	37,000	16,500	26,000	26,000	27,000	26,000	158,500

NEW EXPOSITION BUILDING (Areas in Net Square Feet)

	Sub-basement	Basement	First	Second	Third	Fourth	Total
Exhibit Space		95,000	44,500				139,500
Exhibit or Storage Space		20,000					20,000
Meeting Rooms				13,500			13,500
Office or Seminar Space					1111	20,000	20,000
Catering or Storage	* * * *	F 000	5,500		2,500		8,000
Unloading and Service	14,000	5,000			• • • •		5,000
Mechanical	14,000						14,000
Total	14,000	120,000	50,000	13,500	2,500	20,000	220,000

Utilities

Water

The Civic Center area is served by two City-owned water systems: one for domestic water and one for fire protection, which is designated AWSS (Auxiliary Water Supply System).

The domestic water system serves low-pressure fire hydrants, AWSS cisterns, wet-standpipe fire-protection systems, and water for domestic consumption. The piping network for the domestic water system consists, generally, of 8-inch lines under north-south streets, and 6-inch lines under east-west streets. There is a 12-inch line under Grove Street, and looping 16-inch lines under Buchanan and Fulton Streets. The water lines under Market Street.

The AWSS distributes water from several high reservoirs to a highpressure piping network serving high-pressure fire hydrants. Several 75,000-gallon cisterns in the area provide a fixed supply of water in the immediate vicinity reserved for fire protection. In the event of a water shortage, sea water can be pumped into the AWSS.

Sewers

The Civic Center area is served by a combined storm and sanitary sewer system, consisting of a grid network of 3' x 5' brick sewers collecting and crossing at various Market Street intersections. This collecting system continues to the Southeast Sewage Treatment Plan. The sewers under Polk, Franklin and Gough Streets, and Van Ness Avenue, collect in a 6'-9" circular sewer, which also serves a large area to the west of the Civic Center. The City contemplates a large diversionary sewer addition at the intersection of Fell and Octavia Streets. This sewer will flow toward Market Street under Octavia Street, to relieve the peak storm load on the Fell-Tenth Streets portion of the 6'-9" circular sewer. A program of guniting the interior of the old brick sewers is under way.

Steam Distribution

The Civic Center area is provided with a City-owned distribution system around the perimeter of the Civic Center Plaza. This system is approximately 40 years old, and while some replacements of piping, expansion joints, and valves have been made, the suitability for expansion is quite limited. Additional replacement of piping, expansion joints, and valves is required.

The Pacific Gas and Electric Company maintains a steam distribution system within the area. It is served from a steam-generating'plant located on Stevenson Street; through mains along Stevenson Street to Market Street, terminating at Hyde and Market Streets, and along McAllister Street, terminating at Hyde Street. From these points it would be possible to extend the steam mains to the remainder of the Civic Center.

Traffic Signals

The electrical system for the City-owned traffic signals would require some modification.

Street Lighting

Much of the street lighting level of illumination in the Civic Center area is inadequate by recognized present-day standards. Consideration should be given to improving the street lighting facilities, primarily in the areas of the convention facilities where it is anticipated that heavy vehicular and pedestrian traffic will occur during evening hours. The existing street lighting facilities are owned by both the Pacific-Gas and Electric Company and the City and County of San Francisco.

Fire Alarm

The Civic Center area appears to be adequately covered by the existing pattern of City-owned fire alarm stations of the Central Fire Alarm System. Certain types of proposed buildings and facilities may require connection to this system, which would entail some extension or modification work. It is contemplated that a more extensive fire-reporting system will be necessary for this area in the future.

Civilian Defense Communications

Key personnel in the various Civic Center facilities are alerted by telephone from the Central Fire Alarm Station. It is contemplated that some system of muted radio communication would be installed at key points within the Civic Center, and alert information would be automatically recorded at these points for playback to key personnel. The alert instructions could be fed into the central public address system in each building when the occupants are to receive such alert instructions.

Gas

Gas is supplied by the Pacific Gas and Electric Company from its Potrero Gas Distribution Plant through a piping network of highpressure (25 psi), semi-high-pressure (5 psi), and low-pressure (11inch water column) lines in the Civic Center area. The high-pressure distribution system consists of a 22-inch line under Hyde Street, looped with 16-inch lines under O'Farrell, Webster and Seventh Streets, and a 24-inch line under 17th and 15th Streets.

The semi-high-pressure distribution system consists of a 30-inch supply main under Tenth and Fell Streets and Van Ness Avenue, serving the grid network of low-pressure gas mains under most streets. The lowpressure distribution system is served from a 24-inch main under Van Ness Avenue that connects with the semi-high-pressure main at Van Ness Avenue and Broadway.

Electrical

The Pacific Gas and Electric Company has an underground electrical network system in the area bounded by Market Street, Van Ness Avenue, Golden Gate Avenue, and Jones Street, including the block bounded by Van Ness Avenue, Grove Street, Franklin Street and McAllister Street. The area south of Market Street bounded by Market, Tenth, and Mission Streets is served by another underground electrical network system.

The Pacific Gas and Electric Company advises that it will extend the underground network systems to accommodate any future facilities in the immediate areas outside the aforementioned boundaries, provided there are sufficient load requirements. The Company has minimum electrical load requirements for extension of the network-type of system to new facilities, in order to justify the expenditures involved. Those new facilities which require less than the minimum established load will be provided with electrical service, although not connected to the networktype of system.

Telephone

The Pacific Telephone and Telegraph Company serves a system of telephone networks in the Civic Center area from its Market Central Office Exchange. One is bounded by the triangle formed by Golden Gate Avenue, Octavia Street, and Market Street; and another, south of Market Street, bounded by Brady, Market, Mission, and Sixth Streets. The Telephone Company advises that this exchange is capable of handling all future load growths in these areas, and the telephone networks can be readily expanded.

Telegraph

The Western Union Company owns and maintains telegraph facilities in the Civic Center area. The main trunk line for this area extends along Market Street, with facilities located in the Federal Building, Furniture Mart Building, Civic Auditorium, City Hall, and at 1260 Market Street. Provision for telegraph service is installed in the State Building, but is not in use. Messenger service (pairs of wires leased from the Pacific Telephone and Telegraph Company) is provided in other buildings of the area.

Commercial Fire Reporting

The American District Telephone Company and the Pacific Fire Extinguisher Company each owns and maintains central office-type, firereporting systems in the Civic Center area. There are no direct connections to the City fire-reporting system, but the alarms are transmitted from their respective central offices to the City Fire Department.

Survey of Existing Buildings

A survey was conducted by the Consultants to determine the structural condition and the remaining useful life of existing City and County buildings within the area. A summary of this survey may be found in the Preliminary Report of July 31, 1957.



CITY AND COUNTY OF SAN FRANCISCO

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