

The background of the entire page is a detailed architectural site plan of the San Francisco Civic Center Historic District. The plan shows a complex grid of streets, including major thoroughfares like Market Street and Van Ness Avenue, and numerous individual building footprints with their internal room layouts. The drawing is a high-contrast black and white line drawing.

A Program for Renovation and Revitalization

Prepared for:
**Department of Public Works
City & County of San Francisco**

Prepared by:
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Olin Partnership
& Associated Firms**

October 1998

**SAN FRANCISCO CIVIC CENTER
Historic District Improvement Project**

Contributing Team Members

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Mayor's Office of Economic Development
Department of Public Works
Recreation & Parks Department
Planning Department
Department of Parking & Traffic
Art Commission

This report summarizes the effort of the City and Consultant teams who have worked collaboratively with each other and with the community to develop the proposed program for the Civic Center.

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SAN FRANCISCO CIVIC CENTER Historic District Improvement Project

Introduction

Civic Center Plaza should be the jewel in the crown of San Francisco. It is renowned for the architectural splendor of its setting, for the grandeur of the Beaux Arts principles it represents, and for the City Beautiful movement it embodies. It has also been the nerve center of San Francisco's civic life. It has witnessed major events in the life of the City since its construction - the Pan Pacific Exposition of 1915, the opening celebrations for the Golden Gate Bridge, the formation of the United Nations, and numerous peace rallies, political demonstrations, and citywide festivals. It is etched in the memory of long-time residents as the place for community pride and celebration, for collective grief and mourning, for public debate and civic action.



Over the nearly nine decades of its existence, as cultural institutions and residential neighborhoods developed around it, Civic Center Plaza became more than a gracious foreground for City Hall. It expanded its role from a symbolic civic space to a 'living room' for the City's residents.

Today, Civic Center Plaza is replete with memory and potential but devoid of a program

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to support its evolving role in the City. Today, the Civic Center Plaza languishes . . . poorly designed for functions large and small . . . lacking in a sense of history . . . removed from its surroundings . . . unattractive and avoided by most San Franciscans . . . it is no longer the City's grand living room, the welcoming place that celebrates our City.

However, a new energy in the surrounding blocks and districts offers hope for the future. City, State, and Federal governments are nearing completion on almost \$1.2 billion of building improvements in the Civic Center area. With the opening of City Hall and other government offices in the vicinity, the Plaza will be a front yard to more than 10,000 workers in the area. It is a stone's throw from the cultural district on Van Ness Avenue and on the route for visitors to the Library and new Asian Art Museum. It is a short walk from residences along Van Ness, the Tenderloin, Western Addition, and Hayes Valley and next to two public schools. It is surrounded by diverse city districts and is well connected by local and regional public transit.

Drawing upon the ideas and inspiring vision of the many constituents for the Civic Center, this plan is presented as a blueprint for the future. With a history of memorable use, newly-renovated surrounding buildings, proximity to vibrant citywide institutions and neighborhoods, and a diverse working and resident population in close vicinity, the Civic Center Plaza is ready to regain its place as lively center of a vibrant district, the heart of the City that welcomes each and everyone.

SAN FRANCISCO CIVIC CENTER

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The Story of the Civic Center

An exemplary City Beautiful complex in the of the American academic Beaux Arts tradition, the San Francisco Civic Center was designed at a time when San Francisco was the center of western America. The entire Civic Center complex expresses a belief that such inspiring surrounding should be democratically available to all.

The James T. Rolph Civic Center Plaza was built in 1915 based on a design originally envisioned by the acclaimed architect John Galen Howard. As Howard noted at the time, "the Civic Center signifies the unity of the community of which it is the practical need, the aesthetic need and the spiritual expression."

The original Beaux Arts Plaza design consisted of a wide central space on axis with Fulton Street flanked by two circular fountains with statuary, four quadrants of grass, and a decorative balustrade with a double row of trees around the perimeter. Over the next fifty years, this original design was modified repeatedly with the addition of decorative pavings, experimentation with many different light standards, and the addition and subtraction of various trees and plantings, monuments, and statuary.

In 1960 the Plaza was redesigned with the addition of the underground garage and Brooks Hall facility. The new modernist design replaced the central space with a large fountain flanked by pollarded sycamore trees and flag poles and the four quadrants with olive groves. Service facilities for the underground structures including stairs, elevators, ventilation ducts, and ramps to the garage became prominent features on the Plaza and had a detrimental effect on circulation, symmetry, use, and overall character.

Recognizing the extreme need for intervention, the City built two playgrounds during the past four years and replaced the fountain with a lawn in 1997. The following page traces the evolution of the Plaza from its 1912 origins to the present day.

The time is now ripe for a comprehensive improvement program. This document outlines the basic components and strategy developed by the City and Consultant team for the renovation and revitalization of the Civic Center Historic District.

Why it Does Not Work Today?

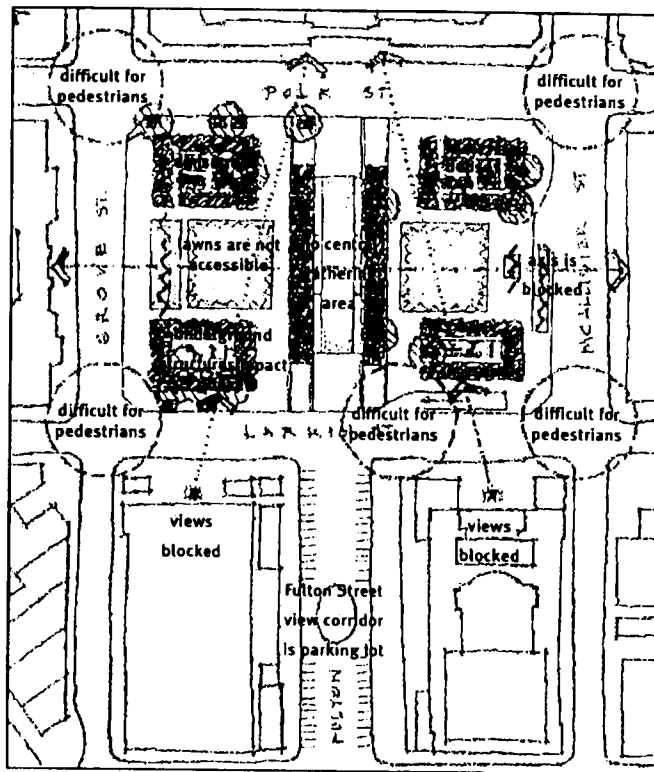
The conditions in Civic Center Plaza inhibit its success because:

- the design character is not consistent with the Civic Center Historic District.
- the scale of the Plaza is immense--the playgrounds are the only human-scale spaces. So, while the Plaza works well during occasional special events and large festivals, it is an uninhabitable place for the individual.

- the parking garage entrances and wide streets make pedestrian movement difficult and unattractive.

- adjacent streets are too wide for the load they carry and designed with no consideration of a human scale.

- the sidewalks in the district have inconsistent pedestrian amenities, if any, and are not unified with the historic district.



Existing Conditions

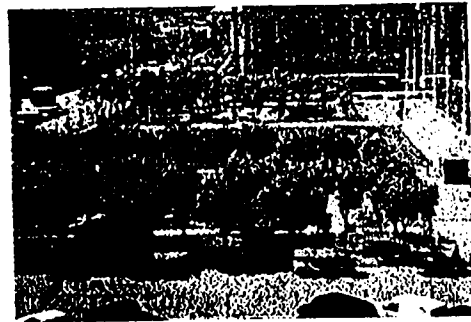
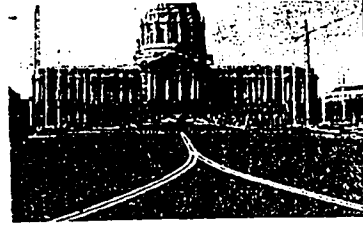
- the design does not have areas that can be effectively used for small gatherings and people-oriented programs--as a result they are few and far between. There are also no public amenities such as food-service in the vicinity.
- the central space is presently unusable for civic gatherings.
- the historic axial relationship, especially in the North/South direction, is undermined by the garage entrances, the Grove Street berm, and the garage elevator building.

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- trees block views to the landmark architecture and curtail sightlines within the Plaza.
- the lawns are not accessible to people with disabilities.
- exits and ventilation ducts for Brooks Hall and Garage are in disrepair and boarded up--many places to hide present opportunities for criminal activity.
- the quadrants are too dense and dark with trees, create hidden pockets, are not usable for programs, and are difficult to maintain.
- physical elements are difficult to maintain--years of neglect have left deteriorating paving surfaces, planting, flagpoles, benches, and lights.
- the lighting is not designed to provide adequate light, complement uses or enhance the historic architecture.
- Fulton Street is a vast parking lot--unattractive to pedestrians and with no relationship to the important cultural institutions flanking it.



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New Life for San Francisco's Civic Center

This Plan represents the hopes, dreams, and aspirations of a diverse community of constituents - everyday users, neighbors, residents, visitors, elders, kids, professionals, in short, the people of San Francisco. It envisions new life at the Civic Center that encompasses all groups, outlines a program for use from spontaneous everyday activities to organized special events, recommends design concepts to accommodate these uses, and proposes physical improvements to enhance security and pedestrian safety.



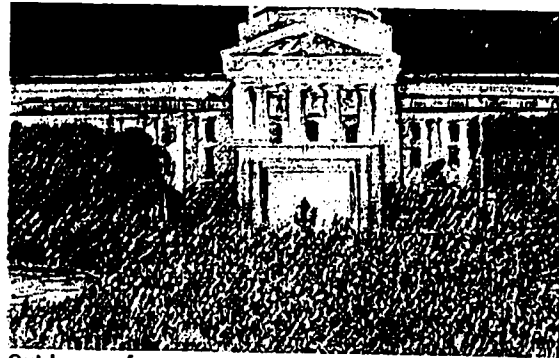
Temporary market



Noon-time concert



Children's play area



Outdoor performance

The primary goal of the project team is to restore the Civic Center Plaza along with Fulton Mall and the Historic District to their former glory and stature as the premier civic spaces in the City, to create places that are welcoming and wonderful, full of the range

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of public life that makes a great city great.

The recommendations contained in this plan aim to bring people to the Plaza - for a civic celebration, an outdoor opera premiere, a noontime jazz concert, a book fair, a political rally, an early morning cup of coffee, a quiet lunch in the shade, a chess game, a moonlit walk. It envisions a renovated and revitalized Civic Center that reflects its spectacular setting, embraces a wide range of uses and activities, and welcomes each and every citizen at all times of the day and night.

Emerging from the goals and objectives of the community and developed and evaluated by a team of experts, the team envisions Civic Center as:

a grand and civic 'living room' for San Francisco...

evoking memories of the 1912 Beaux Arts Plan; building on the processional axis from UN Plaza to City Hall; unobstructed views of buildings; spaces for gatherings large and small; complimenting the acclaimed historic character.

reinforcing strong linkages with neighboring institutions...

storytelling sessions on the steps of the Library; outdoor opera and symphony programs; public announcements from the steps of City Hall, open-air art shows curated by the Asian Art Museum, picnicking groups from surrounding neighborhoods.

a venue for ceremony, education, entertainment, art, and recreation...

mayoral inaugurations, collective political discussions, and impromptu demonstrations; noon-time concerts, street musicians, and poetry readings; outdoor theater and evening performances; educational exhibits and play areas.

offering everyday amenities for workers, residents, and visitors...

a place to get coffee; a place to sit, eat lunch, watch people go by; a place to buy maps, get information, learn about the City; a place to take the kids.

a secure and safe district for pedestrians and bicyclists...

wide tree-lined sidewalks, bike lanes, safe street-parking, and signalized mid-block crosswalks; redesigned garage ramps for improved traffic circulation and pedestrian safety; district-wide lighting and signage improvements.

SAN FRANCISCO CIVIC CENTER

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A Plan that the City Needs

The plan for the Civic Center Plaza and the surrounding area is designed to solve existing problems, to restore its historic grandeur, and to look to the future. It is a plan that responds to concrete concerns about the quality of public space, is based on the desires of the City, and meets the needs of its all its citizens.

The City needs a grand outdoor room for Civic life and Civic events.

- Civic Center Plaza is redesigned to accommodate a wide variety of events of every size and interest. From the one-day yearly festival to the weekly concert and the daily lunch hour, a flexible design will bring life back to the district.
- Presently, sidewalks in the district have inconsistent pedestrian amenities, if any, and are not unified with the historic district. The original vision of the Civic Center is finally completed in this proposal. The 1912 plan is restored and adapted to serve contemporary needs for public events and gatherings.
- The Plaza is designed as a series of outdoor "rooms" each designed at a human-scale and with built-in facilities for a broad range of activities, large and small.
- A grand central civic space is re-created, one that embodies the aspirations of the City and can be used for all civic celebrations.
- A pedestrian mall along Fulton Street connects Civic Center Plaza to Market Street--parades, processions, and other civic events are nobly served.

The City needs to meet the needs of the surrounding neighborhoods and cultural institutions.

- The Plaza is designed with built-in amenities for people and spaces that anticipate uses and programs for all groups including kids, elders, and visitors.
- Small structures are created to accommodate cafes, restrooms, visitor information, and safe and well-lit connections to the garage and Brooks Hall.
- A unified, well-designed children's space is created with structures and open lawn for safe and easily supervised play.
- The renewed plaza will be open to community life and participation. Events that draw from the energies of all San Franciscans will be regularly programmed--a sense of community ownership will ensure long-term success.

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The City needs to provide safe and inviting public spaces.

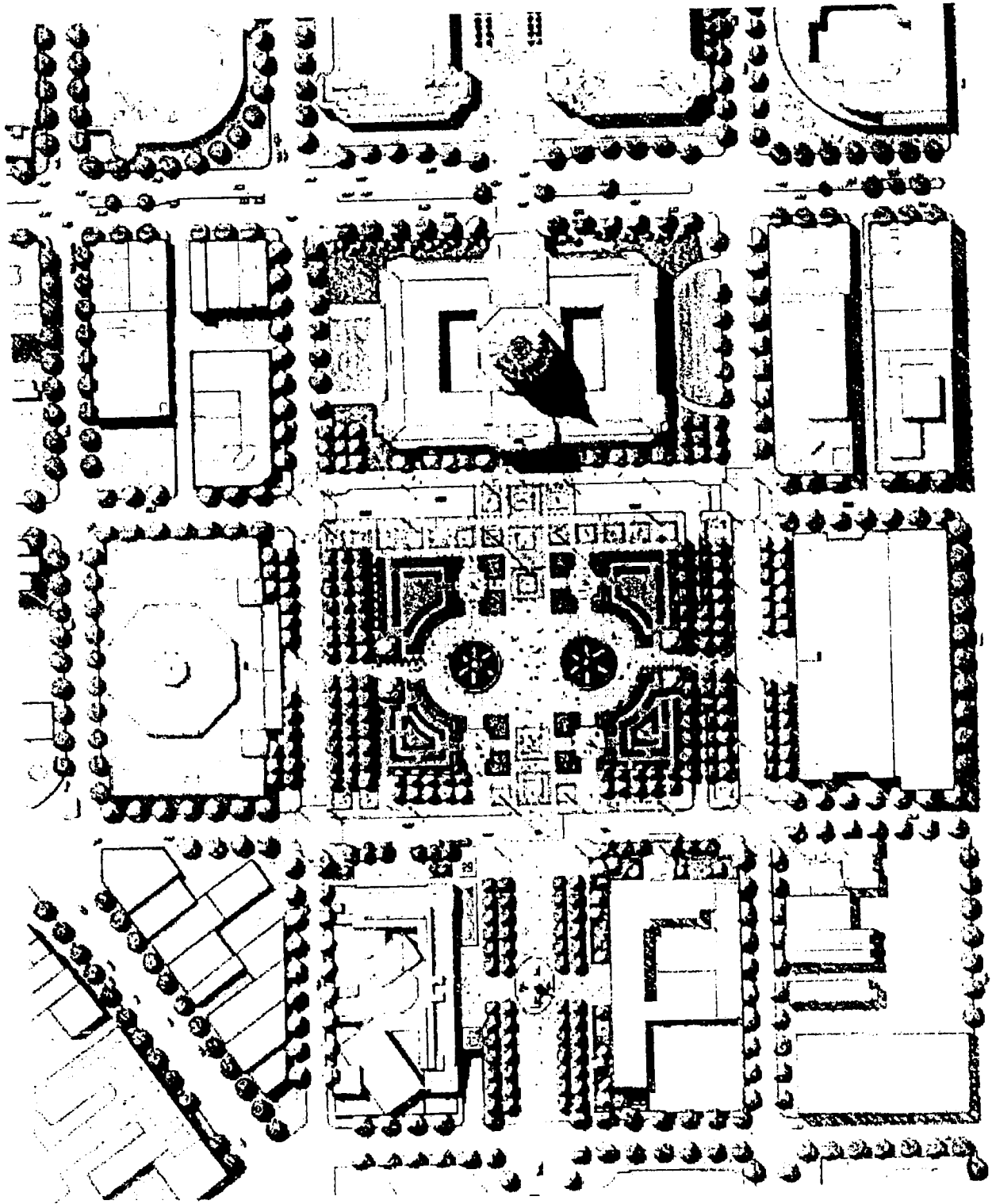
- New lighting is installed throughout the district that enhances safety and reinforces the unique design character of the historic district.
- The openness of the renovated plaza provides safe and secure paths.
- A year-round schedule of events is programmed to bring people back to the Civic Center.
- All elements are completely accessible to all groups of San Franciscans.
- An operations and management plan compliments the physical structure. Regular maintenance and 24 hour security ensures long term success.
- Unnecessary stairs and ventilation ducts are removed or consolidated.

The City needs to improve conditions for pedestrians and bicyclists.

- The parking ramps are redesigned and relocated to create a more inviting and safe pedestrian environment and efficient auto access. One-way operation and queue lanes will increase safety when entering and exiting the garage.
- Streets are narrowed, sidewalks widened, and traffic flows redirected to make the area more attractive for pedestrians and facilitate more efficient transit operations.
- New signalized mid-block crosswalks are added to facilitate greater access around the Plaza as well as across Van Ness and Hyde streets on axis with Fulton.
- Bicycle routes are incorporated throughout the district.

The City needs a public space that connects and compliments the great Political, Cultural, and Civic Institutions in the Civic Center.

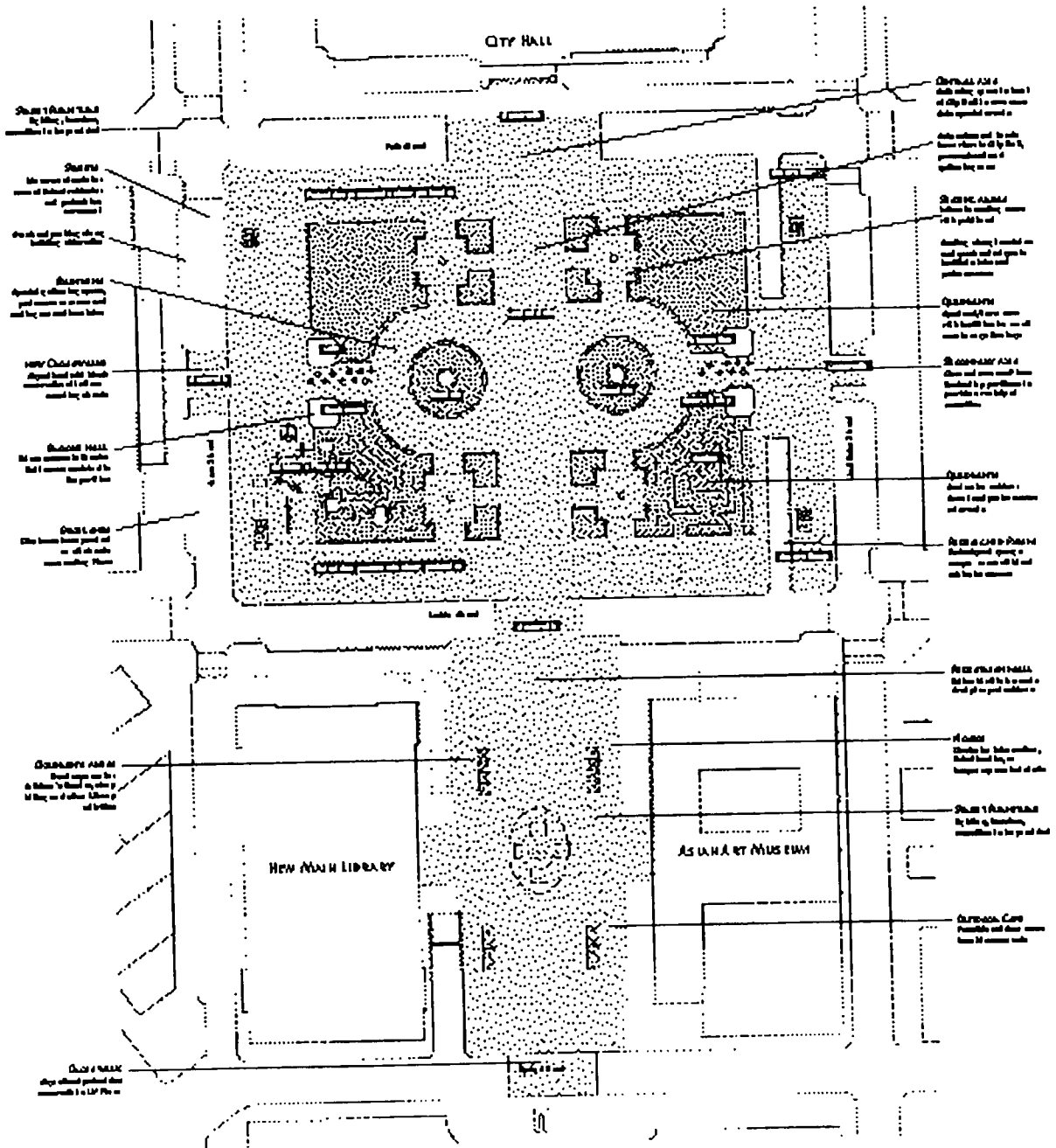
- The historic axial relationships are restored, both physically and visually.
- Fountains and a diversity of public art elements add life and interest.
- Trees are planted to enhance the space and reinforce view corridors.
- Materials are selected with an eye to long term maintenance
- Signage welcomes, educates, and orients residents and visitors.



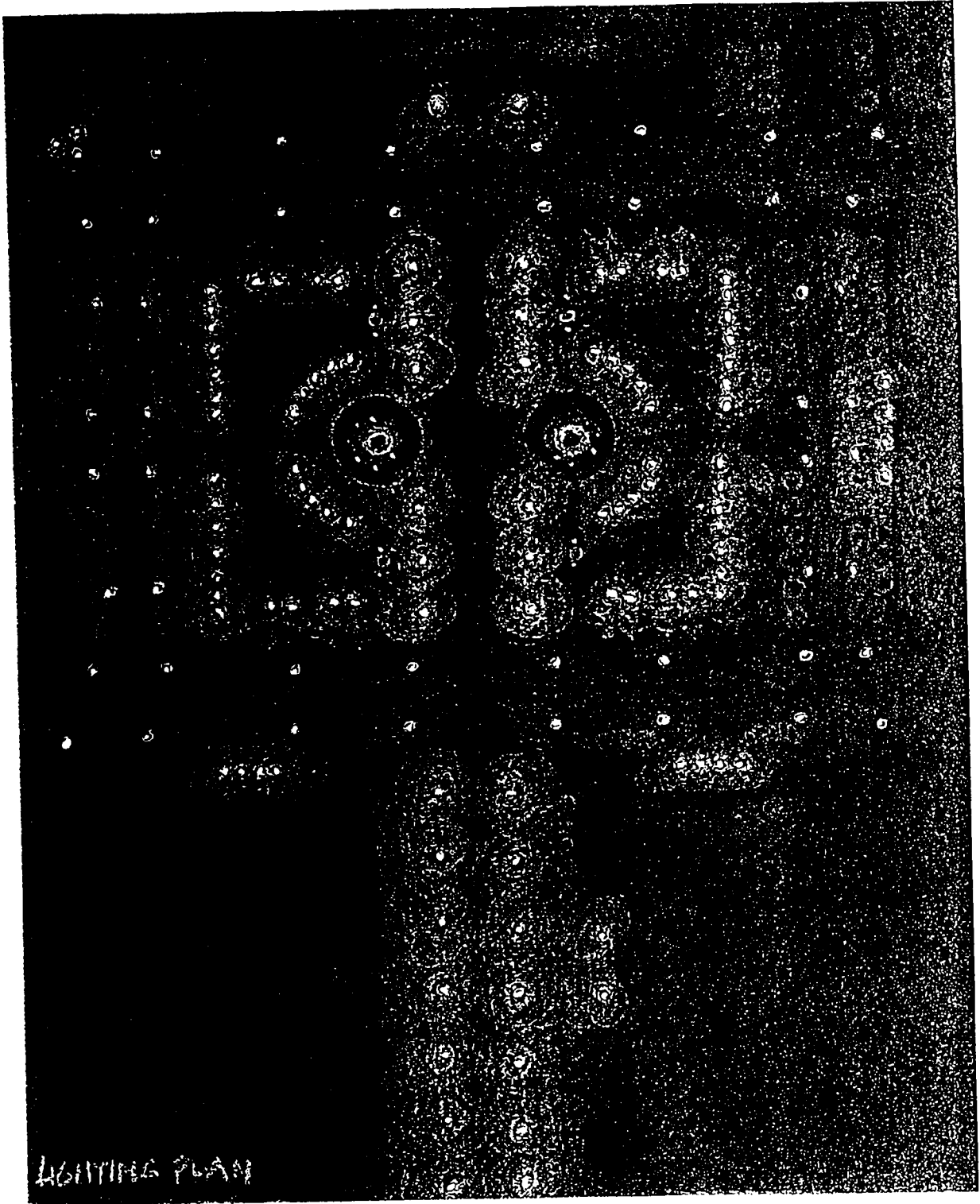
**SAN FRANCISCO CIVIC CENTER
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Program Plan



SAN FRANCISCO CIVIC CENTER Historic District Improvement Project



LIGHTING PLAN

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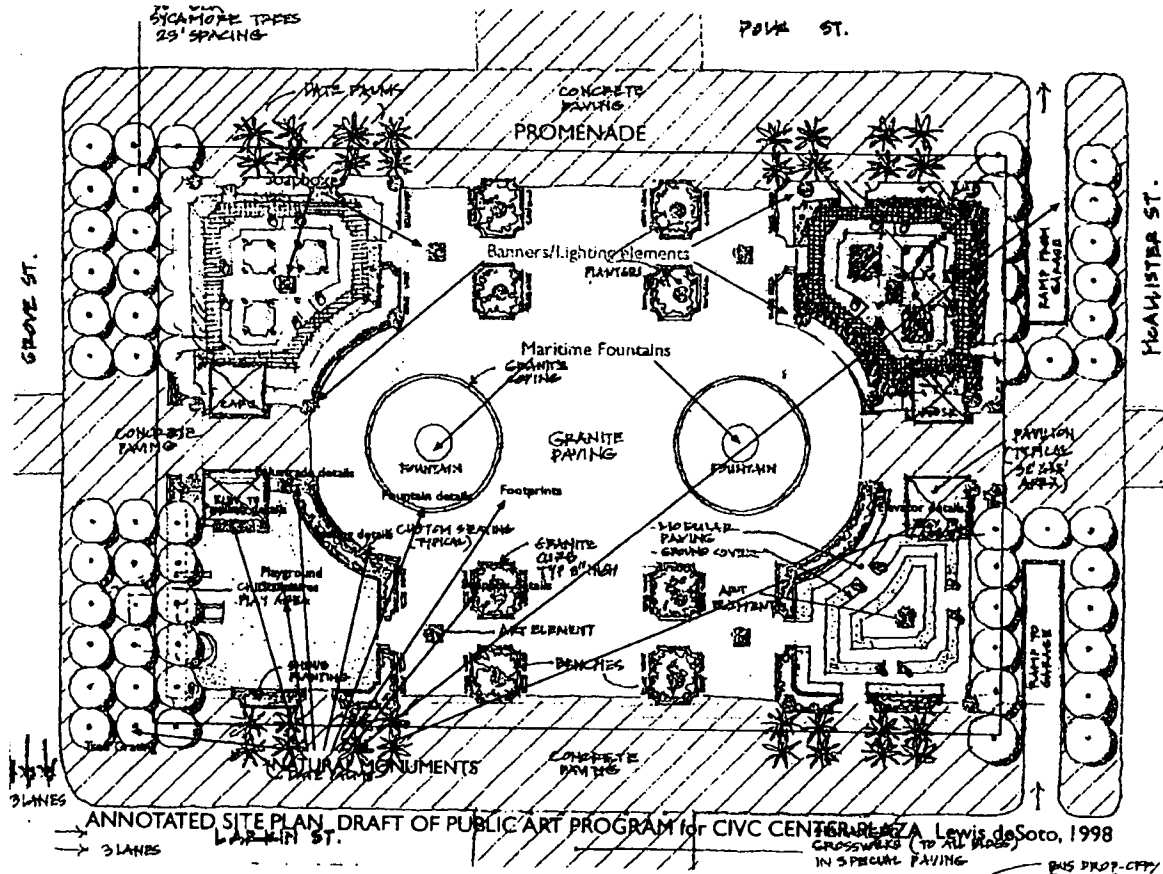
Public Art

The Art Commission, in conjunction with the artist Lewis DeSoto and the Civic Center planning and programming team has been working to develop concepts for integration of public art in the design of Civic Center Plaza and Fulton Mall. Concepts that fall within three themes have been developed and will be refined further to determine the direction for a art plan. These three themes are:

- u **Natural Monuments of Bay Area Flora and Fauna:** Images of plants, animals, fish, birds, and fungi native to the San Francisco peninsula and Bay can be incorporated into the design of pavilion structures, balustrades, tree gratings, planters, paving, benches, sculptures etc. Applications may include decorative friezes, column designs, relief patterns, motifs, and animal tracks on paving. It is recommended that the artist selected to implement this idea be part of the architectural team for the project and work out some of the specific details in the early phases of design so it can be completely integrated into the concept.
- u **Touch of the Community:** The relationship of the community to the Civic Center Plaza is paramount. It is the one place for citizens to express their rich sense of identity and connection to the city. A recognition of this relationship can be manifested in several ways and three ideas are proposed. It could take the form of a carpet of signatures of city residents etched into the paving along the perimeter of the Plaza, banners representing specific communities flown to commemorate special events, or fanciful a series of fanciful soap-boxes for political oratory or as pedestals for temporary visual art objects.
- u **San Francisco Maritime History in Fountain Treatment:** The fountains are the signature artworks of the plaza. A bronze models of historical ships mounted on turntables in the fountain basins, capable of moving with the wind becoming weather vanes can add a sense of history and interest.

The following plan indicates potential location of some of these ideas within the Plaza.

A Program for Public Art in the Plaza



SAN FRANCISCO CIVIC CENTER
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The Public Process: How did we get here?

An integral part of the work plan was a series of three public workshops to involve the community in working sessions and key decisions. Each workshop included discussion and brainstorming, evaluation of work in progress, and creation of ideas and objectives for the following phase. Important considerations that surfaced at these meetings included the imperative for improving safety and security for users, a desire for a pedestrian-friendly district, programming that considered all groups particularly kids, the role of the Civic Center in education, and the need to ensure the free expression of the diversity of San Francisco's residents.



The goals and recommendations contained in the Final Program result from a collaboration between the collective hopes and dreams of citizens and the technical expertise of the professional team. The process combined broad vision with functional detail, accommodated grand gestures within technically possible and cost effective boundaries, and represents a comprehensive strategy for the renovation and revitalization of the Civic Center District.

Workshop #1: May 6, 1998

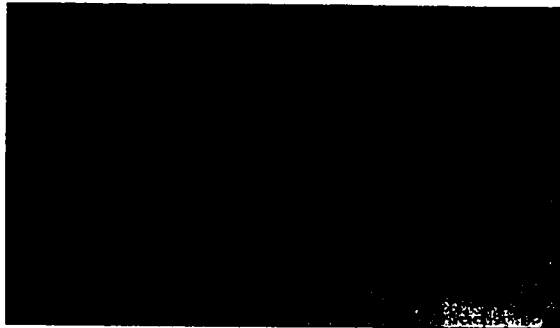
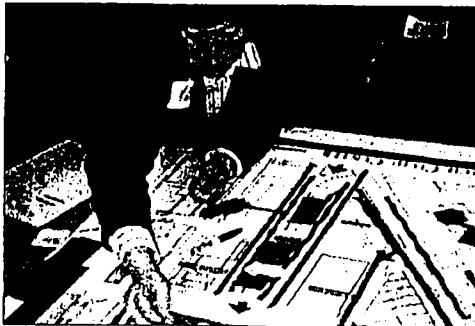
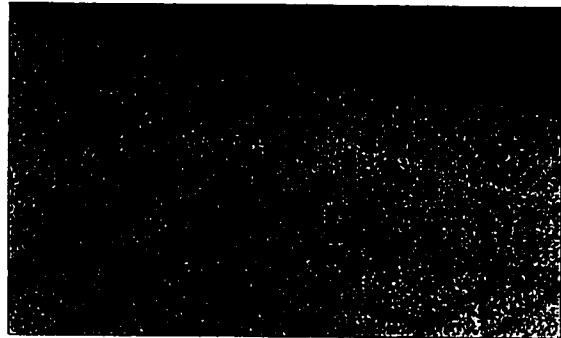
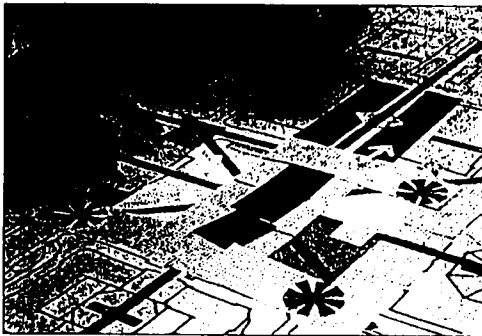
Held at the beginning of the process, this workshop was a forum for an outspoken community to share their remembrances and thoughts about Civic Center and help establish a direction for the City and Consultant Team. Organized as a town-hall meeting followed by small group discussions, this session focused on generating ideas for consideration during the following planning phase.



Daytime and nighttime use of the plaza with entertainment, recreation, festivals, art, tourist information, political rallies, children's play areas, outdoor art displays, markets, and special events contributing to activity and vibrant gathering was envisioned. A safe and secure pedestrian environment with better traffic control and improved lighting and landscaping was emphasized.

Workshop #2: June 10, 1998

Based on the ideas put forth by the community in the previous workshop, the project team designed an interactive game at this session. Divided into small groups, the community arranged color-coded pieces representing various uses and programmatic elements on a site plan to create a vision of their Civic Center. Six plans were developed representing a range of ideas and recommendations. These plans are reproduced in the following pages along with their highlights. Ideas represented by these plans were documented and formed the basis of work for the City and Consultant teams in preparing the preliminary program.

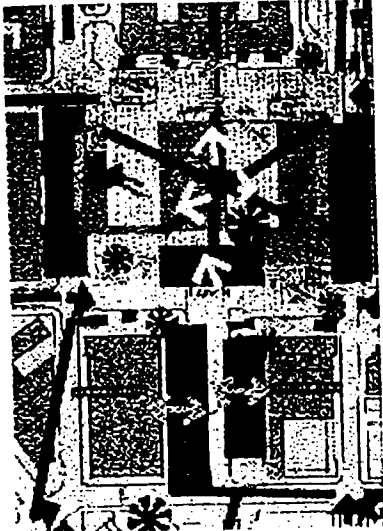


Workshop #3: August 6, 1998

At this workshop the community reviewed the preliminary program and design concepts developed by the team and provided feedback on the recommendations. The discussion was organized around a panel of professional experts who introduced key concepts and responded to questions from the audience. The comments received ranged from questions on security, safety, and programming to suggestions for specific physical improvements. These questions and responses were recorded by the team and informed refinements that led to the final proposal presented here.

Executive Summary

Reproduction of community schemes from Workshop #2



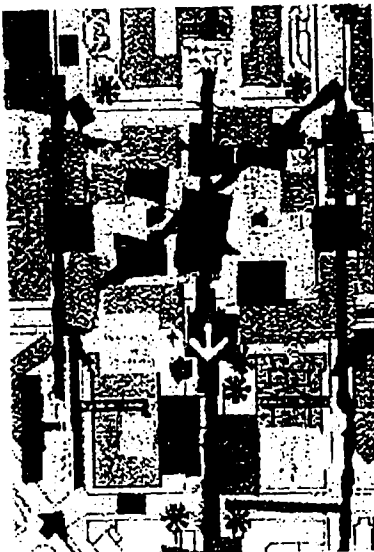
Red Team:
The People's Place



Orange Team:
Welcome to our San Francisco
Neighborhood



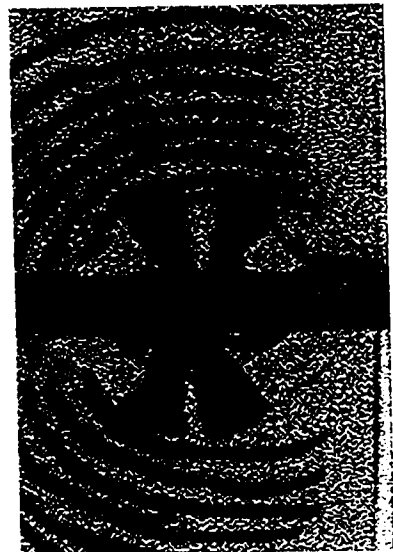
Blue Team:
Everyone's Plaza



Green Team:
The City's Ground Zero



Black Team:
(Just) Civic Center



Yellow Team:
Pulse

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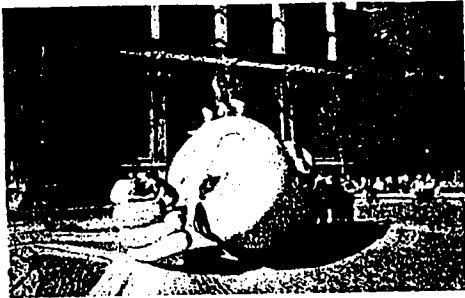
Summary of Key Management Steps

The key concerns that need to be addressed before program goals for the Civic Center can be implemented are provision of 24-hour security, facilities maintenance and management, and promotion efforts to attract and schedule events. These concerns about Civic Center Historic District have been expressed not only by professionals on the team but also by participants in the public workshops, by city employees working in the plaza area, and by past event organizers that have produced programs in the plaza. Developing a new program for the Civic Center Historic District that includes effective management and event programming is an opportunity to set new standards of safety and attractiveness for the area. The following actions are particularly important:

- u A policy advisory committee that meets on a regular basis should be formed and include representatives from businesses, residents, and government agencies, arts organizations in the vicinity, and the Convention and Visitor's Bureau.
- u An Executive Director should be appointed who is contracted to the City of San Francisco and reports to the policy advisory committee.
- u A permit should be required for any activity taking place in the area.
- u A fund should be established for developing arts and educational programs.
- u A percentage of revenue from on-site retail should be committed to the arts and educational fund. Appropriate fees should be charged for corporate gatherings, photo shoots, and other commercial activities. All labor and materials associated with commercial use of the Plaza should be provided at additional cost to the user.
- u The Park Code for District Use should be amended to ensure optimal management.

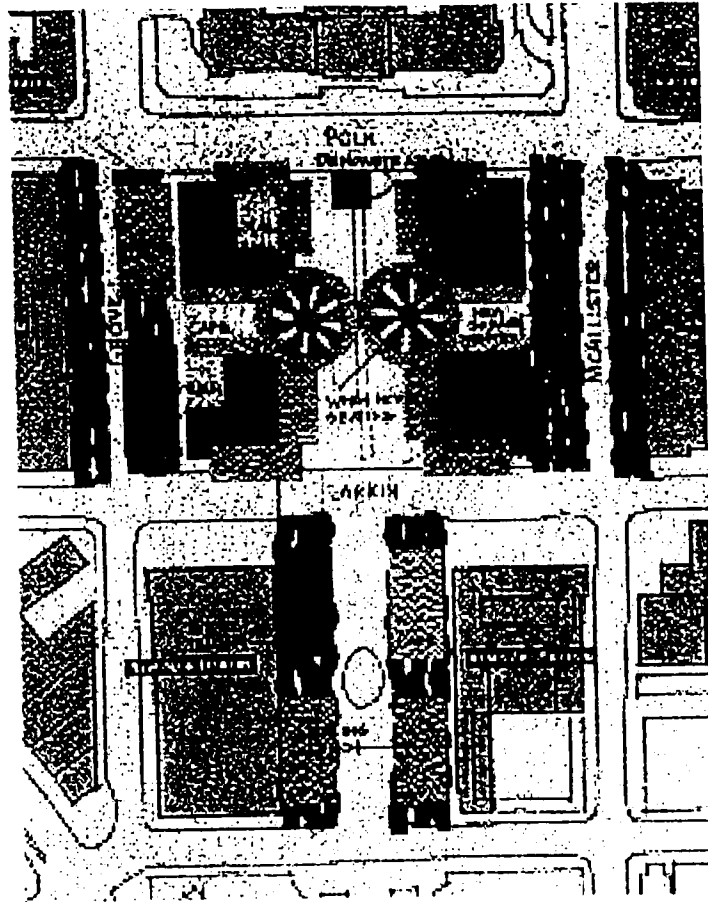
Life at the Civic Center

The Civic Center is a place for the new life of the City - a common ground for diversity, designed with spaces and services to ease the transition from daily life to lifetime events, from poetry readings to opera, from soap box speeches to citywide parades, from playground for the neighborhood to playground for the City. However, without an effective programming and management strategy, efforts to bring the Civic Center to life may come to naught. The team recognizes this and has prepared a management plan and event programming structure that could set new standards of safety and attractiveness in the area. This plan is attached as an appendix to this document. The following pages describe various scenarios of use in the Plaza and Fulton Mall.

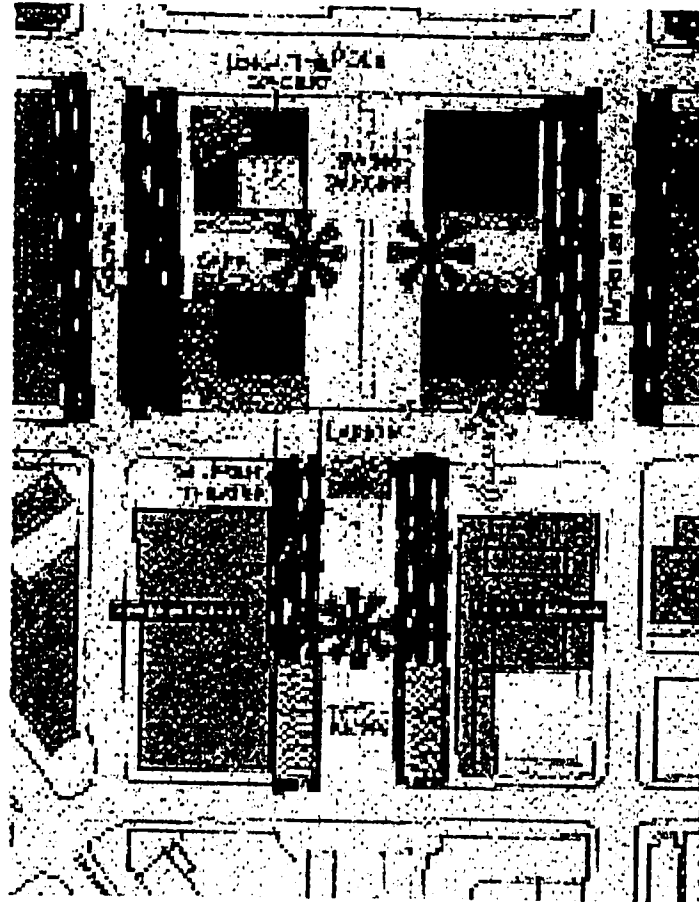
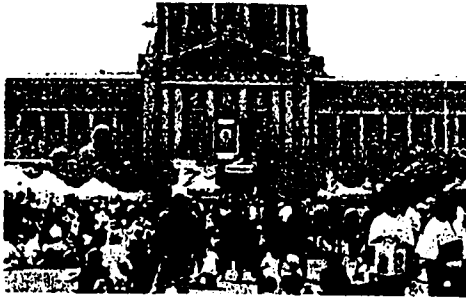


Spontaneous Activities

The 10,000 workers in surrounding buildings, the users of City and cultural services, visitors to San Francisco and neighbors alike will find the Civic Center transformed. An embrace of beautiful, thriving trees, new walks and plantings will provide a distinctive and memorable sense of place. A walk to City Hall, a coffee break, a chance encounter with a remarkable new children's' play area, the welcome respite of a few moments by the fountain where the sounds of the City disappear, an appointment to meet for lunch at the Civic Center café, a delightful evening's stroll ... all of these will be a part of the spontaneous new life of the Civic Center.

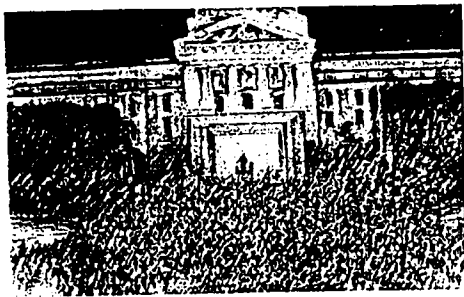
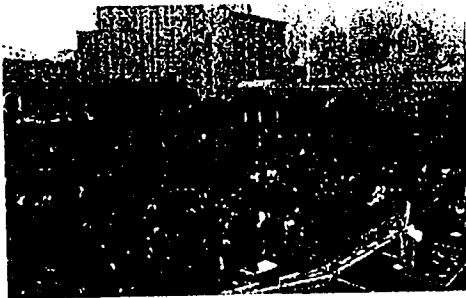


SAN FRANCISCO CIVIC CENTER Historic District Improvement Project



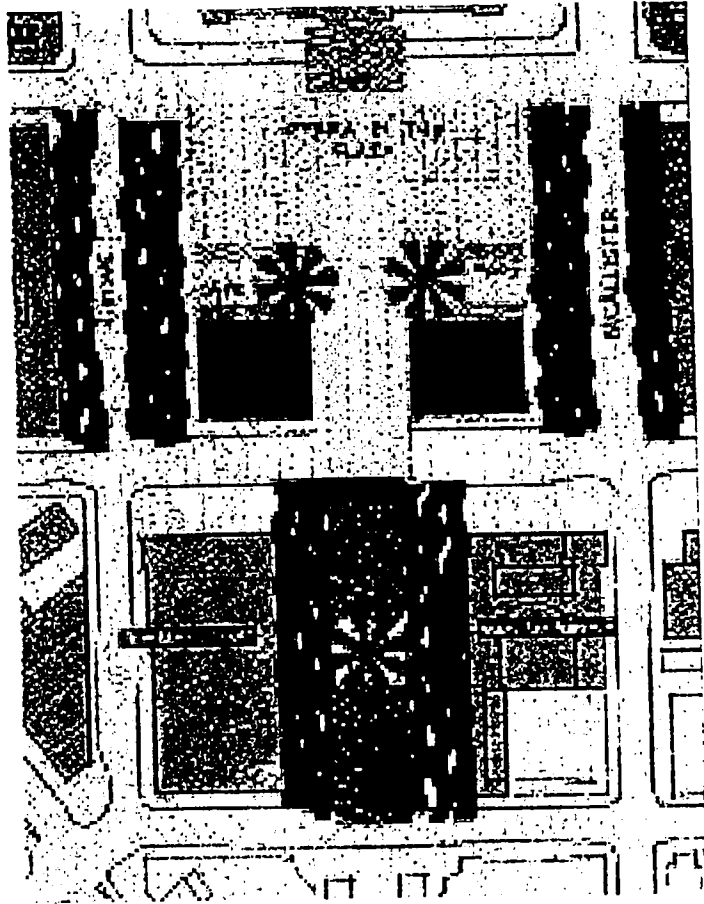
Small Programmed Events

The new Civic Center Management Team will schedule, support and encourage small programmed events throughout the day and the year. On any day, you might encounter a poetry reading tucked into one of the quadrants, a chamber group playing to a small crowd sitting around one fountain, a talk by Civic Center docents available to groups of school children learning about their City, or the scheduled announcement of a new City initiative. In the evening, it might be a "taste" of the opera opening that week, an ethnic food market offering places to dine, the opening of a temporary Asian sculpture exhibit, or a Sister-City performance event.

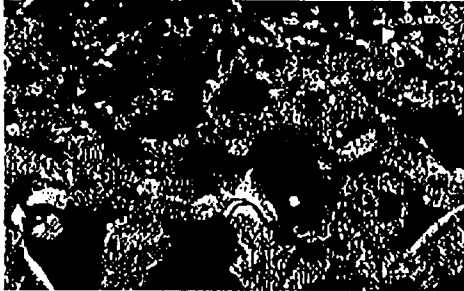


Large Programmed Events

The new design for the Civic Center will not only allow, but also ingeniously serve and encourage large programmed events at the Civic Center. The portion of the plaza facing City Hall will be gracefully and efficiently transformed into a performance space with outdoor seating for upto 5000 people. Seating, sound equipment, and stages will be easily brought up from storage areas below; a loading area along the edge of the plaza will function even in heavy traffic; and this place of daily strolls and quiet gardens will be transformed for a jazz trio, a performance by one of San Francisco's world renowned dance troupes, the Girl's Chorus, the Glide

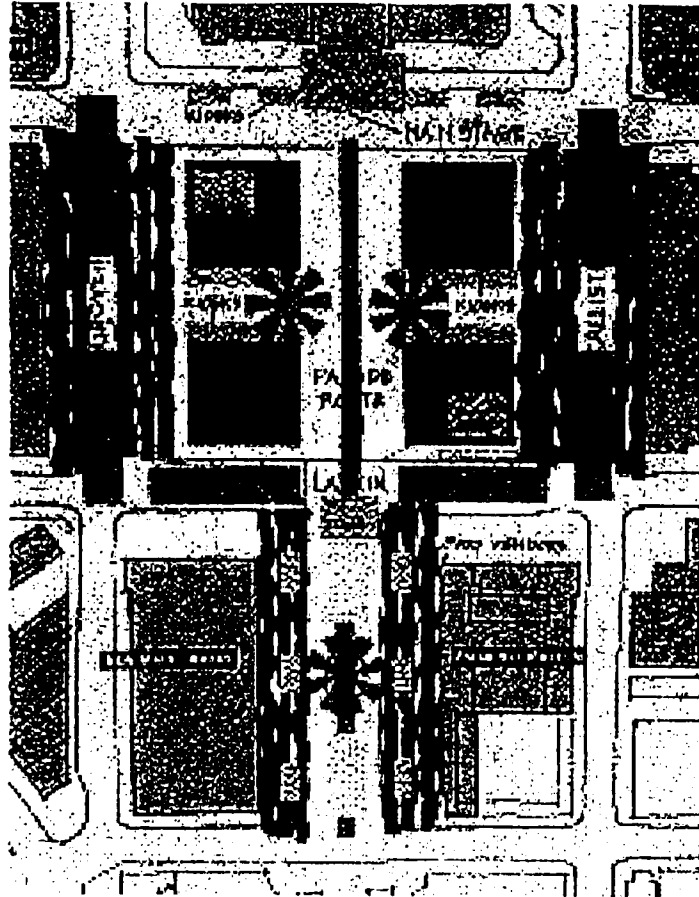


Choir, a play or a Chinese Opera. It might also discover the events to start a race, to open a book fair, to celebrate a new season, or to enjoy the monthly multi-media evening light show that features the grand facades of the surrounding Beaux-Arts buildings.



Festivals/Parades

Imagine this... it is Cinco de Mayo and you decide to go down to the Civic Center. Once there, you find a whole district transformed into a place of family celebration. The gates are attractive and welcoming; the sound systems are distinct and offer enjoyment and variety at many stages; the food is served from the café areas with well-designed stalls with electricity, water, and trash disposal available; classic low-riders line the now closed streets; and the play areas and Fulton Mall are filled with children. Limited access to the parking garage is still possible using the new ramps, and set-up and break-down times are reduced



using the elevators to storage areas below the Plaza. Throughout the year - from New Years to Gay Pride, and from the Superbowl to the World Series - every festival or parade will bring its own personality to this place for all San Franciscans.

Executive Summary

Calendar of Events

All Year	Farmer's Market	Public Art
	Tourist Information	Eating Lunch
	Cafes	Strolling
	Historic Tours	Relaxing
	Political Demos	Chess
	Children's Play Areas	

January	Day After New Year's Eve Family Celebration
	Mayoral Inauguration
	M.L.K Day March and Celebration

February	President's Day Rally
	Chinese New Year Celebration
	Tulipmania Exhibit

March	Flower Show
	St. Patrick's Day Parade

April	Cherry Blossom Parade
	Tenderloin Walkathon

May	Norway Day Parade	Youth Arts Festival
	Cinco de Mayo	Armed Forces Day Rally
	Poetry Readings	Bay to Breakers
	Lunchtime Concerts	Carnival Parade
	Black & White Ball	Memorial Day Concert
	Mother's Day Concert	

June	Poetry Readings	Juneteenth Celebration
	Evening Jazz	Father's Day Concert
	Lunchtime Concerts	World Day of Music
	Street Performers	Make-A-Circus
	Filipino Festival	L/G/B/T Pride Celebration

SAN FRANCISCO CIVIC CENTER
Historic District Improvement Project

Executive Summary

Calendar of Events

July	Poetry Readings Evening Jazz Lunchtime Performances July 4th Fireworks	Midsummer Mozart Fest Symphony Summer in the City Concert Dharma Day Gathering
August	Poetry Readings Evening Jazz Lunchtime Performances Ballet at the Civic Center	March for Human Rights Pistahan Festival Saturday Night Movies Mayoral Speech
September	Poetry Readings Evening Jazz Lunchtime Concerts Italian Chalk Art Festival Labor Day Parade	Opera/Symphony Opening with Screen in Plaza Friday Night Swing Party Mexican Independence Day Saturday Night Movies
October	Poetry Readings Evening Jazz Lunchtime Concerts Autumn Moon Festival Parade Great Pumpkin Weigh Off Fleet Week Columbus Day Rally	Hindu Navratri Festival Tibetan Awareness Sukkot Festival S.F. Jazz Festival United Nations Day Halloween
November	Election Day Speech Hindu Religious Day--Diwali March for Human Rights Veterans Day Observance Sikh Festival	
December	Hanukkah Festival Christmas Festival Kwanzaa Festival	Christmas Tree Recycling New Year's Party

SAN FRANCISCO CIVIC CENTER
Historic District Improvement Project

Executive Summary
Preliminary Cost Estimate

**Civic Center Historic District Improvement
Summary of Total Project Costs**

Item	Brooks Hall Project Budget	Civic Center Project Budget
A1 Civic Center Plaza (Basic Improvements)		24,055,000
A2 Civic Center Plaza (Beaux Arts Features)		6,000,000
B Redesigned Garage Ramps		4,999,000
C Street Improvements around Plaza		6,233,000
D Fulton Mall		3,980,000
E Historic District Improvements		6,918,000
F1 Brooks Hall Core	2,224,000	
F2 Brooks Hall Seismic Upgrade Allowance	1,613,000	
F3 Brooks Hall Tenant Improvements (Provided by Bureau of Architecture)	4,600,000	
G Allowance for Project Mitigation Costs (Provided by Bureau of Architecture)		1,150,000

TOTAL	8,437,000	53,335,000

SAN FRANCISCO CIVIC CENTER
Historic District Improvement Project

Executive Summary
Preliminary Cost Estimate

**Civic Center Historic District Improvement
Preliminary Construction Cost Estimate**

Item	Current Construction Estimate (Bid)	Project Contingency	Escalation Cost	Total Escalated		Project Control Fees	Brooks Hall Project Budget	Civic Center Project Budget
				P	Q			
A1	Civic Center Plaza (Basic Improvements)	14,917,000	1,492,000	2,238,000	18,647,000	5,408,000		24,055,000
A2	Civic Center Plaza (Beaux Arts Features)	3,721,000	372,000	558,000	4,651,000	1,349,000		6,000,000
B	Redesigned Garage Ramps	3,100,000	310,000	465,000	3,875,000	1,124,000		4,999,000
C	Street Improvements around Plaza	3,865,000	387,000	580,000	4,832,000	1,401,000		6,233,000
D	Fulton Mall	2,468,000	247,000	370,000	3,085,000	895,000		3,980,000
E	Historic District Improvements	4,250,000	429,000	644,000	5,363,000	1,555,000		6,918,000
F1	Brooks Hall Core	1,379,000	138,000	207,000	1,724,000	500,000	2,224,000	
F2	Brooks Hall Seismic Upgrade Allowance	1,000,000	100,000	150,000	1,250,000	363,000	1,613,000	
F3	Brooks Hall Tenant Improvements (Provided by Bureau of Architecture)						4,600,000	
G	Allowance for Project Mitigation Costs (Provided by Bureau of Architecture)							1,150,000
<hr/>								
TOTAL		34,740,000	3,475,000	5,212,000	43,427,000	12,595,000	8,437,000	53,335,000

SAN FRANCISCO CIVIC CENTER
Historic District Improvement Project

The following section briefly describes the scope of work for each item mentioned in the Cost Estimate Summary.

A1: Civic Center Plaza (Basic Improvements)

Site preparation and selective demolition; Substructure work including waterproofing, soil fill, concrete slab and structural modifications; Site utility improvements including storm drain, fire water lines, power supply, conduit and site lighting; Concrete paving along perimeter, granite paving in center, granite copings; Four pavilion structures; Site furniture including benches and custom seating; Playground equipment; Planters, trees, other landscape elements and irrigation system; Improvements to garage core elements.

A2: Civic Center Plaza (Beaux Arts Features)

Sculptures, pedestals, monuments, and sculpture fountains

B: Redesigned Garage Ramps

Demolition and closure of old ramps, construction of new ramps.

C: Street Improvements around Plaza

Lights, trees, and street furniture; Limited restoration of sidewalks, curbs, and streets; Pedestrian signage; Special mid-block crosswalks on Grove, McAllister, Polk, and Larkin.

D: Fulton Mall

Special paving, trees, street furniture, kiosks, and signage.

E: Historic District Improvements

Lights, trees, street furniture; Limited restoration of sidewalks, curbs, and streets; Signage; Special crosswalks across Van Ness and Hyde on axis with Fulton Mall.

F1: Brooks Hall Core

Demolition of selected existing stairs, ventilation shafts, cut slab where required; New construction including new stairs, ventilator shafts, elevators (1 passenger, 2 freight) and elevator shafts; Localized structural reinforcement; Mechanical and electrical upgrades due to structural modifications

F2: Brooks Hall Seismic Upgrade Allowance

Limited patching work and miscellaneous requirements.

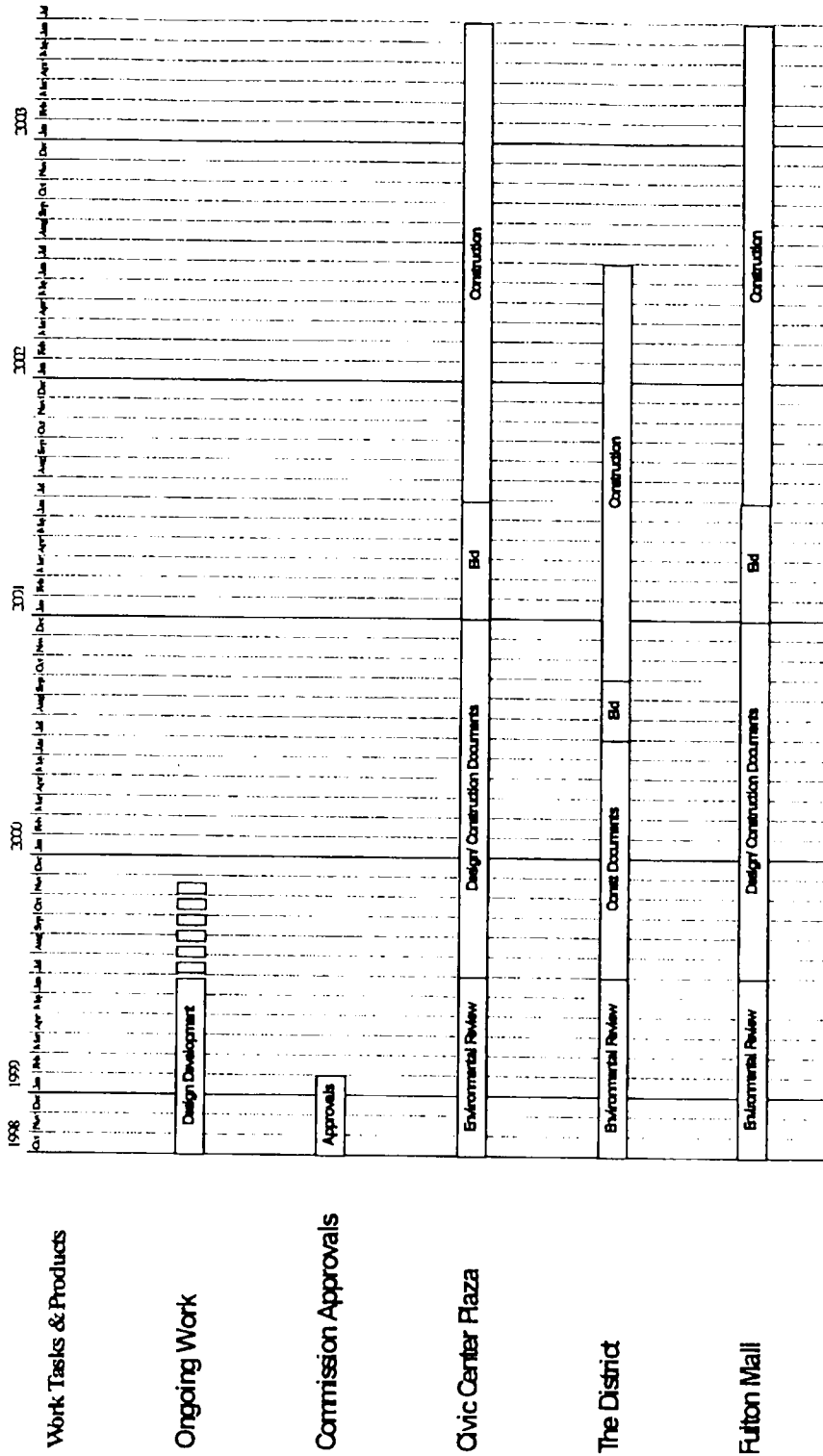
G: Mitigation Costs

Traffic and MUNI rerouting, playground relocation, and parking mitigation.

The following pages are key maps that illustrate the areas (A through F) described here.

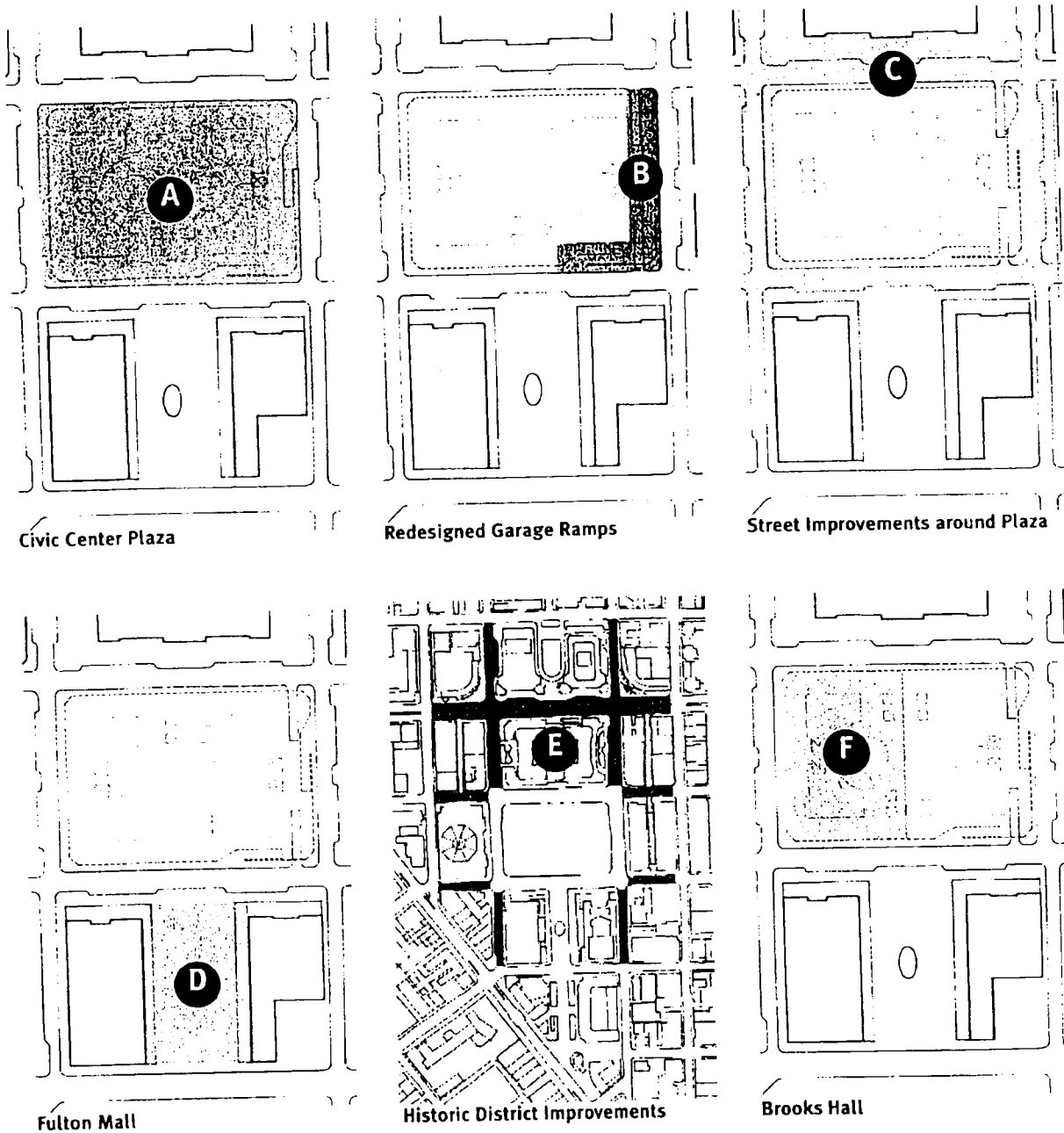
Executive Summary
Construction Schedule

Preliminary Schedule
Civic Center Historic District Improvement Project
September 9, 1998



SAN FRANCISCO CIVIC CENTER
Historic District Improvement Project

Simon Martin-Vegue Winkelstein Moris
Olin Partnership
and Associated Firms



Recommendation:

It is the recommendation of the multi-Agency City team as well as the team of consultants involved in the development of the project, that Items A (A1 and A2), B, and C form an essential package for the first phase of construction. The redesign of the garage ramps and improvements from the edge of the Plaza to the building face in each direction work to improve circulation, pedestrian safety, and programming potential within the Plaza. The objectives of the Plaza renovation effort will not be achieved without the completion of these three items.

SAN FRANCISCO CIVIC CENTER
Historic District Improvement Project

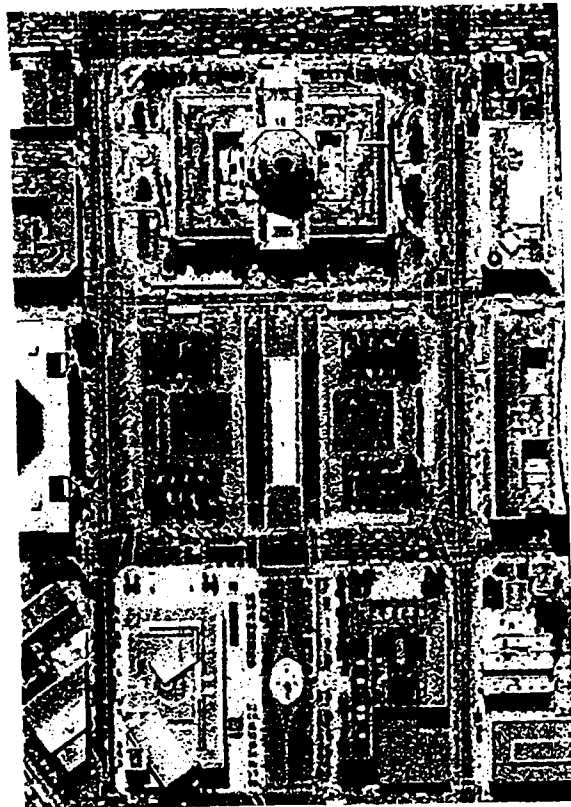
A Program for Renovation and Revitalization

Elements of the Plan

With the adoption of this Program Plan for the Civic Center, lovers of San Francisco will breathe a sigh of relief and rally to the trumpet call for an expedited program of detailed design, multi-agency coordination, and timely construction. They will have

- u a vision of a Civic Center both rooted in history, and ready to serve 21st century uses
- u a roadmap leading to ribbon cutting day, based on a reasonable, achievable budget
- u a year-round menu of potential civic functions that could find a new or improved home at the Civic Center, and
- u a mature, gracious, inviting design concept that can provide comfort, safety and delight to daily users and festival goers alike.

The plaza and landscape will regain its historic proportions - expanding pedestrian areas, managing traffic and supporting transit and bicycles. Links from plaza to surrounding buildings will be safe, clearly delineated and more frequent. The historic axis and quadrants of the plaza will be restored and celebrated, with "back of the house" elements moved out of the primary view corridors. People of all ages, interests and physical capabilities will be invited in, accommodated and often entertained. Updated systems and services will be available to visitors, tenants of Brooks Hall and the parking areas below ground, and the organizers of concerts, civic functions and celebrations.



SAN FRANCISCO CIVIC CENTER
Historic District Improvement Project

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A Program for Renovation and Revitalization

Elements of the Plan

Reaching out to the rest of the Historic Improvement District, landscape, traffic management, pedestrian facilities and consistent pedestrian-scale lighting will extend the benefits of Plaza improvements and support extensive public investment in the area. Children from the Tenderloin, patrons of the Opera, employees of the district and the "clients" of City and its cultural institutions will all find places and programs of interest.

The spirit of cross-agency coordination that has given birth to this plan will mature and endure as a capable management arm with specific Civic Center responsibilities.

Elements of the Plan

The Final Program and Plan for the Civic Center Historic Improvement District Project encompasses recommendations for Civic Center Plaza, Fulton Mall, and the streets within the Historic District. It also suggests limited modifications to Brooks Hall and the underground Parking Garage towards achieving more efficient pedestrian and traffic circulation, better access into these structures from within the Plaza, and improvements to services and utilities required by modifications to the Plaza itself.

Civic Center Plaza

Civic Center Plaza located on the block surrounded by Carleton Goodlett Way, Grove, Larkin, and McAllister Streets is proposed to be renovated and revitalized through new design derived from the structure provided by the John Galen Howard's 1912 Beaux Art Plan. In addition, a program to introduce life, activity, and events for all of San Francisco's residents is proposed. The Plaza is seen at the heart of a large public room, extending to the edges of the surrounding buildings and to this end, modified traffic lanes and garage ramps, redesigned street parking, and mid-block crosswalks are recommended.

Fulton Mall

Based on the Fulton Street Mall Design Guidelines, adopted by the City in 1996, this space will become a pedestrian connection extending the processional route from UN Plaza to City Hall. It will be programmed to serve the two institutions flanking it, the New Main Library and the Asian Art Museum, with streetscape additions, information kiosks, and landscaping to support its use.

A Program for Renovation and Revitalization

Elements of the Plan

Civic Center Historic District

The Civic Center Historic Improvement District is bounded by Hyde, Golden Gate, Franklin, Hayes, and Market Streets. This plan proposes street lighting, trees, streetscape and pedestrian improvements, and unified building and street signage on all streets.

Brooks Hall and Parking Garage

Modifications to Brooks Hall and the Garage proposed as part of this plan relocates unsightly exits, ventilation shafts, and elevators, strengthens the Garage and Brooks Hall core services to reflect the proposed Plaza modifications, and improves overall traffic access to the garage through redesigned ramps.

A Program for Renovation and Revitalization

Program Objectives

Nearly ten thousand people are expected to work in the Civic Center Historic District in new and renovated buildings by the year 2000. In addition, excellent local and regional transit access, proximity to residential areas, and citywide educational and cultural resources in the area make Civic Center a natural destination for visitors and residents alike. The key objective of this plan has been to propose a vision for Civic Center Plaza and Fulton Mall that not only serves the everyday needs of this diverse population but also attracts them for a range of spontaneous and organized events that celebrate the culture, politics, diversity, and civic life of San Francisco.

This plan represents the hopes, dreams, and aspirations of a diverse community of constituents - everyday users, neighbors, residents, visitors, elders, kids, professionals, in short, the people of San Francisco. It envisions new life at the Civic Center that is vibrant, safe, encompasses all groups, and contains a program for use from everyday uses such as children's play areas, outdoor cafe, tourist information, and lunchtime activities, to organized special events such as poetry readings, evening performances, cultural festivals, and rallies.

Key objectives of the programming team include:

- u 24-hour Security
- u Events Planning and Programming
- u Marketing and Promotion
- u Operations and Management

Design and programming in the Civic Center are integrated to support each other. The focus of the programming team has been to create a variety of settings for a wide range of activities and events to take place. The design team has responded by creating memorable spaces and efficient circulation to accommodate these activities. A description of the key design features of the Plan follows this section. Issues of event staging, operations and management, financing, circulation, equipment unloading, storage etc. are considered and accommodated.

The recommendations contained in this plan aim to bring people to the Plaza - for a civic celebration, an outdoor opera premiere, a noon-time jazz concert, a book fair, a political rally, or an early morning cup of coffee. In response to this goal, shared by diverse groups of citizens and expressed at three of workshops held in conjunction with this project, the programming team has focused on developing a calendar of events for the Plaza that encompass a wide range of events including:

A Program for Renovation and Revitalization

Program Objectives

Spontaneous Activities

A big challenge posed by Civic Center Plaza is the provision of a human scale within its grand sweep. The presence of over 10,000 workers in the vicinity of the Plaza everyday makes it imperative that the Plaza work for an individual as much as it does for a crowd. To this end, the Plaza is designed to encourage and accommodate sheltered places to sit,



converse with a friend, read, eat lunch, or spend a sunny afternoon. Food service is introduced in the Plaza through a cafe operated in one of the Plaza pavilions; outdoor tables as well as custom seating and benches are provided in sheltered locations; edges of fountains and planting beds are designed for informal sitting; the grove of trees on the north and south edges of the Plaza provide shelter from sun and wind and accommodate children's play areas, chess-tables, benches, and a pedestrian path; quadrants, as well as the space formed by the fountains are seen as potential areas for impromptu street performances and public discussions. A fine grain of well-designed facilities, street furniture, and lighting is expected to enhance the quality of these spaces and provide an environment of comfort, security and respite.

Small Programmed Events

A new Civic Center Management team is proposed (for more detail, see following section on Programming and Management) which will take responsibility for scheduling small events through the day and year. These may include noon-time music concerts, story-telling or puppet theater sessions for children, a scheduled announcement of a new City initiative, a food market, a new outdoor



art exhibit, or a recurring poetry reading session. An elevated stage area may be set up at a designated spot and can be used on a continuing basis. Other equipment such as sound, lights, chairs etc. may be stored in the Plaza support space provide in Brooks Hall and accessed through a freight elevator from one of the Plaza pavilions.

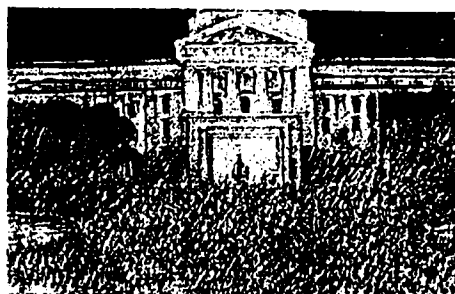
Large Programmed Events

SAN FRANCISCO CIVIC CENTER
Historic District Improvement Project

A Program for Renovation and Revitalization

Program Objectives

The new design of the Plaza will not only allow, but also serve and encourage large programmed events at the Civic Center. The portion of the Plaza facing City Hall is expected to be transformed into a large performance area with outdoor seating for upto 5000 people oriented towards a temporary stage with City Hall serving as a backdrop. More people can be



accommodated along the central axis and within the two quadrants closest to City Hall, if needed. Electrical facilities for wiring light and sound equipment are provided; unloading and set up is facilitated through a special lane along the Plaza on Grove Street; temporary food service may be set up in conjunction with the existing cafe; access to additional restrooms in the parking garage may also be provided during performance times. Closure of Polk St (and Larkin and Grove, if required) can be accomplished with minimal impact on vehicular circulation to the parking garage due to the newly configured ramps.

Festivals/Parades

Continuing the tradition of citywide gatherings at Civic Center seen most recently in full vibrancy on Cinco de Mayo and Halloween, the Plaza is designed to encourage and facilitate civic celebrations, special fairs, cultural festivals, and annual parades. At these events, streets are expected to be closed, temporary stalls and stages erected, and the space transformed to accommodate



the specific demands of the event. The central axis can serve as the processional or ceremonial area, quadrants may be designed for a variety of activities with smaller stages, music, and food, and facilities accommodated as needed within the Plaza and along the surrounding streets. Access to the parking garage is expected to be maintained with minimal disruption.

A 24-hour, 365-day schedule for the Plaza and Fulton Mall is expected to be determined, organized, and managed by the newly constituted policy advisory committee and Civic Center management team. Promotion and marketing, events

SAN FRANCISCO CIVIC CENTER Historic District Improvement Project

A Program for Renovation and Revitalization

Program Objectives

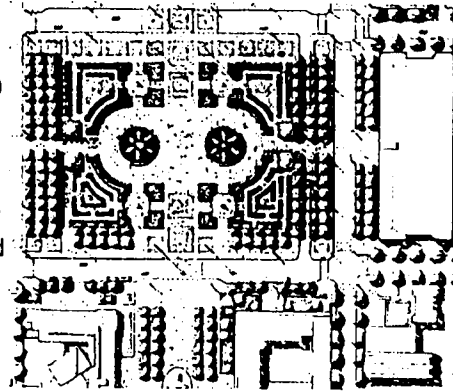
programming, security, maintenance, and financing are among the key issues that will be addressed. Details are provided in the Programming and Management section of this Plan.

Overview

The proposed new design for Civic Center Plaza is inspired by its historic roots, yet is in tune with the vision of its contemporary role in the life of the City. While the 1912 Beaux Arts Plan provides the basic organization, spaces within this overall framework are designed to accommodate and encourage the entire range of uses envisioned for the area. Through choice of material, spatial organization, location of street furniture and pedestrian amenities, and level of design detail, and the Plan makes the transition from a grand civic scale to a more human one as one moves from the paved central axis towards the quadrants and trees and from the Polk Street edge towards Larkin Street. Proposals for lighting, signage and district-wide street furniture complement both the design and program objectives. The key features of the design for Civic Center Plaza, Fulton Mall, and the District are described below briefly, and elaborated in the following sections.

Civic Center Plaza:

Rehabilitation of the 1912 Beaux Arts Plan was a primary goal of the City and Consultant design team. The concept design for Civic Center Plaza restores the fundamental elements of the historic layout including the symmetrical four-quadrant organization, the two fountains, and an emphasis on the central axis to City Hall. Trees are located to frame the Plaza, direct the eye to City Hall, conceal service features such as garage ramp and exit stairs, and help mitigate the effect of winds from the west. Four distinctive pavilions frame the secondary north-south axis of the Plaza and accommodate a cafe, elevators to the garage and Brooks Hall, information counters, and restrooms. Outdoor cafe seating, benches, children's play areas, and settings for informal and organized events are provided. Granite paving, in conjunction with unit concrete pavers, is expected to be used in hardscaped areas. Softscaped areas may be a combination of grass, planters, and gravel. Choice of tree and vegetation species, paving patterns, and street furniture will be determined in the next phase of design development.

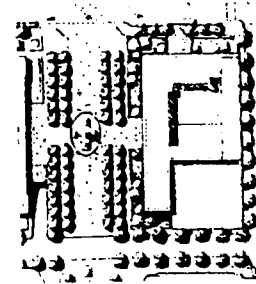


A Program for Renovation and Revitalization

Design Features

Fulton Mall:

The design for Fulton Street Mall is based on the design guidelines adopted by the City as part of the Fulton Street Mall Design Guidelines. Fulton Street Mall is proposed to be closed to traffic and repaved to reflect a pedestrian character. Two rows of trees on either side define the linear axis to City Hall and shelter pedestrian amenities such as benches and small multipurpose kiosks. Special pedestrian lighting is expected to reinforce the axis to City Hall and provide safety.



Fulton Street Mall is envisioned as an area that may be used for outdoor activities specially those related to the two institutions that flank it, the Asian Art Museum and the New Main Library. A museum cafe might overlook the Mall and use portion of it for outdoor seating; children's storytelling sessions or theater might be organized close to the library entrance; book fairs, art exhibits, and special markets may be set up in temporary structures erected along the trees. Detailed design features to accommodate these uses are expected to be developed in the next phase of work. Signalized pedestrian crosswalks are provided at the Larkin and Hyde ends of Fulton Mall, linking it with Civic Center Plaza on one end and UN Plaza on the other.

Historic District Improvements:

The Civic Center Historic Improvement District encompasses all streets bounded by but excluding Market, Hyde, Golden Gate, Franklin and Hayes. While the primary focus of the Plan is on Civic Center Plaza and Fulton Mall, recommendations for streetscapes within the historic district emphasize the need to improve safety and quality of the pedestrian environment while forging a special identity for the district. A range of transportation improvements are proposed to enhance pedestrian safety and promote efficient vehicular circulation. In addition streetscape improvements such as trees, street and pedestrian lighting fixtures, benches, trash receptacles, and limited sidewalk repaving are proposed. It is also recommended that an integrated signage program for the district be instituted that is functional, educational, and distinctive.

Urban Design

Civic Center Plaza is located in an urban context that is one of the most historic and unique in the country. With the construction of the Main Library, the City Beautiful arrangement of public buildings around a Plaza was complete. However, despite the enclosure, the Plaza feels remote from its surrounding buildings and lacks a sense of coherence and scale. The proposed Plan addresses the key urban design issues including the relationship between the Civic Center Plaza and the surrounding streetscapes and buildings, preservation of view corridors, balance between the civic and human scale, and efficient circulation and access. The program resolves these issues with the following key actions:

- u Reduction in widths of streets surrounding the Plaza helps reduce the isolation of the Plaza from its surroundings; the 'outdoor room' is bounded by the facades of the buildings.
- u Paving on Polk Street as a foreground to City Hall, additional crosswalks to surrounding buildings, and treatment of building sidewalks help unify the 'outdoor room'.
- u District streetscapes have coordinated street furniture, signage, lighting, and pedestrian improvements in an attempt to forge a special district identity.
- u Trees, plantings, and pavilions are located to frame and preserve view corridors, especially along the primary Fulton axis to City Hall and along the secondary north-south cross axis.
- u Spatial definition within the Plaza help provide a variety of well-scaled spaces ranging from the grand to the intimate.
- u The plan and design details of the Plaza complement the buildings using similar materials and drawing on Beaux Arts traditions.

Historic Preservation

Civic Center is an exemplary City Beautiful complex in the best of the American Beaux Arts tradition. The historic district consists of a principal aggregation of monumental buildings around a central open space, with additional buildings extending the principal axis towards Market Street. The period of significance for Civic Center is 1906 - 1936 as per the National Register. Integral components of the historic design concept of Civic Center are the evolving relationships of buildings to open space and the overall organization of the Plaza plan itself.

The team's proposed plan takes its basic inspiration from these concepts and attempts to integrate it with necessary responses to current physical constraints and program needs. The result is a plan that is grounded in the team's understanding of *Secretary of the Interior's Standards for the Treatment of Historic Properties* and the *Guidelines for the Treatment of Cultural Landscapes*. It is a plan that is rooted in the historic concepts of the 1912 Beaux Arts plan while still being a contemporary expression regarded as being of this time. For more detail on applicability of rules and constraints for historic rehabilitation of the Civic Center, refer to the section 'Historic Preservation Requirements' in the Site Analysis Resource Notebook.

Key concepts that foster historic rehabilitation of Civic Center include:

- u Reintroduction of the historic Plaza design concept with strong central axis, clear secondary axis, four symmetrical quadrants, and two fountains. To this end, existing garage ramps on Larkin and McAllister are moved, the elevator building is demolished and relocated, and existing trees and plantings are replaced.
- u Use of historically used materials such as granite paving, grass, gravel, water etc. and decorative elements that are compatible with Beaux Arts traditions
- u Location of trees and plantings to enhance the basic concept while concealing unsightly elements such as exit stairs, garage ramps and ventilation shafts. .
- u Addition of elements needed to fulfill contemporary needs such as pavilions in a manner that is least obtrusive to the overall design.
- u Avoiding false historicism as defined by the Guidelines for Rehabilitation; instead, preserving the spirit of the historic plan.

Landscape & Streetscape Design

The landscape design for Civic Center Plaza, Fulton Mall, and the Historic District evolves as much from a recognition of the cultural and historic significance of the place as from the specific needs of the proposed program of uses. The recommendations contained in this plan outline an overall concept for the design of the Plaza and Fulton Mall and specify streetscape improvements in the historic district. The proposals focus on key concepts that establish a direction for rehabilitation of the 1912 Beaux Arts Plan and address issues of pedestrian safety, flexible use, and district-wide identity. Details such as final choice of planting and materials, design of street furniture, paving patterns etc. will be determined in the following phase. This section describes key design features of the Plan:

Civic Center Plaza and Fulton Mall:

Central Axis

An emphasis on the central axis of the Plaza is one of the main organizing elements of the proposed design. Open views to City Hall, a sense of procession and ceremony, and the key Beaux Arts principles of the historic 1912 plan are reinforced through this feature. Special granite paving extends all the way across Polk Street to the steps of City Hall to provide a foreground appropriate for the focal building in the complex. Special paved mid-block crossings on Larkin and Hyde continue the visual and pedestrian link to UN Plaza. Low planters on either side of the axis on the Plaza and a double row of trees on Fulton Mall help define the linear space and orient the eye towards City Hall. The central axis is expected to be used for parades, civic marches, special performances, gatherings to hear announcements from the steps of City Hall, temporary markets etc.

Fountains

Reintroducing the two large fountains in symmetry about the central axis serves to reclaim the civic character of the historic Beaux Arts plan. As focal elements within the Plaza, the fountains help define the main and secondary axes and provide opportunities to develop public art and informal seating in their design. They also function as pivots for a grand central space that is easily programmable for a range of small and medium sized events.

Vegetation

The location of trees within the Plaza and Fulton Mall primarily serve to define the 'outdoor public room' oriented to City Hall. Two rows of trees extend on either side

A Program for Renovation and Revitalization

Design Features

of Fulton Mall to Larkin Street. Three rows of trees frame the Plaza, while a double row of trees defines its Larkin Street edge. The trees also perform other key functions. Located to intercept prevailing winds from the west, the grove of trees on either side of the Plaza shelter outdoor cafe seating, children's play areas, benches, chess-tables, etc. under their canopy. In addition, unsightly but essential service features including exit stairs, ventilation shafts and garage ramps are accommodated within their expanse. Low planters flank the central axis and define the quadrants while providing opportunities to incorporate benches or custom seating along them.

Quadrants

The four quadrants of the Plaza may be a combination of grass, gravel, and planting, defined by a low balustrade wall. These quadrants provide opportunities for active or passive special activities that require a more intimate scale than the entire plaza. The quadrant at the Grove/Larkin corner is expected to be a children's play area and designed to accommodate safe play areas within its boundary. This area may extend into the row of trees along Grove Street, with play equipment, 'ride-able' sculpture, and a variety of features for kid's needs and interests. The quadrant at the McAllister/Larkin corner may be designed as a garden which could site occasional outdoor art exhibits. The quadrants closer to City Hall may be lawn areas with a designated corner or stage area for small performances or everyday political discussions. During large performances, they may accommodate moveable seating as required.

Pavilions

The lack of visitor-serving facilities and uses such as food service and tourist information contribute the current sense of desolation in the Plaza. In order to introduce these elements, four pavilions are located on either side of the secondary axis, and contain passenger and freight elevators to the parking garage and Brooks Hall, an information /ticket counter, restrooms, and cafe. The cafe is expected to provide light refreshments on a daily basis with the potential to associate with other vendors and serve crowds at small and large events.

Historic District Improvements:

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Design Features

The Civic Center Historic Improvement District encompasses all streets bounded by but excluding Market, Hyde, Golden Gate, Franklin and Hayes. While the primary focus of the Plan is on Civic Center Plaza and Fulton Mall, recommendations for streetscapes within the historic district emphasize the need to improve safety and quality of the pedestrian environment while forging a special identity for the district.

Transportation-related improvements such as redesign of the garage ramps, reconfiguration of street widths, and accommodation of street parking, bike lanes, and crosswalks, contribute to district-wide safety and are an integral part of this revitalization effort. Key transportation and streetscape design proposals are described below:

Pedestrian and Vehicular Improvements:

Narrower street widths:

The area of the Plaza has been increased by an approximate dimension ranging from 10 to 20 feet in each direction, narrowing Polk, Grove, Larkin and McAllister streets which are currently wider than necessary. The newly proposed widths accommodate a bike lane, parallel parking on one side, and traffic and queue lanes as required and better reflect the anticipated usage of these streets.

Redesigned garage ramps:

To provide more efficient access to the parking garage as well as improve overall vehicular circulation around the Plaza, new ramp configurations to the garage are proposed with a 2-lane ingress from Larkin Street and a 2-lane egress at Polk Street. During large events the entry and exit directions can be modified to handle traffic volume. The location of the new ramps also makes it easier to keep the garage operational during events that require street closures (most likely Polk, Larkin, and Grove). In addition, the new ramps are not intrusive in the Plaza design, allow the opening of the secondary axis (which is currently blocked by the existing McAllister ramp), and improve overall pedestrian circulation.

Mid-block crossings:

Mid-block crosswalks with signals and special paving are proposed on all the streets surrounding the Plaza as well as on Van Ness Ave and Hyde Street on axis with Fulton Street.

District Streetscapes:

The main components of proposed streetscape improvements include trees, street and pedestrian lighting fixtures, benches, trash receptacles, and limited sidewalk repaving. It is also recommended that an integrated signage program for the district

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be instituted that is functional as well as educational. Street signs, building identification, historic information, and banners may all offer opportunities for enhancing the identity of the district through signage.

Signage

Signage is a critical component in the design of the Civic Center Historic District. It can be a tool that informs, instructs, educates, and serves to unify the entire district through

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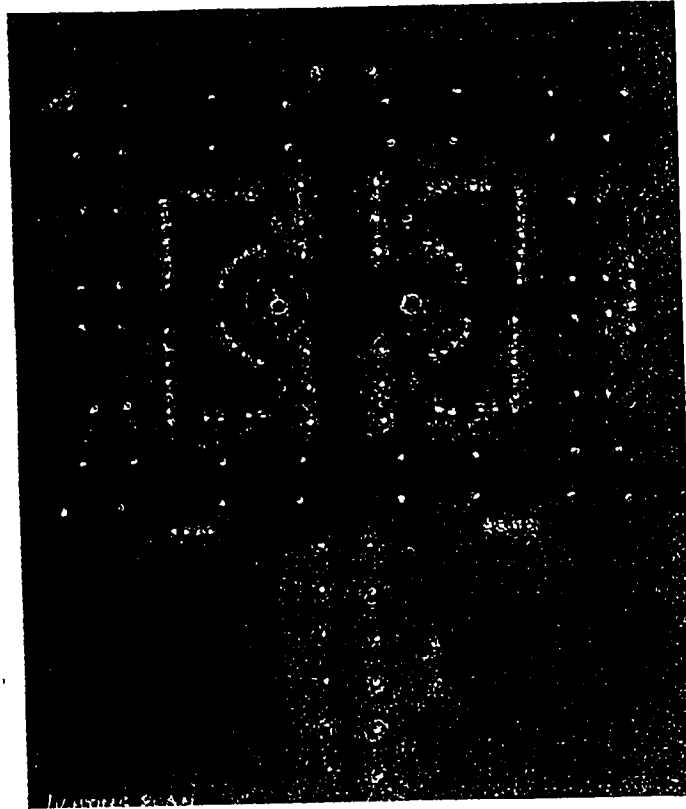
Design Features

appropriate design. The comprehensive signage program in the District includes essential street and traffic signs, informational signage for pedestrians, historic district highlight signage, and directional signage for vehicles. It is recommended that signage be coordinated with lighting and banners creating an overall visual image for the Civic Center. Key elements include:

- u **Streetlight Poles and Banners:** A distinct color is recommended. All poles should have permanently attached horizontal bars for banners.
- u **Street Name Signs:** Large street name signs should be removed from the light poles because they encourage excessive traffic speeds. Smaller, unique historic district street name signs should be placed at all intersections.
- u **Parking Information:** Prominently placed and visually compelling wayfinding system is recommended to direct patrons to the Civic Center garage.
- u **Pedestrian Directional Signage:** Small directories, either freestanding or integrated with streetscape elements that highlight district features should be placed at strategic points (garage elevator, City Hall, Library) with additional directional signage that supports the directories.
- u **Building Identification Signs:** To increase the public awareness of the various civic functions, all governmental buildings should be identified with signs that are visible to pedestrians and vehicular traffic. These signs should be regarded as "building jewelry," communicating civic energy and pride. The design of these signs should be expressive and highly visual, allowing for the incorporation of decoration and representational images with the lettering. These signs may be façade-mounted or freestanding. Freestanding signs could have secondary text and visuals incorporated into the sign support, or embedded in the ground around the sign base. The secondary text could be interpretive, historical, poetry, etc.
- u **Walking Tour:** Signage should be developed for a self-guided walking tour of the Civic Center District. This tour could inform visitors about the cultural and natural history of the site, as well as describing the governing process for the City. The visual character as well as the content and "tone of voice" should be simple, informal, and inviting to read. The signs should be coordinated with the other pedestrian signs forming an overall program that is unique to the Civic Center.

Lighting

The lighting plan for Civic Center has three key objectives - to create a safe and well-lit pedestrian environment in the entire district, to enable secure use of the Plaza and nearby facilities for night-time activities, and to enhance the important historic features of the design. Roadway and pedestrian lighting on all district streets, an integrated lighting layout in the Plaza and Fulton Mall, and distinctive facade lighting showcasing the historic buildings in the district are expected to be



part of a comprehensive lighting concept in a new and revitalized Civic Center. A preliminary concept lighting plan for the Plaza and Fulton Mall is shown in the accompanying diagram. Designed to complement the new program plan for the area, key elements of this plan are:

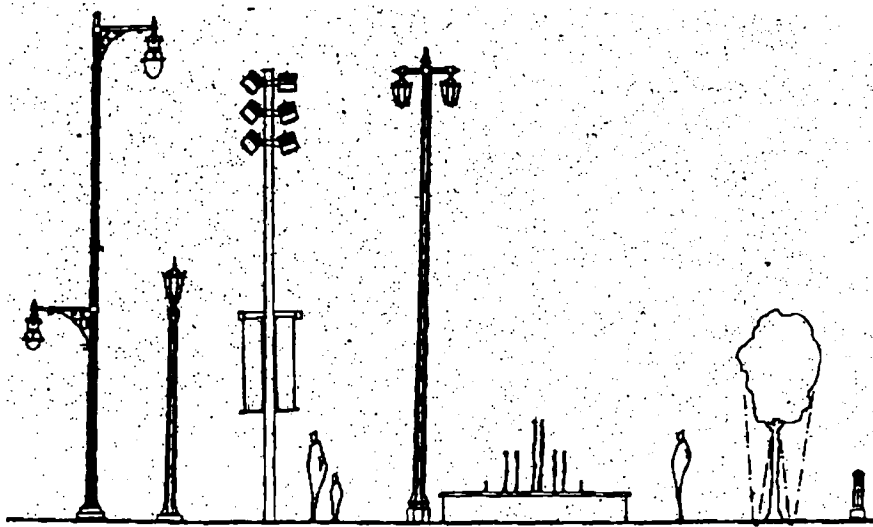
- u All sidewalks are expected to have a teardrop-style luminaire on a 22' high pole with arms for banners.
- u All pedestrian areas within the Plaza, such as the perimeter or the secondary axis, are proposed to have smaller-scaled post top luminaire on a 14' high pole.
- u The four quadrant areas within the Plaza is proposed to be designed to accommodate a large-scale pole approximately 30' high for use with multiple adjustable floodlights in the event of night-time performances and public assemblies.
- u Fulton Street Mall may be defined by a row of 30' tall decorative luminaire similar to "Path of Gold" fixture on Market Street. This row may continue along the Fulton

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axis all the way to Polk Street and may include arms for banners.

- u Lighting elements for visual interest such as steplights in benches or low walls, twinkle lights in trees, tree uplights, fountain lighting, internally illuminated structures, and/or festive "necklaces" of lamps may be integrated within the final design of the Plaza and Fulton Mall.
- u Low level lighting provided by illuminated bollards or steplights in low walls or streetscape furniture may also be considered during the design phase.



Recommended Lighting Fixtures

In addition to the long-term lighting plan for the Plaza, Fulton Mall and historic district, the City is presently moving ahead with pilot lighting projects to improve security, showcase new lighting fixtures and introduce citizens to a taste of things to come. These include the Polk Street roadway lighting project and the pedestrian lighting project in the area currently occupied by the olive trees and in the vicinity of the elevator building. Both projects are currently underway and expected to be completed by early 1999. Simultaneously, the buildings surrounding Civic Center Plaza are initiating studies for special facade lighting. Exterior lighting for City Hall will be complete in time for its opening in 1999. The State Office Building, Asian Art Museum, and the New Main Library are ready for installation of temporary facade lights by 1999, and Civic Auditorium will soon follow.

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Public Art

Public art is a critical component in the revitalization of the Plaza. As a means to promote the cultural diversity and history of San Francisco, as a tool for education, and as a civic forum for continuing artistic expression, public art binds a community together and to a place. The Art Commission, working in conjunction with Lewis DeSoto, has outlined directions for the development of a public art program and plan for Civic Center Plaza. Three basic themes have been identified for the art plan and are described below.

Natural Monuments of Bay Area Flora and Fauna

The Artist has compiled a resource book of material to use as a guide in creating images and sculpture to be incorporated into the Civic Center architecture (document provided as Appendix under separate cover). This document names plants, animals, fish, birds and fungi unique to the San Francisco Peninsula and Bay. These images could be incorporated into the pavilion structures, the balustrade structures that define the quadrants, tree gratings, planters, garage entryways, paving, custom seating, elevators, playground sculptures, soapboxes (see "Touch of the Community Section" below), and the fountain granite coping/seating.

The material application of these images could be seen in the pavilions, balustrades, and planters as decorative friezes, on paving as 'animal footprints', on the fountains and benches as organic motifs, or in the form of small ride-able playground sculptures. All applications of these art elements would be designed by the artist and members of the Civic Center project team as the project moves into a more detailed phase.

The Touch of the Community

Nurturing the relationship of the community to Civic Center Plaza is critical. It is a public place where residents express their rich sense of identity and connection to the city. There are three projects which may specifically promote this special connection.

Promenade:

The collected signatures of all current living residents of the city of San Francisco could be etched onto the paving. The path of names could run in two directions, much like a two way street, encouraging pedestrians to walk in either direction. Young people will search for relatives or the signatures of celebrities and dignitaries, others may search for their own signatures, perhaps from their childhood. Later versions can be worked into other parts of the City.

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Banners of Possession:

These banners are anticipated to be attached to an armature built into the lighting stands. They would be designed by each group and displayed during special events. Neighborhood organizations could have banners designed by children or artists in their community. SFAC, the Symphony and Opera, the Black and White Ball, the Gay Pride Parade, would fly these special banners commemorating the special use of the Plaza. These banners would not be permanently designated designs, but rather continually renewed. During periods when the Plaza was not used, each representative banner could be displayed separately, representing the diversity of the City. This project area would be supervised by SFAC, much as it does the Market Street Bus Shelters Program.

Beaux Arts Soapboxes:

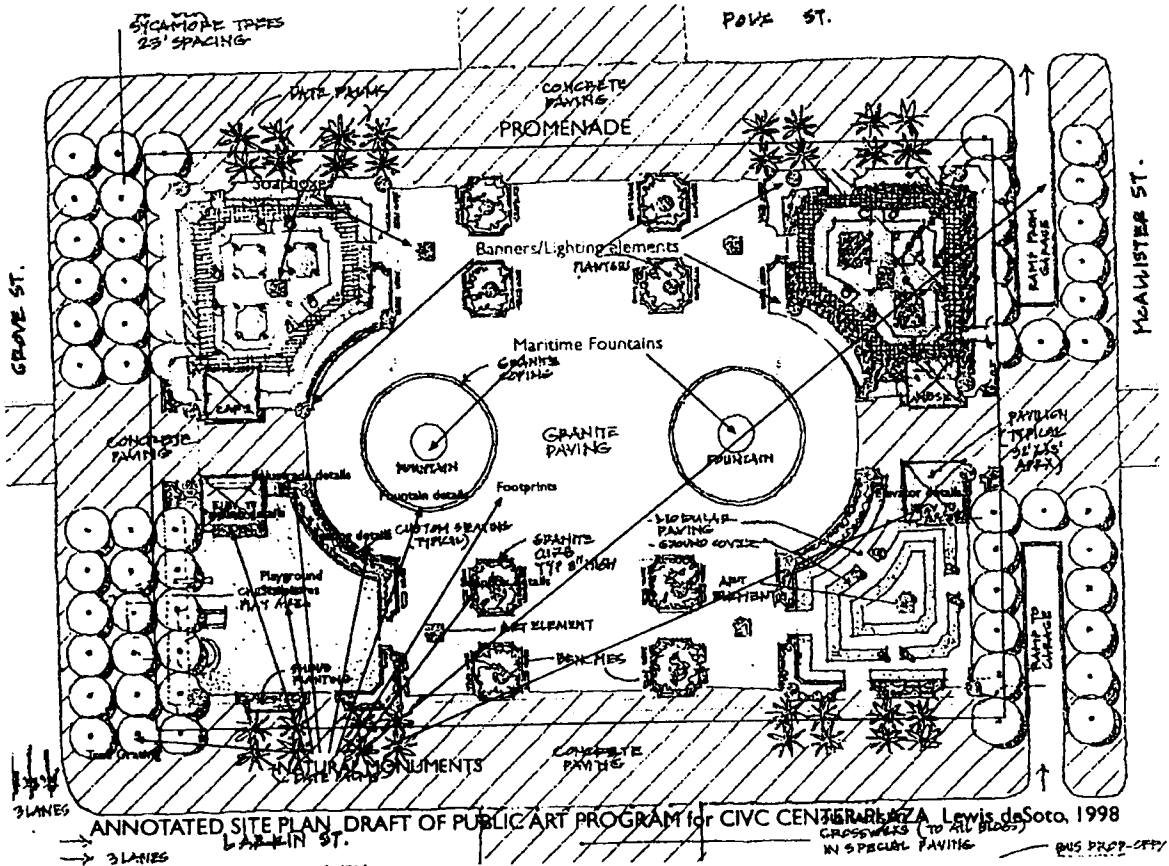
Given the political nature of the location of the Plaza, a series twelve fanciful soapboxes for political (or other) speech would be an appropriate feature. The soapboxes could be based on elaborate beaux-arts pedestals for sculptures. These could also serve as pedestals for temporary visual art projects. The application of songbird motifs would link the natural monuments theme and the metaphorical function of the soapboxes. These soapbox pedestals would be designed by the artist and the Civic Center project team when the project moves onto the design phase.

San Francisco Maritime History in Fountain Treatment

History is unarguably one of the most significant themes in the Plaza. A key aspect of the history of San Francisco is its maritime role. In its maritime past, San Francisco, has seen a number of spectacular shipwrecks of vessels attempting to cross the hazardous Golden Gate. The fountains provide an opportunity to showcase this phase of San Francisco history. In the two fountain areas in the plaza, the artist recommends the construction of two 19th century design sailing ships, a recreation of these ships brought back to life. The ships could be cast out of bronze, with fiberglass "sails" that catch the wind. The ships would be mounted on turntables that turn freely in the wind. There would not be any water spray that can cast wet "shadows" around the fountain area. Instead, the water movement would be achieved because of underwater jets that make the surface of the water roil and toss. The ships will move with the wind becoming weather vanes. Within the surface of the granite coping, images of Bay Area sea life would be utilized.

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Resolution of Site Issues

The proposed program for Civic Center envisions a district bustling with everyday activity; serving kids, elders, workers, and residents from surrounding and city-wide neighborhoods; and attracting tourists and visitors to its many cultural attractions and special outdoor events. It is critical to support this vision with easy access, safe and efficient vehicular circulation, and appropriate pedestrian amenities. The following section on Transportation outlines the key improvements proposed in this plan to achieve these objectives.

The redesign of Civic Center Plaza and Fulton Mall will also trigger the need for modifications to the service features, utilities, and public amenities that currently exist in the area. This includes provision of food service and restrooms, mechanical and plumbing requirements associated with the new cafe, restrooms, and fountains, and upgraded electrical facilities to support new lighting and sound/light equipment for proposed events.

In addition, a big challenge to the new program plan for Civic Center Plaza is posed by the constraints arising from the underground parking garage and Brooks Hall. Above-grade Plaza improvements need to be integrated with features that serve the underground structures such as elevators, exit stairs, ventilation shafts, and garage ramps. Limited seismic, structural, mechanical, and plumbing improvements will also be required to accommodate new and modified design elements. The resolution of these constraints are discussed in the section on Engineering Improvements.

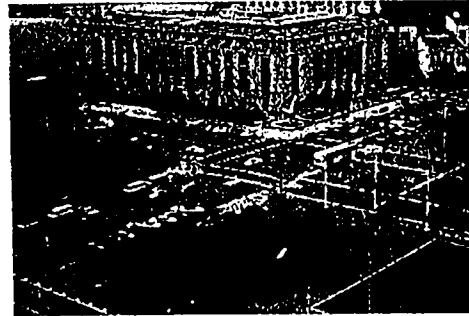
Transportation

The new design and programming of Civic Center Plaza and district anticipates a huge increase in the intensity of activity in the area. Vehicular circulation, pedestrian improvements, safe and efficient access to the parking garage, adequate on-street parking, and facilities for loading and unloading equipment during special events are critical issues that have been addressed by the team in this plan. The broad objective of all the transportation-related proposals outlined below is to improve vehicular and pedestrian access to the area and enhance the use of the Plaza and the district from day-to-day and for many and varied civic events.

Vehicular Improvements

Reconfiguration of Streets

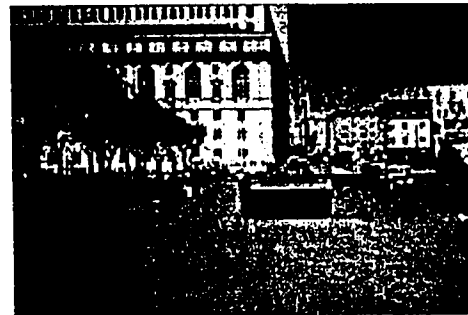
Polk is expected to be one-way southbound with three traffic lanes and one bike lane; McAllister will have one eastbound traffic lane and two westbound ones with a westbound bike lane; Larkin Street will be one-way northbound with three traffic lanes, a bike lane and a garage queue-lane is needed; Grove Street will have one eastbound traffic lane, an eastbound bike lane and two westbound traffic lanes, one of which may be a designated loading lane.



The reconfiguration of streets is expected to facilitate more efficient traffic circulation in the district, as well as better access into the parking garage. It is expected that the proposed street widths, which are narrower than what they are currently, will easily accommodate the anticipated capacity.

Redesigned Garage Ramps

The current configuration of the two garage ramps, one on Larkin Street and the other on McAllister Street are poorly oriented for efficient traffic flow, underutilized, disruptive to pedestrian use of the Plaza, and create unsafe conditions for traffic and pedestrians particularly on McAllister Street. In addition, their location seriously compromises the effort to rehabilitate the Plaza to its Beaux Arts origins by blocking the north-south secondary axis.



After considering a series of possibilities, the team concluded that the preferred new alternative would be a two-lane entry from Larkin and a two-lane exit from Polk (directing traffic left on Polk) configured parallel to McAllister. This would also minimize adverse visual impact of the ramps by integrating them within the tree grove and open up the secondary axis to enable free pedestrian flow. During special events that might necessitate the closure of Polk and Larkin Streets, the new ramps would handle traffic flow to and from the garage more efficiently.

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Other alternatives that were considered for ramp access to the garage included:

- u Close the Larkin Street ramp; use McAllister Street ramp as only access in conjunction with striping changes on McAllister; provide a center queue lane for left turns into and out of the garage; consider a left-turn-only exit lane onto Polk Street.
- u Close both Larkin and McAllister Street ramps; use Hyde Street (loading) ramp as only access, with new connection to garage from Brooks Hall.
- u Close McAllister Street ramp; use Larkin Street ramp as main access, with Hyde Street ramp as alternative access during special event/street closures; requires new connection to garage.

The above three alternatives were tested by the team and superceded by the preferred alternative as they did not fulfill all design and safety considerations.

On-Street Parking

No street parking is permitted on the Plaza edge of the four streets surrounding it. However, two long bays of permit parking is provided along City Hall on Polk Street, and parallel parking is provided along the Civic Auditorium and State Office Building on Grove and McAllister Streets. With this, a total of approximately 326 on street spaces will be available in the Civic Center Historic District. Additional spaces, if required, may be provided along streets within the area that might be able to accommodate a parking lane. The on-street spaces should be for short-term metered parking to encourage parking turnover.

Some parking may also be provided on Larkin Street in front of the New Main Library and the Asian Art Museum. This area is also expected to be designed for tour-bus unloading and short-term parking.

Long-Term Parking

Long-term parking will continue to be available in the Civic Center parking garage which will be open to the general public. The City may consider making valet parking available during special events which would increase the capacity of the garage by approximately 200 spaces. Please refer to the Site Analysis Resource Notebook for a survey of other parking options in the district.

Loading

Efficient storage and loading facilities are key to a well functioning space. Limited storage facilities for landscape maintenance tools, and basic equipment required for

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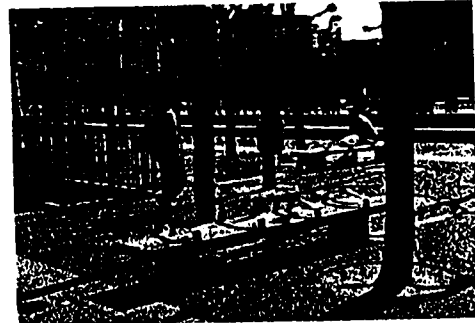
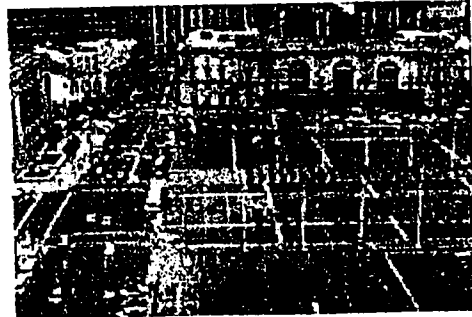
small events is provided in Brooks Hall. The existing Hyde Street ramp will serve this Plaza support space. A freight elevator located in one of the pavilions on the Plaza is expected to facilitate access.

For larger programmed events, equipment such as chairs, temporary stage, food service etc. is expected to be transported to the site. Truck loading will be facilitated by a designated loading lane along the Plaza on Grove Street.

Bike and Pedestrian Improvements

The following proposals contribute towards improving safety and creating a more pleasant pedestrian environment:

- u narrowing street widths around the plaza to better reflect the anticipated capacity, to provide a more human scale, and to bring a pedestrian quality to the core area.
- u addition of specially paved mid-block signalized pedestrian crosswalks on Polk, McAllister, Larkin, and Grove Streets.
- u provision of additional signalized mid block crosswalks along the Fulton Street axis on Van Ness Ave, as well as Hyde Street.
- u widening the plaza, relocating exit stairs, ventilation shafts, and ramps, to provide an uncluttered promenade along the Plaza perimeter with easy access within it as well as to the opposite sidewalks.
- u providing corner bulbouts and widening the sidewalk along mid-block crosswalks to enhance pedestrian safety by reducing crossing distances.
- u a comprehensive signage program highlighting transit and area destinations



Engineering Improvements

This section briefly describes the structural, mechanical, plumbing, and electrical

A Program for Renovation and Revitalization

Resolution of Site Issues



improvements that need to be made to support the physical and programmatic needs of the Plaza. For information on existing conditions, please refer to the Site Analysis resource notebook included under separate cover.

Structural Issues



New Ramps and Openings

The proposed scheme contemplates removal of existing Larkin Street Ramp from Plaza level to the first basement level and addition of two new ramps between parallel to McAllister Street. The existing sloping ramp slabs between the Plaza and first basement level and

associated structural members would be demolished and the existing opening in the Plaza level slab would be filled up with new concrete slab. The new ramps is located between column lines so that existing columns are not impacted.

As the new ramps will introduce large openings in the Plaza slab, new shear walls may be required along the edge of these new openings. The new walls, which should extend to the foundation level. Supports for the new ramp slabs may require modifications and/or strengthening of existing first basement level framing.

Smaller openings in the structural slab for stairs and elevators may also require strengthening by the use of new edge beams or walls.

New Structures on Plaza

The existing plaza slab will be able to support the four proposed pavilion structures with limited localized strengthening.

New Paving and Landscaping

Existing drawings show approximately 3' to 5' of soil cover over the Plaza slab. Therefore, that is the recommended fill limit for paving and landscaping, so as not to exceed the original design loads. The Brooks Hall and the Parking Garage are separated by a 4-1/2" joint running in the east-west direction and the top of concrete elevation of the Garage roof/plaza slab is generally higher than the Brooks Hall.

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Paving over this joint should take into account the differential movement in a major earthquake.

Live Loads

The existing drawings show that the roof/plaza level slab has been designed for the following live loads: 150 psf at typical areas and 250 psf at sidewalks. This loading is consistent with the proposed use of the Plaza for large assembly. Note that the plaza roof slab is not designed for HS20 truck loading.

Water Table

Based on existing structural drawings (1956) of Brooks Hall, the elevation of the water table varies from about +34" at the north-west corner to about +27' at the south east corner. Based on preliminary calculations, the dead weight of the structure without the soil cover is adequate to resist the buoyancy effects of the hydrostatic pressure under the foundation slab. However, since the available data is not recent, it would be prudent to estimate the current water table location with new soil borings prior to removing the soil cover over Brooks Hall.

Seismic Upgrade Requirements

Chapter 34 (Section 3403.6) of the San Francisco Building Code addresses the requirements as they relate to modifications or alterations of existing structures. However, since the total area subject to structural alterations is much less than the 30% (the figure that may trigger full seismic upgrade) for both Brooks Hall and the parking garage, and conversion to a higher intensity use is not anticipated, the proposed changes will not trigger seismic strengthening of the structures in accordance with the SFBC. This interpretation has been confirmed by the Department of Building Inspection. For more detail, please consult the Technical Evaluation section in the Appendix (under separate cover)

Mechanical/Plumbing Requirements

The existing mechanical systems that are in place can continue to be used to serve the renewed Plaza with some modifications. While it is not necessary to relocate mechanical facilities from their present location, limited rerouting of ducts may be necessary to fit new requirements. These instances may include the relocation of ventilation shafts from their current location to a more unobtrusive location under the trees on Grove Street, accommodation of new landscape treatment and structural modifications, and new layouts in Brooks Hall. Existing ducts on the surface of the

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Plaza (see Site Analysis Report) need to be taken into consideration when excavation commences.

The proposed plan calls for some modifications to the plumbing system. These include:

- u A new 2" domestic cold water main to serve the two proposed fountains, that will be connected to the Larkin Street water main. It will have a meter located in a sidewalk vault and reduced backflow prevention device downstream of the meter to be installed above grade.
- u A new 8" gravity sanitary sewer system connected to the street sewer at Larkin Street to serve the two fountains.
- u A new 4" gravity sanitary sewer system connected to the street sewer at Grove Street to serve the café.
- u A new 3" gravity sanitary sewer system connected to street sewer to Hyde Street including 1" domestic cold water connected to Larkin Street 2" domestic cold water main service will serve proposed kiosks at Fulton Mall.

Electrical Requirements

The proposed conceptual lighting Plan for the Civic Center Plaza and District is not expected to utilize an unusually high power density for the specified lighting systems. The existing electrical service and distribution systems with some recommended improvements in Brooks Hall would be adequate to accommodate new Plaza lighting systems. Fixtures will continue to be connected to City street lighting electric circuits and not be connected to the electrical service in the Plaza. Surrounding building façade lighting systems should be supplied from the associated building that is being illuminated.

The following points outline key reasons to anticipate additional capacity and propose appropriate modifications to the existing system:

- u It is critical to ensure adequate capacity for special nighttime performances and concerts. To this end, a 120/208V, 200A rated disconnect switch fitted with cable lug and modular theatrical plug-in type fittings should be provided for power connections to temporary portable show lighting and sound systems. Additional connection points should be shown in locations where portable "food carts", or other portable concession stands are anticipated. These areas are likely to be located

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along the secondary axis near the pavilions, on the Plaza perimeter, along the central axis, and along Fulton Mall.

- u At this time, as the new loads for cannot be accurate anticipated, it is recommended that the existing service (120/208V, 3 Phase, 4 wire, 600A) be replaced with a new service rated 120/208V, 3 Phase, 4 wire, 1200A. An additional PG&E meter and panelboard should be provided for the tenant of the café pavilion.
- u New panelboards and lighting control system should be provided for plaza electrical equipment. Plaza electrical equipment is generally intended to include site and pedestrian lighting systems, convenience receptacles, deep-set recessed weatherproof flush outlet boxes for connection of food-carts (208V/50A) and similar equipment, power connections to kiosks, and portable sound system connection. Empty conduits for power and telecom should be stubbed into the café.
- u Disconnection and/or connection of elevators to the appropriate electrical source and mechanical equipment as required, should be made.
- u Conduit and telecom cabling should be provided to telephone outlets on the Plaza.

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Brooks Hall Reuse Feasibility Study: A Summary

Brooks Hall, a 106,000-gross-square-foot underground pavilion beneath San Francisco's Civic Center Plaza, was designed in 1957 to be the City's principal exhibit hall and convention center. For nearly four decades, the hall hosted hundreds of major events, from computer expositions and trade shows to gourmet food fairs and festivals. By the early 1990s, however, it was clear that Brooks Hall no longer functioned effectively as an exhibit hall and convention center. Revenues declined almost 40 percent from fiscal year 1988-1989 to fiscal year 1992-1993. The number of events held at Brooks Hall fell by nearly half, from 26 during fiscal year 1988-1989 to 15 during fiscal year 1992-1993. This economic decline stemmed primarily from a burst of new construction throughout the San Francisco Bay Area. This heightened market competition, combined with the construction needs of the new public library, influenced the City's decision to close Brooks Hall in April 1993.

Study Purpose

The City of San Francisco's Civic Center Historic District Improvement Project is an effort to refurbish the Civic Center's outdoor spaces, including the plaza and Fulton Street. The entire project team was charged with developing a renovation plan which includes improving pedestrian access, enhancing lighting, signage, and traffic circulation, and restoring the plaza to its original 1912 Beaux Arts design. As part of this larger project, Sedway Group was retained to perform a market assessment and economic feasibility study to determine viable new uses for Brooks Hall. The City seeks to find a productive, public use for Brooks Hall to enhance the draw of the Civic Center Historic District area. Sedway Group's analysis examined market support for several City-preferred reuse alternatives and assessed potential financial returns. As part of this study, Sedway Group performed a site analysis, researched a number of uses that could be physically feasible in Brooks Hall, assessed market support and rental rates for selected alternative uses, and performed a limited financial feasibility assessment.

Methodology

In determining physically feasible uses for Brooks Hall, Sedway Group toured the facility and assessed a number of physical parameters, such as usable building square footage, ceiling height, column spacing, interior improvements, public access, freight

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Brooks Hall Reuse Feasibility Study: A Summary

access, lighting, security, current uses, surrounding uses, and parking availability and other transportation issues. A preliminary list of potential uses was compiled, using information gathered from existing documents, city officials, public meetings, project team members, and original interviews. Every attempt was made to interview knowledgeable sources from each potential use area. Research focused on prospective user space requirements, area locational advantages and disadvantages, access issues, competitive supply, and existing and adjacent uses. Two additional public uses - a public access television studio and a multimedia production center - were included in the analysis at a later stage at the City's request.

Revenue forecasts were determined by interviewing property managers, owners of comparable properties, facilities managers, library officials, museum directors, city officials, and real estate brokers familiar with Brooks Hall and the Civic Center area. The revenue projections contained in this report are illustrative only. They are not to be used as a basis for comparing the relative advantages and disadvantages of the prospective uses. Market lease rates mentioned in this report are based on comparable space that is already fully improved and usable. These revenue assumptions were combined with construction cost estimates, provided by M. Lee Corporation, the cost estimator for the project, to assess the financial feasibility of four alternative development scenarios. These construction cost estimates included the estimated cost of tenant interior improvements, seismic upgrades, public access improvements required by the Americans With Disabilities Act (ADA), exiting enhancements mandated by the San Francisco Fire Department, contingencies, soft costs, and management overhead. Finance fees were not considered in this analysis because a detailed financing strategy for the reuse of Brooks Hall has not yet been determined. However, Sedway Group has included in the final report a list of possible sources to fund the reconstruction and reuse of Brooks Hall.

Use Evaluation Process

Evaluation Criteria

Sedway Group's market assessment of the potential uses for Brooks Hall, described in the Market Assessment of Proposed Reuse Alternatives section of the final report, was presented to the Department of Public Works in May 1998. A set of evaluation criteria to

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Brooks Hall Reuse Feasibility Study: A Summary

help assess the relative advantages and disadvantages of each potential use was then devised in conjunction with the Department of Public Works. The evaluation criteria included the following:

- u Physical Feasibility. Describe how uses "fit" with the physical opportunities and constraints of the Brooks Hall space.
- u Compatibility. Show how uses are compatible with other uses proposed for Brooks Hall and with the surrounding Civic Center Historic District, especially the plaza area. Show how uses are compatible with City policies and regulations, such as planning codes.
- u Cost of Core Improvements. Identify core improvement costs to be borne by the City. These costs include public access improvements, ventilation and mechanical systems, fire and seismic safety upgrades, and structural upgrades.
- u Cost of Tenant Improvements. Identify tenant improvement costs to be borne by the City. These costs include new carpet and paint, specialized lighting and ventilation systems, dividing walls, and all other upgrades that may be necessary for a particular use.
- u Cost of Ongoing Operations. Identify operating costs to be borne by the City. These costs include maintenance and repair, heating, lighting, landscaping, management, insurance, and other "life-cycle" expenses.
- u Social or Cultural Value. Explain how uses have an inherent civic quality that enhances the social and cultural value of the entire Civic Center Historic District.
- u Financing. Identify the range of possible financing options for developing uses in Brooks Hall. Show how development of these uses is fundable and whether the project as a whole is financially viable.
- u Revenue Generation. Detail whether proposed uses generate enough revenue to cover the costs of core improvements, tenant improvements, and ongoing operations.

Using these criteria, the project team and the Department of Public Works collaboratively developed four reuse alternatives for Brooks Hall. For comparison purposes, each reuse alternative had a different focus: one was designed to maximize revenues; the second was designed to be a low-cost alternative; the third combined a public library use (in recognition of Brooks Hall's proximity and existing connection to the San Francisco Main Library) with a mix of other public and private complementary

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uses; and the fourth combined parking with a mix of other public and private complementary uses.

Eliminated Uses

During the course of the analysis, some uses were eliminated. Museum space, including space for a computer museum, was excluded because it was determined to be too similar to a public library use. One of the public library's proposed uses for Brooks Hall is exhibit space for archival documents and artifacts, comparable to a museum. In addition, the City expressed concern that museums in Brooks Hall may not create the kind of pedestrian activity and cultural vitality that the City seeks. The City also expressed concern that it would be difficult to attract a number of small museums to Brooks Hall, since it was determined that multiple museums would be required to create the synergy necessary to maximize patron draw. Finally, there was concern that the tenant improvements required to protect art and other cultural artifacts would likely be cost prohibitive. Office space and classroom space were also eliminated. The primary reason for this elimination was the apparent lack of market support for permanent office space or classroom space in Brooks Hall. Retail space was eliminated for the same reason, and because it was viewed as an overly commercial use for a civic space. Using Brooks Hall for a movie theater/multiplex also was viewed as an overly commercial use for a civic space.

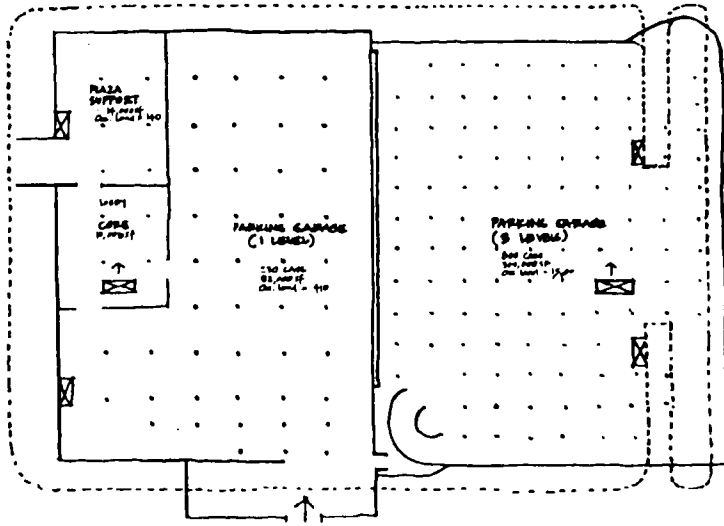
Selected Uses

Working with the remaining possible uses, the project team developed four reuse alternatives. Because parking was determined to be a strong revenue generator, it was used as the anchor for the revenue-generating alternative, Alternative One. Because storage would not require seismic upgrades and expensive public access improvements, it was determined to be the anchor in the second, low-cost alternative. Finally, two City-preferred public uses - the public access television studio and the multi-media production center - were paired with a public library use and a parking use to form the foundation for the two remaining mixed-use alternatives, Alternatives Three and Four. The three alternatives that require public access include plaza support space (partially built-out space to support above-ground retail and entertainment uses) and space for the building's core (space for vertical access, vehicle access, a loading dock, and lobby areas). A summary description of the four proposed reuse alternatives follows.

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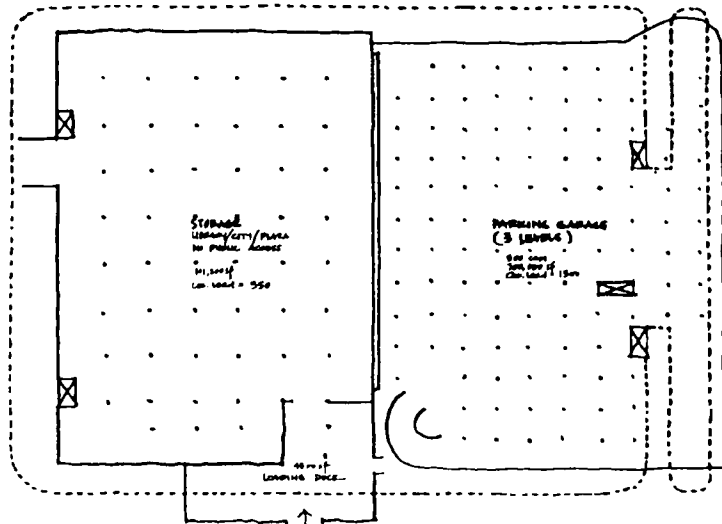
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Summary of Four Alternatives



Alternative One

This alternative aims to produce revenue for the City. Because parking was determined to be a strong gross revenue generator, it was selected as the primary use. Retrofitting Brooks Hall for two floors of parking was determined to be prohibitively expensive. Therefore, one floor of parking (82,000 square feet, including an entrance-exit ramp for the new parking garage) was analyzed with 14,000 square feet of plaza support space and 10,000 square feet for the building's core.



Alternative Two

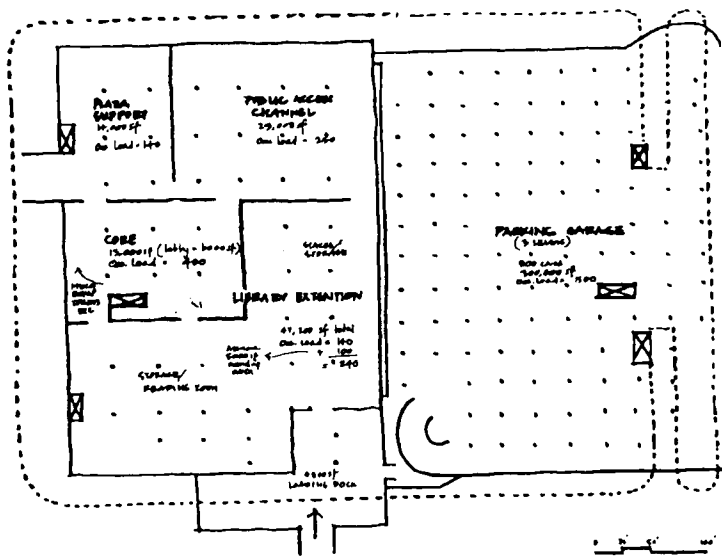
The purpose of Alternative Two was to investigate a low-cost reuse scenario for Brooks Hall. According to the project team's cost estimator, it would cost approximately \$3.6 million to retrofit Brooks Hall for public access. This cost includes seismic upgrades, public access improvements required by the Americans With Disabilities Act (ADA), exiting enhancements mandated by the San Francisco Fire Department, and general pedestrian access improvements. In order to avoid this cost, the uses proposed in this alternative require very limited public access. Under this alternative, 50,000 square

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feet has been assigned to a for-profit storage facility, 25,600 square feet has been allocated for City storage space, and 25,600 square feet is reserved for storage space for the San Francisco Main Library. This scenario essentially replicates and expands the existing uses in Brooks Hall. The remaining 4,800 square feet in Brooks Hall would be used for the loading dock. The cost of improving the loading dock has not been included in this analysis.

Alternative Three



This alternative is one of two mixed-use reuse alternatives for Brooks Hall. It almost entirely comprises public uses. The anchor tenant under this scenario is a public access television studio, which would broadcast City-related programs and public service announcements. The studio would include three components: a television studio and post-production facility; a job training facility; and a high-tech and small business incubator. The City's square footage estimate for the public access television studio is 25,000 square feet. Sedway Group has not performed a market assessment of

this proposed use. Under this alternative, the San Francisco Main Library would use 47,200 square feet of space for public reading rooms, office space, exhibit areas, and other publicly accessible uses. Finally, 14,000 square feet would be reserved for plaza support space, and 15,000 square feet would be used for the building's core. Again, the remaining 4,800 square feet in Brooks Hall would be used for the loading dock. The cost of improving the loading dock has not been included in this analysis.

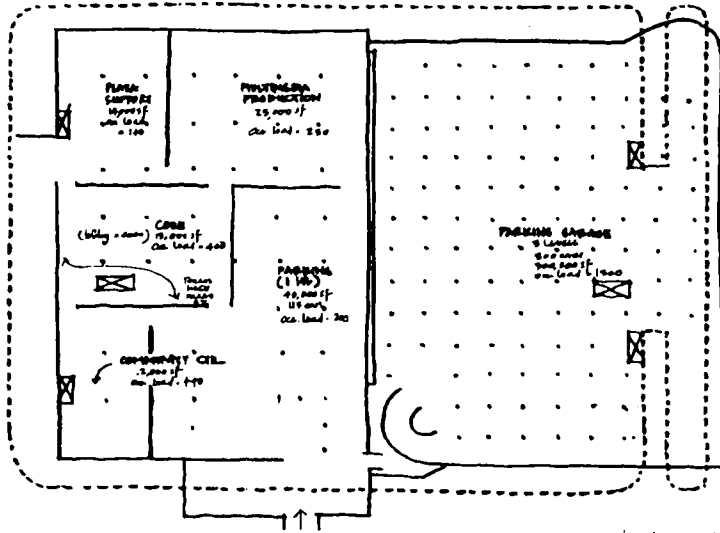
Alternative Four

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The second mixed-use reuse alternative for Brooks Hall includes a mix of public and private uses. The main tenant is a multi-media production center. The preliminary development concept includes 20,000 square feet for an incubator for start-up companies and 5,000 square feet for a business-to-business resource center for companies to demonstrate their latest innovations, classrooms for training disadvantaged residents, meeting space, office space, and public space for multi-media technology displays. Another 12,000

square feet will be used for a small fitness center. To accommodate these uses, 40,000 square feet will be dedicated to one level of parking. The remaining 29,000 square feet will be allocated to plaza support space (14,000 square feet) and core space (15,000 square feet).

Financial Feasibility Findings

The purpose of a traditional feasibility analysis is to assess the viability of a proposed development by determining the expected rate of return to the developer, the risk level associated with the project, and the total value of the project. Since Brooks Hall is a City-owned facility, the purpose of this feasibility analysis is slightly different. In this case, the purpose is to assess whether the potential income stream generated by the proposed new uses for Brooks Hall is enough to justify the costs associated with retrofitting and redeveloping the underground facility for productive use. In preparing this analysis, Sedway Group utilized its market research findings, site layouts provided by Simon Martin-Vegue Winkelstein Moris, and construction cost estimates provided by M. Lee Corporation.

A number of financial terms are used in this analysis. The stabilized net operating income (NOI) is one year of the project's income stream net of a credit loss/vacancy

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Historic District Improvement Project

Simon Martin-Vegue Winkelstein Moris
Olin Partnership
and Associated Firms

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factor and operating expenses. The NOI is estimated assuming stabilized operations (i.e., fully occupied, less vacancy/credit loss) in 2002. The total development costs are presented in 2002 dollars and are based on 1998 direct and indirect construction costs inflated annually by the Consumer Price Index (CPI), in this case, 4 percent. There is no compounding. The return-on-cost is defined as the stabilized net operating income divided by the total development costs. Typically, this is a "threshold" measure of return that a developer often looks at before deciding to proceed. The estimated project value upon completion was calculated based on the static capitalization of income technique. Using this methodology, the projected annual net operating income at stabilized occupancy is divided by the 9.5 percent cap rate to estimate the project value. The indicated net project value is the estimated project value at "sale" minus the total development costs. The findings from Sedway Group's financial feasibility study follow.

Alternative One

The parking garage is the only revenue-generating use in this reuse alternative. The projected NOI is about \$280,000, with a capitalized project value of approximately \$3.0 million. This value is substantially lower than the estimated development cost of about \$11.3 million. The indicated net project value is therefore approximately (\$8.4) million. The return-on-cost is only 2.5 percent. Private developers typically require a return-on-cost in the range of 11 to 13 percent before they will consider investing further time and money into a development project. Sedway Group assumes the City would require a lower return-on-cost, perhaps closer to the City's cost of funds. Given the assumptions used in this analysis, it would take 40 years for the project's income stream to return the investment required to upgrade Brooks Hall for public access.

Using a more aggressive cap rate of 8.5 percent, the project's capitalized value is about \$3.3 million, with a slightly improved, but still negative, indicated net project value of about (\$8.0) million. Using a more conservative cap rate of 10.5 percent, the project's capitalized value is about \$2.7 million, with a slightly lower indicated net project value of about (\$8.6) million.

Alternative Two

The for-profit storage facility is the only revenue-generating use in this reuse alternative. The projected NOI is about \$420,000, with a capitalized project value of approximately \$4.4 million. This value is substantially higher than the estimated development cost of about \$1.3 million. The indicated net project value is therefore about \$3.1 million. Because the uses proposed under this alternative do not require costly public access

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improvements and seismic upgrades, the return-on-cost is a healthy 32.4 percent. Given the assumptions used in this analysis, it would take only three years for the project's income stream to return the investment required to prepare Brooks Hall for public storage use.

Using a more aggressive cap rate of 8.5 percent, the project's capitalized value is about \$4.9 million, with a slightly improved indicated net project value of approximately \$3.6 million. Using a more conservative cap rate of 10.5 percent, the project's capitalized value is about \$4.0 million, with a slightly lower indicated net project value of \$2.7 million.

Alternative Three

There are no revenue-generating uses in this reuse alternative. The projected NOI is zero and the estimated development cost is approximately \$15.4 million. The indicated net project value is therefore about (\$15.4) million. However, the City may decide that the value of additional public library space and a public access television studio is greater than the cost to retrofit and redevelop Brooks Hall for these public uses.

Alternative Four

The parking garage and the fitness center are the revenue-generating uses in this reuse alternative. The projected NOI is about \$382,000, with a capitalized project value of approximately \$4.0 million. This value is substantially lower than the estimated development cost of about \$14.9 million. The indicated net project value is therefore about (\$10.9) million. The return-on-cost is only 2.6 percent. Given the assumptions used in this analysis, it would take 39 years for the project's income stream to return the investment required to upgrade Brooks Hall for public access.

Using a more aggressive cap rate of 8.5 percent, the project's capitalized value is about \$4.5 million, with a slightly improved, but still negative, indicated net project value of approximately (\$10.4) million. Using a more conservative cap rate of 10.5 percent, the project's capitalized value is about \$3.6 million, with a slightly lower indicated net project value of approximately (\$11.3) million.

Summary

Based on Sedway Group's market research, the proposed mix of uses, associated development costs, and limited financial analysis, the following conclusions can be made:

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- u The only reuse alternative that is financially feasible is storage (Alternative Two). The reason is primarily because this reuse alternative does not require costly public access improvements and seismic upgrades. In addition, with market rents for public storage at about \$12 per square foot per year, a healthy net operating income can be achieved, assuming 50,000 square feet is set aside for a for-profit storage facility.
- u Although parking has strong revenue potential, a parking garage in Brooks Hall does not generate enough income to justify the cost of upgrading the facility for public access. Brooks Hall is simply not large enough to accommodate the number of cars that would be required to generate a healthy return on investment to the City.
- u The two mixed-use reuse alternatives contain too many non-revenue-generating public uses to be financially feasible. Only two of the eight proposed uses in Alternatives Three and Four are expected to generate any revenue at all. However, the City may decide that there is tremendous public value in creating additional public library space, a public access television studio, or a multi-media center. These public uses have a number of intangible benefits that cannot be quantified. While Sedway Group recognizes these intangible benefits, it is beyond the scope of this report to assess their economic value.
- u Before a final decision about the appropriate reuse of Brooks Hall can be made, there are a number of issues that need to be resolved, such as how much the City is willing to subsidize a public use, how the City intends to finance the retrofitting and redevelopment of Brooks Hall, and how the City intends to structure its financial arrangements with public and private tenants.

The program objectives for Civic Center anticipate vibrant activity and use at the Plaza and Fulton Mall - by day and by night, on weekdays and on weekends, during lunch-hour and during civic holidays. The team proposes a schedule of activities for a wide range of user-groups including children, elders, families, workers, and visitors. Programs envisioned for the Plaza range from large scale civic celebrations that would require major set-up and traffic control to informal lunch-time performances. Services that would be required may include sound and audio equipment, temporary stages and seating, food service, information centers, and communications and promotion materials. Without a focused strategy to set-up, coordinate, and manage this effort, the programming of Civic Center will not be successful.

A series of workshops held in conjunction with this project brought many key issues to light. They elicited important insights from the public on the plaza's value to the community, the functions it serves, potential activities at the plaza, and concerns such as safety, maintenance, and aesthetics. The management plan described below matches the broad objectives expressed in the public workshops, with recommendations of professionals experienced in the programming and operation of public spaces similar to Civic Center Historic District. It outlines key concerns and makes specific recommendations on issues of event management such as programming, permitting, communications, event coordination, financing, security, maintenance, training, and management organizational structures. A preliminary budget for operations and management is included in the Cost Estimate section.

The key concerns that need to be addressed before program objectives for the Civic Center can be implemented are provision of 24-hour security, facilities maintenance and management, and promotion efforts to attract and schedule events. These concerns about Civic Center Historic District have been expressed not only by professionals on the team but also by participants in the public workshops, by city employees working in the plaza area, and by past event organizers that have produced programs in the plaza. Developing a new program for the Civic Center Historic District that includes effective management and event programming is an opportunity to set new standards of safety and attractiveness for the area.

Successful management of Civic Center Historic District will depend on a number of factors. The following actions are especially important:

Programming & Management

Programming Civic Center

- u A policy advisory committee that meets on a regular basis should be formed and should include representatives from the businesses, residents and government agencies that are directly affected by the use of Civic Center Historic District. Representatives of arts organizations in the vicinity, such as the Asian Art Museum, the symphony, opera, ballet, library, and the San Francisco Convention and Visitor's Bureau, should also be included.
- u An executive director should be appointed who is contracted to the City of San Francisco and reports to the policy advisory committee.
- u A permit should be required for any activity taking place in the defined area of Civic Center Historic District.
- u A fund should be established for the purpose of developing arts and educational activity programs for Civic Center Historic District.
- u A percentage of revenue from retail developed on the site should be committed to the arts and educational activities fund. Appropriate fees should be charged for corporate gatherings, photo shoots, and other commercial activities. All labor and materials associated with any commercial use of the plaza would be provided at additional cost to the user.
- u The Park Code for District Use should be amended to ensure optimal management of Civic Center Historic District.

A more detailed discussion of each of these key management recommendations is provided in the following section.

Management

A strong **Management Team** should be put in place with the responsibility of ensuring observance of the rules and regulations governing Civic Center Historic District, as well as the responsibility of creating ongoing programs and events that will serve to attract residents and visitors to the site. The mission of Civic Center Historic District management should be to create a friendly and inviting atmosphere in a beautiful, clean and well-maintained public space, while ensuring the safety and security of visitors. A management approach that will serve Civic Center with a variety of programming, integrated with security, maintenance, and operations will enhance and enliven this beautiful historic district. Proper management at Civic Center can ensure that the site is completely rejuvenated, with its image and activities dramatically improved.

A **Policy Advisory Committee** should be formed to ensure that an inclusive program of activities is carried out. The committee should establish a set of policies and event guidelines, including permitting procedures, for approval by the San Francisco Board of Supervisors. The committee should meet monthly with an on-site director to review maintenance, management and program activities. The committee should also advise the director on matters of policy and act as a liaison to the organizations and institutions it represents. Appropriate fees for commercial use of Civic Center will also be established by the advisory committee. It is crucial that the policy advisory committee include representatives from the city departments currently responsible for maintenance and permitting of activities at Civic Center Plaza.

A full-time, on-site director should be responsible for coordination of Civic Center Historic District management and oversight of all related operations. The director should be skilled and experienced in all applicable aspects of property management and event coordination, and would have the following responsibilities:

Civic Center Management

- u Provide general supervision of field operations, supervision of administrative operations, public liaison and liaison with the City.
- u Negotiate, secure and manage all subcontracts necessary for provision of services.
- u Resolve conflicts and day-to-day issues as they arise.
- u Attend to all legal responsibilities entailed in operations of Civic Center Historic District.
- u Prepare and implement an annual work plan and budget for City approval.

- u Prepare an annual equipment and capital improvement maintenance inventory.
- u Ensure quality control of all operations to the satisfaction of the City of San Francisco and any technical consultants such as landscape architects, horticulturists, engineers, security advisors, and others whom the City of San Francisco may retain.
- u Ensure that appropriate licensing and bonding is maintained for any worker providing services where licensing or bonding is required. Ensure that any use of chemicals in the Civic Center Historic District is in strict accordance with local, state and federal regulations.
- u Assure that appropriate training is given to all workers and that the same workers are committed to the Civic Center Historic District on a regular basis.

Activity Programming and Permitting

Strategically programmed events have proven to be an effective mechanism for defining the public perception of a space and increasing utilization during periods when the space is less visited. Encouraging everyday passive recreation has also proven key to improving the image of public spaces similar to Civic Center Historic District.

Thoughtfully selected new events, vendors, and cultural activities should be added to the mix of other ongoing activities to strengthen the plaza's character and encourage increased attendance at and use of the plaza. Moreover, in areas like Civic Center where public space is surrounded by office buildings, lunch-time programming has also proven successful in attracting visitors and improving public perception of the area. To encourage successful event programming at Civic Center Historic District, the following issues should be addressed:

- u Civic Center Historic District should be established as a distinct entity governed by the San Francisco Park Code. The power to enforce specific rules and regulations designed for the overall safety and enhancement of the public space lies in the ability of management, San Francisco Police Department, and other governing agencies to invoke the park code. It is recommended that the park code be amended to reflect the purpose of the plaza and facilitate smooth management of the site; to allow for successful upkeep and maintenance of the plaza, including the elevator, landscaping, benches and other site amenities; to schedule programs and events; and to raise needed revenue through corporate and other user rentals.
- u A system should be established for issuance of permits for all activities, entertainers and events according to policies and procedures set by the Policy Advisory

Committee, approved by the San Francisco Board of Supervisors and carried out by the Executive Director, thereby enriching the experience of neighborhood residents, shoppers, commuters, tourists, and other daily users of the Civic Center.

- u Scheduling and logistics of all activities planned for Civic Center should be carefully coordinated.
- u Management should coordinate closely with surrounding organizations and institutions in their administration of performances that could affect the plaza.
- u A fee schedule should be designed for special events services billed over and above the rental fee.
- u A commercial fee schedule should be developed for use of Civic Center district during off-peak hours.
- u Information on permitted activities should be communicated to the center's staff, thereby allowing staff to assist with events and respond appropriately and courteously when individuals are engaged in non-permitted activities.
- u Management should provide logistical, technical, security and janitorial support for performances.

Programming Objectives

The management of Civic Center should use its best efforts to achieve the following objectives:

- u to program a wide variety of events with a broad mix of cultural, community and corporate events appealing and accessible to the general public, neighborhood residents, community groups, corporate users and tourists;
- u to balance the programming of revenue producing and free events to develop and sustain a self-financing program;
- u to structure fees and charges to encourage and enable inclusion of events and activities sponsored by non-profit groups; and
- u to administer all applications from the general public for use of Civic Center as a public park as required by city policies.

Events Coordination

- u Coordinate the scheduling and logistics of all activities taking place in or affecting the Civic Center Historic District, including deliveries, servicing, maintenance and performances, in order to minimize potential conflicts.
- u Issue permits for activities in Civic Center Plaza and Fulton Mall pursuant to City of San Francisco policies, including collection of fees and evidence of insurance.
- u Coordinate closely with the Main Library, the Asian Art Museum, City Hall, State Building, Plaza retail, the City of San Francisco Convention and Visitors Bureau and others in administration of performances, concessions and programming in Civic Center , providing support and supervision as necessary to protect the physical assets of the plaza from damage which might result from heavy public use.
- u Provide logistical and janitorial support for performances.
- u Provide technical, security and other support for events and performances.
- u Ensure that limitations on occupancy and other life-safety codes strictly adhered to.

Communications and Signage

- u Develop a monthly calendar which includes activities scheduled for Civic Center, the Public Library, Civic Center Auditorium, the Asian Art Museum, City Hall, the State Building, opera, symphony, ballet and the nearby theater community.
- u Implement a communication system for the Civic Center District area to ensure effective coordination and management of the plaza.
- u Interface with retail establishments in the area on issues of common concern.
- u Circulate weekly memoranda to all area institutions updating the event calendar and defining the nature and scope of events and their impact on the surrounding area, e.g., street closures, crowd size or any special features.
- u Institute a well designed signage program that assists visitors in finding their way through the District, including clearly posted rules which prohibit specified activities such as alcohol and drug use or other non permitted activities.
- u Implement, on plaza pavilions, a general directory to the district, an updated calendar, and public information that is easily accessible.
- u Design signage for the Civic Center Historic District, including its language format, consistent with the downtown signage plan and the Civic Center Pedestrian Improvement Project.

Financing

It is recommended that a percentage of the retail income stream generated from new commercial activities in Civic Center be committed to a dedicated fund to pay a professional to administer programs. In addition, corporate or commercial event operators would pay a rental fee that would support the free ongoing programs and events in Civic Center.

Costs involved in this scenario would be the salary of the director, artist fees, and equipment and materials necessary to execute programs and provide additional staff for events. These costs will be offset by the income generated through the retail and commercial use of the plaza. This is the current method of funding relied upon for the cultural program at San Francisco's Yerba Buena Gardens. In a study of other successfully managed urban parks, including New York's Bryant Park and California Plaza in Los Angeles, Karin Bacon Events found that a key revenue generator in those cases is concessions from restaurants and food pavilions, which Civic Center currently lacks.

Once the plaza is attractive and lively it will draw commercial entities, such as film shoots, still photo layouts, product promotions, etc. Each of these activities should be charged a fee, which would go to support the ongoing free programs of the plaza. Each activity would be permitted after a determination of the appropriateness of the activity and appropriate fee. Case studies of Bryant Park and Central Park in New York, and California Plaza in Los Angeles are included in the Appendix provided under separate cover.

Security

One of the most important components of the transformation of Civic Center Historic District is a comprehensive security plan designed to meet the specific needs of its operation. This plan would be developed by the executive director, working with the policy advisory committee.

- u It is recommended that an ambassador-style patrol staff would monitor the plaza, ensuring that only activities for which permits have been issued occur on the site. Patrol officers would receive special training in the rules and regulations of the site and its history, demographics and goals, as well as information on the surrounding areas. While rules and regulations need to be enforced, the patrolling officers would

also act as a source of information and as neighborhood ambassadors.

- u Staff should be trained to refer all violators of rules to appropriate social service agencies, and to assist them in their provision of the needed service.
- u A central dispatch system should be established linking the Civic Center directly to Central Police Station.
- u A Civic Center Safety Committee should be formed and headed up by the Mayor's Office on Criminal Justice. Representation on the Committee should include social service agencies -- e.g., the Department of Human Services, the Homeless Coalition, Glide Memorial Foundation and St. Anthony's; public health agencies -- e.g., the Department of Mental Health; and security operations that are involved with the Civic Center District -- e.g., SFPD (Plaza, Fulton Mall), California Highway Patrol (State Building), Federal Patrol Service (U.N. Plaza), Golden Gate Security (Library), Spectator Management Group (Civic Center Auditorium) .
- u Neighboring organizations and institutions should be encouraged to participate on a shared radio channel. This will allow them to report any incident in progress or hazard in need of attention. It will also create a support system and an image of an organized community to the SFPD and to the public. By communicating to a central dispatch system, all information being sent to the police, including response times, can be documented.
- u All patrol officers should be trained to work in concert with the police. Patrol officers are not a substitute for the police. The purpose of the officers is to create a sense of comfort and security to visitors to the area. Training from the SFPD has been beneficial for employees who interact with the public, especially in transitional communities. For example, a two-week Police Academy course has been a successful tool employed by the Union Square Ambassadors. Similarly, Southern Policy Station has regular Park Code training seminars for the security staff at Yerba Buena Gardens.
- u KTB recommends that the lighting program for the District include the ability to have increased illumination to be activated at night immediately following the conclusion of a special event and during any night time event set-up or breakdown activity. The ability to intensify the lighting after an event will assist in the safety of crowds exiting after a large activity. It also allows for immediate cleanup to occur with safe and powerful illumination.

Maintenance

A maintenance management program should be implemented to meet environmental and heavy activity challenges presented at the Civic Center. This requires a sustainable environmental stewardship that includes preventive approaches towards preserving the landscape while encouraging a diverse range of activities. It is important to note that a planned program of activities can assist the staff in their ability to take proactive maintenance measures, which may result in less impacts and lower maintenance costs.

Through a comprehensive communication plan, core environmental practices and sustainable design applications, the Civic Center District would be served in the following key areas, utilizing capable trained staff who will be goodwill ambassadors to the public and provide excellent customer service to Park visitors:

- u water conservation
- u pest management
- u green waste reduction and disposal
- u protection of wildlife and native plant species
- u energy efficient programs and alternative energy use
- u recycling programs and reduction in paper use
- u alternative fuel vehicles

To accomplish these goals management must work in a highly cooperative manner with the team, including, public officials, landscape architects, engineers, local residents, local businesses, nearby museums, the library, civic center auditorium, security, local organizations and other professionals that have an interest in the area.

- u The plaza should be well maintained so as to enhance existing activities at the plaza, such as permitted vendors and street performers.
- u Site inspections throughout the day should identify maintenance and repair needs.
- u Steam cleaning and monitoring of drains, benches, site furniture, signage and graffiti control should be performed daily.
- u A work order system should be implemented to document work that needs to be performed and assist in verifying its completion.
- u A daily status report on assignments should be required from all supervisors.

Training

In an effort to promote the diverse and effective work force needed for successful management of Civic Center Historic District, residents from the local community should be given special consideration for employment, and ongoing training should be provided to support their mix of skills.

All employees hired to assist with the management, maintenance and security of Civic Center Historic District should be trained in a variety of areas, including park codes, rules and regulations, CPR and first aid, and numerous customer service issues. In addition, employees should be exposed to a variety of sensitivity issues, including the Americans with Disabilities Act (ADA) and gender sensitivity. Enrollment of staff in periodic team-building workshops and job-related educational programs should be required, and, consistent with civil service administration rules, employees should be appropriately compensated. Tours of area institutions, such as the Public Library, Civic Center Auditorium, renovated City Hall, etc., should be organized periodically to educate the staff on attractions which visitors utilize and on which information may be requested.

Management Structures

Organizational Structures

Implementing the management plan could take several forms. Three elements that should be maintained regardless of the approach are: develop a policy advisory committee; establish permitting procedures and event rental fees approved by Department of Recreation and Park and the San Francisco Board of Supervisors; and hire an executive director that oversees the day-to-day staff and facilitates the permitting procedures.

One management option that could be utilized would be to maintain the existing structure with employees from different departments -- the SFPD, Department of Public Works, Department of Recreation and Parks -- handling ongoing operations, and DPT working with ISCOTT on street closures. The appointed director would be responsible for the day-to-day operations and contacting the individual departments for status reports, facilitating permits for special events and ensuring that street closures and commercial rentals occur during off-peak hours only.

The Yerba Buena Gardens experience provides another model. Using a private

company managing a public property with responsibilities for security, operations, maintenance, the permitting and coordination of events logistics, collection of fees for all commercial uses, which is deposited into a restricted fund and used for the purpose of public programs. A non-profit organization has been contracted by the San Francisco Redevelopment Agency to provide a Gardens Program Director. The director is responsible for designing cultural and entertainment activities that reflect San Francisco's diversity and serve the Yerba Buena neighborhood. The rental fees from commercial uses are restricted for the purpose of public programs. All services for events beyond daily operations are passed through to the commercial user, including restoration fees. These service and restoration fees cover the costs of renovation and prevent the public space from going into decline. Another restricted fund has been established by SFRA for the purpose of maintenance and management of the daily operations of the Gardens. The agency has assessed an income on projects which have leased land on adjacent property.

Other notable examples are provided by several high profile public parks across the United States which are working with well-organized, non-profit companies set up for the purpose of managing, maintaining, and scheduling activities for public parks. At least one of these organizations is also responsible for, and its financial structure fashioned after, Business Improvement Districts (B.I.D.). While some of these companies do receive a percentage of their budget from city funds, their role is to raise funds and contract services that generate the income necessary to maintain and program the public space. In addition to raising operational funding, they are also responsible for contacting services required for maintenance, operations, and programming in each of these public spaces.

Karin Bacon Events has supplied the Civic Center team for the Civic Center Historic District with three case studies outlined in Appendix A. A grid categorizing typical events from community activities to large public assemblies and their framework has been included in Appendix B. A sample calendar that provides an idea of a year in the life of Civic Center is provided as Appendix C.

Management Site and Location

In order to effectively manage and program special events for the District, a central administrative and maintenance office needs to be designed and located on the site. The most ideal location for this purpose would be at the northeast corner of Larkin and McAllister streets, the site of the former Civic Center Power House (Steam Plant), which

currently stands vacant, and which is understood to be the property of the Department of Public Works.

We recommend developing this site to serve as a public information center, which could be located on the ground floor. As a public information center, tours could begin from the site and branch out through the District. It would also provide directional information for visitors to the District, providing maps and brochures of San Francisco and outlying areas, relevant public announcements, notices of arts and cultural activities, recreational and entertainment activities, and other public information that is relevant to citizens and visitors to the area. It would even be able to accommodate San Francisco Convention and Visitors Bureau information and the tourist industry. Other amenities which could be designed to better serve the public include: public restrooms, a giftshop/cafe and public telephones, to name a few. We recommend that the City lease the ground floor space in sections for purposes of private operator tours, ATM and foreign exchange banking services, and other services helpful to area visitors and residents alike. The spaces should be built out and paid for by tenants at standards developed by the San Francisco Board of Supervisors and the P.A.C. In addition to their monthly rent, the vendors should be required to pay Common Area Maintenance charges (C.A.M.s). This income could offset operation and event program costs.

Another floor could be used as an operations, special event programming and security center. The floor would include a security control center, with closed-circuit television monitoring capabilities, fire/life safety system connected to the Plaza, various alarm panels, and a radio scanner. The maintenance quarters/offices could be located on this floor (equipment storage and workshop could be located in Brooks Hall under the Plaza). Special events coordination facilities could also be located on this floor, including conference, planning and meeting rooms that will allow the operational staff the ability to develop and produce work plans. Dressing rooms and lounges for performers and visiting dignitaries could also be designed on this floor.

On the upper level, management offices could be located with adequate views of Fulton Mall, Civic Center Plaza and the historic district around City Hall. An employee lounge could be included on this floor.

Brooks Hall could also be used in the following ways:

- u Storage -- staging equipment, barricades/stanchions, retail supplies and equipment, seating equipment, maintenance materials and supplies, maintenance equipment.

We estimate approximately 2,400 square footage would be necessary to

accommodate storage requirements.

- u Control rooms for irrigation and electrical purposes
- u Trash management -- compaction, recycling, and green waste area.

This section gives a summary and breakdown of preliminary construction costs for the proposed program and design for Civic Center Plaza, Fulton Mall, and streetscapes in the Historic District. Preliminary operating costs and revenues are also outlined towards the end.

Assumptions

Outline

The conceptual construction cost estimate comprises the following three integral parts:

- u preamble
- u estimate summary
- u estimate details

This estimate is based on the following information:

- u City's Preliminary Conceptual Plans dated 1/21/98
- u Drawings dated 1958 & 1959 for the Parking Garage
- u Drawings dated 1956 for the Exhibit Hall
- u Drawings dated 1959 & 1960 for the Plaza
- u City Center District Plan (no date - received on 9/2/98)
- u Final plan evaluation dated 9/2/98
- u Meeting discussions and telephone clarification with SMWM, the engg team (OLMM, SJ Engg, Flack & Kurtz), and the City's Landscape Arch and Project Mgr.

Assumptions and Qualifications

Based on the following preliminary construction schedule:

- u Civic Center Plaza: from July 2001 to July 2003
- u Historic District Improvements: October 2000 to July 2002
- u Fulton Mall: July 2001 to July 2003
- u Mid-point of construction is Mid-2002
- u The estimate is based on estimated prices current as of September 1998 and projected to mid-point of construction of Mid-2002 in the Summary.

Preliminary Cost Estimate

Construction Costs

The estimate is based on competitive bidding, with four to six responsible and responsive bids, for a fixed price lump sum contract.

An allowance of \$1 million is included for the seismic upgrading of Brooks Hall.

According to structural engineer, no seismic upgrading is required for Garage.

All work to be performed during daytime. No overtime work has been included.

Items specifically excluded from this estimate:

- u Abatement of hazardous materials such as toxic soils, asbestos, lead paint, if any
- u Furniture, fittings and equipment unless they are an integrated part of the building construction
- u Administration costs such as bidding, advertising and contract award
- u Finance costs
- u Mitigation costs

It is assumed that the above items, if needed, are included in owner's contingency and overall project budget.

The estimate represents our best judgment of probable construction costs, but since we have no control over market conditions and other factors which may affect the bid prices, we cannot and do not warrant or guarantee that bids or ultimate construction costs will not vary from the cost estimate.

This estimate provides an early opinion of probable construction cost based on preliminary conceptual information. The estimate should be updated and revised periodically to incorporate any changes in design requirements and market conditions.

Gross Areas Used in the Estimate

- u Building Areas (GSF) used in this estimate (and for estimating purposes only) are:
 - Plaza - 258,000 gsf
 - u Garage - 363,000 gsf (three levels)
 - u Brooks Hall - 95,000 gsf
 - u Historic district improvements for 18 building blocks

Project Control Fees

- u Client department services (0.5%)
- u Project management services (2.0%)
- u Additional management services (0.5%)

Preliminary Cost Estimate

Construction Costs

- u City administrative services (3.0%)
 - u Regulatory agency approvals (2.0%)
 - u Basic architectural/engineering services (10.0%)
 - u Supplemental A/E services (2.0%)
 - u Construction Management Services (8.0%)
 - u Owner furnished data, surveys (1.0%)
- Total: 29.0%**

Preliminary Cost Estimate

Preliminary Construction Cost Estimate

Civic Center Historic District Improvement
Preliminary Construction Cost Estimate

Item	Current Construction Estimate (Bld)		Project Contingency Escalation Cost		Total Escalated Construction Cost		Project Control Fees	Brooks Hall Project Budget	Civic Center Project Budget
	P	Q	R	S	T	U			
		X	10% of X	15% of X	P+Q+R	29% of S			S+T
A1 Civic Center Plaza (Basic Improvements)	14,917,000	1,492,000	2,238,000	18,647,000	5,408,000			24,055,000	
A2 Civic Center Plaza (Beaux Arts Features)	3,721,000	372,000	558,000	4,651,000	1,349,000			6,000,000	
B Redesignated Garage Ramps	3,100,000	310,000	465,000	3,875,000	1,124,000			4,999,000	
C Street Improvements around Plaza	3,865,000	387,000	580,000	4,832,000	1,401,000			6,233,000	
D Fulton Mall	2,468,000	247,000	370,000	3,085,000	895,000			3,980,000	
E Historic District Improvements	4,290,000	429,000	644,000	5,363,000	1,555,000			6,918,000	
F1 Brooks Hall Core	1,579,000	138,000	207,000	1,724,000	500,000		2,224,000		
F2 Brooks Hall Seismic Upgrade Allowance	1,000,000	100,000	150,000	1,250,000	363,000		1,613,000		
F3 Brooks Hall Tenant Improvements (Provided by Bureau of Architecture)							4,600,000		
G Allowance for Project Mitigation Costs (Provided by Bureau of Architecture)								1,150,000	
TOTAL	34,740,000	3,475,000	5,212,000	43,427,000	12,595,000		8,457,000	53,335,000	

SAN FRANCISCO CIVIC CENTER
Historic District Improvement Project

Preliminary Cost Estimate

Details of Construction Costs

No.	Description of Work	Quantity Unit	Unit Cost \$	Total Cost \$
A1 Civic Center Plaza (Basic Improvements)				
	Total Plaza area	258,000 sf		
1 Selective Building Demolition				
	Site preparation & demolition	258,000 sf	1.25	322,500
	Remove trees	200 ea	400.00	80,000
	Remove subsurface utility lines	258,000 sf	0.50	129,000
	Remove soil	38,222 cy	15.00	573,333
	Remove waterproofing membrane	258,000 sf	0.30	77,400
	Misc. demolition	1 ls	25000.00	25,000
	Temporary protection	1 ls	15000.00	15,000
	Subtotal - Demolition			1,222,233
2 Substructure				
	Waterproofing membrane	258,000 sf	2.50	645,000
	Topping Slab	258,000 sf	1.75	451,500
	Compact fill soil (imported)	33,444 cy	25.00	836,111
	Concrete slab for paving	153,500 sf	5.50	844,250
	Fill slab openings	13 ea	8500.00	110,500
	Structural modification	1 ls	250000.00	250,000
	Subtotal - Substructure			3,137,361
3 Site Utility				
	Storm drain	5,160 lf	28.00	144,480
	S. D. inlets for surface drains	20 ea	1000.00	20,000
	Site lighting 15' steel cast custom-made	104 ea	5000.00	520,000
	Site lighting 30' steel cast custom-made	15 ea	9000.00	135,000
	Power supply	1 ls	150000.00	150,000
	Special lighting	1 ls	250000.00	250,000
	Conduit & telecom cabling	1 ls	75000.00	75,000
	Fire water line	1 ls	120000.00	120,000
	Domestic water line	1 ls	100000.00	100,000
	Subtotal - Site Utility			1,514,480
4 Paving				
	Concrete paving	102,000 sf	7.00	714,000
	Granite paving	60,000 sf	35.00	2,100,000
	Granite header	12,500 lf	50.00	625,000
	Granite coping	500 lf	175.00	87,500

SAN FRANCISCO CIVIC CENTER
Historic District Improvement Project

Preliminary Cost Estimate

Details of Construction Costs

Granite wall cladding	3,360 sf	55.00	184,800
Custom seating	360 lf	400.00	144,000
Railing over new ramps	450 lf	200.00	90,000
Subtotal - Paving			3,945,300
5 Special Features		See Section A2 below	
6 Site Furniture			
Benches 6' long wood	208 ea	800.00	166,400
Table & chair sets	41 ea	2000.00	82,000
Misc. site furniture	1 ls	50000.00	50,000
Subtotal - Site Furniture			298,400
7 Playground			
Playground area	8050 sf	12.00	96,600
Play equipment	1 ls	200000.00	200,000
Subtotal - Playground			296,600
8 Landscaping & Irrigation			
Planting area	30000 sf	7.50	225,000
Hedges	4420 sf	20.00	88,400
Trees	100 ea	2000.00	200,000
Planters, 30'x30'	8 ea	15000.00	120,000
Irrigation system	34420 sf	2.00	68,840
Subtotal - Landscaping			702,240
9 Close Larkin ramp & convert it to parking spaces	1 ls	300000.00	300,000
Subtotal - Ramp			300,000
10 Pavilions, 24'x24' each	4 ea	288000.00	1,152,000
Subtotal - Ramp			1,152,000
11 Garage Core			
Demolition:			
Intake/exhaust towers	8 ea	6000.00	48,000
Stair towers	4 ea	7000.00	28,000
Elevator towers	1 ea	10000.00	10,000

Preliminary Cost Estimate

Details of Construction Costs

Cut openings for vent	8 ea	5000.00	40,000
Stair wells & rails, 3 floors	4 ea	30000.00	120,000
Ventilation shafts	8 ea	4400.00	35,200
Elevators building	1 ea	15000.00	15,000
Elevator shaft (3stories)	1 ea	25000.00	25,000
Cut slab for elevators (3 flrs)	4 ea	20000.00	80,000
Cut slab for new stairway (2 each 3 flrs)	6 ea	15000.00	90,000
New construction:			
Fill slabs at removed stairs	6 ea	15000.00	90,000
Fill slabs at removed elevator shafts	8 ea	12500.00	100,000
Stair wells shafts	4 ea	25000.00	100,000
Stair wells & rails, 3 floors	4 ea	75000.00	300,000
Ventilator shafts	6 ea	15000.00	90,000
Elevator shaft (for 3 passenger elevators)	1 ea	75000.00	75,000
Elevator pit & foundation	1 ea	100000.00	100,000
Elevators	3 ea	70000.00	210,000
Restrooms	2 ea	150000.00	300,000
Storage	1 ls	50000.00	50,000
Mechanical upgrade due to structural modification	1 ls	100000.00	100,000
Electrical upgrade due to structural modification	1 ls	50000.00	50,000

Subtotal - Garage Core **2,056,200**

Subtotal A1 258000 gsf 56.69 **14,624,814**

Provision for arts 2% 292,000

Total A1 258000 gsf 57.82 **14,916,814**

A2 Civic Center Plaza (Beaux Arts Features)

Allow for decorative beaux & art features	1 ls	1000000.00	1,000,000
Pedestals	64 ea	10000.00	640,000
Monuments	4 ea	100000.00	400,000
Sculpture fountains, 68 ft dia	2 ea	500000.00	1,000,000
Balustrade	1,900 lf	320.00	608,000

Subtotal **3,648,000**

Provision for arts 2% 73,000

Total A2 **3,721,000**

Preliminary Cost Estimate

Details of Construction Costs

B Redesigned Garage Ramps @ McAllister			
Close vehicular ramp	1 ea	300000	300,000
Construct new ramps	2 ea	1400000	2,800,000
Total			3,100,000
C Street Improvements around Plaza			
Street Lights	6 blocks	200000.00	1,200,000
Traffic signals	6 blocks	75000.00	450,000
Trees	150 ea	2000.00	300,000
Street furniture	6 blocks	10000.00	60,000
Sidewalks, curbs, restore streets	3,000 lf	150.00	450,000
Pedestrian signage	10 ea	10000.00	100,000
Street repaving	110,000 sf	8.00	880,000
Special crosswalks	17,000 sf	25.00	425,000
Total			3,865,000
D Fulton Mall			
Special paving	80,000 sf	25.00	2,000,000
Trees	100 ea	2000.00	200,000
Street furniture	1 ls	50000.00	50,000
Kiosks	2 ea	80000.00	160,000
Signage	1 ls	10000.00	10,000
Subtotal			2,420,000
Provision for arts			48,000
Total D			2,468,000
E Historic District Improvements			
Street Lights	12 blocks	150000.00	1,800,000
Traffic signals	12 blocks	75000.00	900,000
Trees	210 ea	2000.00	420,000
Street furniture	12 blocks	10000.00	120,000
Sidewalks, curbs, restore streets	4,500 lf	100.00	450,000
Signage	30 ea	5500.00	200,000
Street grinding & relayering	180,000 sf	1.00	200,000
Special crosswalks	13,000 sf	15.00	200,000
Total			4,290,000

SAN FRANCISCO CIVIC CENTER

Historic District Improvement Project

Preliminary Cost Estimate

Details of Construction Costs

F1	Brooks Hall Core			
	Demolition:			
	Stair wells & rails, 22'x12'	2 ea	22000.00	44,000
	Ventilation shafts	9 ea	4400.00	39,600
	Cut slab for elevators	1 ea	13800.00	13,800
	Cut slab for new stairway	2 ea	12100.00	24,200
	Misc. selective building demolition	95,000 sf	1.25	118,750
	 New construction:			
	Stair wells	2 ea	38500.00	77,000
	Elevator shaft (for 1 passenger, 2 freight)	1 ea	50000.00	50,000
	Elevator pit & foundation	1 ea	100000.00	100,000
	Elevators (1passenger, 2 freights)	3 ea	60500.00	181,500
	Localized structural reinforcement	15,000 sf	20.00	300,000
	Mechanical upgrade due to structural modification	1 ls	100000.00	100,000
	Electrical upgrade due to structural modification	1 ls	50000.00	50,000
	 Allow for ADA upgrade at entrance	1 ls	80000.00	80,000
	Allow for ADA upgrade for restrooms	1 ls	200000.00	200,000
	Total			1,378,850
F2	Seismic upgrading allowance	95,000 sf	10.00	950,000
	Patching & misc. finishes	1 ls	50000.00	50,000
	Total			1,000,000
G	Allowance for Project Mitigation (Provided by Bureau of Architecture)			
	Muni bus rerouting cost	1 ls	250000.00	250,000
	Playground relocation	1 ls	400000.00	400,000
	Parking mitigation	1 ls	500000.00	500,000
	Total			1,150,000