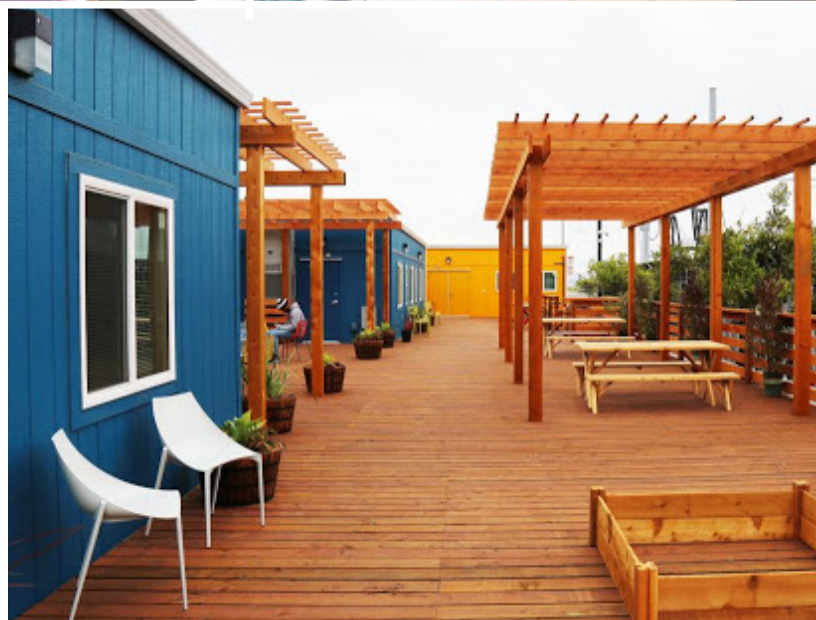




# 2020 Health and Recovery General Obligation Bond





# CONTENTS



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Building Our Future

|  |    |
|--|----|
| <b>BOND OVERVIEW</b>                         | 4  |
| <b>INTRODUCTION</b>                          | 6  |
| <b>2020 HEALTH AND RECOVERY BOND PROGRAM</b> | 9  |
| Health and Homelessness                      | 10 |
| Parks and Open Spaces                        | 16 |
| Right-of-Way Repair                          | 26 |
| <b>ACCOUNTABILITY</b>                        | 34 |
| <b>10-YEAR CAPITAL PLAN</b>                  | 35 |

# 2020 HEALTH AND RECOVERY BOND OVERVIEW

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The City and County of San Francisco is proposing a \$438.5 million Health and Recovery Bond for the November 2020 ballot to fund investments in public facilities that serve people experiencing mental health challenges, substance use disorder, and/or homelessness; safe and accessible parks, recreation facilities and open spaces throughout the City, and essential public infrastructure, including streets, curb ramps and the pedestrian right of way.

The 2020 Health and Recovery Bond consists of the following program components:

| BOND COMPONENT   | BUDGET                 |
|--|------------------------|
| Invest in facilities that provide treatment and permanent supportive housing for people experiencing mental health challenges, substance use disorder, and/or homelessness.                | \$197 million          |
| Build and improve safe and accessible parks, recreation facilities, and open spaces throughout the City with shovel-ready projects and programs.   | \$200 million          |
| Invest in shovel-ready public infrastructure projects including street resurfacing and the construction and maintenance of curb ramps, street structures, and the pedestrian right of way. | \$41.5 million         |
| <b>Total</b>   | <b>\$438.5 million</b> |

San Francisco’s policy is to issue new bonds after previously issued bonds are retired and/or the tax base grows, as spelled out in our 10-Year Capital Plan. As this bond is in line with the most recently updated Capital Plan, property taxes levied for general obligation bonds will be maintained at or below the Fiscal Year 2006 rate as a result of this bond.



Balboa Playground in the Mission Terrace neighborhood



Public Works crews installing an accessible curb ramp

# WHY NOW?

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## Addressing Our Highest Priorities

Too many people in San Francisco struggle with substance use disorder, mental health challenges and homelessness. The crisis on our streets is unacceptable and inhumane. The Department of Public Health (DPH) has identified 4,000 residents experiencing all three – homelessness, substance use disorder and mental health challenges – and helping these individuals is one of San Francisco’s most urgent responsibilities.

San Francisco needs a coordinated, citywide approach to serving this at-risk population. In many instances, those who are struggling with mental and behavioral health challenges do not understand what’s happening around them and need intensive support to get the medical attention and care they need in a high-quality, safe and healing environment. There is a need to open more shelter beds, protect residential board and care facilities and pursue innovative solutions for treatment. Doing so will expand care and services for those most acutely suffering. If we don’t act now, that number will continue to rise.

The urgency of San Francisco’s mental health and homelessness crises is well known, and City leadership is committed to using all available tools, including bonds, to make meaningful progress.



San Francisco has an average of 8,000 homeless residents on any given night.



# Building Recovery

With the COVID-19 public health emergency, San Francisco's economic outlook changed dramatically. Almost overnight, San Francisco saw revenue drop and unemployment spike as we followed public health orders to shelter in place. The shelter in place orders protected San Franciscans and the City's health care system from an unmanageable early surge in hospitalizations. Though necessary and lifesaving, that call also disrupted local business and workers, with nearly 167,000 people experiencing a direct financial hit, either completely or partially, from COVID-19. San Francisco's unemployment filings spiked dramatically in March and April, with more than 70,000 cases in the five weeks following the first public health order. Recovery is expected to be gradual and phased, but people need work. Large capital projects serve as an engine for growth and create local jobs that will help jumpstart San Francisco's economy – while also benefitting the over good.

Since 2005, San Francisco has engaged in citywide capital planning, which keeps the City looking ahead, planning for future needs and advancing public infrastructure projects towards construction. From that ongoing work, San Francisco has shovel-ready parks projects and street infrastructure improvement programs that can get people working again. A recent condition assessment of the City's parks revealed more than \$1 billion in capital needs, and the most recent Capital Plan shows a deferred need for streets and other right-of-way infrastructure of \$614 million. These are the areas of our public capital portfolio where we can spend the most money quickly and best help get San Francisco back to work.

This will not be the first time San Francisco issued General Obligation (G.O.) Bonds in the face of a major economic downturn. Looking back at the Great Recession that began in 2008, San Francisco voters approved four G.O. Bonds that helped San Francisco build and recover. Of the total voter-approved amounts, \$1.7 billion in bond proceeds were sold from Fiscal Year 2007-2008 to Fiscal Year 2012-2013, creating an estimated 9,500 jobs.

| YEAR         | G.O. BOND  | AMOUNT                 |
|--------------|--|------------------------|
| 2008         | Clean and Safe Neighborhood Parks Bond               | \$185 million          |
| 2008         | San Francisco General Hospital Trauma Center Rebuild | \$887 million          |
| 2010         | Earthquake Safety and Emergency Response             | \$412 million          |
| 2011         | Road Paving and Street Safety                        | \$248 million          |
| <b>Total</b> |  | <b>\$1.732 billion</b> |

Construction is one of the most powerful jobs stimulus tools available to local governments. Investing in public facilities and infrastructure is an important and necessary step that San Francisco can take to put thousands of people to work and help accelerate our economic recovery.





# **THE 2020 HEALTH AND RECOVERY GENERAL OBLIGATION BOND PROGRAM**

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Health and Homelessness

Parks and Open Spaces

Right-of-Way Repair

# Health and Homelessness

## Background

To address the twin challenges of mental illness and homelessness, San Francisco proposes \$197 million of this General Obligation Bond to repair, rebuild, acquire, construct, stabilize and improve permanent supportive housing, shelters and facilities that deliver services to people struggling with mental health and substance use disorders.



## Who is served?

San Francisco has gone to great lengths to understand the people in our city who struggle with homelessness, mental health challenges and substance use disorders. The need for permanent facilities to deliver transformative, life-saving services in this arena has never been clearer.

According to the City's biennial Point-in-Time Count (last conducted in 2019), there are approximately 8,000 people experiencing homelessness in San Francisco on any given night. But over the course of an entire year, many more people experience homelessness. In Fiscal Year 2018-2019, the Departments of Public Health and of Homelessness and Supportive Housing served nearly 18,000 people experiencing homelessness; of those, 4,000 had a history of both mental health and substance use disorders.

In an analysis of 2018 data, nearly half of all patient visits to Psychiatric Emergency Services at Zuckerberg San Francisco General Hospital were related to methamphetamine use, reflecting the association between methamphetamine use and psychosis. Methamphetamine is increasingly being consumed in public spaces, and people under the influence can sometimes present troubling psychosis-related behavior or experience moments of mental health crisis.

**Making investments in permanent public facilities that deliver housing and/or treatment to people struggling with homelessness and mental health and substance use disorders will benefit:**

- Veterans
- Transitional-aged youth
- Low-income San Franciscans
- Workers in behavioral health facilities
- People experiencing and exiting homelessness
- Residents of existing permanent housing facilities and shelters
- New clients looking to access behavioral health services
- Existing residents accessing behavioral health services, including those who are homeless, formerly homeless and/or experiencing substance use disorders



## **Permanent Supportive Housing and Shelter**

The City administers locally and federally funded supportive housing to provide long-term affordable housing with on-site social services to people exiting chronic homelessness (Permanent Supportive Housing). San Francisco's Permanent Supportive Housing portfolio includes a variety of housing options, including renovated Single Room Occupancy hotels, newly constructed units and apartment buildings that operate under a master-lease between private property owners and the City. Permanent Supportive Housing is an important means of ensuring long-term health and stability for low-income San Franciscans and those exiting chronic homelessness. However, the City does not have a sufficient supply of Permanent Supportive Housing units to meet the demand.

Through the Department of Homelessness and Supportive Housing, San Francisco currently offers temporary shelter to approximately 3,400 people every night through shelters, Navigation Centers, stabilization beds and transitional housing. Since October 2018, the City has opened 566 additional beds and 499 are underway. Additional beds are needed to match the waitlist for individuals looking to access shelter.

Bond proceeds will be used to stabilize, acquire, construct, expand and/or improve Permanent Supportive Housing units and shelters. The estimated budget for this bond component is \$90 million, and based on current estimates those funds would support capital costs approximately 250 Permanent Supportive Housing beds and 75 shelter beds.

# Mental Health and Substance Use Disorder Treatment Facilities

San Francisco's Department of Public Health (DPH) is the City's largest provider of behavioral health services, helping approximately 30,000 individuals annually. These services include prevention, early intervention and treatment for mental health and substance use disorders. The Department provides behavioral health services in several settings, including, but not limited to, Zuckerberg San Francisco General Hospital, the Behavioral Health Access Center, residential care facilities and community clinics, as well as through contracts with nonprofit service providers.

Individuals often receive behavioral health and substance use treatment services along a continuum of care. Some people experiencing severe issues may need access to psychiatric emergency or inpatient care, while others may require residential treatment or can be treated at community-based clinics.

In Fiscal Year 2018-2019, DPH operated or contracted more than 2,000 behavioral health beds across the continuum of care. As the behavioral health needs of the population shift, so does the demand for services, further complicating the provision of timely and appropriate treatment for each client. When there is not enough capacity at any one level of care or facility, it can lead to longer wait times for services, and some people are not able to move to less restrictive levels of care when they are ready. Various reports evaluating DPH's behavioral health system, including the Behavioral Health System Performance Audit (Budget and Legislative Analyst, 2018) and Homelessness and Behavioral Health report (Tipping Point, 2019), have called for improvements in patient wait times, investments in additional beds and data to quantify and qualify capacity needs.





Limited state and federal resources and the high cost of construction put a greater burden on local governments to contribute their own limited resources to provide additional facilities to serve those struggling with behavioral health and substance use disorders. Consequently, the City's supply of these resources has not kept up with the demand. A mismatch of bed capacity to demand has significant implications for both client health outcomes and a healthcare system's bottom line. A system with capacity that matches demand is one that provides optimal patient "flow." In an optimized system, patients flow freely between levels of care according to their clinical health needs, rather than system constraints.

In late 2019, the Department's Mental Health Reform team identified a data-driven solution for quantifying the City's behavioral health bed needs: bed simulation modeling. This method has been used internationally as a risk-free strategy for quantifying bed demand and identifying the impact of novel allocations of treatment beds on patient throughput. Through the financial support of community partners, DPH engaged an experienced simulation modeling vendor to produce a mathematical model that determines how many beds are needed at each level of care to maintain consistent patient flow for behavioral health clients. The model's results provide substantial information for both operational improvements and recommendations for investments. Bed capacity increases are recommended at various levels of care that rest in different locations of the care continuum.

This bond will provide a portion of the crucial funding necessary to repair, rebuild, acquire, construct, stabilize and improve public facilities that deliver services, treatment and/or residential care for people requiring mental health and substance use services. The bond also will fund the improvement of existing facilities that provide primary health care services to people with mental health and substance use disorders, in addition to low-income and vulnerable communities.

## Community Health Centers

The Department of Public Health's SF Health Network operates more than a dozen community-based primary care health centers that provide convenient access to health care services in neighborhoods across the City. These facilities serve people with mental health and substance use disorders, in addition to low-income and vulnerable communities more broadly. Primary care staff at these facilities diagnose and treat patients with acute and chronic illnesses, work with them on ways to prevent disease and maintain good health; provide prenatal, mental health and substance abuse care; and offer counseling and health education.

Proposed in this bond is funding for community health centers so that patients can be treated safely and properly with improvements such as additional counseling and examination rooms, upgraded labs and nursing stations and earthquake-safety improvements. This program builds on the progress made in community health centers through the voter-approved 2016 Public Health and Safety Bond, which funded improvements at Southeast, Maxine Hall and Castro Mission Health Centers.



Several community health clinics remain in need of retrofit and renovation, including Chinatown Public Health Center (CPHC). CPHC has been serving San Franciscans, primarily the City's Chinese community, since 1929. Since then, CPHC has transformed itself from a traditional public health center into a full-service, community-oriented, patient-centered medical home, that delivers primary care for adults and children, prenatal care, integrated behavioral health, pediatric dentistry, community health education and Women, Infant, and Children Nutrition Supplemental Services, among others. CPHC serves close to 6,000 active patients, many of whom are socioeconomically disadvantaged.

As a facility with a Seismic Hazard Rating of 4, meaning that it is in danger of partial or total collapse in a major earthquake, CPHC is the leading priority investment for retrofit among DPH's community health centers. Should funding be available within the bond, other similar facilities with deferred maintenance needs, such as Curry Senior Center and Silver Avenue Family Health Center, could be improved.

# Priorities: Health and Homelessness

As the market is in a period of flux, San Francisco will seek to make investments in mental health and substance use disorder treatment facilities and permanent supportive housing and shelters that will have the greatest positive impact on our city and also be sustainably operable with projected available sources.

## Health and homelessness priorities under this bond component include:

- Stabilization, acquisition, construction, expansion and improvement of permanent supportive housing units and shelters.
- Acquisition and construction of a new Behavioral Health Access Center to provide low-barrier centralized access to the City’s network and system of behavioral health services.
- Stabilization, acquisition, expansion and improvement of residential treatment and residential step-down beds for those experiencing substance use disorders.
- Expansion, improvement and construction of behavioral health respite facilities and detox facilities.
- The repair, rebuilding or improvement of community health facilities, such as the Chinatown Health Center, that provide full-service health care, including behavioral health services, to low-income populations.
- Stabilization of long-term placements for those with behavioral health needs, such as board and care and other residential care facilities.

| TOTAL HEALTH AND HOMELESSNESS            | AMOUNT               |
|--|----------------------|
| Permanent Supportive Housing and Shelter | \$90 million         |
| Mental Health and Substance Use Disorder | \$107 million        |
| <b>Total: Health and Homelessness</b>    | <b>\$197 million</b> |



# Parks and Open Spaces

## Background

Parks are essential civic infrastructure that increase residents' quality of life and provide places to relax, enjoy nature, play and exercise. Parks support good mental and physical health, and they can help individuals deal with trauma. A growing body of work shows that time spent outdoors in natural environments can help lower stress, depression, anxiety, diabetes, risk of pre-term birth, high blood pressure, asthma, stroke, heart disease and other health risks.

San Francisco proposes \$200 million of this General Obligation Bond to address capital needs in the City's park system. This proposal includes investments in neighborhood parks, recreation centers and waterfront parks; citywide parks, such as Golden Gate Park, Lake Merced and McLaren Park; sustainability investments, including shoreline protection, forestry and water conservation; and community investments in priority recovery parks, failing playgrounds, the Community Opportunity Fund, mini parks, community gardens and trails.



John McLaren Park



Glen Canyon Park Playground



# Neighborhood Parks

## Overview

Approximately \$121 million of this bond measure will be dedicated to various neighborhood parks for projects that already have undergone public review, design studies and environmental review. These projects have been developed in cooperation with various community groups and stakeholders, gone through a robust community outreach process and undergone design analysis and environmental review.

## Gene Friend Recreation Center

### 270 Sixth St. | South of Market

Constructed in 1989, Gene Friend Recreation Center sits on a large site in SoMa, with frontages on Folsom, Sixth and Harriet streets. Gene Friend currently fills key programming needs for under-served populations. To serve the existing community and support future growth in the neighborhood, replacement of the facility is needed. The new building will be almost twice the size of the existing one, with a two-story massing for a double basketball court gym and a second story allocated for program space with an increased number of multi-purpose rooms. The project includes improved lighting, security and new outdoor amenities, such as basketball courts, plaza space, a playground and landscaping. It may also include a small free-standing unconditioned space on the northwest corner of the site for trash enclosure and storage.

Up to approximately \$50 million of bond funding will be allocated to the Gene Friend renovation project. Should the Gene Friend renovation project receive funding through sources outside of this bond measure without holding or delaying the project delivery schedule, unused bond proceeds allocated to this project will be reallocated to develop improvement projects at other neighborhood parks including, but not limited to, Jackson Playground, Buchanan Street Mall, Mission Recreation and Arts Center, and a new park located at 11th and Natoma streets.

The Recreation and Park Department already is engaging with communities about needs at these parks and will continue developing and analyzing potential improvements. It is anticipated that available funds may be allocated as follows: approximately \$8-10 million for the development and implementation of potential improvements at Jackson Playground and approximately \$5 million for the development and implementation of potential improvements for the Buchanan Street Mall. Remaining funds may be allocated to the Mission Recreation and Arts Center, and the new park located at 11th and Natoma, or other identified needs at other City neighborhood parks.



## India Basin

### 900 Innes Ave. | Bayview-Hunters Point

Located at the north of the Bayview neighborhood, India Basin Open Space has one of the City's few remaining wetlands and is the only natural area within the Recreation and Park Department system that borders the Bay. It features tidal salt marsh and upland habitat that provides food and shelter for a variety of shorebirds and foraging habitat for raptors, as well as Bay Trail connections, access for kayakers and bird watching. The adjacent India Basin Shoreline Park offers a playground and picnic area. In 2014 the Recreation and Park Department purchased 900 Innes Ave., located between these two parks, with the intent to connect the sites and create one grand waterfront park that will close a critical gap in the San Francisco Bay Trail and increase access to open space that is accessible to many under-served neighborhoods.

Along with planned improvements to India Basin Open Space funded by the adjacent housing development, the India Basin project will create a 20-acre network of new and/or improved open space. The new park will feature pedestrian and bicycle shoreline access, passive open space, fishing areas, tidal marshes, plazas and event spaces, concession stands, picnic areas, site furnishings and historical and educational displays.

#### Proposed design for India Basin



## Buchanan Street Mall

### The Western Addition

The Buchanan Street Mall is comprised of five consecutive blocks, between Eddy and Grove streets, of green space, asphalt paths and under-performing playgrounds. Presently within the five blocks are temporary gardens, tree planters, seating areas, decorative lighting and interactive multimedia installations.

Developed through a robust community process, the project is intended to reinvigorate a long-overlooked community by creating an equitable, safe and dynamic space that serves as a primary gathering place. Key design elements include a flexible open plaza, a new playground, improved pedestrian circulation and Memory Walk, site furnishings, a barbecue area, exercise paths, a canopy stage for events, an adult exercise area, expansive lawns and accent trees along the park's perimeter. This project is expected to be funded through a combination of sources, including, but not limited to, the proposed bond, Let's Play SF funding and Area Plan impact fees.

## Japantown Peace Plaza

1610 Geary Blvd. | Japantown

Located in the heart of Japantown, between the Japan Center malls, Japantown Peace Plaza was originally built in 1968 and last renovated in 2000. The Plaza includes seating areas and landscaping around the famous Peace Pagoda that defines the neighborhood skyline. For many years, the plaza has been leaking water into a public garage situated below the mall and plaza.

The Japantown project will resolve the leaking water and provide a reinvigorated public space for the community. The renovation will include new planting, shade structures, paving, seating, lighting and needed structural reinforcement of the Plaza and/or Peace Pagoda. The new design will provide the community with more functional access to the Plaza, both for everyday and special event use, while harnessing the symbolism that this site holds within the neighborhood, city and region.



## Herz Playground Recreation Center

1700 Visitacion Ave. | Visitacion Valley

Herz Playground, situated on the southeast corner of John McLaren Park, serves the Visitacion Valley neighborhood. The Herz project includes the construction of a new recreation center on park property. The new facility will be approximately 11,500 square feet and feature an indoor basketball court, bleachers, office space, a multi-purpose room, restrooms and other spaces for storage and building systems equipment.

Depending on costs and available funding, the recreation center may include a kitchen and second multi-purpose room. Outdoor improvements will include a plaza at the entrance, installation of adult fitness equipment, lighting, removal of hazardous trees and pathway and circulation improvements to connect the park with the Sunnydale community and neighboring community center that will be developed as part of the HOPE SF Sunnydale redevelopment.

# Programmatic Scopes

For all the following programmatic bond components, including citywide parks, recovery parks, playgrounds, sustainability, and community programs, the Recreation and Park Commission will review and approve funding allocated to specific projects. After identification and development of specific projects, environmental review required under CEQA will be completed.

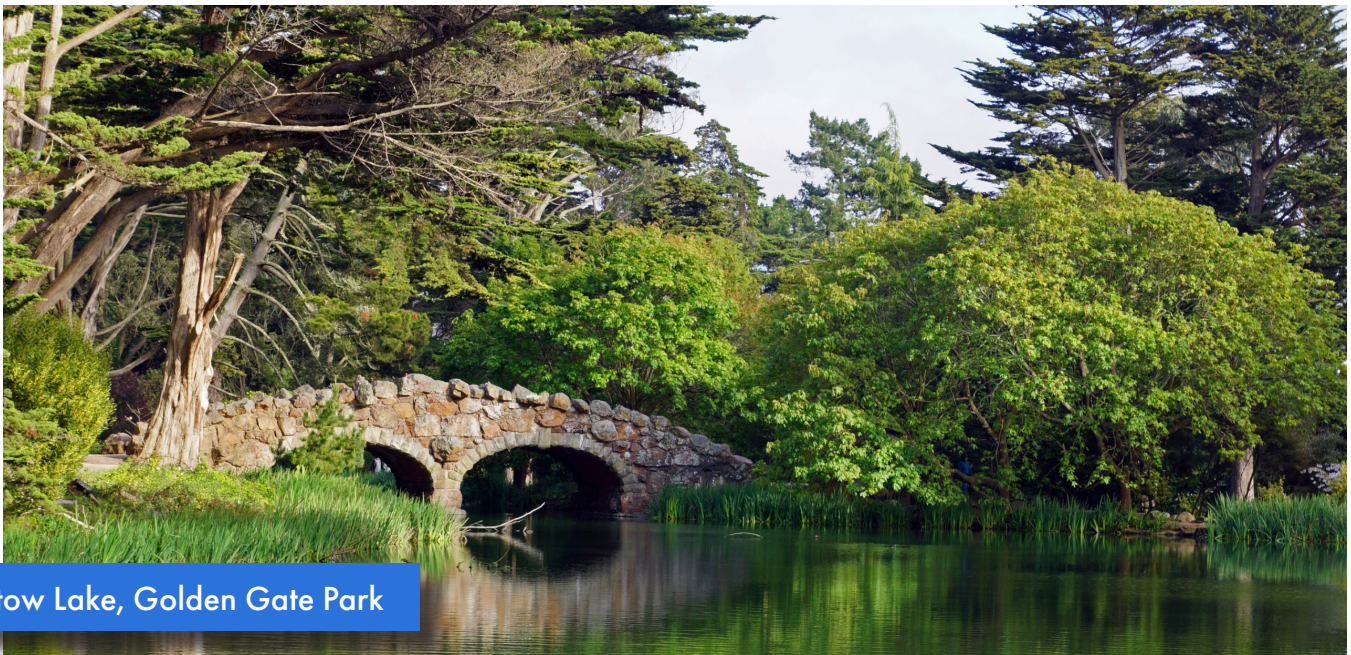
## Citywide Parks

### Golden Gate Park | John McLaren Park | Lake Merced

Together, San Francisco’s citywide-serving parks – Golden Gate Park, John McLaren Park and Lake Merced Park – comprise almost 2,000 acres of open space, each with vast and ongoing capital needs. Golden Gate Park alone is estimated to need more than \$500 million in capital investment to renovate and improve its features. The proposed bond will build upon projects delivered through past bonds and provide an additional \$18 million for improvements in these three parks, allocating \$10 million for improvements in Golden Gate Park, \$6 million for improvements in McLaren Park and \$2 million for improvements at Lake Merced.

**Project selection will be guided by, but not limited to, the following:**

- Community process and outreach
- Existing master plans and policy documents
- Deferred maintenance needs
- Scoping by parks staff
- Overall project readiness



## Recovery Parks

The purpose of the recovery parks program is to provide people an avenue for physical and mental health improvements through active recreation and resilient contemplative spaces. The City's parks needs are well understood, and they represent a leading opportunity to get people back to work quickly. Priority parks for this program include Buena Vista Park and Crocker Amazon Playground. The bond identifies \$18 million for this program with \$3 million allocated towards Buena Vista Park and \$15 million allocated towards Crocker Amazon Playground. Should the projects in priority parks not advance, funds from this program will be reallocated to meet priority deferred maintenance needs for active recreation and resilient contemplative spaces elsewhere in the parks system.

Buena Vista Park is a 36-acre park that includes a children's play area, dog play area, tennis courts, park maintenance facilities, trails, pathways and landscaped and natural areas. It contains one of the City's few remaining coast live oak groves on its northern side. Improvements can include, but are not limited to, the restoration and repair of existing park elements, such as circulation and hardscape improvements; soil management and erosion controls; forestry and planting improvements; water conservation and irrigation improvements; and the replacement or enhancement of site furnishings and lighting.

Crocker Amazon Playground is located at the corner of Geneva Avenue and Moscow Street and borders John McLaren Park. It is approximately 46 acres and includes soccer fields, baseball and softball diamonds; tennis, basketball and bocce ball courts; children's play areas; a skatepark; a clubhouse; picnic areas; a community garden; and a dog play area. The Recreation and Park Department is exploring a potential public-private partnership with the San Francisco Giants to promote equitable access through a variety of youth enrichment programs, such as baseball, softball and academic support, among others. Identified opportunities include renovation of the baseball diamonds, ancillary structures and other amenities, including, but limited not to, educational facilities, restroom improvements, security, pathways, parking improvements, site amenities and potential development of multi-use natural grass areas.



Improvement projects have not yet been developed for these parks, and the Recreation and Park Department is working to identify specific needs and opportunities. The Department is collaborating with partners and stakeholders to prioritize these needs and develop potential projects. Bond funding will be used for project planning, and once a specific project has been developed and undergone public and City review, the remaining allocated funds will be used for project implementation. For all these parks, the Recreation and Park Department will complete a conceptual design and oversee any environmental review before the Recreation and Park Commission may review and approve any specific improvement projects.

# Playgrounds

San Francisco’s parks have 180 children’s play areas, serving a variety of ages, neighborhoods and needs. The \$10 million playgrounds program will renovate, replace and remediate dilapidated playgrounds throughout the City. Playground selection will be based on the consideration of, but not limited to, equity zones, 2020 Census Data, 2040 population growth priorities, physical condition of sites, timing of most recent improvement project, code compliance, analysis of disabled access and the Controller’s Proposition C Park Evaluation Data.

Playgrounds that may be analyzed as potential renovation sites under this program include, but are not limited to, the following playgrounds: Miraloma, Head-Brotherhood, Cow Hollow, Peixotto and States Street. This list is not exhaustive and other playgrounds not included also may be funded.



# Sustainability

The sustainability program will fund conservation, protection, restoration and other improvements to spaces and amenities to build climate resilience. Projects included in the \$20 million sustainability program can include climate adaptation work along Ocean Beach; forest management; water conservation measures, including construction or improvements to irrigation systems, drainage and storm water retention, water delivery and/or storage facilities; energy generation and conservation measures, such as solar panels, electrical vehicle charging stations and/or building energy modeling, commissioning, and controls; landscaping with native plants; and development of new spaces to improve resiliency of our city and our parks.

# Community Opportunity Fund

The Community Opportunity Fund provides an opportunity for neighborhoods, community groups and park partners to nominate capital projects for funding. The Community Opportunity Fund promotes community stewardship, enhances park identity and experience, and leverages resources from the community. Given the success of this program over the last decade, the bond will allocate \$6 million to continue the Community Opportunity Fund, which empowers residents to foster change in their neighborhood parks.

## Mini Parks

Mini parks provide much-needed refuge and access to greenery for residents throughout the City and particularly in some of the densest areas, where larger open spaces are not as abundant. Some offer such amenities as dog play areas, community gardens, children’s play areas and sports courts. These important spaces have not been included in previous bonds, and many of them are due for renovation. This \$1 million program will fund improvements that may include site redesign, replacement or renovation of amenities, lighting and accessibility improvements, new site furnishings and landscape beautification.



Alioto Mini Park



24th Street Mini Park

## Trails Program

The proposed bond will continue the successful Trails program from the voter-approved 2012 Parks Bond, which improved the Oak Woodland Trail in Golden Gate Park and four priority areas in McLaren Park. This \$2 million program will improve access and opportunities to walk and hike in San Francisco.

## Community Gardens

Community gardens provide food, foster a connection to nature and support a sense of community. Since community gardens are relatively small and typically include only areas for gardening, pathways, and seating, small investments may go a long way in improving a garden’s usability and appeal. This \$600,000 program will deliver improvements that may include new or improved seating areas and site furnishings, planter boxes and composting bins, as well as site beautification and landscaping and lighting improvements.



Corona Heights



Howard Langton

# Priorities: Parks and Open Spaces

| NEIGHBORHOOD PARKS                            |  | AMOUNT               |
|---|--|----------------------|
| Buchanan Mall                                 |  | \$2 million          |
| Gene Friend Recreation Center                 |  | \$50 million         |
| Herz Playground Recreation Center (HOPE SF)   |  | \$10 million         |
| India Basin                                   |  | \$29 million         |
| Japantown Peace Plaza                         |  | \$25 million         |
| Contingency                                   |  | \$5 million          |
| <b>Total: Neighborhood Parks</b>              |  | <b>\$121 million</b> |
| PROGRAMS                                      |  |                      |
| Citywide Parks                                |  | \$18 million         |
| Recovery Parks                                |  | \$18 million         |
| Playgrounds                                   |  | \$10 million         |
| Community Opportunity Fund                    |  | \$6 million          |
| Sustainability                                |  | \$20 million         |
| Mini Parks                                    |  | \$1 million          |
| Trails  |  | \$2 million          |
| Community Gardens                             |  | \$600,000            |
| Contingency                                   |  | \$1.4 million        |
| <b>Total: Programs</b>                        |  | <b>\$77 million</b>  |
| TOTAL PARKS BUDGET                            |  |                      |
| Neighborhood Parks                            |  | \$121 million        |
| Programs                                      |  | \$77 million         |
| Administration                                |  | \$2 million          |
| <b>Total: Neighborhood Parks and Programs</b> |  | <b>\$200 million</b> |





Buena Vista Park

# Right-of-Way Repair

## Background

Streets enable cities to function: They provide a network for the dynamic social, economic and physical activities that make them an essential component to promote productivity and human interaction. Streets allow people to get to and from places by providing a means of mobility for motorists, cyclists and pedestrians from all paths of life. Neither public transportation nor the movement of goods or services would be possible without a system of well-maintained and accessible streets.

The City and County of San Francisco is responsible for the maintenance of approximately 940-plus miles of streets, in addition to many public staircases, bridges, and plazas found in each of its neighborhoods. To ensure the City's streets and public spaces are accessible, curb ramps are installed to help people with disabilities and who have trouble stepping on and off the sidewalk navigate in the public right of way.

San Francisco proposes \$41.5 million of this General Obligation Bond to address capital needs in the public right of way and public spaces. This includes \$31.5 million for investing in street resurfacing; \$5 million for the design, construction and maintenance of ADA-compliant accessible curb ramps; and \$5 million for the repair and maintenance of street structures.



Street Resurfacing in the Sunset District

# Street Resurfacing and Treatment

Providing smooth and pothole-free streets is essential to reducing the costs of damage caused by road defects and preventing accidents for bicyclists and drivers who must swerve to avoid dangerous conditions in the road. Pedestrians also are affected when they walk across the street and encounter hazards that may cause trips and falls. Under this bond proposal, \$31.5 million will go toward paving and resurfacing damaged and deteriorating roads – improving the condition and safety of the streets throughout San Francisco.

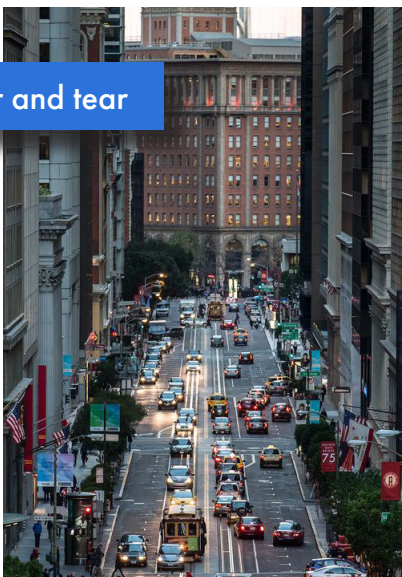
Under this bond, approximately 300 blocks will be repaired and resurfaced, as part of the City's existing Street Resurfacing Program which maintains city streets through various full roadway resurfacing treatments, including grinding and paving and surface sealing. Street surfaces must be routinely maintained, renewed and resurfaced to extend the service life of the pavement by applying the proper treatment type at different stages of the pavement life.

## Why do we need to resurface the City's streets?

There are three major factors that contribute to the deterioration of streets:

- 1. Heavy wear and tear:** San Francisco streets and roads have an average useful life of 5 to 20 years. However, a street's useful life is shortened when there is increased car, truck and bus traffic. Typically, the asphalt on a heavily used street wears out sooner than a street with less activity.
- 2. Excavation:** There are many utilities that lie beneath the roadway. Each time one of these utilities needs repair or replacement, the utility companies must excavate the street by cutting a trench through the pavement, which can make the spot vulnerable to deterioration or failure. Over time, these excavations greatly impact the lifespan of the street.
- 3. Deferred work:** Routine maintenance can prolong the longevity of City streets. However, needs have outpaced available funding for street resurfacing and reconstruction, resulting in more rapid deterioration of City streets. The more a street is deteriorated or worn, the greater chance that potholes will form.

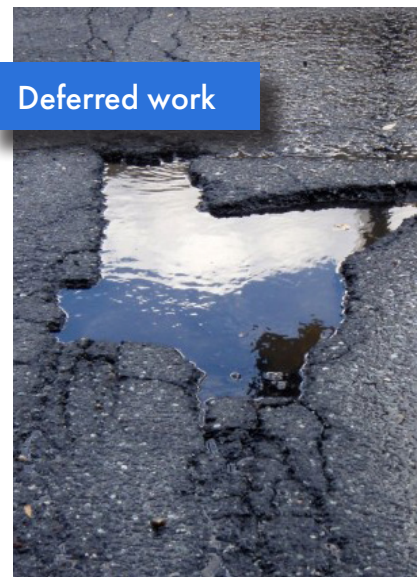
Wear and tear



Excavation



Deferred work



# Pavement Condition Index

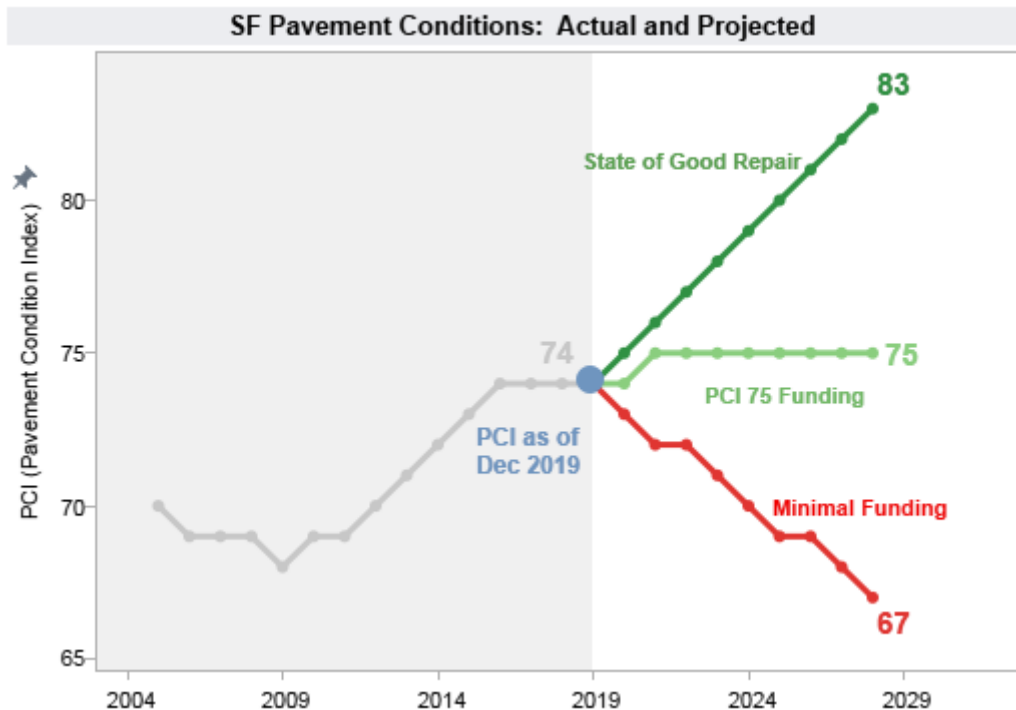
The City uses a Pavement Management and Mapping System to track the condition of the streets. The system tracks the impact of wear, erosion and age of a street by establishing a rating for each segment. This helps determine which streets are nearing and/or beyond the end of their useful lives. For the street segments that are in relatively good condition, pavement preservation treatments are performed to preserve the street and minimize further deterioration. For street segments that are nearing or beyond their useful life, the top layer of asphalt is grinded off and repaved with a new layer of asphalt. For asphalt streets with a deteriorated concrete base, both the concrete layer and the top layer of asphalt are reconstructed.

The Pavement Management and Mapping System rates the condition of streets based on several criteria, including ride quality, cracking and raveling of the roadway. These ratings result in a Pavement Condition Index (PCI) score for each street segment on a scale 0 to 100. A score of 0 reflects the worst condition and 100 reflects a newly paved street. The City uses the PCI scores to determine the appropriate treatment for each street segment.

## The following PCI ranges are used to identify the types of treatment needed:

- 0 – 50: Reconstruction (grind and pave with base repairs)
- 50 – 60: Resurfacing (grind and pave)
- 60 – 80: Preservation (surface sealing)
- 80 – 100: No improvement needed

San Francisco’s current PCI is 74 and has a goal to reach and maintain a score of 75. If we do not invest in improving the PCI score, costs to fix streets will skyrocket, street degradation will continue and the backlog of streets needing reconstruction will grow exponentially. Delaying these investments now will significantly increase the costs to make these improvements in the future.



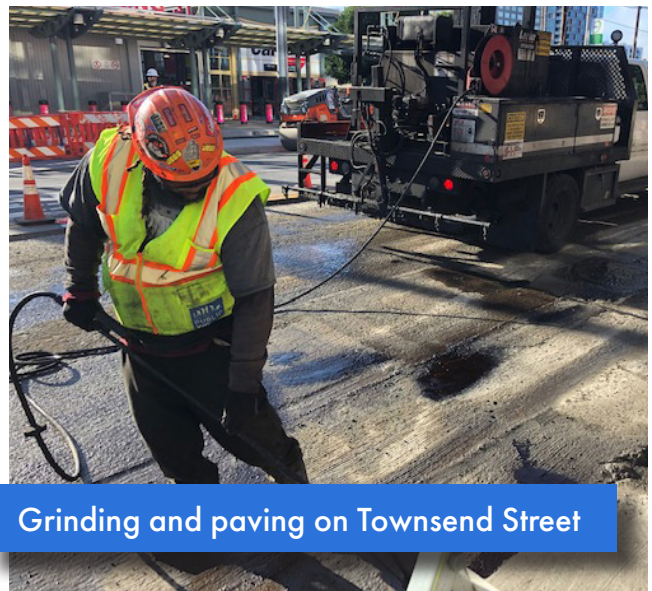
The most cost-effective pavement management strategy is to preserve streets in good condition instead of letting them deteriorate. The lower the PCI score, the more expensive it is to fix the street. While new pavements generally remain in good-to-excellent condition for several years with little or no upkeep, the rate of deterioration increases rapidly after 5 to 20 years. By reducing the frequency of asset replacement, research shows that preservation treatments can increase the lifecycle and reduce the cost by 50 percent.

## Which streets will be resurfaced?

The City determines the type of street treatment based on the PCI score. Once a street has been identified for resurfacing, it is coordinated with public and private utility work (“cleared”) for resurfacing. Improvements will be distributed among various neighborhoods and commercial districts throughout the City to promote geographic equity. Where feasible, repairs will be implemented along contiguous blocks to ensure cost efficiency.

**The street repaving program will consider and prioritize projects using the following criteria:**

- Pavement Score (PCI)
- Multi-modal Usage, such as transit corridors
- Project Readiness
- Equitable Geographic Distribution
- Public Inquiries



**Roadway resurfacing work under this bond may include, but will not be limited to:**

- Grinding and paving of asphalt streets and repair of concrete roadway base
- Repair of parking areas, curb edges and gutters
- Traffic striping replacement, utility adjustments and curb ramps
- Pavement preservation including surface sealing and crack sealing

# Curb Ramps

Curb ramps provide pedestrian access between the sidewalk and roadway for people with visual impairments who use a cane and others with disabilities using wheelchairs. Curb ramps also help people who use strollers and walkers, and pedestrians who have trouble stepping up and down high curbs. Without curb ramps in place, people who face mobility challenges often are forced to travel in the street with traffic to navigate around the City.

A fundamental provision of Title II of the Federal Americans with Disabilities Act (ADA) requires municipal governments to provide curb ramps to make the public right of way accessible. Regardless of the legal obligation, San Francisco officials have made it a priority to protect the safety of people with disabilities and to create a pedestrian environment that is welcoming to everyone. As such, San Francisco has been building curb ramps for many years and has implemented a Curb Ramp Assessment and Maintenance Program for curb ramps, which ensures that funding and resources first go to areas where curb ramps are needed the most.



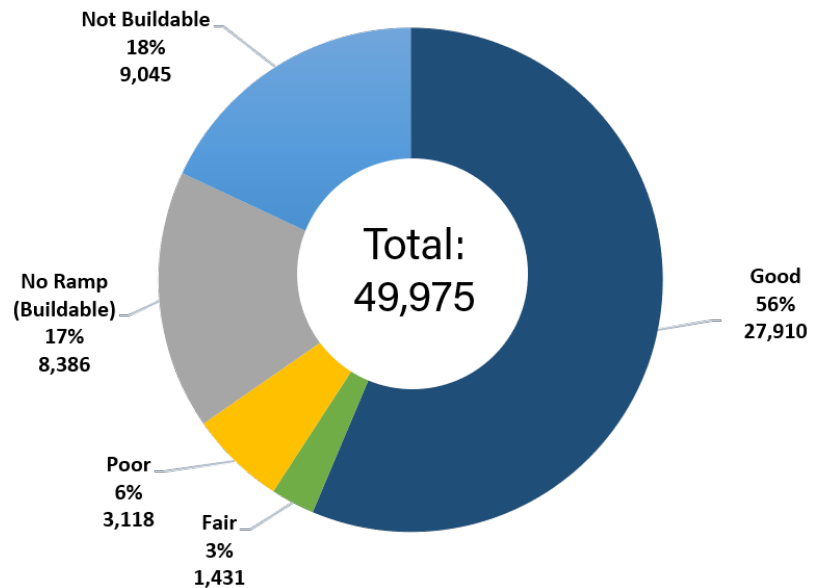
Accessible curb ramp in the Diamond Heights neighborhood

## Citywide Curb Ramp Needs

The City's goal is to have a curb ramp installed at every intersection and mid-block location where pedestrian crossings exist. However, many of the City's corners still lack curb ramps. Some of the existing ramps are too old, too steep, or too narrow and others are in disrepair. There are 27,910 curb ramps in good condition. However, there are another 1,431 curb ramps rated to be in fair condition, 3,118 curb ramps rated to be in poor condition and 8,386 buildable locations where a curb ramp does not currently exist. This inventory indicates that there is the need to build and upgrade a total of 12,935 curb ramps throughout the City to ensure that a comprehensive navigable path of travel is accessible to everyone who needs it. This bond will provide \$5 million for curb ramps to help address this critical need.

To determine City’s need to construct new curb ramps, existing curb ramp locations and locations where a curb ramp does not exist, are placed into five categories:

- **Good:** Good curb ramps are fairly new and usable by most, if not all, people with disabilities.
- **Fair:** Fair curb ramps are older. Many, but not all, people with disabilities can use a fair curb ramp.
- **Poor:** Poor curb ramps are old and in poor condition.
- **No Ramp (buildable):** Buildable curb ramps are locations where a ramp does not exist.
- **Not Buildable:** Refers to locations that are too steep or where there is no safe crossing.



Citywide curb ramp needs as of May 2020

## Curb Ramp Prioritization

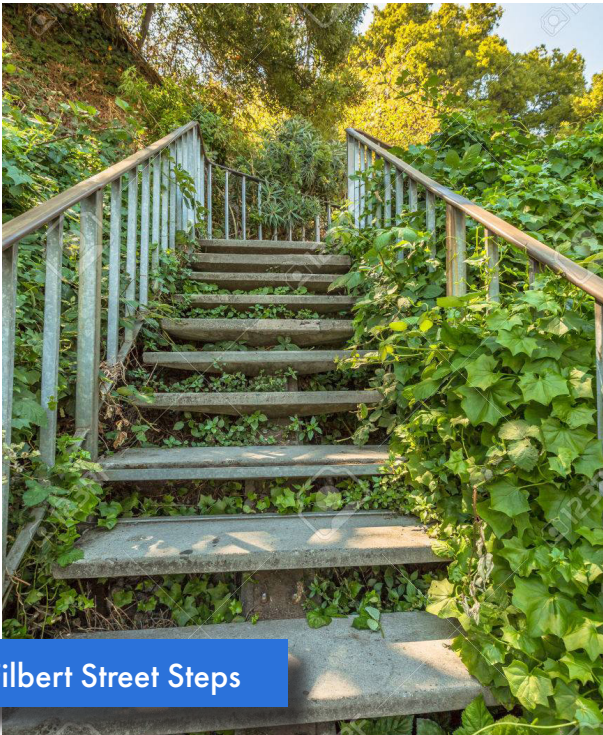
The City prioritizes new curb ramp locations according to guidelines established by the Americans with Disabilities Act. To ensure an equitable distribution of construction throughout the public right of way in the City, Public Works and the Mayor’s Office on Disability – in collaboration with residents with disabilities – identifies locations in neighborhoods with large populations of people with disabilities and areas with few usable curb ramps.

**Curb ramp projects will be prioritized using the following criteria:**

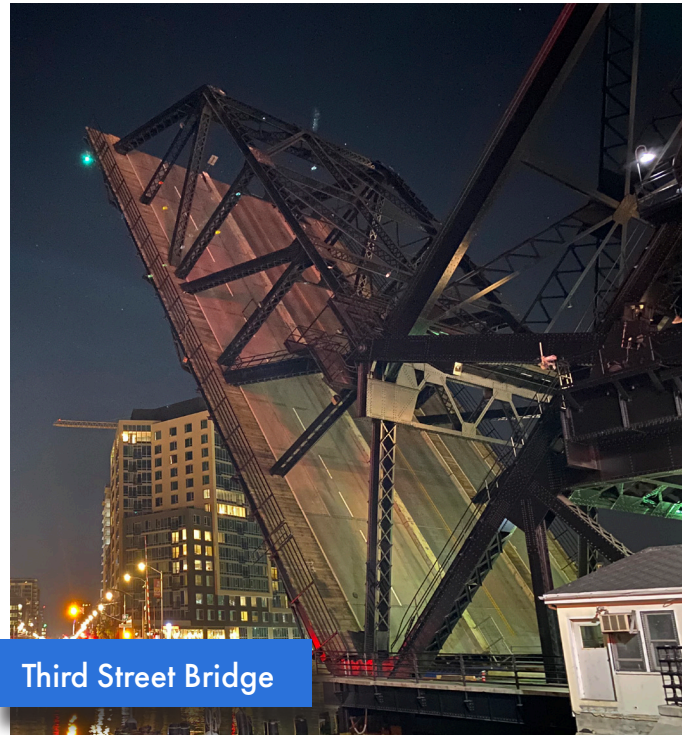
- **Curb Ramp Condition Score:** Every curb ramp in the dedicated public right of way in the City has a condition score in the Curb Ramp Condition Score database based on the most recent survey or inspection, with 1 being the worst and 100 being the best.
- **Geographic equity:** Geographic equity is reviewed to consider the various needs of San Francisco neighborhoods.
- **Input from disability stakeholders:** The highest initial priority is given to a request received from a person with a disability, where each corner of the intersection in question does not have at least one curb ramp with a condition score of 70 or higher.
- **Location review by the Mayor’s Office on Disability and Public Works:** The priority locations are primarily where curb ramps can help people safely get to transit stops, civic buildings, schools, senior centers, commercial corridors and work areas.

# Street Structures and Plazas

The City has approximately 390 street structures, including stairways, retaining walls, guardrails, pedestrian overpasses and underpasses, tunnels, bridges and viaducts that are used by the public every day. This network of public-serving structures is critical to providing pedestrian access to the City's larger street and road system. To assure safe use of these structures, timely repairs are required to prevent further deterioration and any threat to public safety. Although the City has performed seismic retrofits of bridges, pedestrian overpasses and viaducts in recent years, many other street structures still need replacement and significant repairs. Consequently, failure to correct these deficiencies increases the risk to public safety and exposure to liability.



Filbert Street Steps



Third Street Bridge

**Funding from the bond may be used to repair, replace, or maintain the following:**

- Cracked and/or spalled concrete
- Tilted retaining walls
- Settled stairways and uneven steps or landings
- Deteriorated and/or damaged metal and concrete rails
- Deteriorated and/or damaged fences and guardrails
- Mechanical and electrical equipment on bridges and tunnels
- Structure lighting improvements
- Other structural and life-safety deficiencies on City-maintained bridges, tunnels and other structures



## Street Structure Criteria

The City has developed a methodology with a set of criteria that includes structural, geotechnical, code conformance and accessibility to prioritize structural repairs. The Street Structure Inspection and Repair Program will utilize this rating system and results from routine inspections to select which street structures will receive funding from this bond.

### Scores will be based on the following criteria:

- **Structural:** Is the level of deterioration critical so that it requires immediate repair? Does the structure pose any imminent life and safety hazard?
- **Geotechnical:** Is the structure stable? Are there signs of distress, movement, settlement or undermining of the foundation?
- **Code Conformance:** Does the structure have missing or damaged handrails or fencing, inoperable lights, and/or exposed electrical panels/fixtures? Does the structure present a tripping hazard, have a slippery surface, or have corrosion or exposed steel that could present a danger to pedestrians?
- **Accessibility:** Does the structure meet accessibility requirements under the Americans with Disabilities Act? Are there handrails on each side of the stairway?

## Priorities: Right-of-Way Repair

| RIGHT-OF-WAY REPAIR               | AMOUNT                |
|-----------------------------------|-----------------------|
| Street Resurfacing                | \$31.5 million        |
| Curb Ramps                        | \$5 million           |
| Street Structures and Plazas      | \$5 million           |
| <b>Total: Right-of-Way Repair</b> | <b>\$41.5 million</b> |

# ACCOUNTABILITY

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The 2020 Health and Recovery Bond will include strict standards of accountability, fiscal responsibility and transparency. In addition to California state bond accountability requirements, the City will create a comprehensive public oversight and accountability process for the duration of the bond program.

## **Policy Compliance:**

The proposed bond funding levels comply with the City's policy to keep property taxes constrained at or below their 2006 level. Property tax rates will not increase as a result of this bond.

## **Bond Accountability Reports:**

Per the San Francisco Administrative Code (Section 2.70 to 2.74), 60 days prior to the issuance of any portion of the bond authority, departments will submit a 2020 Health and Recovery Bond accountability report to the Clerk of the Board of Supervisors, the Controller, the Treasurer, the Director of Public Finance and the Budget Analyst describing the current status and description of each project.

## **Transparency:**

The City will hold periodic public hearings and reviews of the bond program and its implementation before the Capital Planning Committee, Recreation and Parks Commission and the General Citizens' Obligation Bond Oversight Committee. Individual projects will be defined through application of public safety principles and objective evaluation criteria described in the bond report.

## **Annual Public Review:**

Funds are subject to the approval processes and rules described in the San Francisco Charter and Administrative Code. The bond will be subject to annual public reviews.

## **Public Appropriations of Capital Project Funds:**

Public appropriation of bond funds shall be in accordance with the San Francisco Charter and Administrative Code, including review by the Capital Planning Committee, to assure the projects are consistent with the City's 10-Year Capital Plan; review and recommendation by the Budget and Finance Committee of the Board of Supervisors; review and approval by the full Board of Supervisors and the Mayor.

## **CGOBOC Audits:**

The City's Citizens' General Obligation Bond Oversight Committee (CGOBOC) is responsible for auditing the implementation of the bond per the Administrative Code (Section 5.30 to 5.36). This independent, nine-member committee is appointed by the Mayor, the Board of Supervisors, the Controller and the Civil Grand Jury. One-tenth of one percent (0.1%) of the bond funds will pay for the committee's audit and oversight functions. Should CGOBOC determine that any funds were not spent in accordance with the expressed will of the voters, they are empowered to deny subsequent issuances of bond funds.

# 10-YEAR CAPITAL PLAN

Adopted through legislation by the Mayor and Board of Supervisors in 2005, the Capital Planning Committee was created to guide and prioritize capital needs citywide. The Capital Plan is developed by the committee and adopted annually by the Board of Supervisors prior to adoption of the City budget.

The City invests significant General Fund dollars into the repair and rehabilitation of our capital assets every year. However, the City cannot rely on these funds alone to address critical infrastructure needs. Where annual funds are not adequate to pay the costs of major capital improvements, the Plan recommends using one of two sources of long-term debt financing:

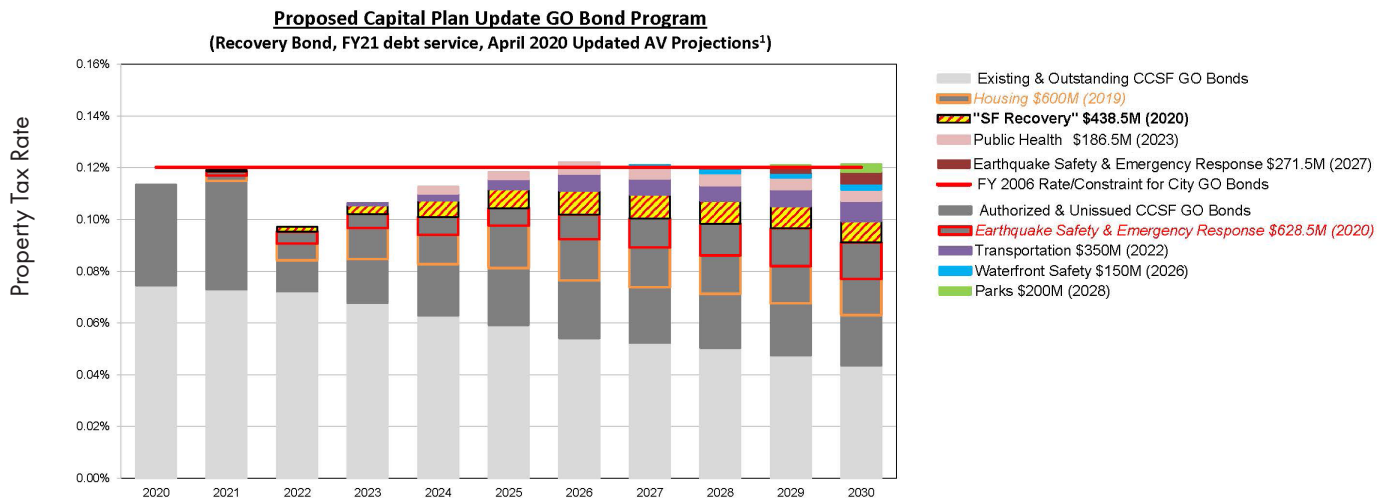
- **General Obligation Bonds** backed by property taxes upon approval by voters.
- **General Fund debt programs** backed by the City’s General Fund upon approval by the Board of Supervisors and the Mayor.

General Obligation Bonds and General Fund debt programs are appropriate means of funding capital improvements, as they spread the costs over their long, useful lives and across the generations of San Franciscans that reap their benefits.

Since its inception, the Capital Plan has laid out a G.O. Bond Program that aligns funding with the most critical infrastructure needs in the City’s portfolio. Previous bonds for public health, parks, and streets all have contributed to state of good repair and seismic strengthening needs for community-facing buildings and infrastructure, allowing San Francisco to address today’s most urgent priorities.

The Capital Plan General Obligation Bond Program chart below illustrates the relationship between the G.O. Bond Program and the local tax rate, including existing and outstanding issuance and voter-approved bonds. This demonstrates the City’s policy constraint that General Obligation bonds will not increase the property tax rate above 2006 levels.

For more information on the City’s Capital Plan, please visit [onesanfrancisco.org](https://onesanfrancisco.org)



<sup>1</sup> Projected AV Roll growth rates of 2.31%, 0.07%, 5.65%, 5.95% in FY21-24, respectively, and 3.5% from FY25 on.



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