



Edwin M. Lee, Mayor
Philip A. Ginsburg, General Manager

Date: July 20, 2017

To: Recreation and Park Commission

Through: Philip A. Ginsburg, General Manager
Dawn Kamalanathan, Director of Capital and Planning Division

From: Jacob Gilchrist, Project Manager

Subject: Margaret Hayward Playground

Agenda Wording

Discussion and possible action to authorize staff to proceed with design development and environmental review for improvements to Margaret Hayward Playground.

Strategic Plan

Strategy 1: Inspire Public Space: Keep today's parks safe, clean, and fun; promote our parks' historic and cultural heritage; and build the great parks of tomorrow.

Objective: 1.2.: Strengthen the quality of existing parks and facilities.

Strategy 2: Inspire Play: Promote active living, well-being and community for San Francisco's diverse and growing population.

Objective 2.2 Strengthen and promote the safety, health and well-being of San Francisco's youth and seniors.

Background Information

Margaret S. Hayward Playground is an approximately 6-acre park bordered by Golden Gate Avenue to the north, Gough Street to the east, Turk Street to the south, and Laguna Street to the west. The park currently includes a children's playground, two recreation clubhouse buildings leased to the YMCA, a temporary building previously occupied by the Western Addition Technology Center, two sport courts, a multi-use field, two tennis courts, two softball diamonds, and a field house/bleacher structure.

With no significant investment since a 1996 playground replacement, the park is in need of a major renovation. The three clubhouse structures each have infrastructure challenges, the fields are difficult to maintain due to infrastructure that is nearly 70 years old, and the overall layout of



the park does not serve the needs of the neighborhood residents, the youth program service providers that lease the clubhouses for children's programs, or youth and adult sports leagues that the rent and use the fields. The Octavia St alley through the middle of the park creates pedestrian/auto conflicts, creating an unwelcoming entrance to the sports field, the sports courts and playground are worn out, and the perimeter ramps at Gough Street and Golden Gate Avenue create a hiding place for illegal camping and other activity. The passage of the 2012 Clean and Safe Parks Bond has provided RPD with the opportunity to transform Margaret Hayward Playground into a safe and active park with multiple layers of activity, support facilities for arts, cultural, and sports programs, and a park that can be a center of life for the Western Addition neighborhood.

Over the past 18 months, RPD held 4 large community meetings, and met more than two dozen times with various stakeholders to explore, development, and confirm an improvement plan that meets the needs of the community. Staff met with church groups, community groups, local neighborhood non-profits, city agencies, and residents to explore several different directions for the park. Early in the process the community came to agreement on the project goals:

- Create a unified and beautiful park.
- Activate the park by providing an integrated and connected park: remove barriers, improve circulation, and relocate activities and services as needed.
- Increase outdoor space by expanding the landscape and removing or consolidating structures.
- Improve park safety and security by improving sight lines and providing places for positive activity.
- Provide a park that encourages the use of the playground by neighborhood families and residents.
- Balance the uses of Margaret Hayward playground with the uses of Jefferson Square Park.

Proposed Site Amenities

Early in the planning, staff confirmed with the project stakeholders that most of the existing site program should remain. The two softball/baseball fields, two basketball courts, multi-use sports field, playground, and restroom were all quickly agreed upon, though with some significant shifts in location. From January through May 2016 staff worked with the YMCA, Community Grows, Handful Players, and other local community organizations to determine if a new community building was needed at Margaret Hayward Playground. The proposed design includes a new community building that would allow for flexible use by several community-based organizations as well as permitted neighborhood events such as birthday parties and community meetings.

With a significant funding gap due to the increased scope of adding a new community building and underground operations facility, reclaiming the former Octavia alley, and historically high year over year construction escalation, staff worked to secure over \$10 million in additional project funding through the Market Octavia Community Improvements Fund and the California Housing Related Parks Program. This funding is an increase of over 70% to the project.

Combined with a potential gift and additional funding from the 2012 Bond reserve, the improvements at Margaret Hayward Playground are fully funded at this time.

Department of Emergency Management

Margaret Hayward Playground is situated on two city blocks with the Department of Emergency Management's (DEM) 911 Call Center and Emergency Operations Center (EOC). In 2014 RPD Capital and Planning staff reached out to Margaret Hayward Playground stakeholders for the purpose of including them in the renovation plans for the park. DEM quickly became an integral partner on the project. Staff from both agencies have sought to understand the needs of both agencies at the property and in collaboration developed a plan that improves the safety and recreation needs of the neighborhood's children while also addressing a critical safety infrastructure need put forth by DEM.

Nearby Schools Initiative

During the outreach process, RPD Capital and Planning staff worked closely with Dana Ketcham, Director of Property Management, Permits and Reservations. The Nearby Schools Initiative, a partnership of neighborhood schools, has offered to make a contribution to the project for the purpose of replacing the existing sports field lawn with synthetic turf. In exchange for that contribution RPD would commit to permitting use to the schools at certain days and times for the standard permit fee.

This potential gift will be presented to the Commission within the next four months and with approval will become an integral part of the improvements to Margaret Hayward Playground. As the natural turf fields are currently closed except for permitted use, under this plan flexible availability to the general public will increase by over 3000 hours per year.

Western Addition Technology Center

The Western Addition Technology Center, a program that aims to "bridge the digital divide, assisting in job search, resume and cover letter writing development, soft skills, tutoring, housing, clothing, food, GED class training, and much more" has been located in a temporary building at Margaret Hayward Playground since 2001. Given the proposed improvements to the park, RPD staff determined that the condition and location of the building that housed the WACTC was incompatible with improvement plans. Through consistent communication with the WACTC leadership, it was agreed that while important to the community that WACTC stay local to the Western Addition, it was not seen as imperative that the WACTC stay in Margaret Hayward Playground.

For over two years RPD Capital and Planning staff worked with the leadership of the WACTC to find a new space for the WACTC within the neighborhood. In the fall of 2016, RPD helped WACTC apply for and receive a relocation grant through the San Francisco Non-Profit

Displacement Mitigation Program, a program of the Mayor's Office of Housing and Community Development managed by the Northern California Community Loan Fund.

Last week on July 10 2017, the WACTC celebrated the opening of its new center at Bethel AME Church, just across the street from Margaret Hayward Playground at 916 Laguna Street.

Proposed Design

At the heart of the new Margaret Hayward Playground is a combination of facilities that activates the park by layering different recreational uses and creating a new center of the Western Addition. Staff heard from the community that they want a vibrant and active park to balance the natural and passive space of Jefferson Square. By reclaiming the space in the middle of Margaret Hayward Playground currently occupied by the DEM parking lot and building formerly occupied by the WACTC, the design team was able to put the playground – a center of activity— in the heart of the park. With a significant elevation change from north to south, the playground will be able to take advantage of this topography with slides, views, and other play elements. Just south of the playground, the new community building looks onto a plaza that will support performances, youth and senior programming and community events. South of the plaza, a sloped lawn gently rolls toward the south, creating a sense of connection from the top of Jefferson Square through the middle Margaret Hayward Playground down to Golden Gate Avenue.

Active recreation and sports fields are a key feature of Margaret Hayward Playground. While softball/baseball fields will be expanded in size and –if funding allows—converted to synthetic turf, the renovated multi-use field will be surfaced with synthetic turf, ensuring availability to residents for non-permitted pick up games and other flexible use. The basketball courts will move to the current playground location, the busy corner of Laguna Street and Golden Gate Avenue.

The new operations facility, located beneath the community room/restroom building will allow RPD Operations to maintain the Margaret Hayward Playground and the surrounding parks.

Environmental Review

The design is currently under review by City Planning staff for environmental review. In early April 2017, RPD staff met with City Planning to confirm that the project's existing Categorical Exemption (Cat Ex) was still valid. The Cat Ex was published in 2012 prior to the inclusion of the 2012 Clean and Safe Parks Bond on the November ballot. Initially, Planning staff was confident that the Cat Ex would be upheld since there is no material change between the current proposed project and the one described in the 2012 Cat Ex. Subsequently, however, City Planning's Preservation Unit has flagged a concern that the demolition of the James P. Lang Field Bleachers. Staff has received correspondence that the issue will be resolved soon but that had not occurred prior to publication of this staff report.

Sources & Uses of Funding

Sources	
2012 Parks Bond Allocation	\$14,000,000
Market & Octavia Community Improvements Fund	\$7,984,000
State Housing Related Parks Grant	\$2,194,462
Nearby Schools Initiative (proposed)	\$1,300,000
<u>2012 Parks Bond Contingency (potential)</u>	<u>\$577,000</u>
Total Sources	\$26,055,462

Uses	
Hard Costs (including 10% contingency)	\$18,700,000
Soft Costs	\$5,555,462
<u>Project Reserve</u>	<u>\$1,800,000</u>
Total Uses	\$26,055,462

Project Schedule

Planning Phase: January 2016 – May 2017
 Design Phase: June 2017 – April 2018
 Bid Phase: April 2018 – August 2018
 Construction Phase: September 2018 – November 2019

Staff Recommendation

Staff recommends that the Commission authorize staff to proceed with design development and environmental review for improvements to Margaret Hayward Playground

Supported By

Supervisor Breed (waiting to hear from Kayleigh in the Supervisor’s office to confirm)
 Community Meeting Attendees
 Boys and Girls Club
 Brothers Against Guns
 Community Grows
 Handful Players
 Korean Youth Development Center
 Mo’Magic/Ella Hill Hutch Center
 YMCA

Opposed By

None known

Attachments

Attachment A. Concept Design Package