

# 2024 Healthy, Safe and Vibrant San Francisco

GENERAL OBLIGATION BOND



# 2024 Healthy, Safe and Vibrant San Francisco Bond

## Executive Summary

The City and County of San Francisco is proposing a \$390 million Healthy, Safe and Vibrant San Francisco Bond for the November 2024 ballot to improve and expand community medical, mental health, and shelter services to San Franciscans; invest in critical hospital infrastructure; reduce the risk of occupancies in seismically poor buildings that serve the public; provide emergency shelter for homeless families, children, and adults; deliver street safety projects and road repaving; and revitalize public spaces. The bond will fund capital improvements to City facilities and infrastructure to meet critical health and safety needs, and accessibility improvements throughout San Francisco.

## What The Bond Will Do

- **Improve City infrastructure** to create a more resilient, equitable, and vibrant future for residents, workers, and visitors of San Francisco.
- **Make critically needed investments in health care and shelter infrastructure** to protect and improve the health of San Francisco's most vulnerable residents and provide shelter to families and adults who are homeless.
- **Make important improvements and upgrades to health centers**, including Chinatown Public Health Center and City Clinic, and carry out much-needed seismic and other infrastructure work at the City's two safety net hospitals: Zuckerberg San Francisco General and Laguna Honda Hospital.
- Ensure that San Francisco's health care facilities **meet stringent federal operating requirements** allowing them to continue to operate.
- **Help San Francisco's economic recovery** by creating construction and other jobs.
- **Improve and expand access** to medical health and mental health services throughout San Francisco.
- **Strengthen San Francisco's health care safety net** for the City's most vulnerable and help prevent people from going into crisis.
- **Improve street and sidewalk design** and create safer streets for people walking and biking, including safer crosswalks, sidewalks, and roads.
- **Improve and revitalize public spaces**, such as Harvey Milk Plaza in the Castro, and spaces near Powell and Market streets, and modernizing recreational spaces to make them more accessible, safe, and create vibrant community gathering spaces.

The 2024 Healthy, Safe and Vibrant San Francisco Bond will enhance San Francisco’s ability to provide quality and life-saving health care and shelter by investing in critical upgrades to address access and seismic deficiencies in public facilities at health centers, invest in family and adult homeless shelters, and provide infrastructure improvements to Zuckerberg San Francisco General (ZSFG), the only Level 1 Trauma Center in the City, and Laguna Honda Hospital and Rehabilitation Center (Laguna Honda), the City’s safety net skilled nursing facility for low or very low-income people who often have no other options for care.

The bond will fund capital improvements to ensure the safety and continuity of services and mitigate critical facility infrastructure issues that could impact ZSFG and Laguna Honda’s ability to maintain licensing, certification, and regulatory compliance.

The 2024 Healthy, Safe and Vibrant San Francisco Bond builds on the success of public health general obligation bonds in 2008, 2016, and 2020 which funded the expansion of clinical capacity and improved access to care by modernizing patient care spaces, creating greater integration of primary care and behavioral health services.

**Specifically, past successful bonds resulted in:**

- The successful rebuild of the main hospital at Zuckerberg San Francisco General that now serves nearly 100,000 people every year.
- Critical life and safety upgrades to four health centers including the new, state-of-the-art Southeast Family Health Center serving the Bayview, the new Maria X Martinez Health Resource Center South of Market, and the complete renovations of the Maxine Hall Health Center in the Western Addition and the Castro Mission Health Center in the Castro.
- Critical life-safety repairs and improvements to three City-owned shelters, construction of a coordinated entry point for people experiencing homelessness, construction of a homeless outreach dispatch center co-located with a public health centers, and acquisition of a low-barrier shelter for transitional age youth (ages 18 to 24) in Lower Polk.



The 2024 Healthy, Safe and Vibrant San Francisco Bond will fund several renovations across the City, which will boost the local economy and create jobs.

All the public health facilities in the 2024 Healthy, Safe and Vibrant San Francisco Bond are part of the continuum of care that address mental and behavioral health needs, currently in high demand in San Francisco. In many cases, mental health services and medical health are co-located to streamline services and improve access for the community.

In addition to the critical funding for public health facilities, this bond will fund shelter capacity for homeless families with children to meet the needs of the City’s most vulnerable families. This bond will also support critical resources to develop emergency shelter for homeless adults.

The 2024 Healthy, Safe and Vibrant San Francisco Bond will also fund street safety projects and road repaving. The San Francisco Municipal Transportation Agency (SFMTA) oversees transportation in San Francisco and connects the city through a safe, equitable, and sustainable transportation system. Over one million people get around San Francisco and rely on SFMTA to ensure safe and reliable travel. San Franciscans deserve to walk and bike safely in their neighborhoods without fearing traffic injuries. SFMTA has tested many tools and learned what works. This bond invests in pedestrian and bicyclist safety in all San Francisco neighborhoods and creates a more welcoming environment for walking and biking. Improvements include traffic signals to give pedestrians a head start and be more visible as they walk into a crosswalk, designing streets to reduce speeding, a leading cause of traffic deaths and severe injuries, and making street safety changes such as adding bulb-outs/sidewalk extensions to reduce crossing distances, adding high-visibility crosswalks and upgrading curb ramps.



**Specifically, the 2024 Healthy, Safe and Vibrant San Francisco Bond will include:**

Bond Project	Budget
Invest in expanding and improving community health centers, making them safer by addressing seismic vulnerabilities, and making care more accessible by expanding services Specifically, this will fund the renovation of Chinatown Public Health Center and the relocation of City Clinic.	\$99,100,000
Reduce occupancy in seismically poor buildings occupied by Department of Public Health services and staff at ZSFG.	\$40,000,000
Invest in critical repairs and renovations at Zuckerberg San Francisco General Hospital and Laguna Honda Hospital and Rehabilitation Center to maintain regulatory and licensure compliance.	\$66,000,000
Flexible funding for shelter and housing infrastructure to end family homelessness	\$50,000,000
Pedestrian & Roadway Safety, Streetscape enhancements (e.g. Sloat Blvd and other high injury corridors)	\$63,900,000
Improved accessibility & design for public spaces (e.g. downtown, Harvey Milk Plaza, active recreation)	\$71,000,000
<b>Total</b>	<b>\$390,000,000</b>



Healthy

Safe

Vibrant

SF

# Why Now?

## Mental and Behavioral Health Services are in High Demand

Zuckerberg San Francisco General and San Francisco Health Network's health centers provide low barrier mental health care and connections to specialty mental health services. Investing in improved service delivery and ensuring these institutions remain available to San

Francisco residents is vital to addressing the City's mental health needs. Caring for residents and making connections to treatment is among the Department of Public Health's (DPH) highest priorities and will help address San Francisco's critical need for mental health services.

## Safety Net Hospitals & Neighborhood Health Centers are at the Center of Public Health Responses

San Francisco's health centers and hospitals are the epicenter of public health responses to outbreaks, epidemics, and pandemics, such as COVID, and these improvements are essential to ensuring they will be available to protect vulnerable populations during the next public health emergency. During the COVID pandemic, community-based health centers served as a focal point for testing, vaccines, and

treatment in the community, and the COVID response at ZSFG and Laguna Honda saved countless lives. Health centers also provide important preventative care and mental and behavioral health outpatient services, which are an important part of the overall continuum of care that can prevent people from going into crisis and allow ZSFG to maintain capacity for acute services there.

## Shelters are Critical to Ending Homelessness

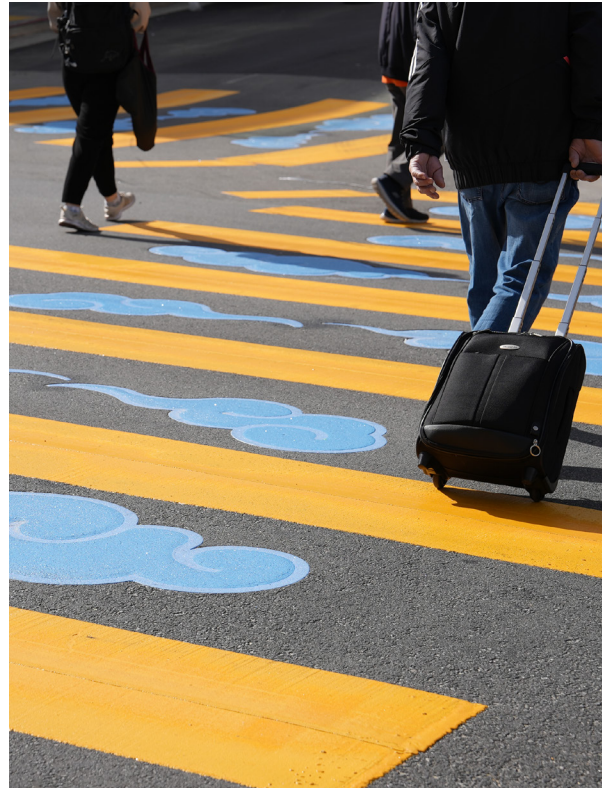
Homelessness continues to be a crisis in San Francisco that requires immediate response to meet the health, welfare and safety needs of unhoused people. The City's shelters are a critical component of the City's Homelessness Response System, providing temporary shelter and support to thousands of people experiencing homelessness each year and providing guests access to health, behavioral health, and other support services while being connected to permanent housing solutions.

New shelter spaces are urgently needed to ensure sufficient shelter capacity for adults and families experiencing homelessness, ensure the life safety of guests and staff, and preserve the City's emergency shelter bed capacity especially after a catastrophic seismic event. This investment will allow the City to meet the growing demand for emergency shelter for families with children experiencing homelessness and services to connect families to housing as well as funds for adult shelter beds.

## Street Safety is a Public Health Crisis

Every year in San Francisco, about 30 people lose their lives and over 200 more are severely injured while traveling on city streets. We know which streets most need improvements. Twelve percent of city streets make up a high-injury network and are where more than two-thirds of severe and fatal traffic crashes occur. Half of these high-injury streets are in equity priority communities that include low-income communities, communities of color, seniors, and people who rely on walking and transit as their primary means of transportation. Through community surveys, public meetings, and public hearings San Franciscans have shared their strong support for:

- Improved safety and health in underserved neighborhoods by reducing carbon emissions, slowing vehicle speeds, and dramatically improving bicycle and pedestrian infrastructure
- Safer intersections with more visible signals for drivers
- Easier street crossings with new curb ramps and pedestrian countdown signals
- Intersection improvements that increase accessibility for people with disabilities
- Fewer collisions, fatalities, and injuries on our streets



## Foot Traffic Drives Needed Economic Vitality

The high office vacancy rates after the COVID-19 pandemic have caused a significant increase in retail vacancy and a decrease in sales tax revenue, particularly in the Union Square and downtown areas. Over the past few years, city investments in place-making, public spaces, and events where people can come together have driven localized growth in neighborhood commercial corridors. Improving the pedestrian experience is part of a complementary strategy to sustain and improve the retail storefront economy and economic vibrancy across the city.

# Investing in Resilience & Preparedness

It is not a matter of if, but when a major earthquake will strike San Francisco and the Bay Area. It is the City and County of San Francisco's responsibility to ensure that health care, emergency services and shelters are available every day and especially after a major seismic event or disaster when vital and life-saving services and shelters will be needed most. It is critical that City buildings and facilities where the public receives essential services and where employees work are seismically safe to ensure safety and the continuity of critical services in the aftermath of a major disaster.

The City's health care resources, in particular the City's only level-one trauma center at Zuckerberg San Francisco General, are indispensable to the City's ability to recover from any major shock that threatens life and safety, so it is critical that the City invests in maintaining and improving this and other health care resources.

Modernizing aging City buildings includes increasing their resiliency by mitigating the impacts of climate change which can detrimentally affect patients. San Francisco has been particularly vulnerable to extreme heat and wildfire smoke events because buildings, infrastructure, and services, are not designed for extreme temperatures. Many of the City's older buildings, such as the ones included in this bond, do not have reliable HVAC system which leads to poor air quality. During heat waves, which are increasingly hotter and longer, many buildings can reach unsafe temperatures. These temperatures are significant threats in DPH's health care settings where some of San Francisco's most medically vulnerable patients are treated and in the Department of Homelessness and Supportive Housing shelters where vulnerable populations are served and reside.

## Ensuring Equity

Equity in health outcomes is at the forefront of the City's work and a robust network of hospitals and health centers located in communities that need them is key to providing all San Franciscans equal access to health care services regardless of income, access to health insurance, or immigration status.

San Francisco Health Network (SFHN) health centers are located throughout the City to ensure all San Franciscans have equitable access to primary medical and behavioral health services. These health centers provide services in multiple languages and meet the unique health care needs of the communities they serve. Improving and expanding services at these health centers will ensure that all neighborhoods have continued access to essential care that improves the health of everyone. A robust network of health centers is at the heart of DPH's goal of delivering equity in health outcomes for all.

San Francisco envisions a more just future that ensures housing stability for all people in San Francisco and recognizes that homelessness is primarily caused by structural factors such as the lack of affordable housing and the legacy of discriminatory housing practices that have blocked access to housing and other wealth-building domains for marginalized communities. The City's largest family shelter, housed in a former fire station, is structurally unsafe, and its institutional design and limited accessibility perpetuate inequities in how the City protects and serves its most vulnerable residents, particularly unhoused families with young children. Two of the City's largest adult congregate shelters have the highest seismic hazard rating and are located in facilities long past their useful life.

The City's Department of Public Health and Department of Homelessness and Supportive Housing support diverse communities with different cultural backgrounds, language abilities, and socioeconomic circumstances. Investing in improving these resources reinforces the City's commitment to improving accessibility and quality of services to support equitable health and housing outcomes for all San Franciscans.

A safe public transportation system is also a critical part of a thriving and equitable community. A third of San Francisco's streets run through historically disadvantaged communities, yet streets in these neighborhoods are almost twice as likely to be on the high injury network. Seniors, people with disabilities, people of color, and low-income San Franciscans have the fewest transportation options. Expanding safe pedestrian pathways is essential to ensuring everyone in the City can access jobs and get where they need to go easily, regardless of their income or neighborhood.

## Preserving City Assets

The City and County of San Francisco's public health and emergency shelter resources are vital to the wellbeing of San Franciscans. The timely maintenance and improvement of these resources is necessary to ensure the continuity of services they provide.

Deferred maintenance increases the cost of critical repairs as costs escalate every year projects are delayed. The cost of addressing a partially or totally collapsed building after a seismic event greatly outpace the cost of strengthening or replacing seismically vulnerable buildings before the next earthquake. Making timely investments in critical repairs and new construction allows the City to protect and preserve City-owned assets before the cost of new construction escalates and costs the taxpayer more in the future.

# 2024 Healthy, Safe and Vibrant San Francisco General Obligation Bond



| **Public Health**

| **Homelessness**

| **Street Safety**

| **Public Spaces**

## San Francisco's Community Health Centers

**DPH's San Francisco Health Network (SFHN) provides health care to more than 125,000 San Franciscans every year, regardless of income, health insurance, or immigration status. The SFHN includes neighborhood health centers, two hospitals, including Zuckerberg San Francisco General Hospital, the City's only Level 1 Trauma Center, and Laguna Honda Hospital and Rehabilitation Center, among other programs and facilities.**

SFHN operates more than a dozen community-based primary care health centers that provide culturally appropriate, multilingual health care and behavioral health services in neighborhoods across the City. Primary and behavioral health care staff work in collaboration at these facilities to diagnose and treat patients with acute and chronic illnesses – including mental health and substance use disorders. These health care staff work with patients on ways to prevent disease and maintain good health; provide prenatal care services; and offer counseling and health education to prevent people from going into crisis. In addition to primary care services, health centers provide other important services that contribute to creating healthier communities, including dental care, Nutrition Programs for Women, Infants, and Children (WIC), health care benefits counseling and consultations, and sexual health services. Neighborhood health centers were critical resources during the COVID-19 pandemic, offering testing, vaccines, and treatment.

In particular, mental health and behavioral health services are vital to the well-being of San Francisco residents and SFHN health centers offer on-site treatment and services. Health centers serve as vital entry points into the broader continuum of San Francisco Health Network services. Patients who need mental health treatment are referred directly to behavioral health centers in the SFHN network from community health centers. This creates direct linkages to critical services. Additionally, primary care clinics connect patients to other ancillary services in the network such as out-patient x-ray, pharmacy, physical therapy, and laboratory services.

The San Francisco Health Network serves San Francisco's most vulnerable residents who often have nowhere else to go for life saving health care.

This bond proposes funding for two clinics that will allow for additional counseling and examination rooms, upgraded labs and nursing stations, improve the integration of primary medical and mental health services, and improve earthquake safety.



## Building on Success

This bond program builds on the success of the voter-approved public health bonds in 2008, 2016 and 2020 that provided funding for the construction of Maria X Martinez Health Resource Center, a complete rebuild of Southeast Family Health Center, and complete interior rebuilds and renovations at Maxine Hall and Castro Mission health centers. All these projects were completed in 2022 and have resulted in expanded health care to more San Franciscans. The renovations improved and expanded exam and consultation rooms, improved and expanded lab facilities, improved seismic safety, improved air quality and HVAC systems, and improved environmental

sustainability features throughout the clinics. Importantly, these renovations also improved clinic layouts to foster collaboration amongst the interdisciplinary team of care that included nursing staff, primary care providers, behavioral health providers, pharmacists, and social workers.

The Department of Public Health continues the work to improve this network of vital health centers by making services available in facilities that are accessible, more conducive to health care provision, and seismically safe.

## Chinatown Public Health Center

**Chinatown Public Health Center provided services for more than 19,000 visits last year, including primary medical and behavioral health care services, dental care, podiatry, acupuncture, nutrition services, WIC services, and a nurse clinic. The health center provides multilingual, culturally competent health care critical to maintaining the health of the community. Health care services are provided in several languages, with 80% of patients receiving care in Cantonese, Mandarin, or Toishanese.**



Currently, Chinatown Public Health Center has a dedicated team providing important services to patients in a 55-year-old building that is unsafe and no longer meets the Department of Public Health’s standard of care. Chinatown Public Health Center has a seismic hazard rating of 4, making it San Francisco Health Network’s most seismically unsafe health center. Additionally, the Chinatown Public Health Center has poor air quality and ventilation due to outdated mechanical systems, and the health center is not laid out in a way to maximize the number of patients that can be served and the quality of care the team can provide.

\$71,100,000 in funding is proposed for the 2024 Healthy, Safe and Vibrant San Francisco Bond to retrofit and renovate Chinatown Public Health Center. This budget will fund a fully code-compliant seismic retrofit of the building, a complete remodel of the health center’s interior, and will turn Chinatown Public Health Center into the Department of Public Health’s first fully electric building. Making Chinatown Public Health Center a seismically safe building is a top priority to make sure the health center can serve the community after a major seismic event. In addition to these improvements, the scope of work will increase the number of medical

exam rooms, behavioral health consultation rooms, and expand dental services. Importantly, these services will be provided in a renovated clinical environment that is conducive to modern, quality health care. This remodel will integrate specialty mental health services by co-locating Chinatown Child Development Center at Chinatown Public Health Center. This co-location improves collaboration between these two programs, currently operating at different sites and creates opportunities for providers to personally refer and escort patients to services onsite, improving coordination between medical and behavioral health providers. Eliminating the need for patients

to travel to another site for appointments streamlines access and reduces barriers to receiving care by reducing the time patients may have to take off from work to receive care.

### **Shovel Ready Project:**

Using Critical Project Development Funds, DPH has worked with The Department of Public Works (DPW) on developing the project construction documents which are now completed and have been submitted for permit approval. Passage of the bond will allow construction to start in Spring 2025, with a completion target of 2027.



**In 2023, City Clinic provided more than 11,000 appointments. The clinic is a vital sexual health resource for all San Franciscans, providing low barrier access to rapid HIV testing, HIV pre- and post-exposure prophylaxis, as well as sexually transmitted infections (STI) screening and treatment. Beyond important screening, the clinic also serves a central role in connecting patients to outside services.**



The Department of Public Health’s Linkage, Integration, Navigation, and Comprehensive Services Team (LINCS) operates out of City Clinic, providing partner services and linkage to care for people diagnosed with HIV and syphilis. This service is a key component of the City’s Getting to Zero plan which focuses on sustaining and expanding the successful programs that are already reducing HIV/AIDS in San Francisco.

In addition, after San Francisco emerged as an epicenter of a mpox outbreak in 2022, City Clinic contributed greatly to San Francisco’s overall successful public health response helping stem the tide of the emergency by providing testing, vaccines, outreach, and information making San Francisco a model in mpox response.

City Clinic currently operates out of a nearly 100-year-old three-story converted firehouse that is not suited to clinic and patient needs. It is not conducive to optimal patient care, is unsafe, and is not fully accessible for employees and patients. The size and shape of the existing building are not suitable for an efficient and effective floorplan for health care services.

The building does not have an elevator; thus it is not fully ADA compliant for staff who have second floor offices. The building has insufficient space for City Clinic’s moderate complexity lab where the clinic conducts point of care diagnostic testing, which means

not all lab equipment and staff needed to conduct tests can be accommodated in the existing lab space. Consultation rooms are non-ADA compliant and too small to accommodate a single patient and a single provider, which creates an uncomfortable patient experience. In addition, the building lacks air conditioning meaning the clinic reaches unsafe temperatures during high heat waves, which is further exacerbated by the small, enclosed spaces within the clinic. The Clinic’s mechanical systems recently failed, forcing staff to cancel patient appointments for several days and forcing staff to work in frigid temperatures.

A building retrofit or renovation is not feasible, as the existing building cannot remain occupied during construction with projected lengthy construction timelines. Total project cost of a renovation would be higher if a temporary site needed to be renovated and leased during construction.

Therefore, \$28,000,000 in funding is proposed for the 2024 Healthy, Safe and Vibrant San Francisco Bond to acquire a new building for City Clinic. City Clinic needs appropriate space to better accommodate their lab, increase lab safety and efficiency, and improve patient care. Purchasing a new building is a more cost-effective strategy that will allow City Clinic to serve their patients and provide on-site lab services. The existing City Clinic building once vacated remains an asset that can be re-purposed for another City use.



# Improving Safety and Resilience of DPH Buildings

The City urgently needs to find solutions for staff-occupied buildings that have Seismic Hazard Ratings (SHR) of 4 and are at greatest risk of collapse during a seismic event. DPH developed the Safe Building Program, providing a long-term strategic approach to transform DPH's buildings into safe, resilient structures.

Given San Francisco's vulnerability to major seismic events, DPH has a responsibility to take measures to move staff, patients, and visitors into safe buildings. Many critical programs that address the physical and behavioral health needs of San Franciscans are housed in seismically vulnerable buildings. Moving these programs into seismically safe spaces ensures the continuity of these services after a major earthquake when reliable health care is critical.



DPH's Safe Building Program involves methodically inventorying seismic vulnerabilities, developing plans to retrofit structures, and identifying funding to implement these improvements. As part of the Safe Building Program, prior bonds have funded seismic-improvements and rebuilds at Zuckerberg San Francisco General, Laguna Honda Hospital and Rehabilitation Center, and in San Francisco Health Network clinics. DPH will build on these successes to further the goal of increasing safety and resilience across the system of care providing essential health care to San Francisco's diverse communities.

## Recent accomplishments include:

- In 2008, DPH successfully passed a historic \$887 million General Obligation Bond to construct a new Acute Care Building that serves as the main hospital on the Zuckerberg San Francisco General Hospital campus. The new building was built to the latest seismic standards meeting rigorous state and federal requirements. The project had a 72-month construction schedule and was completed on time and within budget. In 2016 Zuckerberg San Francisco General opened its new nine-story, 484,000 square feet, 284 bed, Acute Care Hospital, Level 1 Trauma, and Medical Center to the community and tripled its Emergency Department capacity.

- **In 2010**, Laguna Honda Hospital opened three new, safe buildings uniquely suited to support the healing work of DPH’s skilled nursing and rehabilitation programs.
- **In 2010**, ZSFG installed Interim Seismic Safety measures mitigating hazards from falling debris, including creating buffer zones and building entrance canopies to minimize potential harm in the event of an earthquake.
- **In 2016**, DPH successfully obtained \$272 million in General Obligation Bond funding for a seismic retrofit and renovation of Southeast Family Health Center, Castro Mission Health Center, Maxine Hall Health Center, Maria X Martinez Health Resource Center, and Building 5 at ZSFG.
- **In 2021**, construction was completed for Maxine Hall Health Center, and the clinic reopened to the community in a retrofitted and renovated space.
- **In 2022**, construction of a new Southeast Family Health Center was completed, and the newly constructed, modern clinic opened to the community. In this same year, the renovation of Castro Mission Health Center was completed, and this clinic also reopened to the community in a new and improved space. 2022 also saw the opening of the new 20,000 square foot Maria X Martinez Health Resource Center, which replaced the former Tom Waddell Urgent Care Clinic located in seismically vulnerable 101 Grove Street.

## **Zuckerberg San Francisco General Building 3 Seismic Retrofit**

As the Department of Public Health continues to methodically evaluate, prioritize, and deliver capital improvement projects, the department has identified Building 3, an aging and seismically unsafe building at ZSFG as a need. Retrofitting Building 3 would provide the highest square footage with the least costly and intrusive seismic solution to move staff out of unsafe buildings, providing ZSFG with 65,000 square feet of seismically safe space on campus for staff. Not only will this project provide seismically safe space for existing Building 3 programs, but it will allow ZSFG to migrate programs from high-risk buildings on campus.

This is an important priority, not only from a staff safety perspective, as staff should not be required to work in environments where their safety is at risk, but ensuring the safety of staff also ensures the continuity of services at ZSFG. There are many roles required to operate a hospital beyond those a patient sees during their visit, and ensuring the safety of the people who perform these important duties ensures that hospital services will not be disrupted in the aftermath of an earthquake or any other disaster or public health crisis when hospital services are most crucial.

# Critical Repairs and Renovations

## Zuckerberg San Francisco General Laguna Honda Hospital

### Zuckerberg San Francisco General

**Zuckerberg San Francisco General Hospital has a 150-year history of providing critical care to San Francisco patients. ZSFG provides a full complement of inpatient, outpatient, emergency, skilled nursing, diagnostic, mental health and rehabilitation services for adults and children. It is the only acute inpatient hospital for psychiatric patients in the City. Additionally, it is the only acute hospital in San Francisco that provides 24-hour psychiatric emergency services and the only Level 1 trauma center serving San Francisco and northern San Mateo County, seeing more than 2,400 trauma activations in 2023.**



Zuckerberg San Francisco General saw more than 360,000 outpatient visits in 2023 including 37,000 medical and psychiatric emergency visits. The COVID-19 pandemic and Mpox outbreak further demonstrated Zuckerberg San Francisco General's crucial role during an emergency, and the need to keep the hospital prepared to help the city address unexpected public health crises. In 2023, ZSFG continued to lead the city out of the COVID-19 emergency, administering 78,434 COVID vaccines and boosters and led the nation in its response to mpox treatment and equitable distribution of vaccines.

The Department of Public Health has invested in campus renovations through previous bond programs to modernize the ZSFG campus, making it a safer facility to ensure that it continues to deliver optimal patient care services. Nonetheless, there are campus structures that are decades-old and in urgent need of repair. Even in more modern parts of the hospital's campus, updates are needed to remain in compliance with state and federal regulatory requirements.





The 2024 Healthy, Safe and Vibrant San Francisco Bond will fund critical repairs and renovations at Zuckerberg San Francisco General that are needed to ensure the hospital can remain operational, effective, and in regulatory compliance. Improvements will help ZSFG provide quality patient experiences, address the effects of climate change, particularly rising temperatures and poor air quality, and protect patients and staff by modernizing critical life safety systems.

ZSFG has aging systems that require repair and replacement to ensure the hospital remains effective and in compliance with regulators. An example could be the replacement of all fire alarm devices and fire alarm control panels in Building 5. This fire alarm system is decades old, and it is at the end of its useful life, with many parts required for repair no longer available or manufactured. If this project is not funded and the fire alarm system fails before it can be replaced, the hospital will be required by state and federal regulators to suspend outpatient services, services in psychiatric units, and care at a skilled nursing facility unless ZSFG institutes a fire watch costing taxpayers as much as \$7,000,000 per year in addition to the cost of replacing the system.

Another example is the redesign of the clinical laboratory's mechanical system to accommodate the temperature control

needs of the laboratory. The lab does not currently have adequate and reliable cooling, which puts important lab equipment at risk of failure. This lab services the entire hospital and if equipment were to fail, not only would expensive lab equipment need to be replaced or repaired, but during failure, patient care would be severely compromised without access to onsite lab testing.

Due to the age of many of the hospital's buildings, there is an abundance of deferred maintenance needs that need to be addressed which far exceed what can be funded via annual capital budgets. Some windows are over 100 years old and fail to insulate the building, its staff, and medically vulnerable patients from inclement weather, including storms and high heat. Building 5 air compressors are almost 50 years old, difficult to maintain due to their age and unavailability of parts for replacement and put the hospital at risk of noncompliance. Materials Management waste lines are almost 50 years old and experiencing failures, increasing the risk that sewage will leak on hospital supplies. These are only a few examples of the many indispensable maintenance projects that could be funded by the 2024 Critical Repairs and Renovations budget at ZSFG. Addressing these deferred maintenance needs is vital to maintain a safe and effective environment for hospital patients and staff.

# Laguna Honda Hospital and Rehabilitation Center

**Laguna Honda Hospital and Rehabilitation Center is a general acute care hospital providing acute medical and rehabilitation services as well as skilled nursing services. For more than 150 years, Laguna Honda Hospital has been a pillar of San Francisco’s safety net health care system, serving residents with complex medical needs who are low or very low income and often have no other options for care. Many residents have complicated chronic medical needs along with behavioral health diagnoses (such as mental illnesses and/or substance use disorders) and other social or behavior issues.**

Laguna Honda represents the largest commitment by any city or county in the country to a publicly run skilled nursing facility. It has a nationally recognized program for memory care for people with Alzheimer’s and other dementias, an award-winning restorative care program that helps residents retain and reclaim physical competency, a Positive Care program that is the only HIV/AIDS skilled nursing program in the San Francisco Bay Area serving patients living with HIV/AIDS. Laguna Honda also provides palliative care, provides care in multiple languages to monolingual residents, and has units dedicated to people coping with the effects of complex or chronic conditions such as stroke, traumatic brain injury, and degenerative diseases such as multiple sclerosis.



It is imperative that DPH keeps Laguna Honda in a state of good repair to maintain strict state and federal regulatory compliance requirements and provide residents the highest quality care. The City has funded and made significant capital improvements to Laguna Honda to achieve this, but deferred maintenance requires investment to allow hospital staff to provide modern services that are effective and reliable and for the hospital to retain its federal certifications to operate. This bond proposes to address many building system issues that pose threats to the ability of the facility to continue to function properly and remain in federal compliance.





Critical Repairs and Renovations funding will increase the reliability of key facility infrastructure components at Laguna Honda. For example, bond funding could allow the hospital to replace rooftop HVAC units that are corroding due to exposure to salt air. If these deteriorating HVAC units fail, it will not be possible to maintain interior temperature and air quality at regulatory required levels. This will put Laguna Honda residents at risk of being displaced if the facility is found to be non-compliant. Critical Repairs funding could also fund the replacement of an aging power transformer that is at risk of failure. If this transformer were to fail, it could impact other Laguna Honda systems potentially causing a prolonged power outage affecting onsite services and residents. This funding could also allow Laguna Honda Hospital to install an emergency waste-holding system to meet new state regulatory requirements to have the capacity to contain sewage waste for 72 hours in the event of an emergency. The State has mandated that this system be fully functional by January 2028. Failure to build this capacity will result in noncompliance with state regulations and risk Laguna Honda's ability to operate.

\$66,000,000 in funding is proposed for critical repairs and renovations at Zuckerberg San Francisco General and Laguna Honda Hospital, as the scope of these needed repairs and improvements exceeds what can be covered by the City's Pay-As-You-Go Program. The projects described here are illustrative of the many potential projects that are critical to maintaining compliant and high-quality hospitals. The City has made major investments in the upkeep of Zuckerberg San Francisco General and Laguna Honda via past bond programs and annual general fund budget allocations, but due to the magnitude of needs, the City is unable to adequately fund critical infrastructure projects through its annual budget cycles. Each year the list of deferred maintenance and critical repairs grows. The proposed Critical Repairs funding in this bond will enable DPH to address the most serious of these needs that pose the greatest risk to DPH's ability to maintain high functioning and reliable hospital services at both ZSFG and Laguna Honda and keep both facilities in compliance with regulatory requirements and open to the public.



**The Department of Homelessness and Supportive Housing has rapidly expanded the City’s emergency shelter capacity since 2016, with more than 3,200 beds citywide at 48 sites serving adults, families with minor children, and transitional-aged youth. Shelters provide temporary places for people to sleep, allowing them to work, attend school, and access other vital services such as medical and behavioral center, meals, and basic hygiene services.**

During the COVID-19 pandemic, the public health emergency caused the City to close temporarily or reduce its congregate bed capacity to prevent the spread of the virus among its unhoused population. The City opted to lease tourist hotel rooms and has since converted several sites into non-congregate and semi-congregate shelter sites. As public health restrictions have eased but economic recovery has slowed, demand for family shelter beds have increased and now exceed pre-pandemic levels with more families becoming homeless in San Francisco and families living in their vehicles and other temporary spaces.

Children should not have to live on the streets of San Francisco, sleep in vehicles or stay “doubled up” with other families in single-room occupancy apartments. The 2023-2028 Citywide “Home By the Bay: An Equity-Driven Plan to Prevent and End Homelessness in San Francisco” prioritizes goals and strategies to improve and protect the health and well-being of communities of color and other marginalized residents who are overrepresented in the City’s homelessness count.

Demographic data on families experiencing homelessness in San Francisco illustrate an overrepresentation of black, indigenous, and people of color in the City’s homeless population compared to their representation in San Francisco’s overall population:

- 84% of families have female-identified heads of household
- 47% of families are Black, African American, or African
- 44% of families are Hispanic/Latine

The City’s homeless population is overrepresented by black, indigenous, and people of color, and LGBTQ+ residents compared to the City’s demographic composition, specifically:

- 38% of unhoused residents are Black, African American or African, but comprise only 6 percent of the City’s demographic population
- 30% of unhoused residents are Hispanic/Latine compared to 16% of the City’s demographic population
- 28% of unhoused residents identify as LGBTQ+

The bond funds would support the Department’s capital program priorities to provide safe and decent shelter to the City’s most vulnerable residents who experience homelessness and reduce racial inequity and other disparities of people experiencing homelessness.

The 2024 Healthy, Safe and Vibrant San Francisco Bond would fund \$50,000,000 to acquire, construct, renovate or finance through private loans to developers, family and adult emergency shelters.





**As a transit-first City, we are prioritizing improvements to our transit, walking, and biking networks so San Franciscans can choose these options first. That means building a city and a transportation network that can support San Francisco’s growing population and help the city thrive. We must support bicycling and walking by making these options safe and efficient. Whether people walk, take public transit, bike, or drive, they rely on safe, reliable, and accessible routes to exercise or travel to and from work, school, parks, libraries, or local shops every day.**

The City proposes \$63.9 million General Obligation Bond proceeds this November to infuse one-time capital funds for critical infrastructure and safety improvements to the City’s streets, bikeways, sidewalks, curb ramps, and crosswalks. This bond will ensure that recent investments are not lost, and that streets are repaved before they deteriorate, at which point it would cost taxpayers up to five times more to rebuild streets.

Safe, accessible, and well-maintained infrastructure is at the very core of services a city provides its residents. The transportation

system needs to work efficiently. Investing in regular repaving, traffic signal replacement, and other regular measures to extend a street’s useful life saves taxpayer dollars. That means building and maintaining the infrastructure that keeps transit fast, frequent, and reliable; keeps traffic moving predictably; and keeps our pedestrian and bicycle networks safe and connected.

Street Safety improvements better integrate the needs of pedestrians and bicyclists with motorists and transit-riders to create streets that encourage universal use and prioritizes

safety for all modes of travel. The ease and convenience of travel within neighborhoods and across the entire city is paramount. When more people are on city streets, streets become safer and more vibrant places.

\$63,900,000 is proposed to fund street safety and road repaving citywide to address maintenance now and avoid paying more to make these repairs in the future.

### The proposed bond will:

- Redesign streets to improve pedestrian and bicycle safety, contribute to sustainability, and promote economic activity
- Reduce potholes, which are dangerous for cyclists
- Seismically strengthen street structures
- Upgrade traffic, pedestrian, and transit signals and provide other safety features that improve accessibility, speed traffic flow, and decrease congestion
- Repair and widen sidewalks, bulb outs, and develop other pedestrian safety infrastructure

### This General Obligation Bond proposal features:

- **Pedestrian, Bicycle Safety & Streetscape Improvements**  
This bond will allow the City to modernize streets to include important safety components to make streets more functional and joyful. This would include treatments such as protective barriers along bicycle lanes and bike safety features, pedestrian lighting and countdown signals, curb bulb-outs, tree planting, landscaping, and stormwater management features that reduce sewer overflows and street flooding. This may include intersection improvements and new and upgraded traffic signals for better traffic circulation and invest in safety improvements for people walking and biking to ensure safer access to the San Francisco Zoo and Ocean Beach in anticipation of additional traffic traveling on Sloat Boulevard after the Great Highway Extension closure.

# Pedestrian & Bicycle Safety Improvements



**Streets make up approximately 25% of San Francisco’s land area. San Francisco is a great walking city with world-class destinations and diverse neighborhoods. Walking and transit are important modes of transportation that must work together so people can safely get where they need to go. Biking can be one of the most efficient ways to get to work, school, shopping, or to meet up with friends or family, especially with young children. To make this option more accessible, we need to create a network that is more safe, accessible and comfortable for everyone.**

Speeding is the leading cause of serious and fatal crashes in San Francisco and this trend is increasing across the United States. We know people drive more carefully when they are not speeding, creating safer streets for everyone.

a range of safety and greening features customized for each unique environment—maximizing the use of public space and minimizing environmental impacts.

Street improvements are key to keeping people moving safely and efficiently. Over one million people travel around San Francisco, and we must modernize street design to completely incorporate the needs of pedestrians and bicyclists, people with disabilities as well as cars and public transit. Each neighborhood in San Francisco is unique; streetscape improvements include



# Improved and enhanced streets will provide a wide range of benefits, including:

## Decreasing the likelihood of pedestrian injuries and fatalities

Street safety is a public health issue. Streets that are designed with the safety of pedestrians and cyclists in mind will decrease the likelihood of pedestrian, bike, and auto collisions.

## Reducing speeds on streets

Slower vehicle speeds will make streets safer and more comfortable when people walk, ride a bicycle, and take transit.

## Increasing accessibility for all street users

Streets and sidewalks must have a clear, accessible path of travel that are free from barriers and obstructions will increase convenience for all users regardless of travel-mode.

## Supporting a transit-first city

Every transit trip begins and ends with a walking trip. Well-designed streets that are safe for pedestrians, have amenities that people need, and connect to important transit lines will encourage greater use of public transit.

## Promoting public safety

Streets that are active will enhance residents' sense of safety and security from crime and violence.

## Advancing equity

By investing in streets that serve Equity Priority Neighborhoods we are able to address past harms and inequities that have limited transportation choices and access and support an equitable transportation future in which all communities have access to travel choices that meet their needs.

## Minimizing the impact of global climate change and local air pollution

Streets that are designed to promote and encourage walking, cycling, and transit use will help to minimize San Francisco's contribution to global climate change, and reduce local air pollution.

## Minimizing sewer/stormwater overflows into the Bay

Streets can be designed such that they detain a certain percentage of water during big storms. This reduces overflows of the City's combined stormwater and sewer infrastructure into the bay and improves local flooding problems.



*(improved and enhanced street benefits continued)*

## **Supporting the City’s local shopping districts and small businesses**

A street system that encourages people to walk to neighborhood commercial districts rather than drive to regional shopping centers for their daily needs helps to support the small commercial areas and small businesses that make up an important part of San Francisco’s character.

## **Providing new open space where there is no access to parks or waterfront**

As San Francisco’s population grows and infill development continues; there is an increasing need to balance this growth and preserve open space. The existing right of way can be activated to create new green spaces and facilitate connections to existing open space, particularly for underserved communities that currently lack access to these resources.

## **Retaining families in San Francisco**

Streets that are safe from fast-moving traffic, are clean and well-maintained, and have spaces for neighbors to gather or children to play will help to retain families in San Francisco, much like affordable housing or good public schools will do the same.

## **Supporting neighborliness, civic interaction, and identity**

Cities depend on peaceful social interactions of colleagues, neighbors, and individuals who share a collective identity and pride as the residents of a place. Well-designed streets that include places to sit, stop, gather, and play create space for this interaction to take place.

## **Enhancing the everyday quality of life for San Francisco’s residents and beautifying neighborhoods**

Above all, a well-designed street system will enhance livability. Improving streets creates pleasant places to stroll or sit, opportunities for neighborly interaction, freedom from excessive noise and pollution, and a green, attractive cityscape— for San Francisco’s residents.



A **streetscape improvement project**, focused on safety, accessibility and neighborhood beautification, may include one or several of the following elements:



### **Sidewalk extension**

Increase the usable sidewalk space for pedestrians and greening

### **Bulb-outs**

Shorten the street crossing distance and provide visibility for pedestrian

### **Crosswalk treatment**

Highlight pedestrian crossing areas for pedestrian safety

### **Pedestrian countdown signals/lighting**

Install pedestrian countdown signals and pedestrian upgrade lighting for energy efficiency and safety

### **Alleyway improvements**

Improve mobility, accessibility and safety of City alleyways

### **Utility undergrounding**

Remove visible utility overhead service wires and poles and install conduits underground to connect services to homes

### **Street tree planting**

Provide traffic calming and ecological benefits

*(streetscape improvement project benefits continued)*



### **Roadway median expansion and/or planting**

Provide traffic calming and ecological benefits

### **Sidewalk and roadway lighting**

Improve and upgrade street lighting for safety and energy efficiency

### **Traffic signal improvements**

Improve and upgrade existing traffic signal infrastructure for vehicles, bicyclists, and pedestrians

### **Bicycle improvements**

Separated bicycle lanes, bicycle racks or other amenities to improve bicycle conditions

### **Public art elements**

Create a sense of place, interest, and neighborhood identity

### **Site furnishings**

Provide resting areas, bicycle racks, trash receptacles

### **Stormwater elements (Low Impact Design)**

Improve drainage and reduce flooding

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

- Repair of parking areas, curb edges and gutters
- Traffic striping replacement, utility adjustments and curb ramps
- Pavement preservation including surface sealing and crack sealing

Funds from the Healthy, Safe and Vibrant San Francisco Bond would help fund the Streetscape, Pedestrian and Bicycle Safety Improvement Projects.

# Traffic Signal Infrastructure Improvements



**To make sure transit and other road users are not stuck, we must keep traffic moving on main thoroughfares and use tools like signal timing and adjusting turn lanes to reduce traffic bottlenecks. Reliability is one of the most important factors influencing a person’s decision to ride on transit and is the most important factor of service quality.**

To manage traffic congestion in the city and improve the overall reliability of the transportation system the City must replace obsolete and deteriorating traffic signal infrastructure. Traffic signal upgrades improve safety and visibility at intersections and other places where people cross the street. Signal upgrades make the intersection work better for everyone, especially people with disabilities, older people, and children. Traffic signal improvements are critical on the High Injury Network, where we see the most deaths and serious injuries on our streets. From an equity perspective, streets in historically disadvantaged communities are almost twice as likely to be on the High Injury Network.

By replacing transit street signal infrastructure, buses can be given priority at signalized intersections, which will reduce delays and congestion at red lights.

The City has an ongoing program to replace and upgrade the deteriorated or obsolete signal hardware for over 1,100 signalized intersections, including controllers and foundations, vehicle and pedestrian signal heads, poles, conduit, pull boxes, wiring and loop detectors. To improve accessibility, upgrades may include pedestrian countdown signals, which display the number of seconds remaining to cross the street along with the WALK sign and accessible pedestrian signals, which use audible and tactile means to communicate when it is safe to cross the street for people who are visually impaired. Additionally, a goal of this program is to modify signal operations to improve safety and efficiency by installing signal mast arms where necessary to improve visibility.

## Sloat Boulevard Traffic Circulation

The bond funds may be used to improve traffic circulation at high-priority projects such as after the Great Highway Extension closure, and invest in safety improvements for people walking and biking to ensure safer access to the San Francisco Zoo and Ocean Beach. This portion of Sloat is part of the city's high injury network and improvements will make San Francisco streets safer for all of our residents.

### The project could:

- Upgrade pedestrian crossings
- Add a two-way protected bikeway
- Install transit boarding islands
- Improve accessibility

The project would also include additional measures to reduce vehicle speeds while keeping traffic moving. It is not intended to reduce the number of vehicle travel lanes on Sloat Boulevard.



## Harvey Milk Plaza

The renovation of Harvey Milk Plaza will honor Harvey Milk, the civil rights leader who served on the Board of Supervisors as one of the first openly gay politicians in the nation. This renovation will improve universal access throughout the site, create a welcoming public gathering space, improve safety and security to transit facilities and become a new, iconic gateway to the Castro.

This bond will ensure improvements and protection of the iconic historical features of the plaza, located at Market and Castro streets in the heart of the historic neighborhood.

\$25 million is recommended for the renovation of the plaza.

### Elements of this renovation will include, but are not limited to:

- ADA and other accessibility improvements to streets and paths in the vicinity of and within Harvey Milk Plaza itself
- In coordination with the SFMTA Castro Station Elevator Project, providing improved access to the transit hub
- Various memorial elements to honor Milk, including fixtures, lighting, landscape, and hardscape elements integrated into the plaza design



## Downtown Improvements

Due to the high office vacancy rates after the COVID-19 pandemic, there has been significant increase in retail vacancy and a decrease in sales tax revenue in the Union Square and downtown areas. This Bond will make capital improvements in and around the Union Square and downtown areas that are designed to improve access to the area, increase foot traffic, and improve the pedestrian experience as part of a complementary strategy to sustain and improve the downtown retail storefront economy.

### These investments may include projects such as:

- **Powell Street Improvements:**  
Investments in the public right of way near the Powell and Market street intersections that improve the pedestrian experience, such as sidewalk and streetscape improvements.
- **Transit Accessibility Improvements:**  
Bond dollars may be used to improve accessibility and connections between transit and the downtown area, such as accessibility or design improvements to the Hallidie Plaza.



## Modernizing Recreational Spaces

In order to ensure that San Francisco continues to be a vibrant, welcoming place for residents and visitors, the City must continue to invest the public realm in order to drive activations, foot traffic, and additional economic activity. In order to do so, the City plans to invest up to \$5 million from the Healthy, Safe and Vibrant San Francisco Bond to invest active recreational spaces that enhance visitor experience. These may include investments in public open spaces for more recreational programming that allow for ticketed events; increasing access and safety around facilities improving geographical diversity of these active recreational spaces across the City.

### Specific investments could include:

- Safety improvements for public open spaces, such as improved lighting around public park spaces
- Accessibility investments, such as repaved connections to park spaces and public venues
- Electrical upgrades to increase the active use portfolio of our public open spaces

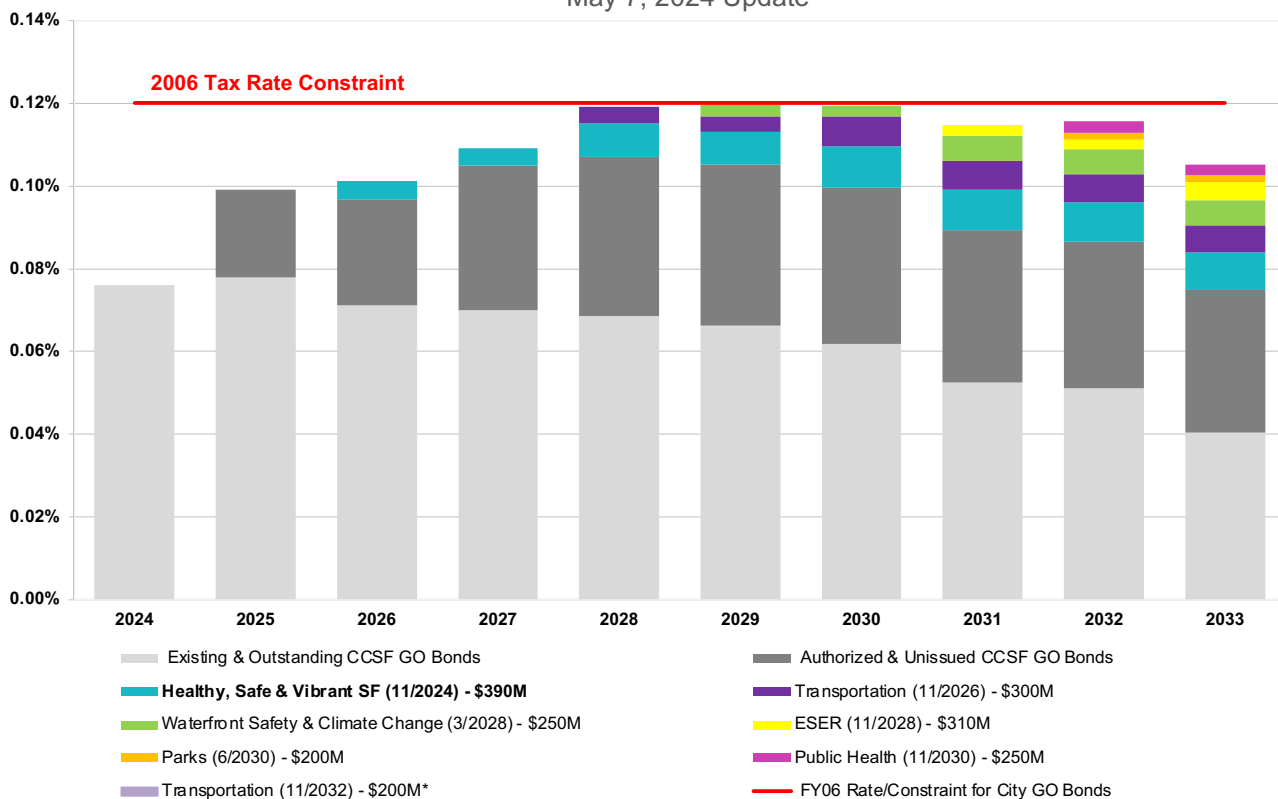


# General Obligation Bond Information

San Francisco’s policy is to issue new bonds after previously issued bonds are retired or the tax base grows, as specified in the City’s 10-Year 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.

In addition, a statewide proposition (ACA 10) will go before voters this November that if passed, will lower the vote threshold from 66.67% to 55% for local bond measures that fund housing projects and public infrastructure.

**Capital Plan - General Obligation Debt Program FY2024-2033**  
May 7, 2024 Update



\* First tax levy for Transportation (11/2032) authorization does not occur until FY2034  
AV growth assumption of 1.08% in FY26, 1.86% in FY27, 1.63% in FY28, 3% per year thereafter

Revised 5-7-2024

# Accountability

**The 2024 Healthy, Safe & Vibrant San Francisco Bond has an extensive and comprehensive series of accountability measures including public oversight and reporting.**

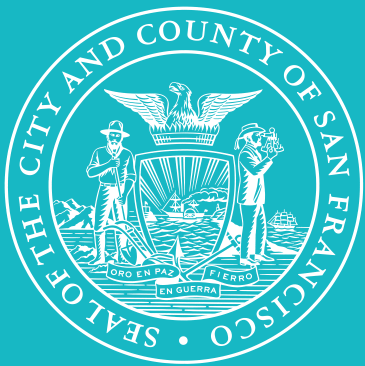
This means regular and public reports and meetings, oversight committees, independent auditors, and checkpoints before funds are issued.

The Citizens' **General Obligation Bond Oversight Committee (CGOBOC)** reviews audits and reports on the expenditure of bond proceeds. The CGOBOC submits reports and audits to the Public Health Commission, Board of Supervisors, and to the Mayor's Office. The CGOBOC consists of nine members – three appointed by the Mayor, three appointed by the Board of Supervisors, two appointed by the Controller, and one by the Civil Grand Jury.

Sixty days prior to the issuance of any portion of the bond authority, funded departments must submit a bond accountability report to the Clerk of the Board, the Controller, the Treasurer, the Director of Public Finance, and the Board of Supervisors Budget Analyst describing the current status and description of each proposed project and whether it conforms to the expressed will of the voters.

The Capital Planning Committee annually reviews bond progress, makes recommendations to the board of Supervisors prior to the sale of bond proceeds, and approves criteria for program categories where specific projects are not identified.

The 2024 Healthy, Safe & Vibrant San Francisco Bond meets all the necessary accountability measures of California Assembly Constitutional Amendment 10 that is going before voters on November 5, 2024. If this statewide measure passes, San Francisco will utilize the 55% voter threshold for passage of the Bond.



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