



LAGUNA HONDA SENIOR LIVING MASTER PLAN

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1. Project History

Laguna Honda Hospital's Past, Present and Future

Laguna Honda Hospital and Rehabilitation Center is a skilled nursing and rehabilitation center owned and operated by the San Francisco Department of Public Health, and serves San Franciscans with limited or no financial resources. It is located on a 62-acre campus and is one of the largest skilled nursing facilities in the United States. It was founded in 1866 to care for one of the first generations of San Franciscans, the Gold Rush pioneers, as a refuge for people who were chronically ill or impoverished and had nowhere else to go.

Currently, there are 780 residents who receive a wide range of services at the Laguna Honda Hospital (LHH) Campus. Therapeutic rehabilitation services include: physical, occupational, speech and vocational programs; every year as many as 240 people complete rehab therapy at LHH and move to a lower level of care or independent living. LHH's skilled nursing facility includes spaces and services dedicated to people with HIV/AIDS, a program for people with Alzheimer's Disease and other forms of dementia, group living for people with developmental disabilities, therapeutic services for people with traumatic brain injuries and the effects of stroke, support for people with psychosocial difficulties, complex care for people with multiple diagnoses, as well as in-house palliative care operated in conjunction with the Zen Hospice Project of San Francisco.

In 2010, residents moved into three new LEED certified buildings that were constructed through financing from Proposition A, a ballot initiative passed by voters in 1999 which authorized the City to replace some of the hospital's 1920s era buildings with a modernized facility on the 62-acre site. Measure A envisioned both skilled nursing beds and assisted living units at the campus to provide a continuum level of care to maximize the independence of the people served. At that time, LHH received a HUD Economic Development Initiative (EDI) grant to explore the feasibility of building an affordable Residential Care Facility for the Elderly (RCFE). The proposed locations for this project were within the K, L, M & O historic wings of the hospital and the east parking lot, with a potential capacity of 150 - 240 beds, or, alternatively, in new construction located in the space remaining after these historic wings were demolished.

The construction of affordable senior housing at the site currently occupied by these wings was also considered. Ultimately, affordable assisted living and affordable senior housing were not pursued due to the sharp increase in cost to complete the new hospital, and the projected high cost to build new assisted living. In addition, some advocates rejected the concept of building another institutional setting for residents who might better thrive in a community setting, recommending that San Francisco instead increase its investments in home and community-based living options and support for seniors and people with disabilities. In 2007, San Francisco settled the Chambers' lawsuit, a civil rights class action lawsuit filed by six residents of Laguna Honda Hospital and the Independent Living Resource Center that alleged discrimination in the form of unnecessary institutionalization under the American with Disabilities Act. Laguna Honda and DPH created a rental subsidy program which secured and subsidized scattered site, accessible independent housing for approximately 500 people with disabilities and seniors who could live in a community setting with community-based services between 2008 and 2013.

Community Vision

In 2016, an affordable senior housing project was proposed across the street at 250 Laguna Honda Boulevard in response to the Mayor's Office of Housing and Community Development (MOHCD) Proposition A NOFA by Christian Church Homes in partnership with Forest Hill Christian Church. The proposal was for 150 units for low-income seniors, including 30 seniors who had experienced homelessness. The community engagement process resulted in much opposition to the project. The proposed development was also challenged by a steep hillside that would be expensive to stabilize, as well as a determination that the church was eligible for listing under CEQA and, therefore, would require a full environmental impact report to consider demolition. Due to these factors, MOHCD decided not to fund the project in Spring 2018. Many advocates for affordable housing on San Francisco's West Side, including district supervisor Norman Yee, encouraged The City and the Department of Public Health to consider locating affordable senior housing at Laguna Honda Hospital instead, including an assisted living component. Supervisor Yee's term ended in December 2020 and Supervisor Myrna Melgar, was briefed on the proposed project by the sponsor and MOHCD in January 2021.

Project Team

On November 18, 2019, MOHCD issued an RFQ for the development of affordable senior housing on the campus on a site located at the northeast parking lot known as the "replacement lot" (Site A), with the goal of building affordable senior housing as well as affordable assisted living units, alongside an adult day health center and childcare center. An additional potential site was identified by DPH adjacent to the Link Building (Site B) parking lot. Supervisor Norman Yee, a strong proponent of the project, suggested two neighborhood stakeholders to participate in the developer selection panel. Four comprehensive qualifications were submitted from experienced developer teams, and Mercy Housing Corporation (PHC) was selected with the highest scoring submittal.

After MHC was selected as the developer of the site in June 2020, MHC assembled a design team to review the feasibility of developing the proposed program on two sites. The selected team included:

- Herman Coliver Locus Architecture (HCLA) (master planning architect)
- Design Studios Gonzalo Castro (construction manager)
- Guzman Construction Group and Cahill Contractors (joint venture general contractor team)
- Langan Engineering and Environmental Services (geotechnical and environmental engineers)
- Telamon Engineering Consultants, Inc. (surveyor)
- TS Studio (landscape architect)

2. Project Goals

Intergenerational Programming

The primary goal for the development is to address the need for both affordable independent senior housing and assisted living. Additional goals defined in the RFQ prepared by the Mayor's Office of Housing and Community Development include the inclusion of an Adult Day Health Care (ADHC) program and an Early Childhood Education (ECE) center. ADHC would serve both residents living on campus as well the larger San Francisco community, thereby integrating the campus with its surrounding neighborhoods. The ECE center would largely serve the families of the Laguna Honda campus workforce along with neighboring families. Additionally, the inclusion of the ECE center would help facilitate intergenerational programming, experiences, relationships and friendships, benefitting both the senior population on campus who may not live near or have families or grandchildren, and the children attending preschool who may not live near or have grandparents.

Maximizing and Leveraging State & Federal Funding Sources

In order to achieve this vision, the Mayor's Office of Housing and Community Development has provided an initial \$3 million predevelopment loan to develop the campus design. The campus will ultimately require that the developer use the city's financial commitment to leverage a variety of state and federal funds, possibly including sources such as HUD 202 Supportive Housing for the Elderly program, MHP, and the Low-Income Housing Tax Credit program. Applications for these programs are extremely competitive and include cost efficiency as a crucial scoring criterion.

3. Master Planning Process and Schedule

Collaborative Process

Between December 2020 and September 2021, Mercy Housing Corporation (MHC) and its design consultants (Design Team) investigated the sites' relative planning ordinances and historic, physical, environmental, micro-climatic, geotechnical, spatial and programmatic characteristics and prepared drawings and reports which illustrated their findings. The Design Team met with MOHCD, DPH and Laguna Honda Hospital leadership to review the aforementioned site design approaches for the development of the proposed program. The studies focused on two primary locations:

- Site A: surface parking lot on the Northwest edge of the campus (see Figure 1 & 2)
- Site B: undeveloped, gravel-covered service yard immediately west of the Link Building where the hospital had previously planned for (but abandoned) the development of a new third tower for the hospital (see Figure 1 & 2).

The Design Team discussed and reviewed San Francisco Zoning considerations with the San Francisco Planning Department over the course of several weeks. While the surveyor, geotechnical and environmental engineers and biologist investigated site conditions, prior reports and subterranean conditions, the architect studied several design approaches informed by information shared by consultants as it was gathered. The contractor team also analyzed costs associated with each approach and sub-approach in real time throughout the design process.

Assisted Living Licensing

In January 2019, the San Francisco Long Term Care Coordinating Council *Assisted Living Workgroup* published a report, "Supporting Affordable Assisted Living in San Francisco" (see https://www.sfhsa.org/about/commissions-committees/long-term-care-coordinating-council-ltccc/assisted-living-facility-alf), which analyzed assisted living needs and options for low-income persons in San Francisco and outlined strategies to improve that availability. It determined that the supply of assisted living, particularly affordable assisted living, has been declining, and looked at options for both Residential Care Facilities for the Elderly (RCFEs) that support seniors age 60 and older and Adult Residential Facilities (ARFs) serve adults between ages 18 and 59. It concluded:

- small facilities are disappearing at a fast rate and are unlikely to return
- cost is a significant barrier
- The City is a key funder of Assisted Living placement through DPH and DAS programs
- There is substantial unmet need for low income Assisted Living placement in San Francisco

MHC engaged an assisted living consultant, Mauro Hernandez of Concepts in Community Living Inc, to prepare a draft report that reviews the market conditions and financial feasibility of affordable assisted living on the Laguna Honda Hospital campus. That report was finalized in October of 2021.

Reaching Project Consensus with LHH and Neighborhood Stakeholders

To date, MHC has met broadly with neighborhood stakeholders to better understand the surrounding community. Further engagement with neighborhood-based groups and organizations is pending approval of Laguna Honda Hospital leadership of the overall parameters of the new development as outlined in this master planning report. Once consensus has been reached with hospital leadership, the report, studies and conceptual drawings will be shared with neighborhood groups in advance of an application for entitlements under SB 35 expedited review allowed for which affordable housing developments are eligible.

Most affordable housing financing programs require a development to have full Planning Department entitlements for threshold eligibility, including the completion of environmental review and/or approval of expedited entitlements under the provisions of SB 35. Preparing Schematic Design Phase Drawings and additional permit documentation is a pre-requisite for submittal of SB 35 Planning review. For this reason, time is of the essence. Without feedback and consensus on the findings of this report, the Schematic Design Phase cannot commence. It is in the best interest of all stakeholders involved to make concerted efforts and timely decisions so that consensus can be reached and the design process and project can proceed.

4. Conceptual Design Investigation

Although much of the 62-acre Laguna Honda Hospital campus is undeveloped, most of this virgin land is difficult to develop due to steep slopes and/or environmentally sensitive characteristics. For that reason, Sites A and B, both historically and currently developed in some measure but not to optimum capacity or potential are strong siting candidates for the project. Both are located on the northwest side of the Laguna Honda Hospital Campus (see Figures 1 and 2) and share several physical characteristics including: sloping

topography, a moist microclimate (with fog often streaming in from the west on warm Bay Area days), a forest ecology, and expansive views (see Figures 3). Site A is located on two parking lots, a large rectangular lot for 142 cars and a small crescent-shaped lot immediately to its south. This site is relatively isolated, surrounded by open space and steep downslopes on 3 sides. By contrast, Site B is located just inside the ring road that rounds the northern edge of the developed campus alongside the hospital's Link Building. This site is vacant and currently used as a temporary service yard.

Each site offers opportunities to connect to existing Laguna Honda outdoor spaces, views and programs. Sidewalks and trails nearby weave through the campus, as well as to Laguna Honda Blvd. and the Forest Hill Station via an accessible path. The landscape design, siting and architecture of the Senior Living building(s) will be informed by the opportunities both sites offer by virtue of their promontory-like positions on campus and proximity to adjacent campus programs and amenities (see Figures 4 and 5).

Site A (see Figure 6 and 7)

- **Zoning:** The site is zoned OS (Open Space), but residential use is allowed and SB-35, State Density Bonus and San Francisco Planning Code (PC) Provision 206.9 apply (provided eligibility requirements are met). As an eligible SB 35 project serving households with incomes below 80% AMI, the city must streamline the entitlement process through a ministerial approval and the project would be exempt from CEQA. Notification of Native American Tribes is required. Childcare is permitted at the ground floor as an allowed use per PC 206.9 in the P district. However, if the Assisted Living facility is licensed, its use would be considered "institutional" and in that case OS Zoning would require rezoning with Planning Commission and BOS approval, CEQA Review, 150- foot radius notification of neighbors, a traffic study and PPA.
- Physical, Biological and Topographic Characteristics: The site is nestled in the existing forested part of the Laguna Honda Campus, separated from the hospital and vehicular traffic, with access to existing nature trails. There are existing pedestrian paths from Laguna Honda Blvd, but no sidewalks. This site is on the Cortese List. There are two permitted uses for a gas station and the hospital, so the project needs a clearance letter, which would allow the project to maintain eligibility for SB-35. A Biological study and survey which catalogues the numerous plant species and potential wildlife in the area, including Mission Blue butterflies and Gumplant has been prepared (see Appendix 1). While additional assessment may be required, it is not expected that species will be negatively affected by the proposed development.
- Geotechnical Characteristics and Foundation Design: The site contains mostly undisturbed soil and some measure of cut and fill to create the broad and mostly level parking lot (which dips in elevation at its center). Langan, the project's geotechnical engineer, identified areas of landslide potential using GSA maps and other available data and drilled 3 borings to verify actual soil conditions at the top and toe of adjacent slopes (see Appendix 2). The lab findings confirmed slopes are stable. The south west end includes fill that was placed when the parking lot was built. It is imported, engineered fill which extends to the middle of the parking lot. There are also soldier piles on the north side. They'd need to be enhanced if they were to support the loads of new structures. The depth of fill varies from very shallow to about 30'. The foundation system for buildings on this site would need to extend down through the fill to stable Colma sand below.
- **Conceptual Design Approach** (see Figure 8): This broad and narrow site, with distinct transverse views from east to west, lends itself to non-monolithic massing that maintains view corridors and frames views. Program spaces dedicated to shared or mixed uses are located at grade while most of the apartments are located on upper floors, enabling shared and common spaces to have

direct access to shared outdoor spaces at grade and encourage access to other site amenities including hiking trails and the LHH "farm". Apartments are oriented with stepping bays and corner windows so that each apartment has a view of the surrounding open space. Weather-protected outdoor bridges link apartment clusters alongside pocket courtyards to provide outdoor gathering spaces on upper floors as well as at grade.

The conceptual design for Site A includes roughly 100,000 square feet of interior space in four buildings, connected by a new access road on its west side branching from the current ring road. The first building would house the Assisted Living program along with LHH staff-serving Day Care at the ground floor. A community room/dining room and kitchen, offices, nurses' stations, lounges and back-of-house spaces would serve 80 Assisted Living studios on the upper five floors. A courtyard at the ground floor would be shared and proximate to the adjacent Adult Day Health program and the Day Care's play space. The remaining 3 buildings, connected by open-air (but weather-protected) bridges on upper floors, would house the Independent Senior Living Program. Each bridge has a view of the forest and city, and offers residents access to the outdoors without leaving their floor. Corridors in each building are relatively short, terminating in decks at each end. Elevators are located in the central building and laundries are distributed in each wing. In the first building, at the ground floor, Adult Day Health opens to a courtyard shared with the Senior Living Lobby. The Day Care's Play Space is immediately north of the Adult Day courtyard, offering the opportunity for cross-generational programming. In the second building, alongside the Lobby, a Community room opens to gardens on both sides. The third building has residential units on the ground floor. Gardens can connect to trails traversing the campus. This 3-part building would be 6 stories tall and include 169 apartments including 105 studios and (64) 1-Bedroom units (see Figures 9, 10, 11, 12 and 13 for project phasing and diagrammatic plans, solar analysis and section).

- **Project Phasing:** It is anticipated that the Independent Senior Living Development and the Assisted Living Development will be funded separately. Understanding that funding sources and mechanisms will likely result in different funding schedules, awards and cash flows to each project, it is expected that construction of the two developments will need to occur in phases. It is most likely that that the Independent Senior Housing will be developed first and that the Assisted Living project would follow at some point thereafter. Construction planning and logistics will need to account for this likelihood. Outdoor spaces that straddle both developments or serve both will need to be partially developed with buffer zones to allow for the staging of construction after residents take occupancy onsite. While Phase Two is in pre-construction, there is the possibility that temporary "overflow" surface parking can be accommodated on the undeveloped portion of the site without requiring significant temporary infrastructure.
- Use, Occupant Loads, Access and Parking Demand: Like most, if not all, of Mercy's San Francisco Senior Housing Developments, this proposal includes no Independent Senior Living resident parking. Mercy Housing has found this model successful as many low-income seniors don't own a car, prefer not to drive, rely on shuttles, or, occasionally, use paratransit or public transit to get around. The same would be true for the residents of Assisted Living who are less likely to leave the campus on their own or drive a car.

Independent Senior Living and Assisted Living programs would be staffed by property managers, service providers, nurses, and administrative and facilities staff. Senior Living Staff would total 10-12 individuals. They're expected to largely commute to the site via public transit (from the MUNI Forest Hills Station), as they'll be encouraged and incentivized to use transit through the distribution of *commuter checks*. It's estimated the Assisted Living Program would include 26 staff, most of whom are also expected to use public transit and commuter checks. The total parking load for the 80 units of Assisted Living, is expected to be roughly 20 spaces,

including parking for some of the staff and visitors arriving by car. This is based on the 0.23 spaces per unit, ratio allocated in various assisted living facilities across the country.

Visitors to the Independent Senior Living Program, including IHSS care givers, are estimated at 45-50 visits/day (this is based on similar-sized Mercy Housing senior buildings). It is assumed that visitors would arrive via public transit or car. Mercy's experience is that the majority of visitors arrive during morning hours, after the morning commute rush.

Drop-off areas for residents, visitors and staff for the whole project would be located in a white-zone curb along the full length of the access road on the west side of the site. Drop-off for Assisted Living would be located in the crescent-shaped parking lot.

Adult Day Health Center staff is estimated at 16 employees. It's expected that some measure of staff would be served by public transit and others by cars. They too will be incentivized to use transit. ADHC program participants will come from both the campus and neighborhoods across The City. Four to five vans would bring off-site participants to the campus twice a day, early in the morning and around noon in two shifts. Vans would stop along a white curb on the new west access road.

Day Care staff is estimated at 15. They too would be incentivized to rely on public transit for commuting. Based on information from Day Care facilities of similar size operating within Mercy's properties, 40 parent drop-off's/pickups per day are expected. As the Day Care will largely serve LHH staff, no additional parking load is projected for this program. Queueing, drop off and pickup for the Day Care would occur along the crescent-shaped lot. There will also be designated spaces here where parents can park during drop-off and pickup.

Site A is accessed from the existing ring road that terminates at the hospital's "secondary" loading dock on the north end of the LHH Link Building (no new entrance to campus is required for this development). The current parking lot holds 142 cars with an additional 40 parking spaces in the crescent-shaped lot to the south. If this site were developed, most of this parking would be lost while 21 parking spaces would remain in the reconfigured crescent-shaped parking lot.

New surface replacement parking would be located on Site B, which is currently undeveloped (see Figure 14). The total number of parking stalls in the new parking lot would be 207 and would include the parking spaces needed for the new proposed uses, in addition to parking for guests and staff, located in the crescent parking lot (total of 21), altogether totaling 228 available parking spaces. Transportation support via shuttles and vans would be accommodated along a drop-off curb on the east side of the fire/access road (the road could be "softened" in strategic areas by the use of turf block). Splitting off the road near the end, is a hammerhead for fire trucks and emergency vehicles. At the end of the access road, a turn-around (for cars) allows drivers to head back out to the main road after drop offs and pickups.

In general, all parking for the housing development would be unbundled/unmarked in order to maximize its use, as not all visitors will be arriving at peak hours or stay all day.

Site B (see Figure 15 and 16)

- Zoning: This building site occupies the current "service yard" adjacent to the LHH Link Building. It is zoned 80-D for Height and Bulk. When coupled with the State Density Bonus, it is likely that the proposed project could achieve the required density and receive the necessary exceptions from typical development standards. The project would be SB 35 eligible, provided all eligibility criteria are met. As an eligible SB 35 project serving households with incomes below 80% AMI, the city must streamline the entitlement process through a ministerial approval and the project would be exempt from CEQA. Notification of Native American Tribes is required. Childcare can be permitted at the ground floor as a permitted use in the P Zoning district. Unlike Site A, if Assisted Living is licensed on this site no Zoning modification is required.
- Physical, Environmental, Biological and Topographic Characteristics: Similar to Site A, this site is proximate to existing forested areas of the Laguna Honda Hospital Campus, albeit on two sides where it is sandwiched by the Link Building on one side and the main hospital entrance downslope on the other. As it is near other hospital uses and amenities, Site B has better access to LHH outdoor facilities than Site A. There are some noise implications associated with the adjacent hospital loading dock, but truck deliveries and pickups are intermittent and sporadic rather than continuous throughout the day. There are existing pedestrian paths leading to this site from Laguna Honda Boulevard as well as existing sidewalks on all sides. Existing pedestrian access into and through the hospital could be extended and utilized as part of this development through the Link Building.

This site is on the Cortese List. There are two permitted uses for a gas station and the hospital, so the project needs a clearance letter, which would allow the project to maintain eligibility for SB-35. A Biological study and survey which catalogues the numerous plant species and potential wildlife in the area, including Mission Blue butterflies and Gumplant has been prepared (see Appendix 1). While additional assessment may be required, it is not expected that species including bats and predatory birds will be negatively affected by the proposed development.

- Geotechnical Characteristics and Foundation Design: Borings drilled and analyzed by Langan Engineering indicated 5.5 to 7.5 feet of fill in the areas where a full and partial basement existed in the now-demolished Clarendon Hall. Foundations would need to reach down to Colma sand in this area if fill was not removed. There is a retaining wall and engineered backfill along the south/west edge of the site to make up grades between the leveled site and the adjacent ring road. New building loads should not surcharge existing retaining walls by setting back from this wall or having its footings extend below the heel of the retaining wall. On the south side, loose, non-engineered fill runs as deep as 15'. This fill was placed to create the original level pad for Clarendon Hall. Foundations in this area would need to extend deeper, down 15' to reach stable Colma sand, unless the area is re-graded and loose fill is replaced with engineered fill.
- **Conceptual Design Approach** (see Figure 17): Site B, shaped by the curving ring road that defines its edge on three sides, lends itself to a circular or radial building design on its north, west and south edges. This approach offers dramatic views of The City and forest while a bar-like Assisted Living Wing responds sensitively to and bridges between the Independent Senior Living and the hospital's Link Building. Again, as on Site A, ground floor uses are reserved for community and shared programming and activities affording these indoor spaces direct access to outdoor patios and gardens. Broad open-air portals to the forest to the northeast and to a switchback ramp and monumental stair to the south create strong spatial and experiential links between the new

development and surrounding outdoor and hospital amenities as well as link the development to the accessible path down to Laguna Honda Boulevard.

The proposed conceptual design for an intergenerational development on Site B includes two buildings with 95 Assisted Living studios in one building and 173 Independent Living apartments in a freestanding 6-story structure, consisting of 117 Studios and (56) 1-Bedroom units and roughly 100,000 square feet of conditioned space.

Assisted Living (AL) is located alongside the existing hospital Link Building, and would include Day Care on the ground floor, while Independent Senior Living is configured in a C-shaped structure along the ring road, with Adult Day Health at grade. A single, central Courtyard serves both the Assisted Living and Independent Senior Housing. See Figures 18-24.

Day care is proposed at the ground floor of the Assisted Living wing, with a protected Play Space on the west side, within the portal that leads to the north. The Assisted Living (AL) Lobby aligns with the existing Hospital Link building, so that AL residents have easy access to its services and amenities. Assisted Living's primary entry would be on both the lower level, at the north end of the existing Hospital Esplanade loop and drop-off and parking as well as up above at the upper courtyard. At the lower level there would be a double height lobby and elevator leading up to the courtyard level. A grand stair and ramp would provide universal access on the south side to and from the courtyard for pedestrians.

Senior Housing is on the Southwest side and forms a "crescent" shaped by the ring road around it. Adult Day Health is located along the north edge. All programmatic elements are organized around the shared courtyard and/or opening towards forest and city views. The Adult Day Health facility would have a separate entrance. Building services such as MEP rooms, Trash etc. are located on the north side, along the service road. Assuming that the parking lot on Site A remains, the entrance to the Senior Housing is located facing Site A. On the ground floor, residents would find service offices, a lounge and community room. The community room in the Senior Housing, Adult Day Health, Assisted Living and Day Care all front the shared courtyard.

Units on upper floors are arrayed in a radial plan and are stacked for greatest efficiency. Lounge spaces at the ends of corridors and one in the center of the building, near elevators, encourage gathering, a "neighborhood feel" and afford views to the forest, city and courtyard. The South side of the building is reduced in height to bring more direct sunlight into the courtyard (see solar analysis in Figure 24) and to make the building feel less massive from below at the hospital's main entrance. Apartment modules on upper floors would be removed from the array to offer additional shared indoor and outdoor program and gathering spaces, perhaps for urban agriculture, on every floor.

• **Project Phasing:** It is anticipated that the Independent Senior Living Development and the Assisted Living Development will be funded separately. Understanding that funding sources and mechanisms will likely result in different funding schedules, awards and cash flows to each project, it is expected that construction of the two developments will need to occur in phases. It is most likely that that the Independent Senior Housing will be developed first and that the Assisted Living project would follow at some point thereafter. Construction planning and logistics will need to account for this likelihood. Outdoor spaces that straddle both developments or serve both will need to be partially developed with buffer zones to allow for the staging of construction after residents take occupancy onsite. While Phase Two is in pre-construction, there is the possibility that temporary "overflow" surface parking can be accommodated on the undeveloped portion of the site without requiring significant temporary infrastructure.

• Use, Occupant Loads, Access and Parking Demand: As with Site A, this proposal includes no Independent Senior Living resident parking. Independent Senior Living and Assisted Living programs would be staffed similarly by property managers, service providers, nurses, and administrative and facilities staff, albeit with a somewhat larger staff to support the larger number of residents on this site. Staff are expected to largely commute to the site via public transit (from the MUNI Forest Hills Station), as they'll be encouraged and incentivized to use transit through the distribution of *commuter checks*. The number visitors to the Independent Senior Living Program, including IHSS care givers are also expected to be proportionate to Site A.

Drop-off areas for residents, visitors and staff for the whole project would be located in a white-zone curb along the north edge of the site along the ring road.

Like in. Site A, Adult Day Health Center staff is estimated at 16 employees. Four to five vans would bring off-site participants to the campus twice a day, early in the morning and around noon in two shifts. Vans would stop along a white curb on the new west access road. Day Care staff is estimated at 15 also as on Site A. Forty parent drop-off's/pickups per day are expected. As the Day Care will largely serve LHH staff, no additional parking load is projected for this program. Queueing, drop off and pickup for the Day Care would occur along the ring road. There will also be designated spaces in the crescent-shaped lot where parents can park during drop-off and pickup.

The site is accessed by the existing ring road that terminates at the hospital's "secondary" loading dock on the north end of the LHH Link Building (no new entrance to campus is feasible for this location). Approximately 42 parking spaces for the new development are accommodated in two locations: in a reconfigured crescent parking lot and new parallel parking spaces along ring road. Restriping the parking stalls in the crescent parking lot and an angled configuration accessed directly from the ring road would add 16 spaces to this lot. Shuttle/van drop-off would be located on the north side of the site facing Site A, along a white curb lining the ring road, adding approximately 26 new spots for parking and loading. This configuration would not add traffic to the already congested hospital loop. While the Assisted Living building is envisioned as having two entrances (one at the level of the main hospital entrance and one at the upper courtyard), most vehicular trips will avoid and bypass the main hospital entrance and use the ring road for drop-off and pickup. The Assisted Living's lower entry would serve those coming and going via shuttles or bus service (already serving or planned to serve) the hospital.

In addition, underground parking could take advantage of up to 8 feet of fill on the site and its natural slope. An underground garage could be located beneath the C-shaped building above and accommodate 57 parking stalls. However, due to TCAC cost containment scoring criteria, it is not feasible to have the housing development absorb the garage cost. Other funding would have to be sourced. Per the Cahill/Guzman estimate included in this report, an underground parking garage at site B would be cost prohibitive at approximately \$7,050,000.



4. CONCEPTUAL DESIGN APPROACHES

FIGURE 1 : SITE A & SITE B LOCATION MAP

D R A F T

FIGURE 2 : SITE A & SITE B AERIAL VIEW

DRAFT

FIGURE 3 : TOPOGRAPHY • MICROCLIMATE • VIEWS

HOUSING

DRAFT

FIGURE 4 : OPPORTUNITIES FOR CONNECTIONS

DRAFT

FIGURE 5 : CAMPUS AMENITIES & HIKING TRAILS

D R A F T

FIGURE 6 : SITE A EXISTING PARKING LOT

D R A F T

FIGURE 7 : AERIAL VIEW OF SITE A

D R A F T

SPERARATE BUILDING INTO APARTMENT CLUSTERS TO CREATE POCKET COURTYARDS & PROMOTE INDOOR-OUTDOOR & SOCIAL CONNECTIONS

har a shirt with a shart

FIGURE 8 : SITE A GUIDING DESIGN PRINCIPLES

D R A F T

FIGURE 9 : PHASE 1 SITE A GROUND FLOOR PLAN DIAGRAM

FIGURE 11 : PHASE 2 SITE A GROUND FLOOR PLAN DIAGRAM

D R A F T

SENIOR HOUSING

FIGURE 12 : SITE A PHASE 2 UPPER FLOOR PLAN DIAGRAM

D R A F T

ASSISTED LIVING

LAGUNA HONDA SENIOR LIVING MASTER PLAN

80'

FALL

WINTER

SOLAR ANALYSIS

SPRING

FIGURE 13 : SITE A SECTION DIAGRAM

D R A F T

FIGURE 14 ; SITE B PARKING IMPROVEMENT FOR SITE A DEVELOPMENT

FIGURE 15 : SITE B SERVICE YARD

FIGURE 16 : AERIAL VIEW OF SITE B

D R A F T

FIGURE 17 : SITE B GUIDING DESIGN PRINCIPLES

D R A F T

FIGURE 18 : PHASE 1 SITE B GROUND FLOOR PLAN DIAGRAM

FIGURE 20 : PHASE 1 SITE B TOP FLOOR PLAN DIAGRAM

D R A F T

FIGURE 21 : PHASE 2 SITE B GROUND FLOOR PLAN DIAGRAM

D R A F T

DRAFT

FIGURE 23 : PHASE 2 SITE B TOP FLOOR PLAN DIAGRAM

D R A F T

LAGUNA HONDA SENIOR LIVING MASTER PLAN

D R A F T

FIGURE 24 : SITE B SECTION DIAGRAM

SOLAR ANALYSIS

SPRING

SUMMER

FALL

WINTER

6. SUGGESTED CAMPUS TRANSPORTATION SOLUTIONS

6. Suggested Campus Transportation Solutions

The Laguna Honda campus is served by robust public transportation. The Forest Hills MUNI station is located at the base of the campus and is served by three rail lines: K, L, and M lines. Additionally, buses 36, 43, 44, and 52 also stop at Forest Hills. Although the Forest Hills station is adjacent to the campus, the walk to the hospital and the proposed intergenerational campus entails a significant 100' elevation climb. Historically, the #89 bus connected the Forest Hills station to stops on the hospital campus. More recently, a shuttle system existed to connect the station to the hospital but has been suspended during the COVID pandemic.

The attached proposals for each site include a net increase in parking spaces on the campus. Conceptual drawings for Site A add 42 spaces and conceptual drawings for Site B add 42 spaces. Although the actual demand of parking created by the intergenerational campus may be reduced by other transportation measures on the campus, such as by an expanded shuttle program to the Forest Hills' MUNI station, the additional parking spaces will more than address the needs of the intergenerational campus.

It is understood that the Department of Public Health may redevelop the old Laguna Honda Hospital buildings and that new uses could create additional transportation demands on the campus. Although the financing of the intergenerational campus will not be able to fund new transportation infrastructure or parking for these new uses, a brief description of options that the hospital and DPH may want to consider for meeting these demands are described below. See Figure 25.

Option 0: Rely on public transit or shuttle-based solutions

DPH has selected a transit demand consultant that will study initiatives that can reduce the parking demand on the campus. Options include a more robust shuttle system, charging for parking, or extending an existing MUNI line to add a stop on the campus in addition to the one at Forest Hill Station. This option would involve little capital costs and would not require dedicating valuable real estate to parking. But it may require on-going operating funds to support the shuttle or expanded bus service.

Option 1: Modify parking in front of Main Hospital Entrance to gain about 50 parking spots (See Figure 26)

Optimizing the parking at the main hospital entrance by reconfiguring the presently planted area at the center of this space would add about 50 parking stalls. The parking configuration must consider the existing below-grade cistern located on the edge of lawn in front of the main entrance, but it doesn't seem to preclude parking on top of it, as long as service access is maintained. **Cost: \$855,000.**

Option 2: Stackers/Valet on existing surface lot in South/East corner (See Figure 27)

Stackers on this existing surface lot could add about 140 parking spaces to the existing 180 in multi-level stacks. A stacker lift requires a bit more space than a typical parking stall as a result of the equipment needed and one spot must always remain open for interval manipulation. Car stacker options range from 2 to 7 levels of car stacks. An additional 140 parking spaces assumes 2 levels. There is also an option for using valet parking services here. Valet services might add roughly 50 spots to this lot. For both of these options, a valet or assistant is needed to either park the car (valet option) or assist drivers in parking on the stacker lift and close the safety gate behind them.

Cost: Stackers: \$3,377,000. Per Cahill/Guzman the ROM for stackers is in the range of \$28,000 to \$32,000 per space. Ongoing maintenance for stackers is in the range of \$30 per space/per month.

Cost: Valet Services: TBD

Option 3: New 2-story garage structure on existing surface lot in South/East corner (See Figure 27)

Another option is to develop a new 2-story garage occupying the existing 180 space surface parking lot on the south/east side of the campus. This approach could provide an additional 110 parking stalls (120 at each garage level and an additional 50 on the surface). While the garage is being built, replacement parking could be located at the Youth Guidance Center's surplus land or on site B (or construction could be phased). Due to TCAC cost containment scoring criteria, it is not feasible to have the housing development absorb the garage cost. A different source of funding would have to be identified. **Cost: \$9,712,000**

Option 4: New Subterranean Garage under Independent Senior Housing (See Figure 28)

The most expensive and least desirable parking solution would be to excavate below the new independent senior housing and create a subterranean parking garage below (or semi-below) grade. The geometry of the building above lends itself to a relatively straight forward double-loaded parking arrangement albeit with some wedges of space at structural columns. 57 parking spaces would be provided in this option.

Cost: \$7,050,438

Option 5: Youth Guidance Center Campus (See Figure 29)

Immediately Southeast of the historic Laguna Honda Hospital and on publicly-owned land is the Youth Guidance Center. The main center, its land and buildings fully owned by the City and County of San Francisco, is in the process of closing but will not be fully closed for about five years. A section of the center's campus along the Woodside Avenue frontage consisting of a grouping of vacant cottages is in trust as part of a transaction between the City and State. The City and State are currently in conversation to potentially transfer this property fully to the City in exchange for another property elsewhere in the San Francisco.

The section of the campus with the cottages would be an attractive alternate development site to sites A and B for the intergenerational campus. The development of this site would neither displace existing parking at Site A nor preclude the hospital from developing new parking on Site B. Additionally, this location has good access to MUNI (Buses: 36,44 & 52) without the steep incline from the Forest Hills station, and may have more efficient utility access without tapping into Laguna Honda Hospital's OSHPD infrastructure. Lastly, this site is immediately adjacent to 255 Woodside, an affordable senior housing property owned by Bridge Housing Corporation and Mission Economic Development Agency.

Alternatively, this section of the Youth Guidance Center Campus could also provide the hospital with an alternative source of surface parking. Because the transfer of the property from the City/State trust to San Francisco solely may be a prolonged process, it is doubtful that this option would be immediately available at the first phase of development of the intergenerational campus. However, because the development of the intergenerational campus will be phased, it is conceivable that the phase II section of the development of either Site A or Site B could provide some temporary parking spaces until the juvenile center cottage parcel becomes available for longer-term parking for the hospital.

Cost: TBD

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OPTION 1 ADD 50 SPACES TO EXISTING

FIGURE 26 : MAIN HOSPITAL ENTRANCE

D R A F T

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OPTION 3 2-STORY GARAGE ADD 110 SPACES TO EXISTING 180 SPACES

FIGURE 27 : EXISTING SURFACE LOT AT SOUTHEAST CORNER

D R A F T

OPTION 4 UNDERGROUND PARKING AT NEW INDEPENDENT LIVING BUILDING AT SITE B

FIGURE 28 : SITE B UNDERGROUND PARKING

D R A F T

OPTION 5 YOUTH GUIDANCE CENTER OPPORTUNITY TBD

FIGURE 29 : YOUTH GUIDANCE CENTER CAMPUS

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7. COST ESTIMATES

7. Construction Cost Estimates

The following cost estimating tables establish the estimated construction cost for Site A and Site along with several transportation solution options. The cost estimates for Site A and Site B are separated into project phases with a "grand total" near the bottom of each. All of the estimates include cost escalation assuming a construction start date of Q1 2023. The estimates include escalation at 5% per year with the Senior Housing (on either site) construction start in 2023 (10%) and the Assisted Living construction start in 2024 (15%). See Figures 30-32.

Of the two Senior Living design approaches for Site A and Site B, Site B appears to be the more cost-effective and cost-efficient of the two for the following reasons:

1. Demo, Earthwork and Structure

- a. Demo: Site A involves clearing of an existing surface parking lot while Site B may only include removal of a basement structure.
- b. Earthwork: Site A has more sloping grades and will require more grading work in order to level the site, including shoring to retain the edges of the site along the hillside. Site B, while partially elevated, is mostly a flat site.
- c. Structure: Site A's Independent Senior Housing is clustered into 3 separate buildings while on Site B the Senior Housing is contained within a single building. Site A's Building Structure (deep foundations, concrete, wood, metal) is about 15% more expensive on a \$ per gross square feet (GSF) basis as compared to Site B.

2. Exterior Building Envelope

While the cost (\$/Building Envelope SF) is the same for Site A & Site B, there is more building envelope (3 Independent Senior Living buildings) on Site A vs. Site B (1 Independent Senior Living building). There is a 5% (for Assisted Living (AL)) greater building envelope on Site A vs. Site B and a 9% greater envelope on Site A vs. Site B for Independent Senior Housing (SH). As well, the overall exterior building envelope budget for Site A is higher than Site B, despite Site B having a higher GSF and unit count.

3. Interior Finishes, Mechanical, Electrical, Plumbing & Sprinkler Systems

The same pricing structure is figured for Site A and Site B for the SH and AL buildings, so no major difference exists here in terms of \$/GSF or \$/Unit.

4. Sitework, Utilities & Landscaping

- a. Site B is about 13% larger than Site A.
- b. Site A is about 8% more expensive on a \$ per Site SF basis.
- c. Each site has unique features that adds cost:
 - Site A: fire access road
 - Site B: site staircase and ramps (South Side of Site B)

Line Item	Line Item Description		Site	Α	Site B Parking	Crescent Shaped Parking
			ASSISTED LIVING	SENIOR HOUSING	+210 Parking Spaces	+20 Parking Spaces
01	Demolition, Earthwork & Strue	cture	\$5,822,914	\$17,222,706	\$637,895	\$31,843
02	Exterior	Skin	\$4,792,456	\$10,700,965	\$0	\$0
03	Interiors & Equip	ment	\$6,885,400	\$14,674,753	\$0	\$0
04	Mechanical, Electrical, Plumbing & Sprinkler Sys	tems	\$8,471,287	\$20,019,288	\$0	\$0
05	Sitework, Utilities & Landsca	aping	\$1,329,667	\$1,501,196	\$1,127,876	\$106,987
06	General Requirements, Logistics & Pha	asing	\$2,368,827	\$2,654,893	\$69,365	\$0
SUBTOTAL			\$29,670,550	\$66,773,800	\$1,835,136	\$138,829
General Conditions			\$2,279,164	\$2,367,899		\$4,798
Escalatio	on for Jan 2023 10.0	00%		\$6,914,170	\$183,514	\$14,363
Escalatio	on for Oct 2024 15.	00%	\$4,792,457			
Contractor's Contingency 2.00%		00%	\$638,994	\$1,521,117	\$40,373	\$3,160
Design D	Development Contingency 10.	00%	\$3,738,117	\$7,757,699	\$205,902	\$16,115
Gross Re	ceipt Tax (GRT) 0.1	.7%	\$73,707	\$152,963	\$4,060	\$318
Insuranc	e & Safety Program 1.3	5%	\$585,317	\$1,214,707	\$32,240	\$2,523
CCIP Policy Costs			\$0	\$0	\$0	\$0
General Contractor's Fee 3.00%		00%	\$1,253,349	\$2,601,071	\$69,037	\$5,403
General Contractor Bond 0.75%		5%	\$325,176	\$674,837	\$17,911	\$1,402
Preconst	truction Fee		\$0	\$0	\$0	\$0
GRAND TOTAL			\$43,356,832	\$89,978,262	\$2,388,173	\$186,911
	\$/0	GSF	\$757	\$645	\$/Parking Space=	\$/Parking Space=
	\$/U	INIT	\$541,960	\$532,416	\$11,372	\$9,346
		\$133,335,094				
Enclosed Building Area		SF	57,270 139,451			
	TL	GSF	196,	721		
Quantity of Residential Units Units TL UNI		nits	80	169		
		NITS	249		1	
Unit Density GSF/Unit		716	825	I		

START DATE: Q1 2023

FIGURE 30 : SITE A CONCEPTUAL COST ESTIMATE

LAGUNA HONDA SENIOR LIVING MASTER PLAN

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Line Item	Line Item Description	S	Site B		Ring Rd. Parking
		ASSISTED LIVING	SENIOR HOUSING	+20 Parking Spaces	+20 Parking Spaces
01	Demolition, Earthwork & Struct	ure \$6,797,481	\$13,260,381	\$31,843	\$67,511
02	Exterior S	kin \$6,119,662	\$8,596,624	\$0	\$0
03	Interiors & Equipm	ent \$8,893,825	\$13,809,334	\$0	\$0
04	Mechanical, Electrical, Plumbing & Sprinkler Syste	ms \$10,107,480	\$20,512,000	\$0	\$0
05	Sitework, Utilities & Landscap	ing \$1,460,057	\$1,543,124	\$106,987	\$104,347
06	General Requirements, Logistics & Pha	ing \$2,447,544	\$2,515,382	\$0	\$0
SUBTOTAL		\$35,826,049	\$60,236,844	\$138,829	\$171,858
General	Conditions	\$2,279,164	\$2,259,528	\$4,798	\$5,940
Escalatio	on for Jan 2023 10.00	%	\$6,249,637	\$14,363	\$17,780
Escalatio	on for Oct 2024 15.00	% \$5,715,782			
Contract	or's Contingency 2.00	% \$762,104	\$1,374,920	\$3,160	\$3,912
Design D	Development Contingency 10.00	% \$4,458,310	\$7,012,093	\$16,115	\$19,949
Gross Re	eceipt Tax (GRT) 0.17	% \$87,907	\$138,262	\$318	\$393
Insuranc	e & Safety Program 1.35	% \$698,086	\$1,097,959	\$2,523	\$3,124
CCIP Poli	icy Costs	\$0	\$0	\$0	\$0
General	Contractor's Fee 3.00	% \$1,494,822	\$2,351,077	\$5,403	\$6,689
General	Contractor Bond 0.75	% \$387,825	\$609,977	\$1,402	\$1,735
Preconst	truction Fee	\$0	\$0	\$0	\$0
GRAND TOTAL		\$51,710,050	\$81,330,297	\$186,911	\$231,379
	\$/G	F \$664	\$637	\$/Parking Space=	\$/Parking Space=
	\$/UN	IT \$544,316	\$467,416	\$9,346	\$11,569
		\$133,	\$133,040,347		
Enclosed Building Area		77,913	77,913 127,737		
	TL G	SF20	5,650		
Quantity o	of Residential Units Unit	s 95	174		
TL UNITS			269		
Unit Density GSF/Unit		nit 820	734		

START DATE: Q1 20

FIGURE 31 : SHE B CONCEPTUAL COST ESTIMATE

LAGUNA HONDA SENIOR LIVING MASTER PLAN

D R A F T

START DATE: Q1 2023

Line Item	Line Item Description	Modified Front Hospital Entrance Parking	South/East Parking Lot - Vehicle Stackers	South/East Parking Lot - Parking Structure	Underground Parking Below Site B Senior Housing	Comments
		+50 Parking Spaces	+120 Parking Spaces	+110 Parking Spaces	+60 Parking Spaces	
01	Site Demolition	\$33,234	\$70,000	\$70,000	\$0	
02	Earthwork	\$188,054	\$30,000	\$200,000	\$814,294	
	Shoring			2	\$716,564	
	Ground Improvement				(\$432,732)	Opt 4: Adjustment to Site B base estimate
03	Parking Structure		\$0	\$6,090,000	\$3,086,547	Opt 3: 2 Level structure, no roof
04	Footings for Stackers		\$725,000	\$0	\$0	
05	Metal Stairs		\$0	\$37,000	\$152,133	
06	Misc. Metals Allowance		\$0	\$50,000	\$18,065	
07	Finishes Allowance		\$0	\$150,000	\$108,625	
08	Parking Stackers		\$1,200,000	\$0	\$0	Option 2: Klaus, basic 1 level lift. No stackers in Option 3
09	Elevators		\$0	\$150,000	\$90,675	Opt 3: 1 Elevator
10	Fire Protection		\$0	\$280,000	\$168,611	
11	Plumbing		\$0	\$150,000	\$100,750	
	HVAC				\$100,750	
12	Electrical		\$200,000	\$400,000	\$201,500	
13	Asphalt/Striping	\$172,895	\$350,000	\$75,000	\$33,248	
14	Site Concrete	\$35,263	\$50,000	\$150,000	\$0	
15	Landscape	\$40,300	\$25,000	\$25,000	\$0	Assume minor restoration/realignment of existing.
16	Site Utilities	\$151,125	\$35,000	\$35,000	\$0	Opt 1-3: Drainage
17	Joint Trench		\$200,000	\$200,000	\$0	
18	Valet			\$200,000	\$0	Opt 3: Valet costs by owner
19	General Requirements	\$36,711	Included Above	Included Above	\$77,720	
SUBTOTAL		\$657,581	\$2,885,000	\$8,262,000	\$5,236,748	
MARKUPS (GC, fee, Insurance, GRT)		\$198,169	\$492,000	\$1,450,000.00	\$1,813,689.87	
GRAND T	OTAL	\$855,750 \$/Parking Space= \$17,115	\$3,377,000 \$/Parking Space= \$28,142	\$9,712,000 \$/Parking Space= \$88,291	\$7,050,438 \$/Parking Space= \$117,507	

Costs Not Included and Assumed by Owner: Design Fees, Permits, Utility Fees, Testing & Inspections, Builder's Risk Insurance

FIGURE 32 : CONCEPTUAL PARKING COST ESTIMATE

D R A F T

