

1 [Joint Powers Agreement - Establishing a Homeownership Stabilization Authority]

2
3 Resolution authorizing negotiation of a Joint Powers Agreement with the City of
4 Richmond to establish a Homeownership Stabilization Authority to assist homeowners
5 with troubled mortgages.

6
7 WHEREAS, Since the beginning of the housing crisis in 2007, more than four million
8 families lost their homes to foreclosure leading to state and local governments facing crippling
9 budget crises; and

10 WHEREAS, Hundreds of San Francisco homeowners whose loans were sold into
11 private-label securitization trusts ("PLS loans"), which pooled these loans into trusts with many
12 investors, are unable to access many of the foreclosure prevention programs available to
13 other struggling homeowners; and

14 WHEREAS, PLS loans tend to be predatory loans, and an examination of these loans
15 in San Francisco shows that 94 percent of the underwater PLS loans located in the City have
16 some predatory feature in the terms of the original loan, such as adjustable rate mortgages,
17 balloon mortgages, interest-only mortgages and negative amortizations; and

18 WHEREAS, PLS loans tend to be subject to pooling and servicing agreements that
19 would require collective action by a large majority of security holders before the PLS loans
20 may be modified or sold out of trusts; and

21 WHEREAS, Conducting such a collective action across most holders of the PLS loans
22 historically has been difficult; and

1 WHEREAS, Approximately three hundred (300) underwater PLS loans were made on
2 homes located in San Francisco, and these homes are particularly concentrated in San
3 Francisco's historically Black, Latino, and Asian working class communities; and

4 WHEREAS, The foreclosure prevention efforts that have been implemented thus far at
5 the local, state, or federal levels are unable to help these homeowners with underwater PLS
6 loans obtain loan modifications; and

7 WHEREAS, The City has an interest in reducing the number of foreclosures within the
8 City to keep families in their homes and preserve the community and the City's property tax
9 base; and

10 WHEREAS, The City of Richmond, California is developing a program called Richmond
11 CARES ("Community Action to Restore Equity and Stability") to acquire troubled mortgage
12 loans in order to restructure the loans to the benefit of the homeowner, thereby preventing
foreclosures and their attendant problems for communities and municipalities; and

14 WHEREAS, A number of cities across the country are considering similar programs;
15 and

16 WHEREAS, The City of Richmond, California, is seeking other cities to enter into an
17 agreement to establish a Homeownership Stabilization joint powers authority to carry out a
18 mutually-agreed-upon Homeownership Stabilization program; and

19 WHEREAS, The purpose of the Homeownership Stabilization authority and program
20 would be to preserve home ownership and occupancy for homeowners with troubled
21 mortgages (mortgages with negative equity, predatory terms, and/or other factors that put
22 them at risk of foreclosure) who are located within the members' jurisdictions, and to promote
23 the economic vitality and health of the member communities; and

24 WHEREAS, The Board of Supervisors wishes to have the Mayor's Office of Housing,
25 in consultation with the City Attorney's Office, negotiate an acceptable joint powers agreement

1 with Richmond in order for the City to join the Homeownership Stabilization authority, which
2 agreement must be submitted for review and approval by the Board of Supervisors; and

3 WHEREAS, The Planning Department has determined that the actions contemplated in
4 this Resolution comply with the California Environmental Quality Act (California Public
5 Resources Code Sections 21000, et seq.); said determination is on file with the Clerk of the
6 Board of Supervisors in File No. ¹⁴⁰⁷⁰⁹ and is incorporated herein by reference; now, therefore,
7 be it

8 RESOLVED, That the Board of Supervisors of the City and County of San Francisco
9 hereby directs the Director of the Mayor's Office of Housing, in consultation with the City
10 Attorney's Office, to negotiate a joint exercise of powers agreement with the City of Richmond
11 and possibly other public agencies containing the following provisions:

12 (1) The purpose of the joint powers authority shall be to study and implement, if
13 appropriate, the acquisition through voluntary sale or eminent domain as permitted by law, of
14 troubled residential mortgages meeting certain criteria to be established by the authority;

15 (2) The joint powers authority shall not have the power to condemn homes or
16 other real property, but only residential mortgages which are not: (i) owned by Fannie Mae,
17 Freddie Mac, a Federal Home Loan Bank, or any other federal government agency or entity;
18 (ii) guaranteed by the Federal Housing Administration, the Veteran's Administration, or other
19 federal governmental agency or entity; and/or (iii) held in or originated for inclusion in a Fannie
20 Mae, Freddie Mac, Ginnie Mae or other federal securitization trust;

21 (3) The joint powers authority shall not condemn individual mortgages without
22 the consent of the homeowner;

23 (4) The joint power agreement shall not bind or otherwise commit the City to
24 proceed with the Homeownership Stabilization program unless and until the authority
25

1 completes its study, determines that the program is in the best interests of the community,
2 and approves the terms of the program;

3 (5) The debts, liabilities, and obligations of the authority shall not be debts,
4 liabilities, or obligations of the City or any member of the authority;

5 (6) The authority or its private partner(s) shall be required to obtain and carry
6 insurance, and to defend and indemnify the City against all liability arising from the formation
7 of the joint powers authority, the conduct of the joint powers authority, or its implementation of
8 the Homeownership Stabilization program(s); and,

9 (7) The City shall have the right to terminate its membership in the authority at
10 any time by adopting a resolution to that effect and giving the authority 90 days written notice;
11 and

12 FURTHER RESOLVED, That, following negotiation of the proposed joint powers
13 agreement by the Director of the Mayor's Office of Housing and its approval as to form by the
14 City Attorney's Office, the Director of the Mayor's Office of Housing shall present the proposed
15 joint powers agreement to the Board of Supervisors for consideration and the agreement shall
16 not be binding on the City unless and until it is finally approved by the Board; and

17 FURTHER RESOLVED, That if the negotiated joint powers agreement is approved by
18 the Board of Supervisors, the Director of the Mayor's Office of Housing, or his designee, shall
19 be further authorized to execute the agreement and any and all other agreements or other
20 documents and take any other steps necessary to effectuate the City's membership in the
21 authority.

Memorandum

September 24, 2014

To: San Francisco Board of Supervisors
Fr: ACCE Action
Re: Updates on CARES

A Resolution regarding the CARES (Community Action to Restore Equity and Stability) program will be heard in the Budget Committee on October 1st and the full Board shortly thereafter. The Resolution instructs San Francisco staff to work with staff in the City of Richmond to negotiate/develop a proposed Joint Powers Authority agreement for the implementation of the CARES program, and to bring this back to the Board for consideration.

As you know, CARES is a foreclosure prevention program to acquire troubled mortgages – using eminent domain if necessary – in order to modify mortgage terms that make them affordable for the current homeowners and thus keep them in their homes. There are precious few working class African American and Latino homeowners in San Francisco, and we need to do what we can to prevent the few remaining from being pushed out.

African American and Latino communities were particularly targeted for predatory loans, and a higher percentage of those loans ended up sold on the “private secondary market” – many pooled into trusts or Private Label Securities (PLS) that have hundreds of investors and are managed by Trustees. Those unlucky homeowners whose loans were sold into these trusts or pools – again, very often the homeowners who were sold bad, predatory loans to begin with – are now some of the homeowners least likely to get modifications and other types of assistance. The Trustees often say that the terms of the trust management do not allow for modifications, or modifications with principal reduction. And loans owned by these Trusts are excluded from most federal programs. For example, to be eligible for HARP, a refinance program for underwater homeowners, your loan must be owned or guaranteed by Fannie Mae or Freddie Mac.

Currently, there are some 9,541 PLS loans in the City of San Francisco (as of July 2014).

Of these, nearly 8,000 are Owner-Occupied.

Of the Owner-Occupied PLS mortgages:

- 5,333 are Adjustable Rate Mortgages (ARMs)
- 4,957 will have a rate change within the next 18 months
- 3,149 are Interest Only
- 1,274 are Negatively Amortizing
- 437 are Delinquent and not Underwater
- 279 are Underwater with a LTV above 107%

} Potential 1st Pool for CARES – 716

There are no other programs out there which will solve this problem. If we want to prevent another round of devastating foreclosures, we need to move forward with the CARES program.

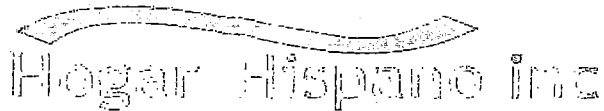
We urge you to support this Resolution.

In addition, we would like to share several exciting updates:

1. We have identified a national non-profit housing development group, established by the National Council of La Raza (NCLR), that is interested in being a partner in the program. They have experience in acquiring troubled mortgages and fixing them, and are looking for opportunities to expand their successful program. Attached to this Memo is a letter from this non-profit agency to Supervisor Avalos, explaining their program and their interest.
2. This non-profit is able to work with certain delinquent loans, even if they are not underwater. This means we can include delinquent, predatory loans in the potential loan pool, not just underwater loans. This expands the potential pool to over 600 and maybe more!

These two developments make the proposed effort that much stronger.

The Resolution being voted on in early October is not the final step, but it is a crucial step to have staff work on the development of this effort. Their final product will come back to the Board for consideration.



September 5, 2014

Supervisor John Avalos,
San Francisco Board of Supervisors
1 Dr. Carlton B. Goodlett Place
City Hall, Room 244
San Francisco, Ca. 94102-4689

RE: Foreclosure Prevention Strategy – Second Opportunity of America

National Council of La Raza (NCLR) formed Hogar Hispano Inc., (HHI) in 2004 to implement Community and Economic Development Activities to support NCLR and NCLR affiliates nationwide. HHI developed, owns and operates NCLR Headquarters building in Washington D.C. HHI has acquired 1,300 single family distressed REO assets in multiple markets served by NCLR and has renovated and sold or leased these homes to qualified buyers. HHI has also acquired 471 distressed loans in markets served by NCLR to implement a unique foreclosure prevention program approved by NCLR.

Hogar Hispano, Inc., understands that you, other members of the Board of Supervisors, the community group ACCE and other non-profits have a great interest in identifying strategies to save more homes from foreclosure. We also understand that you are exploring ways to acquire troubled mortgages – whether directly or with a partner – with the goal of preventing more foreclosures.

We are writing to both share our interest in implementing our program in San Francisco and to explain how our program works. We would be very interested in acquiring delinquent mortgages in San Francisco with the goal of modifying as many of them as possible so that they become affordable and sustainable for the current homeowners. This is the central program and work of Hogar Hispano, Inc. Whether underwater or not, there are many delinquent mortgages that can and should be modified – but haven't been – to the benefit of the current homeowner. Getting troubled loans out of the hands of current investors unwilling or unable to restructure them, and into the hands of an entity committed to quality modifications, makes a great deal of sense. We are pleased to learn that you are looking into ways to accomplish this in San Francisco.

Description of your program

Hogar Hispano Inc., (HHI) is District of Columbia 501(c)(3) not for Profit Corporation formed in 2004. We formed Second Opportunity of America, LLC (SOA) in order to implement a foreclosure prevention program which targets distressed homeowners in hopes to modify their existing loans in order to keep them securely in their home.

The program is uniquely designed to:

- 1) Purchase distressed whole loans from willing sellers at discount prices,
- 2) Provide extensive and ongoing community based housing counseling to the homeowners,
- 3) Reinstate and/or modify with principal reduction when a mortgage is underwater with as many loans as possible,
- 4) When necessary, through housing counselors offer alternative to foreclosure to minimize the negative impact families, and
- 5) And with borrowers, who are not in the position to keep the home, repurpose to be an affordable home purchase to another low and moderate income homebuyer.

To date we have acquired 471 loans, 69% of which have been reinstated and or modified allowing the homeowner to stay in their home. Our modifications have primarily included principal reductions resulting in 4.2 million dollars of principal forgiveness. The remaining assets have been sold prior to foreclosure, transfer via deed in lieu of foreclosure or cash for keys and the balance were foreclosed on via legal process.

The results not only help the vast majority of the home owners remain in their home but have also avoided additional decline in local market values and have help to bolster local real estate tax revenue. Our belief is that this

September 16, 2014

approach helps to preserve the vitality of the neighborhood in which the home is located. Those property's taken via foreclosure were transferred into our REO program which is designed to repurpose distressed assets to owner occupants whose income is at or below 120% of the local AMI. To date we have repurposed one thousand three hundred properties in 7 states including California.

Our current funding capacity is such that we are looking to acquire additional discounted note pools and hope to acquire no less than five thousand notes for our foreclosure prevention program this year. Our program has received some national recognition and has had some positive impacts on some of the larger lending institutions as evidenced by attached summary write up from one of those banks.

Conclusion

We are proud to have developed a model that works to achieve homeownership preservation and affordable housing creation goals. There is currently a large and growing market for delinquent mortgages. Unfortunately, the dominant players are private equity firms, hedge funds and other Wall Street financiers who have a clear bottom-line that is making the greatest profit they can for their investors. Hogar Hispano, Inc., is engaging in this market, but with an entirely different bottom-line, which is to preserve homeownership and increase affordable housing opportunities for qualified owner-occupants.

We would welcome the opportunity to discuss how our program could work with delinquent mortgages in San Francisco to the benefit of the current homeowners and your communities more broadly. I would welcome the opportunity to come visit with you and members of your team to share information and to develop a model to support your efforts.

Respectfully,

Marcos A. Morales
Executive Director
Hogar Hispano, Inc.,
5009 E Washington Street, #210
Phoenix, AZ 85034
602-455-1302
mmorales@hogarhispanoinc.org

City of Richmond
Thomas K. Butt, Council Member



October 2, 2014.

Budget and Finance Committee
San Francisco Board of Supervisors
1 Dr. Carlton B. Goodlett Place
City Hall, Room 244
San Francisco, Ca. 94102-4689

Subject: Eminent Domain and Underwater Mortgages

Budget and Finance Committee Members:

I understand that you are considering joining Richmond in a JPA that could implement the CARES program.

This is a creative and innovative program that uses the unique powers of local government to address a serious problem that local government did not cause but continues to suffer from. I have two years remaining on my current term, and I am one of three candidates for mayor. I have consistently supported CARES, and if elected mayor, I will continue to support it.

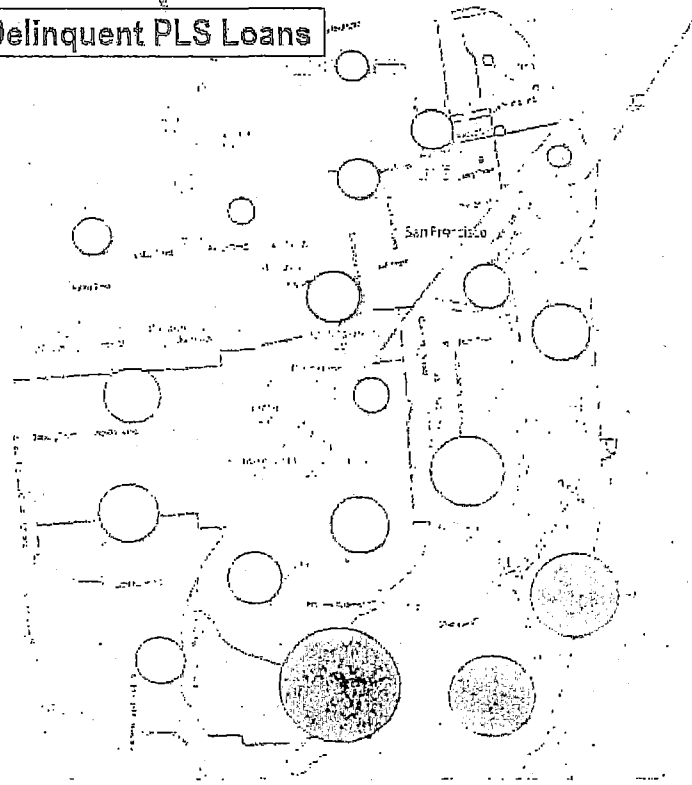
One of our challenges, however, has been finding at least one JPA partner. Many cities have indicated support, but so far none has risen to actually make the plunge. Based on the ones I have talked to, they just don't understand how the risk can be reduced to almost nothing.

Our city attorney has a draft JPA prepared, which could be a starting point, but we would want to work in partnership with San Francisco in developing any agreement. If your board would vote to allow a representative and staff to work with us and our staff, I am confident we could work through and address any and all concerns. No JPA agreement would get finalized until it goes back to both bodies (Richmond City Council and SF Board of Supervisors) for approval.

Sincerely,

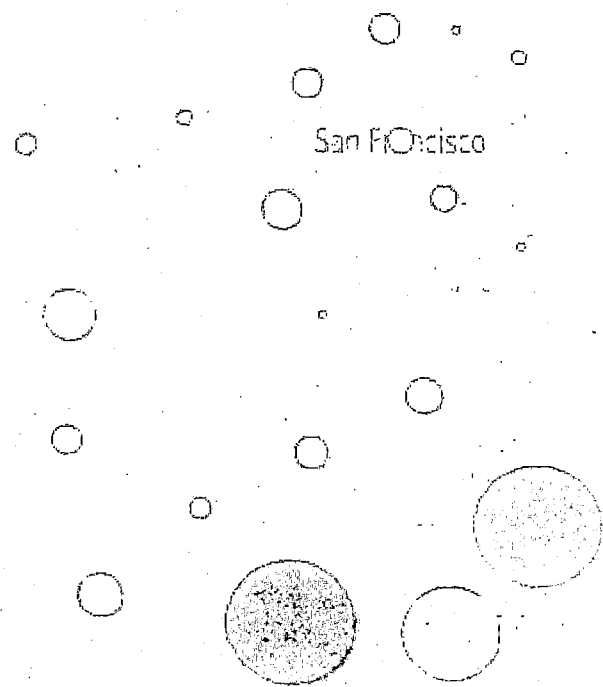
Tom Butt

Delinquent PLS Loans



Zip Code	94102	94103	94105	94107	94108	94109	94110	94111	94112	94114	94115	94116
Delinquent PLS Loans	1	19	6	29	2	16	47	1	128	12	16	32
Zip Code	94117	94118	94121	94122	94123	94124	94127	94131	94132	94133	94134	Total
Delinquent PLS Loans	25	7	14	29	10	68	26	30	22	2	65	437

Underwater PLS Loans



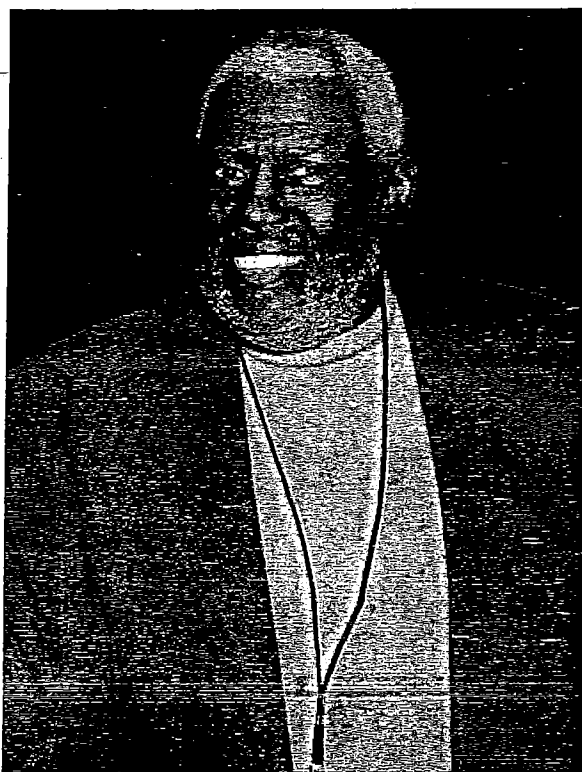
2070

Zip Code	94102	94103	94105	94107	94108	94109	94110	94111	94112	94114	94115	94116
Underwater PLS Loans	4	4	2	1	0	5	7	1	76	1	5	5
Zip Code	94117	94118	94121	94122	94123	94124	94127	94131	94132	94133	94134	Total
Underwater PLS Loans	8	2	3	13	1	75	3	6	10	2	44	279

2009

Report of the San Francisco
Mayor's Task Force on African-
American Out-Migration





This report is dedicated to Eugene Coleman who worked tirelessly to improve the quality of life for African-Americans living in San Francisco. Mr. Coleman served as a valuable member of the Out-Migration Task Force until his death in late 2007.

1937-2007

Report of
The San Francisco Mayor's Task Force on African-American Out-Migration

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Letter From the Mayor

4

Dear San Franciscans,

We as a city stand alone as the densest collection of culture, ethnicities, and races anywhere in the United States. It is part of what makes San Francisco a world class place to live, visit, or do business. While cultural pockets around the city thrive and continue to experience neighborhood evolution, the story of African-Americans in San Francisco reveals a different kind of story. In spite of the realities of economic growth and human capital investment that have marked the past decade in San Francisco, our African-American citizens face very real achievement and earnings gaps, social factors that have led in part to a disturbing trend which we can now quantify: out-migration.

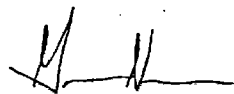
San Francisco boasts an impressive portfolio of cultural contributions from African-Americans across academia, arts, political leadership, and music. From the iconic Fillmore Jazz neighborhood to prominent civic leaders who have shaped San Francisco's storied past, this is an undeniably multi-cultural city. Dockworkers at the Hunter's Point Naval Shipyards and teachers in public schools across the city have left an indelible positive imprint on our city. But data shows we're experiencing African-American out-migration, and its time we reverse this trend.

I, joined by Supervisor Sophie Maxwell, have convened the African-American Out-Migration Task Force not to enshrine and codify the hundreds of disparity reports, but to direct real action toward turning the tide on this three-decade phenomenon that threatens to compromise the diversity of our city. This report serves as a living document to be used by city departments, community based organizations and advisory groups for the purpose of improving the quality of life for African-Americans in San Francisco.

Therefore, I am calling for the creation of special implementation teams to ensure that strategies, milestones, and objectives are achieved to provide opportunity for low-income African-Americans, re-establish an African-American middle class, and attract African-Americans back to the city. These teams shall be formed around issue areas that must be addressed immediately to impact currently unacceptable outcomes for African-Americans in the City.

Long overdue community transformation and improvements are underway to assure that those who have sacrificed greatly in the name of diversity and equality have an opportunity to benefit and thrive. This report represents the City's unwavering commitment to substantive and measurable improvements in areas where poverty seems most intractable. I am confident that we will all continue to work together to foster, advance and claim our rightful destiny as the nation's greatest example of urban excellence. Thank you for your continuing support.

Sincerely,



Gavin Newsom
Mayor

"The contributions of African-Americans to the greatness of San Francisco cannot be overstated"



City officials and concerned citizen leaders have addressed the issue of a declining African-American population in San Francisco in previous reports, but the continuing trends— that became apparent more than 30 years ago— have sparked another call to action. Alarmed by the out-migration of African-Americans, Mayor Gavin Newsom and Supervisor Sophie Maxwell appointed the Task Force on African-American Out-Migration to study the issue and identify viable solutions and key strategies to reverse the trend.

Since mid-2007, task force members collaborated with a San Francisco State University research team and the staffs of two San Francisco agencies (Community Development and Redevelopment) to collect and analyze data. They interviewed African-Americans who left the City and those who remain residents. In addition, they examined data trends and policy strategies in cities that experienced increases in the African-American population during the period in which San Francisco experienced a decline.

The task force and its collaborators addressed their task in two phases. The first phase focused on review and discussion of the data gathered by the SFSU research team on the current profile of the City's African American community — social, educational and economic patterns, as well as age and gender — in order to deepen the task force's understanding of the multiple factors driving the population decline.

In the second phase, after careful deliberation, the Task Force members identified five key areas on which it would focus its attention and make its recommendations for action. They are: Housing, Education, Jobs and Economic Development, Public Safety and Quality of Life and Art and Cultural Life.

This African American Out-Migration Task Force was not convened for the sole purpose of producing a report. Its mandate was to develop action recommendations which would be implemented by City Officials and the community — not just to slow the out-migration of the African-American population, but to reverse that three-decade trend.

“Decades of damaging public policy and legislation have contributed to the departure of thousands of African-American families.”



What follows is baseline information about African American migration patterns to and from San Francisco, task force recommendations, a review of projects and policies already in place and a team implementation plan for moving forward.

Members of the task force include lifelong civil rights activists, key policymakers, city representatives, community organizers in the areas of violence prevention, arts, and social justice, professors, lawyers, and business leaders, all of whom represent the diversity of the African-American experience in San Francisco.

Task Force Members

Aileen Hernandez, Chair
 Reverend Amos Brown, Third Baptist Church, NAACP
 Cedric Brown, Mitchell Kapor Foundation
 Barbara Cohen, African-American Action Network
 Larry Chatmon, San Francisco State Doctorate Candidate
 Regina Davis, San Francisco Housing Development Corporation
 Darolyn Davis, Davis Public Relations
 Greg Gordon, Juvenile Probation, San Francisco
 London Breed, African Art Cultural Complex
 Sharen Hewitt, CLAER Project
 Tinish Hollins, Mayor's Office of Neighborhood Services
 Charles Huff, C. Lawrence Staging
 Fred Jordan, African-American Chamber of Commerce
 Rhonda Magee, Professor of Law, University of San Francisco
 Cheryl Polk, Former Executive Director of the Mimi and Peter Haas Fund
 Warren Pulley, Pulley, Cohen, and Associates
 Doris Ward, Former County Supervisor and Assessor
 Lisa White, Professor of Geology, San Francisco State University
 Larry Saxton, PHD Candidate, San Francisco State University

Advisory Committee

Ernest Bates
 Ambrose Carol
 Greg Gordon
 Montel Jennings
 Millard Larkin
 Alen Loving
 Toye Moses
 Larry Saxton
 Dianne Wesley Smith
 Arnold Townsend

"San Francisco has a unique opportunity to change the trajectory of the African-American migration."



A Call to Action

Out-migration can be described as a movement or resettlement of groups of people from one city to another. Out-migration usually refers to movement patterns that result in a rapidly decreasing population that was once drawn to a particular geographic location.

Key areas that illustrate the conditions of San Francisco's African-American community are population, economic development opportunities, and housing and homeownership. The current social, economic, and political conditions of African-Americans living in San Francisco are dire. For example, the median income of African-Americans in San Francisco, \$35,200, is nearly half that of Whites, \$70,800. The African-American unemployment rate, 10.4 percent, far exceeds that of any other racial or ethnic group in San Francisco. Even as housing and homeownership are key issues for all communities, the mortgage rejection rate for African-Americans is far above any other group, as one in every three applications by African-Americans in San Francisco is rejected.

Along with the economic barriers, African-Americans in San Francisco are arrested at more than twice the rate of all other racial groups combined, and African-American students have the highest dropout rate among first-year high school students, at 6.1 percent.

These conditions require an immediate and effective response if we hope to curb out-migration and thus have prompted the Task Force's call to action. The need to actively engage in transforming these conditions is a key mandate of this Task Force.

"Now is the time for action, the survival of African-Americans in this city requires extreme collaboration and participation."



History

African-Americans have been a part of San Francisco since the Gold Rush. William Leidesdorff, a Caribbean immigrant of African and Danish heritage, was the captain of the first steamship to enter San Francisco harbor and later served as the City's Treasurer, becoming a significant civic leader. The City recognized his contributions to its political, social, and economic development by naming a downtown street after him.



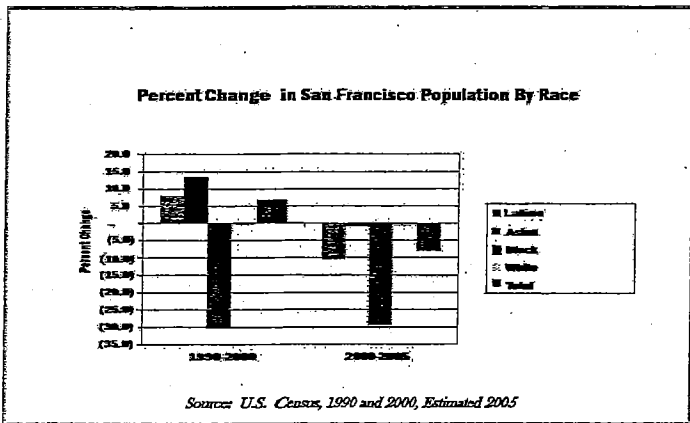
William Leidesdorff

The African-American population experienced significant growth from the Gold Rush through the 1970's. The number of African-American residents was small until the mid-1900s. In 1910 there were only 1,642 African-Americans in San Francisco. By 1930, 3,803 African-Americans lived in the City, according to the U.S. Census. That was only one-half percent of the population. By 1940, the number grew to 4,846.

It was World War II that brought a sharp uptick in the City's African-American population. Because San Francisco and other Bay Area communities became centers for military-related jobs, African-Americans and others flocked here from the poor rural South and Midwest for work. By 1950, the San Francisco African-American population was about 43,000, almost an 800 percent increase from 10 years earlier.

Over the next two decades, the City's African-American population continued to grow, peaking in 1970 at about 88,000 with a thriving economic, cultural and social community life in the Fillmore and Bayview-Hunter's Point. Then, gradually, the decline began.

Population



The most recent estimate in 2005 placed the African-American population in San Francisco at 46,779 persons, or about 6.5 percent of the City's population. In 1990, the African-American population in San Francisco was 78,989 persons, or about 10.9 percent of the population.

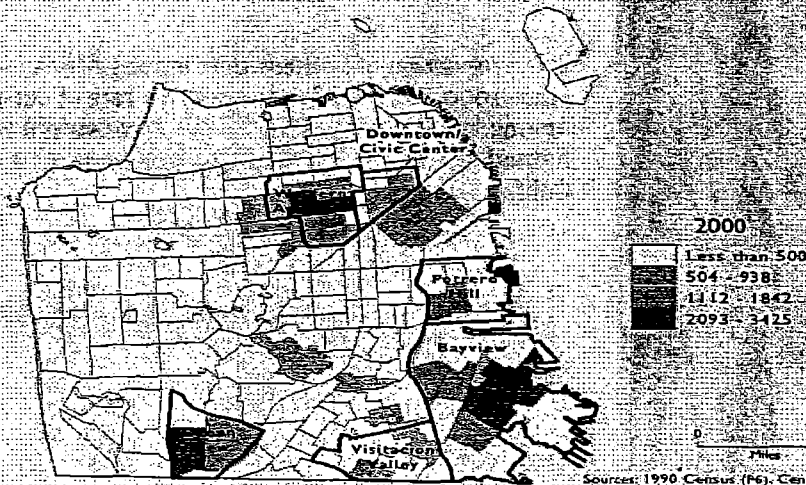
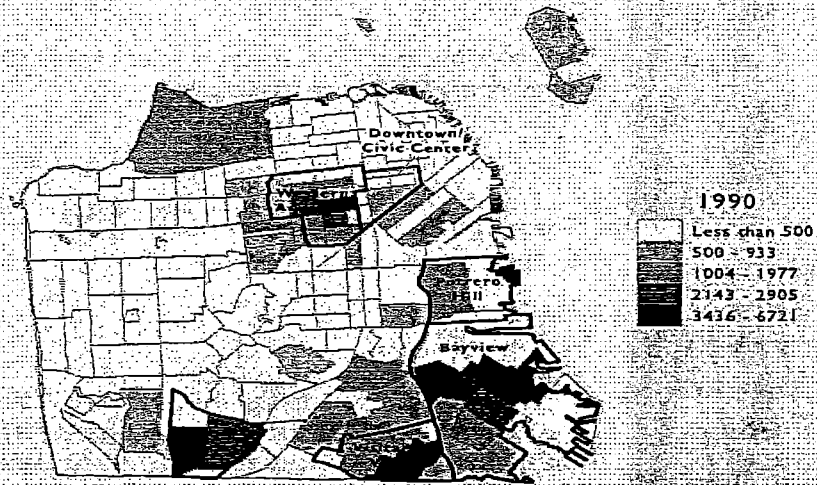
The California Department of Finance projects San Francisco's African-American population will continue to decline to 32,300 persons in 2050, or

"We have been here for generations and helped build this city, we must stay and make life better."



4.6 percent of the total population projected for that year. In 1990, there were nearly 30,500 African-American households (10 percent of all San Francisco households). By 2000, the number of African-American households had declined by 20.3 percent, while the number of non-African-American households had increased by 11 percent. African-American households continued to decline by an additional 10.5 percent to 21,725 in 2005, for an overall decrease of 28.7 percent since 1990. Very-low-income African-American households as a proportion of all African-American households in San Francisco increased from 55 percent in 1990 to 68 percent in 2005. This indicates the dramatic decline of middle to upper middle-income African-American households during that period – 33 percent for middle-income households and 63 percent for upper middle-income households since 2000.

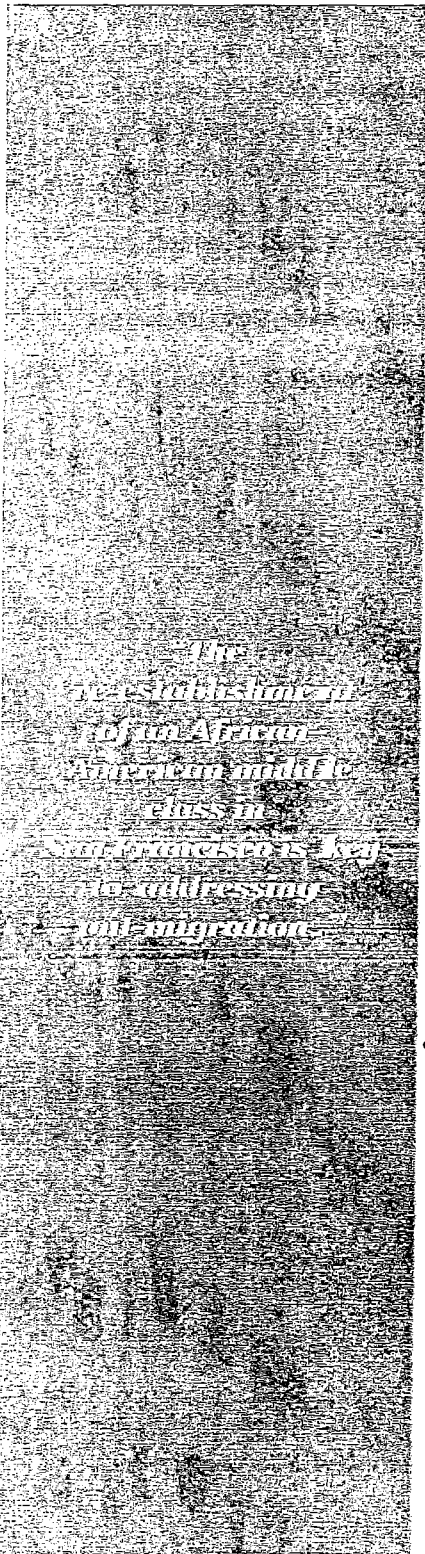
African American Population 1990 - 2000
Count by Census Tract



Sources: 1990 Census (P0), Census 2000 (PT)

"I was born here and raised three kids here, I am not going anywhere, San Francisco is my home."





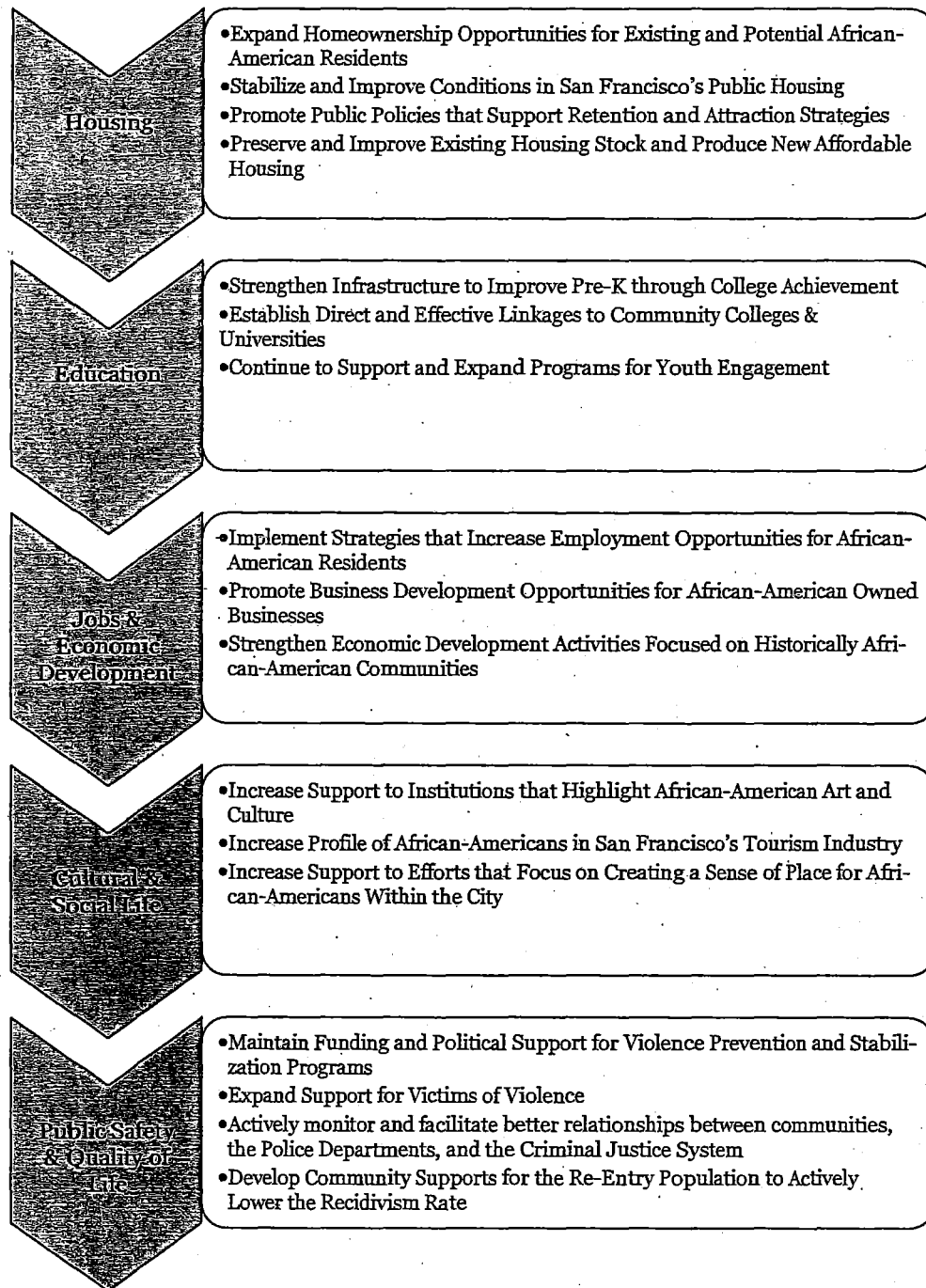
The
re-establishment
of an African-
American middle
class in
San Francisco is key
to addressing
out-migration.

- The number of African-American families in San Francisco has declined at a disproportionately greater rate than non family African-American households.
- With decreasing numbers of middle and upper middle-income households since 1990, the percentage of very low-income households increased from over one-half of African-American households in 1990 to over two-thirds in 2005.
- In 2000, one quarter of African-Americans lived in poverty, more than twice the number of non African-Americans.
- The unemployment rate among African-Americans in the labor force from 1990 to 2005 was consistently over twice that of non African-Americans.
- From 1997 to 2002, African-American owned businesses declined by nearly one quarter and African American business receipts fell by 60.7 percent, although the number of persons employed by African-American businesses increased.
- The proportion of homeowners among African-Americans increased slightly since 1990, perhaps due to a greater rate of out-migration among renters than among homeowners. This would be consistent with other findings that highlighted housing as a primary reason for moving among African-Americans in California.



Recommendations

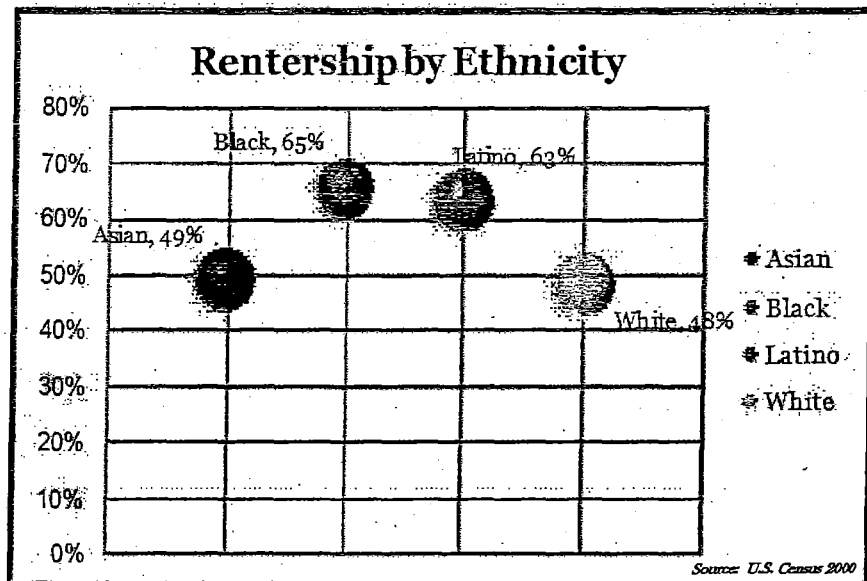
The government of San Francisco and its many partners are limited in what they can do to reduce or eliminate the “pull” factors that have influenced African Americans to leave the City. But policies and practices of City government and other stakeholders can help stem the outflow and even entice more African-Americans to make a home and establish roots in San Francisco, while making them feel like an integral part of the City’s stability and vibrancy.



Section 1 - Housing

Quality, affordable housing is central to deciding which community an individual chooses to call home. In San Francisco, African-American renters and home owners struggle with the quality and cost of their residences. Nearly a quarter of San Francisco African-Americans are living in homes in need of severe or moderate repairs, a rate that is more than double that of Asians (9 percent) and Whites (10 percent). At 4,743, African-Americans comprise nearly half of all San Franciscans who live in public housing. Additionally, one-third of the 9,799 Section 8 household voucher residents in San Francisco are African-Americans. Combined, this data strongly suggests an urgent public policy need to address housing strategies to alleviate these conditions for African-Americans in the City.

There is a need for attraction strategies that increase housing stock and ensure that San Francisco has housing that meets the needs of middle-income African-Americans, the group that has experienced the sharpest declines in recent decades. In terms of retaining African-Americans in the City, there is a need for strategies that preserve and improve the existing housing stock, especially housing for very low-income African-Americans who now comprise the majority of the African-American population in the City.



Housing Recommendations

Expand Homeownership Opportunities for Current and Potential African-American Residents

- *Develop Tax Credit finance strategies to assist current residents achieve homeownership.*
- *Create and promote legislation requiring the following:*
 - √ *Consistency between both the San Francisco Redevelopment Agency (SFRA) and the Mayor's Office of Housing (MOH) programs by eliminating or lowering down-payment requirements.*
 - √ *Underwriting guidelines for San Francisco Redevelopment Agency's Below Market Rate (BMR) program to be consistent with government controlled Fannie Mae & Freddie Mac (100 percent financing on a fully documented loan with a 45 percent debt-to-income ratio), similar to MOH existing program.*
 - √ *A down-payment assistance fund to assist in the purchase of both MOH and SFRA Below Market Rate units.*
 - √ *A San Francisco Rescue Loan Program to assist distressed homeowners impacted by predatory loans.*
- *Work with African American realtors to market housing opportunities, sell property, and expand outreach to the African American community to increase their applications for rental and ownership opportunities.*

Stabilize and Improve Conditions in San Francisco's Public Housing

- *Provide existing public housing residents with Section 8 vouchers that can be used to support future home purchases.*
- *Institutionalize Eviction Prevention strategies for the San Francisco Housing Authority, and continue supporting the Season of Sharing's model.*
- *Fully fund the HOPE SF Fund on an annual basis and appoint an oversight body to ensure effective implementation without displacement.*

Promote Public Policies that Support Retention and Attraction Strategies

- *Improve the "Certificate of Preference" program by: extending the expiration date on existing certificates, extending their benefits to additional generations of family members, and allocating funds for home ownership "down payment" assistance, specifically for families using the Certificate of Preference program.*



- *Create legislation providing below market rate buyers a minimum three percent appreciation per year as a wealth-building strategy (A successful example exists in Santa Ana, CA).*
- *Dedicate additional funding to build and sustain the capacity to provide financial fitness and homeownership education.*
- *Provide financial and political support for an explicitly African-American community-based organization, which will focus on issues of housing and homeownership education in the African-American community.*
- *Allocate additional resources to increase the capacity of existing Individual Development Accounts (IDA) programs tied to homeownership.*

Preserve and Improve Existing Housing Stock and Produce New Affordable Housing

- *Through legislation, assist with capital improvement projects for existing co-op owners at King/Garvey, St. Francis, Unity, and North Ridge.*
- *Provide funding for technical assistance to co-op governing boards.*
- *Produce family-oriented affordable housing.*
- *Increase the number of qualified African-American public school educators through an aggressive recruitment campaign working with the Association of Black School Educators and the California Coalition of Black School Board Members.*

Establish Direct and Effective Linkages to Community Colleges & Universities

- *Work with the Southeast campus of City College on the creation of an aggressive biotech training program.*
- *Strengthen partnerships between the San Francisco Unified School District and San Francisco State University, the University of San Francisco, the University of California at San Francisco, and City College of San Francisco to provide educational opportunities for African-American youth on college campuses (e.g., SF Promise, Gateway to College, Step to College program, Science and Health Education Partnership, Concurrent Enrollment Program, research internships with professors and college students, etc.)*
- *Assist high school dropouts and students at risk of dropping out with enrolling into programs that are available at City College of San Francisco.*

Continue to Support and Expand Programs for Youth Engagement

- *Expand Youth Workforce Development and target neighborhoods with the highest concentrations of crime and violence. The Mayor's Youth Employment and Education*



Housing Recommendations in Action

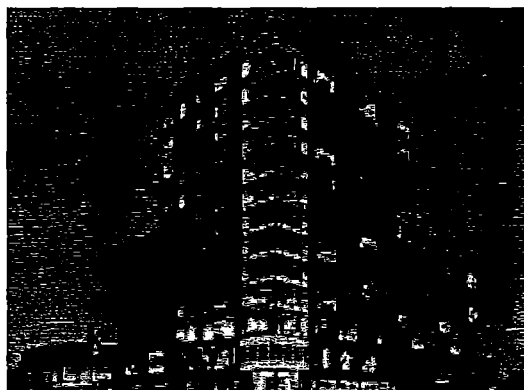
HOPE SF is a national model for comprehensive capital and infrastructure development. This \$95 million effort provides 1:1 replacement that does not displace residents. Establishing housing for all levels of income is imperative to maintaining and attracting African-Americans to San Francisco. It begins with the following public housing developments:



- Hunters View
- Alice Griffith
- West side Courts
- Potrero Hill
- Sunnydale

These new mixed-income developments will collectively produce more than 500 new affordable housing units.

The Fillmore Jazz Heritage Project is the largest African-American project in San Francisco history. This project is a dramatic new 13-floor high rise in an historic district of San Francisco. There are 80 one, two, and three bedroom condos with affordable and market rate units.



New SFRA Certificate of Preference Program

In 2008, the Redevelopment Agency Commission passed legislation that extends the expiration date and expands the Certificates of Preference Program to include children of the original head of household. Also in 2008, the Mayor co-sponsored, and the Board of Supervisors passed, legislation to expand the program to all affordable housing throughout the city. In 2009, the Redevelopment Commission will consider an expansion of the program to cover third generation certificate holders to make sure displaced families have an opportunity to take advantage of the program. Between the Redevelopment Agency and the Mayor's Office of Housing more than 600 affordable housing units are developed annually. This has allowed African-American families to purchase homes in SF Redevelopment Agency developments in the targeted neighborhoods and throughout the City. To facilitate these purchases, the San Francisco Redevelopment Agency and Mayor's Office of Housing have allocated funds for down payment assistance support.



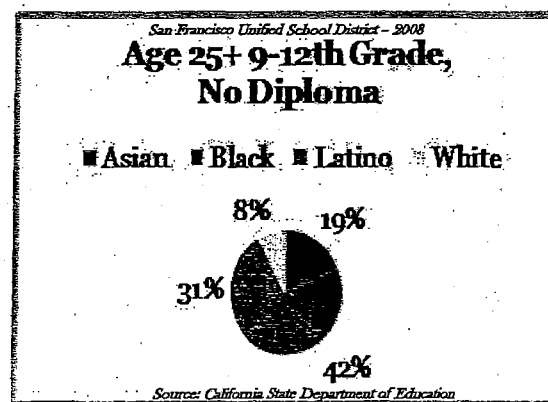
Section 2 - Education

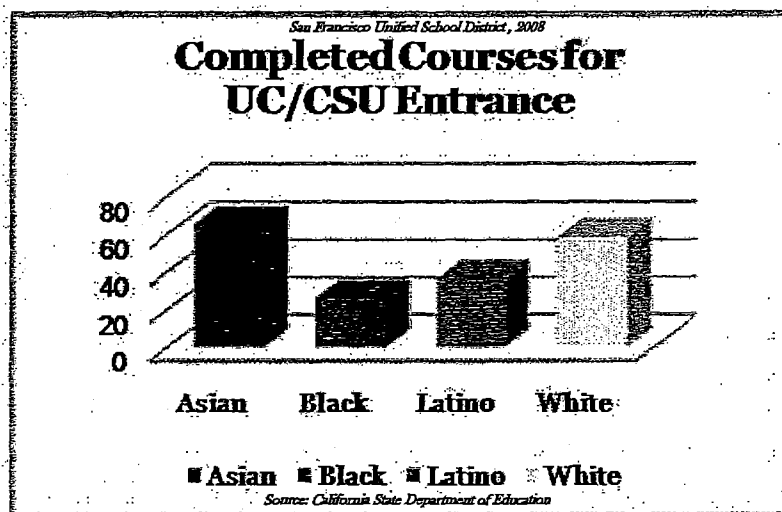
In a Black Enterprise Magazine survey of African-Americans living in cities considered desirable to African-Americans, many respondents cited the education system as a major factor in making that city an attractive place to live. In San Francisco, only 26.3 percent of African-American high school graduates have taken the classes required for University of California or California State University entrance, compared to 58.3 percent of Whites. Less than 25 percent of African Americans in San Francisco over the age of 25, are high school graduates. In the Fall of 2008, the School District reported a total student enrollment of 55,272 students, 12.3 percent (6,182) of whom were identified as African American. Of its 4,027 certificated employees, only 4.9 percent were identified as African American. Across a range of educational indicators, which include test scores, graduation rates, university attendance, and graduate studies, there is a clear gap between African-Americans and other ethnic groups in the City. This reality requires a commitment from the City to truly effect change. The District adopted a four-year strategic plan in 2008 for a quality education system that would greatly reduce the "achievement gap" that currently exists between racial and ethnic groups. Elements of that plan – like the Balanced Score Card (BSC) and "New Day for Learning" – are now in place and will need to be evaluated. The following are recommendations in the area of education.

Education Recommendations

Strengthen Infrastructure to Improve Pre-K-through College Achievement

- Support efforts to increase the enrollment of children in quality preschools, particularly in low income neighborhoods.
- Establish and promote schools and educational approaches with a proven track record of high achievement among African-American students.
- Support placing Wi-Fi throughout low-income communities and public housing sites and provide low-income families with greater access to computers as a strategy to bridge the digital divide.
- Support full implementation of the Balanced Scorecard and Partnership for Achievement, and encourage the Mayor's Office and other branches of City government to work closely with the San Francisco Unified School District Superintendent, school principals, and parents to track, monitor, and improve the performance of African-American youth enrolled in District schools.
- Implement A New Day for Learning program at 5 key "early adopter schools": Burton High School, JoAnn Muir Elementary, Drew Pre-K-3, Hillcrest Elementary, and Revere K-8
- Expand after school programs.





Program serves as an intermediary between employers and youth and offers the following: youth employment opportunities (as needed by employers), training for youth and employers, and technical assistance to employers on how to effectively incorporate youth into their offices.

Education Recommendations in Action

SF Promise (Partnership for Achievement) — This visionary program guarantees acceptance at S.F. State for each eligible 6th grader who completes seven years of college prep courses, starting in the 2009-2010 school year. S.F. Promise will provide college planning workshops for all families and students in the 6th and 9th grades. Sophomores will be able to take the PSAT for free and there will be SAT and ACT preparation workshops for juniors. Over 19,000 students in total will be eligible for services.

Gateway to College — This program serves at-risk youth, 16 to 20 years old, who have dropped out of school. The program gives students the opportunity to earn a high school diploma while earning college credits. Students simultaneously accumulate high school and college credits, earning their high school diploma while progressing toward an associate degree or certificate.

Jamii – Saturday School- Beginning January 2010, this effort will target the developmental and educational concerns of young African-American boys in the 3rd, 4th, and 5th grades. Over 500 young boys will participate in this innovative model of enhanced education through relevant gender and cultural engagement.



Balanced Scorecard— In 2008, The Board of the San Francisco Unified School District unanimously approved the Superintendent's plan to institute a Balanced Scorecard across the district and to aggressively address the achievement gap with an explicit intent to diminish the predictive power of demographics.

Center for Academic Re-entry and Empowerment (CARE) Program — This program of the Department of Children, Youth and Families (DCYF) serves at-risk and in-risk youth from the Bayview neighborhood who have dropped out or disconnected with SFUSD. CARE provides a place in the neighborhood for youth to come and receive life skills classes which can count towards academic credits, personalized academic plans, and support. Parents also play an active role in this program through the Family Resource Center services on site.



Section 3 - Jobs & Economic Development

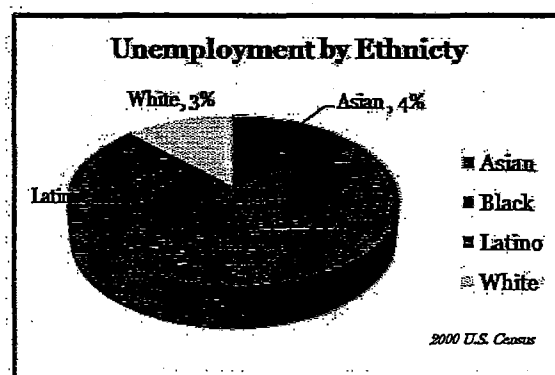
San Francisco's high cost of living requires commensurate economic opportunities and stability to retain residents of all racial and ethnic backgrounds. African-Americans, however, lag behind the rest of the City in almost every key economic indicator and face significant challenges to addressing the disparities that exist. In San Francisco, the per capita income for African-Americans is 56 percent less than that of Whites. Twenty-eight percent of African-Americans live below the federal poverty line compared to 9.4 percent of Whites and 11.8 percent of residents Citywide. About 20 percent of African-American residents over the age of 25 have attained less than a high school diploma compared to 7.8 percent of Whites, and 15.4 percent Citywide. At 10.4 percent, the unemployment rate of African-Americans in San Francisco is the highest in the City and is over three times that of Whites. African-American owned businesses (those registered with the U.S. Small Business Administration) comprise about 4 percent of all small businesses in San Francisco. After the passage of Proposition 209, there were approximately 42 percent fewer African-American owned and certified businesses in 2007 as compared to 2004.

These facts make workforce development and economic opportunities key areas of concern for the Task Force. The data suggest that strategies are needed that focus on stimulating, energizing, and growing business development and employment opportunities for African-Americans in the City.

Jobs & Economic Development Recommendations

Implement Strategies that Increase Employment Opportunities for African-American Residents

- *Create robust education and workforce strategies that prepare African-American residents for jobs in growing and emerging industries such as the green collar jobs sector, construction, health care, and others.*
- *Strengthen job readiness training programs that remove barriers to employment to prepare young African-American men for occupational skills training, education, and employment.*



- *Increase the capacity of Western Addition and Southeast One-Stop Career Link Centers and other community based workforce programs to ensure access to quality services (e.g. resume writing, job search, and interview skills) for the African-American Community.*
- *Strengthen local and First Source Hiring policies to ensure that low-income minority residents have access to employment opportunities.*
- *Engage middle & high school students in career ladder programs that prepare them for viable industries.*
- *Increase the capacity of community based agencies to provide robust workforce services.*

Promote Business Development Opportunities for African-American Owned Businesses

- *Where there are DBE or SBE goals established, find ways within the constraints of proposition 209 to establish tracking by specific racial groups, including African-Americans.*
- *Establish an Outreach Officer/Advocate to encourage and assist African-American businesses to do business with the City.*
- *Establish a new jobs initiative focused on African-American males in the young-adult age group.*
- *Improve enforcement of existing LBE and DBE policies.*
- *Provide training to selection boards on assessment of MBE, WBE, SBE applications.*
- *Increase civic support and communications with African-American business organizations such as the African-American Chamber of Commerce.*

Strengthen Economic Development Activities Focused on Historically African-American Communities

- *Ensure the economic viability of the Fillmore by implementing a plan for economic development.*
- *Ensure that the Hunter's Point Shipyard Development is fully integrated into an economic development plan for Bayview Hunter's Point.*
- *Implement a signature economic development project on 3rd Street in BVHP that ensures business and employment opportunities for African-Americans.*



Jobs and Economic Development Recommendations in Action

The Mayor's Office of Economic & Workforce Development (MOEWD) is the city's first workforce development division. In the past 4 years, it created over 1000 living wage jobs for the hardest-to-serve African-Americans in moderate to low-wealth neighborhoods. The new **Workforce Consolidation Legislation** ties disconnected efforts together into a \$70 million strategy that is directed at improving our workforce. In the winter of 2008, the Mayor's Office opened Western Addition's first One Stop Center.

City Build Academy is a public-private partnership that provides training and placement in the construction trades. A part of MOEWD, the project works with community organizations, the community college system and unions to identify and train San Francisco residents. Graduates become union members and move into employment on municipal projects.

Youth Employment Opportunities—Through a partnership with the SFUSD and the African-American Chamber of Commerce, young people are accessing internships in corporate settings directly tied to what they study in school. Part of the national 21st Service Learning Initiative, year round internships provide early entry into the world of work in a new economy. It is imperative that we provide opportunities in occupations not often available in the communities in which they live.

The **Citywide Surety Bond and Financial Assistance Program** is extremely important because it reduces barriers to obtaining bonding and access to capital, enabling greater Local Business Enterprise (LBE) participation in the City's public works contracting process. In order for a business to receive assistance under the Citywide Surety Bond and Financial Assistance Program the following requirements must be met: (1) The contract must be for a City's public works project; and (2) The Business must be a LBE certified by the Human Rights Commission (HRC).

The bonding and financial assistance program has continued to be one of the City's best and safest investments. The HRC hired an African American HRC certified women-owned business, Merriwether and Williams, to administer the program. On behalf of the City, Merriwether & Williams has successfully negotiated an agreement with surety bond companies who now serve as partners with the City to provide bond guarantees; the firm secured a \$3 million line of credit from the bank to support the program needs of the contractors. Merriwether and Williams was named "Minority Business of the Year" in 2009 by the Coalition of Minority Transportation Officials.



Section 4 - Cultural & Social Life

Nurturing and maintaining a vibrant and dynamic cultural and social life are important strategies to revive and fortify a strong African-American community in San Francisco. At the one end, this means supporting existing art and social organizations that authentically represent the fabric of the African-American community. At the other, it means creating social and political spaces for African-Americans to actively participate in the contemporary and future lives of the City. Currently, only 28 percent of African-Americans give high marks to San Francisco's local government compared to about a third of both Asian/Pacific Islander and Latino/Hispanic respondents, and 41 percent of White respondents. In the interviews conducted for this project, many African-American respondents pointed to the lack of an identifiable place that highlights and supports their culture in the City and the virtual invisibility of the African-American community. These are major reasons for the declining African-American population of San Francisco.

Cultural & Social Life Recommendations

Increase Support to Institutions that Highlight African-American Art and Culture

- *Financially support existing African-American art and cultural organizations, particularly through fiscal and infrastructure development centered on keeping and maintaining spaces within the community.*
- *Develop a marketing campaign to highlight and enhance existing African-American cultural organizations, including faith-based institutions.*
- *Expand and strengthen services and resources targeted to youth.*

Increase Profile of African-Americans in San Francisco's Tourism Industry

- *Develop an ongoing partnership among the San Francisco Convention and Visitors Bureau, City agencies, the African American Historical and Cultural Society, the Dr. Carlton B. Goodlett Institute, the African American Chamber of Commerce and others to implement a comprehensive plan for highlighting the civic involvement of the Black Community in the City - from the Gold Rush to the present.*
- *Increase the availability of free and/or low-cost safe public spaces throughout the City where community events can be held and the multicultural history of the City can be displayed.*
- *Increase civic engagement among African-Americans in the City.*
- *Support voter education and participation efforts focused on the African-American community.*

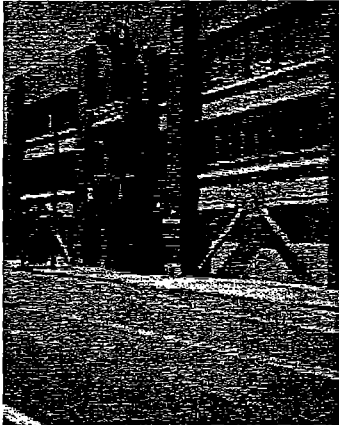


Increase Support to Efforts that Focus on Creating a Sense of Place for African-Americans Within the City

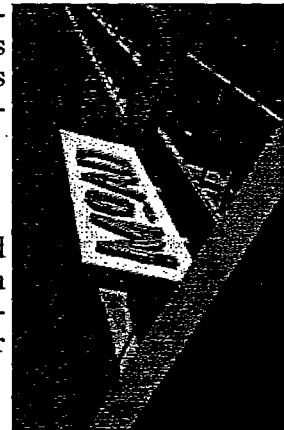
- *Provide full support to the creation of the Fillmore Jazz Heritage District and make sure that African-American culture is fully respected and highlighted in the effort.*
- *Make an aggressive effort to document African-American history and presence. This should include physical markers in the Western Addition and Bayview Hunters Point.*
- *Provide full support for the strategies that increase membership in cultural affinity groups such as the NAACP.*

Cultural and Social Life Recommendations In Action

The **Museum of the African Diaspora** opened in 2005 with support from a variety of San Francisco departments. The museum is a hub of activity for African-American culture and provides educational activities for youth and adults. The MOAD works closely with other African-American organizations in the city.



Renovations of the **African-American Cultural and Arts Complex** and **Bayview Opera House** took place in 2007 and 2008. The facilities received much needed internal and external facelifts that allow them to better support their activities. The organizations work with both adult and youth populations to bring arts and cultural programs to the African-American community.



In response to the struggling economy and the sunset of the Redevelopment Agency in the Western Addition, the Agency has made additional loans and created a new marketing strategy to increase the likelihood of success for the Western Addition retail corridor.

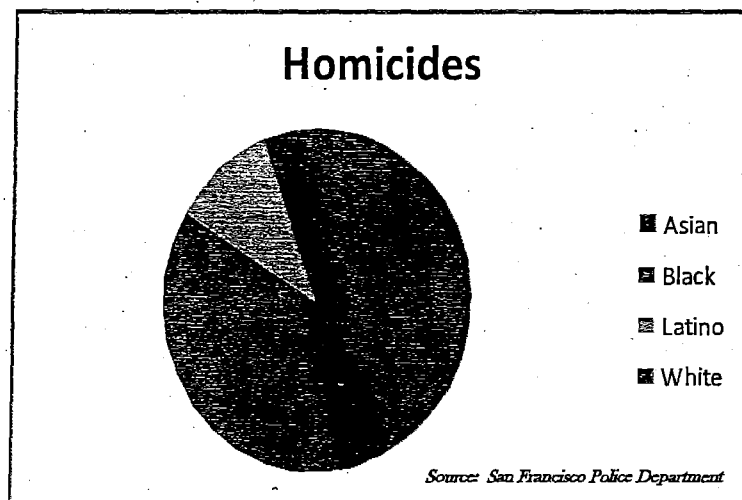


Section 5 - Public Safety & Quality of Life

Feeling safe is fundamental to a sense of belonging and pride in being a San Francisco resident. That is the case with San Franciscans of all racial and ethnic backgrounds. Many San Francisco African-Americans, however, do not feel safe in the public arena and some even feel targeted by the law-enforcement establishment on the one hand, and by the desperate and disempowered among their own on the other.

African-Americans in San Francisco are the number one victims of crime and criminalization. For example, 14 percent of African-Americans in San Francisco are arrested for felonies, the highest percentage in the State of California. They are also arrested at more than twice the rate of all other racial groups combined. Simultaneously, the adolescent homicide rate for African-Americans is the highest of any racial group in San Francisco. Moreover, many African-Americans cite the lack of safety as a major factor in their decision to leave the City for safer communities in the Bay Area and elsewhere.

The following are recommendations that if implemented will go a long way toward remedying these concerns and conditions. These recommendations will be critical to sustaining and advancing the important violence-reduction gains made in recent years, including an over 50% citywide reduction in homicides, an over 30% citywide reduction in non-fatal shootings, and a particularly significant decrease in violent crime in the Western Addition as well as in African-American gang-related fatalities.



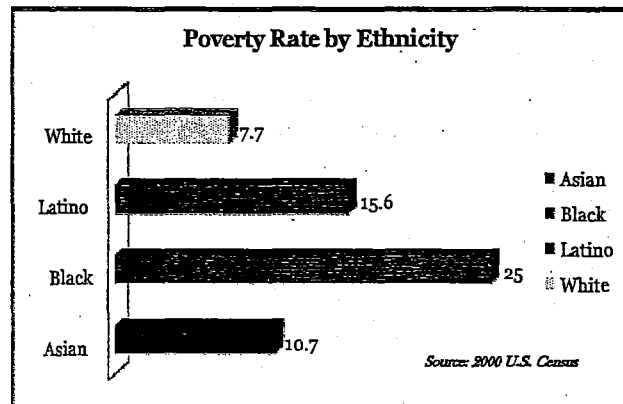
(San Francisco 2007)



Public Safety & Quality of Life Recommendations

Maintain Funding and Political Support for Violence Prevention and Stabilization Programs

- *Fully fund and support the Mayor's Communities of Opportunity Initiative.*
- *Fund geographically-based family supports that engage whole family systems, including seniors, in any public safety initiative.*
- *Enforce San Francisco-based gun control law.*
- *Promote, through a strong media strategy, a healthy vision for the future as well as a response to the senseless violence occurring today (similar to CLAER's 2005 Peace Zone campaign).*
- *Develop and ratify a violence prevention strategic plan to address community needs, create tools and instruments to increase accountability, and direct priorities and resources to develop neighborhood specific plans to address violence.*
- *Address key barriers to eliminating gang violence: institutional rivalries, lack of information-sharing, failure to develop a coordinated approach by San Francisco's public agencies, geographic and programmatic rivalries among community-based organizations, and failure of parents to recognize and address the risk of gang involvement in their children.*
- *Develop and implement comprehensive prevention and suppression programs focusing on four neighborhoods with high levels of gang crime and concentrations of offenders: Bayview, Mission, Western Addition, and Downtown/Tenderloin. Other neighborhoods, where gang offenders live but may not be active, should be targeted for prevention programs.*
- *Implement the Violence Prevention Plan's joint focus on prevention, intervention, and suppression.*



Expand Supports for Victims of Violence

- *Strengthen mental health services and early intervention strategies which are culturally competent, readily available, and offered to families, and schools, particularly targeting youth suffering from Post-Traumatic Stress Disorder.*
- *Improve victim and emergency relocation services and support mechanisms for families, strengthen the response from Victims Assistance and make sure that funding is in place to move families that are particularly vulnerable after an incident. This is as important in cases that take place on Housing Authority property as with any other neighborhood.*

Actively Monitor and Develop a Relationship Between Communities and the Criminal Justice System

- *Establish collaboration between the Chief of Police and community leaders.*
- *Actively work to reduce the overexposure to law enforcement and over-criminalization of African-Americans in San Francisco.*
- *Enhance responsible community policing, foot patrols, and quick response from law enforcement to reduce potential retaliatory activity of violent offenders.*
- *Establish community courts which support geographically-based conflict resolution courts, specifically for youth. These non-traditional conflict mediation mechanisms should be intergenerational, faith-based as well as secular interventions focused on healing the community.*
- *Implement PERF report recommendations on responsive community policing, presently being piloted at Ingleside Station.*
- *Increase community policy efforts in African-American Communities*
- *Develop and enhance police training programs focused on cultural sensitivity.*
- *Identify non-criminal solutions to deal with truancy.*

Develop Community Supports for the Re-Entry Population to Actively Lower the Recidivism Rate

- *Establish a re-entry continuum, which includes support for individuals on probation/parole, including an integrated model that deals with child support assistance. Advocate for reduction in the time for criminal record expungement from seven years to three years to expedite the process of healthy reintegration into the community.*





Public Safety and Quality of Life Recommendations in Action

Communities of Opportunity – COO is a constellation of systems and opportunities that magnify one another: not just the removal of barriers, but also access to employment, not just quality education but also the creation of living wage careers, not just new housing developments, but also stable family structures, not just better parenting, but also positive social networks, not just safer neighborhoods but also a collective intolerance toward violence. Not just a checking account but also opportunity to own a home, not just choice, but more importantly empowerment. These opportunities provide direct access to the “prosperity grid” and address the ever-widening wealth gap that exists in this city.

Digital Communities — Provides free Wi-Fi neighborhood access with computers granted to families with children. Over 700 in-home desktop computers have been distributed so far. This initiative helps address the digital divide with the African-American Communities. Also includes on site computer training, encourages teacher and parent communication through email, and provides access to online courses and GED training.



Fresh & Easy: 1st Major Grocery Store for Southeast Sector — After 20 years of advocacy Bayview Hunters Point will soon have a major grocery chain. This new store will provide access to healthy fresh foods such as fruits and vegetables. Residents of the southeast sector will soon enjoy access to healthy foods, improving the eating habits of residents and helping to combat obesity and diabetes. This store is a small part of a larger health initiative aimed at improving African-American health outcomes. More than \$200 million was allocated for shipyard clean-up and the Honorable Supervisor Sophie Maxwell sponsored an Alternative Health Campaign.



HOPE SF— This effort is the centerpiece of retaining African-Americans in San Francisco. More than 65% of the African-American population resides in San Francisco's public housing. The Hope SF initiative is much more than rebuilding public housing. It is the creation of stable, healthy, mixed income developments dismantling the concentrated pockets of poverty. More than \$95 million has been allocated to ensure that the rebuilding happens immediately. Currently, many residents live in deplorable conditions impacting all other areas daily life.



Pre-Ramp to Employment— Finding a job can be daunting and frustrating for residents with limited job skills and low educational attainment. On Ramps provides residents with access to GED training linked to temporary employment opportunities that build self-confidence and work experience.

Parent University – PU is a new approach to parenting. It does not promise to move parents out of poverty. What it promises is to educate parents on how to raise children to succeed and lift themselves up. Baby College offers expecting parents and parents of small children an alternative view on how to raise children. Emphasizing the importance of reading to children and peaceful parenting, this program provides real skills for parents who find themselves locked in a cycle they would rather not perpetuate.



There is much that can – and must – be done to stop the outflow of African-Americans from San Francisco. The recommendations above are essential. The time for study, research and talk is over. It is time to act. Here are the Task Force's recommendations for what to do immediately:

- Submit and disseminate report .
- Educate the Mayor's Office staff, Department heads, Commissioners, and School Boardmembers about the recommendations.
- Meet with the NAACP, African-American Chamber, African-American Action Network, SF Covenant, Osiris and other key groups to discuss implementation of the recommendations.
- Create and launch implementation teams.
- Continue consultation with community members, stakeholders and experts in the various fields of interest.
- Monitor progress.

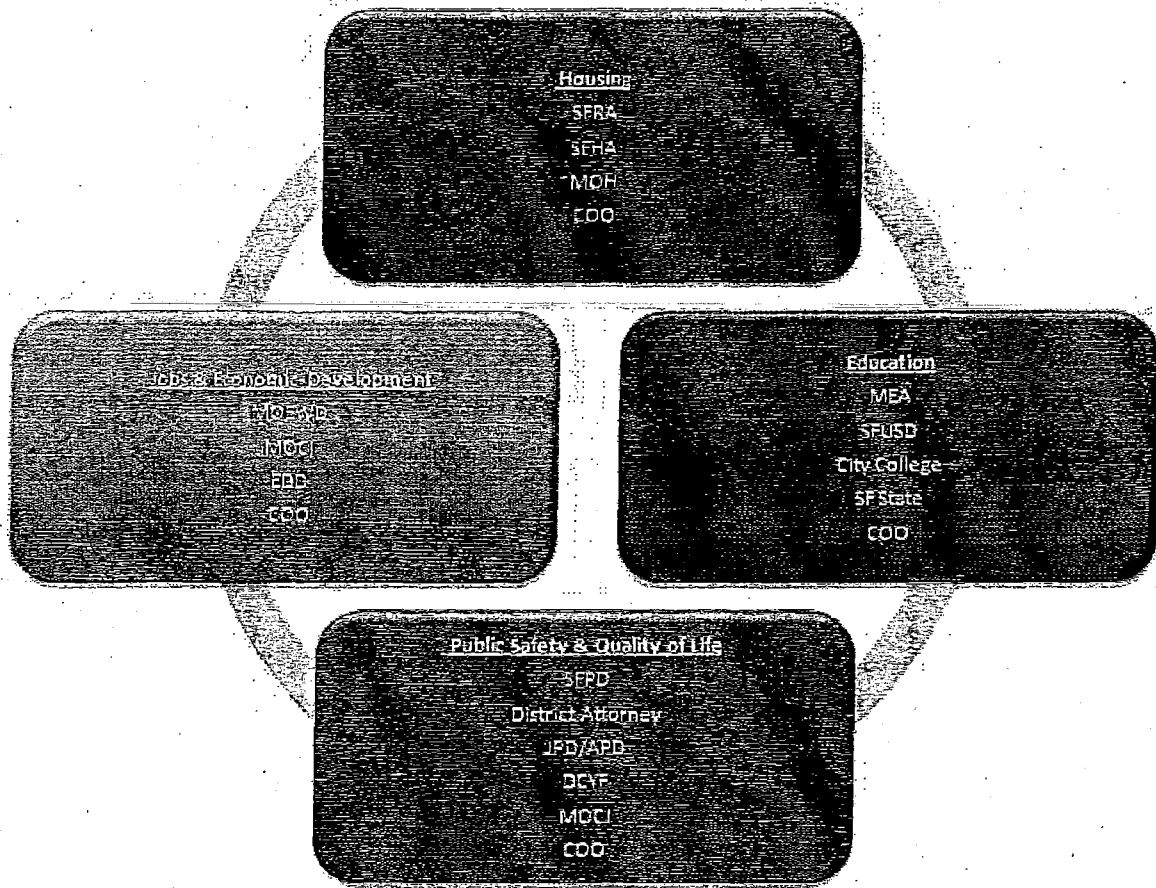
Implementation Teams

Implementation of the strategies contained in this report and monitoring for effectiveness and progress, will be conducted by an Implementation Team comprised of staff from key city agencies. The Mayor will assign a staff person in each of the departments that have a role in carrying out the strategies included in this report and the team will have direct accountability to the Mayor through his Deputy Chief of Staff or the head of one of the key city departments. The team will include staff from the Mayor's Office of Economic and Workforce Development, Mayor's Office of Housing, San Francisco Redevelopment Agency, Department of Children Youth and their Families, Communities of Opportunity, Department of Human Services, Department of Public Health, and Arts Commission. Individuals on the team will be the coordinators and point people within their agencies and will ensure that the strategies that fall within their respective departments are being implemented. Overall, the Implementation Team will be responsible for overseeing and tracking the execution of strategies and will provide annual reports to the Mayor on progress.

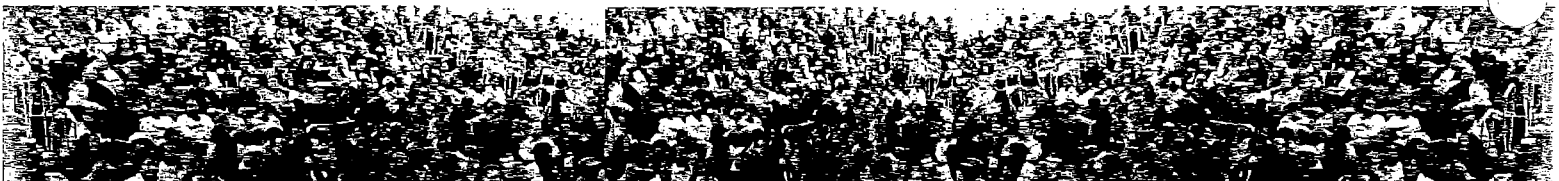


Partners

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San Francisco Redevelopment Agency (SFRA)
San Francisco Housing Authority (SFHA)
Communities of Opportunity (COO)
Mayor's Office of Housing (MOH)
District Attorney's Office
Mayor's Education Advisor (MEA)
San Francisco Unified School District (SFUSD)
City College of San Francisco (CCSF)
San Francisco State University (SFSU)
Mayor's Office of Economic and Workforce Development (MOEWD)
Mayor's Office of Community Investment (MOCI)
Employment Development Department (EDD)
San Francisco Police Department (SFPD)
Juvenile Probation (JP)
Adult Probation (AP)
Department of Children Youth and Families (DCYF)
Shape Up SF
SE Health Clinic
CPMC Bayview Clinic



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Bayview Hunters Point Area Plan



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INTRODUCTION

This plan is a tool for residents and the City to guide the future development of the Bayview Hunters Point district of San Francisco. It includes sections on Land Use, Transportation, Housing, Commerce, Industry, Recreation and Open Space, Urban Design, Community Facilities and Services, and Public Safety. Bayview Hunters Point, or simply the "Bayview", is a predominantly industrial and residential district. Historically it has been the location of the

City's heaviest industries, some of its poorest residents, and its greatest concentration of public housing: characteristics that frequently placed it outside the mainstream of San Francisco life. But today the area is at a critical junction as urban growth is proceeding in a southeast direction toward the neighborhoods of Bayview Hunters Point, creating a situation whereby its problems can be translated into major opportunities for community, citywide and regional progress. Public and private development projects throughout southeast San Francisco, including the areas of South of Market, Mission Bay, the Bayshore Corridor, Hunters Point Shipyard, and the construction of the Third Street Light Rail are increasing the significance of Bayview Hunters Point in the future development of the City as a whole. This plan, based on many years of continued citizen input, seeks to provide guidelines for realizing Bayview's growth potential in a manner that is in the best interest of the local residents and the City as a whole.

This edition of the plan incorporates amendments adopted by the Planning Commission in 2010, and before that in March 2006. These amendments reflect new information, changing conditions, and additional policy directives that have evolved since the 1995 Area Plan update, and are the result of multi-year community planning processes facilitated by the Planning Department, the Redevelopment Agency, and other City Departments. Of particular note is the new title of this document. Formerly the "South Bayshore" Area Plan, the new "Bayview Hunters Point" chapter of the General Plan appropriately reflects the name that the community chooses for itself.

Several significant development projects referenced in the policy language and narrative of the 1995 Area Plan have moved from ideas to reality over the past ten years. Perhaps most notable, Phase I of the Third Street Light Rail, completed in 2006, extends Muni metro light rail service from the Caltrain station at Fourth and King Streets to Visitacion Valley and the county line. This major transit investment will connect Bayview residents to a wide range of opportunities throughout the City.

Other projects completed since the 1995 Plan update include the Portola Place housing development on the former Lucky Lager Brewery site and several affordable housing developments on Third Street. The City has also approved residential projects at the base of Bayview Hill and in the vicinity of Bayview Playground. The Police Station at Williams Avenue and Newhall

Street has been serving the Bayview community since February 1997. Pier 98 was transformed into Heron's Head Park in 1998 while another Port project, the Illinois Street Bridge, was recently completed. Hunters View received its approvals to transform the existing housing authority site into a mixed income, mixed-use neighborhood better connected to its surrounding neighborhood.

Bayview's eastern edge, San Francisco's southeast waterfront, is also poised for significant change in coming years. In November 2005, the Port Commission approved a lease agreement for a "living classroom" at Heron's Head Park that will offer educational opportunities for the local community in a state-of-the-art energy efficient facility. The EcoCenter at Heron's Head Park is slated to open in 2010. Across India Basin from Heron's Head Park, over 1,200 housing units and nearly 25 acres of recreation and open space are under construction in the Phase 1 development of Hunters Point Shipyard. Near the southern entrance to the shipyard at Yosemite Slough, the California State Parks Department, in collaboration with several state and local non-profit organizations, is planning a major restoration project that would establish the largest contiguous wetlands area in San Francisco. South of Yosemite Slough, adjacent to Candlestick Point State Recreation Area, professional baseball is no longer played at "the Stick", as the San Francisco Giants moved to a new stadium at China Basin in 2000.

Through a ballot initiative in 2008, voters passed proposition G, "Jobs Parks and Housing Initiative", which provided the framework to move forward on planning a large-scale integrated mixed use development at Candlestick Point and Hunters Point Shipyard, including the possibility of a new 49ers Stadium at the Shipyard. Proposition G also repealed Propositions D and F passed in 1997, which previously established the land use controls and financing to reconstruct the 49ers Stadium at Candlestick Point along with a retail entertainment complex.

The Department prepared the 2006 edition of this plan to approve redevelopment actions that added approximately 1,500 acres to the existing Hunters Point Plan and created the new Bayview Hunters Point Project Area. The redevelopment plan, amended in 2006, seeks to alleviate blight throughout the project area and including affordable housing, economic development, and community enhancement programs. The economic development program is geographically organized into seven activity nodes,

shown in Figure 2 and discussed throughout this document.

Since the 2006 edition, the original portion of the Bayview Hunters Point Redevelopment Project Area (Area "A") terminated being a redevelopment project area. Likewise, the India Basin Industrial Park Project Area also lapsed. Land use authority for these two areas transferred to the Planning Department.

This 2010 edition of the Plan reflects the approval of Candlestick Point -- Hunters Point Shipyard Phase 2 as set forth in Proposition G. Plan amendments reflect the change in nature of the Candlestick Point Activity Node including the desire to create a vibrant high-density mixed-use neighborhood as a means to fully realize its shoreline location and to help in revitalizing the Bayview. Similarly, the 2010 Plan amendment reflects the new proposal for the second phase of Hunter Point Shipyard development, including the increase in proposed housing and the possible location of the 49ers Stadium. While this Plan does not include Hunters Point Shipyard within its jurisdiction, Hunters Point Shipyard is discussed throughout this Plan because of its clear relationship with the Bayview.

Executive Park, and Candlestick Point are largely discussed through separate Sub-Area Plans of this Area Plan.

The bulk of this plan was adopted on July 20, 1995 by Resolution No. 13917 as part of the General Plan of the City and County of San Francisco. The 1995 plan itself replaced an earlier version of the South Bayshore Area Plan adopted on February 19, 1970 by Resolution No. 6486 and subsequently amended. Adjacent to the Bayview, the Hunters Point Shipyard is governed by the Hunters Point Shipyard Redevelopment Plan and its companion Design for Development document.

The citizen input process for the Bayview Hunters Point Plan was instrumental in giving focus throughout the many years devoted to the making of the plan. The process was open to citizen comments on a citywide basis with primary comments coming from the Bayview Hunters Point community which will be most impacted by the plan. The citizen input from Bayview Hunters Point was especially helpful in uncovering the basic underlying issues that most directly affect the City and that provide the basis for making the plan a coherent whole.

UNDERLYING NEEDS AND GOALS

Citizen response to surveys conducted prior to the 1995 Plan amendments identified a number of specific goals and objectives for the future. These specific goals and objectives can be summarized into two broad needs:

1. The need to arrest the demographic decline of the local population, particularly African Americans, and improve its economic position by giving greater priority to job and business growth than to housing growth.
2. The need to harmonize different land uses, particularly elimination of conflict between housing and industry, elimination of truck traffic through residential and neighborhood commercial areas, and reduction of health and environmental hazards caused by wastewater discharge and industrial by-products.

An analysis of census data illustrates trends of demographic and economic decline and displacement in Bayview. Demographic decline among the African-American population is citywide, as San Francisco's African American population dropped almost 10% between 1980 and 1990 and another 23% in the decade from 1990 to 2000. No other ethnic group has come close to a similar rate of decline. The city's white population also declined in size, but at a smaller rate than that of the African American population. In contrast, the City has seen dramatic increases in the size of the Asian and Hispanic populations. Hence while in 1970 African Americans were the second largest ethnic group in San Francisco, they represented the fourth largest group in 2000, approximately 8% of the City's population. The displacement, however, is occurring not so much as a result of any specific policies of a proposed plan, but because of other demographic and market forces – some of which are regional or statewide in nature.

During this time of demographic decline among the city's African American population, Bayview Hunters Point has emerged as the district with the largest African American population. Between 1980 and 1990, the number of African Americans living in Bayview grew from 15,769 to 17,395 – the only district in the city to experience an absolute increase in the size of its African American population during this time period. By 1990, Bayview Hunters Point

had effectively replaced the Western Addition as the center of San Francisco's African American population, as the Western Addition's African American population dropped from 18,551 to 14,279 between 1980 and 1990. By the time of the 2000 Census, Bayview's African American population decreased slightly to 15,922.

Although Bayview Hunters Point has emerged as the center of San Francisco's African American community, the economic status of this role is tenuous at best. The number of African Americans living in Bayview increased in absolute size between 1980 and 1990, but decreased as a percentage of all Bayview residents from 73% to 62%. The 2000 Census indicated that this figure has since dropped to 48%. More importantly, other quality of life indicators have showed downward trends since 1980. From 1980 to 1990, home ownership rates declined by 8% in the district as a whole, and by more than 10% among African American households, from 57% to 45%. Home ownership rates for Bayview's African American households remained relatively steady between 1990 and 2000, dropping two percentage points during that time period. In the decade from 1980 to 1990, the percentage of persons living in poverty in Bayview increased from 25% to roughly 30%, local unemployment doubled from 5.5% to over 10%, and the percentage of female headed households increased from 31% to over 40%. The 2000 Census, however, indicates that some of these downward trends are slowing or even reversing to some degree. From 1990 to 2000, Bayview's poverty rate fell by almost 20% while the local unemployment rate dropped over 50%. During the same time period, the percentage of family households headed by females remained relatively constant.

Also deeply rooted in Bayview's experience and local history is the legacy of Bayview Hunters Point as a heavy industrial area. For over a century, at least since 1868, when the City and County of San Francisco, by State legislature mandate, designated the Bayview's northern area, thereafter known as "Butchertown", to carry on the business of slaughtering beef, cattle, hogs, sheep, and calves, Bayview Hunters Point has been the locus of some of the city's most noxious and unhealthy heavy industries, including steel manufacturing, ship repair, junk yards, and auto wrecking. While these industries were integral to the city's economic base and an important source of high paying blue-collar jobs, many were established prior to modern land use, coastal, and environmental regulations. Extensive landfill was carried

out along the entire bay line with little regard for soil stability and toxicity. Many of the industries were open-air and emitted soot, dusts, feathers, noxious odors and other pollutants to adjacent and nearby residential areas. The development of Bayview Hunters Point as a predominantly industrial and residential area was thereby achieved at extensive costs to environmental health and through extensive conflict between housing and industry.

Since 1950 the worst forms of these environmental and land use problems have abated as the implementation of environmental, land use, and coastal regulations, coupled with redevelopment and functional obsolescence, have given way to newer cleaner industrial areas, particularly in the India Basin industrial area. Despite these important advances, environmental justice concerns persist in Bayview Hunter Point, and land use conflicts remain, particularly in the South Basin and Northern Gateway industrial areas. These conflicts have historically contributed to the demographic and economic decline of the Bayview community. Reducing these land use conflicts is a major objective of this Area Plan, including the 2006 amendments. Subsequent to adoption of the 2006 General and Redevelopment Plan amendments, the Department began additional Planning Code text and map amendments as implementation measures supporting this broad objective. In July 2008, the Board of Supervisors adopted legislation that rezoned a large portion of the industrial neighborhoods to newly created PDR (Production, Distribution, and Repair) Districts, which restricts housing, and limits other uses that conflict with light industrial activity. The rezoning further created buffer zones between the core light-industrial neighborhoods and the residential neighborhoods.

One notable area that presents land use conflicts is the eastern edge of the South Basin industrial area adjacent to the Yosemite Slough and the Candlestick Point State Recreation Area. Unlike the India Basin industrial area, which is generally insulated from Bayview's residential areas, the South Basin industrial area is located directly adjacent to the primary residential areas of the district. At the eastern edge of South Basin there are a number of very different, frequently conflicting uses existing adjacent or in close proximity to one another, including the Yosemite Slough, the State Park, Bayview residential neighborhoods, the Alice Griffith public housing project, and the stadium at Candlestick Point. While some industrial parcels at this eastern edge are currently in active use, others remain vacant,

underused, or have served as storage yards for automobiles and metal equipment. The California State Parks Department has acquired some of these former industrial parcels for the purposes of the Yosemite Slough restoration project. The Department of Public Works is also studying several potential new truck routes through the area as part of its Bayview Transportation Improvements Project. The final route chosen should adequately serve the existing industrial businesses in the area and also respect the integrity and health of the new wetlands planned for Yosemite Slough.

The relationship between these diverse uses is uneasy. There is no clear transition between different use areas. Many of the storage yards are eyesores. Vacant parcels are frequently used for illegal dumping or for spillover parking when the Stadium has sold-out crowds for major events. The Department of Public Works plans to address some of the refuse problem in the area with a new campaign against illegal dumping. The program will include the removal of trash, the installation of cameras to monitor popular, informal dumpsites, and a public education component to encourage citizens to report illegal dumping activities. Since there is a continuing need for improved public transit access to the stadium, most patrons use their private automobiles, frequently creating significant congestion and parking problems on major event days. Industrial operators surveyed for the South Bayshore Issues Report complain of security as the most significant problem. They also complain that there are no amenities, such as cafes, restaurants, outdoor lounging areas, etc., for their employees. This plan and subsequent implementation programs, seek to improve the eastern edge of the South Basin district for all users by establishing clearer transition areas between industrial operations, housing, and recreation and open space. The proposed development under Proposition G will help address this issue.

PLAN STRATEGY



figure 1 - Conservation and Revitalization Program Summary

The underlying strategy to reach these goals involves first, creating the necessary land use and market conditions to make Bayview Hunters Point a desirable place for major employers to invest in the district. Major employers,

need land where they can thrive and flourish undeterred by competing uses. One area for businesses and jobs to grow and flourish in the southeast part of the City is the Hunters Point Shipyard. A major element in this strategy is to improve the land use pattern and appearance of the areas surrounding the Shipyard, which in turn would make the Shipyard more attractive to private investors. The surrounding areas most in need of improvement are the industrial lands around Yosemite Slough. This plan refers to this area as the Candlestick Point Perimeter because of its adjacency to the Candlestick Point State Recreation Area (see Figure 2).

The second strategy proposed in this plan is therefore to use the housing growth presently occurring throughout southeast San Francisco to attract business and job growth. Housing growth, rather than being an obstacle to attracting business growth, can be a means for such attraction. This housing growth, resulting from the shortage of housing in San Francisco and the Bay area, can be guided into appropriate areas along the Third Street corridor, Candlestick Point, India Basin Shoreline, Executive Park, and Hunters Point Shipyard to help attract new investment and job-generating uses.

A key rezoning proposal from the 1995 Plan amendment was the Restricted Light Industrial Special Use District in the Candlestick Point Perimeter area (see Figure 3). Because of this proposal, restrictions were placed on highly intensive industrial uses in approximately 70 acres of industrial land in the South Basin district, bordering the waterfront and the residential areas to the south and north. The objective of this proposal was to improve the land use pattern, circulation routes, and physical appearance of the industrial, residential and open space areas approaching the southern entrance to Hunters Point Shipyard, and thereby making the Shipyard more attractive for major private investment that can create business and job opportunities for local residents in Bayview and the city as a whole. Other objectives continue to be to appreciate and stabilize property values of the surrounding residential neighborhoods, conserve and stabilize the predominantly African American neighborhoods on the east side of Third Street in order to maintain ethnic diversity in San Francisco, and improve security and create amenities for workers in the core of the South Basin light industrial area.

Another major proposal from the 1995 plan update called for the revitalization of Third Street (see Figure 7). As the primary artery running through the middle of Bayview Hunters Point, Third Street has a significant

influence on investment attitudes toward the district as a whole. The major rezoning aspects of this proposal adjusted the height limit of the commercial core of Third Street to enhance the neighborhood's character, and established a special use district that prohibits new liquor stores and encourages more retail and mixed-use development on the street. Third Street continues to suffer from an over concentration of liquor stores and a lack of essential neighborhood retail services. This over concentration is a significant factor contributing to the leakage of retail dollars from the district, whereby residents avoid Third Street and travel to shopping centers outside the district for most of their retail needs. By prohibiting establishment of new liquor stores, the Special Use District proposal seeks to encourage healthier, more essential retail uses that will encourage local residents to again shop on Third Street.

The Third Street revitalization scheme also calls for using housing growth to stimulate job and business growth. At present, Third Street has a low-scale building horizon. Although it serves as the primary commercial strip for the district, most of its buildings are no more than one or two stories high. The most pressing need is not for net new commercial space since the section of Third Street running through Bayview Hunters Point is over 32 blocks long with the ground floors of most buildings devoted to retail or wholesale activity. The most significant need is housing over commercial, similar to what exists on most active neighborhood commercial districts in San Francisco. Construction of housing over retail with good urban design would greatly help to improve the appearance of Third Street and enhance its role as the activity center of the Bayview. Moreover, by bringing more pedestrians onto the street it would help to increase the consumer base for merchants, thereby making retail activity more vital and secure.

The Third Street and Candlestick Perimeter proposals were the nuclei for making the 1995 Area Plan an effective and implementable plan. In addition to these proposals, this plan update reinforces a number of policies that reflect citizen input and are designed to strengthen the plan's function for bringing about real change that is in the best interest of Bayview Hunters Point residents and the City as a whole. These additional proposals and policies are contained in the appropriate plan sections that follow this introductory chapter. Below is a brief summary of some of the more significant concepts:

- Conserve and enhance low and medium-density character of existing residential areas
- Modernize the Wastewater Facilities in order to enhance the residential livability along the southeast shoreline
- Protect and where possible expand industrial areas that offer greatest potential for increasing local job and income opportunities and strengthening and diversifying the economy of the city as a whole
- Leverage the significant investment in the local transportation system, represented by the Third Street Light Rail Project, to support transit-oriented development and local economic development programs in the corridor.
- Protect existing open space and acquire new well-designed open spaces giving special attention to the vacant triangular blocks on Third Street that could help to soften the visual appearance of the street
- Improve the overall environmental quality of Bayview Hunters Point
- Conserve the archeological and cultural heritage of Bayview's indigenous population
- Give special priority to eliminating poverty and providing Bayview residents with the necessary skills and opportunities for full participation in the private market economy
- Fully integrate Bayview Hunters Point into the economic and cultural fabric of San Francisco as a whole, giving special attention to the reuse of Hunters Point Shipyard, as expressed in the Hunters Point Shipyard Redevelopment Plan.

Policies giving priority to Bayview Hunters Point residents for training, employment, affordable housing, and related opportunities will apply to the maximum extent legally feasible to the entire district. How these policies are developed and implemented will be consistent with citizen input and participation. Many of the objectives of this plan focus on the areas of greatest land use conflict between housing and industry and where the stability of existing residential and industrial areas is most threatened. Also,

special attention will be given to restoring natural areas that form key points in Bayview's topography; especially Islais Creek, Yosemite Slough, Bayview Hill, and the potential for landscape design improvements along Third Street.

While this Area Plan calls for revitalization, it is not a redevelopment plan. Whether or not tools such as redevelopment are used to bring about these opportunities will be a matter of choice for citizens and the City's policy makers. This Area Plan provides a policy framework for implementation programs, including subsequent rezoning proposals that support community revitalization in Bayview Hunters Point. It also stipulates that no residents have their homes taken from them and no resident is displaced.

The 2006 revisions to this plan coincided with City action on the Bayview Hunters Point Redevelopment Plan amendment, which is the culmination of several years of community planning and collaboration between the Redevelopment Agency and the Project Area Committee (PAC). In 1995, the Board of Supervisors designated a Bayview Hunters Point Redevelopment Survey Area encompassing roughly 2,500 acres of land bounded by Cesar Chavez Street on the north, U.S. Highway 101 on the west, the shoreline of San Francisco Bay on the west, and the San Francisco County boundary on the south. The Survey Area excluded land in the Hunters Point, Bayview Industrial Triangle, India Basin Industrial Park, and the Shipyard Redevelopment Areas. In January 1997, the Bayview Hunters Point community elected PAC members to work with and advise the Agency on redevelopment planning for Bayview Hunters Point.

Agency staff began work with the PAC on developing a Concept Plan in 1997, using the 1995 edition of this Area Plan as a starting point. The PAC approved the *Revitalization Concept Plan* in November 2000, which the Agency published in booklet format in March 2002. The *Concept Plan* serves as the community's vision statement that guides the redevelopment planning process, and contains the community's goals and objectives for the revitalization of the Bayview Hunters Point area. The 2006 edition of this Area Plan reflected the primary themes and goals presented in the *Concept Plan*. The 2010 edition of this Area Plan incorporates and reflects objectives set forth by voters in 2008 through their approval of Proposition G.

Subsequent to the completion of the Concept Plan, Agency staff and the PAC identified possible redevelopment programs and activities that would

lead to the implementation of the goals and objectives of the Concept Plan. These programs and activities are included in the Bayview Hunters Point Redevelopment Plan Amendment, which establish three major community redevelopment programs: an Affordable Housing Program, an Economic Development Program, and a Community Enhancements Program.

The Redevelopment Plan's Economic Development Program is organized within a structure of "activity nodes", which are community-identified catalyst areas in which to focus public investment. The seven activity nodes are the Northern Gateway, the Town Center, the Health Center, the South Basin District, the Oakinba Activity Node, Hunters Point Shoreline, and Candlestick Point. (See Figure 2).



figure 2 - Bayview Hunters Point Redevelopment Activity Nodes

LAND USE

The principal objectives for land use in Bayview Hunters Point are: achieve a favorable balance among residential, industrial, commercial and open space uses; stimulate development in underused and declining areas; enhance low scale physical character in the established neighborhoods; and increase pedestrian-oriented neighborhood commercial and social activities.

Background



figure 3 - Generalized Land Use Plan

Overall, Bayview Hunters Point has an established land use pattern with industry and housing as the dominant uses. The existing horizon of industrial, residential, and other buildings tends to be low, rarely over three stories high, which helps to maintain definition of the district's natural topography. Conflict between housing and industry has abated over the past few decades, but significant conflicts still remain in the following areas: the eastern edge of the South Basin industrial area, which abuts the Candlestick Point State Park and stadium; the Yosemite Slough; the Alice Griffith public housing project; and areas that experience a heavy circulation of industrial

truck traffic through neighborhood residential and commercial districts. Also, on several blocks in South Basin, housing and industry exist directly adjacent to each other. Outside of these areas of conflict, other major industrial areas, particularly India Basin tend to be physically insulated from residential areas.

While Bayview's general land use pattern is already established, the district nonetheless lacks the vitality and vibrancy that exist in most other San Francisco districts. This is most visible in the retail sector along Third Street. To some extent, this is caused by the low-density demographic structure of the Bayview, its low building scale, and a lack of development in many areas. While each use area is largely built up, each also has a fair amount of vacant and underused parcels. Hunters Point Shipyard, the single largest former industrial area in the district, has not been fully utilized since its closure as a naval ship repair facility in 1974. A portion of the eastern edge of the South Basin industrial area along the State Park is also vacant and underused. Of these larger vacant and underused areas in Bayview Hunters Point, the eastern edge of industrially zoned land in South Basin is the most problematic in terms of fostering land use disharmony. Located adjacent to the State Park, a healthy light industrial area, a public housing project, and single-family residential areas, this eastern edge functions as a sort of 'no man's land' where illegal dumping and vandalism are common. Enhancing this area to clarify and improve the relationship between the diverse adjacent healthy uses could be of significant benefit to the district as a whole. Potential development described in Proposition G will help solve and clarify these relationships between land uses and will provide direct connections between adjacent healthy uses on the Shipyard and Candlestick Point.

The lack of vitality and vibrancy in Bayview's land use pattern is also caused by social and economic factors. In many ways, the district's economy has never fully recovered since the closure of Hunters Point Shipyard in 1974. The Shipyard has traditionally functioned as the economic base of the Bayview Hunters Point community. The loss of jobs and income associated with the closure of the naval ship repair activities at the Shipyard has exacerbated social and economic problems in the district. For example, very few Bayview residents shop regularly on Third Street, the district's primary commercial area, even though it is centrally located in relation to the residential neighborhoods. Shoppers are deterred by the general unattractiveness of many portions of the street, the lack of variety in essential neighborhood-serving retail uses, the empty storefronts, the over

concentration of liquor stores, and related loitering. Third Street has assumed this character during the years since the closure of naval ship repair activities at the Shipyard. Closure of the Shipyard coupled with a dramatic decline in population due to clearance of the old war housing on Hunters Point Hill undercut the market structure needed to make Third Street a vital shopping area. Presently there is little incentive for private investment on the street. Public actions will be needed to make it more attractive for private market activity.

Problems on Third Street, underuse of the eastern edge of South Basin, as well as the underused state of Hunters Point Shipyard, suggest that the key to policies for revitalizing Bayview Hunters Point is to adopt a strategy of using housing growth presently occurring as means of attracting business and job growth that directly benefit existing Bayview residents. The amount of vacant land, concentrated and dispersed, that exists throughout the Bayview provides ample room to implement this strategy without diminishing the moderately scaled family orientation of existing residential areas and without threatening the economic vitality and growth of established industrial areas.

Stimulating revitalization of Third Street presents a special problem because most of it is already built-up and because the existence of major social problems places a formidable constraint on the ability to re-market the land for healthier uses. Nonetheless, over the long run, an increase in population, both residential and worker, should provide the necessary market stimulus to begin to change the general character of Third Street and attract healthier uses. To maximize the effectiveness of neighborhood revitalization efforts, public and private investment should be concentrated in strategic areas along Third Street and other key locations rather than diffused in an uncoordinated fashion throughout the entire length of the corridor. The Northern Gateway, Town Center, and Health Center activity node each has its own set of existing conditions and implementation plan objectives, as described in the Redevelopment Plan. Economic programs and development proposals within these areas should respond to the unique characteristics and goals of the activity node as outlined in this document and the Redevelopment Plan. (See Figure 1).

OBJECTIVE 1
STIMULATE BUSINESS, EMPLOYMENT, AND HOUSING GROWTH

**WITHIN THE EXISTING GENERAL LAND USE PATTERN BY
RESOLVING CONFLICTS BETWEEN ADJACENT INDUSTRIAL AND
RESIDENTIAL AREAS.**

POLICY 1.1

Improve the relationship between housing and industry throughout Bayview Hunters Point, particularly in the Northern Gateway and South Basin areas, where light industry transitions to residential.

One strategic subarea for using improved land use quality and housing growth to stimulate long term economic and employment growth is the perimeter of the Candlestick Point State Recreation Area. The subarea is shown in Figure 5.

Part of this subarea consists of vacant and underused land southward of the Yosemite Slough between the State Recreation Area, Alice Griffith Housing project and Candlestick Park. Most of the land is currently zoned M-1, but with the Candlestick Point State Recreation Area and the existing residential neighborhood as the primary adjacent uses, it is becoming less suitable for intensive industry. Yosemite Slough is proposed as a wetlands area by the Master Plan for the Candlestick Point State Recreation Area. Parcels immediately surrounding the slough presently include intensive uses such as auto wrecking yards that would not provide a positive supportive environment for the proposed wetlands area. Development or enlargement of these uses on these parcels should be prohibited, and development considered only if the project enhances Yosemite Slough as a proposed wetland area and does not create any conflicts with the surrounding residential areas. Since the approval of the Candlestick Point State Recreation Area Master Plan in 1987, the State has acquired several former industrial parcels in the vicinity of Thomas Avenue and Griffith Street deemed necessary for the restoration of the area and the development of proposed tidal marshes and mudflats at Yosemite Slough.

The Alice Griffith public housing development is in need of replacement and is surrounded on one side by the existing State Park, another on vacant land owned by the Redevelopment Agency, and on two other sides by established neighborhoods. The integrated Candlestick/Shipyard project will rebuild these units on a one-for-one basis consistent with the requirements of the Bayview Hunters Point Redevelopment Plan.

Since Ingalls and Carroll Avenues are existing truck routes, it is essential that any housing developed in this immediate vicinity be adequately insulated from the adverse effects of heavy traffic through the existing City policies on sound attenuation and by providing new direct routes between the Shipyard and Candlestick Point. While it is also essential to accommodate this truck route to serve the industrial businesses in this area as well as those proposed for Hunters Point Shipyard, new or expanded businesses in this area should take every precaution possible to minimize impacts from trucks on the surrounding residential areas. Also, soils in the area will need to be tested for the presence of toxic materials; with clean-up required to remedy any hazardous conditions. Like much of the existing southeast shoreline, the Candlestick Point Perimeter area was created by landfill prior to the development of modern environmental regulations and standards. As a once-active heavy industrial area, it could have toxic soil conditions on many developable sites. Most of the area already falls within the soil-testing zone whereby soil tests and clean-up are required as a part of building permit activity. The entire area should be brought under this zone, per Public Works Code, Article 20.

POLICY 1.2

Restrict toxic chemical industries and other industrial activities with significant environmental hazards from locating adjacent to or nearby existing residential areas.



figure 4 - Required Soil Testing Zone (Hazardous Materials)



figure 5 - Areas of Major Potential Liquefaction Hazard

POLICY 1.3

Maintain buffer zones where housing and industry occur in close proximity to each other to better define the configuration of residential neighborhoods and areas reserved for industrial activity.

There are various blocks throughout the Bayview, and particularly in the South Basin and Northern Gateway areas, that include a mixture of both industrial and residential uses. In some cases, these uses have managed to

achieve a healthy co-existence. In other cases, one use type appears to have thrived at the expense or neglect of the other. Those uses should be supported which will help to abate land use conflict in this area.

POLICY 1.4

Encourage development of the South Basin area west of Third Street as a light industrial activity center.

South Basin West (as shown on Figure 2) directly abuts housing areas, but the relationship is less problematic than on the eastern side of Third. Moreover, South Basin West has an interesting mix of industrial and heavy commercial uses, including food preparation and distribution activities, a trade union apprenticeship program, and a telecommunications carrier hotel. The area also has some large sites for potentially major new development.

POLICY 1.5

Encourage a wider variety of light industrial uses throughout the Bayview by maintaining the newly established Production, Distribution and Repair zoning, by more efficient use of industrial space, and by more attractive building design.

Over the past thirty years South Basin and portions of the Northern Gateway have undergone a natural evolution from a heavy industrial to a light industrial area. This evolution should be supported and reinforced as both areas abut established low-density residential neighborhoods or public open spaces, and the trend toward light industries reduces the potential for adverse conflicts with these residential neighborhoods. The application of new, mixed-use buffer areas should be explored at the edges of the South Basin and Northern Industrial districts. Light industrial zoning controls and development standards should be further developed throughout the district, with special attention given to improving industrial building design. Housing growth should be prohibited in designated industrial areas to provide a more supportive environment for businesses, and the jobs they provide, to thrive and flourish.

POLICY 1.6

Encourage development of a healthy mix of residential, retail, open space, and small trade shops along Innes Avenue to buffer the India Basin industrial area from the Hunters Point residential community.

The stretch of Innes Avenue leading up to the northern point of entry of the Hunters Point Shipyard serves as a buffer between the heavy industrial uses in India Basin and the residential uses on Hunters Point Hill. This area is undergoing modest private revitalization with a potential interesting mix of uses taking place. The base of the area, at the corner of Hawes and Innes Avenues, is the site for Our Lady of the Lourdes, the oldest Catholic church in the district. Several single-family homes are also located in the vicinity. Innes Avenue leading up to the shipyard was changed from CM to NC-2 on the northern side of the street as a result of rezoning actions taken after the 1995 update of this Plan. Additionally, an RH-1 district on the southern side of Innes Avenue was rezoned to RH-1(S), which accommodates the development of one accessory dwelling unit per lot. Directly north of Innes Avenue, an industrial park is proposed. If developed, it would be bordered by open space lands acquired by the Recreation and Park Department that will provide direct public access to the India Basin shoreline. This healthy co-mingling of diverse residential, light industrial, small retail, and heavy commercial uses with natural-oriented open space areas should continue to be encouraged.



figure 6 - Innes Avenue Buffer Zone

OBJECTIVE 2

IMPROVE USE OF LAND ON THIRD STREET BY CREATING COMPACT COMMERCIAL AREAS, ESTABLISHING NODES FOR COMPLEMENTARY USES, AND RESTRICTING UNHEALTHY USES.

Revitalization of Third Street is probably the most complex issue facing the community of Bayview Hunters Point. The physical, economic, and social problems that exist on certain parts of the street impact the entire district and need immediate action. Yet there are no quick solutions. The challenge is not simply that of getting rid of undesirable uses; it is also that of attracting healthy and desirable new uses. There is relatively little demand for net growth in small-scale retail space because the corridor already possesses a significant amount of commercial space relative to its existing and potential population size. There is, however, a more noticeable need for certain larger retail functions, including a grocery store and a clothiers. There appears to be little demand for commercial office uses.

The use with the greatest potential demand is housing, particularly moderately sized multi-family buildings. Such housing could make the street more attractive while also improving the market for healthy retail activity. Given the central influence that Third Street has on investment attitudes about the entire Bayview district, a series of vigorous public actions are needed to change the appearance and climate of the street and make it conducive for appropriate residential development. The Third Street Light Rail Project brings a significant resource and amenity to the corridor. The project represents a major public investment in Bayview and will help bring increased vitality to the area.

POLICY 2.1

Improve the physical and social character of Third Street to make it a more livable environment.

Steps should be taken which ultimately would make Third Street an attractive market for new residential development. New dwellings and residents could provide the consumer market structure needed to bring healthier retail activity to Third Street on a continuous basis. Multi-family residential development will not be feasible, however, until the environment of the street is made more attractive and secure for apartment life.

An approach for revitalizing Third Street could follow the suggested land use framework, as shown on Figure 7. This framework largely conforms to the existing character of the street. It designates the blocks between Kirkwood Avenue on the north and Thomas and Thornton Avenues on the south as the commercial core of Third Street. Mixed residential/commercial projects should be encouraged, in this Town Center node with the public block that includes the Bayview Opera House serving as the hub. North of the Town Center, Third Street offers opportunities for a range of commercial, light industrial, and job-generating uses. All new development should place active uses on the Third Street frontage to activate the street environment as much as possible, where zoning allows.

Senior housing might be considered as a means for improving the character of Third Street and making it more conducive for private market rental housing. This assumes that there are available sites on the street for a senior housing complex. If the City and community decide to develop senior

housing, it should be done in a way that minimizes displacement of existing residents on Third Street. The 2006 Redevelopment Plan amendment identifies the Health Center Activity Node as an appropriate location for the development of senior housing due to its proximity to Third Street light rail stops at Williams Avenue and at Carrol Avenue, the Bayview Playground/MLK Jr. Pool, the Southeast Health Center Clinic, and other existing senior housing projects in the area.



Figure 7 - Third Street Revitalization (Suggested Guidelines and Policies Summary)

POLICY 2.2

Shape improvement of the Town Center public block and the Bayview Opera House to serve as the cultural hub and primary activity center for the revitalization of Third Street.

By location, historical character, and overall mission, the Bayview Opera House is central to any efforts to revitalize Third Street. As one of the primary city facilities providing cultural and artistic programs for San Francisco's African-American population, it has the potential to serve as a magnet for attracting the necessary outside market needed to make retail activity on the street economically strong. Moreover, the entire city block where the Opera House is located is publicly owned, and portions of it are presently underutilized. The block also contains Joseph Lee Recreation Center, which was recently renovated. The City should examine ways to introduce new uses to the site with an eye towards maximizing activity in the area. Improvements to the public block site could provide a significant boost to the overall revitalization scheme for Bayview's Town Center district.

POLICY 2.3

Restrict uses such as liquor sales establishments on Third Street.

One of the primary conditions for revitalizing the Bayview Hunters Point community is the need to attract a healthier mix of retail uses on Third Street and discourage unhealthy uses. The most prevalent unhealthy use is the large number of retail outlets selling alcoholic beverages for off-premises consumption. Survey results in the 1987 Issues Report found that Third Street, from Cesar Chavez (Army) Street to Meade Street, contains twice as

many liquor stores as neighborhood commercial strips of a similar size in San Francisco. This heavy concentration of liquor stores and their related social problems give a negative image to Third Street. Billboards advertising alcohol or cigarettes, and check-cashing outlets, because of their proliferation, also degrade the image, health and welfare of the environment. Many of these uses attract undesirable loitering that deters pedestrians from walking on the street, creates traffic congestion, and has adverse impacts on adjacent residential uses. Rezoning actions taken subsequent to the 1995 edition of this Plan established the Third Street Special Use District (SUD), which placed restrictions on the sale of alcohol for parcels along Third Street. These regulations were clarified and expanded by the Board of Supervisors in 2003. Figure 8 shows the distribution of liquor stores in the proposed Bayview Hunters Point Redevelopment Project area in 2004.



figure 8 - Proposed Area for Restricting Liquor Stores

POLICY 2.4

Encourage new mixed-use projects in defined nodes along Third Street to strengthen the corridor as the commercial spine of the neighborhood.

There are opportunities for additional residential development and mixed-use projects within the identified activity nodes along Third Street. (See Figure 7). While some opportunity sites are found at the edge of the core commercial area where there are large underutilized lots, such development is also a critical part of the Town Center revitalization strategy. In general, new major development should be located in close proximity to stops along the Third Street Light Rail to encourage use of public transit. See Commerce Objective 7, Policy 2.

TRANSPORTATION

The principal objective for transportation planning is to provide adequate transportation services to maintain the economic vitality of Bayview Hunters Point and improve the livability of its residential neighborhoods.

Background

Bayview's diverse land use pattern poses potentially conflicting requirements on its transportation system. Each major type of land use — the shipping and distribution operations located in the India Basin Industrial Park and on nearby Port property, the heavy commercial along Bayshore Boulevard, the low density residential neighborhoods, the neighborhood serving retail along Third Street, the Candlestick Point State Recreation Area and nearby stadium, and the approved development at Hunters Point Shipyard and Candlestick Point — has its own particular transportation needs. With relatively wide streets, two nearby freeways, a light rail extension, and an existing commuter rail system, Bayview Hunters Point has many of the elements of the comprehensive circulation system that would be needed to handle these diverse needs. The primary gaps relate to truck traffic and public transit.

Because many industrial uses, particularly in South Basin, are located adjacent to neighborhood residential and commercial areas, there is frequent intrusion of truck traffic into these areas. Bayview lacks a major thoroughfare that connects industrial areas to the freeway system without passing through residential areas or the neighborhood commercial sections of Third Street. Such intrusion is one of the most common complaints among residents about the district.

The truck traffic problem is also related to a larger problem dealing with the freeway facilities in the southeast section of San Francisco. I-280 is not adequately connected to the Bay Bridge to encourage industrial truck traffic away from residential areas and off of surface streets. I-280 serves the northern industrial areas of South Bayshore, but going northward to the East Bay, it ends and returns vehicles to congested surface streets before connecting to I-80 at Fifth and Bryant Streets. Because of this lack of connection, many trucks prefer using Third Street to go to the Bay Bridge even though it runs through neighborhood commercial areas.

The other major gap deals with the inadequacy of public transportation in relation to existing and future population needs. Bayview Hunters Point was well served by the #15-Third bus line, which was replaced by the Third Street Light Rail project in 2006, which provides a regular direct connection from Third Street to Downtown and City College of San Francisco. Otherwise public transportation services are lacking. Public transit is more convenient

for traveling from the heart of Bayview to Downtown than for traveling between different neighborhoods of Bayview Hunters Point. Although there is a major regional facility in the Candlestick Park sports stadium, the public transit services to this facility are limited. The district also lacks the variety of pedestrian and bicycle pathways that one finds in many other parts of San Francisco. Bayview's social problems also have an adverse impact on public transit, especially Muni services. For example, Muni services in the area are frequently disrupted by juveniles throwing rocks, bottles or other objects at passing Muni buses. When these incidents occur, Muni either reroutes or suspends service to the entire area for the remainder of the evening, greatly inconveniencing residents who need convenient access to public transit for employment and essential services. Much of the reason for the lack in transit services is the low population density in Bayview Hunters Point. It does not have the ridership volumes needed to warrant a greater variety of services. However, this situation is changing with the population increase presently occurring in the district. Moreover, the integrated development of Candlestick Point and the Hunters Point Shipyard as provided for in Proposition G, including the new direct connections between the Shipyard and Candlestick Point, will substantially improve many of the conditions described above.

OBJECTIVE 3

MAKE SURFACE STREET AND FREEWAY IMPROVEMENTS TO ENCOURAGE TRUCK TRAFFIC AWAY FROM NEIGHBORHOOD RESIDENTIAL AND COMMERCIAL AREAS.

POLICY 3.1

Improve and establish truck routes between industrial areas, including those at the Shipyard, and freeway interchanges.

Truckers will use non-residential and non-neighborhood commercial streets only if they are provided a viable alternate route. Key improvements to the existing system would serve to encourage truckers to use routes that do not disrupt existing residential and neighborhood commercial streets. The absence of a direct connection to the I-280 from the industrial areas of the Bayview is a major cause of the industrial truck traffic problems in the area. Also, the lack of a direct connection between I-280 and the Bay Bridge discourages many trucks from using I-280, resulting in increased truck traffic on surface streets. In 2004, the Department of Public Works launched the Bayview Transportation Improvements Project (B-TIP), which is studying

alternative truck routes to better connect industrial operations in the Northern Gateway and South Basin, to local highways. The City should also work with Caltrans to determine and develop ways of improving truck usage of I-280 as alternative to truck usage of surface streets. As housing development increases with the spread of urban growth along the southeast corridor of the city, from South of Market to Visitacion Valley, the issue of separating industrial traffic from residential and neighborhood commercial traffic will become increasingly important. Integrated development of the Shipyard and Candlestick Point and the new direct connections created between the two sites, helps achieve this desired separation.

OBJECTIVE 4

DEVELOP AND MAINTAIN A SYSTEM FOR THE EASY MOVEMENT OF PEOPLE AND GOODS, TAKING INTO ACCOUNT ANTICIPATED NEEDS OF BOTH LOCAL AND THROUGH TRAFFIC.

POLICY 4.1

Develop a comprehensive network and schedule of roadway improvements to assure that Bayview maintains an adequate level of service at key intersections as the residential and work force population in the district increases.



figure 9 - Existing Vehicle Circulation Plan (As of 2006)



figure 10 - Proposed Truck Routes and Third Street Light Rail (As of 2006)



figure 11 - Candlestick Park Access Streets (As of 2006)

POLICY 4.2

Develop the necessary improvements in public transit to move people efficiently and comfortably between different neighborhoods of Bayview Hunters Point, to and from Candlestick Park Point, and to and from Downtown and other parts of the region.

Effective measures are needed for improving public transit services in Bayview. The overall objective of such measures should be to shift resident preferences away from private automobile use to public transit use and to reduce the use of private automobiles accessing events at the existing

Can dlestick Park Stadium or a potential Hunters Point stadium. This would require improving public transit access among different neighborhoods in the Bayview as well as between Bayview Hunters Point and other parts of the City, especially the Downtown. It would also require ameliorating the social issues that affect the security of public transit services in the district. The development of the Third Street Light Rail, represents a major transportation improvement for the residents of southeast San Francisco.

POLICY 4.3

Recognize the Third Street Light Rail as the nucleus for public transit improvements and socio-economic revitalization efforts in the corridor, and prioritize the efficient movement of the light rail by reducing conflicts with automobile and truck traffic.

After years of study and community dialogue, the Planning Commission and the Federal Transit Administration gave final approval to the Environmental Impact Statement for the Third Street Light Rail Project in 1999. The operation began operation in April 2007, and provides service from the current station at Fourth and King Streets to the Bayshore Caltrain Station in Visitacion Valley. The new light rail line offers ten stops between Cesar Chavez Street and Bayshore Boulevard. Several stations provide connections to east-west Muni bus lines that serve the Bayview, including the 19, 24, 44, and 29 lines. Phase 2 of the Third Street Light Rail Program will extend rail service 1.7 miles through a new "Central Subway" serving Chinatown, Union Square, Moscone Convention Center, Yerba Buena, SoMa and AT&T Park, as well as BART and Caltrain.

A light rail system linking Bayview Hunters Point to Downtown and other parts of San Francisco will be instrumental in achieving the overall transportation, land use, and energy conservation objectives of this Area Plan. It will help to produce direct transportation benefits, such as encouraging more people to use public transit, as well as indirect benefits, such as a more healthful physical environment and social/economic revitalization. In addition, it will help to eliminate the geographical isolation of Bayview Hunters Point from the rest of the city.

At least two basic alternatives for a light rail system in the southeast corridor were considered in the 1995 Area Plan update: The existing Caltrain right-of-way and Third Street. Third Street was chosen as part of a comprehensive

effort to revitalize the street as the heart of Bayview Hunters Point and increase usage of public transportation to, from, and within the district.

As part of the Bayshore Corridor Study, Muni developed many alternatives, of which four were recommended for further study. Subsequently, with the help of the Urban Habitat Program, a local nonprofit research and advocacy group, the community also developed a preferred "Hybrid" alternative that was the basis for the community's preferred alternative, providing more direct service to downtown on Third Street. These alternatives are included in this Plan to illustrate and document the broad community consensus for light rail along Third Street and did not pre-empt the final recommendations of the Transportation Authority's Major Investment Study, which evaluated all of the five alternatives and resulted in selection of the "Locally Preferred Alternative."

To the maximum extent feasible and desirable, the following citizen-recommended objectives and other recommendations of Urban Habitat's *Bayview Hunters Point Social and Ecological Justice Transportation Plan* should continue to be included among the overall objectives of light rail and transportation planning and implementation through the southeast corridor:

- a. Upgrade existing stations and develop new stations to increase availability of public transit services to local residents.
- b. Link to a regional rail system, particularly one connected to the airport and the Peninsula.
- c. Create a feeder system that links each residential neighborhood, employment center, and activity area to the proposed rail line.
- d. Couple light rail development on Third Street with a coordinated economic development strategy and land use development strategy for station areas, Third Street, and the overall Bayview Hunters Point area.

POLICY 4.4

Improve parking conditions along Third Street to meet current and future parking needs of commercial uses.

On-street parking in the commercial core section of Third Street, between

McKinnon and Revere Avenues, is ninety percent occupied throughout most of the business day. Further study should be given to the idea of constructing a public off-street parking facility in close proximity to the Bayview Town Center area in order to strengthen its capacity to serve as the activity center for the revitalization of Third Street as well as meet the off-street parking needs of Third Street merchants. In the interim, one alternative is to use the parking space of some of the churches along Third Street, since they tend to be underused during the regular business hours of most commercial establishments.

POLICY 4.5

Create a comprehensive system for pedestrian and bicycle circulation.

Bayview Hunters Point is included as a part of the bicycle and pedestrian circulation system of the Transportation Element of the General Plan. Figure 12 shows the bicycle plan. The City should continue to refine this plan to give specific attention to the pedestrian and bicycle circulation needs for the Bayview. Special attention should be given to pedestrian linkages across the physical barriers formed by freeways that separate Bayview from the rest of San Francisco, and to bicycle facilities that serve recreational and educational facilities. Figure 12 also shows proposed pedestrian trails through Bayview Hunters Point.



figure 12 - Existing Bike Routes and Pedestrian Trail (As of 2006)

POLICY 4.6

Provide convenient regional access the 49er's stadium without negatively impacting nearby residential streets.

Special events at Candlestick Park attract crowds of up to 70,000 persons from throughout the Bay Area and northern California. The large number of automobile trips typically generated by these events can create extreme congestion and block access to nearby residential streets for residents and emergency vehicles alike. A variety of public education, traffic routing and enforcement measures are needed to deal with this problem. If the 49ers stadium is moved to Hunters Point Shipyard, a fully considered exiting plan should be completed and implemented to mitigate impacts to surrounding

neighborhoods.

HOUSING

The principal objectives for housing in Bayview Hunters Point are to preserve existing housing and homeownership patterns, and to promote major growth in new housing at price levels, types of construction, and locations that offer maximum choice to a majority of existing Bayview residents.

Background

Bayview Hunters Point contains over 9,800 dwelling units and 33,500 residents (2000 Census). Approximately 43 percent of Bayview's housing stock was built prior to 1950 and is of sound construction. This older housing generally consists of one-story dwellings over a garage. Along Third Street there are three residential hotels containing a total of 79 units.

The primary housing issue facing Bayview Hunters Point is affordability. It underlies other issues related to housing conservation and new housing growth and affects many different segments of Bayview's population. Most directly, it affects lower income households. There is a need to protect the existing supply of public housing and to encourage greater resident participation in the maintenance of dwelling units once they have been rehabilitated and improved. There is also a need to forestall or avoid displacement of lower income residents living in HUD-subsidized housing units.

Affordability is also a major issue facing moderate and middle-income homeowners in Bayview Hunters Point. Many older residents bought their homes after World War II when property was inexpensive and jobs plentiful. However, because of the extraordinary increase in real estate prices over the past twenty-five years, particularly in San Francisco, and because of the deteriorating employment situation of many Bayview residents, it is becoming increasingly difficult for the offspring of older homeowners to afford to buy housing in the district. Two issues are involved: The need to maintain affordability among existing housing units while improving their overall residential quality; and the need to assure that a significant portion of the new housing constructed is of good construction quality and affordable at the

income levels that prevail in the district. The low median income in the Bayview relative to the rest of the city means that affordable housing programs to be effective will require a higher level of subsidies and will need to be especially targeted for Bayview Hunters Point residents.

To be affordable to most Bayview households, ownership housing should be at a cost level whereby households earning an amount equal to 80 percent of the city's median income can purchase it, and rental housing should be at a cost level whereby they are affordable to those with 50 percent of the City's median income.

While providing new, high quality affordable housing is among the highest priorities for the Bayview, there is also a need to build excellent market-rate housing in Bayview Hunters Point. The unfair stigma of Bayview Hunters Point as an undesirable neighborhood stems, in part, from the excessive concentration of low-income housing that existed there during the postwar years. Some new quality market-rate housing to supplement new affordable housing would help to diminish this stigma as well as introduce income diversity among residents.

**OBJECTIVE 5
PRESERVE AND ENHANCE EXISTING RESIDENTIAL
NEIGHBORHOODS.**

POLICY 5.1

Preserve and enhance the existing character of residential neighborhoods.

Most residential areas in Bayview Hunters Point are zoned for single-family and two-unit homes. This is consistent with the existing building scale in these areas. To maintain this scale, new infill housing and expansion of existing dwellings in the heart of Bayview's residential neighborhoods should conform to existing residential patterns in terms of bulk, setbacks, and height. Also, as the existing housing ages, there is a greater need to increase maintenance of older housing. In light of the low incomes that prevail among many existing homeowners a special effort may be needed to assist rehabilitation and maintenance efforts among these homeowners in order to prevent the older housing stock from moving to a point of dilapidation. This is especially important since housing is the primary capital

asset among Bayview's predominantly African American community, to a much greater extent than among other ethnic groups, and is therefore important to retaining and establishing San Francisco's African American population and maintaining thereby ethnic diversity in the city as a whole.

POLICY 5.2

Conserve the existing supply of Federally subsidized lower income housing.

The HUD contracts under which the rents for these units are subsidized must be renewed annually. If no way is found at the federal level to continue these subsidies, close to 3,000 Bayview residents, roughly 12% of the district's total population, could face substantial rent increases or the threat of displacement.

POLICY 5.3

Conserve and enhance the existing supply of public housing.

Public housing is one of the main supplies of truly affordable housing. Its residential population is one of the most stable portions of the City's total population. Housing Authority officials and other City officials should work with tenant organizations and individuals in Bayview to increase federal funding to improve physical social, and economic conditions in public housing areas. Many improvements can be carried out without additional Federal funding provided there is sufficient will and cooperation among appropriate local officials and residents. Guidelines for cooperation between local officials and public housing tenants can be designed to operate at varying levels of federal funding.

POLICY 5.4

Complete modernization of Waste Water facilities, by completing the Crosstown Tunnel component of the approved Waste Water Master Plan, or another alternative which would achieve the same objective in order to enhance residential livability along the southeast shoreline.

Bayview Hunters Point is one of the primary locations for the City's sewage treatment facilities. Many of these facilities are located adjacent or in close proximity to residential areas, and affect residential character. During heavy rains, the combined sanitary/storm water sewer system often overflows,

causing untreated sewage to surface or drain directly to the bay. Implementation of the Wastewater Master Plan approved by San Francisco voters has helped to modernize wastewater facilities, reduce untreated overflows, and improve their relationship to residential areas. However, one part of the plan -- construction of the Crosstown Tunnel to link the Southeast facility to an ocean outfall facility, or an alternative discharge location -- is yet to be implemented.

Existing wastewater facilities in Bayview Hunters Point include sewage handling facilities that treat and discharge waste matter into the bay. The Bayside Discharge Alternatives studies are currently analyzing the Crosstown Tunnel, and other alternatives to find the best solution to the sewage treatment and disposal problems in the Bayview. Other options, which would address the need to eliminate discharge into the Islais Creek vicinity, include a new Bay outfall and reclamation/export of the wastewater out of the City. The Bayview Hunters Point community prefers the building of the Crosstown Tunnel. A layout of the Clean Water Master Plan and the Crosstown Tunnel is shown in Figure 13.



figure 13 - Bayside Discharge Alternatives Project Proposed Facilities

OBJECTIVE 6

ENCOURAGE THE CONSTRUCTION OF NEW AFFORDABLE AND MARKET RATE HOUSING AT LOCATIONS AND DENSITY LEVELS THAT ENHANCE THE OVERALL RESIDENTIAL QUALITY OF BAYVIEW HUNTERS POINT.

POLICY 6.1

Encourage development of new affordable ownership units, appropriately designed and located and especially targeted for existing Bayview Hunters Point residents.

Plans for the revitalization and intensification of Third Street, and new housing at Hunters Point Shipyard and the Candlestick Point Activity Node provide the potential for thousands of new housing units in Bayview. For those projects proposed within redevelopment areas, including Candlestick Point and Hunters Point Shipyard, affordability requirements are set forth in the applicable redevelopment plan. For all other projects, San Francisco's

Inclusionary Affordable Housing Program applies to projects containing five or more units. At least twelve percent of the units in those projects are required to be affordable using guidelines provided by the Mayors Office of by the Redevelopment Plan. Beyond these basic requirements, a major effort targeting new affordable housing for existing Bayview Hunters Point residents is needed to avoid displacement of the existing population resulting from new housing development over the next ten to twenty years.

POLICY 6.2

Develop new multi-family housing in identified mixed use nodes along Third Street concurrent with the economic stabilization of surrounding existing residential neighborhoods.

In addition to stabilizing Bayview's existing residential areas, supporting new moderate density housing on Third Street is a high priority of this plan and would be beneficial to the district as a whole in the long term. This includes abating illegal industrial nuisances near housing, phasing out legal, nonconforming intensive industrial uses, and encouraging improvement through better truck route enforcement, hazardous waste containment, building design, and landscaping. The Land Use section (Objective 1) contains policies and actions toward this goal. Development of more housing on Third Street, however, will in itself help to improve the neighborhood environment because more residents would be keeping their eyes on problems and actively working to improve their environment. Additional guidelines for the revitalization of Third Street are provided under Objective 2, in the Land Use section. A graphic description is given in Figure 7.

POLICY 6.3

Encourage development of new small-scale affordable housing on infill vacant sites and through addition of second units consistent with the character of existing residential neighborhoods.

There are close to 200 scattered vacant sites in Bayview that are zoned RH-1 and RH-2. Many are owned by local homeowners and non-profit housing developers and represent their primary stake in the private economy. Together these sites present a potential opportunity for substantial new housing and for improving the capital base in a capital-deficient community, particularly among African Americans. Many sites will be developed through the private market mechanism. Others may need

technical assistance and public incentives to stimulate development, assure affordability, and give existing residents a stake in the private economy.

POLICY 6.4

Encourage development of new affordable housing on the ridge portion of Hunters Point Shipyard to help improve the residential character and circulation pattern of the Hunters Point residential area.

The ridge portion of Hunters Point shipyard consists of approximately 70 acres directly abutting the Hunters Point Hill residential area. This ridge portion of the shipyard used to provide housing for the military, and many of the housing structures remain. The Hunters Point Shipyard Redevelopment Plan gives consideration for providing affordable and mixed-income housing ranging from single-family to multi-family residential developments. The Redevelopment Plan calls for development of new streets and clustering new residential construction along Hunters Point Hill, to improve the circulation between the Shipyard and the adjoining residential neighborhoods to better integrate the shipyard into the surrounding community. As of 2010, development of up to 1,600 residential units, including a substantial amount of new affordable housing, has been commenced as "Phase I" of implementation of the Hunters Point Shipyard Redevelopment Plan, which includes the ridge.

POLICY 6.5

In the vicinity of Bayview Hill, encourage well-sited housing development that complements the natural areas and open space, as well as provides for local economic development.

The recent and projected growth in population in the Bayview Hunters Point area has increased the demand for all types of housing. Families have been leaving the district because of limited choices in the existing housing stock. For a long time the Bayview Hill area remained undeveloped, but within the last 20 years it has become subject to significant growth pressures. Close to 50 new units were constructed on the Western slopes in the mid 1990s. Over 1,250 dwelling units have been constructed or received approval from the Planning Department in the Executive Park area as of 2005. An application for a 198-unit condominium development on the northern side of Bayview Hill, facing Jamestown Avenue, was approved in 2004. The Candlestick

Point – Hunters Point Shipyard Phase 2 project includes substantial high density residential development consistent with the Bayview Hunters Point Redevelopment Plan and the Hunters Point Shipyard Redevelopment Plan, much of it located east of the Hill.

Over the past 25 years, the Recreation and Park Department has acquired or designated as open space much of the land on Bayview Hill. Some undeveloped land on the north side of the hill facing Jamestown Avenue remains residentially zoned. The 1990 Department of City Planning "Inventory of Land Suitable for Residential Development" listed this as a Housing Opportunity site based on a preliminary street survey for the Residence Element. More housing at the base of Bayview Hill with the appropriate infrastructure, locational pattern, and architectural design could help to meet the housing demand as well as contribute to the revitalization of the neighborhood. Additional housing could help to expand the consumer base for local, neighborhood-serving businesses without displacing any existing residents. The site could also provide economic development opportunities for local residents such as short-term construction contracts, construction jobs, home ownership, or participation in interim uses compatible with the adjacent parklands and residences.

Bayview Hill is one of the few remaining hills in San Francisco that has significant open space that supports an array of habitats, natural areas, and recreational activities, and is visually prominent in the southeast part of the City. In addition to the privately-owned land (including an open space easement in Executive Park on the southern slope), the city-owned park at the crest of the hill is currently over 36 acres, and there are several acres of State and City-owned land on the west side of the hill. In 1991, the Recreation and Park Department began to acquire some of the privately owned land atop the hill as part of the San Francisco Open Space Acquisition/Park Renovation Program, administered jointly by the Recreation and Park Commission and the Planning Commission.

COMMERCE

The principal objectives for commercial development in Bayview Hunters Point are to improve the vitality of shopping areas and attract commercial investment for the greater convenience of the people who live and work in

Bayview.

**OBJECTIVE 7
ENCOURAGE HEALTHY RETAIL REUSE IN THE EXISTING
COMMERCIAL CORE OF THIRD STREET AND COMPLEMENTARY
GROWTH IN ADJACENT SECTIONS.**

Bayview has over 500 commercial establishments. These establishments are dispersed throughout the district, but the greatest concentrations occur along Bayshore Boulevard and on Third Street. The establishments along Bayshore consist primarily of heavy commercial outlets, such as large lumberyards and hardware stores. Located on the periphery of the district with direct access to the James Lick Freeway, the Bayshore Boulevard commercial area serves a regional market and holds the potential for growth. Third Street, running through the middle of the district, is also a major thoroughfare but with more neighborhood-serving businesses. While immediately accessible to the surrounding residential community of Bayview Hunters Point, it has been relatively insulated from other parts of the City and region and has not yet succeeded in attracting a larger outside market. This is expected to change somewhat with the introduction of the Third Street Light Rail.

The primary challenge facing the commercial sector in Bayview Hunters Point is stimulating sufficient private investment interest in healthy economic uses on Third Street. To meet this challenge, the City should establish a set of community and economic development funding programs specifically designed and organized to meet the financing needs for successful revitalization of Third Street.

POLICY 7.1***Make the commercial blocks on Third Street between Kirkwood Avenue to the north and Thomas and Thornton Avenues to the south the core of new commercial growth.***

This section is the logical heart of Third Street. It contains the largest concentration of existing retail establishments in the district outside of those on Bayshore Boulevard. Its blocks should be the focus of a Third Street revitalization program for encouraging healthy pedestrian-oriented and neighborhood-serving retail reuse.

POLICY 7.2

Encourage complementary development adjacent to the Third Street core commercial area.

Third Street is a major thoroughfare. A large number of persons travel through on their way to and from Candlestick Park, India Basin Industrial Park, and Hunters Point Shipyard. However, there is a current lack of convenient, attractive and safe retail services on Third Street, which deters through traffic from stopping. The core of the commercial district between Kirkwood and Thomas Avenues is characterized by more local and pedestrian-serving uses, while the northern end and the southern end are characterized by more regional and automobile-oriented uses. These ends also contain larger and sometimes vacant parcels. In these areas there is a need and opportunity for development that could provide new jobs and a higher intensity of activities to attract more patrons. Housing development is appropriate in the identified mixed-use nodes and essential for the commercial revitalization of the corridor as a whole. Automobile-oriented retail should be limited to outside the Third Street core area where it will not conflict with the new light rail alignment or the pedestrian environment of the Town Center.

POLICY 7.3

Develop secondary nodes of commercial activity.

Commercial uses in the district should be distributed in a pattern that provides convenient access to essential retail services for all residential neighborhoods. All residents should be within walking distance, approximately one-half mile, of essential neighborhood retail services. Neighborhood commercial areas should be in conformity with the applicable provisions of the Commerce and Industry Element of the General Plan, which govern neighborhood commercial districts and uses. C-M zoning is being phased out citywide and replaced with NC-3, NC-2, new light industrial districts, or special NCD zoning where the uses are primarily neighborhood-serving commercial. This more specialized zoning is better suited to areas that abut residential neighborhoods, as it encourages housing and discourages large intensive uses, which disrupt pedestrian and residential character. Candlestick Point is not subject to these controls.

POLICY 7.4

As part of any new development at Candlestick Point and Hunters Point Shipyard, encourage commercial development that will complement the other proposed uses and create job opportunities for Bayview residents.

The existing sports stadium within this district may be replaced with a new professional football stadium at Hunters Point Shipyard. Redevelopment of Candlestick Point should include the creation of a destination retail and entertainment center. At Hunters Point Shipyard, redevelopment should include a vibrant neighborhood serving retail and commercial mixed use area. Such uses would help create urban cores for Candlestick and Hunters Point Shipyard helping to attract visitors to new developments from around the region. A destination retail center would also increase the accessibility of goods and services to Bayview residents who are currently underserved by retail. At the same time, a retail and entertainment center could help to establish a sense of place for the benefit of adjacent uses, including high density housing and offices to create a vibrant urban center.

Retail and entertainment development for Candlestick Point and Hunters Point Shipyard need to be thoughtfully programmed to ensure that it is acting as a catalyst for economic revitalization throughout the Bayview and not unduly compete with established retail corridors, most importantly Third Street.

INDUSTRY

The principal objectives for industry are to maintain and fully utilize existing industrial areas to better meet the City's and Bayview's economic needs and to achieve a closer linkage between the employment and investment opportunities created in the industrial areas and the employment and entrepreneurial needs in the Bayview Hunters Point community.

Background

Over one quarter of the land in Bayview Hunters Point is occupied by industrial uses, not including the Shipyard or Port property. The subareas

that have industry as a primary land use include: Northern Industrial, India Basin Industrial Park, South Basin East, and South Basin West. Together these industrial areas contain over 1,000 establishments and provide almost 15,000 jobs. Maintaining the vitality and growth of these areas is crucial to the economic well-being and future of Bayview as well as the city as a whole.

The Northern Industrial area, India Basin Industrial Park, and the Port facilities at Piers 94 and 96 are oriented toward light and heavy industrial activities, maritime industry, and heavy commercial. Physically removed from Bayview's primary residential areas, India Basin Industrial Park and the Port's container terminals in particular are more directly linked to the adjacent maritime/heavy industrial uses in the Central Waterfront north of Cesar Chavez Street, immediately outside the boundaries of Bayview Hunters Point. Industrial growth in South Basin is circumscribed by surrounding residential areas and the Candlestick Point State Recreation Area. Future growth should be directed toward achieving more efficient utilization of space in already built-up industrial areas and improving compatibility with the State Park and surrounding residential areas.

The other previous industrial area is the Hunters Point Shipyard. Through special legislation under the federal Base Closure Act, it is being ceded to the city. Occupying over 500 acres, it was the single largest industrial area in the district, and has had determining influence on the overall economy of Bayview and the city as a whole, particularly when it was fully utilized by the Navy as a major ship repair facility from World War II to 1974. By physical location and characteristics and by citizen input, it is an appropriate location for a wide range of new uses, including housing, research and development, retail, commercial office and light industrial uses. The historical conflict between housing and industry in the Bayview and the need to achieve harmony between residential and industrial areas prompted the extensive community planning process to develop the Hunters Point Shipyard Redevelopment Plan, which designates land use throughout the Shipyard. Land uses include a variety of Research and Development Uses, Office Uses, Light Industrial Uses, Mixed Land Uses, residential and Cultural and Educational uses. For specific policies governing Hunters Point Shipyard, see the Hunters Point Shipyard Redevelopment Plan and its accompanying Design for Development document.

OBJECTIVE 8

STRENGTHEN THE ROLE OF BAYVIEW'S INDUSTRIAL SECTOR IN THE ECONOMY OF THE DISTRICT, THE CITY, AND THE REGION.

POLICY 8.1

Maintain industrial zones for production, distribution, and repair activities in the Northern Gateway, South Basin, Oakinba, and India Basin Industrial Park subdistricts.

Northern Gateway, South Basin, Oakinba, and the India Basin Industrial Park have been rezoned to new Production, Distribution and Repair designations. The new districts clarify the purpose of these vital neighborhoods by clearly limiting uses that could compete for land and could create damaging land use conflicts.

A major opportunity to bring the Hunters Point Shipyard under productive use for local purposes has become available with the Congressional Base Closures Act. Separate legislation to specifically cede Hunters Point Naval Shipyard to the City creates a unique opportunity for the City to bring the shipyard area into full productive use in a way that benefits both the local and regional economy. Reuse of the shipyard has been planned for in the Hunter's Point shipyard Redevelopment Plan and its accompanying Design for Development document. The Redevelopment Plan provides for a mixed-use development including light industrial, and other mixed uses. For specific policies governing Hunters Point Shipyard, see the Hunters Point Shipyard Redevelopment Plan. Given the central role of the shipyard in the overall economy of Bayview Hunters Point and the City and County, it is essential that these activities be closely coordinated with the planning activities for the Bayview as a whole.

POLICY 8.2

Achieve reuse of Hunters Point Shipyard.

A major opportunity to bring the Hunters Point Shipyard under productive use for local purposes has become available with the Congressional Base Closures Act. Separate legislation to specifically cede Hunters Point Naval Shipyard to the City creates a unique opportunity for the City to bring the Shipyard area into full productive use in a way that benefits both the local and regional economy. Reuse of the Shipyard has been planned for in the Hunter's Point shipyard Redevelopment Plan and its accompanying Design

for Development document. For specific policies governing Hunters Point Shipyard, see the Hunters Point Shipyard Redevelopment Plan. Given the central role of the Shipyard in the overall economy of the Bayview and the City and County, it is essential that these activities be closely coordinated with the planning activities for South Bayshore as a whole.

**OBJECTIVE 9
IMPROVE LINKAGES BETWEEN GROWTH IN BAYVIEW'S
INDUSTRIAL AREAS AND THE EMPLOYMENT AND BUSINESS
NEEDS OF THE BAYVIEW HUNTERS POINT COMMUNITY.**

POLICY 9.1

Increase employment in local industries.

The India Basin Redevelopment Project has been successful in attracting new industries to the Bayview district. It is not clear, however, that the project has fully met its employment goals of creating major job opportunities for local residents. Local unemployment rates have fluctuated since completion of the redevelopment project. Future revitalization activities should give greater priority to assuring job opportunities for local residents.

POLICY 9.2

Encourage the local business community to play a larger role in Bayview's industrial sector.

The business community in Bayview Hunters has focused much of its interest on revitalizing the retail section of Third Street. Yet even with such revitalization, business opportunities would be limited because of the essentially neighborhood-serving commercial function of Third Street and the ample supply of existing commercial space. Bayview's industrial sector also offers many business opportunities. The local business community should broaden its interest in economic development to look at ways of playing a larger role in the industrial sector.

POLICY 9.3

Support expanded role of African American firms in distribution and transportation industries.

The South Bayshore Economic Study (May 1988) prepared by Recht Hausrath Associates documented that "Warehousing/Distribution/

Transportation" (W/D/T) industries dominate the Bayview economy. African-Americans are grossly underrepresented in these industries. In most cases, as business owners and operators, they are totally unrepresented. Since the late 1980s, a few African American firms have managed to gain a foothold in this economic sector. These firms include one trucking firm owned and managed by African-American women. The efforts of these firms should be strongly supported. They still face many barriers to full participation as private entrepreneurs because of the historical isolation of African Americans from these industries. These barriers include private market restrictions relating to bonding, financing, contract bidding, marketing, and organizational leverage. Programs specifically designed to eliminate each of these barriers should be developed and implemented so that African American firms can compete on an equal basis with other private firms in this important economic sector of Bayview Hunters Point.

URBAN DESIGN

There is enough developable land among and within built-up portions of Bayview Hunters Point for new growth to have a major impact on its overall aesthetic character. The primary design challenge is to locate and shape new growth to accentuate the positive characteristics inherent in the topography, history, and existing use activities of the district. See Figure 14.

DISTINCTIVE CHARACTERISTICS OF SOUTH BAYSHORE

India Basin/Hunters Point Hill

The steep incline of the northern side of Hunters Point Hill provides a dramatic visual image of the separation between the heavy/maritime industrial uses of India Basin and the residential neighborhoods of Hunters Point.

Innes Avenue along the northern base of the hill has a low building scale and interesting mixture of single-family residential, commercial, and light industrial activities in an intimate pedestrian setting. New retail and eating and drinking uses would help foster commingling among these various uses.

Roadways combing the intricate texture of the hill reveal a dense residential style population, where blocks of older multi-family housing projects are linked to blocks of newer suburban-style housing, with sudden dramatic views of the bay at various points.

The open space at the top of Hunters Point Hill Park offer sweeping views of the industrial side of the bay - Hunters Point Shipyard, the shipyards of Oakland and Alameda - views linked to the industrial-oriented character one experiences in parts of Bayview at the pedestrian level.

South Basin, East of Third Street

The eastern edge of South Basin along the Candlestick Point State Recreation Area provides an interesting mixture of light industrial, institutional and residential uses with level topography and convenient pedestrian access.

Cottages and small church buildings scattered among the small manufacturing, warehousing, and other industrial uses of South Basin convey a sense of the 'early industrial city' when there was a healthy tolerance for and commingling among these diverse uses.

Candlestick Point State Recreation Area

The state park provides direct public access to the southeast shoreline of San Francisco Bay with a major wetlands area to be developed at the Yosemite Slough.

The park provides a naturalistic upland and wetland environment along the shore of the Bay that offers respite and seclusion.

Strong gusty winds along the shoreline during most days tend to encourage individualized activities, such as walking, fishing, and windsurfing.

Bayview Hill

Perceptions from the heavily wooded glade at the top of the hill interweave a sense of closure and seclusion with dramatic open-ended views of the entire Bayview Hunters Point area, Downtown, and the bay.

Existing residential neighborhoods reveal an interesting mixture of small

cottages and single family flats over a garage, many perched in intimate niches created by the uneven topography of the hill.

The evenly terraced eastern side of the hill above Executive Park contrasts with the uneven texture of the northern side where sudden drops in elevation reach flat table-like formations.

Silver Terrace

Uniformly developed older residential blocks consisting of one-story flats over garages with stucco exteriors, are reminiscent of those in the Sunset, Richmond and Excelsior districts.

The former Bayview Farm agricultural area provides an open vista from the solid residential blocks and a transition to the light industrial uses in South Basin, west of Third Street.

Third Street

Third Street has an intimate pedestrian character, with a warm sunny climate on most days. This character is understated because of the over concentration of unhealthy uses and automobile orientation that presently characterize the street.

The Town Center public block, which includes the Bayview Opera House, is uniquely situated to serve as a major activity center that preserves the area's working class heritage and brings together the diverse social and cultural elements that make up today's community.

**OBJECTIVE 10
ENHANCE THE DISTINCTIVE AND POSITIVE FEATURES OF
BAYVIEW HUNTERS POINT.**



figure 14 - Bayview Hunters Point Distinctive Areas

Bayview has many positive features: a varied topography, a shoreline, a warm and sunny climate, a small pedestrian-oriented building scale, and at times a certain charm to its unkempt character. The problem is that many of its positive aspects become overwhelmed by such things as unattractive building features, intrusive truck and automobile traffic, and 'blank' spaces of

vacant land that lack definition.

To a large extent, many of the community economic development problems will have to be resolved before the positive features of Bayview Hunters Point as an urban district can become fully expressed. For example, Third Street provides the initial and primary visual impression of the district to most outsiders traveling through it. The bars on shop windows and doors, the boarded-up storefronts, and the general scene on many blocks give an uninviting impression. It will be difficult to correct this negative visual impression until healthier economic uses are brought to the street. The underlying problem is economic. However, once a certain threshold is reached in solving the economic problems, urban design becomes very important. The scale of buildings, their relationship to each other and the street and sidewalks, the placement of street furniture, and other factors relating to the treatment and organization of space become important for giving the street an inviting appearance and sustaining marketability and growth over the long run.

Sponsors of projects in the area should refer to the appropriate design guidelines documentation for direction on crafting compatible, quality development for the Bayview. The Planning Department's *Residential Design Guidelines* (December 2003) and *Industrial Area Design Guidelines* (August 2001) discuss approaches to new construction and major renovation projects in residential neighborhoods and industrial zones, respectively. As of the publication date of the 2006 amendments to this Plan, the Planning Department and Redevelopment Agency have also produced a draft *Third Street Design Guidelines* document that focuses on the Town Center District of Third Street in the Bayview. The document is an important resource in helping residents, local business owners, and City staff evaluate development proposals along Third Street with an eye towards enhancing the overall look and feel of the district.

For Candlestick Point and the Hunters Point Shipyard, the applicable Redevelopment Plan and Design for Development documents provide the relevant design guidance and shall control over the other documents identified above.

POLICY 10.1

Better define Bayview's designated open space areas by enabling

appropriate, quality development in surrounding areas.

Bayview Hunters Point has a unique assortment of public open space, including Bay View Hill Park, Hilltop Plaza, Adam Rogers Park, Youngblood Coleman Playground, Bayview Playground, the Candlestick Point State Recreation Area, India Basin Shoreline Park, and the former Bayview Farm. Yet some of these areas do not stand out visually, and some are not fully accessible to the community, due in part that some of them, such as Bay View Hill and Candlestick Point State Recreation Area, are not fully improved as public open space areas and the surrounding privately owned property is not clearly delineated. Development of appropriate uses and the introduction of more intense pedestrian-oriented activity around their edges would help to accent their existence as open space areas, and promote their use.

POLICY 10.2

Improve the visual quality and strengthen the pedestrian orientation of the Third Street core area.

Third Street between Kirkwood Avenue and Thomas and Thornton Avenues is proposed as the primary commercial and activity center for Bayview Hunters Point. Although Third Street is a major vehicular thoroughfare and a light rail corridor, the building scale is pedestrian-oriented. This orientation should be strengthened in concert with efforts to bring healthier economic uses and more people on the street to shop. Particular attention should be given to making the space around the historic Opera House more attractive and secure for leisure shopping and for cultural and social events. Development of the Bayview Connections Project on the two small triangular blocks in this section of Third Street can play a useful role in this regard. See also Objective 2 in the Land Use section and Objective 7 in the Commerce section.

POLICY 10.3

Recognize, protect, and enhance cultural resources of native populations as an integral imprint on the land use pattern of Bayview Hunters Point.

Archeological evidence indicates that prior to European settlement, the Bayview, like many other parts of San Francisco was the home of Native American groups for thousands of years. Doubtless, many remains of the

settlements of these groups remain buried in the area. The Bayview Hunters Point Plan recognizes the significance of this deep cultural heritage, and accordingly views the entire geographical area covered by the Plan as having potential archeological significance. Under this view, archeological investigation and plan remediation are encouraged for any substantial proposed physical development with the potential to encounter buried archeological resources within the boundaries of Bayview. Appropriate mitigation measures must be implemented to assure sensitive treatment to potential significant archeological sites, including, when appropriate, the use of archaeological research design and treatment plans.

Both the Board of Supervisors and Human Rights Commission have approved resolutions supporting the claim of the Muwekma tribal government as Native American descendants of Bayview Hunters Point and other parts of San Francisco.

This policy recognizes these City actions and encourages participation by the Muwekma tribal government, among all affected tribal groups and governments, in the archeological investigation and remediation activities under state and federal law.

Major land use projects should include outreach efforts to relevant Native American groups to elicit input regarding such undertakings.

**OBJECTIVE 11
IMPROVE DEFINITION OF THE OVERALL URBAN PATTERN OF
BAYVIEW HUNTERS POINT.**

New development can be used to shape and better define the urban pattern of the City as a whole, including its individual neighborhoods. In Bayview Hunters Point, new development could help to emphasize important locations throughout the district and to distinguish between Bayview's various subareas.

In particular, the design of new buildings along Third Street should reflect and enhance the prominence of the corridor in relation to its surroundings. One way in which new development can accomplish this objective is through accents in building height. In general, taller buildings located at important locations along a given street, including corners, major catalyst sites, and transit stops, highlight these areas as distinct and help create a visually

interesting urban pattern. In coordination with the community, the Planning Department will conduct a height analysis of Third Street to determine where minor height limit adjustments may be warranted. Height limits should support the economic development goals for the corridor by helping to enable appropriate development in the defined mixed-use nodes along Third Street.

New developments at Executive Park, Candlestick Point, and Hunters Point Shipyard also provide opportunities to introduce taller buildings as a means to provide higher residential densities, more concentrated commercial activity, and to mark the location of important new urban cores. Taller buildings need to be very carefully considered to assure that they create an compelling and coherent skyline, do not unduly compete with nearby geographic features, and work with the adjacent street and open space network so that impacts from shade and wind are minimized.

POLICY 11.1

Recognize and enhance the distinctive features of Bayview Hunters Point as an interlocking system of diverse neighborhoods.

The major land uses in Bayview tend to be distributed in bands that stretch across the width of the district. The northernmost band is predominantly industrial and commercial in nature. The central band consists of the heart of the residential community, commonly known as Bayview Hunters Point. It is followed by South Basin, a light industrial area that has an intimate relationship to the residential neighborhoods along its edges. Below South Basin is Bayview Hill, the southernmost residential neighborhood in the district, as well as Candlestick Park Stadium and Executive Park.

The existing built environment in the Bayview is generally lower scale than many parts of San Francisco, yet includes a rich variety of land uses. Hunters Point has been noted for its heavy concentration of public housing; yet it contains a variety of residential neighborhoods and housing types. Historically, there have been serious land use conflicts between industry and housing throughout the area. Today significant conflicts remain, but there is a strong potential through sensitive urban design for industry, housing, commerce and open space to function together as a coherent whole. Efforts to revitalize Bayview should be accompanied by efforts to encourage greater recognition and definition of the diverse uses that make up the subareas of

Bayview Hunters Point and of the interrelationship among these subareas that give a unique character to the district as a whole.

POLICY 11.2

Increase awareness and use of the pedestrian/bicycle trail system that links subareas in Bayview Hunters Point with the rest of the City.

The pedestrian bicycle trail system is shown on Figure 12. Bayview's large land area and hilly topography can make it difficult to cover by walking. Bicycling is a convenient alternative. Information about the plan should be made more available to the residents of the Bayview. There may be an opportunity to extend the plan through the area with the use of abandoned rail lines. Integrated development of the Hunters Point Shipyard and Candlestick Point described in Proposition G and the new direct connections between the two sites, provides an opportunity to increase awareness of pedestrian and bicycle trails in the Bayview and the use of bicycles as a primary means of transportation within the Bayview.

RECREATION AND OPEN SPACE

OBJECTIVE 12

PROVIDE AND MAINTAIN ADEQUATELY LOCATED, WELL DESIGNED, FULLY EQUIPPED RECREATION FACILITIES AND ENCOURAGE THEIR USE.



figure 15 - Existing Parks and Open Space Locations (As of 2006)

Bayview is fairly well served with recreation and open space facilities in terms of gross acreage. When the Candlestick Point State Recreation is counted among its overall facilities, the amount of parkland per 1,000 households in Supervisorial District 10 comes out to approximately 25.7 acres, as compared to the City average of 16.3 acres per 1,000 households. Primary issues to deal with include the following: limited resident utilization of some facilities; the lack of improvements at some facilities; lack of accessibility due to geographic distance or topography; need for sensitive design of small scale open spaces in more dense areas to enhance

aesthetic quality of the district, imbalance in some cases between specific recreational facilities or programs offered and the interest of the surrounding community in these facilities or programs; and the costs of adequately maintaining facilities. See Figure 15 for open space and park locations.

POLICY 12.1***Make better use of existing facilities.***

The Bayview is served by a number of City parks and recreation facilities, including Youngblood Coleman Playground, Hilltop Park, Adam Rogers Park, Joseph Lee Recreation Center, Milton Meyer Recreation Center, Bayview Playground, Gilman Playground and King Pool. A new public shoreline park has recently been created along India Basin. In addition to City facilities, the Candlestick Point State Recreation Area, which is proposed to be reconfigured and improved in connection with redevelopment at Candlestick Point extends along the eastern shoreline from the San Mateo County line north along the Bay to the Hunters Point Shipyard. The list of facilities includes hilltop parks with great views of the City and Bay region, shoreline parks, and neighborhood parks with specialized recreation facilities and programs.

Many of these varied parks, open spaces, and recreational facilities are underused by the neighborhood residents. In some cases this is due to limited access, such as at Bayview Hill Park, in other cases, it may be due to an imbalance between specific recreational facilities and the interest of the surrounding community in these facilities; a need for increased recreation programming and staffing; better facility maintenance; or a lack of resident information about available programs. All these issues should be addressed.

In each case, community residents and Recreation and Park Department recreation staff should be discussing these issues and identifying mechanisms to increase resident utilization of the recreation and park facilities. The Recreation and Park Department holds public hearings annually to receive public input on what recreational activities neighborhood residents want offered at their local parks and recreational facilities. In addition to the annual meetings, staff of neighborhood facilities meet with community residents to talk about facility programming and other neighborhood concerns. The Recreation and Park Department should consider whether their community outreach efforts should be increased to

achieve broader community consensus about needs, interests, goals and improvements. It should also discuss with the community the importance of small-scale passive open space in improving the urban design of the district.

POLICY 12.2***Maximize joint use of recreation and education facilities.***

In addition to City and State Recreation and Park facilities, a number of other recreation facilities and programs are located in Bayview Hunters Point. Opportunities for community use of these facilities should be increased and/or improved.

Some of these facilities include public schools. In the Bayview district, after school recreation programs are offered at Bret Harte School, Sir Francis Drake School, Joseph Lee Recreation Center, Youngblood Coleman Playground, and Milton Meyer Recreation Center. The Recreation and Park Department and the community should monitor community utilization of available after school sites, and determine whether site additions are required, and whether any other program changes would result in better utilization of the available facilities.

There are also great opportunities for community use of the Candlestick Point State Recreation Area. The City and the Bayview community should continue to work with the State Department of Parks and Recreation to implement the General Plan for Candlestick Point State Recreation Area. Provision of better public transit to the State Park from parts of Bayview Hunters Point and from the City as a whole would also help to increase use of this significant recreational resource.

POLICY 12.3***Renovate and expand Bayview's parks and recreation facilities, as needed.***

Parks and recreation facilities throughout Bayview Hunters Point need regular maintenance and periodic renovation in order to attract and accommodate continued and increasing neighborhood use. Bayview should receive its fair share of funds for this purpose.

OBJECTIVE 13**PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE**

SHORELINE OF BAYVIEW HUNTERS POINT UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER NON-OPEN SPACE USES REQUIRING A WATERFRONT LOCATION.

The Recreation and Open Space Element of the General Plan contains specific policies for open space development along the shoreline of the Bay. The general policies and the policies for location within the Bayview are as follows (See Figure 15 for Open Space locations):

POLICY 13.1

Assure that new development adjacent to the shoreline capitalizes on the unique waterfront location by improving visual and physical access to the water in conformance with urban design policies.

POLICY 13.2

Maintain and improve the quality of existing shoreline open space.

POLICY 13.3

Complete the San Francisco Bay Trail around the perimeter of the City which links open space areas along the shoreline and provides for maximum waterfront access. (See Figure 12)

POLICY 13.4

Provide new public open spaces along the shoreline -- at Islais Creek, Heron's Head, India Basin, Hunters Point Shipyard, and Candlestick Point/South Basin.

The Friends of Islais Creek is a voluntary organization formed over 15 years ago to restore the Creek and its immediate shoreline as nearly as possible to its natural state prior to modern human development and make it accessible for human recreational use. Through voluntary work efforts, such as clean-up and replanting activities, supported by a modest amount of State funding, the Friends have already taken major steps toward this goal. They are working with affected local and regional agencies to prepare and implement a master plan for restoration. This Plan fully endorses and sanctions efforts to revitalize the creek area. A restored Islais Creek would provide a major visual and recreational focal point for entry into the Bayview from the Downtown area.

Pier 98 is a narrow eleven-acre spit of land extending about 2,400 feet into

the Bay at India Basin that was converted into Heron's Head Park in 1998. The area originally consisted primarily of fill placed there for a new bridge, the Southern Crossing, which was once proposed for the site. The area now supports a significant seasonal shorebird and wildlife population and the project has restored and enhanced marsh and tidal mudflats.

The Candlestick Point State Recreation Area extends from the County line north to Shafter Avenue along the Bay shoreline. The State's General Plan, which was last updated in 1987, is scheduled to be revised again. Improvements currently call for the restoration of Yosemite Slough, replanting of indigenous vegetation and construction of hiking and bike trails throughout, enhancements of picnic areas, campgrounds, water access for boats, fishing piers, among others. Concessionaire for a food service is also considered.

COMMUNITY FACILITIES AND SERVICES

Background

Overall, Bayview Hunters Point has an adequate physical supply of multi-purpose community facilities. The primary issues which should be addressed relate to: providing adequate physical maintenance for these facilities in light of shrinking local funding; maintaining an effective level and quality of program services in the face of federal and state funding cutbacks; increasing utilization of existing facilities, particularly the Opera House, the Southeast Community College Center and the old Wells Fargo Bank building which is now serving as a community center; and shaping the overall coordination of program service delivery to have maximum impact on social needs in the Bayview Hunters Point community.

A comprehensive survey of community problems by the Bayview Hunters Point Roundtable, a coalition of service providers, found the Bayview Hunters Point community to be facing "spiraling problems relating to poverty, teen pregnancy, unemployment, substance abuse, single parent families, and students dropping out of high school." The survey, entitled "Directions to the Future, Issues and Strategies for Change in the Bayview Hunters Point Community, (1987) identified four major issues to be addressed to deal with these "spiraling problems":

1. The quality of life and lifestyle must be improved;
2. Essential goods and services must be affordable to residents of the area;
3. Problems of youth in the community must be addressed in a context that preserves, promotes, and rebuilds the sense of family characteristic of the neighborhood's past.
4. Political, economic, and cultural power and authority must be built that is native to and representative of the community.

Many of these issues are addressed in various policies of the proposed Plan. For example, the Housing section proposes specific objectives and policies relating to maintaining and enhancing the existing family character of Bayview's residential areas and to targeting affordable housing for existing Bayview Hunters Point residents. The Industry section proposes specific objectives and policies on improving job training, employment and business opportunities for the Bayview Hunters Point community.

Since the General Plan deals primarily with physical and economic aspects of development, it does not cover specific issues relating to the delivery of social programs and services. Nevertheless, the social problems and needs in Bayview are of such a nature and scale that they must be addressed as a part of an overall strategy for revitalization. A strategy for physical and economic revitalization of Bayview Hunters Point will not be successful if it does not also address social concerns.

There are over 300 agencies and persons providing services to the Bayview Hunters Point community in the areas of Child Abuse, Child Care, Spiritual Life, Community Advocacy, Education, Emergency Services/Family Support, Employment, Housing, Legal, Mental Health/Medical Facilities, Meeting Facilities, Recreation Services and Substance Abuse.

The Directions to the Future report provides a framework for assessing programs affecting the Bayview Hunters Point community according to four issue/goal areas: Quality of Life and Lifestyle; Affordability; Problems of Youth; Political, Economic, and Cultural Power. The framework is broad enough to include all types of physical, social, and economic programs and

can therefore provide a basis for assuring that social program efforts in Bayview Hunters Point are effectively integrated with physical and economic efforts.

This assurance would occur through a tracking plan that monitors each program, documents and assesses performance, and establishes priorities. Task forces on each issue/goal area would be used to implement the tracking plan, and community-wide meetings would be held to provide information of its progress.

**OBJECTIVE 14
ASSURE ADEQUATE NUMBERS, TYPES, AND LOCATIONS OF
COMMUNITY FACILITIES AND SERVICES TO MEET THE NEEDS OF
THE LOCAL COMMUNITY.**

Since Bayview Hunters Point already has an ample supply of general-purpose community facilities the primary need is to provide adequate maintenance for those that already exist. Additionally, the educational-related facilities, such as the Southeast Community College, appear to be under used by local residents, especially young people. In light of the urgent need to improve skill levels among residents, there should be a concentrated effort to increase local use of educational-related facilities.

POLICY 14.1

Assure adequate maintenance programming and resident utilization of existing multi-purpose community facilities.

POLICY 14.2

Expand outreach efforts to increase residents' participation in local educational programs.

POLICY 14.3

Carry out a comprehensive system for tracking, monitoring, and setting priorities among the many social programs serving the Bayview Hunters Point community, giving special attention to the needs and concerns of young people.

**OBJECTIVE 15
COMBINE SOCIAL REVITALIZATION WITH PHYSICAL AND
ECONOMIC REVITALIZATION EFFORTS.**

There is an increasing need for physical facilities for more specialized community services, particularly child care centers and senior housing related facilities. Although the Bayview has one of the highest female-headed household and child populations in the city, it has only two subsidized child care centers. As large scale new development occurs it will be important to also require provision of child care facilities as a part of the development. The need for even more specialized services has come with the increase in babies born into addiction due to drug usage by their mothers during pregnancy. The effort to stimulate construction of more senior housing in the district should include measures to assure that the housing is properly designed to meet the social and health needs of the residents on a project specific basis.



figure 16 - Existing Community Facilities, Public Health and Safety Locations

POLICY 15.1

Increase funding for and achieve closer coordination between health, social, and educational programs, particularly those relating to drug abuse and teenage pregnancies.

There is a need for subsidized day care centers in Bayview Hunters Point, especially those providing specialized services, such as care for children born into drug addiction. Developers of forty or more dwelling units should be encouraged to provide physical facilities for a child care center.

POLICY 15.2

Shape new housing growth to include adequate provision of physical facilities for the social and health needs of senior citizens.

POLICY 15.3

Make maximum use of indigenous community resources to increase civic pride and support physical and economic revitalization.

Bayview also has important indigenous community resources. According to the Bayview Hunters Point Roundtable, there are close to one hundred churches in the district, perhaps more per capita than any other district in the City. These and numerous other community institutions have considerable influence in shaping community opinion. They can help to provide valuable

services, especially to families, and mobilize voluntary community efforts for civic pride and revitalization.

POLICY 15.4

Centralize the location of district-wide community information, outreach and meeting activities.

As the centrally located hub for the commercial revitalization of Third Street, the Opera House is ideally suited to serve as the central place for district-wide community activities in Bayview. The community-based organization occupying the old Wells Fargo Building is also well suited for this purpose. The existing staff and physical facilities of these organizations are already available to and utilized by a wide variety of Bayview Hunters Point organizations and individuals for a variety of purposes. With minimal enhancement to existing resources, they can centralize the community information network needed for physical, social, and economic revitalization of the Bayview Hunters Point community.

PUBLIC SAFETY

OBJECTIVE 16

PROVIDE ADEQUATE, EFFICIENT AND PROPERLY LOCATED POLICE, FIRE AND HEALTH SERVICES.

POLICY 16.1

Support the continuation and enhancement of service of the police station in Bayview Hunters Point.

The new district police station developed at Williams Avenue at Newhall Avenue in the Bayview provides a more central location for police services in the southeast section of the city. The station at Williams and Newhall, which became operational in 1997, also reflects improved standards and technological advances in the area of police operations.

POLICY 16.2

Support maintenance of the five existing fire stations located within or near Bayview Hunters Point.

Bayview Hunters Point includes a large land area, approximately three and a half square miles. The five fire stations currently serving the district are essential to assuring that all areas—residential, commercial, industrial—receive prompt and effective fire services. The continued existence and maintenance of these fire stations should be supported.

The Fire Department is installing new lines for a "high pressure" water pressure system to be used exclusively that will significantly improve fire-fighting capacity in the district.

POLICY 16.3

Support improved health services that are more relevant to social-oriented health problems in Bayview Hunters Point, and promote the expansion of the Southeast Health Center.

Overall, Bayview is adequately served by general-purpose health facilities. However, there is an urgent need for specialized health programs that directly relate to pressing social problems, such as drug abuse and teen-age pregnancies. Problems related to drug rehabilitation are especially acute. There are few programs available for lower income drug abusers seeking long-term treatment frequently necessary for recuperation. Many of these problems are related to a decline in federal and state funding. A concentrated effort is needed to develop specialized health programs that are directly relevant to these pressing social problems.

ENERGY

The principal energy-related objectives are to promote the efficient use of energy resources in Bayview Hunters Point to encourage economic development, and to support the achievement of other community goals through the improved management of energy resources.

Background

At the time of the 1995 plan update, annual energy expenditures in San Francisco averaged \$650 million. Since San Francisco imports almost all of its energy supplies, a major portion of the City's energy expenditures leaves San Francisco, constituting an enormous drain on the local economy. Energy

conservation and the use of local renewable energy technologies can help retain dollars in the community and can contribute to increased demand for local goods and services and the creation of new local job opportunities.

From 1980 to 1995, the United States became a net importer of energy. Increased U.S. dependency on imported fossil fuels has made our country increasingly vulnerable to external events, posing a threat to our economy and national security. Following the 1975 oil crisis, federal, state and local energy conservation programs were instituted. As a result, during a period when the U.S. economy grew by thirty-three percent, energy consumption actually shrank by two percent. But these figures only begin to show the potential. In spite of our improved energy efficiency, the United States still does not perform well in terms of energy use per dollar of gross national product, as compared to other countries.

The City's goals for energy efficiency are expressed in the Environmental Protection Element of the General Plan as:

1. to increase the efficiency with which energy is used locally;
2. to diversify the present balance of resource supplies to meet local energy needs;
3. to foster the economic development of energy management services and renewable energy systems; and
4. to encourage the active participation of members of the community in carrying out this program.

The City's concern is to decrease the drain of capital from the local economy in the form of energy purchases from outside the city, and to significantly reduce personal and business energy costs. In addition, energy conservation can contribute to the long-term affordability of both housing and business uses, and to the attractiveness of the community as a place for living and working.

**OBJECTIVE 17
SUPPORT COMMUNITY ECONOMIC DEVELOPMENT AND
REVITALIZATION THROUGH ENERGY MANAGEMENT AND
ALTERNATIVE ENERGY TECHNOLOGIES.**

POLICY 17.1

Promote the Bayview as an area for implementing energy

conservation and alternative energy supply initiatives.

Energy efficiency can serve as an important economic development tool in Bayview Hunters Point. Specifically, appropriate energy policies can: lower the costs of living and doing business in the Bayview and mitigate the effects of variations in energy supply and cost; contribute to local business development and revitalization (efficient use of all resources, not just capital and labor, can make a difference in a business's bottom line profits); minimize operating costs of new housing and commercial developments through energy efficient design; upgrade existing public facilities by implementing energy saving programs and capital improvements, thereby expanding the power of tax dollars and improving the comfort and aesthetics of facilities.

Energy efficiency policies can also provide job development opportunities to meet community needs. Conservation and renewable energy technologies are labor-intensive in nature, offering opportunities for addressing job training and employment needs. Community talents, resources and businesses can be brought together in a coordinated effort to both establish new job opportunities and train workers in skills that will help bring about community energy savings.

POLICY 17.2

Strengthen linkages between district energy planning efforts and overall community development goals and objectives.

Every attempt should be made to integrate energy planning with other community goals and revitalization efforts. The ideal time to address energy use in existing buildings, for example, is during major rehabilitation.

OBJECTIVE 18

REDUCE THE OUTFLOW OF DOLLARS FROM THE COMMUNITY DUE TO EXPENDITURES ON ENERGY THROUGH THE IMPROVED ENERGY MANAGEMENT OF TRANSPORTATION, HOUSING, COMMERCE AND INDUSTRY, AND COMMUNITY FACILITIES.

POLICY 18.1

Encourage land use patterns that will reduce transportation needs and encourage methods of transportation that will use less energy.

Transportation activities represent about a quarter of the energy use and costs in San Francisco. It appears that the Bayview community has above average potential for reducing transportation energy use. At present residents shop and drive outside of the local area more than residents in other parts of the City because of the lower density character of Bayview Hunters Point. However, as population density increases with more residential and economic growth, there is likely to be an increased need and demand for public transit services. If more residents are encouraged to use public transit services, this would reduce auto use and in turn the economic, environmental, and health costs associated with such use.

The energy used to move people and goods in a community is determined in part by patterns of development. The spatial relationships of individual buildings and entire neighborhoods-their density and the degree to which different kinds of uses are integrated-determine in part how far and by what means people travel. Land use organization can provide for more efficient use of energy by promoting more compact development, and by locating new developments close to a variety of services and facilities. Such land use practices result in reduced dependency on the automobile and increased efficiency of mass transit systems.

POLICY 18.2***Enhance the energy efficiency of housing in Bayview Hunters Point.***

The residential sector consumes nearly one fourth of the electricity and approximately two-thirds of the natural gas used in San Francisco. Natural gas is used primarily for space and water heating while electricity is used for lighting and appliances. Approximately sixty-three percent of the housing in the Bayview consists of single-family homes compared to thirty two percent citywide. Single-family homes are much more energy consuming than multifamily homes, thus also having a greater potential for energy savings. Furthermore, single-family homes and multifamily homes in Bayview Hunters Point consume more gas and electricity per unit than homes found in any other area of San Francisco. Approximately forty-three percent of the homes in Bayview were built prior to 1950 and close to ninety percent prior to the adoption of the California building energy standards. There is usually a direct correlation between residential building age and poor energy efficiency since the buildings were built when energy prices were low and few energy saving

measures were included. In Bayview, residential natural gas usage represents significant energy savings potential. Cost-effective weatherization measures and more efficient operation of space and water heating can contribute to lower energy costs.

Residents in Bayview should have much interest and incentive for achieving energy savings through home energy saving improvements. Bayview claims a higher percentage of homeowners than the city as a whole, and residents show a marked degree of stability. A large percentage of residents who do rent pay their own utility bills. Residents of Bayview Hunters Point would benefit from energy efficient rehabilitation in several ways. Energy measures would bring improved cash flow, improved building conditions, increased comfort, stabilized rents and improved resale values of homes.

Energy efficient design and construction techniques in new housing will contribute to the long-term affordability of housing through lowered energy costs. Energy efficient design measures, in addition, can add amenities such as greatly increased comfort or increased daylight. Lower utility costs and the associated amenities from these design measures can also serve as a marketing tool attracting residents to new housing developments.

POLICY 18.3

Promote effective energy management practices in new and existing commercial and industrial facilities to increase energy efficiency and maintain the economic viability of businesses.

In San Francisco in 1995, the commercial and industrial sectors spend approximately two hundred and fifty million dollars a year for electricity and one hundred and thirty-two million dollars a year for natural gas. Energy conservation in the commercial and industrial sectors is important in the Bayview because of the large number of businesses located there. Bayview Hunters Point is one of San Francisco's most important locations for industrial activity. As of 2003, industrial use in Bayview includes over 1,000 production, distribution, and repair businesses, representing over six million square feet of building area. Retail and office functions also occupy more than two million square feet of commercial space in the Bayview.

In the commercial and industrial sectors, electricity is used for lighting, air conditioning, office equipment and industrial operations such as welding,

while natural gas is used for space and water heating, food storage/preparation and metal fabrication. The greatest energy savings can be achieved through improved design, management and maintenance of lighting, heating, ventilation and air conditioning (HVAC) systems. An effective conservation program will save businesses substantial amounts of money that can then be reinvested in the local economy.

Energy costs can represent a significant portion of expenses for businesses. Low energy costs are especially critical to the profitability of energy sensitive businesses. In cities experiencing an exodus of business from the city, high energy costs are frequently cited as a major factor. In Bayview Hunters Point, reduced energy costs can be used as a tool for retaining existing businesses and attracting new businesses. Furthermore, energy efficiency is also relevant to building owners by enhancing the marketability of buildings to potential tenants and owners. Efficient buildings have better long-term property values, tend to be more attractive, especially to institutional owners, and are often more comfortable.

POLICY 18.4***Encourage energy conservation and resource management in community facilities and operations in Bayview Hunters Point.***

There is a relatively large concentration of community facilities in the Bayview including schools, libraries, childcare and community centers, fire stations, recreation and park facilities and the sewage water treatment plant. Improving the energy efficiency of these facilities could result in more tax dollars being directed towards delivery of community services. Energy saving programs will also improve the environmental conditions and physical appearance of facilities.

The City also has a successful residential recycling program in place. Presently, the City diverts over sixty percent of its waste away from landfills through recycling, composting, reuse, and source reduction programs. In an effort to extend the life of our landfill and reduce costly transportation of waste to the landfill, the City has adopted a recycling goal (as established by the Board of Supervisors in 2002) of seventy-five percent by 2010. Recycling of paper, glass and metals should be encouraged in Bayview in appropriate locations that do not contribute to land use conflicts and environmental problems. The recycling services and convenience found in other parts of the

City should also exist in the Bayview community. Recycling saves energy and water, reduces air and water pollution, and conserves other precious resources.

Amendment by Resolution 13917 adopted on 7/20/1995 (Thorough revision of the South Bayshore Plan integrating the previous amendment)

Amendment by Proposition F, approved on 6/3/1997, Voter approved initiative for the development and construction of nonrecreational land uses on park land within the Candlestick Point Special Use District.

Amendments by Resolution 15016 adopted on 4/06/2000.

Amendments by Resolution 16900 adopted on 2/2/2004.

Amendments by Resolution 17038 adopted on 6/16/2004.

Amendments by Resolution 18098 on 6/3/2010.



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TDD/TTY No. 554-5227

August 19, 2014

File No. 140709

Sarah Jones
Environmental Review Officer
Planning Department
1650 Mission Street, 4th Floor
San Francisco, CA 94103

Dear Ms. Jones:

On July 29, 2014, Supervisor Avalos introduced the following legislation:

File No. 140709

Resolution authorizing negotiation of a Joint Powers Agreement with the City of Richmond to establish a Homeownership Stabilization Authority to assist homeowners with troubled mortgages.

This legislation is being transmitted to you for environmental review.

Angela Calvillo, Clerk of the Board

A handwritten signature in cursive script, appearing to read "A. Ausberry".

By: Andrea Ausberry, Assistant Clerk
Land Use & Economic Development Committee

Attachment

c: Joy Navarrete, Environmental Planning
Jeanie Poling, Environmental Planning

Not defined as a project under CEQA Guidelines Sections 15378 and 15080(c)(2) because it does not result in a physical change in the environment.

Joy
Navarrete

Digitally signed by Joy Navarrete
DN: cn=Joy Navarrete, o=Planning,
ou=Environmental Planning,
email=joy.navarrete@sfgov.org,
c=US
Date: 2014.09.24 15:35:23 -07'00'

Caldeira, Rick (BOS)

From: Veneracion, April (BOS)
Sent: Tuesday, June 24, 2014 2:40 PM
To: Caldeira, Rick (BOS)
Cc: Pollock, Jeremy (BOS)
Subject: Please add Supervisor Kim as a Co-sponsor for Item 69

File # 140709 - Declaration of Intent - Explore Forming a Joint Powers Authority to Carry Out Local Mortgage Principal Reduction Programs

Thank you,
April

April Veneracion Ang
Legislative Aide
Supervisor Jane Kim, District Six
San Francisco Board of Supervisors
(415) 554-7972 Office
(415) 554-7974 Fax
april.veneracion@sfgov.org

Mayor's Office of Housing and Community Development
City and County of San Francisco

File # 140709
Received in Council
10/1/14
f.w.



EDWIN M. LEE
MAYOR

OLSON LEE
DIRECTOR

To: Linda Wong, Office of the Clerk of the Board
Budget & Finance Committee

From: Olson Lee, Director Mayor's Office of Housing *OL*

Re: Joint Powers Agreement (JPA) –
Establishing a Homeownership Stabilization Authority

Date: 10/1/2014

The Mayor's Office of Housing and Community Development ("MOHCD") is named as the lead agency to work in partnership with the City Attorney's Office to evaluate the feasibility of a Joint Powers Agreement with the City of Richmond and if acceptable to negotiate a Joint Powers Agreement with the City of Richmond to carry out the responsibilities outlined in the proposed resolution (File No. 140709). MOHCD shares the goals of assisting homeowners that have loans greater than the current value of their homes but does not support this resolution.

MOHCD is generally familiar with the goals of the City of Richmond to create a program that reduces blight by assisting homeowners with mortgages in excess of value of their homes on which the mortgages are secured. Many of these mortgages are owned by private-label securitization (PLS) trusts. MOHCD received data earlier this week on San Francisco PLS loans. MOHCD has not reviewed these loans to determine the current needs of these homeowners and whether the program envisioned in the JPA would be the most effective way to address the needs of homeowners currently "underwater" and victims of predatory lending practices.

According to Foreclosure Radar, a reliable source of day to day foreclosure activity data, there were a total of 12 underwater homeowners in the 94124, 94112, and 94134 zip codes that were also delinquent on their mortgage. This is current foreclosure data and does not speak to whether or not these at-risk homeowners also have a PLS loan. Again, the data and the current market will have to be scrutinized to determine that the tools contained in the proposed JPA are the best approach to meet the specific needs of our owner occupied property owners.

MOHCD has previously provided assistance for at-risk homeowners. In 2013, MOHCD supported the creation of the Rapid Response Foreclosure Intervention program. Working in partnership with HUD approved non-profit housing counseling agencies, the Assessor's Office, and community advocacy groups, MOHCD created a system by which homeowners delinquent on their mortgage can receive early assistance with negotiation of the terms of their first

mortgage. In Fiscal year 2013/2014, there were a little over 400 delinquent mortgages in San Francisco. The Rapid Response Foreclosure collaborative worked with over 225 of those at risk home owners to save their home whenever possible. This is the process MOHCD recommends that the City continue.

The eminent domain process envisioned as part of the JPA is very complex and the outcomes uncertain. As we learned from Hugo Hotel acquisition it is an involved process, a costly process, and takes a substantial amount of staff time. The SFRA engaged an eminent domain counsel and a panel of expert witnesses to assist in the preparation for the court hearing. And most importantly, in a jury trial the outcomes are uncertain. Will the jury decision on value be sufficiently low to be affordable to the current homeowner? The loans are currently performing and have interest rates higher than current rates. That is the point of trying to restructure or refinance these loans. But from a financial stand point it also means that the value of the loan, without the foreclosure risk, may be greater than the outstanding balance not less. As in the case of the Hugo, each side will provide their estimate of value and ultimately a jury will decide on value.

MOHCD has questions about how the JPA is going to pay for the costs of eminent domain proceedings. Will the JPA pay for the City staff time devoted to this legal process? Public materials claim that the JPA will indemnify the City but when Richmond requested insurance the JPA or the agent was unable or unwilling to secure insurance. Is this the current situation?

MOHCD is also concerned about the potential impacts of proceeding with JPA on the balance of the City's programs. The City and MOHCD participate in the financial markets for many forms of debt financing including general obligation bonds, tax-exempt bonds to support our multifamily program, and our single family programs. Since the foreclosure crisis hit our community, many of the mortgage lenders decided not to provide first mortgage loans with MOHCD's BMR purchases because our affordability covenant survives foreclosure. If our remaining banks won't lend on our BMR homes, we would have to create our own financing to serve these borrowers, MOHCD has worked hard to develop a good working relationship with all of the lenders in our affordable housing program. This has resulted in Affordable Housing Program grants and very competitive interest rates and terms. We do not wish to damage these working relationships with our banking partners since that would mean more local dollars going into affordable developments or modifications in our programs to meet national standards.

Again, MOHCD shares the goals of assisting underwater homeowners but does not support this resolution. MOHCD also shares the concerns regarding the creation of a JPA, laid out by John Updike in his memo dated 9/29/2014. MOHCD recommends that it utilize the Rapid Response Foreclosure collaborative to reach out to all the underwater homeowners to offer assistance through our housing counseling agencies.

President, District 3
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DAVID CHIU
邱信福
市參事會主席

RECEIVED
CITY CLERK
SEP 18 AM 10:25

PRESIDENTIAL ACTION

Date: 9/18/2014

To: Angela Calvillo, Clerk of the Board of Supervisors

Madam Clerk,

Pursuant to Board Rules, I am hereby:

Waiving 30-Day Rule (Board Rule No. 3.23)

File No. _____
(Primary Sponsor)

Title. _____

Transferring (Board Rule No. 3.3)

File No. 140709 Avalos
(Primary Sponsor)

Title. Authorizing Joint Powers Negotiation

From: Land Use & Economic Development Committee

To: Budget & Finance Committee

Assigning Temporary Committee Appointment (Board Rule No. 3.1)

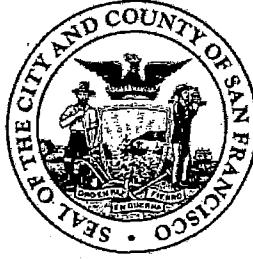
Supervisor _____

Replacing Supervisor _____

For: _____ Meeting
(Date) (Committee)

David Chiu
David Chiu, President
Board of Supervisors

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San Francisco 94102-4689
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MEMORANDUM

TO: John Updike, Director, Real Estate Division
Olson Lee, Acting Director, Mayor's Office of Housing
Jon Givner, Deputy City Attorney, Office of the City Attorney

FROM: Andrea Ausberry, Assistant Clerk, Land Use and Economic Development
Committee, Board of Supervisors

DATE: August 19, 2014

SUBJECT: LEGISLATION INTRODUCED

The Board of Supervisors' Land Use and Economic Development Committee has received the following proposed legislation, introduced by Supervisor Avalos on July 29, 2014:

File No. 140709

Resolution authorizing negotiation of a Joint Powers Agreement with the City of Richmond to establish a Homeownership Stabilization Authority to assist homeowners with troubled mortgages.

If you have any additional comments or reports to be included with the file, please forward them to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102.

c: Eugene Flannery, Mayor's Office of Housing

Introduction Form

By a Member of the Board of Supervisors or the Mayor

Time stamp
or meeting date

I hereby submit the following item for introduction (select only one):

- 1. For reference to Committee.
An ordinance, resolution, motion, or charter amendment.
- 2. Request for next printed agenda without reference to Committee.
- 3. Request for hearing on a subject matter at Committee.
- 4. Request for letter beginning "Supervisor [] inquires"
- 5. City Attorney request.
- 6. Call File No. [] from Committee.
- 7. Budget Analyst request (attach written motion).
- 8. Substitute Legislation File No. [140709]
- 9. Request for Closed Session (attach written motion).
- 10. Board to Sit as A Committee of the Whole.
- 11. Question(s) submitted for Mayoral Appearance before the BOS on []

Please check the appropriate boxes. The proposed legislation should be forwarded to the following:

- Small Business Commission Youth Commission Ethics Commission
- Planning Commission Building Inspection Commission

Note: For the Imperative Agenda (a resolution not on the printed agenda), use a Imperative

Sponsor(s):

Supervisors Avalos, Campos, Mar, Kim

Subject:

Resolution - Joint Powers Agreement - Homeownership Stabilization Authority

The text is listed below or attached:

[Empty box for text listing]

Signature of Sponsoring Supervisor:

For Clerk's Use Only:

